

## HERMAN GOLDSTEIN AWARDS 2019

### Operation Notus

A large scale drug operation carried out in a small provincial community with high levels of methamphetamine use and multiple vulnerabilities

by New Zealand Police's National Organised Crime Group



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## Summary

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### **Operation Notus**

Methamphetamine use is a significant problem for New Zealand and is well known as a driver of the organised crime economy. Gangs across New Zealand have a marketing strategy to increase profit by targeting vulnerable, predominantly Māori communities. Methamphetamine dealing (by the Mongrel Mob Kawerau - MMK) and use was a pervasive problem for Kawerau, a small town (population 5,500) in New Zealand's Eastern Bay of Plenty.

In addition to the noted methamphetamine problem, from 2014 onwards, local police and community leaders reported an increase in property crime (graffiti), antisocial behaviour, gang activity (intimidation and recruitment) and violence (family and public place violence).

Analysis established that many of the known users and dealers were committing significant volumes of other crimes, largely to fund their addictions. We hypothesised that for the MMK, money, power and control was the principal driver of methamphetamine dealing, which was in turn increasing violence, property crime, intimidation and social deprivation in Kawerau. Through dealing, addiction and indebtedness the MMK had taken control of the town. Local Police struggled to effectively deal with the scale of offending. A complicating factor was the fractious nature of the relationship between the Crown, Police and local Iwi, which resulted in mistrust of Police motives and actions.

Operation Notus was developed to:

- disempower the gang through stripping their assets;
- implement a wraparound service (able to be used nationally) to break the addiction cycle and create resilience in the Kawerau community against methamphetamine harm;
- restore trust and confidence in Police.

Notus was unique because Police engaged with Iwi as genuine trusted partners whilst the investigation was unfolding. A collaborative plan was developed to manage the operation's impact on the community, both during and after termination. Part of this plan involved a strategy with partners to look after the children in a whanau centric manner, of the 48 offenders who were arrested.

In excess of \$3 million of assets was restrained during Notus. A stakeholder evaluation determined that the MMK's power, presence and drug dealing activities were substantially curtailed, trust and confidence was restored between Police, Iwi and the community, and an increase in referrals (predominantly self-referrals) indicating a strong willingness by users to seek help and break their cycle of addiction.

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## Scanning

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### Aotearoa, New Zealand

Aotearoa New Zealand's population is approximately 4.7 million. Māori are the indigenous people of Aotearoa. Europeans settled New Zealand in the 1800's. In 1840 the Treaty of Waitangi<sup>1</sup> was signed by the British Crown and more than 500 Māori chiefs from different Iwi (tribes).

Māori now comprise 15% of New Zealand's population. The ongoing effects of colonisation mean that Māori are more likely to have poorer outcomes in health and education and are over represented crime victimisation, offending and incarceration rates.

### Kawerau

Kawerau is situated in the Eastern Bay of Plenty (Appendix 1) with a population of approximately 5,500, of which 62% are Māori. The local Iwi are Ngāti Tūwharetoa and Ngāi Tūhoe (Appendix 2). The Treaty of Waitangi was not signed by these tribes - Tūwharetoa refused to sign, and Tūhoe were not given an opportunity.

Although Tūhoe had little direct contact with the early European settlers, throughout the 19th Century they were engaged in various conflicts with the government (Appendix 10).

Relations between Police and Tūhoe further deteriorated in October 2007 after a major armed police raid was undertaken east of Kawerau in response to the discovery of an alleged paramilitary training camp (Appendix 3). The raid was later found to be unlawful and Police apologised.

Kawerau suffers from high levels of social deprivation (Appendix 4), with a ranking of 9.4<sup>2</sup> out of 10 (1 being least deprived whilst 10 is most deprived).

### The problem: Methamphetamine

Methamphetamine is a predominant driver of criminal offending and the organised crime economy in New Zealand. Wastewater testing shows that New Zealanders consume an average of 16kg of methamphetamine per week, costing \$1.4 million per day. This equates to 832kg per annum, generating over \$500 million illicit revenue.<sup>3</sup> This amount of methamphetamine use creates social harm in excess of \$1 billion dollars.<sup>4</sup>

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<sup>1</sup> The Treaty of Waitangi was signed by the British Crown and Māori chiefs. The principles of partnership, participation and protection underpin the relationship between the Crown and Māori under the Treaty.

<sup>2</sup> New Zealand Index of Multiple Deprivation (IMD)

<sup>3</sup> National Wastewater Testing, New Zealand Police, <https://www.police.govt.nz/about-us/publication/national-wastewater-testing-programme>

<sup>4</sup> McFadden Consultancy. 2016. Research Report: The New Zealand Drug Harm Index 2016 (2nd edn). Wellington: Ministry of Health.

Police data shows the number of offenders proceeded against for methamphetamine use offences was increasing nationally, within the Bay of Plenty (BOP) and also specifically in Kawerau (Figures 1-3, Appendix 5). Furthermore A 2017 national survey of drug users found that the Bay of Plenty had 30 per cent of survey respondents addicted to methamphetamine, while respondents also reported the highest need for help for substance abuse.

In 2018 individuals of Māori ethnicity comprised 65% (up from 47% in 2010) of Bay of Plenty proceedings for methamphetamine use and European just 32% (Figure 4, Appendix 5).

MMK controlled the majority of methamphetamine in Kawerau.

In Kawerau, from 2014 onwards, local Kawerau police and community leaders (CEO Tūwharetoa Health Services, Kawerau Mayor) reported that:

- MMK began to expand in size and visibility, causing intimidation in the community
- MMK drove methamphetamine sales in the community
- MMK had amassed significant assets and wealth which they openly flaunted
- Drug use/abuse was a significant problem
- There was an increase in crime including property crime, family and public place violence and antisocial behaviour
- Congregations of youth were intimidating and harassing people, and wearing gang colours
- The community did not feel safe.

However, the true magnitude of these offences were not being reported to Police due to low trust and confidence resulting from previous experiences such as the Urewera raids.

The MMK intimidated any local leaders who spoke out about methamphetamine. A perceived lack of action by local Police saw trust and confidence fall further.

At this point in time we identified the problem as the MMK dealing methamphetamine into the community.

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## ***Analysis***

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Kawerau represents a much bigger New Zealand problem of methamphetamine addiction in small and predominantly Māori towns.

Kawerau Police had insufficient resources to address the size and scale of the gang and methamphetamine problem. The community lacked confidence in Police to deal with the MMK. Police's inaction enabled the gang to strengthen their hold on the town. The community believed that the Police could not protect them, and the gang was running the town.

