

Appendix One ReFrame - Programme Overview

1. This Appendix provides additional detail about the ReFrame programme.

How ReFrame will transform the way core policing services are delivered

2. Reframe is a service delivery transformation programme designed to modernise operational policing services.
3. There are demand issues facing Police, whereby frontline police staff are experiencing unsustainable pressure in response to increasing demands for police. Police has also raised the reality of the ever-evolving requirements of our contemporary policing environment, whereby the changes in New Zealand's social and criminal landscape requires a greater level of flexibility and agility from Police than ever before (the *Briefing to Incoming Minister* refers).
4. While Police have worked hard to meet these challenges head on and continue to deliver the services New Zealanders expect, Police has not undergone any significant service delivery transformation to keep up with this increased demand and increased complexity in a systemic way. This story is seen throughout the wider justice sector, where the same traditional model of service delivery developed over decades is struggling to deliver what is required of the criminal justice system in New Zealand presently.
5. As a result, significant issues must now be addressed by Police and the wider justice sector to prevent the failure of our criminal justice system due to the following sector-wide issues.
 - a. a disproportionate number of Māori and people from diverse communities¹ are both experiencing and perpetrating harm;
 - b. victims are re-traumatised at several points in the justice system;
 - c. access to justice sector services is not consistent between rural and urban areas of New Zealand; and
 - d. people are spending too long on remand and losing the opportunity for support and rehabilitation that could reduce reoffending.
6. If existing demands on frontline police staff continue without any change to the underlying policing operating model, this could lead to critical service failures.
7. The main objectives of ReFrame are to deliver meaningful long-term change that addresses the underlying drivers of these issues by:
 - a. ensuring that quality information and evidence is gathered to support better resolution decisions;

¹ Diverse communities include Pasifika, ethnic minority, deprived, and marginalised communities, women, disabled people, and other groups experiencing inequitable justice outcomes.

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- b. introducing more effective tools, processes, and procedures to reduce the burden on front line staff; and
 - c. improving outcomes for victims, witnesses, offenders, and their whānau and communities by developing and applying consistent service standards and decision-making criteria.
8. ReFrame takes the solid strategic framework provided by Prevention First² and *Te Huringa o Te Tai*³ and endeavours to embed those key elements into the heart of how we work both in frontline service delivery and collectively as part of the wider justice sector.

Benefits of Refreshing the Police Operating Model

9. A full refresh of the police operating model is required, s9(2)(f)(iv) [REDACTED] This will impact most parts of police operations, all our partner justice sector agencies and many social and health sector agencies.
10. ReFrame, therefore, provides an opportunity to align with justice sector, iwi, and community partners to transform police's operating model to ensure investigations, resolutions, victim services functions and tools will enable the following outcomes and impacts.
- a. **Outcome 1: enable frontline staff to deliver the quality services that New Zealanders deserve and expect.** We will achieve this by:
 - i. creating and operationalising up to date operating models, systems, information sharing and disclosure protocols, and digital tools;
 - ii. ensuring frontline police feel supported and able to meet the demands of the job without experiencing burnout or impacting negatively on staff turnover; and
 - iii. improving resolution decisions and outcomes through better decision-making processes and more responsive resolution options. As a consequence, the service people receive when engaging with Police will be of a consistently high standard.
 - b. **Outcome 2: adequately address persistent inequities experienced by Māori across the justice system.** We will achieve this by:
 - i. addressing key drivers of systemic bias to address and turn the tide on the current over-representation of Māori experiencing negative outcomes across the justice system. We will do this by building into the operating model, processes and procedures that recognise tikanga Māori, and frameworks to identify and address discrimination, institutional racism, and bias against Māori by embedding and

² 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.

³ Te Huringa o Te Tai, our Māori strategy for the organisation, 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.

operationalising *Te Huringa O Te Tai* (Police's whanau ora crime and crash prevention strategy); and

- ii. developing and delivering improved resolution outcomes, in partnership with the Ministry of Justice and others cross-sector partners, to give effect to the Chief District Court Judge's vision *Te Ao Marama*.

c. Outcome 3: Adequately address persistent inequities experienced by invisible and poorly-served communities across the justice system. We will achieve this by:

- i. identifying communities that do not experience optimal services from Police due to regional variations and inconsistencies in core police activities, and reconciling and aligning evidence collection and case management processes to eliminate "post code justice"; and
- ii. addressing drivers of systemic bias, discrimination and inequities by building responsiveness into the operating model, processes and procedures and options that are appropriate. We will do this by identifying what good looks like for our diverse communities within New Zealand, and developing alongside them frameworks, procedures and processes to address their negative experiences of the justice sector and poor outcomes.

