

*Enabling the New Zealand
Police Deployment Model:*

National Intelligence Operating Model

2021

JANUARY 2021



Tēnā koe



The past two years in New Zealand have witnessed significant change, reaffirming the ongoing importance of Intelligence to decision making within New Zealand Police. Intelligence is an indispensable enabler to what we do and why we are here and touches on every part of Our Business. From frontline risk assessments to strategy development, from community support and reassurance to national security, Intelligence helps to reduce uncertainty in an ever changing operational landscape.

Alongside other Critical Command Information, Intelligence in New Zealand Police supports our Prevention First operating model through the provision of insight and foresight. Insight ensures we have a depth of understanding into the opportunities and risks open to us now, while foresight supports the development of organisational strategy and direction.

We must continue to challenge ourselves and our perspectives in order to develop new ways of thinking and deliver solutions which impact positively on our goals of Safe Homes, Safe Roads and Safe Communities. Intelligence supports this mission through providing analysis that enhances understanding, looks beyond what is immediately observable and identifies actions to help us achieve our collective goals.

The National Intelligence Operating Model 2021 establishes a clear way ahead for Intelligence within New Zealand Police. It emphasises the importance of Intelligence support to our front line, with tactical Intelligence featuring prominently throughout. This is most visible in the emphasis given to the role of District Intelligence and Specialist Intelligence groups across the country.

The Model also offers a coherent overview of how Prevention, Intelligence and Evidence-based Policing combine to support our mission of preventing crime and harm. Furthermore, it shows how we identify, approach, and solve challenges in our environment effectively and efficiently.

Lastly, the National Intelligence Operating Model clearly articulates Police Intelligence's commitment to our priority of Be First, Then Do. If New Zealand Police is to be successful in preventing future crime and harm, it is vital we understand in human terms the people we are dealing with every day. To do this we must bring an appropriate mindset to this opportunity. Through the many documents it produces for frontline audiences, Intelligence is influential in shaping frontline thinking. The mindset, language and judgements in Intelligence documents can either reinforce or challenge existing stereotypes that may be barriers to us achieving this. I am excited that Intelligence is committed to exploring through its practice what it means to bring humanity to every interaction in the outputs it produces. Furthermore, I am excited that Intelligence leaders are recognising the importance of understanding Te Ao Māori and are committed to lifting this capability across the function. Experience is teaching us that the most effective ways of reducing Māori offending and victimisation sit within tikanga Māori approaches. Intelligence is well-placed to shape the thinking of decision makers and frontline alike in pointing to this opportunity, in line with our value of Commitment to Māori and the Treaty.

Ngā Mihi,

Andrew Coster
New Zealand Police Commissioner

Tēnā koutou katoa



Our Mission is to prevent crime and harm through exceptional policing. Police Intelligence not only shares that mission with the rest of our organisation, but has a key role as an enabler in helping achieve the mission.

We enable the mission through our contribution as a component of Critical Command Information within the Deployment Model. Specifically, we provide timely, accurate and relevant Intelligence to decision makers at all levels. This Intelligence must provide insight into the underlying causes of crime and harm in our communities. Intelligence must also provide foresight, which includes predictive analysis of future demand. Together, the provision of insight and foresight to decision makers enables the delivery of our Prevention First operating model, and, ultimately, mission success.

How we produce Intelligence products is just as important as what we provide. Our organisational priority of Be First, Then Do is of particular significance for Intelligence. The maintenance of our organisational values must therefore be afforded the utmost priority to ensure we use our methods of collection and analysis proportionally, that we maintain the highest standards of objective analysis, as well as being receptive and empathetic to other perspectives.

In addition to embodying our priority of Be First, Then Do as a workgroup, Intelligence has a key role to play in supporting the organisational priority more broadly. Intelligence plays a critical role in challenging our thinking on how we view and describe the people we deal with as offenders, victims and otherwise. This recognises that in order to be able to respond appropriately to people, we need to move beyond simplistic characterisations and gain insight about what's happening at a human level. Cognitive anchoring, like other forms of analytic bias or logical fallacies, is something we are trained to overcome, and must overcome, in order to support a genuine change in how Our Business is implemented.

The insight and understanding Intelligence provides goes well beyond what our demand statistics provide. With only 25% of crime reported, it is necessary to look beyond our demand data, searching for additional context, nuance and information derived from the widest possible range of sources – not least of all the information obtained through our Collections efforts nationally. Our specialist Collections staff, however, cannot do it alone. Our ISOs and analysts also need to be proactive in their efforts to source information, engaging with the widest range of stakeholders possible to enrich organisational data and enhance our understanding of Intelligence questions.

The National Intelligence Operating Model updates and builds upon the foundation of excellence in Intelligence practice established by past and present staff. The Model has been developed to align and support the refreshed Our Business document and is designed for use by Intelligence practitioners, as well as consumers of Intelligence products. The Model as a whole is a statement of the Intelligence function's collective vision, purpose as an enabler to decision making, and value proposition. Police Intelligence enables our staff and community to be safe and feel safe at home, on the road and in their communities through the provision of exceptional Intelligence.

Ngā Mihi,

Dan Wildy

Director: National Intelligence

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Intelligence Excellence

Our Vision *O Tātou Moemoea*

What is Intelligence?

The term Intelligence has four distinct, but inseparable, components: people, process, product and partnerships.

- ▶ **People:** Intelligence is the sum of activity undertaken by trained practitioners
- ▶ **Process:** Intelligence involves the collection, evaluation, analysis, integration and interpretation of disparate pieces of information in order to address Intelligence requirements
- ▶ **Product:** Intelligence is delivered as conclusions, assessments and predictions to support planning and decision making
- ▶ **Partnerships:** Good Intelligence requires close collaboration between all parties and draws on the widest range of information sources available.

What is the purpose and role of Intelligence within New Zealand Police?

The purpose of Intelligence is to provide timely, accurate and relevant insight and foresight to enhance the organisation's tactical, operational and strategic decision making. Through collection and analysis, Police Intelligence seeks to understand the operating environment and influence decision makers into taking action that will reduce harm and make New Zealand safer.



