

# *Briefing to the Incoming Minister of Police*

## *Part A Overview of Portfolio*



NEW ZEALAND  
**POLICE**  
Ngā Pirihimana o Aotearoa

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## PART A





















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## An Average Day...

On average, every day, New Zealand Police...

PREVENTION	 Conduct <b>159</b> Foot patrols	 Stop <b>2,136</b> Vehicles	 Conduct <b>66</b> firearm 'fit and proper' assessments	 Conduct <b>4,426</b> Breath tests	 Deliver <b>207</b> programmes in schools
RESPONSE	 Answer <b>2,585</b> 111 calls	 Respond to <b>3,925</b> events	 Attend <b>140</b> mental health events	 Assist at <b>7</b> Search and Rescue events	 Attend <b>168</b> Traffic crashes
INVESTIGATIONS	 Finalise <b>57</b> Investigations for crimes against people	 Finalise <b>54</b> Investigations for crimes against property	 Open <b>370</b> Family Harm Investigations	 Seize <b>\$340,000</b> worth of Methamphetamine	 Restrain <b>\$632,400</b> of cash & assets from criminals
RESOLUTION	 Resolve <b>515</b> charges by prosecution	 Hold <b>461</b> Prisoners in custody	 Complete <b>10</b> Adult diversions	 Manage <b>31</b> Youth Aid Cases	 Refer <b>6</b> people to Te Pae Oranga

## Introduction from the Commissioner

Congratulations on your appointment as Minister of Police.

We are ready to discuss your key priorities, what you want to achieve during your tenure as Minister, and how we can support you to deliver on the Government's public safety priorities. You will be supported by an organisation that is agile, with a clear vision and purpose. Our vision is for New Zealand to be the safest country. To achieve this, we need to work together with our partners and communities to prevent crime and harm and ensure everybody is safe and feels safe - at home, on the roads, and in our communities.

We police by consent; this means we work alongside and with the broad support of the communities we ourselves come from, in order to be effective. The way our actions are perceived impacts on the public's willingness to engage and work with us. Our COVID-19 graduated response ensured we engaged, encouraged and educated to enable voluntary compliance with enforcement being a last resort. This maintained the trust and confidence of our communities, our social licence and effective controls over the virus. In order to fulfil our commitments to communities, we need to continue to evolve as an organisation. In recent years we have transformed our organisation by firmly embedding our *Prevention First* operating model, deploying new staff onto the frontline and targeting organised crime, and significantly modernising our service delivery through technology. We continue to focus on ensuring we truly understand the needs and expectations of our communities, and on delivering an exceptional policing service in response to those needs and expectations.

The social and criminal context of our country is changing. Crime is becoming more sophisticated, complex, and internationally connected. Demand for our services, particularly in the areas of family harm, mental health, and organised crime continues to grow. This changing environment necessitates a greater level of flexibility and agility from Police. Our officers need to rapidly assess and understand each situation they encounter to determine what the most appropriate response will be – balancing the need to keep themselves and the community safe, to meet the needs of any victims, to be fair, and to achieve an outcome that prevents further offending or harm from occurring. It also means we must ensure that our frontline staff are as equipped and capable as they can be to keep them safe. This is an absolute priority for our organisation.

The impact of COVID-19 has been significant on communities, and this is also true of the justice sector. COVID-19 has provided a further spur to innovation in the justice sector and to working in new and different ways. COVID-19 has shown that change can happen quickly when agencies are working to a shared goal and there is a call by leaders for collective action.

We are conscious there will be many opportunities over the coming weeks to engage with you on matters of interest across the Police portfolio. This initial briefing signals key operational and corporate focus areas, together with the current policy and legislative changes underway, on which we will seek your direction.

New Zealand Police is an outstanding organisation and I am immensely proud to lead it. Our people turn up to work ready and prepared to make a positive difference in their communities. They care deeply about the people they work with and will go above and beyond to do what is right. We are an organisation that places great importance on living our values, and this approach will enable us to deliver great outcomes for our communities.

I look forward to working with you.



Andrew Coster  
Commissioner

## Your Role as Minister of Police

Police is one of three non-public service departments in the State services<sup>1</sup>. Our organisation and governance arrangements are described in the Policing Act 2008, but for the most part, standard public management legislation, such as the Public Finance Act 1989, the Public Service Act 2020, and the Official Information Act 1982 applies to the Police.

### Relationship between the Minister of Police and New Zealand Police

Section 16 of the Policing Act 2008 sets out the relationship between the Minister of Police and the Commissioner of Police. The Commissioner is responsible to the Minister for:

- carrying out the functions and duties of the Police
- the general conduct of the Police
- the effective, efficient, and economical management of the Police
- tendering advice to the Minister of Police and other Ministers of the Crown
- giving effect to any lawful ministerial directions.

The Commissioner is not responsible to, and is required to act independently of, any Minister of the Crown (including any person acting on the instruction of a Minister of the Crown) regarding:

- the maintenance of order or enforcement of the law in relation to any individual or group of individuals
- the investigation and prosecution of offences
- decisions about individual Police employees.

### The role of the Minister of Police in relation to Road Policing

The Minister of Police has a shared responsibility with the Minister of Transport to deliver on agreed road policing outcomes. These arrangements are outlined in the Land Transport Management Act 2003. The current outcomes for road policing are described in *Road to Zero: New Zealand's Road Safety Strategy 2020-2030*. The three-year Road Safety Partnership Programme (RSPP) is aligned with *Road to Zero* and its action plans.

The RSPP outlines the specific activities Police will deliver in exchange for the appropriations it receives from the National Land Transport Fund via Vote Transport. The Minister of Transport consults with the Minister of Police before approving the RSPP. The Programme is developed by Police and Waka Kotahi New Zealand Transport Agency, with the Ministry of Transport being consulted through the development phase.

### Legislation

Police administers three Acts:

**Policing Act 2008** - The purpose of the Policing Act 2008 is to provide for policing services in New Zealand, to state the functions, and provide for the governance and administration of the New Zealand Police.

**Arms Act 1983** - As the Minister of Police, you're responsible for the Arms Act 1983. Police has regulatory and enforcement responsibility for this legislation. The Arms Act was recently significantly amended through the:

- Arms (Prohibited Firearms, Magazines, and Parts) Amendment Act 2019, which prohibited most semi-automatic firearms, large capacity magazines and parts to convert a firearm into a prohibited firearm. This was supported by a buyback, where over 62,000 firearms and over 227,500 prohibited parts and magazines were collected, destroyed or modified.
- Arms Legislation Act 2020, which implements a number of changes to the wider firearms' regulatory regime over three years. The overall objective of the changes is to support best practice and minimise the

<sup>1</sup> The other two non-public service departments are the New Zealand Defence Force and Parliamentary Counsel Office.

risk of criminal access. Significant changes include the introduction of a firearms registry (within three years), reduced licence terms, controls over ammunition, disqualifying certain persons from holding a licence, updated offences and penalties, and newly prohibited items.

**Child Protection (Child Sex Offender Government Agency Registration) Act 2016** – This Act aims to reduce sexual reoffending against child victims, and the risk posed by serious child sex offenders by providing government agencies with the information needed to monitor child sex offenders in the community, and providing up-to-date information that assists Police to more rapidly resolve cases of child sex offending.

