



# **Briefing to the Incoming Minister New Zealand Police**

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**DECEMBER 2015**

**BUDGET SENSITIVE**





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# Introduction

Congratulations on your reappointment as Minister of Police.

Since 2011, fundamental changes have been made to transform the business of policing through the *Policing Excellence* change programme, and Police's operating strategy *Prevention First*. Much has been achieved over the last four years: those living in and visiting our country report being and feeling safer; New Zealand Police retains world-leading levels of public trust and confidence; and the organisation itself has managed its resources intelligently, continues to reflect a diverse face to the various communities it serves, and is in good heart.

Looking ahead, Police is in an excellent position to become even more effective, efficient, mobile and visible through the next stage of its ambitious improvement programme, *Policing Excellence the Future*. This programme will support the organisation long-term and, together with implementing our work through a High Performance Framework, will enable Police to continue to make substantial contribution towards the very clear targets set by the Government's Better Public Services programme.

That said, challenges remain, and Police faces some headwinds in the coming months. These are reflected in the Budget 16 package and Police's Four Year Plan you will consider shortly.

The Budget process brings focus on the key fiscal challenges facing Police. Police needs to invest in sustaining frontline capacity and associated wage growth; invest in the ability to effectively respond to sophisticated and complex crime types; and invest in the maintenance of response readiness within a changing national and international security threat environment.

Being a large and complex people-based organisation also brings its challenges, but we are meeting them head-on. By way of example, we are continuing to work on ensuring our staff are deployed safely (especially in light of changing legislative requirements); we are investing in a new human resource information and people management system; s9(2)(f)(iv)

Working with a strengthened Executive team, and drawing on the strength available from our partnerships with other frontline agencies and sectors, we have the opportunity to achieve further success. And we are ambitious about how we can respond to increasing demands, often in the non-crime area, to help Kiwis and visitors to our shores to *Be Safe and Feel Safe*. As part of Safer Families and Iwi Partnerships themes of *Policing Excellence the Future* (which are drawn together in a place-based operating model called *Whāngaia Ngā Pā Harakeke*), we are particularly well positioned to assist with the social sector commitment to better deliver support and services to the most vulnerable and at-risk in our communities.

Conscious that there will be many opportunities over the coming weeks and months to engage with you on matters of interest within the Police portfolio, this initial written briefing document aims to draw your attention to the main policy and legislative changes in train which will require your early attention.

Once again, congratulations on your reappointment. I look forward to working with you again.

Mike Bush MNZM  
Commissioner

# Immediate Priorities

Police continues to strive for excellence to attain results that both New Zealanders and Government want. The following areas are the immediate priorities that Police needs your urgent direction on during the week of 14 December 2015:

1. Fiscal Sustainability
2. Policing Excellence the Future – *Whāngaia Ngā Pā Harakeke*
3. Four Year Plan.

The following summarises these areas.

## FISCAL SUSTAINABILITY

### Overview

Achieving fiscal sustainability is an immediate priority for Police. Over the last four years, Police has absorbed \$300 million in cost pressures and has maintained this level of savings. The source of most financial pressure is the increasing salary costs for Police's 12,000 full time equivalent employees,<sup>1</sup> which represents 72 percent of Police's 2014/15 operating budget. Police's current financial sustainability depends on the following:

#### a: Wages

s9(2)(f)(iv)

#### b: Cost pressures

s9(2)(f)(iv)

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<sup>1</sup> As at 4 August 2014.

<sup>2</sup> The Heads of Agreement is currently out for ratification and is expected to be completed by mid-December 2015.

#### **d: Road Policing Investment Proposal**

Police put eight Road Policing Investment options to the NZ Transport Agency for consideration. The NZ Transport Agency Board met on 11 December 2015 to consider two of the eight options proposed; s9(2)(f)(iv)

#### **e: Daily Operating Budget**

Police has been operating a temporary holding budget pending the outcome of the above items. Current expenditure is being managed within the budget but this is putting pressure on the organisation. 9(2)(f)(iv)

**To note:** The s9(2)(f)(iv) wage cost pressure bid and draft Cabinet paper, are an urgent priority for your attention.

The other cost pressure bids for Budget 2016, are outlined in the Ministerial letter to the Minister of Finance. The bids, and letter, are waiting your formal endorsement before submission.

You will be verbally briefed on these matters to seek your agreement on next steps, during the week of 14 December 2015.

9(2)(g)(i)

## **POLICING EXCELLENCE THE FUTURE – WHĀNGAIA NGĀ PĀ HARAKEKE**

*Policing Excellence the Future (PEtF)* is Police's strategic transformation programme, which builds on the success of *Policing Excellence* (2009-2014). Its aim is to provide better outcomes for New Zealanders and to improve policing services delivered to the public. It comprises four focus areas with the following intent:

- Targeting harm and violence in families through Safer Families
- Targeting the over-representation of Māori as victims and offenders
- Evidence Based Policing to ensure Police is delivering the best outcomes possible

- Aligning Police's Service Delivery Model with the Prevention First national operating strategy to provide new and innovative ways to deliver policing services.

The *Safer Families* and *Iwi Partnerships* themes of *PEtF* are drawn together under the banner of *Whāngaia Ngā Pā Harakeke (Thriving Children, Strong Families, Resilient Communities)*. This is a new operating approach for police, aligned to social sector outcomes, and targeting the most vulnerable communities in New Zealand.

