

BRIEFING FOR THE MINISTER OF POLICE			
Priority	<input type="checkbox"/> Urgent <input type="checkbox"/> Time-Sensitive <input checked="" type="checkbox"/> Routine		
Title	Resilience to Organised Crime in Communities – Update		
Date	12 August 2020	Ref	BR/20/84

Executive Summary

- 1 A serious focus on combatting organised crime is part of the Coalition Agreement, and a priority for the Government. There is a significant, cross-government work programme underway to respond to the full spectrum of organised crime, including addressing the harm it causes [CAB-20-Min-0074.01 refers].
- 2 The Social Wellbeing Committee Organised Crime (SWC OC) work programme is a key part of that approach, and contributes to Government's overarching focus on improving the wellbeing of New Zealanders and their families. In particular, it reflects the Government's goal to provide support for healthier, safer and more connected communities by building community resilience to harm,¹ reducing victimisation, and addressing the drivers of organised crime.

Combining social and economic intervention with enforcement

- 3 The SWC OC work programme employs an innovative approach to combatting organised crime by combining social and economic intervention with targeted enforcement action. This paper reports back on the SWC OC work programme, and updates you on work underway in Hawke's Bay and Tairāwhiti to build community resilience to organised crime, and address the harms from methamphetamine.
- 4 A total of \$6.4 million from the Provincial Growth Fund has been invested to support individuals and whānau in the regions suffering harm from methamphetamine. Initiatives will be up and running within the next two months. This funding will support communities to provide whānau planning, advocacy, and navigation; increase local counselling capability; provide community-based hubs to increase access to services; and combine treatment with training and skills to help people into employment.

¹ Resilience 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.

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- 5 This investment is coupled with strong local governance and locally-led action, together with community awareness and mobilisation against the clear harms in the community.
- 6 These social and economic interventions are supported by Police enforcement action in Hawke's Bay and Tairāwhiti, responding to heightened criminal activity by local gangs. This action sits alongside Police operations across the country to target and disrupt organised criminal offending that harms our communities.

There are opportunities to enhance and embed this approach

- 7 The approach continues to evolve, and builds on learning through Operation Notus in Kawerau, Bay of Plenty, the Te Ara Oranga model in Northland, and subsequent operations. A key factor for success is engaging early with partners, iwi and communities, with a focus on building relationships and resilience prior to enforcement action, and maintaining support and engagement following enforcement action.
- 8 There are clear opportunities for further improvement. Strengthening the use of data and information from agencies and communities will provide a rich source of information to support investment decisions and assist with the coordination and integration of social and enforcement responses.
- 9 Progress is also being made on refreshing the Gang Intelligence Centre (GIC) to focus on the identification of possible preventative and socially focused opportunities and areas for action, to reduce harm and increase community resilience to gangs and organised crime. The Deputy Chief Executive (DCEs) group governing the SWC OC work programme will provide strategic oversight of the refresh of the GIC.
- 10 The Proceeds of Crime Fund (PoCF) has enabled the establishment of a new dedicated team hosted by Police to drive Government's organised crime work programme. Recruitment is currently underway. The four PoCF funded roles will support programme governance and national reporting; drive activity across the Transnational Organised Crime (TNOC) action plan; and support work with local partners to develop local responses to build resilience to organised crime. Police is also establishing a fixed term manager role from baseline funding to provide leadership across the work programme.
- 11 A monitoring framework and intervention logic model are under development, and will provide a framework to measure the impact of local action, and support the spread of the approach to other regions. While the monitoring framework focuses on the delivery of the SWC OC work programme, it will also align with and leverage the all-of-government recovery frameworks being developed in response to pandemic. The intervention logic model provides a further, specific tool to support the SWC OC work programme.
- 12 The SWC OC work programme is working to align with, and leverage existing related cross-agency work programmes, such as work led by the Ministries of Education, and Social Development, Te Puni Kōkiri, and Ara Poutama Aotearoa. The goal continues to be to ensure the approach complements and enhances other work rather than being an isolated response.

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- 13 The approach is designed to be adaptable and reflect the needs of each community. Early work has commenced in Bay of Plenty, supported by existing and planned investment in the region. This will have a strong focus on Rotorua and Ōpōtiki.

