



A decade of change

2007–2017

| Implementing the recommendations from the
Commission of Inquiry into Police Conduct



New Zealand
POLICE
Nga Pirihimana O Aotearoa



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Introduction

This document provides a high-level overview of the progress New Zealand Police has made during the past 10 years in implementing the 47 Police-specific recommendations outlined in Dame Margaret Bazley's 2007 Commission of Inquiry into Police Conduct (COI) report.

This is not a detailed, year-by-year analysis of progress against each of the 47 recommendations. That detail is contained in other publicly available documents. Rather, it is intended as a snapshot of the most significant advances made by Police during the 10 years since the public release of the COI report on 3 April 2007.

It outlines the key actions taken to embed the Police-specific COI recommendations, and the wider cultural changes called for in the COI report.

In providing this overview, and for ease of reference, the 47 recommendations have been grouped into five themes.

Within each theme is brief commentary on its intent and examples of the progress Police has made in completing the 47 recommendations.

Theme 1: Adult Sexual Assault investigations

Theme 2: Complaints against police

Theme 3: Ethics – Behaviour, performance management and discipline

Theme 4: A diverse, inclusive and healthy organisation

Theme 5: Policy, practice and process

Background

The Commission of Inquiry into Police Conduct was announced by former Prime Minister Rt Hon Helen Clark in February 2004. The Commission was established to carry out a full, independent investigation into the way in which New Zealand Police had dealt with serious allegations of sexual assault by a small number of Police staff and their associates.

This followed publication of allegations suggesting police officers in at least one part of the country might have deliberately undermined or mishandled investigations into complaints of sexual assault made against other officers.

The Commission's report was publicly released¹ on 3 April 2007. Dame Margaret Bazley's report covered the 25-year period from 1979 to 2004. It included criticism of the historical conduct of several officers and their associates regarding inappropriate sexual activity, and a culture of scepticism within Police about reported sexual assaults.

The report made 60 recommendations for change: 47 for Police, 12 for what would become the Independent Police Conduct Authority (IPCA), and one for Government. The report was clear that attitudes and behaviour within the Police, and not just systems and procedures, needed to change. The then Commissioner of Police, Howard Broad, fully accepted the Commission's findings, and committed to implementing the Police-specific recommendations.



Monitoring and reporting

The Commission acknowledged that changing behaviour in any organisation is difficult and takes time. Given the range, depth and sometimes challenging nature of the recommendations, a formal monitoring and reporting regime was put in place to track Police's progress against the Commission's recommendations.

To allow ongoing visibility of the extent and pace of COI change being achieved, Cabinet directed that there be a quarterly public reporting regime. Police managed this process, in tandem with the State Services Commission (SSC) and Ministry of Justice officials. Each quarterly report is available on the Police website.²

To help ensure follow-through on implementation, the Office of the Auditor-General (OAG) was also mandated to monitor Police's COI response for a 10-year period. OAG has published four interim progress reports³ in June 2009, June 2010, October 2012 and February 2015. A final COI performance audit – assessing implementation through the decade long monitoring period – will be conducted by OAG sometime during 2017.

Former Prime Minister Helen Clark (far left), with then Ministers Hon Mark Burton and Hon Annette King, and Dame Margaret Bazley, at the release of Dame Margaret's report in 2007.

¹ www.parliament.nz/resource/0000055162

² Quarterly reports from December 2007 to December 2016 are available at www.police.govt.nz/about-us/nz-police/commission-inquiry

³ Available at www.police.govt.nz/about-us/nz-police/commission-inquiry

Commissioner's Foreword

The Commission of Inquiry into Police Conduct was a thorough and independent analysis of many aspects of policing, spanning the quarter-century from 1979 to 2004.



The findings from the inquiry, released on 3 April 2007, held us to account for failings, and rightly so.

In an organisation charged with serving and protecting the people of New Zealand, it revealed how certain officers had treated some victims of sexual assault incredibly badly, and let them down in the worst possible way. It exposed some appalling behaviours, attitudes, standards and practices.

The public's trust and confidence in Police – so vital to carrying out our duties – took a severe hit during the course of Dame Margaret's inquiry, and some of the revelations in the final COI report were met with a mix of shock and disbelief by the wider community. Internally, morale among Police staff was understandably rocked.

At the time of the COI report's release, my predecessor Howard Broad accepted all of the Commission's findings, and committed to fully implementing its recommendations. In doing so, he acknowledged the severity of the events which gave rise to the COI, saying:

"I find it difficult to express in words my feelings about these people for they have caused immeasurable damage to a number of New Zealanders that they had sworn to protect. I unreservedly and unequivocally apologise to the women who were caught up in the actions of those few officers. I acknowledge the hurt and harm that's been done and the grief that's been caused."⁴

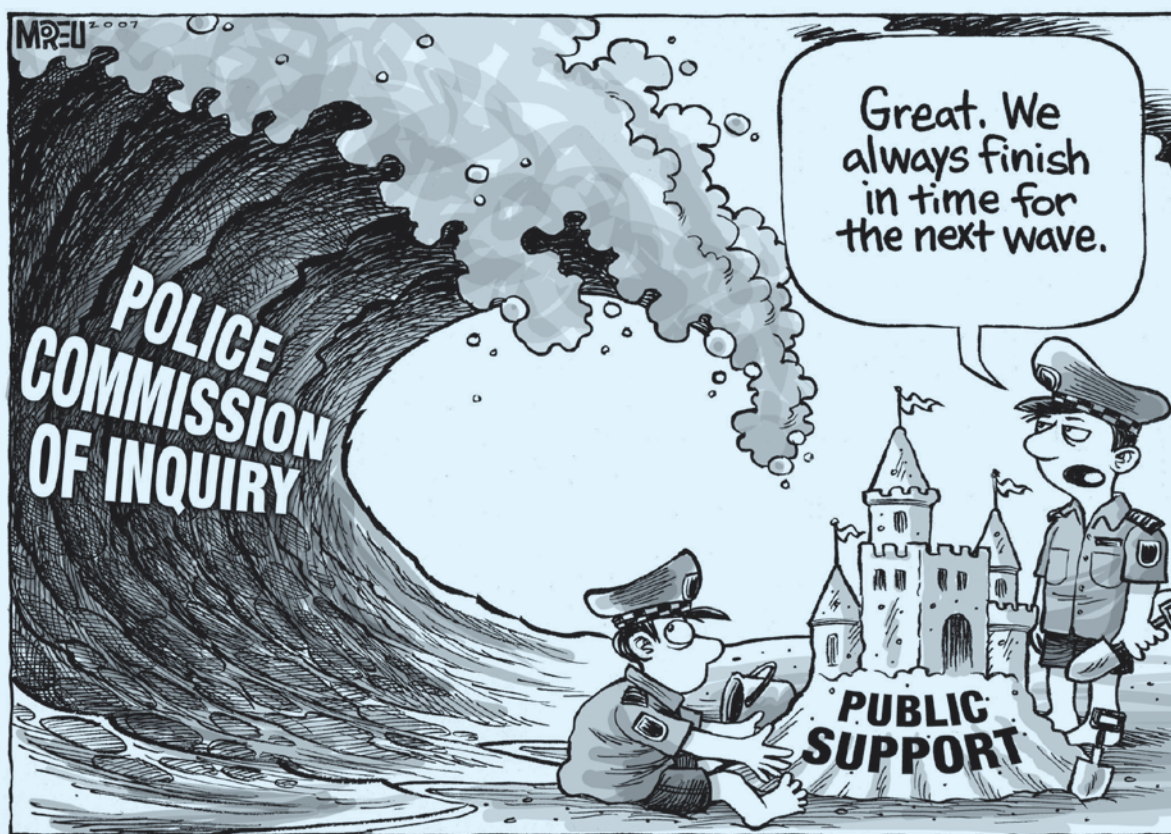
Police Commissioner Howard Broad (April 2007)

As a result, the COI provided the catalyst for significant reform of New Zealand Police. A comprehensive programme of change was launched that touched almost every aspect of policing – policy, training and investigative techniques through to staff behaviour, performance management and leadership; and the need for a more diverse and inclusive police 'culture' that, in turn, would better serve sexual assault victims.

I am the third Commissioner of Police since 2007. As a District Commander, Deputy Commissioner and now Commissioner, I have had first-hand involvement in the work that's been undertaken to advance the commitment Commissioner Broad gave 10 years ago. It's been an important part of my mandate to drive action on the COI. It's fair to say it has been a journey for all Police staff – from the Executive, through to those at the frontline.

