

FEBRUARY 2021

# ***Organised Crime & Our Operational Response***

Five Year Strategy



NEW ZEALAND  
**POLICE**  
Ngā Pirihimana o Aotearoa

# Our Strategy

OUR VISION

## To be the safest country

OUR GOALS

Safe Homes

Safe Communities

Safe Roads

» POLICING BY CONSENT — TO HAVE THE TRUST AND CONFIDENCE OF ALL »

TREATY OF WAITANGI PRINCIPLES

Participation

Protection

Partnership

OUR PRIORITIES

### Pou Mataara

Be first, then do

We will continue the focus on **building our people's skills, knowledge, mind-set and performance**, through this strategy and will leverage the Police High Performance Framework to deliver better and more effective outcomes for Māori, iwi, and our communities.

This will also ensure everyone our people meet are treated with the same level of respect, fairness and humanity.

[tenone.police.govt.nz/page/te-huringa-o-te-tai](https://tenone.police.govt.nz/page/te-huringa-o-te-tai)  
[tenone.police.govt.nz/page/be-first-then-do](https://tenone.police.govt.nz/page/be-first-then-do)

### Pou Mataaho

Deliver the services New Zealanders expect &amp; deserve

Our focus will be on **ensuring we truly understand the needs and expectations of our communities** – recognising that every community is different – and delivering an exceptional policing service in response to those needs and expectations.

We will focus on a whānau ora approach of co-design and joint delivery of initiatives with Iwi Māori. We will use an evidenced-based approach to concentrate our efforts on programmes that have proved successful for Māori or have the potential to be successful for Māori.

[tenone.police.govt.nz/page/te-huringa-o-te-tai](https://tenone.police.govt.nz/page/te-huringa-o-te-tai)  
[tenone.police.govt.nz/page/deliver-services-new-zealanders-expect-and-deserve](https://tenone.police.govt.nz/page/deliver-services-new-zealanders-expect-and-deserve)

### Pou Hourua

Focused prevention through partnerships

Our focus will be on **helping our partners to be successful**, such that we can feel confident that there are appropriate service and referral mechanisms in place for those individuals we identify who require services or interventions to prevent future offending. We will also work with our partners to identify, target and disrupt domestic and transnational organised crime networks.

Māori need to be acknowledged as Treaty partners, rather than stakeholders and as such, Māori staff, communities, service providers, and iwi leaders must be involved at all levels of designing, planning, and delivery. However, it is important to recognise the resource imbalance between Māori and the Crown and that we ensure that our partners have the necessary capacity and capability to participate.

[tenone.police.govt.nz/page/focused-prevention-through-partnerships](https://tenone.police.govt.nz/page/focused-prevention-through-partnerships)  
[tenone.police.govt.nz/page/te-huringa-o-te-tai](https://tenone.police.govt.nz/page/te-huringa-o-te-tai)

OUR VALUES » PROFESSIONALISM » RESPECT » INTEGRITY » COMMITMENT TO MĀORI & THE TREATY » EMPATHY » VALUING DIVERSITY

# Communities are resilient, strong and thriving in the absence of the harm caused or exacerbated by organised crime

5 YEAR PLAN

## Support communities to build resilience to organised crime

*Resilience to Organised Crime in Communities*

## Detect, prevent and disrupt organised criminal activities occurring in Aotearoa New Zealand

## Make Aotearoa New Zealand the hardest place in the world for organised crime groups to do business

*Transnational Organised Crime Strategy*

- Sector leadership on organised crime
- Detecting, preventing and disrupting organised criminal activities through enforcement at all four levels of the operating model
- Bring together insights that influence activity across government to target effort that addresses the enablers, facilitators and consequences of organised crime
- Identify opportunities to improve system settings. Include the community voice, especially Māori-specific knowledge, research and evidence

With our partners, identify the individuals and communities being harmed, or at risk of being harmed by organised criminal activities and connect them with appropriate services

To grow awareness and capability we tell the story about the impact of organised crime on communities and individuals

Identify and test intervention activities that will have the greatest impact on disrupting the flow of organised criminal activities