How does Intelligence add value to decision making; what is the Intelligence function's unique value proposition?

Intelligence adds value through the provision of insight and foresight.

- ▶ **Insight** refers to the provision of understanding beyond that which is immediately observable. Understanding looks at the drivers behind behaviour, events or demand, including culture, history, demographics, economics, language, perceptions, geography, environmental factors and lived-experiences. Insight is essential to understanding why things are as they are, which is critical to determining what we can do to have a positive influence and how we might do it.
- ▶ **Foresight** refers to predictive analysis of what we can expect in the future, including probable, possible and worst-case futures. Foresight also includes the identification of opportunities and threats. Combined, the provision of predicted futures, opportunities and threats, enables decision makers to effectively plan and prevent harm in our communities.

Intelligence has a critical role to play through influencing how decision makers conceptualise problems and by identifying actions that will help achieve the goals of Safe Homes, Safe Roads, and Safe Communities. Estimates indicate only 25% of crime is reported, rendering a large proportion of crime and victimisation hidden.* Together, insight and foresight provide the depth of understanding required to find innovative and sustainable solutions to the challenges in our communities.



*New Zealand Crime and Victims Survey (October 2018 – September 2019). Help Create Safer Communities. Key Findings, Cycle 2, Descriptive Statistics, Pg.2. Retrieved from <https://www.justice.govt.nz/assets/Documents/Publications/NZCSV-Y2-core-report-for-release-.pdf> 19/11/2020.

What does success look like?

The Intelligence function delivers world leading, timely, accurate, predictive, relevant and actionable Intelligence to enhance tactical, operational, strategic and policy decision making, enabling us to achieve our Goals and Priorities, and realise the Prevention First Strategy.

What are the principles that guide the Intelligence function?

- ▶ **Timely:** Delivered in sufficient time to inform planning and decisions.
- ▶ **Objective:** Balanced and independent assessment delivered without bias, fear or favour.
- ▶ **Accessible:** Presented in a digestible form to those that need it, where they need it.
- ▶ **Actionable:** Provides an advantage to planning and decisions for real world problems.
- ▶ **Complete:** Drawn from the widest possible base of information and continuously reviewed.
- ▶ **Dynamic:** Responsive to customer requirements, flexible to changing situations, agile and adaptive to our evolving operating context.
- ▶ **Predictive:** Identifies future opportunities and threats with a clear focus on supporting prevention-focussed activity.

How does the Intelligence function operate?

Police Intelligence follows a traditional Intelligence Cycle of Direction, Collection, Evaluation, Collation, Analysis, Dissemination, and Review.

The Intelligence Cycle is not unitary, but comprised of multiple cycles of various size and speed. The cycle supports the 4i Model of interpreting the demand environment, supporting decision maker intent, influencing decisions, and ultimately enabling an impact on the demand environment.

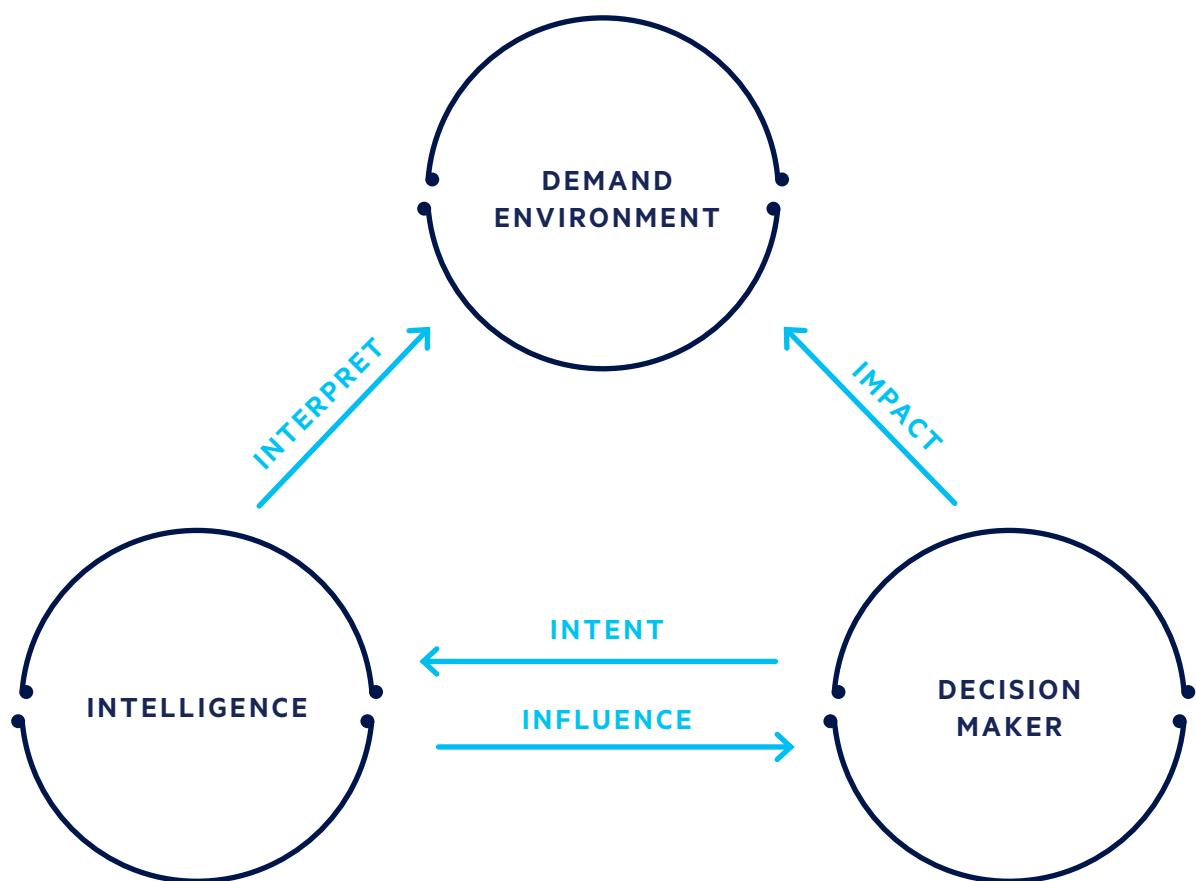


Figure 1: 4i Model, Jerry Ratcliffe: www.reducingcrime.com/chapter-4

Each stage in the Intelligence Cycle plays an important role in the overall success and value of the process. A brief description of each stage is provided below:

- ▶ **Direction (intent)** comes from Intelligence Requirements. These requirements are identified by commanders and decision makers or by Intelligence through the scanning process or the identification of leads.
- ▶ **Collection** is the directed, focused gathering of information to meet Intelligence requirements.
- ▶ **Evaluation** is the process of assessing data and information for reliability and credibility.
- ▶ **Collation** is the process of receiving, logging, storing and cross-referencing information so that it can be easily located and retrieved for analysis.
- ▶ **Analysis (interpret)** is the converting of raw information into an Intelligence product by breaking down that information into its component facts and inferences, then integrating these with existing information and Intelligence holdings to identify patterns and trends (or the lack thereof).
- ▶ **Dissemination (influence)** is the communication and distribution of raw or finished information or Intelligence to decision makers and consumers.
- ▶ **Review (impact)** is the task of examining Intelligence processes and products to determine their effectiveness, and the responses in terms of their effect (Impact) on the criminal environment. Review also assists in identifying further Intelligence requirements.



How does the Intelligence Operating Model support the Police Deployment Model?

Our National Operating Model is Prevention First – taking every opportunity to prevent harm. This is achieved through the provision of Critical Command Information (CCI) Insights. In most cases, particularly at District level, Intelligence will hold the pen on CCI Insights Reporting. The Intelligence function's access to a wide range of information sources, coupled with its ability to collate, evaluate, analyse, integrate and interpret information, makes it an obvious choice to champion CCI Insights. In so doing, Intelligence is a major contributor to the Tasking and Coordination process, ensuring decisions around operational activity are supported by robust evidence and analysis.

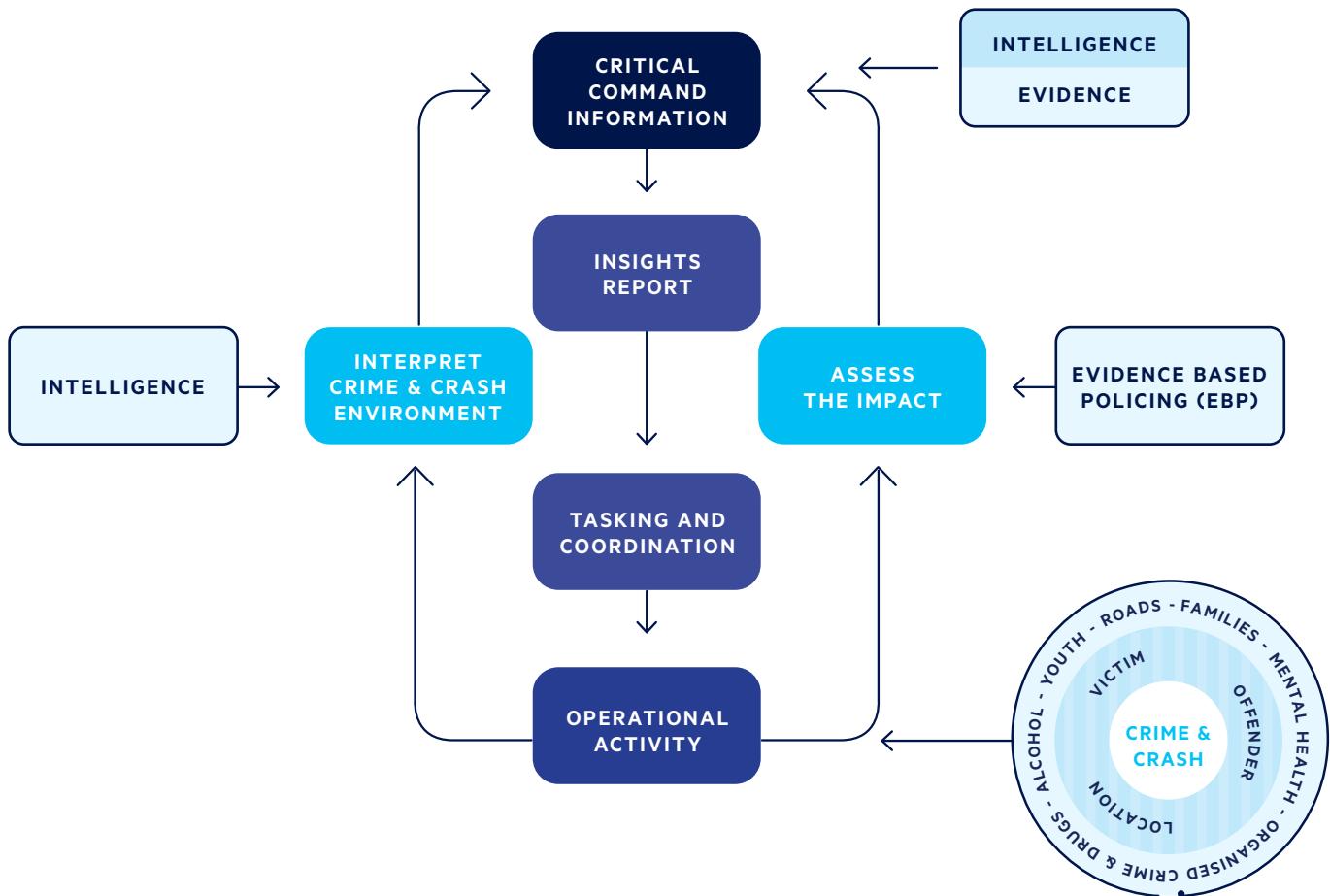


Figure 2: New Zealand Police Deployment Model

How does the Intelligence function support decision maker advantage?

The decision maker is at the centre of the Prevention First, Intelligence Enabled and Evidence Based approaches to Policing. Together with other components of Critical Command Information, advantage is provided to the decision maker through a unified and coherent understanding of current demand, future challenges, and opportunities to reduce crime and harm.