Police's National Organised Crime Group (NOCG) was alerted to the problem in August 2017. As a first step, NOCG knew they had to examine what was driving the problem.

Understanding that much of the problem was not being reported to Police, and taking the problem back to the elements of the crime triangle (refer Appendix 6), NOCG collected further

intelligence on the offenders, victims and locations. Initial intelligence primarily came from informants along with information from Kawerau Police and local residents. Subsequent interceptions of offenders' private communications and call data identified others who were involved in the offending.

Offenders: The criminal investigation identified 11 principal and 37 peripheral dealers. Offenders were predominantly Māori (79%), male (71%) and aged 21-40 (64%) (Appendix 6).

Intelligence identified that the MMK was directed by a committee of three, known as 'the Round Table.' One member had control over the group's regional activity. To be eligible to supply drugs in Kawerau, syndicate members were required to pay tax to MMK. Several targets were known to be in possession of illegally sourced firearms, including military-style firearms.

Location: The investigation established the majority of offending was occurring in Kawerau and to a lesser extent in surrounding towns. Surveillance identified one offender dealing to an average of 10 individuals per day from his address.

Commodity: It was common for groups within syndicates to work alongside each other to distribute methamphetamine.

The amount of methamphetamine dealt throughout the period of the investigation extracted over \$2.3 million dollars from an already impoverished community.

Victims: The investigation ran a specific phase that identified and captured in a database, more than 400 users who sourced drugs from the various syndicates. It is likely that the breakdown of trust within this vulnerable section of the community made it more difficult for these users to seek help, in addition to their familial ties with offenders. However it is likely that not all transactions were captured in the surveillance. Some victims struggled to fund their addiction so were selling drugs to cover their debt.

## What was the Harm of Methamphetamine Addiction?

The analysis established that approximately 10% of the population was addicted to methamphetamine. The harms this caused were identified by local Police, Community leaders, Agency leads, national research<sup>5</sup> and included:

- Driver of family violence, grievous assaults, mental health issues, Arms Act offences, homicides
- Children and unborn babies exposed to methamphetamine use and dealing in the home, leading to health issues and intergenerational acceptance of methamphetamine
- Tūwharetoa reported children poorly cared for by addicted parents, lack of kai (food), uniforms, school supplies and other basic necessities in the home
- Whanau (families) accumulating debt (up to tens of thousands of dollars) to pay for their drugs
- Prostitution amongst women and even girls as young as 14, to pay for drugs.

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<sup>5</sup> Methamphetamine Harm Intelligence Report NND/IR/170303 1500

## Why were these offences occurring?

From analysing data on methamphetamine users, we established a link between their drug use and other offending. Between 2009 – 2018, 41 offenders in Kawerau were proceeded against for methamphetamine-related offences including Procure, Possession, Use and Utensils. The total number of proceedings taken against those offenders between 2009 – 2018 for all offences was 835 (Table 1, Appendix 7). On average, 20 proceedings were taken against each offender. We believe this is only a small proportion of the true level of criminal activity that was occurring.

These numbers highlight the amount of other criminal activity and harm being inflicted on communities by individuals using methamphetamine (See Appendix 8 for a Case Study). This reflects the national situation where 15,611 offenders were proceeded against 170,500 times over the 2009 - 2018 period (average 11 proceedings per offender).

From observing the MMK and from intelligence gathered during the investigation, we believe that the drug syndicates were motivated by money, power and control.

Principal offenders were generating significant profit. There was evidence of money laundering and asset accumulation (\$3 million worth of residential properties, motor vehicles, boats and cash). The MMK were using their assets as a marketing tool, driving around town in expensive cars, to draw youth into the gang. The Mayor reported the MMK purchased a van to transport children to sports events and sponsored children's sports teams. Like many other similar vulnerable communities within New Zealand, the very fabric of Kawerau society was being destroyed by methamphetamine dealing and addiction.

Some peripheral offenders and drug users were motivated by their addiction and the need to pay off drug debts incurred to principal targets.

## The Problem

Analysing all the information gathered, we hypothesised that for the MMK the money, power and control was the principal driver of methamphetamine dealing, which was in turn increasing violence, property crime, intimidation and social deprivation in Kawerau. Through dealing, addiction and indebtedness the MMK had taken control of the town. Local Police struggled to effectively deal with the scale of offending.

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## Response

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### Historic Relationship between Police and Iwi

Appendix 10 details the fractious nature of the relationship between Crown, Police and Iwi, leading to endemic, serious mistrust and a lack of confidence in Police. Engagement with Iwi during Notus was critical to ensure that the mistakes of the past were not repeated.

Operation Notus commenced in August 2017 (Appendix 11). Notus was led by NOCG and involved BOP Police, Kawerau Council, Local Iwi (Tūhoe and Tūwharetoa), Oranga Tamariki (Ministry for Children), the Ministry of Health and the Ministry of Social Development.

Linking back to our hypothesis, the goal of Notus was to:

- reduce the sale and supply of methamphetamine, disempower the gang and strip their assets
- design and implement wraparound services to break the addiction cycle and create resilience in the Kawerau community against methamphetamine harm. If proven successful this could be implemented in other similar communities
- restore trust and confidence in Police.

A further objective was to obtain evidence to advocate for additional funding for addiction treatment in New Zealand, as part of our prevention strategy.

In developing the response, Police looked at harm reduction projects and operations we could learn from that had been run in other Police districts:

- Operation(s) Daydream<sup>6</sup> and Rosella<sup>7</sup> held community meetings and sent bulk texts to users about treatment options following methamphetamine operations similar to Notus.
- Te Ara Oranga reduced methamphetamine harm and demand in Northland through bringing together a variety of treatment and enforcement work streams. Police focus on disrupting supply lines and encouraging problematic users into treatment. Users are assisted into work whilst support groups were established for their whanau and friends.

New Zealand Police's Good Practice Index suggests asset seizure could be a tactic to derail, disrupt and deter organised crime and drug offending. Although asset recovery has not been formally evaluated in New Zealand, it suggests that asset recovery could potentially work through removing the financial backing that offenders require to conduct their business as well as sending a signal to potential or low level offenders that the risk of detection is high and therefore the consequential penalties outweigh the potential profit.

Taking these learnings and considering sensitivities around the relationship between Police and Tūhoe, a multi-faceted approach was developed that included:

1. Consulting with Iwi and Other Agencies (identified through a Community Impact Assessment) pre termination

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<sup>6</sup> Operation Daydream engaged with users as part of their investigation and held community meetings after the termination to break the cycle of addiction.

<sup>7</sup> Operation Rosella involved contacting users by bulk text to encourage them to seek treatment.

