

Briefing to the Incoming Minister of Police



NEW ZEALAND
POLICE
Ngā Ewhiriwhiri o Aotearoa

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Introduction from the Commissioner

Congratulations on your appointment as Minister of Police.

At your convenience, we will be pleased to discuss your priorities and how we can best support you to achieve these.

We are an organisation with a clear vision, mission, purpose and goals. Our vision is for New Zealand to be the safest country it can be. To achieve this, we will continue to work with, and alongside, our partners and communities to prevent crime and harm and ensure everybody can be safe and feel safe - at home, on our roads and in our communities.

We expect another very busy year ahead, exacerbated by recent severe weather events and economic challenges facing communities. This is against a backdrop of significant long-term growth in demand for Police response, notably in family harm and mental health incidents, and the ongoing impacts from the COVID-19 pandemic.

New Zealand's social and criminal landscape continues to evolve. While guided by our Prevention First operating model, contemporary policing requires a greater level of flexibility and agility than ever before.

Retail crime, gang tensions, organised crime and complex youth related offending are examples of issues currently in the spotlight, requiring Police, partner agency, and community input to implement sustainable solutions.

At the same time, there is no tolerance for violence in our society. Our communities can be assured Police will respond accordingly to any incidents involving firearms or the threat of violence and we are committed to ensuring those responsible for such crimes will be held to account. Operation Cobalt remains an ongoing national focus to disrupt organised crime, violent offending and unlawful gang behaviour, including gun crime, and will shortly be expanded to target high harm and prolific offenders.

Te Tari Pūreke - Firearms Safety Authority was launched as a new business unit within Police at the end of 2022. Te Tari Pūreke will help ensure New Zealand's firearms environment and regime is well managed by a modern, effective regulator. A significant milestone this year will be the introduction of a firearms registry, giving us a picture for the first time of where firearms are held across our communities and a better ability to trace stolen firearms, all leading to better safety outcomes.

The safety of police officers remains a top priority. Our Tactical Response Model has commenced rollout to all police districts and an official launch is imminent. Following a successful proof of concept in four districts, this model is a new system to help ensure our people are better trained, equipped and supported to keep themselves and the communities we serve safe.

For many years, Police has worked diligently to forge connections and relationships with New Zealand's diverse communities. Doing so enables us to continue to police by consent – maintaining the trust and confidence of all. Part of this means reflecting the communities we serve, and our recruitment strategy continues to see diversity among frontline Police staff increase at record levels.

One in four Police officers are women, representing 1,000 more female Constables in Police than there were five years ago and constabulary staff from Māori, Pacific, Asian and other ethnicities has also grown by 1,100 compared to five years ago. We remain on track to deliver 1,800 additional officers by June 2023.

We continue to see the impact of COVID-19 on communities, and in the wider justice sector. COVID-19 provided a further spur to collective innovation in the justice sector and to working in new and different ways. However, some of the longer-term impacts are now becoming more acute, including an increased remand population and criminal trial delays.

Budget 2022 saw an investment of over \$562 million over four years into Police to support our activities around gangs, retail crime, working with youth such as through Te Pae Oranga, firearms safety, and our Tactical Response Model. These investments will enable Police to deliver tangible benefits for our staff and communities.

I am very proud to lead New Zealand Police. It is an outstanding organisation with overwhelmingly good people who show up 24/7 with the best intent to make a difference for our communities, often in very challenging circumstances. That opportunity to improve the lives of those we live amongst, makes policing a very rewarding profession.

Every day, New Zealand Police is guided and defined by its values of Professionalism; Respect; Integrity; Commitment to Māori & The Treaty; Empathy; and Valuing Diversity. It is these values that are at the heart of helping us deliver policing services New Zealanders expect and deserve.

I look forward to working with you.



Andrew Coster
Commissioner

Your Role as Minister of Police



Police is one of three non-public service departments in the State services. Our organisation and governance arrangements are described in the Policing Act 2008, but for the most part, standard public management legislation, such as the Public Finance Act 1989, the Public Service Act 2020, and the Official Information Act 1982 applies to Police.

Relationship between the Minister of Police and New Zealand Police

Section 16 of the Policing Act 2008 sets out the relationship between the Minister of Police and the Commissioner of Police. The Commissioner is responsible to the Minister for:

- carrying out the functions and duties of the Police
- the general conduct of the Police
- the effective, efficient, and economical management of the Police
- tendering advice to the Minister of Police and other Ministers of the Crown
- giving effect to any lawful ministerial directions.

The Commissioner is not responsible to, and is required to act independently of, any Minister of the Crown (including any person acting on the instruction of a Minister of the Crown) regarding:

- the maintenance of order or enforcement of the law in relation to any individual or group of individuals
- the investigation and prosecution of offences
- decisions about individual Police employees.

In practice, this means that operational and deployment decisions, including the allocation of staff to support our functions, are matters for the Commissioner of Police to determine.

Police operates under a ‘no-surprises’ principle. This means we will keep you well informed of matters of significance within your portfolio responsibilities. Noting our operational independence, we will typically inform you, or your office, of major or significant operational matters when sufficient information about the incident, and our response, has been collected. The nature of policing means that our response to emergencies will typically appear in the media or on social media before our staff have completed their initial action, and before there has been sufficient investigation or resolution to enable verified information to be provided to you.

Legislation

Police administers three Acts:

Policing Act 2008 - The purpose of the Policing Act 2008 is to provide for policing services in New Zealand, to state the functions, and provide for the governance and administration of the New Zealand Police.

Arms Act 1983 - As the Minister of Police, you’re responsible for the Arms Act 1983. Police has regulatory and enforcement responsibility for this legislation and is the primary advisor to the Government on Arms Act matters. The Arms Act was amended in 2020 to implement several changes to the firearms’ regulatory regime over three years to support best practice and minimise the risk of criminal access. Throughout 2021 and 2022 amended and new regulations have been established for dealers, secure storage of firearms, and shooting clubs and ranges. The final phase of developing regulations for the establishment of the registry is in progress.

Child Protection (Child Sex Offender Government Agency Registration) Act 2016 – This Act aims to reduce sexual reoffending against child victims, and the risk posed by serious child sex offenders by providing government agencies with the information needed to monitor child sex offenders in the community and providing up-to-date information that assists Police to resolve cases of child sex offending more rapidly.

The role of the Minister of Police in relation to Road Policing

The Minister of Police has a shared responsibility with the Minister of Transport to deliver on agreed road safety outcomes. These arrangements are outlined in the Land Transport Management Act 2003. The current outcomes for road policing are described in *Road to Zero: New Zealand's Road Safety Strategy 2020-2030*. The three-year Road Safety Partnership Programme (RSPP) is aligned with *Road to Zero* and its action plans.

Road policing activity is funded out of the National Land Transport Fund and currently provides around 20 percent of Police's total funding. The RSPP outlines the specific activities Police will deliver in exchange for the funding it receives from the National Land Transport Fund via Vote Transport. The Minister of Transport consults with the Minister of Police before approving the RSPP. The Programme is developed by Police and Waka Kotahi, with the Ministry of Transport being consulted through the development phase.

You are the Lead Minister for Deportee Issues

The Minister of Police currently has responsibility, alongside relevant portfolio Ministers, to ensure a coordinated whole of government response to 501 deportees. The term '501 deportees' has become an umbrella term for New Zealand citizens who are deported to New Zealand under various Australian legislative provisions (including but not limited to section 501 of the Australian Migration Act 1958), after spending much of their life in Australia. Many are considered individuals of concern because their criminal history or other behaviours mean they may pose a risk to New Zealand's public safety and national security. **s9(2)(g)(i)**

You are the Lead Oversight Minister for Next Generation Critical Communications

Next Generation Critical Communications (NGCC) is responsible for delivering the Public Safety Network (PSN) Programme, replacing current end-of-life communications infrastructure for Police, Fire and Emergency New Zealand, St John, and Wellington Free Ambulance. Through the PSN Programme, NGCC will deliver a more resilient and reliable communications capability, alongside improved cellular coverage across the country, and new opportunities for frontline service improvement.



The PSN Programme is overseen by an Executive Governance Board which comprises five independent members (including Rob Fyfe as Chair) and the Chief Executives of the four emergency service agencies and the National Emergency Management Agency. As Minister of Police, you are the Lead Minister in a group of Oversight Ministers¹ for the Programme, and the Chair reports to you.

In February 2020, Cabinet endorsed the NGCC Detailed Business Case, and the programme received funding in Budget 2020 to begin procurement. Negotiations with vendors have concluded, and the Cabinet Government Administration and Expenditure Committee approved the final Public Safety Network Implementation Business Case on 4 August 2022 with total investment funding of \$1,411 million. Ten-year contracts with vendors (Tait Kordia Joint Venture and Hourua) to build and operate the network have now been executed and the network design and build is now underway. As the Programme progresses there will be opportunities for you to engage with the Programme as the new network is piloted and deployed.

You will receive a more detailed briefing on this Programme, including regular quarterly reporting, in the next few weeks to provide you with more information.

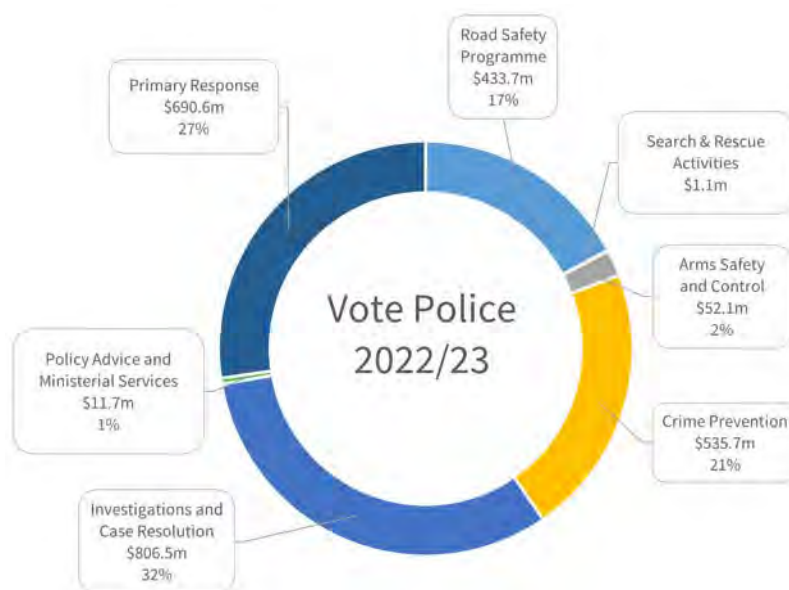
¹ Currently the Minister of Finance, Minister for Emergency Management and Minister for Digital Economy and Communications.

Departmental Appropriations

You are the Appropriation Minister for Vote Police (part of the wider justice cluster of appropriations), and under the Public Finance Act 1989 are accountable to Parliament for Police's financial performance and the setting of our performance expectations. Police administers the expenditure under this vote. The operating budget for Police for the 2022/23 financial year is \$2.531 billion, broken down as follows:

- 69% (\$1.758 billion) on personnel costs
- 25% (\$0.621 billion) on operating expenses
- 6% (\$0.152 billion) on depreciation and capital charges.

We expect to collect \$77 million in revenue on behalf of the Crown during the year, largely arising from traffic infringement fees. This money is collected on an agency basis for the Crown and has no relationship to departmental appropriations.



We have been appropriated \$102 million in 2022/23 for the purchase or development of assets. This provides for the maintenance and upgrade of our infrastructure to ensure efficient and effective delivery of performance.

At an appropriate time, we will seek your views on our appropriation performance expectations.

Official Information Act (OIA) requests

We receive approximately 75,000 to 80,000 OIA requests each year, the highest number of requests across government. We operate a decentralised model, with teams based in Police National Headquarters and districts coordinating OIA responses and ensuring compliance with the Act. Police provides your office with copies of OIA responses on a 'no surprises' basis to enable you to prepare to respond to possible queries where the release involves significant or controversial issues, matters of high public interest, where substantive information is being sent to the media, public websites, or lobbyists, or where the response is to a political party or Member of Parliament.

Media

Police operates a Media Centre seven days a week, which receives approximately 150-200 enquiries a day, and manages almost 18,000 issues, every year. The Police Media Centre is a largely responsive team, but Police regularly engages with news media organisations as part of maintaining important stakeholder relationships.

Police proactively engage on social media through a following of over 2.2 million followers across several platforms, including Facebook, Instagram, Twitter, and LinkedIn. Our social media following is one of the largest and most engaged across the public sector reaching 5-8 million people per week. This creates a significant opportunity for us to engage with the New Zealand public and our communities.

The Media and Communications team maintains direct links with your Press Secretary about upcoming media releases and responds to requests for support around media enquiries and emerging issues. This includes keeping your office informed whenever there is a high profile or significant event involving a Police response.

Independent Police Conduct Authority

The Independent Police Conduct Authority (the Authority) is an independent Crown entity set up to provide civilian oversight of Police conduct. It is not part of Police – the law requires it to be fully independent. The Authority is overseen by a Board, chaired by a Judge or a retired Judge (currently, Colin Doherty). The Minister of Justice is the Minister responsible for the Authority. We understand Judge Doherty's term finishes in April 2023, and we await confirmation of the incoming chair of the Authority.

Under the Independent Police Conduct Authority Act 1988 (IPCA Act), the Authority:

- receives complaints alleging misconduct or neglect of duty by Police, or complaints about Police practices, policies and procedures affecting the complainant in a personal capacity
- investigates, where there are reasonable grounds in the public interest, incidents in which Police actions have caused or appear to have caused death or serious bodily harm.

Police has a Memorandum of Understanding with the Authority. Pursuant to section 22 of the IPCA Act the Commissioner has decided to request the Authority to investigate the following matters:

- any matter involving criminal offending or serious misconduct by a Police employee, where that matter is of such significance or public interest that it places or is likely to place Police reputation at risk
- any incident where a Police employee has intentionally discharged a firearm
- any matter where there has been judicial adverse comment against a Police employee or Police practice, policy, or procedure
- any incident involving attempted suicide or self-harm by a detainee in Police custodial facilities
- any unintentional dog bite involving a member of the public.

On completion of an investigation, the Authority must form an opinion about the Police conduct, policy, practice, or procedure which was the subject of the complaint. The Authority may make recommendations to the Commissioner.

Police generally receives reports from the Authority in advance of them being published publicly. We will keep your office updated of any high risk/profile matters. We will also inform you about the future release of Authority reports, and our response to them.

We are ready to discuss your priorities with you

We look forward to many opportunities over the coming weeks to engage with you on your priorities and matters of interest across the Police portfolio. This initial briefing signals key operational and corporate focus areas, together with the current Government supported policy and legislative changes underway, on which we will seek your direction.

Police can support you in carrying out your Ministerial functions by providing you with:

- strategic policy and performance advice to enable you to make effective decisions
- advice on impacts of other government policy changes on Police and on criminal justice
- information on operational issues to enable you to understand our operating environment and response
- support for ministerial attendance at police events such as station openings and Wing graduations through briefing notes, speeches, and related materials.

We will work with you to deliver your priorities and provide further advice as a basis for decisions you may wish to take. Police has some key programmes underway and policy, legislative and budget initiatives that Government has asked us to progress; some of which require direction and decisions. These priority areas are described in more depth in the Policy and Legislative Priorities chapter.

The key priorities requiring your focus and attention over the next six months include:

- completion of the 1,800 additional constabulary officer's programme
- regulations to support the implementation of a firearms registry, to ensure the arms regulatory systems is fit for purpose
- delivering the Retail Crime Prevention Programme and other Cabinet priorities
- supporting the progression and implementation of legislation, including the Ministry of Justice-led Criminal Activity Intervention Legislation Bill, the Prohibition of Gang Insignia in Government Premises Regulations, s9(2)(f)(iv) and s9(2)(f)(iv)
- oversight of Next Generation Critical Communications (NGCC).

You and your office can expect a high volume of media enquiries, correspondence, Written Parliamentary Questions and Official Information Act requests. We will provide administrative support and engagement to assist you to discharge these portfolio responsibilities.

Constabulary recruit wings start at the Royal New Zealand Police College (RNZPC) approximately every four weeks, and last for 16 weeks. As Minister you will be invited to speak to the graduation of each wing, and we'll work with your office to determine your availability. We can also provide you with opportunities to engage with our staff, including visits to the frontline, our Police bases, and our community partners.

We have set out below an indicative list of the briefings, reports and engagements currently scheduled over the next six months:

March 2023

- We will provide a briefing and draft Cabinet Paper on draft regulations for the Arms Registry.
- You will receive an in-depth briefing on demand for policing services.
- We will brief you on:
 - the Associate Minister of Transport's Cabinet Paper on amendments to the Land Transport Act to enable random roadside Oral Fluid Testing. We will identify any key issues for Police in respect of the implementation of the proposals, together with talking points for meetings. The paper is tentatively scheduled for consideration at the Cabinet Business Committee on 11 April
 - s9(2)(g)(i)

- s9(2)(f)(iv) [REDACTED]
- several Arms Act related matters, including appointments to the Minister's Arms Advisory Group (MAAG), and regulations to extend licences and endorsements in response to the January-March declaration of national emergencies
- a proposal to add five gangs to the Prohibition of Gang Insignia in Government Premises Regulations 2018
- the Retail Crime Prevention Programme and a request to draw-down additional funding.
- You are invited to deliver a keynote speech to open the New Zealand Transnational Organised Crime (TNOC) Conference on 28 March.
- Wing 364 is scheduled to graduate on 30 March.

April 2023

- We will provide a briefing on the Retail Crime Prevention Programme, to enable a report-back to the Cabinet Priorities Committee scheduled for 2 May.
- We will brief you on:
 - outcomes of the Arms Act fees consultation, and advice about possible next steps
 - an invitation from the MAAG chair inviting your participation in the MAAG 'online' meeting of 19 April and 'in person' meeting of 17 May 2023
 - s9(2)(f)(iv) [REDACTED]
 - s9(2)(f)(iv) [REDACTED]
- You will receive in-depth briefings on mental health, family harm, and the work programme of Te Tari Pūreke Firearms Safety Authority.
- We will provide advice on options to confirm the Cabinet agreed population funding model for Police.
- You will receive the MAAG Annual Report for the 2021-2022 financial year prior to it being published on the Police website.
- You are invited to co-host the 21st Anniversary of the Race Unity Speech Awards on 4 April.

May 2023

- We will provide a briefing and draft Cabinet Paper on:
 - the amendments to the Prohibition of Gang Insignia in Government Premises Regulations, seeking approval to the regulations
 - s9(2)(f)(iv) [REDACTED]
- We will brief you on:
 - s9(2)(f)(iv) [REDACTED]
 - s9(2)(g)(i) [REDACTED]
 - the Land Transport (Road Safety) Amendment Bill, which amends penalties for fleeing driver offences.