Aligning with the all-of-government COVID-19 recovery

- 14 The ongoing effects of the pandemic risk compounding the harms and drivers of organised crime in our most vulnerable communities.
- 15 The COVID-19 Response and Recovery Fund (CRRF) delivers significant investment in infrastructure, support services, and employment to stimulate regional economies and provide necessary welfare and social support. This strong community and regional focus aligns with the approach of the SWC OC work programme, and provides a platform of investment that can be leveraged in working with target communities.
- 16 The SWC OC work programme has begun working with the Caring for our Communities (C4C) work stream. In particular, SWC OC will connect with regional leadership infrastructure being established under C4C to ensure activity, resource, and investment focused on vulnerable communities delivers maximum benefit, reducing the risk of duplication.

Proposed name change

- 17 Given the focus of the work is to build community resilience to organised crime, we propose renaming the work programme Resilience to Organised Crime in Communities (ROCC).

Recommendations

Police recommends that the Minister of Police:

- | | | |
|----|--|--------|
| a) | note that there is a significant, cross-government work programme underway to respond to the full spectrum of organised crime, including addressing its harms and drivers | |
| b) | note that this paper provides a progress update on the Social Wellbeing Committee Organised Crime work programme, now proposed to be renamed the Resilience to Organised Crime in Communities (ROCC) work programme. | |
| c) | agree to change the name of the Social Wellbeing Committee Organised Crime work programme to Resilience to Organised Crime in Communities (ROCC) | Yes/No |

Minister's comments and signature

..... / / 2020
Hon Stuart Nash
Minister of Police

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Resilience to Organised Crime in Communities – Update

Purpose

- 18 This paper provides an update on the Social Wellbeing Committee Organised Crime (SWC OC) work programme. The paper outlines the work in Hawke's Bay and Tairāwhiti to build community resilience to organised crime and progress a model combining social intervention with targeted enforcement action.
- 19 The paper also notes opportunities to strengthen the work programme in light of the COVID-19 pandemic, the ongoing effects of which risk compounding the harms and drivers of organised crime in our most vulnerable communities.

Background

- 20 In September 2019, Cabinet agreed that the response to the harms of organised crime in New Zealand (and the associated methamphetamine trade)² must be coordinated across government, combining community development, prevention, and law enforcement [SWC-19-MIN-0135].
- 21 In March 2020, the report back to Cabinet on the SWC OC work programme included Government's broader response to organised crime. You were invited to provide a further detailed report back on:
 - 21.1 further agreed locations for intervention;
 - 21.2 the development of an intervention model and monitoring framework developed with Hawke's Bay and Tairāwhiti that could be adapted in other regions;
 - 21.3 options for providing the resource and capability for the Gang Intelligence Centre to drive the analysis on potential locations and at-risk groups connected to organised crime;
 - 21.4 decisions regarding funding proposals in Hawke's Bay and Tairāwhiti;
 - 21.5 advice on opportunities to improve and align intelligence capability across transnational and domestic organised crime; and
 - 21.6 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].
- 22 A paper to report back to Cabinet was lodged in July, but heavy pre-election demand on the Cabinet Social Wellbeing Committee's (SWC) agenda meant the paper was withdrawn prior to consideration. This briefing provides you with a further update.

² As noted in September 2019, methamphetamine creates significant harm in New Zealand, and it is the primary commodity of organised crime, feeding addiction and a range of other harms [SWC-19-MIN-0135].

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- 23 An integrated approach to organised crime that couples enforcement action with building community resilience is innovative. This approach is based on evidence that addressing the social, economic and environmental factors that can drive organised crime and gang membership is a critical component of a successful and sustained response to organised crime.
- 24 Evidence shows that greater exposure to unfavourable social, economic, and environmental circumstances can increase vulnerability and inform life choices.³ The impacts of such stressors can compound over time and are amplified when society and systems also discriminate, abuse, or disconnect these same people from their culture, identities, or traditional resources.⁴
- 25 Understanding the social, economic and environmental risk factors that can drive and enable the emergence of organised crime is central to developing an effective and sustained response to organised crime.
- 26 COVID-19 is amplifying these risk factors. Economic impacts, including a possible severe global economic recession, and the associated flow-on effects to household income as a result of loss of employment or wage cuts are expected to be significant. The impact of this is anticipated to be greater in communities already experiencing reduced wellbeing (this is discussed further in Part 3).
- 27 Co-designed, community-led responses that incorporate diverse perspectives and are consistent with te Tiriti o Waitangi are integral to success.⁵ This type of approach will become increasingly important in the context of the medium and longer term impacts of the COVID-19 pandemic.

