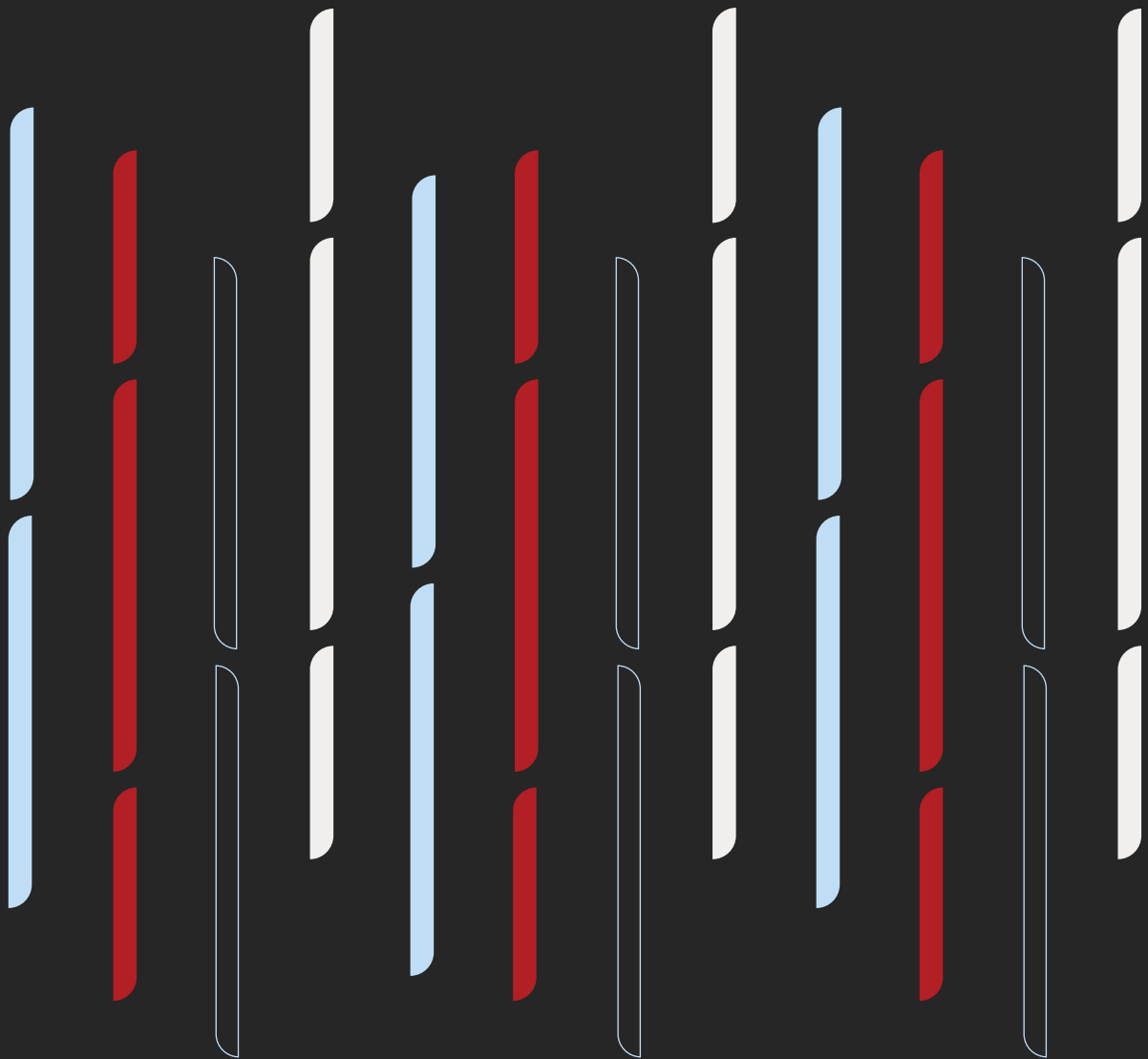


Understanding Policing Delivery

Independent Panel Report 2
Executive Summary



**Kia Tika Ai, Kia
Tōkeke Ai**
Make Fair and
Just Decisions

Understanding Policing Delivery

Understanding Policing Delivery is an independent research programme looking at fair and equitable policing for Māori and for other communities.

Both the Articles and the Principles of Te Tiriti o Waitangi serve as foundational to the programme, along with the following values of kaitiakitanga, manaakitanga, whakamana, whanaungatanga, and aroha ki te tangata.

In the context of Understanding Policing Delivery, whanaungatanga has sat at the core of our way of working. It has brought together and created strong relationships between the different champions who have embarked on this journey of work.



With contributions from the UPD Operational Advisory Group and UPD Ethics Committee.

Thank you to the Michael and Suzanne Borrin Foundation, the Todd Foundation, and Te Muka Rau for providing financial support to this research. The views expressed are the authors' and not those of the Foundations.



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This is a UPD Report 2 Summary

UPD is a research programme looking at fair and equitable policing.

As an Independent Panel, we have worked proactively and collaboratively with the New Zealand Police (Police) on an independent research programme looking at fair and equitable policing for Māori and other communities. The research was a two-year programme of work from late 2022, with a budget of \$2 million (GST exclusive) towards evidence-based policing that works for all communities.

