

Fleeing Driver Action Plan – Quarterly Report (December 2019)

Recommendation	Scope of action	Progress to date	Next phase
<p>Recommendation One Police will review the Police Professional Driver Programme (PPDP), including current driver classification systems, to identify opportunities for improving staff understanding and application of TENR during fleeing driver events.</p> <p>High Level Action Review PPDP to ensure it is fit for purpose for enabling staff to effectively manage fleeing driver events.</p> <p>Indicative Timeframe October 2020</p>	1.1 Review TENR and fleeing driver components of recruit driver training, specifically whether it adequately addresses decision-making under pressure, communication requirements and protocols, reporting requirements.	<p>The Fleeing Driver component of Recruit Driver Training (RDT) has been reviewed. This includes the Threat – Exposure – Necessity – Response (TENR) risk assessment component which is common across all recruit training.</p> <p>Training enhancements have been identified and an implementation plan developed. Delivery of the updated programme began at the beginning of December. Refer recommendation 2.1 for further details.</p> <p>Consultation has been completed on a proposed tool to assist staff make sound TENR risk assessments and decisions in fleeing driver events.</p>	<p>The risk assessment and decision making tool (Fleeing Driver Tactical Options Framework (TOF)) will be presented to the Business Owner and Steering Group for consideration in December.</p> <p>Once approved, the Fleeing Driver TOF will be incorporated into recruit driver training.</p> <p>A scenario library will be developed, providing additional content for RDT and PPDP training.</p>
	1.2 Review TENR component of PPDP reassessment programme.	<p>The TENR component of the Police Professional Driving Programme (PPDP) has been reviewed.</p> <p>Proposed changes to strengthen PPDP training and assessments have been agreed in principle by Royal New Zealand Police College (RNZPC) Managers and Practice Leaders.</p> <p>Steering Group endorsed a recommendation that Police will more robustly assess the TENR risk assessment and decision making component of this training through both e-learning (theory) and on-road (practical) assessments. This training will include also cover planning and pursuit commentary.</p>	<p>Develop PPDP training content and assessment matrix.</p> <p>Develop a process for remedial training and reassessment for drivers who fail the assessment but whose role requires them to hold a Gold driver classification.</p> <p>Review and amend the associated policy to reflect these changes.</p> <p>Once approved, the Fleeing Driver TOF will be incorporated into the PPDP.</p>
	1.3 Review PPDP silver/gold driver classification and whether it is fit-for-purpose for enabling staff to safely and effectively pursue fleeing drivers.	<p>The PPDP silver/gold classifications of the PPDP have been reviewed.</p> <p>A person with a Silver driver classification may undertake urgent duty driving, and may engage in a pursuit if supervised by a person holding a Gold driving classification. A person holding a Gold driver classification may engage in pursuits.</p> <p>Steering Group endorsed a recommendation that Police drivers will be required to demonstrate their ability to make sound decisions, before and throughout a Fleeing Driver event, and pass both the theoretical and practical aspects of PPDP, to achieve a Gold driver classification.</p>	

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<p>Recommendation Two Police will improve the skills, knowledge and experience of all staff involved in fleeing driver events, through different learning channels, to enable robust decision-making and support the effective management of events.</p> <p>High Level Action Enhance the quality and quantity of training to improve staff management of Fleeing driver events.</p> <p>Indicative Timeframe October 2020</p>	<p>2.1 Provide more extensive fleeing driver event training with a specific focus on: risk assessment and decision-making, pursuit commentary and radio discipline, TDD use, and inquiry phase.</p>	<p>An assessment of current fleeing driver event training has been completed.</p> <p>Recruit driver training has been enhanced and now incorporates;</p> <ul style="list-style-type: none"> 1 x 2 hour Fleeing Driver lesson. This includes Tyre Deflation Device (TDD) and Urgent Duty Driving (UDD) policy and is delivered in a student led model by the Initial Training Instructors. Student workbooks have been updated to include fleeing driver, TDD and UDD scenarios, as well as policy questions. 