We support and collaborate with our partners to identify and target the people and networks creating the most harm in Aotearoa New Zealand

Develop the capability and awareness of others at all levels to identify, refer and respond appropriately

Identify the systemic enablers of organised crime and work with our partners to identify the changes we can make to system settings to prevent harm

We prioritise our enforcement activity towards those that create the most harm within our communities

We primarily facilitate social wellbeing services, via insights and referrals

We seek to influence system settings, such as legislation, as a partner

We assess, and seek to minimise, the impact of disruption activity on our vulnerable populations

### We will be successful by

- Reducing the economic and social harms of organised crime
- Partnering to ensure the potential of iwi, whānau, and hapū is realised
- Having strong organisational knowledge about the factors that drive or incentivise organised crime activity, or make an individual or community vulnerable to harm from organised crime activities
- Trusting our partners at the international, national and local levels, and returning that trust
- Targeting those who are causing the most harm
- Seizing and restraining assets
- Preventing recruitment

### This means

- Having the trust and confidence of our communities
- Shifting our mindset towards how we can support our partners to be successful in addressing their goals
- Taking a longer term mindset to partnerships, recognising opportunities to work together to reduce the influence of organised crime
- Building meaningful and enduring relationships with iwi and communities to collaborate and support the development of initiatives from the ground up
- Bringing humanity to our interactions with at risk young people and seeing their potential first
- Prioritising prevention activities and engagement with young people at risk of being recruited or influenced by organised criminal groups
- Investing in evidence-based initiatives that meet the needs of Māori and our most vulnerable
- Targeting enablers and facilitators of organised crime by prioritising high value targets to remove the profit incentive
- Targeting our enforcement efforts toward the leaders and those of influence in the organised crime community
- Developing a media strategy that delivers a counter-narrative to disrupt recruitment
- Working with international partners to disrupt transnational offending

# Our Journey to Resilience

## The Flow of Harm Into Local / Regional Communities

In Aotearoa New Zealand communities, the factors that drive people to join organised crime groups are reinforced by the multiple harms of criminal activity, impacting individuals, families and communities:



## Aotearoa New Zealand Context

Organised Crime is expanding and diversifying. Both in Aotearoa New Zealand & internationally, groups are becoming more sophisticated, strengthened, and expanding their territory.

Gang violence is the most visible face of organised crime in Aotearoa New Zealand. Gangs are key players in the illegal drug trade, being involved in importation, manufacture, distribution and supply.

While violence amongst organised crime groups is not new, the proliferation of firearms is an increasing trend. Firearms are now commonplace in the organised crime environment. Organised crime groups are also involved in the illegal importation and theft of firearms.

Corruption of local and central government officials by organised crime groups and private sector is also a very real threat, with corruption via benefit, or through intimidation occurring.



Supply of these services and crimes creates a flow-on effect in our communities, creating and compounding harm.

## Transnational Organised Crime (TNOC)

Aotearoa New Zealand's relative isolation is no longer a protective factor. Sophisticated TNOC groups are reaching into Aotearoa New Zealand, while local groups such as gangs reach out, establishing international networks.

The scope and scale of TNOC in Aotearoa New Zealand is growing, posing significant risk to our national security, law and order, public safety and wellbeing, and environment.



## Resilience to Organised Crime in Communities (ROCC) Work Programme

Addressing the wellbeing harms and drivers of organised crime is a social issue requiring a coordinated response across government, including law enforcement, and with communities.

## Organised Crime & Our Operational Response

Working with national operations and investigations groups, and the 12 Police Districts to support and coordinate organised crime operations. The strategy aims to make Aotearoa New Zealand as resilient as possible to national and transnational organised crime, including financial crime.

This work includes a focus on helping to prevent and reduce social harm in our communities, strengthening legislative and policy tools to disrupt organised crime, and coordinating and aligning with enforcement and wellbeing agencies and strategies across Aotearoa New Zealand.

