

NEW ZEALAND POLICE
2007/08 ANNUAL REPORT



New Zealand
POLICE
Nga Pirihimana O Aotearoa



NEW ZEALAND POLICE 2007/08 **ANNUAL REPORT**

New Zealand Police Annual Report

for the Year Ended 30 June 2008

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Finance Act 1989

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Minister of Police Wellington

Pursuant to the provisions of Section 101 of
the Policing Act 2008 and Section 44(1) of
the Public Finance Act 1989, I submit my
report on the operations of the New
Zealand Police for the year ended 30 June
2008.

Howard Broad

Commissioner of Police



OUR VISION

The New Zealand Police's vision is to build "safer communities together".

OUR MISSION

The New Zealand Police's mission is to be a world-class police service working in partnership with citizens and communities to prevent crime and road trauma, enhance public safety and maintain law and order.



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OUR VALUES

Integrity – Professionalism – Respect – Commitment to Māori and Treaty

WHAT YOU SAID ABOUT US IN 2008



The police treated me with respect.



The police involved in investigations were honest, straightforward and upfront, so I knew what was going on.



The police woman in question handled the matter very professionally.



The police actually came to my house and were very professional.



I was treated courteously by police.



The officer greeted us in Māori, which made us feel at ease.



The Police were just trying to pin things on me that I didn't do. I guess it was just because I was young.



The officer asked me a question that I felt was inappropriate and unnecessary.

From the independently run Citizens' Satisfaction Survey 2008.



Commissioner's Overview

Introduction

While high-profile crime and policing operations dominated the headlines, organisationally the 2007/08 financial year was one of progress as the benefits of the three-year programme of increased investment in extra staff became apparent.

We made significant headway with several of the tougher tasks relating to community reassurance, policing with confidence and organisational development identified in our Strategic Plan.

At times this wasn't easy given our operating environment and in my mind this added extra value to our successes.

Operational Activities

Several of the year's more high-profile crimes were indicative of the changing nature of New Zealand society and by extension, policing.

The homicide of 27-year-old Anan Liu in September underlined the fact that we're now working in a global environment. Her husband Nai Yin Xue abandoned their three-year-old daughter Qian Xun Xue in a Melbourne railway station. He was subsequently deported from the United States and charged with murder on his return to New Zealand.

This incident highlighted the difficulties now facing investigators working in a global communications market. A routine investigation soon became international news and media were quickly in direct competition with Police and other institutions involved with the inquiry. We now expect this as part of business-as-usual policing.

Anan Liu's death, the conviction of two Chinese students for murdering fellow student Wan Biao in 2006 and other offences against ethnic New Zealanders during the year demonstrated the increasing need for Police to get alongside these communities and engage with them in meaningful ways.

I'm pleased to say that while this has presented some challenges, considerable progress continues to be made.

Also in September, a Christchurch police officer was placed in the tragic position of fatally shooting Stephen Bellingham. The matter is still before the Coroner's Court however once again

Police had cause to consider whether the gap between pepper spray and firearms in the use of force model is too wide.

In December, Police launched Operation Valour after the theft of a treasured collection of war medals from the Waiouru Army Museum. The medals, including nine Victoria Crosses, two George Medals and one Albert Medal, were recovered in good condition in February.

Three young women became victims of high-profile homicides during the year. British tourist Karen Aim was killed in Taupo, while Marie Davis and Emma Agnew both died in Christchurch. Investigators made arrests and laid charges in each case.

Criticism was levelled at Police after a jury found Chris Kahui not guilty of the murder of his twin three-month-old sons. This was a difficult investigation, especially given the age of the infants, and my staff did everything possible to assemble the facts and put them before the court.

In October, Police acted on information gathered in 2006 and 2007 that a number of people had been conducting and participating in training camps in the Eastern Bay of Plenty involving firearms and other weapons. Specialist armed police carried out search warrants at locations throughout New Zealand in relation to firearms offences.

This was a difficult operational decision that because of its nature stirred strong emotions, particularly amongst Maori. It also caused much controversy and debate elsewhere in the community.

A lesser-known aspect of the operation is that it came near the beginning of a series of planned engagements between myself as Commissioner and Maori around the country.

Even though these meetings proved on occasion to be tense explorations of different points of view about the criminal law, I found them a welcome opportunity to speak face to face at an early stage and explain why Police acted as we did. This constructive, forthright debate has in my view further advanced the relationship between Maori and Police.

The impact of the operation was particularly acute on the people of Tuhoe, as three of the 51 search warrants were carried out in the Ruatoki valley. This was a difficult operational setting and the action was interpreted as an assault on that community. Finding a path towards reconciliation is still under action.

After several years of steady improvement in the road toll, the end of calendar year road toll showed a small increase. Overall, New Zealand's road toll has been dropping for more than a decade despite an increase in the number of licensed drivers, more vehicles on the road, and more powerful vehicles becoming available. We responded to this challenge and increased our road policing efforts, in particular our high-profile booze bus operations. Early indications are positive.

The New Zealand Transport Strategy (NZTS) goal in the area of road safety is to reduce the number of road deaths per year to fewer than 300, hospitalisations for longer than one day to fewer than 2,200 and hospitalisations for longer than three days to fewer than 1,400 by 2010. To achieve this goal, Police will need to continue to provide innovative, consistent and unrelenting pressure on the risks on our roads.

During the year, progress was made on several initiatives aimed at enhancing our operational capability.

The Taser trial was successfully completed and a tender for encrypted digital radio facilities for Police specialist groups was awarded to Tait Communications Ltd.

We released the New Zealand Police E-Crime Strategy to 2010, which outlined ways Police will address the use of technology by criminals and respond to new types of electronic crime.

Strong partnerships with other agencies were further developed during the year as Police continued to work with justice sector, health, social development and education agencies involved in the effective interventions programme to address crime and its effects.

Organisational Developments

This year has seen good progress with implementing recommendations from the Commission of Inquiry into Police Conduct (COI).

A new Code of Conduct applying to all members of New Zealand Police was introduced in February.

The Code sets clear standards and behaviours expected of all police employees. Breaches are dealt with under a new disciplinary system, which is aligned with employment law

principles operating in the private and public sector.

The revised Police Regulations that came into effect on 1 February, combined with the Code of Conduct, enable us to address behavioural issues in a more efficient, appropriate, impartial and timely manner.

A draft Professional Distance Policy covering sexual conduct with the public, complainants and work colleagues has been written and circulated for consultation.

Another COI recommendation was that Police implement an ongoing measure of organisational health. The first step was taken in October when 6,500 staff were invited to take part in an organisational health audit to help determine levels of employee engagement.

The initial audit showed the needs of all employees were not being met in a way that provides for a strong and healthy workplace. Issues centred around concerns about recognition, fairness and equipment.

Employee engagement of all staff will continue to be measured annually, with discussion on the outcomes being used to develop action plans to respond to the issues raised.

In December Police welcomed the Independent Police Conduct Authority's report into Operation Austin, the investigation into historic sexual offences by serving and former police officers.

The report said the operation was an exceptional, major criminal investigation, which reached a high standard of excellence. The Authority praised the ground-breaking processes for dealing with victims of sexual offences.

Also this financial year, the Government announced the establishment of an organised crime agency to lead cross-government coordination in intelligence gathering, sharing and enforcement around serious and organised crime, including serious fraud.

