



NEW ZEALAND POLICE BRIEFING TO THE INCOMING MINISTER

2008

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The Police Commissioner would like to welcome and present this formal briefing to the incoming Minister of Police. This briefing represents the Commissioner's views and the distinctive role that Police has in New Zealand society. It is not intended to repeat messages that are already available in Police documents such as the *Statement of Intent*, *Annual Report*, *National Business Plan* and *Strategic Plan to 2010*.

This briefing sets out current Police strategy to achieve its vision of "Safer Communities Together" and alignment with other justice sector agencies in achieving overarching outcomes. It also provides the Minister with an overview of the priorities for the 2008/09 year, and Police's capability, capacity and risks in achieving them.

Working in Partnership

With the introduction of the Policing Act 2008, strengthened governance and accountability arrangements have been legislated. This new Act sets out, among other things, the roles of the Commissioner and the Minister and their constitutional relationship. Successful policing requires Police to forge strong partnerships with all key stakeholders, from Government and communities to foreign law enforcement agencies. A refreshed approach and commitment to Community Policing reinforces Police's strategic goal of community reassurance.

Significant Issues

This document also outlines significant and immediate issues that require Ministerial decisions or monitoring during the Minister's initial few months in office. Alcohol remains a key driver of offending as well as having a significant role in increasing the potential for victimisation; it is thematic across other significant issues facing Police.

Maori continue to have the highest rate of apprehensions and victimisation of any ethnic group. Maori account for about 45% of all apprehensions and are over-represented in youth apprehensions. Maori also have the highest rates of victimisation and repeat victimisation.

There is a public perception that youth violence and offending generally is increasing. While youth are over-represented in total apprehension statistics (youth are 4.6% of population and are 15% of total apprehensions) the number of apprehensions has increased by 5%, however when population increases are taken into account, the apprehension rate is *decreasing*. Fundamental legislative changes are under way regarding the approach to youth offenders, including raising the age of a 'youth' to include 17-year-olds.

South Auckland/Counties Manukau has several policing challenges of public interest including a number of high-profile violent offences (at liquor outlets and dairies); youth gang issues; and building confidence and assurance about safety and security with the community. A key challenge for South Auckland/Counties Manukau is the higher turnover rate of trained and experienced officers¹. Also, the volume of crime in this District is high.

Police continues to face significant financial challenges as inflation pressures, internal financial reporting requirements, wage pressures and increasing information technology requirements all drive increasing expenditure to deliver the same level of service.

¹ Attrition rate for Counties Manukau District is 4.4%. Police average is 3.5% (12 months to Sept 20, 2008).

Legal Responsibilities

Police has legal responsibility to administer the following legislation:

- Policing Act 2008
- Policing Regulations 2008
- Arms Act 1983
- Arms Regulations 1992
- Queen's Police Medal Regulations 1959

Finally, it is expected that over the coming weeks the Minister will be provided with a number of briefings on other areas of Police not covered in this briefing document. Police welcome the opportunity for subject matter experts to provide the Minister with more detailed briefings on matters of particular interest.

Today Police will:

Have	11,413	Staff
Receive	1,931	111 calls
Record	1,169	Crimes (07/08)
Record	3,113	Incidents and Tasks

Policing with Confidence, the New Zealand Way - Strategic Plan to 2010 sets the Police strategic direction. Many of the actions contained within the Strategic Plan have been implemented and there is further scope for continued implementation over the remaining life of the plan and beyond. This diagram, a synopsis of the strategic direction, outlines Police's vision, mission, intended outcomes and values. The full strategic plan is enclosed separately.



By the end of the 2008/09 fiscal year, strategies to enable a new leadership capability will be in place. They include:

- the new Policing Act 2008;
- a Code of Conduct mandating and promoting high standards of behaviour;
- a functioning set of disciplinary procedures;
- the substantial implementation of the Commission of Inquiry's recommendations; and
- a clearly visible and supported leadership and development programme supplying a stream of capable future leaders.

Also by the end of the fiscal year Police will have substantially implemented a large suite of operational priorities that underpin the outcomes and goals of the Strategic Plan to 2010 including:

- a) the integration of additional community-focused officers. This includes an additional 250 community constables and a refreshed approach to community policing;
- b) due to the disproportionate impact of crime on Maori, development and implementation of specific Maori initiatives, such as Iwi-led crime prevention plans and building the capability and capacity of Maori Wardens;
- c) the progression of the Family Violence Inter-Agency Response System (FVIARS), to work with sector partners and non-government organisations to provide services for family violence victims and perpetrators;
- d) the establishment of the Organised and Financial Crime Agency of New Zealand (OFCANZ);
- e) implementation of aspects of the Police *Electronic Crime Strategy to 2010* including Environment for Virtualised Evidence (EVE) and National Cyber Crime Centre (NCCC);
- f) a refreshed focus on strategic road policing outcomes, focusing on “the fatal five” - speed, drink/drug driving, restraints, dangerous/careless driving and high-risk drivers;
- g) the development and implementation of the National Intelligence Centre to help shape our understanding of the criminal environment and support our critical decisions;
- h) the introduction of a digital network and radios in Wellington and to specialist groups.

Police identify several step-changing issues that, if confronted, will substantially improve the safety and security of New Zealanders. A critical issue is Maori continuing to be over-represented more than any other ethnic group in crime statistics, both as offenders and victims.²

Likewise, alcohol-affected people continue to comprise an estimated 32 to 61% of those arrested and placed in Police cells and 27% of fatally injured drunk drivers. Alcohol remains a key driver of offending, increases the potential for victimisation and is a driver of Police demand. Tackling alcohol-related issues and crime requires a multi-agency approach, and Police is working with other government and non-government organisations to reduce the effects of alcohol-related harm and crime. Although strategies have been implemented that show an effect, it is clear substantial change to policy and legislative background is required.

The abuse of drugs is a factor in a substantial proportion of offending. The effects spread across many dimensions of Police’s operational environment, with social (mental/health), economic (money laundering, organised crime) and technological (new synthetic drugs, methamphetamine and detection) consequences. Increased methamphetamine and associated offending presents a significant challenge for Police, with the discovery of rising numbers of clandestine labs each year and offenders committing crime to feed their addiction. The importation of drugs continues to be an international problem.

² Source: Department of Corrections: www.corrections.govt.nz
Statistics New Zealand: www.stats.govt.nz

Demands placed upon police resources continue to increase year on year. Domestically, calls for assistance continue to rise. Communications Centres handle approximately 1.75 million calls per year. Around a third of those are emergency calls, while the rest are for non-urgent matters. In spite of stable crime statistics it is projected that calls for assistance will continue to rise in the long term.

Internationally, Police continues to participate in policing, in various forms, in numerous Pacific island nations and liaison positions around the world. Further requests for assistance are being received. Increasing numbers of New Zealand Police staff are being deployed overseas, which is placing mounting demands on resources at the local level.

In New Zealand, there is a ratio of one police officer to every 505 people³. As police numbers rise in this country, new staff are deployed to areas where they can be of most benefit, to alleviate some of the pressures facing New Zealand Police.

Given these challenges by 2012 we would like to have:

- a) an approach (attitude, systems, processes and procedures) re-orientated towards the victim's perspective;
- b) a significant change in public attitude to drugs and alcohol, with Police and their community partners taking a more active role in reducing the effects and harm that drugs and alcohol cause;
- c) an acceptance of localised, visible community policing, with community policing officers accessible to every New Zealander;
- d) a reduction in organised crime and its impacts in New Zealand, through cooperation and collaboration with other law enforcement and government agencies.

In order to achieve our goals we will focus on four critical enablers.

Our People

We will be encouraging professionalism and greater use of discretion and decision-making. Our people will operate in an environment where leadership and police values are promoted. Engaging with staff, including meaningful and genuine follow-through on the Staff Engagement Survey, will be key.

Our Partnerships

We will be looking to enhance relationships with both internal and external partners, to achieve shared goals and improve outcomes. Increased engagement with other government agencies and with community organisations, in a consistent and coherent way, will also be important.

Technology

There is a challenge for Police in employing new technology to best effect, and in combating offending that uses new technology. That task is to identify what we already have and use the resource to its full capacity and capability. We will also explore new areas of technology that can enhance and build upon existing services and take opportunities where they exist.

Communication

We will increase and develop new ways to communicate with the public and partners. Police has initiatives in place that aim to create an environment for improved communication and

³ Based on police staff who hold the office of 'Constable'. As at 30 June 2008 and NZ population on the same date. In Australia, the ratio is 1:415. Source: Australian Bureau of Statistics.

access to Police services for citizens. These include the management of emergency and non-emergency calls, managing Police mobility and face-to-face interactions with citizens and communicating knowledge internally and externally.

Today Police will:

Receive	4,894	Calls to Communication Centres
Have	100	Staff on overseas deployment
Record attending	237	Family violence offences/incidents
Conduct	4,239	Compulsory breath tests

Governance in a policing context refers to the constitutional and institutional arrangements for framing police actions. Discussions about the governance of Police are often paired with accountability, with attention focusing on the system of checks and balances which exist to empower and constrain the police. This section provides an introduction to Police's external and internal governance arrangements.

