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Template 1: Manifesto Initiative Template

Section 1: Overview and Context

Vote	Vote Police
Responsible Minister	Minister of Police
Initiative title	Striving Towards 1800 New Police
Initiative description	This funding will enable New Zealand Police to implement the 2017 Coalition agreement goal agreed between the New Zealand Labour Party and New Zealand First, to “Strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs.”
Workstream	Manifesto
Responsible Vote Analyst	Tim Stevenson s9(2)(k)

1.1 EXECUTIVE SUMMARY

A. Short summary of the proposed initiative and expected outcomes.

Funding is sought for an additional 920 constabulary officers and specialist officers (Authorised Officers) and 240 non-sworn police in Budget 2018, and associated operating and capital costs. This builds on the 880 constabulary officers and 245 support staff funded in Budget 2017. Taken as one package, this will provide for 1800 new constabulary and specialist (Authorised Officer) police by June 2021 and deliver the 2017 Coalition agreement goal.

This bid seeks related operating costs and capital expenditure to fund the deployment of the new staff.

The high level outcomes of this bid are:

- Delivering more police on the streets and in the community: working together to help make New Zealand the world’s safest country
- Preventing and disrupting organised crime and drug harm: to dismantle criminal networks and target suppliers of illicit drugs including methamphetamine
- Providing the tools and support for 21st century policing: support for our frontline Police, including the latest technology to combat organised crime.

This resourcing will support Police to deliver on its ambitious organisational targets:

- 10,000 fewer serious crime victimisations by 2021
- 25% reduction in reoffending by Māori by 2025
- 90% “high” or “very high” trust and confidence in Police by 2021

Delivering these targets and our *Prevention First* operating model will enable Police to better contribute to the Government’s goal of reducing the prison population by 30%.

Funding is required in 2018/19 in order for enough new recruits to be trained in time to meet the June 2021 timeframe in the Coalition agreement.

Funding Sought (\$m)	2017/18	2018/19	2019/20	2020/21	2021/22 & outyears	TOTAL
Operating	-	69.6	121.9	164.3	159.5	515.3
Capital¹	-	6.4	6.4	5.0	-	17.8

¹ The first 10 years of capital investment is counted against the capital allowance. Additional FY columns are to be added to funding table above to reflect the full capital costs of an initiative.

VA Recommendation	2017/18	2018/19	2019/20	2020/21	2021/22 & outyears	TOTAL
Operating	-	-	-	-	-	-
Capital	-	-	-	-	-	-

Vote Analyst Recommendation	<p>Three components required: See Vote Analyst Assessment Guidance.</p> <p>1. [Support in full/Partial support and Scale/Defer]</p> <p>2. [Please provide a two sentence summary to explain your recommendation above].</p> <p>This will be entered into CFISnet and used in the supporting comment next to initiative assessments in advice to Ministers</p> <p>3. [Provide a succinct overall assessment which outlines the key judgements which support your two sentence summary (above)].</p> <p>This will be used in the Treasury moderation process and package development stages.</p>
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1.2 CONTEXT	
A. Has the initiative been stated in Labour's Fiscal Plan, Coalition agreement, or Confidence and Supply Agreement?	Yes
B. Has the initiative been jointly developed with other agencies?	No
C. Have you attached the supporting Better Business Case, Regulatory Impact Assessment, etc. (if applicable)?	N/A

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Section 2: Problem / Opportunity & Strategic Alignment

2.1 PROBLEM DEFINITION OR OPPORTUNITY

A. Describe the problem or opportunity that this initiative seeks to address.

The key law and order Coalition priority outlined in the New Zealand Labour Party and New Zealand First 2017 Coalition agreement is to “Strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs.”

This Government recognises that increasing Police capacity will enable it to give full effect to its *Prevention First* Operating Model. Police is totally committed to the *Prevention First* Operating Model, which has been in place since 2011, and is the ethos that underpins the way Police delivers its business. The central tenet of *Prevention First* is to address the underlying causes of crime, in order to reduce re-offending, prevent harm, and improve the lives of New Zealanders.

Police’s *Prevention First* Operating Model is resource intensive. It takes more time and effort to deliver than traditional policing. Police officers are required to focus on the underlying causes of crime by looking beyond single incidents and encouraged to make decisions that prevent crime and reduce re-offending at every stage of their engagement with victims, offenders and communities. It requires officers to dedicate additional time to support at-risk New Zealanders with complex needs. Many of these people repeatedly present to Police as both victims and offenders. By taking the time to understand their underlying issues, police can help connect them to the services they need to improve their lives, and stay out of the justice system.

In its first three years *Prevention First* contributed to a reduction in crime and helped to improve public confidence in Police. But more recently, demand for Police services has markedly increased, officer numbers have been static, and crime rates are currently well above historic lows. Growing demand for Police services has impacted on all core areas of frontline policing. For example, since 2009:

- 111 emergency calls have increased 29% to 869,000 a year
- Family violence attendances have increased more than 50% to 121,000 a year (taking an average of 1 hour of officer time for every event)
- Mental health events have increased by 80% to more than 34,000 incidents a year. The majority are ‘threatens/attempts suicide’, averaging 5 officer hours to resolve
- Methamphetamine seizure volumes tripled each year from 2012 to 2016.

In addition to this demand, the past three years has seen an upward crime trend that is negatively impacting on community resilience and feelings of safety. For example, between 2014/15 and 2016/17:

- burglaries increased 23% as clearance rates fell below one in ten
- aggravated robberies increased 35%
- serious public place assaults increased by 12%.

At the same time, New Zealand’s serious and organised crime environment has continued to expand, creating significant social and economic harm to our communities and vulnerable individuals. Methamphetamine is becoming increasingly available, and in 2016 and 2017 New Zealand Police and the New Zealand Customs Service saw record breaking seizures.

The New Zealand Drug Harm Index 2016 (using 2014 data) estimated the then total cost of personal harm to drug users and to the community at \$601 million. New Zealand is a part of global financial, logistics, and telecommunications systems, parts of which can be vulnerable to criminal misuse. Organised crime groups that may not base their personnel or assets in New Zealand can still create New Zealand victims, for example by committing cyber-enabled fraud.

As these pressures have increased in recent years, police resourcing has failed to keep up. The ratio of Police officers to population reached one officer for every 541 New Zealanders by July 2017, which

compares unfavourably to jurisdictions with similar policing models such as Scotland (1:313), Republic of Ireland (1:365) and Queensland (1:412).

The sum result is a frontline workforce that is under pressure, and too often feels unable to deliver its *Prevention First* operating model or its promises to the public. The proportion of New Zealanders who feel safe in their neighbourhood after dark has fallen 8%, and those who feel safe in their town centre has fallen 10% (from 57% to 47%) over two years.

Policing in the 21st century requires a mix of prevention-focused community engagement and a sophisticated focus on preventing and disrupting organised and serious crime. This means partnering with communities, agencies and support services, being informed by an evidence-based approach, and the implementation of whole-of-community approaches. For organised crime, this means:

- identifying emerging offshore and domestic threats and taking action to prevent them locally
- undertaking covert and overt operations and financial and technology interventions to dismantle organised crime enterprises
- restraining money and assets to remove the financial base from which further crime can be committed.

Police has the right operating model, a high-performing culture, and retains high levels of public trust and confidence. By boosting Police's community presence, and investing in a significant and technically sophisticated workforce to combat organised crime and drugs, this proposal will deliver a modern 21st century Police service, helping New Zealand to become the world's safest country.

B. What inputs will the preferred option buy and why?

Inputs and costs of preferred option

Indicative cost for Vote Police (\$m)	2018/19	2019/20	2020/21	2021/22 & out years	4 year total
Input: 920 extra Police + 240 support staff	55.6	115.9	158.3	153.5	483.3
Includes: <ul style="list-style-type: none"> • Personnel costs (salary, superannuation, leave, recruit training etc) • Standard operating costs (clothing, equipment, travel, consumables etc) • Estimated impact of Collective Employment Agreement negotiations currently underway These costings are consistent with the approach taken in the Budget 2017 process.					
Input: Targeted operational support	14.0	6.0	6.0	6.0	32.0
Includes: <ul style="list-style-type: none"> • Increased number of level 1 responders (frontline access to firearms) - \$1.5 million annually • Specialised technical support for organised crime staff (technology and equipment to collect intelligence and evidence to deter, investigate and prosecute) - \$4.5 million annually • Immediate property improvements to support the new staff (e.g. upgrades to 150 station front counters and investment in new community kiosks) - \$8 million one-off. 					
Input: Capital Injection	6.4	6.4	5.0	-	17.8
Includes: <ul style="list-style-type: none"> • Vehicles & ICT infrastructure to support personnel 					
Total annual cost	76.0	128.3	169.3	159.5	533.1

Intended allocation of new Police staff

The deployment of Police resources is ultimately a decision for the Police Commissioner. The Commissioner and the Government share expectations that Police will work to reduce crime, with a focus on organised crime, and will help increase community feelings of safety and security.