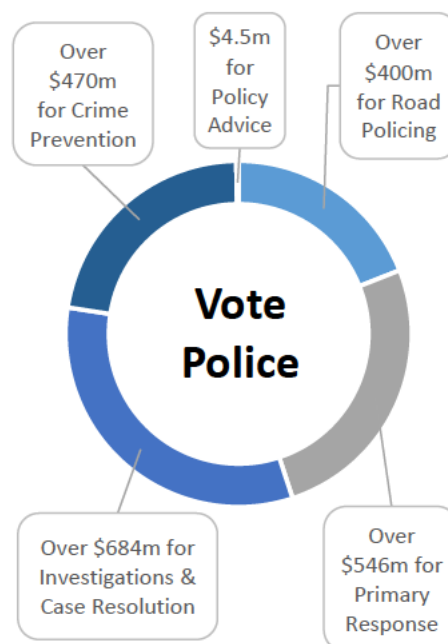
### Departmental Appropriations

You are the Appropriation Minister for Vote Police, and under the Public Finance Act 1989 are accountable to Parliament for Police's financial performance. Police administers the expenditure under this vote. The operating budget for Police for the 2020/21 financial year is \$2.165 billion, broken down as follows:

- 67% (\$1.462 billion) on personnel costs
- 26% (\$0.560 billion) on operating expenses
- 7% (\$0.143 billion) on depreciation and capital charges

We expect to collect \$77 million in revenue on behalf of the Crown during the year, largely arising from traffic infringement fees. This money is collected on an agency basis for the Crown and has no relationship to departmental appropriations.

We have been appropriated \$127 million in 2020/21 for the purchase or development of assets. This provides for the maintenance and upgrade of our infrastructure to ensure efficient and effective delivery of performance.



### How Police can support you in your role

We look forward to working with you and discussing the most effective ways we can support you and your priorities as Minister. Police can support you in carrying out your Ministerial functions by providing you with:

- strategic policy and performance advice to enable you to make effective decisions
- advice on impacts of other government policy changes on Police and on criminal justice
- support for ministerial attendance at police events such as station openings and Wing graduations through briefing notes, speeches and related materials
- other services to support you in discharging your portfolio responsibilities, including Ministerial correspondence, Parliamentary questions, and upcoming events.

Police operates under a 'no-surprises' principle. This means we will keep you well informed of matters of significance within your portfolio responsibilities.

We are keen to discuss with you how frequently and in what form you wish to meet with us, and the frequency and type of information that you would like us to report to you on. We expect that you will wish to be kept informed of progress on high profile incidents, initiatives, policy development and work programmes, as well as financial and performance data. We have historically provided a weekly report to the Minister of Police covering these issues.

We can provide you with opportunities to engage with our staff, including visits to the frontline, our Police bases, and our community partners, such as an Integrated Safety Response site or Te Pae Oranga panel.



## Official Information Act (OIA) requests

We receive approximately 80,000 OIA requests each year; the highest number of requests across government.

We operate a decentralised model, with small teams based in Police National Headquarters and districts coordinating OIA responses and ensuring compliance with the Act. Police provides your office with copies of OIA responses ahead of release where the release involves significant or controversial issues, matters of high public interest, where substantive information is being sent to the media, public websites, or lobbyists, or where the response is to a political party or Member of Parliament.

## Media

Police operates a Media Centre seven days a week, which receives approximately 40,000 calls, and manages almost 18,000 issues, every year. The Police Media Centre is a largely responsive team, but Police regularly engages with news media organisations as part of maintaining important stakeholder relationships.

Police proactively engage on social media through a following of over 1.7 million users, across a number of platforms, including Facebook, Instagram and LinkedIn. Our social media following is one of the largest across the public sector. This creates a significant opportunity for us to engage with the New Zealand public and our communities.

The Media and Communications team maintains direct links with your Press Secretary about upcoming press releases and responds to requests for support around media enquiries and emerging issues. This includes keeping your office informed whenever there is a high profile or significant national event involving a Police response, such as the recent Whakaari/White Island eruption.

## Independent Police Conduct Authority

The Independent Police Conduct Authority is an independent body set up by Parliament to provide civilian oversight of Police conduct. It is not part of the Police – the law requires it to be fully independent. The Authority is overseen by a Board, which is chaired by Judge Colin Doherty. The Minister of Justice is the Minister responsible for the Authority.

Being independent means that the Authority makes its own findings based on the facts and the law. It does not answer to the Police, the Government, or anyone else over those findings. In this way, its independence is like that of a court. The Authority employs experienced staff who have worked in a range of law enforcement and related roles in New Zealand and overseas.

Under the Independent Police Conduct Authority Act 1988, the Authority:

- receives complaints alleging misconduct or neglect of duty by Police, or complaints about Police practices, policies and procedures affecting the complainant in a personal capacity
- investigates, where there are reasonable grounds in the public interest, incidents in which Police actions have caused or appear to have caused death or serious bodily harm.

Police has a Memorandum of Understanding with the Authority. The Commissioner may notify the Authority of any matter involving criminal offending or serious misconduct by a Police employee, where that matter is of such significance or public interest that it places or is likely to place Police's reputation at risk.

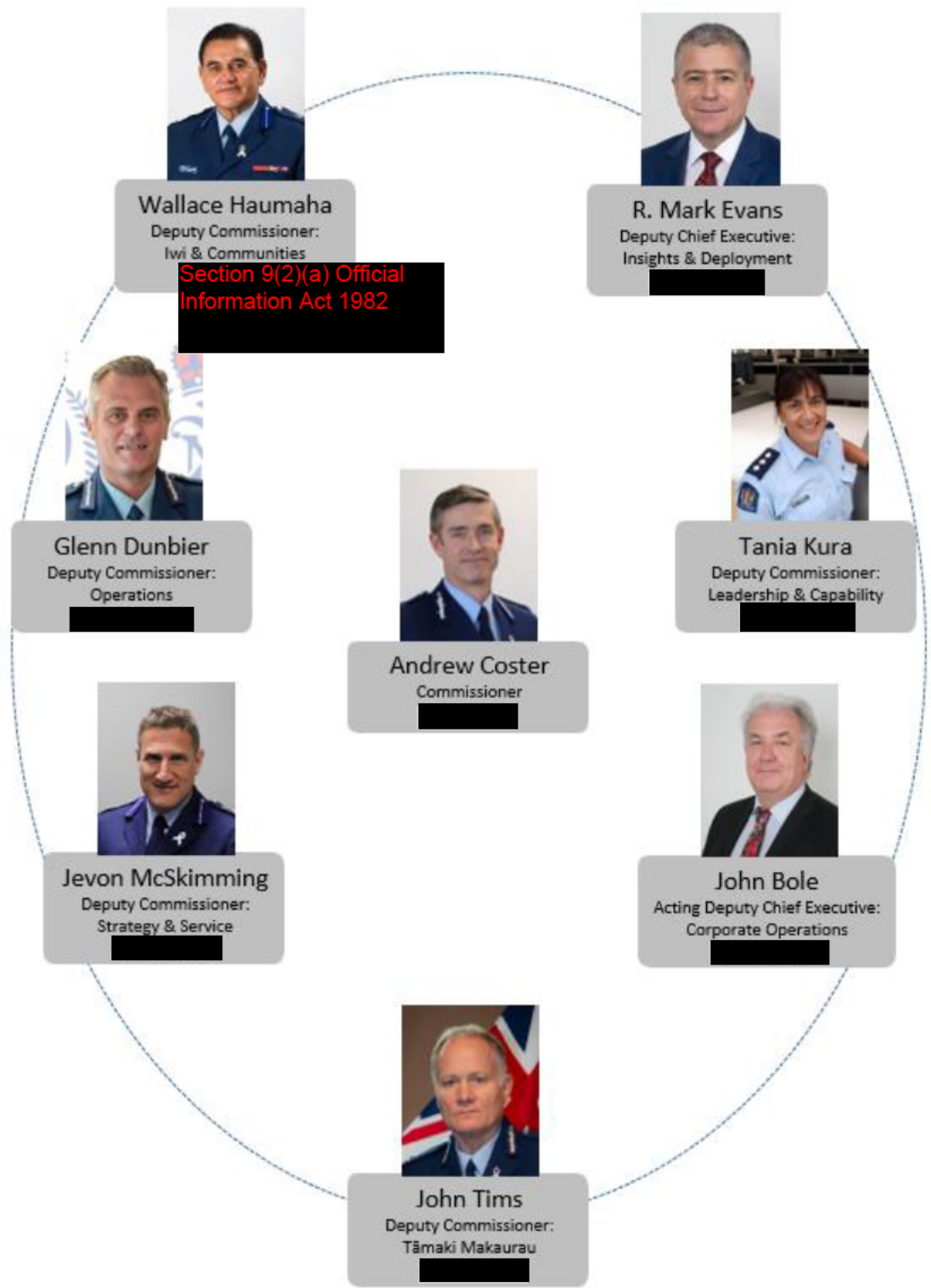
On completion of an investigation, the Authority must form an opinion about the Police conduct, policy, practice or procedure which was the subject of the complaint. The Authority may make recommendations to the Commissioner.