At its core, it would involve:

- Investing in new, dedicated family-harm Police teams, to contribute significantly to multi-agency, population-focused approaches. The teams would address dysfunctional and often intergenerational conditions e.g. family and sexual violence, child abuse etc.
- Building on, and improving government partnerships with Iwi, to reduce Māori victimisation, offending and road fatalities.

s9(2)(f)(iv)

**To note:** You will receive a written and verbal briefing on *Policing Excellence the Future*, during the week of 14 December 2015.

Your direction is sought on the funding approach *Policing Excellence the Future* in 2016/2017.

## FOUR YEAR PLAN

In August 2014, the Ministers of Finance and State Services announced changes to the Four Year Plan process. These changes remove the need for a separately prepared Statement of Intent, emphasise a base-spend focus and improve the support provided by central agencies to chief executives. The draft Police Four Year Plan will be provided to you in the week commencing 21 December 2015, before being finalised in consultation with you prior to submission to Treasury for Budget 2016.

Police has contributed to the Justice Sector Four Year Plan, as one of the three main justice sector agencies providing a high-level overview of the key priorities for the Justice Sector. A Social Sector Four Year Plan is also being developed.

**To note:** You will receive the draft Police Four Year Plan on 21 December 2015. The plan will be finalised, in consultation with you, before submission to Treasury for lodging with the Crown's Financial Information System.

## NATIONAL SECURITY AND CYBER CRIME

### a: Counter Terrorism

Police is the joint lead agency for national security in New Zealand, and it is a core function of policing as set out in s9 of the Policing Act. New Zealand's terrorism threat level was increased to LOW (an attack is possible but not expected) in 2014.

s6(c)

to increased efforts to identify and investigate potential threats, and to ensure we are  
s6(c)



## **b: Cyber Security and Cyber Crime**

On 10 December 2015 the Minister for Communications announced a new *National Cyber Security Strategy, Action Plan, and National Plan to Address Cyber Crime*. These documents are consistent with the *Police National Cybercrime Operating Strategy 2014-17*, and Police's efforts to develop its capability and partnerships with domestic agencies, non-Government organisations, and international agencies.

Cyber crime and cyber security threats are growing in both volume and sophistication. Police needs to continue to develop preventative initiatives as well as the investigative tools and techniques to meet this demand. s9(2)(f)(iv)

Other dimensions, such as the need for changes to legislation, will be covered through the review of legislation proposed in the *National Cyber Security Strategy*.

**To note:** You will receive further advice about the resource implications of cyber security and cyber crime s9(2)(f)(iv)



# Key Initiatives

## HUMAN RESOURCES MANAGEMENT INFORMATION SYSTEM (HRMIS)

In 2014, Police began work on a new Human Resource Management Information System to deliver human resource and payroll services. This is because the existing system, *Oracle PeopleSoft – (PeopleSoft)*, is unsustainable. Implementing a new HRMIS system within Police involves significant complexity. s9(2)(g)(i)

s9(2)(g)(i)

significant progress

has been made, including:

- An independent quality review has been undertaken (conducted by NZ Independent Quality Assurance)
- A Remediation Plan is in place, approved by Treasury and the GCIO
- Implementation of the plan is going well, with the two initial check points having been achieved on schedule.

The HRMIS will continue to be a high-risk project until it is implemented, because of its technical difficulty and complexity. Police has robust programme management and governance arrangements in place. These, together with the Remediation Plan will ensure that Police is well placed to achieve a mid-2016 implementation date.

**To note:** You will receive a briefing on Human Resource Management Information System in late December 2015.

Police is required to report back to the Cabinet State Sector Reform and Expenditure Control Committee, s9(2)(g)(i)

## WHOLE OF GOVERNMENT ACTION PLAN ON GANGS

In June 2014, Cabinet approved a Police-led, Whole-of-Government Action Plan on New Zealand adult gangs and transnational crime groups to improve information about gangs and reduce their harm. The plan comprises:

- Establishing a multi-agency Gang Intelligence Centre
- Developing a programme of social initiatives to support gang members and their families turn away from the gang lifestyle
- Establishing two multi-agency Enforcement Taskforces to strengthen border protection, prevent the financing of crime and target profit received from crime
- Strengthened legislation including options for a firearm prohibition order regime, the legal authority and protections for Police undercover operations and informants and the use of drug detector dogs at domestic ports (maritime and air).

Key milestones through to April 2016 are:

- 9(2)(f)(iv)

A Ministerial Oversight Group on gangs, chaired by the Minister of Police, provides oversight of the development and implementation of the Action Plan. A schedule of meetings for 2016 has been set with the first to be held on Tuesday 16 February 2016.

**To note:** You will be briefed on the Whole-of-Government Action Plan on Gangs in late January 2016 in time for the proposed Ministerial Oversight Group meeting on 16 February 2016.

## PEOPLE ISSUES

### a. Holiday Act Remediation

In late 2014 Police reviewed payments made under the Holidays Act 2003 and identified a number of inaccuracies that date back to 2009. They are primarily related to the payment of statutory holidays and the rate of payment for annual, sick and bereavement leave. s9(2)(g)(i)

The remediation progress to date includes:

- s9(2)(g)(i)

Police expects to have finalised 95 percent of the existing amounts owed before June 2016.

Police is continuing to run parallel payroll testing for HRMIS, and is expecting to identify further inaccuracies. s9(2)(g)(i)

The new Human Resources Information Management System, once implemented, will ensure legislative requirements are met.

**To note:** You will be briefed on the Holidays Act Remediation Plan in January 2016.

### b. Health and Safety

Police is committed to developing a culture of excellence in safety in all of its activities. Following the enactment of the Health and Safety at Work Act 2015, an independent governance review has been completed and a strategy developed, focussing on reducing Police's injury frequency and severity rates.