2. Co-developing a community wraparound process to break the cycle of addiction (developed a database that identified victims of addiction within Kawerau for later support, advocating with Ministry of Health to increase Kawerau's addiction treatment services)
3. Restraining assets on termination day from the MMK drug dealers, obtained through offending
4. Developing a media and communication strategy.

## Consultation with Iwi and Other Agencies

A critical component of the Community Impact Assessment is to identify key community leaders, organisations and agencies who can help shape Police response to support the community through such a disruptive time. Putting the impact on the community at the forefront shaped activities both during and post termination. Impact Assessment plans were developed for children, families, addicts/users, media and community engagement. Stakeholders were involved in planning, sharing information and developing a cooperative approach that fulfilled both parties' needs and achieved collective outcomes.

Key actions from the plans included:

- Senior Police staff<sup>8</sup> meeting with Tūhoe in the week before termination where it was agreed that they would care for children on termination day
- Designing a process to care for the children whose parents had been charged with methamphetamine offences
- Engaging with senior National Managers of Oranga Tamariki (Ministry for Children), Ministry of Social Development, Housing New Zealand and Ministry of Health (MOH) to provide additional support such as care for children, financial assistance and temporary housing on and after termination day
- Oranga Tamariki providing Tūhoe with funding to purchase items to support the children of gang families on the day of termination
- Developing a media plan that would include community leaders and Police on termination day
- Engaging with Ministry of Health and District Health Boards post termination so they could provide adequate services for addiction treatment
- Meeting with Mayor of Kawerau to listen to concerns, provide reassurance and consider how Police and the Council could work together going forward
- Notifying Courts and Corrections to expect a high volume of throughput on the day.

## Breaking the Methamphetamine Addiction Cycle

The following activities were undertaken:

- Staff were briefed about the need for empathy towards users and their whanau who were suffering harm from methamphetamine
- Resources on methamphetamine addiction provided to staff to hand out to arrested offenders and their whanau (Appendix 9)

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<sup>8</sup> Deputy Commissioner Mike Clement and Assistant Commissioner Wally Haumaha



- Warrant teams spoke with offenders and whanau about how to seek treatment for their addiction
- Social service agencies were advised of, and prepared for, increased demand for service from Kawerau residents.

## Termination Day

On 27 March 2018, over 350 Police staff from BOP District, NOCG, specialist groups such as Special Tactics Group, Armed Offender Squad, Surveillance, Technical Support Unit, Air Support and the Maritime Unit assisted with the termination. Search warrants were executed at 41 target addresses around Kawerau and surrounding towns. Thirty seven arrests were made and a further five arrests the following week. During the search warrants Police located:

- 39 firearms<sup>9</sup>
- 200 cannabis plants and 150 grams cannabis material
- 32 grams methamphetamine
- Other drugs and drug equipment/paraphernalia
- \$25,000 cash.

Approximately \$3 million worth of assets<sup>10</sup> was restrained following the arrests of 7 of the primary offenders.

Referrals were made to Oranga Tamariki about 37 children in situations of risk. A large number were initially cared for at Tūwharetoa. Tūhoe and Oranga Tamariki provided longer term care and support for five of these children (aged between 5 – 14) until they could be placed back into safe home environments.

Usually when Police conduct warrants on gang houses with firearms they use specialist forces to carry out unannounced forced entry. One of the key findings of the inquiry into Operation 8 (Urewera raids) was that the community was traumatised by specialist armed Police who wore black kit, balaclavas and carried semi-automatic firearms. Taking into account the Community Impact Plan and following a proper safety assessment it was decided that our armed police response would wear standard issue uniform and no unannounced warrants were conducted. This was done to reduce perceptions of intimidation and to provide reassurance in the community. Media noted that Police activity was deliberately kept low-key so as to avoid creating a fearful environment.

## Media and Communication Strategy

Notus needed to be handled in a collaborative, sensitive way with consistent messaging. A joint media stand up was held with the Police Area Commander, the Kawerau Mayor and the CEO of Tūwharetoa Hauora (Health, Education and Social Services). This demonstrated a collaborative approach to addressing the community's need around methamphetamine harm.

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<sup>9</sup> Including 21 assault rifles, 17 shotguns and 1 slug gun

<sup>10</sup> Eight residential properties, 13 motor vehicles, 6 motorcycles, 5 boats, 2 jet-skis, 4 trailers, 21 bank accounts, cash and other miscellaneous items.

Media messaging promoted a harm prevention focus, taking the power away from gangs and restoring it to the community. One of the successful tactics used was to monetize the amount of methamphetamine dealt during the course of the investigation which reinforced comments by community leaders about the devastation caused by methamphetamine addiction due to the community's low socio-economic dynamics.

## Post-Termination Engagement Activities

The Community Impact Assessment drove the following activities:

- Police held marae based meetings in Eastern Bay of Plenty to raise awareness of treatment, rehabilitation and counselling for methamphetamine addiction
- Police made contact with 400 users via bulk texts to connect them with treatment services
- Police supported the community to seek funding from MOH and DHBs for additional addiction treatment services
- Delivery of educational material on the methamphetamine addiction cycle to whanau, community centres, health centres and other service providers
- Programmed media messaging including on Police social media
- Conducting bail checks on offenders
- Police took Tūhoe leaders and Alcohol and Other Drug services to Northland to look at Te Ara Oranga project
- Police conducted a second phase in September 2018 and arrested a further 11 offenders who had filled the void left by Notus phase one. Methamphetamine, cannabis plants and material, firearms, two vehicles and cash was seized

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## Assessment

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The goal of Notus was to reduce the sale and supply of methamphetamine, disempower the gang and strip their assets, implement wraparound services to break the addiction cycle and restore trust and confidence in Police.

There was a reduction of 31% in total recorded crime in Kawerau in the three months following termination day, compared to the three months prior to termination. The six month comparison shows a decrease of 15%. However it is too early to use this as an indicator of success due to the small size of the Kawerau population. With a significant increase in people being treated for methamphetamine addiction we would expect to see an overall decrease in recorded crime.