“Instrument of the Crown” rather than public service department

New Zealand Police occupies a distinct position within the wider state sector. Notably, Police has never been part of the mainstream public service. The State Sector Act 1988 omits Police from the list of public service departments, characterising it instead as “an instrument of the Crown”. This ‘arms length’ status is reinforced by the Policing Act 2008, section 7(1) of which confirms: “There continues to be an instrument of the Crown known as the New Zealand Police”.

For its part, the Public Finance Act 1989 defines departments to include instruments of the Crown. This means New Zealand Police must still comply with statutory reporting requirements and lawful Ministerially-required financial actions.

The implication of this legislation is that Police fall under the same oversight arrangements as other departments for financial management purposes, but not for governance issues or in relationships with Ministers.

Key features of Police's governance and accountability arrangements

The Policing Act 2008 clarifies Police's governance and accountability arrangements, including:

- identifying a non-exhaustive list of Police functions;
- defining processes for the appointment, tenure and terms of engagement of the Commissioner of Police and Deputy Commissioners of Police, and outlining protocols for delegating powers and times when an acting Commissioner is needed;
- clarifying the roles of the Commissioner of Police and Minister of Police, and the constitutional relationship between the Commissioner and the Minister; and
- underscoring the Commissioner's accountability for the performance of Police.

For example, the Act provides for a Commissioner and one or more Deputy Commissioners to be appointed by and to serve “during the pleasure” of the Governor-General. The State Services Commissioner manages the appointment process for Police Commissioners and Deputy Police Commissioners on behalf of the Prime Minister and the Minister of Police.

The constitutional nub of the Policing Act is section 16:

Responsibilities and independence of Commissioner

- (1) The Commissioner is responsible to the Minister for—
 - (a) carrying out the functions and duties of the Police; and
 - (b) the general conduct of the Police; and
 - (c) the effective, efficient, and economical management of the Police; and
 - (d) tendering advice to the Minister and other ministers of the Crown; and
 - (e) giving effect to any lawful ministerial directions.

- (2) The Commissioner is not responsible to, and must act independently of, any Minister of the Crown (including any person acting on the instruction of a Minister of the Crown) regarding—
- (a) the maintenance of order in relation to any individual or group of individuals; and
 - (b) the enforcement of the law in relation to any individual or group of individuals; and
 - (c) the investigation and prosecution of offences; and
 - (d) decisions about individual Police employees.

Constabulary independence

Building on sections 16 and 22 of the Act, the relationship between Police and government is animated by the doctrine of constabulary independence. This doctrine often reduces to one simple idea: there are certain kinds of policing decisions in respect of which it is improper for Ministers to give directions or seek to influence, and for police to accept directions or acquiesce to. The dividing line between what is appropriate or not is often seen in terms of a split between policy issues and operational matters.

A 1993 opinion by the then Solicitor-General has been taken as an authoritative statement of the position in New Zealand. The opinion states as follows.

- The Commissioner is an independent statutory officer acting with original not ministerially delegated authority in respect of law enforcement decisions in a particular case. The Commissioner cannot lawfully be made subject to ministerial directions in this regard and is bound only by the duty to act lawfully himself in exercising his powers.
- The Commissioner thus may not be subject to policy directions in respect of the enforcement of the criminal law in any particular area or type of offending. It is entirely a matter for the Commissioner to direct a law enforcement strategy in respect of types or places of crime (see *Whithair v Attorney-General (Police)* [1996] 2 NZLR 45 and *Practical Shooting Institute (New Zealand) Inc v Commissioner of Police* [1992] 1 NZLR 709).
- It is not open to the Commissioner to refuse to enforce the criminal law or any aspect but the Commissioner has a wide discretion on the chosen manner of enforcement in a particular case (see *Hill v Chief Constable of West Yorkshire* (1989) 1 AC 53).
- Decisions on what law enforcement resources are to be deployed in particular cases and on what general reasonable policy directions are to be made in classes of cases accordingly are for the Commissioner alone. However the Commissioner is otherwise subject to ministerial decision-making in relation to resources and matters of administration not directly affecting the Commissioner's duty to enforce the criminal law.
- There is room for the Minister of Police to require consultation with the Commissioner in respect of operational requirements and allocate targeted resources for a Police enforcement programme.

In summary, police must act independently when enforcing the law, and the Commissioner of Police has wide discretion on how to enforce the law in any given case. It is a matter for the Commissioner to direct how the law is enforced in relation to types of offending, or the locations where offences are committed. Decisions on what policing resources are deployed in individual cases, and what general policies apply to particular classes of case, are matters for the Commissioner.

The Minister of Police is generally agreed to have a role in consulting the Commissioner over Police's operational requirements, and allocating resources for specific initiatives. The Minister is also accepted as providing direction to the Commissioner on overall Police

resourcing, and matters of administration that do not directly affect the Commissioner's operational policing duties.

In a practical sense, this means the Commissioner must operate independently when exercising law enforcement functions and powers in particular cases or classes of case, however there is a convention about advice given on significant issues. In these general areas, where exercise of law enforcement functions and powers in particular cases or classes of case does not come into play, the Police Commissioner has responsibilities similar to those of public service chief executives.

Value of close connections

Police staff highly value personal contact with the Minister in their workplace, which is a boost to morale. Such contact may also give the Minister the opportunity to hear at first-hand from Police staff on issues affecting Police and communities. In such interactions, the Minister may find it helpful to have Police's Ministerial Liaison Officer (Private Secretary - Police) present.

Other external governance and accountability

Police is subject to further multiple and overlapping accountabilities; both formal legal accountabilities, but just as importantly, in the sense of Police and the Commissioner being answerable to the New Zealand public (often expressed through the media).

In a structured way, oversight of Police is provided by parliamentary select committees, independent office holders like Ombudsmen and the Controller and Auditor-General, and via residual powers such as the Government's ability to order ministerial inquiries and establish commissions of inquiry. There also exists the bedrock of legal accountability to the Courts. Police policies, practices and procedures (as well as alleged staff misconduct or neglect of duty) can also be subject to investigation, review and report by the Independent Police Conduct Authority. Furthermore, Police is well embedded in government planning, funding and reporting cycles, through *Statement of Intent*, budgetary and *Annual Report* arrangements.

Ministry of Transport

The Commissioner also has an agreement between the Ministers of Justice and Transport which formalises aspects of the relationship between the parties in relation to the provision of road policing activities by the New Zealand Police. The framework includes:

- Recognition of the NZ Police's road policing activities that the Minister of Transport expects the Commissioner to deliver and the related cost of, and performance measures for, those activities;
- Reporting arrangements between the Commissioner and the Minister of Transport on the NZ Police's delivery of road policing activities and on the contribution of these activities to road safety outcomes and wider land transport objectives; and
- Monitoring of the NZ Police's delivery of road policing activities and contribution to road safety outcomes and wider land transport objectives through regular meetings and discussion.

Internal governance mechanisms

A command hierarchy is the primary governance mechanism based on delegation; it is not a true board. The Police Executive consists of the Commissioner; Deputy Commissioners (2); Assistant Commissioners (6, of whom one is deployed overseas); General Managers of Public Affairs, Finance and Human Resources; the District Commanders from the 12 Police Districts; the National Manager of Maori, Pacific and Ethnic Services and the Establishment Director of the Organised and Financial Crime Agency.

The Police Executive Committee (PEC) meets monthly to discuss timely issues and to undertake strategic planning. It addresses issues such as:

- annual business planning/priorities;

- the implementation of business plans/identifying 'big picture' risks to implementation;
- key policy issues/initiatives;
- operational issues with potential national implications.

While PEC is the governing council, underneath sits PEM (Police Executive Meeting). This group comprises the Police executive members based in Police National Headquarters (PNHQ) and meets weekly; the focus is primarily on information sharing, and organisational monitoring and management (particularly in terms of identifying and managing risk). It also functions as a filter for issues that need to be put before the wider audience of PEC.

These internal governance committees are complemented by the Assurance Committee, which comprises the Commissioner and Deputy Commissioners, and three independent, external members. This committee performs risk identification functions. Its purview includes:

Strategic

- assurance and governance frameworks;
- strategic initiatives; and
- risk assessment.

Technical

- planning and delivery of assurance, evaluation and risk functions;
- reporting and planning by external audit.

While this committee has no authority for implementation, it serves as a governing body and provides advice for the Commissioner in his management and leadership of Police. Its operating principles of candour, challenge, effectiveness and pragmatism serve to underpin the organisation's commitment to good governance.

National Communications Advisory Board (NCAB)

The National Communications Centre Advisory Board was established to oversee the performance and strategic direction of the Police Communications Centres. The board is chaired by businessman and public sector specialist John Perham, with other members from the private sector and the Police executive, and a strong district representation. The National Manager of the Communications Centres is also a board member.

