

In Confidence

Office of the Minister of Police

Cabinet Social Wellbeing Committee

Implementation and expansion of the Resilience to Organised Crime in Communities work programme

Proposal

- 1 This paper reports on the successful implementation and growth of the Resilience to Organised Crime in Communities work programme (ROCC). I seek your agreement to three proposals about the implementation of Budget 2022 ROCC funds, and endorsement of an approach to ROCC's monitoring framework.

Relation to government priorities

- 2 ROCC contributes to our government's commitment to "keep communities safe, break the cycle of offending and tackle the root causes of crime".¹ ROCC fosters a healthier, safer, and a more connected Aotearoa by partnering with communities to tackle the social drivers of organised crime, build resilience, and enhance community safety and wellbeing.

Executive Summary

- 3 ROCC is a cross-agency work programme that complements the Transnational Organised Crime (TNOC) Strategy, delivering an end-to-end strategic response to organised crime. ROCC combats domestic organised crime by combining social and economic intervention with targeted enforcement action to build local community resilience.
- 4 ROCC is underway in four Police Districts: Eastern, Bay of Plenty, Southern (in Murihiku), and Counties Manukau.
- 5 ROCC has worked to develop the fundamental components of the programme in four diverse locations over two years, as well as the relationships, governance, network and levers that set ROCC up to best support communities. The ROCC team was made permanent through Budget 2022, and for the first time received funding for responses to organised crime in the community. The investment for the 2022/23 financial year was \$2.12 million. ROCC has used these funds to invest in responses that build resilience to organised crime in the four ROCC locations.
- 6 On 1 July 2023 \$16 million became available for application by initiatives seeking to build resilience to organised crime in the four ROCC locations. A

¹ Labour Party 2020 Manifesto, Justice, Corrections and Police, p21.

ROCC funding model has been developed to distribute these funds, plus a further \$16 million (available from 1 July 2024).

- 7 I propose that this \$32 million be dispersed through the newly developed ROCC funding model, and that funding decisions must be made with support from the local community ROCC funding panel, Chaired by the relevant Regional Public Service Commissioner (RPSC).

New ROCC locations

- 8 Three new ROCC locations have been selected using data from the enhanced Gang Harm Insights Centre, and the National Drug Intelligence Bureau. The new locations are Northland, West Coast, and Porirua. Expansion will result in a total of seven ROCC locations: Murihiku, Porirua, and West Coast, under ROCC's targeted intervention response, and Hawke's Bay/Tairāwhiti, Bay of Plenty, and Northland, under ROCC's cluster intervention response.²
- 9 I propose that agencies immediately start expansion work and aim to complete the ROCC establishment phase in all three new locations by early 2025.

There are funding implications for new ROCC locations

- 10 From July 2023, initiatives seeking to build community resilience to organised crime within each of the original four ROCC locations are eligible to apply to the ROCC fund for the \$32 million obtained through Budget 2022. Northland, Porirua, and West Coast are new ROCC locations, so they were not included in ROCC's 2022 Budget Bid.
- 11 Relevant initiatives in the original ROCC locations will be able to start engaging with this funding process from late August 2023. Relevant initiatives within the three new locations would benefit from being eligible to apply for ROCC funding. Therefore, I seek your agreement to also allow relevant initiatives in the three new ROCC locations to apply for funds under the new ROCC funding model.

A ROCC monitoring framework, which is a maturity model, has been developed

- 12 A summary of ROCC's maturity model is shown at Appendix 1. It measures performance in two principal areas:
 - 12.1 ROCC cohorts: outcomes relating to the three ROCC cohorts in each ROCC location; and
 - 12.2 ROCC enablers: progress to develop and sustain the three conditions that enable ROCC's success.
- 13 The ROCC and TNOC Strategy maturity models are complementary to support year on year, end-to-end performance and maturity analysis of our

² The cluster approach is an aggregated localised response across multiple communities within a district.

efforts and system combating organised crime - from the border to our backyards.

- 14 With your endorsement, the maturity model will be operational in Bay of Plenty from the end of August 2023, with local insights and reporting available from October. Rollout to other ROCC locations will proceed during the 2023/24 financial year.

Te Ara Oranga methamphetamine harm reduction programme

- 15 Te Ara Oranga is a multi-agency approach to reduce methamphetamine use and harm in Northland and Bay of Plenty Districts. Development of a coordinated national approach to methamphetamine harm reduction programmes, including support for Te Ara Oranga, is an activity under ROCC's Action Plans. At the central government level, and through ROCC, Te Whatu Ora, Te Aka Whai Ora, and Police, the need for strengthened coordination and oversight of this programme has been identified.