However, a drop in recorded crime does not tell the full story. The real impact becomes evident through the observations and reports of community members and other stakeholders (Iwi, Council, Oranga Tamariki, Kawerau Police) which were canvassed in an evaluation in April 2019 by Police's Evidenced Based Policing Centre. They reported the following outcomes:

- MMK's power, presence and drug dealing activities have been substantially curtailed, less visibility of gang paraphernalia, fewer children wearing gang colours
- Funding provided by Ministry of Health in December 2018 for an additional Alcohol and Drug practitioner
- Trust and confidence restored between Police and the community. Through the provision of wraparound services focused on methamphetamine users, during and post termination, Tūwharetoa Hauora (Health, Education & Social Services) reported an increase in referrals from 20 per year prior to Notus to 127 referrals in the year following. More than 75% of these were self-referrals for Drug treatment.
- Local Police feel more supported and report a boost in morale
- Congregations of youth harassing and intimidating people have disappeared
- Reduction in graffiti and other property crime
- Increased information sharing between stakeholders
- Increased community resilience and intolerance of methamphetamine use. Residents are proud of their town and willing to stand up against the gang.
  - *"Faith is restored,"* Chris Marjoribanks, CEO Tūwharetoa Hauora.
  - *"We turned on our rehab programme, we have one now.... Tūhoe putting their hand up for all of the shit that is happening in Tūhoe communities."* Kirsti Luke, CEO Tūhoe.
- As a consequence of Notus, local Iwi have initiated the implementation of Te Ara Oranga to continue to tackle the effects of methamphetamine use in the community.

We are exploring other data sources to quantify the impact of Notus.

Police do not, as a matter of course, share operational information with others prior to termination due to the potential risk to operational security. Notus demonstrated that provided we conduct proper risk assessments about who to include and what to share, community and partner agencies could be trusted because they all have the same interest, which is to build safer communities.

*"There's a mood in town that is quite a bit more positive. To say we've had enough. A number of people have come forward, they're not so scared to speak out now which is really positive."*  
Malcolm Campbell, Mayor of Kawerau.

Tūhoe particularly appreciated the care that Police showed about the families and children, and their respective ability to connect on common issues rather than focus on the negative aspects of the activity, eg – the arrests, the methamphetamine use, the impact on the community. *"In 170 years we've never been shown that degree of confidence,"* said Tūhoe CEO Kirsti Luke. *"Trust and confidence is a beautiful thing."*

Activities after Notus included:

- Community groups within Kawerau provided evidence to the 2018 Government Mental Health and Addiction Inquiry to identify unmet needs and develop recommendations for a better mental health and addiction system for Aotearoa New Zealand.
- In 2019 evidence about the harm caused by methamphetamine addiction in Kawerau, and the tactics of gangs to addict users to deal for them, was provided to the New Zealand Court of Appeal who were reviewing the sentencing regime for methamphetamine offences. Police and the Crown advocated for a health approach rather than a law enforcement approach where appropriate.

## Lessons Learnt

The lack of dedicated addiction treatment services within Kawerau presented an ongoing challenge. In future Police and Ministry of Health will work together to ensure addiction service capacity is increased for these operations.

Police could have engaged with community leaders and Health and Social Service Agencies from the inception of the investigation, to provide support and assistance to users identified as having methamphetamine addiction.

## Notus: The Future

The impact of Notus will be sustained through the multi-faceted approach and the involvement of the community. Tūwharetoa Hauora and the community are taking the lead in making the Kawerau community more resilient to methamphetamine harm. *“Dealing with families affected by meth is complex, but educating others on the drug is helping the community fight back,”* Chris Marjoribanks, CEO Tūwharetoa Hauora.

The Government’s 2019 Budget allocated \$455.1m for mental health and addiction support.

The community is taking ownership of the methamphetamine problem and will not tolerate its use or supply in the town. A good example of this is the Anti-meth group whose goal is to drive methamphetamine out of the town. They offer support to users and have held a number of community events such as meetings and a march through the town in January 2019.

Police are committed to staying on top of the problem, arresting offenders and dismantling distribution points, rather than letting it build up again. *“Police, with the support of our partners and the Kawerau community, remain committed to a methamphetamine-free Kawerau,”* Sergeant Al Fenwick, Kawerau Police.

NOCG developed a guide for other Police Districts, in taking a community wraparound, partnership approach to large scale drug investigations.

Lessons learnt shape our future in similar operations. Early engagement with partners built on trust, that delivers a collective impact is a priority, along with a communication plan that supports this.

*“Notus has showed us you have honoured your word and your apology and your intent (Appendix 1). You asked Mike Clement and Wally Haumaha to come up and see us as people that could do something of value. 170 years to sit there in Taneatua and never be shared that level of confidence. Notus has brought to a head the fact that we are on the road to recovery from Operation 8. The thing that has changed is not only have we always needed your help, these days we want it.”* Kirsti Luke, Tūhoe CEO.

## Agency and Officer Information

### Key Project Team Members

- Detective Superintendent Greg Williams
- Detective Senior Sergeant Mike Varnam
- Detective Senior Sergeant Lloyd Schmid
- Kirsti Luke, Chief Executive Officer, Tūhoe Te Uru Taumatua
- Chris Marjoribanks, Chief Executive Officer, Tūwharetoa ki Kawerau Health Education and Social Services Trust