Part 1: Combining social and economic intervention with enforcement

- 28 In September 2019 and March 2020, SWC discussed the need for an approach that combines activity to address the social and economic harms in communities, together with enforcement action to target the source of harm. The approach reflects an understanding that organised crime is both a social and a criminal justice issue.
- 29 Addressing 'both sides of the coin' is vital. Enforcement action must go hand-in-hand with action to address the conditions in communities that give rise to organised crime and resulting harms if we are to achieve enduring change. If we do not respond to the underpinning social and economic drivers, organised crime will continue to operate.
- 30 Operation Notus in Kawerau was an early model for this approach. During that operation, Police combined enforcement action against the Mongrel Mob with planned support (in partnership with Ngāi Tūhoe and Ngāti Tūwharetoa)

³ Vigil, JD 2002, *A Rainbow of Gangs: Street Cultures in the Mega-City*, University of Texas Press, Austin.

⁴ Romero, VC 2000, 'Racial Profiling: "Driving While Mexican" and Affirmative Action', *Michigan Journal of Race and Law*, vol. 6, no. 195, pp. 195-207; King, M 2004, *The Penguin History of New Zealand*, Viking edn, Penguin Group, Australia, p. 483.

⁵ This approach also seeks to incorporate diverse perspectives, such as the United Nations Declaration on the Rights of Indigenous Peoples, which Aotearoa supports.

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for whānau whose lives were significantly disrupted as a result of the operation, or who needed support, such as a referral to addiction services.

- 31 There were lessons from Operation Notus that have led to improvements in how Police conduct operations. Notus highlighted the importance of early engagement with agencies, iwi and the impacted community, and early and sustained work to build community resilience. There were positive short term outcomes in Kawerau, including reduced crime and an increase in referrals of drug users. It was not, however, possible for local services and social initiatives to continue to address the ongoing need and harms, and the gains from the operation were not sustained.
- 32 Operation Notus was a start and this work is complex. Sustaining positive outcomes over the longer-term requires coordinated effort across government and with communities. It requires a whānau-led approach that understands and responds to local need. In regional communities, both the shortage of local treatment services and support for drug users, and more limited employment opportunities makes sustainable recovery even more difficult.
- 33 Sustained community resilience requires a combination of community awareness and mobilisation against the harms in local communities; improved support and services available to those in need; and a clear mandate and strong partnerships and structures in place to drive and sustain the work.

Building community resilience in Hawke's Bay and Tairāwhiti

- 34 Agencies have partnered with the community and local agency representatives in Hawke's Bay and Tairāwhiti to progress building community resilience to organised crime, particularly the harm from methamphetamine.
- 35 There is strong community awareness of the harm from organised crime in Hawke's Bay and Tairāwhiti. For example, there have been a number of hui and marches in Wairoa to mobilise the community against methamphetamine. The impact is evident in the area, with a stakeholder in Wairoa commenting that the pandemic Wairoa is facing is not COVID-19, but methamphetamine.⁶
- 36 Access to support and services for individuals and whānau in need underpins community action to build resilience. In March 2020, you updated Cabinet on a funding proposal for the Provincial Growth Fund (PGF) being prepared by regional representatives, national agencies, and the community in Hawke's Bay and Tairāwhiti [CAB-20-Min-0074.01].
- 37 Cabinet agreed in May 2020 to reorient the PGF to contribute more directly to the immediate economic challenges of COVID-19 [CAB-20-Min-0197]. Included in the package is \$20 million funding for social capital.⁷ This funding seeks to strengthen the social capital of regional communities by reducing the

⁶ Application for funding through the Provincial Growth Fund, *Te Whaiora Ara Tapu*.

⁷ 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.

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harm of drug use, strengthening the labour supply, and building community resilience.⁸

- 38 As at the end of July, PGF funding has supported nine regional initiatives across New Zealand, four of which are in Hawke's Bay and Tairāwhiti totalling \$6.4 million. A detailed list of the initiatives is provided in Appendix A. The initiatives meet the following locally identified needs to address the harm of methamphetamine in the community:
- 38.1 whānau planning, advocacy, and navigation;
 - 38.2 increasing local counselling capacity including scaling up existing drug addiction services delivered by NGOs and iwi providers;
 - 38.3 community based drop-in centres and hubs for whānau to access core services and community programmes; and
 - 38.4 initiatives that combine addiction treatment with training and skills.
- 39 These initiatives will build on the \$3.15 million already agreed by PoCF Ministers for mental health and addiction treatment services in Hawke's Bay and Tairāwhiti over the next three years. This funding has provided for five additional clinicians and kaiāwhina in the region to work with individuals and whānau impacted by addiction and/or mental distress.
- 40 Strong governance and a clear mandate for locally-led action is critical to driving work on the ground, and delivering sustained responses. Agencies have worked with Manaaki Tairāwhiti, Hawke's Bay Matariki, and the Wairoa Community Partnerships Group to develop the package of initiatives and incorporate this work into their regional plans.

