

»»» Briefing to the Incoming Minister of Police | October 2017



BUDGET SENSITIVE

»» Contents

Introduction and implementing your priorities	3
During your first 100 days	4
An average day.....	6
Overview of New Zealand Police	7
Key operational priorities	9
Other high profile areas	12
Key corporate challenges	14
Engagement on multi-sector work.....	16
Cross-agency initiatives	18
Key legislation and policy matters, within the first 100 days	19

»»» Introduction and implementing your priorities

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 law and order coalition priorities, including:

- Striving towards adding 1,800 new Police officers over three years, with a strong focus on combatting organised crime and drugs, and
- Investigating a volunteer rural constabulary programme.

We are also ready to discuss how we can support you to deliver on the Government's broader Community Safety policy objectives, including: continuing to improve family violence services and reducing the prison population by 30%.

You will be supported by an organisation that is agile with a clear vision and purpose. Our mission is for New Zealand to be the safest country and for the Police to have the trust and confidence of all.

In recent years we have transformed our business by firmly embedding our *Prevention First* operating strategy and significantly modernised our service delivery through technology.

We are continuously improving, by using an evidence-based approach, to targeting and arresting offenders; and preventing crime and victimisation, as the policing context evolves.

As you'll see in this briefing, demand for our services is increasing and the nature of crime is changing. The modern environment requires a workforce that is flexible, and in some cases, more specialised than we have traditionally needed. Our response requires specialist investigators for organised, financial and cyber related crime, and for domestic violence, in addition to new recruits.

Importantly, our infrastructure needs to keep pace with staffing growth, to ensure that our staff are safe in buildings and on the frontline, equipped, and enabled through technology so that we can build a truly modern policing service for all New Zealanders.

Our people are engaged, competent and high performing. The Police High Performance Framework, introduced in 2016, ensures our staff have clarity about their role and purpose; and how they contribute to the success of Police.

The Police 'strategy on a page' is called *Our Business*, and is updated annually to ensure it aligns with government priorities. In addition to the strategic objectives within *Our Business*, my key operational priorities are: organised crime, family harm and youth offending.

At a system level, we work closely with our justice system partners to address the systemic issues and opportunities of greatest concern to our communities. The prison population is the single biggest issue currently facing the justice system. We believe there are a range of policy, legislation and operational initiatives that we can help contribute to or lead, to help keep communities safe, to improve the system and to reduce the prison population in the long term.

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, that we will seek your direction on.

Once again, congratulations and I look forward to working with you.

Mike Bush MNZM
Commissioner

»»» During your first 100 days


















Scheduled decisions between now and January 31 2018

Date	Topic	Action for Minister of Police	Page
November 2017	Implementing Coalition Agreements and Key Priorities	You will receive a briefing on implementing coalition agreements and your key priorities.	3
	Collective Employment Negotiations	Section 9(2)(j) Official Information Act 1982	14
	Operational Priority Areas -Organised Crime, Family Harm and Youth	You will receive a briefing on key operational priority areas and opportunities for action.	9
	Methamphetamine Action Plan	You will receive a briefing on cross-agency work to reduce methamphetamine. Your advice will be sought on the future direction for this work.	9
	Performance Targets	You will receive a briefing on progress towards our performance targets.	8
December	Firearms	Your view will be sought on a range of firearm portfolio issues.	12
	Offender identity management (Police-led cross-agency plan)	You will receive a briefing on how agencies are improving information sharing systems, in response to the escape of Phillip Smith/Traynor. The briefing will seek your views on the future direction of this work.	18
	Gangs	Your view will be sought on a range of gang portfolio issues.	9
	Future Focussed Emergency Communications (Next Generation Radio Network)	Section 9(2)(f)(iv) Official Information Act 1982	18
		Section 9(2)(f)(iv) Official Information Act 1982	20
	Mental Health (Police-led multi-agency co-response service)	You will be provided with an overview of the proposed multi-agency co-response service and recommended next steps.	13

