



Office of Hon Michael Woodhouse

Minister of Immigration

Minister of Police

Minister for Workplace Relations and Safety

Alex Harris

fyi-request-1870-a4c49f84@requests.fyi.org.nz

Dear Mr Harris

Request for Information

I refer to your email of 5 August 2014, requesting under the Official Information Act 1982: "All advice (including cabinet papers, briefings, aides memoire and memos) relating to the Whole of Government action plan on tackling gangs."

On the 19 August 2014, you narrowed your initial request to: "Cabinet papers and formal briefings from the department".

I have considered your request in accordance with the Official Information Act 1982.

The attached table outlines the documents that fall within the scope of your request. The table gives the title of the document and whether the document is released in its entirety, released in part or withheld under the Official Information Act 1982.

I enclose a copy of the requested information that is able to be released.

Some information has been withheld pursuant to the following sections of the Official Information Act 1982:

- section 6(c) to prejudice the maintenance of the law, including the prevention, investigation, and detection of offences, and the right to a fair trial
- section 9(2)(a) to protect the privacy of natural persons
- section 9(2)(f)(iv) to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials
- section 9(2)(g)(i) to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty
- section 18(d) that the information requested is or will soon be publicly available.

Material in released documents that is out of scope of your request has been withheld.

If you are not satisfied with my response to your request you have the right to complain to the Office of the Ombudsman and seek an investigation and review of my decision.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Michael Woodhouse', with a stylized flourish extending upwards and to the right.

Hon Michael Woodhouse
Minister of Police

Schedule 1: Cabinet Papers and formal briefings from the Department.

NUMBER	TITLE	OFFICIAL INFORMATION ACT
BR/13/170	Proposed itinerary for gangs visit to the United States	Released with parts withheld as the information is not within the scope of your request. Other parts are withheld under section 9(2)(a) – to protect the privacy of natural persons.
BR/13/213	Engagement with Specific Communities on Gang-Related Issues	Released with parts withheld under section 9(2)(a) – to protect the privacy of natural persons.
BR13/224	Whole-of-Government Approach to Reducing the Influence of Gangs	Released with parts withheld under the following section: <ul style="list-style-type: none"> • section 9(2)(a) to protect the privacy of natural persons Attachments withheld in their entirety under the following sections: <ul style="list-style-type: none"> • section 9(2)(f)(iv) to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials • section 9(2)(g)(i) to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty • section 18(d) – that the information requested is publicly available at www.police.govt.nz
BR/13/237	Cabinet paper on the whole-of-government approach to reducing the influence of gangs	Released with parts withheld under the following sections: <ul style="list-style-type: none"> • section 9(2)(a) – to protect the privacy of natural persons; and • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty.
BR13/301	Correspondence to Ministers Turia and Sharples and United States Officials on	Released with parts withheld under the following sections: <ul style="list-style-type: none"> • section 9(2)(a) – to protect the privacy of

NUMBER	TITLE	OFFICIAL INFORMATION ACT
	Gangs	<p>natural persons; and</p> <ul style="list-style-type: none"> • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty. <p>Please note that the released letters are still in draft form and were never sent.</p>
BR/14/12	Status update on gangs work programme	<p>Released with parts withheld under the following sections:</p> <ul style="list-style-type: none"> • section 9(2)(a) – to protect the privacy of natural persons; and • section 9(2)(f)(iv) – to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials; and • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty.
BR/14/41	Status update on gangs work programme	<p>Released with parts withheld under the following sections:</p> <ul style="list-style-type: none"> • section 6(c) – the making available of that information would be likely to prejudice the maintenance of the law, including the prevention, investigation, and detection of offences, and the right to a fair trial; and • section 9(2)(a) – to protect the privacy of natural persons; and • section 9(2)(f)(iv) – maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials; and • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department

NUMBER	TITLE	OFFICIAL INFORMATION ACT
		or organisation in the course of their duty.
BR/14/81	Status update on gangs work programme	<p>Released with parts withheld under the following sections:</p> <ul style="list-style-type: none"> • section 6(c) – the making available of that information would be likely to prejudice the maintenance of the law, including the prevention, investigation, and detection of offences, and the right to a fair trial; and • section 9(2)(a) – to protect the privacy of natural persons; and • section 9(2)(f)(iv) – maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials; and • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty; and • 18(d) – that the information requested is publicly available at www.police.govt.nz .
BR/14/121	Whole of Government Action Plan on Gangs	<p>The attached Cabinet Paper is withheld in its entirety under section 18(d) – that the information requested is publicly available at www.police.govt.nz .</p> <p>The briefing is released with parts withheld under the following sections:</p> <ul style="list-style-type: none"> • section 9(2)(a) – to protect the privacy of natural persons; and • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty; and • 18(d) – that the information requested is publicly available at www.police.govt.nz
BR/14/137	Update for Ministerial Group Meeting on Gangs on 27 May 2014	<p>Released with parts withheld under the following sections:</p> <ul style="list-style-type: none"> • section 9(2)(a) – to protect the privacy of natural persons; and

NUMBER	TITLE	OFFICIAL INFORMATION ACT
		<ul style="list-style-type: none"> • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty.
BR14/155	Cabinet paper: Whole of Government Approach to reducing the Influence of Gangs	<p>Released with parts withheld under the following section:</p> <ul style="list-style-type: none"> • section 9(2)(a) to protect the privacy of natural persons <p>Attachments withheld in their entirety under the following sections:</p> <ul style="list-style-type: none"> • section 9(2)(f)(iv) to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials • section 9(2)(g)(i) to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty • section 18(d) – that the information requested is publicly available at www.police.govt.nz
BR/14/169	Cabinet Paper: Whole-of-Government Action Plan on Reducing the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups	<p>Released with parts withheld under the following sections:</p> <ul style="list-style-type: none"> • section 9(2)(a) – to protect the privacy of natural persons; and • section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty; and • section 9(2)(f)(iv) – maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials.



BRIEFING FOR THE MINISTER OF POLICE

Subject	PROPOSED ITINERARY FOR GANGS VISIT TO THE UNITED STATES		
Date	11 July 2013	Ref	BR/13/170
Priority	<input checked="" type="checkbox"/> Urgent <input type="checkbox"/> Non-urgent Your feedback on the itinerary is required before the proposed meetings can be confirmed.		

Recommendations

The recommendations are that the Minister of Police:

- | | |
|--|--------|
| (a) note this briefing sets out a proposed itinerary for your travel to the United States to talk to key gang subject matter experts, to inform the development of a New Zealand Gang Strategy | Yes/No |
| (b) note that the proposed meetings and initiatives have been specifically selected to correlate to the proposed gang strategy work programme | Yes/No |
| (c) note that on some days, there are opportunities for you to select your preferred choice of initiatives to visit | Yes/No |
| (d) note that Deputy Commissioner Mike Bush will accompany you to the United States and that a Police National Headquarters representative may also accompany you to record the lessons learned | Yes/No |
| (e) confirm your meeting preferences, so that the itinerary can be finalised and forwarded to your office. | Yes/No |

Minister's comments:

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 Hon Anne Tolley
 Minister of Police

/ /2013
 Date

PROPOSED ITINERARY FOR GANGS VISIT TO THE UNITED STATES

Purpose

1. This briefing proposes a programme of meetings with key gang subject matter experts in the United States of America, to inform the development of a New Zealand Gang Strategy. The proposed meetings are with United States agencies or individuals who are:
 - using novel law enforcement approaches with gangs
 - operating strategies to manage and reduce the level of harm organised criminal gangs, youth gangs and ethnic gangs cause in the community
 - working with at risk youth to discourage them for joining gangs and/or support them leaving gangs.

Background

2. In June 2013, the Cabinet Strategy Committee (STR) considered the New Zealand Police paper, "Gangs Strategy". Gangs are a major driver of crime in New Zealand and have a large and negative impact on New Zealand Society. Following the meeting, STR invited you to report back to the Cabinet Social Policy Committee in due course, on a number of matters including high-level proposals relating to a series of practical initiatives that will make a real difference in reducing the influence of gangs in New Zealand (STR MIN (13) 3/1 refers).
3. To inform the development of this work, Police has developed a proposed itinerary for you to visit with key gang subject matter experts and agencies in the United States. The visits have been specifically selected to correlate to the proposed gang strategy work programme. The lessons learned from these meetings will be used to inform the development of a comprehensive New Zealand Gang Strategy, including the report back to the Cabinet Social Policy Committee on practical initiatives to reduce the influence of gangs in New Zealand.
4. Your office has advised that you are available to travel between Wednesday, 21 August and Wednesday, 28 August 2013. The proposed programme of meetings is based on you arriving in Los Angeles on the afternoon of Wednesday 21 August and leaving New York on the afternoon of Wednesday 28 August.
5. Deputy Commissioner Mike Bush will accompany you to the United States. A Police National Headquarters representative may also travel with Deputy Commissioner Mike Bush, to record the lessons learned for inclusion in the Cabinet Social Policy Committee report back.

Proposed meetings

6. The table on pages three to seven sets out a series of proposed meetings in Los Angeles and New York for your consideration. Once you have indicated what your preferences are we will confirm the proposed meetings and develop a final itinerary. Detailed information on all of the individual initiatives is provided in the Appendix of this briefing.

Date		Proposed Meetings	Ministers Comments
Wednesday 21 August	Either 1940 or 2130 departure	Depart New Zealand for Los Angeles	
	0730-0830	Travel to Los Angeles Sheriff's Department (LASD)	
	0830-1200	Meet with Sheriff Leroy Baca at the LASD Sheriff Baca will be able to provide a perspective on strategies such as the: <ul style="list-style-type: none"> • Youth at Risk Programme: Vital Intervention and Directional Alternatives, which targets high risk youth identified in the justice system, child and family services and Police • LASD Eradicate Target Gangs Initiative, which uses a taskforce to focus on one specific gang at a time with the aim of totally disrupting the structure and strength of the gang. 	
	1200-1245	Lunch with Sheriff Baca or his representative	
	1245-1430	Continue with LASD presentations on youth gang initiatives	
	1430-1500	Travel to California Department of Justice (City Hall)	
	1500-1600	Meet with State of California Attorney General, Kamala Harris The Attorney General's Office pursues a comprehensive gang strategy, which includes suppression, intervention and prevention.	
	1600-1700	Presentation on the development of Los Angeles' Youth Services Eligibility Tool (YSET) YSET has been developed by the City of Los Angeles' in conjunction with the University of Southern California. It is an assessment tool to identify youth most likely to join a gang and underpins the delivery of gang prevention and intervention services across the city.	
	1700-1800	Travel to Hotel	
	1900-2100	<div style="background-color: black; width: 100%; height: 1em; margin-bottom: 2px;"></div> <div style="background-color: black; width: 100%; height: 1em;"></div>	
Friday 23 August	0830-0900	Travel to Los Angeles Police Department (LAPD) Headquarters	

Date		Proposed Meetings	Ministers Comments
Friday 23 August	0900-1200	<p>Meet with Chief of Police, Charlie Beck or his Deputy at LAPD HQ LAPD has amongst the highest concentration of gangs per head of capita in any US city. The visit would give you the opportunity to view some unique approaches to disruption and policing of street gangs. There is also the possibility of organising a briefing on LAPD's Gang Division to hear about the strategies used to reduce harm to the community.</p>	
	1200-1300	Lunch (details to be confirmed)	
	1300-1400	<p>Visit to a Los Angeles FBI Field Office The FBI funded gang taskforce operating in South Central Los Angeles is taking some innovative approaches to gangs. The taskforce is due to be evaluated in July 2013.</p>	
	1400-1430	Travel to next meeting	
	1430-1630	<p><u>One of three options below:</u></p> <p>Meet with Mayor Eric Garcetti about the Gang Reduction Programme This programme was set up under Mayor Villaraigosa but is being continued by Mayor Garcetti. One of the initiatives under the programme is gang reduction and youth development zones. This initiative targets communities with high levels of gang crime. It is tough on crime but also focussed on root causes of crime. The initiative is using data driven prevention and intervention services.</p> <p>OR</p> <p>Meet with the operators of Soledad Enrichment Action This programme aims to keep youth between the ages of 14 and 15 out of gangs in four of the city's youth gang zones. The programme combines individually-tailored high school education services with a diverse range of wrap-around support services.</p> <p>OR</p> <p>Meet with operators of Homeboy Industries Homeboy Industries is one of the most successful Los Angeles gang prevention programmes. It helps approximately 12,000</p>	

Date		Proposed Meetings	Ministers Comments
		at risk youth, former gang members and active gang members by getting youth off the street and into jobs, e.g. training in food service, solar panel installation. Other services include employment counselling, legal assistance, mental health.	
	1630-1730	Travel to Hotel	
	1900-2100	Dinner	
Saturday 24 August	2130	Depart Los Angeles at 9.30pm American Airlines - direct flight	
Sunday 25 August	0550	Arrive in New York at 0550	
Monday 26 August	0830-0930	Travel to first meeting	
	0930-1200	<p><u>One of two options below:</u></p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>OR</p> <p>Meet Executive Director Andrew Grascia at the New York Gang Investigators Association (NYGIA)</p> <p>NYGIA was established in 2006 by criminal justice professionals who recognised the importance of sharing information and working with social service agencies community-based organisations and the education system to impact the spread of gangs.</p> <p>NYGIA develops anti-gang strategies in the areas of gang prevention, enforcement, suppression and gang member rehabilitation. For example it works with schools to educate staff about gang identifiers, sets up public forums to identify community concerns and develop youth violence intervention and</p>	

Date		Proposed Meetings	Ministers Comments
		prevention strategies.	
	1200-1300	Lunch (details to be confirmed)	
	1300-1330	Travel to New York Police Department (NYPD) HQ	
	1330-1430	<p>Meet with Commissioner Raymond Kelly or delegate at the NYPD Commissioner Kelly will be able to provide an overview of the Gang Division and new Strategy Enforcement Teams.</p> <p>Commissioner Kelly has recently announced that the Gang Division will double in size and credited the decrease in the city's murder rate in part to the Strategy Enforcement Team's focus on using social media to catch gangs.</p>	
	1430-1600	<p>Visit to NYPD Real Time Crime Centre (RTCC) The RTCC is a centralised technology centre, which gives field officers and detectives instant and comprehensive information to help identify patterns and stop emerging crime. The system can comb through 120 million New York Criminal complaints and has made it possible for officers to receive photographs of individuals on handheld devices.</p>	
	1600-1700	<p>Visit to NYPD Intelligence Division The Intelligence Division has developed a number of highly innovative gang and counter terrorism interventions, such as the Special Youth Gang Programme and the Juvenile Robbery Intervention Programme. It has however, attracted negative media attention because of some of its surveillance programmes.</p>	
Monday 26 August	1700-1800	Travel back to Hotel	
	1900-2100	Dinner (details to be confirmed)	
Tuesday 27 August	0800-0900	Travel to Centre for Court Innovation	
	0900-1300	<p>Visit the Centre for Court Innovation The centre is a non-profit organisation which helps the justice system aid victims, reduce crime and improve trust. The centre is well connected to a lot of the social prevention and innovation initiatives taking place in New York.</p> <p>The visit could include:</p>	

Date		Proposed Meetings	Ministers Comments
		<ul style="list-style-type: none"> • A presentation on the centre's projects, which cover a wide range of topics from juvenile delinquency to the re-entry of ex-offenders into society • A site visit to the Red Hook Community Justice Centre, which works to connect court-involved youth to strengths-based programmes, including peer education programmes. <p>The Centre has advised that it has a number of projects related to at risk youth and youth gangs.</p>	
	1300-1400	Lunch (details to be confirmed)	
	1400-1500	Continue with Centre for Court Innovation visit	
	1500-15300	Travel to John Jay College of Criminal Justice	
	15300-1700	Meet with Professor of Criminal Justice and Director of Crime Prevention and Control, David Kennedy at John Jay College of Criminal Justice Professor Kennedy specialises in crime prevention amongst inner city gangs and is a world expert in this field. He has written a wide range of articles on gang violence, drug markets, domestic violence and other public safety issues.	
	1700-1800	Travel from John Jay College to Hotel	
	1900-2100	Dinner (details to be confirmed)	
Wednesday 28 August	1700hrs	Depart New York for New Zealand	

Further details

7. Supplementary information on some of the proposed visit sites is attached to the appendix of this briefing, where it is available. Travel to the United States requires a United States A2 or multiple entry visa. Once your itinerary is finalised, officials can work with our office to progress your visa.

Recommendations

8. The recommendations are that the Minister of Police:
 - (a) **note** this briefing sets out a proposed itinerary for your travel to the United States to talk to key gang subject matter experts, to inform the development of a New Zealand Gang Strategy
 - (b) **note** that the proposed meetings and initiatives have been specifically

selected to correlate to the proposed gang strategy work programme

- (c) **note** that on some days, there are opportunities for you to select your preferred choice of initiatives to visit
- (d) **note** that Deputy Commissioner Mike Bush will accompany you to the United States and that a Police National Headquarters representative may also accompany you to record the lessons learned
- (e) **confirm** your meeting preferences, so that the itinerary can be finalised and forwarded to your office.

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Date: / /2013

Malcolm Burgess
 Assistant Commissioner, Investigations & International

Supplementary Information

Contact for telephone discussion (if required)

Name	Position	Telephone		Suggested First Contact
		Direct Line	After Hours	
Malcolm Burgess	Assistant Commissioner	██████████	██████████	<input checked="" type="checkbox"/>
██████████ ██████████	██████████ ██████████	██████████	██████████	<input type="checkbox"/>
██████████	██████████ ██████████	██████████		<input type="checkbox"/>

Appendix 1: Further detail about programmes

Los Angeles

Meeting with Sheriff Leroy at the Los Angeles Sheriff's Department (LASD)

1. The LASD's approach to gangs is similar to Alberta, where they focus on awareness, prevention, intervention and suppression. Their philosophy is based on the concept of 'Community Based Intervention', i.e. collaboration between schools, churches, probation, law enforcement agencies, families, private industry, non-government organisations, courts to take a holistic approach to children at risk. Their focus is on re-directing children and young people away for delinquent behaviour toward positive pro-social life choices.
2. Specific gang initiatives delivered by the LASD include:
 - *Gang Diversion Team (GDT)*: designed to directly impact the continuing cycle of violence and gang activity in a community. Multi-disciplinary teams that identifies gang members, at risk youth and families in need of assistance. GDT receives referrals from schools, probation services, child youth and family services, Mental Health services, parents and deputies who come in contact with youth at need. Outcomes tracked through a database.
 - *Youth Athletic League (YAL)*: provides after school educative tutoring, counselling and recreational activities such as: computer labs, fishing, athletics, basketball, over-night camps as alternative to gangs and drugs. Also provide summer youth employment training programmes. Involves 20,000 children and teenagers annually, with YAL operating across 23 sheriff stations in LA.
 - *Success Through Awareness & Resistance Programme*: drug, gang and violence prevention education classes taught throughout 202 schools reaching more than 40,000 kids annually. Teach proven techniques to empower children and young people to fight drug use and gang membership while improving their self-esteem.
 - *Gang Resistance Education and Training*: school based classes taught in collaboration between Police and the Boys and Girls Club of America. Focuses on prevention. Teach children life skills to help them against delinquency, youth violence and gang membership.
 - *Gang Enforcement Teams*: five sheriffs who are a ring fenced resource, who focus solely on gang-related crime.
 - *Operation Safe Streets*: nine sheriffs who focus on reducing gang violence and improving the quality of life within neighbourhoods.
 - *Youth at Risk Programme: Vital Intervention and Directional Alternatives (VIDA)*: delivered in conjunction with community-based organisations, volunteers, schools and families. The programme has been running since 1996 and has grown into a comprehensive re-directional programme. The programme is a 16 week course for non violent youth between the ages of 11 and 17 and half at eight locations across the county. It is aimed at increasing academic achievement, improving

family relationships, developing positive social behaviours and realising the possibilities of a better future.

Meeting with the Attorney-General Kamala Harris

3. In 2006, the U.S. Department of Justice developed the Comprehensive Anti-Gang Initiative (CAGI) to support local communities in their efforts to prevent and control gang crime. The cities involved include Cleveland, Dallas/Fort Worth, Los Angeles, Milwaukee, Tampa, Indianapolis, Oklahoma City, Rochester, Raleigh/Durham, Chicago, Detroit, and a seven-city region in Eastern Pennsylvania. Each city received \$2.5 million in funding divided between suppression (\$1 million), prevention (\$1 million) and re-entry (\$500,000).
4. The LA programme was implemented in Watts, South East LA, where 40% of residents under 18 and the community suffers from high unemployment, low average income (\$18k), high number of single family homes and foster youth. The Crips and Bloods are the main gangs, who have existed for over 40 years.
5. In Watts, the funding was used to contract NGOs to deliver prevention and intervention services to: deter gang recruitment efforts directed at students in local middle schools; target outreach for youth already involved in gang activities, or those most at risk for future gang involvement; and provide services for youth and young adults (e.g., job training, job placement) to aid in the cessation of gang involvement. Other prevention/intervention strategies included: education and outreach to youth, ex-offender outreach, substance abuse treatment, skill building services, vocational training, truancy reduction, clergy outreach, youth street workers, peer mentoring, tattoo removal, and cognitive decision-making programs.
6. A Process and Outcome evaluation was conducted by the School of Criminal Justice at Michigan State, published in 2013. Key findings of the evaluation included:
 - *Recorded crime*: whilst there were some issues with recorded crime, overall the participating cities achieved statistically significant reductions in violent crime and gang related crime than in non-participating cities between 13-25%.
 - *Cost savings*: between \$14.9 and \$42.6M in cost savings were achieved for the \$2M investment (in each city).
 - *Increased collaboration*: CAGI significantly increased collaboration and coordination with key partners resulting in increased services being delivered to gang members and those at risk of joining gangs.
 - *Intelligence phase*: having a planning period as a preliminary step was highlighted by participating cities as being critical to the success of any future programmes, e.g. a period to undertake problem analysis, intelligence gathering, and partnership building. Cities believed that this type of planning would build the capacity for more timely and coordinated implementation of all three components (enforcement, prevention, re-entry) and more likely to generate gang crime reduction.