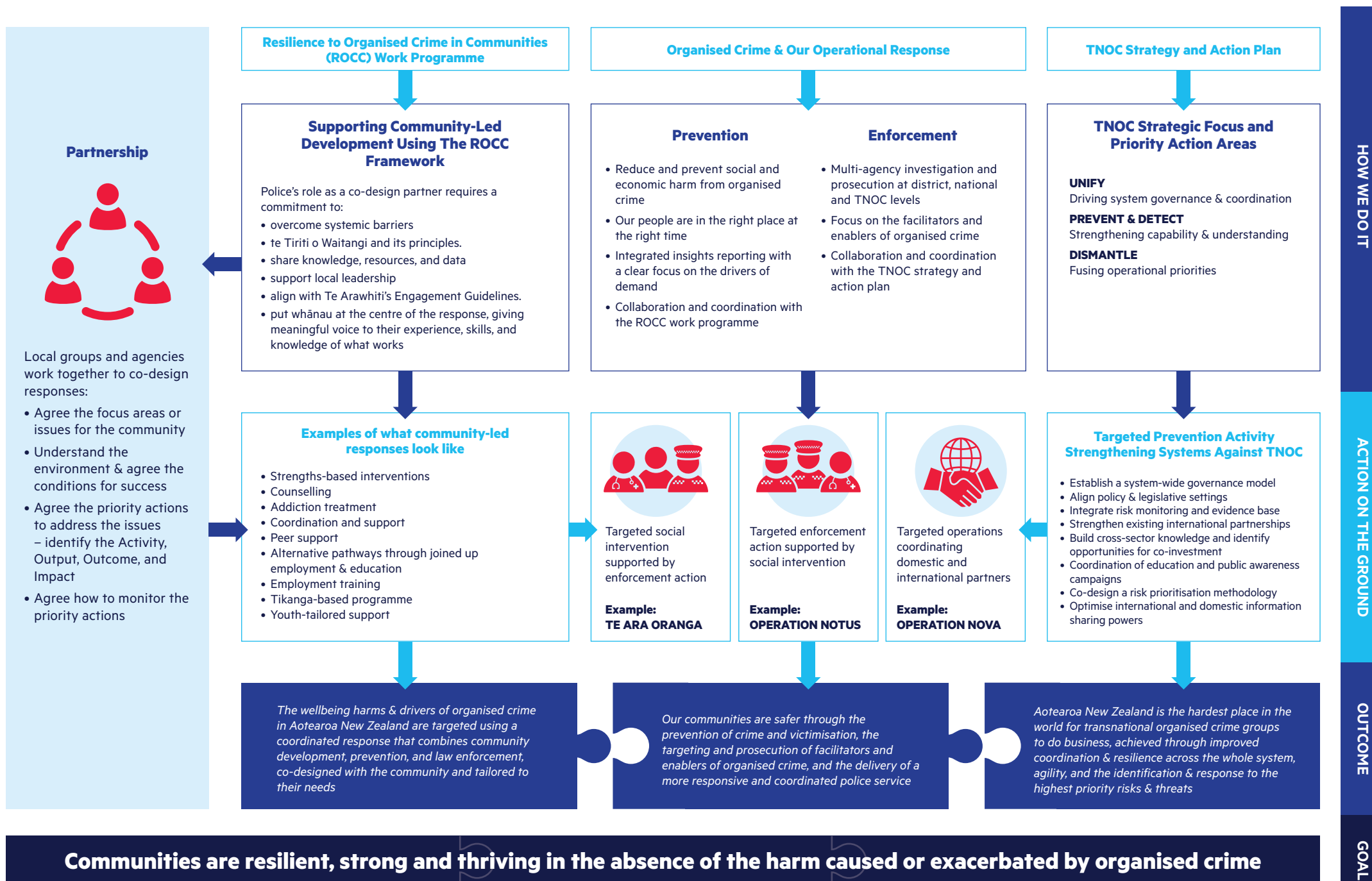
## TNOC Strategy and Action Plan

Working with agencies, international partners, and the wider public and private sector to improve coordination, agility and prioritisation of TNOC prevention and enforcement activity.

