

*5/12/23 copy of notes inside.*

BRIEFING FOR THE MINISTER OF POLICE			
Priority	<input type="checkbox"/> Urgent <input checked="" type="checkbox"/> Time-Sensitive <input type="checkbox"/> Routine		
Title	ReFrame – Programme Overview		
Date	3 March 2023	Ref	BR/23/36

### Executive summary

1. This paper provides you with a full briefing of ReFrame: Police's service delivery transformation programme and expands on material provided in the Police Briefing to the Incoming Minister and IPR/23/12.
2. Officials are preparing a Cabinet paper jointly with the Ministry of Justice to confirm the Proceeds of Crime funding proposal, which will be provided to you for approval for Ministerial consultation in March 2023.
3. ReFrame is a service delivery transformation programme that will fully refresh Police's operating model to modernise frontline police services. It will leverage digital technology, deploy more robust and efficient processes and tools to lift our performance and deliver the policing services that New Zealanders expect.
4. Our people will be better equipped to meet the demanding requirements of policing in 2023 through the provision of investigation and resolution support functions that reduce the pressure on frontline staff. Conversely, if existing demands on frontline police staff continue without any change to the underlying policing operating model, existing problems and issues will be exacerbated and could lead to critical service failures.
5. A full refresh of the police operating model is required, s.9(2)(f)(iv) OIA which will, over time, impact most parts of police operations. This will ensure Police has the right people, best processes and policies, the most up-to-date technical and digital tools in place to support the delivery of excellent policing services.
6. The justice sector is working to reform the administration of the criminal justice system in response to calls for a responsive and equitable criminal justice system and service, particularly for victims. Policing services will need to align with this work and justice sector-lead transformation initiatives such as *Te Ao Marama* led by the Chief District Court Judge, the Ministry of Justice's *CaseFlow* programme, the rollout of the *Courts Digital Strategy*, and priority initiatives to deliver better outcomes for victims and address remand numbers.
7. Police is working with the Ministry of Justice to secure funding for ReFrame through the Proceeds of Crime and Victims of Crime – Improving Outcomes budgets. Cabinet authorisation of this approach is required, and this must be received ahead

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of the Budget 2023 moratorium on 11 April as there are fiscal implications for financial 2022/23 that need to be authorised for inclusion in the supplementary estimates. At the request of the Minister of Justice it is proposed that this Cabinet paper be presented jointly by yourself and Minister Allan. To support this timeline, officials will provide you with a briefing for approval to begin Ministerial consultation on a draft Cabinet paper very soon.

### Recommendations

Police recommends that the Minister of Police:

- a) **note** that Police and Ministry of Justice officials are progressing a Cabinet paper authorising funding for ReFrame, as agreed in December 2022 (BR 22/128CH refers), currently anticipated to be put up to Cabinet in March 2023 ✓
- b) **note** Cabinet authorisation is required ahead of the Budget 2023 moratorium on 11 April as there are fiscal implications for financial 2022/23 that need to be authorised for inclusion in the supplementary estimates
- c) **note** we will brief you with further regarding this Cabinet paper in early March 2023
- d) **indicate** if you would like to attend a walk-through of the ReFrame programme with officials. Yes/No
- e) **note** you may wish to circulate this briefing to your justice sector ministerial colleagues

### Minister's comments and signature



5/3 / 2023

Hon Stuart Nash  
Minister of Police

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### ReFrame - Programme Overview

#### ReFrame will transform the way core policing services are delivered

1. ReFrame is a service delivery transformation programme will fully refresh Police's operating model to modernise frontline police services. It will leverage digital technology, deploy more robust and efficient processes and tools to lift our performance and deliver the policing services that New Zealanders expect.
2. ReFrame is a three-year programme that will build the foundations for future continuous improvement to transform Police into a high performing organisation. ReFrame will focus on three key areas:

- Business process transformation that will drive significant quality improvements in how we collect evidence, conduct initial investigations, collect victim statements, to better manage the information we collect and pass through the justice system

s.9(2)(f)(iv) OIA

- Leveraging technology to eliminate duplication and inefficient processes so our frontline staff have more time to focus on delivering fundamental policing services.
3. You have previously been briefed on demand issues facing Police, whereby frontline police staff are experiencing unsustainable pressure in response to increasing demands for police services [BR/23/20 refers]. We've also raised the reality of the ever-evolving requirements of our contemporary policing environment, whereby the changes in New Zealand's social and criminal landscape requires a great level of flexibility and agility from Police than ever before (the *Briefing to Incoming Minister* refers).
  4. While Police have worked hard to meet these challenges head on and continue to deliver the services New Zealanders expect, Police has not undergone any significant service delivery transformation to keep up with this increased demand and increased complexity in a systemic way. This story is seen throughout the wider justice sector, where the traditional model of service delivery developed decades ago is struggling to deliver what is required of the criminal justice system in New Zealand.
  5. As a result, significant issues must now be addressed by Police and the wider justice sector to prevent the failure of our criminal justice system due to the following sector-wide issues:
    - a. a disproportionate number of Māori and people from diverse communities<sup>1</sup> are both experiencing and perpetrating harm;

<sup>1</sup> Diverse communities include Pasifika, ethnic minority, deprived, and marginalised communities, women, disabled and other groups experiencing inequitable justice outcomes.



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s9(2)(g)(i)

- b. victims are re-traumatised at several points in the justice system;
  - c. access to justice sector services is not consistent between rural and urban areas of New Zealand; and
  - d. people are spending too long on remand and losing the opportunity for support and rehabilitation that could reduce reoffending.
6. If existing demands on frontline police staff continue without any change to the underlying policing operating model, this could lead to critical service failures.
7. The main objectives of ReFrame are to deliver meaningful long-term change that addresses the underlying drivers of these issues by:
- a. ensuring that quality information and evidence is gathered to support better resolution decisions;
  - b. introducing more effective tools, processes, and procedures to reduce the burden on front line staff; and
  - c. improving outcomes for victims, witnesses, offenders, and their whānau and communities by developing and applying consistent service standards and decision-making criteria.
8. ReFrame builds on the strategic framework provided by Prevention First<sup>2</sup> and *Te Huringa o Te Tai*<sup>3</sup> and endeavours to embed those key elements into the heart of how we work both in frontline service delivery and collectively as part of the wider justice sector.

s9(2)(g)(i)

### Refreshing the Police Operating Model

9. A full refresh of the police operating model is required, s.9(2)(f)(iv) OIA [REDACTED] This will impact most parts of police operations, our partner justice sector agencies, and clarify Police's role and relationship with social and health sector agencies in mitigating the drivers of crime and disorder and providing support to victims.
10. ReFrame provides an opportunity to align with justice sector, iwi, and community partners to transform police's operating model to ensure investigations, resolutions, victim services functions and tools enable the following outcomes and impacts. ✓
11. ReFrame will deliver the following benefits
- a. Simplifying the core policing role by removing administrative work, enabling sworn officers to have more time and space to focus on investigations

<sup>2</sup> Prevention First is the national operating model for Police. It asks our people to be problem-solvers and look for opportunities to prevent future crime and harm, rather than just respond to events – and to be proactive about these opportunities.

<sup>3</sup> Te Huringa o Te Tai, our Māori strategy for the organisation, is designed to help the realisation of the collective vision of all Māori living full and prosperous lives, free from crime, victimisation, and road trauma.