### Project Contact Person

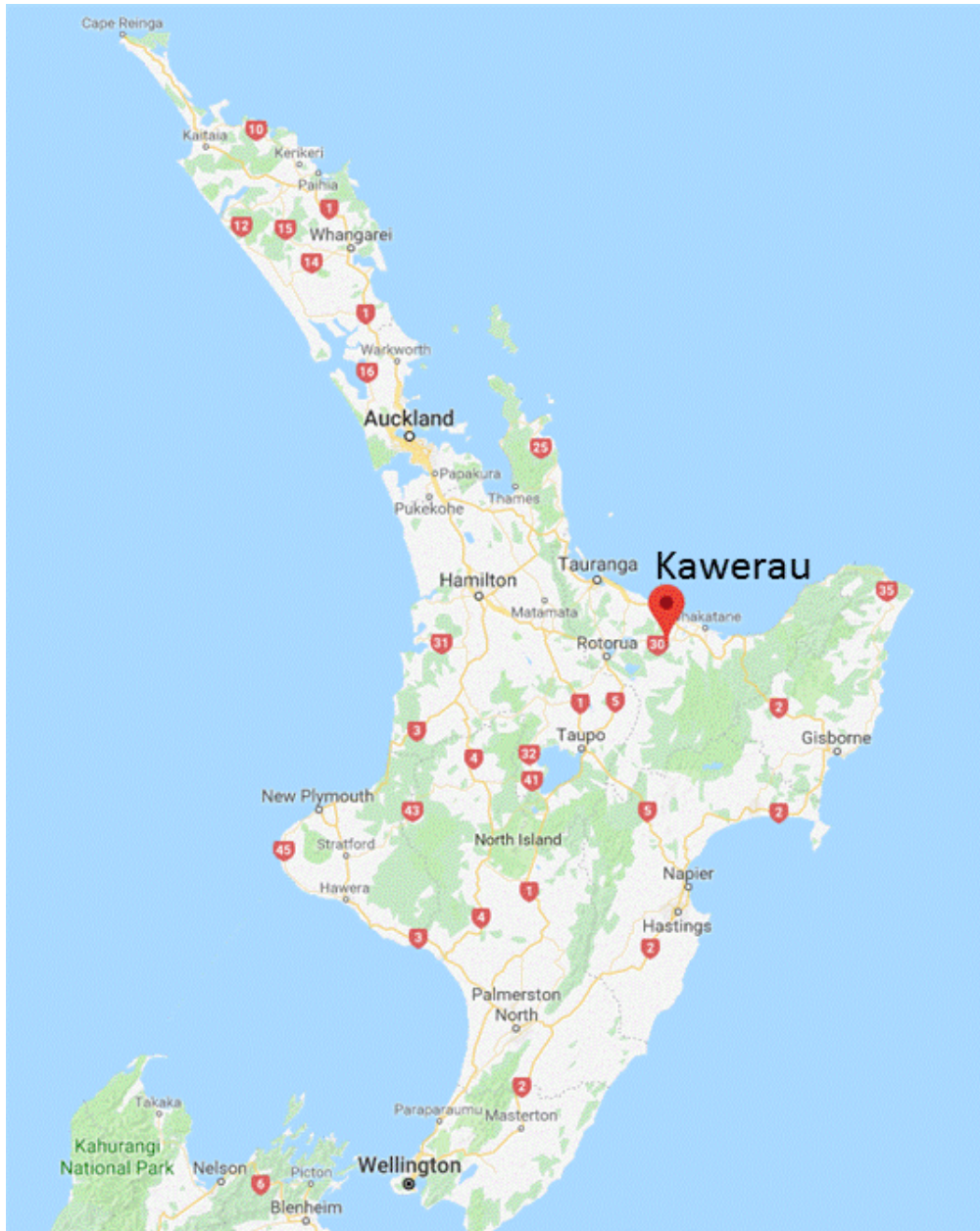
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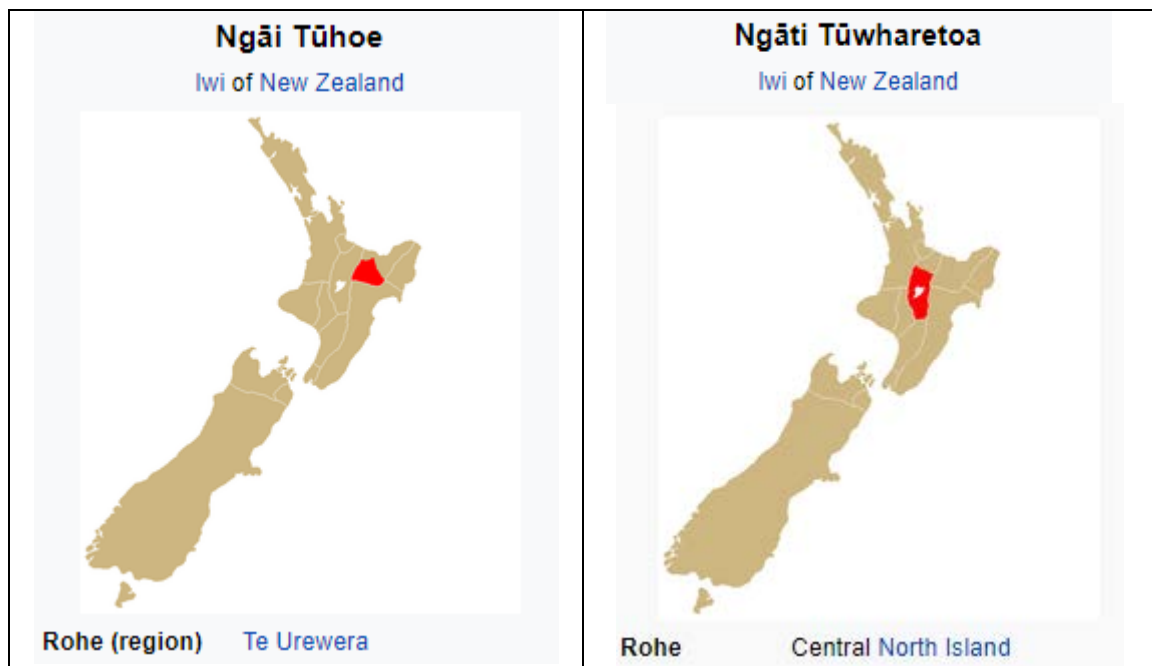
## Appendices

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### Appendix 1. Map of North Island of New Zealand, showing Kawerau



## Appendix 2. Map of Ngāi Tūhoe and Ngāti Tūwharetoa Regions



### **Appendix 3. Operation 8 - Urewera Police Raids**

There was a major armed-police raid in the Ureweras (in the Eastern Bay of Plenty approximately 44km east of Kawerau) in October 2007 amid claims that some Tūhoe had run terrorist training-camps there. Armed police set up roadblocks and searched and questioned everyone who passed through, including a school bus. Locals said they felt intimidated.

No terrorism charges were laid. A 2013 Independent Police Conduct Authority (IPCA) review<sup>11</sup> found that aspects of the raid were “unlawful, unjustified and unreasonable.”

In 2014 the Police Commissioner publicly apologised for the actions of officers during the raid, acknowledging that the relationship between Tūhoe people and Police had been significantly damaged.

Prior to these raids Tūhoe felt invisible to Police. They would never have expected to be consulted or even considered for consultation. Subsequently, the IPCA report placed more of an obligation on Police to ‘do it right’ and to have consideration for the community in their activities. Lessons learnt are now embedded in Police policy and practice.

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<sup>11</sup> Operation Eight: The Report of the Independent Police Conduct Authority. 2013.