Los Angeles' Youth Services Eligibility Tool (YSET)

7. The City of Los Angeles, in conjunction with the University of South California, developed a youth services eligibility tool (YSET) to identify youth most likely to join a gang. The assessment tool helps gang prevention workers focus services on those 10-15 year olds that are at the highest risk of becoming gang members.
8. The YSET questionnaire was designed to help gauge which children are most likely to be headed for gang membership based on risk factors, e.g. home life, past trauma, drug use and general mental health. Children who show four or more risk factors are considered to be adequately "at risk" and are therefore eligible for gang reduction and youth development services.
9. The tool was used by prevention providers as part of the CAGI programme (administered by Attorney-General's office). Each youth received a case plan, which linked youth to services based on the individual's risk factors. Case plans also included an identification of problems, goals, actions, frequency of service, target dates, and the date a certain issue is resolved. Clients signed the action plans, and Case Managers and program staff then contacted the school (as applicable) to access copies of report cards, progress reports, school behaviour reports, school attendance reports, and any awards and certificates.

Charlie Beck Los Angeles Police Department (LAPD)

10. Chief Charlie Beck was appointed Chief of the Los Angeles Police Department in November 2009. Chief Beck oversees the third largest police department in the United States, managing 10,000 sworn officers and 3,000 civilian employees. Chief Beck is renowned for his ability to forge traditional policing methods, community outreach programs, input of diverse stakeholders to form enduring crime reduction programs.
11. Some of the gang initiatives delivered by the LAPD include:
 - *Gang and Narcotics Division* (established by merging the gang unit and narcotics division together): focuses on disrupting violent street gangs and the means by which they support their lifestyle, including the manufacture, transportation, sale and use of illicit drugs, and sales of firearms in the greater LA area.
 - *Reduction of Gang Crime Targets*: since 2007 gang crime in LA has dropped by 11 percent. In 2009, the LAPD set a target of reducing gang violence by 15 percent (26 fewer murders and over 1,000 fewer victims of gang crime).
 - *Strategic Operations Commander and Real Time Crime Center (RACR)*: A newly designated Strategic Operations Commander working with the (RACR) to deploy considerable discretionary resources to emerging gang crime and trends. RACR identifies gang trends or incidents as they occur and move resources throughout the City to address them.

City of Los Angeles Gang Reduction and Youth Development Programme – meeting with Mayor Eric Garcetti

12. During Mayor Villaraigosa's term in office he conducted extremely successful sweeping reforms in the city's delivery of gang reduction and youth services. The new mayor Eric Garcetti was elected in May 2013 and has to date continued this programme.
13. Mayor Villaraigosa consolidated the delivery of gang prevention and intervention services into the 'Office of Gang Reduction and Youth Development'. This created clear lines of oversight and accountability and implemented performance measures for reducing gang activity.
14. Twelve Gang Reduction and Youth Development Zones were created to address the heavy concentration of violent gang activity in scattered pockets throughout the city. This model is now being used citywide in an effort to reduce gang violence.
15. This comprehensive approach is designed to change conditions that have fuelled nearly 400 gangs and 41,000 active gang members. The programme is achieving this by establishing safe, clearly identified places where at risk-youth and their families can receive unconditional support, services and counselling.
16. The programme targets communities with high levels of gang crime. It is tough on crime but also focussed on the root causes of crime. The initiative is using data driven prevention and intervention services.

Soledad Enrichment Action (SEA)

17. Soledad Enrichment Action (SEA) operates programmes aimed at keeping adolescents and young adults between the ages of 14 and 25 out of gangs in four of the city's 12 Gang Reduction and Youth Development Zones. SEA combines individually-tailored high school educational services with a diverse array of wrap-around and support services.
18. All four areas are affected by poverty, high unemployment and extremely high truancy and school drop-out rates, all risk factors for gang membership. SEA's mission is to empower youth, families, and communities in underserved areas to become self-determined contributing members of society by providing guidance, resources and support.
19. SEA Charter High School currently operates seventeen education centres, which provide youth and families an alternative education model. This personalised educational program enables high-risk individuals to earn their high school diploma. SEA Charter High School enrolls approximately 3,500 students annually between the ages of 14 to 18. Due to its rigorous standards and intense personal focus, SEA Charter School has a 70 percent successful completion rate.
20. SEA's holistic approach empowers individuals to learn to access social services, become better parents, complete a high school education, gain employment and live productive self-determined lives. SEA works with its clients by helping them evaluate where they are, helping them see their potential, and helping them create a path towards achievement. SEA works

with its clients in a safe, family-oriented and supportive environment to enable them to become self-directed and productive members of society.

Homeboy Industries

21. One of the United States most successful gang prevention programmes is Homeboy Industries. The organisation helps approximately 12,000 at-risk youth, former gang members and active gang members each year with innovative programmes aimed at getting youth off the street and into jobs. Homeboy Industries also operates re-entry programmes for convicted and formally incarcerated gang members.
22. The organisation offers a wide range of services for clients including job training in food service and solar panel installation. Many clients who graduate from Homeboy's programmes get jobs in one of the organisations three restaurants. At these establishments, members and former members of rival gangs work side by side, earn a living and learn to coexist.
23. Homeboy's services include employment counselling, legal assistance and mental health and substance abuse counselling on site.

New York

New York Gang Investigators Association (NYGIA) – meeting with Executive Director Andrew Grascia

24. The New York Gang Investigators Association was established in 2006 by criminal justice professionals who recognized the importance of sharing information and working with social service agencies, community-based organizations and the education system to impact the spread of gangs.
25. By bringing together those that are actively involved in the investigation, prosecution, suppression, intervention and prevention of criminal street gangs, prison gangs and extremist groups and their affiliations, the Association provides a venue for collaboration and communication across disciplines.
26. The Association works in partnership with fellow gang investigators and law enforcement associations throughout the world to develop anti-gang strategies in the areas of gang prevention, gang intervention, gang enforcement, gang suppression, gang member rehabilitation and gang member re-entry into mainstream society. Some of the NYGIA's activities include:
 - providing professional training and workshops on gang awareness and identification, female gang members, gangs and rap music, understanding graffiti, bullying, hate groups, etc for law enforcement officers, social service agencies and community-based organizations;
 - working with school districts in educating staff about gang identifiers and activities;
 - setting up public forums to identify community concerns, brainstorm solutions, implement strategies and action plans regarding gang violence and develop successful youth violence intervention and prevention strategies; and

- formulating goals, objectives, tasks and performance measures of existing and new youth violence services and programs to ensure that limited resources are being allocated to successful programs with demonstrated measurable outcomes.

New York Police Department (NYPD)

NYPD Commissioner Raymond Kelly

27. Raymond Kelly was appointed Police Commissioner of the City of New York in January 2002 and has worked three decades for the New York City Police Department. During his tenure with the NYPD, Kelly held most of the department's ranks, except for the Three-Star Bureau Chief, Chief of Department, or Deputy Commissioner.

NYPD Gang Division and Strategy Enforcement Teams

28. Commissioner Kelly recently announced that the Gang Division would double in size from 150 to 300 detectives to better continue its focus on small, loose-knit gangs using social media websites.
29. New units called Strategy Enforcement Teams work with officers focused on narcotics and gangs to track criminal activity. The Strategy Enforcement Teams help Police officers from other teams monitor social media to useful gather information.

The Real Time Crime Centre

30. The Real Time Crime Centre (RTCC) is a state-of-the-art facility that uses data mining to search millions of computer records and put investigative leads into the hands of detectives in the field. Its primary purpose is to give field officers and detectives instant and comprehensive information to help identify patterns and stop emerging crime. The RTCC is the first of its kind anywhere in the world of law enforcement.
31. The RTCC opened on July 18, 2005 and provides support 24 hours a day, 7 days a week. The crime center was built at a cost of \$11 million. The information in the center is available to the 37,000 police officers of the New York City Police Department. The RTCC was funded in part by grants from the non-profit New York City Police Foundation.
32. The scope of information available to the police officers relying on the RTCC is huge. The system can comb through 120 million New York City criminal complaints, arrests, and 911 call records dating back a decade; five million criminal records and parole files maintained by the state of New York; and more than 31 million records of crime committed nationwide.
33. In addition, the RTCC has made it possible for officers to receive photographs of individuals via handheld devices; the technology to transmit the photographs to the police car laptops will soon become available. Recently, an officer was able to retrieve a suspect's photograph via a handheld device following a narcotics bust and tie the suspect to a murder in Virginia.

34. The RTCC puts a wealth of information at the fingertips of those who work there. To ensure data privacy, only NYPD employees who are screened by internal affairs have access to the information housed in the RTCC.

NYPD Intelligence Division

35. The New York City Police Force's Intelligence Division has developed a number of highly innovative gang interventions, such as the runs the Special Youth Gang Programme and the Juvenile Robbery Intervention Programme.
36. The Intelligence Division identified that a high number of youths from Brownsville, Brooklyn were involved in robberies. In 2006 of 106 teenagers from the Brownville area were linked to 132 robberies. It was also identified that there were over 12 fatal shootings in the area, which were attributed to gang activity. To address these issues the New York City Police Department embarked on a novel approach to reducing offending by staging interventions and force feeding outreach.
37. The idea in part is to isolate the teenagers from their peers with whom they commit crimes. Officers become familiar with the teenagers on a one to one basis and the crews they run with. The interventions include drop-ins at home and at school, and stopping to have a positive 'chat' to the youths whenever they see them in the street.
38. Detectives monitor the Facebook and twitter accounts of the teenagers in the programme. They often take out fake Facebook accounts, usually representing themselves as young teenage girls to 'friend' the teen so they can keep track of where they are and who they are with
39. The Officers also forge a relationship with the teenager's family, drawing them in with perquisites like a hand-delivered turkey on Thanksgiving Eve and toys and brand named sneakers for younger siblings. They also provide tailored help such as shuttling family members to doctor's appointments, connecting them with drug and alcohol counselling and assistance filling out applications for food stamps, child support and child care.
40. Their concentrated efforts have helped produce results. After the introduction of the programme Brownsville of the 106 teenagers in the programme only 14 were arrested for a new robbery in 2008. This led to an expansion of the programme to East Harlem in 2009.

Centre for Court Innovation

41. The Centre for Court Innovation is a non-profit organisation which helps the justice system aid victims, reduce crime and improve trust. The centre is well connected to a lot of the social prevention and innovation initiatives taking place in New York.
42. The Centre's projects include the Midtown Community Court and Red Hook Community Justice Centre] as well as drug courts, reentry courts, domestic violence courts mental health courts and others.
43. The Red Hook Community Justice Centre was launched in June 2000. It is a multi-jurisdictional community court, which seeks to solve neighbourhood problems using a coordinated response. At the Centre a single judge hears

neighbourhood cases from three police precincts (covering approximately 200,000 people) that under ordinary circumstances would go to three different courts—Civil, Family, and Criminal.

44. The Centre judge has an array of sanctions and services at his disposal. These include community restitution projects, short-term psychoeducational groups, and long-term treatment (e.g., drug treatment, mental health treatment, and trauma-focused psychotherapy). The Centre features an on-site clinic staffed by social service professionals who use trauma- and evidence-informed approaches to assess and connect individuals to appropriate services. The Centre also works to connect court-involved youth to strengths-based programming, including art projects and peer education programs.
45. The Red Hook story extends far beyond what happens in the courtroom. The courthouse is the hub for an array of unconventional programs that contribute to reducing fear and improving public trust in government. These include mediation, community service and a youth court where teenagers are trained to resolve actual cases involving their peers.
46. The Centre also initiates projects to test innovative approaches to public safety problems. Underlying this work is the idea that, rather than simply processing cases, the justice system should seek to change the behavior of offenders and improve public safety. While the Centre's model projects cover a broad range of topics—from juvenile delinquency to the reentry of ex-offenders into society—the approach is always the same: rigorous, collaborative planning and an emphasis on using data to document results and ensure accountability. The Centre's projects have achieved tangible results like safer streets, reduced levels of fear and improved neighbourhood quality of life.

Professor David Kennedy, Director of Crime Prevention and Control, John Jay College of Criminal Justice

47. Professor David Kennedy specialises in crime prevention amongst inner city gangs and is a world expert in this field.
48. Professor Kennedy helped design and field the Justice Department's Strategic Approaches to Community Safety Initiative, the Treasury Department's Youth Crime Gun Interdiction Initiative, and the Bureau of Justice Assistance's Drug Market Intervention Program.
49. Professor Kennedy is also the co-chair of the National Network for Safe Communities, an alliance of more than 50 jurisdictions dedicated to reducing crime, reducing incarceration, and addressing the racial conflict associated with traditional crime policy.
50. He is the author of *Deterrence and Crime Prevention: Reconsidering the Prospect of Sanction*, co-author of *Beyond 911: A New Era for Policing*, and a wide range of articles on gang violence, drug markets, domestic violence, firearms trafficking, deterrence theory, and other public safety issues. His latest book, *Don't Shoot, One Man, a Street Fellowship, and the End of Violence in Inner-City America* was published by Bloomsbury in September 2011.



AIDE MEMOIRE FOR MINISTER OF POLICE

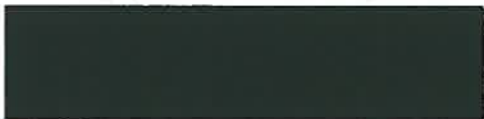
Subject	COMMUNITY ENGAGEMENT ON GANG-RELATED ISSUES		
Date	9 August 2013	Ref	BR/13/213
Priority	<input checked="" type="checkbox"/> Urgent <input type="checkbox"/> Non-urgent The Minister has requested this information by 9 August 2013.		

Recommendations:

The recommendation is that the Minister of Police

- (a) **Note** this Aide Memoire lists 12 communities with a notable gang presence and/or gang related offending, in response to your request of 6 August 2013.

Yes/~~No~~



9 / 8 / 2013

PP

Mark Evans
Director Intelligence

.....
Minister's comments:

.....
Hon Anne Tolley
Minister of Police

12 / 8 / 2013

AIDE MEMOIRE FOR MINISTER

COMMUNITY ENGAGEMENT ON GANG-RELATED ISSUES

Purpose

1. This paper identifies communities with which the Law and Order Caucus can engage to understand gang-related issues and identify opportunities to reduce the influence of gangs in New Zealand.

Background

2. At your Ministerial Work Group on Gangs meeting on 6 August 2013, members discussed the idea of talking to community leaders and organisations to better understand gang-related issues and identify opportunities for change at the local level.
3. You asked Police to identify specific communities with which your Law and Order Caucus members could engage during September 2013. This Aide Memoire identifies these locations in response to your request.

Suggested Locations for Selecting Areas for Community Engagement

4. As noted in discussions with your Ministerial colleagues, identifying individual locations as 'top gang towns', is problematic, as it could be seen as stigmatising a community and making its residents less prepared to engage positively and openly on this important issue. Additionally, gangs are now more mobile and becoming less aligned to specific areas.
5. Noting the above, the National Intelligence Centre has provided a list of all the communities in New Zealand, which have a notable gang presence and / or gang related offending (attached at Appendix Two). We have suggested 12 of these communities for possible engagement based on gang type and activity, geographic spread, a mixture of metropolitan and provincial areas, across the 12 Police Districts (attached in the table at Appendix One). However, any of the communities from the full list could be targeted for community engagement.
6. The table of suggested communities also identifies the relevant parliamentary electorate, and the Police District Commander responsible for each community.

Prepared by:

Reviewed by:



AIDE MEMOIRE FOR MINISTER

APPENDIX ONE: SUGGESTED LOCATIONS FOR COMMUNITY ENGAGEMENT

Location	Electorate	Police District Commander
Raumanga (Whangarei)	Whangarei	Supt Russell Le Prou
Henderson & Te Atatu	Waitakere, Te Atatu	Supt Bill Searle
Mangere	Mangere	Supt John Tims
Hastings	Tukituki	Supt Sam Hoyle
Huntly	Waikato	Supt Win van der Velde
Rotorua	Rotorua	Supt Glenn Dunbier
Wairoa	East Coast	Supt Sam Hoyle
Gonville, Castlecliff	Whanganui	Supt Russell Gibson
Porirua (Cannons Creek, Waitangarua East)	Mana	Supt Sue Schwalger
Blenheim	Kaikoura	Supt Richard Chambers
Aranui (Christchurch)	Christchurch East	Supt Gary Knowles
Invercargill	Invercargill	Supt Richard Chambers

AIDE MEMOIRE FOR MINISTER

APPENDIX TWO: FULL LIST OF COMMUNITIES WITH NOTABLE GANG PRESENCE AND / OR GANG-RELATED OFFENDING

City / Town / Suburb	Electorate	Police District Commander
Moerewa, Kalkohe	Northland	Supt Russell Le Prou
Hobsonville	Helensville	Supt John Tims
Glen Eden, Henderson	Waitakere	Supt John Tims
Te Atatu	Te Atatu	Supt Bill Searle
Mt Eden, Auckland Central City	Auckland Central	Supt Mike Clement
Mangere	Mangere	Supt John Tims
Otara, Otahuhu	Manukau East	Supt John Tims
Huntly, Morrinsville, Matamata, Ngaruawahia,	Waikato	Supt Win van der Velde
Te Kuiti, Otorohanga	Taranaki-King Country:	Supt Win van der Velde
Hamilton City (Bader, Fairfield and Nawton)	Hamilton East	Supt Win van der Velde
Paeroa and Waihi,	Coromandel	Supt Win van der Velde
Murupara, Rotorua (Ford Block and Pohutukawa Drive), Kawerau	Rotorua	Supt Glenn Dunbier
Tokoroa	Taupo	Supt Glenn Dunbier
Te Teko, Opotiki and Taneatua, Merivale, Wairoa Kaiti	East Coast	Supt Sam Hoyle
Gonville, Castlecliff	Whanganui	Supt Russell Gibson
Maraenui, Flaxmere, Camberley	Tukituki	Supt Sam Hoyle
Waitangarua East, Cannons Creek	Mana	Supt Sue Schwalger
Blenheim	Kaikoura	Supt Richard Chambers
Ashburton	Rangitata	Supt Gary Knowles
Aranui	Christchurch East	Supt Gary Knowles
Queenstown, Mataura	Clutha-Southland	Supt Richard Chambers
Dunedin	Dunedin North Dunedin South	Supt Richard Chambers
Invercargill	Invercargill	Supt Richard Chambers



CABINET PAPER TO MINISTER OF POLICE

Subject: Whole-of-Government Approach to Reducing the Influence of Gangs
Reference Number: BR/13/224
Cabinet Committee: Social Policy
Proposed date: 4 September 2013
Attention: Hon Anne Tolley (Minister of Police)

The attached Cabinet paper has been prepared by NZ Police. Attachments include

Cab 100 Cabinet Paper Appendices

The Minister's approval of the paper is requested.

The Cabinet Office guidelines on the preparation of Cabinet papers have been followed.

A separate Briefing Paper on this paper is attached: **YES** **NO**

Police Executive Approval:


.....

28.8.13

Dave Cliff MNZM
ACTING DEPUTY COMMISSIONER: OPERATIONS

MINISTER'S COMMENTS

Minister's Signature:

Date:

<input type="checkbox"/> Noted	<input type="checkbox"/> Seen	<input type="checkbox"/> Approved
<input type="checkbox"/> Needs changes	<input type="checkbox"/> Referred to	
<input type="checkbox"/> Withdrawn	<input type="checkbox"/> Not seen by Minister	<input type="checkbox"/> Overtaken by events

Contact for telephone discussion (if required)

Name	Position	Telephone		Suggested First Contact
		Direct Line	After Hours	
Michael Bush	Deputy Commissioner	[REDACTED]	[REDACTED]	
Mark Evans	Director of Intelligence	[REDACTED]	[REDACTED]	
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	√



AIDE MEMOIRE FOR MINISTER OF POLICE

Subject	CABINET PAPER ON THE WHOLE-OF-GOVERNMENT APPROACH TO REDUCING THE INFLUENCE OF GANGS		
Date	2 September 2013	Ref	BR/13/237
Priority	<input checked="" type="checkbox"/> Urgent Non-urgent You are presenting a paper to the Cabinet Social Policy Committee on <u>4 September 2013</u>		

Recommendations:

The recommendations are that the Minister of Police

- | | |
|---|--------|
| (a) Note that you are presenting a paper to the Cabinet Social Policy Committee on 4 September 2013 on the Whole-of-Government Approach to Reducing the Influence of Gangs | Yes/No |
| (b) Note that your Ministerial colleagues and their agencies are generally supportive of this work | Yes/No |
| (c) Note the comments from agencies received during the consultation process and the suggested responses | Yes/No |
| (d) Note that draft talking points are attached for you to brief the Cabinet Social Policy Committee on the paper (Appendix One) | Yes/No |

..... / /2013
 Katherine Anderson
 General Manager: Policy, Performance and Legal

Minister's comments:

..... / /2013
 Hon Anne Tolley
 Minister of Police


CABINET PAPER ON THE WHOLE-OF-GOVERNMENT APPROACH TO REDUCING THE INFLUENCE OF GANGS

1. This paper attaches talking points on the Whole-of-Government Approach to Reducing the Influence of Gangs Cabinet paper, which you are presenting to the Cabinet Social Policy Committee on 4 September 2013.
2. It also outlines the comments on the paper received from agencies during the consultation process.

Background

3. In June 2013, the Cabinet Strategy Committee invited you, in consultation with other relevant Ministers (including Social Sector Ministers), to report back on the proposed work programme for developing a series of high-level proposals to combat gangs and governance arrangements to support this work.