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b. s.9(2)(f)(iv) OIA

- c. Redesigning processes to improve workflow, reduce workload and ensure equitable resolution outcomes for victims and offenders
- d. Developing digital end-to-end digital case solution, digital evidence management and other core tools to improve service and efficiencies
- e. Ensuring effective referrals for victims and resolution decision for offenders to ensure they get the support and services they require

### **Outcome 1: enable frontline staff to deliver the quality services that New Zealanders deserve and expect.**

We will achieve this by:

- i. creating and operationalising up to date operating models, systems, information sharing and disclosure protocols, and digital tools.
- ii. ensuring frontline police feel supported and able to meet the demands of the job without experiencing burnout or impacting negatively on staff turnover; and
- iii. improving resolution decisions and outcomes through better decision-making processes and more responsive resolution options. As a consequence, the service people receive when engaging with Police will be of a consistently high standard.

### **Outcome 2: adequately address persistent inequities experienced by Māori across the justice system.**

We will achieve this by:

- i. addressing key drivers of systemic bias to address and turn the tide on the current over-representation of Māori experiencing negative outcomes across the justice system. We will do this by building into the operating model, processes, and procedures recognition of tikanga Māori, and frameworks to identify and address discrimination, institutional racism, and bias against Māori by embedding and operationalising *Te Huringa O Te Tai* (Police's whānau ora crime and crash prevention strategy); and
- ii. developing and delivering improved resolution outcomes, in partnership with the Ministry of Justice and others cross-sector partners, to give effect to the Chief District Court Judge's vision *Te Ao Marama*.

### **Outcome 3: adequately address persistent inequities experienced by invisible and poorly served communities across the justice system.**

We will achieve this by:

- i. identifying communities that could receive better services due to regional variations and inconsistencies in core police activities, and reconciling

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and aligning evidence collection and case management processes to eliminate “post code justice”; and

- ii. addressing drivers of systemic bias, discrimination, and inequities by building responsiveness into the operating model, processes and procedures and options that are appropriate, by identifying what good looks like for our diverse communities within New Zealand, and developing alongside them frameworks, procedures, and processes to address their negative experiences of the justice sector and poor outcomes.

**Outcome 4: ensure that justice is seen to be done, as Police practices and processes are streamlined, reducing the backlog of cases in courts.**

We will achieve this by:

- i. improving our evidence collection and disclosure practices and redesigning our handover of victim information and experiences to other support agencies, to enable Police to play their part in ensuring victims of crime are not waiting too long for a case outcome and are receiving the outcomes they should from the criminal justice system. This will address victim disengagement and re-traumatisation arising from their interactions with Police; and
- ii. improving our evidence collection and disclosure practices to ensure fewer people are being remanded in custody due to a lack of information to inform bail simpliciter applications, and ensure Police practices are not contributing to slow court case progression and subsequent increases in the time individuals are spending remanded in custody.

A visual map of the Intervention Logic described above is attached in **Appendix One**.

**ReFrame aligns with sector priorities and is the key delivery mechanism within Police for system transformation**

12. Police is often the first contact point for people when they become involved in the criminal justice system, as a victim, witness, perpetrator, or member of the wider whānau or community. Because of this role as the “front door” into the sector, changes in Police service delivery will impact positively on the rest of the sector as those traversing it progress through the criminal justice system. The following diagram shows the positive flow on impacts for the wider justice sector, when ReFrame outputs are delivered:



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DIAGRAM ONE: SECTOR IMPACTS OF ReFRAME IMPROVEMENTS

### Police

#### Consistency in investigations and evidence

- Frontline Police Officers are provided with the tools to undertake robust and thorough investigations, and ensure evidence is of a high standard and admissible



#### Good resolution decisions are made

- Our people have modernised tools, policy, and processes to enable them to make good resolution decisions that contribute to a sustainable reduction of harm in our communities.



#### Victims are safe and supported

- They are listened to, they know what is happening with their case, they are referred to the right organisations for ongoing support.
- If eligible for the Victims Notification Register (VNR), they are assisted to join, and kept updated with bail and release decisions.



### Sector

#### Prosecutions are timely and successful

- Evidence is robust and disclosed quickly, leading to faster case disposal and more successful prosecutions.
- Those who need more intensive help can receive it in a supported environment, while keeping the community safe.