1 x 3 hour Fleeing Driver revision lesson. This includes one hour of practical learning with TDDs delivered by the Driver Trainers. Workbook material and fleeing driver scenarios require a full written TENR when considering whether to engage in a fleeing driver event. Fleeing Driver Socratic quiz to test policy knowledge and whether recruits are utilising the Student Led Model of learning. Fleeing Driver practical. Every recruit will complete a fleeing driver practical scenario in the operational environment at road speed. They are provided with job details and must provide a TENR risk assessment before initiating a pursuit and then again when the scenario ends or is the pursuit is abandoned. This also addresses pursuit commentary and radio protocol. Ten Fleeing Driver / TDD / UDD questions have been written for inclusion in the recruit exam matrix. 	<p>Behaviour change outcomes and the tools to measure those are part of the discussion with the Training Evaluation Team at RNZPC. This is occurring as part of the process while we develop and finalise the training prior to implementation.</p> <p>The Fleeing Driver TOF will provide an additional tool for staff to use in relation to TENR risk assessments and decision making. Once approved, this will be incorporated into training material and assessments.</p> <p>TDD use is addressed under recommendations 2.7 and 2.8.</p> <p>The inquiry phase will be addressed with policy adjustments (refer recommendation 3) and embedded through training when the adjusted policy is launched.</p>
	<p>2.2 Explore the relative delivery effectiveness and efficiency of different learning channels – for example, refresher training, line-ups, debriefs, review of footage from Air Support Unit. Increase the use of scenario-based training.</p>	<p>Multiple learning channels are being used to engage with, and deliver training to staff as detailed below. The content in all fleeing driver training is being reviewed and updated.</p> <ul style="list-style-type: none"> Recruit Driver Training – changes as per recommendation 1.1 and 2.1 Police Professional Driver Programme (PPDP) - proposed changes as per recommendation 1.2 Initial meeting with the Teaching and Learning Advisors to discuss refreshed PPDP E-learning and line-up packages. Scenario development – as per recommendation 2.3 Developing a specific Fleeing Driver debrief resource, inclusive of appropriate messaging to support a mind-set shift. <p>A legal opinion has been obtained in relation to the use of Air Support Unit (ASU) and Traffic Operations Centre (TOC) footage for training.</p>	<p>The Fleeing Driver TOF will impact across all learning delivery channels and will be incorporated once approved.</p> <p>Progress development of the PPDP E-learning and line-up packages.</p> <p>Obtain footage from TOC and consider whether there is value in incorporating this into training, and if so, how this can be used effectively to support learning.</p>

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	2.3 Develop TENR training scenarios, including Comms Centre scenario and roles for frontline staff.	<p>A Scenario Committee has been established to identify and develop fleeing driver scenarios to support staff learning.</p> <p>Training will focus on working through TENR risk assessments at each stage of the scenario. Model responses that align with legislation, the adjusted Fleeing Driver policy and best practice lessons learned will be developed.</p>	<p>The Scenario Committee is scheduled to meet again in December.</p> <p>Ten correctly formatted scenarios will be completed by the end of December 2019. These scenarios will thread across all learning channels to ensure a consistent message.</p>
	2.4 Investigate the feasibility of introducing simulator training.	<p>Police have observed and assessed the FAAC simulator used by other law enforcement jurisdictions in various training environments, inclusive of both recruit training and in-service training. Two additional simulators have been viewed at the IACP Conference in the United States.</p> <p>Initial discussions have been had with three New Zealand companies who have said they can provide screen simulator training for law enforcement urgent duty driving and pursuit events.</p> <p>An assessment of available Virtual Reality (VR) technology has also been undertaken.</p>	Continue to explore both screen simulator and VR options available in New Zealand.