- We will provide talking points:
 - for your presentation of the draft regulations for the Arms Registry to the Cabinet Legislation Committee on 4 May
 - should you be available to attend the MAAG meeting on 17 May.
- Wing 365 is scheduled to graduate on 4 May.

June 2023

- s9(2)(g)(i) [REDACTED]
- The Ministerial Oversight Group for Road to Zero is scheduled to meet on 1 June.
- Wings 366 and 367 are scheduled to graduate on 1 June and 29 June respectively.
- The launch of the Firearms Registry is planned for 24 June.

July 2023

- Subject to further prioritisation conversations, we intend to provide briefings and draft Cabinet Papers on the:
 - s9(2)(f)(iv) [REDACTED]
 - s9(2)(f)(iv) [REDACTED]

August 2023

- s9(2)(f)(iv) [REDACTED]
- The Ministerial Oversight Group for Road to Zero is scheduled to meet on 24 August.

Our Current Operating Environment



New Zealand Police operates in a challenging and complex environment. We serve a growing and increasingly diverse population with an ever changing social and criminal context; more recently reflecting pressures from a range of social, health and economic challenges stemming from both domestic and global factors. Crime is becoming more sophisticated, organised, and internationally connected, while policing services are also increasingly being used to address social, health and community wellbeing needs.

While the overall crime rate has remained relatively static over recent years, 2022 saw an increase in reported victimisations, while the demand for Police services continues to increase in volume, severity and complexity – and often exceeds our capacity to respond despite significant recent and continued Government investment. This increase is projected to continue. Demand is being driven by population growth, public expectation of a response to crime or other incidents (calls for service), the typically-24/7 availability of policing resources, and accessibility, including new reporting channels.

However, demand for Police services goes far beyond calls for service. It is also driven by government policy decisions and communities' expectations that Police resolves a range of non-crime issues (such as people experiencing mental health crises) and works to produce better, more holistic outcomes for individuals and communities. The quality and depth of police response to address social issues is often considerably more demanding on Police resources than simply responding to, and resolving, traditional crime.

A considerable proportion of this demand is 'ownerless' within the public service system – that is, demand which reflects a public need that is not provided for under existing service models, funding or capacity. Police has a broad public safety mandate and more flexible legal powers than other agencies, and in the absence of a capable recipient, it often falls on Police to receive this 'unmet' social wellbeing need.

Over several years, the cumulative effect of the volume and type of demand Police is facing has meant the nature of policing and the services we offer are now quite different to those previously provided. Much of this change recognises shifts in social, technological, and environmental patterns or is intended to lead to more effective longer-term outcomes, which Police is fully committed to realising. However, demand is increasing, our range of services has widened, and incidents are taking longer to resolve.

There is an inherent tension in meeting competing expectations in this environment. Police is doing more in response to new challenges and priorities, while our communities rightly retain an expectation that core policing services are delivered well. We need to make deliberate choices to maintain the right balance and Police will always prioritise our response to events that cause the most harm in communities.

Police receives just under one million 111 calls, and over 1.6 million non-emergency (including 105) calls each year – the public's main entry points for reporting crime. Some calls for service, such as mental health and family harm are increasing at greater rates than others. Police introduced online reporting channels in 2019 and 2020 to divert calls from the 111-emergency number, and processes over 150,000 online reports of crime or other incidents each year.

Over the next five years, calls to Police are expected to increase by a further 14 percent. The increase is expected to continue to be driven by the public's continued willingness to initiate reporting to Police supported by increased access to online reporting, and new or enhanced government expectations currently in the pipeline (such as a single reporting line for national security related threats). Current under-reported crime types, such as cybercrime and fraud, are expected to push up demand as these types of crime continue to increase and some offending types move increasingly online.

Police around the world prioritise what they attend, as calls from the public exceed capacity to respond (particularly in a timely manner). Police is a people-based organisation. Our response is our people. Our people are highly motivated and action-oriented and every hour of every day they make choices about how to prioritise their time. When the demand, whether it is calls for service, or government expectations (such as drug driving checks, support in times of crisis, or reassurance activity) is greater than their capacity to respond, they make

choices about what not to do. This is reflected at the area, district, and national level with tactical and strategic deployment trade-offs every day.

We prioritise more serious calls for response and around one in six calls for service, logged by a service centre for a response, are subsequently cancelled because a dispatcher is unable to provide Police resource to attend. This is not a new phenomenon, but the proportion of cancelled events is slowly rising and, as the number of calls rise, the number of cancelled calls is expected to rise further.

The fact that Police is increasingly providing a response to community and mental health issues where criminality is often not present, presents opportunities (in some cases) to prevent future harm, but can also limit Police's capacity to respond to potentially more serious and immediate demands. Responding to calls that are non-criminal in their make-up and yet require further action have increased by 60 percent over the past five years and are predicted to increase by a further 38 percent by 2025.

Like many other government agencies and businesses, **COVID-19** has significantly impacted policing services, and the ongoing effects will continue to have an influence on policing for some time. Internally, this is borne out by the impacts from the demands of policing during COVID-19 on our people (such as fatigue), changes in our demand profile, and a change in public sentiment, at least in parts of the community, towards Police and our role during the pandemic. Externally, the sustained impact on school attendance and the socialisation of children and young people may also have longer term effects on behaviour and offending patterns. It will take some time to heal the community divisions that have emerged throughout the pandemic. In addition, the financial and social suffering that individuals have experienced from COVID-19, and now continue to face as a result of the economic downturn and rising household costs, continues to affect the nature of the environment that Police operate within.

Following a significant fall, the prison population is anticipated to increase over the next ten years, driven largely by a projected increase in the number of people remanded in custody. The remand population increased over the latter part of 2022, returning to pre-COVID levels by the end of the year. In the early part of 2023, Police was required to accommodate prisoners on behalf of Corrections when prisoner numbers have exceeded their capacity in particular locations. This demand peaked in January 2023, when Police regularly held up to 29 Corrections prisoners in Police jails across Auckland. This challenge is being actively managed by Corrections and demand on Police has reduced through February and March. Similarly, Oranga Tamariki faces similar pressures with their youth justice capacity. Police is committed to supporting our partner agencies, and the wider Justice Sector focus on reducing the remand population, however this additional demand on resource directly impacts Police's capacity to deliver core policing services. It is anticipated the resolution of this issue may take several months with a consequent ongoing impact to service delivery and the public.

Family Harm is experienced in many different and intersecting ways, with harms impacting throughout generations and communities; often a symptom of wider harm and dysfunction including issues such as poverty, drug use and intergenerational violence. Family harm-related calls for service have risen by more than 50 percent over the past five years and now make up a significant proportion of Police's overall demand picture. Police attended 175,573 family harm incidents in 2021/22 with the total officer time spent on family harm (the majority of which is without an offence) five times higher than any other demand type. Based on insights from the NZ Crime and Victims survey, the level of reporting of family harm is increasing but remains low. Police is committed to collective efforts to reduce family harm in New Zealand through Te Puna Aonui and its operational responses. Police's response to family harm reflects our roles to investigate offences, and to prevent further harm to victims and whānau through early intervention. More than half of Police's family harm investigations do not involve an offence being recorded. This means that the criminal justice system is often not the right pathway for whānau experiencing family harm, however Police is playing a critical role connecting victims, families and whānau to crisis, early intervention, and prevention support.

Mental health related crisis and distress calls to Police are complex and vary in severity, often involve non-offenders and no criminality, and require co-ordination of cross sector services to respond appropriately. In 2021/22 Police attended 73,006 events involving a person having a mental health crisis, in distress, or threatening suicide – an increase of 55% in the last five years. Police attend approximately 90 percent of suicide calls and 45 percent of other mental health calls. We work closely with partner agencies and provide input to national, regional, and local strategies and service plans. We want to ensure increases in demand can be managed and that people in mental distress and crisis get the right help at the right time by the right service provider. We have successfully embedded a co-response service, alongside ambulance and mental health workers in Wellington District, which has produced significant results in its evaluation, and this model has been expanded to five further districts. In addition, a multi-agency response model has been implemented in two further districts (mental health practitioners supporting Police custody units). We have had early, but positive, discussions with both Health New Zealand and Te Aka Whai Ora about developing a shared response to mental health callouts with the intent of reducing Police's current role as the primary provider of crisis mental health response paving the way for a health-led crisis response.

Police currently contribute to significant work programmes to improve **child wellbeing and youth justice** processes. The causal factors of children and young peoples' offending behaviour are complex and multifaceted. Our aim, wherever possible, is to keep children and young people out of the justice system and to support them to thrive and lead lives free from offending. By the time a child or young person is interacting with a Police Youth Aid officer and/or engaged in the youth justice system, there has often been many opportunities to provide support to target the risk factors that make it more likely that a child or young person may commit crime, such as disengagement from school, reports of concern about their care and protection, substance use, family harm, or housing transience. Police works collaboratively to foster relationships with our social, health and education partners to improve support where children and young people present early signs of need. Over 60 percent of all young people and around 90 percent of children who offend are dealt with either through Police warnings or referral to Police Youth Aid. The former Minister of Police (Rt Hon Hipkins) co-chaired a Ministerial Group on Youth Engagement which is actively developing responses across the prevention to response spectrum (see more information in the Policy and Legislative Priorities chapter).

Significant increases in **truancy** have persisted through 2022 and this is likely to remain an issue that, if unaddressed, will continue to impact and drive demand for services from Police and other social agencies in the short-term. Many of the young people who come into contact with the justice system have little or no engagement with education and the negative correlation between these factors is well documented. Police is actively involved in initiatives at both a national and regional level to tackle truancy, but this is not a problem that Police can effectively solve. Strong coordination with agencies across the education and social sectors will continue to be required.

Drugs and addiction are a major source of harm in our communities and the profits generated drive much of our organised crime. Wastewater testing nationwide identifies sizeable traces of methamphetamine consumption across urban and rural areas, in some of our most vulnerable communities. Addiction to methamphetamine and other drugs creates and exacerbates financial hardship, family harm, child welfare concerns and has a significant impact on offending behaviour. We focus enforcement on individuals and organised criminal groups who cause the most harm through the importation, production, and supply of high harm substances, and in 2021/22 prevented \$108.46 million of social harm from the illicit drug trade. Alongside this, Police supports individual users to access health and social services where needed. The best results are achieved when Police partners with other agencies to minimise drug harm. These partnerships include Te Ara Oranga in Northland and Bay of Plenty, a programme to reduce methamphetamine demand and harm, as well as the drug early-warning system *High Alert*.

Organised crime is a corrupting influence worldwide, undermining community wellbeing, proper governance, economic development, and national security. The organised criminal landscape in New Zealand continues to evolve, influenced by global and domestic trends. Continued deportations from Australia and the expansion of Outlaw Motorcycle Gangs in New Zealand have increased the level of sophistication of organised crime in this country. Advances in technology not only bring efficiency and connectivity, but also create new pathways for criminals to do business. While organised crime groups are involved in a range of profit motivated criminal activities, most organised crime in New Zealand relates to illicit drugs. New Zealand has some of the highest wholesale and retail drug prices in the world, which results in transnational organised criminal groups specifically targeting New Zealand. To maximise their profits, these groups are inserting their own people into New Zealand who establish importation pathways, distribute to local gangs, and move the proceeds out of New Zealand as quickly as they can. The impact of these illegal activities flows into our communities, damaging wellbeing, resilience and social cohesion. The supply of illicit drugs feeds addiction and mental health issues and drives increases in other crimes, such as burglary and theft, to fund addiction. This harm, coupled with the use of violence and intimidation by these groups creates fear in our communities and poses risks to public safety.

Gangs are often the visible face of organised crime. Tensions between gangs continue to rise. This, coupled with more violent gangs establishing themselves in New Zealand as a result of deportations from Australia, has led to an increase in competition for recruitment and the lucrative drug market as well as visible anti-social behaviour and intimidation, a recent increase in serious incidents involving firearms, particularly in Auckland, and inter-gang violence in general. Police has a significant focus on gangs that includes significant growth in our organised crime response, funded through the 1800 investment, leading the cross government Trans-National Organised Crime Strategy, targeted enforcement activity through Operational Cobalt, as well as our longer-term prevention approach with partner organisations: Resilience to Organised Crime in Communities (ROCC). Each of these is improving our collective response to this issue.

Retail Crime continues to grow in reporting volume, alongside concerns of increasing threats and violence. In part (particularly for lower-level shop-theft offending) this is due to improvements in reporting mechanisms for victims, with approximately 15,000 retailers across New Zealand now part of the retail crime reporting platform Auror, which has a partnership with Police. Addressing the drivers of retail crime requires a shared effort with partner government agencies and retailers. Police operates a National Retail Investigation Support Unit, in close partnership with Retail New Zealand and Auror, to investigate serious and prolific offending and a government funded Retail Crime Prevention Programme to provide security improvements, resources and guidance to small business victims across New Zealand to help protect them from ram raid style burglary and aggravated robbery repeat victimisation. We recognise this is a significant priority for you as Police Minister and will brief you more completely on this issue and Police's role in the response to it.

Fraud and cybercrime (harassment, child sexual exploitation, computer, and information crimes) are one of the fastest growing demand areas for Police by volume. Between January-October 2022 total fraud offences have risen by 73 percent compared to the same period in 2019. The Crime and Victim Survey 2019 showed that around eight percent of New Zealanders every year are victims of cybercrime and fraud, though only a small but increasing percentage is currently reported to Police. Police has a role to investigate and prosecute cybercrimes, **s6(c)**. However, given the ease in which offending can be initiated from anywhere in the world and the overall volume, a focus on prevention is the most likely way to mitigate the impact of cybercrime and online harm, and Police acknowledge the importance of other agencies and stakeholders in this area.

Alcohol is a significant contributor to social harm in New Zealand: one in three family harm incidents involve alcohol, 80 percent of district court cases involve a defendant with a substance dependency connected with their offending, and alcohol or drugs continue to be a contributing factor in many fatal road crashes. There are approximately 10,000 licensed premises throughout New Zealand, and Police is a participant in the regulatory process for alcohol licensing in addition to enforcement. Our *Alcohol Action Plan* guides Police's response to reduce alcohol-related harm, offending, and victimisation. It focuses on finding opportunities to work effectively

across government, and with iwi and communities to identify and address alcohol-related matters, alongside the effective enforcement of the Sale and Supply of Alcohol Act 2012.

Police and partner agencies face a complex and dynamic **violent extremism and terrorism** threat-scape. This features an ever-shifting set of extremist ideologies which appeal to individuals and groups with vulnerabilities and grievances, enabled by modern social media that provides ready access to radicalising messaging and international communities, motivation and encouragement, and guides and instructional material. This is an increasingly blurry and difficult-to-categorise threat, which overlaps with other threat types such as hate crime, fixation on public figures, and threats of school and workplace shootings or other forms of mass violence. In addition to the impact of actual incidents, the modern media and social media environment also ensures greater public visibility and concern around these issues, which increases the potential societal impact and expectations on Police and wider Government. As with other threats, success in preventing and responding to challenges will depend on enabling legislation and effective partnerships.

Significant events, in addition to creating extra demand, can create a substantial change in community expectations and demand. Over the past few years, this has been illustrated through events such as 15 March 2019 and the LynnMall attack (which significantly increased calls for service and the public's recognition of risk and social disharmony), the parliamentary protest (which required mass re-allocation of policing resources to support the Police operation), and more recently the response to severe weather (which raises community expectations of reassurance and prevention activity following the immediate response).

Police is progressing work to develop a strategic approach to managing demand by identifying and defining our role and where, and to what extent, Police is performing an expanded role beyond our core functions. This work will set the foundation for prioritisation and deployment of our staff targeted at the primary sources of crime and harm and set clear expectations about the nature and type of services that we can provide.

We will provide you a more in-depth briefing on demand for policing services shortly.

Our Strategic Context



Our Business

The Police Strategy 'on a page' is known as Our Business. Our Business has become the key document in focusing our organisation on our shared goals. It articulates why Police exists, what we're doing, how we're doing it, and how we support each other to deliver for our communities.

It outlines our aspirations to achieve outstanding results to enable us to meet our vision for New Zealand to be the safest country. To us, this means everybody can be safe and feel safe in our communities, in our homes, and on our roads. We do this by preventing crime and harm through exceptional policing. Our Vision ensures we continue to look ahead and think about a future where everyone in New Zealand can go about their daily life without fear of harm or victimisation.



Our Functions

New Zealand Police receives its formal legislative mandate from the Policing Act 2008, which states that 'principled, effective and efficient policing services are a cornerstone of a free and democratic society under the rule of law'. While our formal mandate is found in legislation, we are clear as an organisation that to be effective requires us to police with the consent of our communities. The trust and confidence of our communities is the most important enabler for us to achieve our safety outcomes.

This is underpinned by the Peelian Principles (named after Sir Robert Peel, who established the first full-time centrally organised police force in England) that the power of the police comes from the common consent of the public, as opposed to the power of the state.

Our focus on policing by consent has led us to adopt a style of policing that is quite different from many other countries. Our officers are taught that every interaction is an opportunity to prevent harm. This influences the way we engage with our communities – recognising that we need to adopt a range of approaches to prevent future harm, rather than relying solely on enforcement.

Our policing functions include:

- Keeping the peace
- Maintaining public safety
- Law enforcement
- Crime prevention
- Community support and reassurance
- National Security
- Policing activities outside New Zealand
- Emergency management.

In order to achieve our vision, Police has three key goal areas:

Safe Homes: Safe homes means families free from violence, abuse, and neglect. Feeling safe and secure in your home is a key indicator of an individual's overall wellbeing. A home should be a place of sanctuary; when the sanctity of this space is broken there can be a significant impact on an individual or whānau across multiple aspects of their lives. Creating safe homes means preventing burglary and other threats in the places where people should always feel safe.

Safe Roads: The number of deaths and serious injuries on our roads is unacceptable. Our focus on ensuring safe roads will continue to prioritise road safety activity that directly addresses those factors known to contribute to the greatest harm, specifically: not wearing seatbelts or using child restraints; impaired driving from alcohol, drugs or fatigue; distracted driving; and speed.

Safe Communities: Feeling safe in the community is an important prerequisite for being able to participate in community life. It gives business owners confidence, enables groups to come together, and ensures individuals feel safe to move freely around their neighbourhoods. When building safety and resilience in our communities, a primary focus is on tackling organised crime and unlawful behaviour by gangs. We're committed to working with our partner agencies to build resilience to organised crime by identifying and addressing underlying wellbeing needs. The changing environment we are operating in will also see changes to the way in which we counter terrorism in New Zealand and provide community policing.

