



COMMISSION OF INQUIRY INTO POLICE CONDUCT

QUARTERLY REPORT TO 31 DECEMBER 2015

Introduction

In line with Cabinet requirements, this report updates New Zealand Police's progress in implementing recommendations from the 2007 Commission of Inquiry into Police Conduct (COI). Police is responsible for implementing 47 of the COI's 60 recommendations [see Appendix]. To communicate the state of progress, Police-related COI recommendations are categorised according to whether:

1. action has been taken, but is at a fairly early stage of implementation ('actioned');
2. the implementation process is more advanced, with measures in place and their effect being monitored ('implemented'); or
3. solutions are in place and fully embedded, meaning the recommendation can be considered closed from an audit perspective ('complete').

Notable progress this quarter

Completed recommendations

Police has progressed three recommendations to 'complete' in the last quarter. All of these recommendations have had solutions in place for some time, and Police is confident the solutions are enduring.

Recommendation 40 – New Zealand Police should develop standards, policies, and guidelines on inappropriate sexual conduct towards, and the forming of sexual relationships with, members of the public. These should be incorporated into all codes of conduct and relevant policy and training materials. The standards, policies, and guidelines should be developed with the assistance of an external expert in professional ethics and should:

- ***specify actions and types of behaviour of a sexual nature that are inappropriate or unprofessional***
- ***prohibit members of police from entering any relationship of a sexual nature with a person over whom they are in a position of authority or where there is a power differential***
- ***provide guidance to members and their supervisors about how to handle concerns about a possible or developing relationship that may be inappropriate***
- ***emphasise the ethical dimensions of sexual conduct, including the need for police officers to avoid bringing the police into disrepute through their private activities.***

This recommendation was first addressed in 2008, with the launch of a *Professional distance* policy. The policy has since been renewed as *Maintaining Professional Distance*. In addition, at the suggestion of the Office of the Auditor-General (OAG), a specific reference to inappropriate sexual behaviour was incorporated into the Police Code of Conduct (*Our Code*).

Recommendation 50 – New Zealand Police should continue its efforts to increase the numbers of women and those from ethnic minority groups in the police force in order to promote a diverse organisational culture that reflects the community it serves and to enhance the effective and impartial investigation of complaints alleging sexual assault by members of the police or by associates of the police

This is an open-ended requirement, and continual improvements are being made in this area. Police's recruitment team is responsible for ensuring target percentages of women and people from minority ethnic backgrounds feature in new recruit wings. Recruitment profiles are monitored and tracked. Police has re-vamped its recruitment website, www.newcops.co.nz, to attract the target demographics. The reality series *Women in Blue* has been another mechanism to attract women to policing. The series followed the working lives of police women from a diverse range of professions as they combat crime and support victims. The fruits of these and other efforts are shown in New Zealand Police's increasingly diverse staff mix, close to a third of whom (30.6%) are women, including 1,721 female constabulary staff – a 10% increase on 2010 levels [as more fully described in Police's *Annual Report*; see p12 of <http://www.police.govt.nz/sites/default/files/publications/annual-report-summary-2015.pdf>].

Police is confident of continued improvement in recruiting a diverse workforce. While we are tracking upwards, it is at a measured pace, given the size of the workforce and the organisation's low attrition rate. That said, as a measure of Police's progress thus far, it recently achieved the top ranking in the inaugural Superdiversity stocktake [http://www.superdiversity.org/pdf/Superdiversity_Stocktake%20-%20Full%20Document.pdf].

Recommendation 54 – New Zealand Police should ensure that all other relevant policies, procedures, and practices are consistent with the stand-alone policy on the reporting of serious wrongdoing and the approach of “report and be protected”

In contrast to the situation when the COI was reported, Police now has a robust process in place to ensure its internal policies do not conflict. All other relevant policies are referenced in the overarching *Integrity Reporting and Speaking Up* policy by hyperlink, meaning employees can access all relevant information using a single point of access.

Implemented recommendations

Six further recommendations advanced to 'implemented' status during the last three months. Solutions have been put in place, and their effectiveness will be now be monitored over time.

Recommendation 11 – New Zealand Police should strengthen its communication and training practices by developing a system for confirming that officers have read and understood policies and instructions that affect how they carry out their duties and any changes thereto

Since this recommendation was made, access to policies by police officers has changed markedly. Some of the other COI recommendations resulted in policies being reviewed and consolidated, and a process has been implemented to ensure that policies do not conflict. Policies are also on a standardised review cycle. New or significantly changed policies must be communicated using a number of different methods. With access from mobility devices, police can readily source policy information as required.