The strategy aims to pursue the types of TNOC that cause the most harm to Aotearoa New Zealand. It seeks to minimise social, economic and reputational harm; build capability and awareness to prevent and dismantle crimes that underlie TNOC; and stop the supply of illicit commodities and organised crime at the source, coordinating at domestic and international levels.

Continued on following page









ORGANISED CRIME:

# ***Operating Model***



# National

# District

## Policy

**ROLE:** Drive strategic activity and system collaboration to enable Police to prevent the harms of organised crime.

- Contribute to the delivery and implementation of the ROCC Work Programme and the TNOC Action Plan
- Identify cross-sector opportunities across the governance and partners that will support Police to deliver Our Business
- Provide strategic support to District and National operational activity

## National Organised Crime Group

**ROLE:** Preventing and disrupting organised crime through multi-agency action. Set organised crime priorities that align with the Police and Government Strategies.

- Disrupting trans-national Organised Crime and Financial networks
- Targeting influential members of organised crime groups
- Preventing and reduce social harm caused by organised crime
- Partnering with international and domestic partners

## National Criminal Investigations Group

**ROLE:** Enable national and international investigations and specialist operations services while collaborating with key partners.

- Plan and coordinate national and international investigations and operations
- Partner with agencies and communities on joint operations
- Provide expertise and support to internal and external investigations

## Prevention

(Including: Youth, Mental Health, Whāngaia Ngā Pā Harakeke)

**ROLE:** Build trusted relationships with communities vulnerable to harm from organised crime. Provide proactive prevention support for individuals and communities harmed by or vulnerable to organised crime and drugs.

- Build trusted relationships with local communities where organised crime is present
- Provide support to communities suffering the effects of harm from organised crime to help build resilience
- Proactively work with youth to turn them away from organised crime groups
- Support people affected by drugs to get support through referrals to agencies and programmes

## National Intelligence Functions

(INCLUDING SPECIALIST AND SERVICE CENTRES)

**ROLE:** Provide decision makers with actionable intelligence about the organised crime environment.

- Provide operational, tactical and strategic insights into the organised crime environment
- Disseminate Intelligence and information with international partners, and National and District groups
- Partner with key stakeholders, agencies and communities
- Deconflict tasking and collection priorities at a international, national and district level
- Support national operational activity

## Financial Crime Group

**ROLE:** Assist with the detection and investigation of money laundering, terrorist financing and other serious offences through collecting, analysing and disseminating financial information.

- Receive, analyse and disseminate financial intelligence
- Undertake the restraint and forfeiture of criminally acquired/derived assets for all government law enforcement agencies
- Investigate money laundering syndicates and professional money laundering facilitators
- Support and assist domestic and international partner agencies and stakeholders

## Māori, Pacific, and Ethnic Services

**ROLE:** To enhance service delivery to Māori, Pacific and Ethnic peoples, to prevent and reduce the social harm cause by organised crime through the delivery of responsiveness strategies.

- Improving services, communication and relationships between Police and Aotearoa New Zealand's varied Māori, Pacific and ethnic communities
- Increasing Police focus on issues impacting on Māori, Pacific and ethnic communities
- Providing specialist knowledge for input into national and district, strategies and policies
- Build trusted relationships with local communities where organised crime is present
- Provide support to communities suffering the effects of harm from organised crime to help build resilience

## Crime Services

(Including: CIB, Major Crimes, Specialised Units)

**ROLE:** Lead district investigations and operations. Collaborate with stakeholders and agencies.

- Identify and prioritise district targets
- Use intelligence insights to inform targeting and decisions making
- Investigate district and local organised crime activity and facilitators
- Coordinate and deconflict org crime operations within and between districts

## District Intelligence

**ROLE:** Provide local intelligence collection capabilities on the district organised crime environment. Provide insights and operations support into organised crime groups.

- Collect intelligence on organised crime targets, facilitators, activities and locations
- Understand and interpret crime patterns and networks of organised crime
- Disseminate intelligence insights with frontline, national groups and other districts

## Partnerships and Harm Prevention

**ROLE:** Provide strategic direction across the business and with our partners with a view to reducing the harm and impact of organised crime in our communities.