<i>Date</i>	<i>Topic</i>	<i>Action for Minister of Police</i>	<i>Page</i>
	Mobility and Innovation	You will receive a briefing on the opportunities to use our Mobility and Innovation Programme to help with information sharing across government, and to help New Zealanders better access policing services.	15
	Modernising our Property Portfolio	Your approval will be sought on how we should progress our Strategic Intent for Property.	14
	Road Policing	Section 9(2)(f)(iv) Official Information Act 1982	13
January 2018		Section 9(2)(f)(iv) Official Information Act 1982	19

»»» An average day

On an average day, we undertake the following activities:

PREVENTION	 300 Foot patrols	 2,007 Vehicle stops	 54 Liquor licensing vetting	 5,825 Breath tests	
RESPONSE	 2,381 111 calls answered	 3,114 Events responded to	 92 Mental health (incl attempted suicide) events attended	 5 min One family violence incident every 5 min	 290 Traffic incidents attended
INVESTIGATIONS	 65 Finalised investigations, crimes against person	 67 Finalised investigations, crimes against property	 42 Residential assaults with offence	 \$88,000 Meth seized	
RESOLUTION	 281 Cases prosecuted	 469 Prisoners held in custody	 13 Adult diversions completed	 27 Cases managed by Youth Aid	

»» Overview of New Zealand Police

STRATEGIC OVERVIEW

We aspire for New Zealand to be the safest country, and for the Police to have the trust and confidence of all. We have a clear road map for service delivery, as set out in *Our Business*.

Our Business represents 'policing on a page' (see front cover of the 'About Police BIM'). It sets out why we're here, what we do, and how we do it (our goal, mission, vision, strategies and transformation programme). The reason we developed *Our Business* is to ensure that all of our staff know and understand our direction and what we stand for. It is part of a suite of key organisational tools (together with Our Code and Our Values), that connect our staff to our purpose and help to build a strong, ethical and high performing workforce. *Our Business* is refreshed annually. We'll review it before Christmas to ensure it reflects your Government's key priorities and strategies.

We want to reflect the communities we serve

In keeping with the principle of policing by consent, we want a workforce that reflects the diverse population we serve. We've got 12,034 total staff, 31.2% of which are women. Women make up 19.5% of constabulary staff. At a senior level, 40% of District Commanders are women, and 40% of Police's Executive Leadership Board are also women.¹

We're working hard to keep New Zealanders safe, by taking 'every opportunity to prevent harm'

We're the first responders to both crime and many non-crime incidents. Because we work in the most at-risk communities, we have skills, expertise, data and information that can help inform the Government's response on the hard intractable problems it's focussed on solving. These include: social deprivation, child poverty, mental health illness in the community and family violence. We offer a key point of intervention and opportunity to minimise harm, through our 'Prevention First', national operating model.

But, demand for our services is increasing, and the nature of crime is changing

Our operational environment has changed over the last five years, and there are challenges ahead. Overall demand is increasing (particularly in areas such as mental health and suicide attempts); and the nature of crime is changing (through growth in complex areas such as family violence, child and adult sexual assault, organised crime and cyber enabled crime). The changing environment requires a workforce that is increasingly agile, and in some cases, more specialised than we've traditionally needed, e.g. specialist cyber investigators and forensic accountants.

¹ Please see the 'About Police BIM' for key facts and figures on New Zealand Police.

We're continuing to transform Police through 'Policing 2021'

Building on the transformation we started with Policing Excellence, we're addressing our challenges by implementing Policing 2021 (P21). This comprises five key work streams: family harm, iwi partnerships, evidence-based policing, improving access to Police, and the Police High Performance Programme.

As part of P21, we're already growing our constabulary workforce and investing in key areas to:

- target and arrest prolific offenders
- prevent crime and victimisation
- deliver a more responsive Police service.

It's important that we continue to build our organisational infrastructure, in order to support staff increases. This will ensure our staff are kept safe in stations and out on the beat; and they're equipped and enabled through operational tools and technology so we can continue to be a modern policing service.