#### The justice system is able to provide the right response for each perpetrator

- Alternative justice models are better utilised, including therapeutic courts, restorative justice and Te Pae Oranga.
- Successful use of supported resolutions can target the cause of offending and lead to reduced reoffending, easing the burden on Courts and remand populations.

#### Victims are safe, supported and heard

- Referrals are made to the right organisations to provide support to victims at the right time.
- Courts receive views on bail and Victim Impact Statements, which leads to better decisions.
- Ara Poutama Aotearoa has accurate records for the VNR and can keep victims informed of release in a timely way.



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13. Recently, the Justice Sector Leadership Board articulated three updated priorities for the sector:

- a. better outcomes for victims;
- b. addressing issues with remand; and
- c. key transformation enablers.

14. The areas of work within Police that address these priorities, both short- and long-term, are described in the table attached in **Appendix Two**.

### **ReFrame takes an outcomes-based approach to measuring success**

15. The ReFrame programme team is currently working to develop specific monitoring metrics and aligning these with broader justice sector reporting measures<sup>4</sup>. These will be developed and embedded into the new operating model as it progresses, to ensure there is effective monitoring and impact measurement from the moment we begin to implement during Phase One of ReFrame.

16. ReFrame will take time to implement and will be delivered via a phased transformation approach over seven years.<sup>5</sup> The short, medium and long-term outcomes are described at a high-level below:

- a. **Phase One - Short-term impacts:** involves shoring up police core business, to ensure Police are doing the right things as well as possible with our current tools systems and processes, and to begin the process of improving outcomes for Māori and other key population groups identified.
- b. **Phase Two - Medium-term impacts:** involves uplifting and implementing changes to improve services, particularly for Māori and population groups who are negatively impacted or overlooked by the current system. There is greater focus on improving resolution outcomes for Māori, and invisible and under-served communities.
- c. **Phase Three - Long-term impacts:** involves delivering whole system transformation, using data driven learning and behavioural change reflecting the positive benefits of system transformation through improved mindsets and changed policing behaviour.

17. Specific monitoring and evaluation measures aligned with the justice sector outcomes will be developed and implemented as part of the staged implementation of ReFrame, to inform each of the phases described above (and detailed in the intervention logic model).

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<sup>4</sup> For example, officials in ReFrame and the High Impact Improvement Programme (HIIP/Ara Poutama Aotearoa) who are administering the Victims of Crime – Improving Outcomes initiative are working to align the way they capture the system impacts on victims of crime to ensure both teams are measuring the same information in the same way to make long term metrics meaningful and consistent across the whole criminal justice system.

<sup>5</sup> While ReFrame is a three year programme, it is expected the full benefits realisation will take time for changes in mindset and policing behaviour to have their full impact.



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### Ongoing funding for ReFrame requires Cabinet approval

18. You have previously received information on the proposed funding of ReFrame [IPR/23/12 refers], consisting:

- d. \$3.00M transfer from Vote Corrections from the Victims of Crime – Improving Outcomes initiative approved budget; and
- e. \$4.00M drawdown in out years from the Victims of Crime – Improving Outcomes initiative tagged contingency held by Ara Poutama Aotearoa; and
- f. \$25.26M from the imprest account for the Proceeds of Crime Fund.

19. As noted in that previous briefing, Cabinet authorisation of this approach is required, and this must be received ahead of the Budget 2023 moratorium on 11 April as there are fiscal implications for financial 2022/23 that need to be authorised for inclusion in the supplementary estimates.

20. At the request of the Minister of Justice it is proposed that this Cabinet paper be presented jointly by yourself and Minister Allan. To support this timeline, officials will provide you with a briefing for approval to begin Ministerial consultation on this paper in early March 2023.

### Consultation

21. ReFrame has been developed with input from the justice sector agencies and this will continue as work on the ReFrame programme progresses.