Police also refreshed its organisational values and Code of Conduct for all staff in 2015. These changes were communicated through multiple channels, including emails directly from the Commissioner. Having these behavioural expectations clearly defined and communicated throughout the organisation has set up the required framework to implement other ethical and performance-based initiatives.

Police considers it essential that officers are able to demonstrate a good knowledge and understanding of *Our Values* and *Our Code*, and that all staff understand the importance of speaking up about inappropriate behaviour. Online, auditable, training modules have been produced, which will be refreshed annually – *Our Code* (rolled out in November 2015) and *Integrity Reporting and Speaking Up* (initial communications rolled out December 2015; training module to be rolled out February 2016). All staff are required to complete these modules and attest to their understanding of the principles.

Recommendation 17 – New Zealand Police should expand the content of its ethics training programme to include identifying and managing conflicts of interest, particularly in respect of complaints involving police officers or police associates

Recommendation 45 – All New Zealand Police districts should implement a nationally consistent ethics training programme that all police officers are required to attend. Police officers should also be required to attend regular refresher courses on ethics

Recommendation 53 – New Zealand Police should ensure that the policy and approach of “report and be protected” are well understood and implemented nationally

Recommendation 55 – The New Zealand Police ethics training programme should aim to foster a culture which encourages reporting of allegations of wrongdoing by police members or police associates and provide support to those who make disclosures, consistent with the “report and be protected” approach

Recommendation 56 – New Zealand Police managers and supervisors should actively communicate to police members the expectation that they will report any allegations of sexual misconduct made against a colleague or a police associate. Police managers and supervisors should encourage and support members to report such allegations.

Five related ethics-based COI recommendations were also progressed over the last quarter.

A combination of initiatives gives the confidence to progress recommendations 17, 45, 53, 55 and 56 from ‘actioned’ to ‘implemented’. In particular, the refresh of *Our Values* and *Our Code* and the introduction of the *Speak Up* initiative are milestones in the journey to further embed a strong ethical dimension within Police culture.

Ethics is a component of all training at the Royal New Zealand Police College (RNZPC). The mandatory *Our Code* training module reinforces the importance of ethical behaviour on an annual basis. The inaugural *Our Code* training module was completed by more than 11,000 employees in its first few weeks. Initial feedback indicates the scenario-based module has prompted healthy conversations about ethics, which was a key aim for this mandated training.