The board focuses on four key themes; leadership, demand and service delivery, technology and training, and supervision of staff.

Information Technology Advisory Group (ITAG)

The Information Technology Advisory Group is also comprised of a group of senior Police executives, supplemented by external experts. The Information Technology Advisory Group's role is to monitor major ICT initiatives from a business context, including their interrelationships with other projects.

Major projects are overseen by the Project Management Office (PMO) whose role is to provide an independent overview of the programme and includes; validation of scope, business case, project schedules and costs. The PMO monitors project progress and reports to the Police Executive.

Alcohol-related issues

Background - Alcohol remains a key driver of offending, as well as having a significant role in increasing the potential for victimisation. In 2007 Police data showed that up to 61%⁴ of alleged offenders had been consuming alcohol prior to their offence (Police Alco-Link), while Ministry of Transport data showed 27% of fatally injured drivers were over the legal alcohol limit⁵. As part of the New Zealand Arrestee Drug Abuse (NZ-ADAM⁶) monitoring programme, 36% of detainees interviewed reported drinking alcohol prior to their arrest⁷. Two-thirds of those using alcohol at the time of their arrest considered that its use had contributed to “some” or “all” of their offending.

Current Status - Sale of Liquor Act and other alcohol related legislation - Police fully agrees that there is a need to review the Sale of Liquor Act and other alcohol-related legislation. Police considers that current legislation neither provides the optimum regulatory framework for the current drinking environment, nor gives appropriate tools to assist Police to reduce alcohol-related harm. Police’s view is that, for the full benefit of any legislative changes to be realised, they need to be adopted as Government policy. The tradition of addressing alcohol-related legislation as a matter of individual choice is not conducive to delivering a comprehensive and cohesive legislative framework.

Blood alcohol concentration (BAC) levels - There is an extensive body of research that demonstrates the benefits of lower BAC limits in saving lives and injuries. Police supports a lowering of the BAC limits.

Custodial environment - In 2007 over 15,000 incidents were recorded of people being placed in custody or in detoxification centers while intoxicated. Police considers that the custodial environment is not an appropriate one within which intoxicated people should detoxify, and supports the development of alternatives to custodial environments to which intoxicated individuals can be taken.

Immediate Issue

Over the next two to three months the Minister will need to make decisions and/or monitor the following activity:

- progress on the review of the Sale of Liquor Act.

Over-representation of Maori in the criminal justice system

Background - A critical issue facing the justice system is the significant over-representation of Maori. Maori continue to have the highest rate of apprehensions and victimisation of any ethnic group. Maori account for about 45% of all apprehensions. Maori are also over-

⁴ According to the Police’s Alco-Link recording system, the proportion of alleged offenders who have consumed alcohol prior to their offence ranges widely - between 32% and 61%. This range arises because there are a number of alleged offences recorded as ‘unknown’ within Alco-Link.

⁵ Ministry of Transport. Motor vehicle crashes in New Zealand, 2007.

⁶ NZ-ADAM is a key research project for Police, which shows the extent of drug and alcohol use of detainees in Police custody.

⁷ This is likely to be a low estimate, as people who are heavily intoxicated are excluded from NZ-ADAM, either due to being unfit to be interviewed or for safety issues.

represented amongst youth apprehensions. Maori over-representation in the criminal justice system has existed since the early 1980s. Maori also have the highest rates of victimisation and repeat victimisation.

Within the justice sector, no clear or simple answers or direction have emerged about what is effective for Maori and how to stem the flow and churn of Maori over-representation. Although policy development has put a specific focus on Maori outcomes, reductions in Maori offending and victimisation have been slow to be achieved.

Current Status - Police's approach to reducing Maori offending and victimisation includes strengthening the capacity of Police to engage with Maori communities, improving intelligence to understand the Maori profile, and working with Iwi to assist the development of Crime Prevention Plans. Specific work includes:

- developing Iwi-led crime reduction plans;
- building the capability and capacity of Maori Wardens;
- scoping family violence among Maori;
- developing Maori Knowledge Profiles;
- appointing Iwi Liaison Officers; and
- establishing Maori Advisory Boards in all Districts.

Immediate Issues

Over the next two to three months the Minister will need to make decisions and/or monitor the following activities:

- Police are proceeding in a careful manner to develop an engagement process with Tuhoe in response to the Police operation in Ruatoki in October 2007 (Operation 8);
- briefings on the joint Te Puni Kokiri/Police Maori Wardens Project.

South Auckland/Counties Manukau

Background - South Auckland/Counties Manukau has a number of policing challenges of public interest:

- a number of high-profile violent offences (at liquor outlets and dairies);
- youth gang issues; and
- building confidence and assurance about safety and security with the community.

Crime trends in South Auckland/Counties Manukau include:

- crime per capita is trending downward, in line with national trends;
- violent offences per capita are significantly higher than the national average, with a large volume of family violence offences;
- resolution rates are lower than the national rate, but with an upward trend; and
- drugs and anti-social offences are lower than the national average.

Police has adopted a forward-thinking and innovative approach to policing in South Auckland/Counties Manukau, combined with an increase in the number of police in South Auckland (by over 40% since 2000, including 28 Asian police officers.) A key challenge for

South Auckland/Counties Manukau is the high turnover rate of trained and experienced officers.

Current Status - A variety of initiatives has been developed to respond to crime and safety issues in South Auckland/Counties Manukau including:

- robberies of retail premises: police patrols to increase visibility and reduce crime targeted at dairies and liquor stores. Crime prevention advice packs for retailers have been developed and distributed;
- youth gangs: cross-agency work targeting 'at risk' youth and young offenders to promote offence-free behaviour and participation in education, training and employment. A suite of 28 initiatives is in progress;
- mobile police station: a new unit of 12 community police officers has been established, working with communities from a mobile police station to increase community safety;
- an Asian Crime Reduction Council (ACRC): has been set up to facilitate effective and coordinated crime prevention engagement within the Asian community.
- effective engagement work: at a local level, the Manurewa community (including government agencies) has come together to respond to crime and safety, with a specific focus on reassuring ethnic communities.

Immediate Issue

The Minister receives monthly reports about key work under way to support safety and security in South Auckland in the area of:

- youth gangs; and
- community engagement in Manurewa.

In addition to this, there will be on-going work within South Auckland/Counties Manukau on which the Minister will be kept up to date.

Youth

Background - There is a public perception that youth violence and offending generally are increasing.

The crime profile for youth:

- youth are over-represented in total apprehension statistics (youth constitute 4.6% of the total population but 15% of total apprehensions);
- the number of apprehensions has increased by 5%. When population increases are taken into account, however, the apprehension rate per capita is *decreasing*;
- the number of apprehensions for violence increased 6% from 2006/07 to 2007/08. However, this was a smaller increase than the overall increase in violence apprehensions for all offenders, with the increase in youth apprehensions for violence being solely attributable to family violence;
- over half of all youth apprehensions are for property offences.

As part of the deployment of 1250 new police, 50 extra staff have been allocated to Youth Aid, with effect from March 2009.

Current Status - Fundamental changes to the Children, Young Persons, and Their Families Act 1989 are under way, including the change in definition of a young person/youth to include 17-year-olds. A 'youth' or 'young person' is currently defined as between 14 and 16 years of age.

Immediate Issue

Over the next two to three months the Minister will need to make decisions and/or monitor the following activity:

- a cross-agency research visit to Australia to examine the merits of increasing the age definition of a youth is planned for November. Exploratory work to understand effective youth justice models will also be sought as part of this research. Findings will be reported to the Minister.

The Organised and Financial Crime Agency New Zealand (OFCANZ)

Background - OFCANZ was established to address an existing gap in the way New Zealand combats organised crime, gangs, drugs, and high-end fraud. OFCANZ is already bringing a strategic, whole-of-government focus to these crime areas, and will help ensure all agencies are directing their efforts against the greatest threats.

To disrupt organised crime and serious and complex fraud, OFCANZ has four main streams of activity:

- delivery of multi-agency, multi-disciplinary taskforces;
- leadership and co-ordination of policy and legislative initiatives that relate to organised crime and serious and complex fraud;
- working with the private sector to raise awareness of organised crime and serious and complex fraud; and
- increased public awareness of organised crime and the risk it poses to New Zealand.

Current Status - OFCANZ is established as a separate service agency within Police, with its own identity and branding. It reports to the Commissioner and there are arrangements in place to ensure other agencies have input into OFCANZ's strategic direction, including the involvement of the Officials' Committee for Domestic and External Security Co-ordination (ODESC). As a result of that inter-agency engagement, OFCANZ has been tasked with running operations in the areas of serious and complex fraud, Asian organised crime, ethnic gangs, and outlaw motorcycle gangs.

OFCANZ is hiring its initial complement of staff, and has one operation now under way. It will look to establish two further operations early in 2009; having the remainder of the 29 FTEs on board will make that possible. In late November 2008, it will move from its current temporary premises to purpose-built, high-security accommodation within PNHQ.