The new agency, known as the *Organised and Financial Crime Agency of New Zealand*, is hosted by Police. Establishment was completed during the year and the agency began operating on 1 July 2008.

I was pleased to make some key appointments to my senior executive team during the 12-month period.

Superintendents Russell Gibson, Dave Cliff and Allan Boreham were appointed to District Commander roles, while progress was made on filling Assistant Commissioner vacancies.

The appointments have brought considerable talent and experience to the executive table.

Recruiting

This past year has seen the organisation grow, both in numbers and in experience.

With 8,196 police officers in our ranks (not including recruits in training) at the end of June 2008, Police finished the second year of its three-year growth phase ahead of target.

Staff numbers (full-time equivalents) have grown by 10.5% in the two years since the current recruitment drive began on 1 July 2006. Over 600 of the additional staff are police officers. I'm excited about the degree to which many New Zealanders like what our organisation stands for and want to be a part of it.

Our new staff come from a wide range of communities and each person brings a wealth of experience along with them, enriching our organisation. Attracting quality staff in a competitive labour market requires innovation and we're using more new media channels to connect with our target audience.

The extra staff have enabled Police to become more involved in helping communities respond to crime and safety issues identified locally as priorities.

North Shore City, for example, was the recipient of one of the Community Problem Solving Teams. One of its first steps was to engage with the North Shore City Council to combat graffiti.

In a three-week period, the four-person team arrested and charged the city's six most prolific graffiti offenders.

Almost \$100,000 in reparation was requested through the Courts. There was an immediate 90% drop in reported graffiti, which levelled out over the following months to a constant reduction of just over 50%. This has saved hundreds of thousands of ratepayer dollars and enhanced the aesthetics of local neighbourhoods.

Mobile police stations, youth action teams, mall and prison inquiry constables, Crime Scene Attendants and boy racer teams are some of the other initiatives under way around the country.

I look forward to more innovation as Districts put the extra resources to good use in helping their communities address the issues that really matter at a local level.

New Legislation

During the year, the review of the 1958 Police Act maintained its momentum through public consultation.

The consultation was well-regarded and included more than 80 public meetings, recognising the fact that policing touches peoples' lives in many different ways.

The public were encouraged to make submissions and their views were later reflected and published in a document titled 'Public views on policing - an overview of submissions on policing directions in New Zealand for the 21st Century'.

In September the team leading the review took consultation to a new level with the novel approach of creating a Policing Act 'wiki'.

The wiki provided an online space, similar to a whiteboard, where the public could post their ideas on what a new Policing Act could say. It gave New Zealanders an innovative way to suggest wording for a new Act of Parliament.

In December 2007 a Policing Bill was released for public consultation. This was followed by a unanimous select committee process which saw the Bill reported back to Parliament for its third reading on schedule.

Conclusion

This financial year has had its share of challenges. I'd like to thank New Zealand Police staff for their continued professionalism and their dedication to what can, at times, be an extremely difficult job.

While the year will be remembered for its controversy, it's also been a time of considerable progress and growth.

The organisation I lead is vastly different from the one I joined. I gain a great deal of personal satisfaction from reflecting on our increasing maturity, our expanding mix of ethnicities, gender and talent, and our willingness to front up to the challenges posed by a rapidly changing global and domestic environment.

The progress achieved this year will serve us well into the future.



Howard Broad

Commissioner of Police

30 September 2008

Summary of Key Achievements for 2007/08

Introduction

The 2007/08 financial year saw many significant achievements for the New Zealand Police (the Police) in an environment of ever increasing expectations of service and massive demand for those services. The following examples represent the year's key achievements.

Community reassurance

More police in the community

The New Zealand Police Community Policing Strategy was developed to bring about an increasingly collaborative approach for police working in the community. While this new philosophy will affect all Police staff, significant staff allocations have been made to community-related roles. In the 2006/07 financial year, 30 community policing staff were allocated to community-related roles around the country, in 2007/08 a further 120 staff were allocated; and in 2008/09 a further 100 staff will be allocated.

Making a difference

Work with the community has resulted in great success stories during 2007/08.

- A council-funded Neighbourhood Support coordinator in New Lynn (west Auckland) increased membership of the Neighbourhood

Support group by 3,000 people within eight months of being appointed.

- In Napier, police now communicate at-risk locations and times to patrollers in Community Patrols New Zealand; dishonesty offending has decreased 15 percent.
- A Wellington community engagement project in high-crime areas has reported a significant reduction in crime and an increased feeling of safety for residents in those areas. The project was a collaborative approach between the Police, Housing New Zealand Corporation, residents of the area and other community partners.
- Community policing roles were established in Horowhenua and Palmerston North to build trust and rapport with those communities. The community constable working on this initiative reported "an overwhelmingly positive response" from the community.
- In Enderley, Hamilton, a community constable forged strong community and agency links to turn a "place that no one wanted to know" into a place where "people feel safer in the streets".
- With about 25,000 litres of paint (at a cost of about \$1 million) purchased annually to remove graffiti, it is no wonder that over 70 percent of people living in Manukau city perceive graffiti

to be a major problem. The community constables in Counties Manukau have started "keeping tabs" on taggers and dealing with associated problems that potentially could result in less tagging.

Policing with confidence

A second key platform to the Police's strategic direction is to achieve excellence in the core business of responding to and investigating crimes. While the occurrence of any crime is not ideal, the Police are pleased to have contributed to preventing an increase in recorded crime rates— the recorded crime rate has remained at around 420,000 offences per year since 2001. Several key interventions contributed to this achievement.

Second Criminal Justice Support Unit

A second Criminal Justice Support Unit was set up in Howick. This built on the success of the unit piloted in Manuvera where response staff were freed up from process and paper work to do more operational work. This is an excellent result in one of the Police's busiest areas. Police are now working to build on this success and develop improved processes through a major programme of work on case management. A third Criminal Justice

Support Unit is now being established in Lower Hutt, Wellington.

Better coordination of adult sexual assault investigations

From July 2007, the Taskforce for Action on Sexual Violence has been providing leadership and greater coordination of services that address and respond to sexual violence.

Consistent approach to family violence responses

A key focus has been the implementation of the Family Violence Inter-Agency Response System in collaboration with the Ministry of Social Development (Child, Youth and Family) and the National Collective of Independent Women's Refuges.

Establishment of Organised and Financial Crime Agency of New Zealand

Work began to establish the Organised and Financial Crime Agency.

More effective early intervention

The Police implemented two initiatives in the justice sector's Effective Interventions Framework.

- The Watchhouse Nurses project was implemented with the Ministry of Health. The project involves having a mental health nurse in a police station to ensure detainees, arrestees and remandees with a mental illness receive appropriate treatment. A review found the project resulted in more timely assessments and interventions for the target group than had occurred before the project.
- The Priority Offenders Initiative was implemented with the Ministry of Justice. This initiative provides intensive inter-agency case management and interventions to address identified social and health needs of adult high-risk prolific offenders and, where appropriate, their families.

Police Adult Diversion Scheme

In November 2007, the Police Prosecution Service implemented the revised policy for the Police Adult Diversion Scheme. The 1989 policy was updated to bring consistency in Police's decision-making on offence and offender eligibility under the scheme. The revised policy provides a more structured approach to the condition selection to meet the aims of rehabilitation and reparation. Provision was also made to incorporate restorative justice as a condition, where available. The policy for Adult Diversion Scheme has been communicated widely through the Police internet and nationally distributed pamphlets (especially in court buildings).