The draft five year strategy and action plan is broken up into prioritised stages, targeting the biggest issues and risks, quick wins to create momentum, and addressing barriers to success.

Each stage of the Strategy seeks to make tangible and measurable progress. In particular Police is seeking to improve its safety performance by approving the

organisational work programme (including staff use of illicit drugs and alcohol and improving front counter protection), reviewing the employee participation model and gaining traction on the application of safety principles.

## COMMISSION OF INQUIRY

Police is responsible for actioning 47 of the 60 recommendations from Dame Margaret Bazley's 2007 Commission of Inquiry report. Overall, Police is tracking positively to the end of the compulsory 10-year monitoring period in 2017. Good progress has been achieved, but Police is conscious of the need to continue to embed changes both during the monitoring period and beyond.

A Cabinet-mandated quarterly public reporting regime provides high-level visibility on the pace and progress of change. The monitoring reports are made available first to the Minister of Police, and then shared with the Ministers of Justice and State Services, before being uploaded to Police's website.

At the end of the current quarter, Police expects to self-report completion of a further three Commission of Inquiry recommendations and the advancement of six recommendations from 'actioned' to 'implemented' status (i.e. solutions are in place but time is needed before the solutions can be considered fully embedded).

Police sees the value of updating Cabinet s9(2)(f)(iv)

**To note:** Police would welcome the opportunity to discuss updating Cabinet about the Commission of Inquiry in early 2016.

## BETTER PUBLIC SERVICES

Police has made good progress towards the total crime target to the end of 2014. But the next three years will present a challenge as there has been a noticeable flattening of the decline in total crime rate over the past year.

The BPS violence target is unlikely to be achieved over the next two years, in large part because of the strong focus that Police and partner agencies are placing on family violence. This is resulting in increased rates of family violence reporting. Police continue to make good progress reducing violence attributable to other causes.

## THE TURNING OF THE TIDE STRATEGY

*The Turning of the Tide* is a joint strategy between Police and Iwi/Māori that aims to reduce the level of Māori representation in victimisation, crime and crash statistics and was launched in 2012. The strategy contains six specific targets for achievement over a six year period. The targets are spread across the following categories: first time offenders, repeat offenders, repeat victims, and fatal and serious crash fatalities.

9(2)(f)(iv)

## INNOVATION AND TECHNOLOGY

Police is making best use of innovation and technology to meet the real-world challenges of modern policing, and supporting the broader police strategy. Information Communication Technology is at the forefront of helping Police be “more street than station”.

Through the Enterprise Services programme police are gaining access to a modern, portable, centrally supported computer set-up that allows them to do their jobs without being tied to a particular location.

Front-line staff are receiving updated iPhone 6+ devices with enhanced features and more functionality. Mobile tools such as operational tasking application “OnDuty” are being developed with direct input from uniformed staff and the Police’s strategic partners through our Mobile Innovation Lab and Agile Development Centre.

Over the last 18 months Police has focused on creating services and experiences that closely match a user’s needs and circumstances. This approach has been used to support Police’s response to family violence.

**To note:** You will be invited to visit the Mobile Innovation Lab in the New Year.

## CITIZEN’S SATISFACTION SURVEY

The latest results from the Citizens’ Satisfaction Survey 2014/15 showed 78 percent of people had full or quite a lot of trust and confidence in Police. This percentage is the same as the previous year.

The survey measures people’s levels of trust and confidence in Police, their perceptions of safety, police involvement in their communities, and for those who have had an interaction with police, their satisfaction with the service experience. Around 9,000 people are interviewed each year.

Results help Police to: better understand community needs and expectations, identify expectations of specific groups (e.g. Māori and victims), track progress towards having the trust and confidence of all, and identify areas for improvement. The survey contributes to a people-centred approach to delivery of policing services.

# Operational Matters

## OVERVIEW OF POLICING

Police's services continue to be delivered through 12 Districts, which are supported by national Service Centres and the National Command and Coordination Centre (NCCC). The NCCC is a technology supported centre that provides a real-time overview of Police's operational environment. It has the capability to be used as a coordinating centre for national operations.

Police maintains an international footprint of eight constabulary Police Liaison Officers;<sup>3</sup> an attaché in Guangzhou China (combating illicit drug-trafficking); a constabulary officer in the Interpol Global Complex for Innovation in Singapore (combating cyber crime); and 51 employees deployed in capacity development roles across the Pacific and South East Asia.<sup>4</sup>

Police's remit is broad and is not limited to crime alone, with a significant proportion of policing activity focussed on prevention and reassurance. Examples of this include supportive management of crowds celebrating the All Blacks Rugby World Cup win, family support and liaison after incidents such as the recent plane crash on Fox Glacier, and daily response to sudden deaths and missing persons.

Much of this non-crime related demand has been increasing. For instance since 2013/14, mental health calls for service increased 14 percent, attendance at public events for crowd control has increased by 10 percent, applications for firearms licenses processed has increased by 37 percent, vetting requests processed have increased by 7 percent and search and rescue events have increased by 35 percent.

In 2014/15 Police responded to 1.84 million phone calls for advice or assistance, 791,662 of which are emergency calls.