As originally conceived, OFCANZ was to include staff from the Serious Fraud Office, once that body had been abolished. The legislation to abolish the SFO has been put on hold. The SFO has had uncertainty for more than a year as to its future.

Immediate Issues

Over the next two to three months the Minister will need to make decisions and/or monitor the following activities:

- a decision is needed on the future of the SFO. A separate briefing can be provided on this matter;
- OFCANZ has not been launched. The Minister may wish to consider doing so perhaps in February/March 2009.

Improvements in the Criminal Justice System

Background - Police has identified a number of improvements to police practice and processes that will improve the effectiveness of the criminal justice system, with a particular focus on charging and prosecution decisions.

We have analysed national and district trends in offending patterns and police responses, activity and results at key points in the criminal justice system. The results of this work have enabled the development of responses to ensure appropriate, effective decision-making, and encourage greater consistency of approach.

This work will also reduce the pressure upon the courts and the remand system, by increasing the quality and speed of prosecutions, reducing the number of unsuccessful prosecutions, and better supporting bail options. Police has identified five specific work-streams within which a significant amount of work has already been completed.

Current Status - Police currently has a range of work under way in order to complete the future work associated with each of the five work-streams:

- improved prosecutorial and charging processes: aim to increase the quality of prosecutorial decision-making, case inputs into the court system, and case outcomes. It will also support a reduction in unwarranted case withdrawals and improve case timeliness. Police is developing guidelines for frontline staff, and developing national file standards to improve file content through a 'directed file evaluation' trial at six sites.
- warnings and cautions: decisions about prosecution include consideration of the use of alternatives to prosecution such as warnings and cautions. Work is currently under way to improve the current policy and guidance around the use of alternatives to prosecution. The outcome of this work will provide New Zealand Police with an effective and nationally consistent framework for the issuing and recording of warnings and cautions as effective alternatives to prosecution.
- work to enhance decision-making around opposition to bail and bail conditions: will ensure that only those who should clearly not be granted bail are remanded in custody, and those who are granted bail have appropriate and realistic conditions imposed.
- enhancements to the use of electronically monitored bail (EM Bail): Parliamentary Council has completed the first draft of legislation that would incorporate EM Bail into the Bail Act in order to provide a legislative basis for the regime. Legislation is likely to increase judicial confidence in EM Bail and its credibility as an option to be presented by counsel. Police is also undertaking a range of internal initiatives aimed at better positioning EM Bail as a mainstream and realistic bail option.
- a review of the management and handling of warrants to arrest: is under way with implementation of revised practices due by mid 2009. A protocol will be developed to clarify and improve processes and implement consistent practice across the country.

Immediate Issue

Over the next two to three months the Minister will need to make decisions and/or monitor the following activities:

- the introduction of EM Bail legislation into the House;
- the Minister will receive quarterly progress reports from Police on the range of work-streams already under way.

Taser

Background - The New Zealand Police Taser trial was conducted from 1 September 2006 to 31 August 2007 in the Police Districts of Auckland, Waitematā, Counties Manukau and Wellington. Overall, the Taser trial indicated potential benefits, such as reductions in firearms presentations, assaults on police officers, and injuries to subjects, if Tasers were available more widely as a tactical option for NZ Police. On 28 August 2008 the Police Commissioner announced that Tasers will be introduced nationwide.

Current Status - A small project team is currently working to enable the reintroduction of existing upgraded Tasers (now with Tasercam) within the initial trial Districts in accordance with the Commissioner's decision. Project management planning requirements for a national rollout are being developed for the 2009/10 financial year. A Police bid for the necessary funding will be submitted.

Immediate Issues

Over the next several months the Minister will need to make decisions and/or monitor the following activities:

- Tasers will be reintroduced into Waitematā, Auckland, Counties Manukau and Wellington Police Districts; initially to Armed Offenders Squads in those districts by 1 December 2008 and then incrementally to frontline responders from early 2009 to 1 March 2009;
- a Budget 09 funding bid for the national implementation of Tasers has been prepared; should this be unsuccessful then the Taser could not be introduced nationally within the next financial year;
- the Minister will receive regular progress reports from Police.

In Flight Security Officers (IFSOs)

Background - To align with New Zealand's international partners, aviation laws were amended in 2007 to provide for In Flight Security Officers on New Zealand flights, should Cabinet approve deployment.

The Police Special Tactics Group (STG) currently has a limited capability for short term In Flight Security Officer deployment. Cabinet has agreed in principle that the Police would be the best agency to provide capability long term [CAB Min (08) 17/3 refers]. The Ministry of Transport is leading work on international In Flight Security Officer arrangements.

Current Status - At present Police maintain a short term Special Tactics Group capability to provide In Flight Security Officer coverage. Police has a 2009 Budget submission for a long-term capability to provide In Flight Security Officers on 2.5% of New Zealand-flagged flights to/over the US, which is the most likely IFSO requirement.

Immediate Issue

Over the next two to three months the Minister will need to make decisions and/or monitor the following activity:

- the IFSO budget submission;

- the Ministry of Transport treaty negotiations between New Zealand and other nations which require IFSOs on key Air New Zealand flights.

Operation ELBA - prisoners under the jurisdiction of the Department of Corrections who are held in police stations

Background - Prison populations continue to increase, placing pressure on the Department of Corrections to supply enough beds for prisoners. Policy and/or practice changes to bail, parole and sentencing decisions have the potential to immediately impact upon prison populations.

In a Memorandum of Understanding between Corrections and the New Zealand Police, Police agreed that 97 cells would be available for the accommodation of prisoners on behalf of Corrections on a “business as usual” basis. A further 184 beds nationally have been identified as being available in any exceptional circumstances.

Current Status - In 2007 significant numbers of Corrections prisoners were held in police stations due to muster limits being reached nationally. In October 2007 the new community-based sentencing options resulted in a drop of almost 1000 prisoners held by Corrections.

Since this time numbers in police stations have been low, but pressures are beginning to mount. Although Corrections has spare cell capacity, these are low-security cells, which do not fit with Corrections’ security requirements. Remand prisoners (those moving through the Court system prior to being sentenced) are classified as requiring medium or high-security facilities, but the numbers of suitable cells are small. This has resulted in pressure points in certain Police Districts.

Immediate Issue

Over the next two to three months the Minister will need to monitor the following activities:

- the implications for Police when there are shortfalls in Corrections accommodation;
- the numbers of remand prisoners in Police custody, should they be predicted to move beyond “business as usual” levels.

Radio Technology

Background - Police has under way several projects involving advances in technology:

- the Replacement Radio Network (RRN) programme, which replaces the potentially unreliable and insecure analogue Police mobile communications network with a digital transmission network;
- the Emergency Telecommunications Services Steering Group (ETSSG) is looking into ways to preserve and enhance the 111 service and a ‘NZ Inc’ emergency radio strategy and procedures;
- the interoperability of Computer Assisted Dispatch (CAD). This would replace the current telephone-based facility for communication between the Ambulance and the Fire/Police Communications Centres.

Current Status -

- Significant investment is appropriated for Police digital radio in Auckland, Wellington and Canterbury. Auckland and Canterbury will be operational by 2011, in time for the Rugby World Cup. Police Specialist Squad radio replacement is being rolled out across the country and completion is expected in December 2008.
- October 2008 will see the project governance group for the interoperability of Computer Assisted Dispatch (CAD) commence further detailed project planning. The proposed model implementation is programmed for February 2009 and proposed production implementation for March 2009.

Immediate Issue

Over the next two to three months the Minister will need to make decisions and/or monitor the following activities:

- progress on the Wellington radio replacement;
- receive a briefing on the work of the Emergency Telecommunication Services Steering Group;
- consider commencement of the Stage Two digital radio business case.

Crimes (Substituted Section 59) Amendment Act 2007

Background - The Crimes (Substituted Section 59) Amendment Act came into force on 22 June 2007 and amends section 59 of the Crimes Act. The Amendment removes the defence of using 'reasonable force' against a child for the purpose of correction. To ensure that Police is aware of the on-going impact of the s59 amendment and to allow for the Police to proactively respond to any issues that may arise, an informal review process was established to monitor police activity.

Current Status - The reviews have established that following the changes to section 59 it is 'business as usual' for Police. Police are confident that the same common sense approach is being taken, with officers using their discretion to ensure the appropriate action is taken.

A two-year review to the House outlining the impacts of the s59 changes is due after June 2009 (lead is Ministry of Social Development); the Police monitoring reports will form the bulk of the information to be presented in the report. A referendum on the issue of child discipline is scheduled for mid 2009.

Immediate Issue

The Minister needs to note:

- the third monitoring report from Police is due for public release in December 2008. This report includes the first prosecution for a 'smacking' incident. This was subsequently withdrawn by Police and there is likely to be a high degree of public interest in this prosecution. The Minister will be provided with a full report in mid-December in preparation for the release of the report.

