

New Zealand Police

# **Four year plan**

**2015/16 – 2018/19**

## Foreword from the Minister of Police

New Zealand Police embarks on the period covered by this four-year plan in an excellent position to further improve the outstanding services it delivers to the public.

Over the past four years, Police has become more effective, efficient, mobile and visible than ever before thanks to changes made through the *Policing Excellence* improvement programme. This has put preventing crime and meeting the needs of victims at the centre of everything Police does and seen frontline staff equipped with the tools and technology they need to spend more time in their communities, where they can make the most difference.

Underpinned by the *Prevention First* operating model, *Policing Excellence* has resulted in a more than 22 percent drop in recorded crime since 2009. That equates to 100,000 fewer crimes, tens of thousands of people being spared the fate of becoming victims and a significant decrease in new charges to district courts, easing pressure on the justice sector pipeline.

Police is also making excellent progress towards the very clear targets it has under the Government's Better Public Services programme. These are to reduce total crime by 20 percent by June 2018 and reduce assaults on children by 5 percent, violent crime by 20 percent and youth crime by 25 percent by June 2017, all compared to June 2011 baselines. As of December 2014, total crime had reduced by 18 percent, violent crime by 11 percent and youth crime by 38 percent.

At the same time, New Zealand Police has built and maintained impressively high levels of public trust and confidence and staff engagement levels that are consistently above the state sector benchmark.

Police is now looking to build on these successes under the next stage of its improvement programme, *Policing Excellence: the Future*.

New Zealand Police rightly has a reputation as one of the best police services in the world. This document sets out how Police intend to get even better in the years ahead.

I confirm that the Four Year Plan of New Zealand Police is consistent with the policies and performance expectations of the Government.

**Hon Michael Woodhouse MP**  
Minister of Police

July 2015

## Foreword from the Commissioner of Police

As the Commissioner of Police I am pleased to submit the organisation's first Four Year Plan. This plan outlines our strategy for the next four years, identifying our key challenges and our plans to address them.

In the past four years, New Zealand Police has fundamentally transformed policing through the *Policing Excellence* change programme, moving from a response driven model to a prevention-focussed model. We are now one of the most mobile police services in the world, and put victims at the centre of our business. We collaborate with partners - both at home and overseas - in ways that promote better judicial, economic and social outcomes.

The crime rate is at its lowest in over 35 years and the road toll has also reached historic lows. The lower crime rate and road toll reflects improved policing, where staff are deployed more effectively and proactively to ensure that police are in the right place at the right time to prevent crime and road trauma.

Despite these significant achievements, tough challenges are ahead, if New Zealand Police is to sustain frontline capacity and resilience, and effectively address changes in complex crimes, such as family and sexual violence, cyber crime and Māori offending and victimisation.

Hard decisions will need to be made, if New Zealand Police is to successfully address its challenges, while remaining a modern police service that supports New Zealanders to *be safe and feel safe*, and is an organisation that has the trust and confidence of all.

*Policing Excellence: the Future*, is the next step of our change programme. It will support the organisation long-term, to deliver on key outcomes and to build a sustainable policing model. Although an ambitious programme, it will provide better outcomes to New Zealanders and improve policing services delivered to the public.

New Zealand Police is well placed to deliver on the challenges it faces to realise the benefits of *Policing Excellence: the Future*, and to help provide the type of policing services that the New Zealand public wants and deserves.

**Mike Bush MNZM**  
Commissioner of Police

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July 2015

## Executive Summary

This Four Year Plan seeks to build on the transformational changes delivered by New Zealand Police during the past four years, paving the way for the next chapter in our transformation journey through *Policing Excellence: the Future*.

### **Achievements during the past four years**

We are clear about our achievements during the past four years. Through our operating strategy, *Prevention First*, we made significant changes and shifted policing to a prevention-focussed model, putting people and especially victims at the centre of our response. We have reprioritised resources to prevent crime and crashes and increased the use of alternative resolutions helping us to address the root causes of offending. The success of *Prevention First* was acknowledged by winning the Institute of Public Administration New Zealand, Prime Minister's Award for Public Sector Excellence, 2014<sup>1</sup> and recognised in the February 2014 follow-up Performance Improvement Framework (PIF) review<sup>2</sup>.

Focussed and united leadership has brought about the change in mindset and organisational culture that enabled us to deliver on the commitments made in 2008 when Cabinet gave Police the financial breathing space to embark upon *Policing Excellence*.

We invested in technology and reinvested benefits gained to deliver greater flexibility in operational performance – deploying employees more efficiently and proactively both in the frontline and the back office. We have clearly demonstrated we can deliver.

We have invested to save, both in financial and human terms over the long term. Through this change our staff engagement remains well above the state sector benchmark<sup>3</sup>. We have boldly and swiftly invested in new mobility devices resulting in over half a million hours of productivity savings reinvested into Prevention<sup>4</sup>. An independent review in January 2014 found that 'the Mobility rollout ...delivered in compressed timescales and within budget, world leading mobile capability to frontline staff ....' We centralised back room functions such as case management and telephony while maintaining the service expected by the New Zealand public. We have achieved this and improved full trust and confidence in Policing - which stands at 78% (up from 72%) before Policing Excellence - and significantly boosted public feelings of safety.<sup>5</sup>

Our approach to alternative resolutions has led to significantly fewer people entering the justice sector 'pipeline', while our emphasis on prevention has increasingly enabled us to contribute to a wider range of social sector priorities. While overall recorded crime is dropping we are responding to substantial increases in demand for services in high priority areas (like child protection) and in non-crime areas (like mental health) – and absorbed cost pressures of \$300 million during the past four years.

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<sup>1</sup> The judges noted in particular that the project demonstrated strong leadership and a systematic approach to culture change to focus on prevention first. It featured a very effective combination of frontline innovation and *a strong performance management framework*.

<sup>2</sup> The reviewers noted that the programme had been well managed and improvements realised.

<sup>3</sup> in 2014 27.5% of Police staff were described as 'engaged' compared to a state sector benchmark of 19.3%

<sup>4</sup> Police Mobility: Progress Update - report back to Cabinet June 2014

<sup>5</sup> Neighbourhood safety 'During the Day' has increased from 91% to 94% and Feelings of 'Safety after Dark' are up 9% to 75% since 2008/09

### **Building a sustainable model - Policing Excellence: the Future**

There are challenges ahead if Police is to remain a modern policing service delivering on the foundation of *Policing Excellence*, and *Prevention First*, and the outcomes set out in this Four Year Plan – protected communities and confident communities.

Replicating the highly successful approach adopted under *Policing Excellence*, Police believes that it will be possible through its new transformation programme - *Policing Excellence: the Future* - to further enhance our policing model to deliver even better value, sustainable policing service for all New Zealanders. This is an ambitious programme, well advanced in its development, enabling Police to deliver on our commitments through a staged and disciplined approach. An overview of this programme is set out in Section 3.

## Section One: Strategic Direction

### ***Police will continue to prioritise preventing crime and crashes and delivering high quality services to victims and witnesses***

Police is building on a platform of success. In August 2010 we started a programme of change called *Policing Excellence*. The initiatives contained in *Policing Excellence* were informed by our frontline staff. The result was a series of common sense initiatives that dramatically improved productivity and led to reductions in crime, crashes, pressure on the justice system, and improved public trust and confidence and feelings of safety.

Four years on those initiatives have borne fruit. We have increased the use of alternative resolutions by more than 40% to appropriately hold offenders to account whilst addressing the causes of offending. Police officers are more visible in our communities through initiatives such as our 34 Neighbourhood Policing Teams, introducing mobile technology and through shifting much of their administration and process-related workload to specialised support centres, such as the Crime Reporting Line, File Management Centres and Investigation Support Units. Once deployed our officers are more prepared than ever – using their mobile devices they can look up details of an address or an offender so they are more informed about the situation they are entering and what tactics they might use to resolve it. The Graduated Response Model for victims means that they're better equipped to provide meaningful advice and support to prevent revictimisation.

When we set out on the *Policing Excellence* journey we set ourselves the following targets<sup>6</sup>:

- a 13% reduction in recorded crime (20.1% achieved)
- a 19% reduction in Police (non-traffic) apprehensions resolved by prosecution (41.3% achieved)
- a 4 percentage point increase in expenditure on preventative activities (5.8% achieved)
- increased public trust and confidence (now at 78%)
- increased satisfaction with Police services (now at 84%)
- an increase in feelings of safety
- an increase in the proportion of our staff that are actively engaged.

Over the past four years we have delivered or exceeded each of these targets.

Our achievements have made a real difference to the lives of New Zealanders. In terms of actual numbers, *Policing Excellence* helped prevent over 90,000 crimes, which in turn prevented tens of thousands of New Zealanders from becoming victims. In addition the road toll is at historic lows. The result is that New Zealand is a safer place in which to live, visit and conduct business.

As well as increasing our productivity we have increased our efficiency. Prior to Budget 2015 Police's baseline funding was last increased in the 2009 budget for the wages settlement of the collective agreement. Over the period of *Policing Excellence* Police absorbed over \$300m in cost pressures.

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<sup>6</sup> For achievement by 30 June 2014 against a baseline of 2008/09 figures.

Police is focusing on the things that matter to New Zealanders. Our strategic direction supports the Government's aims, in particular the Better Public Services targets of:

- Reduce the number of children experiencing physical abuse by 5%
- Reducing the total crime rate by 20%
- Reduce the violent crime rate by 20%
- Reduce the youth crime rate by 25%
- Reduce reoffending by 25%<sup>7</sup>.

Through *Policing Excellence* Police contributed to achieving the lowest recorded crime rate in over 35 years. This has led to the Better Public Services target for reducing crime being revised to make it even more ambitious. In addition, as at March 2015, the changes made through the *Prevention First: Youth Policing Plan*, which involved the introduction of a decision making model for youth cases, have led to a 37% reduction in cases at youth court.

Police is not resting on its laurels, however. The speed of change in the environment we work in means that we have to continuously improve our performance, while maintaining high standards of service and ongoing public trust and confidence.

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<sup>7</sup> For achievement by June 2017 compared to 2011 figures with the exception of the target for total crime which is to be achieved by June 2018 compared to 2011 figures.

# OUR BUSINESS

## TŌ TĀTOU UMANGA

Why We're Here <i>He Aha Tātou I Tū Ai Hei Rōpū</i>	What We Do <i>He Aha Ā Tātou Mahi</i>		How We Do It <i>He Pehea E Mahia Ai E Tātou</i>
<b>SAFER COMMUNITIES TOGETHER</b>  <i>New Zealand Police has the trust and confidence of all; people are safe and feel safe too</i>	<b>BE SAFE</b> <i>Protected Communities</i>  <i>Reduced crime, repeat victims and fatalities from road crashes</i>  <div> <p>Less harm from crime and crashes</p> <p>People are protected from incidents that endanger their safety</p> <p>Order is maintained</p> <p>The law is upheld through appropriate actions</p> <p>New Zealand security interests are strengthened</p> </div>	<p>General crime prevention</p> <p>Specific crime prevention and maintenance of public order</p> <p>Police primary response management</p> <p>Investigations</p> <p>Case resolution and support to judicial process</p> <p>Policy advice and ministerial servicing</p> <p>Road Safety Programme</p>	<b>POLICING EXCELLENCE: THE FUTURE</b>  <p><i>Safer Families</i></p> <p><i>Iwi Partnerships</i></p> <p><i>Evidence-Based Policing</i></p> <p><i>Service Delivery Model</i></p>
	<div> <p>Citizens are satisfied with Police services they receive</p> <p>Communities are supported to resolve safety issues</p> <p>People receive appropriate Police responses</p> <p>Overall trust and confidence in Police is maintained</p> </div>	<p><b>Prevention First: National Operating Strategy</b>  <i>Putting Prevention at the Front of Everything We Do and Victims at the Heart of Everything We Do</i></p> <p><b>The Turning of the Tide: A Whānau Ora Crime and Crash Prevention Strategy</b>  <i>Better Outcomes for New Zealand by Working in Partnership with Iwi</i></p> <p><b>Safer Journeys</b>  <i>Reducing and Preventing Road Related Trauma</i></p>	<b>LIVING OUR VALUES EVERYDAY</b>  <p><i>Professionalism</i></p> <p><i>Respect</i></p> <p><i>Integrity</i></p> <p><i>Commitment to Māori and Treaty</i></p> <p><i>Empathy</i></p> <p><i>Valuing Diversity</i></p>
Our Motto Our Vision and Purpose	Our Goals    Our Impacts	Our Model	Key Strategies
Reported in Section 1		Reported in Section 2	Our Transformation Programme Our Values
			Reported in Section 3

The Police Executive established under the current Commissioner and Chief Executive has set out a clear roadmap of delivery over the next four years.

- **Our purpose** - to ensure that New Zealanders and visitors to our country can ***be safe and feel safe***; they can freely go about their lives without fear of crime or becoming a victim of crime or crash related trauma.
- **Our vision**, - is to create ***Safer Communities Together*** and to have the ***trust and confidence*** of all by living our ***values*** every day.
- **Our mission** is to be the ***safest country***.

Over the period of this Four Year Plan **Our Success** will be seen in delivering the following outcomes:

- ***Protected communities***, which will result in less crime, fewer repeat victims and fatalities from road crashes.
- ***Confident Communities***, which will result in higher levels of trust and confidence, particularly amongst Māori and youth.

**We have recently added two new values (Valuing Diversity and Empathy) which will be exemplified by our people. The full list is:**

- Professionalism
- Respect
- Integrity
- Commitment to Māori and Treaty
- Empathy
- Valuing Diversity

## Protected Communities

Crime has a corrosive effect on our society as well as causing profound harm and distress to victims and to the families of victims and offenders. As a result, crime and anti-social behaviour continues to present significant social and economic costs to society, including the associated costs of maintaining the justice system. Also when there is a perception that a particular location is unsafe people can alter the way they live their lives, undermining neighbourhoods and leading to businesses suffering financially. This is why Police has put prevention at the forefront of everything we do – and we are seeing the results from doing so. However, whilst the overall crime rate has been reducing, the seriousness and frequency of recorded crime is still of concern.

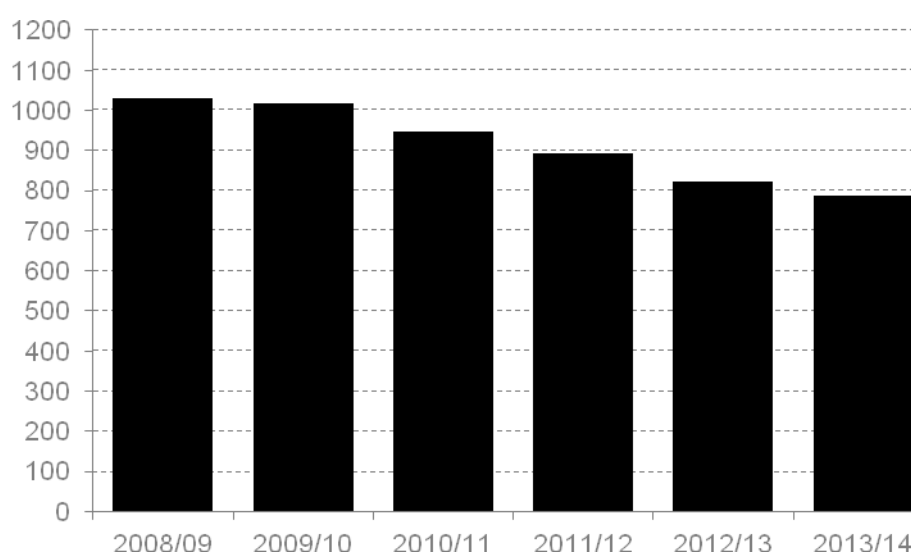
When a crime does occur it is vital that in a democratic society there is access to a fair justice system. Police's operational independence is enshrined in legislation, so that its response is based solely on the circumstances at hand. As a result of the Alternative Resolutions workstream of *Policing Excellence* Police resolves an increasing proportion of less serious crime through the use of warnings and through the use of restorative justice approaches.