On an average day Police will:

- Conduct around 384 foot patrols
- Conduct in excess of 894 bail checks
- Undertake 161 licensed premises monitoring visits
- Stop around of 1,700 vehicles
- Administer more than 7,000 breath screening tests
- Respond to more than 2,100 emergency calls
- Answer around 3,000 non-emergency calls – including approximately 540 traffic-related \*555 calls and almost 1,000 Crime Reporting Line calls
- Attend 17 sudden deaths
- Respond to 123 emergency traffic events
- Help to manage more than 40 people in mental distress
- Take 270 prosecutions.

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<sup>3</sup> The eight Police Liaison Officers are deployed in London, Washington DC, Beijing, Bangkok, Jakarta, Suva, Canberra, Sydney.

<sup>4</sup> Police has 37 staff on long-term capacity development assignments in the following countries: Solomon Islands (17), Bougainville (12), Timor Leste (5), Tonga (2) and Pitcairn Island (1). Police also has 14 short-term advisory staff who go to Vanuatu, Kiribati, Cook Islands, Tokelau, Niue, Tuvalu and Samoa.

## DEPORTED OFFENDERS

Changes to Australia's Migration Act 1958 have significantly increased the numbers of New Zealanders being removed from Australia for criminal convictions and on character grounds. Deportee reoffending that has come to Police's attention since December 2014 is at around 30 percent, including sexual and violent offending. Police expects reoffending rates to be as high as 55 percent after two years.

Prime Ministers agreed in February 2015 to develop an arrangement to share information to reduce the risk of returning offenders. Police led negotiations between the Australian Department of Immigration and Border Protection and New Zealand agencies on an information sharing Arrangement to provide timely and relevant information between countries before a person is removed. The Arrangement was announced by Ministers Adams and Woodhouse on 30 September 2015 and is currently being trialled.

On 18 November 2015, New Zealand enacted new legislation under urgency providing Police with powers to require information and DNA samples from returning offenders, and enabling supervision of eligible returning offenders. Police determines whether offenders are eligible based on their sentence length overseas and serves notice on offenders on their arrival in New Zealand. The regime is administered by the Department of Corrections who monitors those offenders on parole-type conditions.

Police leads the cross-agency operational response which includes justice, social and health sectors. Australia is currently using charter flights to remove detainees volunteering to return, with three flights, carrying 10-15 detainees, received over November and December. s6(b)(i)

s9(2)(j) and s6(a)

9(2)(f)(iv)

## ROAD POLICING

### **Dräger 7510 evidential breath testing devices**

To increase breath testing efficiency Police purchased 400 Dräger 7510 hand-held evidential breath testing devices. Extensive testing was undertaken prior to purchase.

After roll-out of the devices Police discovered an error in reported alcohol levels from some of the devices and withdrew them from use. Since then Police has worked with Dräger to identify the technical fault which led to the calibration error. Dräger is implementing a number of actions to resolve the fault.

**To note:** You will receive a briefing before any national redeployment of the devices is taken.

### ***Safe Drivers, Safer Families Summer Road Safety Campaign***

Police is working with its *Safer Journeys* road safety partners the Accident Compensation Corporation (ACC), the NZ Transport Agency and Ministry of Transport on a campaign to reduce deaths and injuries on roads this summer. The *Safe Drivers, Safer Families* campaign, funded by ACC, was launched on 1 December 2015 and will run until 31 January 2016. The campaign is ensuring safer speeds because, irrespective of the cause of crash, speed determines the severity of trauma. Alcohol is the secondary theme, followed by a range of other road safety themes.

## **ADMINISTRATION AND MANAGEMENT OF FIREARMS**

In February 2015 Police began a review of the administration and management of firearms in order to:

- Align firearms transactions and management (including firearms licensing) with ease of access to government information and data
- Establish foundations for improved service delivery
- Deliver tangible savings in time and cost.

A National Multi-Agency Firearms Working Group including Police, New Zealand Customs Service, Department of Internal Affairs and Ministry of Foreign Affairs and Trade met in November 2015. Police is responsible for the Arms Act 1983 and for the administration and management of the firearms licensing framework in New Zealand.

The Group will develop policies and practices to promote compliance with the purpose of the Arms Act 1983, thereby promoting the safe use and control of firearms and other weapons. Documentation for the Group will be finalised in early 2016.

**To note:** You will receive regular briefings on the administration and management of firearms work as it progresses.

## **TACKLING METHAMPHETAMINE INDICATORS AND PROGRESS REPORT**

The Prime Minister is aiming to release the annual *Tackling Methamphetamine Indicators and Progress Report* the week of 14 December 2015.

Police, the National Drug Intelligence Bureau the New Zealand Customs Service, the Ministry of Health, the Ministry of Justice and the Department of Corrections contribute quantitative and qualitative information showing progress against the indicators in the Prime Minister's *Tackling Methamphetamine Action Plan*.

An embargoed copy of the report will be provided to you ahead of the report's release.

**To note:** The Prime Minister is aiming to release the annual *Tackling Methamphetamine Indicators and progress Report* the week of 14 December 2015.

## CRIMINAL PROCEEDS FUNDS

This year's Criminal Proceeds funding allocation of \$5.9 m will be announced by the Prime Minister at the same time as the *Tackling Methamphetamine Indicators and Progress Report* is released.

Police will be allocated \$2,344,604 m to be spent on the following five Police initiatives:

- Recovery of legal costs for civil actions under the Criminal Proceeds Recovery Act 2009 - \$880,000
- Auckland and Christchurch wastewater analysis for illicit drug use - \$220,000
- National Cannabis and Crime Operation - \$721,000
- Increased capacity for the Northern Electronic Crime Laboratory - \$483,604
- Police Mobile Application to screen and refer for alcohol treatment - \$40,000.