Background

- 16 In 2019, to address the changing nature of organised crime³ and its harms, the Government adopted a significant end-to-end cross-sector response. Two new, innovative, multi-agency work programmes were developed to address each end of the response:
 - 16.1 The Transnational Organised Crime (TNOC) Strategy, which focuses on the supply end and international context of organised crime;⁴ and
 - 16.2 ROCC, which combines *enforcement action* with tailored *social intervention* to address the harms and social drivers of organised crime, focusing on the demand end, within the local context.
- 17 Cabinet agreed that ROCC's response to the social harms of organised crime in New Zealand (and the associated methamphetamine trade)⁵ must be coordinated across government, combining community development, prevention, and law enforcement. ROCC started in Police's Eastern District (Hawke's Bay and Tairāwhiti).⁶
- 18 In March 2020, Cabinet endorsed the ROCC strategic framework,⁷ and noted the establishment of cross-agency governance of ROCC through the Social

³New Zealand Police (Police) defines organised crime as planned and systematic criminal activity committed by a group or network, with the objective of gaining profit, power, or influence. In New Zealand, this often means criminal activity by gang members. While gangs are the most visible face of organised crime in New Zealand, the true scope and diversity of criminal organisations is broad - as are the harms that flow from them, and the social, regulatory, and environmental factors that enable this kind of criminal activity. For more on the harms caused or compounded by organised crime, see Appendix 1

⁴For the latest update on the TNOC Strategy refer to [ERS-22-MIN-0058]

⁵As noted in September 2019, methamphetamine creates significant harm in New Zealand, and it is a primary commodity of organised crime, feeding addiction and a range of other harms [SWC-19-MIN-0135].

⁶[SWC-19-MIN-0135]

⁷The strategic framework provides, for example, the ROCC principles, objectives and conditions for success - please see Appendix 2.

Wellbeing Board.⁸ The Minister of Police was invited to provide a further report back on:

- 18.1 further agreed locations for intervention;
 - 18.2 the development of an intervention model and monitoring framework developed with Hawke's Bay and Tairāwhiti that could be adapted in other regions;
 - 18.3 options for providing the resource and capability for the Gang Intelligence Centre⁹ to drive the analysis on potential locations and at-risk groups connected to organised crime;
 - 18.4 decisions regarding funding proposals in Hawke's Bay and Tairāwhiti;
 - 18.5 advice on opportunities to improve and align intelligence capability across transnational and domestic organised crime; and
 - 18.6 further opportunities to strengthen the legislative toolkit to improve the seizure of criminal proceeds, and work to identify further legislative and other policy mechanisms to better target leaders and facilitators of organised crime [CAB-20-Min-0074.01].
- 19 A briefing to update SWC members on ROCC's progress was circulated out of session in August 2020 and delivered the ROCC intervention logic model referred to in point 18.2, and included at Appendix 2.
- 20 Early work to establish ROCC in communities began in mid-2020. An evidence-based approach was used to make recommendations on new ROCC locations, and the with the former Minister of Police signalling Bay of Plenty, South Auckland, and Southland regions for expansion.
- 21 ROCC is now established in four Police Districts: Eastern, Bay of Plenty, Southern (in Murihiku), and Counties Manukau.¹⁰ ROCC has officially launched in the first three locations, and foundational work to tailor ROCC to the Counties Manukau community is almost complete. ROCC's 'cluster intervention' approach is being used in Eastern and Bay of Plenty. In Southern District, ROCC has deployed using its targeted intervention response in Murihiku.
- 22 This expansion delivers point 18.1 above. Further work on the approach to expand ROCC has continued. New funding for expansion became available at the start of July. For further information on the work leading to this point, see paragraph from 28 and Appendix 4.

⁸ [CAB-20-MIN-0074.01.]

⁹ Now named the Gang Harm Insights Centre.

¹⁰ A 'ROCC district' is defined as any district within which ROCC is operating. This means that national ROCC funds are potentially available to both targeted locations and the wider Police District in which a targeted ROCC response exists. This recognises that social and health services are not necessarily in the same location as areas of high harm. However, ROCC's BAU operational boundaries are defined by the agreed location-focus at the time (either cluster or targeted location).

- 23 Resource and capability for the Gang Harm Insights Centre to drive the analysis on potential ROCC locations and at-risk groups connected to organised crime was provided through Budget 2022. Their analysis has informed this report. This delivers on point 18.3.
- 24 Point 18.4. was addressed in May 2020 when Cabinet agreed to reorient the Provincial Growth Fund (PGF) to contribute more directly to the immediate economic challenges of COVID-19 [CAB-20-Min-0197]. Included in the package was \$20 million funding for social capital.¹¹
- 25 Through Budget 2022, funding was secured to expand wastewater testing, and establish a dedicated TNOC Strategic Intelligence Fusion Centre, delivering on point 18.5.
- 26 The Criminal Proceeds (Recovery) Amendment Act 2023, and the Criminal Activity Intervention Legislation Act 2023 received Royal Assent in March and April 2023, respectively. This delivers the first part of point 18.6. An update on the second part of point 18.6 will be provided to Cabinet as part of the wider TNOC Strategy report back planned for 2024.
- 27 This report therefore focuses on:
- 27.1 the Budget 2022 funding ROCC obtained for new locations and to fund initiatives seeking to build community resilience to organised crime within those locations, and decisions needed to implement those funds
 - 27.2 the delivery of the ROCC monitoring framework, referred to at 18.2
 - 27.3 updating you on deliverables such as the ROCC Year One Action Plan, and Year Two Action Plan
 - 27.4 the need to explore governance options for the methamphetamine harm reduction programme Te Ara Oranga.