The New Zealand Police Change Programme

Background - The NZ Police change programme responds to changing public expectations of, and increasing community demands for, police services. Police is implementing measures to improve service delivery to communities, staff safety and staff engagement, and to secure public trust and confidence. The change programme includes implementation of:

- Police's strategic plan (which includes among its priorities community reassurance, evidence-based policing and organisational development);
- legislation (e.g. the Policing Act 2008 and the Criminal Procedures Act);
- government policy initiatives (e.g. effectiveness in the criminal justice system, the formation of programmes to reduce family violence);
- the recommendations of the 2007 Commission of Inquiry into Police Conduct; and
- performance improvement initiatives (e.g. effectiveness and efficiency of case management).

The previous approach focused on the delivery of technical outputs (e.g. policy, technology and delivery of training) and gave insufficient attention to the behavioural changes that might be necessary to realise the benefits of technical enhancements.

Current Status - The Commissioner has identified for New Zealand Police, the view to shift the organisation towards a change approach that reflects best practice, and which can be effectively and efficiently implemented into frontline service delivery.

Immediate Issue

Over the next two to three months the Minister can expect from Police a shift towards:

- more effective realisation of benefits from the Police change programme as a result of using the 'New Zealand Police Change Framework';
- increased staff engagement in embedding change;
- Minister and community leaders have increased confidence in Police to realise the benefits of change.

Rugby World Cup 2011

Background - New Zealand is to host the Rugby World Cup in New Zealand. Twenty teams will be competing in 48 matches over a period of seven weekends. Police will provide public safety and a range of security measures. The Rugby World Cup will be a complex event, with potentially high reputation risk for New Zealand around the safety and security of participants and spectators, and the smooth running of the tournament itself. While Police has long experience of providing safe and secure environments for large events, there will be pressure on Police to provide resource to venues, players, officials, attending dignitaries, tourists and the New Zealand public.

Current Status - New Zealand Police has appointed Superintendent Grant O'Fee as the Police Commander for the Rugby World Cup 2011, based in Auckland. District planning groups managed through Superintendent O'Fee's office are being established. Preliminary discussions have been held with Rugby New Zealand, Rugby World Cup officials and other

government agencies. Contingency planning for the event is under way and will gather intensity over the three years ahead.

Police has identified several risks to its capacity to carry out its responsibilities to the Rugby World Cup. One is the Police's communications capability; plans to upgrade the existing analogue radio link to a secure, digital system were already being developed but now have greater urgency. The new system must be in place before the Rugby World Cup commences if Police is to meet security requirements for its internal communications. Another area of risk centres on logistical issues in the movement of personnel around the country, for which Police will require the support of other government agencies.

Immediate Issue

Over the next two to three months the Minister will need to make decisions and/or monitor the following activities:

- the impact that Rugby World Cup 2011 will have on operational policing, involving extensive planning and preparation over the coming three years, and with up to 3500 Police involved over a seven-week period during the tournament itself.
- the risks that Police has identified to its capacity to carry out its responsibilities to the Rugby World Cup.

Effective and efficient policing needs active support, involvement and expertise of a wide range of partners. This section lays out the work Police is currently undertaking and relationships at a local, national and international level.

In 2008 Police developed a refreshed approach to community policing, which is Police's central philosophy and operating style. A key element is working in partnership with communities to identify and prioritise issues of concern, and use the problem-solving approach to address them. Some issues may not be solely or at all a matter for the Police, and require instead interventions with or by community groups, local authorities, schools, health and other criminal justice sector agencies. Community constables often work as catalysts for joint action at a local level.

Depending on locations, partnerships with community, local government and Safer Community Councils are examples of this coordinated approach in tackling crime and creating safer communities. These joint initiatives focus on the community policing philosophy of community engagement, community problem solving, partnerships and reassurance policing:

- the Counties/Manukau Engagement Programme, which seeks to address issues (such as violence and youth gangs) and build trust and confidence. It is helping to promote community reassurance through participation, prioritising and enhancing problem solving partnerships;
- Crime Prevention through Environmental Design (CPTED) by enhancement of street lighting, warning signs in high crime areas, Closed Circuit TV (CCTV) in city centres, liquor bans in a growing number of cities and towns around New Zealand, road safety strategies and action plans;
- joint local government/Police problem solving initiatives that address issues such as graffiti, abandoned vehicles and inner city disorder; such as the collaboration between Police and Christchurch City Council 'lock out' of patrons at licensed premises and in Hamilton where 1500 community volunteers have painted out graffiti across the city;
- participating with local authorities and volunteers in coordinating activities such as land and marine search and rescue, including the replacement of the Wellington-based Lady Elizabeth III Police launch planned for 2009/10 (subject to budget bid);
- working with other government and non-government organisations in an operational context (e.g. transport, Victim Support, Women's Refuge, mental health services, and Maori wardens) to ensure alignment.

Police is strengthening its partnerships with Maori in Districts through the development of Iwi-led Crime Prevention Plans, Maori Advisory Boards, and Iwi liaison officers. Nationally the Commissioner is supported by a Maori Focus Forum and the Maori, Pacific and Ethnic Services National Manager. Nga Kia Kia Puawai, a Police forum, is also run annually to discuss Maori issues for Police and the Justice Sector.

Recently Police has worked with the Federation of Multi-Cultural Councils and with ethnic communities nationwide to understand their concerns about safety and security. The Pacific Advisory Group supports the Commissioner along with the recent establishment of Pacific Patrols in South Auckland.

The National Co-ordinator for Neighbourhood Support New Zealand (NSNZ) is hosted within the Community Policing Group at Police National Headquarters. Both NSNZ and NZ Police form part of the Board for Neighbourhood Watch Australasia, and meet regularly to share best practice and develop ideas across New Zealand and Australia.

Collaboration and Coordination

Domestic

Police has connections with, and implications for, a very wide range of economic, social and cultural outcomes, policies and programmes. Police work, therefore, has links with almost all of government but it predominantly takes place in collaboration with the Ministry of Social Development, Justice, Transport and security parts of the overall state sector. Police are participating with other justice sector agencies developing a number of strategies to ease pressures from an unceasing increase in the prison population and are looking at new approaches that would not only address these pressures, but contribute to increasing security in the community. Work streams in this area include Police improving prosecution and charging decisions, alternatives to prosecutions (warnings, cautions and diversion), enhancing bail decision-making and electronic bail alternatives.

Police also works to achieve shared transport sector outcomes. Police undertakes road policing activities, including enforcement, management of Community Roadwatch, commercial vehicle investigation, highway patrols and operation of maritime patrol and safety units.

The Commissioner sits on a range of groups including the Sexual Violence Taskforce and the Family Violence Taskforce. The Commissioner is also part of the Justice Sector Chief Executives Group, which meets monthly and provides oversight and direction for the justice sector. Justice agencies have a number of mechanisms in place to ensure that sector agencies are working together to achieve desired outcomes for the sector. They include:

- shared outcomes framework and performance information, which support coordinated planning, improved understanding of the effectiveness of initiatives and interventions across the sector;
- the Justice Sector Information Strategy, which permits agencies to access relevant, current information and operate from a shared perspective, and which helps ensure that investments made take into account any impact on other justice-sector agencies;
- a shared justice sector budget process, which supports sector planning processes and means that Ministers are provided with advice about shared funding priorities, the relative contribution of initiatives to shared outcomes, and the flow-on impacts that initiatives may have on other parts of the justice sector.

ODESC and other co-ordinating mechanisms

The Police Commissioner sits with other chief executive-level agency representatives on the DPMC-chaired Officials Committee for Domestic and External Security Co-ordination (ODESC) which meets regularly in different groupings for discussions on subjects related to national security, crisis management, intelligence, and inter-agency co-operation with respect to major events. ODESC is a prime source of advice to Ministers on security matters, especially with regard to the Cabinet Domestic and External Security sub-committee (DES) and the Terrorist Emergency Group (TEG), if activated. Developing situations are monitored

through Watch Groups chaired by the Domestic and External Security Group (DESG) in DPMC.

ODESC will be the principal New Zealand government agency co-ordination body for the Rugby World Cup in 2011.

ODESC considers submissions from the Police Commissioner on terrorist designations, which are co-ordinated by Police on behalf of the relevant agencies.

Police participates in whole-of-government approaches with regard to New Zealand's international engagement. Currently Police participates in inter-agency processes co-ordinated by MFAT on Afghanistan, the Solomon Islands and Timor-Leste. Police interacts closely with respect to the MFAT-coordinated Pacific Security Strategy along with other key partners including NZDF, MoD, Customs and NZAID.

Police is part of the Combined Law Agency Group (CLAG) which shares information, facilitates opportunities for the sharing of resources and enhances communication and co-ordination. Through a joint forum it coordinates targeting strategies and consistent operational policies for matters such as identity document fraud.