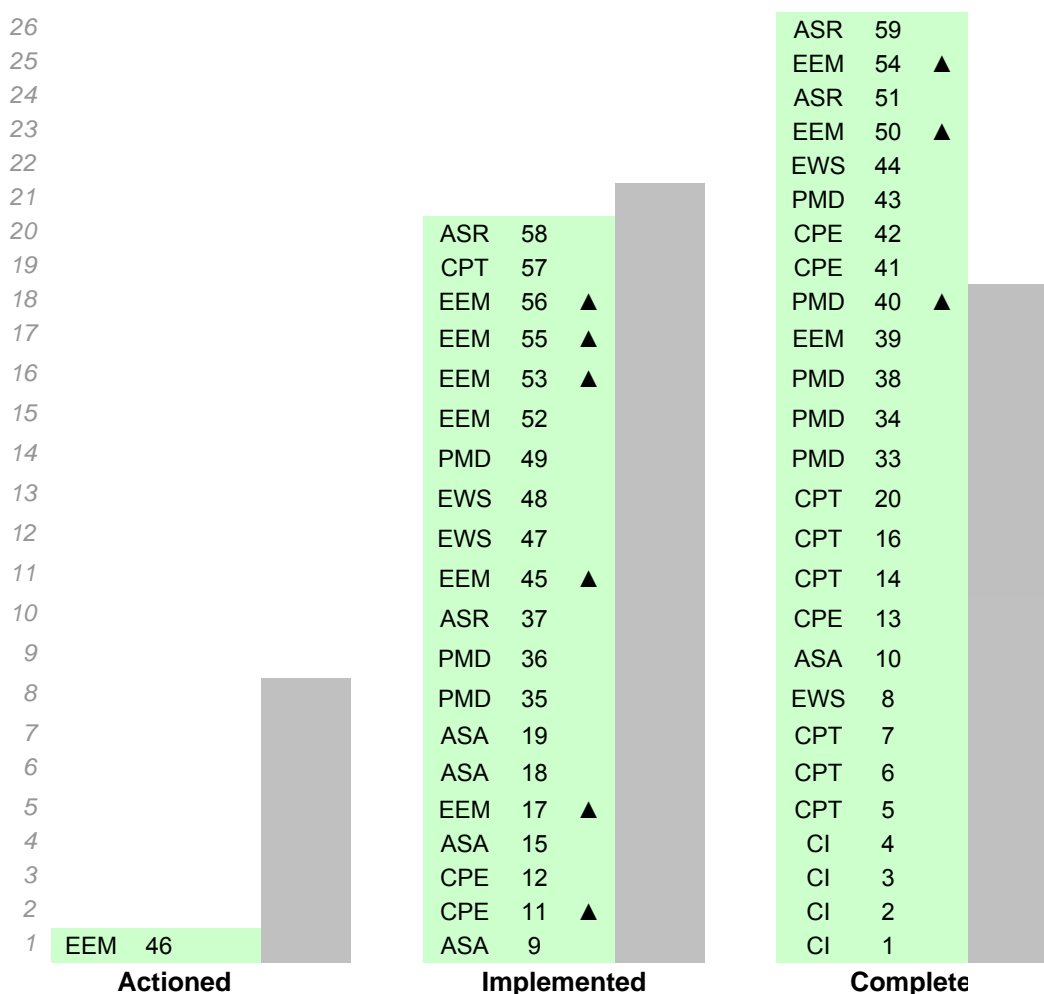
A new initiative, branded as *Speak Up*, was launched in September 2015, and is designed to encourage employees to report or confront any inappropriate workplace behaviour. *Speak Up* addresses the factors that hold back some employees from speaking up about inappropriate behaviour. It includes a helpline and online reporting tool; a *Speak Up* Intranet portal (available from desktop and mobility devices); and policy detailing various levels of support available to those who speak up. A comprehensive communications strategy has ensured delivery throughout the organisation, and an online training module will be launched early in 2016 to reinforce the initiative.

Finally of note, a refresh of the *Managing conflicts of interest* policy was also rolled out this year, and has been supported by presentations by Police Professional Conduct managers in Districts, communication through multiple channels, and through a conflict of interest scenario being included in the *Our Code* training.

Areas of focus for the coming quarter

Over the next three months, Police will continue to reinforce the roll out of the *Speak Up* programme, and will also continue to work to improve processes around the investigation of adult sexual assault (which have been in train for some time).

Police COI Dashboard to 31 December 2015



 Recommendation status as at 31 December 2015

 Recommendation status as at 31 December 2014

Status changes this quarter

▲ Progressed since last report
▼ Relegated since last report

Recommendation workstreams

ASR	Assurance
ASA	Adult Sexual Assault Investigations
CI	Corporate Instruments
CPE	Compliance
CPT	Complaints
EEM	Ethics and Ethnic Minorities
EWS	Early Warning System
PMD	Performance Management and Discipline