Through *Prevention First* Police has placed a strong emphasis on meeting needs of victims, central to which is bringing offenders to justice. The resolution rate for serious crime remains very high, and Police is continuing to focus on improving the resolution rate for volume crime.

## Performance

### measure:

Number of offences recorded in New Zealand crime statistics per 10,000 people.



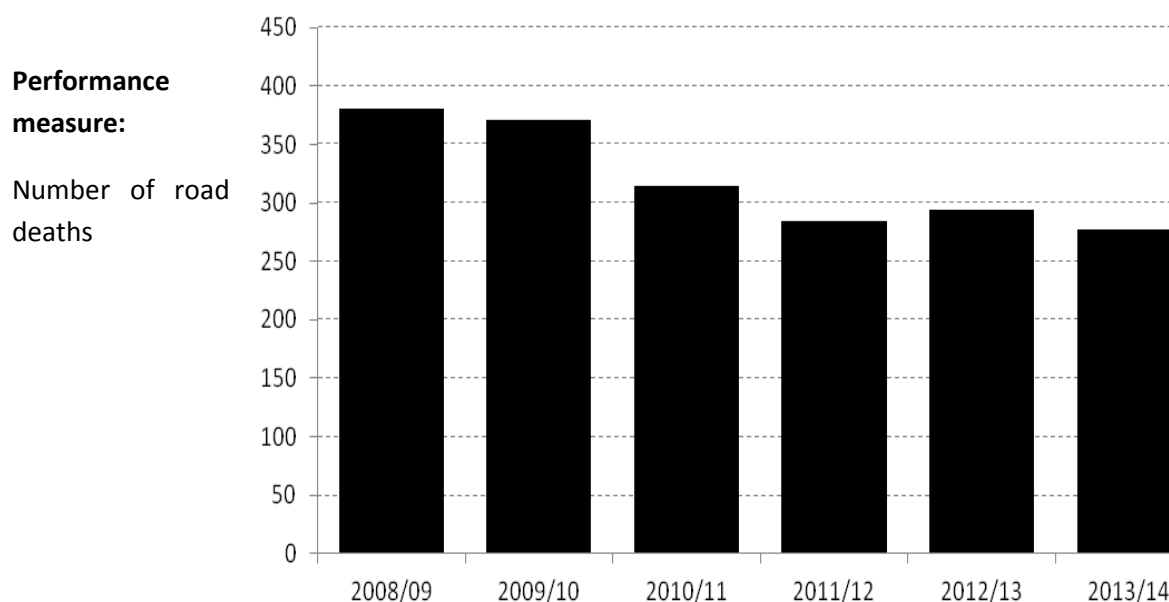
Victimisation is highly concentrated amongst a small number of New Zealanders. In 2008 six percent of victims suffered 54% of crime<sup>8</sup>. Not only does Police have a duty to reduce the crime rate, but we have a duty to ensure that everyone in New Zealand, particularly the most vulnerable in our society, are safe and can live their lives free from the fear of crime.

### Performance Measure

The number of repeat victims per 10,000 people – this is a new measure for 2015/16, and relies on a new source of data that will not be available until 1 August 2015.

As well as ensuring that people are safe from crime, Police contributes to the safe and efficient movement of people and goods across New Zealand's transport networks. Whilst the number of deaths on New Zealand roads reached an all time low in 2013/14 there is still more to do. New Zealand lags behind comparable countries in terms of road safety, and the social harm from crashes affects families, the wider community and the health system. The harm from crashes also has an economic impact, which was estimated to be \$3.3 billion in 2012.

Speed, drink driving and distraction whilst driving remain key issues of concern, especially for young and inexperienced drivers. Police will use a combination of prevention, deterrence and enforcement, along with education and information, to protect communities and reduce death and trauma on New Zealand roads. Police will also work with neighbourhoods to deliver locally-led prevention programmes on road safety matters, and deliver road safety education with established partners and improve environmental design and the safety of the road network.



<sup>8</sup> Ministry of Justice (2009), New Zealand Crime and Safety Survey 2009, <http://www.justice.govt.nz/publications/global-publications/n/nzcass-2009>

## Confident Communities

Public trust and confidence is of particular importance to Police, as it is the basis of policing by consent. Without the trust and confidence of communities Police could not fulfil its functions – crime would not be reported, witnesses would not come forward, enforcing the law would be more difficult, and those that could afford it would rely on private security undermining social cohesion. It is imperative that in emergency situations people have confidence that Police will help them.

Public trust and confidence is a key measure to ensure that New Zealand continues to enjoy policing by consent, and that we are delivering our services in an equitable manner consistent with appropriate standards and public expectations.

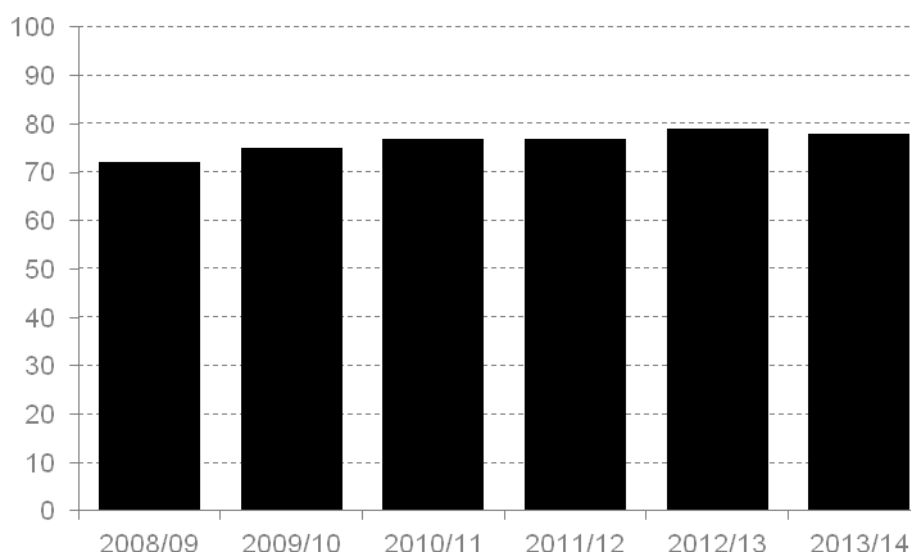
Police enjoys high levels of trust and confidence compared to other similar jurisdictions, which we do not take for granted. In conjunction with our other government agencies we will continue to work closely with communities, prioritising the issues that are important to them, and ensuring that feedback mechanisms exist so that if someone is not happy with Police services they can raise their concerns and have them investigated.

### *What Difference We Want to Make*

Police will build on the high levels of trust and confidence by increasing the levels for Māori and youth, who currently have lower levels of trust and confidence in Police than other groups in the community.

#### **Performance measure:**

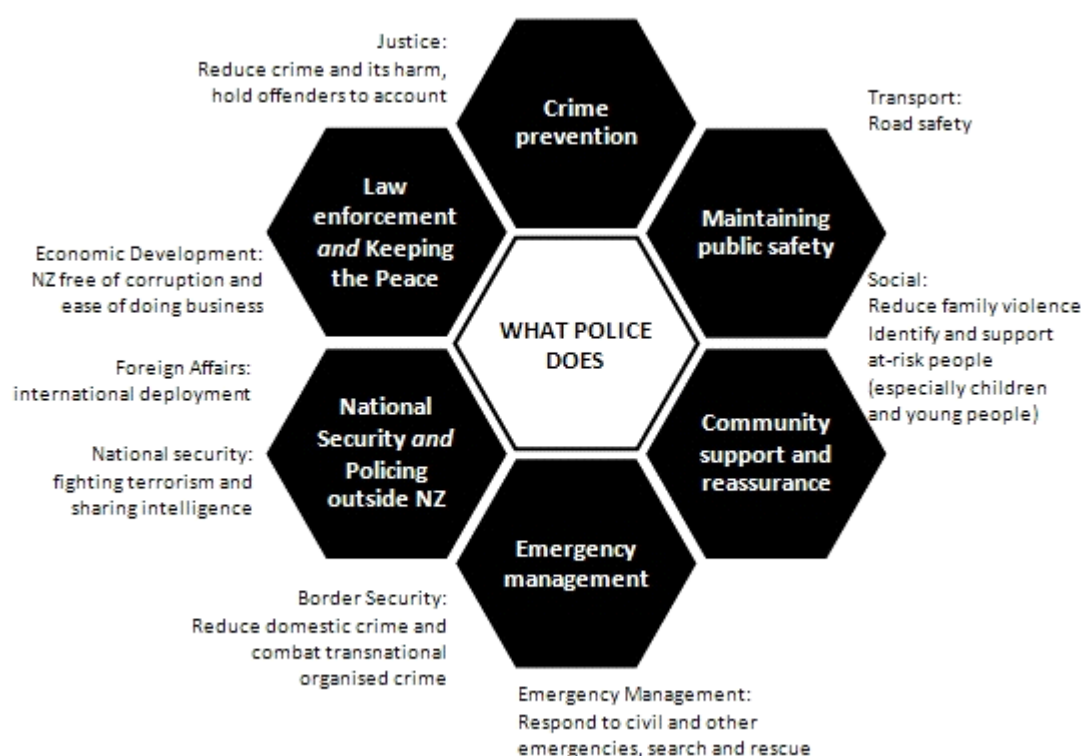
Percentage of people who expressed full or a lot of confidence in Police.



## Delivering Results Across Multiple Sectors

To ensure that we deliver on our purpose of ensuring New Zealanders can 'be safe and feel safe' we are increasingly co-operating more closely with other agencies. In particular, resources and interventions from other justice and social sector agencies need to be aligned and coordinated to address deep-seated 'system' challenges. Strong Police involvement in the Cross-Government Family Violence and Sexual Violence Work Programme is a good example of the collaborative approach.

Police is able and willing to take a leadership role at both national and local governance levels where this is appropriate, and we stand ready to support our partners to deliver more effective outcomes.



### Transport: Road Safety

Police is committed to the direction set out in *Safer Journeys: New Zealand's Road Safety Strategy 2010-2020*, and to working in partnership across the road safety sector. Police has aligned its road policing activities with the strategy and will deliver Police-specific activities set out in the *Safer Journeys Action Plan*.

Police makes an essential contribution to the outcomes of the transport sector through preventing harm, for example by conducting breath-testing and targeting inappropriate speed on the road. Police also enforces the law and acts as the first responder to road crashes.

### **Social: Reduce family violence, identify and support at-risk people (especially children and young people and people suffering from acute mental health episodes)**

Police works alongside other social sector agencies to target family violence, protect children from abuse and neglect, respond to people suffering acute mental health episodes, reduce child and youth offending, and keep vulnerable people safe.

As the first responder in emergency situations, Police contributes to the outcomes of the social sector by identifying vulnerable people (particularly children) and ensuring that appropriate referrals are made to support services.

The Commissioner of Police and the Chief Executives of the Ministries of Social Development, Health, Education, Justice and Business, Innovation and Employment and Te Puni Kōkiri, are jointly accountable for achieving better results across a number of social sector outcomes through the Joint Venture Board and Vulnerable Children's Board.

### **Emergency Management: Civil and other emergencies, search and rescue**

Police works with the Ministry of Civil Defence and Emergency Management and other emergency services to respond to New Zealand communities in times of need, the Ministry of Foreign Affairs and Trade to respond to civil emergencies in other countries.

Police makes important contributions to search and rescue efforts, and works closely with fire and ambulance services on a daily basis to ensure immediate responses to emergency events is made and coordinated.

### **Border Security: Reduce domestic crime and combat transnational organised crime**

Police's domestic enforcement of the law, prevention of crime and community support and reassurance relies on a range of domestic and international relationships (particularly with Australian law enforcement agencies). Police also works with domestic agencies such as the Ministry of Primary Industries, New Zealand Customs Service and Immigration New Zealand to enhance border security.

Police coordinates its cross-border activities through its network of international Police Liaison Officers. These officers also act as the principal point of contact for overseas policing services when they require New Zealand Police's support to achieve their objectives. Police works closely with other countries to reduce the impact of transnational organised crime (including the trafficking of drugs), terrorism (including the risk posed by returning foreign fighters), and disarmament. Also Police is a member of the Virtual Global Taskforce to combat online child exploitation.

### **Security and Intelligence Sector: Fighting terrorism and sharing intelligence**

Police has key national security responsibilities that it fulfils in partnership with a wide array of government agencies. For the security and intelligence sector, Police contributes intelligence analysis and has a vital role in taking preventative, protective, investigation and enforcement action where necessary. Police is a lead operational agency in many areas of national security and plays a key supporting or partnership role in others, including transnational organised crime, terrorism, pandemics and cyber threats.

Police fulfils this role through specialist capabilities in intelligence, investigation, and operational functions. These capabilities include specialist surveillance, tactical operations, covert, international liaison, and technical units. When not deployed in support of national security priorities these specialist capabilities support other high priority activities such as responding to serious crime and armed incidents. Those specialist capabilities are supplemented by Police employees across the country who provide surge capacity in the event of an emergency arising.

### **Foreign Affairs: international development**

New Zealand's international objectives support international security and upholding the rule of law and justice. Police contributes to these objectives by deploying staff for international peace-keeping and capacity-building. Police deployment improves security and stability in developing countries, and supports wider international efforts to encourage sustainable economic growth and development in poorer countries.

Police Liaison Officers also support international law enforcement, crime prevention and security in strategic locations, as well as supporting Police contributions to security of international events hosted in New Zealand. Police is also involved in the Interpol community in order to target international crime.

### **Economic Development: New Zealand free of corruption, ease of doing business**

Police works with the Serious Fraud Office, Ministry of Business, Innovation and Employment, National Cyber Policy Office in the Department of the Prime Minister and Cabinet and others to ensure that New Zealand is a safe place for businesses to operate free of corruption and crime. By sharing information quickly Police minimises risks, limiting possible losses for individuals and business.

### **Justice: Reduce crime and its harm, hold offenders to account**

Police takes a leading role in delivering the Government's goals of reducing total crime by 20%, violent crime by 20%, youth crime by 25% and reoffending by 25%<sup>9</sup>. Police efforts to achieve these goals will focus on reducing the social and economic costs of crime, and the impact of crime on its victims.

The Commissioner of Police is a member of the Justice Sector Leadership Board along with the chief executives of the Ministry of Justice, Department of Corrections, Serious Fraud Office and Crown Law. The Board is responsible for providing governance to manage volumes and costs across the justice system.

### **How We Will Measure Success**

Over the term of this Plan, Police will track year-on-year progress to achieve its desired outcomes.

Current performance trends in relation to those outcomes are set out in Appendix 1 and organisational health trends are at Appendix 2. We are reviewing our Performance Management

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<sup>9</sup> By 2017, off 2011 figures.

Framework to ensure that it is fully aligned with *Policing Excellence: the Future*. The currency of the performance measures that support this Four Year Plan will be thoroughly tested and any changes introduced in the 2016/17-2019/20 Four Year Plan.

## **Next Steps**

Although Police has delivered strongly over the last four years, and has made a real difference in communities across New Zealand, there is still more to be done. This is especially so for offences against children, youth, vulnerable adults, and some ethnic groups, particularly Māori.