Crime Reporting Line

The Crime Reporting Line was successfully piloted in Auckland City and Bay of Plenty. It is a non-emergency call-handling service that has improved levels of service to communities in these areas.

Organisational development

As well as the two key strategic focus areas of community reassurance and policing with confidence, the Police also has several key initiatives aimed at developing the organisation with a view to achieving a world-class policing service.

Implementing award-winning leadership initiative

The Police Leadership and Management Development Framework was recognised through two awards in 2007/08: the Human Resources Institute of New Zealand Public Sector Award and the Institute of Public Administration Award for Excellence in People Capability.

Judges from the Human Resources Institute said, "with the constant political and media limelight that shines upon the Police, this initiative is a real and

practical approach by Police to positively influence the behaviours of police staff".

Updating Police technology

Work began to replace the Police analogue radio network with a secure digital network. This is a positive step for operational police staff who will benefit greatly from the resulting improved security of communications.

A single national database was implemented for the three Communications Centres. This gives staff in the centres a single view of events anywhere in the country.

A new knowledge management platform was implemented to allow the future introduction of a document management and publishing system across the whole organisation.

Raising the standard of police conduct

Police regulations relating to the quasi-criminal or military disciplinary system for sworn staff were repealed.

Regulations were created to allow the introduction of a Police Code of Conduct. The code covers all staff and sets clear standards in a new disciplinary system that emulates modern employment law.

Employee practice managers were employed in each district to provide assistance, advice and support on performance management.

The National Disciplinary Committee was established to ensure disciplinary matters are handled consistently and efficiently. The first disciplinary hearing under the new committee was completed in two weeks – under the previous system, a disciplinary process could take up to two years.

Policing Act 2008

The Policing Act 2008 comes into force on 1 October 2008, replacing the Police Act 1958. The new Act will provide the basis from which the Police can develop into its next phase as a progressive policing organisation capable of providing excellent service to the public.

PART 1

Strategic Context

1.1 Strategic Plan to 2010

A comprehensive review of the New Zealand Police (the Police) strategic planning process in 2006 identified new outcomes for the Police and the justice sector. This review resulted in *Policing with Confidence, the New Zealand Way: Strategic Plan to 2010* (2006).

The Police strategic planning framework aligns with both police and justice sector outcomes. The framework is structured around the three key strategic goals of:

- community reassurance
- policing with confidence
- organisational development.

These goals and Police priorities are explained in detail in the Police Statement of Intent 2007/08.

Police exists to ensure the safety of communities. Therefore, the Police focuses its efforts around the three strategic goals. It invests in:

- proactive activities that are aimed at reducing crime and crashes
- reactive activities that provide excellent responses to incidents and the investigation of crime when these occur
- the organisational infrastructure to be a world-class police service.

1.2 Progress on Police outcomes

The success of Police interventions is determined by the extent to which Police outcomes are achieved, which in turn contributes to the justice sector's outcome of safer communities and, through this, to the Government's priorities.

The measurement of progress towards Police outcomes is difficult, because outcomes are often influenced by factors beyond the agency's control and are often subjective. The activities to be delivered to achieve the three specific Police outcomes are those that are better suited for reporting on the impact of Police interventions (see sections 1.3–1.5)

1.3 Community reassurance

Fundamental to community reassurance is community engagement. In the past year, police continued to work effectively with the community, who helped set local policing priorities. Police also proactively prevented potential crime and road trauma, thereby improving all New Zealanders' quality of life.

Outcome 1: Confident, safe and secure communities

Increasing satisfaction with Police services

Service First is the service-improvement programme that is a Police priority. It aims to improve citizens' satisfaction with policing services by using a citizen-centred approach to service delivery. In practice, this means:

- knowing who uses Police services and what is important to them
- providing services that are responsive to these needs
- seeking feedback from recipients of Police services about their levels of satisfaction and dissatisfaction
- using this information to realign, as necessary, and improve services.

The Canadian Citizens First model is a guide for Service First, which the Police is piloting for the State Services Commission. The model is built on the principle that improving service to citizens requires accurately identifying the drivers of citizens' satisfaction with State services and their priorities for improvement.

The Police has realised, just as the Canadian police did, that by listening to citizens and learning about their

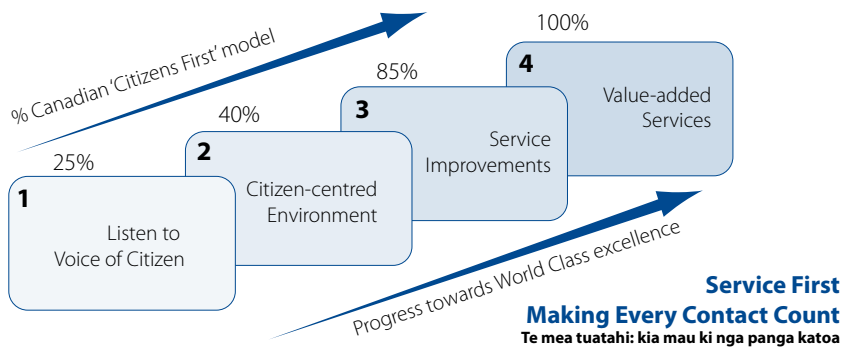


Figure 1: Four Steps to Citizen-Centred Services

experiences, the organisation can improve its services. The four major steps to citizen-centred services are shown in Figure 1.

Work on the first two steps in Figure 1 commenced during 2007/08 at pilot sites. The focus was on making every contact count at the roadside, over the counter, and on the telephone; the three main points where citizens have contact with police.

The six drivers of satisfaction (as outlined in the section 'Making every contact count'), formed the basis for the development work of the new model.

At pilot sites, quantitative and qualitative research on citizens' trust and confidence in police, their perceptions of safety, and their levels of satisfaction with policing services took place.

An analysis of best practice in the public counter and telephone services took place and focus groups and workshops were held with the public and communication centre practitioners. This helped the Police to understand service experience in greater detail.

As a result of the research, public counter and telephone service delivery standards will be tested in the coming year. Other initiatives to improve service delivery at public counters also tested included computers at the counter for direct data entry of information on an offence at the time it is reported. This work is ongoing.

A training package on effective roadside interactions was developed for specialist road policing officers, and was then piloted in two Police districts (Central and Tasman). Specialist road

policing officers in the remaining districts will receive the training in 2008/09.

Empowering communities

The Police aims to ensure local policing priorities reflect local needs, that community satisfaction with Police services increases, and that police engage with the diverse range of communities. The key to confident and secure communities is to empower communities through effective community partnerships.

Better engagement with communities

The Māori Focus Forum advises the Commissioner and the Police as a whole about key strategic and national issues for Māori. It maintains an overview of issues relating to Māori offending and victimisation. All districts are establishing Māori District Advisory Boards to advise on interventions and strategies at a local level.

Iwi-led Crime Prevention Plans are a joint proactive approach to preventing crime that involved iwi, the Police, Te Puni Kōkiri and the Ministry of Justice. The Police has developed resources in te reo Māori for use in Māori immersion early childhood centres and kura kaupapa Māori. The iwi formally engaged in this process to date are Ngāpuhi, Ngāti Whātua, Tainui (North/South), Te Arawa, and Ngāi Tahu. Work is ongoing with other iwi.