ROCC is an approach to investment, a voice and vehicle to empower our communities

- 28 ROCC is an approach to combat organised crime (and the associated methamphetamine trade) and build community resilience over time, by combining social and economic intervention with targeted enforcement action. I believe it is a world first. The innovative nature of the work has attracted interest from international partners like Queensland Police and the United Nations Office on Drugs and Crime.
- 29 ROCC is based on local and international evidence of what works, and its approach aligns closely with the findings of the Office of the Prime Minister's Chief Science Advisor's research on gangs in Aotearoa New Zealand.¹²

¹¹ Social capital refers to one of the four capital domains in the Living Standards Framework, including cultural identity, Crown-Māori relationship, and connections between people and communities.

¹² Toward an Understanding of Gangs in Aotearoa New Zealand' by the Office of the Prime Minister's Chief Science Advisor, 2023.

- 30 Recruitment to establish the ROCC team began in 2020 with two FTE funded through the Proceeds of Crime Fund, and a manager funded through Police baseline. ROCC began as an 'approach to investment' that assisted the Hawke's Bay and Tairāwhiti community to identify how, where, and why organised crime, particularly the methamphetamine trade,¹³ undermines their wellbeing.
- 31 Investment from the PGF was coupled with strong local governance and locally led action, together with increased community awareness and mobilisation against the harms in the community. These social and economic interventions continue to be supported by ROCC and Police enforcement action, and ROCC has developed in response to what our communities have told us works. The success of this small team has centred upon effective relationship building with communities, iwi, and agencies (including 16 partner agencies) over time.¹⁴
- 32 There are four ROCC locations. For further information on ROCC locations and the network of ROCC initiatives (mostly funded through other programmes, but some newly funded through ROCC), see Appendix4.
- 33 ROCC was developed to be an intervention model that is flexible to enable local communities to adapt it to fit their issues and particular context. This includes whether the response is targeted, like in Murihiku, or is a cluster intervention, like in Police's Bay of Plenty District.
- 34 At a regional level, the RPSCs and Regional Leadership Groups lead the development of regionally based shared public service priorities working with relevant governance groups representing iwi, local government and community leaders. These will also inform the development of their regional ROCC plan.
- 35 Each ROCC location's senior advisor helps their community to identify and develop locally led responses to the harms and social drivers of organised crime. This process lifts understanding of organised crime at a community level, helps empower communities to take action, and also assists agencies to see where their efforts can have real impact on organised crime. Once genuine relationships have been built between ROCC and the community, next steps may involve assisting NGOs with funding applications, creating linkages for joined-up service provision, and problem-solving using expertise in organised crime and ROCC's network and levers. Community resilience¹⁵ is created through this process as well as increased social services prior to, and in parallel with, enforcement action, such as through Operation Cobalt.

¹³ Noting that methamphetamine is a key commodity of organised crime in New Zealand.

¹⁴ Accident Compensation Corporation, Ara Poutama Aotearoa: Department of Corrections, Kāinga Ora, Manatū Hauora – Ministry of Health, Ministry of Business, Innovation and Employment, Ministry of Education, Ministry of Housing and Urban Development, Ministry of Justice, Ministry for Pacific Peoples, Ministry of Social Development, New Zealand Police, Social Wellbeing Agency, Te Whatu Ora, Oranga Tamariki, Te Aka Whai Ora, and Te Puni Kōkiri.

¹⁵ Resilience in this context is the ability to overcome adversity, resist disruptive events, minimise adverse impacts, respond effectively, maintain, or recover functionality, and adapt in a way that allows for learning and thriving. Positive social, emotional, and educational experiences can partially offset the effects of deprivation and adversity. This develops into the ability to withstand the negative effects of risk exposure and demonstrate positive adjustment in the face of trauma – i.e., the ability to beat the odds associated with risk factors.

36 ROCC's core funding arrived in July 2023, however, a case study on how ROCC benefits and complements enforcement activities in regions is included at paragraph 38. Detailed examples of other ROCC achievements in communities during its two-year establishment phase are outlined below:

36.1 **Funding support:** ROCC has provided aligned NGOs with assistance to find possible funding streams; assisted with 25 successful funding applications totalling approximately \$3.5 million across 24 social service providers; and provided \$2.12 million in ROCC funding to the community, as discussed at paragraph 39.

36.2 **Engagement built on genuine relationships:** As a typical example, ROCC's Bay of Plenty stakeholder mapping shows 27 key partners, with weekly to monthly engagement with agencies, diverse NGOs, influential leaders at all levels of the community, and linkages to 19 iwi.

At a national level, ROCC has assisted with hosting two organised crime focused conferences. In March the TNOC conference brought together 250 attendees, more than 20 New Zealand agencies, and representatives from 10 countries. In June, the Border-to-Backyard conference brought together regional and national representatives for ROCC and the TNOC Strategy, and focused on specific local organised crime issues, such as the impacts of deportees in our communities.

36.3 **Problem solving:** Building off its network of relationships, ROCC is able to offer innovative solutions supported by organised crime expertise. For example, Rotorua judiciary requested a meeting, which ROCC helped coordinate, between the judiciary, the local Police Gang Harm Reduction team, and gang members living offence-free, to enhance understanding of the cycle of gang harm and how best to reduce it. ROCC's genuine high-trust relationships were critical to this meeting occurring and the successful discussion.