To drive further change in Police's desired outcomes, four themes have been identified where significant opportunity exists to drive even better outcomes:

- ensuring safer families
- improving iwi partnerships
- delivering more and better evidence-based policing
- establishing a service delivery model that is fully aligned with the *Prevention First* national operating strategy.

These four themes are at the heart of *Policing Excellence: the Future* which is the strategic change programme mandated by the Commissioner of Police in July 2014, and is at the core of our future transformation journey.

## Section Two: Strategic Delivery and Strategic Choices

### ***Although recorded crime is falling, demand for our services is continuing to grow...***

It is important to bear in mind that Police's services cover more than just crime, so although recorded crime is falling, demand for our services is continuing to grow. The highest growth has been seen in demand for:

- non-crime services where Police interacts with the social sector, such as people suffering from acute mental distress or attempting suicide
- investigations focused on serious offending, such as family violence, adult sexual assault and child protection
- increasingly complex investigations, sometimes linked to national security threats.

Demand for Police's services is strongly correlated with population levels. The correlation becomes stronger if demographics in terms of age, geographic location, socio-economic status, and social factors, e.g. education, unemployment, health and housing, are included.

An overview of trends in respect of a number of key demand areas is illustrated at Appendix 3.

### ***But by continuing to put prevention at the forefront of everything we do and people at the very centre we will stem the growth in demand...***

Our strategic direction will be advanced through **Prevention First**, our national operating strategy, which puts prevention at the forefront of everything we do, and victims at the centre of our business. We are absolutely focused on reducing crime and crashes and making New Zealand a safer place to live, visit and conduct business, whilst increasing trust and confidence, particularly of Māori and young people. By continuing to implement *Prevention First* we will:

<b>Deploy to reduce demand</b>	Use resources in an informed and well-directed manner to target the most important issues and prevent harmful incidents before they occur.
<b>Understand and respond to the drivers of crime</b>	Address the underlying causes of offending and victimisation: families, youth, alcohol, organised crime, gangs and drugs and road safety.
<b>Better recognise the needs of victims</b>	Improve the overall quality of our services to victims, especially those at the highest risk of victimisation.
<b>Change our organisational mindset</b>	Put victims' needs at the forefront of all that we do.

*Prevention First* is supported by:

- the ***Turning of the Tide: A Whānau Ora Crime and Crash Prevention Strategy***. The *Turning of the Tide* was developed by the Commissioner's Māori Focus Forum, consisting of senior iwi representatives from around the country, with the help from Police. It is about creating resilient communities, and aims to address the over-representation of Māori in the justice system and amongst people needing the assistance of social sector agencies.
- the ***Road Policing Programme***. The Road Policing Programme, and its contribution to *Safer Journeys*, is targeted at preventing crime and protecting the community. Police contributions to road safety will make a difference to our communities' quality of life. We aim to reduce the risks presented to road users, including crashes, speed, alcohol and drug use, and breaches of road use licenses. We also aim to improve protective measures in the road, including child restraints.

***And will further increase our impact by working closely with our partners.***

Nothing that we do can be achieved alone, and conversely the decisions of partners impact significantly on the demand for Police's services. Consequently, to address the increasing demand for our services, our strategic delivery is underpinned by strong working relationships with other government agencies, the private sector, NGOs and communities. Most of the issues where we are seeing a significant increase in demand are being tackled through multi-agency initiatives. A number of these issues are explored in more depth below.

### **Family Violence**

Only 26% of family violence is reported to Police<sup>10</sup>. To address this Police has supported the work of the 'It's Not OK' campaign and the Taskforce for Violence within Families, so that in partnership with other government agencies and NGOs we are better able to deal with perpetrators and support victims. Police is seeking to build on this work through the Safer Families workstream of Policing Excellence: the Future.

Whilst Police welcomes the increase in reporting the campaign and Taskforce has achieved, it creates additional demand for our response and investigation services, and Police now attends over 90,000 domestic incidents and dwelling assaults each year.

Police is contributing to the Cross-Government Work Programme on Family Violence and Sexual Violence. Police is leading or co-leading a number of projects under this programme. These are:

- jointly with the Ministry of Social Development preparing advice on how to enhance and expand the existing multi-agency system for domestic violence
- developing information/data management and sharing protocols to support sharing of information and data for case management purposes

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<sup>10</sup> Ministry of Justice (2010), New Zealand Crime and Safety Survey, Ministry of Justice, Wellington

- supporting the delivery of the 'Loves Me Not' programme in schools. This programme strengthens support for young people's healthy relationships through workshops held in schools.
- trialling updated safety alarms, including Global Positioning System enabled alarms for high risk domestic violence victims
- exploring the feasibility of using Police technology to collect evidence of family violence related offences for possible use in court
- jointly with the Ministry of Justice developing and testing an intensive case management approach for addressing the complex needs of victims at high risk of serious injury or death
- jointly with the Ministry of Justice preparing advice on whether a criminal conviction disclosure scheme could improve victim safety in New Zealand.

### **New Zealand Intelligence Community**

The Review of the New Zealand Intelligence Community, and the recently announced \$7 million funding increase for the New Zealand Security Intelligence Service (NZSIS) to investigate New Zealand based violent extremists seeking to fight overseas, will have a significant impact on Police. Police and other law enforcement agencies will be obliged to act on the increased volume of intelligence that will be provided. The complexity and high risk nature of the investigations that will stem from this increased intelligence flow will require additional specialist investigative resources.

### **Youth Crime**

Children and young people comprise approximately 10% of the population, yet offending by children and young people accounts for approximately 20% of Police apprehensions. Māori are significantly over-represented, particularly amongst those receiving more serious sanctions, e.g. appearances in court.

The Youth Crime Action Plan (YCAP) was launched in October 2013 to reduce crime by children and young people and help those who offend turn their lives around. Police plays a central role in ensuring the success of the YCAP. Together with the *Prevention First: Youth Policing Plan* that was launched in June 2012 the YCAP has contributed to significant reductions in youth crime. The youth offending decision making model implemented as part of the *Prevention First: Youth Policing Plan* has meant the Government's Better Public Services target for youth crime has been consistently exceeded.

Police is a strong supporter of the Social Sector Trials, which bring together government agencies, NGOs and local communities to take a different approach to achieving better outcomes, particularly for youth, in a number of locations across New Zealand. The Trials have proven to be a successful model for collaborative working across agencies, bringing the innovation and dynamism of communities to bear in the delivery of public services.

Reducing offending by children and young people will have long term benefits for New Zealand, as offending at an early age is associated with increased offending in later life. We will need to retain our current level of investment in services for children and young people to sustain the level of

reductions that have been achieved in youth crime. We also recognise that there is still more to do. In particular, Police is concerned at the over-representation of Māori amongst child and youth offenders due to the long term impact this will have on their development. We will bring forward proposals under the Iwi Partnerships workstream of Policing Excellence: the Future to make further progress in addressing this issue.

### **Victim Focus**

The Victim Reforms Package received Royal Assent on 6 June 2014, and came into force on 6 December 2014. The Package aims to:

- *strengthen the accountability of agencies and extend the general rights of victims* by requiring agencies to report on complaints annually, improving the information provided to victims, and increasing access to restorative justice
- *improve provisions for victim impact statements* by widening their purpose and scope, and giving victims of section 29 offences<sup>11</sup> the right to read their statement in court
- *enhance the Victim Notification System (VNS)*<sup>12</sup> by widening the scope and improving the functioning of the system
- *increase the rights of victims of offending by children and young persons* by carrying across victims' rights in the adult courts to youth courts.

Police supports the changes as they reinforce our aim under *Prevention First* to improve the quality of services we provide to victims. The changes mean that Police is required to give victims information about their case as soon as practicable. The responsibility for providing this information sits with the Police Prosecutions Service (PPS). Police is implementing IT changes to better enable PPS to carry out its new role.

### **Mental Health**

Since the mid-1990s the number of Police incidents involving someone suffering from acute mental distress has increased three and a half times and the number of incidents involving threatened or attempted suicide has increased eight times, even when growth in the population is taken into account.

71% of missing people reported to Police are current mental health patients (including dementia, which due to the aging population suggests this demand for Police services is only going to increase). This means that on an average day Police deal with over 100 people suffering from mental distress or who are suicidal.

Police has established a project to address this growth in demand for its services. The independent governance group for the project is chaired by Dame Margaret Bazley and the Ministry of Health's Director for Mental Health is a member. Good progress has been made on improving Police training so that people suffering mental distress receive an appropriate and sensitive response. Police is working with the Ministry of Health and the Independent Police Conduct Authority to develop a set of proposals to provide a better response to these issues.

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<sup>11</sup> Specified offences in section 29 include all sexual offences and serious assaults; offences resulting in serious injury to a person, death, or a person being incapable; or an offence that has led to the victim having ongoing fears for their, or their immediate family's, physical safety or security.

<sup>12</sup> The Victim Notification System refers to the notification system established by agencies to discharge duties in Part 3 of the Victims' Rights Act. Each agency has set up its own database and processes for notifying victims.

## Section Three: A Sustainable Service Delivery Model

### *Police is building on a platform of success...*

Since 2008/09 Police has implemented a series of changes through its strategic change programme, *Policing Excellence*, which we can now leverage through *Policing Excellence: the Future* to address risks to our service delivery from increasing demand. For example:

- Alternative Resolutions have significantly reduced flow through the justice sector pipeline, but we can go further and use these interventions to better address the causes of offending
- Mobility means our staff are now more productive through being able to stay in the field for longer periods, which means that some of the existing estate is not necessary - and becoming a liability rather than an asset
- Case management systems mean there are additional frontline support roles that could be carried out by non-constabulary staff
- District Command Centres are transforming our ability to deploy staff in real-time to prevention focused opportunities, but providing staff with information in real time about evidence-based interventions will further increase their preventative impact.

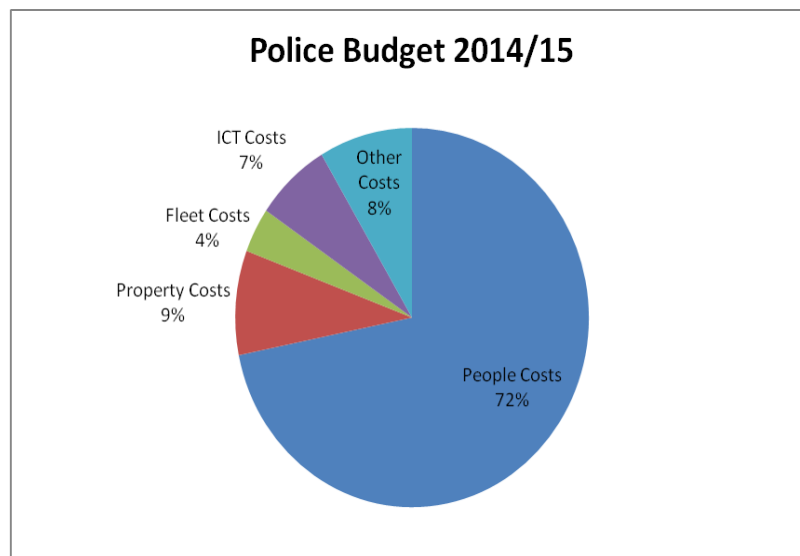
Police has already absorbed \$300m of cost pressures in the last four years. Through *Policing Excellence* we increased our productivity in our response, investigation and case resolution functions, so that we could increase our investment in prevention. These productivity gains resulted in:

- reduced recorded crime (20.1% achieved)
- reduced pressure on the justice sector pipeline through reducing Police (non-traffic) apprehensions resolved by prosecution (41.3% achieved)
- increased public trust and confidence (now at 78%)
- increased satisfaction with Police services (now at 84%)
- increased feelings of safety.

Police already has low administrative costs relative to the number of employees compared to similar organisations. As part of *Policing Excellence* we reviewed our back office support functions and released 16,900 hours of staff time each year back to the frontline.

***But cost pressures continue to increase...***

The breakdown of Police's 2014/15 \$1.517bn budget is set out in the graph below:



**Employment Related Costs**

72% (\$1.1bn) of Police's operating expenditure is committed to personnel. We have absorbed wage increases for the past four years within baseline, by reducing operational spend and removing (non-constabulary) Police roles.

On 4 May 2015 the New Zealand Police Association (NZPA) initiated bargaining on the collective employment agreement (CEA) covering approximately 8,300 Police employees holding the office of constable and a further 2,400 Police employees. The three sets of negotiations that Police is currently engaged in are:

- **NZPA and Police Constabulary Collective Employment Agreement 2012-2015** (expires 30 June 2015 constabulary 97% union membership)
- **NZPA and PSA and Police Employee Collective Employment Agreement 2012-2015** (expires 30 June 2015 non-constabulary 80% union membership)
- **Police Managers Collective Employment Agreement 2012-2015** (expires 30 November 2015, covers 319 managers in total, 218 NZPA and 101 the New Zealand Police Managers Guild members a combined union coverage of 82%).

## **Inflationary Pressures**

Police has identified \$10.8m of inflationary cost pressures in 2015/16, which will be met through a number of efficiency initiatives.

Police is also committed to identifying a range of other process efficiencies through a detailed understanding of its activities and associated cost drivers generated through its 'Know Your Business' Model. More detail about the 'Know Your Business' Model is set out in Appendix 4.

## **Road Policing**

Police receives approximately 20% of its budget from the Government Policy Statement on Land Transport (GPS) via the National Land Transport Fund for the delivery of road policing services. Police has identified a number of cost pressures affecting Road Policing in 2015/16 and out-years relating to:

- increasing staff costs
- technology-based investment initiatives sought by the sector
- other initiatives that seek to make Police more efficient and effective.

In conjunction with the New Zealand Transport Agency (NZTA) Police has committed to a number of Road Policing initiatives, which have ongoing operational costs. These investments include:

- expansion of the static speed camera network
- the development of electronic crash reporting on mobile devices to support NZTA's new Crash Analysis System (CAS)
- process and system improvements to the Police Infringement Bureau to enable more efficient handling of the increased volume of notices expected from the expansion of speed cameras.

Negotiations on the Road Policing Programme for 2015-2018 are ongoing, and any cost pressures arising from Road Policing will be addressed in the context of the new Programme.

#### **Costs of Policing Excellence: the Future Initiatives**

#### ***But through making changes to our operating model we will meet demand and deliver better results***

*Policing Excellence: the Future* will deliver a modern, sustainable operating model that increases our efficiency and improves our effectiveness in areas where we want to do better. It aims to:

- further prevent or reduce crime, crash and victimisation;
- increase Police performance, productivity and efficiency; and
- improve Police services to the public, law and order system and specific populations (alongside justice and social sector partners).

This will be achieved through identifying opportunities to improve our performance under the four key themes of:

- **Safer families.** Dysfunctional and often intergenerational conditions within a family, such as conflict, criminality, violence, neglect, substance abuse and mental illness cause harm in our communities and cost New Zealand an estimated \$9 billion per year. 74% of family violence is unreported<sup>13</sup> with barriers including shame, stigma, fear, control, intimidation, embarrassment, lack of resources and isolation. 60% of victims (mostly women) were offended against repeatedly<sup>14</sup>, and 3% experience 88% of all offences carried out by partners<sup>15</sup>. It can take many occurrences before victims seek help. Police are one part of a multi-agency response to this problem, traditionally focusing on the first response. Multi-agency effort has been constrained by disparate strategies, processes, and interventions; and the challenge of dealing with issues across generations.