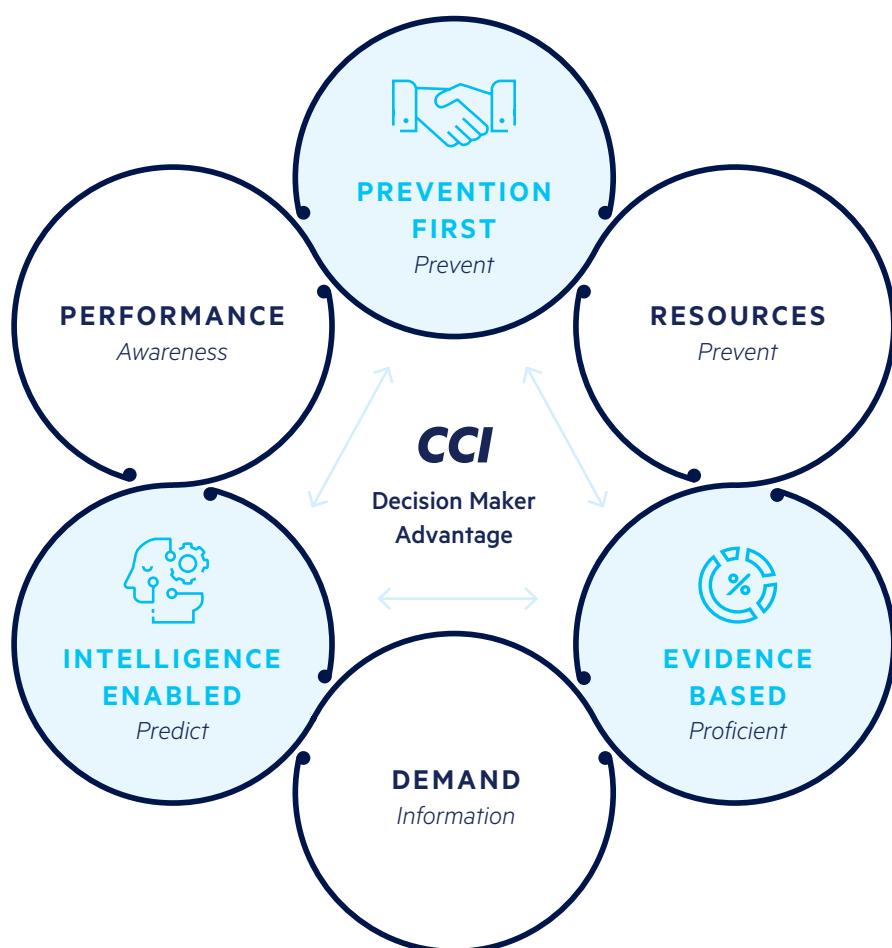


Figure 3: Critical Command Information Decision Maker Advantage Model

How does the Intelligence function support our Prevention First strategy and partner with both the Prevention and Evidence Based Policing teams to support Our Business?

New Zealand Police's Prevention First, Intelligence Enabled and Evidenced strategies are mutually supporting and together provide a powerful model for reducing crime and harm.

The diagram below outlines how the three operating models interact and the outcomes of that interaction:

- ▶ Identification of opportunities to reduce harm;
- ▶ Monitoring of the environment to identify changes and trends; and
- ▶ Evaluation of the effectiveness of Police activity; leading to
- ▶ The reduction of harm in our communities through effective prevention.

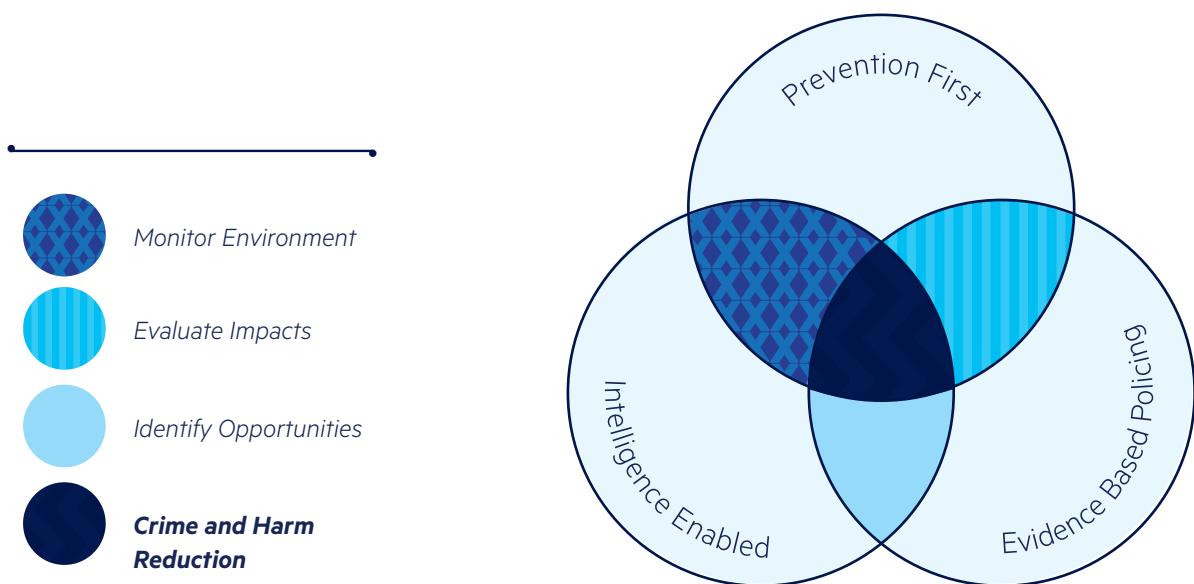


Figure 4: The Prevention - Intelligence – Evidence (PIE) model of Harm Reduction

What does the Prevention First, Intelligence Enabled and Evidence Based Policing process look like?

Each of these strategies is mutually supporting and broadly cyclic in nature.

Intelligence provides an understanding of threats and prevention opportunities, Evidence Based Policing identifies the best method by which to maximise those opportunities to prevent harm, and Prevention First operationalises the approach through Districts – often on a trial basis – with all three groups combining to evaluate the effectiveness of the approach.