The National Māori Wardens project is jointly led by the Police and Te Puni Kōkiri to build wardens' capability and capacity. Wardens support Māori

families in their communities, with a special emphasis on Māori youth.

The Pacific Advisory Group informs the Commissioner about strategies to support key Police outcomes relevant to Pacific peoples. Some strategies have been established locally to assist district commanders meet the needs of Pacific communities. The annual kilikiti (a Samoan form of cricket) event in selective Police districts provided opportunities for Pacific communities to interact and network with members of the Police.

Police Youth Aid staff work with communities to ensure alternative action and diversion are used with young offenders, where appropriate.

Police work with other ethnic communities to learn how to respond more effectively to issues affecting those communities' members (for example, racially motivated crime, burglary and gambling).

The Police is actively ensuring its staff are a good fit with the communities they engage with.

Increasing the diversity of police

The Police has undertaken a national recruitment drive to develop a more diverse workforce that more closely reflects the communities in which police work. Police visited schools and community groups with large Māori, Pacific and Asian populations.

The Police continues to invest in local iwi liaison officers, Pacific liaison officers and ethnic liaison officers to work with communities.

Being more visible

Community police talked with and listened to the community at, for example, rural field days and open days at The Royal New Zealand Police College. The National Community Policing Group encourages this work.

The Youth Aid and Youth Education sections work closely with schools and local communities to encourage pro-social behaviours and raise a positive profile of police with young people.

Helping people at risk

The Police participates in cross-agency Youth Offending teams that bring together local people and organisations to work together to reduce youth offending. It is also a member of the cross-agency Youth Justice Leaders Group, which supports activities to reduce youth offending.

The Police is represented on the Family Services National Advisory Council, which oversees the delivery of local services to families in need.

Further links have also developed between the Police and the Ministry of Justice and local government during cross-agency work on the Summary Proceedings (Graffiti and Tagging) Amendment Act 2008.

Quality policy advice leads to quality decisions

Over 2007/08, the Police drew on its operational experience and provided input and direction to a wide range of internal and inter-agency policy processes. These contributions supported the new Policy group. This group helped to create consistent and well-coordinated policy advice that strengthened the effectiveness and efficiency of the whole organisation.

Key policy work in 2007/08

Throughout the year, the Police contributed to key policy work in the following ways:

- Contributed to the policy process that underpinned the decisions to establish the Organised and Financial Crime Agency of New Zealand and host it within Police.
- Engaged in an initial analysis of information to define and implement effective interventions. This work identified policy opportunities in relation to the issuance of warnings and cautions and cross-agency processes to manage priority offenders. A deeper analysis of prosecutions and charging practices is under way.
- Provided significant input into family violence processes.

Police actively participated in the policy discussions in relation to the Family Violence Taskforce Work Programme, as well as defining and implementing new operational responses to family violence. These responses included an inter-agency response system that is supported by the Family Violence Investigation Report (which comprises risk assessment tools to enhance victim safety). The response system will provide a clear picture and risk assessment of family violence events.

The Police also contributed to the review of the Domestic Violence Act 1995, proposing a model for a Family Violence Safety Order. This model will be a useful tool for police managing family violence events and ensuring the safety and accountability of those involved.

- Worked on reducing sexual violence.

The Commissioner is a member of the Taskforce for Action on Sexual Violence (which started in July 2007). An end-to-end process map of the response to sexual violence events has been developed by Police and is a basis for identifying where further work is required.

The Police is also participating at a policy level in a major inter-agency research project on sexual violence led by the Ministry of Women's Affairs.

- Worked on decreasing Māori offending and victimisation, working through iwi. A new approach has seen the Police working closely with other agencies and iwi groups to support the development of Iwi Crime Reduction Programmes.
- Contributed to significant policy developments in relation to young people, including the:
 - review of the Children, Young Persons, and their Families Act 1989, particularly the proposal to increase the age for youth jurisdiction to 18

- Summary Proceedings (Graffiti and Tagging) Amendment Act 2008.
- development of New Zealand's position on Article 37 of the United Nations Convention on the Rights of the Child as it relates to mixing young and adult offenders
- development of operational policy to address the changes to section 59 of the Crimes Act 1961.

The Police also started an analytical work programme to identify development opportunities for public place violence based on an improved understanding of policing processes and their wider impacts, policy information and data gaps. This work will provide a clearer picture of the drivers for violence and the necessary interventions with a focus for operational and policy work.

Improving the complaints process

Changing the Police employment environment

On 1 February 2008, the most significant change in human resource practices in the Police since 1992 came with the introduction of amended police regulations. The Police moved into a performance and disciplinary environment such as operates in other workplaces. The Code of Conduct is the cornerstone for this environment, providing a framework for the standards expected of all staff. The regulations enabling the Code of Conduct also allow for a progressive disciplinary system and performance management.

Under the previous employment system, professional standards, employment relations and human resources were dealt with in unique and separate work groups at Police National Headquarters. These work groups are now developing common systems.

Early intervention

One of the recommendations of the Commission of Inquiry into Police Conduct related to identifying employees who are demonstrating behaviour that does not meet acceptable standards and/or whose performance needs to improve. Several indicators might assist in identifying such staff, including complaints, absences from work, performance interventions, or management and disciplinary issues.

Experience, from overseas and locally, shows that a small proportion of employees cause a disproportionate number of problems. An early intervention trial was held in four districts to identify processes and systems that would better manage those employees at an early stage. This work is now part of the scope for a standardised performance and disciplinary data base.

Early intervention may involve discussions with the employee and agreement on issues to be addressed. These may include personal or workplace issues that may, as a result of the early intervention process, be the subject of remedial training and/or performance management.

1.4 Policing with confidence

Police continued to prevent and reduce crime, road trauma and victimisation using evidence-based proactive policing. Police responded effectively to crime during the year by enhancing systems and processes and by sharing and communicating expectations with key stakeholders.



Outcome 2: Less crime and road trauma, fewer victims

Improving investigations

In 2007/08, the following initiatives were implemented to strengthen Police investigative capability.

A Framework for Investigative Services, based on international standards, was developed. It will be rolled out from 2008/09.

The Police Electronic Crime Strategy to 2010 began to be implemented. This strategy will improve e-crime investigation and the forensic capability to increase crime resolution, reduce e-crime offending, and minimise harm to people and organisations.

The Forensic Work Improvement National System (FORWINS) was started to enable serious and repeat offenders to be targeted as a result of a more efficient and effective collection and analysis of crime scene evidence.

A case management programme was developed to provide an end-to-end view of cases from receipt of the initial call to its final disposition. The pilot programme is planned for two Auckland districts in 2008/09.

The Investigative Interviewing programme began to be rolled out across the Police. The programme is based on the Planning and Preparation, Engage and Explain, Account, Closure and Evaluation (PEACE) model the

United Kingdom police use. It is designed to enhance front-line officers' and specialist investigators' ability to elicit information and evidence from offenders and victims during interviews.

Stage 1 of the Environment for Virtualised Evidence (EVE) was rolled out. EVE enables front-line investigators to efficiently and effectively access and interrogate online data for evidential purposes and to support subsequent prosecutions.

The Police and Institute of Environmental Science and Research (ESR) introduced low-copy-number DNA capability. This means minute samples of body tissue can now be analysed. An agreed process with ESR for familial DNA testing has resulted in the arrest and prosecution of an offender for an historic homicide. Police expect to solve more cold cases using this technique.