Our Priorities

Be First, then Do: strengthening how and who we are as an organisation

The changing criminal and social context we are operating within requires our people to bring greater empathy, cultural awareness and understanding, and unimpeachable integrity – both within their community and with each other. This requires us as an organisation to ensure our people have the skills, knowledge, and experience to be successful.

Police is committed to revitalising our culture and values in a way that ensures fairness for all, drives inclusiveness and diversity, and creates a psychologically safe and fair environment for every employee. Supporting these shifts will require strong focus on building the capability of our leaders to lead in a changing and more complex environment.

This will include strengthening our leadership development programmes with a focus on inclusion and diversity, fairness in decision making, and managing performance.

Deliver the services New Zealanders expect and deserve: understanding and providing what the public want from their Police

A dynamic and changing environment creates new challenges for Police in building and maintaining public trust and confidence. Our focus is on ensuring we truly understand the needs and expectations of our communities, recognising that every community is different. This includes doing the basics of policing exceptionally well. All New Zealanders want to know Police will respond quickly when called to an emergency, will investigate robustly, and support victims fairly.

We already have several mechanisms in place to capture the voices of our communities. We intend to expand the breadth and depth of these mechanisms – with a focus on capturing the voices of all those who receive our services: victims, offenders, and the general community – and doing so in a way that gains deeper insight into the motivations and aspirations of these communities. We are building our capabilities to enable us to work effectively with our communities to design new initiatives and services that are evidence based.

Focused prevention through partnerships: focused Police effort and working with others to achieve better outcomes

Police is unique within the public sector as an operational organisation that sits at the nexus of a number of different sectors – justice, social, health, child protection, transport, emergency management, national security and others. This position both reinforces that many of our goals will not be able to be achieved if we work alone – and that we are particularly well placed to bring others together, across government, with iwi, the private sector, and within communities, to work in partnership to achieve collective wellbeing outcomes.

We are continuing to build our organisational capability to develop and maintain sustainable partnerships across all communities. There are a range of organisations that are well placed to address some of the underlying drivers of crime and harm, and that can provide support for the wellbeing of those affected by crime, harm, or trauma. As first responders, our staff have a unique insight into these drivers and are often well placed to provide opportunities for support and help people in need to access that support. Our focus continues to be on helping our partners to be successful, building their capability, and ensuring there are appropriate service and referral mechanisms in place for those individuals we identify who require services or interventions to prevent future offending, harm, or trauma. This will require a stronger focus on how we use our data, information, and insights to support our partners to achieve positive outcomes for the people with whom they work and continuing to help our people to foster their passion for their communities and to bring this out in the context of partnerships.

Our Operating Model: Prevention First

Prevention First is the national operating model for Police. It asks our people to be problem-solvers and look for opportunities to prevent future crime and harm, rather than just respond to events – and to be proactive about these opportunities. It's about a mind-set at an individual level, but at its core is our deployment model, where we use evidence and insights to ensure we focus our resources on the key drivers of our demand. We need our sector partners to be able to support our work in these areas. As Minister, there is an opportunity for you to ensure this support is aligned at the ministerial level.

Te Huringa o Te Tai: To be a proactive Treaty partner

Māori continue to be overrepresented at all points in the criminal justice system due to the contemporary and historical colonial environment, intergenerational harm and systemic reasons. To effectively lift Māori waiora (wellbeing) and reduce the contact Māori whānau have with the criminal justice system requires us to openly acknowledge the complex and challenging whakapapa (history) between iwi Māori and Police as representatives of the Crown and to increasingly seek out an understanding of iwi Māori aspirations and how our business can support the achievement of these aspirations in a way that is mana enhancing and incorporates tikanga Māori.

Te Huringa o Te Tai, our Māori strategy for the organisation, is designed to help the realisation of the collective vision of all Māori living full and prosperous lives, free from crime, victimisation, and road trauma. *Te Huringa o Te Tai* focuses Police's effort around three Pou:

- **Pou Mataara** – our people and their mindset: building our people to deliver more effective outcomes for Māori, iwi, and our communities.
- **Pou Mataaho** - effective initiatives and improved practice: a whānau ora approach to co-design and joint delivery of initiatives with iwi/Māori.
- **Pou Hourua** – effective partnerships: building relationships, which lead to more effective partnerships, with iwi, Māori, and other organisations.

Police continue to identify new and different ways that we can deliver for iwi Māori to achieve their wellbeing aspirations for their communities. Our focus is shifting from developing strategic partnerships to delivering on these strategic intentions through practical, operational ways of working with iwi and Māori that can be embedded into all we do.

Cross Sector Partnerships

Justice Sector

Police is one of six Justice sector agencies, alongside the Department of Corrections, Ministry of Justice, Serious Fraud Office, Crown Law, and Oranga Tamariki. The Justice Sector Leadership Board (comprising the Chief Executives of the Justice sector agencies) is responsible for agencies achieving our collective goals, coordinating major change programmes, overseeing planning to improve services, reduce harm, reduce the number of people in the criminal justice system, and manage investment. The Justice Sector Leadership Board is aligned in its strategic direction and how it proposes to respond to the key strategic issues we face.

The Justice Sector Budget Cluster is a pioneering approach to collective Budget processes and the Minister of Finance has driven a coherent cross sector budget setting and management approach. Justice Sector Ministers have met regularly as a group to seek collective opportunities to reform the system and achieve better outcomes.

The shared sector objectives and Ministerial priorities for the Justice Cluster include:

- Improving access to Justice
- Better outcomes for victims
- Addressing issues with remand
- Better enabling justice agencies.

Current sector focus includes establishing a three-year work programme that will support better outcomes for victims. A draft cabinet paper on this work programme was endorsed by the Justice Sector Ministers on 15 March 2023 and is currently with you as part of Ministerial consultation. This paper is intended to be considered by the Cabinet Social Wellbeing Committee on 29 March and Cabinet on 3 April 2023.

Considerable work is also underway across the sector to develop a remand action plan to reduce custodial remand and improve access to services and support for those who are remanded in custody in the short, medium, and long term.

One area of priority is to address the backlog of cases through increased court hearing days. Police are urgently developing a planned approach to the Chief District Court Judge driven, and Ministry of Justice led, increase in court hearing days in May, June, and July 2023. This is a response to the significant backlog of cases awaiting resolution in the court system, including those in which the defendants are on remand. The remand population increased from 3,200 in July 2022 to over 3,900 in January 2023. Furthermore, data shows there has been an increase in the average time that people spend on custodial remand, increasing from 42 to 56 days per annum over that period.

Police are working very closely with our partners within the Justice sector to develop a co-ordinated response. Early analysis indicates that Police will have difficulty in responding appropriately within current resources and the area of biggest challenge is in our three Auckland Districts.

Police recognise the need to continue to enhance short-term service delivery across the Justice Sector and highlight the strategic opportunity to achieve system transformation that underpins the Cluster budget bid as a key to long-term delivery of the shared Justice Sector priorities. **ReFrame** will be a key organisational enabler of transformation, improving justice sector outcomes for victims, offenders, their whānau, and our communities by resetting the police operating model to transform the way frontline Police deliver the services our communities expect and deserve.

As part of the Justice sector, Police is also working closely with our partners to support programmes that they are leading, including:

- **Te Ao Mārama:** The Chief District Court Judge is leading the delivery of the Te Ao Mārama programme in partnership with iwi to design and embed best practice into District Courts, including those practices from solution-focused specialist courts. The programme aims to improve access to justice and enhance procedural and substantive fairness for all people who engage with the court. It is intended that victims will be treated fairly and respectfully and receive more information about processes and outcomes. Conviction and imprisonment rates will be reduced by presenting fuller information about a defendant's cultural and whānau background, mental and physical health, and educational history.
- **Criminal Process Improvement Programme:** Led by the Ministry of Justice and supported by the Department of Corrections, the Criminal Process Improvement Programme (CPIP) was established to address the increasing volume and backlog of cases in the criminal jurisdiction of the District Courts. The programme will also look at alternatives and ways of reducing the time on remand for those awaiting their day in court.
- **Te Au Reka:** Led by the Ministry of Justice this initiative digitises a case management system for Courts. Moving from a paper-based court process will assist in reducing risky, manually intensive processes, enable modern and effective case management, and make it easier for all New Zealanders to interact with the court system and know what is happening.
- **Solicitor General's Prosecution guidelines:** A review of the current prosecution guidelines is underway, led by Crown Law.

Social Wellbeing Board

Government has governance structures in place to support the implementation of an 'investing for social wellbeing' approach. Cross-sector leadership tasked with implementing priorities in the social sector is achieved through the Social Wellbeing Board (SWB) at the cross-departmental level. SWB membership is drawn from the social sector chief executives. It provides leadership and strategic oversight of social sector government agencies and was formed to work on the most challenging and cross-cutting projects requiring a high degree of integration across agencies and sectors, with collective ownership of outcomes.

The secretariat for the Social Wellbeing Board is provided by the Social Wellbeing Agency. Key priorities include governance of the Child and Youth Wellbeing Strategy, Te Puna Aonui, oversight of the Oranga Tamariki Action Plan, and providing strategic advice to Ministers. SWB oversees Police's Resilience to Organised Crime in Communities work Programme. The Commissioner of Police has been a permanent member of the Social Wellbeing Board since November 2019.

Te Puna Aonui - Eliminating Family Violence and Sexual Violence

The Joint Venture to Eliminate Family Violence and Sexual Violence (the Joint Venture) was formed in 2018 to improve the whole-of-government approach to family violence and sexual violence. This approach creates a single point of collective accountability and leadership. In July 2022, the Joint Venture became Te Puna Aonui, an Interdepartmental Executive Board (IEB) under the Public Service Act 2020. The Commissioner of Police is a member of Te Puna Aonui's IEB. Police is an active partner in Te Puna Aonui, and in local responses to family harm across New Zealand. You are a member of the Family Violence and Sexual Violence Ministerial Group, which meets monthly to provide guidance and governance to Te Puna Aonui.

Child and Youth Wellbeing

The Child and Youth Wellbeing Strategy, launched in August 2019, sets out a shared understanding of what is important for child and youth wellbeing, and provides a framework to align the work of government and non-government contributors. Multiple Ministers and agencies have accountabilities under the Strategy and play important collective roles in driving its implementation. The first three-yearly statutory review of the Strategy was completed in 2022. The review found that the core components of the Strategy are sound and relevant, but proposed improvements to the Strategy's implementation. The next Child and Youth Wellbeing Strategy Annual Report for the year ended June 2022, is due for release in April 2023.

The Children's Act 2014 requires children's agencies (including Police) to develop an Oranga Tamariki Action Plan. The first Plan was published in July 2022 and sets out how the chief executives will work collectively to improve the wellbeing of the core populations of interest to Oranga Tamariki, in line with the outcomes of the Child and Youth Wellbeing Strategy. Police is leading two actions to support implementation of the Plan:

- progressing the enhanced Te Pae Oranga Rangatahi pilot in Christchurch to test a more culturally responsive Alternative Action response to offending, and
- introducing incident coding changes to Police's recording system, the National Intelligence Application (NIA) to support assessment to determine whether further interventions might be required for a child or young person.

Police has also continued to utilise School Alerts and extended these into the Bay of Plenty and Auckland. This programme is aimed to better support and meet the educational needs of children and young people experiencing family harm, and to enable schools to better support students. We are working with the Ministry of Education to implement the School Alerts programme nationwide.

We continue to partner with schools and communities on a range of programmes to promote the wellbeing of students. Provisional reporting for the 2022 school year indicates that Police hosted 20,724, 30-minute sessions of our *travelling safely* focused programmes in 1,899 unique schools. Police also hosted 29,681, 30-minute sessions of *victimisation-prevention* focused partnership programmes across diverse topics such as successful relationships, responsible citizenship, healthy body and healthy minds, and living in a safe country, across 1,901 unique establishments.

Emergency Management

An emergency can arise from a wide range of hazards (natural or otherwise) that endanger the safety of the public or property in New Zealand, and which cannot be dealt with by emergency services on their own. The Civil Defence and Emergency Management Act 2002 establishes a comprehensive, risk-based approach to the management of all hazards and emergencies, with the primary goal being to support communities to be resilient and self-reliant.

The impacts of most emergencies are localised to regions or districts. Therefore, Civil Defence and Emergency Management (CDEM) Groups, which are made up of local authorities within each region or each unitary authority, are responsible for delivering regional/local scale civil defence emergency management. CDEM Groups undertake planning and readiness activities, supported by the National Emergency Management Agency (NEMA), which coordinates central government support for locally led responses, and in states of national emergency. Police provides operational support to CDEM Groups during an emergency.

National Security

The National Security System focuses on both risk management and building national resilience, as well as responding to a national security event or emergency.

As the Minister of Police, you are a member of Cabinet's External Relations and Security Committee, which has oversight of the national intelligence and security sector, including legislative and policy proposals relating to

the sector. The Committee can act where there is a need for urgent action, and/or when operational or security considerations require action.

Police is the lead domestic agency for Counter Terrorism and Transnational Organised Crime. Police works closely with its domestic and international partners to deliver our national security function as part of the National Security System. Our efforts in national security are crucial to achieving our vision to be the safest country. We have an important role, along with partners, in the detection and prevention of national security threats. Police is often the lead agency for the operational response to a range of events that can occur with little or no warning, including terrorist incidents.

More widely, the Department of the Prime Minister and Cabinet leads the overall National Security System and is supported by the Officials' Committee for Domestic and External Security Coordination (ODESC), of which the Commissioner is a member. ODESC manages national security in New Zealand in both its governance and response modes includes both governance functions for national security architecture as well as providing strategic direction and coordination for an all-of-government response to an event. ODESC manifests through two governance boards: the Security and Intelligence Board and the Hazard Risk Board. Police is a member of these governance boards reflecting both our national security and emergency management functions.

The Boards manage a series of National Security Risk Profiles as both an oversight tool, and to help determine where to prioritise effort aiming to ensure a proactive and coordinated approach to identifying and managing the most significant risks. Each profile is developed by a risk coordinating agency – Police is the risk co-ordinating agency for the civil unrest risk profile, and with other agencies for the terrorism and transnational organised crime risk profiles. The aim of the National Risk Approach is to anticipate national risk events, reduce their likelihood and impact where possible, and be prepared to respond and recover from them if they occur. This work covers a diverse range of natural, biological, and technological hazards and malicious and economic threats.

- **Security and Intelligence Board (SIB):** whose purpose is to build a high performing, cohesive and effective security and intelligence sector, including through prioritisation of investment, policy, and activity. Its focus on external threats and intelligence issues includes Police-led areas to prevent and respond to civil unrest, terrorism and transnational organised crime. Responsibility for actions and policies, however, remains with the Chief Executive of an agency, statutory officers, and the relevant Minister. The Board's current priority risk areas are foreign interference and espionage, terrorism, national security implications of the COVID-19 pandemic, transnational organised crime and strategic competition in the Pacific region.
- **Hazard Risk Board (HRB):** complements the work of SIB with a current focus on responding to natural events including work on proposed amendments to emergency management legislation, and preparation for a crisis event.

The national security system machinery of government structure and processes are currently under review and advice from the review is expected to be provided to Cabinet in the first half of 2023. A new National Security Strategy is also scheduled for Cabinet consideration at the same time.

The first draft national security Long-Term insights briefing was released in October 2022, which focused on engaging an increasingly diverse New Zealand on national security risks, challenges and opportunities. The finalised Long-Term Insights Briefing is expected to be presented to House shortly, exact timing to be confirmed.

International Partnerships

Our work extends offshore to help prevent criminal activity before it impacts our shores and harms New Zealanders. We build relationships with international law enforcement agencies and partners, and we maintain strong relationships with important jurisdictional partners. Police's International Service Group performs the Interpol function on behalf of New Zealand. We have 17 Police Liaison Officers (PLOs) positioned in Five Eyes and Asia-Pacific countries, who liaise with local law enforcement agencies on criminal cases, and 25 constabulary staff participating in Pacific policing programmes based in Vanuatu, Bougainville, Solomon Islands, Tonga, Pitcairn Islands and Fiji.

We work closely with Australia under the Australia New Zealand Policing Advisory Agency (ANZPAA), which shares trans-Tasman strategic intelligence and emerging policing issues. This work informs and supports policing practice and delivers insights into new approaches to promote public safety.

Police in partnership with other government agencies supported the development of the Russian Autonomous Sanctions Act 2022. Police has a role in the implementation of the new enforcement and monitoring powers available under the Act to freeze the assets of designated persons. This work enhances New Zealand's domestic security settings and supports our international partners.

Policy & Legislative Priorities



Budget 2023 Initiatives

As part of a suite of reform proposals developed to modernise the public finance system, one priority was to organise government spending around several clusters. The Justice Cluster is one of the first two pilot clusters for Government (the other being Natural Resources). The Justice Cluster operating funding package approved in the 2022 Budget spans a three-year cycle until 2025 and came with an expectation from the Minister of Finance that Cluster Agencies will manage within that three-year envelope.

The Chief Executive of Treasury wrote to the Commissioner of Police on 7 September 2022 providing an overview of the process for Budget 2023 which differs from previous years in some important respects – notably that there are five ‘tracks’² s9(2)(f)(iv)

s9(2)(f)(iv)

A) s9(2)(f)(iv)

B) s9(2)(f)(iv)

s9(2)(f)(iv)

Cyclone Gabrielle Recovery

The Minister of Finance has also agreed to undertake an omnibus process alongside Budget 2023 to meet the costs of responding to, and recovering from, the North Island weather events. Phase one of this process includes targeted investment in infrastructure resilience in cyclone and flood-affected regions. The Minister of Finance has invited a bid from the:

s9(2)(f)(iv)

s9(2)(f)(iv)

s9(2)(g)(i)

s9(2)(f)(iv)

s9(2)(f)(iv)

c. s9(2)(f)(iv)

s9(2)(f)(iv)

Land Transport (Drug Driving) Amendment Act 2022

The Land Transport (Drug Driving) Amendment Act 2022 (the Act) received Royal Assent in March 2022 and came into effect on 11 March 2023. The Act is administered by the Ministry of Transport and established several new offences for impaired driving, including infringement level offences for the detection of qualifying drugs in two consecutive roadside oral fluid tests. A change to offences relating to the detection of qualifying drugs in a blood sample is also introduced creating an infringement level offence where one or more qualifying drugs are detected below a set threshold in a blood sample, and a criminal offence where the threshold is exceeded.

The amendments require the Minister of Police to approve any device used by Police for the purpose of conducting an oral fluid test for drugs. Police has previously briefed the Minister of Police (Rt Hon Hipkins) that no device is currently available that can be approved for use under current legislative settings because of accuracy concerns and limitations in the ability of devices to identify specific qualifying drugs without a confirmatory laboratory test. That advice has now been confirmed by Crown Law. The Minister subsequently conveyed Police's view to the Minister of Transport.