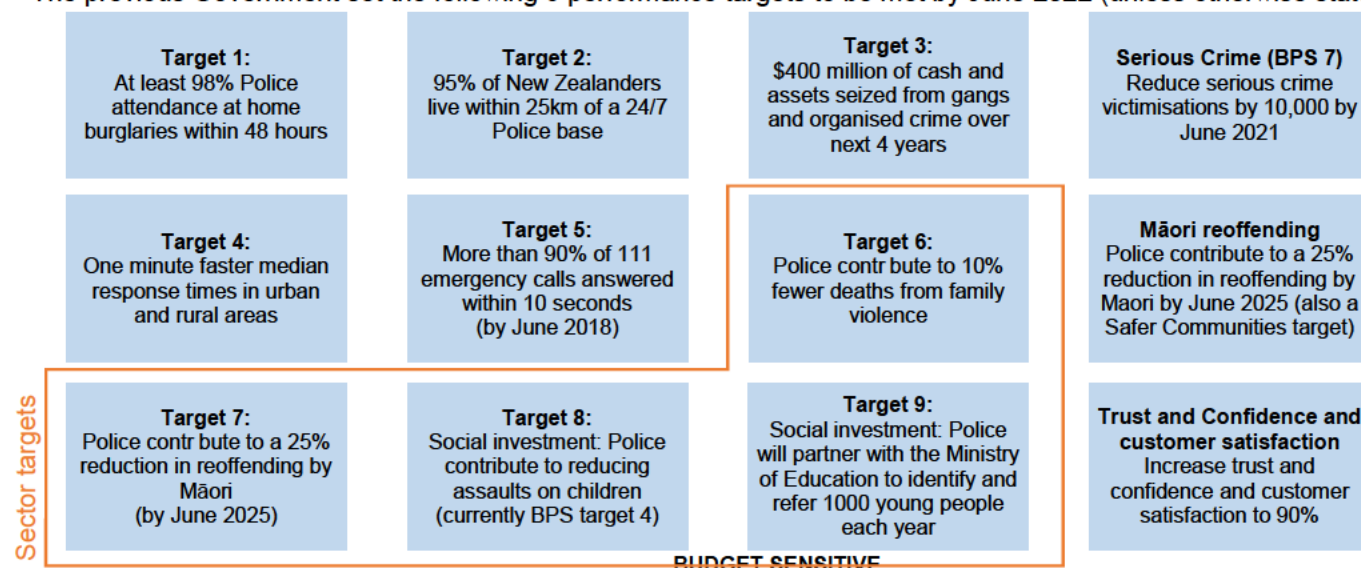
We've been set ambitious targets that we're trying to reach

The previous Government set five police-specific performance targets and four targets for the justice sector to achieve, with quarterly report backs to the Cabinet Social Policy Committee led by the previous Minister of Justice.

Section 9(2)(f)(iv) Official Information Act 1982

We'll brief you on the targets in November 2017.

The previous Government set the following 9 performance targets to be met by June 2022 (unless otherwise stated)



»» Key operational priorities

ORGANISED CRIME

We're committed to dismantling organised crime

We're committed to working with our partners to dismantle organised criminal groups. Organised crime affects large numbers of New Zealanders through drug related harm, serious violence and financial loss. It also has flow-on effects to volume crime, like burglary; harms the business community, and damages New Zealand's international reputation.

We target organised crime figures and their networks using high quality, cross-agency intelligence. We've built partnerships with domestic and international agencies to coordinate law enforcement activities and to share resources, capabilities, expertise and knowledge. We note the Government's strong focus on combating organised crime as part of its law and order priorities. We think our ability to target organised criminals could be improved by:

- strengthening legislation on organised and financial crime
- continuing to increase our specialist capability in organised, cyber and financial crime investigations
- streamlining governance and coordination across government.

We'll brief you on organised and financial crime opportunities in November 2017.