Increasing the quality of intelligence

In 2006, the Police signalled its intention to improve its intelligence capability by establishing the National Intelligence Office. When the framework for the National Intelligence Office is implemented, it will provide a foundation for developing intelligence capability across the whole organisation.

The establishment of the National Intelligence Centre is the National Intelligence Office's key focus. The centre will lead the development of intelligence-led policing and be a national hub from which information will be updated, coordinated, supported and disseminated throughout the Police.

The National Intelligence Office will coordinate the strategic development of intelligence across the Police in ways that will provide a more effective,

efficient and joined-up approach to community-focused crime and crash-reduction work at every level. It will create a motivated, highly skilled and professionally credible intelligence workforce that has a clear focus on helping decision-makers to better understand and deal with the criminal environment.

The National Intelligence Office will work towards revising national structures, and improving working arrangements with key partner agencies to enable the Police to play a full part in the New Zealand and wider international law enforcement intelligence community.

Making every contact count

The Police wants to ensure it meets or exceeds New Zealanders' expectations. It used a large-scale telephone survey – the Citizens' Satisfaction Survey – to ask the users of its services about their expectations and experiences. The survey measured participants' levels of trust and confidence, perceptions of safety, and levels of satisfaction with Police services.

The Citizens' Satisfaction Survey piloted questions from the Canadian Common Measurements Tool, which other State sector organisations will also be using to measure their clients' satisfaction.

The survey questions were based on the six drivers of satisfaction identified in *Satisfaction and Trust in the State Service*.¹

- The service experience met your expectations.
- Staff were competent.
- You were treated fairly.
- Staff kept their promises – that is, they did what they said they would do.
- Your individual circumstances were taken into account.

1 Colmar Brunton. 2007. *Satisfaction and Trust in the State Services*: Report. Prepared for the State Services Commission. Wellington: Colmar Brunton. http://www.ssc.govt.nz/upload/downloadable_files/satisfaction-trust-07.pdf

- It's an example of good value for tax dollars spent.

These survey results are the baseline from which New Zealand citizens' changing satisfaction levels can be measured. The survey will be ongoing to help improve how the Police delivers services in the future. The results will also form part of the wider monitoring of satisfaction with the Police as recommended by the Commission of Inquiry into Police Conduct.

Better family violence interventions

The Taskforce for Action on Violence within Families continued to provide direction for improvements in addressing family violence through its Programme of Action.

The Police maintains its Family Violence Governance Group at Police National Headquarters. The group oversees and supports projects that are generated through the taskforce.

The Family Violence Inter-Agency Response System delivers a coordinated, inter-agency approach to the management of family violence cases. It is designed to improve decision-making across government and non-government agencies for first response, evidence collection, risk assessment, offender management, support for victims, and child protection.

The system's implementation was completed in June 2008. There will be ongoing support for the project from Police National Headquarters to assist local sites. More than 50 individual sites throughout New Zealand have established the system. Four of these sites have been chosen for a three-year evaluation. Sites were chosen based on a mix of demographics, resources, volumes of reported family violence and agency relationships. The Ministry of Social Development will fund this evaluation with the Police and the National Collective of Independent Women's Refuges as partners.

A Family Violence Information Sharing Protocol was developed to ensure

everyone working within the Family Violence Inter-Agency Response System has the same understanding about the provisions of the Privacy Act 1993 as they relate to collecting and sharing information with partner agencies involved in case management.

The Family Violence Investigation Report was developed to aid investigation, risk assessment, the collection of child-related data, and the management of victims' and/or children's safety. It includes a practice note on the process for initiating notifications to Child, Youth and Family.

Another police-oriented training package on protection orders was developed and delivered as part of the mandated training programme throughout New Zealand.

The Police also:

- contributed to the Ministry of Health-led Family Violence Death Review Committee project, which will review deaths to better understand how and why these occur and improve systems and practices
- developed a family violence specialist training module and qualification course for police
- developed a training package on family violence for non-commissioned police supervisors
- developed an internal awareness campaign that included posters and wall charts to support current and future training
- evaluated risk assessment tools to establish their reliability, validity and utility and to identify and implement potential improvements
- developed a memorandum of understanding with the National Collective of Independent Women's Refuges
- updated the Police Family Violence Policy and developed a deskfile to guide front-line staff in their application of the policy.

Improving adult sexual assault investigations

Work continued to enhance the police approach to investigating adult sexual offending. It builds on the Commission of Inquiry's recommendations and focuses on the provision of high-quality victim care in a medical or forensic sense, ensuring timely and appropriate support is in place and increasing investigators' skills.

Other work in this area includes:

- continuing to roll out, improve implementation and continuously review the Adult Sexual Assault Policy
- developing an investigative interviewing model for interviewing complainants, victims and vulnerable witnesses, taking into account the skill level of police investigators
- delivering national and district-based courses for adult sexual assault investigators, which is supported by the investigative interviewing specialist adult witness training that is producing specialist interviewers capable of conducting interviews in accordance with sections 103–105 of the Evidence Act 2006
- promoting, with the Accident Compensation Corporation (ACC) and Ministry of Health, the Sexual Abuse Assessment and Treatment Service model, which aims to deliver a nationally consistent medical and forensic response to sexual abuse victims
- developing memoranda of understanding between government agencies and non-government organisations
- considering the establishment of multi-agency centres to work towards achieving standards of excellence in the response to sexual abuse.

Better targeting of organised crime

In September 2007, Cabinet agreed to establish the Organised and Financial Crime Agency of New Zealand and that it would be hosted within the Police.

The intent of this agency is to optimise government investment in the investigation of serious and organised crime by centralising and enhancing cross-agency information and carrying out joint operations under Police leadership. The agency's work will be guided by the Government's Organised Crime Strategy.

The establishment project started in January 2008 and included:

- establishing the agency's structure
- establishing position descriptions for, and recruiting to, key positions in the agency
- establishing premises with secure computing and communications capability within Police National Headquarters
- developing the policies, procedures and standards required
- liaising and coordinating with other agencies about, in particular, the tasking and operation of taskforces and protocols for seconding staff and sharing information.

Work is well advanced to put in place the systems and structures to support the agency's operations, including the development of a whole-of-government strategic assessment of serious organised and financial crime. The assessment will support discussion among agencies about organised crime risk areas and how they are dealt with, and will result in high-level briefing papers for the Officials Committee for Domestic and External Security Co-ordination approval.

Legislation to enable the Serious Fraud Office to become part of the agency is under way. Until this is passed the office will deal with complaints as it has always done.

Reduce organised criminal activity

Organised crime refers to groups of people who act together on a continuing basis to commit crimes for gain.

Background

Several organised crime groups with clear structures and identifiable hierarchies operate in New Zealand. However, consistent with international trends, organised and transnational organised crime groups that affect New Zealand are increasingly operating in fluid networks without a recognisable structure.

Investigations and intelligence indicate that organised crime groups in New Zealand are involved in illegal drug trafficking, manufacture and distribution, money laundering, fraud, volume crime,² violence, environmental crime,³ illegal migration and electronic crime (e-crime).⁴ The involvement of organised crime groups in such a range of illicit activities demonstrates their flexibility to quickly take advantage of new opportunities. Investigations targeting organised criminal activity continue to require substantial resources as well as specialised skills.