The PGF funded interventions have been supported by Police's operational response

- 41 In March, you outlined immediate enforcement action responding to heightened gang activity in Hawke's Bay and Tairāwhiti [CAB-20-Min-0074.01]. The conflict was a consequence of decades of gang tension. The responding enforcement activities included over 100 arrests, seizure of assets and illegal firearms, and recovery of stolen vehicles. The enforcement activity was combined with community reassurance, and engagement with gang leaders and partner agencies, to reduce and manage tensions between gangs.
- 42 As a result of Operation Atlas in response to the Taradale incident, eight Mongrel Mob members were charged with unlawful assembly and/or possession of an offensive weapon. They were due to appear in court in early

⁸ This support will also complement the proposed Kaiarataki (Navigator) workforce being established as part of the cross-agency Paiheretia te Muka Tāngata initiative being trialled within the Hawkes Bay Regional Correctional Facility. Many of the facility cohort whakapapa to Iwi within Tairāwhiti and Hawke's Bay.

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August. Six Black Power members are due to appear in late August for similar charges.

- 43 More recently, Hawke's Bay Police arrested 16 people on 19 May, including a Mongrel Mob leader, during search warrants targeting methamphetamine and cannabis dealing. Methamphetamine, cannabis and 10 firearms were seized during Operation Casino along with \$1 million in assets, including a house, vehicles, and about \$400,000 cash. Further operations in the region in July resulted in three people with Mongrel Mob links being charged with sale and supply of methamphetamine and cannabis, and seizure of cash and firearms.
- 44 At a national level, during Alert Levels Three and Four, operations to dismantle organised criminal groups operating in our communities continued. In total, Police's National Organised Crime Group (NOCG) and District staff executed more than 100 search warrants, resulting in 93 arrests and more than 250 charges. Police seized 43 firearms, 25kg of methamphetamine, 30kg of cannabis, and small amounts of cocaine, MDMA, GBL, and LSD. Operations included:
- 44.1 Police locating 14 clandestine laboratories, and a substantial amount of chemicals and equipment relating to methamphetamine manufacture was seized, along with more than \$1.6 million in cash.
- 44.2 Targeting the Comanchero MC, Mongrel Mob, Black Power, Nomads, Head Hunters, Rebels, King Cobras, Tribesmen, Mongols, and Asian Organised Crime groups. Charges were mostly for the manufacture and supply of methamphetamine, supply of cannabis and MDMA, possession of firearms and ammunition, and breaching court bail.
- 44.3 A major operation, Operation Nestegg, was terminated on 8 May, and targeted Mongols located in Auckland and Tokoroa. It resulted in five arrests, and the seizure of hundreds of thousands in cash, methamphetamine and rifles.
- 44.4 The recovery of criminal proceeds also continued throughout Alert Levels. More than \$4.4 million has been forfeited, most of which related to drug crime, and over \$2 million has been restrained, and will be subject to further investigation pending forfeiture.
- 45 In the first six months of 2020, Police and Customs have seized 121kg of methamphetamine and Police has dismantled 38 clandestine methamphetamine labs, up considerably on the 22 labs this time last year.
- 46 Police operational capability will be significantly increased once the 700 additional organised crime staff are on-board.
- 47 As part of the Government's strategic approach, a TNOC strategy has been developed. Where SWC OC is focused on community resilience, the TNOC strategy is focused on system resilience and making New Zealand the hardest place for organised criminal groups to do business.

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- 48 A significant joint operation between Police's Asset Recovery Unit and the Internal Revenue Service of the United States achieved the largest restraint of funds in New Zealand Police history. This operation restrained \$140 million from Canton Business Corporation and its owner Alexander Vinnik. Mr Vinnik was holding funds in a New Zealand company and remains in custody in France. These funds likely reflect the profit gained from victimisation of many thousands of people globally, as a result of cyber-crime and organised crime.
- 49 The global nature of money laundering means there is always a risk that New Zealand companies will inadvertently become involved. However, this restraint demonstrates that Aotearoa is not, and will not be, a safe haven for the illicit proceeds generated from crime in other parts of the world. It also demonstrates the importance of working with our international partners to investigating money laundering at the most serious level.
- 50 Continuous evaluation and assessment of threats to the security system posed by organised criminal groups through cross-agency intelligence sharing and capability development is critical. Opportunities to build system resilience and make it harder for organised crime to do business in New Zealand is a central element of the TNOC action plan.
- 51 Reflecting this and to support sector collaboration, a three day Organised Crime Disruption Conference is being held on 27-29 October 2020, at Te Papa Tongarewa in Wellington. This conference was postponed from April due to COVID-19. The conference is designed to bring together senior level representatives working in the organised crime area across a broad spectrum of government, private sector, academia, and international partner organisations.