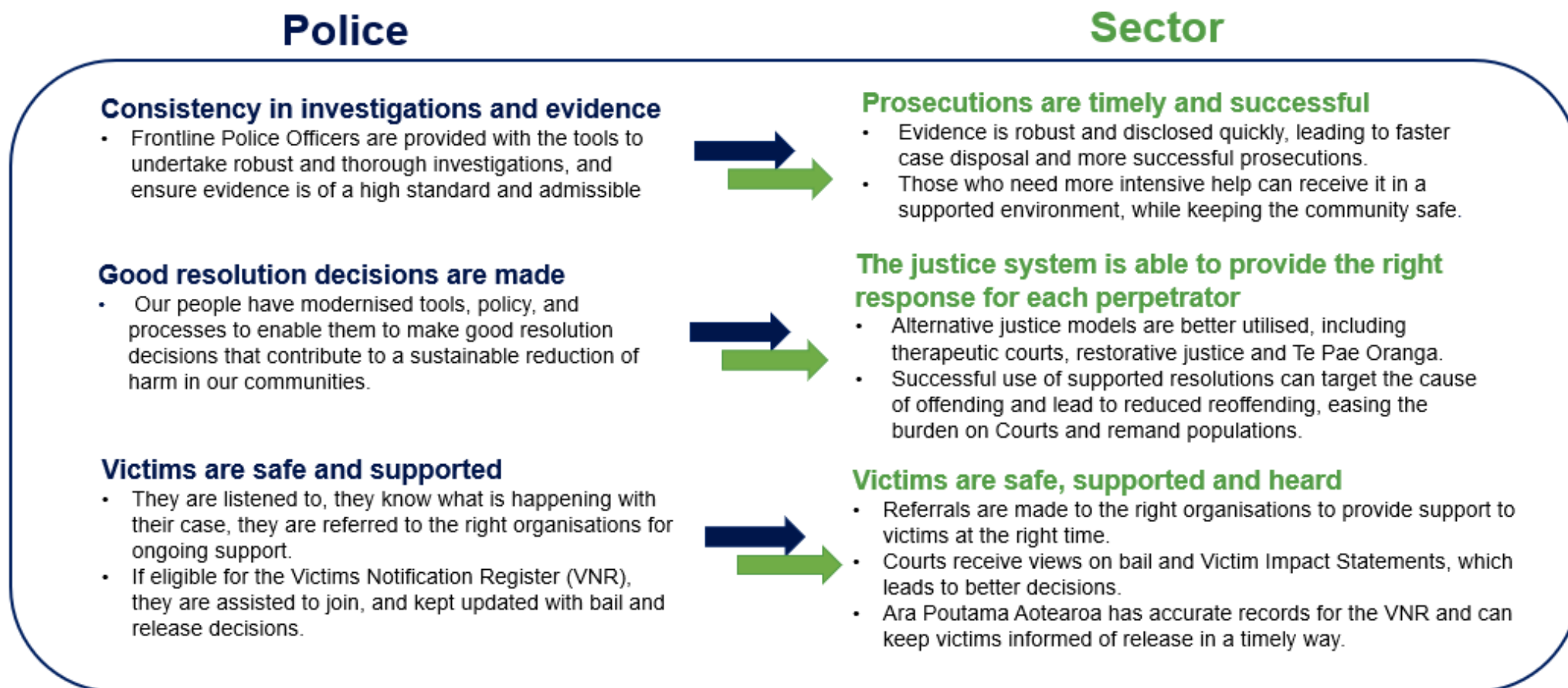
d. Outcome 4: Ensure that justice is seen to be done, as Police practices and processes are streamlined, reducing the backlog of cases in courts. We will achieve this by:

- i. improving our evidence collection and disclosure practices and redesigning our handover of victim information and experiences to other support agencies. This will enable Police to play their part in ensuring victims of crime do not wait too long for a case outcome and are receiving the outcomes they should from the criminal justice system. It will also address victim disengagement and re-traumatisation arising from their interactions with Police; and
- ii. improving our evidence collection and disclosure practices will ensure fewer people are being remanded in custody due to a lack of information to inform bail *simpliciter* applications and ensure Police practices are not contributing to slow court case progression and subsequent increases in the time individuals are spending remanded in custody.

ReFrame impacts align with sector priorities and is the key delivery mechanism within Police for system transformation

11. Police is often the first contact point for people when they become involved in the criminal justice system, as a victim, witness, perpetrator or member of the wider whanau or community. Because of this role as the "front door" into the sector, changes in Police service delivery will impact positively on the rest of the sector as those traversing it progress through the criminal justice system. The following diagram shows the positive flow on impacts for the wider justice sector, when ReFrame outputs are delivered.

DIAGRAM ONE: SECTOR IMPACTS OF REFRAME IMPROVEMENTS



12. Recently, the Justice Sector Leadership Board articulated three updated priorities for the sector:
- a. better outcomes for victims;
 - b. addressing issues with remand; and
 - c. key transformation enablers.
13. The areas of work within Police that address these priorities, both short- and long-term, are described in the table attached in Table 1 below.

