

## PART 2

# Reducing Inequalities and Managing Risk

The Government goal for reducing inequalities will be achieved by reducing the inequalities that divide New Zealand society and by offering a good future for all. The Government aims to ensure all groups in society can participate fully and enjoy the benefits of improved productivity. This means strategies must be coordinated across sectors and the capacity of Māori and Pacific communities must be supported and strengthened.

The five key Police interventions to reduce inequalities and improve the outcomes for key groups and communities, are:

- focusing on illicit drugs and alcohol
- reducing Māori offending and victimisation
- reducing Pacific peoples offending and victimisation
- reducing ethnic peoples offending and victimisation
- influencing children and young people positively

## 2.1 Key interventions

### Focusing on illicit drugs and alcohol

Up to 61 percent of alleged offenders in 2007 had consumed alcohol before their arrest. When this knowledge is combined with the amount of Police resources used, such as custody time, the managing of intoxicated detainees, communication staff time, and the processing of drink drivers, it is apparent alcohol is a key driver of police work.

In 2007/08, nearly half of all participants in the New Zealand Arrestee Drug Abuse Monitoring programme reported having used at least one illicit drug at the time of their arrest.

### Reducing supply

The Police contributes to the National Drug Policy by working to reduce the supply and demand of drugs as well as working with communities to reduce the associated harm.

Enforcement initiatives included the following.

- The National Clandestine Laboratory Response Team located and dismantled 190 clandestine laboratories (in 2007).
- The National Cannabis and Crime Operation's nationally coordinated approach targeted the high-level cultivation and distribution of cannabis and reduced the influence of organised crime.
- One hundred and seven Controlled Purchase Operations, involving over 1,300 individual licensed premises, reduced the sale of liquor to minors.

### Prevention and education

Youth education officers continue to deliver modules of the well-received Drug Abuse Resistance Education (DARE) programme in schools nationwide.

The Police funded and managed research projects to help it develop a clear picture of drug trends: NZ-ADAM (Arrestee Drug Abuse Monitoring), the Illicit Drug Monitoring System, and the Drug Harm Index.

### Partnerships to reduce harm

In 2007/08, the Police:

- delivered initiatives in partnership with the ACC to minimise alcohol-related harm and encourage partnership work within the community
- worked with 'problem' licensed premises to promote safer practices around alcohol (for example, targeted host responsibility training for bar staff)
- supported Community Action on Youth and Drugs and CARV (Curbing Alcohol-Related Violence), which were located in three sites

- developed an organised crime strategy to address the manufacture, trafficking and supply of illicit drugs
- put a greater emphasis on enforcing breaches of liquor ban offences (the number of breaches increased from around 7,700 in 2006/07 to just over 9,900 in 2007/08).

## Reducing Māori offending and victimisation

### Effective interventions

Effective interventions that result in positive outcomes for Māori are one of the key priorities for the Police. This is evidenced by the Commissioner's response to addressing the disproportionate and increased rate of offending by both young and adult Māori in almost every major area associated with criminal activity, including dishonesty, drugs, murder, aggravated robbery, serious assault and family violence.

Māori, Pacific and Ethnic Services provides leadership and strategic direction to Police iwi liaison officers to enhance relationships with Māori across the country. The result has been a profound and positive effect on the manner, method and style of policing at key events such as the annual Waitangi Day celebrations, national protests, and land occupations.

### Responsiveness to Māori Strategy 2010

The Responsiveness to Māori Strategy 2010 seeks to build on established platforms between the Police and Māori. Its implementation is an integral component of preventing and reducing Māori participation in crime.

### Māori-specific family violence programmes

District iwi liaison officers work closely with a range of family violence service providers who use tikanga Māori concepts as key intervention tools. Police Family Safety Teams support iwi liaison officers in proactive interventions by communicating the prevalence of violence to iwi and hapū.

### Gang liaison and youth

Proactive engagement continues between the Police National Headquarters, Police districts, iwi liaison officers and gang leaders to reduce general offending by Māori and young people. This engagement has proved successful in several high-profile investigations.