Part 2: There are opportunities to enhance and embed this approach

- 52 The approach to addressing the harm of organised crime is evolving, and there are clear opportunities to continue to improve and embed it by:
- 52.1 Enhancing the insights and data to inform targeted interventions;
 - 52.2 Improving coordination across both the social and enforcement interventions, and across the spectrum of TNOC, through to domestic organised crime and the harm in communities;
 - 52.3 Providing a framework to support the transfer of the approach across communities, connecting national and local activity;
 - 52.4 Aligning the work across agency work programmes; and
 - 52.5 Strengthening our legislative toolkit.

Enhancing the insights and data to support targeted interventions

- 53 The role of the Gang Intelligence Centre (GIC) is to work with social sector partners to provide an overview of the threat posed by gangs to the wellbeing

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of New Zealand. Work is underway to strengthen the GIC to better support cross-agency action. It is envisaged the GIC will focus on the identification of possible preventative and socially focused opportunities and areas for action, to reduce harm and increase community resilience to gangs and organised crime.

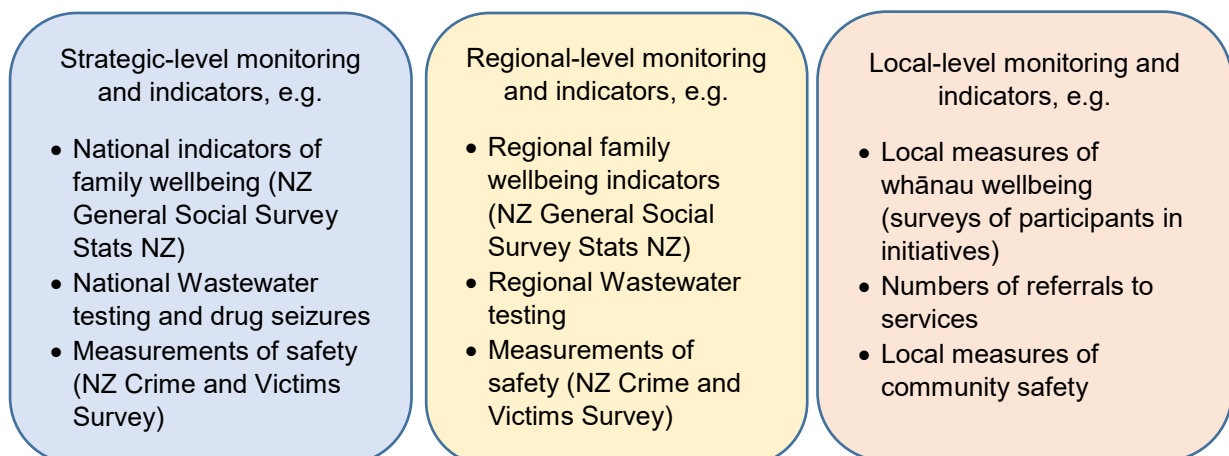
- 54 A key early step to support a strengthened GIC was the appointment of a 'Manager Intelligence Fusion Teams' within the National Intelligence Centre in Police in April 2020. This increases leadership in the existing cross-agency intelligence capability, including the GIC and the National Drug Intelligence Bureau (NDIB), and provides an opportunity to ensure resources, data and capability are better positioned to support the government's wider response to organised crime.
- 55 Throughout Alert Levels Three and Four, the GIC's activities were largely redirected to support the government's response to COVID-19. The move to lower alert levels has allowed work to resume on:
 - 55.1 An independent review of the GIC data and information handling practices to ensure best practice for collecting, interpreting and reporting data on gang membership, trends in gang-related crime, offending volumes and harm caused, and economic and social impacts of gang activity.
 - 55.2 Development of a consolidated mechanism to capture, measure and report on the impact of gang-related crime and harm in communities.
 - 55.3 Establishing agreed operating protocols across partner agencies within the Approved Information Sharing Agreement (AISA) to strengthen information sharing practice and ensure intelligence products support activity across agencies.
 - 55.4 Scoping work that uses a combination of government and private sector data to provide high-level strategic insights into community resilience and the correlation between gang presence and community harm.
- 56 There are likely further opportunities to strengthen end-to-end intelligence capability across partner agencies from both enforcement and social wellbeing perspectives. This combined view, once developed, will assist with decision-making, ensuring that activity is targeted both geographically (supporting the most vulnerable) and across the wider security system, to ensure prevention and opportunities to build community resilience are realised.
- 57 Given the Government's wider organised crime work programme and its focus on reducing the flow of harm into communities, an opportunity exists to align the governance of the SWC OC work programme with the work of the GIC. The SWC OC DCEs group will provide strategic oversight of the refresh of the GIC, and ensure alignment of the GIC's products with the Government's strategic approach to organised crime.