The findings on the nature and impacts of policing practice in New Zealand are, and will, provide practical insights and recommendations to better enable the Police to undertake their work with the trust and confidence of all.

The purpose of this report is to present the second, and final, phase of findings and recommendations of the Understanding Policing Delivery (UPD) research programme. This report is authored by the UPD Independent Panel (the Panel).

The Panel is a group of fifteen people, including seven Māori and eight non-Māori members, nominated by both New Zealand Police and Tā Kim Workman, who the Police Commissioner tasked with establishing and chairing the Panel. Since July 2023, the Panel has been chaired by Professor Khylee Quince, with Tā Kim remaining a member as Pou Ārahi. A full list of our members is included at the end of this summary.

Phase one UPD findings and recommendations were published in August 2024.

The first set of seven UPD reports were published in August 2024. They shared findings and recommendations from phase one, which investigated data already gathered by New Zealand Police, through a lens of fairness, equity and/or bias.

These initial findings revealed inequities in interactions with police, particularly affecting Māori, other ethnic groups, and disabled people. Forty recommendations were developed and the Police are committed to working on eight of them by February 2025.

The phase one research gave an indication of what the inequities were and who experienced them. In phase two, the qualitative approach provided insights into how these inequities are experienced by different communities and police, including their impacts and what would make the difference. This includes tangible ways forward towards fairer and more equitable policing and examples of where this is already happening.

The insights from phase one informed the design of phase two research, which included engagement with tāngata whaikaha, D/deaf and disabled people, wāhine Māori who experience family harm, people who have experienced significant mental distress, Takatāpui and members of the rainbow community, gang whānau and some Police sites of innovation. A deliberate focus on gathering voices 'not typically heard' goes hand in hand with building trust and partnership within marginalised communities.

This report shares the findings and recommendations from the second and final phase of the UPD research.

The following set of reports make up phase two:

- Independent Panel report
- Summary report (accessible formats available)
- Five community and five Police innovation case study reports, and a summary report, by Ihi Research
- A report on the experiences of tāngata whaikaha, D/deaf and disabled people and police by the Donald Beasley Institute (DBI) (accessible formats of the executive summary available)
- A case study report of the Royal New Zealand Police College initial training and innovative practice in three district sites by Mana Pounamu Consulting (Mana Pounamu).

This Panel report includes details, findings and recommendations of the second and final phase of the UPD research, including the use of community and police participant quotes from across the research projects to centre their experiences and voices, which were so generously shared.

Collectively, these UPD research projects represent the most comprehensive picture we have of Māori and marginalised communities' experiences of policing. While comprehensive, it is not complete.

Other marginalised communities will have their own important stories to tell and experiences to share. The similarities across the case studies do give us confidence that the recommendations are broad enough to support fair and equitable policing for all communities.

The findings tell us about the importance of fairness to individuals and whānau, innovative approaches that are working, as well as experiences that fall far short of that.

The approach that we have taken has explicitly and unapologetically looked for areas of good practice and areas to improve. This is not then a barometer of policing in New Zealand but an in-depth look at both what works, and what is not working, for Māori and marginalised communities.

Police officers and employees also reported the importance of fairness to them and what gets in the way. Engagement between police and communities happens between people. However, it would be a fundamental misunderstanding of this research and its findings to suggest that it is therefore individual officers that need to change.

It is true that individuals within the Police are championing relational and empathetic approaches to their jobs. It is also true that change will only come from a shift in the systems, supports and processes that will equip and support them in their roles.

We have heard just as much about the desire and hope for this transformational approach from police officers as we have from impacted communities.

The Panel have identified the following themes across the Phase Two UPD research:

1. Authentic and collaborative community and policing innovations are making a difference.

It really felt like it was our first time putting into action the concepts around social sector commissioning or social investment and listening to the voice of the community rather than just tendering for a programme and for a particular outcome for a particular price.

(Police Participant, Resilience to Organised Crime in Communities case study, Ihi Research).

2. Systems, processes and cumulative experiences are getting in the way of fair and equitable policing for all communities.

Every weekend, we were getting called to his house. He was assaultive and abusive on the front lawn of his house, to which most of our cops would just run in, have a scrap with him, lock them up.... [O]ne day I turned up. And I didn't go running. And I stood back and said, "Hey, what's going on?" And he was yelling at me and yelling at me and yelling at me. And I just kept my soft tone, soft, tone, soft tone, and within about 10 minutes, he had calmed down. And he said to me, "Thank you." That's all I needed. And I said to him, "What's going on for you?" And he said, "Well, a few years ago, I had a car crash. So I have a head injury. And I've just found out I'm bipolar. And then some days, my medications for these two different things clash, and I have these outbursts." And I actually found out that most of the time, it was him calling the Police because he was fearful of hurting his family. But no one had ever stopped to ask what's happening.
(Police participant, DBI).