- Set strategic direction through development of action plans and implementation of work programmes internally and externally (ROCC and TNOC)
- ROCC: Coordinate agency activity at local and community level
- Interface between operational activity and policy to ensure alignment
- TNOC: Governance support and thought leadership across the sector
- Lead the coordination, secretariat function and oversee work on specific priority action areas

## International Services Group

**ROLE:** Facilitates international engagement activity. Develop and build international Partnerships.

- Law enforcement cooperation activities that prevent, disrupt & dismantle transnational threats to and from Aotearoa New Zealand via the permanent offshore network of Police Liaison and Specialist Liaison Officers
- International Assistance activities to deliver operational/technical and development activities that support building capacity and capability of law enforcement partners that are strategically important to Aotearoa New Zealand. The majority of this activity is delivered through the NZP Overseas Assistance Programme (OAP)
- Strategic Engagement activities that build & maintain strong stakeholder relationships of value
- Major security and emergency activities in direct response to major events that can impact New Zealanders' safety or interests (i.e. APEC, HADR, DVI)

## Frontline

(Including: PST, Rural Community, Road Policing)

**ROLE:** Respond to incidents involving organised crime targets and facilitators. Engaging with the communities and whānau to reduce harm.

- Referrals to specialist groups or support services, drug users and low level organised crime members to OC Drug Prevention teams and/or Youth for specialist support
- Use supported resolutions as alternative actions
- Record quality notings about organised targets, movements, associations and activities

## Crime and Drug Prevention Officer

**ROLE:** Provide prevention and support to whānau and communities. Implement the ROCC Work Programme.

- Proactive intervention to reduce drug use
- Referral to drug rehab/ support for users
- Proactive support for those vulnerable to the harm from organised crime and drug use
- Support to Family Harm teams for families affected by organised crime and drugs
- Working with community groups to support prevention activities

**KEY**



Operational



Strategic



Strategic & Operational



A photograph showing two police officers in blue uniforms and caps interacting with a man and a woman in a market stall. The man is smiling and shaking hands with one of the officers. The woman is also smiling and holding a clipboard. The stall is filled with colorful flowers. The background shows other people and market stalls.

ORGANISED CRIME:

# ***Tasking and Coordination, VIPERS and PANDA***



# Police activities are governed by Tasking & Coordination

## CONTROL STRATEGY: VIPERS

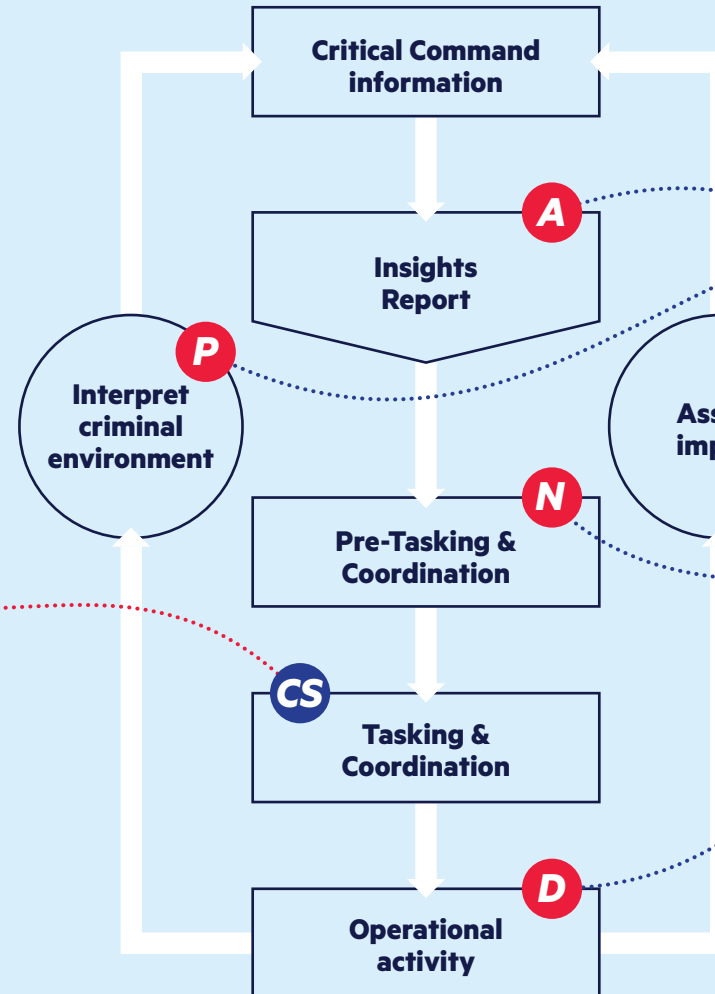
The agreed set of activities we want to complete in the next three months to target the current highest priority/highest harm organised crime problems in the district, area or nationally.