Ten years on from 2007, I'm pleased to report we have changed significantly, having implemented all 47 Police-specific COI recommendations. At times it has been challenging, but change of the depth and magnitude required of us was never going to be easy. Necessary changes are now embedded within Police.

⁴ www.police.govt.nz/tenone/20070330-295/feature-inquiry.htm



Reproduced with the permission of Mike Moreu.

The decade-long timeframe gave us room to try things to see if they would make a difference. Often they did; sometimes they didn't. Progress was sometimes rapid, other times less so as operational demands (such as responding to the Canterbury earthquakes) and other priorities took precedence. That is the nature of policing.

Observers like the Office of the Auditor-General and State Services Commission have drawn welcome attention to our progress and, in equal measure, have been quick to point out where we had to do more or better. Their external monitoring has certainly helped keep us on track and I thank them for their decade-long support and advice.

For my part, I'm proud of the distance we've come in 10 years. In a 2015 media interview, Dame Margaret also acknowledged Police has "made colossal change".⁵

Police is a very different organisation in 2017 compared to even 10 years ago, and certainly compared to 1979 – the start point for Dame Margaret's COI analysis. Indeed, it's worth noting that around 30% of the staff employed in New Zealand Police now were not even born in 1979.

Today, we have an energetic, progressive culture focussed on professionalism and high-performance. *Our Business*⁶ focusses us in on what we do, how we do it and the values that underpin our work.

We are an organisation where victims are at the centre of our policing approach, receiving more empathetic and consistent services. For example, we are giving greater priority to Adult Sexual Assault (ASA) investigations, through better case management and improved training, and an improved focus on ASA victims.

We are proud to win awards for our efforts to be a more diverse⁷ and inclusive workplace – better reflecting the communities we serve. Who in 1979 would have imagined a day where Police encouraged officers to march in uniform in the annual Pride Parade?

There are now active steps in place to identify and develop talented staff through opportunities both in and out of Police, alongside a much improved career progression framework.

We also continue to deliver initiatives to specifically support women to develop and progress within our organisation. For example, the Women's Advisory Network has established strong networks of guidance and support. It provides channels for staff to give feedback and suggestions about women's professional development and, by challenging perceptions and behaviours, helps influence positive change.

Our recruitment and attraction strategies are also constantly reviewed to enable us to meet the ambitious targets we've set ourselves to recruit more women and ethnic minorities into our constabulary workforce, to better represent the diverse communities we now serve.

We have very high expectations of standards of behaviour and integrity. This is reinforced through ethics training, our refreshed code of conduct, *Our Code, Our Values*, and the *Speak Up* programme, which encourages staff to report any observed misconduct (including bullying, harassment and discrimination), and to feel safe and protected in doing so.

In an ideal world, there would be no inappropriate behaviour by Police staff. We now operate in an

⁵ www.stuff.co.nz/the-press/christchurch-life/71701192/Yes-ministers-Dame-Margaret-Bazleys-60-years-of-sometimes-fraught-public-service

⁶ www.police.govt.nz/about-us/publication/our-business

⁷ www.diversityworks.nz.org.nz/diversity-awards/winners-and-entrants/empowerment/new-zealand-police/

environment where such behaviour is not tolerated and we have the ability to respond effectively if and when it occurs. This includes an effective system for early identification and supportive informal intervention on behaviour that could escalate; tools to manage complaints; and a performance management and disciplinary system in keeping with modern-day employment law.

The OAG supports this stance, stating in 2015: “In an organisation of about 12,000 people, it is inevitable that people will sometimes fail to meet expected standards of behaviour. This can happen no matter how many processes, policies, or good practices are in place. What is important is that the Police reduce the likelihood of failures, know when they happen, and take appropriate action. What we heard, observed, and read suggests that, in general, the Police seek to do this”.⁸

The incoming Auditor-General has reinforced this message, saying:

“The really critical thing is to accept that, sadly, there will be occasions where bad eggs get into our system... what we have to be confident of is that, when we uncover them, we act swiftly, we’re decisive, and we’re thorough.”⁹

Auditor-General Martin Matthews (March 2017)

As an organisation we have greater experience and maturity in developing and implementing significant programmes of change, evidenced in our successful *Policing Excellence* transformation programme (2009–2014); and new *The Safest Country – Policing 2021* programme, which is both building on and taking change to the next level.

Since 2007, our annual workplace staff survey results have provided a barometer of staff engagement as well as a pulse-check of progress against areas of direct relevance to the COI, such as the number of staff who consider people in their team respect employee diversity.

While significant progress has been made, the conclusion of the mandated COI monitoring period does not represent a finishing line. Our work doesn’t stop here.

We must continue to be vigilant and make ongoing advances in all the focal areas outlined in this document; because they are the right things to do in a progressive, relevant organisation, and the right things to do for the people who entrust us to serve them. We must continue to demonstrate, measure and prove how we have embedded the desired cultural and practice changes Dame Margaret asked of us.

I am confident that we have set a strong platform on which we can continue to build. As the OAG’s latest report states: “... the Police have made progress towards describing and building a new workplace culture that reflects the spirit and intent of the Commission of Inquiry into Police Conduct’s recommendations. The workplace culture is important to providing the excellent standard of service to the community that the Police aspire to. The Police acknowledge that there is more work to do to ensure that these positive changes endure.”¹⁰

I extend my sincere thanks
to all Police staff and our
many partners who –
through a defining period
in policing history – have
helped implement the COI
recommendations and
weave the spirit and intent
of the COI into the fabric of
today’s New Zealand Police.

I also want to reiterate my thanks to Louise Nicholas. Her courage to publicly bring forward allegations against police officers and their associates rightly initiated the Commission of Inquiry back in 2004. That Louise was Patron of a Police recruit wing in 2015 and her ongoing input and involvement in ASA investigation training show true strength of character, and a selfless willingness to work alongside Police to help right the wrongs of the past.

As Commissioner, I look forward to the future – leading the soon to be more than 13,150 women and men of New Zealand Police to live up to and, as much as possible, further advance the changes Dame Margaret rightly challenged us to achieve 10 years ago.



Mike Bush MNZM
Commissioner of Police

⁸ Response of the New Zealand Police to the Commission of Inquiry into Police Conduct: Fourth monitoring report, page 4

⁹ www.radionz.co.nz/audio/player?audio_id=201836107

¹⁰ Fourth monitoring report, page 5

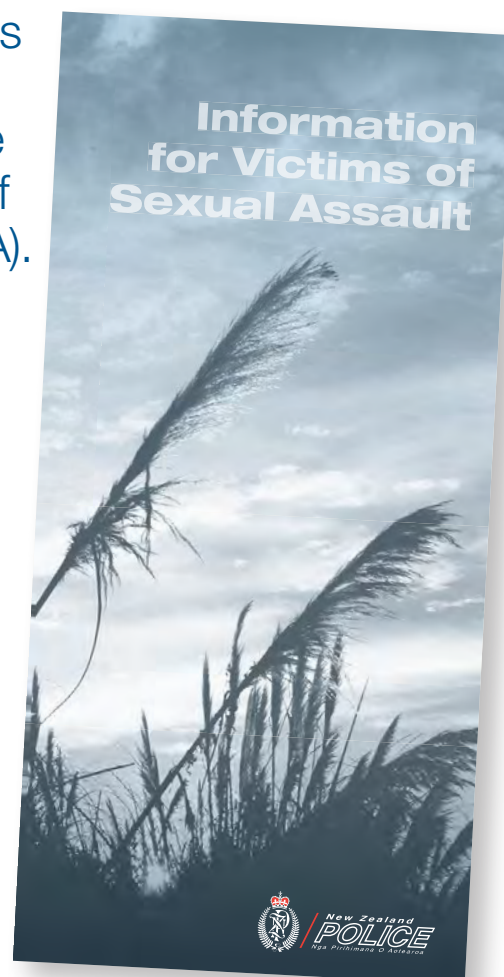
Theme 1:

Adult Sexual Assault investigations

The intent of the five recommendations in this theme focussed on ensuring processes were in place to encourage supportive and thorough investigation of complaints of Adult Sexual Assault (ASA).