The seven stages of the Prevention - Intelligence - Evidence (PIE) Operating Model below closely mirror the PANDA process (Problem, Analyse, Nominate, Deploy and Assess) and the SARA process (Scanning, Analysis, Response, Assessment).

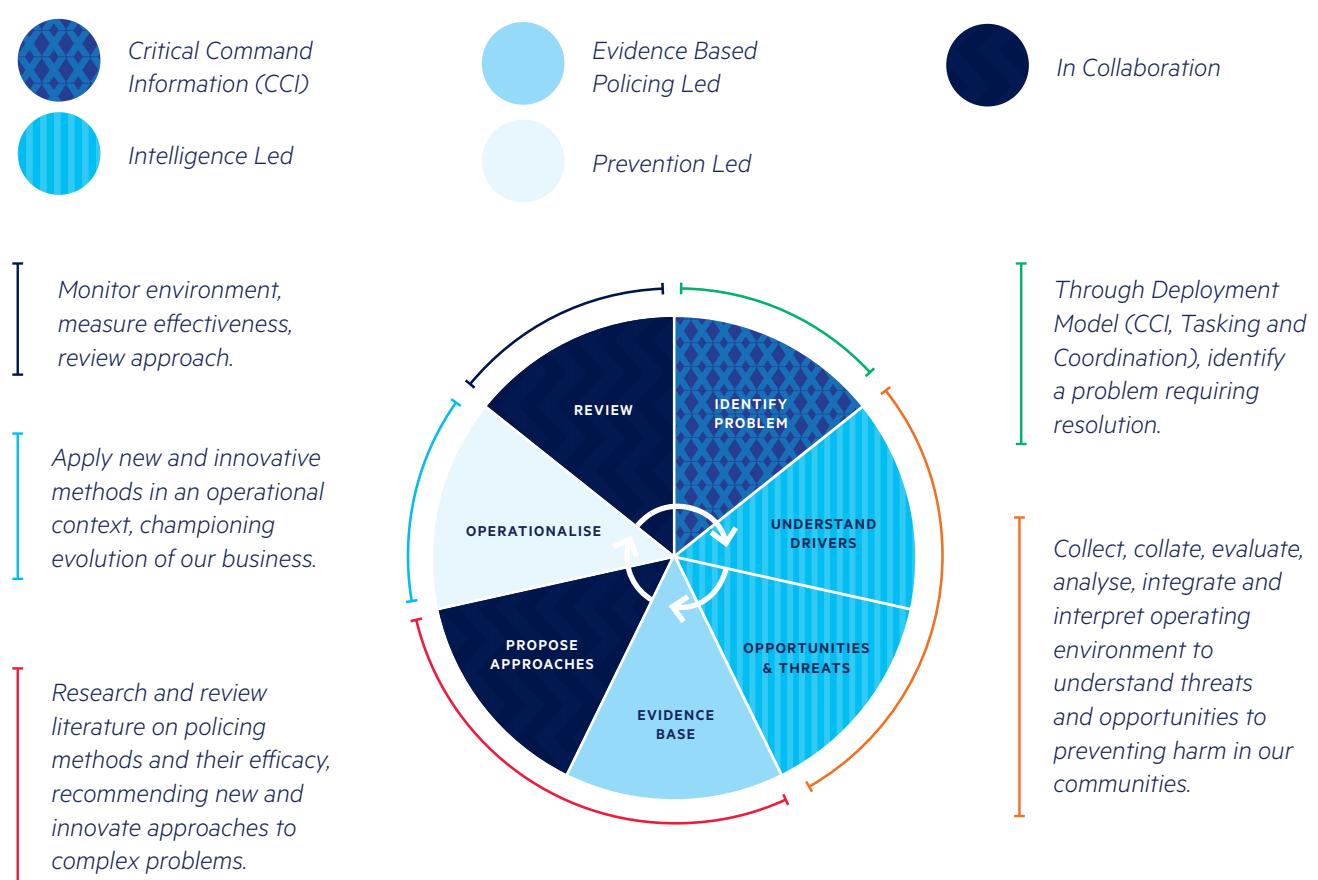


Figure 5: Prevention - Intelligence - Evidence (PIE) Operating Model

What are the core Intelligence outputs?

New Zealand Police Intelligence supports decision makers at all levels with a core suite of standardised – and where necessary tailored – products and services focused on the delivery of Strategic, Operational and Tactical Intelligence. This Intelligence is provided to support the following types of organisational and operational decisions:

- ▶ **Tactical Intelligence** – Entities and locations with a view to supporting tactical decisions in the operational space or on specific projects.
- ▶ **Operational Intelligence** - Issues, patterns and trends with a view to supporting investigations, operations or policy programmes.
- ▶ **Strategic Intelligence** - Predictive assessments of future crime and harm demand and associated environmental factors, with a view to informing decisions on strategy and policy.

TERMS OF REFERENCE

While not a core Intelligence output, the Terms of Reference is a key input and enabler to the production of a useful Intelligence product that meets client needs and supports decision making. The Terms of Reference is designed to capture client requirements and expectations in relation to a proposed Intelligence product. The Intelligence Analyst develops the Terms of Reference in consultation with the client and the content is agreed prior to the Intelligence product being started. It outlines product type, background, aim, and scope as well as the roles and responsibilities of both the Analyst and client. A Terms of Reference must identify a responsible owner for the Intelligence product, ensuring analysis drives action through the decision making process. Intelligence cannot be produced at the push of a button and a key purpose of the Terms of Reference is to establish realistic expectations around timeframes for production.

PRODUCT OUTPUT	DESCRIPTION/PURPOSE	CUSTOMER/FREQUENCY
Insights Report	The Insights Report is designed to inform Tasking and Coordination and should be used to develop forecasts and recommended courses of action based on a wide range of available information sources. The Insights Report provides a Critical Command Information (CCI) picture (i.e. a combined and coherent view) on an agreed topic to ensure decision makers get one view at Tasking and Coordination. The combined CCI view includes contributions from Intelligence, Evidence Based Policing, Performance, Workforce Management and any other relevant workgroups.	<ul style="list-style-type: none"> ▶ Customer – Tasking and Coordination Governance Group. ▶ Frequency – Quarterly or as directed/required.