## **Appendix 4. Kawerau's Ranking across the 2013 Index of Multiple Deprivation Domains**

A rank of 1 represents least deprived whilst 10 is most deprived. The overall rank for Kawerau is 9.4 indicating that it is one of the most deprived areas in New Zealand. Domain rankings are shown in Table 1 below:

**Table 1. Kawerau's deprivation level rankings for each domain**

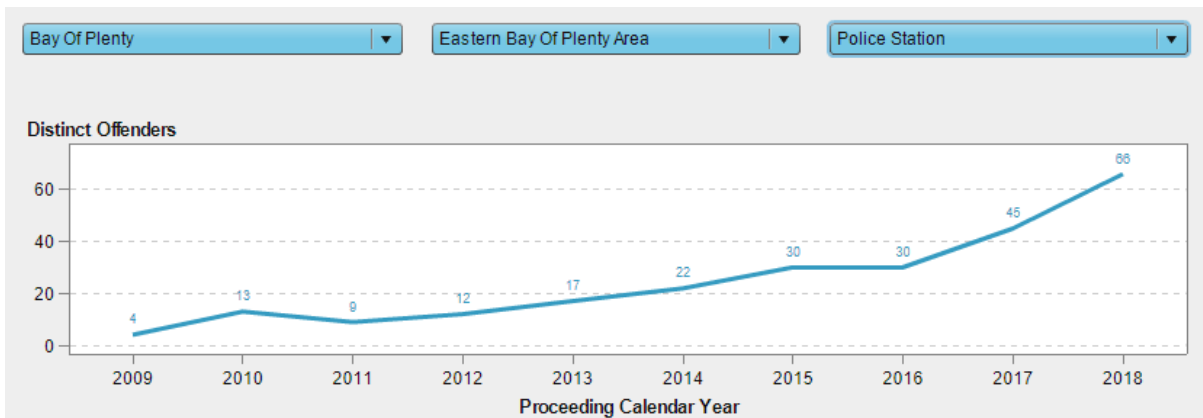
<b>Domain</b>	<b>Ranking</b>
Employment	10
Income	8
Crime	8
Housing	7
Health	8
Education	10
Access to services	8

## Appendix 5. Charts

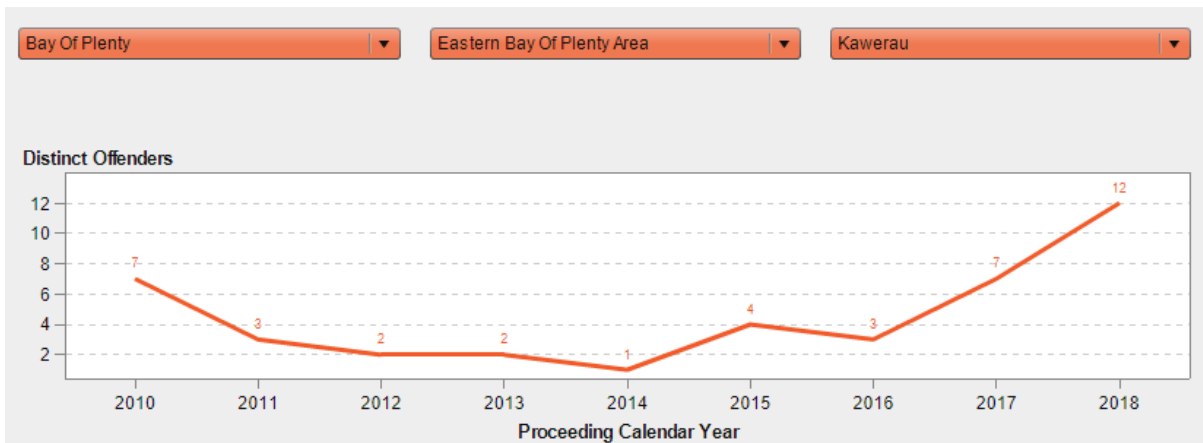
**Figure 1. National Number of Offenders Proceeded Against for Methamphetamine: Consume/Smoke Use, Possess/Use Utensils, Procure/Possess**



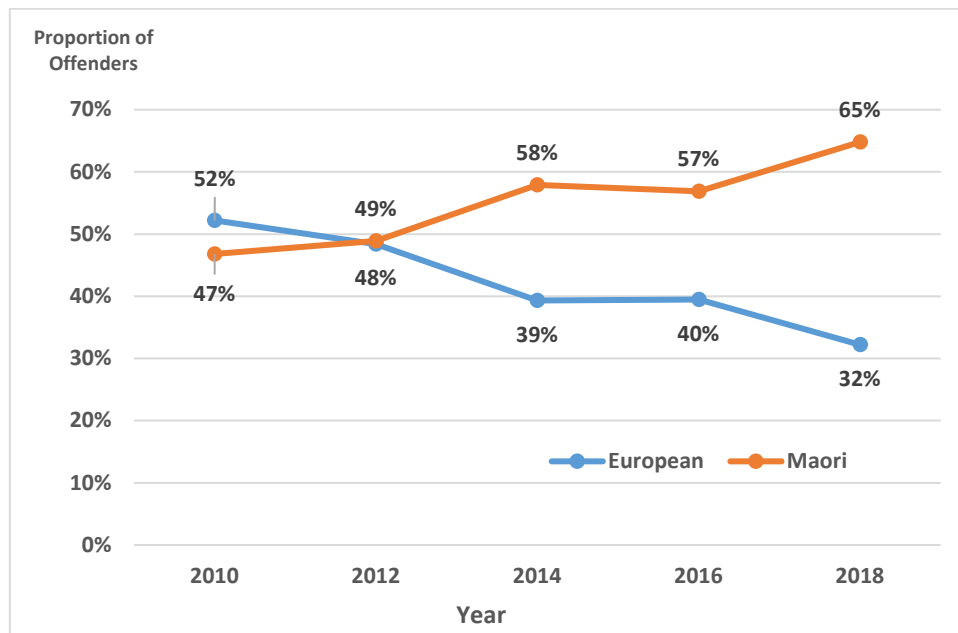
**Figure 2. Bay of Plenty District Number of Offenders Proceeded Against for Methamphetamine: Consume/Smoke Use, Possess/Use Utensils, Procure/Possess**



**Figure 3. Kawerau Number of Offenders Proceeded Against for Methamphetamine: Consume/Smoke Use, Possess/Use Utensils, Procure/Possess**



**Figure 4.** Bay of Plenty Court proceedings for Methamphetamine Consume/Smoke/Use, Possess/Use Utensils, Procure/Possess showing Offender Ethnicity Proportions



## Appendix 6. Crime Triangle<sup>12</sup>

### Offenders

#### Ethnicity

Ethnicity	Percent
Maori	79%
European	17%
Other	4%

#### Gender

Gender	Percent
Male	71%
Female	29%

#### Age Group

Age Group	Percent
21 – 30 years	33%
31 – 40 years	31%
41 – 50 years	27%
50+	8%

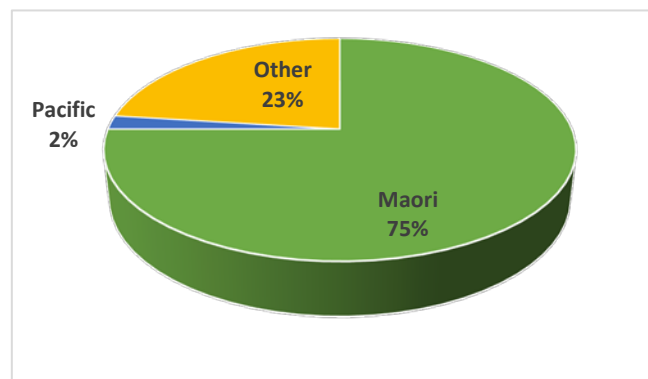


### Location - Kawerau

Index of Social Deprivation	9.4 (10 is most deprived)
Māori Population	62%
NZ Unemployment rate	4.2%
Kawerau Unemployment rate	25%
Homicides per 1000	(0.6) 2nd highest in NZ