The Safer Families theme will require Police/partner/community collaboration to consider the family as a whole, recognising that focus on specific issues in isolation may only produce temporary results. It is about working with families to progressively and purposefully reduce harm and keep families safe. Police will focus on the following:

- Police will help families be safer by improving its first response, subsequent interventions and prevention. Police will make every contact count. Police will do this through greater frontline understanding and empathy, better evidence of what works, better service delivery and professionalism
  - Police will improve the way that we work with other government agencies and Non-Governmental Organisations (NGOs). We will use evidence from other successful multi-agency victim/family interventions and use that as a catalyst for improvement
  - Police will prioritise prevention to reduce the revictimisation of known family violence victims
  - Together with other government agencies and NGOs we will seek to better understand the reasons for not reporting harm experienced in families, and seek to remedy it.
- 
- **Iwi partnerships.** Recorded crime, apprehensions and prosecutions in New Zealand have dropped significantly during the past four years. However, Police apprehensions and prosecutions of Māori are not declining as fast as they are for non-Māori. As a result, disparities in criminal justice outcomes between Māori, and non-Māori are growing. Māori remain the most victimised social group in New Zealand, represented in 45% of Police apprehensions; more than 50% of Police prosecutions; 60% of Youth Court appearances; more than 70% of child offender Family Group Conferences; and more than 50% of the prison population. Māori are also over-represented in road fatalities, suicide and self-harm incidents. Alongside significant social harm, this situation creates a multi-billion dollar cost to New Zealand and consumes half the justice sector budget.

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<sup>13</sup> Ministry of Justice (2010), New Zealand Crime and Safety Survey: 2009, Ministry of Justice, Wellington

<sup>14</sup> Ibid.

<sup>15</sup> Ibid.

The Police and Māori partnerships theme is based on He waka eke noa – “A canoe which we are all in with no exception”.

Ninety percent of people who identify as Māori know their iwi and value cultural connectedness of some kind in their day-to-day lives (2013 census). Purposeful partnerships with iwi/Māori have the potential to create opportunities for Māori to stay out of the criminal justice system. Together we will build on our joint strategy *the Turning of the Tide* to jointly develop new initiatives that will positively impact the over-representation of Māori in the criminal justice system both now and in the long term.

The Police approach to this mahi will be to:

- focus on the Police values of commitment to Māori and the Treaty, empathy and valuing diversity; and ensure these underpin all interactions with Māori
- improve connections with iwi/Māori to hear their voice, and welcome and value their input into decisions that will improve criminal justice outcomes for Māori
- work with Māori to understand the drivers of crime for Māori and put solutions in place to reduce harm among hapu and whānau
- work with Māori to dramatically reduce the flow of rangitahi into the Youth Court
- work with Māori and justice sector partners to ensure the criminal justice system supports the needs of Māori.

Whāia te iti kahurangi. Ki te tūohu koe, me he maunga teitei: “Aim for the highest cloud. If you miss it, you will still hit a lofty mountain.”

- **Evidence based policing.** Every minute, every hour Police face decisions about what tactics to use and how best to deploy staff and resources. We know from *Prevention First* when we understand the crime problem and know what tactics work, then we make sound decisions that lead to good outcomes.

However, there are gaps in both our understanding of crime problems and our knowledge of what tactics yield positive, negative or no benefits. Much crime science research remains invisible to decision makers because it is not pulled together in any systematic way. Left unaddressed, our crime and victimisation reduction targets are at risk, impacting our ‘be safe, feel safe’ mission.

The evidence based policing theme is about using crime science and problem-solving methods to ensure proven approaches and tactics guide and inform the choices of decision makers. Evidence based policing requires testing how effective our actions and approaches are, and modifying the way we do our policing when the evidence shows there is a better way – including leveraging partner contributions, data and tactics, and implementing cross-agency solutions where needed.

We will focus on four responses to this problem:

- we will increase our knowledge of tactics that work and eliminate activities that yield no proven benefits

- we will learn from the wealth of data we already have through rigorous analysis and evaluation of activities and measurement of outcomes
- we will use an evidence based approach inform our response strategies
- we will enhance our ability to predict emerging issues.
- **Service delivery model.** *Policing Excellence* demonstrated that changes to components of the service delivery model can have a significant impact on crime. While crime reduction has been achieved, these gains are at risk if we do not continue to improve our service delivery model.

In accordance with the whole-of-government drive to integrate services across government agencies, Police will continue to improve our service delivery model to put people at the heart of our business. We will build partnerships to meet the needs of specific vulnerable people and communities.

It is vital that Police retains the trust and confidence of the communities it serves – without trust and confidence Police could not fulfil its functions. By refocusing our service delivery model Police will ensure that it is sufficiently flexible to understand the needs of the community and transform at a pace which retains trust and confidence. We will seek to develop our workforce to reflect the community and our values, so that we consistently deliver excellent service.

*Policing Excellence* provided a strong platform on which to build through its Crime Reporting Line and Mobility workstreams. By migrating core processes to mobile devices we will increase the productivity of our staff enabling them to spend more time with people that really need our assistance. We intend to make more services available through digital channels and others easily accessible to ensure we meet New Zealanders' demand for our services.

We will focus on four things in response to this problem:

- we will develop a service delivery model that supports the *Prevention First* national operating strategy to enable consistent service delivery to everyone in New Zealand
- we will take a consider our physical presence in our communities, our visibility on the street and our need to go back to the station, our vehicles, and our technology to ensure we have the right mix to meet the needs of our communities
- we will review the channels people use to engage with us, the consistency of the experience and the professionalism, efficiency and effectiveness of the engagement
- we will work with the public to provide better access to Police and a consistent service to positively impact the public's trust and confidence.

## Financial Summary

### Operating Expenditure - Departmental

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Current operating expenditure baseline	1,528.470	1,522.460	1,519.970	1,512.450	1,512.100
<u>Add</u> any indicative allocation advised of					
<u>Equals</u> total funding level for planning purposes	1,528.470	1,522.460	1,519.970	1,512.450	1,512.100
Financial movements					
<u>Add</u> cost of new activity to be funded from current baselines	0.000	0.000	0.000	0.000	0.000
<u>Add</u> total cost pressures					
<u>Subtract</u> significant changes that will generate savings	0.000	0.000	0.000	0.000	0.000
<u>Subtract or Add</u> vote transfers (positive number = Transfer In)	0.000	0.000	0.000	0.000	0.000
<u>Subtract</u> any indicative allocation advised of (as above)	0.000	0.000	0.000	0.000	0.000
<u>Equals</u> total funding level for planning purposes					
Check - All Checks must equal 0 or be a positive number					

### Operating Expenditure - Non Departmental

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Current operating expenditure baseline					
<u>Add</u> any indicative allocation advised of					
<u>Equals</u> total funding level for planning purposes	0.000	0.000	0.000	0.000	0.000
Financial movements					
<u>Add</u> cost of new activity to be funded from current baselines	0.000	0.000	0.000	0.000	0.000
<u>Add</u> total cost pressures	0.000	0.000	0.000	0.000	0.000
<u>Subtract</u> significant changes that will generate savings	0.000	0.000	0.000	0.000	0.000
<u>Subtract or Add</u> vote transfers (positive number = Transfer In)	0.000	0.000	0.000	0.000	0.000
<u>Subtract</u> any indicative allocation advised of (as above)	0.000	0.000	0.000	0.000	0.000
<u>Equals</u> total funding level for planning purposes	0.000	0.000	0.000	0.000	0.000
Check - All Checks must equal 0 or be a positive number	0.000	0.000	0.000	0.000	0.000

#### Capital Expenditure - Departmental

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Operating balance funding available	39.900	0.000	0.000	0.000	0.000
<u>Add</u> depreciation funding received	78.000	87.000	92.000	100.000	101.000
<u>Add</u> receipts from sale of assets					
<u>Add</u> Capital to Opex Swap					
<u>Add</u> Capital to Opex Swap (cash receipts					
<u>Equals</u> Total Baseline Funding Available	117.900	87.000	92.000	100.000	101.000
<u>Subtract</u> capital investments funded from baselines	117.900	87.000	92.000	100.000	101.000
<u>Equals</u> closing baseline funding available	0.000	0.000	0.000	0.000	0.000

#### Capital Expenditure - Non Departmental

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Baseline funding available for the purchase or development of Crown capital assets	0.000	0.000	0.000	0.000	0.000
<u>Add</u> Capital investments in organisations other than Departments					
<u>Equals</u> Total	0.000	0.000	0.000	0.000	0.000

# Appendix 1: Impact Indicator Trends

## Priority one: Protected communities

Less harm from crime and crashes					
Impact Measure	Source	2011	2012	2013	2014
Decrease in the number of hospitalisations (for more than one day) resulting from road crashes per 10,000 population *	Ministry of Transport statistics	6.15	6.30	6.45	6.01
Decrease in the number of fatalities and serious injuries per 10,000 vehicles		7.3	7.4	6.8	6.9
Decrease in the number of young drivers (15-24 years) killed or seriously injured in crashes		354	380	327	354
Decrease in the percentage of road users travelling over the 50 km/h speed limit		59%	53%	56%	52%
Decrease in the percentage of road users travelling over the 100 km/h speed limit		31%	25%	25%	22%
Decrease in the median breath alcohol level for adults caught exceeding the limit (in micrograms per litre)		n/a	n/a	647	635
Decrease in the number of fatal and serious injury crashes per 10,000 population		4.5	4.5	4.2	4.4

\* includes those who die in hospital, i.e. not all who die in road crashes

Less harm from crime and crashes					
Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
New Zealand crime rate: <ul style="list-style-type: none"> <li>• violent</li> <li>• youth, and</li> <li>• total crime</li> </ul>	Ministry of Justice statistics	<ul style="list-style-type: none"> <li>• 110</li> <li>• 323</li> <li>• 991</li> </ul>	<ul style="list-style-type: none"> <li>• 102</li> <li>• 296</li> <li>• 934</li> </ul>	<ul style="list-style-type: none"> <li>• 100</li> <li>• 254</li> <li>• 864</li> </ul>	<ul style="list-style-type: none"> <li>• 96</li> <li>• 210</li> <li>• 820</li> </ul>
Decrease in the number of victimisations for serious assault resulting in injury per 10,000 of the population	Police statistics	n/a	n/a	18.9	18.2
Decrease in the number of offenders re-offending within 12 months		New measure for 2015/16			
Decrease in victimisations where serious violence occurs: <ul style="list-style-type: none"> <li>• Number</li> <li>• Percentage (change from previous year)</li> </ul>		n/a	n/a	<ul style="list-style-type: none"> <li>• 13,113</li> <li>• -3%</li> </ul>	<ul style="list-style-type: none"> <li>• 12,710</li> <li>• -3%</li> </ul>

Decrease in the number of first time offenders per 10,000:		New measure for 2015/16			
<ul style="list-style-type: none"> <li>• Adult population</li> <li>• Youth population</li> </ul>					
Decrease in youth offenders who reoffend where the initial proceeding decision was:		New measure for 2015/16			
<ul style="list-style-type: none"> <li>• Warning</li> <li>• Alternative Action</li> <li>• (Intention to Charge) Family Group Conference</li> <li>• Prosecution</li> </ul>					
Decrease in the percentage of controlled purchase operations breaches detected that resulted in application for suspension of liquor license within one month	National Prevention Centre	New measure for 2012/13	62%	54%	
Decrease in the proportion of locations experiencing two or more occurrences of crime within 12 months*	Police Statistics	New measure for 2015/16			

\* A location is an address or intersection with a particular geospatial code.

### People are protected from incidents that could endanger their safety

Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Decrease in the number of victims aged under 18 per 10,000 of the population aged under 18	Police statistics	New measure for 2015/16			
Decrease in the number of vulnerable victims per 10,000 population		New measure for 2015/16			
Decrease in the percentage of breaches of Police Safety Orders		New measure	6%	6%	8%
Increase the percentage of survey respondents who felt safe in their neighbourhood after dark	Citizens' Satisfaction Survey	72	73	72	75
Increase the percentage of survey respondents who felt safe in the city/town centre after dark		53	54	54	54
Decrease in the number of proceedings through court that relate to offences involving firearms (excluding administrative offences under the Arms Act)	Police statistics	New measure		2,122	2,016
Impact Measure	Source	2011	2012	2013	2014
Decrease in the number of pedestrians killed or seriously injured per 10,000 population*	Ministry of Transport statistics	0.54	0.59	0.56	0.59
Decrease in the number of cyclists killed or seriously injured per 10,000 population*		0.4	0.38	0.4	0.37

\* These measures are only available on a calendar year basis.

Order is maintained					
Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Decrease in repeat calls for service, noise control: <ul style="list-style-type: none"> <li>• Number</li> <li>• Percentage</li> </ul>	Police statistics	New measure for 2015/16			

The law is upheld through appropriate actions					
Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Decrease in the percentage of bail checks resulting in a breach being detected	Police statistics	New measure for 2015/16			
Increase in the percentage of charges that result in conviction	Ministry of Justice Statistics	74%	74%	73%	76%
Increase in the number of offenders who received a non-prosecutorial resolution (volume offences)	Police Statistics	37,125	44,119	41,355	31,425
Decrease in the percentage of repeat offending following non-prosecutorial resolution		New measure for 2015/16			
Decrease in the number of prisoner escapes whilst held in Police custody	Police Professional Standards	4	7	8	5
Minimise the number of prisoner deaths and serious injuries that must be reported to the IPCA under the Memorandum of Understanding		New measure for 2015/16			

New Zealand security interests are strengthened					
Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Performance measures will be developed in 2015/16 in conjunction with partners in the Security and Intelligence sector.					

## Priority Two: Confident Communities

### Citizens are satisfied with Police services they receive

Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Increase overall satisfaction with service delivery among members of the public who had contact with Police	Citizens' satisfaction survey	82%	82%	83%	84%
Increase the percentage of people reporting a positive service experience, particularly: <ul style="list-style-type: none"><li>• Māori</li><li>• Youth</li><li>• Victims</li></ul>		84%	84%	85%	83%
		• 81%	• 80%	• 80%	• 80%
		• 80%	• 78%	• 81%	• 78%
		• N/A	• 77%*	• 78%	• 77%
Increase the percentage of 'overall satisfaction with service delivery – Communications Centres'+		85%	83%	85%	87%
Increase District Court judges' satisfaction with the overall performance of Police prosecutors	Ministry of Justice	New measure for 2013/14			78%
Maintain Victim Support offices' satisfaction with Police services, in relation to initial response and criminal investigation	National Prevention Centre	96%	100%	100%	77%

\* Combined results January 2010-June 2012

+ The results for this measure are taken from the Communications Centre sample only and do not include respondents from the general survey who reported calling a Police Communications Centre.