Appendix - Commission of Inquiry recommendations for New Zealand Police

No.	COI recommendation wording	Current status
1	New Zealand Police should review and consolidate the numerous policies, instructions, and directives related to investigating complaints of misconduct against police officers, as well as those relating to the investigation of sexual assault allegations.	Complete
2	New Zealand Police should ensure that general instructions are automatically updated when a change is made to an existing policy.	Complete
3	New Zealand Police should develop a set of policy principles regarding what instructions need to be nationally consistent and where regional flexibility should be allowed.	Complete
4	An enhanced policy capability should be developed within the Office of the Commissioner to provide policy analysis on sound data, drawing upon the experience of front-line staff and upon research from New Zealand and beyond.	Complete
5	New Zealand Police should develop an explicit policy to notify the Commissioner of Police when there is a serious complaint made against a Police officer. This policy and its associated procedures should specify who is to notify the police commissioner and within what time frames.	Complete
6	New Zealand Police should ensure that members of the public are able to access with relative ease information on the complaints process and on their rights if they do make a complaint against a member of the police.	Complete
7	New Zealand Police should undertake periodic surveys to determine public awareness of the processes for making a complaint against a member of the police or a police associate.	Complete
8	New Zealand Police should develop its database recording the number of complaints against police officers to allow identification of the exact number of complaints and the exact number of complainants for any one officer	Complete
9	New Zealand Police should review the implementation of the Adult Sexual Assault Investigation Policy to ensure that the training and resources necessary for its effective implementation are available and seek dedicated funding from the Government and Parliament if necessary.	Implemented
10	New Zealand Police should incorporate the Adult Sexual Assault Investigation Policy in the "Sexual Offences" section of the New Zealand Police Manual of Best Practice for consistency and ease of reference.	Complete
11	New Zealand Police should strengthen its communication and training practices by developing a system for confirming officers have read and understood policies and instructions that affect how they carry out their duties and any changes thereto.	Implemented
12	New Zealand Police should strengthen its communication and training practices to ensure the technical competencies of officers are updated in line with the new policies and instructions.	Implemented
13	Bearing in mind the mobility of the workforce, New Zealand Police should conduct a review of what training should be mandatory at a national level and what should be left to the discretion of the districts.	Complete
14	New Zealand Police should ensure that the practice of providing investigating officers with a reminder of the standards for complaint investigation is applied consistently throughout the country.	Complete
15	New Zealand Police should improve the process of communicating with complainants about the investigation of their complaint, particularly if there is a decision not to prosecute. Complainants and their support people should be given realistic expectations at the start of an investigation about when key milestones are likely to be met; the opportunity to comment on the choice of investigator; regular updates on progress, and advance notice if the investigation is likely to be delayed for any reason; assistance in understanding the reasons for any decision not to prosecute.	Implemented
16	New Zealand Police should develop a consistent practice of identifying any independence issues at the outset of an investigation of a complaint involving a police officer or a police associate, to ensure there is a high degree of transparency and consistency.	Complete
17	New Zealand Police should expand the content of its ethics training programme to include identifying and managing conflicts of interest, particularly in respect of complaints involving police officers or police associates.	Implemented
18	New Zealand Police should ensure that training for the Adult Sexual Assault Investigation Policy is fully implemented across the country, so that the skills of officers involved in sexual assault investigations continue to increase and complainants receive a consistent level of service.	Implemented

No.	COI recommendation wording	Current status
19	New Zealand Police should initiate cooperative action with the relevant Government agencies to seek more consistent Government funding for the support groups involved in assisting the investigation of sexual assault complaints by assisting and supporting complainants.	Implemented
20	In relation to investigations of sexual assault complaints against police officers or police associates, New Zealand Police should have in place systems that: - verify that actual police practices in investigating complaints comply with the relevant standards and procedures - ensure the consistency of practice across the country, for instance in the supervision of smaller and rural stations - identify the required remedial action where practice fails to comply with relevant standards - monitor police officers; knowledge and understanding of the relevant standards and procedures.	Complete
33	Those provisions of the Police Regulations 1992 that establish the disciplinary tribunal system be revoked as soon as possible to enable a more efficient system to come in force.	Complete
34	New Zealand Police should implement a best practice State sector disciplinary system based on a code of conduct in keeping with principles of fairness and natural justice as part of the employment relationship.	Complete
35	The new disciplinary process should allow independent investigation of alleged misconduct where necessary or appropriate (in accordance with section 5A and 12 of the Police Act 1958) but should not include the use of a formal disciplinary tribunal.	Implemented
36	New Zealand Police should ensure that the human resource and professional standards functions are fully integrated in all aspects of their operations and systems.	Implemented
37	The Commissioner of Police should invite the State Services Commission to review the police approach to performance management and discipline to ensure their systems and processes are adequate, standardised, and managed to a standard that is consistent with best practice in the public sector	Implemented
38	A code of conduct for sworn police staff should be implemented as a matter of urgency. Subsequently, the existing code of conduct for non-sworn staff should be brought in line with the new code for sworn members.	Complete
39	New Zealand Police should amend its Sexual Harassment Policy to include a requirement that any mediated resolution of a complaint of sexual harassment be finalised in writing and signed by both parties.	Complete
40	New Zealand Police should develop standards, policies, and guidelines on appropriate sexual conduct towards, and the forming of sexual relationships with, members of the public. These should be incorporated into all codes of conduct and relevant policy and training materials. The standards, policies, and guidelines should be developed with the assistance of an external expert in professional ethics and should; <ul style="list-style-type: none"> • specify actions and types of behaviour of a sexual nature that are inappropriate or unprofessional; • prohibit members of police from entering any relationship of a sexual nature with a person over whom they are in a position of authority or where there is a power differential; • provide guidance to members and their supervisors about how to handle concerns about a possible or developing relationship that may be inappropriate; • emphasise the ethical dimensions of sexual conduct, including the need for police officers to avoid bringing the police into disrepute through their private activities. 	Complete
41	Directions given by New Zealand Police management on what constitutes inappropriate use of police email and the Internet should not allow for any individual interpretation of appropriateness by police officers.	Complete
42	New Zealand Police should introduce a requirement that all staff sign a document to confirm that they have read and understood the acceptable use policies for the Internet and email. These requirements should be fully explained to all recruits during their training	Complete
43	All police officers should be required to acknowledge that they have read and understood any changes to police computer use policies. These requirements should also be fully explained to all recruits during their training.	Complete
44	New Zealand Police managers should receive regular reports on the use of the Internet by their staff. This reporting requirement should be built into the early warning system that the police are developing (see recommendations R47, R48).	Complete
45	All New Zealand Police districts should implement a nationally consistent ethics training programme that all police officers are required to attend. Police officers should also be required to attend regular refresher courses on ethics.	Implemented