	2.5 Investigate opportunities for Comms and frontline staff to get on-the-job experience of the other's role.	<p>The draft framework for delivering fleeing driver event training across the Communications Centres (refer recommendation 2.6) includes a proposal that Dispatcher training incorporates a 'ride-along' with frontline units as part of the initial course, and then again within 3-6 months post training.</p> <p>Aerial Support Unit (ASU) and Comms Shift Commanders have created informal ride-along opportunities. There is potential to formalise this as part of the proposed training framework.</p> <p>Options for frontline staff to get Comms experience have been discussed. This is already happening on an informal basis in Auckland, Wellington and Christchurch.</p>	<p>As per recommendation 2.6 below.</p> <p>Consideration will be given as to whether there is value in incorporating on-the-job experience in Police Communications into the recruit training programme.</p>
	2.6 Enhance Comms training and frequency for dispatchers and pursuit controllers to improve understanding of frontline roles, responsibilities and decision-making during events.	<p>A review of training provided to Dispatchers, Team Leaders and Shift Commanders in relation to fleeing drivers has been completed.</p> <p>There is an opportunity to strengthen training for each of these roles, refresh training content and provide clear messaging for delivery across all three Centres.</p> <p>A draft framework for training has been developed, inclusive of mandated refresher training.</p>	<p>Present the proposed framework to the Police Communications National Management Group (NMG) for consideration.</p> <p>Once the framework has been approved, review and update existing training content, develop new content as required. Develop an implementation plan.</p> <p>Identify how to incorporate completed training into existing employee training records.</p>

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	2.7. Strengthen TDD training, and identify opportunities for ensuring staff are confident and competent in using the devices.	<p>A review of the current state of TDD training has been completed.</p> <p>Updated TDD training is being delivered as part of recruit driver training detailed in recommendation 2.1.</p> <p>The use of TDDs as a tactical option is incorporated into the proposed changes to PPDP training and assessment.</p>	TDD training is incorporated into the updated PPDP training being progressed under recommendation one.
	2.8. Develop best practice for use of TDDs, drawing on international practice and experience.	A Pursuit Management Technologies briefing paper has been completed. This paper explores TDD use in international jurisdictions, as well as alternative technology available (refer recommendation 7.4).	<p>The Pursuit Management Technologies paper will be presented to Steering Group for consideration in December.</p> <p>A review of the TDD policy will be undertaken in the first quarter of 2020, taking into account interdependencies with other recommendations.</p>
<p>Recommendation Three Police will review the policy against the findings of the Review and make any necessary adjustments to the fleeing driver policy and standard operating procedures to ensure that they remain fit-for-purpose, and support the effective management of fleeing driver events.</p> <p>High Level Action Ensure the policy is fit for purpose in light of the Review findings</p> <p>Indicative Timeframe July 2019</p>	3.1. Create a new pursuit warning given by the dispatcher at the commencement of a fleeing driver event, based on the TENR risk assessment framework, with specific standardised questions which address threat and the necessity to pursue.	<p>The Policy Working Group decided it was best to require the pursuing officer carry out their TENR assessment and provide a summary of this to Police Communications, rather than Police Communications asking standardized, specific questions. This was for brevity, but also to support the required mindset shift for pursuing officers to consider TENR from before signaling a driver to stop through to engaging in a previously abandoned pursuit.</p> <p>The pursuit warning has been amended, with the proposed warning including an acknowledgement of the TENR risk assessment, confirmation that Comms has command of the event and reinforcement that safety is paramount.</p>	<p>An external contractor has been engaged to facilitate District consultation workshops in relation to the proposed policy adjustments.</p> <p>Workshops commenced in November and are scheduled to run through until 10 December, covering all 12 Districts.</p> <p>Consultation has also been undertaken with external stakeholders including the Office of the Children's Commissioner, the IPCA, Police Association and Police Guild.</p> <p>Feedback is being considered and will be incorporated into the policy as appropriate.</p>
	3.2. Assess the proposal to empower dispatchers to direct abandonment of a fleeing driver event up until the point at which the Pursuit Controller takes command of the event.	<p>This proposal was assessed. It was decided that a Dispatcher should be able to abandon a pursuit, but only in the circumstance where a TENR assessment had not been supplied.</p> <p>This proposed adjustment has been incorporated into the draft policy.</p>	<p>The proposed adjusted policy and associated report will be presented to Steering Group in December for consideration and approval and/or escalation.</p> <p>A training package will be developed to support the relaunch of the policy.</p>
	3.3. Specify that a one-person unit should be replaced by a two-person unit as soon as practical to facilitate sharing of the mental task (driving and communication).	This proposed adjustment has been incorporated into the draft policy.	Due to the interdependencies across the Action Plan, further policy adjustments may be incorporated as other work is completed.