### Communities are supported to resolve safety issues

Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Increase in the percentage of survey respondents who agree 'Police is responsive to the needs of my community'	Police Citizens' Satisfaction Survey	78	78	80	80
Increase in the percentage of survey respondents who agree 'Police are involved in activities in my community'		68	69	69	69

People receive appropriate Police responses					
Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Reduce the number of repeat victimisations recorded per 10,000 population	Police statistics	258.3	253.3	232.1	237.6
Reduce the number of repeat victims per 10,000		New measure for 2015/16			
Decrease in the number of repeat calls for service: <ul style="list-style-type: none"> <li>Emergency</li> <li>Family incidents</li> </ul>		New measure for 2014/15			
Increase in the percentage of people at risk that are helped as a result of notifications to search and rescue	Response and Operations Group	New measure for 2014/15			
Increase in the percentage of missing people cases resolved	Police statistics	New measure for 2014/15			

## Trust and confidence in Police is maintained

Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
<p>Increase the percentage of people who expressed full or quite a lot of trust and confidence in Police, and particularly for:</p> <ul style="list-style-type: none"> <li>• Māori</li> <li>• Youth</li> <li>• Victims</li> </ul>	Citizen Satisfaction Survey	<p>77%</p> <ul style="list-style-type: none"> <li>• 67%</li> <li>• 67%</li> <li>• 71%</li> </ul>	<p>77%</p> <ul style="list-style-type: none"> <li>• 67%</li> <li>• 72%</li> <li>• 71%</li> </ul>	<p>79%</p> <ul style="list-style-type: none"> <li>• 68%</li> <li>• 76%</li> <li>• 73%</li> </ul>	<p>78%</p> <ul style="list-style-type: none"> <li>• 66%</li> <li>• 78%</li> <li>• 68%</li> </ul>
Decrease the number of complaints upheld against Police	Police Professional Standards	96	127	106	90
Increase the conduct investigations that met Independent Police Conduct Authority (IPCA) standards, as independently audited by IPCA		-	-	70%	98%

## Appendix 2: Organisational Health Trends

Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Increase the number of authorised officers	Police Human Resources	New measure for 2014/15			
Reduce the number of square metres of property leased or owned per full time equivalent employee	Police Infrastructure	New measure for 2015/16			
Decrease in the number of complaints received by Police per 10,000 population	Police Professional Standards	4.6	4.3	4.5	4.8
Increase in the number of complaints resolved per 10,000 population		5.1	5.1	4.3	3.5
Decrease in the average time to resolve complaints		164 days	164 days	164 days	166 days
Increase in the rate of staff who are "confident that any concerns I may need to raise regarding harassment, bullying, discrimination or other inappropriate conduct would be dealt with appropriately"	Police Workplace Survey	57.8%	63.5%	64.2%	64.4%

Impact Measure	2013 Census population (%)	2010/11	2011/12	2012/13	2013/14
<b>Recruits Joining Police</b>					
<i>By Ethnicity</i>					
New Zealand European/Pākehā	72.8	72%	75%	65%	72%
Māori	14.6	15%	13%	19%	14%
Pacific peoples	7.5	6%	6%	7%	7%
Asian peoples	9.3	5%	5%	9%	5%
<i>By Gender</i>					
Male staff	49	72.7%	76.6%	69%	74.3%
Female staff	51	27.3%	23.4%	31%	25.7%

Impact Measure	2010/11	2011/12	2012/13	2013/14
<b>Police Employees Promoted</b>				
<i>By Ethnicity</i>				
New Zealand European/Pākehā	2.6%	2.3%	2.2%	3.5%
Māori	2.4%	1.2%	2.0%	2.5%
Pacific peoples	1.1%	0.3%	1.7%	1.9%
Asian peoples	0.0%	1.8%	1.2%	1.1%
<i>By Gender</i>				
Male staff	2.5%	2.2%	2.1%	3.4%
Female staff	2.5%	1.8%	2.4%	3.2%
<b>Police Employees Leaving Police</b>				
<i>By Ethnicity</i>				
New Zealand European/Pākehā	3.5%	3.7%	5.4%	4.8%
Māori	5.2%	4.5%	5.4%	3.9%
Pacific peoples	2.2%	2.7%	7.2%	4.3%
Asian peoples	5.0%	7.3%	10.8%	3.4%
<i>By Gender</i>				
Male staff	3.5%	3.6%	5.3%	4.3%
Female staff	4.6%	4.8%	5.6%	6.1%

Impact Measure	Source	2010/11	2011/12	2012/13	2013/14
Increase the rate of staff who agree that "staff in my team respect employee diversity"	Police Workplace Survey	75.9%	81.0%	82.9%	83.4%
Increase in percentage of staff who agree 'the responsibilities of my job are clearly defined'		73.2%	77.1%	76%	76.1%
Increase in percentage of staff who agree 'people are held accountable for their performance in my team'		66%	69%	69%	66.9%
Increase in percentage of staff who agree 'there are career development opportunities for me in NZ Police'		-	-	53.3%	53.4%
Maintain the level of staff who agree 'NZ Police has a clear vision of where it's going and how it's going to get there'		48.3%	65.2%	65.8%	62.3%

## ***Appendix 3: Demand for Policing Services***

### **Demand overview**

Demand for Police services is rising. While the crime rate has reduced since 2008/09, the nature and complexity of crime has changed impacting demands on Police services.

Although the principles of policing remain a constant, the world in which Police operates has undergone dramatic shifts. Keeping the peace, maintaining public safety and enforcing the law are challenged by evolving external factors.

Population growth and changing demographics, rising citizen and government expectations, globalisation, and the changing nature and growing sophistication of crime are all challenges Police must address.

Recorded crime, as reflected in the official statistics, only represents part of the Police workload. There are many other types of non-crime work— both reactive and proactive— that Police undertake – such as mental health incidents, attempted suicides and missing persons.

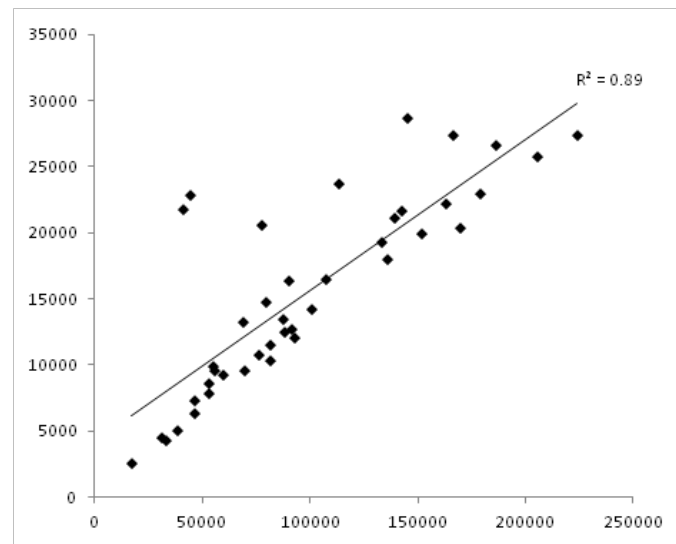
In addition, counts of crime do not reveal the varying levels of resource required to deal with different crime and non-crime incidents. Equally, some crime types consume far more resource than others because they require very different responses (e.g. child protection). Investigating and preventing crime has become more complex, particularly in areas such as child abuse and family harm.

Demand for Police services can be grouped into the following categories:

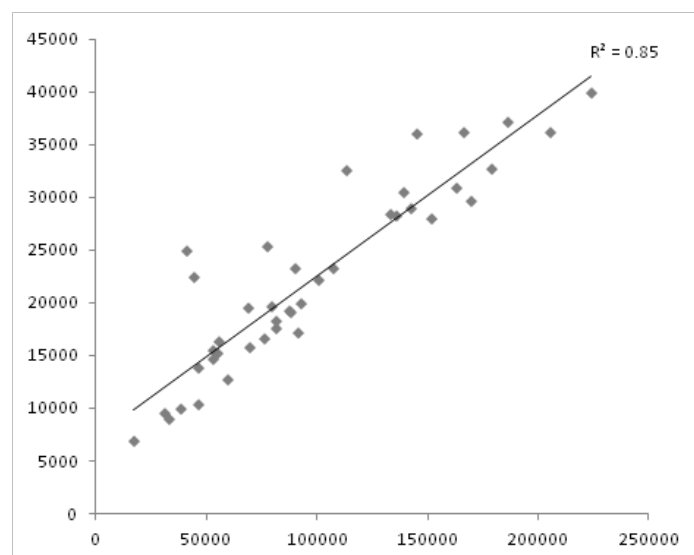
- Public demand (the traditional view of calls for service and/or incidents to which Police respond).
- The changing nature of policing, complexity and emerging crime types.
- Managing demand through triaging.
- Unmet demand.

## Population Growth and Changing Demographics

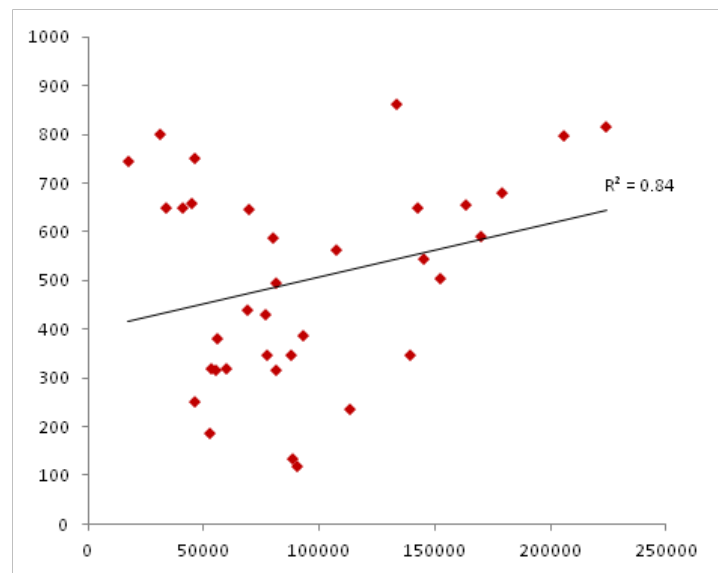
Volume crime, such as burglary, correlates strongly with population levels. The graph below plots volume crime cases in each Police Area on the y-axis against demographic weighted population data on the x-axis.



Calls for Police service also correlate strongly with population levels. The graph below plots demand for service in each Police Area on the y-axis against demographic weighted population data on the x-axis.



There is a correlation between victims and population levels, although the correlation is not as strong. The graph below plots victims of recorded crime in each Police Area on the y-axis against demographic weighted population data on the x-axis.



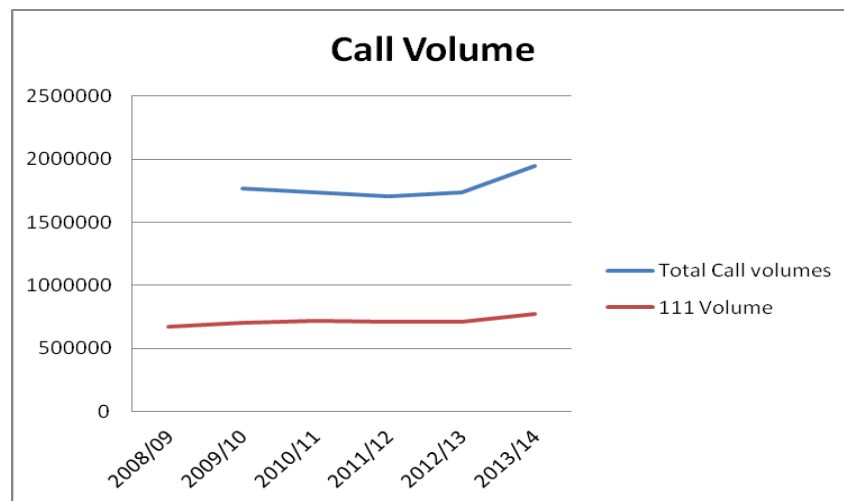
## Public demand

### *Calls for Service (Call Volumes)*

Responding to calls for service is the traditional view of demand for Police services. The activity that follows such a call will depend on a number of factors including whether the call relates to a crime or not; whether the individuals involved are vulnerable; and whether there is a risk to life or safety. These assessment criteria are used to triage calls into categories to help with prioritisation and demand management (P1 Emergency, P2 Non-Emergency and Other Priority).

Calls come into Police in a number of ways including the 111 line for emergencies; the Crime Reporting Line (CRL) for non-emergency calls; and \*555 calls for reporting road incidents (urgent but not life-threatening).

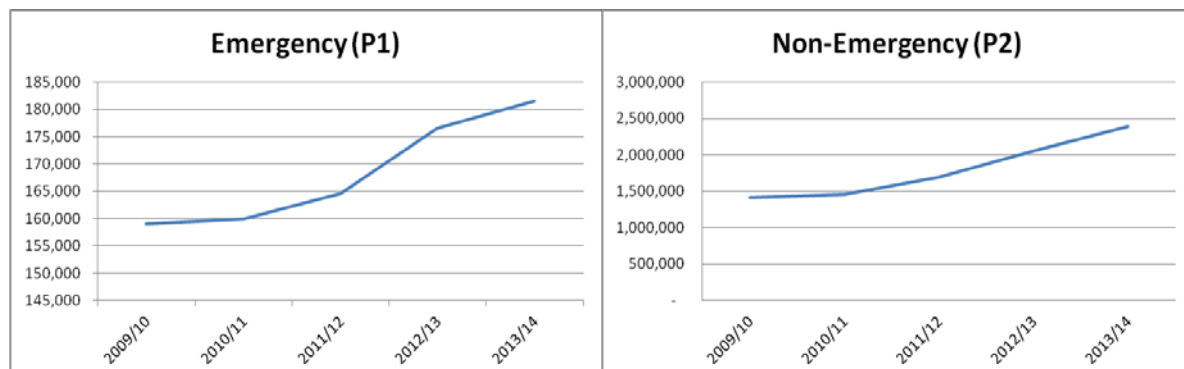
In 2013/14 Police received 1,947,171 calls for service.



#### ***Initial response (scene attendance)***

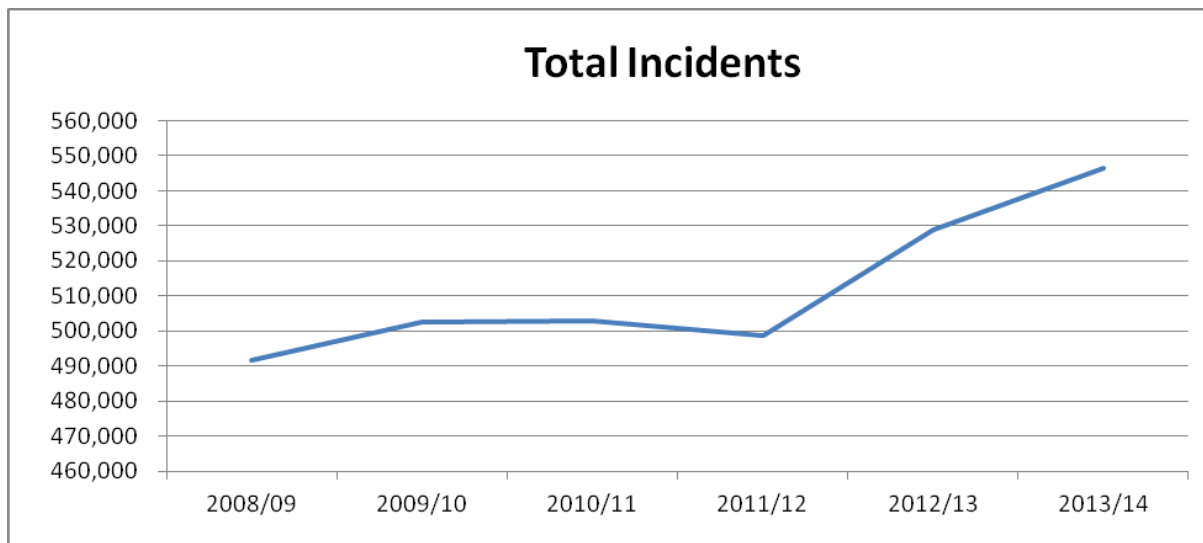
Of the 772,976 111 calls received in 2013/14, approximately 9% were deemed to be Priority One (P1) events, requiring immediate Police response (0-10 minutes); approximately 77% were assessed as Priority Two (P2) events requiring timely response (0-30 minutes).

P1 events have increased by 14% in the past four years. Non- Emergency incidents (P2s), requiring scene attendance, increased by 70% over the same period.