Youth Offending Teams work to deter Māori children and young people from engaging in crime. The engagement of iwi liaison officers in this area will support Youth Services, including providing access to key Māori service providers who can address the causes of youth offending and other related poor outcomes.

### Recruitment and training initiatives

The Police targeted potential recruits at Māori schools, facilities and wānanga using traditional tikanga Māori concepts as well as presenting Māori officers as role models. Of the 380 names collected, 32 are formally in the Police recruiting system, while Police are working through the process to gauge the eligibility of the remaining pool of recruits.

The Police, in partnership with polytechnics, has introduced pre-recruitment courses to improve potential applicants' academic and physical skills. As a result of the courses, 55 additional Māori and Pacific peoples have become police officers.

### Reducing Pacific peoples offending and victimisation

Pacific peoples are over-represented in violent offending statistics (13 percent of convictions) and are at a higher risk of being victims of violent offending than any other ethnic group. They are also disproportionately represented in prisons (11 percent), and this is projected to increase as the Pacific population in New Zealand continues to grow. The level of susceptibility to be imprisoned continues to grow for Pacific peoples because a conviction for violence is more likely to result in a prison term.

### Pacific Peoples Responsiveness Strategy 2010

The Pacific Peoples Responsiveness Strategy 2010 supports initiatives to reduce harm within Pacific communities. Collaboration with agencies and communities and specific intervention and prevention programmes aim to reduce the offending and victimisation rates of Pacific peoples and develop leadership skills for Pacific Police staff.

Pacific community reassurance is strengthened, if opportunities are presented for Pacific peoples to be included in the design, construction and implementation of culturally appropriate services. Police district commanders and Pacific leaders advisory fonos provide Pacific peoples with an opportunity to contribute to initiatives targeting Pacific offending.

The Police also provides resources, training and Pacific cultural skills to staff to ensure they police Pacific communities with confidence.

### Effective interventions for Pacific peoples

The Police worked with other justice sector agencies to drive and manage the Pacific component of the Government's Effective Interventions initiative. Future work will focus on delivering practical initiatives to address the level of offending and victimisation of Pacific peoples.

Pacific liaison officers continue to enhance good relationships with Pacific communities. These officers have had a profound and positive effect since being deployed to Pacific community events and annual celebrations. They also lead, manage and coordinate a nationwide Police response to issues presented by the Government's Recognised Seasonal Employment immigration initiative. For instance, community concerns in Tasman have been effectively managed with an efficient Police response since the placement of a Pacific liaison officer in the district.

Programmes addressing the causes of offending and victimisation, including specific joint Police–Pacific service provider programmes for youth offending and family violence, have also proved successful.

- The Pacific Community Safety Patrols in Manurewa and Avondale contributed significantly to the reduction of youth gang activities in these areas.
- A programme targeting family violence in Auckland City also contributed to a decrease in domestic violence offending by Pacific males in the city.

The Police recognises that meaningful partnerships are critical to its (and New Zealand's) success. The level of crime among Pacific communities will remain unchanged unless Pacific communities, non-government organisations and the Ministry of Pacific Island Affairs, amongst others, are fully engaged – from the development phase to the implementation phase of these programmes.

This approach is underpinned by policy and operational support from Pacific advisory groups that have been established in the main centres to help district commanders devise tactical options for addressing local Pacific concerns.

### Policy and programmes

The business plans of Police districts with significant Pacific populations (Auckland, Waikato, Wellington and Christchurch) include a focus on maintaining relationships and reducing offending. Inter-agency work is ongoing at national and local levels to help the Police to be more responsive to Pacific issues and expectations.

### Partnerships

The Pacific Advisory Group includes key leaders with access to many prominent Pacific peoples such as pastors and media and sports personalities.