### Victims

Ethnicity of Alcohol & Drug Referrals made at Tūwharetoa Hauora 2018



<sup>12</sup> (<http://www.popcenter.org>)

## Appendix 7. Tables

**Table 1. Total Proceedings Taken Against Kawerau Offenders Who Were Proceeded Against between 2009 – 2018 for Procure, Possession, Use and Utensils Methamphetamine-related offences**

Offence Division	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Grand Total
Theft and Related Offences	8	26	20	16	16	14	34	11	16	24	185
Traffic and Vehicle Regulatory Offences	4	11	9	12	8	10	10	10	15	23	112
Offences Against Justice Procedures, Govt Sec and Govt Ops	2	8	8	11	4	12	14	7	9	20	95
Acts Intended to Cause Injury	4	6	8	13	6	8	15	14	5	13	92
Illicit Drug Offences		18	9	13	5	3	3	4	1	35	91
Public Order Offences	1	9	12	27	7	3	1	4	7	5	76
Unlawful Entry With Intent/Burglary, Break and Enter Prohibited and Regulated Weapons and Explosives Offences	5	11	4	9	2	3	4	4	1	4	47
Dangerous or Negligent Acts Endangering Persons	1	12	1	4		1	6	3	5	7	40
Property Damage and Environmental Pollution		6	2	5	1	5	6	1	1	5	32
Abduction, Harassment and Other Related Offences Against a Person		5	1	7	3	1	2	6	2	5	32
Homicide and Related Offences		3	2	2	3	2	1	3	2	4	22
Sexual Assault and Related Offences					2	1					3
Robbery, Extortion and Related Offences							3				3
Miscellaneous Offences						1			1		2
Fraud, Deception and Related Offences							1				2
<b>Grand Total</b>	<b>25</b>	<b>115</b>	<b>76</b>	<b>119</b>	<b>57</b>	<b>65</b>	<b>101</b>	<b>67</b>	<b>65</b>	<b>145</b>	<b>835</b>

## Appendix 8. Case Study – Holly’s Story

Holly, aged 28, provides an example of a methamphetamine user who fits a profile often seen in methamphetamine addiction. A review of Holly’s Police record shows the following recorded offences by type:

Code & Description	2006	2007	2008	2011	2012	2013	2014	2015	2016	2017	2018	Grand Total
1319 - Other Aggravated Robbery			7									7
1321 - Robbery (By Assault)	2											2
1335 - Assaults With Intent To Rob (With Another Person)		2										2
1426 - Injures Intent To Injure (Manually)			1									1
1593 - Common Assault(Crimes Act)Manually		2										2
1649 - Other Common Assault									1			1
2W - Fails To Appear On Warrant	2		4					1				7
4129 - Other Burglary (Other Property)								1				1
4322 - Shoplifts (Est Val Under \$500)				3	2	6	4	14	2			31
4323 - Shoplifts (\$500-\$1,000)							2	3	1			6
4324 - Shoplifts Over \$1,000				1				1				2
4373 - Theft (Under \$500)		2	2									4
4387 - Theft (Over \$1,000)				1								1
4417 - Receives Property (Over \$1,000)								1				1
5951 - Procure/Possess Methamphetamine And Amphetamine						2	1					3
6111 - Wilful Trespass					1		1					2
6D - Bail Breach	5	11			1		1	2				20
7191 - Failure To Answer District Court Bail							2		1			3
7192 - Failure To Answer Police Bail						1	1					2
A518 - Breath Alcohol Level Over 400 Mcgs Per Litre Of Breath		1				1						2
B106 - Person On A Road Gave False Details As To Own Identity											1	1
B184 - Unlicensed Driver Failed To Comply With Prohibition							1					1
D502 - Careless Driving		1		1								2
L143 - Drove While Licence Suspended Or Revoked										2		2
L230 - Drove While Disqualified 3Rd Or Subsequent											2	2
L603 - Veh Impounded Expired Lic/Unlic Driver							1					1
<b>Grand Total</b>	<b>9</b>	<b>27</b>	<b>6</b>	<b>6</b>	<b>4</b>	<b>10</b>	<b>14</b>	<b>23</b>	<b>5</b>	<b>2</b>	<b>3</b>	<b>109</b>