Consultation

4. Your Ministerial colleagues and their agencies are generally supportive of this work and appreciate the intention not to duplicate or cut-across existing agency initiatives.
5. 
6. The Officials Social Policy Committee considered the paper on 26 August 2013 and recommended governance at the officials' level sit with an existing forum. This change has been made.
7. Other comments from agencies included:
 - a. how the approach on gangs would be managed to ensure that current work programmes are not refocused or framed in a gangs context and how priorities will be addressed.

Response

- The Ministerial Working Group and the officials' group with governance responsibility for the gangs work will be responsible for managing overlapping priorities, if these arise. The officials' group will advise the Ministerial Working Group of the impacts or trade-offs.
- One of the roles of the officials' group is to ensure that relevant work programmes across the different agencies are identified, and that there is discussion and agreement about how the gang work can complement or align with what is already happening.
- Existing and proposed inter-agency work-streams in the social and justice sectors will be factored in when considering proposals that may impact on front line activity.

- b. the housing and internal affairs portfolios are not yet represented on the Ministerial Group.

Response

- We understand that you intend to issue an invitation to these Ministers to join this group.
- c. the appropriate forum to provide governance arrangements at the officials' level. Another forum proposed for this purpose was the Officials' Committee for Domestic and External Security Coordination sub-committee on organised and financial crime.

Response

- The Officials' Committee for Domestic and External Security Coordination sub-committee on organised and financial is narrowly focused on organised crime. It has:
 - strategic oversight, coordination and advice concerning the activities of the Organised and Financial Crime Agency New Zealand (OFCANZ) and
 - oversight for the delivery and prioritisation of policy and law reform actions within the All of Government Response to Organised Crime (AGROC)
 - The Justice Sector Deputy Chief Executives Group is best suited for providing governance at the officials' level as it has lead responsibility for achieving the overall 2017 Better Public Service targets to reduce crime, violent crime, youth crime and reoffending.
 - These governance arrangements are in place for the first phase of the work programme and will be reviewed once the high-level proposals are developed.
- d. Social sector agencies, in particular, remain cautious about the concept of a multi-agency intelligence approach because the resource implications for agencies are unclear and privacy issues on the sharing of personal information may arise.

Response

- Any proposal that involves agencies sharing information will be well scoped and privacy issues addressed. Whether permanent or temporary, any proposal would likely be based on existing mechanisms, such as those that apply in the National Drug Intelligence Bureau, the Centre for Road Safety Intelligence or the Organised and Financial Crime Agency New Zealand.
- The second report back to the Cabinet Social Policy Committee in late 2013 or early 2014 will contain advice on the need for real-time, cross-

agency intelligence to allow for better targeting and coordination of activities. This paper will also identify costs and funding options, if required, for the high-level proposals, privacy implications and any legislative implications.

Talking points

8. Attached as Appendix One are talking points for you to brief the Cabinet Social Policy Committee on 4 September 2013 on the paper.

Next steps

9. The Cabinet Social Policy Committee is considering the paper on Wednesday 4 September.
10. The intelligence gathering phase is on track. Police will be approaching agencies in October to seek information on two case studies that will be used to demonstrate the nature and scope of harm caused by gangs.
11. Arrangements to get the work on gangs onto the Justice Sector Deputy Chief Executives Group's agenda is underway. Police is holding the secretariat function for this agenda item.

Additional information

12. There have been a number of gangs-related stories in the media over the last two weeks, demonstrating that gang violence and gang-related harm is a serious and ongoing issue for New Zealand. Attached at Appendix Two is further information on the recent fatal shooting in Petone, the termination of Operation Maggie and the alleged establishment of a notorious Canadian outlaw motorcycle gang in Christchurch.

Prepared by:	██████████	██████████
Reviewed by:	██████████	██████████ ██████████

Appendix One

TALKING POINTS FOR MINISTER OF POLICE

Whole-of-Government Approach to Reducing the Influence of Gangs Cabinet Social Policy Committee Meeting (Wednesday 4 September 2013)

Background

1. In June, the Cabinet Strategy Committee invited me to report back to this Committee on the proposed work programme for developing high-level proposals that will make a real difference in reducing the influence of gangs in New Zealand.
2. I am also reporting back on the governance arrangements to support this work.

Gang-related harm

3. While crime is at a 30 year low, gangs continue to be responsible for causing considerable harm in our communities. They cover a wide spectrum of criminal activity from street violence to more organised, sophisticated offending with transnational links.
4. There have been a number of gangs-related stories in the media over the last two weeks, demonstrating that gang violence and gang-related harm is a serious and ongoing issue for New Zealand. You may have seen recent media coverage of Operation Maggie, which commenced following the shooting of at least 6 people in greater Auckland area between November last year and June this year. All required hospital treatment and Police received limited cooperation in their investigation.
5. Eighteen Black Power members or affiliates were arrested last week on a range of charges, including participating in an organised criminal group, possession and supply of methamphetamine, violence, burglary and attempting to defeat the course of justice. A clan lab was also located.
6. We need to achieve sustainable change. This means disrupting entrenched inter-generational offending. Wider social issues must be tackled at the same time as criminal offending.
7. To be successful, a whole-of-government approach is needed. This involves law enforcement, border agencies and the social sector working together.
8. We have already taken steps through the Better Public Service targets to combat welfare dependence, educational underachievement and low participation rates, child abuse and low uptake of health services, particularly mental health and addiction treatment.
9. Other innovations are already happening across government to address these social issues. But we need to combine new law enforcement approaches with the full range of social levers if we are to successfully target the hard-to-reach gangs, their families, and their associates.
10. It is not my intention to duplicate or cut across other multi-agency workstreams. The work on gangs will look for opportunities to bring together the social, enforcement and justice sector initiatives under a single collaborative framework.

Work programme

11. Work between now and a second Cabinet report back planned for late 2013 or early 2014 is focusing on:
 - gathering intelligence on gangs that can complement the work on gangs
 - talking to specific communities to better understand gang-related impacts on them
 - researching what has been shown in overseas jurisdictions to work in combating gangs.
12. This aim of this phase of work is to build a clearer picture so as to inform the design and focus areas for effective intervention.
13. High-level proposals will be developed once the problem definition and stocktake has been completed.

Governance arrangements

14. Governance is required at both the Ministerial and officials' level to provide the necessary leadership to progress this work and ensure alignment with other government priorities.
15. I have established a Ministerial group to provide oversight at this level of the gangs work.
16. The housing and internal affairs portfolios are not yet represented on this group. I will be issuing an invitation shortly to these Ministers to join the Ministerial group.
17. At the officials' level, oversight of the first phase of the gangs work will be the responsibility of the Justice Sector Deputy Chief Executives Group. Agencies not normally represented will be invited to join this Group for the work on gangs.
18. I believe the Justice Sector group is the best suited for this role as it has lead responsibility for achieving the overall 2017 Better Public Service targets to reduce crime, violent crime, youth crime and reoffending.
19. Governance arrangements will be reviewed as part of the second Cabinet report back to ensure the necessary whole-of-government approach is being achieved.

Second report back

20. As noted earlier, I intend to report back to this Committee in late 2013 or early 2014 on the high-level proposals.
21. This paper will identify quick wins as well as take a longer term strategic approach.
22. It will also contain advice on the need for gathering real-time, cross agency intelligence to guide the whole-of-government approach.
23. Timing for this second report back will become clearer once the current intelligence gathering work is completed.

Appendix Two: Additional information on gang violence and gang-related harm

There have been a number of high-profile gang-related stories in the media over the last two weeks including:

1. Operation Maggie: Police has recently terminated an organised crime operation targeting one Black Power chapter. Operation Maggie was commenced following the shooting of at least six people in the greater Auckland criminal community between November last year and June this year that were believed to be linked to this gang.

Eighteen gang members and affiliates were arrested last week on a range of offences including participation in an organised criminal group, drug dealing, aggravated robbery, burglary, wounding with intent to cause grievous bodily harm, manufacturing methamphetamine, possession for supply of methamphetamine and precursor materials and attempting to defeat the course of justice. A clan lab was also located in the operation.

2. New gang possibly established in Christchurch: A notorious Canadian outlaw motorcycle gang, Rock Machine, has in the last month reportedly set up in Christchurch. Police has asked the public for information about the movements of this gang. Other new groups with a presence in Christchurch since the earthquakes include the Rebels, Head Hunters and Bandidos.
3. Fatal shooting in Petone on 22 August: A person arrested in relation to this incident has Mongrel Mob tattooed on his face. It is not yet known whether the incident was gang-related. The Police investigation is continuing.



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Ray Kelly
Police Commissioner
New York Police Department
88 Tenth Avenue
New York, NY 10011
UNITED STATES OF AMERICA

Dear Commissioner Kelly

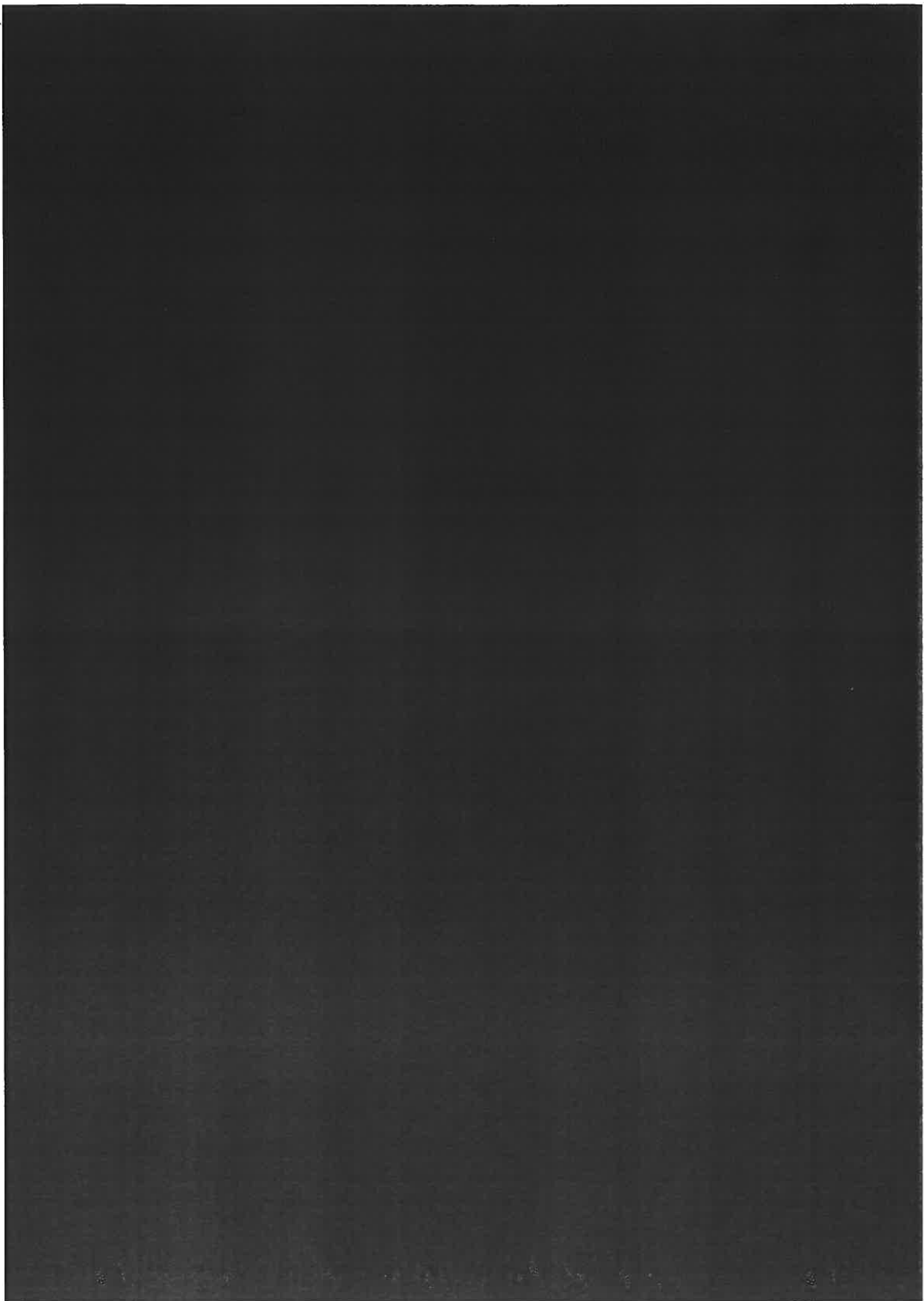
VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 27 AUGUST 2013

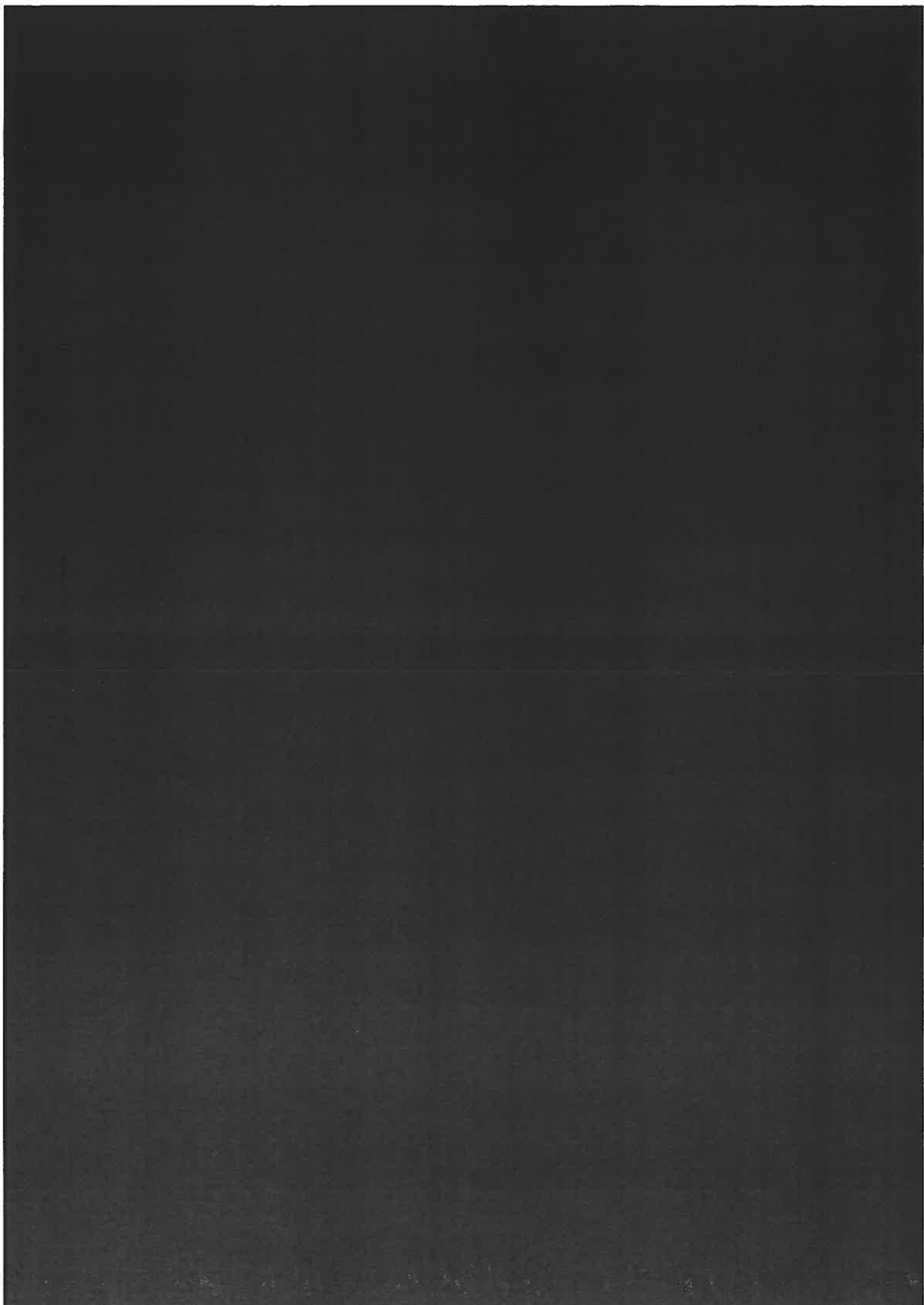
Please accept our sincerest thanks for making yourself and your staff available to meet us to discuss the remit of the New York Police Department (NYPD) and in particular the work you are doing to reduce gang-related crime and the role of the Real Time Crime Center. We were impressed by the professionalism and experience of staff we met.

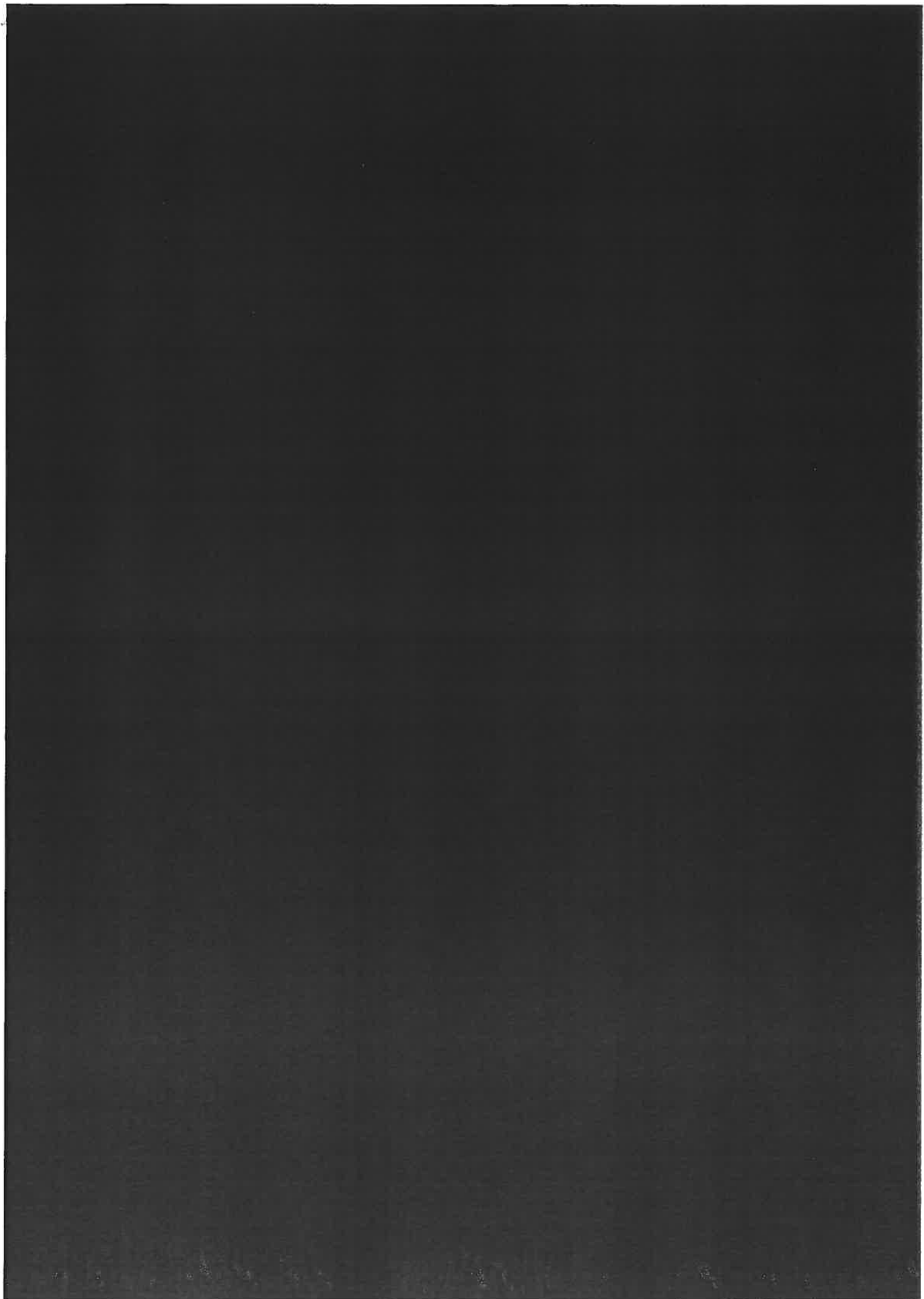
The ability of the Real Time Crime Center to analyse multiple data sets and to streamline access to this information to fight crime, has obviously contributed to increased public safety within New York City. The multiple features of the Center's technology, from visual analytics to facial identification was a particular innovation we were interested in. The close working relationships the NYPD has with other agencies such as the Housing Authority and transport providers, was evident through NYPD's access to multiple agencies databases and real-time CCTV footage.