The package as a whole from 2017/18 – 2020/21 is 1800-strong, and is intended to be deployed into two broad areas. The first is 1100 Police on the streets and in the community. The second is 700 Police to combat organised and serious crime, including a focus on preventing and dismantling the financial and other infrastructure.

Budget 2017 saw 800 staff allocated to community-focused roles, which have been allocated to districts for implementation through to 2021. It also included 80 staff for organised and serious crime roles. Budget 2017 also funded 245 support staff, which are not included in the 1800 figure.

The 920 additional Police sought in Budget 2018 is intended to comprise:

- 670 constabulary officers, with 300 for community-focused roles and 370 for organised and serious crime roles
- 250 specialists (Authorised Officers) intended to focus on organised and serious crime.

This bid also includes 240 staff to support the administrative, training, technical and operational needs of Police, allowing the expanded workforce to remain on the frontline and in communities. As with the support staff from the Budget 2017 allocation, these staff are not included in the 1800 staff figure.

The Budget 2018 investment allows Police to go beyond meeting the initial demand to more targeted deployment to prevention and organised crime disruption.

Role type, focus and allocation of 1800

Budget allocation	2017	2018	Total
Community-focused	800 (const)	300 (const)	1100
Organised and serious crime	80 (const)	620 (370 const, 250 Spec/AO)	700
Total	880	920	1800

Support staff

Budget allocation	2017	2018	Total
Support staff	245	240	485

Phasing of 1800 police (constables and specialist/Authorised Officers – excludes support staff)

		17/18	18/19	19/20	20/21	Total
Budget 17	Const	220	220	220	220	880
Budget 18	Const		240	240	190	670

	Spec/AOs		100	100	50	250
Annual extra FTE		220	560	560	460	1800
Cumulative FTE		220	780	1340	1800	

Outcomes sought:

Investment in these inputs will help achieve three high level outcomes:

- Delivering more police on the streets and in the community: working together to help make New Zealand the world's safest country.
- Preventing and disrupting organised crime and drug harm: to dismantle criminal networks and target suppliers of illicit drugs including methamphetamine.
- Providing the tools and support for 21st century policing: support for our frontline Police, including the latest technology to combat organised crime.

Police will be enabled to:

- Spend more time helping families/whānau and communities experience the benefits of *Prevention First* policing across social and justice outcomes, because of the better ratio of Police per head of population
- Better contribute to cross-government efforts to reduce the prison population by 30%
- Better identify emerging offshore and domestic threats and take action to prevent them locally, undertake covert and overt operations and financial and technology interventions to dismantle organised crime enterprises, and restrain money and assets to remove the financial base from which further crime can be committed
- Increase New Zealanders' safety and feelings of safety
- Increase Police staff satisfaction in their work and that they are providing the police service the public deserves.

C. What options were considered to achieve the Government's manifesto commitment and why did you choose your preferred option?

An option of only employing constabulary staff was considered, with no specialists (Authorised Officers) included. This option was not preferred, as specialists (Authorised Officers) provide a more cost-effective and flexible means of achieving the outcomes sought whilst attracting the skillset required for a sophisticated, 21st century Police service.

Phasing of the recruitment over a longer period was also considered but this would not deliver the Coalition agreement goal by 2021.

While phasing and scaling options were considered, the option outlined in the proposal is the preferred option and is the option that fully delivers on the Coalition agreement in a cost-effective manner.

VOTE ANALYST COMMENT

Has the problem or opportunity been clarified and does it support the prioritisation of this manifesto initiative?

Has the agency clearly outlined what the initiative will be buying, for who (if applicable), and what it is intended to achieve?

What is the cost to deliver this proposal and is it comparable to other 'like' costs? Has the agency provided detail on the different components making up these costs?

Is clear information provided on the alternative options and counterfactual?

If you do not have sufficient information, please follow up with your agency as these are key ingredients for the package development and bilateral advice.

2.2 FUNDING IMPLICATIONS

A. Provide option(s) for scaling, phasing and this initiative.

While phasing and scaling options were considered, the option outlined in the proposal is the preferred option and is the option that fully delivers on the Coalition agreement in a cost-effective manner.

The option of 920 constabulary/specialists (Authorised Officers) and 240 non-sworn is being progressed because this is considered a balanced approach to enable Police to best deliver on the Coalition agreement by 2021 and meet public expectations.

The implications of not funding this initiative in Budget 2018 include:

- Inability to meet the recruitment and training volumes needed to achieve the Coalition agreement by 2021
- Inability to fully realise the benefits of *Prevention First* policing
- May limit Police's capacity to contribute to cross-government activity to reduce the prison population by 30%, for example by developing and expanding alternative resolutions
- The ability to restrain organised crime money and assets will be restricted with consequential impacts on the funding available for future criminal activity
- Some organised crime will continue to operate undetected, particularly hidden international financial networks. Continued inability to gain sufficient evidence to prosecute major organised crime leaders who are protected by covert means of operating (e.g. using the dark web and using sophisticated international networks).

B. Outline how the costs compare to those outlined in Labour's Fiscal Plan (if applicable)?

Labour's Fiscal Plan

Extra Police (Labour Party policy plans additional to PREFU)					
Fiscal year ending	June 2017/18	2018/19	2019/20	2020/21	2021/22
(\$m)	-	40	41	42	43

The costings in this Budget 2018 proposal are higher than the costings outlined in the Labour Fiscal Plan. The Labour Fiscal Plan costing reflected the Labour Party's pre-Coalition policy of "Increase funding to Police to recruit 1,000 additional officers to make our communities safer". This is a significantly smaller increase than the final Coalition agreement with New Zealand First to "Strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs".

Police does not have the source of the Labour Fiscal Plan costings, which may have been based on different assumptions and phasing.

C. Describe the implications on service delivery and risks/trade-offs for each of the scaled, phased or deferred scenarios section 2.2.A.

While phasing and scaling options were considered, the option outlined in the proposal is the preferred option and is the option that fully delivers on the Coalition agreement in a cost-effective manner.

VOTE ANALYST COMMENT

Have credible choices and implications been set out? Is it clear how costings differ from Labour's Fiscal Plan? If this initiative is prioritised down or scaled to fit within the draft package, do you have sufficient information to make these judgements? At a minimum, can you provide to Ministers:

- What are the most valuable components?
- What is the do-minimum/point at which no worth doing?
- What are the risks or impacts of scaling?
- An understanding of why this needs to be funded for 2018/19?

The development of the Budget package will require trade-offs and prioritisation across initiatives. Advice to Ministers will need to set these choices (and the risks/consequences) out.

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Section 3: Value for Money and Impacts

3.1 EXPECTED IMPACTS

A. What are the costs and benefits of this initiative compared to the counterfactual?

Who	Benefit / Cost	Counterfactual
Public	Policing services are more accessible, more visible to New Zealanders and are of higher quality	The public continues to receive the best service Police can provide with the available resources
Public	Families/whānau experience more intensive interactions with Police, underlying causes of offending are identified, improved connections are made with support services and better social and justice outcomes achieved (<i>Prevention First</i> policing)	Prevention opportunities are taken up to the extent possible, but not fully realised
Public	New Zealanders experience less harm associated with organised crime and drugs, including volume crime (e.g. burglary, aggravated robbery) and crime generated by the black market / illegal economy	Public continues to experience harm from offending related to organised crime, possibly increasing if Police lacks capacity to keep up with pressure from international organised crime groups establishing and expanding in New Zealand
Justice Sector	Police is better able to contribute to the cross-government commitment to reducing the prison population by 30%, using prevention, early intervention and alternative resolutions.	Police continue to contribute to efforts to reduce the prison muster but capacity may be more limited
Justice Sector	Some increase in imprisonment of serious offenders. Mitigation is expected from changes to justice system settings and Police impacts including: the deterrence effect of additional police; a greater ability for police to intervene early with communities, at risk individuals and apprehended offenders using <i>Prevention First</i> and alternative resolution approaches; and the ability to take a more strategic approach to combatting serious and organised crime (e.g. by identifying threats offshore and acting to prevent crime, taking regulatory action to disrupt professional financial crime facilitators, and using technology to disrupt illicit web markets without prosecutions).	Serious offenders continue to create harm in the community. Less traction with activities to reduce prison population by 30% (e.g. prevention and early intervention, alternative resolutions)
Social Sector	Increase in referrals to social services (e.g. health, employment, income support, housing, education, Oranga Tamariki, cultural supports)	Families/whanau needing supports will take longer to be identified and some prevention and early intervention opportunities missed
Police	Officers can be more proactive, spend more time with victims, offenders, vulnerable individuals at risk of offending, and communities, and more fully realise the	Police lack capacity to fully take every opportunity to prevent harm

		benefits of <i>Prevention First - Prevention First</i> approach is resource intensive	
Police		Greater ability to deliver existing and future targets to be established with the Minister of Police	Police continue to strive for its ambitious organisational targets within existing resource
Police		Improved wellbeing and engagement of frontline Police staff. Reduced stress and dissatisfaction with service provided to the public	Staff continue to report unacceptable levels of workplace stress and believe Police cannot deliver on its promises to the public, as well as low levels of engagement
International Environment		Organised crime staff contribute to cross-agency, international operations with New Zealand ties, building expertise and relationships with international experts and key partners	Limited capacity and capability to fully contribute to international efforts to reduce transnational organised crime, and keep up with pressure from international organised crime groups establishing and expanding in New Zealand

VOTE ANALYST COMMENT

[Please rate this initiative on a scale from **0-5** to reflect Value for money. Please explain your rating and provide a short comment on the quality of the cost-benefit analysis and the reliability of the inputs. See section 3.2.2 of the September guidance.]