GANGS

We're working to ensure gang members are held accountable for their offending

Gangs create disproportionate harm to themselves, their families and to the community. The harm is inter-generational and the impact on children, young people and women is significant.

Gang members only comprise 0.1% of the total population. However, since 1 January 2016, gang members comprise almost: 12% of all people charged with homicide; 15% of kidnappings and abduction; 15% of all general firearms charges; and 11% of possession of methamphetamine for supply.

The New Zealand Gang Strategy 2017-2022, is a cross-agency plan that focusses on reducing gang-related harm. The Minister of Police has been the lead Minister for the Strategy and the Chair of the Ministerial Oversight Group on Gangs.

The Strategy is supported by a multi-agency Gang Intelligence Centre (GIC), which we host. The GIC shares intelligence to help prioritise social interventions and to target enforcement action delivered under the Gang Strategy.

Section 9(2)(f)(iv) Official Information Act 1982

We'll brief you on gang related harm and seek your direction on next steps in December 2017.

METHAMPHETAMINE

We want to reduce meth related harm

Methamphetamine is a major driver of crime and drug related harm. This includes family violence and theft, through to sophisticated organised crime.

The previous Government's Methamphetamine Action Plan was being refreshed under the former Deputy Prime Minister. We were asked to coordinate advice on the refresh of the Plan for a report back to Cabinet in November 2017.

We'll brief you on work to reduce methamphetamine-related harm and seek your direction on next steps in November 2017.



REDUCING FAMILY HARM

We want to help reduce family harm and make homes in New Zealand Safer

We're committed to working with our partners to reduce family harm. Each year, approximately 12 women, 10 men and a number of young children are killed by a family member. We attend over 100,000 events of family harm a year; 300 family harm events each day; that's one approximately every 5 minutes. We're also in the homes of the most at risk members of our communities, more often than any other agency.

Because of its impact, we take a holistic approach to this work. We focus on the family violence incident itself, as well as working with individuals and families, to understand and address the underlying causes of offending. Our flagship operational family harm programme is Whāngaia Ngā Pā Harakeke. We've also been leading the previous Government's multi-agency pilot – the Integrated Safety Response to Family Violence.

Whāngaia Ngā Pā Harakeke

This is our new operational family harm deployment model, where we take a holistic approach, by working in partnership with local iwi/Māori, NGOs and government agencies, to better respond to family harm, and to identify opportunities to prevent reoffending and re-victimisation. We currently deliver this in Counties Manukau, Tairāwhiti, and Kaitiaki.

Integrated Safety Response

This is a multi-agency response to family violence, which was being piloted under the previous Government. A formative evaluation is being led by the Ministry of Justice and will inform the next steps for the pilot.

SERIOUS AND PERSISTENT YOUTH OFFENDERS

We're trying a new approach to managing serious and persistent youth offenders

For the majority of youth offenders, New Zealand's youth justice system is world class. However, there is a very small cohort of serious and persistent youth offenders, for which the current approach is not working. We know that harsher penalties alone will not result in sustainable outcomes.

That's why we're working with our youth justice partners to trial a new intensive case management approach for a small group of serious and persistent youth offenders in South Auckland. This initiative is in its early stages and the intent is to protect the public, and improve outcomes for young people, by addressing the underlying causes of their offending.



»» Other high profile areas

FIREARMS

There's more work we can do, to ensure the control, safe use and storage of firearms

New Zealand has relatively high levels of firearm ownership for recreational, sporting and employment purposes. In administering the Arms Act, we're committed to ensuring the control, safe use and storage of firearms. This means we need to balance reasonable compliance duties on law abiding firearms users, with safeguards that protect New Zealanders from illegal firearm possession and criminal use.

There's more we can do to keep New Zealanders safe and ensure public trust and confidence in the firearms regime. This includes: modernising our legislation to ensure it reflects firearms manufacturing developments; and improving the way we administer the regime.

We'll brief you on a range of firearm portfolio issues and seek your direction on next steps in November 2017.