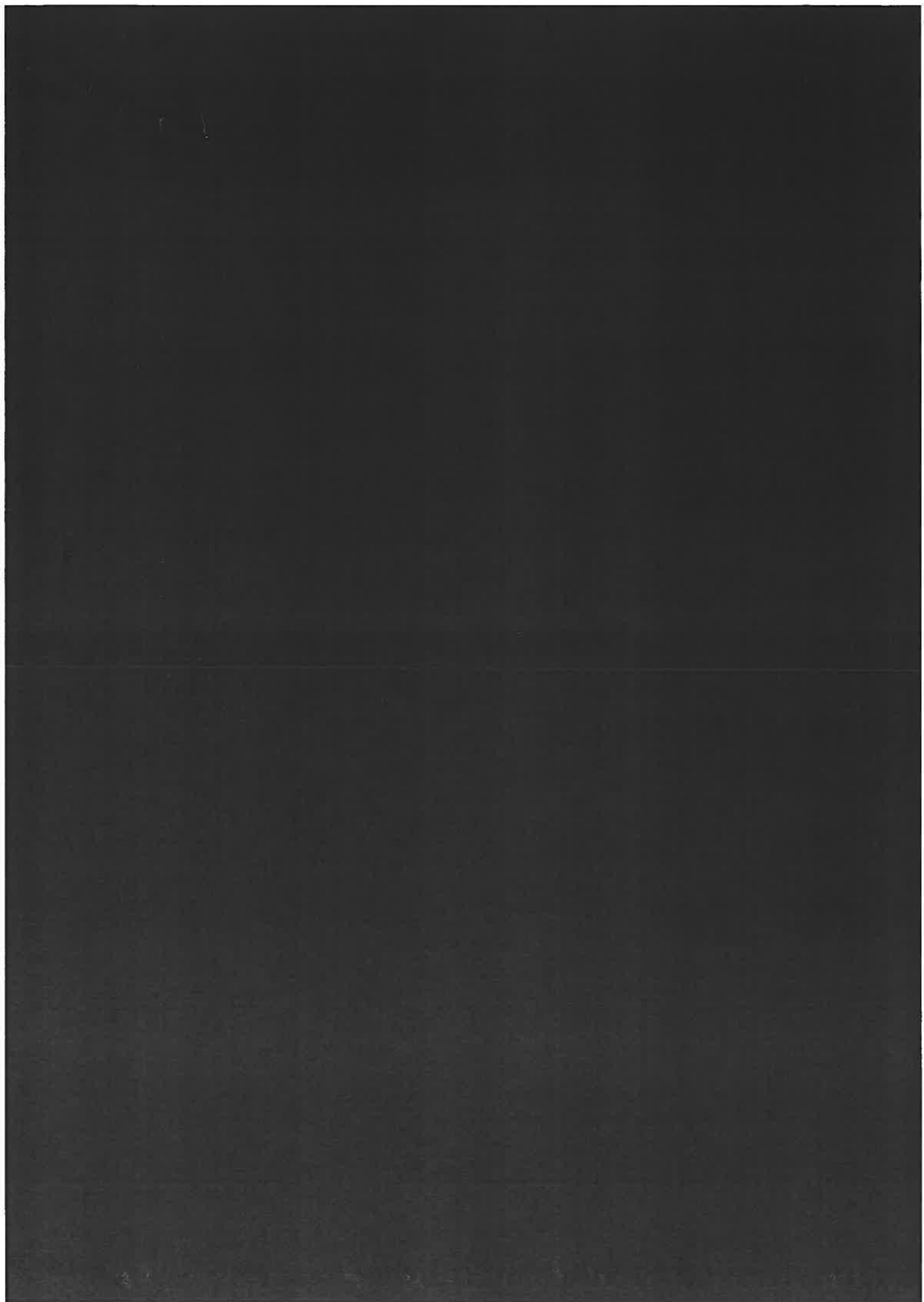
We would also like to express our thanks to [REDACTED] who facilitated our visits to the NYPD National Headquarters and [REDACTED] who organised our visit to the Midtown Precinct South.

The ability to exchange ideas with you and your staff regarding what works to reduce gang-related crime has been invaluable. We appreciated the opportunity to learn from your collective insights and experience.











AIDE MEMOIRE FOR MINISTER OF POLICE

Subject	[REDACTED] AND UNITED STATES OFFICIALS ON GANGS		
Date	18 October 2013	Ref	BR/13/301
Priority	Urgent	<input checked="" type="checkbox"/> Non-urgent	

Recommendations:

The recommendations are that the Minister of Police

- (a) [REDACTED] Yes/No
- (b) **note** that Police has drafted responses to their correspondence for you to sign, which are attached to this Aide Memoire Yes/No
- (c) **note** that letters have also been drafted for those officials you met in the United States of America, thanking them for making themselves and their staff available to talk to you and Police officials about their work with young people at risk and on reducing gang-related crime. Copies of these letters are attached to this Aide Memoire. Yes/No

.....
Mike Bush, Deputy Commissioner

18/ 10 /2013

Minister's comments:

.....
Hon Anne Tolley, Minister of Police

/ /2013

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you or they are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections



Mike Bush MNZM
Deputy Commissioner
New Zealand Police



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Sheriff Leroy Baca
Los Angeles Sheriff's Department
4700 Ramona Boulevard
Monterey Park, California 91754-2169
UNITED STATES OF AMERICA

Dear Sheriff Baca

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 22 AUGUST 2013

Thank you for taking the time to meet us on Thursday 22 August 2013, to discuss the broad remit of the Los Angeles Sheriff's Department, and in particular the Department's work with young people at risk and gangs.

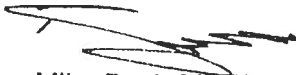
We were impressed by the professionalism and enthusiasm of your staff during their presentations on the Sheriff's Youth Foundation, Community Policing Partnership in Public Housing and Vital Intervention and Directional Alternatives. We were also very interested in your use of 'education to fight crime' in your jails and the low recidivism rate you have achieved through innovative approaches such as the use of Charter Schools.

The ability to exchange ideas with your Department and other United States officials regarding what works to support young people to lead pro-social lives and to reduce gang related offending has been invaluable. We appreciated the opportunity to learn from your collective insights and experience.

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections



Mike Bush MNZM
Deputy Commissioner
New Zealand Police



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Guillermo Cespedes
Deputy Mayor, Gang Reduction Youth Development Office
City Hall
200 N. Spring Street
Los Angeles, California 90012
UNITED STATES OF AMERICA

Dear Deputy Mayor Cespedes

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 22 AUGUST 2013

Thank you for taking the time to meet us on Thursday 22 August 2013, to discuss the broad remit of your office, and in particular the work within the Gang Reduction Youth Development (GRYD) Programme.

We were impressed by the collaborative approach being taken by the Mayor's Office in conjunction with the Los Angeles Police Department, out-reach workers and former gang members. This coordinated and innovative approach has obviously contributed to the success Los Angeles has experienced in reducing gang-related crime, particularly the number of homicides since 1997.

The comprehensive nature of the GRYD programme, particularly the prevention model of practice, four levels of intervention and multiple strategies have provided us with a number of positive things to think about in terms of developing a New Zealand Gang Strategy.

We also appreciated the opportunity to attend the Summer Night Lights programme and talk to out-reach workers and violence intervention staff. Their professionalism, passion and enthusiasm for what they do, reflects the valuable role they play within the GRYD programme.

The ability to exchange ideas with you, Summer Night Lights staff and other United States officials regarding what works to support young people to lead pro-social lives and to reduce gang-related crime has been invaluable. We appreciated the opportunity to learn from your insights and experience.

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections



Mike Bush MNZM
Deputy Commissioner
New Zealand Police



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Dora B Schriro
Commissioner
New York City Department of Correction
75-20 Astoria Blvd
East Elmhurst, New York 11370
UNITED STATES OF AMERICA

Dear Commissioner Schriro

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 27 AUGUST 2013

Thank you for meeting us to discuss the remit of the New York City Department of Correction. We were impressed by the professionalism and experience of staff we met during this meeting and noted that despite the distance between New Zealand and the United States, there are a number of similarities between our incarcerated populations, such as the high prevalence of diagnosed mental illness.

The ability of New York to compel offenders to do whatever is necessary to fulfil their sentence, such as attending alcohol and drug counselling or participating in education was a particular legislative tool we were interested in. The use of the 'Security Risk Group' and the objective assessment methodology to identify bona-fide gang members was also of specific interest.


We would also like to express our thanks to [REDACTED] for facilitating our visit.

The ability to exchange ideas with you and your staff has been invaluable. We appreciated the opportunity to learn from your collective insights and experience.

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you or they are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections



Mike Bush MNZM
Deputy Commissioner
New Zealand Police



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

David Kennedy
Professor & Director of the Center for Crime Control
John Jay College of Criminal Justice
524 West 59th Street
New York, New York 10019
UNITED STATES OF AMERICA

Dear Professor Kennedy

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 27 AUGUST 2013

Thank you for meeting us to discuss the broad remit of John Jay College of Criminal Justice and more specifically your extensive background in crime prevention, preventing gun-related violence and the establishment of inner city gangs. We were impressed by the professionalism and experience of staff we met.

The Boston Model was a particular innovation that we were interested in. A data driven approach, coupled with a comprehensive understanding of the gang problem and identification of specific harms for elimination, were particular elements of the successful approach that stood out for us. The 'five-pronged approach' (targeting active members, direction communication, community voice, social service help and enforcement certainty), has provided us with an evidence-based framework for progressing our thinking in this area.

We would also like to express our thanks to [REDACTED]
[REDACTED] for organising our meeting.

The ability to exchange ideas with you and your staff has been invaluable. We appreciated the opportunity to learn from your collective insights and experience.

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you or they are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections


Mike Bush MNZM
Deputy Commissioner
New Zealand Police



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Robert Clark
Special Agent in Charge
Federal Bureau of Investigation
11000 Wilshire Boulevard
Los Angeles, California, 90024
UNITED STATES OF AMERICA

Dear Robert

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 23 AUGUST 2013

Thank you for meeting us on Friday 23 August 2013, to discuss the Federal Bureau of Investigation's approach to combating gang-related crime in Los Angeles. We were impressed by the professionalism and experience of your staff during our meeting.

The FBI's anticipatory analysis and intelligence work – understanding the conditions and characteristics of street gangs before they became transnational, was of particular interest. We agree that anticipatory analysis can be used as a key crime fighting tool, by providing opportunities to prevent street-level gangs from becoming major gangs in the future.

The FBI's data-driven approach to prioritisation and identifying the most significant threats has cemented our thinking about the importance of intelligence-informed policing in any strategy developed to combat gang-related crime in New Zealand.

The ability to exchange ideas with your staff and other United States officials regarding what works to reduce gang-related crime has been invaluable. We appreciated the opportunity to learn from your collective insights and experience.

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections

Mike Bush MNZM
Deputy Commissioner
New Zealand Police



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Charles J. Hynes
District Attorney, Kings County
Office of the District Attorney Kings County
350 Jay Street
Brooklyn, New York 11201-2908
UNITED STATES OF AMERICA

Dear District Attorney Hynes

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 28 AUGUST 2013

Please accept our sincerest thanks for making your staff available to meet us to discuss the remit of the Kings County District Attorney's Office and in particular the work you are doing to reduce gang-related crime. We were impressed by the professionalism and experience of your staff during our meetings.

We were pleased to see the progressive and preventative approach taken by your Office in responding to young people who offend and in using education as a crime fighting tool. The breadth and depth of the programmes and initiatives such as the Gang Bureau, Project Redirect, Back on Track and the Crime Prevention Division, were extensive and demonstrated the positive outcomes that can be achieved when working in collaboration with the community and clergy.

We would also like to express our thanks to those staff we met and specifically to [REDACTED] for facilitating our visit to your Office.

The ability to exchange ideas with your staff and other United States officials regarding what works to support young people to lead pro-social lives and to reduce gang-related crime has been invaluable. We appreciated the opportunity to learn from their collective staffs' insights and experience.

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections

Mike Bush MNZM
Deputy Commissioner
New Zealand Police



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Brett Taylor
Deputy Director, Technical Assistance
Center for Court Innovation
520 Eighth Avenue
New York, NY 10018
UNITED STATES OF AMERICA

Dear Brett Taylor

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 27 AUGUST 2013

Thank you for meeting us and facilitating visits with the Manhattan District Attorney's Office and the Crown Heights Save our Streets Mediation Center (Crown Heights) on Tuesday 27th of August 2013. We were impressed by the professionalism and experience of staff we met.

The ability of the Arrest Alert system to track priority offenders across New York to ensure no one falls through the gaps, has obviously contributed to reduced gang-related offending and enhanced public safety in Manhattan and across New York city. We were also interested to see the role that intelligence plays in informing Manhattan's prosecutorial approach.

In regards to the meeting with Crown Heights staff, it was refreshing to see what can be achieved at the community level. The adoption of the Chicago Cease Fire Programme and the treatment of gun violence as a public health issue was a particular innovation we were interested in. The ability to use a public health model to change the mindset of individuals and the norms of a neighbourhood, make this approach a very powerful tool. We were impressed by the collaborative nature of the Crown Heights initiative and the extent of engagement with a wide range of groups to mobilise the community against gun-related violence.

The ability to exchange ideas with your staff and those from the Manhattan District Attorney's Office, Crown Heights and other United States officials about what works to reduce gang-related crime has been invaluable. We appreciated the opportunity to learn from their collective insights and experience.



Office of Hon Anne Tolley

MP for East Coast
Minister of Police
Minister of Corrections
Deputy Leader of the House

Charlie Beck
Chief of Police
Los Angeles Police Department
100 W. 1st Street
Los Angeles, California, 90012
UNITED STATES OF AMERICA

Dear Chief Beck

VISIT BY NEW ZEALAND MINISTER OF POLICE AND OFFICIALS ON 23 AUGUST 2013

Please accept our sincerest thanks for making your staff available to meet us to discuss the remit of the Los Angeles Police Department and in particular the work you are doing to reduce gang-related crime, counter radicalization in jails and prisons and your policing approach in Watts, South East Los Angeles. We are sorry that we missed you during our visit to Los Angeles.

We were impressed by the professionalism and experience of your staff in the Radicalization in Jails and Prisons Unit and in the South East Los Angeles Police Station. The work of your multi-agency Watts Gang Taskforce, the collaborative partnership model and the innovative approach to community policing by [REDACTED] and his team have obviously contributed to improved community trust and confidence in the Los Angeles Police Department and reduced gang-related crime within the Watts community.

We would also like to express our thanks to [REDACTED] who facilitated our visits with the Los Angeles Police Department.

The ability to exchange ideas with your staff and other United States officials regarding what works to support young people to lead pro-social lives and to reduce gang-related crime has been invaluable. We appreciated the opportunity to learn from their insights and experience.

On behalf of New Zealand Police, we would welcome the opportunity to host you or your staff for a reciprocal visit if you are in New Zealand in the future.

Yours sincerely

Anne Tolley
Minister of Police
Minister of Corrections

Mike Bush MNZM
Deputy Commissioner
New Zealand Police



BRIEFING FOR THE MINISTER OF POLICE

Subject	STATUS UPDATE ON GANGS WORK PROGRAMME		
Date	24 January 2014	Ref	BR/14/12
Priority	<input checked="" type="checkbox"/> Urgent <input type="checkbox"/> Non-urgent The Ministerial meeting on gangs is scheduled for Tuesday, 28 January 2014.		

Recommendations

The recommendations are that the Minister of Police:

(a) **note** there are some key challenges facing the gangs work, Yes/No
including:

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

(b) [REDACTED] Yes/No

(c) [REDACTED] Yes/No

(d) [REDACTED] Yes/No

Minister's comments:

..... / /
 Hon Anne Tolley Date
 Minister of Police

STATUS UPDATE ON GANGS WORK PROGRAMME

Purpose

1. This briefing summarises the gangs work programme to-date, outlines the challenges facing the programme and sets out the recommended next steps for action.

Background

2. In June 2013, the Cabinet Strategy Committee directed the Minister of Police, in consultation with other relevant Ministers (including Social Sector Ministers) to develop:
 - a series of high-level proposals that will make a real difference in reducing the influence of gangs in New Zealand
 - governance arrangements to support the proposals
 - recommendations to establish a multi-intelligence Fusion Centre to better target activities against gangs.
3. The ultimate aim of the work is to develop a whole-of-government gang strategy, covering the full range of gangs and organised criminal groups in New Zealand. If successful, the strategy would bring together the enforcement and social sectors in a whole-of-government approach to combat gang-related harm.

Work completed to date

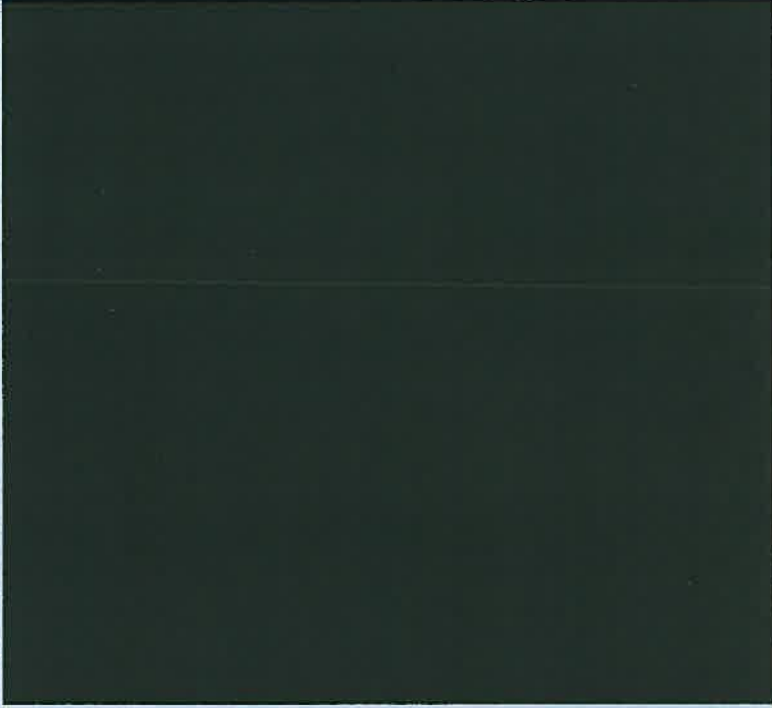




4. Since June 2013 Police has:
 - identified the number of gang members and gangs from Police intelligence
 - matched information on the top 50 gang members¹ with agencies to identify what government services are being provided to those members
 - matched information on the full set of gang member names (3,600 members) with the Inland Revenue
 - researched what works well to reduce gang-related harm in Five Eyes countries
 - reviewed New Zealand legislation to identify gaps and opportunities
 - asked agencies to identify existing agency programmes that could form part of a gang strategy and opportunities where Police could collaborate with them on gangs to meet Better Public Service targets

¹ Defined as those people with the highest number of charges

- identified specific opportunities across the legislative, prevention and enforcement space for discussion with agencies.
5. A summary of the information collected to date is set out in the A3 attached to this briefing. This A3 has not been distributed to the Deputy Chief Executives Governance Group. It will be discussed at their next meeting on 30 January 2014.

Challenges

6. Although a range of work has been completed to-date, there are a number of challenges impacting on the development of a whole-of-government gang strategy. These challenges are set out in the table on page three of this briefing.

Challenge	Narrative
<p>The picture on gangs is incomplete</p>	<ul style="list-style-type: none"> • Successful international gang strategies are built on detailed, robust data. 
	<ul style="list-style-type: none"> •  •  • 

Challenge	Narrative
	<p>[REDACTED]</p> <p>[REDACTED]</p> <ul style="list-style-type: none"> [REDACTED] <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>
<p>Insufficient support for legislative change</p>	<ul style="list-style-type: none"> • Most international gang strategies encompass a range of initiatives, including legislative change. New Zealand's existing legislative framework is relatively robust. However, Police believes there are some opportunities in respect of information sharing and the Privacy Act and unexplained wealth legislation. • The Ministry of Justice is the administrative agency responsible for this type of legislation. [REDACTED] <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>

Views of central agencies

7. Police met the Department of Prime Minister and Cabinet and the State Services Commission on Wednesday, 15 January 2014. They support the overall approach of the gangs work. They have emphasised the importance of the strategy being framed in a 'social fabric light'. They have also suggested that the strategy should demonstrate the social problems called by gangs and how the strategy will assist agencies with meeting their Better Public Service targets.

Next steps

8. [REDACTED]

9. The next Justice Sector Deputy Chief Executives meeting on gangs is scheduled for 30 January 2014. Police will use this meeting to consult on the draft A3 (attached to this briefing) and to continue to discuss how the

proposed strategy can assist agencies to deliver real benefits to New Zealand, including achieving relevant Better Public Service targets.

10. From the work completed to date, it is clear that targeting gang members and their families from a prevention, intervention and enforcement perspective will have positive benefits for key government priority areas.

11. The initial data matching exercise has demonstrated the value in sharing information on gangs. It appears that most agencies are now interested in exploring opportunities for more regular information sharing with Police on gangs.

12. [Redacted]

13. [Redacted]

Recommendations

The recommendations are that the Minister of Police:

(a) **note** there are some key challenges facing the gangs work, including:

- [Redacted]
- [Redacted]
- [Redacted]

(b) [Redacted]

(c) [Redacted]

(d) [Redacted]

.....