22. Police has engaged numerous communities in the scoping of ReFrame through discussions with the Commissioner of Police's Māori, Pacific, and Ethnic forums, the Understanding Policing Delivery Independent Panel led by Tā Kim Workman, and conversations with representatives of Ināia Tonu Nei, via the Justice Sector Leadership Board. These community conversations have been supported by discussions with Police frontline staff, to inform the programme's development.

### Next steps

23. To assist in discussions with your justice sector ministerial colleagues you may wish to circulate this briefing to them.

24. We are preparing a walk-through experience to support the proposed meeting with officials. We welcome the opportunity to discuss the programme and its contribution to justice sector outcomes further.

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25. Officials will continue to prepare the paper seeking Cabinet authorisation to secure funding for the ReFrame programme. We will provide you with a briefing for approval to begin Ministerial consultation on this paper in early March 2023.



Jevon McSkimming

Deputy Commissioner: Strategy and Service

<b>First contact</b>	Jevon McSkimming, Deputy Commissioner: Strategy and Service	s.9(2)(a) OIA
<b>Second contact</b>	Leigh MacDonald, Executive Director: Strategy & Transformation	s.9(2)(a) OIA



## Appendix Two: Alignment of Police activities to sector priorities

Sector priority	ReFrame's role in supporting this priority	BAU Police role in supporting this priority
Better outcomes for victims	<p>ReFrame has a long-term role to play in providing system-level transformation that supports the reduction in custodial remand. It will do this by increasing the quality of investigations, ensuring consistency and equity in decision-processes regarding resolutions (including charging and prosecutions), and improving evidential quality.</p> <p>This will ensure that the right people are being charged and progressing to Court, that the cases upon which those charges are laid are robust, and that evidence and disclosure standards are high. A consequence of these changes will be a reduction in adjournments and earlier guilty pleas, which will reduce the time it takes to dispose a criminal case and therefore reduce the time spent in custodial remand.</p>	<p>Currently Service Group are actively working with justice sector partners to identify tangible ways Police can contribute to an immediate or short-term reduction in the time individuals spend remanded into custody, such as by progressing elements of the Criminal Process Improvement Programme (noting additional funding is required to do so).</p> <p>Iwi and Communities are expanding the use of Te Pae Oranga through the <i>Te Pae Oranga Whānau</i> pilot and <i>Te Pae Oranga Rangatahi</i>, which will provide greater opportunities to use alternative resolution processes and avoid remand/bail entirely.</p> <p>Police will also play a key role in managing risk when a reduction in custodial remand is realised. As the first responder to manage risk to public safety when it arises in the community, fewer people on remand necessarily means more perpetrators remaining in the community, with greater demand on Police response to risk escalation or incidents. Volumes have not yet been projected for this.</p>
Addressing issues with remand	<p>In the future, ReFrame will be the primary vehicle to embed changes in victim response and support in Police. This includes development and delivery of an operating model for Police that better provides for victims who report to police, including by ensuring the effective and efficient transfer of their information and journey to other agencies as they continue through the justice sector.</p> <p>To that end, ReFrame will be an enabler of the proposed approach to creating a victim-centric justice system in the long-term.</p>	<p>As members of the Victims Action Group, Iwi and Communities are focusing on improving the way we respond to victims and meet our obligations under section 29 of the Victims' Rights Act 2002, and expanding the use of Te Pae Oranga through the <i>Te Pae Oranga Whānau</i> pilot – which will address harm to victims caused by family violence.</p>
Key transformation enablers	<p>Long-term transformation of the criminal justice system to be more people-centric and deliver the outcomes New Zealanders expect and deserve will begin with the change being delivered by ReFrame. While we can make tactical improvements to discrete sections of the system in the short-term, work must continue on fundamentally re-shaping the way we deliver Policing services to the community, in order to deliver meaningful and sustainable continuing change.</p> <p>ReFrame will provide this through modernise operational policing services <b>s9(2)(f)(iv)</b> to lift performance in core policing. This change will be rolled out over 5-7 years, and embedded within BAU Police business units to administer and deliver continual improvement.</p>	