Monitoring ReFrame: an outcomes-based approach to measuring success

14. The ReFrame programme team is currently working to develop specific monitoring metrics and aligning these with broader justice sector reporting measures⁴. These will be developed and embedded into the new operating model as it progresses, to ensure there is effective monitoring and impact measurement from the moment we begin to implement during Phase One of ReFrame.
15. ReFrame will take time to implement and will be delivered via a phased transformation approach over seven years⁵. The short, medium, and long-term outcomes are described at a high-level below:
- a. **Phase One - Short-term impacts:** involves shoring up police core business, to ensure Police are doing the right things as well as possible with our current tools systems and processes, and to begin the process of improving outcomes for Māori and other key population groups identified.
 - b. **Phase Two - Medium-term impacts:** involves uplifting and implementing changes to improve services, particularly for Māori and population groups who are negatively impacted or overlooked by the current system. There is greater focus on improving resolution outcomes for Māori, and invisible and under-served communities.
 - c. **Phase Three - Long-term impacts:** involves delivering whole system transformation, using data driven learning and behavioural change reflecting the positive benefits of system transformation through improved mindsets and changed policing behaviour.
16. ReFrame will develop and implement specific monitoring and evaluation measures aligned with the justice sector outcomes as part of the staged implementation process, to inform each of the phases described above.

⁴ For example, officials in ReFrame and the High Impact Improvement Programme (HIIP/Ara Poutama Aotearoa) who are administering the Victims of Crime – Improving Outcomes initiative are working to align the way they capture the system impacts on victims of crime to ensure both teams are measuring the same information in the same way to make long-term metrics meaningful and consistent across the whole criminal justice system.

⁵ While ReFrame is a three year programme, it is expected the full benefits realisation will take time for changes in mindset and policing behaviour to have their full impact.

Table 1 Alignment of Police activities to sector priorities

Sector priority	ReFrame's role in supporting this priority	BAU Police role in supporting this priority
Better outcomes for victims	<p>In the future, ReFrame will be the primary vehicle to embed changes in victim response and support in Police. This includes development and delivery of an operating model for Police that better provides for victims who report to police, including by ensuring the effective and efficient transfer of their information and journey to other agencies as they continue through the justice sector.</p> <p>To that end, ReFrame will be an enabler of the proposed approach to creating a victim-centric justice system in the long-term.</p>	<p>As members of the Victims Action Group, Iwi and Communities are focusing on improving the way we respond to victims and meet our obligations under section 29 of the Victims' Rights Act 2002 and expanding the use of Te Pae Oranga through the <i>Te Pae Oranga Whānau</i> pilot – which will address harm to victims caused by family violence.</p>
Addressing issues with remand	<p>ReFrame has a long-term role to play in providing system-level transformation that supports the reduction in custodial remand. It will do this by increasing the quality of investigations, ensuring consistency and equity in decision-processes regarding resolutions (including charging and prosecutions), and improving evidential quality.</p> <p>This will ensure that the right people are being charged and progressing to Court, that the cases upon which those charges are laid are robust, and that evidence and disclosure standards are high. A consequence of these changes will be a reduction in adjournments and earlier guilty pleas, which will reduce the time it takes to dispose a criminal case and therefore reduce the time spent in custodial remand.</p>	<p>Currently Service Group are actively working with justice sector partners to identify tangible ways Police can contribute to an immediate or short-term reduction in the time individuals spend remanded into custody, such as by progressing elements of the Criminal Process Improvement Programme (noting additional funding is required to do so).</p> <p>Iwi and Communities are expanding the use of Te Pae Oranga through the <i>Te Pae Oranga Whānau</i> pilot and <i>Te Pae Oranga Rangatahi</i>, which will provide greater opportunities to use alternative resolution processes and avoid remand/bail entirely.</p> <p>Police will also play a key role in managing risk when a reduction in custodial remand is realised. As the first responder to manage risk to public safety when it arises in the community, fewer people on remand necessarily means more perpetrators remaining in the community, with greater demand on Police response to risk escalation or incidents. Volumes have not yet been projected for this.</p>
Key transformation enablers	<p>Long-term transformation of the criminal justice system to be more people-centric and deliver the outcomes New Zealanders expect and deserve will begin with the change being delivered by ReFrame. While we can make tactical improvements to discrete sections of the system in the short-term, work must continue on fundamentally re-shaping the way we deliver Policing services to the community, in order to deliver meaningful and sustainable continuing change.</p> <p>ReFrame will provide this through modernise operational policing services s9(2)(f)(iv) to lift performance in core policing. This change will be rolled out over 5-7 years and embedded within BAU Police business units to administer and deliver continual improvement.</p>	