**To note:** The Prime Minister will announce the Criminal Proceeds funding allocation at the same time as the *Tackling Methamphetamine Indicators and progress Report* the week of 14 December 2015.

## LAW, CRIME AND COMMUNITY SAFETY COUNCIL

In 2016 New Zealand is hosting the Law, Crime and Community Safety Council (LCCSC). The LCCSC is a ministerial group comprising of the Australian and New Zealand Ministers for Justice, Police and Emergency Management.

Minister of Police involvement at the LCCSC may include:

- Co-hosting an official dinner with the Ministers of Justice and Civil Defence and Emergency Management
- A speech welcoming the attendees
- Chairing some of the LCCSC meeting.

Police is assisting organise the conference. The dates have not been confirmed but the first meeting is expected to be held in April in Christchurch and the second in October 2016 in Auckland.

## PUBLIC AND MEDIA INTEREST IN POLICING

Police is experiencing a significantly increased demand for media and social media responses, reflecting a media environment that has moved away from deadline-based reporting to instant reporting via social media and continuous updating of stories via online platforms.

Reflecting this changing demand Police is moving to a more centralised media servicing model, with Public Affairs hubs based in Wellington and in Auckland. This will give a seven-day-a-week media relations and social media service from early 2016. The service will operate with communications centres from 6am to 9pm, and operate an on-call system handling urgent media issues outside these hours.

Police receives and responds to more Official Information Act requests than any other government agency. Based on the current number of requests, Police expects to receive around 11,000 requests in 2015/16.



## CONNECTING WITH POLICE EMPLOYEES

Recent editions of the monthly *Ten One* magazine, which is distributed to all staff, have carried a column from the Minister of Police. You are invited to carry on with this practice. You are also warmly invited to continue the traditions of Police Ministers visiting Police employees in the field, attending graduations and Police Remembrance Day, opening police stations and awarding honours to staff and members of the public.

**To note:** You are invited to write a monthly column for the internal Police magazine *Ten One*. Your first column is expected on 28 January 2016 for the February *Ten One*, which will be the first issue for 2016.

## CAREER FOUNDATION INITIAL TRAINING PROGRAMME

In July 2015 Police introduced a new approach to recruit training called the *Career Foundation Initial Training Programme* (CFIT). The programme has four main phases:

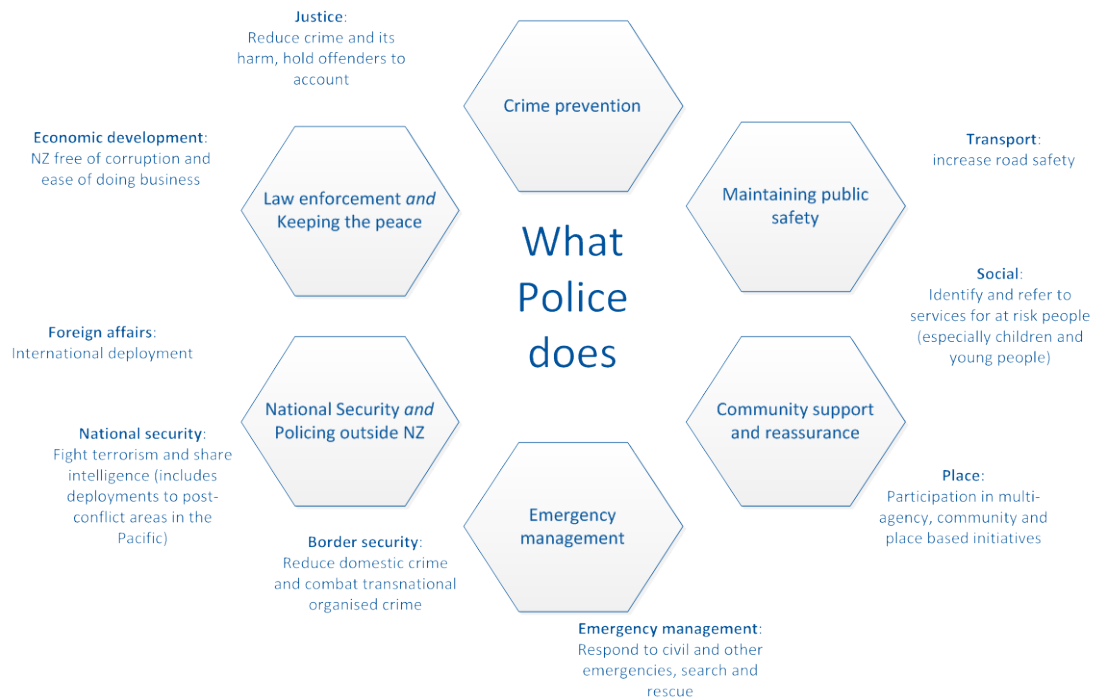
- Foundation learning – a pre-course to set a common base level of knowledge and understanding. This phase is provided by Unitec and funded by student fees. Successful completion is a pre-requisite for entry to Police College.
- Induction – a re-designed 16-week residential training course, which provides recruits with experiences to help them better integrate theory and practice prior to being deployed to districts.
- Workplace – a five-week period of structured, focused and supported field training aimed at supporting and enhancing probationary constables apply their Police College learnings in their new districts and a programme of workplace standards and assessments over a two-year period to ensure competency in the core policing tasks.
- Qualifying – a two-week residential course at Police College to provide a final quality assurance that probationary constables have the core knowledge and policing skills to operate as a fully-fledged constable.