Has a compelling counterfactual been provided? Or if not, have the risks and implications been made clear?

The prompts above should be completed at a minimum by the agency to ensure a consistent assessment across initiatives.

3.2 ASSUMPTIONS AND UNDERLYING EVIDENCE

A. Outline the assumptions underpinning the impacts described above.

N/A for this initiative.

B. What evidence supports the assumptions and impacts?

N/A for this initiative.

VOTE ANALYST COMMENT

Provide an assessment of the assumptions and judgements related to the expected returns. Are these clearly stated and reasonable and appropriate given the proposal's intended outcomes?

Does the evidence (qualitative and/or quantitative) provide reasonable certainty and confidence? Why/why not?

3.3 SENSITIVITY ANALYSIS

A. Provide examples or scenarios to show how impacts change with different assumptions or policy settings.

N/A for this initiative.

VOTE ANALYST COMMENT

Has the agency completed sensitivity analysis which steps through the impact of different elements on the initiative?

This type of information will be critical when outlining choices and impacts/risks associated with trade-offs as the draft package is developed and advice is provided to Finance Ministers.

Section 4: Implementation, Risk Management and Evaluation

4.1 IMPLEMENTATION

A. How will this initiative be delivered?

New Zealand Police will lead the implementation of this initiative by recruiting, training and deploying new staff. This will be achieved by June 2021.

Police will continue to partner with justice and social agencies on the shared outcomes that the new staff will contribute to.

The Royal New Zealand Police College has the capability to train the proposed numbers of new staff, assuming there is no significant increase in general staffing attrition rates. The roll out will put the Police College at near capacity.

Police has started high profile recruitment drives in order to achieve the recruit throughput for the 880 staff already committed to. Early indications are that high interest is translating to increased, quality applications and a market exists for this workforce. Attraction numbers over 2017 were more than are required to cover attrition and 220 growth a year. However, they would not be sufficient to meet the proposed growth levels. There will also be recruitment challenges filling staff in particular hard-to-staff areas of the country. Police will need to increase its recruit marketing activity as part of this project.



B. Description of engagement with other agencies impacted by this initiative (if applicable).

Police anticipates engagement with other agencies following feedback from the Treasury.

C. How does this initiative relate to current activity undertaken by your agency and/or by others across the State Sector?

This initiative will support New Zealand Police to more completely implement the *Prevention First* operating model. This means:

- Delivering more police on the streets and in the community: working together to help make New Zealand the world's safest country.
- Preventing and disrupting organised crime and drug harm: to dismantle criminal networks and target suppliers of illicit drugs including methamphetamine.
- Providing the tools and support for 21st century policing: support for our frontline Police, including the latest technology to combat organised crime.

Risk Description	Impact or Consequences	Likelihood	Severity	Overall Risk	Mitigation / Controls
Unsuccessful recruitment (volumes, diversity,	Benefits not fully realised. Public expectations not met.				Attraction campaign already underway with a conscious effort to recruit

specialist roles, geographic spread)					staff that reflect our population. Early indications are that high interest is translating to increased, quality applications and a market exists for this workforce.
Insufficient capacity to train new and/or specialist staff	Benefits not fully realised. Public expectations not met.				Police College planning, and resourcing and scheduling of courses
Resilience of New Zealand Police to accommodate a 20% increase in staff over three years. This includes creating a capability or capacity gap due to experienced staff moving into organised crime roles and lack of appropriate supervisory capacity and capability.	Inadequate supervision of new staff leading to risk of poor practice and unsatisfied staff				National and District-level workforce planning
Inadequate tools, technology, infrastructure and support staff to enable an expanded workforce to perform	Health and safety risks, inability to achieve anticipated benefits				Robust costings and planning. Allocation of appropriate support staffing and operational and capital funding.

VOTE ANALYST COMMENT

The implementation assessment will form a critical piece for the advice on the manifesto initiatives. In particular aspects such as the ability of the Government to ramp up for delivery, agency and market capacity and risks to the delivery need to be considered.

Please provide a brief comment on the agency's capability to deliver the initiative and ensure that the expected outcomes are achieved.

Has your agency set out the potential barriers or roadblocks expected in implementing the initiative and whether a plan exists to mitigate these? (This could include, for example, limited supply in the market for resources required to deliver the initiative, access to the target population/self-selection issues, and/or ability of agency to contract with providers)

[Please rate this initiative **red, amber or green** according to your assessment of risks associated with the delivery of this initiative. Consider the size of the proposal relative to the agency's activity, any cross agency impacts, and impacts to front-line service delivery.]

4.2 LEGISLATIVE AND REGULATORY IMPLICATIONS

A. Please detail any legislative implications and whether the Regulatory Impact Assessment (RIA) requirements apply.

This proposal does not have legislative implications. RIA requirements do not apply.

VOTE ANALYST COMMENT

[Provide an assessment of the regulatory impacts of this proposal in consultation with the Regulatory Quality team.]

4.3 PERFORMANCE MONITORING AND EVALUATION

<p>A. Performance measures/indicators.</p>	<p>Police's performance will be reflected in an improved ability to deliver on its core organisational targets to achieve:</p> <ul style="list-style-type: none"> • 10,000 fewer serious crime victimisations by 2021 • 25% reduction in reoffending by Māori by 2025 • 90% "high" or "very high" trust and confidence in Police by 2021. <p>Alongside these organisational targets, the previous Government set nine performance targets as part of the Budget 2017 investment. These nine targets are being reviewed with the Minister of Police in light of new Government priorities and further investment. A new set of targets are under discussion, but unconfirmed. These proposed new targets are likely to include:</p> <ul style="list-style-type: none"> • 10,000 fewer serious crime victimisation by 2021 • \$500m of cash and assets restrained from gangs and criminals by 2021 • 25% reduction in Maori reoffending by 2025 (contributing to 30% fewer prisoners) • 90% of public have high trust and confidence in Police (independent survey results) • 90% of New Zealanders feel safe in their neighbourhood (independent survey results). <p>Police is also committed to the Government's goal of reducing the prison population by 30% and other wider justice and social outcomes and their measures. For Police, this involves targeting effort based on information sharing; collaboration with communities, Iwi and social and justice partners; and pushing hard for rehabilitative court and prison processes. This also includes maximising opportunities to use alternative resolution actions to reduce reoffending, which could prevent escalation of offending towards court action and prison.</p>
<p>B. Outline how the implementation and performance of the initiative will be regularly monitored.</p>	<p>Police will continue to report on organisational performance in line with public management legislation, including the Public Finance Act 1989. Reporting on performance includes the Annual Report and Annual Review, Estimates Committee and Four Year Plan.</p> <p>Once agreed by the Minister of Police, the refreshed Police targets will be subject to monitoring and reporting.</p> <p>Police will participate in any relevant performance and monitoring set as part of the Government's goal of reducing the prison population by 30%.</p> <p>Police has established processes for monitoring recruit progress, to ensure sufficient numbers are trained and then deployed to specified roles.</p>
<p>C. Describe the method proposed to evaluate the impact of the initiative [if appropriate].</p>	<p>N/A for this initiative.</p>

VOTE ANALYST COMMENT

Please provide a brief comment on the proposed performance monitoring and evaluation. **A key aspect will be how success can be measured and the impact on the Government's objectives.**

Is there a clear and quality plan for how the success of the initiative will be measured and at which points or milestones?

Impact Summary Tables

N/A for this initiative.

Evaluation Plan

N/A for this initiative.

Discussion Document: Increasing police numbers and the impact on the prison population

Summary

The Minister of Police is seeking funding for an additional 920 police in Budget 2018, which builds on the 880 police funded in Budget 2017. Taken as one package this will provide 1,800 new police by June 2021 to improve community safety and reduce harm from organised crime.

It may be assumed that increasing police numbers will result in an increased prison population. In fact, the factors that influence prisoner numbers are complex and multiple. They include social and criminal justice policy and legislative settings (for example criminal offences and penalties, remand, criminal procedure, sentence type and sentence length, and parole decisions), recidivism rates, crime patterns, police operating models, and the wider sociocultural context.

There is also a perception that the bulk of police work is about catching offenders and prosecuting them. Sixty five per cent of Police's business is focused on crime prevention, protection and community support and reassurance activities rather than law enforcement. In addition, New Zealand Police has a *Prevention First Operating Model* aimed at driving down crime and reducing re-offending.