36.4 **Governance:** the formation of ROCC governance groups has been instrumental to establishing ROCC in each of its locations. Governance structures have been tailored to be fit for purpose for each community, and to address its specific needs, aspirations, and barriers to addressing organised crime (see the three conditions for success at paragraph 38). This enables the system level frameworks needed to effectively implement the new ROCC funding.

37 As part of ROCC's establishment in its four locations, three cohorts have been identified who are most deeply impacted by the harms of organised crime. They are those whose experience and lives:

37.1 Are gang-centred

37.2 Are impacted by methamphetamine and its associated harms

- 37.3 Put them on a pathway into either of these associated harms, particularly young people (and their whānau).¹⁶
- 38 Using the ROCC strategic framework template¹⁷ three common dependencies were identified by communities. These dependencies or ‘conditions’ are what ROCC needs to enable success:
- 38.1 *Understanding the community’s aspirations:* Communities have identified their priorities, and they understand the interconnectedness of community groups, iwi, and agencies as a strength.
- 38.2 *Strong local governance and leadership:* Communities are supported to own their issues and the response and are centrally enabled through removing barriers, reducing duplication, and providing resourcing.
- 38.3 *Sustained investment and local decision making:* Investment is aligned with wider wellbeing outcomes, it builds on workforce capability, and is evidence based with monitoring and evaluation built in.

Case study: the benefits of ROCC in action in Murihiku

Broadly, the work to build the foundations for ROCC in Murihiku included: recruitment of key ROCC roles; introducing ROCC to the local community alongside enhancing their understanding of the local organised crime landscape; community consultation on their aspirations (for more information on the co-design approach ROCC uses in communities, see Appendix 4.); establishing appropriate local governance and leadership structure for ROCC; and building partnerships with local leaders, iwi, and groups, including the RPSC. This system level work is essential to enable the positive outcomes in the example below.

ROCC officially launched in Murihiku on 1 March 2023. Using the systems, knowledge, priorities, and relationships ROCC has established, ROCC has already played a key role in enabling better outcomes for whānau in Southland. This was achieved through enhancement of Community Impact Analysis in Police’s organised crime operation planning, and consequent provision of social support. Leveraging ROCC relationships and systems has helped to mitigate negative impacts and will help sustain positive impacts.

For example, Operation Pakari focused on the harm being driven by organised crime, particularly through the Mongrel Mob, within Murihiku communities. The operation terminated in late June 2023 with the execution of 24 search warrants and 17 arrests. Using the ROCC strategic framework, a large part of the operation has included strategic prevention and reassurance activities, including:

- Informing key partner agencies, such as Oranga Tamariki, of the termination date in advance (noting the risk in doing so, and the need for strong relationships to support this) so that they could prepare services, resources, and capacity to respond to those impacted.

¹⁶ While there are areas of synergy, the current youth offending challenges (especially around ram raids) are a different cohort of youth than that being supported in ROCC. ROCC specifically focuses on those youth impacted by organised crime.

¹⁷ See Appendix 2

- Two Police Family Liaison Officers (FLO) were attached to each search team to engage with partners, children, or other whānau in the household of those arrested. As the teams conducted their search, the FLOs helped to reduce distress, particularly for children, built relationships and trust, and prevented obstructions to the search.
- While some of the women impacted were initially hesitant to engage with the FLOs, all have now done so. This has resulted in identification of urgent needs, such as food for children, winter clothing, and firewood; and longer-term needs, such as referrals to Plunket, specialist health services, driver licencing programmes, and assistance to enrol in the local medical centre. Enrolment and attendance at school is also being checked, with 47 children aged 15 or younger impacted by the operation, and two aged over 15 years.
- The ROCC coordinator created a prompt sheet for FLO engagement to enhance the focus on supporting families whose men (usually) had been arrested, supporting FLOs to assess and debrief.
- Critically, where necessary, ROCC also made urgent referrals and connections with local social service and health providers, and local rūnaka were also available to respond. Referrals were completed either same day or the next morning.

The provision of social services and liaison support to whānau impacted by Operation Pakari will continue [REDACTED], with ongoing support from ROCC and its network of relationships.

For the first time ROCC received funding for responses to organised crime in the community

ROCC has used its 2022/23 funds to invest in the current ROCC locations

39 For the first time, ROCC obtained funding to support local responses to organised crime in the current ROCC locations. These ROCC funded initiatives are complemented by the network of ROCC aligned initiatives shown in Appendix 3. The investment for the 2022/23 financial year was \$2.12 million. Consistent with the goals of the budget bid, ROCC has used these funds to ensure the continuation of programmes and services relevant to ROCC cohorts that include:

- 39.1 helping to treat alcohol and drug dependency
- 39.2 providing wraparound support for caregivers
- 39.3 providing advocacy and reintegration support for men, and their whānau, who are transitioning from a long-term prison sentence back into the community
- 39.4 supporting women who are associated with gangs to achieve their whānau aspirations
- 39.5 mentoring to support gaining a driver's licence

39.6 training and readiness for employment.