To date 450 people have completed or are engaged in the foundation learning programme, with a success rate averaging 95 percent. Eighty recruits are currently engaged in the induction phase at Police College. The first workplace phase begins in February 2016.

**To note:** s9(2)(f)(iv)

# Engagement on multi-sector work

Policing in New Zealand is conducted through a wide network. Key relationships the Police have are depicted below.



These relationships are driven not only by Police's functions but also by the Government's commitment to deliver a high performing public sector. The resultant multi-agency initiatives give greater visibility to the role Police plays in the wider economy and involves the Minister of Police sharing ministerial responsibility for a number of cross agency initiatives including:

- Vulnerable Children's Board/Social Sector Board
- Family Violence and Sexual Violence
- Whole of Government Gang Action Plan
- Committee of Ministers' State Sector Employment Relations
- Whole of Government Radio Network
- Emergency Services Coordination Group
- Fire Services Review
- National Security Committee and the various ODESC committees
- Interpol Ministerial Group
- National Road Safety Committee (the Minister of Transport consults the Minister of Police to approve the New Zealand Transport Agency's Road Policing Programme)

## JUSTICE/CORRECTIONS/POLICE JOINT INITIATIVES

The Justice sector is currently working on a number of joint initiatives:

### **a: Centre for Impact on Sexual Offending**

In November 2013, Police in collaboration with the Department of Corrections established the Centre for Impact on Sexual Offending to strengthen intelligence on child sexual offenders. The Centre provides a central point for the collection, analysis and sharing of the Department of Corrections and Police information on child sex offenders, particularly those who are assessed as high risk. This information which provides a fuller picture of a child sex offender and the risk they pose is used to develop appropriate plans to manage and monitor offenders.

The Centre provides a solid operational basis upon which to develop the Child Sex Offender Register. It is proposed that the Centre be incorporated into the administration of the Register once established.

### **b: Prison population numbers**

s9(2)(f)(iv)



### **c: Joint custodial facilities**

The Department of Corrections, Police and the Ministry of Justice each provides custody services at different points in the justice pipeline. The current systems, processes and procurement of resources, including facilities used, have traditionally been agency specific. Substantial time and resources have been invested into increasing the effectiveness of each agency's respective services with progress in some areas. A Joint Custodial Working Group has been established to provide a mechanism for consolidating custody decisions in the justice sector, establishing priority areas of work and driving priority work programmes.

#### **d: Christchurch Justice and Emergency Precinct**

As one of the anchor projects following the Christchurch rebuild, all agencies all agencies will have moved into the newly constructed Precinct June 2017. This provides for shared custodial facilities that will service Police for arrest processing as well as the link between Christchurch Courts and prisons.

#### **e. Community/Iwi Justice Panels**

Community/Iwi Justice Panels provide a forum where offenders are held accountable for their low level offending by a panel of vetted community/iwi representatives. The panels aim to provide greater community and victim involvement in the justice process.

The Justice Sector Leadership Board has agreed to a six-month extension of the three existing panels from January to June 2016 to be funded from Police and Ministry of Justice baselines.

s9(2)(f)(iv)

### **BUDGET PROCESS AND THE INVESTMENT FRAMEWORK**

The Justice Sector's including Police's budget is being considered within the wider Social Sector's budget and a wider Social Sector investment process. These relationships are driven not only by Police's functions but also by the Government's priority to deliver a high performing public sector.

This is to improve effectiveness of the Government's investment in improving the lives of New Zealanders by applying rigorous and evidence-based investment practices to social services. The aim is to achieve better long-term results for people and help them to achieve independent and productive lives.

The approach is to:

- Identify vulnerable or high-risk groups
- Invest up-front to support people most at risk of poor outcomes later on in life
- Get greater input from outside the public sector in analysis, innovation and service provision
- Work with local organisations to commission services within communities
- Establish new citizen-centred services that cut across existing departmental service channels
- Interact with each household through a single trusted relationship.

#### **Social Sector Investment Framework**

Police has been involved in all stages of the development of the social sector investment framework and the associated change programme. If the approach is successful it should reduce demand on Police's frontline services as Police is often an at-risk individual's or family's first point of contact with a government agency, such as through attendance at family violence incidents. Police wants an efficient way to refer at-risk individuals and families to an effective service.

s9(2)(f)(iv)

focussing on at risk 0-24 year olds. Police is in a good position to contribute in-kind on the ground to such early intervention initiatives.

s9(2)(f)(iv)

s9(2)(f)(iv)

## **Justice Sector Investment Approach**

Police will continue its work to support the Ministry of Justice led Investment Approach, which is aimed at achieving better outcomes across the criminal justice system through better targeting of investment and effort.

The Investment Approach connects to Police's strategy of evidence based policing to enable better targeting of priority populations and locations and supports Police's application of crime science. The work is connected to the wider social sector approach, and leverages Police's own work to enhance the availability and quality of Police data.

## **FAMILY VIOLENCE**

### **Work programme overview**

The Ministerial Group on Family Violence and Sexual Violence, co-led by the Ministers of Justice and Social Development, is a major cross-agency programme of work. Police is extensively involved and contributes to all components of the programme, which encompasses the Minister of Justice's *Stronger Response to Family Violence* programme. Police's internal change programme for family violence complements the cross-agency programme.

In November 2015 the Ministerial Group received the overall findings of intervention area and service reviews.

**To note:** A substantive update on the work programme will be given to the Ministerial Group on Family Violence and Sexual Violence, s9(2)(f)(iv)

9(2)(f)(iv)

### **Family violence legislation review**

The review of family violence legislation is one part of the broader family violence work programme. The review is being led by the Ministry of Justice.

