Working Together with Ethnic Communities – the Future

POLICE ETHNIC STRATEGY
Effective policing requires the trust and confidence of the diverse communities Police serve. Understanding and responding appropriately to diverse communities helps to build that trust and confidence.
Policing and ethnic diversity

The opportunity and the challenge

New Zealand communities are becoming more diverse

Policing in a globalised world

Grasping the opportunity and meeting the challenge

Objective one: Leading Ethnic Responsiveness

Objective two: Building Capability for Ethnic Diversity

Objective three: Working with Ethnic Communities
Foreword

New Zealand is changing. We are ethnically diverse and this trend is set to continue. That is why I am proud to introduce Working Together with Ethnic Communities – the Future the response of New Zealand Police to the opportunities and the challenges of increasing ethnic diversity.

This is our second Ethnic Strategy. Since the launch of our first strategy we’ve made some progress in better serving ethnic communities. ‘Valuing Diversity’ has become one of Police’s core values, Police are more ethnically diverse than at any point in Police history, and we have Ethnic Liaison Officers in most districts to help us communicate better with communities.

But we have more work to do. This strategy sets out some of the challenges of increasing ethnic diversity and how we will meet those challenges.

I’d like to thank our Ethnic communities and all our staff who have contributed to this strategy. With your help, we can make ‘being safe and feeling safe’ the reality for all New Zealand communities.

Mike Bush
Commissioner of Police
Policing and ethnic diversity

Every day New Zealand Police work with communities to keep people safe.

New Zealand communities are ethnically diverse and this trend is set to continue. The Government is committed to attracting and retaining skilled migrants and growing the tourist and international education sector to strengthen New Zealand's economy. Further developing New Zealand's international appeal for investment and trade is a high priority. New Zealand continues to accept and resettle refugees every year. Police are operating in a different environment now compared to even 10 years ago.

Increasing diversity brings both opportunities and challenges. Opportunities include increased social and economic benefits such as innovation, productivity, and a broader range of skills and expertise in the workforce. Challenges, if not met, include social instability (the result of exclusion, racism, and marginalisation) as well as lost economic benefit.

Effective policing requires the trust and confidence of the diverse communities Police serve. Understanding and responding appropriately to diverse communities helps to build that trust and confidence. With this trust and confidence Police can gather intelligence, prevent crime and injury and create safer communities for everyone. The 2013/2014 New Zealand Police Citizens’ Satisfaction Survey reported people of European descent were significantly more likely to give Police a rating of full/quite a lot of trust and confidence than all other respondents (82%, compared with 66% of all other respondents). Police need to invest now to have the strategy, systems and structures in place to effectively work with an increasingly diverse population.

Building on the success of the first Ethnic Strategy, this Ethnic Strategy outlines the opportunities and challenges for policing in a globalised world and how New Zealand Police will meet the challenge. Implementing this strategy will directly contribute to the objectives of Prevention First, Policing Excellence – the Future and the Road Policing Programme. It also complements the work of Turning of the Tide and the Police Pasifika Strategy. Across the public sector, Working Together with Ethnic Communities – the Future links in with initiatives Police are already contributing to such as the Refugee Resettlement Strategy, the Migrant Settlement and Integration Strategy, the International Students Framework and Better Public Services. This Ethnic Strategy will be aligned and incorporated into existing work streams thereby ensuring an inclusive approach.

Effective policing with diverse communities will contribute to environments where everyone is safer and free to fully participate to New Zealand society.