MĀORI JUSTICE OUTCOMES

We want to contribute to a 25% reduction in re-offending by Māori, by 2025

Iwi/Māori partnerships are one of our key strategic priorities, and we want to help ensure whānau are safe in their homes and in their communities. We're doing a range of work to partner with Iwi/, Māori and justice agencies to help improve outcomes for Māori. This includes:

- building on the strong relationships that exist through the Commissioner's Māori Focus Forum
- working with a core group of Chief Executives to enhance Crown-Māori relationships
- contributing to a 25% reduction in re-offending by Māori, by 2025
- developing a Justice Sector-wide Māori Action Plan
- facilitating the delivery of Iwi and Community Justice Panels, available for all New Zealanders, as part of an alternative resolutions process.



MENTAL HEALTH

We're partnering with Health to ensure people with mental health needs receive a timely and coordinated response

Drawing on international best practice models, in August, Cabinet agreed to fund us and Health \$8 million over four years, to design and operate a Multi-Agency Co-Response Service (involving DHBs and Ambulance) in three locations. The proposed service is for people who call 111 and need a mental health response and we expect it will be up and running by the end of September 2018.

The aim is to improve the response mentally unwell people receive by providing targeted, timely and specialist care for people and intervening earlier with treatment in the community, or at home, rather than at hospital or a police station. If proven successful the initiative could inform the future design of emergency response.

We'll brief you on next steps with this work in December 2017.

JUSTICE SYSTEM

We're working with our partners to take a holistic approach

Many issues of greatest concern to communities can't be addressed by single agencies working alone. That's why we collaborate across the justice system, with the Ministry of Justice, Oranga Tamariki, Corrections, Crown Law and the Serious Fraud Office, on key areas such as the increasing pressures on courts and prisons and the over-representation of Māori in the justice system. Pressure on the criminal justice system is the sector's most significant challenge.

We also recognise that justice sector volumes are heavily impacted by social sector outcomes. That's why we also partner with social agencies to help those most at risk in our society; and support the social sector in its work for safer communities.

ROAD POLICING

We're ensuring our road policing model is fit for purpose

Road Policing funding represents 20% of our budget.

Section 9(2)(f)(iv) Official Information Act 1982

Fleeing drivers

We routinely signal vehicles to stop for a number of reasons, as part of our role in keeping drivers safe on our roads. Some drivers deliberately flee, increasing the risk of crashes, injury or death. Any death on our roads, is one too many.

In partnership with the Independent Police Conduct Authority, we're proactively undertaking a joint thematic review, as part of our ongoing commitment to respond to these challenging, fast-moving and complex events. The review will provide us with the opportunity to make further enhancements to our policy, practice and procedure.



»» Key corporate challenges

OUR WORKFORCE

Our Collective Employment Agreements expire in 2017 and 2018

We're about to enter major collective employment agreement (CEA) negotiations. Around 72% (\$1.2B) of our operating expenditure is committed to personnel, however we're not funded for any wage increases, or competency service increments.

Our Managers' CEA, covering nearly 500 Inspector level Managers and non-sworn equivalents, expires on 30 November 2017. Bargaining for this CEA commenced on Tuesday 24 October 2017.

The two CEAs covering the majority of Police employees (8,367 constables and 2,476 non-constabulary) expire on 30 June 2018, and bargaining can commence from 1 May 2018. The most recent CEA settlement in 2015 cost \$162M over three years.

Section 9(2)(j) Official Information Act 1982

[Redacted content]

Section 9(2)(j) Official Information Act 1982

[Redacted content]

MODERNISING OUR FOOTPRINT

Our footprint is large and needs modernising

We're working to be more accessible to the public than ever, through developing online reporting and our single non-emergency telephone number.

We think there's more we can do to leverage technology and our service delivery approach to deliver better policing services in the community; as part of modernising our portfolio. In major cities, this could include co-locating with key agencies, like the Christchurch Justice and Emergency Services Precinct. In the regions, we could take a regional development approach, and partner with local councils and/or community groups working out of shared buildings, or shop fronts and deploying more mobile police stations within our local communities.