A joint options paper outlining possible ways forward was provided to the Ministers of Transport and Police in February 2023 who agreed, in consultation with the Attorney-General, that further work should be undertaken on legislative options to enable the introduction of a random roadside oral fluid testing regime. s9(2)(f)(iv)

Arms Policy and Regulatory Settings

The Arms Act 1983 was substantially updated in 2020. New legislative provisions took effect in stages. The obligation on the Commissioner of Police to establish a registry of all firearms held lawfully in New Zealand comes into law on 24 June 2023.

Registry Regulations

To support the establishment and operation of Te Tāri Pūreke, new regulations are needed to prescribe what information licence holders will be required to provide for the Registry and when. This will include information about the firearms they possess and other activities relating to the use, manufacture, sale and supply of firearms and ammunition. Licence holders will be required to provide information at certain points, such as when they apply for a licence, buy or sell a firearm or a number of other activating events. In the circumstances that a regulated person has not experienced one of these activating events within five years from the registry going live (24 June 2028) they must have registered all their arms items in the register by 31 August 2028. They can voluntarily register their firearms at any time.

Cabinet has recently approved the content of the regulations which are currently being finalised and will come to you shortly for consultation with your Ministerial colleagues. Police will ask you to seek Cabinet Legislation Committee approval of the draft regulations in May 2023. The regulations need to be in place soon after to provide sufficient lead-in time for the registry build to be completed by June 2023.

Te Tari Pūreke is developing a comprehensive communications strategy to support the implementation of these regulations, thereby ensuring the firearms community are aware of their obligations. The tight timeframes between the gazetting of the regulations and the Registry go-live date, means there is an extremely short lead-in time for Te Tari Pūreke to communicate with parties on what they need to do to meet their new regulatory obligations and by when.

Arms Cost Recovery

In November 2022, Cabinet approved the release of a public discussion document on a review of fees. The document proposes options on fees for delivering regulatory services (licences, endorsements, approvals, certifications and permits), and seeks the view of the public and those directly affected on the level of contribution licence holders and users should make towards the cost of delivering these services.

The discussion document was released on 8 December 2022 and submissions closed on 2 March 2023 with 6,003 submissions received. We will provide you with further information about key themes from the consultation in together with Police's recommendations for fee settings in April.

Fees were last set in 1999 and other than some adjustments made for changes in GST, they have not been changed since. Additionally, fees have not been set for all established regulatory activities, or for new regulatory activities. The cost of implementing the Act and its amendments has steadily increased over the years, but the fees have not been changed to reflect this.

Finding the right balance and approach to the issue of fees is one of the most important components of a successful transition to a new approach to managing and regulating firearms. If fees for a licence are considered by firearms users to be unacceptable, there is a risk of non-compliance with people choosing to retain and use firearms unlawfully. There are questions about affordability, about providing food for whānau, compliance, trust and unintended consequences and behaviours. Also, there may be a surge in applications before the new fees structure takes place, placing significant pressure on the licensing processing pipeline.

Around forty percent of licence holders did not renew their licence when the ten-year licence was introduced to replace lifetime licences in 1992. An unknown number of them unlawfully retained firearms. s9(2)(g)(i)

s9(2)(g)(i)

s9(2)(f)(iv)

s9(2)(g)(i)

Minister's Arms Advisory Group

The 2020 amendments to the Arms Act established a statutory Ministerial advisory body, the Minister's Arms Advisory Group (MAAG) comprising a chairperson and up to eight other members. The Act specifies that the MAAG members comprise a balance of people from both the firearm-owning and the non-firearm-owning community. The purpose of the MAAG is to advise you on matters that contribute to achieving the objectives of the Act, in particular the safe use and control of firearms. The MAAG may provide advice on any matter relating to firearms in New Zealand, including legislative proposals, policies for regulating New Zealand's firearms regime, and the promotion of firearms safety.

On establishment, the terms of the members were staggered to avoid the risk of all positions expiring at the same time. The first tranche of appointees' terms expired in November 2020 and their terms were extended through to November 2025. The second tranche of appointees' terms expire on 6 April 2023. Two of the members have indicated a willingness to be reappointed and this is supported by the remaining members of the Group. The third is not available for reappointment due to other commitments. You will be advised on formalising the membership of the MAAG in March.

Resources and administrative support for the MAAG are provided by Police in accordance with section 89(4) of the Act. The MAAG is scheduled to hold four full day meetings every two months and five short 'Zoom' meetings in the 'between' months. The MAAG members will be keen to meet you and the Chair will invite your participation in each of their meetings.

s9(2)(f)(iv)

s9(2)(f)(iv)

s9(2)(f)(iv)

- 1 [REDACTED]
- 2 [REDACTED]
- 3 [REDACTED]
- 4 [REDACTED]

[REDACTED]

s9(2)(f)(iv)

s9(2)(f)(iv)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Criminal Activity Intervention Legislation Bill

The Criminal Activity Intervention Legislation (CAIL) Bill will provide additional powers and offences to better prevent and respond to criminal offending, including that commonly associated with gangs such as money laundering and dangerous behaviour on our roads. The CAIL Bill:

- creates a new offence of discharging a firearm with intent to intimidate
- expands powers to seize and impound vehicles in response to dangerous, reckless, and aggravated careless driving
- expands Police's search powers with a new warrant power to search for and seize weapons during a gang conflict, and
- makes it harder for gangs to move and convert large quantities of cash that are the proceeds of crime.

The Criminal Activity Intervention Legislation Bill and Criminal Proceeds (Recovery) Amendment (CPRA) Bill have both been considered by the Select Committee and referred back to the House. The CAIL Bill is awaiting completion of the Committee of the Whole House stage and the CPRA Bill is awaiting third reading. These Bills both have strong links to organised crime and gang activity and Police supports them advancing.

Updating the Prohibition of Gang Insignia in Government Premises Regulations

Work is underway for five additional groups to be identified as gangs for the purposes of the Prohibition of Gang Insignia in Government Premises Act 2013. That Act prohibits gangs specified in the Act or in Regulations from displaying gang insignia on premises of departments of the public service, the Police, Crown entities, local authorities, and schools.

It is important to keep the list of gangs up to date, and this update is also timely as the Criminal Activity Intervention Legislation Bill and the Arms Act 1983 use the definition of a gang from that regime. Regulations will be ready for consideration by the Cabinet Legislation Committee in May 2023.

Children and young people who offend

The Youth Engagement Ministerial Group (YEMG) was established in August 2022. At that time, it was co-chaired by the Ministers of Education, Police, and Social Development and Employment. The YEMG is supported by a Chief Executives group and by an Education-led Secretariat. The YEMG has not met since the Cabinet reshuffle. The YEMG was established to increase support for young people in order to improve their wellbeing and reduce their likelihood of becoming engaged in offending behaviour, including bolstering support for those involved in ram-raids.

A focus for the YEMG is supporting the Regional Public Service Commissioners in four target regions (Te Tai Tokerau, Tāmaki Makaurau, Bay of Plenty and Waikato) to co-ordinate and drive preventative action through a locally led multi-agency approach. To support this, in November 2022 Cabinet agreed to allocate \$6 million from the Proceeds of Crime Fund for crime prevention and youth engagement programmes in the four regions. This new funding is being implemented, with \$1 million already allocated to supporting the extension of Kotahi te Whakaaro in Tāmaki Makaurau to include young people involved in ram raid style offending.

s9(2)(f)(iv)

With the shift in ministerial portfolios, you and your Ministerial colleagues may wish to revisit where the YEMG will focus effort

s9(2)(f)(iv)

s9(2)(f)(iv)

s9(2)(f)(iv)

Retail Crime

In the past five years there has been a significant increase in retail/commercial burglaries in which entry was by means of a vehicle (known as ram raids) across the country. Over the past few months, ram-raid offending has been particularly prominent in Northland, Tāmaki Makaurau, Waikato and Bay of Plenty, which has also observed an increase in unlawful taking of motor vehicles. Many offenders are under 17-years-old, including children as young as seven. Offending reached a peak in August 2022 and has fallen since that time.

More recent offending is likely driven by a combination of young people exposed to a negative home environment, disengagement from school and communities, the monetary gain from stealing certain goods, and the use of social media, particularly TikTok, to promote their criminal offending and gain notoriety. There is no current evidence that the offending is being driven by youth gang affiliation or membership, although some offenders do have gang associations.

Retail stores and dairies/superettes remain the two most common scene types for ram raids. In the current spate of ram raids, dairies/superettes have continued to be targeted along with larger retailers based within shopping malls and complexes.

Data on “ram raids”

Ram raids are not defined as a specific offence in legislation and therefore cannot be searched on Police systems using an offence code. For the purposes of analysing its operational data around ram raids, Police has defined a “ram raid” as “a retail/commercial premises in which entry was attempted, or made, by means of a vehicle”.

To gain insights and to support action on ram raids, Police draw on two data sets which are referenced and used for reporting. The first set has been developed by drawing on text-mined operational offence data to report against questions regarding historic and current volumes of ram raids. This provides access to trend information but any data less than three months old is provisional and subject to change given updates that may be made as investigations are conducted. The second set draws on the result of individually reviewed data at the file level, which was developed to support the delivery of the Retail Crime Prevention Programme (RCPP). Although the datasets are drawn from the same live operational data, the criteria and methodologies applied to them to produce each data set are for distinct purposes.

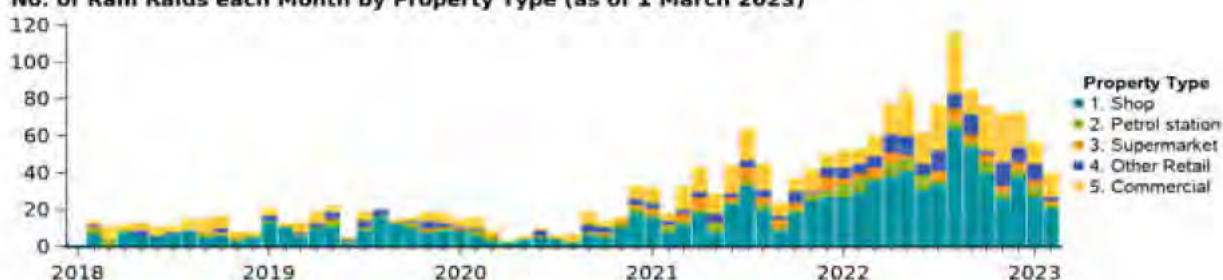
The limitations of both data sets, and the recent inclusion of commercial burglaries in the text mined analysis and reporting, has led to some confusion, and questions raised about the accuracy of historical data, particularly in response to written parliamentary questions on ram raids.

Given the limitations of the data extracted from operational Police systems, and the high public interest in ram raids, Police have established a working group to assess the feasibility of including a specific ram raid incident or the establishment of an offence code going forward. This will likely provide assurances on the veracity of the data going forward and reduce the reliance on text entered in free text fields in relation to an incident. Police will also need to consider how to ensure that enhancements using a code can be aligned to ensure robust retrospective trend analysis on previous burglaries.

Ram Raid Operational Data: 1 January 2022 – 28 February 2023 (as of 1 March 2023) - text based analysis

No. of Ram-Raids ³	Auckland City	Counties Manukau	Waitematā	Waikato	Bay of Plenty	Northland	Other	Total
Total	187	151	141	180	88	46	188	981
Prosecutions	91	104	53	106	111	25	107	597
Youth Referrals	70	43	33	31	30	1	42	250
Under investigation	44	25	27	24	15	8	40	183

No. of Ram Raids each Month by Property Type (as of 1 March 2023)



Operational responses to Retail Crime

In November 2021, Police established the National Retail Investigation Support Unit (NRISU), which is based in Auckland, but operates nationally. The unit works in close partnership with key retail sector representatives like Retail New Zealand and Auror. It provides resources and guidance to prevent retail crime and investigates and collates files of high-volume and prolific retail offenders across New Zealand to ensure they are held accountable. As of 23 March 2023, the NRISU has investigated 178 offenders, totalling 1,000 offences – 90 percent of which are theft from shop offences.

Police has enforcement operations in place to suppress youth and retail offending (Operation Rhino in Auckland and Operation Pryor in Waikato). Both operations have resulted in significant arrests and seen a corresponding decrease in unlawful taking of motor vehicles. As of 9 March 2023, there has been 607 prosecutions and 257 youth referrals (since January 2022) in relation to these operations.

Retail Crime Prevention Programme

In addition, Cabinet agreed to establish a programme for funding small retailer crime prevention solutions, such as installing bollards, alarms, fog cannons, or other protection. The Retail Crime Prevention Programme (RCPP) was established in mid-2022 to support small business retailers who have experienced a ram raid since 1 November 2021. Police is responsible for the design, operation, and management of the programme, which is funded through the allocation of \$6 million from the Proceeds of Crime Fund.

Programme staff undertake a review of reported ‘ram raid’ incidents, assess those locations and identify crime prevention solutions for that location and business. This process also includes the allocation of installation work to suppliers and oversight of completions. As part of the incident review, and to confirm eligibility for support under the RCPP, a store must have been the victim of a ram raid within the past 12 months (1 November 2021 – now) and is a small business with no more than 19 staff and four stores.

³ Please note that one incident may lead to multiple enforcement actions, reflecting the number of offences committed, the types of offending, and the age of the offender(s).

In late 2022, Cabinet agreed to expand the RCPP to include victims of a ram raid or an aggravated robbery within the past 12 months (1 November 2021 – now) s6(c). Police have begun identifying and contacting over 500 confirmed small retail aggravated robbery victims to determine eligibility for inclusion in the programme. s9(2)(f)(iv)

As of 16 March 2023, 107 stores who have been the victim of a ram raid and/or aggravated robbery have had installations completed. A further 418 stores have had installations approved/commissioned and 584 security interventions have been completed and invoiced by contractors, including:

- 108 fog cannons
- 99 security sirens
- 91 alarms
- 158 CCTV systems or system upgrades
- 44 bollards or similar security measures
- 50 roller doors
- 34 other interventions that include improved lighting/strengthened windows/mirror/counter screens.

You are due to report back to the Cabinet Social Wellbeing Committee (SWC) on implementation of the RCPP this month. Minister Nash had proposed doing this by way of an oral item. We will provide a briefing to enable this report-back. There has been considerable interest in the number of ram raids and we have received a number of Official Information Act (OIA) requests seeking data. Planning has been undertaken to proactively release completed OIA requests, as well as selected data sets via the Police website. Before this release occurs, you will receive advice about the proposed plan.

In late 2022, Cabinet agreed to a new Fog Cannon subsidy scheme in which the Government will subsidise up to \$4,000 for the purchase and installation of fog cannons for any small retail business that requests it, with no requirement to have been the victim of a ram raid or aggravated robbery to access the subsidy.

This scheme will be administered by the Ministry of Business, Innovation and Employment (MBIE). Police will continue to engage with MBIE to ensure this scheme meets the crime prevention needs of small retailers. It is expected that the roll out of this scheme will begin early in 2023, depending on the supply of fog cannons into New Zealand. As of 7 March 2023, MBIE have approved 514 applications from retailers and have 18 suppliers signed up to service the scheme.

Multi-Agency Responses

The drivers of this type of offending are complex, requiring coordinated cross-agency partnerships with communities, iwi, and social service providers. Police cannot solve this alone and need the support of other agencies and community partners to prevent this offending. A number of work programmes are underway across Government which recognise that reducing harm and preventing offending behaviour requires addressing the underlying factors leading to offending.

The South Auckland Social Wellbeing Board has been operating with a model similar to the effective Counties Manukau Multi-Disciplinary Cross Agency Team (MDCAT) approach. The team is co-located in Manukau and representatives from agencies including Oranga Tamariki (both youth justice and care and protection social workers), Police Youth Services, Kāinga Ora, the Ministries of Social Development and Education, the Bail Support Service, and Kaimahi from two NGOs are taking part. Co-ordination of the daily activities of these staff sits jointly with Police and the regional youth justice practice lead from Oranga Tamariki. The teams develop and monitor plans for children and young people referred for serious or persistent offending behaviour. A similar model has been rolled out in Waitākere. If you would like to visit the sites delivering this programme, we will coordinate this with your office.

Police and Oranga Tamariki are also piloting a 'Fast Track Intervention' model for children in Counties Manukau and Waitākere. Police and Oranga Tamariki meet each morning to review the previous 24-hours of offending by children and young people. If the young person meets the criteria of a serious and persistent offender, an interim plan is developed within 48 hours that aims to reduce the risk of further offending and put appropriate support systems in place. This includes immediate home visits to whānau which may also occur over weekends. The Fast-Track Intervention model only involves Police and Oranga Tamariki and an initial assessment, but this often leads to a referral to the MDCAT approach in those two regions, with children being referred to the MDCAT teams to develop plans responding to the offending behaviour and needs of the child and whānau. Since the pilot began in mid-December 2022 and as of 10 March, there have been a total of 109 referrals through the model (80 children in total with 17 of those children being referred multiple times). s9(2)(f)(iv)

Police has also secured funding to test Te Ara Whānau Waiora (Pathway to Whanau Wellbeing), an initiative developed in partnership with Oranga Tamariki based on advice and feedback from the Ministerial Youth Engagement Group, Te Pae Oranga providers, Police and Oranga Tamariki staff, working directly with young people. This pathway aims to be more inclusive and supportive to resolve the underlying drivers and stressors which exist for the young person and their whānau, which is leading to undesirable behaviour and harmful outcomes for them and their communities.

The Government's response to the Royal Commission of Inquiry (RCOI) into the terrorist attack on Christchurch masjidain on 15 March 2019

Ten days after the terror attacks on two Christchurch mosques the Government initiated a Royal Commission of Inquiry to assess New Zealand's counter-terrorism effort. The Royal Commission reported its findings in December 2020 and made 44 recommendations for improving the national security system. The Government agreed to all 44 of them, in principle.

The Royal Commission's report has initiated cross-agency work programmes. Police is leading eight recommendations and delivering on funded initiatives. Police is leading:

- six recommendations to strengthen firearms regulations (recommendations 19-24)
- a response to Recommendation 12 to develop an accessible public threat reporting system (funded initiative)
- Te Raranga, a victim-centric approach to hate crime which aims to make it easier for victims and their families to report hate crime. Te Raranga also includes training for our people to respond to hate crime if it occurs (recommendation 42 – funded initiative)
- He Aranga Ake, a framework that enhances our current approach to working preventatively with individuals who may pose a violent extremist or terrorist threat of harm to a community or themselves (funded initiative).