Internationally, research into links between changes in police numbers and changes in crime rates and consequently prison numbers, is inconclusive. Most literature focuses on crime rates and makes no link to prison numbers. Some earlier literature supports the argument that an increase in police numbers has no impact on crime rate, or can result in an increase in prisoner numbers or even crime rate, while a significant amount of contemporary literature contends that increasing investment in modern police services can decrease crime rates and therefore prisoner numbers. There is general agreement however, that it is the way police officers are deployed that influences crime levels and ultimately the prison population.

International research supports the assertion that police operating models focusing on targeting the drivers of police demand have the most significant deterrent effect, for example 'hot spot' policing (concentrating Police resources on high-crime areas), evidence-based problem-solving policing, and partnering with communities, agencies and support services. While overseas examples echo New Zealand Police's own model, the *Prevention First Operating Model* extends beyond isolated policing techniques, seeks to identify the underlying causes of offending, and takes steps to reduce offending and reoffending at every stage in the process.

Recent New Zealand experience (nationally and in Counties Manukau) lends weight to the assertion that increasing police numbers combined with specific operational deployment choices, such as those driven by New Zealand Police's *Prevention First Operating Model*, along with other environmental changes, may lead to a decrease in the prison population.

An increase in police numbers will enable New Zealand Police to fully embed its *Prevention First Operating Model*, which is resource intensive to operate comprehensively. Properly resourcing policing in the community will enable more frontline staff to focus on addressing the drivers of crime and to work with communities, and the justice and social sectors to prevent and reduce re-offending.

Police's national operational targets are:

- 10,000 fewer serious crime victimisations by 2021
- 25% reduction in reoffending by Māori by 2025
- 90% high or very high trust and confidence and citizen satisfaction by 2021.

These targets reflect Police's *Prevention First* Operating Model. Increasing investment in Police will enable it to more effectively deliver these targets, each of which will contribute to reducing offending and the prison population.

A key Police role is to detect and respond to offending (and additional investment will enable Police to increase its effectiveness in detecting offending), not all detection leads to prosecution and less again results in imprisonment. Increased detection of offending also provides additional opportunities for positive intervention to prevent further offending. Police discretion allows a range of choices for responding to an offence.

Further investment will allow New Zealand Police to deploy a more strategic approach to combatting serious and organised crime by:

- identifying emerging offshore and domestic threats and acting to prevent them locally
- undertaking covert and overt operations and financial and technology interventions to dismantle organised crime enterprises
- targeting and catching serious offenders before they create further harm
- restraining money and seizing assets to remove the financial base from which further crime can be committed.

In support of the *Prevention First* Operating Model and the Government's criminal justice agenda, additional resources will also increase Police's ability to use alternative resolution actions for low-level offending and prevent the escalation of offending into more serious patterns.

Alongside changes in Police resourcing, many of the factors that influence prison numbers are expected to change in response to the Government's target to reduce the prison population by 30 per cent. For example, social and criminal justice policy setting, the more innovative use of alternative resolution approaches, improved efficiency and management of the bail and remand environment, and a greater focus on rehabilitation are all proposed.

In this context, it is difficult to predict with certainty the specific impact additional police resourcing will have on the prison population. However, the Police view is that in the context of *Prevention First*, increasing Police resources will enable it to help prevent reoffending and play a part in contributing toward reducing the prison population.

International literature does not show a clear causal link between police numbers and prison numbers

- There is not a great deal of international literature looking at the relationship between police numbers and prison population. Instead, research tends to focus on the influence police numbers have on crime rates, and then in turn the impact crime rates have on the prison population.
- In four separate literature reviews of research examining the relationship between police numbers and crime rates, Eck & Maguire (2000), Lim et al (2010), Machin & Marie (2011), and Carriaga & Worrall (2015) report a history of studies showing a full spectrum of results,

ranging from no relationship, to increases and decreases in particular types of offending, through to increases and decreases across all crime.¹

- Like previous literature reviews, Lim *et al* (2010) were unable to draw “firm conclusions on the deterrent impact of police levels on crime rates”.² However, the authors found that the majority of studies showed a small inverse relationship between police and crime (as police staffing levels increase crime rates decrease).³ In the same year, Worrall’s literature review echoed these findings, and concluded that “a police presence matters”.⁴ More recently, Corriaga & Worrall’s study reported that the evidence of policing’s effect on crime is mixed, but like Lim *et al*, found a small inverse relationship between police staffing levels and crime.⁵
- Historically, the results of research analysing the relationship between police numbers and prisoner population are mixed because:
 - The factors that influence prison numbers are complex and multiple, and vary both inside individual jurisdictions and between them. These factors include social and criminal justice policy and legislative settings (for example criminal offences and penalties, remand, criminal procedure, sentence type and sentence length), police operating models, and the full width and breadth of sociocultural differences.
 - The complexity of these factors means researchers have difficulty finding testable hypotheses with clearly defined measurable variables and concepts.
 - When deterrence has occurred, nothing happens – so deterrence is not directly observable, and can only be inferred.⁶

Expanded deterrence theory, supports the argument that increasing police numbers can result in a decrease in prison numbers

- Some literature contends that a decrease in prison numbers occurs when offenders are deterred by increased certainty that they will be swiftly apprehended by police.⁷
- Key to this theory is a shift from punitive based policies (such as mandatory sentences) to deterring offenders with visible police, and by clearly communicating the risks of crime and the consequences of offending.⁸ The researchers assert that the deterrent effect is more likely to decrease prison numbers long-term than would lengthening sentences and/or increasing mandatory sentences⁹ (which have generally been agreed by researchers as ineffective deterrents that may instead create a criminogenic outcome).¹⁰
- Underpinning this argument is deterrence/neoclassical theory, upon which rests the philosophical rationale of most Western legal systems.¹¹

The literature examining police use of deterrence theory shows that Police’s contribution toward increases or decreases in prison population is effected by how police are deployed

- The way police are deployed is key to the impact police numbers have on crime rates.¹²
- Police operating models that focus on targeted policing initiatives have been shown to have the most significant deterrent effect on crime, for example ‘hot spot’ policing (concentrating Police resources on high-crime areas), evidence-based problem-solving policing, and partnering with communities, agencies and support services.¹³

New Zealand case studies support this theory

- Both case studies below lend weight to the assertion that when an increase in police numbers is supported by specific deployment conditions, such as those created by New

Zealand Police's *Prevention First* Operating Model, there is likely no impact, or a decrease in the prison population.

Case study - national focus

- Between 2009 and 2014, the number of New Zealand Police officers increased by 1,000. While prison population increased (primarily due to bail and other policy settings) prisoner numbers did not increase as a result of the investment. Over that period there was actually a 13 per cent decrease in prisoners starting their sentences.
- New Zealand Police's implementation of *Prevention First* Operating Model occurred during this period, beginning in 2011.

Case study - regional focus: Counties Manukau

- An additional 300 police officers came on stream in Counties Manukau police district between December 2008 and December 2010, increasing the number of officers by 24 per cent.
- The extra staff did not lead to an increase in prosecutions. In fact, prosecutions decreased, including where the offence was more serious.
- The extra staff were deployed according to the principles of the *Prevention First*, with a particular focus on addressing the drivers of crime.
- Not all the additional 300 staff were deployed in 'traditional' prevention roles. Eighteen per cent of the staff (54 positions) were assigned to investigation roles in organised crime, child abuse, and adult sexual assault teams.

New Zealand Police is not just about law enforcement

- The broad ranging functions of New Zealand Police are set out in the Policing Act 2008 and include: keeping the peace; maintaining public safety; law enforcement; crime prevention; community support and reassurance; national security; participation in policing activities outside New Zealand; and emergency management.
- Sixty-five per cent of Police's business is focused on prevention, protection and reassurance activities to ensure that New Zealanders can 'Be Safe, Feel Safe'.
- Less than one third (31 per cent) of Police's business is focussed on law enforcement – the response, investigation and resolution of offences.¹⁴
- The 31% of Police business that is focussed on the investigation and resolution of offences, encompasses: responding to victim crimes; where police intentionally target their activity to uncover offences and where police come across offences in the course of duties.
- Of the offenders proceeded against by Police only a small fraction end up serving terms of imprisonment. For example, in the year to 30 June 2017, police took proceedings against 106,000 people. There were Court proceedings against 73,000 of this group, with 9,000 (12%) sentenced to a term of imprisonment.
- Prison remains necessary to hold the worst offenders accountable, to prevent further offending, and to send a signal that organised crime is not tolerated.¹⁵

New Zealand Police has a *Prevention First* Operating Model aimed at driving down crime and reducing re-offending

- The *Prevention First* Operating Model is far more than a set of isolated policing deployment initiatives. It is an overarching operating ethos that underpins the way New Zealand Police delivers its business.
- *Prevention First* guides how police make decisions. It requires police to focus on the underlying causes of crime by looking beyond single incidents, encouraging decision-making that prevents crime and reduces re-offending at every stage of officers' engagement with victims, offenders and communities.
- The operating model focuses on police partnering with communities, agencies and support services, being informed by an evidence-based approach and the implementation of whole-of-community approaches.
- To support *Prevention First*, New Zealand Police has a deployment model that requires Police Districts to urgently deal with prolific offenders, provide support and assistance to those repeatedly victimised, and maximise resources to locations that suffer disproportionate harm.
- New Zealand Police's focus on the most vulnerable and supporting at-risk individuals with the services they need can significantly reduce re-offending.
- The *Prevention First* approach is resource intensive as it takes more time and effort than traditional policing. Increasing police numbers by 1,800 over the next three years will give New Zealand Police the capacity to give full effect to the *Prevention First* Operating Model.