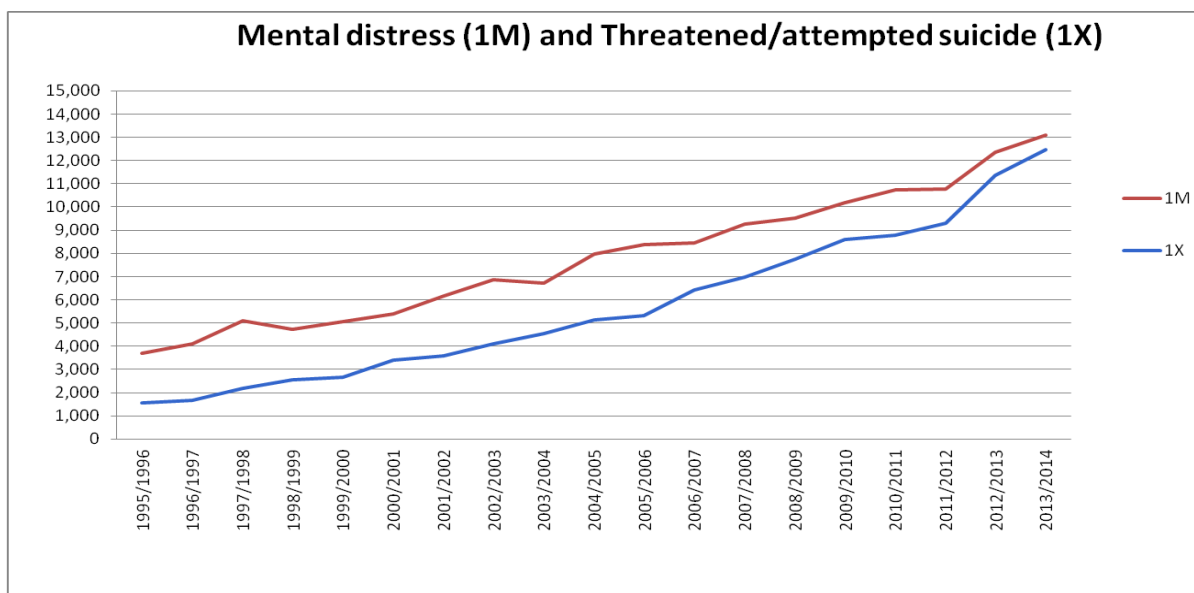
### ***Criminal and non-criminal incidents***

Total crime and crash related incidents increased by 9% between 2009/10 and 2013/14. Of particular note, family violence investigations have increased by 63% since 2005/06.



Time taken to resolve these types of serious incidents and complex crimes is significantly greater than for other calls for service. For example, approximately 40% of frontline response officer time is spent on domestic disputes, yet these calls for service represent 15% of total calls for service.

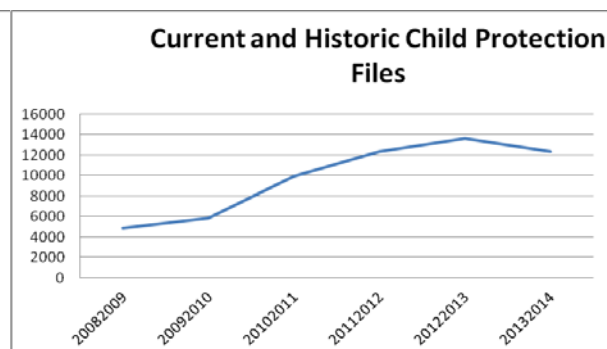
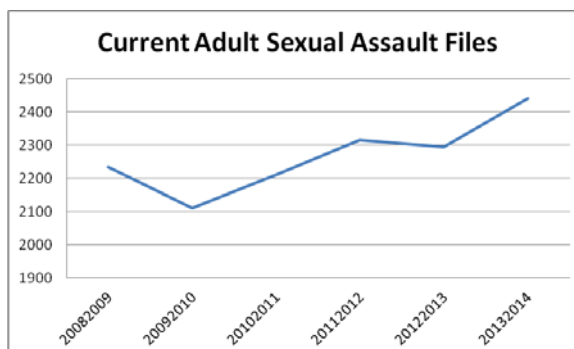
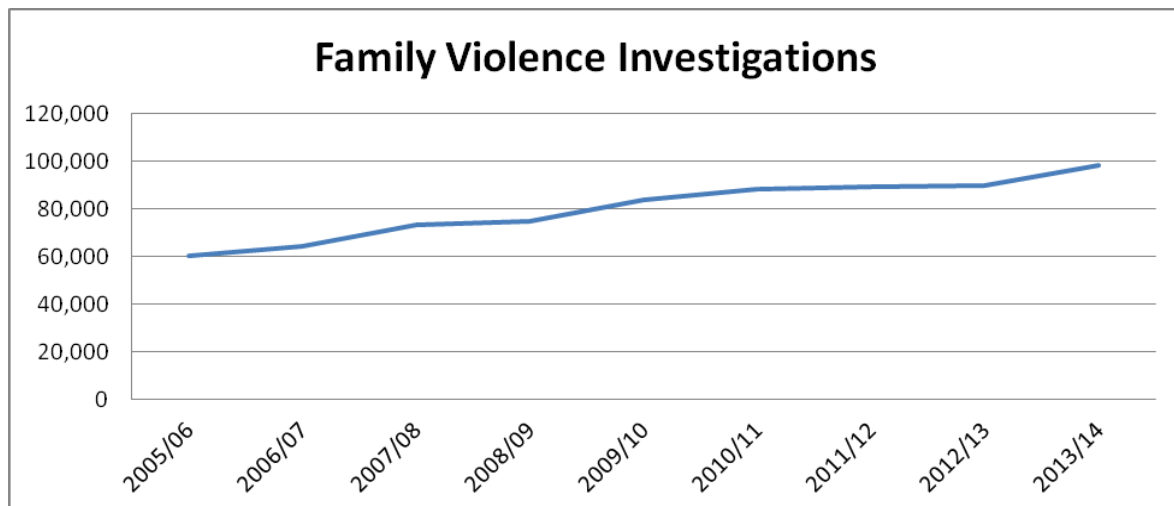
Non-crime incidents have also increased significantly during recent years. In 2013/14 Police attended 13,106 mental health incidents (1M)(an increase of 28% compared to 2009/10); 12,465 people attempted suicide requiring a Police response (1X) (an increase of 45%); and 16,649 people were reported missing (an increase of 6% compared to 2009/10).



There were 20,681 incidents involving alcohol abuse requiring home/custody/detox – an increase of 16% since 2009/10.

As well as increasing in volume, non-criminal calls for service (such as mental health incidents and missing persons) are very resource intensive and often require a number of staff for extended periods of time.

While total recorded crime has fallen in recent years, several crime types are on the increase. This increased demand arises from changes in complex crimes (such as family violence); child protection; adult sexual assault; continued Māori offending and victimisation. These issues are extremely time and resource intensive.



Police is not alone in dealing with these issues. Resources and interventions from justice and social sector agencies and NGOs are called upon to address the deep-seated 'system' issues.

### ***The changing nature of policing, complexity and emerging crime types***

The ease of modern travel, technological advancements and more open borders expand the opportunity and complexity for organised crime, online radicalisation, cybercrime, human and drug trafficking, child grooming, identity theft and other fraud offences.

Technology is most likely to drive change and dictate future shifts in social behaviour. In the online world criminals are innovating to stay ahead. They have more places to hide, pose new threats to public safety and can be harder to trace. The volume of crime taking place in the online world is significantly under-reported and growing rapidly.

In order to keep pace with these challenges (and indeed head off the threat) Police must have increased capacity and capability to contend with the demands of cybercrime.

Cybercrime is proving costly for New Zealand and New Zealanders. The Norton 2013 Cybercrime report estimated that in the previous 12 months, 1 million New Zealanders had been a victim of cybercrime and that the cost of cybercrime to New Zealand was \$152 million.

- 69% of NZ adults have experienced cybercrime in their lifetime compared to 61% globally.
- 46% of NZ adults have experienced cybercrime in the past 12 months, compared to 41% globally.
- US\$131 - average direct cost per NZ cybercrime victim in the past 12 months, US\$298 globally.
- 62% of NZ mobile device users are not aware security solutions for mobile devices exist, 57% globally.

There is an ever growing need to be vigilant around domestic and international issues which can impact on national security. National security policies have been traditionally focused on protecting the State against military threats or political violence. While responding to such threats remains a fundamental responsibility of government, modern concepts of national security must manage civil contingencies and societal risks alongside these traditional priorities.

This broadening concept of national security in recent years has been driven by a number of factors. Globalisation and trans-national challenges such as pandemics, climate change, cyber-attacks and terrorism, mean risks faced by modern societies extend well beyond national borders.

Traditionally, most intelligence agencies have operated independently of each other and have not been well-aligned to broader national security objectives. Work is underway to address this, through intelligence agencies having even closer relationships with law enforcement agencies (including Police, Customs and the Immigration Service).

Looking ahead, it is vital to ensure intelligence requirements, capabilities and outcomes are firmly anchored in national security systems in which Police plays a significant role.

### ***Managing demand through triaging***

Contemporary policing requires continual triaging of workload at key decision points to help with prioritisation and demand management. Police triages its workload in prevention, response, investigations and resolution at key decision points as described below:

- **Prevention:** Some prevention activity is controlled by external demand e.g. diplomatic protection and vetting; some is discretionary e.g. the number of foot patrols; and some has limited discretion (although volumes can be controlled e.g. bail checks). Through *Prevention First*, Police has invested heavily in crime prevention as a more cost-effective means of reducing both crime and the number of crime victims.
- **Response:** The definition of call priority (P1, P2 etc) is determined by Police and legislation. The corresponding volume of flow through the system is controlled by the threshold for calls attended, the target time to respond, and the volume of calls. Changes can have significant impacts on public trust and confidence and on Police effectiveness in apprehending offenders quickly.
- **Investigations:** The case management system grades all cases from 1 (Mandatory) to 4 (Volume). When resources are stretched, fewer grade 4 cases are investigated. Mandatory includes: homicide, traffic causing death, and missing persons; Critical includes: child exploitation, sexual violations, grievous assault; Priority includes: traffic causing injury, serious assault; Volume includes: dwelling and commercial burglary; unlawful taking and theft from vehicles.
- **Resolution:** Prosecution volumes are determined by the evidence meeting a certain threshold for prosecution. Increased demand on investigative resources may lead to fewer successful prosecutions (in turn reducing public trust and confidence). The choices Police take to resolve a crime directly impacts on the justice pipeline. For example, greater use of Alternative Resolutions equates to fewer people entering the formal criminal justice system, while still holding offenders to account.

### ***Unmet demand***

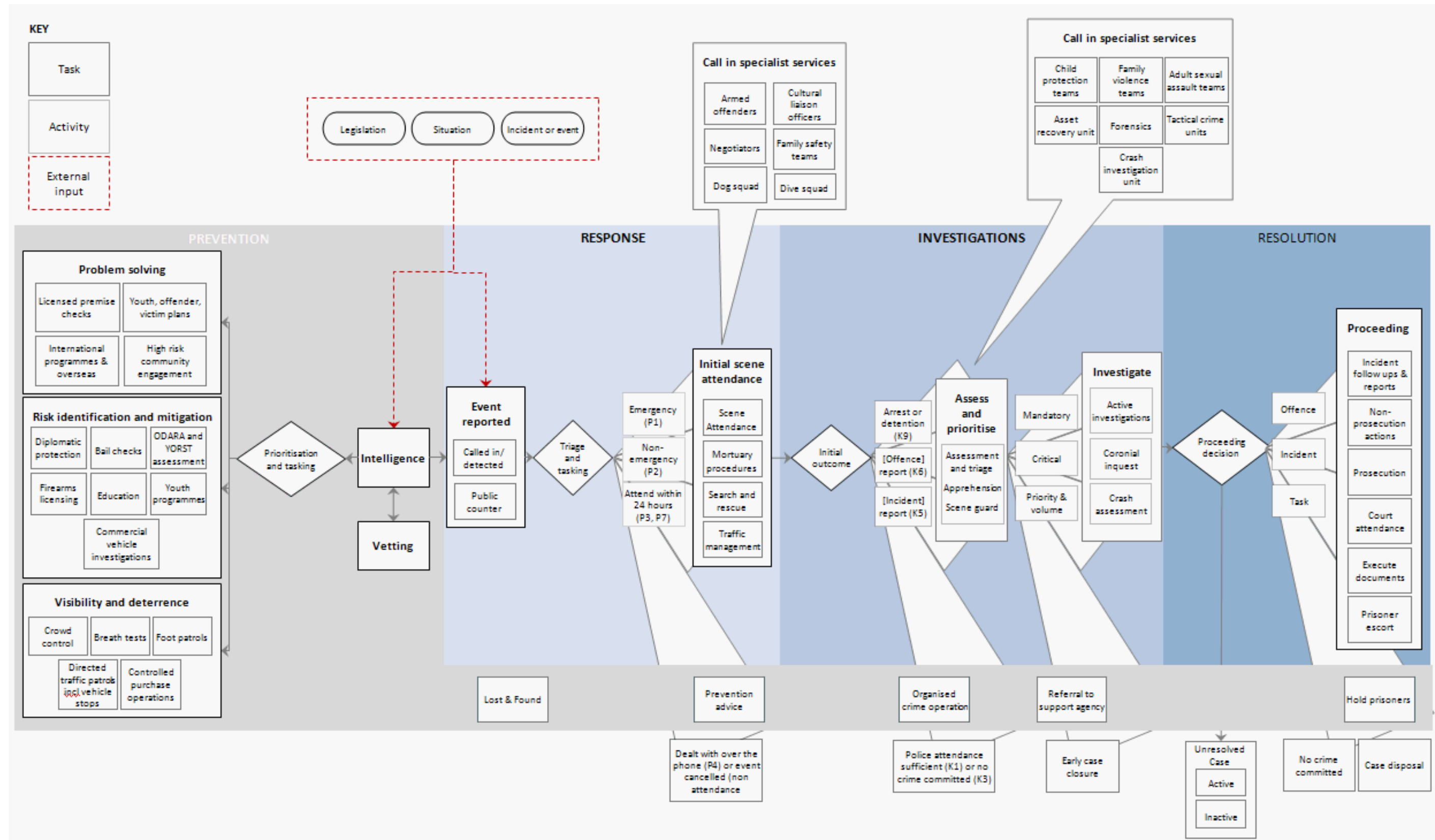
Police must triage calls for service. Calls for service which do not result in any Police response or action represent 'unmet demand'. Unmet demand also relates to crime that is not reported. Under-reporting varies by crime type.

Police want to address the under-reporting of crime. For example, offending and victimisation in Māori communities is known to be under-reported. Police efforts to improve trust and confidence in this demographic is expected to increase demand for Police services.

Without adequate resourcing, increased crime reporting (or the inability to successfully triage calls for service) has the potential to exacerbate the demand problem in the short to medium term.

## Appendix 4: The 'Know Your Business Model'

The 'Know Your Business' (KYB) model is a high-level depiction of policing activities. It describes Police business as a series of activities arranged in a logical sequence from Prevention through to Resolution.



The model enables Police to calculate and show where it spends its effort (in time and dollars) on the range of activities it undertakes. Until now, Police has not had a single consistent view of how it spends its time that reflects the activities of staff. Other models are used for specific purposes e.g. reporting expenditure according to a Treasury appropriations model, but they do not necessarily reflect the way we think about the business of policing.