Police is also contributing to interagency workstreams that aim to protect and build social cohesion, address the spread of extremist messaging online, improve New Zealand's counter terrorism capability and capacity, and strengthen the leadership and stewardship of the national security system. Minister Little is the lead co-ordination Minister for the Government's response, and you, as the Minister for Police, are one of the Responsible Ministers. The Lead Coordination Minister is supported by Kāpuia, the Ministerial Advisory Group. Kāpuia provides independent advice to the Minister, and members come from diverse backgrounds and include affected whānau, survivors and witnesses, representative communities, civil society, local government, and the private sector.

Two immediate pieces of work underway will require your attention:

- development of a business case for an ‘accessible reporting system that enables members of the public to easily and safely report concerning behaviours or incidents to a single contact point within government’ (Recommendation 12)
- giving effect to the introduction of mandatory reporting of firearm injuries to Police by health professionals (Recommendation 24).

More widely, work on the National Security System, machinery of government for the system, and legislative reform in the National Security sector stems from the response to the RCOI. These pieces of work are led in other agencies, with significant Police interest or input. Timing for this work is still to be confirmed. At this stage, we expect to provide advice to you in April/May 2023, however this depends on decisions by other lead Ministers.

s9(2)(f)(iv) Recommendation 12

Recommendation 12 of the Royal Commission report is to: ‘*Develop and promote an accessible reporting system that enables members of the public to easily and safely report concerning behaviours or incidents to a single contact point within government*’.

In April 2022, Cabinet agreed a tagged contingency of s9(2)(f)(iv) for developing a system to respond to this recommendation. In August 2022, Cabinet approved a drawdown of \$1.094 million against that contingency to develop a Business Case for a preferred approach to implementation.

While Police is leading the development of the Business Case, the project is a cross-agency effort (including cross-agency governance), as there are several agencies with important reporting and response functions within the national security system. s9(2)(f)(iv)

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

[REDACTED] s9(2)(f)(iv)

Mandatory reporting of firearm injuries to Police by health professionals (Recommendation 24) - upcoming advice on the results of targeted consultation

The Royal Commission also recommended that the Government introduce mandatory reporting of firearm injuries to Police by health professionals (Recommendation 24). In December 2020, the Government agreed in principle to this recommendation, noting more work was required to establish how best to achieve this recommendation.

Police is the lead agency for responding to this recommendation and you are the responsible Minister. However, in recognition of the impact that any reporting requirement would have on the health sector, Police has been working closely with officials at the Ministry of Health. Currently, it is not mandatory for health professionals to report to Police if an individual presents with an injury caused by a firearm. This means that Police is not always able to assess the level of risk to that individual and to the public, and to act accordingly.

In early 2022, Police and the Ministry of Health undertook targeted engagement on a discussion paper outlining initial options for implementing reporting of firearm injuries. Those engaged were key stakeholders from the health sector and Police’s key stakeholder groups.

We have analysed feedback from targeted engagement, alongside an international literature review of similar reporting obligations in other jurisdictions. Introducing mandatory reporting would require legislative change.

Involvement in other recommendations

Police is also contributing to response policy work streams led by other agencies, including strengthening the machinery of government arrangements for the national security system (functions, powers, and form), the development of a national security strategy, the review of all legislation relating to the counter-terrorism effort, the review of the Intelligence and Security Act, creation of hate-motivated offences and amendments to incitement to hatred legislative settings.

Counter-Terrorism Acts (Designations and Control Orders) Amendment Bill

Police is supporting the progress of this Bill, led by the Minister of Justice, which amends the Terrorism Suppression (Control Orders) Act 2019, following the LynnMall attack in September 2021, and the Terrorism Suppression Act 2002 to clarify how designation as a terrorist entity applies to individuals who are imprisoned. The Justice Select Committee provided their report on the Bill on 13 March 2023. The Bill is currently awaiting its second reading and is scheduled to be passed by May 2023.

Accession to the Budapest Convention

In 2020, Cabinet agreed to join the 67 other countries in acceding to the Budapest Convention. The Convention recognises the challenges that online criminal activity presents to law enforcement and seeks to enhance individual state's legislative frameworks and capabilities to manage the risks of cybercrime domestically and work effectively with international partners. s9(2)(f)(iv)

. Police continues to work with these lead agencies on effective data preservation methods for inclusion in the Bill to support law enforcement access to digital evidence. We will brief you on accession to the Convention closer to the time.

s9(2)(f)(iv)

Joint inquiry report into Police photographic practices

The Independent Police Conduct Authority and Office of the Privacy Commissioner (OPC) published the *Joint inquiry by the Independent Police Conduct Authority and the Privacy Commissioner into Police conduct when photographing members of the public* (the report) in September 2022. The report noted a general lack of awareness among Police staff of their obligations under the Privacy Act 2020 and criticises officers who have acted outside of clear legal authority to take, use and retain photographs of members of the public.

s9(2)(f)(iv)

Police is working to respond to the wide-ranging concerns and required actions to improve Police's collection practice as noted in the report. Police had already started addressing some of these concerns in response to the Compliance Notice issued in December 2021. For example, Police has developed privacy training for frontline officers about the Privacy Act 2020, including exceptions to the principles and their requirements. This has been available for staff in the form of interim guidance by 20 October 2022, with formal learning products being rolled out across Police once a final position on the legal detail is known.

s9(2)(f)(iv)

s9(2)(f)(iv)

Oversight of the Oranga Tamariki System Act 2022

The Oversight of the Oranga Tamariki System Act 2022 (the Oversight Act) comes into force on 1 May 2023. The Oversight Act formally establishes in legislation Aroturuki Tamariki – the Independent Children's Monitor (the Monitor) and includes Police as a monitored agency. The Monitor can require information from Police that is considered relevant to fulfil their objectives or exercise their functions, duties, or powers under the Oversight Act. This includes monitoring of Police responsibilities provided for under the Oranga Tamariki Act 1989, such as responses to offending (or alleged offending) by children and young people.

Police has established an effective working relationship with the Monitor and is working with the Monitor to develop tools and monitoring approaches, and a process for the on-the-ground-monitors to engage with District and frontline staff. The Monitor has confirmed with Police that the expanded monitoring function under the Oversight Act will be operational from July 2023 and this is when they will begin engagements with Police staff in Districts. Data requests are likely to begin from May 2023.

The information gathered by the Monitor will inform system-level reports presented to Parliament, including:

- a three yearly state of the Oranga Tamariki system report due 2026 (including reporting against Police's responsibilities under the Oranga Tamariki Act 1989)
- an annual report on compliance with the National Care Standards (excludes Police), and
- an annual report on outcomes for tamariki and rangatahi Māori and their whānau (including within youth offending responses).

The Monitor will offer system insights; they do not make recommendations. The Monitor will have the opportunity to highlight good Police practice and identify areas for improvement. Police is required to respond to the Monitors' reports and findings.

Striving Towards 1800 New Police (P21 Programme)

Budget 2017 and Budget 2018 provided investment in Police allowing an additional 1,800 Constabulary and 485 Employee positions to be added to the Police baseline by June 2023. The starting point for this growth was Police's funded strength of 8,907 Constabulary FTEs and 3,028 Police Employee FTEs on 30 June 2017. The two investments in Police represent a 20 percent increase in constabulary staff, and the Constabulary allocation is split into two parts:

- 1100 FTE allocated to Policing in Communities to increase the capacity of frontline Public Safety Teams (PST), Rural Response, Precision Targeting, Regional, Prevention, Ethnic, Family Harm, Alternative Resolution, Adult Sexual Assault and Child Protection, and Youth Specialists
- 700 FTE allocated to Serious and Organised Crime to increase capacity of district and national organised crime and drug teams, covert and specialist teams, and financial crime groups. This allocation was back ended into the final years of the programme to allow for recruitment and training of investigators to fill these positions. Within this allocation there is provision for 250 specialists to be employed as Authorised Officers.

Police has already added 485 Employee positions to our organisation and is on track to fulfil our commitment to add 1,800 Constabulary staff by 30 June 2023. Continued annual increases to Police appropriations cease on this date and we move to steady-state investment of \$295 million in FY23/24 and out-years.

The table below shows the growth from 30 June 2017 to 28 February 2022:

	Achieved	Total	Percent Achieved
Policing in Communities	1,097	1,100	99.7%
Serious & Organised Crime	547	700	78.1%
Total	1,644	1,800	91.3%

Deputy Commissioner Statutory Appointments

Upcoming retirements and vacancies to the Police Executive Leadership Team are expected in the coming months, which has led to the commencement of a statutory Deputy Commissioner appointment process.

Under section 13 of the Policing Act 2008, the Governor-General may, on the recommendation of the Prime Minister, appoint one or more fit and proper people as Deputy Commissioner for a term not exceeding five years. In November 2022, Cabinet agreed to commence the process to appoint one or two additional statutory Deputy Commissioner positions. The appointment process is being managed by the Public Service Commission (PSC) and is nearing completion. You can expect advice on next steps from PSC and the Cabinet processes required to approve any appointments shortly.

We are delivering on the initiatives funded in Budget 2022

The Police initiatives funded through Budget 2022 which commenced on 1 July 2022 are listed below. They include initiatives that were included both in the Justice Cluster pilot and Te Puna Aonui, and funding that related to initiatives led by other Agencies.

Initiative	Description	Total Operating and Capital Funding \$million
Police Constabulary and Employee Collective Bargaining 2021/22	<p>This provided funding for the collective bargaining negotiations for the agreements from 1 July 2021 and will provide funding for the Manager's agreement, discussions regarding the draw down for which are underway with Treasury.</p> <p>In accordance with Treasury guidelines, this funding also included an estimate of the costs associated with the collective agreement due to expire 30 June 2022.</p> <p>Discussions are underway with the Justice Cluster, Treasury and the Public Service Commission with respect to the financial implications of the PSPA agreement and the funding requirements for that.</p>	348.320
Arms, Safety and Control	This initiative provides additional funding to deliver legislated responsibilities under the updated Arms Act 1989 to enable safer firearms use in New Zealand. This includes implementation of a new Branded Business Unit and operating model, firearms registry, and licensing regime.	208.399
Tactical Response Model – Increasing Frontline Safety	This initiative is and will fund improvements to the safety of frontline police and communities through the national roll out of the Tactical Response Model, following completion of its current trial. The model is intended to raise the New Zealand Police's ability to understand, prevent and respond to high-risk and critical incidents.	185.246
Preventing Community Harm from Organised Crime: Cross-Agency Approach	This initiative supports cross-agency implementation of the Government's end-to-end response to organised crime through the Resilience to Organised Crime in Communities work programme and Transnational Organised Crime Strategy. It also funds programmes focused on preventing the harm to New Zealand communities caused and exacerbated by drugs, firearms violence, and serious criminal offences.	87.306
Asset Revaluation Depreciation Impacts	This initiative addresses asset revaluation depreciation impacts and enables sustainable depreciation funding for New Zealand Police's property asset base.	31.240
Cyber Security and Resilience Programme	This initiative provides funding to enhance the security of the New Zealand Police against threats of cybercrime.	24.730
Preventing Family Violence and Sexual Violence: Support and expand	This initiative provides additional funding across four Votes to strengthen the existing Integrated Community-led Response approach (Te Aorerekura Action 2) of the existing pilot and future expansion across New Zealand. Funding will enable the five existing	11.700

Initiative	Description	Total Operating and Capital Funding \$million
integrated community-led responses [Family Violence / Sexual Violence Initiative]	community response localities to test, evaluate and share learnings (Vote Justice) and address cost pressures (Vote Police). Resourcing regional infrastructure includes continuing Family Violence Response Coordination networks (Vote Social Development) and providing senior probation officers for the 5 existing localities (Vote Corrections). Future expansion includes stabilising responses in more community localities (Vote Police) and leading relational commissioning for the FVSV sector (Vote Justice).	
Justice Sector Resourcing – Addressing the impacts of the Delta COVID-19 Restrictions [Ministry of Justice led initiative]	This initiative will provide time-limited funding for one additional acting Court of Appeal Judge and an extension of time-limited funding for five District Court Judges and four acting High Court judges and associated staff across the justice sector. This funding will ensure that the jurisdictions that have seen an increase in active cases due to Delta COVID-19 restrictions can gradually reduce their caseloads to pre COVID-19 levels.	3.102
Continuing the Alcohol and Drug Treatment Courts: Waikato, Auckland, and Waitakere [Ministry of Justice led initiative]	This initiative provides funding to continue the existing Alcohol and Other Drugs Treatment Courts initiative in Auckland, Waitakere, and Waikato on a permanent basis. This funding will allow the Ministry of Justice, New Zealand Police, Department of Corrections and Ministry of Health to retain the necessary resources and services that support offenders to participate in the court process and treatment programmes.	2.052
Crown Response to Abuse in Care Inquiry [Oranga Tamariki led initiative]	This initiative will provide funding to ensure the Crown can continue to engage with the Royal Commission of Inquiry into Historical Abuse in State Care and Faith-Based Institutions in a timely, collaborative and coordinated manner. The funding will ensure the Crown's response is proportionate to the Inquiry's scale ahead of its rescheduled completion by June 2023.	0.450
Total Operating and Capital - Appropriated and Tagged Contingency		902.545

The initiatives funded for Vote Police in Budget 2022 that will commence 1 July 2023 are:

Initiative	Description	Further Comments	Total Operating and Capital Funding \$million
Police Workforce Sized to Proportion of Population	This initiative provides further funding for regular increases to Police workforce levels in line with national population increases.	Justice Cluster initiative. Funding for this initiative is held in tagged contingency. Police has considered several options with respect to this funding and meeting the Government's manifesto commitment to matching Police to population. At an appropriate time, we will provide a briefing on this.	50.750
Reporting System for Concerning Behaviours and Incidents	This initiative will fund the development for a single accessible public reporting system that enables members of the public to report concerning behaviours easily and safely. This was a direct recommendation of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain.	Justice Cluster initiative. Cabinet is yet to consider the proposal for progressing this work.	13.500
Te Pae Oranga Iwi Community Panels: increased capacity	This initiative provides additional funding to increase capacity for the Te Pae Oranga programme. The funding enables providers for rangatahi and family violence victims to take on additional referrals and maintain a safe, accessible, and integrated response.	Justice Cluster initiative. Funding for this initiative commences 1 July 2023. In recognition of the three-year funding envelope required for the Justice Cluster, this was put forward as a "Budget 2023 bid" noting that more work would be required for this over the coming year to determine the referral volumes and associated costs.	8.000
Total			72.250

Operational Priorities



Policing continues to evolve in the context of a dynamic operating environment. We expect our officers to rapidly assess and understand each situation they encounter to provide the most appropriate response. Being successful in reducing harm requires us to operate in new and innovative ways, and needs our people to bring diverse skills, capabilities, and mindsets to their roles. Police is progressing a number of operational initiatives to address our key goals of safe homes, safe roads, and safe communities.

Response to Cyclone Gabrielle

Cyclone Gabrielle has significantly impacted Eastern District, and to a lesser extent, parts of Northland, Waitematā and Waikato Districts. Police currently has a national operation in place to support the response and recovery in Eastern District, which is supported by a Major Operations Centre operating at Police National Headquarters.

Our response includes the deployment of additional staff from across New Zealand in rotating contingents to Hawke's Bay and Tairāwhiti policing areas to support frontline policing, road policing, investigations, reassurance and prevention activity. Over time, Police will be reducing the size of these contingents as the demand for additional policing resources in Eastern District reduces, and to minimise the impacts of abstractions on other districts.

Organised Crime and Gangs

There is public concern about visible anti-social activities and gang-related violence, particularly shootings. This is coupled with the role of some gangs in organised criminal activity, particularly the supply and distribution of methamphetamine and other illicit drugs. Escalating tensions between gangs has resulted in an increase in overt public displays of unlawful behaviour, including violence and the use of firearms. This violence poses a significant risk to our staff and members of the public and causes harm and concern in our communities.

Our goal, under Police's five-year organised crime strategy – *Organised Crime and Our Operational Response* – is for communities to be resilient, strong, and thriving in the absence of harm caused by organised crime.

This strategy provides a framework for the delivery of the Police-specific elements of the cross-government Transnational Organised Crime (TNOC) Strategy and the Resilience to Organised Crime in Communities work programme (ROCC), together with our broader prevention and enforcement efforts. Over the past year, Police has worked to embed and implement this strategy at the national, district, and local levels, including through Operations Tauwhiro and Cobalt.

Resilience to Organised Crime in Communities

The ROCC work programme, agreed by Cabinet in September 2019, combines enforcement action with tailored social intervention to simultaneously address the harms and drivers of organised crime. The programme is supported by a dedicated ROCC Secretariat (hosted at Police) and implemented by 16 partner agencies⁴.

Central to the ROCC approach is engaging with partners, iwi, and communities to build resilience to the harms caused by organised crime within four Cabinet-mandated locations. This is achieved through locally developed responses, supported by increased services prior to, and in parallel with, enforcement action.

ROCC has been launched in Eastern (Hawkes Bay, Wairoa and Tairāwhiti), Bay of Plenty (Ōpōtiki, Kawerau and Whakatāne), and Southern (Invercargill, Gore, Mātāura, Oamaru) Police Districts. Additionally, work is underway in Counties Manukau to determine what support is needed in what locations.

⁴ Ministry of Education, Accident Compensation Corporation, Ministry of Health, Ministry of Housing and Urban Development, Department of Corrections, Oranga Tamariki, Te Puni Kōkiri, Kāinga Ora, Ministry of Business, Innovation and Employment, Social Wellbeing Agency, Ministry of Social Development, Ministry for Pacific Peoples, Health New Zealand, Te Aka Whāu Ora, Ministry of Justice, and Police.

Like the TNOC Strategy, ROCC at a national level is enabled through the development of action plans. The ROCC action plan tasks member agencies with activities that will assist communities to remove barriers to wellbeing and make it easier for agencies to offer bespoke assistance. At a community level, Senior Advisors work with the Regional Public Service Commissioners to assist communities to define and achieve their goals, reducing harm and increasing resilience.

s9(2)(f)(iv)

Transnational Organised Crime

s6(c). While illicit drugs and gangs are the visible face of TNOC, the types of TNOC impacting New Zealand are far wider. This includes exploitation of people (human trafficking and migrant exploitation), environmental crime (trafficking of flora and fauna and illegal, unreported, and unregulated fishing) cyber-enabled and cyber-crime (ransomware and money laundering using cryptocurrency) and financial crime (money laundering, tax evasion).

The TNOC Strategy was launched in 2020 in recognition that the scale and scope of TNOC in New Zealand is growing. While New Zealand has always had a strong enforcement approach to organised crime, the Strategy is designed to provide a more systematic response to match the increasing sophistication and complexity of TNOC groups and networks operating in, and targeting, New Zealand. The Strategy essentially embodies the idea that it takes a network to defeat a network. The Strategy is supported by a dedicated TNOC Secretariat (hosted at Police) and implemented by 20 partner agencies⁵ through annual action plans.