Strategic Assessment	Strategic Assessments are a comprehensive analysis of complex issues, focusing on future trends, including risks and opportunities. The purpose of a Strategic Assessment is to support long term planning (2-5 years) and/or to provide a national, District or multi-District overview of a specific issue.	<ul style="list-style-type: none"> ▶ Customer – National Leadership, District Leadership. ▶ Frequency – Annual/bi-annual. Or as directed/required.
Intelligence Report	An Intelligence Report is designed to provide an in-depth analysis on specific topics, groups or thematic issues. The Intelligence Report is flexible and can be used for most topics in both tactical and operational contexts.	<ul style="list-style-type: none"> ▶ Customer – National Leadership, District Leadership, Specialist Workgroups, Individual Clients. ▶ Frequency – As directed/required.
Problem Profile	The Problem Profile focuses on specific policing problems and aligns with Problem-Oriented Policing through the use of the SARA and PANDA problem solving models. VIPERS can assist in the identification of enforcement and prevention options.*	<ul style="list-style-type: none"> ▶ Customer – Various. ▶ Frequency – As directed/required.
Subject Profile	A Subject Profile is a detailed assessment/analysis of a particular entity – typically a vehicle, offender or location. The purpose of the Subject Profile is to provide the most complete summary of information to support situational awareness and risk assessment.	<ul style="list-style-type: none"> ▶ Customer – Various. ▶ Frequency – As directed/required.
Intelligence for Investigations (I4i)	Intelligence support to Investigations involves the production and dissemination of a range of core Intelligence products as well as specific products tailored to support Investigations (e.g. Sequence of Events, Timelines, Association Matrices etc.).	<ul style="list-style-type: none"> ▶ Customer – Investigations. ▶ Frequency – As directed/required.
Intelligence Notification	An Intelligence Notification is designed to communicate a new or emerging issue. It is intended to provide an overview summary of a particular issue to raise awareness. An Intelligence Notification will often be followed by a more comprehensive Intelligence Report once additional information is collected to support a more comprehensive analysis.	<ul style="list-style-type: none"> ▶ Customer – Intelligence Managers, Specialist Workgroups, Individual Clients. ▶ Frequency – As directed/required.
Frontline Intelligence (FLINT) Report	A Frontline Intelligence (FLINT) Report is designed to raise frontline awareness regarding topical issues in an accessible and easy to digest way. The purpose of the FLINT is to support situational awareness and Collections activity.	<ul style="list-style-type: none"> ▶ Customer – Frontline staff. ▶ Frequency – As directed/required.

* SARA - Scanning, Analysis, Response and Assessment

PANDA – Problem, Analyse, Nominate, Deploy and Assess

VIPERS – Victim support, Intelligence gaps, Prevention, Enforcement and Reassurance

Frontline Risk (FRISK) Report	A Frontline Risk (FRISK) Report is specifically designed to draw attention to high priority risks faced by frontline staff. The purpose of a FRISK is to ensure our frontline staff are supported with timely, accurate and relevant information to support TENR assessments in the course of their duties.	<ul style="list-style-type: none"> ▶ Customer – Frontline staff. ▶ Frequency – As directed/ required.
Scanning Report	A Scanning Report provides a preliminary analysis of a topic identified through scanning to maintain decision maker awareness of issues that may require future attention. This Scanning Report should be used to determine whether the topic is an issue/emerging risk and should provide recommendations regarding further action. A summary of topics identified through scanning is also an integral component of the Tasking and Coordination process to prevent strategic surprise and inform future topics for Insights Reports.	<ul style="list-style-type: none"> ▶ Customer – Intelligence Managers, Specialist Workgroups, Individual Clients, Tasking and Coordination Governance Group. ▶ Frequency – As directed/ required.

How is the Intelligence function structured to deliver results for decision makers at all levels?

The structure of the Intelligence function is depicted in the Hub and Spoke Model below. This model highlights the depth and breadth of Intelligence resources and the strength of connection that exists. The Intelligence function within Police works on a centralised coordination and decentralised execution basis. The National Intelligence Centre (NIC) is the hub of the wheel and through the Director National Intelligence provides centralised, strategic coordination, support and direction for the Intelligence function, as well as being responsible for the production of a range of Intelligence products. The District and Specialist Intelligence Units are the spokes providing Intelligence support to inform local and specialised tactical, operational and strategic decision making. As an enterprise, the Hub and Spoke Model allows New Zealand Police Intelligence to provide tailored support to a wide range of decision makers when and where they need it.

Unified Independence

The Hub and Spoke Model and its centralised coordination and decentralised execution function outlines an Intelligence framework that is both unified and independent. While the National Intelligence Operating Model provides a unified view on how we do Intelligence, it does not seek to prescribe or limit the independence of action each Intelligence group has in delivering support to local decision makers.

Partnerships & Diversity

A wide ranging network of domestic and international partnerships provide support to the Intelligence structure and enhance the quality of its outputs. Partnerships play a critical role in preventing crime and harm, particularly in our most vulnerable communities. A partnered approach supported by meaningful, collaborative and effective engagement will provide the varied perspectives needed to understand complex issues. Our strength is underpinned by our ability to problem solve, and draw on different skills, attitudes and characteristics of many individuals. Whaowhia te kete mātauranga – together we can fill the basket of knowledge.