Police generally receives reports from the Authority in advance of them being published publicly. We will keep your office updated of any high risk/profile matters, including pending court cases of Police employees. We will also inform you about the future release of Authority reports, and our response to them.

Working with the Executive Leadership Team

As Minister, you will work closely with members of the Executive Leadership Team (ELT). The Commissioner and members of the ELT have typically met with the Minister on a weekly basis.

We will brief you on Police’s Executive structure and governance arrangements in the New Year.



## We are ready to discuss your priorities with you

We understand you, and the Government, have a range of portfolio priorities, including:

- **Te Pae Oranga:** Te Pae Oranga is an iwi-Māori-led alternative to prosecution for lower level offending. It provides a marae-based community restorative process, based on tikanga Māori, which focuses on preventing reoffending at an early stage of offending by holding participants to account for their offending, helping them to put the harm right, and directing them to further support where this is necessary. Police currently has 15 partnerships with iwi, across 11 Police Districts, operating this model. In 2019/20 2,134 referrals were made to Te Pae Oranga providers.

Your election manifesto indicates that you wish to continue the work of Te Pae Oranga panels. We welcome this opportunity. **9(2)(g)(i)**

[REDACTED]

[REDACTED] Expansion of Te Pae Oranga is also proposed in the Justice Sector Strategic Plan and would provide an excellent step in the journey to reform the criminal justice system.

- **Expansion of Te Ara Oranga:** You have indicated you wish to roll out the Te Ara Oranga methamphetamine treatment programme to 4,000 more people. Te Ara Oranga is an integrated health and Police response which brings together the Northland DHB, NGOs, Police, iwi, and community groups to create effective referral pathways and deliver innovative interventions to reduce the harms from methamphetamine. You indicated you will seek to expand Te Ara Oranga into the East Coast and Bay of Plenty. We can advise you on next steps and the funding required to expand this initiative.
- **Strengthening Māori, Pacific and Ethnic Services (MPES):** To further strengthen Police's relationship with Māori, and work to improve trust and confidence, you have committed to working with the Police Commissioner to strengthen MPES. We can provide advice on options to increase resource in this area, and opportunities to further strengthen our relationship with Māori, Pasifika and Ethnic communities.
- **Maintaining a 1:500 constabulary ratio:** You have committed to strive to maintain a ratio of constabulary staff to population of 1:500, beyond the allocation of 1800 new constabulary staff committed in the *Safer Communities* and *Striving Towards 1800* Cabinet Papers. We can provide advice on the expected financial impacts of maintaining this ratio.

We will work with you to deliver your priorities and provide further advice as a basis for decisions you may wish to take. Between now and the summer recess and into the early part of 2021, there will be some things that require your decisions, and we will provide you with detailed briefings on all these matters in the weeks ahead. The key issues, Cabinet papers, or other processes that require your decision-making are listed below.

The timing for these are preliminary and subject to your further agreement. Some are based on pre-election Cabinet reporting timelines and may need to be updated given the delayed election date and the range of Government priorities to be delivered prior to Parliament moving into the summer recess.



### Pre-Christmas Cabinet and Budget Decisions

<b>Key Priorities and pre-election commitments</b>	You will receive a briefing on implementing your key priorities and pre-election commitments.
<b>Budget 2021</b>	<p>We will engage with you on your priorities for Budget 2021. Police will discuss potential budget bids with you, 9(2)(f)(iv)</p> <p>■ 9(2)(f)(iv)</p> <p>■ 9(2)(f)(iv)</p> <p>■ 9(2)(f)(iv)</p>
<b>Firearms Reform Programme</b>	<p>We will brief you on a range of firearm portfolio issues and upcoming Cabinet or legislative deadlines including:</p> <ul style="list-style-type: none"> <li>• 9(2)(f)(iv)</li> <li>• 9(2)(f)(iv)</li> <li>• 9(2)(f)(iv)</li> <li>• options to nominate the Chair and up to eight members of the Arms Advisory Group (an independent advisory group to you as Minister of Police) and notify the Cabinet Honours and Appointments Committee (APH) ahead of these appointments</li> <li>• 9(2)(f)(iv)</li> <li>• 9(2)(f)(iv)</li> </ul>
<b>Section 9(2)(f)(iv) Official Information Act 1982</b>	
<b>Royal Commission of Inquiry</b>	9(2)(g)(i)
<b>Legislation Bids</b>	Each year Ministers are required to submit legislation bids and priorities to enable time in the House and Parliamentary Counsel Office to be well-managed. You will be asked to approve our legislative bids for the 2021 Legislation Programme.
<b>Transnational Organised Crime</b>	You are due to report back to Cabinet on progress with the implementation of the TNOC Strategy. We will brief you on work underway to address Transnational Organised Crime, and progress with implementation of the TNOC Strategy and Action Plan. As no decisions are required before Christmas, we suggest you seek to defer the Cabinet report-back until the New Year.

### Other Priority Briefings before Christmas

9(2)(f)(iv)	9(2)(f)(iv)
<b>Infrastructure</b>	We will brief you on our 10-year Strategic Intent for Property and Vehicle Fleet. Police along with other Government agencies, are required to draft a Cabinet Paper on our 10 Year Property Plan in December.
9(2)(f)(iv)	9(2)(f)(iv)



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## Our Business

The Police Strategy 'on a page' is known as Our Business. Our Business has become the key document in focusing our organisation on our shared goals. It articulates why Police exists, what we're doing, how we're doing it, and how we support each other to deliver for our communities.