Police is actively engaged in working groups for the review, with an emphasis on ensuring the legislation is not only fit for purpose but future proofed so as to not impede innovative responses to family violence. Any future legislative regime must also be backed with effective social services to victims, child witnesses and offenders.

Police is keen to ensure that the future legislation supports the operational ability of frontline Police Officers to use their judgment, experience, and common sense in resolving what are often complex, fluid and highly charged situations.

s9(2)(g)(i)

**To note:** You will be briefed on the family violence legislation review proposals, especially those that relate to Police, s9(2)(g)(i)

### **Police Internal Family Violence Change Programme**

The Police Internal Family Violence Change Programme complements the cross-agency work programme. It began in March 2015 and focuses on assessing and improving Police's response, investigation and resolution of family violence. This includes improving existing initiatives and introducing innovations within Police to reduce family violence harm by delivering better services and outcomes for victims and their families.

Police has identified opportunities to improve the efficiency and effectiveness of its response to family violence, which will be delivered through ten projects: Incident Response, Victims, Offenders, Risk Assessment, Family Safety Team review, Data Quality, Quality Assurance and Improvement Framework, Mobility, Training and Our Practice.

### **CHILD YOUTH AND FAMILY EXPERT ADVISORY PANEL**

In April 2015 the Minister for Social Development established the Modernising Child Youth and Family Expert Panel to oversee the development of a new child-centric operating model for Child, Youth and Family (CYF). The Commissioner is a member of this panel.

s9(2)(g)(i)

The Child, Youth and Family

Expert Advisory Panel is due to report to the Minister for Social Development

s9(2)(f)(iv)

**To note:** You will be briefed on the Modernising Child Youth and Family Expert Panel's report once it has become available.

### **WHOLE OF GOVERNMENT RADIO NETWORK**

Police is the Cabinet mandated lead technical agency for the Whole of Government Radio Network (WGRN). The WGRN oversees the operation of a radio network providing mission-critical communication services for New Zealand public protection and disaster relief agencies.

The work is managed by the WGRN Governance Board which reports directly to Joint Ministers (Finance, Economic Development, Communications, and Police). As Police has the lead agency role for the WGRN, this places lead responsibility on the Minister of Police in managing the reporting to Joint Ministers.

s9(2)(f)(iv)

s9(2)(f)(iv)

s9(2)(f)(iv)

s9(2)(f)(iv)

**To note:** You will receive briefings on the Whole of Government Radio Network in February 2016.

s9(2)(f)(iv)

# Legislation and Policy Matters

## POLICE BIDS FOR 2016 LEGISLATIVE PROGRAMME

In January 2016, the Police will be seeking your agreement for the following proposals for legislation administered by the Police to be given a place on the 2016 Legislation Programme.

### Child Protection (Child Sex Offender Register) Bill

The Child Protection (Child Sex Offender Register) Bill (the Bill) provides a legislative basis for the establishment of a Child Protection Offender Register (the Register) to be administered by Police and operated jointly by Police and the Department of Corrections. The information contained on the Register will inform a risk management framework to support the management and monitoring of high risk child sex offenders in the community, including after the completion of their sentence or order.

On 1 July 2015 the Cabinet Social Policy Committee agreed to change the leadership and accountability arrangements for the Child Sex Offender Register, so that it comes under the responsibilities of the Vulnerable Children's Board, with the Ministerial Oversight Group chaired by the Minister for Social Development.

The Bill had its first reading on 15 September 2015 and was referred to the Social Services Committee for report back to the House by 15 March 2016.

s9(2)(f)(iv)

The Attorney General has reported on the Bill in accordance with section 7 of the New Zealand Bill of Rights Act. The report states that the Bill is inconsistent with section 9 of the Act (the right not to be subjected to disproportionately severe treatment or punishment - due to the lack of review provisions in the Bill) and section 26(2) (the right not to be subject to double punishment - relating primarily to the retrospective nature of the transitional arrangements).

**To note:** You will receive a legislative bid for your signature in January 2016 for inclusion of the Child Protection (Child Sex Offender Register) Bill in the 2016 Legislation Programme.

s9(2)(f)(iv)

### Policing (Cost Recovery) Amendment Bill

The Policing (Cost Recovery) Amendment Bill amends the Policing Act 2008 by setting out that the Governor-General may, by Order in Council, on the recommendation of the Minister of Police and after due consultation, make



regulations prescribing fees and charges for specified demand services. The Governor-General may also, by regulation, prescribe the time when a prescribed fee or charge becomes payable and provide for exemptions, waivers or refunds.

The Bill was reported back by the Law and Order Committee on 29 June 2015. The Committee recommended it be passed with amendments (these were of a technical nature). The Labour Party, Green Party and New Zealand First Party had minority views recorded in the report that opposed the Bill. These views focussed on police charging for the Police Vetting Service (the Bill gives the provision of vetting services by Police as an example of a demand service) which these parties did not support. The Bill awaits its Second Reading.

Police has been working on the policy content of regulations setting fees for use of the Police Vetting Service. s9(2)(f)(iv)

**To note:** You will receive a legislative bid for your signature in January 2016 for the inclusion of the Policing (Cost Recovery) Amendment Bill in the 2016 Legislation Programme.

You will receive a briefing with a draft second reading speech in preparation for the Bill's second reading.

s9(2)(f)(iv)

s9(2)(f)(iv)

## LEGISLATION WITH AN IMPACT ON POLICE

A summary of the critical legislation with an impact on Police that have been enacted or are in progress during the 2014 – 2015 period is summarised in the section below.