The KYB model uses activities as the basis for its view of policing. Activities are the actual work Police employees carry out. For example, Dog Squad is not an activity, but ‘apprehending offenders’ is, and one of the activities Dog Squads do is apprehend offenders. Similarly, Road Policing is a function and its activities appear throughout the model e.g. ‘Directed Traffic Patrols’. Similarly, some parts of activities such as ‘Prosecution’ will be related to road policing.

The model uses a unit called FTE hours<sup>16</sup>. In the KYB model, FTE hours represents the equivalent number of hours per year that an FTE is paid for i.e. 2080 hours. This includes statutory holidays, leave, training etc.

The KYB model is a snapshot in time based on current FTEs and the current allocation of FTEs to tasks. Over time, if the allocation of activities and distribution of time changes, or if FTEs change, the model can be recalculated to show that change over time. However, the model cannot be used to show earlier time periods because no comparable data is available on the allocation of time to activities in earlier periods.

The model was developed for two purposes. It is a tool to communicate to external stakeholders the full spectrum of Police activity, its interrelationships, and where Police resources are allocated. Supplementary information about drivers of demand help enrich the picture.

For Police decision makers, the model provides a consistent view of how much effort is allocated to activities, and a framework for discussion and decisions about future allocations. The model can provide a ‘snapshot’ view to indicate whether, for example, the amount of time spent on Prevention activities is in line with strategic goals.

The KYB Model is not a predictive tool. It cannot be used in its current form to generate outcome scenarios of the format “if we increase time spent on youth programmes by 30% we can expect a 10% reduction in youth apprehensions”. The model is a tool to aid decision making by presenting a consistent view of policing activities and effort in a way that enables ‘apples with apples’ comparisons. It does not generate answers or solutions.

The model is not designed as a resource allocation model. While the model may lead decision makers to a conclusion that more effort is required on a particular activity, it cannot be used to determine where officers should be stationed.

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<sup>16</sup> FTE (Full Time Equivalent) is an abstract measure for counting the number of people working in an organisation. It does not equal the actual number of individuals employed (e.g. there may be many more if large numbers of staff work part time).

## KYB Lenses

The Know Your Business (KYB) Model can be applied to different aspects of policing. The example below shows the Family Violence lens. The black boxes highlight the activities involved in dealing with family violence service. Performance information is included, and the cost of service delivery can be calculated from the cost of each activity.

# FAMILY VIOLENCE

Dysfunctional conditions within a family, such as conflict, criminality, violence, neglect, substance abuse and mental health can contribute to a dynamic that fosters anti-social and criminal behaviour. In New Zealand a considerable amount of social harm is driven by issues that relate to families.

Māori continue to be disproportionately overrepresented as both victims and perpetrators of family violence.

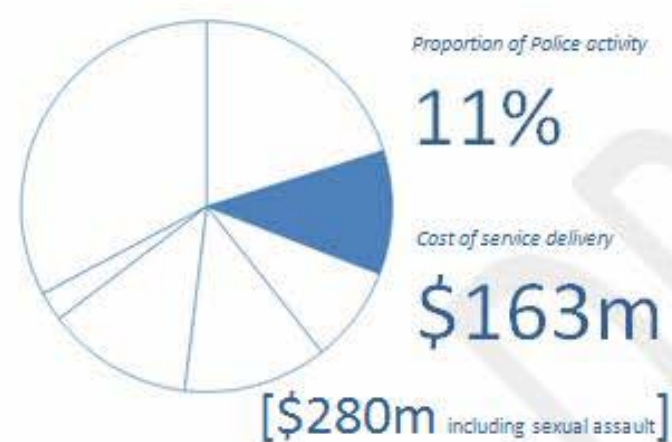
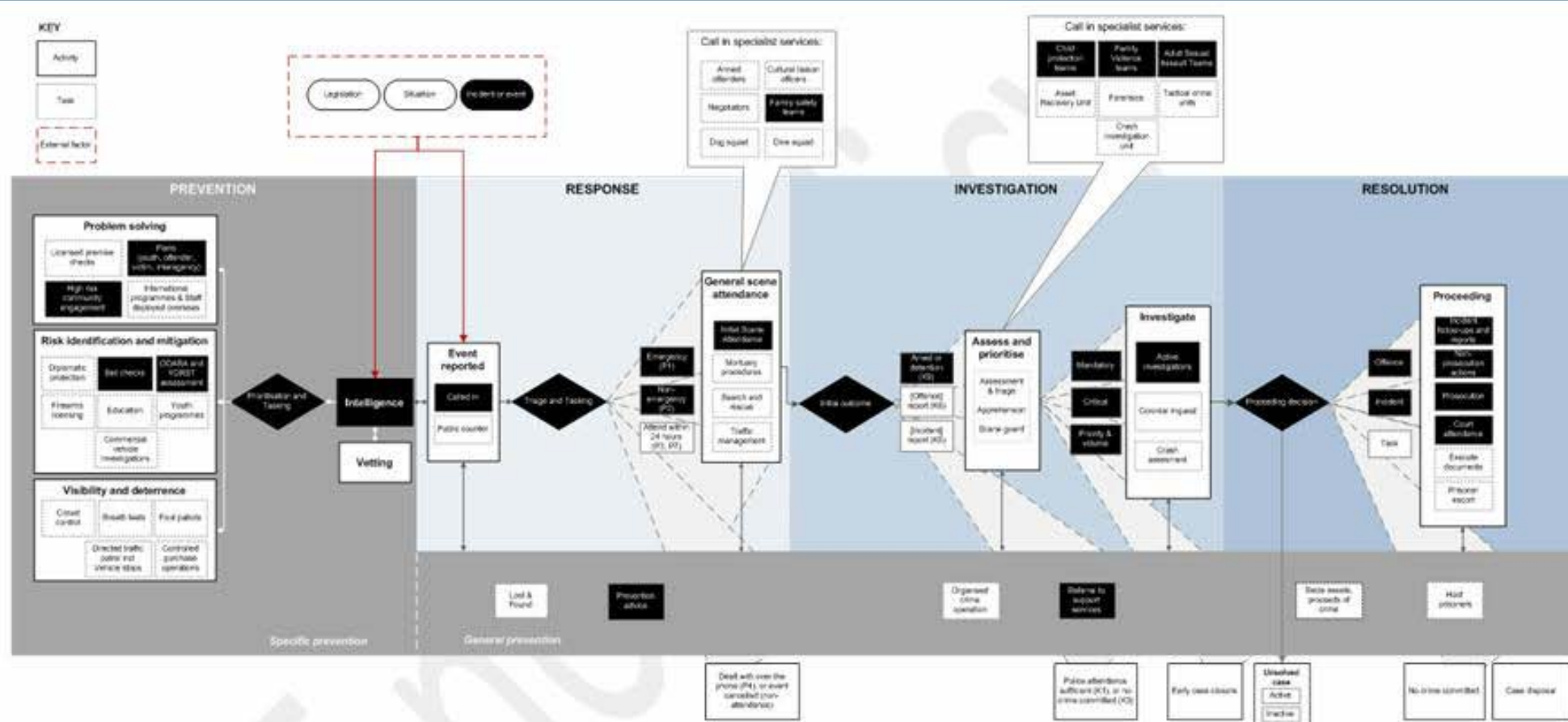
Children are present or normally resident at approximately 60% of family violence occurrences attended by Police.

Internationally, family violence is the largest killer of women under 44 years of age.

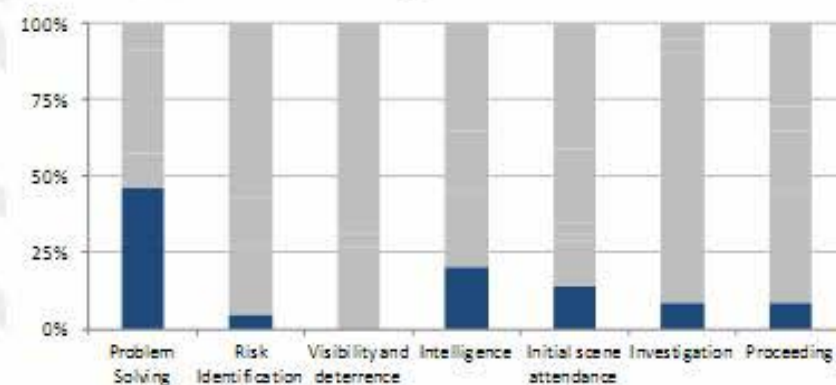
Where there is a prolific level of intergenerational offending and family violence there are also high numbers of victims and repeat victims.

Most sexual assaults occur in a dwelling, and are committed by someone known to the victim or the victim's family.

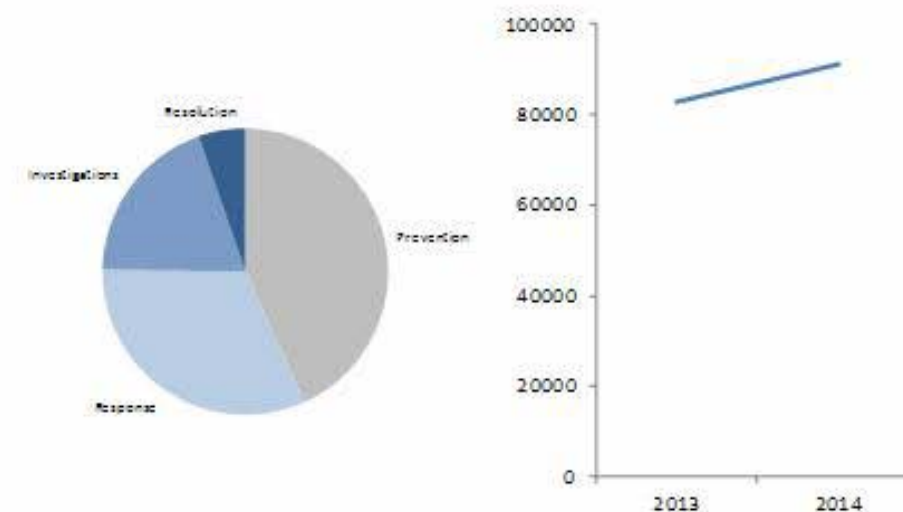
On-going targeted publicity and education campaigns such as "It's not OK", and the cultural shift towards intolerance of family violence, may lead to an increase in reporting.



TIME SPENT ON TASK



CALLS FOR SERVICE



## ***Appendix 5: Workforce Capability, Capacity and Costs Information***

### **People Capability**

#### **Priority workforce groups**

##### ***Constabulary***

Police has a target of 8,907 Full Time Equivalent (FTE) constabulary employees, which represents around three quarters of the total Police workforce. This part of the workforce is structured with a single point of entry at the Royal New Zealand Police College (RNZPC) and includes a significant number of specialist roles as well as the majority of management and executive level positions within Police, up to and including the Commissioner. This model requires Police to invest heavily in training these staff to ensure they develop the skills and experience they need for the many roles they will perform during their careers. Constabulary employees have very low attrition rates comparative to other agencies and organisations. However, constabulary employees frequently move internally, leading to high positional turnover, despite low organisational turnover.

Up until the early 2000s Police had compulsory retirement at the age of 55. The removal of this age based attrition policy has allowed many employees to continue working for Police much longer than would have been possible in the past. These employees add considerable value to Police, however this change has contributed to a significant increase in the average age of the Police workforce over the last decade. There is a stable pattern within the constabulary workforce that sees attrition rates increase with age. Based on this, attrition rates are forecast to increase in the next four years, in the order of half of a percentage point. This increase is the start of a longer term trend which will significantly change the demographic makeup of the constabulary workforce. Police is developing a Police People Plan that will ensure that its workforce continues to meet the changing demands during this transition.

During the last year Police has achieved target strength for constabulary staff. Diversity of recruitment has increased significantly in recent years. However, the number of women and ethnic minorities recruited are not yet at the levels which would enable the constabulary workforce to fully reflect the communities they serve. Over the next four years additional effort will be needed to attract applicants that will allow Police to better reflect the community. Police is keenly aware that the population which has traditionally made up the majority of its recruits is expected to reduce, both as a proportion of the overall population and in actual numbers. Therefore, increased diversity of recruitment is not only a desirable change, but it is a requirement for the long term sustainability of the constabulary workforce.

Policing Excellence led to significant changes in the nature of the roles performed by constabulary employees. With a low turnover rate however, the majority of individuals in the constabulary workforce are the same people (with largely the same skill sets) as five years ago. To manage this, Police is introducing significant changes in how constabulary employees are trained. The most notable change in the next four years will be the most significant revamp of recruit initial training,

since the 1980s. The new initial training will have much more focus on practical learning to develop the skills required for modern policing. The new Career Foundation Initial Training (C-FIT) training programme is currently being developed, with the aim of the first recruits graduating under this programme by the end of 2015.

Within the overall constabulary workforce there are a number of specialist groups that carry out functions that are focused on specific areas of Police outputs. These groups are affected by the overall constabulary trends outlined above, but with their own specific situations and issues which require bespoke mitigation strategies.

### ***Constabulary - Road Policing Employees***

The 2015 Safer Journeys: Road Policing Plan determines that a significant proportion of Road Policing activity is carried out by constabulary employees not in specialist road policing roles. This augments the work performed by 1,000 constabulary employees in specialist Road Policing roles. Many of these employees have specialised in this career path, and as such have been in Road Policing positions for many years. A number of these employees joined Police in the merger with the Ministry of Transport's Traffic Safety Service in 1992 and have remained in Road Policing positions ever since.

Few constabulary employees join Police with the intention of working in Road Policing. In most cases there is a requirement as part of a new employee's professional development that they are rotated through several different functions of Police, including Road Policing, within the first few years of their careers. This has created a divergence within the Road Policing workforce; one group with high specialisation and experience, and another group who spend very little time in specialist road policing roles. The experienced cohort includes a number of employees nearing the end of their working lives. It is expected that many of these people will retire during the next four years. They will take with them a significant amount of institutional knowledge, which has been an invaluable contributor to the success in reducing road trauma over a number of years.

The general training provided to all constabulary employees means that they can all undertake road policing functions. However, the strategic thinking about how best to achieve desired outputs is a skill typically exhibited by these experienced specialists. Police is currently developing initiatives to ensure that these skills are not lost to Police, and that people moving into these roles can learn the specialised skills to a high level.

### ***Constabulary - Investigations Employees***

Similar to Road Policing, all constabulary employees are trained in fundamental investigations skills, with a significant amount of investigative activity being carried out by non-specialists. The major specialist investigative role however, is the Detective, which may in some cases be further specialised into dealing with specific offence or victim types. The formal training programme to become a Detective takes two to three years to complete, and with significant constabulary experience required before entering the training programme, it is often the case that employees have been a Police employee for 10 to 15 years before they are first designated as a Detective.

With this lead time to become a Detective, the investigations workforce is older than the overall constabulary workforce. As discussed previously, older age groups within Police tend to leave the organisation at a greater rate than their younger colleagues. Current projections suggest that the attrition numbers for Detectives will begin to increase towards the end of this Four Year Plan. The challenge in terms maintaining the Detective workforce is not sourcing constabulary employees who are qualified and willing to move into this area, it is simply the long lead in time before a constabulary employee is qualified as a Detective.

To manage this risk Police is refining the tools it uses to understand which constabulary employees will leave, and when. This will allow us to better predict the need for qualified Detectives to meet the organisation's needs, and allow plans to be developed accordingly.