It outlines our aspirations to achieve outstanding results to enable us to meet our vision for New Zealand to be the safest country. To us, this means everybody can be safe and feel safe in our communities, in our homes, and on our roads. We do this by preventing crime and harm through exceptional policing. Our Vision ensures we continue to look ahead and think about a future where everyone in New Zealand can go about their daily life without fear of harm or victimisation.

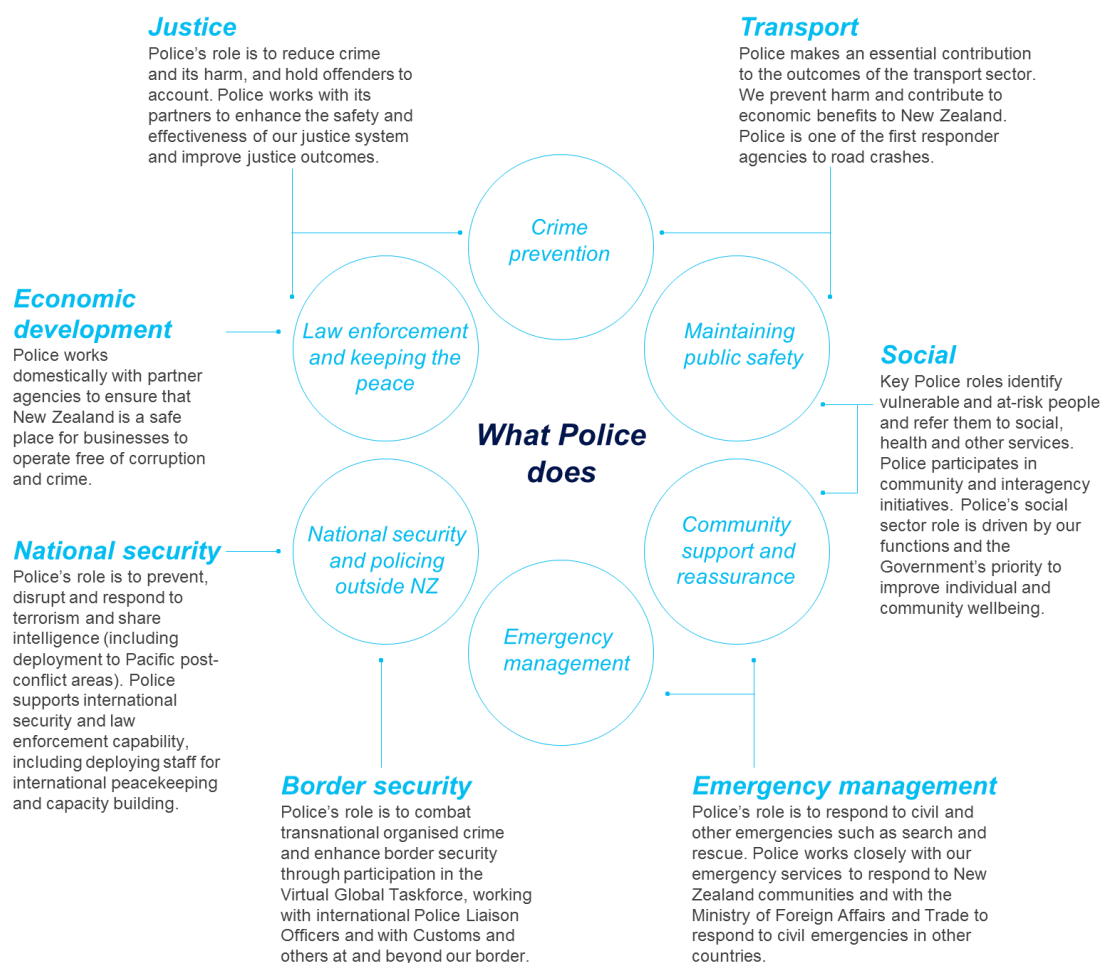


### Our Functions

New Zealand Police receives its formal legislative mandate from the Policing Act 2008, which states that 'principled, effective and efficient policing services are a cornerstone of a free and democratic society under the rule of law'. While our formal mandate is found in legislation, we are clear as an organisation that to be effective requires us to police with the consent of our communities. The trust and confidence of our communities is the most important enabler for us to achieve our safety outcomes.

This is underpinned by the Peelian Principles (named after Sir Robert Peel, who established the first full-time centrally organised police force in England) that the power of the police comes from the common consent of the public, as opposed to the power of the state.

Our focus on policing by consent has led us to adopt a style of policing that is quite different from many other countries. Our officers are taught that every interaction is an opportunity to prevent harm. This influences the way we engage with our communities – recognising that we need to adopt a range of approaches to prevent future harm, rather than relying solely on enforcement.



In order to achieve our vision, Police has three key goal areas:

**Safe Homes:** Safe homes means families free from violence, abuse, and neglect. Feeling safe and secure in your home is a key indicator of an individual's overall wellbeing. A home should be a place of sanctuary; when the sanctity of this space is broken there can be a significant impact on an individual or family across multiple aspects of their lives. Creating safe homes means preventing burglary and other threats in the places where people should always feel safe.

**Safe Roads:** The New Zealand road toll is unacceptable. In 2019 alone, 352 people died on our roads; almost one person for every day of the year. Our focus on ensuring safe roads will continue to prioritise road safety activity that directly addresses those factors known to contribute to the greatest harm, specifically: not wearing seatbelts or using child restraints; impaired driving from alcohol, drugs or fatigue; distracted driving; and speed.

**Safe Communities:** Feeling safe in the community is an important prerequisite for being able to participate in community life. It gives business owners confidence, enables groups to come together, and ensures individuals feel safe to move freely around their neighbourhoods.

When building safety and resilience in our communities, a primary focus is on tackling organised crime. We're committed to working with our partner agencies to build resilience to organised crime by identifying and addressing underlying wellbeing needs. The changing environment we are operating in will also see changes to the way in which we counter terrorism in New Zealand and provide community policing.



## Te Huringa o Te Tai: To be a proactive Treaty partner

Māori continue to be overrepresented at all points in the criminal justice system for a number of intergenerational harm, historic and systemic reasons. To effectively lift Māori waiora (wellbeing) and reduce the contact Māori whānau have with the criminal justice system requires us to openly acknowledge the complex and challenging whakapapa (history) between iwi Māori and Police as representatives of the Crown and to increasingly seek out an understanding of iwi Māori aspirations and how our business can support the achievement of these aspirations in a way that is mana enhancing and incorporates tikanga Māori.

*Te Huringa o Te Tai*, our Māori organisational strategy, is designed to help the realisation of the collective vision of all Māori living full and prosperous lives, free from crime, victimisation, and road trauma. *Te Huringa o Te Tai* focuses Police's effort around three Pou:

- Pou Mataara – our people and their mindset: building our people to deliver more effective outcomes for Māori, iwi, and our communities.
- Pou Mataaho - effective initiatives and improved practice: a whānau ora approach to co-design and joint delivery of initiatives with iwi/Māori.
- Pou Hourua – effective partnerships: building relationships, which lead to more effective partnerships, with iwi, Māori, and other organisations.

Police will continue to identify new and different ways that we can deliver for iwi Māori to achieve their wellbeing aspirations for their communities. Our focus is shifting from developing strategic partnerships to delivering on these strategic intentions through practical, operational ways of working with iwi and Māori that can be embedded into all we do.