The Police supported Pacific communities:

- during the Pasifika Festival, which provides an opportunity for a significant number of Pacific communities to interact and network with police
- during Pacifically Wellington, which is a key event for communicating with Pacific families and an example of the Police working effectively with other agencies such as the Ministry of Education to meet the demands and needs of Pacific communities and ensure government is providing and delivering quality services
- by developing and distributing publications and resources to Pacific communities to demonstrate the Police commitment to ensuring Pacific peoples have equitable access to justice information.

### Leadership and commitment

Leadership and management commitment have been strengthened through the annual national Police conference – Pacific Fono. Pacific staff, including middle management, attend the fono to benchmark then evaluate the effectiveness of responsiveness initiatives and to develop leadership skills.

Another Police focus has been to recruit and develop Pacific women for leadership roles. This reinforces the Police's commitment to Pacific peoples and aligns with the Economic Development Plan for Pacific Women that is driven by the Ministry of Pacific Island Affairs.

## Reducing ethnic peoples offending and victimisation

### Ethnic Strategy towards 2010

The implementation of the Police Ethnic Strategy towards 2010 will provide a specific intervention focus for increasing community safety and reducing crime, road trauma and victimisation within ethnic peoples' communities.<sup>6</sup>

This strategy promotes closer relationships with diverse ethnic communities to reduce their fear of being a target of crime and increase their confidence in police. Specific intervention programmes using a proactive policing style that encourages working together with ethnic communities have had a positive impact.

### Customising recruitment and training

The Police has applied significant effort, both internally and externally, to respond effectively and consistently to ethnic peoples' needs.

The implementation of a customised approach to recruit Asian police, specific training and training resource development, and supporting police with an ethnic background, has led to recent successes in this area. Key achievements include developing a programme for recruits to raise awareness of working with diverse ethnic communities and seminars to enhance police knowledge and skills for responding to ethnic communities.

<sup>6</sup> The term "ethnic" is used to describe a group of people from Asia, Middle East, Africa, Continental Europe and Latin America, whose cultural heritage distinguishes them from the majority of people in New Zealand, including Māori and Pacific peoples.

## Taking an ethnic perspective

During the year, districts were encouraged to include multiple ethnic perspectives in their business plans. Information was gathered to better understand current crime and safety issues, perceptions of police, and police responses to those issues. Work is continuing to implement ethnic responsiveness into the front-line effectively.

## Partnership with ethnic peoples

District staff, especially ethnic and Asian liaison officers, actively provided relevant safety information to ethnic communities through outlets including ethnic media. Some districts supported local ethnic soccer tournaments to build relationships with ethnic communities and encourage ethnic community members to join the Police. Police are encouraging ethnic communities to become involved in community safety initiatives, for example, through Asian advisory committees.

## Target responses to ethnic peoples' victimisation and offending

Police have worked closely with ethnic communities on serious issues concerning ethnic community members such as racially motivated crime, burglary and gambling.

Relationships have been established with key government agencies and local authorities: the Police participates in National Refugee Resettlement Forums and the Migrant Settlement Senior Officials Group and contributes to the Human Rights Commission's Diversity Action Programme and Diversity Forum.

## Influencing children and young people positively

The Police is committed to, and is continuing to deliver, highly regarded crime prevention and road safety programmes in New Zealand schools. World-leading initiatives are targeted at reducing youth offending and positively influencing children (10–13 years) and young people (14–16 years).

## Police Youth Aid

The principal goals of Youth Aid and Youth Development staff are restorative: repair the harm to the victim, rehabilitate and reintegrate the offender, and achieve accountability and restoration.

Youth Aid deals with children and young people who have been apprehended or whose behaviour has come to police attention. Nearly 76 percent of cases referred to Youth Aid are dealt with through warnings or diversion. About 8 percent of cases are referred to an Intention to Charge Family Group Conference to decide whether a charge should be laid in the Youth Court. About 16 percent of cases are dealt with directly by the Youth Court.

Research shows that police practice is effective at preventing reoffending.<sup>7</sup> Overall, 80 percent of young people did not reoffend within 18 months. The reoffending rate was lowest for young people for whom police had responded to by way of a warning (9 percent) or had arranged a diversionary plan (16 percent). Rates were highest for those for whom police had responded to by way of a family group conference (37 percent) or a hearing in the Youth Court (51 percent).