- 40 The remaining \$0.53 million will be used to evaluate ROCC funded initiatives. Due to impacts from Cyclone Gabrielle on providers and the community, evaluation plans were temporarily delayed. Implementation will continue in the 2023/24 financial year.

ROCC's Budget 2022 funds for 2023/24 are available to original ROCC locations

- 41 On 1 July 2023 \$16 million became available for application by initiatives in current ROCC locations seeking to build community resilience to organised crime. A new ROCC funding model has been developed to distribute these funds plus a further \$16 million (available from 1 July 2024).
- 42 The Minister for Social Development and Employment agreed to administer the mechanism for the fund, leveraging the Ministry of Social Development's existing systems, skills, and experience. Ministers agreed to the transfer of \$32 million from Vote Police to Vote Social Development in October 2022.¹⁸
- 43 As agreed in the successful budget bid, the new ROCC fund will support local responses focused on creating community resilience to organised crime. This will include expanding services to address methamphetamine harm, or providing support to whānau impacted by methamphetamine, in alignment with the ROCC target cohorts. Successful funding applicants may be, for example, NGOs or community groups who provide social, health, and/or employment-readiness services to gang members and/or their whānau.
- 44 Through work with ROCC communities to develop and implement the ROCC strategic framework and 2022/23 temporary funding process, we know that the best outcomes are achieved when the community impacted is enabled to lead decision-making. This especially applies to funding decisions.
- 45 It is proposed that RPSCs lead the process to develop a local ROCC plan, supported by the ROCC Senior Advisor, and will convene a community panel in each ROCC location. The panel will be comprised of community leaders supported by the community, agency representatives, and will include the local Police District Commander and be Chaired by the relevant RPSC, or their nominated representatives.
- 46 I seek your agreement that the \$32 million be dispersed through this new ROCC funding model, and that the panel will also be engaged in the commissioning process to deliver on the ROCC plan, which may include other agency representation as relevant to the plan.
- 47 Additionally, to ensure initiatives funded through ROCC are contributing to reducing harm from organised crime, each initiative will be provided evaluation support. These evaluations will feed into the overarching performance picture for ROCC, complemented by other data and

¹⁸ Noting that the ROCC fund would be ringfenced.

performance measures through the ROCC maturity model – for more on this see paragraph 66.

ROCC has been funded to expand to new locations from FY2023/24

- 48 Through Budget 2022, \$0.48 million (over two financial years, and commencing from 2023/24) enables ROCC to establish in new locations.
- 49 A strong evidence-base has been created to ensure we invest in the right locations. The Gang Harm Insights Centre (GHIC), and the National Drug Intelligence Bureau (NDIB) worked together to develop a wholistic product capturing evidence across four key areas: drug harm, gang harm, deprivation data, and readiness. Each Police District was asked to self-evaluate their readiness to implement ROCC based on the conditions that enable ROCC's success, and their community partnerships.
- 50 A summary of the GHIC/NDIB analysis is included at Appendix 6.

ROCC's cluster intervention response will be used in one new location

- 51 The results show three police districts without ROCC are experiencing the highest combinations of harms: Northland, Waikato, and Central.¹⁹ Intervention in these districts should include a focus on reducing violence, addressing family harm risk factors in specific locations, addressing drug addiction, and reducing illicit drug supply.²⁰
- 52 Northland has significantly higher drug harm and deprivation than elsewhere. The Far North has had the highest deprivation score (10) since 2017, with it being ranked the fourth most deprived region in New Zealand. Northland in general regularly records the highest levels of social deprivation.²¹
- 53 Northland has pre-existing leadership groups such as the Regional Leadership Group, Social Wellbeing Group, and the Te Hiku Iwi Social Accord. Additionally, there are pre-existing harm reduction programmes ROCC can build off, such as Te Ara Oranga and the Whiria te Muka partnership focused on whānau harm.
- 54 Northland has already made progress to establish the conditions ROCC needs for success, and is a strong candidate as the next ROCC location. Therefore, the next ROCC cluster intervention location will be Northland.

ROCC's targeted intervention response will be deployed in two new locations

- 55 The GHIC/NDIB product showed that specific locations would benefit from ROCC intervention. On the West Coast within Tasman district, methamphetamine use is high with Westport showing extremely high

¹⁹Central encompasses Manawātū, Whanganui and Taranaki.

²⁰ Social Deprivation, Gang Harm and Drug Harm in New Zealand, Gang Harm Insights Centre Intelligence Report, GHIC/IR.20230429, April 2023

²¹ Ibid

methamphetamine use per capita.²² The combination of high per capita use, and isolation of the area have combined to form a difficult situation to address.