3. Incidents of unprofessional conduct, including discriminatory behaviour, were reported.

And then they [police] went in, went in there. Saw some solvent, came out and basically gave me a bit of a pistol whipping. Had the dogs right in front of my face ... Tied, tied my hands, tied my hands and my feet behind my back ... Yeah, he [police officer] was, he was majorly pissed.
(Disabled participant, DBI).

4. Being under-served, seen as undeserving, or being treated unfairly by police, is harmful.

Police don't really represent rescue for me. They represent coming to break the family up.
(Gang member participant, Gang communities case study, Ihi Research).

Cross-case analysis illustrates the interdependence of such findings, emphasising a rippling and cyclic effect of policing delivery and how it affects trust, relationships and equitable outcomes for whānau and the Police.

This report makes eleven recommendations towards fair and equitable policing.

This report makes eleven recommendations that build on the forty recommendations from the first phase.

The phase two recommendations are summarised below:

1. Value relational ways of working with communities and police-experienced whānau to provide more effective solutions.
2. Amplify Māori and community-led local collaborations, where the Police play a supporting, enabling and resourcing role.
3. Introduce a practising certificate for all police officers, supported by ongoing professional development.
4. Further enhance police training on de-escalation, history, Māori and other cultural responses and disability rights and disability justice to empower police officers.
5. Embed an organisational learning approach across the Police and lead out from the top.
6. Commit to regular analysis and public reporting on levels of service delivery and equity for Māori and marginalised communities.
7. Build on the Police Disability Roadmap to embed disability and mental health responsive policing model as standard.
8. Introduce independent governance and monitoring for all uses of TASER on people with existing health and disability conditions, children under 18, older people, and those in secure units, to ensure safe practice.
9. Work with disabled people and whānau to record relevant individual information as a flag in NIA to support positive and effective engagement.
10. Monitor and evaluate local and national innovative programmes and collaborations with iwi, communities and other agencies to scale what works.
11. Build on the existing Āwhi programme to ensure police officers can, and do, act as a conduit to community and specialist supports and services.

Along with the recommendations, we suggest the following framework is used to help guide implementation and strategic decision-making across the Police, to ensure a whole-of-organisation approach:

A. Engage and enable

Value and prioritise authentic and empathetic community engagement, particularly those with lived expertise, and support and enable Māori and community-led responses

B. Prepare

Police staff have the training, tools and supports in place to guide and empower them to prevent and reduce harm

C. Amplify and build on

Innovative collaborations and celebrate and scale good practice.

D. Monitor and learn

Feedback from communities and police staff is actively encouraged, reported on and monitored, for the purpose of improving service delivery to prevent and reduce harm.

More detailed information about the development of the UPD programme, including details of how we worked collaboratively, constructively and critically with the Police in bringing together community advocates, researchers and operational police officers, can be found in UPD Independent Report 1. Summaries of both UPD Independent Panel reports are available in te reo Māori, English and accessible formats.

We recognise both the unique approach of this programme, as well as the long line of reports and inquiries into inequities faced by Māori and communities in the justice system and beyond. We are unaware of this relational approach of community and the Police working together on these issues having been taken in any other policing jurisdiction, making this of global interest and significance.

As we hand over this taonga of community and Police experiences and voices, we do so with the hope that this will not just be a benchmark from which to independently measure and monitor progress but that it sparks a transformative approach towards fair and equitable policing for all communities.



How can I access the full reports?

The full Understanding Policing Delivery reports, including Independent Panel Report One and all phase one and two research reports, will be available here, alongside the reports from the Research teams:

<https://www.police.govt.nz/about-us/programmes-and-initiatives/understanding-policing-delivery/research>

If you are Deaf, hard of hearing, deafblind, speech impaired or find it hard to talk, and would like to, you can contact the New Zealand Relay Service.

www.nzrelay.co.nz

For further enquiries please email:
upd@police.govt.nz

List of UPD Independent Panel Members

Chair:

Professor Khylee Quince
(Ngāpuhi, Te Roroa, Ngāti Porou,
Ngāti Kahungunu)

Pou Ārahi and Founding Chair:

Tā Kim Workman KNZM QSO
(Ngāti Kahungunu ki Wairarapa,
Rangitāne o Wairarapa)

Members:

- Dr Katie Bruce
- Dr Jonathan Godfrey ONZM
- Dr Penny Hagen
- Helen Leahy
- Jo McLean (Ngāi Tahu, Te Atiawa)
- Lady Tureiti Moxon (Ngāti Pāhauwera, Ngāti Kahungunu, Kāi Tahu)
- Grant O'Fee MNZM
- Rahui Papa (Ngāti Korokī-Kahukura, Waikato-Tainui)
- Ranjna Patel
- Distinguished Professor Paul Spoonley FRSNZ
- Seuta'afili Dr Patrick Saulmatino Thomsen (Sāmoa-Vaimoso)
- Anne Waapu (Rongomaiwahine, Ngāti Hinemanu, Ngāti Kahungunu, Ngāti Haua)
- Glenn Wilcox (Ngāti Whātua, Ngāpuhi)

Previous members:

- Matt Bagshaw (May 2021 to September 2021),
- Fa'anāna Efeso Collins (April 2021 to April 2023),
- Phylesha Brown-Acton (March 2022 to July 2023).