Date: / /2014

Mike Bush
Deputy Commissioner Operations

Supplementary Information

Contact for telephone discussion (if required)

Name	Position	Telephone		Suggested First Contact
		Direct Line	After Hours	
Mike Bush	Deputy Commissioner Operations	██████████	██████████	<input type="checkbox"/>
██████████	██████████	██████████	██████████	<input checked="" type="checkbox"/>

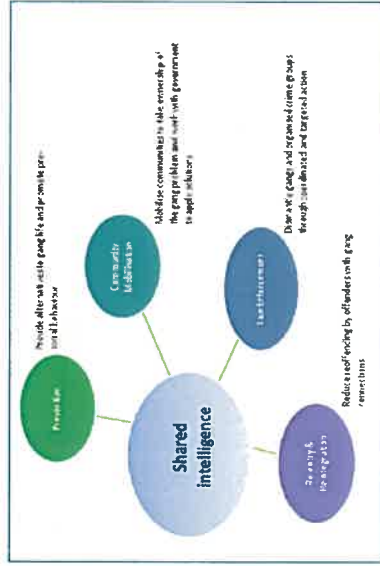
We know the strategies to drive change

Approach	Objective	Strategies	Adult Gang Type	Activities	Existing Programmes	Better Public Services Result Areas
Governance	Strengthen governance so that agencies work together	<ul style="list-style-type: none"> Leadership of action on gangs 	All		Social Sector Forum, Justice Sector Deputy Chief Executives Group	
Intelligence	Better decision-making, targeting and resource deployment	<ul style="list-style-type: none"> Multi-agency intelligence sharing 	All		Justice Sector Information Strategy Whole-of-Sector view	
Prevention	Divert young people, particularly Māori males from joining gangs Support families / whānau with gang connections to live crime-free lives	<ul style="list-style-type: none"> Co-ordinate cross-government programmes that address social drivers of crime Provide intensive, multi-agency services to high priority youth offenders with gang connections and their families Provide intensive, multi-agency services to families with gang connections Increase proportion of young people involved in education, achieving qualifications 	Mainly Familial	<p>Work with iwi and local marae to provide services and activities for Māori youth</p> <p>Implement mediation / conflict resolution approaches to de-escalate violence and retaliation</p> <p>Improve referral systems to, and uptake of the full range of, social, health, education, mentoring, employment and training programmes for high-risk young people and their families</p>	<p>Social Sector Trials, Vulnerable Children's Teams, Whanau Ora, Strengthening Families, Positive Behaviour for Learning, Te Punanga Haumaru (anti-bullying), Social Workers in Schools, Youth Offending Teams, Youth Crime Action Plan, Prime Minister's Youth Mental Health project, Family Violence Inter-Agency Response System, Family Safety Teams, Children's Workforce, The Turning of the Tide, Drivers of Crime, Children's Action Plan, Te Punanga Haumaru (anti-bullying), Encouraging Good Neighbourhood Behaviour, National Drug Policy, National Action Plan on Youth Gangs, Strong Pathways Action Plan, BreakThru</p>	<p>Reducing long-term welfare dependence</p> <p>Supporting vulnerable children</p> <p>Boosting skills & employment</p> <p>Reducing crime</p>
Community mobilisation	Provide alternatives to gang life and promote pro-social behaviour	<ul style="list-style-type: none"> Raise gang awareness Make communities safe Improve opportunities to access pro-social community activities Facilitate anonymous reporting of criminal activity 	Mainly Familial	<p>Provide events in community spaces</p> <p>Establish pro-social activities (sports, arts etc) in priority communities</p> <p>Environmental design to reduce offending in crime hot-spots</p>	<p>Community Response Model, Justice Sector Trials, Social Sector Trials, Heartland Services, Community Justice Panel, Crime Prevention Through Environmental Design, Community Links / Integrated Service Response, Community-Led Development Scheme</p>	<p>Boosting skills & employment</p> <p>Supporting vulnerable children</p> <p>Reducing crime</p>
Law enforcement	Dismantle gangs through seizure of cash and assets Reduce role of key influencers (leadership, facilitators), including incarceration Strengthen legislation	<ul style="list-style-type: none"> Establish dual and multi-agency taskforces Disrupt travel and movement of commodities Target legitimate business fronts of criminal activity Strengthen civil regime targeting assets gained through criminal activity 	<p>Outlaw Motorcycle Gangs</p> <p>International and Organised Crime Groups</p>	<p>Existing</p> <p>Organised and Financial Crime Agency New Zealand</p> <p>Target domestic drug supply chains, charities, transport, maritime sectors</p>	<p>All-of-Government Response to Organised Crime, Methamphetamine Action Plan, Welfare Fraud Collaborative Programme, Organised and Financial Crime Agency New Zealand, National Drug Policy,</p>	<p>Reducing crime</p>
Rehabilitation, re-integration and re-entry	Reduce re-offending	<ul style="list-style-type: none"> Kaupapa Maori approach Protect non-gang members from intimidation and recruitment 	All	<p>Assist participation in programmes, education, training and employment</p> <p>Improve identification of gang connections</p>	<p>Department of Corrections Approach to Reducing Re-offending by Offenders with Gang Connections</p>	<p>Boosting skills & employment, Supporting vulnerable children, Reducing crime, Reducing re-offending</p>

Prevent gang crime

1. We will coordinate activities across government to:

1. Stop young people joining gangs
2. Support gang members to leave gangs and gang-affected families to live crime-free lives
3. Dismantle organised criminal networks
4. Build resilient and safe communities
5. Increase our knowledge on gangs to provide appropriate, effective responses

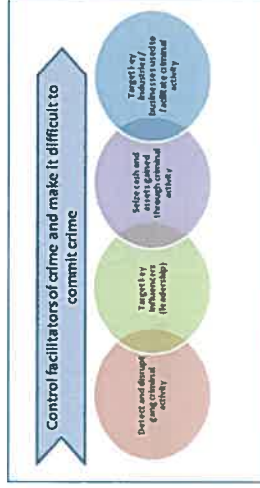


Our whole-of-government approach recognises multi-faceted strategies are needed across the spectrum of gangs

2. Successful programmes provide alternatives to a gang lifestyle and support people to live a life free from crime...



- Successful anti-gang programmes:
- Include awareness, prevention, intervention, suppression and re-entry approaches
 - Focus on specific harms, specific causes of harms, specific geographic locations
 - Comprise multi-disciplinary teams
 - Involve law enforcement, community groups, government agencies, employers and employment providers
 - Involve Police in community responses
 - Need a number of different strategies to tackle the range of gangs and types of offending
 - Tailor strategies specifically to the harms identified



... while also holding those who continue to commit crime to account

Based on small sample

3. The strategy will deliver key benefits ...



4. We will measure our programmes so that we know we are achieving positive results



Reduce the harm on our communities caused by criminal offending by members of adult gangs and organised criminal groups



BRIEFING FOR THE MINISTER OF POLICE

Subject	STATUS UPDATE ON GANGS WORK PROGRAMME		
Date	17 February 2014	Ref	BR/14/41
Priority	<input checked="" type="checkbox"/> Urgent <input type="checkbox"/> Non-urgent The Ministerial meeting on gangs is scheduled for Wednesday 19 February 2014.		

Recommendations

The recommendations are that the Minister of Police:

- (a) **note** that social sector agencies, along with law enforcement, tax and border agencies, have committed to the whole-of-government response to gangs Yes/No

- (b) [REDACTED] Yes/No

- (c) **note** that the *prevention* workstream of the gangs strategy will focus on social causes of crime. However, the strategy itself cannot solely target Māori, as other organised criminal groups do not have high Māori membership and are unlikely to be influenced by the same levers as familial gangs Yes/No

- (d) [REDACTED] Yes/No

- (e) **note** the next steps in the gangs work include: Yes/No
 - addressing gaps in the data collection
 - developing a strategy framework, including problem definition, levers and interventions for change and initiatives for action
 - identifying which (and how) government initiatives can be used to achieve agreed outcomes

- (f) **agree** to Police presenting a status update on the gangs work programme to the Ministerial group meeting on 19 February Yes/No
- (g) **agree** to distribute the attached A3 documents to the Ministerial group prior to the meeting Yes/No

Minister's comments:

..... / /2014
Hon Anne Tolley
Minister of Police
Date

STATUS UPDATE ON GANGS WORK PROGRAMME

Purpose

1. This briefing summarises the progress on the gangs work programme since 24 January 2014. It also outlines the next steps and provides a timeframe for a report back to the Cabinet Social Policy Committee. This information is provided to you in advance of the Ministerial Gangs meeting on 19 February 2014.

Background

2. A status update on the gangs work was provided to you on 24 January 2014 (BR/14/12 refers). [REDACTED]

Progress since 24 January 2014

3. Since 24 January 2014, Police has met with the Ministries of Social Development, Health and Education to seek their active support for the gangs strategy. These agencies have expressed their commitment to the work and have agreed to provide specific data to complete the picture of the New Zealand adult gangs environment. They have also agreed to identify opportunities in their existing programmes that can support the gangs strategy.
4. The Ministry of Social Development has shared their data with Police on benefit uptake and child abuse statistics for identified gang members. Together with the other data, this makes a compelling story for action. Police is now working with Ministry of Health to identify what they can provide within the next two months.
5. The Justice Sector Deputy Chief Executives (DCE's) met on 30 January 2014, to consider the A3 summary of gang information and a framework for examining gang issues. These documents were provided to you with the 24 January 2014 briefing. The DCE's agreed:
 - further data is required to address some gaps (health, accident and injury, organised (including Asian) crime and corruption data, sector costs and case studies for the different gang types
 - further work is necessary to advance the problem definition, levers and interventions for change. The inter-agency group should be tasked with developing this
 - existing work programmes provide the best possible opportunities to reduce gang influence and related harm. These need to be mapped against the gang strategy framework.

Involvement of Te Puni Kōkiri

6. [REDACTED]

7. [REDACTED]

8. However, it is important to note, that the strategy itself cannot focus on Māori and social economic status alone. More organised criminal groups such as Outlaw Motorcycle Gangs and Asian Organised Criminals do not have high Māori membership and are unlikely to be influenced by the same levers as ethnic gangs.

Next Steps

9. The next steps for the gangs work programmes are set out in the table below.

Activity	Narrative	Timeframe
Complete data collection and fill the data gaps	<ul style="list-style-type: none"> • Work with the Ministry of Health and the Accident Compensation Corporation to address data gaps. • Develop case studies on each type of gang. 	Feb / March 2014
Complete the problem definition	<ul style="list-style-type: none"> • Develop evidence-based problem definition, including levers for change and intervention points. 	30 April 2014
Develop the strategy	<ul style="list-style-type: none"> • Identify which (and how) existing programmes will contribute to agreed outcomes. • Identify any new initiatives required for inclusion in high-level proposals. 	April 2014
Consultation with Justice Sector DCEs on strategy	<ul style="list-style-type: none"> • Justice Sector Deputy Chief Executives to consider recommendations of interagency group. 	May 2014
Brief Minister on strategy	<ul style="list-style-type: none"> • Brief Minister of Police on strategy and proposals for Cabinet report back. 	May 2014
Consult Ministerial Group on strategy	<ul style="list-style-type: none"> • Minister of Police briefs Ministerial group and seeks agreement for action. 	May 2014
Report back to Cabinet	<ul style="list-style-type: none"> • Report back to Cabinet 	end of June 2014

Ministerial meeting

10. A draft agenda outline was provided to your office on 10 February 2014. If you agree, Police will brief the Ministerial group on the status of the work as the first agenda item.
11. Two A3 documents that describe the New Zealand adult gangs environment and the proposed approach for a gangs strategy are attached to the appendix of this briefing. These are largely the same as the previous version provided to you, except they include the Ministry of Social Development data and have now been considered by the Justice Sector Deputy Chief Executives Group. It is recommended that these are provided to the members of the Ministerial group in advance of the 19 February meeting.

Recommendations

12. The recommendations are that the Minister of Police:

- (a) **note** that social sector agencies, along with law enforcement, tax and border agencies, have committed to the whole-of-government response to gangs
- (b) [REDACTED]
- (c) **note** that the *prevention* workstream of the gangs strategy will focus on social causes of crime. However, the strategy itself cannot solely target Māori, as other organised criminal groups do not have high Māori membership and are unlikely to be influenced by the same levers as familial gangs
- (d) [REDACTED]
- (e) **note** the next steps in the gangs work, include:
 - addressing gaps in the data collection
 - developing a strategy framework, including problem definition, levers and interventions for change and initiatives for action
 - identifying which (and how) government initiatives can be used to achieve agreed outcomes
- (f) **agree** to Police presenting a status update on the gangs work programme to the Ministerial group meeting on 19 February
- (g) **agree** to distribute the attached A3 documents to the Ministerial group prior to the meeting

..... / /2014
 Mike Bush MNZM
 Deputy Commissioner: Operations

Supplementary Information

Contact for telephone discussion (if required)

Name	Position	Telephone		Suggested First Contact
		Direct Line	After Hours	
Mike Bush	Deputy Commissioner Operations	[REDACTED]	[REDACTED]	<input type="checkbox"/>
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	<input checked="" type="checkbox"/>

NEW ZEALAND ADULT GANGS ENVIRONMENT

INTERNATIONAL & ORGANISED CRIME

- Predominately Asian
- Focused on building cash & assets: domination of the illicit importation of methamphetamine precursors (methamphetamine market estimated value of \$627 million per year), synthetic drug market, money laundering, extortion, protection, financial crime, corruption, fraud, illegal fishing
- Range of ages: networks involve career criminals, wealthy business owners, students

- Dynamic networks, operating in fluid context. Unstructured networks of entrepreneurs that are highly skilled or can access highly skilled individuals
- Planned and structured criminal offending. Exploit weaknesses in law enforcement and legislation. Relies on connections (guanxi) and technology to facilitate crime. Highly profitable

- Well-developed strategic alliances with NZ Adult Gangs for pseudoephedrine supply and methamphetamine distribution
- Self-employed, business owners, professionals career criminals, amateurish "franchise takers" or "businessmen"
- Highly adaptable. Expanding

OUTLAW MOTORCYCLE GANGS



- 24 gangs, approximately 900 members, male members only
- Predominately violence, money laundering, economic crime and Class A/B drug offences
- Many members are armed
- Suspected to commit a high rate of violence, including family violence that is unreported

- Attract prospects through outlaw philosophy, image and profile
- Use corruption in private and public sectors and increasingly involved in blend of legitimate / illegitimate businesses (transport, security, entertainment, real estate, construction, charities) to facilitate crime
- Presence throughout New Zealand

- 16% aged under 30
- 43% aged under 40
- 54% aged between 40 and 60
- Tight, insular units makes offending difficult to target
- Increasing convergence of criminals and professionals
- Expanding

FAMILIAL



- 8 gangs, approximately 3,000 members
- Structured hierarchy
- Predominately male
- High numbers of violence offences, including family violence
- Tend to leave school early with no or minimal qualifications*

- 25% aged under 30
- 54% aged under 40
- 45% aged between 40 and 60
- Concentrated in (usually high deprivation) communities throughout New Zealand
- Generally unsophisticated offending, often retaliatory, intra and inter-gang rivalry

- Offending is unprofitable
- Prolific generational offending
- Children raised on gang philosophy / lifestyle
- Children transitioning from juvenile youth offending and youth gangs to adult offending and adult gangs
- Expanding.

Action is required if we are to stop the negative social and economic impact of gang activity

SOCIAL

- Higher levels of unemployment
- More victims / repeat victims
- Intergenerational offending continues
- Poor education achievement
- Poor health outcomes
- Unsafe communities, heightened sense of fear
- Increase in serious offending including violence, family violence incidents

ECONOMIC

- Increased dependency on government welfare
- New Zealand national security and international reputation at risk
- Increased spend on investigating crime and managing offenders
- Scarce resources diverted from other priorities
- Infiltration and exploitation of legitimate businesses and strategic industries
- Growth of cybercrime and the dark net

Every year, gang members are predicted to commit 785 serious violence offences, including:

20	Homicide charges	2 per month
32-29	Kidnapping charges	3 per month
115-130	Aggravated Robbery / Robbery charges	2-3 per week
195-202	Grievous Assault charges	3-4 per week
230-280	Family Violence charges	5 per week

We can also expect:

- Gangs to increase in sophistication and capabilities
- New international gangs to establish in New Zealand
- Exploitation and corruption of economies in Pacific Island states

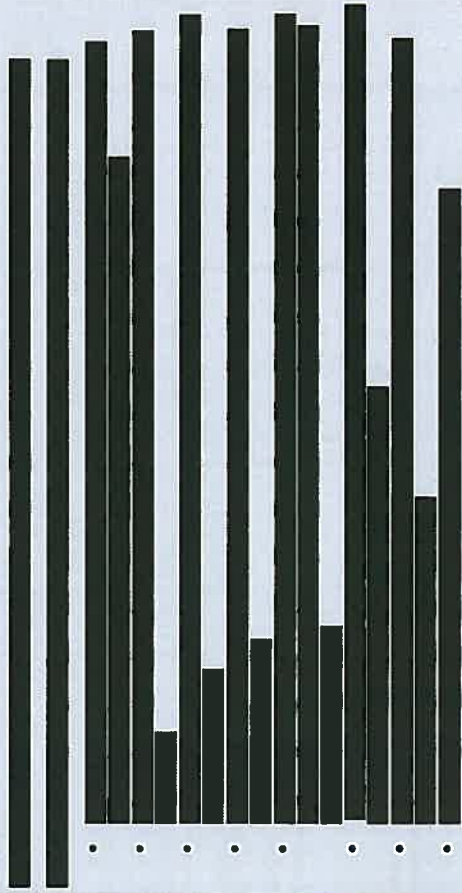
NEW ZEALAND ADULT GANGS ENVIRONMENT

Better Public Services is achieving results that make a difference to New Zealanders

BPS Result Area	Target	Current Results
Reduce rheumatic fever	1.4 cases per 100,000 people	3.9
Reduce assaults on children	reduce by 5% down by 1,064 to 2,936 in 2017	3,031
Reduce welfare dependence	55,000 by 2017	74,559
Increase participation in early childhood education	98% by 2016	95.8%
Increase infant immunisation (8-month-olds)	95% by December 2014 through to June 2017	90%

BPS Result Area	Target	Current Results
Increase proportion of 18-Year-Olds with NCEA L2	85%	77.2%
Increase proportion of 25 - 35 year-olds with NZQF L4 or above	55%	52.6%
Reduce the rate of		
• total crime	15% total crime	12%
• violent crime	20% violent crime	8%
• youth crime	25% Youth Crime	19%
Reduce re-offending	25%	11%

A focus on New Zealand Adult Gangs will ensure that we continue to make a difference in these key result areas



Adult gang members are responsible for significant volumes of crime:

- on average 53 offences over their lifetime
- 12% of their offending is serious **
- predominantly involves violent and drug-related crime
- reoffend at twice the rate of non-gang members and with increasing seriousness
- gang membership more than any other factor (age, gender, offence) drives up the probability that an individual will reoffend
- the 50 gang members with the most charges have been charged 11,458 times, an average of 229 charges each
- class A/B illicit drugs (principally methamphetamine) charges are significantly increasing (from 11% lifetime to 26% in 2012).
- family violence charges have also increased significantly (from 19% lifetime to 25% in 2012).

*selected sample,
**offence penalty over 10 years imprisonment or family violence offence

There is likely to be:

- impact of alcohol and other drugs on gang members and their families
- indirect impacts of gangs manufacturing, selling and supplying drugs (\$2,000 to fix one case of "meth mouth")
- indirect costs of failing to access primary health care services at an early stage (5 gang methamphetamine programmes cost an additional \$6,000 in primary health care visits and treatment for underlying health issues), and
- direct costs of emergency department admissions as a result of violence and other injury
- gangs using charitable space as an income source through funding and grant schemes
- debt collection reporting entities with known gang associations
- money laundering through lottery and gambling activity and in the charitable space.

Gang members who travel frequently are visiting known high-risk drug source and money laundering countries.

We know the strategies to drive change

Approach	Objective	Strategies	Adult Gang Type	Examples of activities	Existing Programmes	Better Public Services Result Areas
Governance	Strengthen governance so that agencies work together	<ul style="list-style-type: none"> Leadership of action on gangs 	All		Social Sector Forum, Justice Sector Deputy Chief Executives Group	
Intelligence	Better decision-making, targeting and resource deployment	<ul style="list-style-type: none"> Multi-agency intelligence sharing 	All		Justice Sector Information Strategy Whole-of-Sector view	
Prevention	Divert young people, particularly Māori males from joining gangs Support families / whānau with gang connections to live crime-free lives	<ul style="list-style-type: none"> Co-ordinate cross-government programmes that address social drivers of crime Provide intensive, multi-agency services to high priority youth offenders with gang connections and their families Provide intensive, multi-agency services to families with gang connections Increase proportion of young people involved in education, achieving qualifications 	Mainly Familial	<p>Existing</p> <p>Work with iwi and local marae to provide services and activities for Māori youth</p> <p>Implement mediation / conflict resolution approaches to de-escalate violence and retaliation</p> <p>Improve referral systems to, and uptake of the full range of, social, health, education, mentoring, employment and training programmes for high-risk young people and their families</p>	<p>The Turning of the Tide, Drivers of Crime, Social Sector Trials, Vulnerable Children's Teams, Whānau Ora, Strengthening Families, Positive Behaviour for Learning, Neighbourhood Policing Teams, Te Punanga Haumarua (anti-bullying), Social Workers in Schools, Youth Offending Teams, Youth Crime Action Plan, Prime Minister's Youth Mental Health Project, Family Violence Inter-Agency Response System, Family Safety Teams, Children's Workforce, Children's Action Plan, Te Punanga Haumarua (anti-bullying), Encouraging Good Neighbour Behaviour, National Drug Policy, National Action Plan on Youth Gangs, Strong Pathways Action Plan, BreakThru</p>	<p>Reducing long-term welfare dependence</p> <p>Supporting vulnerable children</p> <p>Boosting skills & employment</p> <p>Reducing crime</p>
Community mobilisation	Provide alternatives to gang life and promote pro-social behaviour	<ul style="list-style-type: none"> Raise gang awareness Make communities safe Improve opportunities to access pro-social community activities Facilitate anonymous reporting of criminal activity 	Mainly Familial	<p>Existing</p> <p>Provide events in community spaces</p> <p>Establish pro-social activities (sports, arts etc) in priority communities</p> <p>Environmental design to reduce offending in crime hot-spots</p>	Neighbourhood Policing Teams, The Turning of the Tide, Drivers of Crime, Community Response Model, Justice Sector Trials, Social Sector Trials, Heartland Services, Community Justice Panel, Crime Prevention Through Environmental Design, Community Links / Integrated Service Response, Community-Led Development Scheme	<p>Boosting skills & employment</p> <p>Supporting vulnerable children</p> <p>Reducing crime</p>
Law enforcement	Dismantle gangs through seizure of cash and assets Reduce role of key influencers (leadership, facilitators), including incarceration Strengthen legislation	<ul style="list-style-type: none"> Establish dual and multi-agency taskforces Disrupt travel and movement of commodities Target legitimate business fronts of criminal activity Strengthen civil regime targeting assets gained through criminal activity 	Outlaw Motorcycle Gangs International and Organised Crime Groups	<p>Existing</p> <p>Organised and Financial Crime Agency New Zealand</p> <p>Taskforces on organised crime</p> <p>Target domestic drug supply chains, charities, transport, maritime sectors</p>	All-of-Government Response to Organised Crime, Methamphetamine Action Plan, Welfare Fraud Collaborative Programme, Organised and Financial Crime Agency New Zealand, National Drug Policy,	Reducing crime
Rehabilitation, re-integration and re-entry	Reduce re-offending	<ul style="list-style-type: none"> Kaupapa Māori approach 	All	<p>Existing</p> <ul style="list-style-type: none"> Support offenders to leave or distance themselves from gangs 	Department of Corrections Approach to Reducing Re-offending by Offenders with Gang Connections	<p>Boosting skills & employment,</p> <p>Supporting vulnerable children,</p> <p>Reducing crime, Reducing re-offending</p>