The TNOC Annual Action Plans contain a suite of high priority activities that will have clear benefits to the widest range of agencies involved in preventing and combatting TNOC. The Year Three Action Plan was approved by the Security and Intelligence Board and commenced on 1 July 2022. The Minister of Police, in consultation with other portfolio Ministers, is required to report back to Cabinet on implementation progress during the third year of the TNOC Strategy by August 2023.

Year Three of the Strategy reflected a shift in focus and placed a greater emphasis on preventing and detecting TNOC and addressing system vulnerabilities. Key activities in the Year Three Action Plan include the TNOC Conference in March 2023, the establishment of the TNOC Fusion Centre hosted by Police, establishing a beneficial ownership register to increase transparency of our Company Office register, collaboration with two New Zealand universities to conduct research on TNOC risks and threats, and the delivery of the Deportee Programme.

s6(c)

Preventing Community Harm from Organised Crime: Cross-Agency Approach

Through the Justice Cluster Budget 2022 process, the Government has invested \$94.5 million to support the cross-agency response to organised crime, including through TNOC and ROCC. This includes \$34.12 million which will go ROCC regions to enable targeted community-led responses to the harms of organised crime and methamphetamine. Cross-agency work is underway to develop the ROCC funding model, and the role of Regional Public Service Commissioners and the community in funding decisions. The funding model will ensure these funds go to groups supporting communities most impacted and at risk of the harms of organised crime.

⁵ Department of Corrections, Department of Internal Affairs, Department of Conservation, Department of the Prime Minister and Cabinet, Government Communications Security Bureau, Financial Markets Authority, Inland Revenue Department, Ministry for Primary Industries, Ministry of Business, Innovation and Employment, Ministry of Foreign Affairs and Trade, Ministry of Justice, Ministry of Defence, Ministry of Transport, National Maritime Coordination Centre, New Zealand Customs Service), New Zealand Defence Force, Reserve Bank of New Zealand, Police and Serious Fraud Office.

Police is not a commissioning agency, so, as one of the agency partners in ROCC, the Ministry of Social Development (MSD) agreed to administer the funding mechanism for \$32.12 million of the fund, leveraging MSD's existing systems and processes. The funds were transferred to Vote Social Development in October 2022.

The projects funded in this initiative are complementary and focus on preventing the harm to New Zealand communities caused and exacerbated by drugs, firearms violence, and serious criminal offences. This includes the rollout of Police's Gang Harm Reduction model, additional resources to identify and disrupt firearms trafficking, improving the management of returning deportees, and enhancing our wastewater and gang intelligence capabilities.

More than \$6 million has been directly invested in combating TNOC at the system-level, with a specific focus on education and awareness raising, increasing our intelligence capability, and building a research and evidence base. These activities have specific focus on building partnerships with our private sector partners, for example the New Zealand TNOC Conference in March 2023, which will be the first public event of the Strategy. Investment will also establish a dedicated strategic intelligence fusion centre, hosted by Police, which will increase our intelligence and insights across government and enable a more coordinated approach to targeting TNOC actors and networks.

Enforcement Activity

Previous experience has shown that in times of escalating gang violence and tension, a concerted enforcement effort and the targeted policing of gangs is a necessity to prevent, suppress and disrupt gang violence. Since June 2022, Police has undertaken Operation Cobalt: a national operation focused on reducing the prevalence of unlawful behaviour and intimidation by gangs, both in our communities and on the roads, with all Police districts allocating resources to the operation. Actively policing gangs has helped to enhance feelings of safety in the community, as well as preventing and reducing harm to the wider community.

Operation Cobalt leveraged the gains from Operation Tauwhiro (which focused on disrupting the illegal possession and use of firearms by organised crime groups and gangs) to minimise the community impacts of unlawful gang behaviour through targeted disruption and enforcement activity.

Police will shortly be broadening Operation Cobalt to include those offenders who may not be associated to gangs but are at high risk of harm to Police or communities (serious violent offenders); and other high-risk or high-harm prolific, repeat offenders (such as those involved in ram raid and retail offending), excluding family harm. Identification of these offenders will be managed through a system developed by the Police National Intelligence Centre, with appropriate disruption, prevention and enforcement activity undertaken by district-based staff.

During Operation Tauwhiro, Police established a Firearms Investigation Team within the National Organised Crime Group (NOCG). This team, comprising investigators and an intelligence capability, focuses on the top end of illicit firearms supply and manufacture in New Zealand and internationally. Police has also been focusing on:

- The diversion of legal firearms to the illegal market, otherwise known as 'straw purchasing', which typically involves a person with no criminal history purchasing firearms and then on-selling them, often to unlicensed individuals.
- Implementing source tracing of firearms with access to the US Bureau of Alcohol, Tobacco, Firearms and Explosives e-Trace database. e-Trace is an internet-based firearms trace submission and analysis system that enables the submission, retrieval, storage and querying of firearms information. Firearms recovered by Police can be searched through this system (by serial number) to identify firearms trafficking patterns, geographic profiling of criminal hotspots and sources of licit/illicit firearms to support proactive response or investigations.
- Continued collection of firearm sales registry information through until June 2023 when the electronic register commences.

- Establishing an Armourer position within Customs at the Auckland Mail Centre as part of an ongoing project to make the border more resilient to the importation of firearms and parts.

Operation Cobalt – Enforcement Activity (as of 16 March 2023)⁶	
Searches conducted (under warrant)	952
Warrantless searches conducted	662
Criminal charges filed	30,042
Firearms seized	343
Infringement offence notices (IONs) issued	38,962

Gang Harm Reduction

A key activity under Police's internal Organised Crime Strategy is to establish a new Gang Harm Reduction Officer role and associated operating model. To deliver on this priority, a proof of concept has been operating in the Bay of Plenty for almost three years. This has delivered tangible outcomes such as creating a safer operating environment for our staff and reducing the demand on Police resources. Following the proof of concept, a Gang Harm Reduction pilot was approved by Police in November 2021. The scope of the pilot is to expand the work in the Bay of Plenty, implement the new Gang Harm Reduction model in Counties Manukau District, and conduct an independent assessment of the model to inform a national rollout. Funding for a complete national rollout was secured in Budget 2022 and this will commence in 2024.

Gang Numbers

Gang membership is a topical issue for communities throughout New Zealand. Gang membership data is frequently requested resulting in a polarising narrative, rather than a focus on the harm being caused by, to, and within gangs. The multi-agency Gang Harm Insights Centre (GHIC) has recently started producing a Quarterly Gang Harm Insights Assessment which provides a comprehensive analysis of key trends and emerging risks in relation to harm being caused by, to and within the New Zealand Adult Gang environment.

A public version of this document will be released quarterly, including a proactive release of the number of individuals recorded on the National Gang List (NGL), of which there are currently 8,443 individuals listed (as of 31 December 2022). The NGL was created for intelligence purposes and enables the GHIC to:

- provide an improved understanding of the harm caused by, to, and within gangs in New Zealand
- provide a detailed understanding of offending and victimisation within the gang community
- identify key themes and trends to support the development of prevention and intervention initiatives
- support decision making regarding the prioritisation of resources to build resilience and prevent gang-related harm in communities.

Currently gang membership information contained in the Police National Intelligence Application (NIA) is utilised to form the majority of the NGL. Under the GHIC Approved Information Sharing Agreement (AISA) the intention is to ensure multi-agency representation which will further enable the GHIC to have an improved understanding of gang related harm. Requests of Police for gang membership information are currently extracted from NIA. However, as the GHIC begins to proactively release gang membership figures it is envisaged Police will begin to redirect these requests to the proactive information release.

Family Harm and Sexual Violence

Police uses the term 'family harm' to encapsulate a holistic view of issues occurring within a family, and their ensuing detrimental effects. This reflects the many stressors, often intersecting, that can contribute to family harm, including poverty, housing instability, mental illness and substance issues. Although all sections of society

⁶ All Operation Cobalt data is operational data and is provisional as it is drawn from live collection and is therefore subject to change, both up and down, as further information becomes available.

are harmed, some population groups are disproportionately impacted. In particular, women, young people and children, Māori and Pacific peoples, Rainbow and ethnic communities, older people, disabled people and people experiencing compounding forms of disadvantage and discrimination all experience higher rates of family harm.

Those affected by family harm and sexual violence face navigating a complex and often fragmented system with a focus on crisis response that includes many different agencies, providers, and services. As a result, responses may not provide those affected by family and sexual violence with what they need, or the appropriate opportunities to intervene early and prevent future violence. Family harm crisis response provides opportunities in the short term to prevent ongoing harm and in the long-term opportunities to prevent inter-generational patterns of harm and offending. Our response to family harm is primarily about reducing both the occurrence and impact of family violence and preventing future harm.

Police supports the response to family harm through hosting initiatives including Integrated Safety Response (ISR) and developing Whāngaia Ngā Pā Harakeke (WNPH). ISR (in Waikato and Canterbury) involves a mandated multi-agency risk assessment and triage of high-risk prison releases and 111 calls related to family harm. The majority of funding for ISR goes to service responses to ensure that victims, perpetrators, families and whānau receive the right services for their risk level.

WNPH sees Police working in close partnership with local iwi and Māori and with government and Non-Government Organisations at the governance, management, and operational levels. WNPH works to achieve sustainable change with, and for, whānau affected by family harm, through providing culturally appropriate support and interventions to prevent further victimisation and offending. A critical aspect of the success of WNPH has been the working with local iwi and the community to co-design a model that best meets the needs of that community.

At a system level we work alongside partners to deliver *Te Aorerekura*, the national strategy and action plan for the elimination of family and sexual violence, which was launched in December 2021. A key component of the infrastructure to deliver *Te Aorerekura* includes developing ICR which will form the community infrastructure to deliver a spectrum of support to people and whānau experiencing family harm or sexual violence. Police is leading work on an improved technological solution for ICR. Project Whetū will see the development of a national case management system, accessible to all Te Puna Aonui agencies and sector partners, uniting all efforts to support whānau and victims.

Road Policing Delivery

Police is one of several agencies with responsibility for ensuring our roads are safe for all road users. Alongside Waka Kotahi and Ministry of Transport, we have committed to Road to Zero – a sector partnership strategy with the vision of a New Zealand where no one is killed or seriously injured in road crashes. Police is working with these agencies to design the next Road to Zero Action Plan for 2023 to 2025.

Police continues to partner with Waka Kotahi and Ministry of Transport to meet shared road safety commitments under the Road Safety Partnership Programme (RSPP), which supports the Government's Road to Zero strategy. We have made commitments to road safety through the RSPP 2021-2024 and continue to focus road policing activity on the high-risk behaviours of not wearing restraints, driving impaired or distracted, and speed.

Police is progressing a range of initiatives to improve prevention and enforcement activity and support the delivery of Road to Zero and the RSPP. We launched our Safe Roads Control Strategy in December 2021, which provides Police with an overarching framework to achieve our goal of Safe Roads by working closely with our partners to prevent deaths and injuries on New Zealand roads. Police's contribution to Road to Zero is particularly important now with 379 deaths on our roads (provisional figure) in 2022 - the highest number for many years.

Police delivery over the last couple of years towards the RSPP and Road to Zero has been impacted by abstractions and re-deployment of resources to support major policing operations, including the response to

COVID-19, the Parliamentary protest, and recent severe weather. Police is committed to delivering road safety prevention and enforcement activity as our contribution to road safety.

In support of the transition of the traffic safety camera network from Police to Waka Kotahi, Police has established the Infringements Transformation Programme and continue to work closely with Waka Kotahi. This transition work has encountered significant delays beyond our control. Ongoing work includes the development of a detailed business case, seeking approval for a new Police Infringement Management System for infringement notices issued by Police officers to replace our existing 'end of life' processing system and support more effective delivery against key Police strategies.

Supporting speed camera deployment, in addition to replacement of the fixed cameras, the Mobile Speed Camera replacement programme has replaced the entire stock of mobile speed cameras with a more reliable model. This was completed in late 2022, with the new model cameras now used nationally.

In early 2022, the Road Safety Investment and Delivery review completed by Martin Jenkins, was released, with a joint partners media response delivered. Police, Waka Kotahi, and the Ministry of Transport are committed to implementing the recommendations and will work together on shared recommendations. Police is delivering several initiatives to address these recommendations, some of which are detailed below:

- To enable evidenced based deployment decision-making, Police developed the Road Safety Deployment Dashboard, which was rolled out to all districts in late 2022. The dashboard better informs road safety deployment across districts using activity-based evidence and applying general deterrence principles.
- In December 2022, Police commenced Operation Open Roads, a nation-wide operation aiming to align deployment of resources to where risk of trauma occurs (between 70-80 percent of trauma occurring on our open, undivided roads), ultimately delivering improved outcomes. The Deployment Dashboard will be used during this operation to inform deployment and assess the impact of enforcement.
- Police has worked to develop a Safe Roads Operating Model, which works alongside Our Business and the Safe Roads Control Strategy, linking to the Road to Zero and the RSPP, and will be principles-based. This will be finalised this year and launched for Police to use.
- Police commenced an Activity Based Costing (ABC) review that will support development of an appropriation model that more accurately identifies what it costs to deliver road policing activity. This work is the first step to better understand the link between the funding, activities and resourcing that supports road policing delivery. An initial review has been completed and is currently being considered against wider fiscal considerations.
- Police and Waka Kotahi have implemented a new governance approach for the RSPP. This has seen a new model formed in November 2022, with the first meetings of the newly formed groups in December 2022. The main changes enabled greater oversight at a senior level (Tier 2), and enhanced performance assurance (at Tier 3) to support delivery across the partnership.

To ensure that enforcement activities will support shared outcomes, the Ministry of Transport, Police, and Waka Kotahi have worked together to consider potential changes and the benefits, costs and achievability changes to the current RSPP measures within the current RSPP term. To inform this work the Global Road Safety Partnership was commissioned by Waka Kotahi to complete a review. This work has progressed over the later part of 2022 and aims to support changing the current RSPP 2021-2024 measures for 1 July 2023.

Fleeing Drivers

In December 2020, Police implemented a revised fleeing driver policy, which emphasises the use of post-event investigations to identify and apprehend fleeing drivers rather than initiating or continuing a pursuit. These changes were in response to an ongoing increase in reported fleeing driver events and resulting harm.

Since the revised policy came into effect, there have been fewer deaths and serious injuries relating to fleeing driver events. However, since December 2020, there has been an increase in reported fleeing driver events with 8,673 events recorded in the 12-month period up to 31 August 2022 (up from 6,757 events in 2021). There has

been a reduction in the number of offenders identified since the revised policy came into effect. In the year prior to the policy change (November 2019 – November 2020), Police identified on average 52 percent of all offenders. Since December 2020 (December 2020 – July 2022), Police identified on average 34 percent of all offenders.

Alongside this, there are public perceptions that the current fleeing driver policy has directly led to an increase in fleeing driver events and related crime and road safety risks. There is a reported view amongst offenders that there is little consequence for fleeing from Police and that being pursued and caught is more of a deterrent than follow-up penalties. The inability to effectively hold fleeing drivers to account presents reputational risks for Police and undermines public trust and confidence.

In November 2022, Cabinet agreed to a new Land Transport (Road Safety) Amendment Bill to give Police additional tools to support identification of fleeing drivers in post-event investigations. The changes in the Bill will also better support Police to hold fleeing drivers to account and improve enforceability of fleeing drivers. The Bill is expected to be introduced in May 2023. The Bill will include:

- amendments to the Land Transport Act 1998 to increase the maximum driver licence disqualification periods (for second offences)
- amendments to the Sentencing Act 2002 so that a vehicle can be forfeited on conviction for failing to stop
- allow Police to impound a vehicle for 28 days if the owner fails or, refuses to provide information, or provides false information to identify the driver from a fleeing event.

Cabinet also agreed in principle to enable Police to impound vehicles involved in a fleeing driver event for six months (up from 28 days). Officials have provided advice to the Minister of Transport (and the previous Minister of Police) on the options to implement this proposal and are now commencing consultation with key stakeholders including the Motor Trade Association and towage and storage providers before a final decision is made by Cabinet. The Ministry of Transport is preparing advice, informed by this engagement, on the feasibility of progressing six-month impoundments. It will be shared with you later in March.

In addition, the Police Executive Leadership Team has reviewed whether the current Fleeing Driver policy is fit for purpose and consequently agreed changes to improve it, including the introduction of a new Fleeing Driver Framework. The Framework will provide clarity for staff on when a pursuit may be justified, including the weight given to the threat of further harm if the offenders are not apprehended immediately. The updated policy and framework are expected to be implemented in May 2023, following the development and roll-out of training to constabulary staff and Pursuit Controllers (based in Emergency Communications Centres). Additional oversight and assurance will be provided by establishing a Fleeing Driver Operational Advisory Group, a Fleeing Driver Assurance Forum and enhancing operational reporting.

Deportees

Police leads the cross-agency response to deportees and the operational relationship with the Australian Border Force. On average, 30-40 New Zealanders are currently removed from Australia every month, alongside a small number from other overseas jurisdictions.

Deportees require ongoing management by Police and partner agencies (Department of Corrections, Ministry of Health, and Ministry of Social Development) to reduce risk to the public and to assist with reintegration. Some deportees arrive in New Zealand highly vulnerable to gang recruitment, severed from their former life and lacking pro-social supports. The New Zealand gang environment has also significantly changed because of a small cohort of high-risk deportees.

Returning New Zealanders convicted of criminal offending in an overseas jurisdiction are managed under the Returning Offenders (Management and Information) Act 2015 (ROMI Act) which came into effect on 18 November

2015. The Act puts returning offenders⁷ in a similar position to those that offended in New Zealand, by allowing Police to collect information from returning offenders and impose parole-like release conditions (both standard conditions and special conditions where needed) on returning prisoners. This helps to enable their reintegration and protect public safety. Police's role in this process involves making determinations under the ROMI Act whether a person meets the criteria to be a returning prisoner.

Separately, the investment provided through Budget 2022 will improve the management of returning deportees by strengthening cross-agency coordination, enhancing information management and intelligence, and improving access to essential housing and reintegration services. s9(2)(f)(iv)

Service and Resolutions

Service Channels

New Zealanders engage and interact with Police services for a variety of reasons, and for many New Zealanders their interactions with Police do not require an urgent Police response. The primary way the public contacts us is over the phone – over the course of a year, over one million emergency, and 1.6 million non-emergency, calls are made to Police.

105 is Police's single non-emergency number. 105 offers New Zealanders an option for reporting non-emergency incidents and preserves the 111 service for situations requiring urgent Police response to ensure their immediate safety; and draws demand away from local stations. s9(2)(g)(i)

While Police has led a strategy to direct non-emergency call demand to online reporting via 105.police.govt.nz (which provides a cohesive, one-stop shop for online victimisation and incident reporting such as burglaries and lost property), call demand remains static at about 110-120,000 calls per month and online demand has grown by 48 percent to a daily volume of 400-600 reports through this channel.