Police were directed to make improvements in the calibre of investigations into ASA complaints; address the proliferation of policies and procedures, and issues around effective implementation of the ASA Investigation Policy. “The Commission’s recommendations aimed to improve the services Police provide to the public – in particular, how the Police receive and investigate adult sexual assault complaints”.¹¹

The OAG was clear about the need for Police to progress and give priority to many aspects of ASA investigation – including policy, investigation guidelines, training, monitoring, victim communication and specialist support.



¹¹ Response of the New Zealand Police to the Commission of Inquiry into Police Conduct: Third monitoring report, page 21

Recommendations:

- 9 New Zealand Police should review the implementation of the Adult Sexual Assault Investigation Policy to ensure that the training and resources necessary for its effective implementation are available and seek dedicated funding from the Government and Parliament if necessary.
- 10 New Zealand Police should incorporate the Adult Sexual Assault Investigation Policy in the “Sexual Offences” section of the New Zealand Police Manual of Best Practice for consistency and ease of reference.
- 15 New Zealand Police should improve the process of communicating with complainants about the investigation of their complaint, particularly if there is a decision not to prosecute. Complainants and their support people should be given:
 - realistic expectations at the start of an investigation about when key milestones are likely to be met
 - the opportunity to comment on the choice of investigator
 - regular updates on progress, and advance notice if the investigation is likely to be delayed for any reason
 - assistance in understanding the reasons for any decision not to prosecute.
- 18 New Zealand Police should ensure that training for the Adult Sexual Assault Investigation Policy is fully implemented across the country, so that the skills of officers involved in sexual assault investigations continue to increase and complainants receive a consistent level of service.
- 19 New Zealand Police should initiate cooperative action with the relevant Government agencies to seek more consistent Government funding for the support groups involved in assisting the investigation of sexual assault complaints by assisting and supporting complainants.

Theme 1

Progress highlights:

- › The *ASA Investigation Policy and Procedures* chapter is incorporated in the Police Manual. It is on a two-yearly review cycle and available to all employees on the Police Intranet.
- › Tiered ASA training is in place for CIB investigators and supervisors (with a built-in Quality Assurance Improvement Framework).
- › ASA content is included in all Police recruit training (since 2013).
- › A Training Review Group – including internal and external ASA/education specialists – reviews ASA training and integrates best practice.
- › Use of the *Information for Victims of Sexual Assault* pamphlet is mandatory, improving communication with victims.
- › ASA Case Investigation Plans focus on timelines, victim communication and supervisor reviews that record/endorse key decision-making.
- › An ASA webpage has been added to the Police website, providing useful information for victims and including the opportunity to provide feedback.
- › National annual monitoring of district ASA files is in place.
- › Improved reporting flags if an ASA investigation is to be delayed for any reason, prompting victim contact from district coordinators.
- › A data collection spreadsheet has been developed that identifies risks on ASA files for supervisors and managers. The spreadsheet is electronically updated weekly and available to all staff.
- › Police is part of a cross-government initiative developing a long-term strategy to ensure a sustainable sexual violence service is available to all New Zealanders.
- › An online training package has been prepared and delivered on the required attitude and response to victims of sexual violence. This is available to all staff. Any staff member who deals with the public is expected to complete it. All new recruits complete this training and receive targeted ‘responding to sexual assault’ training.



In its most recent report, the OAG reaffirmed the progress Police has made on investigating allegations of adult sexual assault stating:

“The Police have given more priority to investigating adult sexual assaults than in the past. They monitor and review the investigations better, using a case management approach. The Police are establishing the reporting systems they need to provide a good view of their investigation activities. They have also introduced a tiered training model for new recruits and detectives that specifies the level of training required to investigate sexual assaults.

The Police are focusing more on the needs of people who have reported a sexual assault. Some of the victim support organisations we spoke to observed that the Police were more empathetic than previously. They felt that the Police showed greater respect for victims and were focusing on what is right for the victim.

However, there is still room for the Police to improve how they communicate with victims and how they collate and use feedback from victims. The Police acknowledge that they need to do more to understand the effectiveness of the improvements they have made for responding to victims of a sexual assault and how they could make further improvements”.¹²

“In our view, the Prevention First and Victim Focus strategies and the Policing Excellence programme have driven changes in ‘mindset’ and an increased understanding of professional standards, accountability, and transparency within the Police. In our view, there is greater empathy for victims and a recognition that dealing with sexual assault victims requires patience, courtesy, and respect, as well as specialist skills and training. These changes are in keeping with the spirit and intent of the Commission’s recommendations.”¹³

¹² Response of the New Zealand Police to the Commission of Inquiry into Police Conduct: Fourth monitoring report, page 3

¹³ Fourth monitoring report, pages 29-30

“[Ken] Clearwater says he has noticed a “big difference” in the way police dealt with sexual abuse cases now, when compared to practice carried out 20 years or more ago. “Beforehand it was ‘don’t be silly’ or ‘toughen up’,” he says. Now he, along with fellow sexual violence survivors’ advocate Louise Nicholas, provide training to senior detectives about the impact abuse has on people, in order to ensure matters are dealt with seriously from the outset.”¹⁴

Number of dedicated ASA investigators in **2007**

0

Number of dedicated ASA investigators in **2017**

105



¹⁴ www.stuff.co.nz/national/crime/84187791/dogged-determination-delivers-justice-for-victims-caught-up-in-20-year-web-of-sexual-abuse

Theme 2:

Complaints against police

The eight recommendations in this theme pointed to the need for the public to have knowledge of, and confidence in, the police complaints process, with Police taking active steps to enable complainants to come forward – especially when an alleged offender is a Police employee. Once complaints against police are received they must be investigated fairly, thoroughly and impartially.

Complaints against Police, and the manner in which they are managed, were a pervasive thread throughout the COI report.

The OAG observed that, internally and externally, trust and confidence in Police can be influenced by how well complaints by the public about Police staff, and by Police staff about their colleagues, are managed and investigated. Police staff have always called out inappropriate behaviour by their colleagues. However, willingness to do this has been variable – influenced by perceptions of how certain colleagues have been ‘protected’ by other staff, and whether those colleagues have been on the receiving end of uncomfortable informal behaviour when previous complaints have been made.



Recommendations:

- 5 New Zealand Police should develop an explicit policy to notify the Commissioner of Police when there is a serious complaint made against a Police officer. This policy and its associated procedures should specify who is to notify the Police Commissioner and within what time frames.
- 6 New Zealand Police should ensure that members of the public are able to access with relative ease information on the complaints process and on their rights if they do make a complaint against a member of the police.
- 7 New Zealand Police should undertake periodic surveys to determine public awareness of the processes for making a complaint against a member of the police or a police associate.
- 8 New Zealand Police should develop its database recording the number of complaints against police officers to allow identification of the exact number of complaints and the exact number of complainants for any one officer.
- 14 New Zealand Police should ensure that the practice of providing investigating officers with a reminder of the standards for complaint investigation is applied consistently throughout the country.
- 16 New Zealand Police should develop a consistent practice of identifying any independence issues at the outset of an investigation of a complaint involving a police officer or a police associate, to ensure there is a high degree of transparency and consistency.
- 20 In relation to investigations of sexual assault complaints against police officers or police associates, New Zealand Police should have in place systems that:
 - › verify that actual police practices in investigating complaints comply with the relevant standards and procedures
 - › ensure the consistency of practice across the country, for instance in the supervision of smaller and rural stations
 - › identify the required remedial action where practice fails to comply with relevant standards
 - › monitor police officers' knowledge and understanding of the relevant standards and procedures.
- 57 Each police district should establish groups of community representatives, chaired by recognised community leaders, which meet regularly to provide comment and feedback on police service delivery and policing issues throughout the district. Relevant information obtained from the feedback from the community should be incorporated into the police early warning system (see recommendations 47, 48).

Theme 2

Progress highlights:

- Policies are in place to ensure the Commissioner is notified about serious complaints, set the standards for complaints or investigations about the conduct of Police employees, and ensure consistency in the investigation of complaints against police.
- Police Professional Conduct Group has a monitoring role to ensure a record is kept of the timeliness of the notification of each serious complaint to the Commissioner.
- A pamphlet *How to make a Complaint about Police* is available in 12 languages. All stations are required to have pamphlets available in English and Māori (and other languages depending on local community).
- The Police website also has information on how to make a complaint (downloads in 12 languages).¹⁵
- *Service Excellence* was introduced in a structured roll out that included nationally mandated training. It includes six sets of Service Delivery Standards, which are updated every two years.
- *Service Excellence* training has been delivered to more than 8,500 operational staff (via e-learning); 574 public counter practitioners (two-day course); 1300 supervisors (one-day Leading *Service Excellence* workshop); 132 telephonists and ongoing to all new Communications Centre call takers and all recruit wings. There has also been ongoing refresher training on an as-required basis.
- The annual Citizens' Satisfaction Survey provides information on the levels of public knowledge about the complaints process.