International

Australia

At the strategic level, the Minister of Police meets the Australian police ministers twice a year through the Ministerial Council for Police and Emergency Management – Police (MCPEMP). Police provide briefings on the agenda items for the Minister. The Commissioner of Police accompanies the Minister to these meetings to provide advice as required. The agenda for MCPEMP is determined by the MCPEMP Senior Officers Group (SOG), which comprises the police commissioners of the Australian Commonwealth, its States and Territories, and New Zealand.

The recently launched Australia New Zealand Policing Advisory Agency (ANZPAA), based in Melbourne, provides policing policy and strategic advice, research capacity, knowledge management and information sharing services to police ministers and commissioners throughout the Australian Commonwealth, its States and Territories, and New Zealand. ANZPAA is not an operational policing agency. The police commissioners of New Zealand, Australia and the South West Pacific region meet annually at the Police Commissioners' Conference. ANZPAA provides the secretariat function for that conference.



Australian Federal Police

This is the most important of all Police's foreign law enforcement relationships, and is both broad and deep. The AFP has a substantial international footprint with which Police works closely. There is regular contact with AFP at all levels on matters of mutual interest.

Other Law Enforcement Agencies

New Zealand Police is a member of the Strategic Alliance Group (SAG), which also includes the UK Serious Organised Crime Agency (SOCA), the Australian Federal Police (AFP), the US Drug Enforcement Administration, US Immigration and Customs Enforcement, the US Federal Bureau of Investigation (FBI) and the Royal Canadian Mounted Police (RCMP). This five-country grouping - Australia, Canada, New Zealand, the United Kingdom and the United States - colloquially termed the "five-eyes" community, operates in several other dimensions of national security besides law enforcement, including border security, intelligence and defence. For its part, SAG is focused on security issues, particularly around information sharing. SAG's goal is to reduce the threat of global organised crime, and it is currently overseeing work streams on the proceeds of crime, cyber-crime, and criminal intelligence. SAG is governed by a charter, with the Chair and Secretariat currently being provided by the Australian Federal Police (AFP).

New Zealand Police officers undertake a number of secondment and educational opportunities with other police forces. An example of this is the senior officer exchanges between South Australia Police and New Zealand Police at the Area Commander level for three-month stays. Similar programmes have run at the executive level with the Strathclyde Police in Scotland.

Pacific

Police has a close relationship with its Pacific Island law enforcement colleagues, and there is regular engagement on operational support and capacity-building matters. Substantial NZAID-funded policing assistance programmes are under way in Tonga, the Cook Islands and Bougainville in PNG, as well as the ongoing participation by Police in the Regional Assistance Mission in the Solomon Islands (RAMSI). Police provides, on secondment, the Chief of Police in Niue and the Deputy Commissioner in the Solomon Islands. A NZ Police officer on leave without pay is the Commissioner of the Cook Islands Police, and a retired NZ Police officer is the Commander of the Tonga Police.

New Zealand Police is also a member of the Pacific Islands Chiefs of Police (PICP) which aims to share information, discuss issues and devise and promote strategies on policing in the Pacific Islands. The PICP Secretariat is hosted at Police National Headquarters in Wellington and Police provides a superintendent as its Executive Director.

Overseas Deployments, Programmes and Projects

As a reflection of the importance of the maintenance of the rule of law in post-conflict environments, and the critical role played by civilian law enforcement in providing an environment in which sustainable development can occur, New Zealand Police has become increasingly involved in international deployments.

Current commitments, all mandated by Cabinet and supported by the relevant government agencies (MFAT, NZAID, NZDF and MoD), comprise the Solomon Islands (38 staff), the United Nations Mission in Timor Leste (25), PNG-Bougainville (7) and Afghanistan (3).

Police participates in a wide range of programmes, projects and security liaison operations. Examples include the Tonga Police and Cook Islands Police assistance programmes, the Pacific Prevention of Domestic Violence Programme, the Pacific Police Dog Programme, the Papua Community Policing Development Programme, the Philippines Model Police Station Programme, and the soon-to-commence Timor-Leste Police Community Policing pilots. New Zealand Police provides security liaison support to the annual Gallipoli commemorations in Turkey and to New Zealand's participation in the Commonwealth and Olympic Games and other international events.

New Zealand Police also provides assistance in times of crisis overseas. For example, staff were deployed to the international disaster victim identification effort following the Asian tsunami of 2004, riots in Honiara, Dili and Nuku'alofa in 2006, and in support of hostage negotiation in Gaza in 2007.

Funding

Except for the international liaison officer network, Police deployments offshore are mostly funded on a one-for-one basis by NZAID. The extent of NZAID funding depends on the agreed component of the mission that is considered to meet overseas development assistance criteria (sometimes referred to as "DACability"). This varies across the current Police deployments (Timor-Leste 75%, Solomon Islands 81%, Bougainville 100%, Afghanistan 100%), and is subject to review when a fresh mandate to continue is sought from Ministers.

Other sources of funding for Police activities as part of programmes, projects and operational support include the Government Agencies Fund (administered by NZAID); the Pacific Security Fund and the Asia Security Fund (both administered by MFAT), and foreign country funding.

In 2006 New Zealand Police began rolling out a revitalised approach to the management of risk. It is intended to be applied across the whole organisation, and seeks to identify key areas of uncertainty, understand what matters most, make informed decisions and take action. The approach is aimed at identifying risks that have the potential to adversely affect achievement of Police outcomes and strategic priorities.

This new approach to risk encompasses strategic and operational dimensions, within three categories: risks to services delivered by Police, organisational capability and change. Implementation has been simultaneous in the National Executive and in all District/Service Centres/National Headquarters groups. The Assurance Committee regularly reviews the key risks and maintains oversight of progress made in implementing a common approach to risk management across Police.

In April 2008 the first risk profile was reported to the Executive. The report identified the top risks to the services we deliver and to capabilities that support these services. Service delivery risks that were thematic across the Police Districts included leadership, our services provided must be user-friendly and prisoners in custody. Capability risks identified included our people, culture, resources, leadership, and relationships with the public and our partners.

Action plans to manage risk have been developed at both the national and the District/business group levels. The focus this year is ensuring that the Police Executive, line management, frontline staff and risk support staff all have appropriate levels of understanding and knowledge of how to manage risk.

Today Police will:

Experience	7	Assaults against staff
Receive	6	Complaints against Police
Record attending	14	Sudden deaths
Record having	43	Inebriated people in custody/detox
Record providing	25	Services to people with mental illness
Record attending	19	Suicide attempts

Police has continued to build on the sound financial management processes developed over a number of years with a steadily improving external audit rating. However Police continues to face significant financial challenge, as a rapidly growing organisation, inflation pressures, internal financial reporting requirements, wage pressures and increasing information technology requirements all drive increasing expenditure to deliver the same level of service.

Financial Summary

Vote Police has increased over the past eight years from \$766,135m (1999/00) to \$1,256.6 billion in 2007/08. The majority of funding has been for increases of justice sector capability, the first two tranches of the additional 1250 additional staff (with the third being voted in 2008/9), Communication Centres and electronic monitoring of bail. Staff numbers have increased from 8,778 to 11,413 during this period while wage increases, international deployments and road policing have also contributed significantly to the movement in Vote Police. \$17m has been funded during the period for baseline price increases.

Police management maintain a close eye on the financial position, however options for savings are limited without focusing on staff, property and vehicle numbers.

Property

Police currently: Own 270 residential properties
 Own 315 operational properties
 Lease 159 operational properties
 Have 380 police stations

During the last 10 years Police has built 37,537 sqm of new police stations, examples including Kapiti, Glen Innes, Wiri Station Road, Rotorua cell block, Ohakune, Taupo and Whangamata. As a general rule the Minister of Police is invited to attend and open new stations.

Police have a number of projects under way which are coming up for completion.

Wiri Station Road Phase II	Due to complete December 2008
Whangārei Station	Due to complete February 2009
Christchurch South Station (Sydenham)	Due to complete March 2009

Police also has a programme of replacing one-person stations where the station is currently part of the residential dwelling. This year Police plan to open four more stations in Pio Pio, Ohura, Franz Joseph and Houhora.

Vehicles

Police currently own 3,450 vehicles. This consists of 52% marked patrol vehicles, 48% unmarked vehicles including 139 spec vehicles (dog wagons, prisoner transport, AOS command vehicles).

Police has spent approximately \$20m per annum on replacing vehicles allowing for approximately 500 vehicles to be replaced. This means vehicles are replaced approximately every 6.5 years, at an average of 175,000 kilometres.

Pay Rounds

The majority of police staff are part of the Police Collective Agreement with the Police Association being the primary negotiating agent. The frequency of pay rounds is subject to the period of the agreements. Regardless of the periods Police has traditionally had an annual general wage increase (GWI) with most staff also receiving a competency step increment

(CSI) subject to working to the specified level of competence. The total Police payroll cost is around \$850m thus every 1% of movement costs \$8.5m per annum. Over the past 6-7 years the GWI and CSI have amounted to increases of between 5-7% i.e. a total annual movement of between \$42m and \$59m.