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	3.4. Confirm that District Command Centres have no command over fleeing driver events.	This proposed adjustment has been incorporated into the draft policy.	
	3.5. Require the person abandoning a fleeing driver event to broadcast to all units their reason for abandonment.	This proposed adjustment has been incorporated into the draft policy.	
Recommendation Four Police will investigate allowing units to undertake a non-compliant vehicle stop on offending vehicles that have been successfully spiked and are travelling at low speeds, to mitigate risks and improve the safe resolution of fleeing driver events. High Level Action Investigate the introduction of limited non-compliant vehicle stops. Indicative Timeframe July 2019	4.1. Undertake a review of international current practice for non-compliant vehicle stops for fleeing vehicles with deflated tyre(s).	The review has been completed, and has been used to inform the development of the discussion document.	Complete. No further action required.
	4.2. Assess the feasibility of introducing this option, including the costs, benefits, risks and training implications.	<p>This piece of work has significant resource, training, policy and health and safety implications.</p> <p>A draft discussion document has been completed and was distributed to working group members in November. Initial feedback has been received. Additional feedback is being sought from key stakeholders before sending out for peer review.</p> <p>An options paper has been drafted and is currently undergoing peer review. This will be sent to the working group for further consultation.</p> <p>Once approved by the Steering Group, consultation with external stakeholders, including the IPCA and the Police Association, will be undertaken.</p>	It is anticipated the final recommendations report will be presented back to Steering Group in February 2020.

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<p>Recommendation Five Police will strengthen the accountability mechanisms of fleeing driver events, including improvements to post-event follow up, district review, and national oversight processes.</p> <p>High Level Action Strengthen oversight of fleeing driver events.</p> <p>Improve post-event accountability processes.</p> <p>Indicative Timeframe October 2020</p>	5.1. Create a new CARD/NIA event code for a fleeing driver event.	The use of the existing 'PURSUIT' event code in the Computer Aided Response and Dispatch (CARD) system has been endorsed.	An update to the National Intelligence Application (NIA) will be implemented in the first quarter of 2020. This will enable the creation of an investigation file from the 'PURSUIT' code.
	5.2. Introduce a requirement for officers to result the event as reported (K6) or arrest (K9), record the event in NIA and complete follow-up inquiries if appropriate.	<p>This requirement is contained in the proposed adjusted Fleeing Driver policy.</p> <p>The Responder application available to Police personnel via their mobility devices has been upgraded to limit the ability to recode 'Failing To Stop' as a '1U' (traffic violation). This upgrade also gives effect to these events only being able to be resulted with a K6 (reported) or a K9 (arrest), rather a K1 (no further police action required).</p>	<p>Proposed adjustments to policy will be considered by Steering Group in December.</p> <p>The NIA update (recommendation 5.1) means fleeing driver events will transfer across to NIA from CARD, creating an investigation file which will require follow-up. Minimum standards of investigation will be developed.</p>
	5.3 Review the current fleeing driver notification form to ensure it remains fit-for-purpose. Enable the recording of additional event characteristics in the event notification, such as passenger details, the number of TDDs deployed (and their effectiveness), and the NIA file number.	<p>An initial review of the current fleeing driver notification form has been completed.</p> <p>As a result, the existing Lotus Notes form has been modified to improve reporting.</p> <ul style="list-style-type: none"> Reference to 'Search Phase' has been removed (consistent with current policy, reinforcing the mind-set shift required). Questions around deaths and injuries have been reworded to improve clarity. 	<p>Consideration will be given to linking;</p> <ul style="list-style-type: none"> - Fleeing driver notifications - Traffic crash reports - Use of force reports - Health and Safety reporting - Summary of facts from the prosecution file - Police Communication audio (recommendation 5.6) - ASU footage (where available) <p>Objectives are to improve consistency of reporting, make it easier to complete the required documentation and provide District Reviewers with a single point of reference.</p>
	5.4. Assess the benefits of transferring the fleeing driver policy to Response and Operations group, to ensure alignment and consistency with the tactical options accountability framework.	A draft paper has been completed and is currently being peer reviewed.	The draft paper will be presented to the Business Owner and Steering Group for consideration in December. It is anticipated the final document will be tabled in January 2020 for Steering Group to approve and/or escalate as required.