In the 2015/16 survey, 73% of respondents were aware there is a process to make a complaint (sample of 4,800+ people)

- Levels of trust and confidence in Police, and satisfaction with Police service delivery, are also measured through the Citizens' Satisfaction Survey. Trust and confidence in Police increased from 72% to 77% over the period 2008/9 to 2015/16,¹⁶ while those who were satisfied or very satisfied with Police service delivery increased from 79% to 84%.¹⁷
- A complaints database, 'IAPro', has been operational since December 2012. It is shared between the Police Professional Conduct Group and Employee Relations Group. IAPro is considered best in class from an international perspective.



- Complaint files are reviewed at district level by the Professional Conduct Manager, then at Police National Headquarters, and the Independent Police Conduct Authority (IPCA).
- The IPCA conducts external reviews and random audits of Police files.
- The *Managing conflicts of interest* chapter is in place and available to all staff on the Intranet as part of the Police Manual. The chapter provides a definition of a conflict of interest, outlines situations where conflicts of interest may be present, sets out procedures for investigators to follow to identify a conflict before starting an investigation, and sets out how to manage and declare a conflict of interest.
- The Police Manual chapter *Integrity Reporting and Speaking Up* encourages employees to speak up about inappropriate behaviour.
- The ASA *Investigation* chapter and ASA tiered training programme set out a consistent approach to ASA investigations.
- The ASA Case Investigation Plan process is in place with independent supervisor review.
- A national integrated quality assurance and improvement framework monitors successful implementation of ASA Investigation policy and procedures including review of investigations by the National Coordinator: ASA at Police National Headquarters.
- Police receive community feedback in a number of different ways, including Facebook and Twitter.
- There are multiple, regular community meetings in Police districts. The Commissioner's national-level Māori Focus Forum also contributes important community feedback.
- A Commitment of Service poster is displayed in public places and, amongst other things, notes "We value your feedback on the service you received. It will help us improve our services to you. www.police.govt.nz/feedback"
- The commitments Police make in the Commitment of Service are also measured in the Citizens' Satisfaction Survey.

¹⁵ www.police.govt.nz/contact-us/praise-and-complain

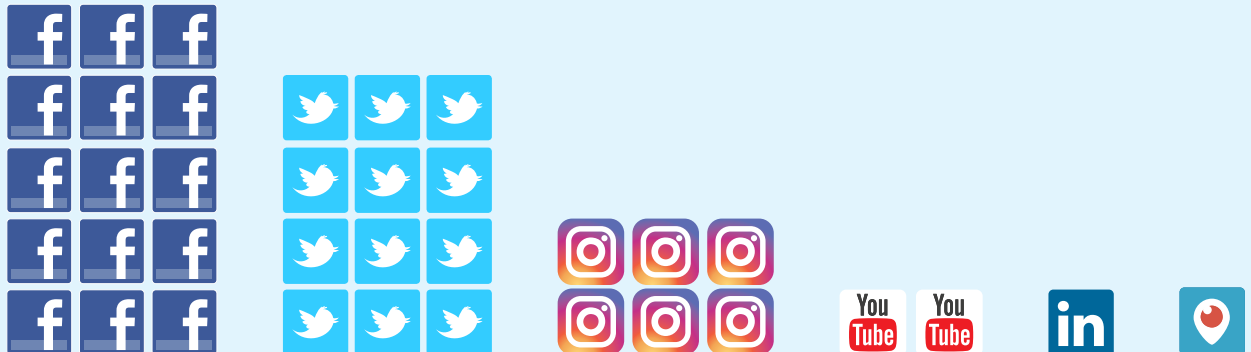
¹⁶ www.police.govt.nz/sites/default/files/publications/citizens_satisfaction_survey_full_report_-_2016.pdf, Research report, page 6

¹⁷ Research report, page 57

> In the *Kiwis Count Quarterly Update 13 – 2015 Annual Report and June 2015 Quarterly Results*, SSC commented that Police has focussed on bringing the customer into the heart of its interactions

with New Zealanders. SSC noted that Police's service quality score improvement over the previous two years was double the improvement of the public service as a whole.¹⁸

Police now manages **15 Facebook** pages; **12 Twitter** feeds; **six Instagram** accounts; **two YouTube** channels, **LinkedIn** and **Periscope** accounts.



Social media is used to connect with people, share prevention advice, provide crime and traffic updates and engage with communities on a range of topics. On average,

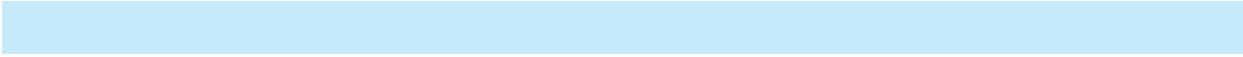
over 1 million
people per week connect with Police via social media.

¹⁸ www.ssc.govt.nz/kiwis-count-june15-annual-report, page 16



Theme 3:

Ethics – Behaviour, performance management and discipline



The intended outcome of the 17 recommendations in this theme was to see police behaving ethically and to a standard reflecting expectations of the communities they serve; that police know what ethical behaviour is; and that Police culture and behaviour is consistent with this knowledge.

Equally, if there were ongoing instances of poor behaviour or unethical practices, then Police's performance management and disciplinary regime had to be in line with modern practice; serving the interests of those prepared to raise concerns, as well as supporting good employment practice. This included having a formal code of conduct in place for all Police employees.

Recommendations:

- 17 New Zealand Police should expand the content of its ethics training programme to include identifying and managing conflicts of interest, particularly in respect of complaints involving police officers or police associates.
- 33 Those provisions of the Police Regulations 1992 that establish the disciplinary tribunal system should be revoked as soon as possible to enable a more efficient system to come into force.
- 34 New Zealand Police should implement a best practice state sector disciplinary system based on a code of conduct, in keeping with principles of fairness and natural justice as part of the employment relationship.
- 35 The new disciplinary process should allow independent investigation of alleged misconduct where necessary or appropriate (in accordance with section 5A and 12 of the Police Act 1958) but should not include the use of a formal disciplinary tribunal.
- 36 New Zealand Police should ensure that the human resource and professional standards functions are fully integrated in all aspects of their operations and systems.
- 38 A code of conduct for sworn police staff should be implemented as a matter of urgency. Subsequently, the existing code of conduct for non-sworn staff should be brought in line with the new code for sworn members.
- 40 New Zealand Police should develop standards, policies, and guidelines on appropriate sexual conduct towards, and the forming of sexual relationships with, members of the public. These should be incorporated into all codes of conduct and relevant policy and training materials. The standards, policies, and guidelines should be developed with the assistance of an external expert in professional ethics and should:
 - specify actions and types of behaviour of a sexual nature that are inappropriate or unprofessional
 - prohibit members of police from entering any relationship of a sexual nature with a person over whom they are in a position of authority or where there is a power differential
 - provide guidance to members and their supervisors about how to handle concerns about a possible or developing relationship that may be inappropriate
 - emphasise the ethical dimensions of sexual conduct, including the need for police officers to avoid bringing the police into disrepute through their private activities.
- 45 All New Zealand Police districts should implement a nationally consistent ethics training programme that all police officers are required to attend. Police officers should also be required to attend regular refresher courses on ethics.