These are agreed in Tasking & Coordination.

OPERATIONAL PRIORITIES FOR VIPERS		National Response		Local Response		District Response	
Priority	Problem	Control Strategy	Activities	Priority	Problem	Control Strategy	Activities
1	Organised Crime	CS	...	...	...	...	...
2	...	...	...	...	...	...	...
3	...	...	...	...	...	...	...
4	...	...	...	...	...	...	...
5	...	...	...	...	...	...	...

## TASKING & COORDINATION

Decision making and triaging process



## PANDA

Problem solving methodology

Used to understand local (district/area) organised crime problems, identify best tactics, and deploy effectively through the local Tasking & Coordination process.

PANDA is an adaptation of SARA.



# Tasking and Coordination model and levels

OUR NATIONAL STRUCTURE FOR COORDINATING ORGANISED CRIME OPERATIONAL ACTIVITY

Organised Crime refers to planned and systematic criminal activity committed by a group or network with the objective of gaining profit, power or influence.

## Tasking and Coordination Process

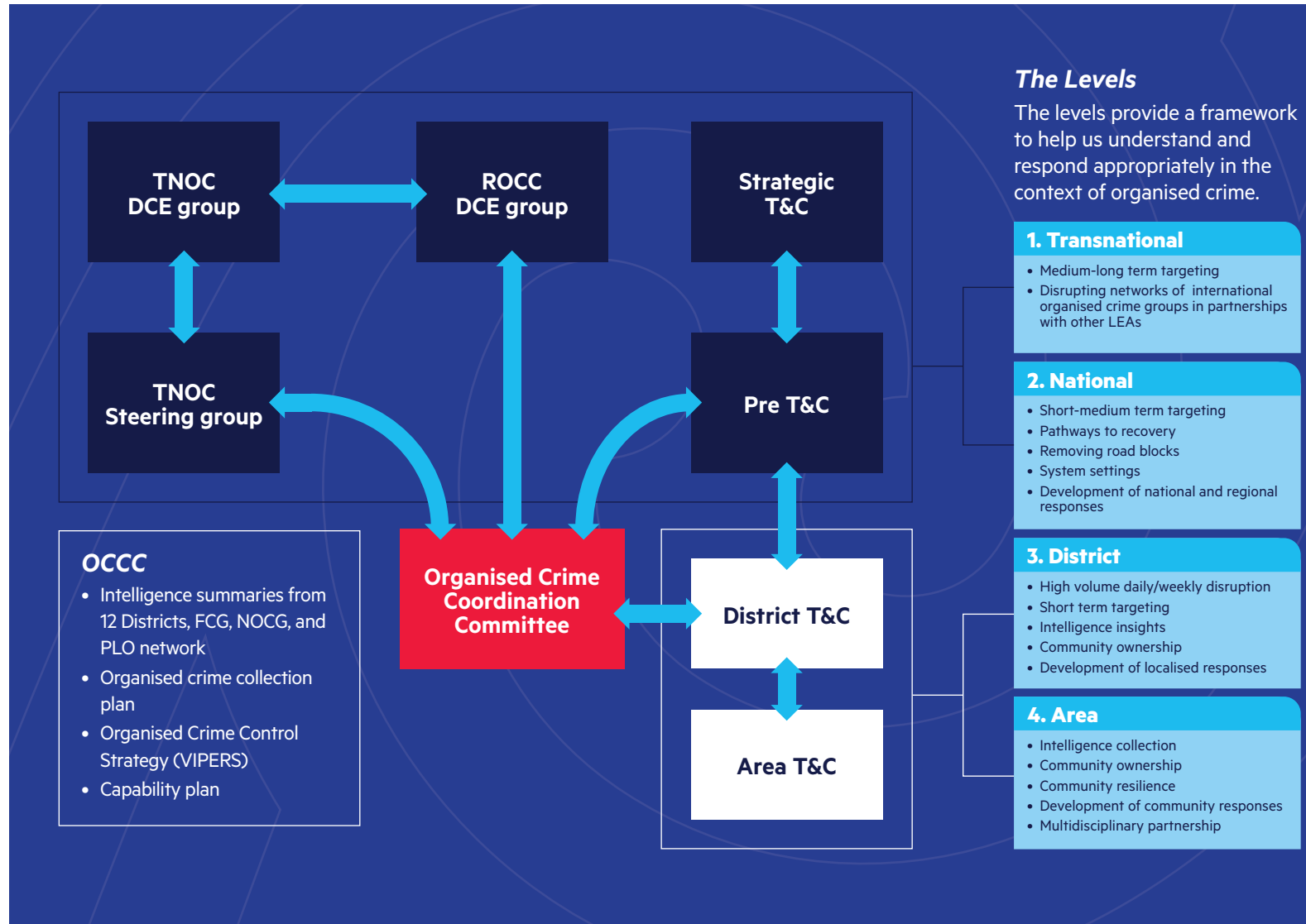
This model shows how our organised crime activities fit within the deployment model. This includes the creation of the Organised Crime Coordination Committee (OCCC, formerly Organised Crime Governance Group) to ensure that we are organised in a fashion that allows us to deliver on our aspiration.