No.	COI recommendation wording	Current status
46	New Zealand Police should ensure that the establishment of ethics committees is mandatory for all police districts. There should be a national set of guidelines to guide police districts on the purpose, operation, and membership of their ethics committees.	Actioned
47	New Zealand Police should implement a nationally mandated early warning system in order to identify staff demonstrating behaviour that does not meet acceptable standards and ensure such behaviour does not continue or escalate.	Implemented
48	The early warning system should ensure that all relevant information, sufficient to give a complete picture of an officer's full record of service, is captured in a single database, and is accessible to police managers and supervisors when making appointments and monitoring performance, as well as to complaint investigators when appropriate.	Implemented
49	New Zealand Police should review its approach to performance management, including the training provided to supervisors and managers, the performance appraisal process and documentation, and the methods in place to ensure that the follow-up identified in the performance improvement plans actually occurs.	Implemented
50	New Zealand Police should continue its efforts to increase the numbers of women and those from ethnic minority groups in the police force in order to promote a diverse organisational culture that reflects the community it serves and to enhance the effective and impartial investigation of complaints alleging sexual assault by members of the police or by associates of the police.	Complete
51	The Commissioner of Police should invite the State Services Commissioner to carry out an independent annual health of the organisation audit of the police culture (in particular, whether the organisation provides a safe environment for female staff and staff from minority groups). The need for the audit should be reviewed after 10 years.	Complete
52	New Zealand Police should review its current policies, procedures, and practices on internal disclosure of wrongdoing, and actively promote a single stand-alone policy for all disclosures, including (but not limited to) those made under the Protected Disclosure Act 2000. The policy should ensure that proper inquiry is always made where information received indicates that a police member or associate may have committed a sexual offence.	Implemented
53	New Zealand Police should ensure that the policy and the approach of report and be protected are well understood and implemented nationally.	Implemented
54	New Zealand Police should ensure that all other relevant policies, procedures, and practices are consistent with the stand-alone policy on the reporting of serious wrongdoing and the approach of report and be protected.	Complete
55	The New Zealand Police ethics training programme should aim to foster a culture which encourages reporting of allegations of wrongdoing by police members or police associates and provide support to those who make disclosures, consistent with the 'report and be protected' approach.	Implemented
56	New Zealand Police managers and supervisors should actively communicate to police members the expectation that they will report any allegations of sexual misconduct made against a colleague or a police associate. Police managers and supervisors should encourage and support members to report such allegations.	Implemented
57	Each police district should establish groups of community representatives, chaired by recognised community leaders, which meet regularly to provide comment and feedback on police service delivery and policing issues throughout the district. Relevant information obtained from the feedback from the community should be incorporated into the police early warning system (see Recommendations 47 & 48).	Implemented
58	New Zealand Police should rationalise the projects and initiatives currently in train (including those started in response to this Commission of Inquiry into Police Conduct, and the review of the Police Act 1958) and any further projects arising out of the Government's response to this report, to ensure that overlaps between projects are addressed, interdependencies are identified, priorities are assigned, and adequate resources are made available to do the work. New Zealand Police should address these issues in its annual statement of intent, and consult with the Minister of Police in respect of the priority to be given to projects.	Implemented
59	New Zealand Police should consult with and involve the State Services Commission and other public sector agencies, where appropriate, to ensure that the projects and initiatives of the type described in recommendation R58 take account of best practice in the public sector. The Government should take steps to remove any statutory impediment to such consultation and involvement.	Complete