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- 46 New Zealand Police should ensure that the establishment of ethics committees is mandatory for all police districts. There should be a national set of guidelines to guide police districts on the purpose, operation, and membership of their ethics committees.
-
- 47 New Zealand Police should implement a nationally mandated early warning system in order to identify staff demonstrating behaviour that does not meet acceptable standards and ensure such behaviour does not continue or escalate.
-
- 48 The early warning system should ensure that all relevant information, sufficient to give a complete picture of an officer's full record of service, is captured in a single database, and is accessible to police managers and supervisors when making appointments and monitoring performance, as well as to complaint investigators when appropriate.
-
- 49 New Zealand Police should review its approach to performance management, including the training provided to supervisors and managers, the performance appraisal process and documentation, and the methods in place to ensure that the follow-up identified in the performance improvement plans actually occurs.
-
- 52 New Zealand Police should review its current policies, procedures, and practices on internal disclosure of wrongdoing, and actively promote a single stand-alone policy for all disclosures, including (but not limited to) those made under the Protected Disclosure Act 2000. The policy should ensure that proper inquiry is always made where information received indicates that a police member or associate may have committed a sexual offence.
-
- 53 New Zealand Police should ensure that the policy and the approach of "report and be protected" are well understood and implemented nationally.
-
- 54 New Zealand Police should ensure that all other relevant policies, procedures, and practices are consistent with the stand-alone policy on the reporting of serious wrongdoing and the approach of "report and be protected".
-
- 55 The New Zealand Police ethics training programme should aim to foster a culture which encourages reporting of allegations of wrongdoing by police members or police associates and provide support to those who make disclosures, consistent with the "report and be protected" approach.
-
- 56 New Zealand Police managers and supervisors should actively communicate to police members the expectation that they will report any allegations of sexual misconduct made against a colleague or a police associate. Police managers and supervisors should encourage and support members to report such allegations.
-

Theme 3

Progress highlights:

- A code of conduct, *Our Code*, applying to all employees was introduced in 2008 and refreshed in 2015.
- The Police Act 1958 and Police Regulations 1992 were reviewed and the formal disciplinary tribunal system revoked, introducing a more conventional, modern employment law-based disciplinary system (based on the Code of Conduct).
- The disciplinary process launched in 2012 sets out the principles and processes applying to all employment investigations and disciplinary matters. It was reviewed and updated in 2015-16.
- The *Managing conflicts of interest* chapter in the Police Manual sets out how to appropriately manage conflicts of interest.
- All investigations of complaints against police officers trigger the need to complete an 'Independence of Investigations Conflict of Interest Declaration form', ensuring potential conflicts are considered before the investigation.
- A series of training videos focussed on conflict of interest was launched in 2016.
- Police address inappropriate behaviour in general, and conflict of interest specifically, by promoting the organisation's ethical framework, consisting of *Our Values*, *Our Code*, the 'SELF' test and *Speak Up*. This ethical framework is widely socialised and intentionally woven through key career touch points. Ethics training continues to be an integral part of the syllabus at the Royal New Zealand Police College (RNZPC) with several sessions being incorporated into new recruit training. The Commissioner delivers a values-focussed session to new recruit wings. *Our Values* and the SELF test are also points of conversation in promotional and specialist courses for Sergeants and Senior Sergeants.
- Disciplinary and performance management processes and systems are better integrated. The Employee Relations Group, HR team and Police Professional Conduct Group work side-by-side at Police National Headquarters and in many districts, sharing the IAPro database for all complaints and employment investigations.
- *Our Code* references the *Maintaining professional distance* chapter of the Police Manual, ensuring clear direction about what constitutes inappropriate sexual conduct towards members of the public and how to manage these situations.
- A comprehensive early intervention system is in place (drawing from the IAPro database and data input from other police sources). This enables managers to take early and consistent action to manage inappropriate behaviour before it continues or escalates. Corresponding policy and processes were implemented.
- A range of strategies has been applied to improve performance management, including: implementing a Career Progression Framework (CPF) for frontline leaders; re-implementing the performance and reward system for Inspector level and above; initiating an organisation-wide performance optimisation/management capability programme for all leaders (the Police High Performance Framework); and, as outlined above, building a range of interventions to detect and prevent undesirable behaviours.
- The requirements to challenge unethical and unprofessional behaviour have been successfully implemented as part of *Our Code* (and confirmed as such by OAG).
- The *Integrity reporting and Speaking Up* and *Protected disclosure* chapters are available through the Police Manual to all staff, encouraging internal disclosure of wrongdoing.
- Procedures are in place through the *Police investigation of complaints and notifiable incidents* and *Managing conflicts of interest* chapters to follow up on any disclosures.
- Sexual allegations against associates of Police are treated the same as sexual allegations against any member of the public. To ensure any conflicts of interest are properly dealt with, the *Managing conflicts of interest* chapter of the Police Manual sets out processes to follow if the accused is associated with Police in some way.
- Policy, training (e.g. *Speak Up*) and specialist staff (e.g. Harassment Support Officers) are in place to enable, encourage and support staff who challenge or report inappropriate behaviour, harassment, discrimination and sexual misconduct (consistent with the philosophy of 'report and be protected').



Police's progress in delivering on the intent of Dame Margaret's ethics-related recommendations has been acknowledged in the OAG's most recent performance audit reports.

"One of the best ways for the Police to reduce the likelihood of individuals behaving inappropriately in such a large organisation is by improving workplace culture. Therefore, we also looked at changes that the Police have been making to the wider workplace culture. It was important to do this because that culture shapes the professional environment in which the Police manage their own behaviour and investigate allegations of sexual assault.

In my view, the Police are paying more attention to their workplace culture than when we published our third monitoring report. Policing strategies and change programmes have contributed, along with leadership at many levels, increasing diversity in the Police, and recruiting staff with values that match those of the culture the Police are working towards.

It is important that the Police's newer recruits maintain a focus on these values. Leaders in the Police are working to ensure that sergeants and senior sergeants, who have important supervisory roles, are fully aware of their vital role in training and influencing those they supervise."¹⁹

"The Police expect a high standard of performance from staff, including professional behaviour, and have a low tolerance of inappropriate behaviour and poor performance. The Code of Conduct (the Code) sets out the standards of behaviour expected of staff."²⁰

"Surveys indicate that staff have a relatively good understanding and awareness of the Code, and it is routinely used for performance management, development, and disciplinary purposes."²¹

"I get the impression that there is an openness to change and trying new things in New Zealand Police that I didn't see 10 to 15 years ago.

In mid-2016, I applauded New Zealand Police for receiving an award to recognise their code of conduct and culture change. In my early days in Police, the prospect of that happening would have been in my wildest dreams."

Lyn Provost – former Police Deputy Commissioner and then Auditor-General

¹⁹ Response of the New Zealand Police to the Commission of Inquiry into Police Conduct: Fourth monitoring report, page 4

²⁰ Fourth monitoring report, page 21

²¹ Fourth monitoring report, page 22

Theme 4:

A diverse, inclusive and healthy organisation

The intent of the two recommendations in this theme was to see an increase, over time, in both the number of women and people from ethnic minority groups employed by Police; and conduct an annual organisational health audit, part of which would assess whether Police provided a safe environment for female and minority group staff.

Theme 4

Recommendations:

- 50 New Zealand Police should continue its efforts to increase the numbers of women and those from ethnic minority groups in the police force in order to promote a diverse organisational culture that reflects the community it serves, and to enhance the effective and impartial investigation of complaints alleging sexual assault by members of the police or by associates of the police.
- 51 The Commissioner of Police should invite the State Services Commissioner to carry out an independent annual “health of the organisation” audit of the police culture (in particular, whether the organisation provides a safe environment for female staff and staff from minority groups). The need for the audit should be reviewed after 10 years.²²

22 The 2015/16 State Services Commission's final annual report has detailed commentary on Police's progress in relation to COI recommendations 37, 51 and 59. See www.police.govt.nz/sites/default/files/publications/state-services-commission-coi-report-into-police-conduct-2015-16.pdf

Progress highlights:

- › Women now have the opportunity to serve at every level of the organisation. Today, women make up a third of Police's Executive Leadership Team. Significant numbers of women also hold District and Area Commander roles and women account for 19.5% of about 9,000 police officers nationwide.
- › Women are being promoted to Inspector or higher at the target pace – accounting for 34 of 291 at that rank.
- › The first female Detective Superintendent was appointed in 2015. Six of the current serving Superintendents are women. Women made up 30% of RNZPC graduates in the last year. The percentage of women applying to become police officers is mirrored in the recruitment pipeline and in the recruit wings.
- › The National Manager Recruitment has a KRA linked to a specific target for recruiting a set percentage of women – for 2016/17 it is 50%. The Police recruitment function has been centralised into two hubs with professional selection specialists. National initiatives have been implemented to improve diversity at differing levels, including leadership development and training and the use of flexible employment options.
- › Since 2013 the Executive Leadership Team has included a Deputy Chief Executive of Māori, Pacific and Ethnic Services (MPES). As of February 2017, 12.1% of constabulary employees are Māori, 5.3% are Pacific people, and 3% are Asian.
- › The Police recruiting website (www.newcops.co.nz) was revamped, featuring images of predominantly women and ethnic minorities.
- › Police was named at the top of the 2015 Superdiversity Stocktake, which surveyed all government agencies. Police was identified as a regular contributor to ethnic media, and commended for its website available in 13 languages. Opening a multi-faith prayer room at the RNZPC and patrolling areas of Auckland with Chinese volunteers were also singled out for specific praise.
- › In 2016, Police was the winner of the Diversity Works NZ Empowerment Award, and the overall 2016 Supreme Award, in recognition of innovative responses to improving gender balance in the workforce.
- › *Building Diversity: Understanding the Factors that Influence Māori to join Police* was commissioned by Police in 2010. This study has been used to develop strategies to recruit Māori to join Police.
- › *Barriers to Recruiting a Diverse Workforce: Literature Reviews* was commissioned by Police in 2008, prepared by the Crime and Justice Research Centre (CJRC) in collaboration with the Institute of Criminology.
- › Both the Police Executive and the recruiting team have had unconscious bias training as a prelude to rolling it out across the organisation.
- › The tag-lines 'bring your whole self to work' and 'don't lose who you are' are being used to encourage diversity.
- › Recruitment and attraction strategies are constantly being reviewed to enable Police to meet ambitious targets to increase the representation of women and ethnic minorities in the constabulary workforce.
- › The Police Ethnic Strategy – *Working together with Ethnic Communities: the Future* has an objective of Building Capability for Ethnic Diversity, and makes recommendations to further strengthen recruiting of Māori, Pacific and ethnic community members.
- › The Women's Advisory Network (WAN) was established in 2014 to provide advice to the Police Executive on establishing initiatives beneficial to the advancement of women. The WAN has also established visible and inclusive networks of guidance and support. It provides channels for staff to give feedback and suggestions about women's professional development and influences positive change by challenging perceptions and behaviours.
- › Investment and initiatives are in place to support women to develop and progress within the organisation, including two women's development programmes: Connect and Aspire.
- › A Women's Leadership conference was held in December 2015, bringing together more than 100 female Police employees for three days of workshops at the RNZPC.
- › A New Zealand Police Workplace Survey has been completed annually since 2010. The survey includes separate reporting on 'Safe Working Environment for Female and Ethnic Minority Employees'.



“The fact our Police are publicly acknowledging and working to address unconscious bias is significant and something we can all be proud of... The United Nations agreed with the [Human Rights] Commission’s view that *The Turning of the Tide* [Police’s Māori-focussed crime and crash prevention strategy] could be applied to other areas of New Zealand’s justice system. We acknowledge the leadership of iwi and the NZ Police in challenging and addressing a major human rights issue facing many New Zealanders.”²³

Dame Susan Devoy, Race Relations Commissioner

²³ www.hrc.co.nz/news/turning-tide/

“Diverse and inclusive workplaces are critical to New Zealand economic and social development... On the back of the recent 75th anniversary of women joining the NZ Police, this provides another opportunity to celebrate how far we have come. NZ Police has demonstrated outstanding commitment to empowering women across their organisation.”²⁴

Hon Louise Upston, former Minister for Women

In its most recent report, the OAG reaffirmed the progress Police has made to foster a diverse, inclusive and healthy organisation:


“The pace of change in the Police’s workplace culture appears to have accelerated since our third monitoring report. In our view, the changes in culture are in line with the spirit and intent of the Commission’s recommendations.

Policing strategies and change programmes, leadership at multiple levels, increasing diversity in the Police, and recruitment of staff with values aligned to the Police’s developing culture have all contributed to this increased pace of change.”²⁵



²⁴ www.stuff.co.nz/business/83535327/campaign-to-get-more-female-cops-nets-police-top-diversity-prize

²⁵ Response of the New Zealand Police to the Commission of Inquiry into Police Conduct: Fourth monitoring report, page 29



Theme 5:

Policy, practice and process

The 15 recommendations in this theme primarily directed Police to improve the volume, clarity, consistency, access to and ease of use of the numerous policies, standards and procedures used to manage and guide Police business.

Recommendations 58 and 59 directed that Police involve the State Services Commission to provide external advice, governance and assurance.

Recommendations:

- 1 New Zealand Police should review and consolidate the numerous policies, instructions, and directives related to investigating complaints of misconduct against police officers, as well as those relating to the investigation of sexual assault allegations.
- 2 New Zealand Police should ensure that general instructions are automatically updated when a change is made to an existing policy.
- 3 New Zealand Police should develop a set of policy principles regarding what instructions need to be nationally consistent and where regional flexibility should be allowed.
- 4 An enhanced policy capability should be developed within the Office of the Commissioner to provide policy analysis on sound data, drawing upon the experience of front-line staff and upon research from New Zealand and beyond.
- 11 New Zealand Police should strengthen its communication and training practices by developing a system for confirming officers have read and understood policies and instructions that affect how they carry out their duties and any changes thereto.
- 12 New Zealand Police should strengthen its communication and training practices to ensure the technical competencies of officers are updated in line with new policies and instructions.
- 13 Bearing in mind the mobility of the workforce, New Zealand Police should conduct a review of what training should be mandatory at a national level and what should be left to the discretion of the districts.
- 37 The Commissioner of Police should invite the State Services Commissioner to review the police approach to performance management and discipline to ensure their systems and processes are adequate, standardised, and managed to a standard that is consistent with best practice in the public sector.²⁶
- 39 New Zealand Police should amend its Sexual Harassment Policy to include a requirement that any mediated resolution of a complaint of sexual harassment be finalised in writing and signed by both parties.
- 41 Directions given by New Zealand Police management on what constitutes inappropriate use of police email and the Internet should not allow for any individual interpretation of appropriateness by police officers.

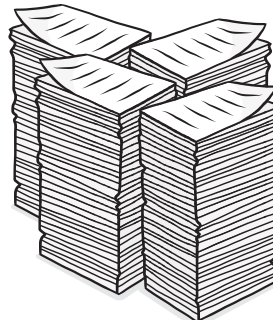
²⁶ The 2015/16 State Services Commission's final annual report has detailed commentary on Police's progress in relation to COI recommendations 37, 51 and 59
See www.police.govt.nz/sites/default/files/publications/state-services-commission-coi-report-into-police-conduct-2015-16.pdf

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- 42** New Zealand Police should introduce a requirement that all staff sign a document to confirm that they have read and understood the acceptable use policies for the Internet and email. These requirements should be fully explained to all recruits during their training.
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- 43** All police officers should be required to acknowledge that they have read and understood any changes to police computer use policies. These requirements should also be fully explained to all recruits during their training.
-
- 44** New Zealand Police managers should receive regular reports on the use of the Internet by their staff. This reporting requirement should be built into the early warning system that the police are developing (see recommendations R47, R48).
-
- 58** New Zealand Police should rationalise the projects and initiatives currently in train (including those started in response to this Commission of Inquiry into Police Conduct, and the review of the Police Act 1958) and any further projects arising out of the Government's response to this report, to ensure that overlaps between projects are addressed, interdependencies are identified, priorities are assigned, and adequate resources are made available to do the work. New Zealand Police should address these issues in its annual statement of intent, and consult with the Minister of Police in respect of the priority to be given to projects.
-
- 59** New Zealand Police should consult with and involve the State Services Commission and other public sector agencies, where appropriate, to ensure that the projects and initiatives of the type described in recommendation R58 take account of best practice in the public sector. The Government should take steps to remove any statutory impediment to such consultation and involvement.
-

Progress highlights:

- An independent review of Police's policy capability was already underway in 2005 before policy-related recommendations were delivered by the Commission of Inquiry. The review urgently recommended an enhancement in policy capability.
- Policy analysts draw on information and research from overseas and secondments of district-based staff bring frontline, operational experience.
- The currency and integrity of all policies were reviewed, including those related to investigating complaints against police officers and allegations of sexual assault.
- Benchmarking with other jurisdictions and external organisations (for example Ontario Provincial Police and the New Zealand Defence Force) incorporated good practice into the proposed policy framework.
- The Corporate Instruments team was introduced with oversight responsibility for all operational policies.
- A single Intranet repository of all policies, under 'Police Instructions', is now in place.
- Clear instructions are given on how to use the site and place feedback on any policy.
- Quick links in policy documents reference topical resources and the page is supported through hyperlinks to other related policy, legislation and websites.
- Review periods, history and key policy contacts are also incorporated into the system database, with the archive recording all policy changes since 2008 and the methodology and approvals behind all changes.
- Newly published or updated policies are highlighted in the 'What's New' section of the Police Instructions Intranet site, the Police magazine *Ten One*, and a monthly Police Instructions newsletter. They may also be supported by mandated training modules.
- New and significantly updated policies are widely consulted to ensure their integrity and that they do not conflict with other policy. They must be approved by Police's Senior Leadership Team before being published.
- New policy and changes are provided to the relevant schools of practice and the Teaching and Learning Management Group at the RNZPC to incorporate into training where appropriate.