### ***Intelligence Staff***

In recent years there has been a significant increase in the numbers of Police staff working in the intelligence area. Currently this workforce is fairly evenly split between constabulary employees and other Police employees. In general the role of the intelligence workforce is to ensure Police has the right staff at the right place at the right time to prevent problems developing. In the last year Police has rolled out District Command Centres (DCCs) across the country which means this function is now being undertaken in real time, as it is needed. This capability moves Police further from just responding to calls for service, to proactively attempting to deal with issues before offending occurs. The intelligence workforce that drives this capability is therefore an integral part of the *Prevention First* strategy.

As potentially the biggest employer of intelligence staff in New Zealand, it is not possible for Police to externally source sufficient fully trained intelligence staff to fill all of the positions required. To manage this, Police instead hires people with the relevant analytical capabilities and develops them in the specific skills required for these positions. As part of this approach Police has developed a career progression structure for these staff. This structure has been designed to reward and encourage continuous learning and development.

To date this workforce does not have an unusually high attrition rate. Police is working with our partners in the security and intelligence sector to create a single intelligence workforce across the sector. This will help to ensure each of the relevant organisations can maintain the intelligence workforce it requires. However, a number of other organisations not in the security and intelligence sector (both public and private) are expanding their intelligence workforces. It is likely that the skillsets held by these Police employees will be in increasing demand. If external demand changes the attrition rate of these staff then Police will need to review its ability to recruit and train the required number of these staff, however it does not anticipate this being an issue over the next four years.

The developmental approach to this workforce significantly increases the potential pool of recruits. Recruitment to the intelligence workforce is therefore based on cognitive and analytical ability rather than specific experience. Police's ability to offer important and varied work as well as career development has to date allowed us to attract sufficient quality applicants to meet our needs.

## Capability Building

**New Crime types/ cyber:** New technology is continually allowing for new crimes, and for old crimes to be committed in new ways. Police needs to ensure that it keeps up to date with these developments. Police will play a key role in delivering the refreshed National Cyber Security Strategy, in investigating offences that have been committed, providing assistance to partner agencies and preventing this type of offending from happening. Police has set up two centralised specialist groups (the Electronic Crime Lab and the National Cyber Crime Centre) to work alongside other agencies on cyber security matters. This specialist workforce is maintained by both developing and recruiting staff with existing expertise. In addition, Police will up-skill frontline staff to deal with these issues in the course of performing their duties, and inform them about how they can assist the communities they work in to prevent and deal with this type of offending.

**Causality/Holistic Problem Solving:** Over the last 50 years Police employees have been trained to solve the specific and immediate problem they are facing, and bring it to a resolution. *Prevention First* has widened this focus to not only deal with the specific issue at hand, but also to look at developing solutions that target the root cause of the problem. For example, the Phillipstown Neighbourhood Policing Team determined that a specific combination of alcohol, drugs and organised crime were largely responsible for the crime problems in that neighbourhood, and then developed overarching methods for dealing with these combined issues. Continual development of such strategies will be critical in ensuring *Prevention First* successes can be sustained and built upon. Recognising the specific cognitive capability required by our staff is a central tenet of this.

**Collaborative skill:** To achieve the best results Police needs to work closely with other government agencies, iwi, businesses, NGOs, families and the general public. From 2015 collaboration skills will form a significant component of initial training. The new training course will include modules where recruits are required to work alongside other agencies to learn how best to manage these relationships.

**Cultural understanding/ language skills:** Improving Police employees' understanding of Tikanga Māori is critical to delivering the *Turning of the Tide: A Whānau Ora Crime and Crash Reduction Strategy*. This will be achieved in part by having a greater Māori presence within the organisation as ethnic representation becomes closer to that of the population we serve. Additionally all employees, regardless of their ethnic background, need to develop their cultural understanding to better connect with the community.

There has been a rapid rise in recent years in the number of people living in New Zealand who were born elsewhere, particularly those born in Asia. This has increased the need for Police to employ people who speak languages other than English. In addition to language skills there is a significant subset of cultural knowledge and understanding which can only develop within Police with recruitment of more people from these backgrounds. Police is committed to making its workforce better reflect the communities it serves. Not only does this ensure sustainability of recruitment as the population changes it is a critical factor in improving the organisation's operational capability. Recruitment is targeted towards sections of the community where we are under-represented. We have enjoyed some success, but there is still a long way to go.

## Recruitment

For a significant group in our community policing remains an attractive career option. With a reasonable level of effort it is possible for Police to attract sufficient quality applicants to meet its ongoing needs. Experience over recent years gives reassurance that this situation will continue for the next four years, and beyond.

Difficult to fill roles/ positions	Reasons for capability gap/ pressure
Rural Police Stations	<p>Police has stations in over 400 locations across New Zealand. Most of the areas where we have difficulty filling vacancies are in small rural towns, particularly those with marked socio-economic issues. There are a number of reasons for these issues including:</p> <ul style="list-style-type: none"> <li>• Movement of working age population out of rural locations makes direct recruitment difficult.</li> <li>• Perception of these locations as undesirable places to live and/or bring up families.</li> <li>• Many of these locations have high crime rates and are therefore seen as difficult places to work.</li> <li>• Difficulty for two income families to find employment for partners.</li> <li>• Not perceived as a good career move in the long term.</li> <li>• Most Police recruitment activity has been from cities and larger provincial centres. Most staff do not want to move into rural locations.</li> </ul> <p>There are also some rural towns which have difficulty attracting applicants for quite different reasons. These tend to be very desirable locations, for example in some tourist towns. These towns can have restricted housing markets making affording to move there difficult for our staff.</p>
Procurement officers	Small market, particularly in Wellington, and demand exceeds supply.
Specialist ICT Developers	A number of Police ICT systems rely on specialist developers, often with very small recruitment markets.

## Workforce Capacity

These numbers represent positions not the number of Full Time Equivalents (FTEs) employed by Police at a given point in time.

### Forecast Position Numbers<sup>17</sup>

	30 June 2014	30 June 2015	30 June 2016	30 June 2017	30 June 2018	30 June 2019
Position numbers - Departmental	11,900	11,857	11,910	11,910	11,910	11,910
Position numbers – non-Departmental	0	0	0	0	0	0
<b>Total Position numbers</b>	<b>11,900</b>	<b>11,857</b>	<b>11,910</b>	<b>11,910</b>	<b>11,910</b>	<b>11,910</b>

## Workforce Costs

72% (\$1.1bn) of Police's operating expenditure is committed to personnel. We have absorbed wage increases for the past four years within baseline, by reducing operational spend and removing (non constabulary) Police roles. This has resulted in instances of highly trained, well paid Police constabulary employees taking up middle and back office roles. We secured funding from the Justice Sector Fund to cover a budgetary shortfall for wages in 2014/15. That level of funding was subsequently included in Police baseline funding through Budget 2015.

In 2015 Police will once again be involved in three sets of negotiations which cover the majority of its workforce. These are the:

- **New Zealand Police Association (NZPA) and Police Constabulary Collective Employment Agreement 2012-2015** (expires 30 June 2015 constabulary 97% union membership)
- **NZPA and PSA and Police Employee Collective Employment Agreement 2012-2015** (*expires 30 June 2015* non-constabulary 80% union membership)
- **Police Managers Collective Employment Agreement 2012-2015** (*expires 30 November 2015*, covers 319 managers in total, 218 NZPA and 101 the New Zealand Police Managers Guild members a combined union coverage of 82%).

These Collective Employment Agreements are substantially more complex than most other government agencies, making them difficult for employees and managers to understand and apply the terms and conditions consistently. This impacts on Police time, operational flexibility and cost, and gives rise to increased formal and informal employee grievances.

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<sup>17</sup> As Police is not part of the State Sector Cap it does not report vacancy numbers as part of its reporting to the Human Resource Capability (HRC) survey. Therefore Police's HRC return does not reflect the total number of Police positions and is slightly different from the numbers given in this report. In addition recruits undergoing initial training are counted as employees but do not hold a position.

Our heavily allowance-driven remuneration model also makes it difficult for Police employees to appreciate their total remuneration, supporting the incorrect perception that Police are poorly compensated compared to other government agencies. This perception is exacerbated when they seek financial support from banks, where allowance income is not counted as remuneration.

Police wants to modernise these agreements, rather than simply roll over the existing terms and conditions. However, it is not yet possible for Police to accurately predict what the agreements will look like after their expiry date and what effect, if any, these changes will have on employment costs across the four year period. This lack of certainty is because unlike other government agencies, Police is faced with unique challenges when bargaining. It has its own legislation (the Policing Act 2008) which contains a Final Offer Arbitration framework as a trade off for the removal of right to strike for constabulary employees. Further, under Schedule 3 to the Policing Act the provisions contained in the Code of Good Faith for Police restricts our ability to communicate with staff during bargaining. This provision extends the obligations of good faith making it absolute for Police not to engage with its represented employees during the course of bargaining.

In 2012, Police was subject to Final Offer Arbitration with the New Zealand Police Association for the fourth time. The Police Association's bid was accepted by the arbiter, requiring a mandatory 3.7% across-the-board increase, comprising a 2% general wage increase and the contractual Competency Service Increment (CSI) of 1.7%.

\$ in mil	FY2014/15	FY2015/16	FY2016/17	FY2017/18	FY2018/19
1. Total Direct Employment Cost - Departmental (\$ and % change)					
<b>Components</b>					
2. Position numbers - departmental					
Change (%)					
3. Change due to bargaining/remuneration outcomes (\$ and %)					
4. Change in costs associated with progression (\$ and %)					
5. Other factors contributing to changes in employment costs (%)					

***Direct employment costs – non departmental***

Police does not have any employees not included within the departmental counts above.

## Appendix 6: Supporting Financial Information

### New Activity that will be Funded within Current Baselines

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Operating Expenditure - Departmental	0.000	0.000	0.000	0.000	0.000
Operating Expenditure - Non Departmental	0.000	0.000	0.000	0.000	0.000
Capital Expenditure - Departmental	0.000	0.000	0.000	0.000	0.000
Capital Expenditure - Non Departmental	0.000	0.000	0.000	0.000	0.000

### Cost Pressures

#### Departmental

Summary of Departmental Operational Cost Pressures	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
From Increased Service Demand	0.000	0.000	0.000	0.000	0.000
From Direct Employment Costs					
From Capital Planning	0.000	0.000	0.000	0.000	0.000
From Other	0.000	10.839	12.080	11.926	11.353
Total Departmental Cost Pressures					

#### Non-Departmental

Summary of Departmental Operational Cost Pressures	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
From Increased Service Demand	0.000	0.000	0.000	0.000	0.000
From Direct Employment Costs	0.000	0.000	0.000	0.000	0.000
From Capital Planning	0.000	0.000	0.000	0.000	0.000
From Other	0.000	0.000	0.000	0.000	0.000
Total Non Departmental Cost Pressures	0.000	0.000	0.000	0.000	0.000

### Cost Pressures Arising from Increased Service Demand

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Departmental	0.000	0.000	0.000	0.000	0.000
Non Departmental	0.000	0.000	0.000	0.000	0.000

### ***Cost Pressures Arising from Direct Employment Costs***

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Departmental					
Non Departmental	0.000	0.000	0.000	0.000	0.000

### ***List of Cost Pressures from Direct Employment Costs***

Select Expense type from dropdown List	Cost Pressure and Brief Description	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Departmental	Maintain Current Service Levels					

### ***Cost Pressures Arising from Capital Planning***

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Departmental	0.000	0.000	0.000	0.000	0.000
Non Departmental	0.000	0.000	0.000	0.000	0.000

### ***Other Cost Pressures***

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Departmental	0.000	10.839	12.080	11.926	11.353
Non Departmental	0.000	0.000	0.000	0.000	0.000

### ***List of Other Cost Pressures***

Select Expense type from dropdown List	Cost Pressure and Brief Description	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Departmental	Maintain Current Service Levels		10.839	12.080	11.926	11.353

### ***Actions that Enable a Balanced Four Year Plan***

	2014/15 \$0.000m	2015/16 \$0.000m	2016/17 \$0.000m	2017/18 \$0.000m	2018/19 \$0.000m
Departmental	0.000	0.000	0.000	0.000	0.000
Non Departmental	0.000	0.000	0.000	0.000	0.000

***Vote Transfers***

	<b>2014/15 \$0.000m</b>	<b>2015/16 \$0.000m</b>	<b>2016/17 \$0.000m</b>	<b>2017/18 \$0.000m</b>	<b>2018/19 \$0.000m</b>
<b>Departmental</b>	0.000	0.000	0.000	0.000	0.000
<b>Non Departmental</b>	0.000	0.000	0.000	0.000	0.000

## Appendix 7: Key Assumptions and Resilience

Key assumptions in 4YPs	Risk	Consequence	Likelihood	Mitigation
General wage increases from 1 July 2015.	The negotiated settlement or arbitrated decision leads to higher than expected wage increases.	Cumulative wage cost increase by \$100m over the four years per 1% change in annual increases.	Unlikely	A full and coherent Employment Relations approach
Average leave balances remain at current level.	Leave taking levels fall below the amount accrued each year.	Total Leave liability would be approximately \$13m higher over four years for each 1 day p.a. average balances increase.	Unlikely	Leave management policies integrated at all levels. Use of centralised District deployment model ensures taking of leave is integrated into planning for all frontline functions.
Cash Receipts from sale of property are less than anticipated	Actual cash receipts are lower due to low demand and market conditions and accuracy of valuation.	Not able to progress initiatives or fund service delivery due to shortfall in funding.	Possible	Robust and effective sale process followed.
Number and mix of properties being sold don't materialise in the years stated	The mix of property changes and therefore doesn't generate capital required	Not able to progress initiatives or fund service delivery due to shortfall in funding.	Possible	Streamline processes within the organisation to ensure timeframes are met.
Fleet Mix (and associated savings) based on identified efficiencies don't materialise	Changes and savings are less than stated.	Not able to progress initiatives or fund service delivery due to shortfall in funding.	Possible	Continued review and evaluation of fleet options.
General CPI increase on Opex pa is higher than expect	Results in higher than expected OPEX costs	Not able to progress initiatives or fund service delivery due to shortfall in funding	Unlikely	Continued review of operating expenditure.

## Resilience

Agency	Staff	Information systems	Stakeholder relations/reputation	Physical capability (eg, buildings)	Finances	Overall score for agency
New Zealand Police	5	3	5	4		
New Zealand Police Comms	4	4	3	4	3	4

**Staff:** Police is a national organisation with a national command and control capability. Hence should the staff capability in any one area lose capability in an emergency plans are in place for other geographic areas to manage an all-of-Police response.

**Information systems** governance is in place from the Police Executive down to the technical ICT operational layer. Critical assets have been identified and assurance plans are in place to ensure business continuity. Police currently has a Technology refresh programme of work underway whereby technical improvements to existing capability are planned. That programme of work includes supporting infrastructure, security and application improvements.

Police is also a proponent of the all-of-government shared service program and has developed key strategic relations with a number of private sector partners such as TAIT, Spark Digital and Vodafone.

**Stakeholder relations:** the national nature of Police, with each of the 12 Districts (and indeed areas within Districts) have strong working relationships with emergency services including the Ministry of Civil Defence and Emergency Management).

**Physical capability:** each Police business unit and District has in place business continuity plans. In terms of an operational response police are not reliant on any one building, being a national organisation.

Police Communications Centres operate a robust business continuity plan (BCP) across all aspects of the Centres. The BCP, including pandemic plan, was last refreshed in October 2014 and is updated on an annual basis. The BCP is exercised regularly across the Centres both as a test, for technical changes/upgrades and in real life situations. Further work is being undertaken with ICT to strengthen the telephony platform and adding an additional layer of protection. Standard Operating Procedures and lessons learnt are reviewed regularly.