↔ ↑ Coordination and awareness relationship

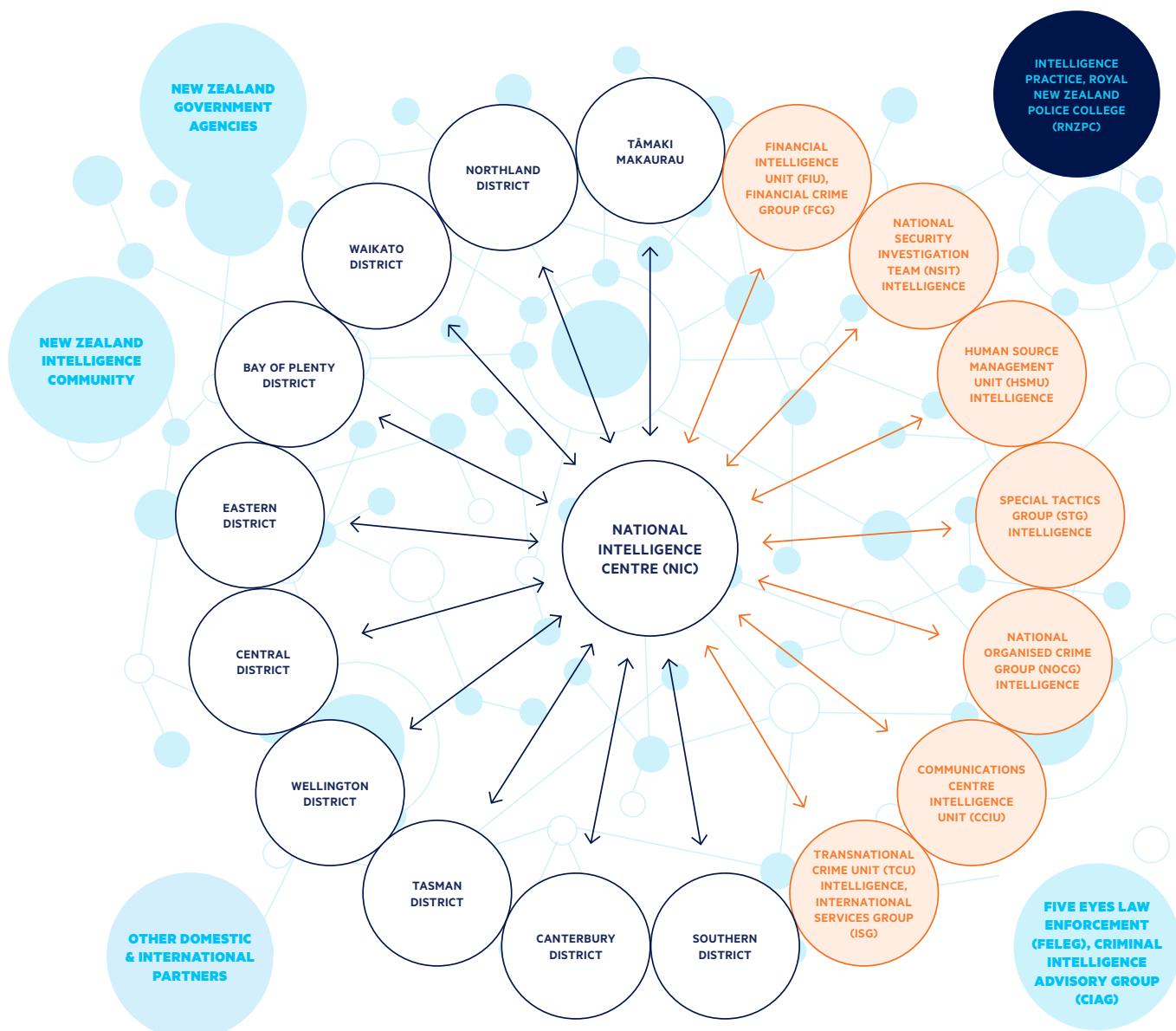


Figure 6: New Zealand Police Intelligence Hub and Spoke Model

The Director National Intelligence is responsible for the centralised coordination and strategic direction of New Zealand Police's Intelligence function. The Director National Intelligence exercises this responsibility through the five Senior NIC Managers, each of whom is responsible for a specific portfolio: Capability and Innovation, Intelligence Fusion*, High Risk Targeting, Analytics and Operations, and Collections. Each Senior NIC Manager is responsible for delivering on their portfolio responsibilities through their Wellington-based staff, as well as through the coordination of resources nationally.

At the Regional level, District Intelligence Units provide the decentralised execution of Intelligence in support of decision makers at the District and Area level. District Intelligence staff play a fundamental role in supporting Our Business, providing insight into the nature of demand, identifying trends – both positive and negative, and forecasting future threats, risks and opportunities. District Intelligence provide direct support to decision makers, with an emphasis on the provision of operational and tactical Intelligence.

Specialist Intelligence Units provide decentralised execution and delivery of Intelligence in support of decision makers working on specialised areas, including Communications Intelligence, Financial Intelligence and Organised Crime. Specialist Intelligence Units have a key role in supporting the success of their respective leadership teams through the provision of Intelligence that drives operational prioritisation of effort. Specialist Intelligence Units provide direct support to decision makers, with an emphasis on the provision of operational and tactical Intelligence.

The Intelligence Practice at The Royal New Zealand Police College provides training for Intelligence practitioners from New Zealand Police and the Combined Law Agency Group. The Practice offers a range of fit for purpose training solutions and nationally recognised Intelligence qualifications. The Practice is focused on developing capable, connected Intelligence practitioners equipped with the skills and knowledge to enhance decision making.