Police is focused on improving the safety of New Zealanders and lowering crime

- The Police transformation programme: *The Safest Country - Policing 2021* includes Police undertaking a range of initiatives during the next four years to modernise and transform our business, and support a future of evidence-based, technologically-enabled policing. That's a future where there are fewer crimes and victims, less reoffending, fewer crashes, and stronger partnerships with iwi, the community, and other agencies and NGOs.
- Through *Policing 2021*, and as part of this and the previous Government's investment in Police, we have the opportunity to be innovative in the way we achieve our core operational targets. These targets are:
 - 10,000 fewer serious crime victimisations by 2021
 - 25% reduction in reoffending by Māori by 2025
 - 90% high or very high trust and confidence and citizen satisfaction by 2021.
- Achievement of these targets would lead to a significant reduction in charges for serious offences, lower rates of recidivism and a consequential reduction on the prison population. The impact of additional resourcing will be a stronger focus on, and ability to deliver, these targets.

A priority for the Government is to strive towards an additional 1,800 police over three years

- A priority of the 2017 Coalition Agreement between the New Zealand Labour party and New Zealand First is to "Strive towards adding 1,800 new Police officers over the next three years and commit to a serious focus on combatting organised crime and drugs".¹⁶

- The Minister of Police is seeking funding for an additional 920 police in Budget 2018, which builds on the 880 police funded in Budget 2017. Taken as one package this will provide 1,800 new police by June 2021 to improve community safety and reduce harm from organised crime.
- It is proposed that 1,100 extra police be deployed for community policing roles such as Response and Tactical teams and Public Safety teams, with an emphasis on crime prevention and community support and reassurance.
- In addition, it is proposed that an extra 700 be deployed to combat serious and organised crime, with an emphasis on prevention, early intervention, and dismantling serious and organised crime networks (such as preventing New Zealand's financial and technology systems from being used by organised crime groups and using asset recovery to remove the financial base from which further crime can be committed).

An additional 1,100 police will be deployed to focus on community prevention, protection, and reassurance activities

- Additional community police will enable all frontline officers to expand prevention, protection and reassurance activities. For example Police will be able to:
 - focus more on its prevention approach to address the drivers of crime and work with the justice and social sectors to reduce harm
 - spend more time and effort working with community partners and sector agencies, including appropriately sharing information and intelligence to develop innovative, evidence-based solutions
 - be increasingly proactive and reach out to high-risk households before serious issues emerge
 - undertake proactive interventions earlier in the offending cycle, which are more resource intensive but have a greater chance of preventing re-offending
 - maximise opportunities to use alternative resolution actions for low level offending, including for traffic proceedings
 - work under less pressure – allowing more time to dedicate to *Prevention First* approaches.
- There may be modest increases in apprehensions as a result of additional community police (i.e. through increased prosecutions for burglary, aggravated robbery and serious public place assaults). However, apprehending offenders is in some cases a requisite step to helping reduce re-offending and a future arrest and incarceration cycle. Furthermore, international research suggests that targeted deployment could offset any increase in arrests leading to imprisonment.

An additional 700 will be deployed to prevent and disrupt serious and organised crime

- Enforcement action leading to criminal prosecutions and imprisonment is only one facet of the serious and organised crime approach. Police's strategic approach is to deploy organised crime staff across four intervention areas:
 - Prevention – identify emerging offshore threats and take action to prevent them locally
 - Disruption – undertake covert and overt operations and financial and technology interventions to dismantle organised crime enterprises;

- Enforcement – target and catch serious offenders to remove the worst offenders from society before they create further harm
- Restraint – restrain money and assets to remove the financial base from which further crime can be committed.
- Increased incarceration targeted at the worst offenders is expected as a result of the additional resources for serious and organised crime. However, the number of key organised crime figures and their associates that will be criminally prosecuted is likely to be small relative to Police’s prevention, disruption and restraint effort. These investigations are time intensive, can be long term and may only target small numbers of leaders.
- Asset restraint can be highly effective in reducing harm and does not lead to an increase in prison numbers. It is effective because it removes the offender’s asset base and reduces organised crime groups’ ability to invest in further ongoing criminal activity. There is currently a \$5 return to the Crown for every \$1 invested in asset recovery and every dollar recovered is assessed at preventing more than \$3 of social harm. Police aims to increase restrained property to \$500 million by 2021, preventing \$1.65 billion of social harm.
- Imprisonment is also not the primary focus of other prevention and disruption effort; regulatory action can be effective in disrupting professional financial crime facilitators; technology interventions can disrupt illicit web markets without prosecutions; and partnering with overseas agencies can result in enforcement of transnational crimes with arrests happening overseas and no impact on New Zealand prison numbers.
- Organised crime and gang environments are constantly evolving; would-be offenders will consider organising themselves into criminal enterprises wherever profit can be made using illicit means. Additional resourcing will enable Police to continuously enhance their approach devising smart and innovative ways of addressing new and existing challenges as part of a long term serious and organised crime prevention strategy.

Additional police numbers will make significant contributions to criminal justice system reforms, enhance alternative resolution approaches, and add value to the wider social sector

Criminal justice system reform

- Legislation sets the parameters under which the actors in the system use their powers, and sets limits on their discretion. Policy developed within these parameters determines who enters the criminal justice system, and prisons, and how long they stay.
- If no policy changes had been made since 2000, the Ministry of Justice has estimated that the prisoner population would be around 8,800 today, with decreases in crime volumes and allowing for the increases in serious violent crime (the current prisoner population is around 10,600).
- Work is underway in the Justice Sector to examine policy and legislative settings. The stated intent is to deliver better outcomes for all New Zealanders, to deliver upon the Government’s commitment to reduce New Zealand’s prisoner population by 30 per cent over 15 years, and reduce the over-representation of Māori in New Zealand’s criminal justice system.
- A growing Police service can be effectively positioned to make a major contribution to this reform agenda and to reduce the prison population. In particular, greater use of police discretion and alternative resolutions, the family harm operating model, maximising digital and mobile technology, and iwi/Māori partnerships can make a significant difference.

Use of alternative resolution approaches

- Police is committed to increasing the number of alternative resolutions to divert people from formal court action, to produce efficiencies and better outcomes for offenders and the community.
- As part of their constabulary powers, Police can arrest and charge people for offences, or choose to exercise discretion and use alternative actions to divert eligible youth and adult criminal offenders (including traffic offences) from prosecution.
- Alternative actions can occur at the following stages:
 - Pre-arrest – verbal warnings, youth Alternative Actions, Written Traffic Warnings
 - Pre-charge - pre-charge warnings, Iwi/Community Panels
 - Post-charge - Police adult diversion
- The ability for Police to use their discretion and alternative resolutions when dealing with low level offending can reduce crime and keep offenders out of prison.¹⁷ For example for the year ended November 2017, 27 per cent of proceedings were resolved by non-court action.
- When well targeted, alternative resolutions can produce better outcomes than prosecution (in terms of reduced re-offending).¹⁸ They can also help reduce pressure on the criminal justice system,¹⁹ and help build trust and confidence in Police through the use of fair and proportionate responses to offending.
- Alternative resolution pathways have the potential to prevent young offenders and first time offenders from entering the criminal justice system and prevent some of them becoming entrenched offenders. For example, initiatives such as Iwi/Community panels, provide proven opportunities to prevent the further escalation of offending and ultimately prison.
- These approaches are time consuming and require high levels of supervision. Additional resourcing will enable New Zealand Police to better implement and expand alternative resolution pathways.

Wider social sector support

- More than any other agency, frontline officers are in the homes of those most at risk. In this way, Police generate and obtain information and intelligence that can ensure social, health and other services reach those populations that need them most.
- Appropriate services need to be available to support people so that they do not enter the criminal justice system in the first place and, if they do, are not escalated through it and do not return to it. This includes effective early intervention and services for children, young people, and adults involved in low level offending, and supporting people on bail.
- The needs of the people that Police come into contact with are many and complex - not only perpetrators and victims, but their family and the wider community. Social sector agencies play a critical role that enable Police to deliver the *Prevention First Operating Model*. Effective health (notably mental health and addiction), housing, education and appropriate youth and Māori focussed services are vital to reduce the risk of offending, build community safety and ensure effective, non-custodial outcomes.
- Increasing Police numbers enables Police to spend more time, effort and resources to work alongside social sector agencies with at-risk individuals and communities.