We fully understand the need to take the public with us on our modernisation journey, and our intent is to ensure frontline staff are even more visible in communities than we are today. We'll need your support to progress our ideas, and to ensure we can continue to make sound investment decisions.

We'll brief you on our modernisation, including property plans, during November 2017.

DELIVERING IMPROVED MOBILE POLICING SERVICES

Making our services more accessible to the public, by leveraging our Mobility and Innovation programme

Since the inception of our Mobility and Innovation Programme, we've deliberately focussed on internal capability to support the frontline, delivering significant benefits for staff productivity, better decision-making and enhanced situational awareness.

We think there's significant untapped opportunities to leverage our Mobility and Innovation programme to drive further operational improvements for our frontline; to help information sharing across government; and to assist the public to more easily access our services.

We look forward to discussing our plans with you and hosting you at our Mobility and Innovation Centre, at your convenience.

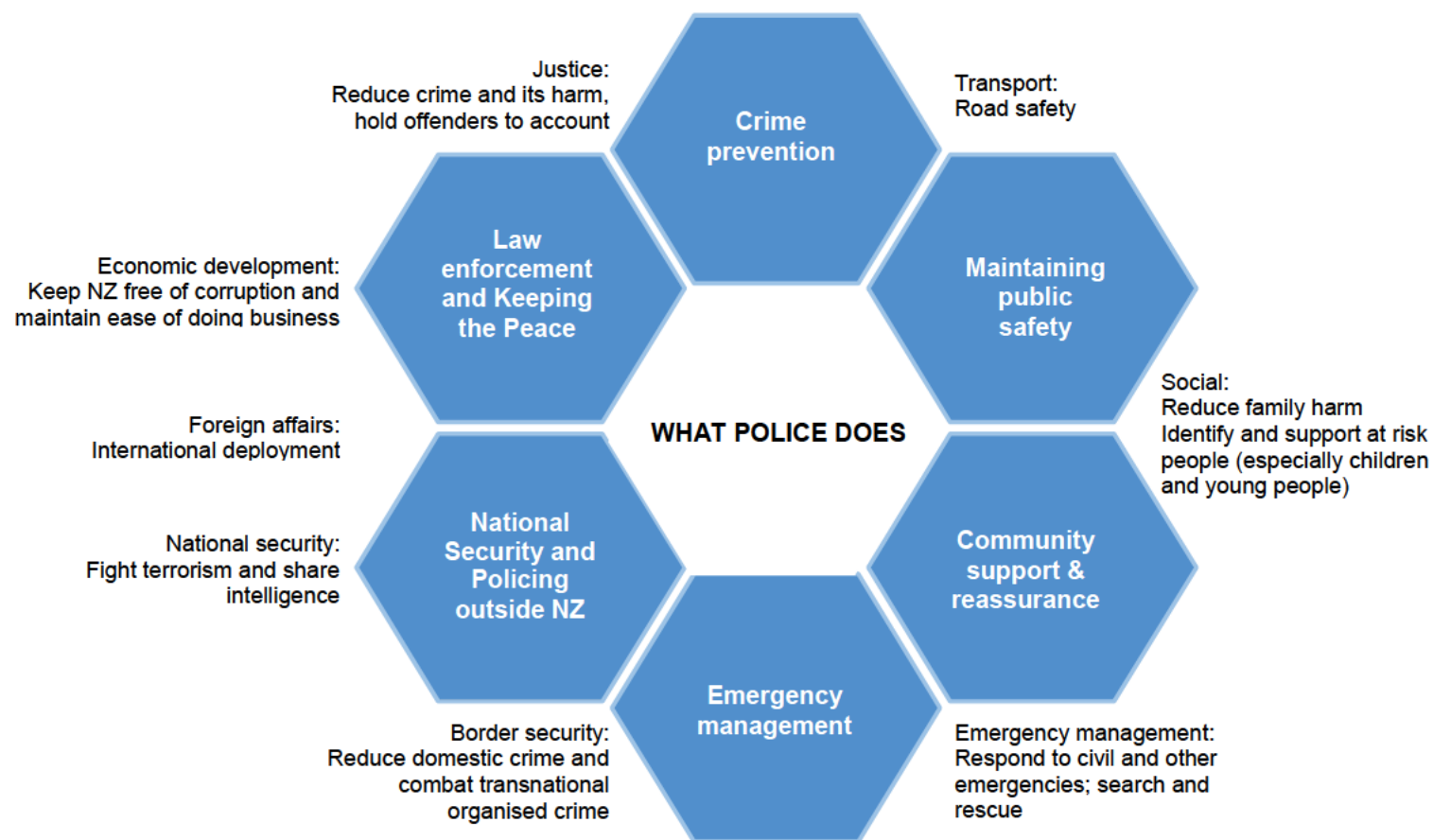
We'll brief you on the opportunities with our Mobility and Innovation programme in December 2017.