- Centralisation of the development, maintenance and publishing of all policies through the national Corporate Instruments team provides a consistent approach. A minimum two-yearly review ensures currency.
- Policies can now be accessed by staff in the field using mobility devices. Access will be enhanced when the new Intranet is rolled out later in 2017.
- Continuous improvement initiatives are being developed to enhance the accessibility of Police Instructions, for example through the use of mobility devices.
- At the time of the Commission of Inquiry there were approximately 1,400 'General Instructions' (GIs). The majority have been superseded by the Police Manual, which is readily available to staff on the Police Intranet, and the number of GIs has reduced to only six.



1,400 in 2007



6 in 2017

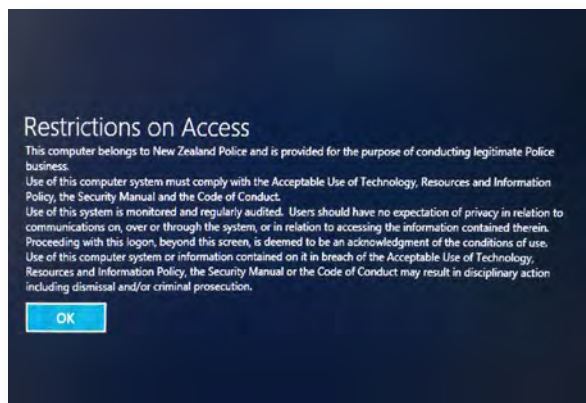
- The number of policies has been rationalised from approximately 2,500 to 780. The majority of these policies detail operational processes that need to be followed. They are published on the Police Instructions site.
- National instructions, principles and templates are in place regarding local orders issued by District Commanders, to ensure they do not conflict with national policy. They are published on the Police Instructions site. The number of local orders has reduced by three-quarters.
- Role-based individual training plans are in place for each position, specifying training requirements and better enabling follow-through on the plans.
- Each position description has associated competencies and a level at which those competencies must be demonstrated.

- A 'traffic light' system shows who is certified, who has certifications expiring within 60 days and any individuals who have expired certifications.
- All new training requests and updates must be approved through the RNZPC Approvals Committee, which confirms the roles that each request impacts on.
- The RNZPC Approvals Committee requires evaluations for all new and changed training programmes. All new training has an agreed review date and existing training programmes are reviewed to ensure they meet Police's needs.
- Mechanisms to improve attendance at training have been introduced (e.g. 'no shows' are reported directly to the individual and the appropriate supervisor).
- Annual conferences help communicate technical updates to staff and gather feedback on future developments.
- Competency-based training frameworks are being implemented (e.g. the four-tier model of training following implementation of the new ASA Investigation policy). The National Coordinator: ASA delivers training at the RNZPC.
- Training requirements based on new legislation are planned and delivered ahead of implementation dates.
- The RNZPC developed and implemented the Management of Learning Solutions Policy and Processes – setting out the requirement for national training to be approved through National Training Requirements (NTRs). NTRs are updated annually to reflect new legislation and policy changes.
- The ADDIE instructional design methodology is used to monitor the Analysis, Design, Development, Implementation and Evaluation phases of all training programmes.
- Field Learning and Development Managers were appointed in July 2012. They provide the link between Districts and the RNZPC and inform emerging training needs.
- In 2007, the then Police Commissioner invited SSC to review Police's approach to performance management and discipline. This primarily focussed on the effective integration and functioning of the police HR and Professional Conduct teams for dealing with poor performance and misconduct, in keeping with state sector best practice.
- Since the COI report was released, there have been many developments regarding performance management and disciplinary procedure.²⁷
- In 2011/12, after a series of annual reviews, Police and SSC developed a framework of objectives and targets to allow Police to assess itself on areas of opportunity and advancement for women, diversity and inclusion, leadership, performance management and lifting public trust and confidence in complaints investigations. The framework was deliberately aspirational.
- In 2016, the SSC commented that the overall intent of the SSC-related recommendations (37, 51 and 59) had been achieved. It stated that Police has already achieved or expects to achieve its targets in relation to performance management capability/ systems and trust and confidence in complaints investigations. It also commented that Police is "deservedly recognised for its talent management and development approach".²⁸
- Greater clarity is now in place regarding decisions about resolutions for all parties during the mediation process for sexual harassment complaints. The *Discrimination and harassment* chapter of the Police Manual includes an option for 'facilitated dialogue' to enable mediation, and a Code of Conduct investigation.
- Policy and procedure (including the Code of Conduct) is in place to govern inappropriate use of police email and internet systems. This is communicated to all staff, including recruits and contractors.
- A mandated online Essential Security Awareness training module includes sections on information, personnel and physical security, as well as security compliance when accessing and using information.

²⁷ Further detail can be found at www.police.govt.nz/about-us/nz-police/commission-inquiry

²⁸ www.police.govt.nz/sites/default/files/publications/state-services-commission-coi-report-into-police-conduct-2015-16.pdf

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- › Before accessing the Police computer system a logon warning and acknowledgement is given. All staff (employees or contractors) who proceed through this logon screen are acknowledging conditions of use.



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- › Online access restrictions are in place following pre-determined classifications. Warnings are given to staff attempting to access prohibited internet sites.
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- › Email and internet use is monitored, with monthly reports provided to an Executive-led Use of Information Committee.
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- › Early intervention systems and escalation procedures are in place if potential performance/misconduct issues are identified in relation to inappropriate internet usage.
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- › Given the scale of the COI recommendations and associated work, Police were tasked to rationalise, prioritise and adequately resource all its projects and initiatives. This has been achieved through developments such as the establishment of the Enterprise Portfolio Management Office; the Police Capability Investment Board to strategically govern Police's investment portfolio; and a COI Executive Oversight Group and a COI Senior Advisor maintain an overview of all the recommendations and identify any interdependencies.
-
- › Consultation has taken place with and involved SSC and other public sector agencies, where appropriate, about best practice in the public sector. Police has acted on the information obtained through this consultation and involvement to inform projects and initiatives.

Timeline snapshot



Dominion Post



2004–2007

Commission of Inquiry into Police Conduct undertakes its work (looking at the 25-year period from 1979 to 2004).

Dame Margaret Bazley publicly releases her COI report on 3 April 2007.

2007/08

Then Police Commissioner Howard Broad accepts all of the COI's findings, and commits to fully implementing its recommendations.

First Police staff workplace survey introduced, in consultation with SSC.

Code of Conduct introduced covering all Police staff.

292 investigators given targeted Adult Sexual Assault (ASA) investigation training.

2008/09

Mandated ethics training rolled out across Police.

The first Citizens' Satisfaction Survey commences.

The Policing Act comes into force in October.

Internet use monitoring put in place.

Professional Distance chapter implemented.

In Police Recruit Wing 257, which had 20% female graduates, the top four wing prizes went to women.

OAG publishes its first monitoring report on Police's COI progress.²⁹

Agreement signed with Doctors for Sexual Abuse Care (DSAC) to support victims of sexual abuse.

²⁹ www.oag.govt.nz/2009/police



2009/10

Police transformation programme – *Policing Excellence* – commences with a clear goal to have a victim focussed service delivery model.

OAG publishes its second monitoring report on Police's COI progress.³⁰

A specific 'investigation standards' policy created, covering investigative standards, complaints and ensuring conflicts of interest are considered.

Discrimination and harassment policy in place.

A standalone database (IAPro) introduced to capture and manage complaints against police and to collect data as the basis for an Early Intervention solution.

Misconduct related policies and instructions consolidated.

Improved systems, processes and standards in place to better address investigations of sexual assault complaints against police officers or police associates.

ASA investigation guidelines updated.

A more tailored organisational health audit (workplace survey) introduced, which includes analysis of working environments for female and ethnic minority employees.

³⁰ www.oag.govt.nz/2009/police-conduct



2010/11

Systems in place to ensure General Instructions (and any related policies/procedures) are automatically updated.

Policy put in place to ensure the Commissioner of Police is notified about serious incidents involving Police employees.



2011/12

Early warning intervention system developed – intended to identify employees whose conduct or performance could potentially fall below the standard expected.