Previous pipeline funding from investment in Police includes funding for additional prison beds

- Analysis undertaken during the development of the 2017 ‘Safer Communities’ investment package suggested an increase of 880 constabulary staff would lead to an increase in people moving through the justice pipeline and ultimately impact upon prisons. This analysis was based on the new staff filling an existing demand gap, providing limited increases in prevention opportunities. It was also undertaken in an environment in which additional investment in prisons was considered necessary and appropriate.
- As a consequence of this analysis, Corrections received \$64m over 4 years and \$31.7m in out-years and the Ministry of Justice received \$51m in 4 year costs and \$24m in out-years. Any volume increase resulting from the 2017 Police investment has therefore already been funded and built into existing projections.
- Having invested to this level, Police has the opportunity through further investment to deploy additional staff into preventative and disruption activities with a range of new and enhanced capabilities focused on preventing crime, reducing social harm and providing additional reassurance and capability to communities.
- Police does not consider that the previous modelling approach is appropriate for this additional investment and the deployment opportunities it represents.

¹ Eck, John E. & Maguire, Edward R. (2000) Have changes in policing reduced violent crime?: An assessment of the evidence, *The Crime Drop in America*, edited by Alfred Blumstein and Joel Wallman, Cambridge University Press, p. 210.

Machin, Stephen & Marie, Olivier (2011) Crime and Police Resources: The street crime initiative, *Journal of the European Economic Association*, Vol. 9, No. 4, pp. 678-679

Lim, H, Lee, H, & Cuvelier, SJ 2010, The impact of police levels on crime rates: A systematic analysis of methods and statistics in existing studies, *Asia Pacific Journal of Police & Criminal Justice*, Vol. 8, No. 1, pp. 49-81.

Carriaga, ML & Worrall, JL, 2015, Police levels and crime: A systematic review and meta-analysis, *Police Journal: Theory, Practice and Principles*, Vol. 88(4), pp. 315-333.

² Lim, H, Lee, H, & Cuvelier, SJ 2010, The impact of police levels on crime rates: A systematic analysis of methods and statistics in existing studies, *Asia Pacific Journal of Police & Criminal Justice*, Vol. 8, No. 1, pp. 49-81.

³ Ibid, p. 49.

⁴ Worrall, JL 2010, The effects of policing on crime: What have we learned? In: Dunham, RG, & Alpert, GP (eds) *Critical Issues in Policing: Contemporary Readings*. 6th edn. Long Grove, IL: Waveland, pp. 37-50, and 48.

⁵ Carriaga, ML & Worrall, JL, 2015, Police levels and crime: A systematic review and meta-analysis, *Police Journal: Theory, Practice and Principles*, Vol. 88(4), pp. 315-333.

⁶ Miller, JM, Schreck, CJ, Tewksbury, R, & Barnes, JC 2015, *Criminological Theory*, Pearson, New York, p. 22.

⁷ Durlauf, Steven D & Nagin, Daniel S (2011) Imprisonment and crime: Can both be reduced?, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 13-54.

The Durlauf and Nagin research is a seminal article and is central to the discussion on this issue. The research resulted in a focused edition of the *Criminology & Public Policy* in 2011, with commentary from a number of criminologists, including:

- Bauer, Eric (2011) Uncertainty about reduced severity, concerns about increased certainty, and alternative paths lower rates of crime and punishment, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 174-175.
- Cullen, Francis T and Pratt, Travis C (2016) Toward a theory of Police Effects *Criminology and Public Policy*, Vol. 15, No. 3, pp. 799-811.
- Goldkamp, John S. (2011) Optimistic deterrence theorizing: The role of timeliness, court dysfunction, and community alienation, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 115-122.
- Gottschalk, Marie (2011) Extraordinary sentences and the proposed police service, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 123 – 136.
- Mauer, Marc (2011) The challenges of implementing research-based policies, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 69-75.
- Neyroud, Peter W. (2011) More Police, Less Prison, Less Crime? From peel to copper - The Case for more scientific policing, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 77-83.
- Rosenfeld, Richard (2011) From mass incarceration to targeted policing: Introduction to the Special Issue, *Criminology & Public Policy*, Vol. 10, No. 1, p. 3.
- Tonry, Michael (2011) Less imprisonment is no doubt a good thing: More policing is not, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 137-152.

This research continues to be central to discussions on the value and effectiveness of incarceration versus deterrence:

- Pickett, Justin T., & Roche, Sean Patrick (2016) A Few Clarifying Comments on Pickett and Roche (2016), *Criminology and Public Policy* Vol. 15, No. 3 pp. 831-836.
- Pickett, J & Roche, Sean Patrick and Pogarsky, Greg (2017) Toward a Bifurcated Theory of Emotional Deterrence, *Criminology* 2017, pp. 1-32.
- Nagin, Daniel S., Solow, Robert B., & Lum, Cynthia (2015) Deterrence, Criminal Opportunities, and Police, *Criminology and Public Policy*, Vol. 53, No. 1, pp. 74-100.
- Pickett, J & Roche, Sean Patrick (2016) Arrested Development: Misguided Directions in Deterrence Theory and Policy, *Criminology and Public Policy*, Vol 15, No. 3, pp. 727-751.
- Kleck, Gary (2016) Objective Risks and Individual Perceptions of Those Risks, *Criminology and Public Policy*, Vol 15, No. 3, pp. 753-765.
- Pogarsky, Greg and Loughran, Thomas A (2016) The Policy-to-Perceptions Link in Deterrence: Time to Retire the Clearance Rate, *Criminology and Public Policy*, Vol. 15, No. 3, pp. 777-790.
- Nagin, Daniel S. (2016) What we have here is a failure to communicate, *Criminology and Public Policy*, Vol. 15, No. 3, pp. 753-765.

⁸ Durlauf, Steven D & Nagin, Daniel S (2011) Imprisonment and crime: Can both be reduced?, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 13-54.

Sherman, Lawrence (2010) Less prison, More Police, Less Crime: How Criminology Can Save States from Bankruptcy, 21 April 2010, Washington DC – National Institute of Justice Lecture Series. Retrieved 23 November 2017 from <https://www.nij.gov/multimedia/presenter/presenter-sherman/Pages/presenter-sherman-transcript.aspx>.

⁹ Durlauf, Steven D & Nagin, Daniel S (2011) Imprisonment and crime: Can both be reduced?, *Criminology & Public Policy*, Vol. 10, No. 1, pp. 13-54.

¹⁰ Cid, José (2009) Is Imprisonment Criminogenic? A Comparative Study of Recidivism Rates between Prison and Suspended Prison Sanctions, *European Journal of Criminology*, Vol. 6, No. 6, pp. 459–480.

¹¹ Miller, JM, Schreck, CJ, Tewksbury, R, & Barnes, JC 2015, *Criminological Theory*, Pearson, New York, pp. 16-35.

¹² Cullen, Francis.T and Pratt, Travis C (2016) Toward a theory of Police Effects *Criminology and Public Policy*, Vol. 15, No. 3, p. 799.

¹³ Braga, Anthony A., Papachristos, Andrew V. & Hureau, David M. (2014) The Effects of Hot Spots Policing on Crime: An Updated Systematic Review and Meta-Analysis, *Justice Quarterly*, Vol. 31, No. 4, p. 658.

Cullen, Francis.T and Pratt, Travis C (2016) Toward a theory of Police Effects *Criminology and Public Policy*, Vol. 15, No. 3, p. 799.

Fitterer, Jessica, L., Nelson, Trisalyn A. and Stockwell, Timothy (2017) The positive effects of increased foot patrols on the incidence of liquor infractions and assaults in the Granville Street Entertainment Area of Vancouver British Columbia Canada *Applied Geography*, Vol. 87, p. 98.

Groff, Elizabeth R, Ratcliffe, Jerry H., Haberman, Cory P., Sorg, Evan T., Joyce, Nola M., & Taylor, Ralph B. (2015) Does What Police do at Hotspots Matter? The Philadelphia Policing Tactics Experiment, *Criminology*, Vol. 53, No. 1, p. 46.

Sherman, Lawrence (1997) Policing for Crime Prevention, cited by Eck, John E. & Maguire, Edward R. (2005) Have changes in policing reduced violent crime?: An assessment of the evidence, *The Crime Drop in America*, edited by Alfred Blumstein and Joel Wallman, Cambridge University Press, p. 207.

¹⁴ The remaining 4% is on National Security functions and policing outside New Zealand.

¹⁵ The threat of imprisonment generates a small general deterrent, because it creates the perception of greater certainty of apprehension (Sentencing Advisory Council (April 2011) Sentencing matters: Does Imprisonment Deter? A Review of the Evidence.