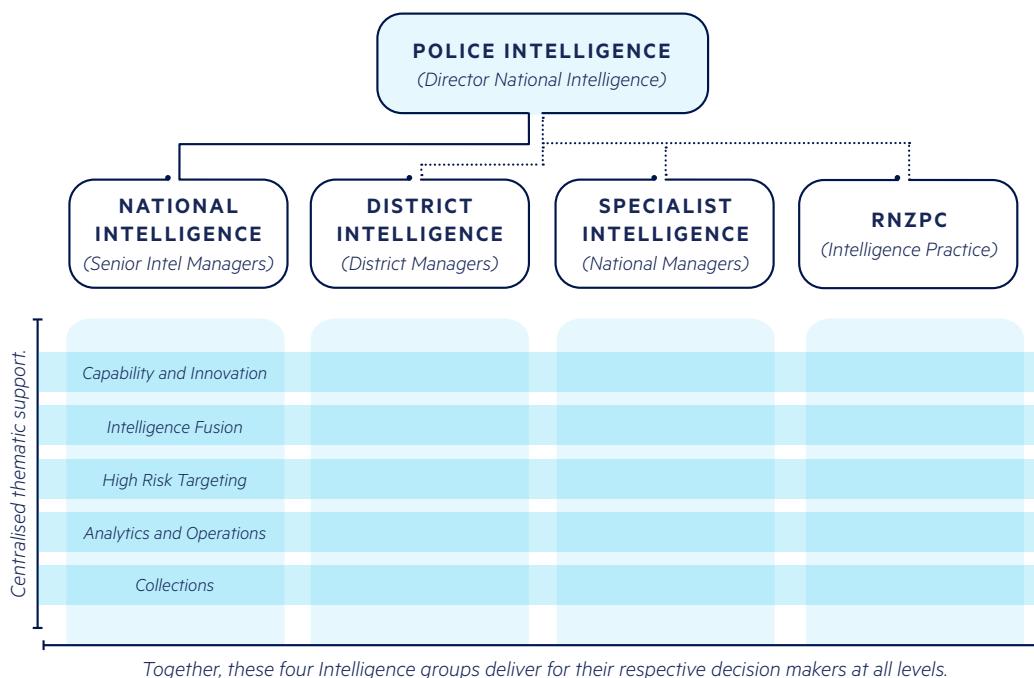


Figure 7: New Zealand Police Intelligence Command, Control and Coordination Structure

*National Drug Intelligence Bureau (NDIB), Gang Intelligence Centre (GIC), Combined Law Agency Group (CLAG) Coordinator

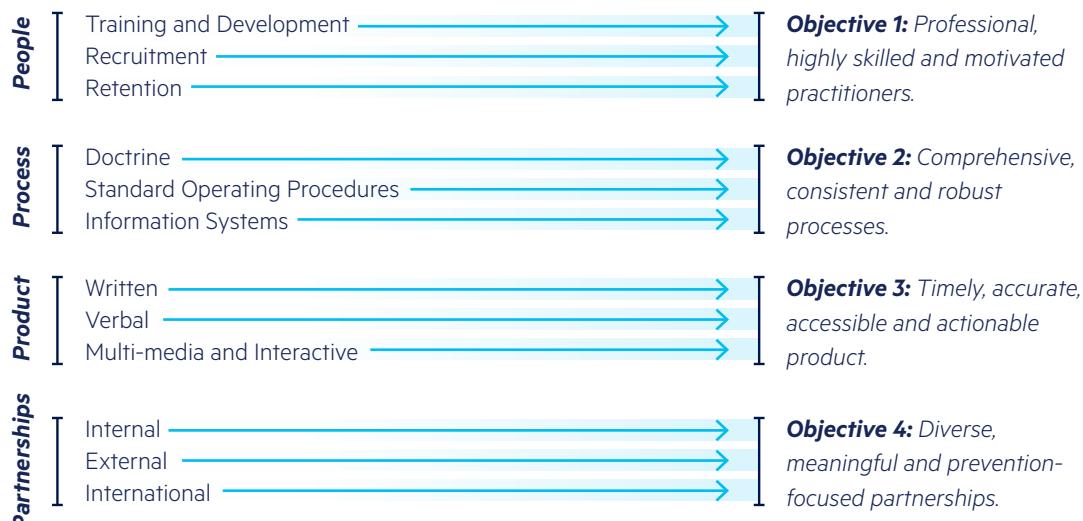
What is the Intelligence function's roadmap, or pathway, to becoming the best Police Intelligence function in the world?

The Intelligence function's roadmap provides a conceptual framework for transforming the Police Intelligence function from its current state to a desired future state.

The roadmap focusses on clear objectives reflecting the four distinct, but inseparable, components of Intelligence: people, process, product and partnerships. Each of these objectives has a clear statement of aspiration.

CURRENT STATE

Police Intelligence is functioning at a steady state, providing credible support to decision makers at all levels. Police Intelligence is a credible and essential part of Policing in New Zealand. Systems and processes are mature.



FUTURE STATE

Police Intelligence provides an indispensable contribution to making New Zealand the safest country. Police Intelligence continuously delivers exceptional Intelligence at all levels, shared with the widest possible audience to achieve the greatest impact.

Figure 8: New Zealand Police Intelligence Road Map

Our values

Other than the Intelligence Principles, how does the Intelligence function promote trust and confidence?

Police Intelligence is aligned to the Police High Performance Framework, as well as our organisational values.

To ensure trust and confidence, the Intelligence function is committed to our values which embody our priority of Be First, Then Do. Each of our values below is described in the context of the Intelligence profession with the aim of strengthening our understanding of how and who we are within the organisation.

- ▶ **Professional:** We seek to improve our performance and our craft continuously. We learn from our experience and the experience of others. We maintain the highest standards of Intelligence tradecraft and utilise technologies to enable the production of world-class assessments.
- ▶ **Respect:** We serve the New Zealand people. We support and comply with the laws of New Zealand, and all privacy, civil liberties and human rights obligations. We are committed to using our methods of collection proportionally, and view the maintenance of public consent as a treasured responsibility.
- ▶ **Integrity:** We are objective in our assessment and conduct, maintaining the highest standards of professional integrity. We seek, observe and collect objective facts and relevant information, consciously guarding against outside influence or interference in our analytic process. We encourage feedback and are receptive to critique.
- ▶ **Commitment to Māori and the Treaty:** We embrace our obligations as a Crown entity under the Treaty of Waitangi. We recognise the disproportionate harm experienced within our Māori communities and are committed to identifying opportunities to reduce future harm.
- ▶ **Empathy:** We endeavour, at all times, to discard analytic bias or cultural bias, placing ourselves in the shoes of victims and offenders in order to understand their experiences, desires and will, in order to provide deeper understanding of the underlying factors feeding the drivers of demand. This includes challenging our thinking on how we view and describe the people we deal with as offenders, victims and otherwise. This recognises that in order to be able to respond appropriately to people, we need to move beyond simplistic characterisations and gain insight about what's happening at a human level.
- ▶ **Diversity:** We embrace, promote and encourage diversity and collaboration in our work and thinking. We pursue partnerships across government, non-government entities and the community, seeking to achieve more together.