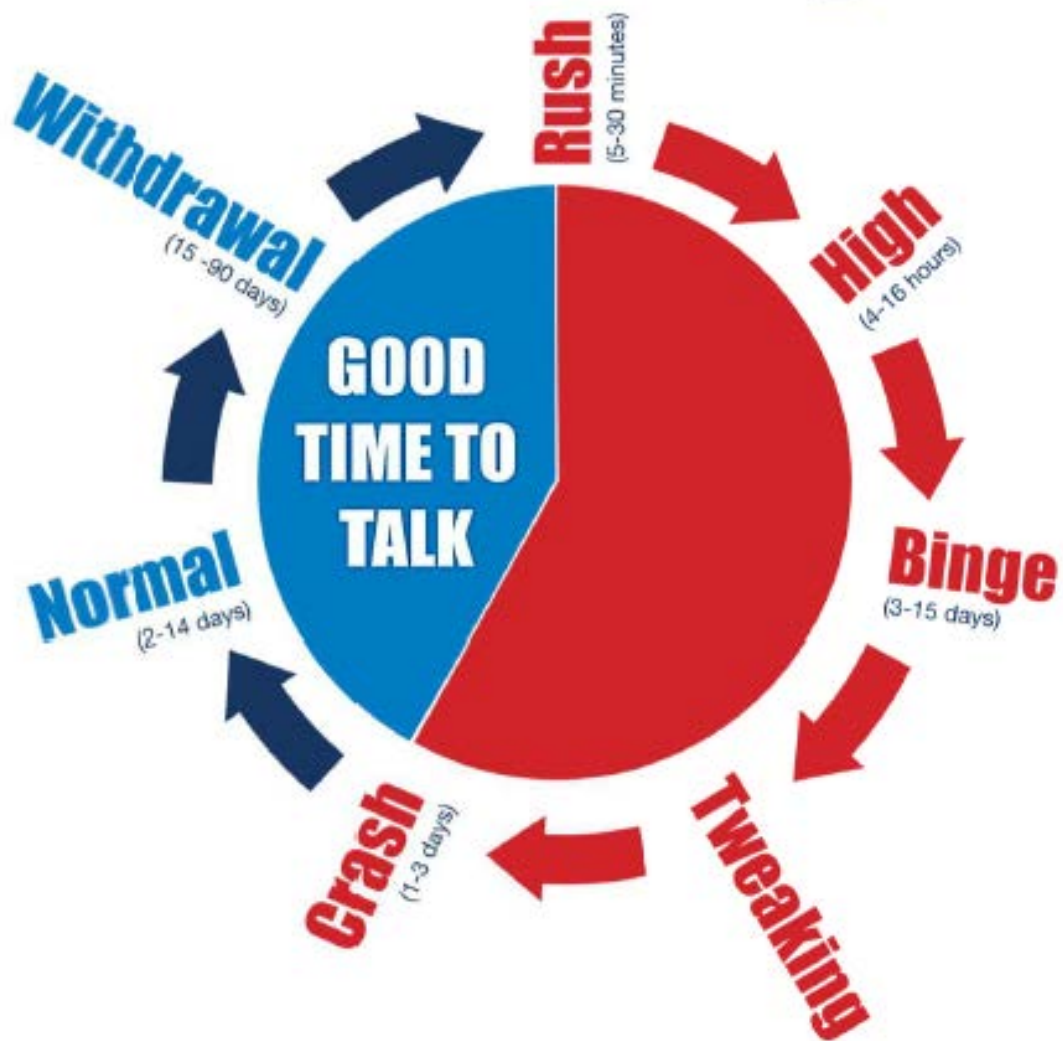
Holly was living in Kawerau during some of the offending period and has links to the Mongrel Mob. Holly’s offending started when she was 16 years old and includes many dishonesty type offences. In addition to her offending, Holly has been a victim of family violence multiple times and of numerous other offences including rape and burglary. Children of methamphetamine users are often exposed to the harm of methamphetamine addiction. In one incident Holly had her 10 month old child with her when arrested for shoplifting and possession of methamphetamine.

Some issues commonly seen with methamphetamine users are not indicated in Holly’s case. These include mental health problems and suicide attempts.

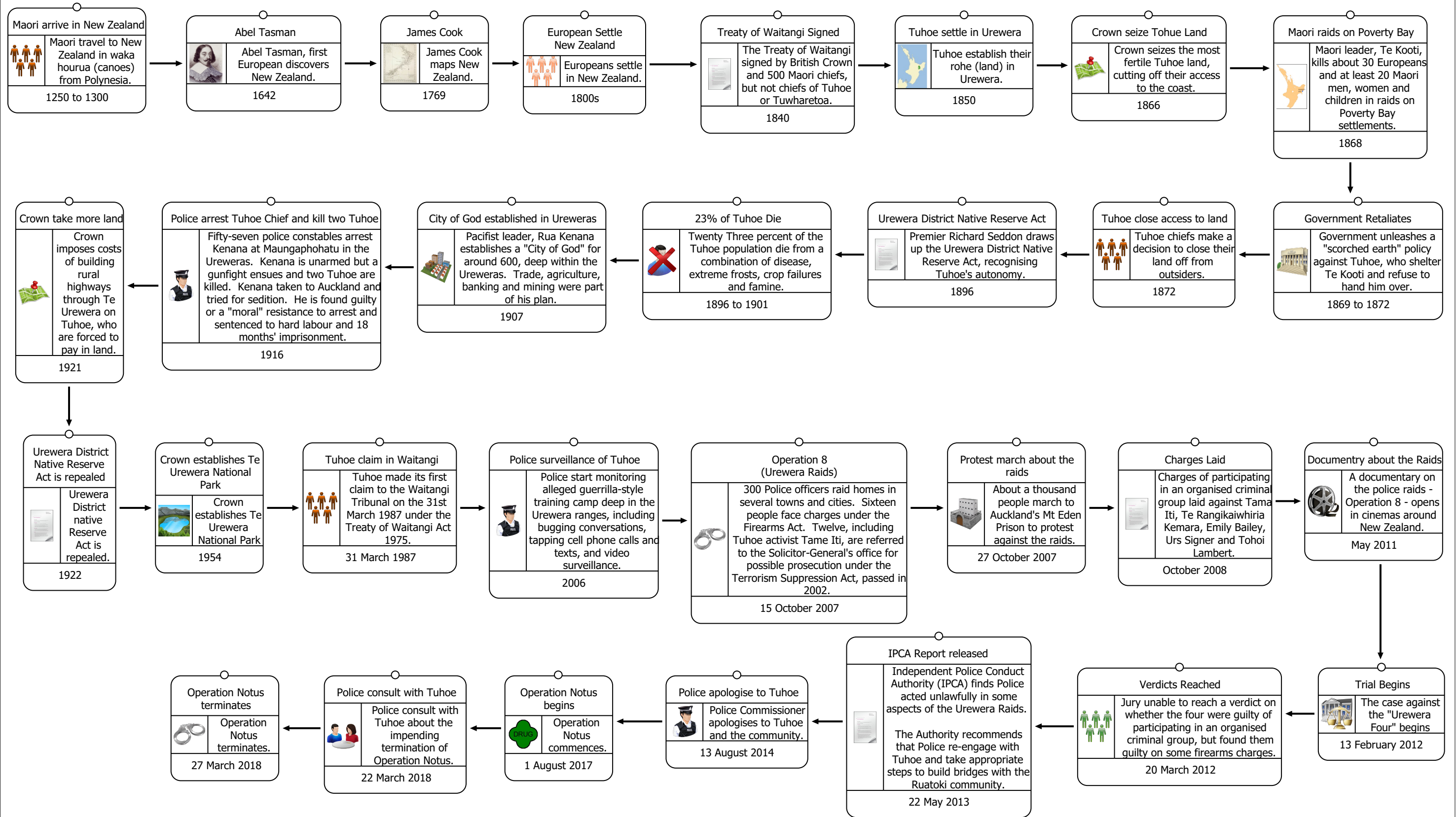
## Appendix 9. The Methamphetamine Cycle

Provided along with educational material to assist whanau and users to understand the methamphetamine use cycle. Developed by Te Ara Oranga.

# The Meth Cycle



# Appendix 10: History of Tuhoe, Crown and Police Relationship





# Appendix 11: Operation Notus Timeline