This model systematises our activities in a way that allow us to push investigations, targeting, capability, collection, and intelligence, both up and down the system for greatest effect.

District insights and scanning products, along with products from NOCG, FCG, and the PLO network, are provided to the OCCC, allowing the development of OCCC insights reports.

These can go in three different directions;

- **District specific:** back to individual Districts,
- **National or regional issue:** Pre T&C and on to Strategic T&C,
- **Multi agency response:** either the ROCC or TNOC DCE groups.





# PANDA

**Problem**  
SCANNING

**Analyse the  
Problem**  
ANALYSIS AND INTELLIGENCE

**Nominate a  
strategy**  
RESPONSE

**Deploy the  
strategy**  
IMPLEMENTATION

**Assess the  
outcomes**  
ASSESSMENT & EVALUATION

**TARGET**

**TEST**

**TRACK**

Effective, early, inclusive and respectful engagement with our communities is vital for the development and implementation of policing approaches that achieve better outcomes for the communities we serve. As such, it is important that we engage early, be inclusive and think broadly to collaboratively determine issues and problems and co-design solutions and approaches.

**Engage early, be inclusive  
and think broadly.**

# Problem

## A SCANNING N D A

### TARGET



Describe the nature of the problem and the harm that it causes.

How do we understand the problem. How do our partners see or understand the problem?

**Do communities and community leaders see this as a problem? Have we asked them what they think the underlying drivers of the problem are?**

### Thinking Prompts

- Is this a high harm or high volume problem?
- Is this a specific crime, harm or crash type problem?
- Do our communities and iwi agree that this is a problem? Do our communities and iwi agree on the definition and drivers of the problem as we and our partners see it?**
- Is this a long term issue?
- Is this causing panic?
- Is the problem seasonal, cyclical, a short term flare-up or spike?



# P N D A Analyse the Problem

ANALYSIS AND INTELLIGENCE

## TARGET

Develop a in-depth understanding of the crime and harm problems from the perspectives of our communities, our partners and our organisation.