Throughout the second and third quarter of 2008, Police held a series of meetings with the New Zealand Police Association as a part of the 2008 pay round. The assistance rendered by the Association to Police, and the professionalism of its staff in the negotiations served to highlight the healthy ongoing relationship between the Association and New Zealand Police. Notwithstanding, this relationship can be tense and oppositional at times. The degree of flexibility shown by both the Association and Police in the 2008 pay round will stand all staff in good stead as we approach the next pay round, which will commence in the second quarter of 2009. It will be necessary for a pay round strategy to be agreed early in 2009.

Road Policing Funding

Of the total vote around 21% is provided nationally through the Road Policing Programme (RPP) which is administered by the New Zealand Transport Agency (NZTA) and funded from the National Land Transport Fund (NLTF). Recent amendments to the Land Transport Management Act 2003 now require Police to submit business cases for road policing funding every three years. This amendment aims to reduce the planning associated with the previous annual cycle.

This requires Police to submit funding proposals in September 2008 for the three years commencing 2009/10, and requires Police to adopt a longer term approach to its strategic and business planning. To support this process, Road Policing will be developing a ten-year plan to identify resources required for areas of increased demand such as the Commercial Vehicle Investigation Unit (CVIU) and Auckland Motorways.

Today Police will:

Travel	250,000	Kilometres (91 million per year)
Own	3,450	Motor vehicles
Manage	380	Police stations

Human Resources

Code of Conduct

By the end of October 2008, Police had created and approved a single Code of Conduct for its employees, amended the Police Regulations and created a disciplinary process which allowed for a transition from the previous military style to that of more contemporary employment practices. This allows for Police to deal with employment issues in a more efficient, appropriate, impartial and timely manner. The purpose of the Code is to establish the standards of behaviour expected of all New Zealand Police employees, both on and off duty. Police is often judged by the way its employees represent it. It is therefore necessary to maintain a high standard of personal and professional conduct.

To help facilitate Code of Conduct introduction, the appointment of employment practice managers has delivered a process whereby employment and performance issues are addressed initially at District level in a timely manner, often before there is a chance for them to escalate.

A number of initiatives are currently under way to promote higher standards of behaviour. These include Districts conducting awareness sessions on the Code of Conduct for all employees and training in 'Contemporary Ethics in Policing' which covers ethics, Policing Act 2008, the use of discretion and the Code of Conduct. In addition, performance management training is being delivered which has a focus on alignment of an individual's contribution to policing, individual development and the end-to-end process of setting standards, leadership, informal/formal performance management and the disciplinary process.

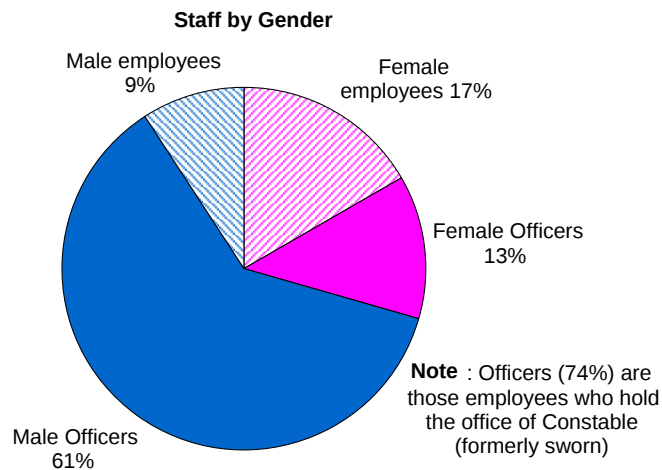
Police and the Independent Police Complaints Authority (IPCA) are working to improve complaint receipt and handling systems around complaint management in order to reduce risks and improve timeliness. New Zealand Police Organisational Performance Group and Professional Standards are working closely to refresh internal reporting structures which will capture trends and patterns around complaints at District and national level as well as record data on service delays relating to complaints and complaint resolutions at district level.

Recruitment

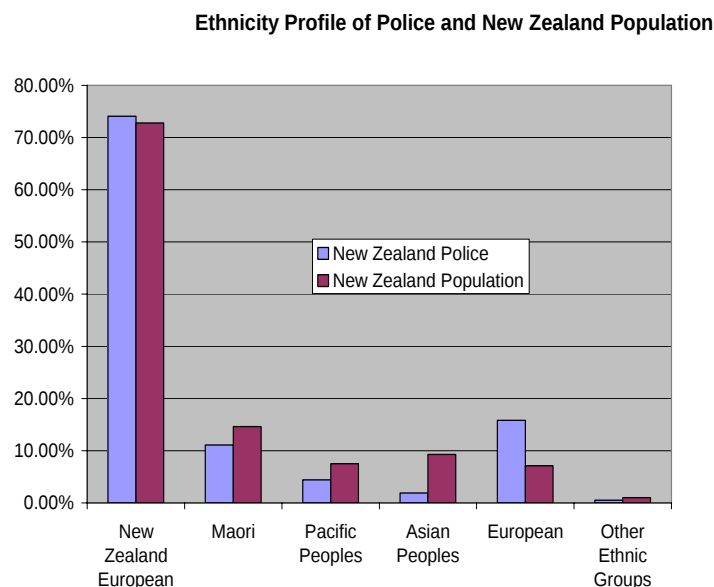
Police continues to work toward the employment of 1250 extra employees by 30 June 2009. By 30 September 2008 there were almost 700 additional constabulary employees (not including recruits at RNZPC). Over this period a number of specifically funded projects, such as the EM Bail roll-out and the Crime Reporting Line (previously known as the Single Non-Emergency Number pilot), have increased the number of employees without constabulary powers by more than the originally planned 250.

Diversity of applicants continues to be a focus for New Zealand Police as it strives to attract more women, Maori, Pacific people and people of other ethnicities through recruitment marketing directed to targeted groups (women, youth, Maori, ethnic and other minorities) eg:

- Te Haerenga, the recruiting road-show to showcase policing as a career option for Maori;
- Maori and Pacifica radio programmes;
- ethnic specific marketing material; and
- strategic sponsorships with junior and secondary school rugby, New Zealand Communities Football Cup and Badminton New Zealand.



NZ Police is focused on recruiting people who exceed our standards and applicants are selected on that basis irrespective of their ethnicity. Support is provided, where appropriate, to potential applicants. They are directed to one of our training and development initiatives that provide support to their recruitment and selection process, and to enable them to maximise their chances of being successfully recruited. These include language courses, driver training and work experience. Specific programmes include: Pre College Employment Programme (PRECEP) and Unitec (focus on Maori/Pacifica).



Leadership and Development

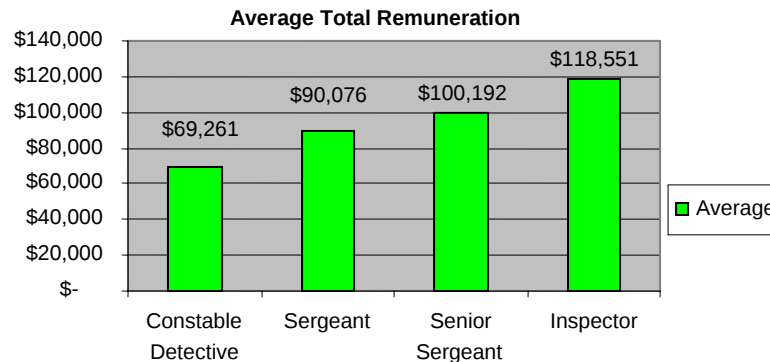
A critical success factor is the quality of good leaders. Police has a programme to accelerate and intensify development. This framework has been operating for four years during which time we have established specific programmes for sergeants and other first line supervisors; women and senior management teams. We are currently piloting programmes for constables and senior sergeants. This complements other management and operational training provided.

Looking forward into 2009, we will ensure core leadership development interventions are linked strongly with organisational requirements. There will be a focus on development opportunities for individuals such as secondments, coaching and mentoring. Additional work will be done around identifying and developing our future leaders.

Police Collective Wage Round

Following the agreement of a one-year contract for the main Police collective employment agreements, negotiations will begin early for the 2009 wage round. We are presently implementing provisions of the agreement that will bring Police in line with the common employment provisions applicable in the state sector. These provisions relate to annual, long-service and sick leave.

Police remuneration is currently set on a Total Remuneration (TR) basis. For employees who hold the office of constable this includes salary, superannuation subsidy (10.78% of salary), group life insurance and an allowance paid when the Physical Competency Test is passed.



Constables include designated detectives and other specialist operational staff. Supervisors at Senior Sergeant and Inspector rank command varying numbers of staff, ranging from 30 employees for a Senior Sergeant in charge of a station to as high as 250 employees for an Inspector (Area Commander). These are sizable enterprises in their own right.

Wellness and Safety

We aim for a safe and healthy workplace. We continue to work with the ACC through the partnership programme that rehabilitates sick and injured staff. The supply of stab resistant body armour to all frontline police staff has proven significant in preventing serious injury.