## Our Operating Model: Prevention First

**Prevention First** is the national operating model for Police. It asks our people to be problem-solvers and look for opportunities to prevent future crime and harm, rather than just respond to events – and to be proactive about these opportunities. It's about a mind-set at an individual level, but at its core is our deployment model, where we use evidence and insights to ensure we focus our resources on the key drivers of our demand. We need our sector partners to be able to support our work in these areas. As Minister, there is an opportunity for you to ensure this support is aligned at the ministerial level.

**Family Harm** is a persistent, complex facet of New Zealand society and is a key driver of demand for Police. Police is committed to collective efforts to eliminate family harm in New Zealand through the Joint Venture for Family Violence and Sexual Violence and its operational responses. Police's response to family harm reflects our roles to investigate offences, and to prevent further harm to victims and whānau through early intervention. Approximately half of Police's family harm investigations do not involve an offence being recorded. This means that the criminal justice system is often not the right pathway for whānau experiencing family harm, however police have a critical role connecting victims, families and whānau to crisis, early intervention, and prevention supports.

Police currently contribute to significant work programmes to improve **child wellbeing and youth justice** processes. The causal factors of children and young peoples' offending behaviour are complex and multifaceted. By the time a young person is interacting with a Youth Aid officer and engaged in the youth justice system, there has often been many opportunities to provide support for the risk factors that make it likely a young person may commit crime, such as disengagement from school, reports of concern about their care and protection, substance use, family harm incidents, or housing transience. Therefore, Police work collaboratively and foster relationships with our social, health and education partners to improve support where children and young people present early signs of need. Over 60 percent of all young people who offend experience the youth justice system informally, either through Police warnings or referral to Police Youth Aid.

**Mental health** related crisis and distress calls to Police are complex and vary in severity, often involve non-offenders, and require co-ordination of cross sector services to respond appropriately. In the 2019/20 financial year, Police received 58,124 calls involving a person having a mental health crisis, in distress, or threatening suicide. Police attend approximately 90% of suicide calls and 45% of other mental health calls. We work closely with partner agencies and provide input to national, regional and local strategies and service plans. We want to ensure increases in demand can be managed and that people in mental distress and crisis get the right help at the right time. We are piloting a co-response service, alongside ambulance and DHB staff in Wellington District, and this is showing promising early results.

**Drugs and addiction** are a major source of harm in our communities. Wastewater testing nationwide has found sizeable traces of methamphetamine across urban and rural areas, in some of our most vulnerable communities. Addiction to methamphetamine and other drugs creates new and exacerbates existing financial hardship, family violence, and child welfare concerns. We focus enforcement on individuals and organised criminal groups who cause the most harm through the importation, production, and supply of high harm substances, while supporting individual users to access health and social services where needed. Police achieves the best results when we partner with other agencies to minimise drug harm. These partnerships include examples such as Te Ara Oranga in Northland, a programme to reduce methamphetamine demand and harm, and the drug early warning system *High Alert*.

**Organised crime** is a corrupting influence worldwide, undermining community wellbeing, proper governance, economic development, and national security. The past five years has seen a significant shift in the organised crime environment, with the deportation of criminals from Australia and technology enabling global organised crime networks to operate in new more sophisticated ways across borders and within New Zealand. Despite our small size and geographic isolation, the New Zealand drug market is considered highly profitable, and is therefore attracting new attention from global drug syndicates. We have work underway targeting both domestic and trans-national organised crime.

**Financial crimes** are those committed for profit, such as drug crimes, fraud, corruption, tax evasion, foreign interference, and cybercrime. These types of crimes are predicate offences to money laundering. It is estimated that \$1.35b is generated annually in New Zealand for laundering. This figure excludes transnational laundering and overseas laundering of proceeds of domestic tax offending. Offenders use co-mingled businesses, proxy intermediaries, shell companies and other methods that promote anonymity.

New Zealanders are significantly affected by all types of **cybercrime** – harassment, child sexual exploitation, computer and information crimes, and frauds. The Crime and Victim Survey 2019 showed that around 8% of New Zealanders every year are victims of cybercrime and fraud. Police has a role is to investigate and prosecute cybercrimes. However, given the ease in which offending can be initiated from anywhere in the world and the overall volume, a focus on prevention is the most likely way to mitigate the impact of cybercrime.

**Alcohol** is a significant contributor to social harm in New Zealand: one in three family harm incidents involve alcohol, 80 percent of district court cases involve a defendant with a substance dependency connected with their offending, and in 2018, alcohol or drugs were a contributing factor in approximately 40 percent of fatal road crashes. There are approximately 10,000 licensed premises throughout New Zealand. Our *Alcohol Action Plan* guides Police's response to reduce alcohol-related harm, offending, and victimisation. It focuses on finding opportunities to work effectively across government, and with iwi and communities to identify and address alcohol-related matters, alongside the effective enforcement of the Sale and Supply of Alcohol Act 2012.

Police is one of a number of agencies with responsibility for ensuring that our **roads** are safe for all road users. Alongside Waka Kotahi and Ministry of Transport, Police has committed to *Road to Zero* – a sector partnership strategy with the vision of a New Zealand where no one is killed or seriously injured in road crashes. Police has made considerable commitments to road safety through the Road Safety Partnership Programme 2018-2021.

## Be First, then Do: strengthening how and who we are as an organisation

The changing criminal and social context we are operating within requires our people to bring greater empathy, cultural awareness and understanding, and unimpeachable integrity – both within their community and with each other. This requires us as an organisation to ensure our people have the skills, knowledge, and experience to be successful.

Police is committed to revitalising our culture and values in a way that ensures fairness for all, drives inclusiveness and diversity, and creates a psychologically safe and fair environment for every employee. Supporting these shifts will require strong focus on building the capability of our leaders to lead in a changing and more complex environment.

This will include strengthening our leadership development programmes with a focus on inclusion and diversity, fairness in decision making, and managing performance.

### Be Fair

Police is developing an engagement and communications campaign focussed on bias. We have named that campaign Be Fair.

Police recognises that we need to make some changes at an organisational level to support a change in culture so that we can bring humanity into every interaction we have. Police recognises we need to ensure the mindset and behaviours of our people support this approach

We know that in order for our staff to support this work, we must first engage our people and our communities. Police will be undertaking an extensive discovery phase to develop a plan that will be endorsed and championed by staff and leads to better outcomes for our communities.

## Deliver the services New Zealanders expect and deserve: understanding and providing what the public want from their Police

A dynamic and changing environment creates new challenges for Police in building and maintaining public trust and confidence. Our focus is on ensuring we truly understand the needs and expectations of our communities, recognising that every community is different. This includes doing the basics of policing exceptionally well. All New Zealanders want to know Police will respond quickly when called to an emergency, will investigate robustly, and support victims fairly.

We already have several mechanisms in place to capture the voices of our communities. We intend to expand the breadth and depth of these mechanisms – with a focus on capturing the voices of all those who receive our services: victims, offenders and the general community – and doing so in a way that gains deeper insight into the motivations and aspirations of these communities. We are building our capabilities to enable us to work effectively with our communities to design new initiatives and services that are evidence based.