VISION

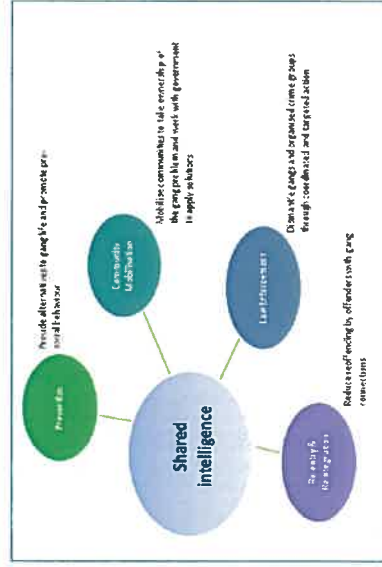
Prevent gang crime

Reduce the harm on our communities caused by criminal offending by members of adult gangs and organised criminal groups

MISSION

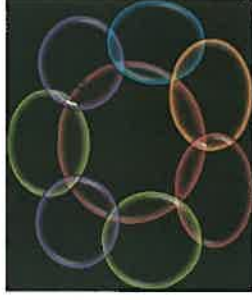
1. We will coordinate activities across government to:

1. Stop young people joining gangs
2. Support gang members to leave gangs and gang-affected families to live crime-free lives
3. Dismantle organised criminal networks
4. Build resilient and safe communities
5. Increase our knowledge on gangs to provide appropriate, effective responses

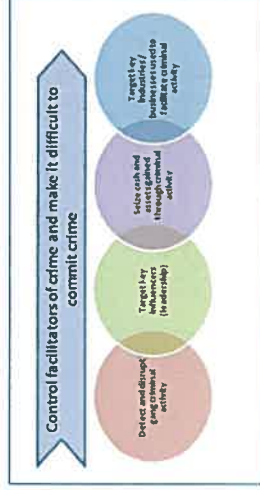


Our whole-of-government approach recognises multi-faceted strategies are needed across the spectrum of gangs

2. Successful programmes provide alternatives to a gang lifestyle and support people to live a life free from crime...



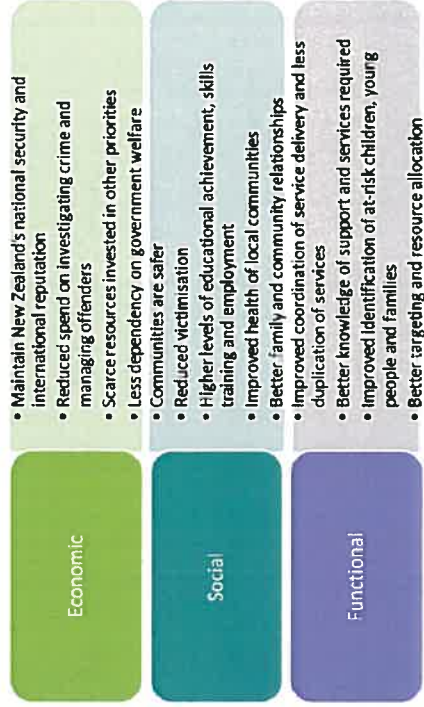
... while also holding those who continue to commit crime to account



based on small sample

- Successful anti-gang programmes:
- Include awareness, prevention, intervention, suppression and re-entry approaches
 - Focus on specific harms, specific causes of harms, specific geographic locations
 - Comprise multi-disciplinary teams
 - Involve law enforcement, community groups, government agencies, employers and employment providers
 - Involve Police in community responses
 - Need a number of different strategies to tackle the range of gangs and types of offending
 - Tailor strategies specifically to the harms identified

3. The strategy will deliver key benefits ...



4. We will measure our programmes so that we know we are achieving positive results





BRIEFING FOR THE MINISTER OF POLICE

Priority	<input checked="" type="checkbox"/> Urgent <input type="checkbox"/> Non-urgent		
Subject	STATUS UPDATE ON GANGS WORK PROGRAMME The Ministerial Group on Gangs is meeting on 15 April 2014		
Date	9 April 2014	Ref	BR/14/81
First contact	[REDACTED]		
Second contact	Grant Nicholls, Acting Deputy Commissioner: Operations, [REDACTED]		

Recommendations:

The recommendations are that the Minister of Police:

- | | |
|---|--------|
| (a) note you are chairing the Ministerial Working Group on Gangs on 15 April 2014 from 5.00pm to 5.45pm. | Yes/No |
| (b) note the purpose of the meeting is to seek agreement from the Ministerial Group for: | Yes/No |
| <ul style="list-style-type: none"> • the high-level proposals recommended by the Justice Sector Deputy Chief Executives Group • your submission of a paper to the Cabinet Social Policy Committee on 21 May 2014 that seeks approval for the high-level proposals • the next phase of work with a Cabinet report back mid-2015, and • the continuing contribution of their agencies to the next phase of work funded from within agency baselines | |
| (c) agree to Police presenting a status update on the gangs work programme at the beginning of the meeting | Yes/No |
| (d) note key messages for the meeting are attached | Yes/No |
| (e) note that Police continues to work with agencies on the legislative proposals and links between the gangs approach and existing programmes | Yes/No |
| (f) agree to distribute the attached documents to the Ministerial Group prior to the meeting | Yes/No |

Minister's comments:

..... / / 2014
 Hon Anne Tolley Date
 Minister of Police

BRIEFING FOR THE MINISTER OF POLICE

STATUS UPDATE ON GANGS WORK PROGRAMME

Purpose

2. This briefing provides you with key messages for the Ministerial meeting on gangs on 15 April 2014 and notes key points that may be raised at the meeting.
3. It also outlines the next steps and provides a timeframe for a report back to the Cabinet Social Policy Committee.

Background

4. The last Ministerial Working Group meeting on gangs was held on 19 February 2014. At this meeting, Ministers:
 - agreed that the Minister of Police would report back to Cabinet by mid-May on the high-level proposals to reduce the harms caused by gangs and transnational crime groups
 - agreed that proposals needed to include a mix of short-term and long-term initiatives
 - indicated they would like to see a geographic map showing where the gangs are, what services / interventions are already in each area and what solutions are proposed.

Ministerial meeting on gangs: 15 April 2014

5. You are chairing the Ministerial meeting on gangs on Tuesday 15 April 2014 from 5pm to 6pm.
6. Attending are Ministers Kaye (Youth Affairs, Associate Education & Associate Immigration) Williamson (Customs), Borrows (Courts, Associate Social Development & Associate Justice), McClay (Revenue and Associate Health) and Lotu-liga (Pacific Island Affairs and Associate Local Government). Minister Sharples (Māori Affairs) has sent his apologies.
7. The Commissioner of Police, Mike Bush, and Police officials will attend.
8. The purpose of the meeting is to seek agreement from the Ministerial Group for:
 - the high-level proposals recommended by the Justice Sector Deputy Chief Executives Group
 - your submission of a paper to the Cabinet Social Policy Committee on 21 May 2014 that seeks approval for the high-level proposals
 - the next phase of work with a Cabinet report back mid-2015, and
 - the continuing contribution of their agencies to the next phase of work funded from within agency baselines.
9. A draft agenda for the meeting is attached. If you agree, Police can provide a verbal briefing to the Ministerial group on the status of the work as the first agenda item.
10. Attached as Appendix One are key messages that you may wish to use.
11. A report from the Justice Sector Deputy Chief Executives Group, the high-level proposals and cases studies for each of the gang types are attached as an appendix to this briefing. It is recommended that these are provided to the members of the Ministerial group in advance of the 15 April meeting.

Points to note

12. The proposal to improve social outcomes for indigenous ethnic gang members was intended to be delivered through the Government's Drivers of Crime programme, jointly led by the Ministry of Justice and Te Puni Kōkiri. [REDACTED]

BRIEFING FOR THE MINISTER OF POLICE

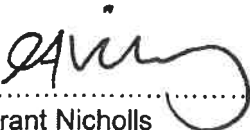
Because of this, linkages between the gangs work and Drivers of Crime are yet to be clarified.

13. The Justice Sector Deputy Chief Executives Group asked Police and the Ministry of Justice to further develop the proposal to ensure legislation is fit-for-purpose. The Ministry of Justice has noted that some of the initiatives are potentially publicly contentious (unexplained wealth, firearm prohibition orders), however the Ministry supports exploring options and continuing to work with Police to identify legislative priorities.
14. Police continues to work closely with the Department of Corrections to ensure that the whole-of-government approach to gangs and the Department's work on reducing reoffending by offenders with gang connections are closely aligned.
15. Work to develop a geographic map showing where the gangs are, what services / interventions are already in each area and what solutions are proposed will be progressed as part of the next phase of work.

Next steps

16. You are due to report back to the Cabinet Social Policy Committee on 21 May on the whole-of-government approach to reducing the influence of gangs.
17. The next phase of work, if Cabinet approves the high-level proposals, is to work with other agencies to develop these proposals further for a report back to Cabinet in mid 2015. This will include details of the initiatives under each of the proposals, implementation plans, costs (if any), funding sources, agency leads and performance and evaluation measures.
18. Agencies are currently contributing to the whole-of-government approach to gangs from within baselines. Support from your Ministerial colleagues is required to continue this arrangement.
19. The Justice Sector Deputy Chief Executives Group has agreed to continue its governance of this work for the next phase.
20. The next steps for the development of the Cabinet paper are set out in the table below.

Date	Deliverable
April – early May	Draft Cabinet paper and Officials Social Policy Committee process
15 April	Ministerial Group meeting
Early to mid May	Ministerial Consultation
15 May	Submit Cabinet paper
21 May	Cabinet Social Policy Committee consideration of paper


.....
Grant Nicholls
Acting Deputy Commissioner: Operations

BRIEFING FOR THE MINISTER OF POLICE

Attachments

Appendix One

1. Key messages for Minister of Police

Attachments for circulation to the Ministerial Group


1. Ministerial Group Meeting agenda
2. Justice Sector Deputy Chief Executives report to the Ministerial Group
3. Reducing the Harms Caused by Gangs
4. Case Studies: Mongrel Mob, Head Hunters Motorcycle Club, Asian Organised Crime

BRIEFING FOR THE MINISTER OF POLICE

Appendix One: Key messages for Minister of Police

- The work since the last Ministerial Group meeting has focused on clarifying and quantifying the different harms caused by the 3 different gang types, identifying the key intervention points and developing the high-level proposals.

High-level Proposals

- The high-level proposals are a combination of existing and new initiatives.
- The Justice Sector Deputy Chief Executives Group supports the social sector proposals in the approach to gangs as a second layer of action to reduce harm caused by indigenous gangs.
- I am seeking your agreement to continue with preparation of a Cabinet paper outlining the high-level proposals to reduce the harms caused by gangs.
- 
- The Ministry of Justice and Police are filling in details of the proposal to ensure legislation is fit-for-purpose. This proposal will explore options for priority policies.

Next phase

- More work is needed to fill out the detail of each proposal with a further report back proposed for mid-2015.
- This work includes talking with key individuals, iwi, agencies, Social Sector Trial leads, and Whanau Ora and service providers in specific communities to better understand gang-related issues, and opportunities for change, at the local level.

Governance

- I acknowledge the input of agencies to date, and propose that this continues for this next phase of work.
- I am seeking your commitment for your agencies to continue contributing to the next phase of work and that this continues to be funded within each agency's baseline.
- I am seeking your agreement that existing governance arrangements continue for the next phase of work through to mid-2015.

MINISTERIAL MEETING
Whole-of-Government Approach to Reducing the Influence of Gangs in NZ

AGENDA
1700 – 1745, Tuesday 15 April 2014

Attendees: Hon Anne Tolley, Minister of Police (Chair)
Hon Nikki Kaye, Minister of Youth Affairs, Associate Education and Associate Immigration
Hon Maurice Williamson, Minister of Customs
Hon Chester Borrows, Minister for Courts and Associate Minister of Social Development and Associate Justice
Hon Todd McClay, Minister of Revenue and Associate Health
Hon Peseta Sam Lotu-liga, Minister of Pacific Island Affairs and Associate Local Government

Apologies: Hon Pita Sharples, Minister of Māori Affairs

Purpose: To seek agreement for:

- the high-level proposals recommended by the Justice Sector Deputy Chief Executives Group
- submission of a paper to the Cabinet Social Policy Committee on 21 May 2014 that seeks approval for the high-level proposals
- the next phase of work with a Cabinet report back mid-2015, and
- the contribution of agencies to the next phase of work

Item
1. Status update (Commissioner of Police)
2. Justice Sector Deputy Chief Executives Report
3. High-level proposals
4. Cabinet paper
5. Next steps
6. Meeting Ends

Justice Sector Deputy Chief Executives Report: The development of a whole-of-government approach to gangs

Report for Ministerial Group Meeting on 15 April 2014

Recommendations

1. We recommend that Ministers:
 - a. **agree** the high level proposals to reduce the harm caused by gangs outlined in this report for inclusion in the paper to the Cabinet Social Policy Committee on 21 May
 - b. **note** that Police and the Ministry of Justice are undertaking further work on the high-level proposal to strengthen legislation before seeking Justice Sector Deputy Chief Executives Group endorsement of this proposal
 - c. **agree** that the high-level proposals provide a second layer of gang-focused intervention to complement existing initiatives
 - d. **agree** a further Cabinet report back in mid-2015 that provides details of the initiatives under each of the high level proposals, implementation plans, costs (if any), funding sources, agency leads and performance and evaluation measures
 - e. **agree** that current governance arrangements continue until the high-level proposals have been developed in detail and reported to Cabinet in mid-2015
 - f. **agree** that Police continues to lead and coordinate the whole-of-government approach to gangs, in consultation with other relevant government agencies.

Purpose

2. This paper seeks agreement to high-level proposals for inclusion in the Cabinet report back on the whole-of-government approach to gangs.
3. It also proposes the next phase of work and seeks agreement for a report back to Cabinet in mid-2015 on detailed proposals and implementation plans.

Background

4. On 19 February 2014 you directed officials (Police lead) to prepare a report for Cabinet consideration in May 2014 with high-level proposals that will make a real difference in reducing the influence of gangs in New Zealand.

Progress update

5. Since the last Ministerial Group meeting:
 - Agencies have completed data collection within the time constraints. Data gaps remain (e.g. motivators for transnational crime groups, accident and injury data). Additional data is likely to be collected to inform the next phase of work.
 - Agencies have worked together to develop the draft problem definition and high-level proposals. They have also identified areas where they can contribute to the next phase of work.
 - The Justice Sector Deputy Chief Executives Group has agreed the general direction of the whole-of-government approach to gangs and the report-back.

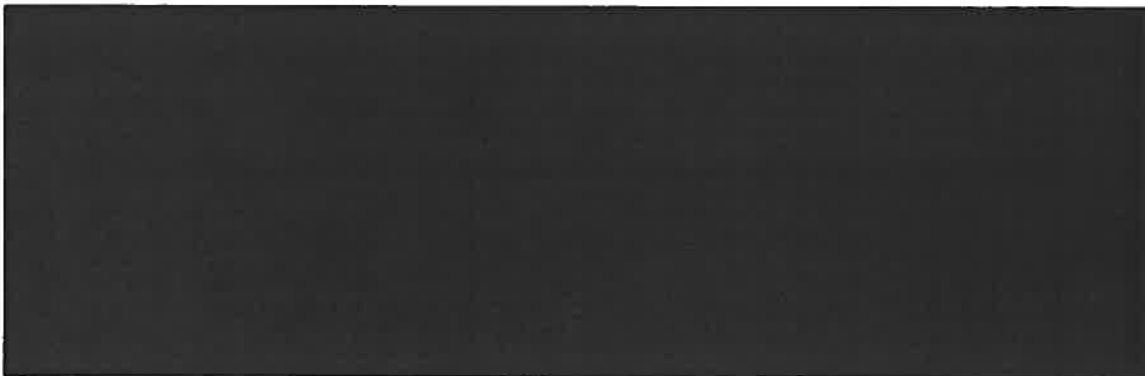
- The Justice Sector Deputy Chief Executives Group noted further work is required on the legislative proposals and further discussion on the linkages between the gangs work and the Government's Drivers of Crime programme.

Cabinet paper

6. The Cabinet paper will have four main sections: (1) problem definition; (2) high level proposals; (3) governance arrangements and (4) report back.

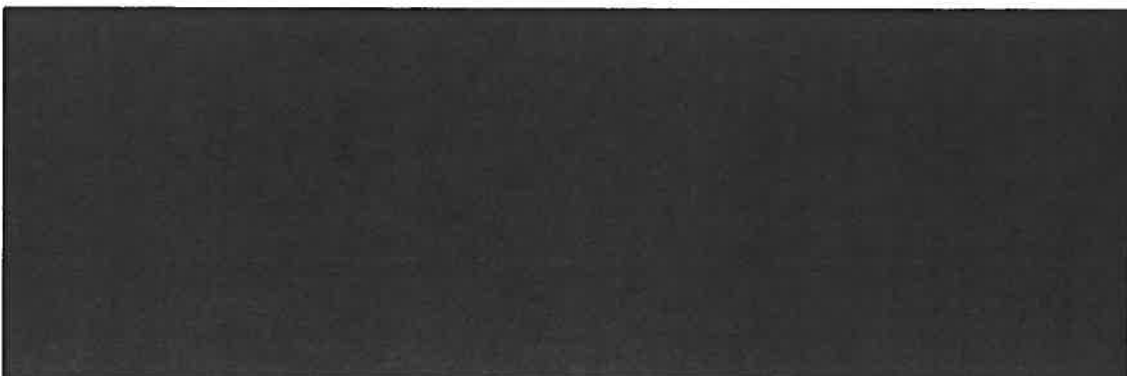
Problem definition

7. Gangs and transnational crime are a negative influence worldwide, undermining individual, family and community wellbeing, economic development and national security. New Zealand's current response to gang-related harm, while it has successes, is not creating sustainable social change or permanently dismantling outlaw motorcycle gangs and criminal networks.
8. The problem definition for the Cabinet paper will comprise a high level problem statement about the harms gangs cause and separate problem statements for indigenous ethnic gangs, outlaw motorcycle gangs and transnational crime groups. Cases studies for the separate problem statements have been developed to illustrate the specific harms and threats of gang type (**attached**).
9. Understanding the different characteristics, motivators and harms caused by the different gang types has been necessary to identify meaningful intervention points. The three types of gangs require fundamentally different approaches. For example for:



High level proposals

10. The high-level proposals are designed to address the social and justice harms caused by gangs. The proposals provide a comprehensive and integrated government approach that focuses on improving social outcomes as well as reducing criminal offending. Most of these proposals are based on existing programmes. The high-level proposals provide a second layer of gang-focused intervention to complement existing initiatives.
11. The aim of the whole-of-government approach is to:



12. The proposals are:



Next phase of work

13. Subject to Cabinet approval in May, the next phase of work will involve:
- a. identifying and prioritising the initiatives under each of the proposals (including detailed design and policy work if required)
 - b. determining and undertaking targeted stakeholder consultation
 - c. developing implementation plans
 - d. determining costs, if any, and identifying funding sources
 - e. determining agency leads.
14. Officials (Police lead) will complete a gap analysis to understand existing programmes and identify how the gangs approach can provide a second layer of intervention. Existing services can then be mapped across geographic areas.
15. Performance and evaluation measures, including assessment of how existing evaluation measures can be used, will also be developed.
16. This work will be completed by mid-2015, with the ongoing input from agencies. All agencies are contributing to the whole-of-government approach to gangs from within baselines.
17. We propose a report back to Cabinet in mid-2015 with the results of this work.

Proposed timeframe for Cabinet paper development

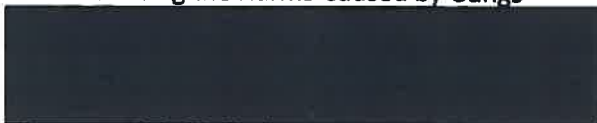
Date	Deliverable
April – early May	Draft Cabinet paper and Officials Social Policy Committee process
15 April	Ministerial Group meeting
Early to mid May	Ministerial Consultation
15 May	Submit Cabinet paper
21 May	Cabinet Social Policy Committee consideration of paper

Governance arrangements

18. The Justice Sector Deputy Chief Executives Group agrees that the current governance arrangements continue until mid-2015. Governance arrangements for multi-agency programmes are being looked at across the social and justice sectors to streamline processes and improve efficiency. Any decisions from this will inform decisions about the ongoing governance arrangements for the whole-of-government approach to gangs.