- 56 Communities in the West Coast have started work to reduce harm, including through establishment of the West Coast Methamphetamine Impact Group (MIG). The presence of the MIG highlights the progress made to understand and implement the conditions that enable ROCC to succeed. This presents an opportunity for ROCC to build off and support their momentum. Police and Ara Poutama Aotearoa have supported the MIG since 2021 through the development and funding of an addiction service navigator role.
- 57 The other stand-out location was Wellington. The results of the GHIC/NDIB analysis indicated Wellington has the highest level of gang harm,²³ with insights from the district itself pointing to Porirua. Methamphetamine harm and firearms-related offending are also present at high levels. Support services providing addiction treatment within the wider region are operating at capacity.
- 58 A ROCC focus on Porirua will have support from local iwi, council, government partners and NGOs, and will build off initiatives already in place such as a Gang Engagement Team, Whāngaia-Ngā-Pā-Harakeke, and an established Youth to Work programme. Ngāti Toa Rangatira have committed to the kaupapa when ROCC is deployed to Porirua.
- 59 Therefore, these two specific locations - Porirua and West Coast - will be new locations under ROCC's targeted approach. This means that ROCC will expand to have four cluster interventions; Eastern, Counties Manukau, Bay of Plenty, and Northland, and three targeted intervention locations; Murihiku, Porirua, and the West Coast.
- 60 ROCC established in four locations over two years. I propose that agencies should immediately start expansion work to the new locations and, consistent with the approach taken to date, aim to complete the establishment phase in all three new locations by early 2025.

There are funding implications for new ROCC locations

- 61 From July 2023, initiatives seeking to build community resilience to organised crime within each of the current ROCC locations are eligible to apply to the new ROCC fund for the \$32 million obtained through Budget 2022.
- 62 However, Northland, Porirua, and West Coast are new ROCC locations, so were not included in ROCC's 2022 Budget Bid.
- 63 Initiatives seeking to build community resilience to organised crime within the three new locations would benefit from being eligible to apply for this funding. Eligibility would support the ROCC establishment phase, equity between ROCC locations, and with time, better outcomes for those locations.

²²As per the February 2023 NDIB Wastewater Report, Westport had a higher per capita methamphetamine consumption (mg/day/ per 1,000 people, than all but six other testing locations in the country.

²³Social Deprivation, Gang Harm and Drug Harm in New Zealand, Gang Harm Insights Centre Intelligence Report, GHIC/IR.20230429, April 2023.

64 The funds became available from 1 July, and relevant initiatives in current ROCC locations will be able to start engaging with this funding process from late August 2023.

65 Therefore, I seek your agreement to also allow relevant initiatives in the three new ROCC locations to apply for funds under the new ROCC funding model.

The new ROCC monitoring framework will feed into the 2024 ROCC evaluation, and support ongoing reporting on ROCC's successes, and learning

66 Due to the small communities and cohorts of people ROCC is working with, population level data and statistics would not be a meaningful measure of the success of ROCC, its interventions, and community success.

67 With support from its communities and regional leaders, ROCC determined that the most effective approach to a monitoring framework would be through the creation of a 'maturity model'. A maturity model is a measurement methodology that combines qualitative and quantitative information to effectively assess progress towards a goal. A summary of the maturity model is attached at Appendix 1.

68 It is intended that the ROCC maturity model measures performance in two principal areas:

68.1 ROCC Cohorts: outcomes relating to the three ROCC cohorts in each ROCC location:

- *methamphetamine harm services*, including engagement, connectedness, resourcing, effectiveness, barriers, gaps, and local level of methamphetamine harm.
- *gang whānau services*, including engagement, effectiveness for this cohort, outcomes aligned with need, barriers, gaps, and local level of gang harm, such as illegal gang activity/harms.
- *rangatahi services*, including engagement, service gaps and community aspiration analysis and ownership effectiveness, priority alignment, barriers, and local level of service and community group support for at risk rangatahi.
- Cohort performance will be complemented by a range of data, including from Police, ROCC community initiatives and their evaluations, wastewater testing, and in 2024, the ROCC evaluation (which this work will also feed into).

68.2 ROCC Enablers: progress to develop and sustain the three conditions that enable ROCC's success i.e. the maturity of the system supporting this work. These measures support local coordination and sustained long-term change:

- *Sustained investment and local decision making*, including leadership and community empowerment to make informed decisions, levels of buy-in, transparency, and stability of funding.
- *Local governance and leadership*, including the effectiveness of local governance and its action plan, clarity of leadership role definitions, right representation, and confidence in leaders.
- *Understanding community aspirations*, including ROCC's alignment with these, trust and confidence in the agreed vision, and levels of impact of tailored action points.

- 69 We know that prevention activities coupled with targeted enforcement action works to build community resilience to organised crime, especially in the short term. ROCC, however, is about building the right relationships, systems, processes, services, and advocacy for our people to enable and sustain enduring change for some of our most vulnerable cohorts and their communities. This sort of change takes time, and it requires a framework that will enable system-level learning and accountability.
- 70 Therefore, while the proposed approach will be complemented by additional data, it measures more than the number of times a particular event has occurred. It will report on what each ROCC location's community has said they need to succeed to reduce harm from organised crime, and what ROCC and our government is doing to make that happen.
- 71 The proposed ROCC maturity model has been developed with the Social Wellbeing Agency to ensure alignment with the social wellbeing programme. It is also a twin to the maturity model developed for its sister-programme, the TNOC Strategy. This approach will support year on year, end-to-end performance and maturity analysis of our efforts and system to combat organised crime, from the border to our backyards.
- 72 Bay of Plenty and Murihiku have been prioritised for implementation of the maturity model as the differences between the two districts will enable a broad and robust testing ground for the proposed approach.
- 73 With your endorsement the Bay of Plenty maturity model will be operational from the end of this month, which will enable ROCC to use the model for local insights and reporting from October.
- 74 The approach will be then be rolled-out in other ROCC locations, with tailoring to local aspirations if needed, during the 2023/24 financial year.