⁷Returning offenders are deportees who were convicted of an offence punishable by imprisonment in New Zealand, sentenced in an overseas jurisdiction to one year imprisonment or less (or a community-based sentence or other non-custodial outcome e.g., fine) and are not eligible for a Returning Offender Order (ROO). 'Returning prisoners' are deportees who have been sentenced to imprisonment for more than one year overseas and have arrived in New Zealand within six months of release from custody. Corrections supervise release conditions.

The NZ Crime and Victims Survey identifies as few as 25 percent of victimisations are reported to Police. Police want people to report more so that we are better equipped to deploy to prevent harm. Ultimately improved information and intelligence gained through additional reporting that can be used to maximise Prevention First opportunities, our ability to deploy to beat demand, and reduce the harm being experienced.

s9(2)(f)(iv)

s9(2)(f)(iv), s9(2)(g)(i)

Police Prosecution Service

The Police Prosecution Service (PPS) is an autonomous, nationwide prosecution service within Police and we have 41 offices from Kaitia to Invercargill, servicing 58 District Courts. Our PPS staff, often described as administratively separate from the criminal investigation and uniform branches of Police, have responsibility for all post-charge prosecution decisions. The Criminal Procedure Act 2011 reinforced the importance of the role of the PPS to review charges and make decisions in line with the Solicitor-General's Prosecution Guidelines about whether to continue the prosecution action. The implementation of this legislation was a significant cross-sector focus project and the Criminal Procedure Improvement Project (CPIP) has ongoing work to implement and improve the system. s9(2)(f)(iv)

Major Events

Police is playing a role in two major events occurring this year:

FIFA Women's World Cup: Police is taking the lead in planning and coordinating the support and security overlay for the FIFA Women's World Cup, in partnership with the all-of-Government Security System and FIFA. Police will provide a key role in ensuring that this is a safe and secure event for all those attending by providing security support for both the Play-off tournament and the Main tournament. This includes security for the arrival and departure of teams, training grounds/hubs, team accommodation, matches and fan-zones. A significant part of the security overlay is the provision of Team Security Liaison Officers who will be assigned to each of the 16 international teams drawn to play in New Zealand. s6(c)

General Election 2023: Police has initiated a planning phase to define and prepare for the General Election 2023. Police hold the lead for safety and security and will be working in tandem with the Electoral Commission throughout. Recent environmental stressors, including COVID-19, have impacted New Zealand and New Zealanders in significant ways. These are considered likely to increase the potential for disruption and threats to the General Election and, in particular, to MPs, political candidates and those proximate to them.

Police has established an Election 2023 Readiness (E23R) work programme. The scope of E23R is significant and will have a direct impact across numerous Police workgroups, functions, and capabilities. It is a likely impact that there may be calls for service notably above current standing capacity requiring reallocation of resources.

TASER replacement

Police has been considering the approach to the replacement of the current Taser X2 model after Axon (the company that manufactures Tasers) recently indicated that they were ceasing the manufacture of the X2,

s9(2)(g)(i)

New Zealand / Europol Agreement

Police and the European Union (EU) have signed an international agreement that will enable prescribed New Zealand law enforcement agencies and Europol (the EU agency responsible for law enforcement) to share personal information they hold for the purposes of mitigating and responding to serious crimes and terrorism.

This Agreement will improve New Zealand's ability to respond to significant harmful crimes such as transnational organised crime, child sexual exploitation, drug trafficking, money laundering, cybercrime, violent extremism, and terrorism by improving timely access to information held by Europol that will contribute to investigations.

s9(2)(g)(i)

Current key inquiries and reviews which involve Police

Police is providing input to a number of current inquiries and reviews and will also be expected to respond to soon-to-be-concluded inquiries, investigations, and reviews. A key number of these include:

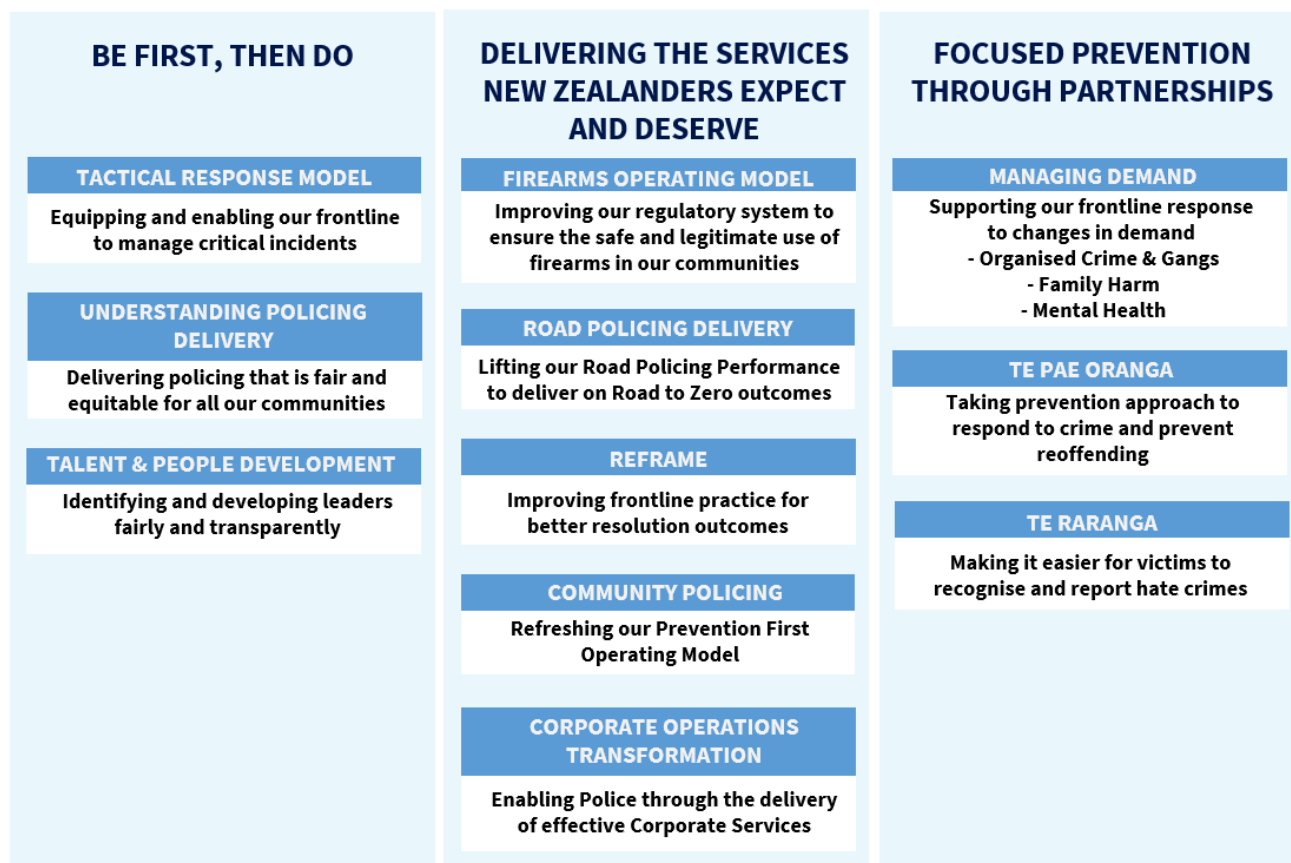
- Performance audits by the Office of the Auditor-General (OAG) on mental health and addiction services for young people, and public entities' responses to family and sexual violence
- WorkSafe New Zealand investigations and follow-up action on Police's handling of significant workplace incidents
- The Waitangi Tribunal's Mana Wāhine kaupapa Inquiry (WAI 2700) and Justice kaupapa inquiry (WAI 3060)
- Ongoing investigations by the Royal Commission into Abuse in Care and the soon-to-be-initiated Royal Commission in relation to COVID-19 lessons.

At your request, we can provide more detailed briefings on any of these in-flight inquiries and reviews. Regular updates will also be provided separately, as part of future weekly reporting and briefing protocols established with your Office.

Strategic and Transformational Change



We continually assess whether our services remain fit for purpose for the environment within which we operate, meet the expectations of the public, and enable our staff to do their jobs well. We have identified, and are in the process of implementing, several initiatives that will enhance the quality and impact of our services and increase community safety. Some of these initiatives are focused on lifting our performance and delivering better outcomes or creating an inclusive and supportive culture for our staff to thrive, while others will address efficiency and improve service experience. These key priorities are illustrated, and discussed further, below.



Frontline Safety and the Tactical Response Model

Frontline officers operate in a dynamic and unpredictable environment and are often called to put themselves in harm's way to keep the public safe. Increasingly, they face threats from those willing to use violence against officers, and others. Over the past year, there has been a significant amount of work completed by Police's Frontline Safety Improvement Programme to improve staff safety.

This Programme focuses on how to keep our frontline safe as they undertake the daily challenges of delivering policing services across New Zealand. The programme consists of six workstreams: equipment and capability; operational safety systems; tactical response model; training; valuing frontline responders (and their whānau); and a command-and-control framework.

In September 2021, Police announced a new Tactical Response Model (TRM). The TRM is a safety system that ensures Police staff are trained, equipped, and supported to keep ourselves and our communities safe. The TRM was developed alongside extensive staff and public engagement, including with Māori, Pacific and Ethnic communities. Consultation included 570 community engagement sessions and 85 workshops with more than 1,250 frontline staff.

The new TRM:

- more than doubles the current tactical training to frontline staff from 3.5 to 7.5 days per year

- establishes new Offender Prevention Teams (OPTs) with advanced tactical training (to AOS-level) to undertake warrants and other work involving high risk offenders
- introduces Tactical Dog Teams where handlers are crewed alongside another staff member trained to AOS level – increasing safety for handlers while enabling an advanced tactical capability to support the frontline during critical incidents
- includes a new intelligence-led risk-based deployment framework to bring tactical capability together holistically and guide deployment through comprehensive risk assessments and proactive offender management.

Northland, Central and Waikato Districts tested a full version (including all components) of the TRM. Counties Manukau tested training, OPTs, and risk-based deployment. Budget 2022 includes an extra \$164.6 million operating and \$20.7 million capital funding over four years to expand TRM nationwide.

A formal evaluation was undertaken by the Evidence Based Policing Centre between 1 January and 30 June 2022. The report has been available to the public online since 24 November, and Police has shared the outcomes of the trial with communities. The evaluation confirmed that the TRM has been effective in achieving the targeted outcomes of safer staff, safer communities, and increased feelings of safety by frontline staff.

Specifically, there have been tangible improvements to frontline safety in districts where TRM was trialled, evidenced by a reduction (compared to non-trial districts) in:

- the use of firearms against Police in trial districts (no firearms were presented or used against Police in trial districts during the evaluation period)
- the rate of officer injury when involved in ‘use of force events’ against an offender (reduced by approximately 40%)
- the proportion of assaults on Police that resulted in injury (reduced by approximately 19%)
- the reported use of force by Police (reduced by 17%)
- the number of complaints about use of force by Police (reduced by 29%). This suggests that the public were more likely to perceive Police tactics as legitimate.

Complementing TRM, the Frontline Skills Enhancement Course was established following feedback from staff and is designed for frontline constables with at least two years’ experience. This one-week course has a tactical and operational focus with a heavy emphasis on practical scenario-based learning. It covers operational decision-making and communications under pressure with a focus on de-escalation. It also involves advanced tactical scenarios – all with a view to enhance staff safety in high-risk situations and resolve incidents without anyone being harmed.

Police has begun the national roll-out the TRM operating model. Roll-out will be phased according to each District’s state of preparedness, including recruitment for new Tactical Response Model roles.

Engagement with staff, iwi, and community stakeholders has continued throughout the trial process and will be ongoing as part of preparations for national roll-out of the model. This is an opportunity to discuss the outcome of the trial and explain the model in more detail, to listen, and address any outstanding community concerns prior to implementation, including showing that the TRM is not a return to the Armed Response Team model.

As was the case during the trial of the model, the style of policing the public will see with national roll-out will be the same as what they see now. However, those causing most harm in our communities will feel the difference and frontline staff and the public will see the benefits in terms of improved safety and effectiveness.

Police is now actively working with districts to help them prepare to implement the model. With Cabinet having agreed the release of contingency funding in December 2022, a public announcement of the national rollout of the model is scheduled for 29 March 2023.

Firearms Operating Model and Reform Programme

Establishment of the Firearms Safety Authority/Te Tari Pūreke

Te Tari Pūreke Firearms Safety Authority was formally launched on 30 November 2022 to carry out our regulatory functions under the Arms Act. Te Tari Pūreke is a fully functional firearms regulatory entity hosted by Police, with a separate ring-fenced appropriation, and with responsibility for effectively regulating the legitimate possession and use of firearms to keep all communities safe. The te reo Māori name was gifted by Waikato Tainui for Te Tari Pūreke.

Te Tari Pūreke is implementing the regulatory elements of the Arms Act legislative changes which began in 2019, delivering operational improvements in response to the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019. Te Tari Pūreke and Police operations will work together to better track legally held firearms and trace them if they move to the illegal market, reduce their circulation and, over time, improve community safety from firearms harm.



Throughout this financial year there has been a significant uplift in capacity and capability for Te Tari Pūreke, with the workforce increasing by over 225 staff (80 percent increase) since February 2022. As a result, we are now seeing positive service delivery trends. There has been a 50 percent increase in throughput of firearms licence applications compared to the previous financial year, resulting in the overall applications on hand decreasing month on month. The overall licence application pipeline has reduced by 37 percent since July 2022. In addition, 74 percent of historical licence applications have been processed since the beginning of the financial year, and we are on track to process all historic applications by the end of June 2023.

Te Tari Pūreke is also making significant headway in establishing and embedding the technology, processes, and people to regulate the firearms system effectively and efficiently in New Zealand. In this regard, 2023 will be a key year for Te Tari Pūreke. Senior officials met with the then Police Minister Hipkins in December 2022 to set the operational and transformation priorities and strategic intent for the year ahead. A more detailed briefing on our strategic direction, transformation programme (including the Firearms Registry) and priorities, as well as potential policy and regulatory initiatives was very recently provided to former Minister Nash. This will be updated and provided to your office shortly.

Firearms system governance and performance

As part of the establishment of Te Tari Pūreke, a cross-agency governance board has been established to oversee the full firearms environment and direct potential interventions that can improve firearms safety. The Firearms System Oversight Group (FSOG) had its inaugural meeting in late November 2022, chaired by the Commissioner. FSOG comprises senior representatives from Police, Te Tari Pūreke, New Zealand Customs Service, Department of Conservation, and an independent member from Waka Kotahi.

To support the role of FSOG, Te Tari Pūreke is building a comprehensive firearms system and performance framework to assess how firearms safety is created and the impact of interventions across the whole firearms ecosystem. This work will involve agencies, stakeholders, and ongoing trend analysis to look at what is working and what more can be done to improve firearms safety.

Funding of the Firearms Regulator

Administration of the Arms Act 1983 has been funded from Vote Police through a separate appropriation. Some of that investment has been offset by fees set in 1999. The regulatory activity to date has been heavily subsidised by the Crown and the contribution from those who exercise the privilege of using firearms for business, recreational, sporting and hunting purposes have paid little or nothing for the provision of regulatory services they have been receiving.

Budget 2022 funding of \$208 million over four years will enable Te Tari Pūreke to increase capability, deliver the Firearms Registry, and improve the firearms licencing system to enable safer lawful firearms use in New Zealand. This was the investment requested in the detailed business case endorsed by Cabinet in March 2022.

Of this, a further drawdown of \$7.1 million from the current tagged contingency has been approved to support the development of the information technology solution required for the Firearms Registry. Further drawdown for 2022/23 and 2023/24 is contingent on a number of conditions, including consideration of a new fee schedule. In January 2023 the former Minister of Police (Minister Hipkins) and the Minister of Finance approved the drawdown of the remaining funding for these financial years, however drawdown from 2024/25 is contingent on the implementation of a revised fee schedule.

The creation of the Firearms Registry

A key part of a well-regulated firearms system will be the establishment and introduction of the Arms Information System (AIS) and accompanying Firearms Registry in June 2023. These systems will provide significant benefits in how we manage the firearms regulatory system and give a clear picture for the first time of all legal firearms transactions in New Zealand. These systems will enable better compliance whilst improving service delivery.

The Firearms Registry will minimise the risk of lawfully possessed firearms, specified parts and ammunition being transferred to unlicensed users, particularly those seeking to obtain them for criminal purposes, and help licence holders meet their legislative obligations by enabling them to ensure they buy, sell, and supply regulated arms items from and to firearms licence holders. Over time, the Firearms Registry will provide information to frontline staff on where legally held firearms are in our communities, contributing to their safety when responding to incidents. Data held by the Firearms Registry will also inform future government consideration of firearms control and enable greater visibility of the firearms environment in the interests of public safety.

As part of the firearms regime modernisation process, significant developments are being made to ensure security and privacy of personal data and information, and this work has progressed with the new online licence application forms. The new Registry, like all new Police computer systems, will follow a stringent certification and accreditation process to ensure privacy protections and security meet or exceed Government security controls. The development of the Firearms Registry will see a digital transformation of our service delivery to electronic forms, and digital application management and over time will see a move to a full digital environment.

s9(2)(g)(i)

Operational challenges

Te Tari Pūreke is making great progress in improving processing times for firearms licence applications. Several factors have contributed to delays, including strengthened licensing processes to mitigate risk, COVID-19, and the historical demand curve for licences. The Arms Act was recently amended to provide for existing firearms licence holders to continue to lawfully use and possess firearms, provided they applied for a new licence before their previous licence expired.

A dedicated Historical File Support Team has been expanded to substantially reduce outstanding applications in the long-standing pipeline over the next year. This is in addition to the increase already made to our permanent Arms staff workforce. This support team will enable existing Arms staff to focus on reducing the new and renewal application processing time for 80 percent of applications to under 90 days from the time a fully completed application has been submitted. Te Tari Pūreke is prioritising firearms renewals and applications for those who need their licence for their employment and continues to advise applicants to apply for their licences early to avoid processing delays.

Te Tari Pūreke is continuing to identify opportunities to improve the effectiveness of the service delivered to licence holders whilst ensuring communities are kept safe. There will be challenges with maintaining performance on licensing as we bed in new processes and implement the change programme, with greater scrutiny on suitability of applicants.

Reframe

Police and the wider justice sector are facing significant issues that need to be addressed. Increased calls for service have created unsustainable demand on frontline staff, who are not enabled to deliver the service and outcomes New Zealanders expect, due to an outdated operating model, inconsistent systems and processes, and issues of timeliness and variable quality with case management.