Improving coordination across social and enforcement interventions

- 58 Police's successful bid to the PoCF will see the establishment of the Partnerships and Harm Prevention Team within the Serious and Organised Crime Group, reporting through to the respective Assistant Commissioner. The team consists of a Manager (to be funded by Police), along with two Senior Advisors to support and deliver the SWC OC work programme, as well as a TNOC Principal Advisor and TNOC Strategic Coordinator.
- 59 While the team will be hosted by Police, it will support cross-agency action to implement both the SWC OC work programme and the TNOC strategy. The roles are designed to support programme governance, reporting (and related activities) at a national level; and to drive activity within the TNOC action plan. The SWC OC Senior Advisors will focus on communities, coordinating work with local partners to develop responses focused on building community resilience to organised crime. The roles will better integrate Police's frontline response, including work across Iwi Liaison, Drug Harm Prevention, Neighbourhood Policing, Gang Focus Units, and School Liaison teams.

Providing a framework to support the approach

- 60 Work is underway to develop a monitoring framework. This will include local level measures to understand the impacts of PGF funded initiatives. The framework will take account of the all-of-government COVID-19 recovery response monitoring framework. Effectively monitoring impact will require a combination of agreed outcomes and measures across government, together with specific outcomes and measures for the SWC OC work programme, and for local communities.
- 61 Below is an example of the different levels of monitoring required. Appendix B provides an example of the Strategic Framework endorsed by Cabinet in March, using Hawke's Bay and Tairāwhiti as a model.



- 62 To ensure the SWC OC work programme is whānau centred, the monitoring framework must have meaning for communities and incorporate te ao Māori perspectives. Agencies will explore using He Ara Waiora / A Pathway

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Towards Wellbeing⁹ to incorporate tikanga Māori into the monitoring framework to determine outcomes for Māori.

- 63 The monitoring framework combines with an intervention logic model (ILM), attached at Appendix C. The ILM provides a further tool to support the transfer of the model to other regions and communities.
- 64 Like the Strategic Framework template, the ILM is adaptable to recognise the diversity of local strengths and resources and better enable delivery of responses to the harms of organised crime. As communities develop their specific interventions, they can use the template to design 'micro' intervention logic models for their specific initiatives, reflecting the broader approach of the intervention logic model. These can then be used as a model for other regions, assisting them to develop, adapt, and scale where necessary.

Aligning the approach with other agency work programmes

- 65 Work is underway to align the SWC OC work programme with related cross-agency work programmes. The goal has always been that the work complements and enhances other work rather than being another layer imposed on existing practice. For example:
 - 65.1 Police is working with the Ministry of Social Development to explore in the COVID-19 recovery environment where there are additional areas of unmet needs for hard to reach groups who do not engage with authorities.¹⁰
 - 65.2 Early discussions with the Ministry of Education indicate an opportunity to align work to support at risk children, with early intervention to help divert young people from a pathway to illegal activity and gangs.
 - 65.3 Police is working to align with and draw on lessons learned through Paiheretia te Muka Tāngata, the cross-agency initiative jointly led by Te Puni Kōkiri, Ara Poutama Aotearoa, and the Ministry of Social Development, which draws on the Whānau Ora approach to improve outcomes for tāne Māori, and their whānau, engaged in the Corrections system.

Improvements to the legislative toolkit

- 66 In March, Cabinet invited the Ministry of Justice, in consultation with Police, to report on progress to identify further legislative and policy mechanisms to better target leaders and facilitators of organised crime [CAB-20-MIN-0074.01].

⁹ The foundations for wellbeing are through kaitiakitanga (stewardship of all our resources), manaakitanga (care for others), ōhanga (prosperity), and whanaungatanga (the connections between us). These foundations support the development of the four capital stocks (financial and physical; human; social, and natural). *He Ara Waiora* (September 2018), New Zealand Treasury Discussion Paper 18/11.

¹⁰ For example, the Minister for Social Development announced on 23 July 2020 there will be 125 Community Connector positions established within the community and throughout the country to focus on helping people connect with the services they need to support recovery post COVID-19.