Policy and strategy

The New Zealand Police Organised Crime Strategy to 2011 provides an overarching framework for actively confronting and addressing organised crime. This strategy focuses on developing our understanding of the issues and enhancing legislative powers to enable the prevention, targeting and disruption of organised criminal activity. This strategy aligns with the Whole of Government Organised Crime Strategy (2008).

2 Volume crime commonly includes burglary, unlawful taking of motor vehicles and general theft.

3 The illegal trade in environmentally sensitive items.

4 E-crime includes all offences where information and communications technology is used in the commission of an offence, is the target of an offence, or is used as a storage device in the commission of an offence.

Operations

Police operational activity highlights the ongoing involvement and cooperation of organised crime groups in the illicit drug trade. Transnational and domestic organised crime groups largely control the importation of methamphetamine and the methamphetamine precursor pseudoephedrine, so police continue to target these groups. In 2007, police dismantled 190 clandestine methamphetamine laboratories (clan labs).

Throughout the year, police successfully conducted proactive targeted operations across all districts against organised crime groups and gangs. One operation disrupted a South Auckland organised crime group and resulted in 55 arrests, the recovery of \$200,000 and over \$500,000 worth of methamphetamine and cannabis. Other district-based operations have disrupted complex international and national drug importation and distribution networks and led to the confiscation of significant assets (under the Proceeds of Crime Act 1991).

The National Cannabis and Crime Operation is a nationally coordinated programme that uses aerial support to target the commercial cultivation of cannabis. In 2007/08, the operation resulted in the destruction of 124,000 plants and 216 kilograms of dried cannabis plant material, the seizure of 147 firearms, the arrest of 780 offenders and the recovery of an estimated \$439,000 worth of stolen property.

Capability

The Police continues to work with numerous internal and external partners in their efforts to combat organised crime. The Police is also actively engaged with international law enforcement agencies on working groups that target transnational organised crime by sharing intelligence and undertaking joint operations.

Intelligence plays a key role in monitoring organised crime trends as well as identifying and prioritising risk. The Police is establishing a National Intelligence Centre that will enhance its intelligence capability.

The Police is to host the Organised and Financial Crime Agency of New Zealand. This agency will take an inter-agency partnership approach to combating serious and organised crime to improve the safety and security of New Zealand.

The Crime Monitoring Centre undertakes electronic operations against organised crime groups. Covert policing continues to be used to detect, prevent, apprehend and successfully prosecute criminal targets. The National Cyber Crime Centre (NC3) is being established to provide dedicated investigative capability to combat organised crime group involvement in e-crime.

The Police supports:

- an amendment to the Sentencing Act 2002 to make belonging to an organised crime group an aggravating factor at sentencing
- an amendment to the Crimes Act 1961 to increase the penalty from 5 to 10 years for participation in an organised criminal group
- proposed legislation to prohibit gang insignia.

Making our roads a safer place

Road safety is core business for the Police. Resources are provided through the New Zealand Transport Agency via the National Land Transport Fund for the National Land Transport Programme and make up about 20.62 percent of the total Police budget. In early 2008, the Police released its *Road Policing Strategy to 2010*, which sets out a focus of reducing road trauma in line with the Government's road safety targets. The

strategy highlights how police will influence road-user behaviour by using risk-targeted deterrence enforcement strategies.

The Police focus is on the 'fatal five' – speeding, drink/drugged driving, restraints, dangerous/careless driving, and high-risk drivers. In line with the overall road safety approach, the aim is to deliver innovative world-class road policing to reduce both crash risk and severity. In addition, the Police recognises that vehicle safety is a critical component for a safer environment, so leads a committee to improve fleet procurement guidelines in relation to vehicle safety features.

Decrease in deaths and hospitalisations

The numbers of road-related deaths and hospitalisations tracked downwards from the mid-1990s, but since 2002 the rate of change has slowed (see Figure 2). This overall downward trend has continued despite continued growth in the vehicle fleet, and reflects a combination of safer vehicles, safer roads and improved driver behaviour through enforcement and education.

Enforcement capability improved

Throughout 2007/08 the Police improved its enforcement capability by:

- deploying new tyre deflation devices, evidential breath testing devices, and breath screening devices
- deploying two new large 'booze buses' in the Auckland metropolitan area and redeploying two other buses into Canterbury and Southern Districts
- developing a speed camera deployment vehicle strategy
- implementing additional rural and urban patrols into Northland, Eastern and Southern Districts

- implementing an additional Traffic Alcohol Group in Auckland
- replacing wet film mobile speed cameras with digital technology
- implementing a Red Light Camera Trial in conjunction with Auckland City Council
- introducing an intervention process for adult traffic-offending recidivists
- processing Land Transport New Zealand taxi compliance officer notices
- upgrading Police Infringement Bureau systems so they are compatible with increased workloads and digital platforms.

Getting better at targeting risks

Road Policing Support has been working closely with the newly established National Intelligence Group to enhance strategies to ensure resources are targeted to the areas with the most risk, including the ongoing development of urban and rural risk-targeting products. The completion of further training and an improved deskfile for road policing analysts has improved its capability to target to risk.

The Police Crash Risk Analysis by Sectorised Highway (CRASH) book assists front-line staff and supervisors to determine areas of greatest risk. It is

helping to maximise enforcement effectiveness.

The Police, in conjunction with partner agencies such as the New Zealand Transport Agency, the Ministry of Transport, the ACC and local councils, is committed to the Road Safety Action Planning process. This process enables joint engineering, educative and enforcement responses to risk.

A new outcomes-based performance framework for quarterly reporting to the Ministers of Transport, Transport Safety and Police has been developed. This links enforcement activities with the effects on driver attitudes and behaviours, and the effects on crash rates and injury severity. The development of systems to monitor the quality of crash reporting and police pursuits has further enhanced police understanding of, and response to, the road safety environment. Improvements in the research capability within Road Policing Support have also improved the ability to determine the appropriate responses to risk.

Slowing down drivers

Several nation-wide operations targeting drink drivers took place during the year. In conjunction with the ACC, Police targeted drink driving with overt and covert operations (for example,

Northland's Culture Shock campaign and lockdowns of motorway on-ramps to breath test drivers).

The Slow Down Near Schools campaign received wide public acceptance and has resulted in reductions in mean speeds and crashes near schools.

A further Police priority is to reduce trauma. It is working with inter-agency groups to develop strategies about young and novice drivers, alcohol and other drugs, motorcycle safety, speed and penalties, fatigue, and infringement review.

Commercial Vehicle Inspection Unit

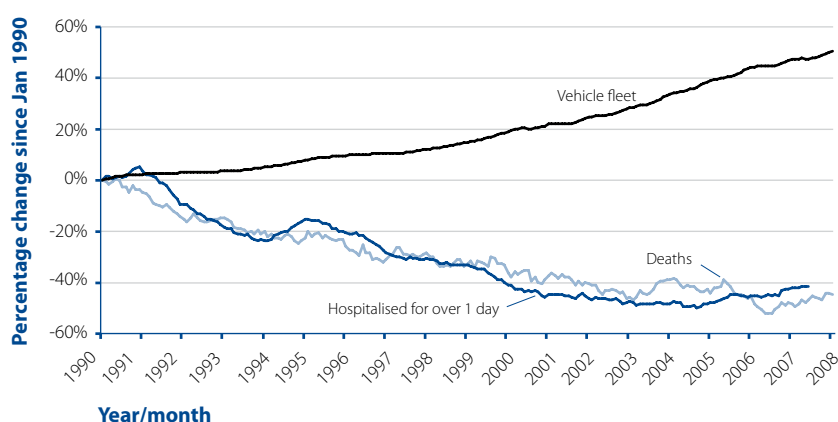
The Commercial Vehicle Inspection Unit is managed nationally and focuses on safety, specifically quality commercial vehicle stops and vehicle safety inspections with an emphasis on commercial vehicle driver behaviour offences. The unit has been offering development opportunities to staff and has been instrumental in supporting the development of the Operator Rating System to encourage fleet operators to adopt proactive safety management systems.