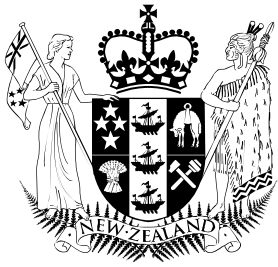
¹⁶ Coalition Agreement between the New Zealand Labour party and New Zealand First, 52nd Parliament, p. 4.

¹⁷ Sherman, Lawrence (2010) Less prison, More Police, Less Crime: How Criminology Can Save States from Bankruptcy, 21 April 2010, Washington DC – National Institute of Justice Lecture Series. Retrieved 23 November 2017 from <https://www.nij.gov/multimedia/presenter/presenter-sherman/Pages/presenter-sherman-transcript.aspx>, p. 12.

¹⁸ For example, Iwi/Community Panels are effective in reducing re-offending rates for young Māori (under the age of 25) by 11.9% compared to a matched comparison group.

¹⁹ Pre-charge warnings are used to resolve around 13,500 offences a year. Iwi/Community Panels are expanding into 6 new areas. (Existing locations: Christchurch, Manukau, Gisborne, Lower Hutt. New: Northland, Waitakere, Papakura, Waikato, Rotorua, and Hastings). The annual throughput for Iwi/Community Panels across these ten locations will be 2,000 rising to 2,700 offences in 2018/19.

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BUDGET-SENSITIVE

Pages 2 to 15 and 17 to 26 withheld - not within scope of request

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Budget Ministers 1

Budget 2018 Scene Setting

13 February 2018

4) Overview of submitted initiatives

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- The majority of the **operating manifesto initiatives** are in the social wellbeing workstream. These include:

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- Striving towards 1800 new police (\$129m per annum)

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ANNEX: INITIATIVES FOR SOCIAL WELLBEING WORKSTREAM MEETING

Budget-sensitive

Social Wellbeing Initiative Totals (\$ millions) As at 23 February	Sought by Departments		Treasury Vote team assessment	
	OPEX Avg.	CAPEX Total	OPEX Avg.	CAPEX Total
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* The average operating funding represents the average funding per year across the forecast period (2017/18-2021/22)

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MANIFESTO

Portfolio	Title	Description	Average operating sought	Total capital sought	Treasury vote team assessment - Average Operating	Treasury vote team assessment - Capital	Overall Treasury Assessment	Government agreement (if any)	Budget Ministers agreement (Y/N)
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Police	Striving Towards 1800 New Police	This funding will enable New Zealand Police to implement the 2017 Coalition agreement goal agreed between the New Zealand Labour Party and New Zealand First, to "Strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs."	128.825	17.800	69.730	17.800	Support, scaled.	Coalition Agreement	TBC
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Reference: T2018/381 DH-44-1

Date: 6 March 2018

To: Minister of Finance (Hon Grant Robertson)
Associate Minister of Finance (Hon Dr David Clark)

Deadline: None

Aide Memoire: Consultation on Cabinet Paper – Striving Towards 1800 New Police

Purpose

The Minister of Police intends to take a paper to Cabinet in March seeking agreement to invest in an additional 920 police officers and an additional 240 support staff over the next three years. This aide memoire provides our initial advice on the paper to support your feedback during Ministerial consultation.

Context

This paper is expected to go to Cabinet in late March as part of a suite of related Justice sector papers. These decisions are being presented together because they have strong interactions. As we understand it, this suite of papers will:

- outline a reform programme to achieve the Government's goal of reducing the prison population by 30% and make the justice system more humane and effective
- make proposals for actions that could be taken to reduce the prison population over the next two years, in order to avoid the need for additional capacity beyond what is currently being proposed, and
- seek approval and funding for the Department of Corrections (Corrections) to proceed with the additional 600 beds signalled late last year, and the Waikeria redevelopment.

We understand that a Ministerial meeting has been scheduled for Monday 12 March to discuss the upcoming decisions. We will provide you with further advice ahead of that meeting on the overall choices available to you to reduce the prison population and minimise prison capacity investment.

Analysis of the proposal

The additional increase of 920 police officers and 240 support staff builds on the Budget 2017 funded increase of 880 police officers and 245 support staff, totalling 1800 new police officers and 485 new support staff by June 2021. This is an ambitious target, and in our view there is a good case for considering phasing any increase over a longer timeframe. Phasing over a longer period is not necessarily inconsistent with the Coalition Agreement commitment of striving toward adding 1800 new police officers over three years.

Flow on costs are uncertain, but are likely to exacerbate risks to an already strained prison network

The prison network is currently at 99% utilisation. Based on current projections, the network is expected to be operating close to full utilisation until at least 2021, when the Waikeria development, if it proceeds, would come into service. Over this period Corrections faces a significant risk of insufficient capacity should demand rise faster than expected, or should an unexpected event occur.

There is considerable uncertainty and disagreement within the sector about the impact that additional police would have, with NZ Police arguing that the impact on the prison population will be minimal (zero or a reduction), and Corrections making a case that the impacts could be relatively large (around 600-900 places). The Ministry of Justice, which has responsibility for producing prison population projections independently of these agencies, is working on an overall estimate of pipeline impacts. This is not yet finalised, but looks likely to estimate an impact of around 750 additional places (conservatively). This is likely to be the best available assessment.

The major factor driving the differences in estimates of impacts on the prison population is that NZ Police considers that while the additional resources going into organised crime are likely to result in more prosecutions and sentences for serious crimes, this should disrupt the drug market and prevent a significant number of drug-related crimes downstream that would otherwise occur. The Ministry of Justice acknowledges that an offsetting reduction in drug-related crime is possible, but considers that there is currently no good evidence on which to base an estimate of the size of this offset.

Regardless of the precise impacts, given the current state of the prison network, we recommend a cautious approach as there appears to be no remaining resilience in the network for higher than expected impacts. There are also likely to be flow-on cost pressures for the court system, social services, the Independent Police Conduct Authority and the Crown Law Office. These flow-on costs are not yet reflected in the cost estimates for the proposal or the Budget 2018 manifesto initiative. We recommend that you request that the costs be added to the initiative ahead of Budget Ministers considering the final Budget package, so that an informed decision based on total costs can be made.

Phasing the additional increase over four or five years would reduce the impact on Budget 2018

The paper notes that new funding is being sought through Budget 2018, totalling \$515.3 million over four years in new operating funding, or an average of \$128.8 million per annum, and \$17.8 million in new capital funding.

Phasing the increase over a longer period would reduce the cost of the policy. Treasury's preferred option is to phase the increase over five years, thereby reducing the average annual impact on the Budget 2018 operating allowance from \$128.8 million to \$69.7 million¹.

Time to full implementation (\$ million)	Impact on Budget 2018 Operating Allowance ²					Average annual
	2018/19	2019/20	2020/21	2021/22	4 year total	
Three years	69.6	121.9	164.3	159.5	515.3	128.8
Four years	43.4	64.9	95.1	156.4	359.9	90.0
Five years	36.9	51.8	74.7	115.6	278.9	69.7

Implementation over a three year period is likely to be challenging

Recruiting a further 920 police officers over three years, in addition to the existing 880, would require recruitment to increase by almost 2.5 times above the usual annual intake of around 400. This is likely to be challenging, particularly as NZ Police's priority is on recruiting high quality, diverse candidates that can support the priorities of enhanced community policing and the Prevention First operating model.

The draft paper states that the numbers attracted during 2017 would not be sufficient to meet the proposed growth levels from this proposal, and that NZ Police's recruit marketing activity would need to increase. Phasing over four or five years would reduce the risk of being unable to meet the recruitment goals.

Potential areas of feedback on the Cabinet paper

As part of your feedback on the paper, you may wish to:

- ask that an alternative phasing option over five years be included for consideration
- request that the Ministry of Justice estimates of flow-on impacts, and the best available estimates of the cost of these impacts, be included in the paper, and

¹ The reduction in the annual average cost is made up of permanent savings from the slower phasing and the full impact of the policy not being captured against the allowance as the steady state cost of approximately \$160 million per annum would not be reached until 2022/23, outside the Budget forecasting period.

² The four and five year figures are Treasury approximations based on an average FTE cost for indicative purposes only, and would need to be refined by NZ Police before taking final decisions.

BUDGET-SENSITIVE

- request that where agencies consider that they will need to seek additional funding to manage flow-on pressures, these costs should be added to the Police numbers manifesto Budget initiative and included in the Cabinet paper.