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4 ‘Ethnic’ in terms of New Zealand Government policy describes the groups of people whose ethnic heritage distinguishes them from the majority of other people in New Zealand including Maori and Pacific peoples. Ethnic refers to migrants, refugees, long-term settlers and people born in New Zealand who identify their ethnic heritage as Asian, Continental European, Middle Eastern, Latin American or African (Office of Ethnic Communities) n.d.
Figure 1. Working Together with Ethnic Communities – the Future in police context

Our Mission: To be The Safest Country

Policing Excellence — the Future

Safer Whanau

Evidence-Based Policing

Service Delivery Model

Police High Performance Framework

Working Together with Ethnic Communities — the Future

Leading ethnic responsiveness

Building capability

Working with ethnic communities

- Developing smart systems so frontline staff have the tools and confidence to be successful in everyday policing with ethnic communities
- Developing a research and evaluation framework that captures evidence of the experiences and outcomes of ethnic communities and police initiatives
- Leverage learning from services delivered in other contexts to serve ethnic communities where appropriate
- Encouraging greater responsiveness to ethnic communities from social sector partners so that Police work is better supported by appropriate services
- Demonstrating Police value diversity through practice
- Developing a Regional Plan for Greater Auckland

- Recruiting, retaining and developing staff from ethnic communities so they are represented throughout the Police hierarchy
- Continuing to invest in professional development for officers in terms of intercultural communication, diversity awareness and empathy
- Creating an organisational culture that values the talents and skills of its ethnic officers and communities

- Having a plan for structured and meaningful engagement with ethnic communities including feedback loops to improve services
- Working in partnership with communities to develop plans that address crime, crashes and victimisation
- Working with social agencies so referral pathways are clear and no-one is lost between services
The opportunity and the challenge

New Zealand communities are becoming more diverse.

One in four people living in New Zealand in 2013 were born overseas. In some areas, the number is even greater\(^5\). Almost 40% of people living in Auckland were born overseas.

The largest group of people born overseas were from the United Kingdom. However, people from Asian countries were the most rapidly increasing category in the last decade.

People identifying as Asian (both New Zealand born and overseas born) made up nearly 12% of the population in 2013. Available ethnic projections suggest people identifying Asian as one of their ethnicities will make up 20% of the population in the next 25 years\(^6\). In 2013, Chinese were the largest ethnic community but the fastest growing communities since the 2006 census were Indian and Filipino.

People identifying with Middle Eastern, Latin American or African ethnicities grew 30% between the 2006 and 2013 census. This group made up 1.2% of the population in 2013.

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\(^7\) MELAA projections were not available at the time this strategy was written.
One in four people living in New Zealand in 2013 were born overseas.

Figure 3. Change in ethnic groups between 2006 and 2013 for selected groups
Almost one in five people in New Zealand speak more than one language. Aside from English – Maori, Samoan, Hindi, French and Chinese dialects were the most common languages spoken by multilingual people. Conversely, 87,000 people in New Zealand did not speak English at all (Statistics New Zealand, 2014).

New Zealand is also seeing a shift in religious diversity, alongside the trend towards a more secular society (38.6% of people in the 2013 census stated they had ‘no religion’). Many religions, including Christianity, declined between the 2006 and 2013 census. Christians represent about 45% of the population. Growth religions included Hinduism, Sikhism, Islam and Buddhism, with people in these faith communities making up 4.1% of the population.

Ethnic and cultural diversity does not tell the whole story. Within groups, communities vary across a number of factors like the reasons for settling in New Zealand, how long they’ve been here and what their aspirations are. Some of this diversity is captured below.

### More overseas visitors and tourists

New Zealand received over 2.7 million overseas visitors in 2014. Nearly half were from the Oceania region, with visitors from Asia making up the second biggest group (21%). Visitors from the People’s Republic of China made up almost eight per cent of visitors. Most visits were for holidays or visiting friends (nearly 80%). Increasingly though, people are visiting for business.