Attachments:

1. Reducing the Harms Caused by Gangs



Reducing the Harms Caused by Gangs

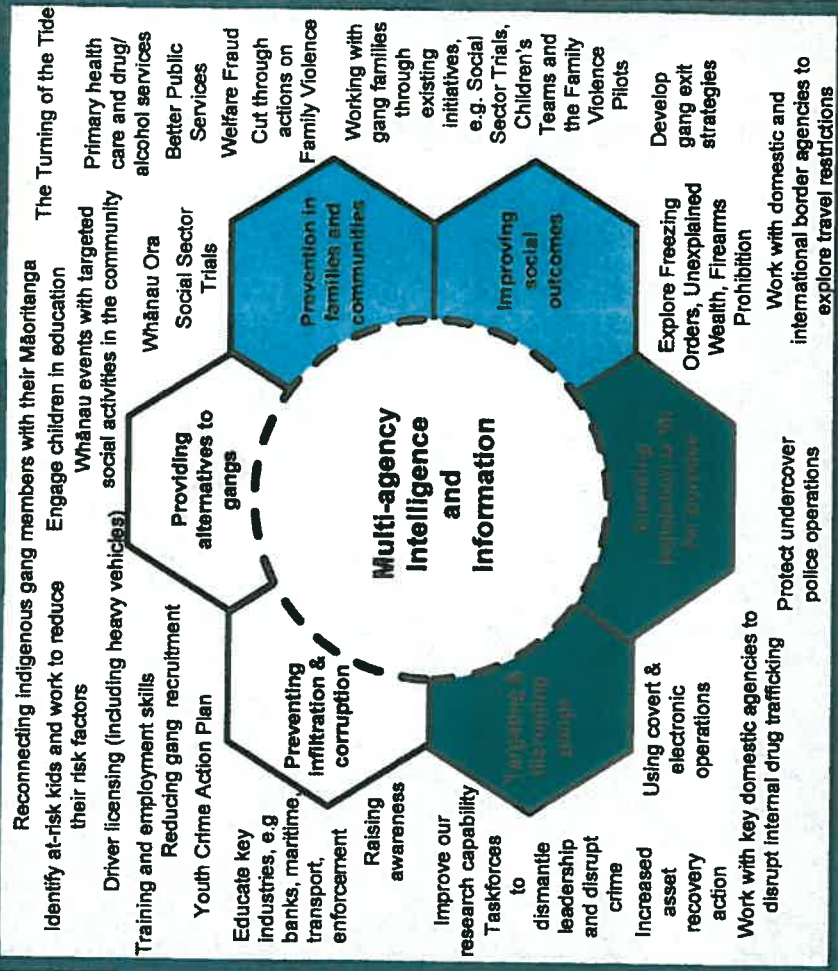
1 New Zealand has a complex gang problem

- 4000 members and 33 gangs nationwide.
- 3 key types: Indigenous Ethnic Gangs (e.g. Mongrel Mob, Black Power), Outlaw Motorcycle Groups (e.g. Head Hunters, Hells Angels) and Transnational Crime Groups (e.g. Asian Organised Crime, Iranians).
- Geographically concentrated in key metropolitan areas such as Auckland and Christchurch and in low socio-economic communities including Gisborne, Hastings, Murupara, Porirua and Wairarapa.
- Varying levels of sophistication and collaboration within and between gangs: inter-generational structure, overt offending and domestic focus; as well as entrepreneurial structure, covert offending and international focus.

4 where social issues and offending are addressed

- TO:
- STOP young people from joining gangs.
 - STOP young people in gangs from offending.
 - SUPPORT gang members to leave gangs.
 - IMPROVE social outcomes.
 - IMPROVE community safety.
 - DISRUPT supply chains and DISMANTLE organised crime networks.
 - REDUCE the volume and severity of offending committed by gang members.
 - INCREASE our knowledge about gangs to inform effective responses across government.

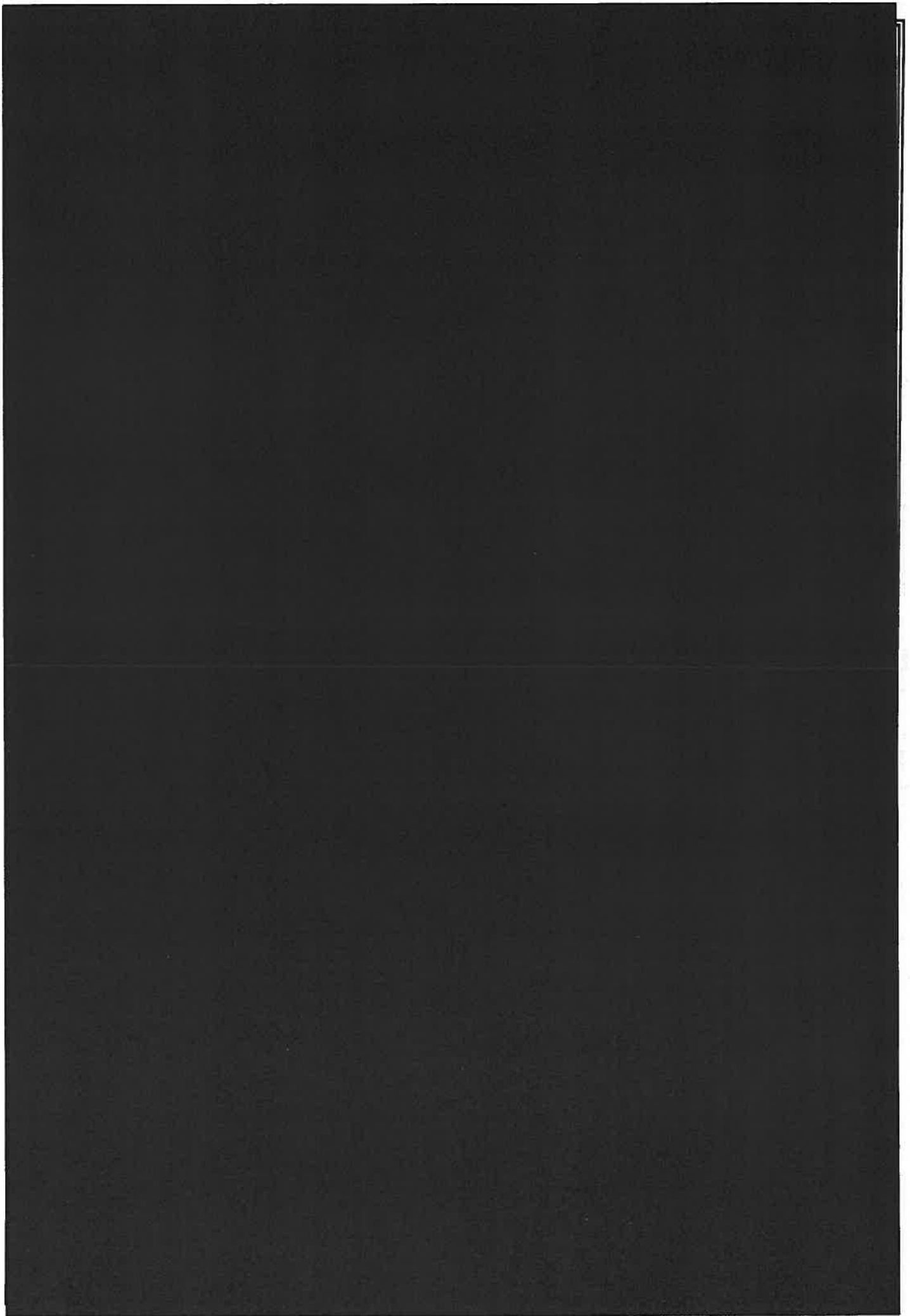
5 and government action (new & existing) is coordinated to achieve change.

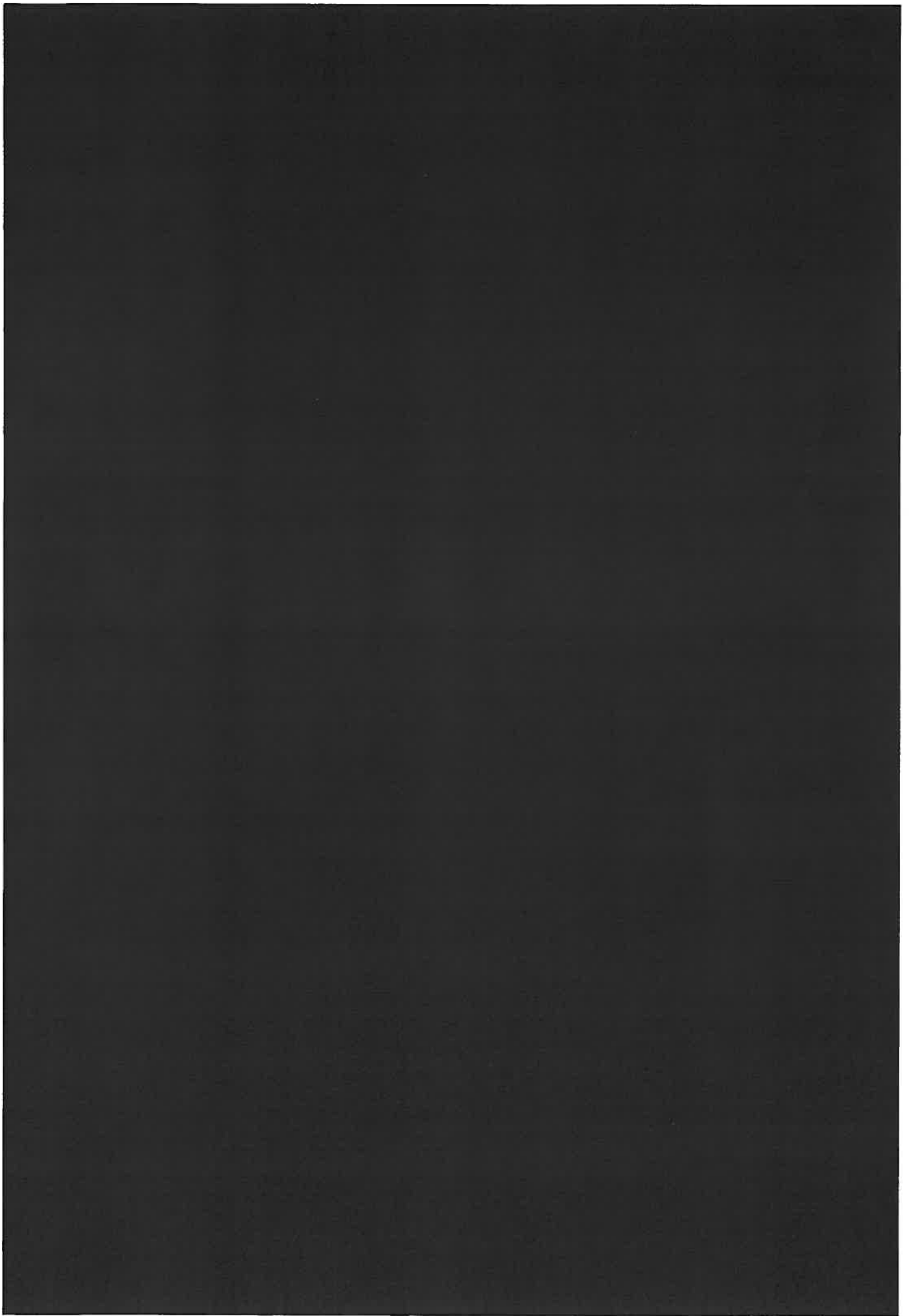


3 A new paradigm is required











BRIEFING FOR THE MINISTER OF POLICE

Priority	<input type="checkbox"/> Urgent <input checked="" type="checkbox"/> Non-urgent		
Subject	Whole of Government Action Plan on Gangs		
Date	16 May 2014	Ref	BR/14/121
First contact	Acting Deputy Commissioner: Operations Grant Nicholls, [REDACTED]		
Second contact	[REDACTED]		

Recommendations:

The recommendations are that the Minister of Police:

- | | |
|---|---------------|
| <p>(a) provide feedback to [REDACTED] on the attached draft Cabinet Paper as soon as practicable, so it can be incorporated into the papers that will be circulated ahead of the Ministerial Group on Gangs on 27 May.</p> | <p>Yes/No</p> |
|---|---------------|

Minister's comments:

.....
 Hon Anne Tolley
 Minister of Police

/ / 2014
 Date

BRIEFING FOR THE MINISTER OF POLICE

Whole of Government Action Plan on Gangs – Draft Cabinet Paper

Purpose

1. A draft Cabinet paper (attached) on the Whole of Government Action Plan on Gangs has been provided for your consideration and further direction. This paper also advises you of current discussions between agencies over the draft paper and related issues.

Background

2. In June 2013 the Cabinet Strategy Committee (STR) invited you to report back to the Cabinet Social Policy Committee (SOC) with high level proposals to reduce the influence of gangs in New Zealand. STR also specifically invited you to make recommendations on the establishment of a combined agency intelligence centre to enable better targeting of efforts focused on gangs [STR Min (13) 3/1]. On 28 April you provided direction on the action areas to be included in the Cabinet Paper.

Draft Cabinet Paper

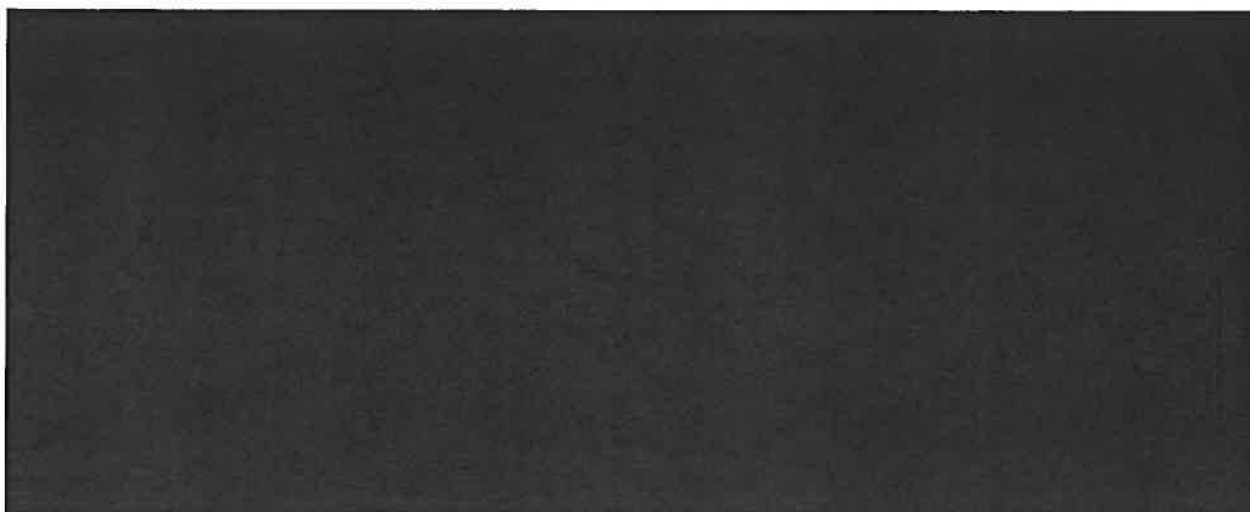
3. The draft paper covers the following areas:
 - the three key gang types
 - analysis of the scale and impact of gang issues
 - proposals for the social, legislative, and crime prevention and enforcement actions
 - implementation phasing and timing.

Implementation: phasing and timing

4. The draft paper sets out the timing of the implementation of the initiatives in two phases. Subject to Cabinet decisions, first phase actions would commence immediately and be implemented by December 2015. The timeframe of the proposed legislative amendments would depend on completing the policy work and the parliamentary process.
5. Design and options for second phase actions would commence in February 2015. The planning work undertaken in this phase will identify the timeframes for implementation.

Initial Feedback from Agencies

6. Police have sought initial feedback on the proposed action areas from relevant agencies. Not all agencies have been able to comment to date. Feedback received so far includes:



7. Police will continue to work through the issues raised by agencies as part of the development of the Cabinet paper.

BRIEFING FOR THE MINISTER OF POLICE

Lead Agencies

8. As noted above, some agencies have raised the issue of lead agency responsibilities for the actions. Police is the lead agency for the Plan as a whole and for many of the initiatives, with other agencies leading specific elements. This is summarised below and set out in more detail in the draft Cabinet Paper:



Timing and Next Steps

9. The Cabinet Paper is due to be considered by SOC on 18 June 2014. The timetable for the further development of the paper is:
 - Formal consultation on draft Cabinet paper initiated – 16 May
 - Justice Sector Ministers' Meeting – 21 May
 - Ministerial Group on Gangs – 27 May
 - Submission to Officials' SOC (O-SOC) – 29 May
 - O-SOC Consideration – 3 June
 - Final draft to Minister's Office – 9 June
 - Submission to SOC – 12 June
 - SOC Consideration – 18 June.
10. Formal consultation is now underway with other agencies, and their feedback will be incorporated in the paper as appropriate. You will be advised of any key points raised during discussions with agencies at your regular meeting with officials on 26 May, prior to the Ministerial Group meeting on 27 May.

BRIEFING FOR THE MINISTER OF POLICE

Justice Sector Ministers' Meeting and Ministerial Group on Gangs

11. Justice Sector Ministers are due to meet on 21 May. The Action Plan will be discussed at this meeting and Ministers will be provided with the A3 summary of the Plan and the Gang Environment as background.
12. The Ministerial Group on Gangs will meet on 27 May. A draft agenda for this meeting is attached for your consideration. Police can provide an update on progress on the development of the Cabinet Paper at this meeting, should you agree.
13. Police will provide an aide memoire for you in advance of both meetings.

.....
Grant Nicholls
Acting Deputy Commissioner: Operations



BRIEFING FOR THE MINISTER OF POLICE

Priority	<input checked="" type="checkbox"/> Urgent <input type="checkbox"/> Non-urgent The Ministerial Group on Gangs is meeting on 27 May 2014		
Subject	Update for Ministerial Group Meeting on Gangs on 27 May 2014		
Date	26 May 2014	Ref	BR/14/137
First contact	[REDACTED]		
Second contact	Grant Nicholls, Acting Deputy Commissioner: Operations, [REDACTED]		

Recommendations:

The recommendations are that the Minister of Police:

- (a) **note** you are chairing the Ministerial Working Group on Gangs on 27 May 2014 from 5.00pm to 6.00pm. Yes/No
- (b) **note** the purpose of the meeting is to seek agreement from the Ministerial Group for: Yes/No
- the whole-of-government action plan to reduce the harms caused by New Zealand adult gangs and transnational crime groups
 - your submission of a paper to the Cabinet Social Policy Committee on 18 June 2014 that seeks approval for the action plan
 - the continuing contribution of their agencies to the work, which is funded from within agency baselines.

Minister's comments:

..... / / 2014
 Hon Anne Tolley Date
 Minister of Police

BRIEFING FOR THE MINISTER OF POLICE

Update for Ministerial Group Meeting on Gangs on 27 May 2014

Purpose

1. You are chairing the Ministerial meeting on gangs on Tuesday 27 May 2014 from 5pm to 6pm. This briefing provides you with key messages for this meeting.

Background

2. You are due to report back to the Cabinet Social Policy Committee on 18 June 2014 on the whole-of-government action plan to reduce the harms caused by gangs and transnational crime groups.
3. The Ministerial Group on Gangs has received the following for discussion at the meeting on 27 May:
 - a draft Cabinet paper on the whole-of-government action plan to reduce the harms caused by gangs and transnational crime groups
 - an A3 document summarising the action plan and outlining the organised crime environment in New Zealand.

Purpose of meeting

4. The purpose of the meeting is to seek agreement from the Ministerial Group for:
 - the whole-of-government action plan to reduce the harms caused by gangs and transnational crime groups
 - your submission of a paper to the Cabinet Social Policy Committee on 18 June 2014 that seeks approval for the action plan
 - the phasing of the action plan, and
 - the continuing contribution of their agencies to the action plan, funded mainly from within agency baselines through using existing programmes to deliver services.
5. Attached as Appendix One are key messages that you may wish to use.

Attendees

6. Attending are Ministers Collins (Justice), Kaye (Youth Affairs, Associate Education & Associate Immigration) Wagner (Customs), Borrows (Courts, Associate Social Development & Associate Justice), McClay (Revenue and Associate Health) and Lotu-liga (Pacific Island Affairs and Associate Local Government) and Sharples (Māori Affairs).
7. Police Deputy Commissioner: Operations, Grant Nicholls, Assistant Commissioner, Investigations and International, Malcolm Burgess, and [REDACTED] will attend.

Agency consultation

8. The draft Cabinet paper has been circulated to agencies. Agency feedback is due on Monday 26 May. Attached as Appendix Two are the key points raised by agencies to date. Agencies are generally supportive of the proposals at a high level. [REDACTED] Police is incorporating agency feedback into the Cabinet paper.

BRIEFING FOR THE MINISTER OF POLICE

Next steps

9. A high-level outline of timeframes and deliverables is attached as Appendix Three. Subject to Cabinet approval, Police will work with agency leads to develop these initiatives further, including detailed business plans, costs (if any), funding sources and performance and evaluation measures.
10. Police leads have been assigned to each of the actions. A programme manager will be appointed from 1 July 2014 to coordinate delivery of the action plan.
11. Agencies are currently contributing to the whole-of-government approach to gangs from within baselines. Support from your Ministerial colleagues is required to continue this arrangement.

.....
Name of Executive Member
Designation

Attachments

Appendix One

1. Key messages for Minister of Police

Appendix Two

2. Key Points raised by agencies

Appendix Three

3. Action Plan: Timeframes and Deliverable

BRIEFING FOR THE MINISTER OF POLICE

Appendix One: Key messages for Minister of Police

- Since the last Ministerial Group meeting officials have focused on (1) clarifying and quantifying the different harms caused by the 3 different gang types, (2) identifying the key intervention points and (3) developing the action plan.

Proposed Action Plan – description of action plan

- The 4 action areas are designed to support a reduction in crime committed by gangs and harms caused by gangs.
- The action plan will support achieving the Better Public Service targets. These are short-term and longer-term actions. The full benefits will only come through intergenerational change.
- The action plan is an integrated approach across government, treating the causes of harm and crime, as well as responding to criminal threats. This will be supported by a solid evidence base. This means:
 1. having ongoing, up-to-date, across-agency intelligence on gang members.
 - to inform decision-making – both prevention and enforcement activities
 - to be implemented through a *Gang Harm Impact Centre*
 2. working with gang families and young people as levers for change
 - through a Start at Home action
 3. targeting key areas of risk
 - travel of gang members both out of and into New Zealand to establish criminal networks, and the significant financial base of key organised crime group members
 - through establishing permanent enforcement taskforces
 4. ensuring our legislative toolkit includes appropriate tools to respond to current and emerging threats.
- The action plan comprises a combination of new and existing initiatives.
- Because there are already existing programmes (for example Social Sector Trials, Children's Teams and the Youth Crime Action Plan), the social sector initiatives are intended as a second layer of action in these programmes. This will assist the coordination of services across government to gang members and their families.