Understand drivers and aspects of harm or crime.

Have we considered the impact of our views, choices and approach on our communities and for Māori?

### Thinking Prompts

- ✦ Have we engaged with members in our community in a culturally appropriate and effective way to understand and capture the views on the scale and impact of the problem?
- ✦ Have we considered how our views have impacted our decisions and approaches for addressing this problem? Have we considered the impact that our choices or approaches have had, or are having, on the communities and for Māori?
- ✦ What has our approach to the problem been in the past? How has this approach worked or not worked (e.g. incorporate lessons learned)?
- ✦ Are there patterns in who is victimised, transgresses or where the problems occur? (temporal trends, hot times, clusters)?
- ✦ Who are the 'Power Few'?
- ✦ What do/ don't we know about the people committing or impacted by the crime?
- ✦ What are the drivers of crime or demand?

# P A D A

## Nominate a strategy

### RESPONSE



## TEST

Develop a strategy with communities and partners to address the underlying causes of a crime or harm problem. The strategy should describe a holistic treatment for a problem that demonstrates consideration for victims, intelligence requirements, prevention opportunities, enforcement activities, communities reassurance activities, and the support structures. (e.g. VIPERS)

Opportunities to work alongside partners or leverage off of other programmes of work should be considered in the development of an approach.

### Thinking Prompts

- ✕ What are the primary objectives that the strategy needs to achieve from our perspective, and from the perspective of our communities?
- ✕ **What does success look like from the perspective of our communities?**
- ✕ How will we and our partners know when we have made progress towards this view of success?
- ✕ **Is there an opportunity to co-design a solution or approach with communities, iwi and partners?**
- ✕ What questions must be answered before we progress (intelligence gaps), and who can help close these?
- ✕ What evidence based approaches or best practice can we consider and are they appropriate for the agreed approach?
- ✕ How will we measure the effectiveness of our treatments and tactics?
- ✕ **What are the opportunities that exist within our support resolution framework and with iwi partners?**
- ✕ What are the lead activities or performance measures to monitor, and who will be responsible for monitoring and reporting these?
- ✕ **What is the cultural impact of our planned approach?**
- ✕ What role can Police play in preventing the problem (e.g. reassurance activities, focused enforcement, halo effects, automated enforcement)?



# Deploy the strategy

IMPLEMENTATION

TEST



Implementing and embedding an effective and holistic treatment in a culturally safe way to achieve the right outcomes. How can we work with our partners to implement the strategy?

## Thinking Prompts

- ✂ What are the intermediate outcomes and implementation milestones?
- ✂ Where do we need to lead? Where can we lean in and offer support?
- ✂ Who is responsible for the implementation and ensuring treatments are implemented?
- ✂ **How will we maintain engagement with the community and partners on how the solution is operating?**
- ✂ How often will we review and implement feedback on implementation of the solution or approach?
- ✂ How will the implemented strategy be evaluated?
- ✂ Which resource(s) will be deployed and how will we direct the activities of our resource (e.g. time, place, process)?
- ✂ What initiatives need to be introduced or changed?
- ✂ What is the review cycle to ensure the strategy is achieving the outcomes or objectives (e.g. weekly, fortnightly, monthly)?
- ✂ Do we need to change tact (e.g. displacement, times, locations)?

# P A N D

ASSESSMENT & EVALUATION

## Assess the outcomes

### TRACK



Assessing the success, viability, longevity and impact of the strategy. What is our progress toward achieving good outcomes for the community? What is success for us and our partners?

### Thinking Prompts

- ✦ **Does the community feel we achieved the outcomes that were set out?**
- ✦ Do our partners feel we achieved the outcomes set out?
- ✦ Did the strategy achieve secondary or intermediate benefits? Have there been unintended outcomes?
- ✦ Has the initiative produced any unintended and/or disproportionate impact(s) on specific communities?
- ✦ What lessons were learned and what new intelligence has the organisation gained?
- ✦ Can this approach be implemented again or can it be used elsewhere in Aotearoa New Zealand?



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