An evaluation of ROCC will commence in 2024

- 75 Further funding of \$0.4 million became available on 1 July 2023 for an evaluation of ROCC itself, the results of which will be expected in early 2025. There is a dearth of research on prevention-based programmes that combat organised crime, both within Aotearoa and internationally.

- 76 This evaluation will show ‘a snapshot in time’ that will provide insights into how ROCC works, where we can further improve, and will also set out the key components of the programme to support potential replication in other jurisdictions.

ROCC’s Year One Action Plan was successfully delivered

- 77 The ROCC action plan tasks member agencies with activities that will assist communities to remove barriers to wellbeing and make it easier for agencies to offer bespoke assistance.
- 78 The Year One Action Plan focused on bringing together agencies and developing a more coordinated approach to the programme. As a result, several key milestones have been achieved, including:
- 78.1 Implementation design and delivery of Budget 2022 ROCC projects
 - 78.2 Successful enforcement activities under Operation Cobalt which is a key Police contribution to the ROCC programme²⁴
 - 78.3 The provision of enhanced reintegration support for deportees²⁵
 - 78.4 A legislative reform package was passed²⁶
 - 78.5 Coordination of education and awareness raising of organised crime and ROCC within agencies and in districts/regions.

ROCC’s Year Two Action Plan focuses on enabling responses in the regions

The Year Two Action Plan has been developed in collaboration with partner agencies with a focus on enablement of regions. It aligns with the ROCC ethos of “locally led, regionally supported, and nationally enabled,” by ensuring that national activities are supporting priorities identified by communities. It also considers the ongoing impact of severe weather events on many of the communities that ROCC is supporting. Further detail on the Year Two Action Plan is provided at Appendix 8.

Methamphetamine harm reduction programme Te Ara Oranga is supported by ROCC

- 79 Te Ara Oranga²⁷ is a multi-agency approach to reduce methamphetamine use and harm. It was launched in Northland in 2017 as a partnership between Northland Police and Northland District Health Board. It was subsequently rolled out to Eastern Bay of Plenty in Murupara and Eastern Bay of Plenty area.

²⁴ For more information on Operation Cobalt, refer to Appendix 7

²⁵ Deportees is a joint TNOC-ROCC activity. TNOC’s focus is on intelligence, case management and systems coordination and ROCC’s priority is on reintegration support for deportees.

²⁶ Consisting of the Criminal Activity Intervention Legislation Act 2023, and the Criminal Proceeds (Recovery) Amendment Act 2023.

²⁷ Te Ara Oranga refers to methamphetamine harm reduction initiatives led by Te Whatu Ora and New Zealand Police. This includes Te Ara Oranga (Northland) and the expansion sites.

80 Police, the health sector, non-government agencies and the wider community all play a critical role in how the programme functions at the coalface in the community. Consequently, the Te Ara Oranga service response to methamphetamine use is holistic, coordinated, and provides better outcomes for all involved.

81 At the central government level, and through ROCC, Te Whatu Ora, Te Aka Whai Ora, and Police, the need for greater oversight, co-ordination, and a clear mandate for delivery of the programme has been identified. This could be achieved through the establishment of a governance group for Te Ara Oranga. Strengthened oversight would support a more structured approach to identifying future locations, deployment of resource, and delivery timeframes. Cross-agency work is underway to explore governance options.

82

Cost-of-living Implications

83 There are minimal cost of living implications from this paper. Indirectly, the support that ROCC provides to communities and specific cohorts may increase their prospect of obtaining and maintaining employment, which may increase their standard of living. The programme will not have other impacts on the cost of everyday expenses.

Financial Implications

84 There are no financial implications resulting from this paper. Funding for expansion of ROCC has been provided through the Budget 2022 Justice Cluster initiative 'Preventing Community Harm from Organised Crime: Cross-Agency Approach'. This paper outlines how key parts of that Budget 2022 decision will be implemented.

Legislative Implications

85 There are no legislative implications arising from this paper.

Impact Analysis

Regulatory Impact Statement

86 As this paper updates Cabinet on an existing work programme, it does not require a Regulatory Impact Assessment.

Climate Implications of Policy Assessment

87 As this paper updates Cabinet on an existing work programme, it does not require a Climate Implications of Policy Assessment.