### Reframe

One of Police's strategic priorities is to improve our end-to-end resolutions framework so that it works collectively for the justice sector. The criminal justice pipeline starts with Police dealing with offending and reported crime. To fulfil our role of keeping communities safe, Reframe will work with our justice sector and community partners to help reduce reoffending and improve outcomes for victims and offenders. Reframe will focus on the basics of good policing, modernising current - and developing new – capabilities, together with our sector, iwi, and community partners.

**We will brief you on the key initiatives within Reframe, and our investment plan, in the New Year.**

### Frontline Safety Improvement Programme

There are increasing risks from the use of illegal firearms against Police. After the tragic death of Constable Matthew Hunt on 19 June 2020, Police undertook a rapid assessment that quickly recommended actions that Police could take, with a specific focus on making sure our staff are safe and feel safe. The rapid assessment consulted District and Service Centre staff involved in the event and acknowledged the huge professionalism shown by our staff in these circumstances. The review looked across the whole range of Police systems, processes, and capabilities, delivering a range of recommendations that we will prioritise.

As a result, the Frontline Safety Improvement Programme has been launched to ensure Police's processes, tactical resources, and operational response match the continually changing frontline policing landscape. The Programme will also consider other operational insights and information from sources such as tactical options reporting, Gun Safe data (which records seizures of illegally possessed firearms) and the Armed Response Team Evaluation.

As the Programme progresses, resource demands will be identified.

**We will update you on the Programme, and its work streams, in the New Year.**

### Focused prevention through partnerships: focused Police effort and working with others to achieve better outcomes

Police is unique within the public sector as an operational organisation that sits at the nexus of a number of different sectors – justice, social, health, child protection, transport, national security and others. This position both reinforces that many of our goals will not be able to be achieved if we work alone – and that we are particularly well placed to bring others together, across government and within communities, to work in partnership to achieve collective wellbeing outcomes.

Over the coming years we will build our organisational capability in a way that enables us to form sustainable partnerships. Our focus will be on helping our partners to be successful and ensuring there are appropriate service and referral mechanisms in place for those individuals we identify who require services or interventions to prevent future offending. This will require a stronger focus on how we use our data, information, and insights to support our partners to be successful, and continuing to help our people to foster their passion for their communities and to bring this out in the context of partnerships.



## Cross Sector Partnerships

Alongside this BIM, you will also receive cross agency BIMs for the Justice Sector, the Joint Venture on Family and Sexual Violence, the Social Wellbeing Board and the All-of-Government COVID-19 response. We suggest you read these BIMs in conjunction with the relevant sections below.

### Working across the Justice Sector

Police is one of six Justice sector agencies, alongside the Department of Corrections, Ministry of Justice, Serious Fraud Office, Crown Law, and Oranga Tamariki. We work together in an integrated manner to achieve good justice sector outcomes. The sector's leadership is highly aligned in its strategic direction and how it proposes to respond to the key strategic issues we face, including:

- The criminal justice system's disproportionately negative impact on Māori – the sector has been engaged with the public to identify ways to reform the criminal justice system over recent years and there is a need to maintain momentum.
- For victims of crime the criminal justice system is often ineffective and at times harmful. Many victims of crime and their whānau are too often marginalised by institutions tasked to protect them.
- The high and complex needs of people in the criminal justice system (offender and victim alike). These include things like low educational attainment, poor health, drug and alcohol dependence, mental health issues, low incomes, disability (intellectual disability, traumatic brain injuries, etc.), lack of suitable housing, and family and sexual violence.
- The barriers these issues pose to crime prevention, offender de-escalation, victim support and offender rehabilitation.
- Growth in the opportunities for corruption, organised crime and extremism. Rapid social and technological change is changing the nature of crime and risks to law and order. These opportunities and risks are wide ranging, sometimes extreme, and are of serious concern to all New Zealanders.

As a result, the sector has several priority areas, including:

- **Strengthening the Māori-Crown relationship** to reduce the impacts on individuals, whānau and hapū at every level of the criminal justice system, including fostering relationships with Māori service providers at local levels.
- **Transforming the Criminal Justice System** in partnership with communities and non-government community/Māori based social service, health and housing providers. This includes progressing the work of the Victims Leadership Group, improving justice sector relationships with mental health services, and Oranga Tamariki's investments in new regional youth facilities.
- **Improving system performance** following the COVID-19 national lockdown to reduce court backlogs and improve the way things are done. This includes the joint work to mainstream therapeutic approaches in courts.
- **The joint work of agencies** to combat corruption, organised crime and extremism.

### Joint Venture on Family and Sexual Violence

Family and Sexual Violence is experienced in many different and intersecting ways, with harms impacting throughout generations. Those affected by family and sexual violence face navigating a complex and often fragmented system with a focus on crisis response that includes many different agencies, providers, and services. As a result, responses may not provide those affected by family and sexual violence with what they need, or the appropriate opportunities to intervene early and prevent future violence. Our Prevention First operating model sees every engagement with those experiencing harm as an opportunity to prevent future harm. Family harm crisis response provides opportunities in the short term to prevent ongoing harm and in the long term opportunities to prevent inter-generational patterns of harm and offending.



The Family Violence and Sexual Violence Joint Venture (JV) is a whole-of-government approach which creates a single point of collective accountability and leadership. Police is an active partner in the JV and in local responses to family harm across New Zealand. 9(2)(f)(iv)

## Road Policing

Working with Waka Kotahi New Zealand Transport Agency and the Ministry of Transport, Police has established the Road Safety Partnership Programme (RSPP) to implement a new operating model and investment approach to delivering road policing. The RSPP focuses road policing activity on the high-risk behaviours of restraints, impairment, distraction and speed.

The new operating model supports the Government's *Road to Zero* Strategy, which sets out a vision for New Zealand where no one is killed or seriously injured in road crashes. The focus of the RSPP has now shifted to implementing specific programs to support the strategic goals of the Strategy, including transfer of the speed camera network to Waka Kotahi and preparations for an oral fluid testing regime for drug driving detection.

Road policing activity is funded out of the National Land Transport Fund and currently provides around 20% of Police's total funding. Discussions for the next three-year RSPP (2021 – 24) funding cycle are currently underway. The new Government Policy Statement on Land Transport (GPS 2021), currently out for public consultation, outlines a new approach to funding road policing that has the potential to impact Police resourcing. While there is agreement to maintain the current funding for the 1,070 dedicated Road Policing staff, Police is continuing discussions with Waka Kotahi and the Ministry of Transport to understand any potential impacts to policing our roads.

**We will brief you on the outcome of GPS funding discussions in the New Year.**

## Child and Youth Wellbeing

The Child and Youth Wellbeing Strategy, launched in August 2019, sets out a shared understanding of what is important for child and youth wellbeing, and provides a framework to align the work of government and non-government contributors. Multiple Ministers and agencies have accountabilities under the Strategy and play important collective roles in driving its implementation.

Through the Children's Act 2014, Police is designated a children's agency and has a statutory responsibility to work with partner children's agencies to improve the wellbeing of particular groups of children. As a children's agency we are required to provide input into the first annual report on the Government's progress in achieving the Child and Youth Wellbeing Strategy outcomes (by 31 March 2021) and contribute to the delivery of the Oranga Tamariki Action Plan (by early 2021). This will be a medium to long-term recovery plan from COVID-19 with a focus on supporting children involved in, or with early risk factors for future involvement in, the care and protection and youth justice systems.