We offer improved psychological support, and a review of medical standards for all employees will further improve staff wellness. Policy development is also under way for the provision of drug and alcohol testing following recommendations from the Commission of Inquiry into Police Conduct.

Information, Communication and Technology

Key Systems

The National Intelligence Application (NIA) is the primary operational policing system supporting the intelligence gathering, investigation and prosecution functions of Police. NIA interfaces to other justice sector agencies for the transfer of offence related information. Communications and Resource Deployment (CARD) is the base emergency communications system which provides nationwide maps, caller line identification and status of response units. To assist decision making, MAPS is a geographical information system to plot crime and incidents throughout New Zealand. It takes information from CARD and NIA and adds it to a map to help establish crime trends that is then used to target and prioritise operations.

Other key systems include the Lotus Notes email application that also has capabilities for calendar/diary features, message boards, managing complex documents for email, repositories and databases, providing both online and offline access to these documents. Police also use LiveScan, a system that captures offenders' fingerprints and palm prints directly into a police database.

Maintenance and upgrades of these applications is an ongoing challenge. The need for any new applications and requests to modify existing applications to meet changing user needs is subject to regular analysis and prioritisation.

State of the infrastructure

Police supports and enables its staff through:

- telephony - 10,500 desk phones and 2600 mobile phones;
- computing - Police and other applications running on more than 7700 computers and 1650 printers at 380 Police sites;
- radio - more than 300 radio sites feeding communications to more than 2500 vehicles, foot patrols and stations over 3000 handheld radios; and
- 24-hour support for the above equipment and systems.

The Police ICT infrastructure is reaching the point where Police is compelled to make an increased investment to secure the integrity and capability of its core ICT functions and to meet increasing demand.

Critical infrastructure projects such as the development of new tools for the management of Police information and reporting, improvements to the way Police store and manage data and images, along with the additional telephony and network requirements to support the increase in staff, are necessary to maintain service levels to Police users. It is suggested that baseline funding increases would be needed to maintain the ICT infrastructure comprising the personal computers, station servers and back-end storage and key applications that provide day-to-day services.

Work currently under way to maintain and expand Police ICT infrastructure includes:

Telephony - The telephony environment for Police is being refreshed to protect the current investment. This work includes the introduction of an IP telephony platform across all of Police and a Solidus platform for the Communications Centres.

Data network - Police's data network is being refreshed to ensure the network remains up to date with technology and has the capability to manage Police's growth in applications and data traffic.

Computing - Police have an ongoing programme of work to refresh servers, desktops, laptops, printers, scanners and network components.

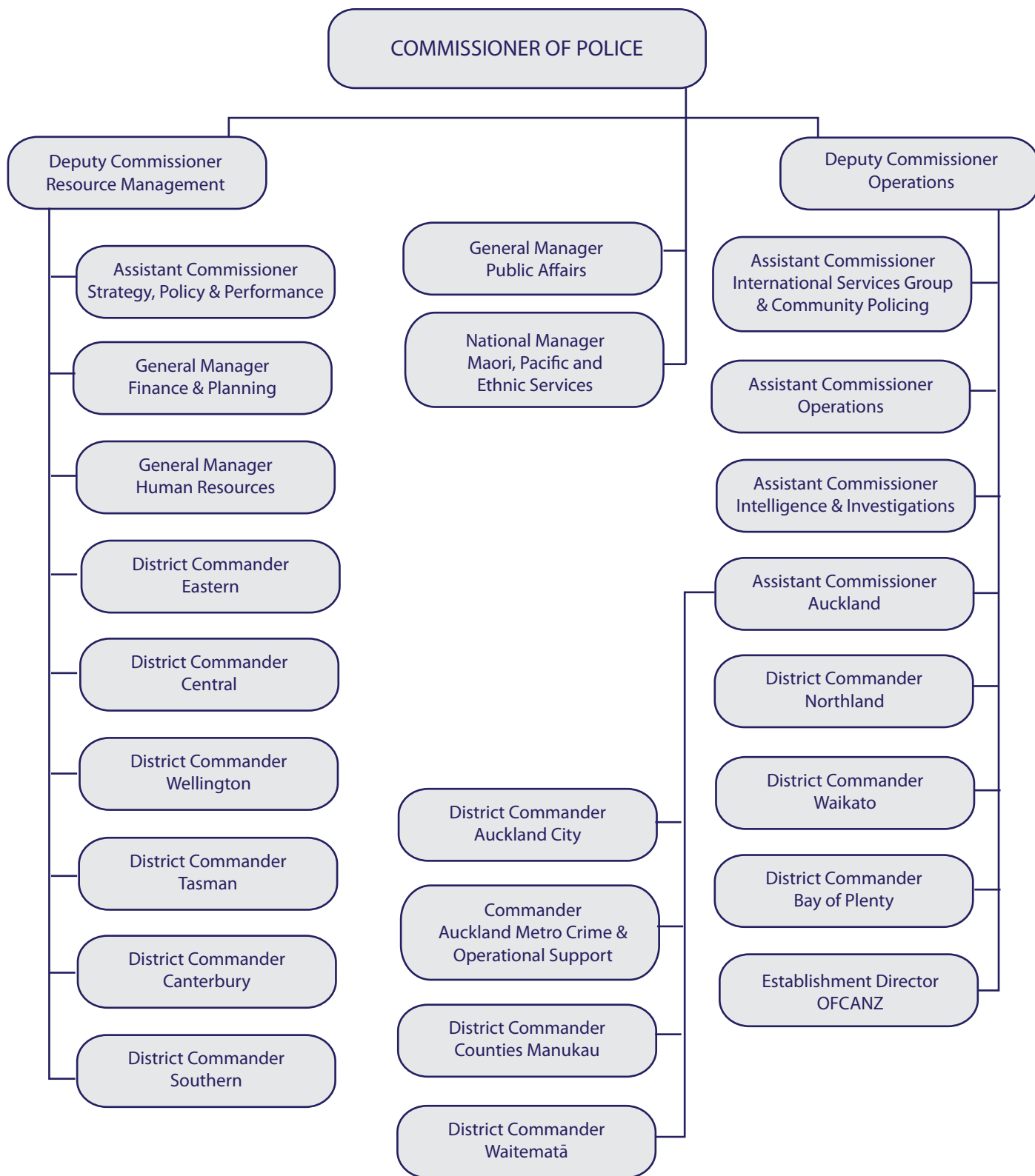
Digital Radio - includes the conventional Land Mobile Radio Network, which provides Police with portable and mobile radio coverage over most of New Zealand. Police also operate a microwave radio system to support the radio, telephony and computer systems. A key initiative in this area is the Replacement Radio Network Programme which will replace the current old, potentially unreliable and non-secure analogue Police mobile communications network with a modern digital transmission network. The new digital radios being deployed to frontline staff will provide them with secure encrypted voice communications that cannot be intercepted by commercially available scanners.

The NZ Police, NZ Fire Service, Ambulance NZ, NZ Customs Service and Biosecurity NZ fully support a whole of government approach to this system.

Technology and Solutions - across Police, focus on operational relationships and service delivery management. This includes network operator services (Telecom, TelstraClear, Vodafone), the data network, Communications Centres and Crime Reporting Line, Crime Services, Fire Service, geospatial information systems and telephony.

One initiative in this area is the replacement of the current telephone-based facility for communication of events between the Ambulance and the Fire/Police Communications Centres systems with a direct connection between their computer systems. This will have the benefit of speeding up the resolution of multi-agency events and reduce the risk of errors occurring in information being sent between the agencies.

Police Executive







Howard Broad
Commissioner



Lyn Provost
Deputy Commissioner
Resource Management



Rob Pope
Deputy Commissioner
Operations



Grant Nicholls
Assistant Commissioner
Strategy, Policy & Performance



Viv Rickard
Assistant Commissioner
Operations



Jon White
Assistant Commissioner
International Services & Community Policing



Steve Shortland
Assistant Commissioner
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Gavin Jones
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Bruce Simpson
General Manager
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Wally Haumaha
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Wayne Annan
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John Beaglehole
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Mike Rusbatch
District Commander
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Bill Searle
District Commander
Waitematā



George Fraser
District Commander
Auckland Central



Mike Bush
District Commander
Counties/Manukau



Ted Cox
Commander
AMCOS



Alan Boreham
District Commander
Waikato



Sam Hoyle
District Commander
Eastern



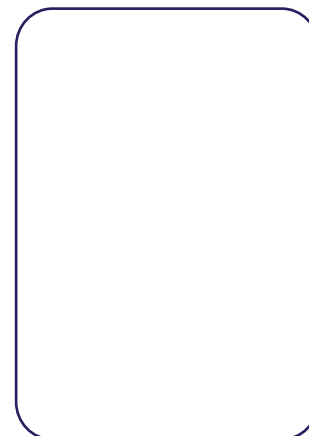
Gary Smith
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Bay of Plenty



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District Commander
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Pieri Munro
District Commander
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Vacant
District Commander
Tasman



Dave Cliff
District Commander
Canterbury



Bob Burns
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