Population Implications

88 The table below outlines how various population groups are impacted by organised crime in New Zealand. This includes considerations of gang involvement or affiliation, and use of, or addiction to, methamphetamine

Population group	How the proposal may affect this group
Māori	Gang membership, along with the harm it causes, disproportionately affects Māori. Partnerships with iwi, hapū and whānau to co-design these responses and empower their own are essential elements to ensure a successful approach. In a joint report, the Helen Clark Foundation and New Zealand Drug Foundation reported that Māori also use methamphetamine at a higher rate than non-Māori and are criminalised for using at a disproportionately higher rate. They cite the impact of high rates of methamphetamine use among Māori as 'one of the most significant issues facing Māori communities'. ²⁸
Women	While organised crime and gangs have traditionally been seen as the domain of men, women have long been involved in these environments, and can have significant influence within them. There are certain gangs in New Zealand that are beginning to set up female chapters, further increasing the influence women have in the organised crime space. A key symptom of gang and drug harm is family harm, which can be exacerbated by drug use. Women often bear the brunt of such family violence. ROCC is working towards positively impacting women, tamariki and rangatahi who are connected to organised crime and gangs, by addressing issues such as family harm. ROCC is expected to improve women's health outcomes, boost their skills and employment opportunities, connect women with the wider community, and enhance advocacy for women and girls in the ROCC cohorts.
Children and young people	ROCC is working towards positively impacting, tamariki and rangatahi who are connected to organised crime and gangs, by addressing issues such as family harm. ROCC is expected to improve rangatahi health outcomes, boost their skills and employment opportunities, and connect them with the wider community.
Disabled people	Organised crime harms all members of a community, both disabled and non-disabled. According to Statistics New Zealand, results of the 2018 Census show that disabled people are more likely to live in inadequate housing, have lower income, and are more likely to be lonely. Organised criminal groups target on vulnerable people, and as such, may target disabled people to obtain financial gains. Identifying vulnerable cohorts in selected locations will help determine where support is needed. A disproportionate number of people with disabilities are also reported to use amphetamines/meth (NZ health survey 2021/2022).

Human Rights

89 There are no human rights implications arising from this paper.

Use of external Resources

90 As part of Budget 2022 the ROCC programme received approximately \$400,000 to engage an external provider to conduct an outcomes evaluation of the ROCC programme in two regions. This evaluation will provide the basis for understanding the return on investment of existing funding and work. It was determined that an external supplier should be used due to the lack of available specialist capacity within agencies.

²⁸ Yasbek, P., Mercier, K., Dr Elder, H., Dr Crossin, R., Prof. Baker, M. (2022). *Minimising the Harms from Methamphetamine*. The Helen Clark Foundation and New Zealand Drug Foundation, Wellington.

Consultation

- 91 The following agencies have been consulted: Ara Poutama Aotearoa, Department of Prime Minister and Cabinet, Kāinga Ora - Homes and Communities, Oranga Tamariki – Ministry for Children, Ministry of Business, Innovation and Employment, Ministry of Education, Ministry of Housing and Urban Development, Ministry of Justice, Ministry for Pacific Peoples, Ministry of Social Development, New Zealand Police, Social Wellbeing Agency, Te Aka Whai Ora, Te Puni Kōkiri, and Te Whatu Ora – Health New Zealand.

Communications

- 92 [REDACTED]
- This information will be provided in advance to relevant community groups and leaders. The announcement will be synchronised with the September launch of a new public facing website for ROCC and the TNOC Strategy, demonstrating government's end-to-end response to organised crime from 'Border-to-Backyard' (bordertobackyard.govt.nz).

Proactive Release

- 93 This paper will be proactively released within 30 business days of decisions being confirmed by Cabinet, subject to relevant redactions.

Recommendations

The Minister of Police recommends that the Committee:

1. **Note** that the government has a significant work programme underway to respond to the full spectrum of organised crime and address its harms, including the Transnational Organised Crime (TNOC) Strategy and the Resilience to Organised Crime in Communities work programme (ROCC);
2. **Note** that this paper reports back to Cabinet in response to the outstanding items from CAB-20-MIN-0074.01;
3. **Agree** that ROCC's \$32 million from Budget 2022 be dispersed through the ROCC funding model, and that regional plans and commissioning of initiatives be made with support from the local community ROCC funding panel, chaired by the relevant Regional Public Service Commissioner;
4. **Note** that supported by evidence of drug harm, gang harm, deprivation data, and readiness, the new ROCC locations are Northland (cluster), Porirua (targeted), and the West Coast (targeted);
5. **Agree** that agencies immediately start their work to expand to new ROCC locations, and aim to complete the establishment phase in all three new ROCC locations by early 2025;

6. **Agree** that initiatives seeking to build community resilience to organised crime within any ROCC location (current or new) are eligible to apply for funding to be dispersed under the new ROCC funding model;
7. **Endorse** the ROCC monitoring framework which has been developed as a maturity model;
8. **Note** the delivery of ROCC's national Year One Action Plan, and ROCC's national Year Two Action Plan which focuses on enabling ROCC regions;
9. **Note** that Te Ara Oranga was launched in Northland in 2017 as a partnership between Northland Police and Northland DHB, and was subsequently rolled out to Eastern Bay of Plenty in Murupara and Eastern Bay of Plenty area;
10. **Note** that officials are exploring options to strengthen governance for Te Ara Oranga to ensure oversight, coordination, and a clear mandate for the sustained delivery of the work programme;
11. **Invite** the Minister of Police and the Minister of Health to report back to the Cabinet Social Wellbeing Committee in August 2024 on the governance of Te Ara Oranga;
12. **Invite** the Minister of Police to report back to the Cabinet Social Wellbeing Committee in August 2024 on:
 - 12.1. the expansion of ROCC to Northland, Porirua, and West Coast
 - 12.2. the implementation of the new ROCC funding model.

Authorised for lodgement

Hon Ginny Andersen

Minister of Police