	5.5. Assess the benefits of incorporating the fleeing driver notification form into the tactical options reporting database.	<p>Proposed migration of Fleeing Driver notifications into Business Process Manager (BPM).</p> <p>The objective is to move the Lotus Notes Fleeing Drivers forms to an alternative platform which will include all Tactical Option Reporting events.</p>	<p>The Fleeing Drivers work will commence in June/July 2020 or possibly later as other TOR Forms have been flagged as having higher priority.</p> <p>Refer also to recommendation 5.3.</p>

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	5.6. Assess the feasibility of introducing the ability for District Reviewers to review the Comms audio recording as part of their review process.	This proposed adjustment has been incorporated into the draft policy (refer recommendation three).	The technological aspect of linking the Comms audio recording to the fleeing driver event, and enabling District Reviewers to access and review this in an efficient manner will be explored as part of recommendations 5.3 and 5.5.
	5.7. Establish a mechanism for national oversight of fleeing driver events.	<p>Two alternative options are being explored.</p> <ol style="list-style-type: none"> 1. Combine the existing District Professional Driving Panels with the existing Professional Conduct Categorisation Committees. Professional Conduct decisions are already moderated nationally, however this would require the inclusion of road policing subject matter experts. 2. A draft paper has been prepared recommending the establishment of a national driving panel to review Police crashes, excess speed and fleeing driver events. 	To be discussed with the Business Owner in December.
<p>Recommendation Six Police will review the Air Support Unit's (Eagle) involvement in the management of fleeing driver events, and clarify the role that they play if necessary.</p> <p>High Level Action Review the role of Air Support Unit during fleeing driver events.</p> <p>Indicative Timeframe July 2019</p>	6.1. Review the current role of Air Support Unit in the command and control structure.	<p>The current role of the Air Support Unit (ASU) in relation to command and control of a fleeing driver event has been reviewed.</p> <p>Consideration was given to what opportunity there was for the role of the ASU to be formally extended.</p> <p>A discussion document was prepared and disseminated for consultation.</p> <p>An options paper was developed and presented to seek an in-principle agreement to an option which would provide guidance in the post-abandonment phase of fleeing driver events, where ASU is present.</p> <p>Steering Group confirmed that ASU should not hold any command or control powers. Steering Group also agreed in principle to Option B - with the introduction of an authorised covert observation phase.</p>	Adjustments to the ASU section of the policy are being consulted on as part of the wider District consultation process (refer recommendation 3).
	6.2. Identify opportunities where the role of the Air Support Unit could be formally extended – for example, empowering authorised follows.	This proposed adjustment has been incorporated into the draft policy-	

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<p>Recommendation Seven Police will explore ways of improving Communication Centre's access to real-time information, including through the potential adoption of new technology, and in partnership with our sector partners.</p> <p>High Level Action Identify and explore opportunities to use technology to enhance the management of fleeing driver events.</p> <p>Indicative Timeframe October 2020</p>	7.1. Identify opportunities to livestream external CCTV footage into Comms Centres.	Footage from the Air Support Unit is now live streamed into Police Communications, District Command Centres and the National Command and Coordination Centre. This footage is not integrated into the CARD map but is accessible from a standalone computer.	Explore the option of integrating CCTV feeds directly into CARD. Implementation of a basic proof of concept is planned for the first quarter of 2020.
	7.2. Explore the option of upgrading the down-link technology on the Air Support Unit to reduce current delays in video signals to Comms Centre.	The down-link technology has been upgraded and is operational. Real-time video footage is being downloaded from ASU to Police Communications, District Command Centres and the National Command and Coordination Centre.	Complete. No further action required.