### Table 1. Change in religious diversity between 2006–2013

<table>
<thead>
<tr>
<th>RELIGIOUS GROUP¹</th>
<th>2013 CENSUS</th>
<th>PERCENTAGE CHANGE 2006–2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Christian</td>
<td>1,906,398</td>
<td>-6.7</td>
</tr>
<tr>
<td>Hindu</td>
<td>89,919</td>
<td>39.6</td>
</tr>
<tr>
<td>Buddhist</td>
<td>58,404</td>
<td>11.5</td>
</tr>
<tr>
<td>Islam</td>
<td>46,149</td>
<td>27.9</td>
</tr>
<tr>
<td>Sikh</td>
<td>19,191</td>
<td>101.9</td>
</tr>
</tbody>
</table>


International tourism continues to be a major export earner for New Zealand and growing this sector is a priority for the Government and industry. Tourism contributed $10 billion to the economy in the year to March 2014.

Police communication with overseas visitors will continue to be important, particularly as it relates to safety and road policing challenges.

More international students
New Zealand hosts around 90,000 international students a year. International fee-paying students make a significant contribution to New Zealand’s social and economic landscape (students staying less than 12 months contributed $1.9 billion to March 2014).

International students are a diverse group. The top five contributing countries are China, India, Japan, South Korea and Saudi Arabia.

Communicating with international students will continue to be important for effective policing that keeps these students safe and free from labour market exploitation.

More people are coming to live, work and conduct business here
In 2014, over 150,000 people entered New Zealand on a work visa. This is an 11% increase on the previous year. In the five years to 2014, over 207,000 people gained residence visas to New Zealand with the largest contributors being China, Great Britain, India, Philippines and South Africa.

Contributing to the positive outcomes for new migrants through providing education about New Zealand and building relationships with communities will be an ongoing demand for Police.

Continued commitment to refugee resettlement
New Zealand continues to receive an intake of about 750 refugees every year under the quota system. The government also allows an additional 300 places for eligible refugees to sponsor family members to join them. Special emergency intakes can also boost refugee numbers, for example, the government recently agreed to accept an additional 600 Syrian refugees over a two-and-a-half year period from 2015.

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resettled to Auckland, Waikato, Manawatu, Porirua, Hutt Valley, Wellington and Nelson\textsuperscript{17}. Refugees have experienced some or all of the following; war, persecution, discrimination, racism and oppression in their countries of origin\textsuperscript{18}. Police have a significant role to play in helping refugees settle here, including overcoming negative perceptions of police brought from the refugees’ country of origin.

**Policing in a globalised world**

We are living in a globalised, highly connected world. Overseas incidents like natural disasters, acts of terrorism, and transnational crime impact on New Zealand communities. Police need to be aware of the potential local impacts of international incidents in order to respond, reassure and keep our communities safe.

**Reducing victimisation, crimes and crashes with ethnic communities**

People from ethnic communities are under-represented as offenders compared to their share of the population\textsuperscript{19}. Where offences are committed they tend to be for public order offences, acts intended to cause injury, theft, family violence and illicit drug offences. These offences reflect a similar trend to that seen across all ethnicities. Maintaining low crime rates as communities grow will be a challenge for both Police and communities\textsuperscript{20}.

Crime is under-reported by ethnic communities\textsuperscript{21}. Keeping ethnic communities safe and building their trust and confidence so they report crime are further policing challenges.

Research\textsuperscript{22} and consultation with ethnic communities tells us people are concerned about burglary, small business crime, family violence and exploitation of migrant workers. Other policing challenges result from cultural expectations and practices within communities that don’t align with expectations in New Zealand. These include views on family violence, negative experiences with Police in their country of origin and poor knowledge of New Zealand’s legal framework.

As well as resident ethnic communities, people visiting New Zealand, whether for holidays, study, visiting friends and family or working temporarily, all present potential needs that Police may be involved in meeting.

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\textsuperscript{20} ibid

\textsuperscript{21} ibid

For tomorrow belongs to the people who prepare for it today.

African Proverb
Grasping the opportunity and meeting the challenge

The opportunity to attract people with diverse talents and skills into the Police has never been greater, and this is only going to increase. Officers from different communities offer unique perspectives, intelligence, networks and often language skills that make serving our communities easier.