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- 67 Work has progressed on proposed amendments to the Criminal Proceeds (Recovery) Act 2009 (CPRA) to better target transnational and domestic organised crime and illicit assets. Together with the Minister of Justice, you are considering proposed amendments to CPRA and have deferred decisions by Cabinet.
- 68 Justice is working closely with Police, and receiving information from Police investigators and Crown prosecutors, to develop advice on how to better target leaders and facilitators of organised crime. s 9(2)(f)(iv)
- [REDACTED]

Expanding the approach into other regions

- 70 Cabinet directed you to report back on further locations for collective government and community action to strengthen community resilience and respond to the impacts of organised crime [CAB-20-Min-0074.01]. The approach to identifying these areas:
- 70.1 Uses data to identify the regions with high or growing organised crime activity and harm, including areas with high methamphetamine use (such as demonstrated by wastewater testing for illicit drugs);
 - 70.2 Uses indicators of deprivation and harm, such as high unemployment and high numbers of burglaries and family harm; and
 - 70.3 Identifies key people and groups that agencies can partner with to deliver initiatives and leverage initiatives already in place to scale up or support expanded services.
- 71 Based on the available data and indicators, you signalled Bay of Plenty, South Auckland, and Otago and Southland (Police and Health 'Southern District') as potential locations.
- 72 In response to the regionally-led recovery plans being developed through the all-of-government COVID recovery, it is vital that the next locations align with planned activity in regions. As discussed in paragraph 30, there needs to be the conditions in place to build community resilience.
- 73 Agencies have begun early work in Bay of Plenty as the next region. This will build on social services funding:

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- 73.1 \$2.73 million from the PoCF for a Rotorua whānau harm and drug harm reduction programme;
- 73.2 \$2.3 million from the PGF for two projects - an iwi-led methamphetamine treatment programme running throughout Eastern Bay of Plenty; and a Māori focused detox facility in Rotorua.
- 74 The approach will also integrate the enforcement activity together with the social interventions. On 23 June, NOCG and Bay of Plenty Police terminated Operation Silk. This involved the arrest of the entire senior hierarchy of the Mongols in the Bay of Plenty on multiple charges. Items recovered included 28 firearms, comprising three AK47, two AR15, an MP38 submachine gun, and a number of shotguns and pistols, Molotov cocktails, a homemade bomb, illegal drugs, and cash.
- 75 Further work will commence shortly to confirm South Auckland and Southern in discussion with communities and regions, noting the importance of linking with COVID-19 recovery planning and development of regional leadership infrastructure.

Part 3: Opportunities for the work programme to align with and benefit from the all-of-government COVID recovery

- 76 Through the paper *Mitigating the social impacts of COVID-19*, Cabinet noted that the pandemic and associated global recession is likely to have considerable long-term impacts on the social and economic wellbeing of individuals, whānau and communities [SWC-20-Min-0076].
- 77 It is expected that the ongoing impacts of COVID-19 will also affect the nature and degree of harm from organised crime. Research cited above shows that communities detrimentally affected by a recession could become more vulnerable to the influence of organised criminal groups, and the harms caused and compounded by such groups, for example:
- 77.1 Young people and those without income may be at higher risk of recruitment to gangs;¹¹
- 77.2 Redundancies from legitimate employment and financial hardship may cause some gang members to innovate, and turn to additional and new criminal activities;
- 77.3 Experience in New Zealand and internationally has shown that family violence can escalate during and after large-scale disasters or crises,¹² including within gang families. There may be an opportunity to engage

¹¹ National Youth Agency, England, (May, 2020). Hidden in Plain Sight – Gangs and Exploitation: A youth work response to COVID-19. Retrieved from: <https://nya.org.uk/2020/06/hidden-in-plain-sight/>.

¹² Roberts, K., & Herrington, V. (2013). Organisational and procedural justice: A review of the literature and its implications for policing. *Journal of policing, intelligence and counter terrorism*, 8(2), 115-130.

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with gang members and their families to provide support and break the cycle of harm; and

- 77.4 An economic recession may allow gangs or criminal groups to integrate themselves into, or purchase, struggling businesses, risking businesses being used to invest criminal profits. It is also possible that the financial hardship brought about by a recession will increase the risk of corruption amongst some professional facilitators, such as accountants and lawyers.
- 78 The Caring for our Communities (C4C) work stream is working with the sixteen regions across New Zealand to stand up a regional leadership plan to instigate social and economic recovery, tailored to the unique circumstances of their region. This includes a regional leadership group of community leaders in the region who best understand the local needs.
- 79 Police considers there are opportunities to align the SWC OC work programme (and its regional leadership) with the C4C regional leadership model to support community-led co-designed responses tackling the particular harms and drivers of organised crime in locations identified as requiring intervention. These drivers will likely significantly overlap and be exacerbated by the impacts of the pandemic.
- 80 Co-design, as has been the practice in Hawke's Bay and Tairāwhiti, means decisions are made jointly through local governance within the broad direction set by Cabinet. This approach supports local leadership and positions communities at the centre of the response, giving meaningful voice to their experience, skills, and knowledge of what is needed and works. This devolved decision-making and co-design is a natural fit with the regional leadership group model being stood up by the C4C work stream.