Engagement on multi-sector work

Policing in New Zealand is conducted through a wide network. The key relationships we have are depicted below. These relationships are driven by our functions and our commitment to support a high performing public sector.

The multi-agency initiatives give greater visibility to the role Police plays in our wider society. The table on the next page sets out the previous cross-government ministerial arrangements and key sector partnerships the Commissioner has.



Sector	Minister of Police	Commissioner
Social		Vulnerable Children's Board Place-based initiatives (District Commanders)
Police/Health	Ministers responsible for the Interagency Committee on Drugs (IACD)	Inter-agency Committee on Drugs Methamphetamine Action Plan refresh (lead) Police-led Mental Health Co-Responder Model
Social/Justice	Ministerial Oversight Group on Gangs	New Zealand Gang Strategy 2017-2022 Working Group
	Ministerial Group on Family Violence and Sexual Violence	Chief Executives Group for the Ministerial Group on Family Violence and Sexual Violence Integrated Safety Response (lead) Steering Group (GM level)
Justice	Justice Sector Ministers	Leadership Board Justice Sector DCEs Identity Management Programme Steering Committee (lead) Youth Crime Action Plan (GM level) Sustainable Justice work programme
Intelligence Border Security	National Security Committee / ODESC Ministers	ODESC Governance; ODESC Security Intelligence Board; ODESC Hazard Risk Board
Emergency Management	Lead Minister Next Generation Radio Network (NGRN)	Emergency Services Coordination Group Business case NGRN
Transport	Minister of Transport consults the Minister of Police on the Road Policing Programme	National Road Safety Committee Safer Journeys
International	Australia/New Zealand: Law Crime and Community Safety Council (LCCSC)	Australia, New Zealand Police Advisory Agency Board (ANZPAA) Five Eyes Law Enforcement Group NZ Inc. CEs group International Anti-Corruption Coordination Centre

»» Cross-agency initiatives

We're leading work on behalf of key agencies, which will require new investment to progress

We've been asked to lead work on behalf of sector partners, on key 'sector-wide' initiatives. These are programmes where agencies have done what is possible within their existing programmes and budgets and new investment will be required to progress further improvements. A summary of the top cross-agency projects are set out below.

Future Focussed Emergency Communications

We're leading the development of a business case, together with Fire and Ambulance, to replace existing critical communications capability for the Emergency Services sector. New capability is required to provide modern, sustainable, nationwide communications for frontline services to the public and keep our people safe.

Replacing the existing at-risk analogue capability with a commercially supported solution, will require new investment.

Section 9(2)(f)(iv) Official Information Act 1982

[Redacted content]

Section 9(2)(f)(iv) Official Information Act 1982

Asia Pacific Economic Cooperation (APEC) Forum 2021

In 2021, APEC will be held in New Zealand. The Ministry of Foreign Affairs is the lead agency for the event, with Police responsible for all of the security arrangements. Operational planning and work on legislative considerations is underway in close collaboration with our National Security partners, to ensure APEC runs smoothly. A number of agencies, including Police, will require investment for this event.