## Legislation enacted

## Vulnerable Children Act 2014

On 30 June 2014 the Vulnerable Children Act 2014 and other associated legislation passed into law. The Act forms a significant part of a comprehensive set of measures to protect and improve the wellbeing of vulnerable children, known as the Children's Action Plan. The legislative requirements impose a significant implementation role on Police.

Police invested in its vetting and screening capability to prepare for the increased demand for vetting services and to accommodate legislation changes preventing people convicted of specified offences from being eligible to work with children. As at 1 December 2015, after 5 months of operation, Police had received 72,265 children's worker related vetting requests.

The Act requires Police, and any non-government organisation it funds who works with children to: adopt a child protection policy; adhere to a set of core workforce competencies and a children's workforce code of practice; as well as comply with a set of best practice guidelines for safety checking. The work to implement these requirements in Police is nearing completion.

The Act also requires the Government's priorities for vulnerable children to be set out in Vulnerable Children Plan. Chief executives of all children's agencies, which included Police, are jointly responsible for delivering the Vulnerable Children Plan to the Minister for Social Development. The Children's Action Plan Directorate is coordinating this work. s9(2)(f)(iv)

**To note:** You will be briefed on the Vulnerable Children Plan before it is finalised s9(2)(f)(iv)

### **Harmful Digital Communications Act 2015**

The Harmful Digital Communications Act received Royal Assent on 3 July 2015. The Act introduces a civil enforcement regime to deal with complaints about harmful digital communications, and criminal offences for serious offending that reaches a criminal threshold. Under the civil enforcement regime, an Approved Agency will assess complaints about posted communications, and, where possible, will seek to resolve those complaints by negotiation, persuasion, or mediation.

The civil regime is not yet in force. The Ministry of Justice is currently selecting a suitable provider for the Approved Agency. The official appointment is expected next year. Police will work closely with the Ministry of Justice and the Approved Agency on implementing the civil regime to ensure the civil and criminal regimes align.

**To note:** Police will brief you as necessary during the development of the Approved Agency role and design of the civil regime.

### **Legislation in progress**

#### **Coroners Amendment Bill**

The Coroners Amendment Bill received its second reading on 20 October 2015. s9(2)(f)(iv)

s9(2)(f)(iv)



## **OTHER UPCOMING POLICY MATTERS**

### **Firearm Prohibition Orders**

s9(2)(f)(iv)

**To note:** Police would welcome the opportunity to discuss firearm prohibition orders with you in s9(2)(f)(iv)

### **Drug Detector Dogs at Domestic Ports (maritime and air)**

s9(2)(f)(iv)



s9(2)(f)(iv)



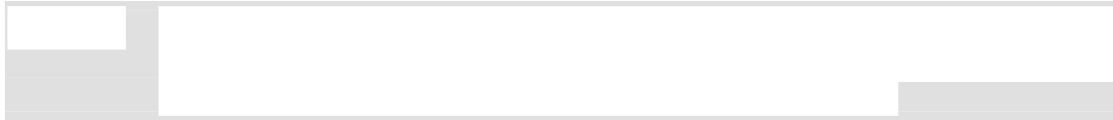
### **Land Transport Act Amendment Bill 2016**

s9(2)(f)(iv) amendments to the Land Transport Act  
Amendment Bill 2016 that address a range of land transport issues such as:

- Removing the double charge for paying Road User Charges via credit card; minor amendments to the heavy vehicle regulatory regime
- Increased penalties for drivers failing to stop and people failing or refusing to provide information to identify fleeing drivers or providing false information
- New powers to give public transport fare enforcement officers the power to obtain evidence of fare from passengers, ask for contact details if no evidence is produced, and/or instruct passenger to disembark the service.

The Bill will simplify enforcement of the heavy vehicle industry and provide Police with increased penalties for drivers failing to stop and people failing or refusing to provide information to identify fleeing drivers or providing false information.

s9(2)(f)(iv)



s9(2)(f)(iv)



### **Review of Search and Surveillance Act 2012**

The Search and Surveillance Act 2012 requires a review of the Act's provisions to commence by 30 June 2016. The powers set out in the Act are critical for Police, particularly in relation to serious and organised crime and national security. Police will take a close interest in the review once it commences.

**To note:** Police will keep you updated on the review of the Search and Surveillance Act as it progresses.

### **Multi-agency review of illegal hunting and unsafe gun use in hunting**

In May 2015, after two fatal hunting incidents, Minister Dunne (as Associate Minister of Conservation) announced there would be a multi-agency review of unsafe and illegal gun use outdoors.

s9(2)(f)(iv)

s9(2)(f)(iv)



### **Statutory Review of the Intelligence Agencies and their Legislation**

Sir Michael Cullen and Dame Patsy Reddy are leading a Statutory Review of the intelligence agencies and their legislation (the Statutory Review).

9(2)(f)(iv)

Police has an interest in the Statutory Review due to any potential implications for Police powers and obligations and for interoperability with the intelligence agencies.

**To note:** You will be provided with further advice as part of the finalisation of the Statutory Review of the intelligence agencies and the subsequent policy process.

### **Privacy Act 1993 Review**

The Ministry of Justice is undertaking work on rethinking privacy settings to improve information sharing within government.

s9(2)(g)(i)



Repeated information



Repeated information

Repeated information

Repeated information

Repeated information

Repeated information

Repeated information