Building Police responsiveness, capability and relationships with ethnic communities now, will put Police in a strong position to proactively respond to emerging issues. The challenges will be different in different locations as immigrant communities, visitors and tourists respond to the opportunities available around the country. For example, Auckland continues to be a magnet for both overseas visitors and migrant settlement and as such, will require greater coordination and collaboration. The question for Police is: how ready are we to respond to increasing diversity in our service?

The objectives in this strategy contribute to all levels of Police service, from the frontline through to Police influence on social and community issues more broadly. Reducing victimisation, crashes and crime requires a whole system response. Considering increased ethnic diversity across the Police service will result in a robust, future-ready service, capable of keeping communities safe.

There is but one eye of the needle, through which the white, red and black threads must pass.

MĀORI PROVERB
Reducing victimisation, crimes and crashes requires leadership and evidence-informed decision-making from New Zealand Police and action across the social sector. For Police senior management, leading and contributing to ethnic responsiveness means:

› developing smart systems so frontline staff have the tools and confidence to be successful in everyday policing with ethnic communities
› developing a research and evaluation framework that captures evidence of the experiences and outcomes of ethnic communities and police initiatives
› leveraging learning and services developed in other contexts (for example, alternative resolutions) to serve ethnic communities where appropriate
› encouraging greater responsiveness to ethnic communities from social sector partners so that Police work is better supported by appropriate services
› demonstrating that Police value diversity through their practices and engagement with communities
› developing a regional policing plan for greater Auckland.

The first Ethnic Strategy led the way for Police to proactively consider how ethnic diversity impacted on Policing. Now, some districts have Ethnic Liaison Officers and initiatives which work alongside communities like the Auckland Safety Patrols. The Police Commissioner is regularly advised by the Ethnic Focus Forum, and ‘valuing diversity’ has become one of Police’s core values. Police are also starting to capture more complete data about the ethnicity of victims and offenders to better understand crime patterns. But there is still a long way to go. As Police build on their prevention and victim focus, and move toward evidence-based policing and service development, it is important to ensure that new systems and processes capture diverse experiences of crime, victimisation and crashes. With evidence to hand, Police can make best-informed deployment decisions and build a service delivery model that supports frontline staff and makes Police services accessible to everyone.

Success in this objective will be demonstrated when:

› systems and processes deliver robust analysis and evidence about crime in and against ethnic communities for effective deployment and prevention strategies
› research and evaluation projects consider ethnic communities in design, implementation and communication
› Police have a range of effective service options for working with ethnic communities
› District Plans show how Police will work effectively with ethnic communities in their area
› Police can confidently engage with social services that serve the community and Police and in a timely way
› Greater Auckland has a Regional Plan that reflects the objectives of Working Together With Ethnic Communities – the Future.
Objective two: Building Capability for Ethnic Diversity

Having the right people with the right skills to work with ethnic communities.

Building capability means having the right people with the right skills for the job supported by smart systems. Frontline policing is a difficult job but it becomes even harder when communication or cultural awareness is a barrier, or where people originate from places with negative experiences of policing.

Having the right people means:

› recruiting, retaining and developing staff from ethnic communities so they are represented throughout the Police hierarchy
› continuing to invest in professional development for officers in terms of intercultural communication, diversity awareness and empathy
› creating an organisational culture that values the talents and skills of its ethnic officers and communities.

Police have already had some success in recruiting a diverse workforce. In the decade to 2014, Police saw an increase of 289% in the number of officers identifying Asian as one of their ethnicities. However, comprising just 2.5% of the Constabulary at December 2014, Asian officers are still under-represented compared with the Asian share of the population (11.8% at the 2013 census)\(^{23}\). Other ethnic communities are also under-represented, including communities from the Middle East, Latin America and Africa. While Police are making progress, the challenge to recruit, retain and develop a diverse group of officers remains. Further consideration must also be given to recognising the value of cultural intelligence in operational policing and decision-making.