Identity Management

The Phillip Smith/Traynor incident and Government Inquiry exposed a number of flaws in current identity management practices and systems in the Justice Sector and Border Protection agencies. These included how offender identities are verified by individual agencies and how identity information is shared.

While almost all of the recommendations from the Inquiry have been implemented, Police, the Department of Internal Affairs, the NZ Transport Agency, and Immigration New Zealand are making further improvements to connect systems to enable the sharing of identity information. These improvements will provide Police with access to driver licence photographs, name change and death notifications, and identity information on New Zealanders and non-New Zealanders.

We'll brief you and the Minister of Justice on our progress with this work, and seek Ministers' decisions on future direction, during December 2017.

»» Key legislation and policy matters, within the first 100 days

Firearms

As the Minister of Police, you're responsible for the Arms Act 1983 and we're responsible for administering and enforcing it. The Act is overdue for amendment. The Courts have identified gaps and the need for clarification of drafting.

Opportunities for legislative and administrative changes were identified in the Report of the Law and Order Committee *Inquiry into issues relating to the illegal possession of firearms in New Zealand*.

The previous Government signalled its intention to deal with these issues through two pieces of legislation: an Arms Amendment Bill and an Arms (Firearms Prohibition Orders and Firearms Licences) Amendment Bill.

Arms Amendment Bill

A comprehensive Arms Amendment Bill was introduced by the Labour-led Government in 2005. It was reported back from the Law and Order Select Committee in 2015 and was discharged. Proposals for amendment have been included in the previous Government's Legislation Programme since 2010. In the interim, there have been substantial changes in the legal and illegal civilian armourey.

Criminal activity combined with changing technology and marketing have highlighted additional gaps in the legislation which, when exploited, have public safety implications. These gaps also present administrative challenges, and we have to rely on the overall purpose of the Act to inform our decisions in the absence of explicit legislation.

We'll brief you on policy options for your consideration, [REDACTED]

Section 9(2)(f)(iv) Official Information Act 1982

Firearms Prohibition Orders

The previous Minister of Police agreed to introduce Firearms Prohibition Orders (FPOs), for a small group of the most serious and violent offenders.

Support for FPOs was included in the Report of the Law and Order Committee *Inquiry into issues relating to the illegal possession of firearms in New Zealand* and the previous Government's response.

Should you wish to continue with FPOs, this could be progressed through a stand-alone amendment to the Arms Act 1983 or as part of a more comprehensive Arms Amendment Bill.

We'll brief you on FPOs, [REDACTED] Section 9(2)(f)(iv) Official Information Act 1982



Arms Act Regulations

The Arms Act 1983 provides for regulations including the setting of fees for licencing and other services. The current fees haven't been adjusted for between 17 to 25 years. At present, only 50% of the cost of licensing services is met through fees. The balance is met through Vote Police. The absence of fees, or their low level, reduces funding for auditing the regulatory process, potentially posing risks to public safety.

Section 9(2)(f)(iv) Official Information Act 1982

[REDACTED]

[REDACTED]

Section 9(2)(f)(iv) Official Information Act 1982

[REDACTED]

[REDACTED]

[REDACTED]

Section 9(2)(f)(iv) Official Information Act 1982

[REDACTED]

Vetting

In 2016, we asked the IPCA and the Privacy Commissioner to review our Vetting Services. The review recommended that consideration be given to developing a clear statutory framework for vetting.

Section 9(2)(J) Official Information Act 1982

[REDACTED]

Section 9(2)(f)(iv) Official Information Act 1982

[REDACTED]

Review of the Search and Surveillance Act

Search and surveillance powers form an integral part of law enforcement investigations.

The Law Commission and the Ministry of Justice have completed a review of the Search and Surveillance Act 2012. Their report is completed and will be tabled when the House resumes.

We're waiting for an embargoed copy of the report, and will assist with the Government response to the report, once it is released

We'll brief you on the impacts of the Review for Police, once the Report is released.