Alongside this, Police is also committed to delivering the Youth Crime Action Plan 2013 to 2023. The Plan, which was reviewed this year, is a ten-year blueprint for cross sector coordination to reduce youth crime. A focus area is to reduce the number of young people being held in custody by embedding improvements achieved during the COVID-19 emergency period.

**We will provide you with an overview briefing on our strategic priorities in this area in the New Year.**

## Social Wellbeing Board

Government has governance structures in place to support the implementation of an 'investing for social wellbeing' approach. Cross-sector leadership tasked with implementing priorities in the social sector is achieved through the Social Wellbeing Board (SWB) at the cross-departmental level. SWB membership is

drawn from the social sector chief executives. It provides leadership and strategic oversight of social sector government agencies and was formed to work on the most challenging and cross-cutting projects requiring a high degree of integration across agencies and sectors, with collective ownership of outcomes.

The secretariat for the Social Wellbeing Board is provided by the Social Wellbeing Agency. Key priorities include governance of the Child and Youth Wellbeing Strategy, Family and Sexual Violence Joint Venture, oversight of the Oranga Tamariki Action Plan, providing strategic advice to Ministers, and COVID-19 recovery. SWB oversees Police's Resilience to Organised Crime in Communities work Programme. The Commissioner of Police

### Caring for Communities

During the emergency response to COVID-19 the Caring for Communities (C4C) work stream was established within the National Crisis Management Centre (NCMC) Operations Command Centre to better understand and focus on vulnerable communities and to ensure that services were provided to them.

In the last few months we learnt a lot about need in our communities, our capacity to work together, and that central government could do better at supporting 'on the ground' regional providers, leaders and collectives (such as Pacific churches). We also learnt a lot about unmet need, including for some very hard to reach individuals, whānau, families, and communities who have complex and varied issues. Some regions already have governance structures, including established leadership groups which operated extremely well before and through COVID-19, some emerged during COVID-19, and others have reached out for help connecting to different leaders within their region.

The C4C programme will continue for the next few months, with its purpose shifting to helping regional leadership groups who have indicated they need additional assistance and providing information to regional groups to support their coordination and planning forward for recovery.

has been a permanent member of the Social Wellbeing Board since November 2019.

### Emergency Management

An emergency can arise from a wide range of hazards (natural or otherwise) that endanger the safety of the public or property in New Zealand, and which cannot be dealt with by emergency services on their own. The Civil Defence and Emergency Management Act 2002 establishes a comprehensive, risk-based approach to the management of all hazards and emergencies, with the primary goal being to support communities to be resilient and self-reliant.

The impacts of most emergencies are localised to regions or districts. Therefore, Civil Defence and Emergency Management (CDEM) Groups, which are made up of local authorities within each region or each unitary authority, are responsible for delivering regional/local scale civil defence emergency management. CDEM Groups undertake planning and readiness activities, supported by the National Emergency Management Agency (NEMA), which coordinates central government support for locally led responses, and in states of national emergency. Police provides operational support to CDEM Groups during an emergency.

### National Security

The National Security System focuses on both risk management and building national resilience, as well as responding to a national security event or emergency. New Zealand takes an 'all hazards, all-risks' approach to national security, meaning the system includes and responds to all risks to national security. Police has a broad role in the National Security System through its national security function. We have an important role in the detection and prevention of national security threats generally, and we are often the lead agency for the operational response to a range of events that often occur with little or no warning, and can be significant, including terrorist incidents and major transport accidents.

New Zealand's current national terrorism threat level is MEDIUM; a terrorist attack is assessed as feasible and could well occur. An attack could be carried out by individuals or small groups with extreme ideological, political or religious motives. Increasing global connections through the openness and speed of the internet and, prior to COVID-19, increasing international travel, means that New Zealand has the same vulnerabilities to terrorism as other countries. The March 15 terrorist attack and COVID-19 highlight the harm that these events can cause and our changed environment. COVID-19 has also increased fear and anxiety and time spent online, leading to increased exposure to extremist messaging, including conspiracist messaging that potentially undermines trust in Government and compliance with health measures.

DPMC leads the overall National Security System and is supported by the Officials' Committee for Domestic and External Security Coordination (ODESC), of which the Commissioner is a member. ODESC includes both governance functions for national security architecture as well as providing strategic direction and coordination for an all-of-government response to an event. ODESC manifests through two governance boards: the Security and Intelligence Board, and the Hazard Risk Board. Police is a member of these governance boards.

9(2)(f)(iv)

### Security and Intelligence Board

The Security and Intelligence Board (SIB) is chaired by the Chief Executive of the Department of the Prime Minister and Cabinet and is attended monthly by Chief Executives across the National Security System. It is a key partnership forum for Police on national security and intelligence matters. The Board's purpose is to build a high performing, cohesive and effective security and intelligence sector, including through prioritisation of investment, policy and activity. Its focus on external threats and intelligence issues includes Police-led areas of counter-terrorism and transnational organised crime. Responsibility for actions and policies, however, remains with the Chief Executive of an agency, statutory officers, and the relevant Minister.

In recent years the Board has developed a formalised risk assessment and risk mitigation work planning system by developing a series of National Security Risk Profiles as both an oversight tool, and to help determine where to prioritise effort. Each profile is developed by a risk coordinating agency – Police is the risk co-ordinating agency for the civil unrest risk profile, and with other agencies for terrorism and transnational organised crime risk profiles. The Board's current priority risk areas are foreign interference and espionage, terrorism, and national security implications of the COVID-19 pandemic and governments' responses to it (current focus on cybercrime and misinformation). The Pacific region is a priority topic for 2020.