Targets, baselines and milestones established with SSC, against which future cultural change can be measured.

Annual workplace survey delayed due to the number of operational staff involved in the February Canterbury earthquake.

The Police Cultural Response Team, which worked with victims' families from 20 nationalities in the aftermath of the 2011 Christchurch earthquake, won the Office of Ethnic Affairs Award for Excellence in Diversity. The Cultural Response Team was also awarded the State Services Commissioner's Award for Excellence in Responding to the Canterbury Earthquake.

Escalation procedure developed – triggered when a policy due for review is not checked by the relevant business owner within a reasonable timeframe.



2012/13

Pamphlets in 12 languages and an online 'Praise and complain' feedback system launched, enhancing the public's ability to access Police complaints processes.³¹

The ASA Quality Assurance and Improvement Framework model implemented.

Targeted recruitment campaign launched aimed at attracting more women, Indian and Pacific applicants.

Phase one of the ASA training programme was completed, addressing earlier shortfalls in ASA Investigator training.

OAG publishes its third monitoring report on Police's COI progress.³²

Commitment of Service plaques, setting out the service members of the public can expect from Police, distributed to be displayed in all public areas of Police stations.

Early Intervention System (EIS) implemented. EIS draws data from multiple sources to identify employees whose behaviour or performance does not meet acceptable standards.

Dame Margaret Bazley is Patron of Police Recruit Wing 277.



2013/14

A four tiered training model for ASA signed off.

Advanced ASA pilot course completed at the RNZPC.

Monitoring mechanisms in place to ensure implementation of the ASA Investigations policy and ongoing relevance of ASA training.

Police hosts first male sexual violence survivor national hui.

Police contribute to a cross-agency review of sexual violence services to develop a long-term strategy to ensure a sustainable service in New Zealand.

Recommended review of Police training completed, clearly identifying and communicating the distinction between mandatory training at a national level, and training left to the discretion of districts. Policy and processes in place to support this.



2014/15

1,000th item of 'praise and complain' feedback received.

*Our Business*³³ provided to all staff.

Women in Blue reality TV show.

Women's Advisory Network established.

75% of respondents to the independently-conducted Citizens' Satisfaction Survey report they are aware there is a process to make a complaint, with approximately 90% of respondents reporting being confident they could find out what to do if they wished to make a complaint.

A dedicated Early Intervention team is established at Police National Headquarters.

Changes implemented to ensure the practice of providing investigating officers with a reminder of the standards for complaint investigation are rolled-out nationally.

Louise Nicholas is Patron of Police Recruit Wing 290.

OAG publishes its fourth monitoring report on Police's COI progress.³⁴

Refreshed *Our Values* and *Our Code* for all staff – communicated through multiple channels, including emails directly from the Commissioner. Online, auditable, training modules produced. All staff required to complete and attest to their understanding of the principles.

³¹ www.police.govt.nz/contact-us/praise-and-complain

³² www.oag.govt.nz/2012/police-conduct

³³ www.police.govt.nz/about-us/publications/our-business

³⁴ www.oag.govt.nz/2015/police-conduct



2015/16

Targeted recruitment of women and ethnic minorities with www.newcops.co.nz revamped to attract target demographics.

Police Women's Leadership Conference.

In a media interview,³⁵ Dame Margaret Bazley is quoted as saying: "My report has kept the police challenged right up to the present day. They have made colossal change".

Speak Up programme rolls out, encouraging staff to challenge and report inappropriate behaviour by Police employees.

Police's *Annual Report* includes outcomes of the Police disciplinary process, particularly relating to integrity.

Performance development process rolled out for roles at Inspector level and above – with refreshed competencies to incorporate behaviours linked to Police's values.

Police achieves the top ranking in the inaugural Superdiversity stocktake.³⁶

Police Manual chapter *Managing conflicts of interest* refreshed, supported by presentations from Police Professional Conduct Managers in districts, communication through multiple channels, and through a conflict of interest scenario included in the *Our Code* training.

Uniformed police march in the Auckland Pride Parade for the first time.

2016/17

Police High Performance Framework commences – an organisation-wide performance optimisation programme to help build management capability.

75th anniversary of women in Police.³⁷

'Police Diversity' wins the 2016 Diversity Awards NZ Supreme and Empowerment awards.

Sergeant Rhona Stace is New Zealand Police's first Male-to-Female transsexual police officer.

A conflict of interest series of training videos launched.

Mandatory *Speak Up* online training for all employees delivered with a 96.8% completion rate within 30 days.

Speak Up training refreshed in December with a rapid uptake.

SSC concludes Police is "deservedly recognised for its talent management and development approach".

Police's Centre for Continuous Improvement runs a five-week challenge in November-December 2016 to tap into ideas from frontline staff on the question: 'What can we do to attract significantly more recruit applicants from diverse communities?'

A network of ethics committees are reinstituted nationwide, as part of District leadership teams.

Dr Kim McGregor, the Government's Chief Victim's Advisor, is Patron of Police Recruit Wing 304.

³⁵ www.stuff.co.nz/the-press/christchurch-life/71701192/Yes-ministers-Dame-Margaret-Bazleys-60-years-of-sometimes-fraught-public-service

³⁶ www.superdiversity.org/pdf/Superdiversity_Stocktake%20-%20Full%20Document.pdf

³⁷ www.police.govt.nz/about-us/75-years-women-police

Focus for the future

The journey does not stop on 3 April 2017.

New Zealand Police aspires to build the world's best police service. It's what New Zealanders deserve, and what they should expect.

To help achieve this ambition, Police has invested in a leading-edge High Performance Framework. This will not only help Police leaders build a high performance culture within their workgroups, it will provide their people with the tools to enable them to excel in their roles.

In the spirit of continuous improvement, the following sets out how Police plans to achieve further advances on the five broad themes of Dame Margaret's COI report.



Wing 302 recruits assigned to Counties Manukau District in early 2017.

Theme 1: ASA investigations

The commitment remains to provide the best possible policing service to victims of ASA and ensure up-to-date and fit-for-purpose systems, processes and policies are in place.

Police will continue to further refine its response to victims, using feedback received through the ASA web page, www.police.govt.nz/advice/sexual-assault, and other channels.

Police will progressively appoint further dedicated ASA investigators as the recently announced 880 new constabulary employees come on board.

Theme 2: Complaints against police

Mechanisms such as Facebook, Twitter, the 'praise and complain' web page and other online and face-to-face interactions provide meaningful channels for obtaining feedback about how Police is meeting community expectations as a service organisation.

Police has improved processes for implementing recommendations made by the Independent Police Conduct Authority (IPCA), which arise as the result of complaints. More emphasis is placed on using the complaints process to improve policing.

Police and the IPCA worked with the Government Centre for Dispute Resolution to develop and pilot an early resolution process, leading to more effective communication between parties, faster resolution times, and more satisfied complainants. The early resolution process is being rolled out nationally.

Citizens' Satisfaction Surveys will continue, providing information on the levels of public knowledge about the complaints process.

Theme 3: Ethics – Behaviour, performance management and discipline

The Police High Performance Framework continues to be rolled out – with the initial focus on Culture and Leadership frameworks.

Ethics-related training programmes for staff, such as *Speak Up*, will be annually refreshed and delivered, underpinned by Police's ethical framework (which includes *Our Values* and *Our Code*).

Performance management and disciplinary processes (including early intervention) will be refined and improved, in keeping with a continuous improvement approach.

Police culture will continue to be improved by embedding desired cultural and practice changes.

Theme 4: **A diverse, inclusive and healthy organisation**

The Government's investment in 880 new constabulary members and 245 new police employees will be used to continue to improve Police's diversity.

Police will continue initiatives to enhance networks, career development opportunities and progression of women – including strengthening the Flexible Employment Option.

Police culture will continue to be transformed by the delivery of the Police High Performance Framework, as part of the overall transformation programme *The Safest Country – Policing 2021*.

Police will continue to seek staff feedback. The 2017 Workplace Survey results will be assessed to gauge progress against COI-related initiatives and measure the effectiveness of programmes such as *Speak Up*.

Theme 5: **Policy, practice and process**

Police policy, practice and process will be consistent, up-to-date and accessible. Access via Police mobility devices will be enhanced.

Adherence with core, COI-related policies and instructions will be monitored and audited.

The Executive's Training Advisory Committee will continue to monitor the status of any training change initiatives at each quarterly meeting.