Cabinet paper and phasing of work – seek agreement

- I seek your agreement to submit a Cabinet paper on 18 June 2014 that seeks approval for the action plan.
- The action plan will be implemented in 2 parts. Part 1 includes actions that I think can be implemented by December 2015.
- Part 2 will commence in February 2015 with design and planning – implementation timeframes will be agreed as part of this work.
- We are at the early stages of development [REDACTED]
[REDACTED]
- The first stage of Part 1 is to complete the design and planning details. Police will work closely with partner agencies on design and implementation, including on scope, resourcing, and other matters.

BRIEFING FOR THE MINISTER OF POLICE

Contribution of agencies – *commitment from agencies*

- I acknowledge the input of agencies to date, and propose that this continues for the delivery of the action plan.
- I seek your commitment for your agencies to continue contributing to this work. In the main, this will continue to be funded within each agency's baseline.
- Specific initiatives, such as the *Gang Harm Impact Centre* and the dedicated enforcement taskforces may need establishment funding [REDACTED].
- I seek your agreement to continue the existing governance arrangements to December 2015 to enable implementation of the first part of the action plan.

BRIEFING FOR THE MINISTER OF POLICE

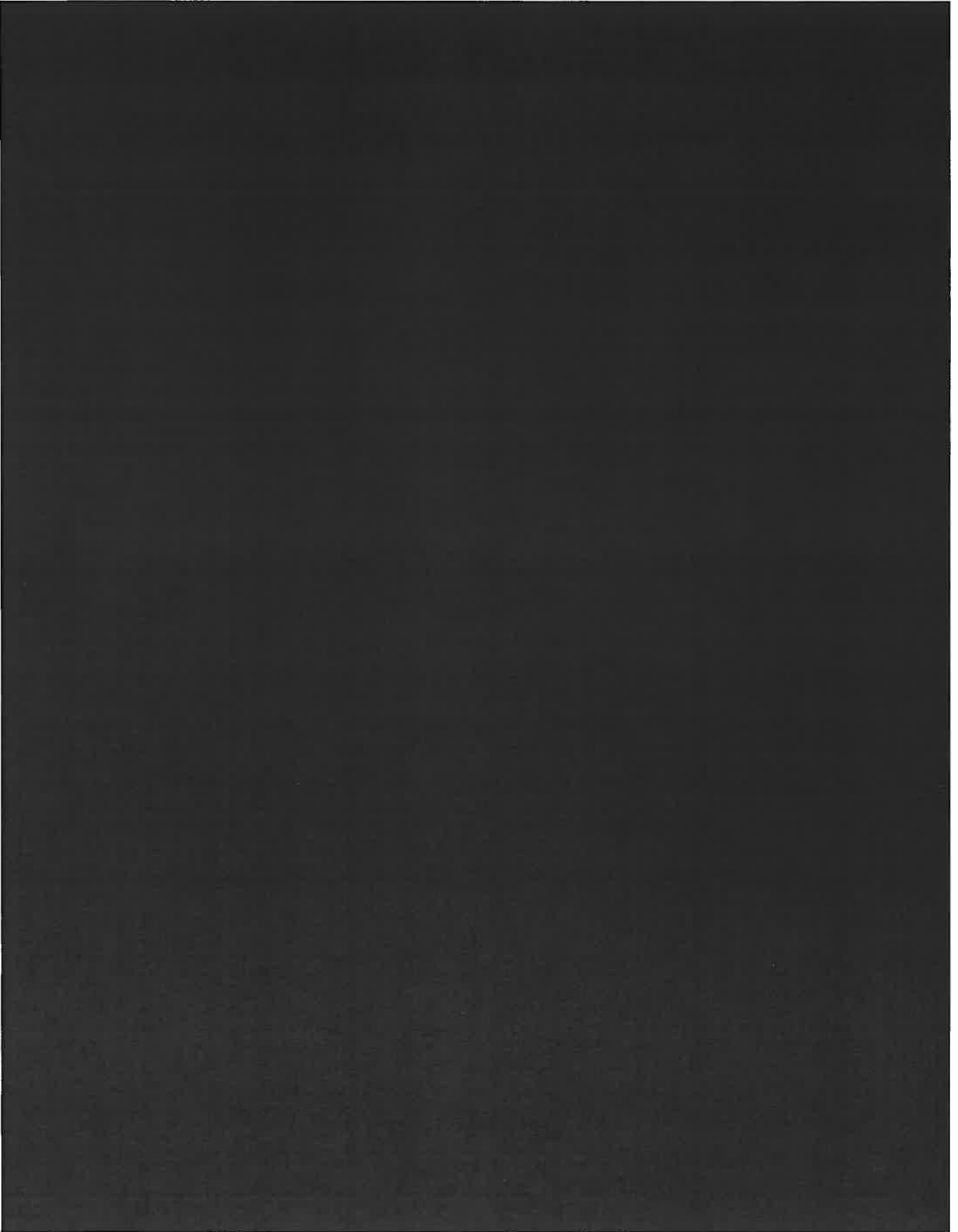
Appendix Two: Key points raised by agencies

Agency	Comment received
Accident Compensation Corporation	[Redacted]
Customs	[Redacted]
Department of Corrections	[Redacted]
Department of Internal Affairs	[Redacted]
Housing New Zealand	[Redacted]
Inland Revenue	<p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <ul style="list-style-type: none"> • [Redacted] • [Redacted] • [Redacted] • [Redacted]
Ministry of Business, Innovation and Employment	[Redacted]
Ministry of Education	[Redacted]
Ministry of Health	[Redacted]
Ministry of Justice	<p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p>
Ministry of Social Development	<p>[Redacted]</p> <ul style="list-style-type: none"> • [Redacted] • [Redacted] • [Redacted] • [Redacted] • [Redacted] • [Redacted] • [Redacted] • [Redacted] • [Redacted] • [Redacted]

BRIEFING FOR THE MINISTER OF POLICE

Agency	Comment received
	<ul style="list-style-type: none">• [REDACTED]• [REDACTED]• [REDACTED]
Ministry of Women's Affairs	<ul style="list-style-type: none">• [REDACTED]• [REDACTED]• [REDACTED]• [REDACTED]
Te Puni Kōkiri	[REDACTED]

Appendix Three: Timeframes and Deliverables





CABINET PAPER TO MINISTER OF POLICE

Subject: Whole-of-Government Approach to Reducing the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups

Reference Number BR/14/155

Cabinet Committee: Social Policy

Proposed date: 18 June 2014

Attention: Hon Anne Tolley (Minister of Police)

The attached Cabinet paper has been prepared by NZ Police. Attachments include

- Cab 100
- Cabinet Paper
- Appendices

The Minister's approval of the paper is requested.

The Cabinet Office guidelines on the preparation of Cabinet papers have been followed.

A separate Briefing Paper on this paper is attached: **YES** **NO**

Police Executive Approval:

..... 

..... 6.6.2014

Grant Nicholls
ACTING DEPUTY COMMISSIONER: OPERATIONS

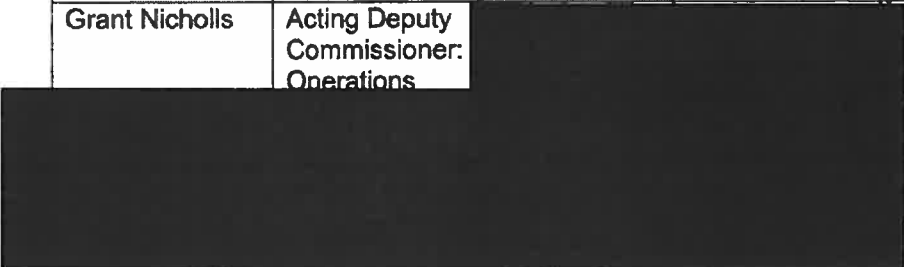
MINISTER'S COMMENTS

Minister's Signature:

Date:

<input type="checkbox"/> Noted	<input type="checkbox"/> Seen	<input type="checkbox"/> Approved
<input type="checkbox"/> Needs changes	<input type="checkbox"/> Referred to	
<input type="checkbox"/> Withdrawn	<input type="checkbox"/> Not seen by Minister	<input type="checkbox"/> Overtaken by events

Contact for telephone discussion (if required)

Name	Position	Telephone		Suggested First Contact
		Direct Line	After Hours	
Grant Nicholls	Acting Deputy Commissioner: Operations			
				√



BRIEFING FOR THE MINISTER OF POLICE

Priority	<input checked="" type="checkbox"/> Urgent <input type="checkbox"/> Non-urgent <i>You are presenting a paper to the Cabinet Social Policy Committee on 18 June 2014</i>		
Subject	Cabinet Paper: Whole-of-Government Action Plan on Reducing the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups		
Date	16 June 2014	Ref	BR/14/169
First contact	Grant Nicholls, Acting Deputy Commissioner: National Operations <div style="background-color: black; width: 100px; height: 15px; margin-top: 5px;"></div>		
Second contact	<div style="background-color: black; width: 100%; height: 20px;"></div>		

Recommendations:

The recommendations are that the Minister of Police:

- | | |
|---|--------|
| (a) note that on 18 June 2014 you are presenting the Whole-of-Government Action Plan on Reducing the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups to the Cabinet Social Policy Committee | Yes/No |
| (b) note the suggested talking points attached for you to use at the Cabinet Social Policy Committee (Appendix One). | Yes/No |

Minister's comments:

..... / / 2014
 Hon Anne Tolley Date
 Minister of Police

BRIEFING FOR THE MINISTER OF POLICE

Cabinet Paper: Whole-of-Government Action Plan on Reducing the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups

Purpose

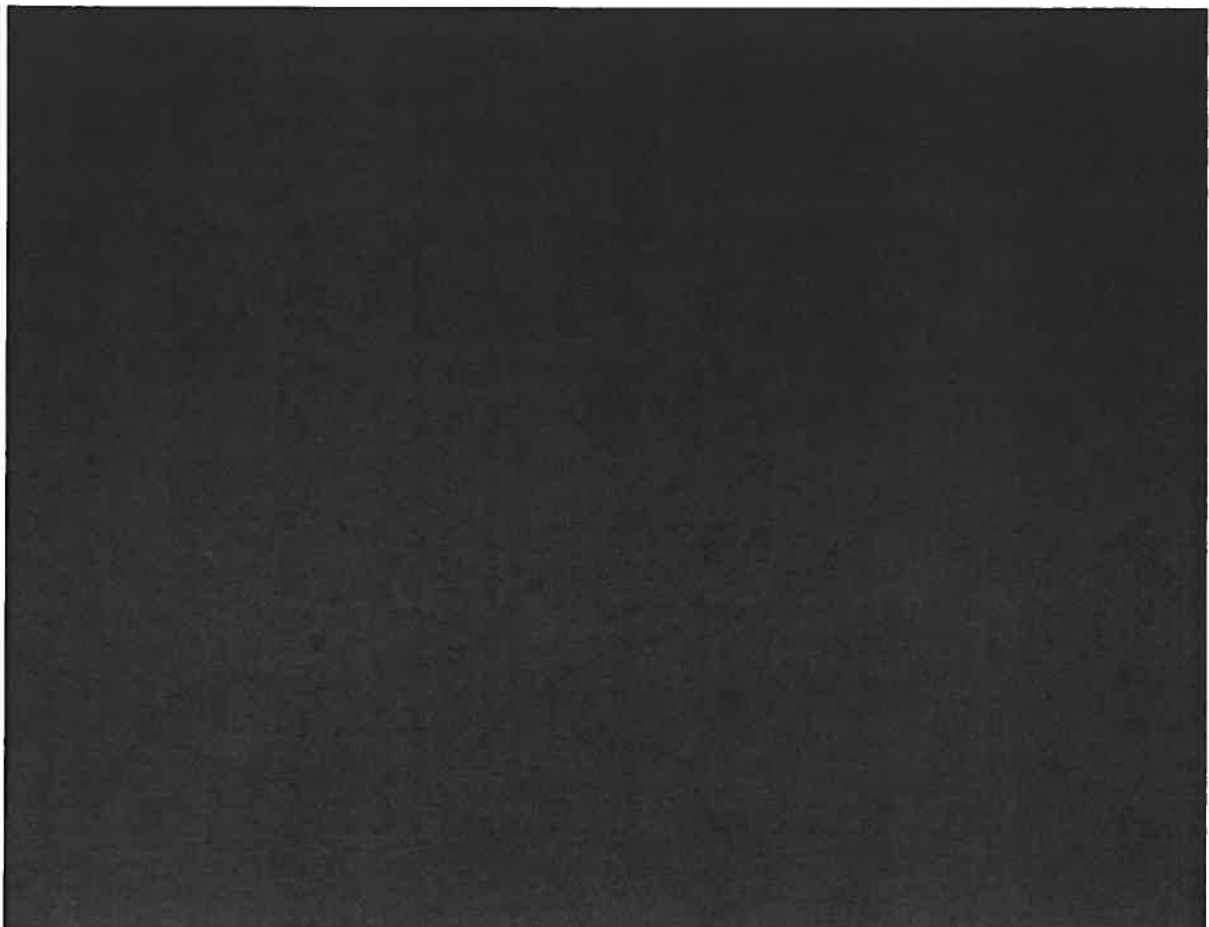
1. You are presenting the Whole-of-Government Action Plan on Reducing the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups to the Cabinet Social Policy Committee on 18 June 2014.
2. This paper attaches talking points on the Cabinet paper (Appendix One). It also outlines the comments on the paper received from agencies during the consultation process.

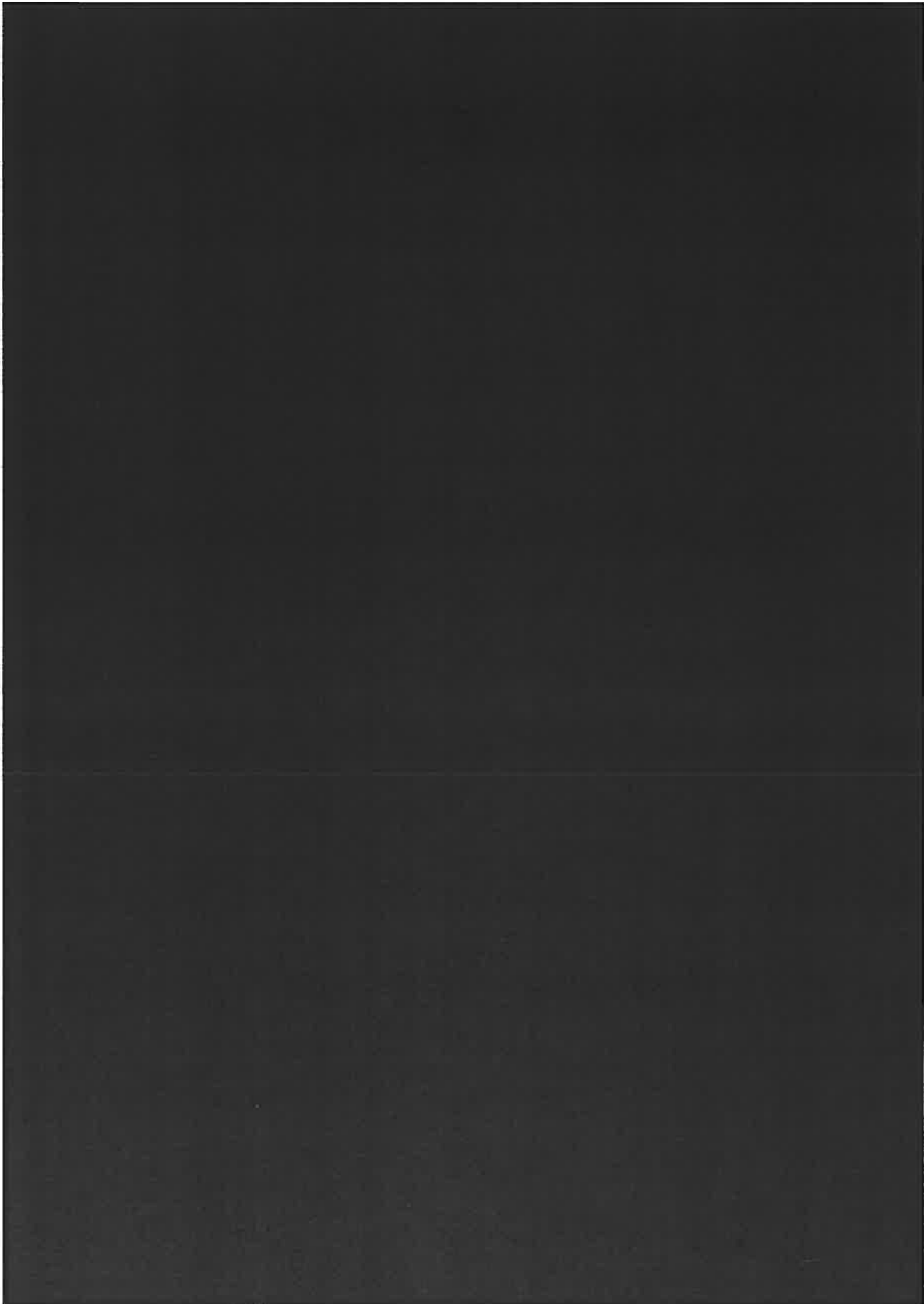
Background

3. In June 2013, the Cabinet Strategy Committee (STR) invited you, in consultation with other relevant Ministers (including Social Sector Ministers), to report back to the Cabinet Social Policy Committee (SOC) in due course with:
 - high-level proposals that will make a real difference in reducing the influence of gangs in New Zealand; and
 - recommendations on a proposed fusion centre that would enable agencies to combine intelligence to allow better targeting and co-ordinating activities focused on gangs [STR Min (13) 3/1].

Consultation

4. Your Ministerial colleagues and their agencies generally support this work. The Officials Social Policy Committee considered the paper on 3 June 2014. Issues raised through this consultation process include:






5. The Ministry of Education and Housing New Zealand did not provide comment on the paper. The Ministry of Health provided brief comment at an earlier stage on links with Social Sector Trials.

BRIEFING FOR THE MINISTER OF POLICE

Talking points

6. Attached as Appendix One are suggested talking points for use at Cabinet Social Policy Committee on 18 June 2014 on the paper.

Next steps

7. 
8. Planning is underway within Police on first stage actions. Police will work with agencies following Cabinet's decisions.
9. A proposal for ongoing governance arrangements is due to be circulated to agencies next week. Once feedback has been received, the proposal will be provided to you for distribution to the Ministerial Group on Gangs.
10. Subject to Cabinet's decisions, the first milestone is a report back to Cabinet in December 2014 on the governance arrangements and legislative proposals.

.....
Grant Nicholls
Acting Deputy Commissioner: National Operations

Appendix One

TALKING POINTS FOR MINISTER OF POLICE

Whole-of-Government Action Plan to Reduce the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups

Cabinet Social Policy Committee Meeting (Wednesday 18 June 2014)

Purpose

1. I am seeking support in principle for the action plan, subject to funding sources being identified.

Gang-related harm

2. New Zealand's gang problem is complex and spans social, economic and justice issues.
3. This action plan highlights the scale of harm caused by gang. This is the first time that agencies across the social, justice, border control and tax sectors have combined information on adult gangs. The scale of harm identified has been startling.
4. Gangs comprise a small number of people but commit a significant amount of crime, particularly serious crime.
5. Gangs cause substantial harm to their families and communities. Children of gang members are growing up in environments dominated by violence, neglect, sole parenting and welfare dependency.
6. Gangs and transnational crime groups are working more collaboratively, particularly in the manufacture and supply of drugs.
7. We are seeing the expansion of overseas gangs into New Zealand, e.g. the Australian Bandidos MC and Rebels MC. These groups are not harmless motorcycle clubs. They are sophisticated, criminal enterprises that exist to make money through criminal activity.
8. Overseas interventions demonstrate real change can be achieved through taking a multi-faceted prevention and law enforcement approach. While the New Zealand environment is different to overseas environments, a multi-agency approach has been successfully trialed with youth gangs in Auckland.

Connection with existing programmes

9. I want to ensure that the steps we are taking through the Better Public Services targets are picking up vulnerable gang families and individuals associated with gangs that have high-risk and complex needs.
10. I also want to ensure that our law enforcement approaches are robust, have the most up-to-date information and able to deal with a fluid and increasingly sophisticated environment.

Action Plan

11. The action plan proposes an integrated approach across government, treating the causes of harm and crime, and responding to criminal threats.
12. Most actions are intended to be delivered through existing programmes.

13. The action plan is in two parts. This allows work to commence on part one actions and allows time for the necessary scoping, development and costing for part two actions.

Four key elements of the action plan are:

14. The **Gang Intelligence Centre**: this would provide ongoing, up-to-date, across-agency intelligence on gang members to inform decision-making on preventative, investigative and enforcement interventions. It will also identify vulnerable children, youth and gang family members for social service support.

15. The **Start at Home** programme contains a range of social initiatives to support gang members and their families to turn away from the gang lifestyle, and reduce the likelihood of young people joining gangs.

16. Two multi-agency **Dedicated Enforcement Taskforces** will target key areas of risk: border protection and the financing of crime. Through these taskforces we would:

- target drug trafficking networks,
- restrict international gang travel,
- strengthen asset recovery efforts, and
- prevent the financing of crime.

17. The **Legislative Toolkit** proposal includes the necessary tools to respond to current and emerging threats. This includes enabling law enforcement agencies to:

- target cash acquired illegally,
- better detect, investigate and prosecute organised crime,
- monitor gang offenders on release from prison, and
- manage risk to keep communities safe.

18.

Governance arrangements

19. Officials are working on a proposal to ensure that the social, justice, border control and tax agencies are all represented in governance arrangements. I will report back to Cabinet in December 2015 on the confirmed governance arrangements.

Next steps

20. Work will commence immediately on the first set of actions. The timeframe for implementation is December 2015.

21. The Ministers of Justice and Police will report back to Cabinet in December 2014 on options for the legislative proposals.

22. Part 2 actions requiring further scoping and costing will be reported back to Cabinet in July 2015.