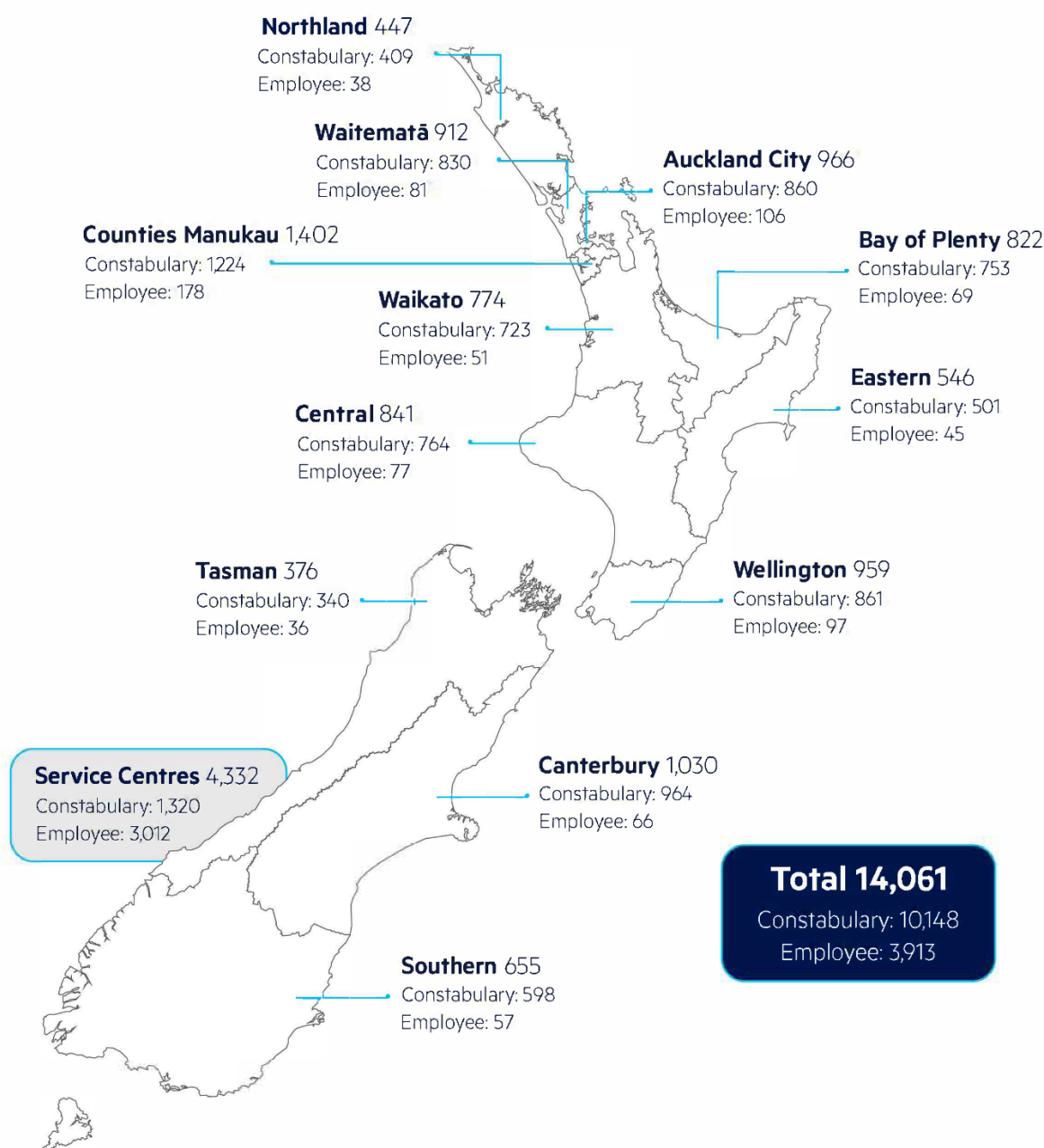
## Our People and Structure

Police is structured into 12 districts covering the country. District boundaries roughly correspond to regional authority boundaries. Each district is headed by a District Commander at the rank of Superintendent. Each district is further divided into areas under the operational command of Area Commanders.

The 12 Districts are supported by Service Centres, including Police National Headquarters, the Royal New Zealand Police College (RNZPC), and our emergency and non-emergency communications centres.

## NZ Police FTE Numbers

As at 30/09/2020



## Service Delivery

New Zealanders engage and interact with Police services for a variety of reasons, and for many New Zealanders their interactions with Police do not require an immediate Police response. The primary way the public contacts us is over the phone – over the course of a year, over one million emergency, and 1.6 million non-emergency, calls are made to Police.

105 is Police's single non-emergency number. Launched in May 2019, 105 offers New Zealanders an option for reporting non-emergency incidents; preserves the 111 service for situations requiring urgent Police response to ensure their immediate safety; and draws demand away from local stations.

Police has also established online reporting ([105.police.govt.nz](https://105.police.govt.nz)) and this has seen a rapid uptake. Online reporting provides a cohesive, one-stop shop for online victimisation and incident reporting. Currently one in three lost property reports, and one in five burglaries are reported online. A key principle of our online reporting strategy (and non-emergency reporting service expansion) is to increase reporting, and to increase access to reporting channels for vulnerable communities (e.g. Māori and Pasifika, Youth, and Immigrants).



## Staff Numbers and Diversity

We strive to have the same diversity profile as the communities we serve. Increasing diversity has benefits for Police and the community, and so we have set ambitious recruitment targets to meet our desired workforce profile, and we are making significant progress. As at 31 July 2020, we have over 14,000 Full Time Equivalent (FTE) employees. Of these 35% are women. Women currently make up 23% of constabulary staff.

One of the challenges to quickly updating our demographics is that our workforce tends to stay with Police for a significant number of years. However, over recent years we have been able to recruit at record levels, which has enabled Police to improve its diversity at faster rates than ever before.

In recent years the State Sector Gender Pay Gap Action Plan has outlined plans for the reduction in pay gaps. As a non-public service department, Police isn't included within the state sector action plan, but we are choosing to behave as if we are covered and have produced our own action plan.

## Funded Growth in Police Numbers

Budgets 2017 and 2018 allocated Police additional funding to increase Constabulary numbers by 1,800 and Employee numbers by 485 by June 2023.

Due to COVID-19 and related economic conditions, constabulary attrition rates have fallen considerably. This led to Police ending 2019/20 with FTE staff significantly over the level we were funded for. To manage this, we received approval to reallocate funding to enable recruitment to continue at relatively normal levels for the remainder of this financial year.

With this reduction in attrition, Police has more qualified applicants to become constabulary employees than it needs to achieve planned growth. For this reason, Police stopped accepting recruit applications in May 2020, although recruitment for applicants already in the pre-employment stages is continuing. Police is expecting to begin accepting applications on a District or Area basis from November.

9(2)(f)(iv)



## Recruit Wings

Constabulary recruit wings start at the RNZPC every four weeks, and last for 16 weeks. As Minister you will be invited to speak to the graduation of each wing, and we'll work with your office to determine your availability. We are currently assessing the number of recruit wings required in the first half of 2021 and will confirm dates as soon as possible.

**We will brief you before Christmas on staffing numbers, future recruit wings, and associated funding pressures.**

## Collective Employment Negotiations

Next year, Police will enter into major collective employment agreement (CEA) negotiations, with two of our CEAs covering approximately 12,495 of our staff (9,511 of which are constables) expiring on 30 June 2021. Bargaining for these two CEAs can commence on any date from 1 April 2021. Around 72% of our operating expenditure is committed to personnel, however we are not funded for wage increases or competency service increments.

Police is working on its draft Bargaining Strategy for these CEA negotiations. We are focussed on opportunities that will help us to become a more flexible and modern workplace. In developing our draft Strategy, Police is mindful that bargaining will be within a highly constrained environment, considering COVID-19 and the current fiscal climate. Te Kawa Maataho Public Service Commission has already issued guidelines around pay restraint that we are working to. Police is one of the first agencies to renegotiate a major CEA in 2021 and we are cognisant that our negotiations could be precedent setting for other professions, such as nursing and teaching.

Police operates under a unique legislative bargaining framework. The Policing Act 2008 prohibits industrial action by the Constabulary and limits industrial action for employees if impacting upon public safety. Consequently, Final Offer Arbitration (FOA) is used to settle employment agreement disputes, where the parties cannot reach agreement during CEA negotiations. FOA is essentially a 'winner take all' procedure, whereby an Arbitrator must pick the final position advocated by one of the parties (Police or Service Unions). An Arbitrator's decision must be based solely on the criteria set out in Schedule 2, Clause 5 of the Policing Act. Importantly, these criteria do not include affordability, ability to pay, or alignment with Government public sector pay restraint expectations.

**We will brief you on our proposed Bargaining Strategy, including financial parameters, before any Ministerial Oversight Committee on Government State Sector Employment Relations (MOGSSER) meeting.**