Tim Stevenson, Senior Analyst, Justice, Security and Government Services s9(2)(k)

Nicky Lynch, Senior Analyst, Justice, Security and Government Services s9(2)(k)

Colin Hall, Manager, Justice, Security and Government Services s9(2)(k)

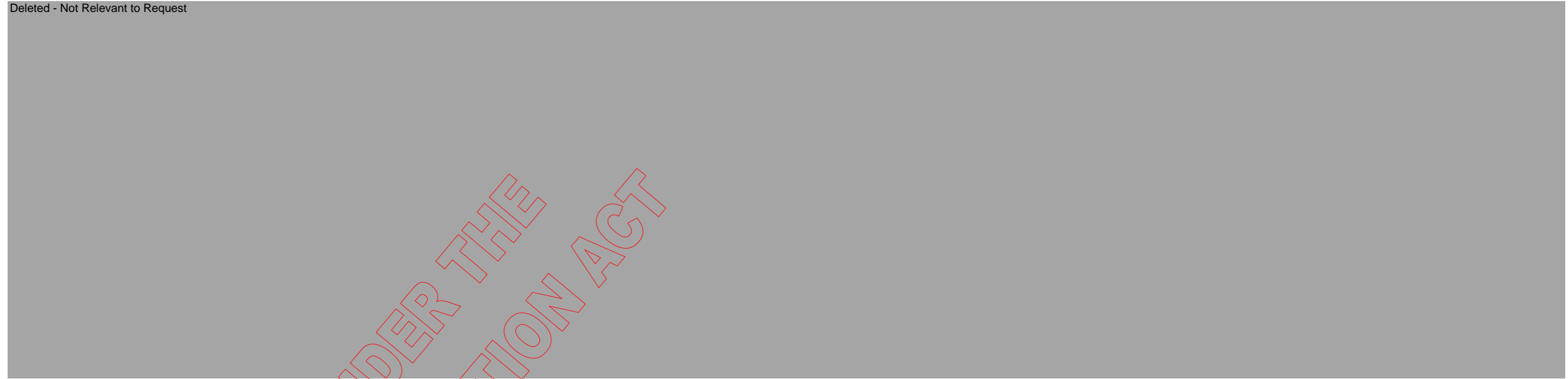
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SOCIAL WELLBEING PACKAGE (7 MARCH 2018)

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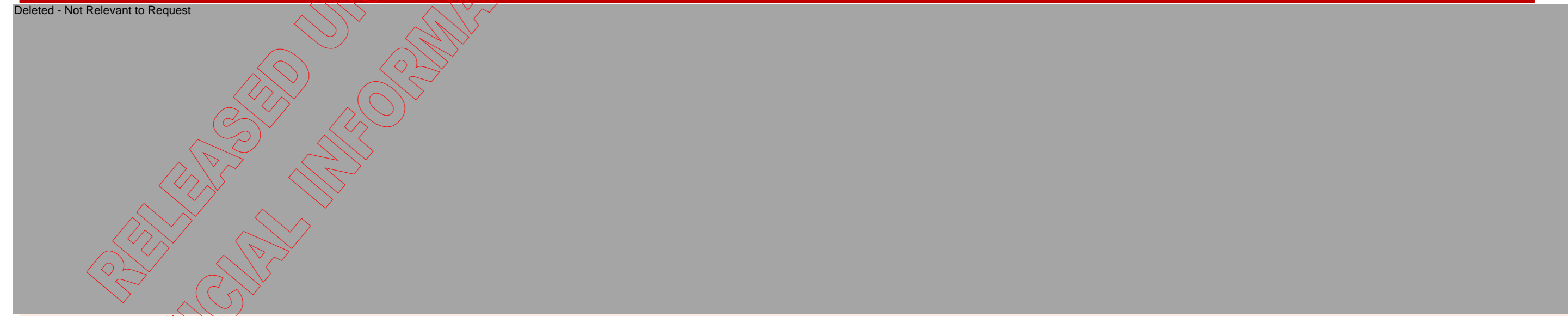
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MANIFESTO INITIATIVES

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Medium priority

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No.	Portfolio	Title	Description	Agency Bid		Tsy Vote team Assessment		Draft package		Treasury RAG Rating Comment
				Opex Avg.	CAPEX Total	Opex Avg.	CAPEX Total	Opex Avg.	CAPEX Total	
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10324 Police	Striving Towards 1800 New Police	This funding will enable New Zealand Police to implement the 2017 Coalition agreement goal agreed between the New Zealand Labour Party and New Zealand First, to "Strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs."	128.825	17.800	69.730	17.800	69.730	17.800	Specifically mentioned in Coalition Agreement. Full initiative not implementation ready - market capacity risks. Recommend phasing commitment over 5 years. Costs do not yet include flow on impacts to other agencies, which are still being developed but could be upwards of \$10 million per annum when fully implemented. Priority for Minister Nash.
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THE TREASURY
Kaitohutohu Kaupapa Rawa

Hon Robertson
ORIGINAL



Treasury Report: Draft Budget 2018 Packages

Date:	14 March 2018	Report No:	T2018/614
		File Number:	BM-2-1-2018

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“Social Wellbeing” workstream

26.

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27. The following initiatives have been scaled to help fit within allowances:

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- *Striving towards 1,800 police numbers (\$69.730 million operating, \$17.800 million capital):* this initiative has been scaled to phase the commitment over five years instead of three given impact on recruitment processes and training as well as flow-on costs to the Justice sector.

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47. This means that there is likely to be some uncertainty around the following initiatives until that time:

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- 10324: Striving towards 1800 Police

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48. For the purposes of developing the Budget package, the main area of uncertainty is the Waikeria costs. We see the Prisoner Volumes initiative as largely non-discretionary, and this is unlikely to change as a result of the decisions noted above. We also think that Budget Ministers could take decisions about the funding available for Police numbers, the Corrections Housing initiative and the IPCA initiative in anticipation of these discussions.

49. Deleted - Not Relevant to Request

Next steps

50. You are meeting with officials at 2:30pm on Thursday 15 March to discuss any changes you would like to make to the draft package and the slide pack for Budget Ministers 2.

SOCIAL WELLBEING PACKAGE (15 MARCH 2018)

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No.	Type of Initiative	Portfolio	Title	Description	Agency Bid	Opex Avg.	OpEX Total	CAPEX Total	Opex Avg.	OpEX Total	CAPEX Total	Opex Avg.	OpEX Total	CAPEX Total	Treasury RAG Rating Comment
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10324	Manifesto	Police	Striving Towards 1800 New Police	This funding will enable New Zealand Police to implement the 2017 Coalition agreement goal agreed between the New Zealand Labour Party and New Zealand First, to "strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs."	128,800	515,300	17,800	69,730	278,920	17,800	69,730	278,920	17,800	Specifically mentioned in Coalition Agreement. Full initiative not implementation ready - market capacity risks. Recommend phasing commitment over 5 years. Costs do not yet include flow on impacts to other agencies, which are still being developed but could be upwards of \$10 million per annum when fully implemented. Implementing the commitment over four years instead of five would increase costs by \$20 million per annum on average. Current option increases police numbers to 1300 cumulatively after 3 years and to 1550 after four years. Priority for Minister Nash.
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NEAR FINAL BUDGET PACKAGE: BUDGET MINISTERS 3
SOCIAL WELLBEING INITIATIVES (23 MARCH 2018)

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No.	Type of initiative	Portfolio	Title	Description	Agency Bid			Tsy Vote team Assessment			Near Final Package			Treasury RAG Rating Comment
					Opex Avg.	OPEX Total	CAPEX Total	Opex Avg.	OPEX Total	CAPEX Total	Opex Avg.	OPEX Total	CAPEX Total	

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10324	Manifesto	Police	Striving Towards 1800 New Police	This funding will enable New Zealand Police to implement the 2017 Coalition agreement goal agreed between the New Zealand Labour Party and New Zealand First, to "Strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs."	128.825	515.300	17.800	74.700	298.800	17.800	74.700	298.800	17.800	Specifically mentioned in Coalition Agreement. Full initiative not implementation ready - market capacity risks. Recommend phasing commitment over 5 years. Implementing the commitment over four years instead of five would increase costs by \$20 million per annum on average. Current option increases police numbers to 1300 cumulatively after 3 years and to 1550 after four years. Scaled funding does not include flow on costs to Justice, Courts and Corrections. Priority for Minister Nash.
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ANNEX ONE

FINAL BUDGET 2018 PACKAGE FOR CONSIDERATION AT BUDGET MINISTERS 4 - 3 APRIL 2018

Capital and Operating Expenditure		Final Package	
Portfolio	Avg Opex p/a	Total Opex	Total Capex

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FINAL PACKAGE BY PORTFOLIO

No.	Type of Initiative	Portfolio	Title	Description of original initiative	Avg Opex p/a	Total Opex	Total Capex	Treasury comment
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10324	Manifesto	Police	Striving Towards 1800 New Police	This funding will enable New Zealand Police to implement the 2017 Coalition agreement goal agreed between the New Zealand Labour Party and New Zealand First, to "Strive towards adding 1800 new Police officers over three years and commit to a serious focus on combatting organised crime and drugs."	74.700	298.800	17.800	Specifically mentioned in Coalition Agreement. Full initiative not implementation ready - market capacity risks. Recommend phasing commitment over 5 years. Implementing the commitment over four years instead of five would increase costs by \$20 million per annum on average. Current option increases police numbers to 1300 cumulatively after 3 years and to 1550 after four years. Scaled funding does not include flow on costs to Justice, Courts and Corrections. Priority for Minister Nash.
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