## Youth development programmes

Since 1997, the Police has established 28 youth development programmes throughout New Zealand. These are run by Police staff and often employ young people and social workers.

The majority of youth development programmes provide intensive wrap-around services to young people who are offending or are at serious risk of offending, and their families. After a thorough assessment, intervention plans are developed to ensure the right support and services are put in place to create positive change in the life of the

young person and their family.

Although the key focus is on preventing offending, secondary outcomes include mentoring, increased participation in education, and reduced abuse of alcohol and other drugs. Programmes include:

- the Big Brothers and Big Sisters Mentoring programme
- truancy programmes
- youth camps that focus on proactive and pro-social behaviours
- violence and abuse reduction programmes that focus on reducing the risk factors that contribute to victimisation, offending and reoffending.

## Youth Education Service

The Youth Education Service (YES) is proactively involved in positively influencing children and young people's social behaviours and choices. YES programmes and resources have been developed within four strategic themes that are designed to fit within the New Zealand education curriculum.

- Crime Reduction and Social Responsibility: Provide children and young people with the social skills to behave responsibly and assist in preventing crime.
- Drug Education: Enable children and young people to avoid illegal drugs, make sensible choices about their use of alcohol and other drugs, and seek help when required.
- School Road Safety Education: Enable children and young people to develop the knowledge, attitudes and practical skills needed to act safely and confidently on roads and other places associated with traffic.
- Violence Prevention: Enable children and young people and their school communities to develop non-violent relationships and learn the skills needed to manage situations where they may be faced with violence.

<sup>7</sup> G Maxwell and J Paulin. 2005. *The Impact of Police Responses to Young Offenders with a Particular Focus on Diversion*. Wellington: Crime and Justice Research Centre, Victoria University of Wellington.

## 2.2 Managing risks

The Police has continued to build a risk-aware culture by implementing a common risk approach across the organisation, with the Commissioner and the executive taking the lead.

The approach has identified opportunities to improve performance and address challenges that have the potential to adversely affect achievement of Police outcomes and strategic priorities. The executive and management teams across the organisation continued to have a clear and shared set of risks and action plans. Implementation has included workshops to fully integrate the management of risk into business decision-making, business planning, day-to-day activities, and service delivery and operations. Risk conversations are becoming more common across all levels of management. Staff are being encouraged and supported to discuss, raise and escalate risks, as appropriate.

Key achievements include developing risk profiles for the executive and all business units across the organisation and integrating the 16 national priorities into the executive risk profile.

The Police risk approach encompasses

strategic and operational risks, predominantly risks to services the Police delivers, to organisational capability and to organisational change

- Risks to services the Police delivers: Districts, service centres and Police National Headquarters groups have identified and discussed the risks to the services they deliver and have put in place measures to manage them. These measures are detailed in the respective business plans. More than 317 risks have been identified and are being managed across more than 36 business units. Each risk is being managed at the 'local' level, and the mitigation strategies are incorporated into the 2008/09 business plans, which undergo a formal authorisation process.
- Risks to organisational capability: The Police Executive Committee identified risks that indicate what resources and controls are needed to enable the delivery of services and achievement of outcomes. Each risk has a lead person appointed from the executive who is expected to fully understand the respective risk and all of the factors and implications this risk has for the committee in allocating resources and making decisions. This does not mean primary management of all of the necessary action plans to manage the risk, as information is gathered from across the organisation to provide a consolidated view of what is being done or planned to manage this risk. The lead person reports to the committee quarterly and at key milestone points, when required.
- Risks to organisational change: All major Police projects follow an established project management methodology and are monitored by the Project Management Office. This methodology requires risks to be identified and actively managed, with risk progress reported monthly along with other performance measures, including financials and deliverables. All minor projects must also comply with these risk management principles, although the Project Management Office does not monitor them.