	7.3. Investigate the use of location technology for National Communications incident resource deployment and management during events.	<p>Location technology is currently used in the Deployment & Safety (DAS) application. This provides location details for officers, with the data originating from Police iPhones. This information is visible to District Command Centres and Police Communications via a separate map rather than being integrated into CARD.</p> <p>Police Mobility are currently trialling Situational Awareness Mapping (SAM). This complements DAS by providing location information of surrounding officers on their iPhones, as well as displaying this information in Police Communications.</p> <p>At present there is no vehicle tracking capability. Fleet have recently commenced the deployment of 'telematics', which is a method of monitoring a vehicle by combining a GPS system with on-board diagnostics. At this stage, it is only being used to automate the uploading of odometer information.</p>	<p>It is anticipated that SAM will be rolled out nationally in March 2020.</p> <p>Fleet are undertaking a trial of telematics, with information being stored and displayed on non-Police infrastructure. Consideration will need to be given to integrating into Police infrastructure and security certification prior to any decision to put into national production.</p>

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	7.4. Investigate the availability of additional technology that could help strengthen the management of fleeing driver events (e.g. dash cameras)	<p>Augmented Reality Mapping Three augmented reality mapping systems have been procured for the Air Support Unit based in Auckland. Two out of three systems have been installed into ASU helicopters and are operational. The third system has cannot be installed until a 'Third Flight Officer' (TFO) station is built and delivered by an overseas provider.</p> <p>Remote controlled tyre deflation devices The Stage 1 Business Case was presented and noted at the FDAP Steering Group in November.</p> <p>New pursuit management technology The Pursuit Management Technologies briefing paper addressed the following points:</p> <ul style="list-style-type: none"> a) Provided an update on the Request for Information (RFI) submitted in January 2019. b) Provided a high level overview of the technologies used by other jurisdictions to manage fleeing driver events. c) Provided insight into technologies currently being used by NZ Police in the operational environment, which could be used to strengthen the management of fleeing driver events. 	<p>The third augmented reality mapping system to be installed. The procurement and delivery of the TFO station is being managed by a separate project team. Delivery timeframes are currently unknown.</p> <p>The Stage 1 Business Case will be presented at the National Road Policing Centre Business Capability Steering Group in December, seeking approval to proceed to the tender stage.</p> <p>The Pursuit Management Technologies paper will be presented to Steering Group for consideration in December. Work will be undertaken to further investigate feasible technological options as directed.</p>
<p>Recommendation Eight Police will commission further research and analysis of fleeing drivers to improve our understanding of drivers' motivations for fleeing, including a focus on young people and alcohol/drug impaired drivers.</p> <p>High Level Action Improve understanding of fleeing driver offenders.</p> <p>Indicative Timeframe October 2020</p>	8.1. Commission research provider to undertake research/behavioural insights work, looking at the behaviours/motivations of specific cohorts of fleeing drivers – including young people, and those with drug, alcohol and/or mental health issues.	1. Research Question: What can the literature on young people's perception of Police, and their general driving behaviour tell us about their likely motivations to flee Police?	Completed. Report provided to the Minister's office, the IPCA and publically released in October.
		2. Research Question: What role does media (both traditional and social) play in public perceptions of fleeing driver events, particularly for at-risk offenders, but also for the general public?	The second tranche of research (question six) has been completed. The research report has been disseminated for peer review and will be finalised in January 2020.
		3. Research Question: Why do people say they flee Police?	The Evidence Based Policing Centre (EBPC) is seeking to engage an external research contractor to complete questions two and three.
		4. Research Question: What is the relationship between drivers' offending and their likelihood of fleeing Police?	The National Prevention Centre commissioned an external research company to specifically examine the youth experience of fleeing driver events. Rangatahi who had participated in a fleeing driver event provided their experiences and perceptions of these events to develop a collective understanding of why they get into cars, why they choose not to stop for Police and what happens after the event has ended.
		5. Research Question: What are the most effective mechanisms for interventions to reduce fleeing driver events?	
	8.2. Improve the use of post-event interviews with fleeing drivers.	6. Research Question: How can the information from post-event interviews of fleeing drivers be better used by Police?	Once the research findings have been presented to Police and the rangitahi involved, the next step is to work collectively to develop solutions to determine how to best address the underlying motivations for this behaviour to achieve a reduction in the number of fleeing driver events, deaths and injuries.