Proposed change of programme name

- 81 Given the focus of the work is to build community resilience to organised crime, we propose renaming the work programme Resilience to Organised Crime in Communities (ROCC). This name is intended to be more meaningful for engaging with communities and social sector partners.

Financial Implications

- 82 There are no direct financial implications arising from this update, the SWC OC monitoring framework, or the intervention model. This briefing discusses aligning this work with the all-of-government response and work programmes will take every opportunity to identify efficiencies and streamline resources.
- 83 Determining further locations for the work programme will be guided by existing and planned investment. The SWC OC work programme will support regional initiatives addressing the harm and drivers of organised crime that are being funded through the PGF and PoCF. Both funds provide short-term discretionary funding. There is an issue of securing ongoing funding beyond

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the current model of short-term funding, particularly as the work programme expands into other regions.

- 84 There has been strong feedback on funding models from regional leaders in Hawke's Bay and Tairāwhiti and other communities. These communities have identified the need to ensure ongoing funding from central government, as well as discretion for local decisions through local governance groups about where funding is prioritised.
- 85 There is an opportunity through the SWC OC work programme, in alignment with the all-of-government recovery, to explore other funding models for building community resilience. Models could include the place-based initiatives model and funding mechanisms that may be developed through the regional leadership model.
- 86 The four roles being hosted in Police to drive the SWC OC and TNOC work programmes are funded for two years through the PoCF. Ongoing funding for these roles would be considered from within agency baselines if the roles demonstrate value.

Consultation

- 87 The following agencies were consulted in the preparation of this material: Ministry of Business, Innovation, and Employment; Ministry of Social Development; Office for Disability Issues; Office for Seniors; Ara Poutama Aotearoa; Ministry of Health; Ministry of Justice; Oranga Tamariki—Ministry for Children; Ministry of Education; Te Puni Kōkiri; Ministry for Pacific Peoples; Te Arawhiti; New Zealand Customs Service; Inland Revenue Department; Ministry of Housing and Urban Development; Department of Internal Affairs; Accident Compensation Corporation; Ministry for Primary Industries; State Services Commission; Ministry for Women; Statistics New Zealand; Department of Conservation; Social Wellbeing Agency; the Treasury. The Department of the Prime Minister and Cabinet (Policy Advisory Group); Government Communications Security Bureau; Ministry of Defence; New Zealand Defence Force; Ministry of Foreign Affairs and Trade; and Serious Fraud Office were informed.

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Executive Director, Policy and Partnerships

Appendix A – Overview of PGF funded projects in Hawke's Bay and Tairāwhiti

Appendix B – Strategic framework

Appendix C – Intervention logic model

Appendix A

Overview of PGF funded projects in Hawkes Bay and Tairāwhiti:

- *Te Pihinga Ake* (\$0.800m over two years) – an initiative in Hawke's Bay led by Te Roopu a Iwi Trust. This two part programme will support 20 grandparents raising their grandchildren, when their parents are unable to care for their children due to drug addiction and will support 40 individuals and their whanau will be supported annually to engage with services including addiction and treatment, reduce drug dependency, career planning and connection with employers, and improve their and their whanau wellbeing.
- *Toi Hua Rewa* (\$0.720m over two years) – an initiative in Hawke's Bay led by Te Ikaroa Rangatahi Social Services Inc. This programme will scale up and expand the Whānau First, Whānau Hard pilot to reduce negative impact from the prevalence of gang activity. A Navigator and planning service for whānau with links to existing services and clinical support will be provided. This programme will support 40 whānau over two years.
- *Te Whaiora Ara Tapu* (\$1.995m over three years) – an initiative in Hawkes Bay. This programme will work with up to 100 individuals and their whānau each year and will provide a methamphetamine tailored outpatient treatment programme based in behavioural therapy, connection for the individuals with their community and culture.
- *Whakapono Whānau* (\$2.883m over three years) – an initiative in Tairāwhiti. This programme will deliver a community based support programme that will support approximately 350 whānau annually through whānau support workers and navigators providing one-to-one intensive whānau services and will also scale up existing local counselling.