ReFrame is a service delivery transformation programme designed to refresh Police's operating model to modernise frontline police services. It will leverage digital technology and deploy more robust and efficient processes and tools to lift our performance and service delivery. ReFrame is a three-year programme that will build the foundations for future continuous improvement, but focusing on three key areas:

- business process transformation that will drive significant quality improvements in how we collect evidence, conduct initial investigations, collect victim statements, to better manage the information we collect and pass through the justice system
- s9(2)(f)(iv) [REDACTED]
- leveraging technology to eliminate duplication and inefficient processes so our frontline staff have more time to focus on delivering fundamental policing services.

ReFrame will enable police to provide appropriate, quality inputs to the criminal justice system, as well as timely referral to support services for victims and offenders who engage with the system. ReFrame will have impacts for all justice sector agencies, and many social and health sector agencies and will work closely with our sector partners to identify dependencies and ensure our delivery timeframes line up with wider sector development and support for service providers. ReFrame will also deliver improved resolution outcomes, both in terms of efficiency and effectiveness.

Refreshing the operating model

To implement ReFrame, a full refresh of the Police operating model is required, including investigation and resolutions functions, supporting tools, processes and policies and revised roles. This will impact most parts of police operations, our partner justice sector agencies, and clarify Police's role and relationship with social and health sector agencies in mitigating the drivers of crime and disorder and providing support to victims. This provides an opportunity to reset expectations about what Police should do and how they should respond, to achieve the programme's objectives of:

- gathering quality information and evidence to support better resolution decisions
- introducing more effective tools, processes, and procedures to reduce the burden on front line staff, and
- improving outcomes for victims, witnesses, offenders, and their whānau and communities by developing and applying consistent service standards and decision-making criteria.

Working with the justice sector, iwi, and community partners, ReFrame will transform police's operating model with improved investigations, resolutions, and victims' components and supporting technology and tools that will deliver benefits, including:

- simplifying the core policing role by removing administrative work, enabling sworn officers to have more time and space to focus on investigations
- s9(2)(f)(iv) [REDACTED]
- redesigning processes to improve workflow, reduce workload and ensure equitable resolution outcomes for victims and offenders

- developing digital end-to-end digital case solution, digital evidence management and other core tools to improve service and efficiencies
- ensuring effective referrals for victims and resolution decision for offenders to ensure they get the support and services they require.

ReFrame takes an outcomes-based approach to measuring success

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

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

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

Specific monitoring and evaluation measures aligned with the justice sector outcomes will be developed and introduced as part of the staged implementation of ReFrame, to inform each of the phases described above.

Funding for ReFrame

s9(2)(g)(i)

While Police has absorbed early development costs for ReFrame, the scale of this programme is not sustainable without additional funding, as new systems, and operating procedures to effect transformational change need to be developed while maintaining our business-as-usual services.

Justice Sector officials have identified a preferred funding option, which was approved by the Minister of Justice and previous Ministers of Police (Rt Hon Chris Hipkins and Hon Stuart Nash). This funding comprises:

- transfer of \$3 million from Vote Corrections from the Victims of Crime – Improving Outcomes initiative approved budget, and
- draw down of \$4 million from the tagged contingency administered by Vote Corrections for Victims of Crime – Improving Outcomes initiative, and
- draw down of \$25.26 million from the Proceeds of Crime Fund (PoCF).

A joint Cabinet paper (with the Minister of Justice) to give effect to these funding transfers is currently being circulated for Ministerial consultation, with the intention of the paper being lodged for consideration by the Cabinet Social Wellbeing Committee on 29 March, and Cabinet on 3 April 2023. This process was agreed by Justice Sector Ministers on 15 March. Cabinet authorisation is required ahead of the Budget 2023 moratorium on 11 April 2023 as fiscal implications for financial year 2022/23 need to be authorised for inclusion in the supplementary estimates. You will shortly be receiving an information proactive briefing on this paper including next steps and talking points.

Te Pae Oranga

Te Pae Oranga is delivered in partnership between Iwi Māori and Police and is a supported resolution option Police can use to respond to offending, as an alternative to court. Te Pae Oranga holds participants (people

who've offended) to account and enables them to put right the harm caused by offending and help them get their life back on track. It is available to people of all ethnicities and from all walks of life. Formal evaluation has shown that Te Pae Oranga led to a 22 percent reduction in harm from re-offending compared to an equivalent cohort of cases proceeding through the District Court.

Underpinned by te uara Māori (Māori values), and leveraging existing Iwi infrastructure, Te Pae Oranga (Iwi Community) panel processes use tikanga Māori and restorative justice practices to address offending while also looking at issues that can lead to reoffending behaviour. When Police refer a participant to Te Pae Oranga, a panel of experienced community leaders, who are vetted and trained, support the participant to make a plan to put right the harm caused, and also connect them to help to address underlying issues. Victims are encouraged to participate in the panel processes too.

Outcome plans include restorative actions participants must complete and conditions they must follow such as: apologising to victims, paying reparations, community work, obtaining a driver licence, gaining employment, undertaking education or training opportunities, and being connected to health and counselling services, or alcohol, drug and addiction services.

The processes enable healing, restoration and empowerment that embraces the kaupapa of whakamana. This helps uplift, and rebuild mana, to support harm reduction for the participant, their whānau, the victim, and the wider community.

Te Pae Oranga supports wider justice sector reform initiatives and Police delivery of better resolution outcomes, focused prevention through partnerships, and the Police Te Huringa o Te Tai Strategy – to improve service delivery to Māori by supporting aspirations for their people and their communities and reducing offending and victimisation, to improve social wellbeing and outcomes for all.

Budget 2021 provided new and permanent investment for Te Pae Oranga of \$70.1 million over four years. The number of Iwi Māori partnerships and the total number of Te Pae Oranga adult panel sites is planned to grow to 30 by 2024/25, with 12 Te Pae Oranga Rangatahi panels, focused in areas of greatest need.

Since 2021, the number of locations providing access to Te Pae Oranga panels has increased from 16 to 22 as at December 2022. Four of the 22 sites are also delivering Te Pae Oranga Rangatahi panels for young people (aged 14-17) and their whānau and a pilot is also under way with three sites to test a refreshed service design for Rangatahi panels. This aims to support future growth of the supported resolution pathways. Two additional pilots are running, exploring referrals to Te Pae Oranga Whānau testing referrals for family harm cases and referrals from the Department of Corrections.

Te Raranga

In July 2021, funding was received from Cabinet to formally establish Te Raranga - The Weave, a four-year partnering programme to improve our response to, and reduce the harm caused by, hate crime and hate incidents. The establishment of Te Raranga responds to recommendation 42 from the Royal Commission of Inquiry report into the terrorist attack on Christchurch masjidain on 15 March 2019.

Te Raranga uses a victim-focused approach to hate crime. Over four years, it will develop resources to:

- support victims, witnesses, and communities to recognise and report hate crime
- align partner agencies to reduce the harm caused by hate crime
- train police staff to respond to hate crime if it occurs.

Prevention First Operating Model

Police is refreshing its Prevention First Operating Model to ensure it meets the needs of communities into the future given current and emerging demand. This work will ensure the model is effectively focused and aligned with well-established criminal methodology and ensures effective implementation of our response and prevention of further harm, alongside our key agency and community partners.

Understanding Policing Delivery

The Understanding Policing Delivery (UPD) programme will identify whether, where, and to what extent, bias exists at a system level in Police's operating environment so that Police can ensure it delivers policing that is fair and equitable for all communities. The research involves working alongside communities, including frontline police officers, to explore who Police stop and speak to and how the Police engage with them, and decisions around both the use of force and charging decisions.

An external Independent Panel has been established to provide independent academic and cultural advice and oversight to the programme. This is chaired by Tā Kim Workman. An internal advisory group was stood up to provide frontline insight, observations, and advice from Police's operational context. The Operational Advisory Group (OAG) is made up of 30 mostly frontline police officers and includes representation from the Police Association and the Police Leaders' Guild. The Panel and OAG meet often and are working together to ensure the research is informed by community insight and Police's operational environment.

In October 2022, the Panel announced the appointment of three Research Teams to undertake the active research, which include Ihi Research of Christchurch, Mana Pounamu Consulting and Statistician Dr Paul Brown, a Research Fellow at the School of Computing and Mathematical Sciences, Waikato University. All three teams have met with the Panel and the OAG as well as various staff across Police to ensure they have a good understanding of Police culture, systems and processes. A fourth team, yet to be publicly announced, will commence work in the coming weeks with a focus on disabled people's engagement with, and experience of, Police.

We are taking care to make sure that the milestone reporting of the research programme will give us actionable insights over the next two years that enable us to make incremental changes to our operational settings if any biases are identified, and inform key work across the organisation, without waiting years for results. There is growing international interest in UPD, and the programme was showcased at the Global Exceptional Policing – The Evidence Based Way Conference late in 2022. Recent meetings have been held with England and Wales Police developing a Race Action Plan, and with the Independent Office for Police Conduct in England and Wales.

Talent and People Development

Leadership Development

The Be First, Then Do programme is a broad and long-term programme of work designed to provide our people with the skills, tools, and support to enable them to thrive in the workplace and meet Police's changing context. While this change will be incremental, and not always highly visible to our people, it will be transformative over time.

We place a strong focus on building the capability of our people to lead in a challenging operational environment. We do this through the Police High Performance Programme, our Manager Essentials Programme and through strengthening our leadership development programmes with a particular focus on inclusion and diversity, fairness in decision making, and managing performance. This year, we're developing a National Leadership Development Framework to support our people with evidence-informed best practice leadership development at each level across their career.

Succession Management

The Succession Management Programme is a pilot Police has developed to be clear about what good leadership looks like in terms of technical skills, leadership ability and behaviours; and to be purposeful in using objective information to help develop and build our senior leadership cohort at Tier 4 (Superintendent/District Commander/Director) through to Tier 3 (Assistant Commissioner/Executive Director) levels. The pilot is being trialled for 12 months and will help ensure we are deploying the right people into the right roles at the right time to build our leadership capability for succession planning.

Personal Grievance relating to Vaccination Order

On 13 May 2022, Police received a personal grievance claim from Frontline Law Limited on behalf of 91 Police employees, relating to the COVID-19 Public Health Response (Specified Work Vaccinations) Order 2021. The Order came into effect on 15 December 2021. The lawfulness of the Order was challenged in the High Court, which found it to be unlawful on 25 February 2022. The personal grievance claim is significant, and sets out high-level complaints focused on actions Police has taken since the High Court overturned the Order, in particular:

- delays in the return to work
- treatment of affected employees by their colleagues and supervisors
- the role's affected employees have been returned to, and
- the development and implementation of Police's refreshed Vaccination Policy.

Police has engaged in a resolution process with Frontline Law and the overall claim has now been concluded. The majority of the individual grievances raised (around 78 percent) have now either settled, been withdrawn or are not currently being actively pursued. s9(2)(j)

Collective Employment Negotiations

s9(2)(j)

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s9(2)(j)

Occupation of Parliament grounds and surrounding streets

On 8 February 2022 a so-called ‘Freedom Convoy’ arrived at Parliament, with vehicles blocking nearby streets and tent structures being set up on Parliament’s lawn. The resulting 23-day occupation of Parliament grounds was one of the biggest logistical challenges Police has seen in many years. 1,802 Police staff were intermittently deployed to Wellington from outside the Wellington District, to assist the 392 staff already in Wellington. These numbers are reflective of the significant operational effort which brought a conclusion to the occupation of Parliament grounds on 2 March.

IPCA investigation and review

The Authority has an independent investigation and review (Review) underway regarding the policing of the occupation on and around Parliament grounds during February and March 2022.

The Review is intended to provide the public, Police, and other key stakeholders with an independent assessment of the information Police had, the decisions Police took, the tactics used, and whether the approach taken to policing the Protest as it evolved was lawful, proportionate, and appropriate. The Authority anticipates the Review will be completed and reported on by mid-April 2023.

Police continues to respond to information requests, interviews, and have ongoing discussions with the Authority as it reaches the final stages in completing its Review.

Ongoing Police investigation

There were 252 arrests and summons relating to the protest between 9 February and 4 March 2022. The most common charges filed against individuals were Wilful Trespass (198 charges) and Obstruction (90 charges), with some charges for Disorderly Behaviour and Assaults Police (Phase 1 Investigation). While a number of these charges were later withdrawn, several charges are still progressing through the Courts.

Following the end of the occupation, Police commenced the largest digital investigation ever attempted into criminal activity that occurred during the occupation at Parliament grounds (Phase 2 Investigation). Several arrests have been made and this investigation remains ongoing.

At your request, we can provide a more detailed briefing on the two phases of the Police investigation.

Corporate Operations Transformation

Following the refresh of our strategic direction and organisational redesign, Police has identified opportunities to build capability and capacity in its corporate services to better enable the delivery of policing services.

The Corporate Operations Transformation programme is working to strengthen Police’s corporate functions (HR, Finance, ICT, Property and Supply Chain Management) so they are well positioned to ensure enhanced tools and systems are available to support policing, improve the organisation’s corporate compliance and embed good practice, and leverage the benefits Police’s new structure presents.

The programme of work will continue over the next two years and will see Police move to a more sustainable, effective, and efficient model for corporate services. We intend to continue our focus on reducing the complexity in our ICT environment. This will include modernising critical platforms and the way we develop and deliver software, as well as a focus on growing and developing our workforce to support the technology requirements we are expecting to see when looking forward.

Decarbonisation

Police is taking a deliberate and strategic approach to sustainability. This includes the ongoing decarbonisation of the organisation through a variety of approaches, such as participation in the Carbon Neutral Government Programme (CNGP). Police is meeting CNGP requirements by verifying and reporting on climate-related

emissions and have set gross emissions reduction targets aligned to the CNGP recommendations of 21% by 2025; and 42% by 2030 (from our 2019 baseline). We are progressing with a robust programme of works to reduce our vehicle and building emissions and implement more sustainable procurement practices. A pilot is underway to trial the use of electric vehicles in both our non-operational and operational fleets as part of the Fleet Transition and Optimisation Plan. There are some unique challenges for Police in transitioning its operational vehicle fleet to electric vehicles. A review is underway of all fossil fuel-fired boilers in our property portfolio, with the goal of staging their replacement with lower emission alternatives.

Our Structure



Executive Leadership Team (as of 1 March 2023)

As Minister, you will work closely with members of the Executive Leadership Team (ELT). The Commissioner and members of the ELT have typically met with the Minister on a weekly basis. Please note that changes to ELT are pending, once details of the Deputy Commissioner statutory appointments process are complete.



Andrew Coster
Commissioner of Police

s9(2)(a)



Ruth Currie
*Deputy Chief Executive
Corporate Operations*

s9(2)(a)

- ▶ Finance
- ▶ ICT
- ▶ Legal
- ▶ People Operations
- ▶ Property
- ▶ Supply Chain Management



Glenn Dunbier
*Deputy Commissioner
Operations*

s9(2)(a)

- ▶ Districts
- ▶ National Organised Crime Group
- ▶ Investigations
- ▶ National Security
- ▶ International



Mark Evans
*Deputy Chief Executive
Insights & Deployment*

s9(2)(a)

- ▶ Policy & Partnerships
- ▶ Deployment
- ▶ Evidence Based Policing Centre
- ▶ National Intelligence Centre
- ▶ National Road Policing Centre
- ▶ Emergent Technology



Wallace Haumaha
*Deputy Commissioner
Iwi & Communities*

s9(2)(a)

- ▶ Maori & Community Prevention Partnerships
- ▶ Prevention: Innovation & Change
- ▶ Pacific Partnerships
- ▶ Ethnic Partnerships



Tania Kura
*Deputy Commissioner
Leadership & Capability*

s9(2)(a)

- ▶ Integrity & Conduct
- ▶ Safer People
- ▶ People Capability
- ▶ Frontline Capability



Jevon McSkimming
*Deputy Commissioner
Strategy & Service*

s9(2)(a)

- ▶ Media & Communications
- ▶ Strategy & Transformation
- ▶ Assurance
- ▶ Service & Resolutions
- ▶ Firearms Business Unit
- ▶ Next Generation Critical Communications



Maria Rawiri
*Director
Office of the Commissioner*

s9(2)(a)

Policing Districts

Police is structured into 12 districts covering the country. District boundaries roughly correspond to regional authority boundaries. Each district is headed by a District Commander at the rank of Superintendent. Each district is further divided into areas under the operational command of Area Commanders.

The 12 Districts are supported by Service Centres, including Police National Headquarters, the Royal New Zealand Police College (RNZPC), and our emergency and non-emergency communications centres.

Police Districts

**Boundary lines indicative only*



Staff Numbers and Diversity

We strive to have the same diversity profile as the communities we serve. Increasing diversity has benefits for Police and the community, and so we have set ambitious recruitment targets to meet our desired workforce profile, and we are making significant progress. As of 23 January 2023, we have over 15,000 Full Time Equivalent (FTE) employees. Of these 38 percent are women. Women currently make up 26 percent of constabulary staff.

One of the challenges to quickly updating our demographics is that our workforce tends to stay with Police for a significant number of years. However, over recent years we have been able to recruit at record levels, which has enabled Police to improve its diversity at faster rates than ever before.

In recent years the State Sector Gender Pay Gap Action Plan has outlined plans for the reduction in pay gaps. As a non-public service department, Police isn't included within the state sector action plan, but we are choosing to behave as if we are covered and have produced our own action plan.

District FTE (as of 6 March 2023)

	Constabulary	Employee	Total ⁸
Northland	412	42	454
Waitematā	716	69	784
Auckland City	760	92	852
Counties Manukau	1,105	113	1,217
Tāmaki Makaurau Deployment ⁹	335	86	421
Waikato	715	50	764
Bay of Plenty	781	70	851
Eastern	530	44	574
Central	771	68	839
Wellington	861	96	957
Tasman	377	39	416
Canterbury	989	69	1,058
Southern	604	57	661
PNHQ/Service Centres	1,597	3,699	5,296
Total	10,551	4,594	15,144

Constabulary Demographics (as of 6 March 2023)

	FTE	Percent Of Workforce	Percent Of Graduates since 2017
Female	2,701	25.6%	36.7%
Male	7,849	74.4%	63.3%
Māori	1,348	12.8%	16.1%
Pasifika	752	7.1%	10.0%
Asian	616	5.8%	10.9%

⁸ Some figures may not add exactly due to rounding of part-time FTE positions.

⁹ Since 2017, Police has centralised a number of functions across Tāmaki Makaurau, including partnership functions, some operational groups (Air Support Unit, Maritime, Dogs), Motorway and Impairment Prevention Teams, and Deployment and Intelligence functions.