Success in this objective will be demonstrated when:

› New Zealand Police staff composition better reflects the diversity of the local population
› Officers are trained and use skills gained from diversity and intercultural training
› Police staff report an organisational culture where employee diversity is respected and bullying, harassment or discrimination is dealt with appropriately.

Trust and confidence are at the centre of how Police engage and work with communities. Preventing victimisation, crimes and crashes relies on strong effective partnerships between Police and communities. Where communities are diverse, ‘having the trust and confidence of all’ means finding new ways to work with communities.

Working with ethnic communities means:
› having a plan for structured and meaningful engagement with ethnic communities including feedback loops to improve services
› working in partnership with communities to develop plans that address crime and victimisation
› working with social agencies so referral pathways are clear and no-one is lost between services.

Since the last ethnic strategy, Police have worked with ethnic communities in new ways. For example, Police sponsor the Race Unity Speech Competition in secondary schools. Police now contribute to orientation programmes for resettlement and some districts have appointed Ethnic Liaison Officers. As diversity increases and populations change, building and maintaining relationships will be an ongoing challenge.

Success in this objective will be demonstrated when:
› Police District Plans include processes for sharing information with communities and receiving feedback from communities
› Police District Plans include strategies for preventing victimisation, crashes and crime for ethnic communities
› Police Districts have maps of appropriate social services and have clear referral pathways to them
› ethnic communities report Police are meeting the needs of their communities
› trust and confidence in Police among ethnic communities matches levels in the general population.

Objective three: Working with Ethnic Communities
Strong partnerships to prevent crime and victimisation.

If you want to go fast go alone, if you want to go far, go together.
AFRICAN PROVERB
Strategy into Action

Police have developed an Implementation Plan and a profile of crime and victimisation in ethnic communities to assist with service delivery and evidence informed outcomes. The Implementation Plan outlines responsibilities, actions and case studies to provide guidance for decision-makers to achieve safer communities together.

Police, together with the Commissioner’s Ethnic Focus Forum, will monitor how well Police progress against the objectives outlined in this strategy.

This strategy was developed in collaboration with the College of Humanities and Social Sciences, Massey University.

A society grows great when people plant trees whose shade they know they shall never sit in. 

GREEK PROVERB
**Our Business**

**Why we're here**

- To have the trust and confidence of all

**Our vision**

- To reduce crime and victimisation
- To reduce death and serious injuries on our roads
- To reduce social harm in our communities

**Our motto**

- Safer communities together

**Our purpose**

- Be safe
- Feel safe

**Our mission**

- How we police makes people feel safe
- What we do keeps people safe

**Our goals**

- To reduce crime and victimisation
- To reduce death and serious injuries on our roads
- To reduce social harm in our communities

**Our targets**

- By 2017: 80% high or very high trust and confidence
- By 2017: Violent crime reduction of 20%
- By 2018: Total crime reduction of 20%

**Our key strategies**

- Prevention first
  - Prevention at the front
  - Victims at the heart
  - Deliver better public services

**Our people**

- Are:
  - Victim focused
  - Equipped and enabled
  - Safe and feel safe
  - High performing

**Our values**

- Professionalism
- Respect
- Integrity
- Commitment to Māori & the Treaty
- Empathy
- Valuing diversity

**Our model**

- Prevention
- Response
- Investigation
- Resolution

**Our transformation programme**

- Policing excellence: The future

**Our motto**

- Policing through a high performance culture

**PHPF – Policing Through A High Performance Culture**

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**Turning of the tide**

- Better outcomes for NZ by working in partnership with Iwi

**Our model**

- Prevention
- Response
- Investigation
- Resolution

**Our key strategies**

- Prevention first
  - Prevention at the front
  - Victims at the heart
  - Deliver better public services

**Our vision**

- Safer journeys

**Our business**

- Safer communities together

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**Our targets**

- By 2017: Violent crime reduction of 20%
- By 2017: Youth crime reduction of 25%
- By 2018: Total crime reduction of 20%
- 80% high or very high trust and confidence