Development of people

The Police introduced a newly designed road policing induction course and supervisors' course to enhance professionalism. Other training initiatives include commercial vehicle safety training, drug recognition, field impairment training, and ongoing leadership development for key staff. In addition, the Police Infringement Bureau is being used as a pilot site for Service First.

Forensic mapping staff can now receive formal recognition of their skills through the New Zealand Qualifications Authority. The Police has also formalised a peer review process for crash investigations, including the use of independent academics and development of training courses.

Figure 2: Deaths and Hospitalisations, 1990–2008



1.5 Organisational development

The Police continues to build a world-class police service by placing greater emphasis on fostering a culture of diversity, fairness and accountability with integrity and leadership.

During 2007/08, the Police encouraged innovation in the use of technology to support policing operations.



Outcome 3: World-class police service

Creating better leaders

Leadership and people in policing

The Leadership and Management Development Framework is the key tool for increasing capability in leadership skills. It has generic development programmes for constables, sergeants, senior sergeants, and district senior management teams as well as targeted programmes for women, and tailored leadership development programmes for Communications Centre and Prosecutions staff.

In terms of participation in leadership training in 2007/08:

- 480 staff participated in one of the development programmes
- 150 women participated in the women's leadership development programme
- 218 staff were involved in 360-degrees surveys, received feedback and had individual development planning
- 72 staff attended University of Otago leadership development programmes
- 35 staff are mentored by external mentors
- 11 staff participated in external leadership development programmes

- 220 staff attained the National Certificate in Front Line Management (level 4) and/or the National Certificate in Public Sector Services (Leadership development – middle management) (level 5).

Leadership in minority Police groups

The constables' leadership development programme was originally developed for Māori, Pacific and Asian constables, but it is now open to all constables.

A specific leadership development programme was developed for women. Twenty-eight senior sergeants participated in this programme last year. The programme requires all participants to undertake the relevant exams required for promotion to sergeant.

Supporting new managers

An internal induction and mentoring programme has been established to support every newly appointed area commander.

District commanders attend a Police National Headquarters induction programme and may attend a Leadership in Practice programme (run by the Leadership Development Centre) within their first year in this position.

New Code of Conduct

The new Code of Conduct introduced this year enables the Police to address behavioural issues in a more efficient, appropriate, impartial and timely manner than was previously the case.

A national implementation plan was developed for the code. It explained what the Police was aiming to achieve at a national level, including goals, objectives, outcomes, success factors, measures and timelines. District and business unit action plans explained how the code would be implemented at the district level but in line with the national plan.

The Police employed 13 employee practice managers to guide and assist the code's implementation and

ongoing operation of the new disciplinary processes at national and district levels. An induction conference was held for this group.

Collective employment agreements and the new Policing Act will incorporate the Code of Conduct, so it will apply to all employees covered under the agreements.

A Professional Distance Policy, which covers sexual conduct (with the public, complainants and work colleagues), has been drafted in alignment with the Code of Conduct and has been circulated for consultation.

Activities meeting the Commission of Inquiry's recommendations

The following recommendations from the Commission of Inquiry Commission of Inquiry into Police Conduct were addressed in 2007/08.⁵

- Recommendation 2: General instructions automatically updated (completed in 2007).
- Recommendation 4: Enhanced policy capability established (completed in 2007).
- Recommendation 5: Notify commissioner of serious complaints (completed in 2007).
- Recommendation 33: Disciplinary tribunal system be revoked (completed in February 2008).
- Recommendation 41: Inappropriate use of Police email and internet (completed in 2007).
- Recommendation 42: Written confirmation re-use of internet and email (completed in 2007).
- Recommendation 43: Acknowledgement of changes to

⁵ For further information about the recommendations, see the Police website, *Police Response to Commission of Inquiry Report*. <http://www.police.govt.nz/resources/2007/inquiry-into-police-conduct>.

Police computer use policies (completed in 2007).

- Recommendation 44: Regular reports on email and internet use (completed in June 2008).

In addition to addressing the recommendations the Police undertook other related activities. The first organisational 'health audit' of staff was conducted in October 2007. The purpose was to evaluate the Police culture to determine whether it was consistent with a safe work environment for all employees. Of the 6,700 recipients of the audit form, 67 percent responded. The findings provide a benchmark for future audits and intelligence for improving organisational culture.

The first matters considered to be serious misconduct have proceeded to disciplinary hearings under the new Code of Conduct. Hearings for serious misconduct under the new code have taken place within 10 days of the appointment of the person to undertake the disciplinary hearing – much faster than previously.

A new internet gateway to provide enhanced internet monitoring and reporting capabilities has been implemented. This significantly improves the Police's ability to monitor staff internet use and identify issues that may require early intervention. An established Use of Information Steering Committee will continue to provide overall governance, and the Organisational Assurance Group will undertake assurance reviews as part of business as usual.

Improving technology capability

During 2007/08, considerable progress was made on projects designed to deliver the top 10 technology initiatives, as identified by user groups. These initiatives aim to improve mobility at the front-line, increase the speed of police work, and reduce paperwork.

Initiatives progressed include the following.

- A proof of concept for a digital radio network for specialist groups was successfully completed. This is a forerunner to work to replace the network for, not only specialist groups, but also general duty operations in Auckland, Wellington and Christchurch.
- A single national database for the three Communications Centres was established to provide business continuity and access to events anywhere in the country, and to make it easier to transfer events between centres.
- An interface to allow automatic processing of fingerprint requests from the Department of Corrections to assess the true identity of prisoners or visitors to corrections' facilities was developed.
- High-speed fibre optic communications between backbone sites was introduced to provide a platform for future expansion of the high speed link into districts.
- The Enterprise Knowledge Management System was implemented to allow the Corporate Instruments Group to publish information organisation-wide. A document management and publishing system can now be introduced across all of the Police, and will be available in early 2008/09.
- The National Intelligence Application (NIA) was enhanced to tie in with strategic business requirements for the Crime Line Reporting pilot, Missing Persons and Family Violence business groups, the Criminal Justice Support Unit and case management projects.
- The corporate dashboard, an online application that provides critical data for Police executives, including crime and human resource statistics, was implemented.

Reviewing the Police Act 1958

The review of the Police Act 1958 comprised four major phases of work since June 2006. Phases 1 and 2 were completed in 2006/07. Phase 3 started in July 2007. It involved the analysis of public submissions on the key policy choices for policing, and drew those results together for final policy choices by the Government. Phase 4 involved supporting parliamentary counsel in drafting the Policing Bill and supporting the Minister and select committee through their deliberations and report back to Parliament.

The Policing Act 2008 comes into force on 1 October 2008.

Increasing national security

To increase national security, the Police needs to strengthen its partnerships with partner agencies and jurisdictions, ensure it is prepared to deal with security threats and develop capability to protect New Zealand and the region.

Given the complexity of national security, the low volumes of events involved, and the variability in the implications of different events, it is more relevant to comment annually on any public event that had national security implications rather than to merely count the number of events.

While the Police has the primary operational and criminal intelligence role in relation to national security, the cornerstone to success continues to be inter-agency relationships between the Police, the wider intelligence community and other government agencies.

The Police participated in a variety of inter-agency work programmes, several of which related to work streams the Officials Committee for Domestic and External Security Co-ordination had mandated to improve national security. Police:

- attended counter-terrorism capability workshops
- participated as observers and assessors in overseas national and international exercises

- developed New Zealand best practice standards for major events that are in line with overseas developments (especially in Australia, the United Kingdom and the United States).

The Police continues to act as the coordination point for the designation of terrorist entities, where individuals and organisations designated as terrorist entities are submitted by the United Nations for ministerial approval.

During the year, the Police was involved in four regional policing operations that had potential implications for New Zealand's national security in a regional context.

- **Regional Assistance Mission to the Solomon Islands**
The Solomon Islands continued to be a major commitment for the Police this year, with 35 staff deployed there on six-month rotations as part of the Regional Assistance Mission to the Solomon Islands (RAMSI) Participating Police Force.
In addition, the Police has three senior staff seconded to the Solomon Islands police force on a bilateral arrangement outside of RAMSI, including New Zealand Police Assistant Commissioner Peter Marshall.
- **Timor-Leste**
The Police continued to provide 25 staff on six-month rotation to the United Nations Integrated Mission in Timor-Leste to build capacity in the Timorese police.
- **Bougainville (Papua New Guinea)**
Seven Police staff were funded by the New Zealand Agency for International Development (NZ Aid), to train, mentor and advise the Bougainville Community Auxiliary Police and Bougainville Police Service.
- **Tonga**
Following rioting in Nuku'alofa in November 2006, a 45-strong Police contingent was deployed at the request of the Government of Tonga. In 2007/08, the size of the

contingent gradually decreased to four officers who remained in and around Nuku'alofa in response to the Tongan police force's need for ongoing specialist policing assistance.

In late May 2008, the deployment transitioned to the Tonga Police Development Programme, a three-to five-year Australia, New Zealand and Tonga programme of assistance to the Tongan police force. NZ Aid funds the New Zealand Police's contribution to the programme.

Other programmes

Alongside the four major commitments outlined above, the Police worked towards developing a programme of long-term assistance to the Cook Islands police and a package of community policing assistance for Papua/West Papua, Indonesia. During the year Police also had a presence at a global level through a deployment to Afghanistan.

The Police was also involved in a range of offshore programmes and projects to benefit New Zealand's national security, including:

- the Pacific Prevention of Domestic Violence Programme
- the Pacific Police Dog Programme
- the Philippines Model Police Station Project
- Clandestine Laboratory Training (Indonesia)
- Crime Scene Investigation Training (Malaysia)
- the Police Armoury Redevelopment (Tonga).

Capability

The overseas liaison officer network in Bangkok, Sydney, Canberra, London, Washington DC, Jakarta, Suva and Beijing continued to engage with information and intelligence flows to extend New Zealand's knowledge and understanding of the international and domestic security environment.

1.6 Working across the whole of government

The Police works with agencies across the State sector to deliver on the Government's goals, ministerial priorities and sector outcomes. The achievement of Police goals depends on a collaborative and whole-of-government approach.

Justice sector

Police worked within the Effective Interventions framework with the wider justice sector during 2007/08 to establish a package of changes known as Effective Interventions Phase One. In this phase, the Police implemented two initiatives: the Watchhouse Nurse project and the Priority Offenders Initiative.

Watchhouse Nurse – more timely mental health assessments

The Watchhouse Nurse project involved placing a mental health nurse in the Rotorua Police Station to facilitate the treatment of detainees, arrestees, and remandees with mental illness. In 2007/08, an evaluation of this initiative, in partnership with the Ministry of Health, found that the project facilitated more timely assessments and interventions for the target group.

Following the evaluation, the project was piloted in Christchurch and Manukau police stations. They employed mental health nurses who also had expertise in the fields of alcohol and other drugs. These pilots will be evaluated in 2009.

Priority Offenders Initiative – early intervention for high-risk offenders

The Priority Offenders Initiative is a joint project with the Ministry of Justice that involves targeting adult high-risk prolific offenders in specific localities. It includes the provision of intensive inter-agency case management and interventions to address identified social and health needs of offenders and, where appropriate, their families.

Implementation has commenced in six sites: Kaikohe, Papakura, Rotorua, Flaxmere (Hastings), Porirua and Christchurch. Police-led groups have been established at each site and consist of representatives from the Police, the Department of Corrections, the Ministry of Health, the Ministry of Social Development (Work and Income and Child Youth and Family), Housing New Zealand, and the Ministry of Education. These groups facilitate case management and identify the services required to address offenders' needs. An evaluation report will be delivered in October 2010.

Phase Two of the initiative has been developed with other agencies and will support and build on the gains achieved so far, particularly in relation to the new non-custodial sentences. Cabinet approval for the Effective Interventions Phase Two programme of work is being sought for the following year. Although the Police contributes to a wide range of initiatives, its contribution to the initiative focuses on improving community safety and reducing crime by improving the effectiveness of prosecutions and better targeting the use of bail.

Transport sector

Police work with the transport sector is outlined in the section on progress on Police outcomes on pages 12-13.

Defence and international sector

The Police works with the core defence and international sector agencies to achieve "Secure New Zealand, including its people, land, territorial waters, 'exclusive economic zone', natural resources and critical infrastructure".

The core sector agencies comprise the New Zealand Defence Force, Ministry of Defence, Ministry of Foreign Affairs and Trade, New Zealand Customs Service, Ministry of Fisheries, and specialised security groups within the Department of the Prime Minister and Cabinet.

The source and nature of external threats vary widely, for example, illegal imports of drugs and biohazards, the risk of a pandemic, overseas-based cyber-crime, terrorism, and incursions into our territorial waters. The sector agencies need the ability to organise shared resources to anticipate such threats. Sound inter-agency strategies and contingency plans underpin this work.

- Sub-sectoral strategies support New Zealand's Pacific Security Strategy.
- The Disciplined Forces Strategy provides capacity-building assistance for Pacific countries to address domestic law and order and national security requirements.
- The annual review of peacekeeping operations overviews New Zealand's peace-support operations and efforts to improve whole-of-government approaches to work with fragile States.
- Agency-to-agency agreements are established directly with other New Zealand agencies to foster increased alignment with the New Zealand Defence Force.
- Funding initiatives mean working closely with NZAID, including the Ministry of Foreign Affairs and Trade, for funding for overseas deployments, programmes and projects.
- Agreements with foreign police agencies on a wide range of international issues and assignments.

Other agencies

The Police has working protocols (memoranda of understanding) with over 40 other state agencies, covering areas of health, housing and social issues, population groups, and natural resources. Police actively seek out opportunities and initiatives to work with other agencies and add value by ensuring better outcomes are achieved jointly than would be achieved by each agency working alone.