
PART 1

**STRATEGIC
CONTEXT**

PART 1 – STRATEGIC CONTEXT

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INTRODUCTION

The *Annual Report* describes achievement against the Department's strategic goals and key deliverables, outputs and performance measures as outlined in the *Statement of Intent 2003/04*. This is the first document that reports against the Department's *Strategic Business Plan 2003 – 2008*.

The *Annual Report* is divided into three parts.

Part 1 sets out the strategic context within which the Department operates. It outlines the Department's purpose and strategic direction, including the principles guiding the corrections system and the outcome framework for the Department within the justice sector. Part 1 covers environmental issues, the future direction for the Department, the Department's approach to managing offenders, strategies to mitigate against identified risk areas, details of the key initiatives delivered during 2003/04 and information on how well the Department is achieving its two outcomes of protecting the public and reducing re-offending.

Part 2 includes a summary of the financial statements and performance against the outputs as outlined in the *Statement of Intent 2003/04*. This section has been prepared to meet the requirements of the Public Finance Act 1989.

Part 3 provides an outline of the Department's approach to the introduction of triple bottom line reporting, details the initiatives undertaken by the Department during 2003/04 to reduce inequalities and provides a range of additional information about the Department's structure, service delivery, advisory mechanisms and ancillary matters.

PURPOSE AND PRINCIPLES GUIDING THE CORRECTIONS SYSTEM

THE PURPOSE AND PRINCIPLES GUIDING THE CORRECTIONS SYSTEM ARE SET OUT IN THE CORRECTIONS ACT 2004.¹

PURPOSE

The purpose of the corrections system is to improve public safety and contribute to the maintenance of a just society by:

- ensuring that the community-based and custodial sentences and related orders that are imposed by the courts and the New Zealand Parole Board are administered in a safe, secure, humane and effective manner; and
- providing for corrections facilities to be operated in accordance with rules set out in the corrections principal legislation and regulations made under this legislation that are based, amongst other matters, on the United Nations Standard Minimum Rules for the Treatment of Prisoners; and
- assisting in the rehabilitation of offenders and their reintegration into the community, where appropriate, and as so far as is reasonable and practicable in the circumstances and within the resources available, through the provision of programmes and other interventions; and
- providing information to the courts and the New Zealand Parole Board to assist them in decision-making.

PRINCIPLES GUIDING CORRECTIONS SYSTEM

The principles that guide the operation of the corrections system are listed below.

- The maintenance of public safety

is the paramount consideration in decisions about the management of persons under control or supervision.

- Victims' interests must be considered in decisions related to the management of persons under control or supervision.
- In order to reduce the risk of re-offending, the cultural background, ethnic identity, and language of offenders must, where appropriate and to the extent practicable within the resources available, be taken into account:
 - in developing and providing rehabilitative programmes and other interventions intended to effectively assist the rehabilitation and reintegration of offenders into the community; and
 - in sentence planning and management of offenders.
- Offenders must, where appropriate and so far as is reasonable and practicable in the circumstances, be provided with access to any process designed to promote restorative justice between offenders and victims.
- An offender's family must, so far as is reasonable and practicable in the circumstances and within the resources available, be recognised and involved in:
 - decisions related to sentence planning and management, and the rehabilitation and reintegration of the offender

into the community; and

- planning for participation by the offender in programmes, services and activities in the course of his or her sentence.
- The corrections system must ensure the fair treatment of persons under control or supervision by:
 - providing those persons with information about the rules, obligations, and entitlements that affect them; and
 - ensuring that decisions about those persons are taken in a fair and reasonable way and that those persons have access to an effective complaints procedure.
- Sentences and orders must not be administered more restrictively than is reasonably necessary to ensure the maintenance of the law and the safety of the public, Corrections staff and persons under control or supervision.
- Offenders must, so far as is reasonable and practicable in the circumstances within the resources available, be given access to activities that may contribute to their rehabilitation and reintegration into the community.
- Contact between prisoners and their families must be encouraged and supported so far as is reasonable and practicable in the circumstances, and to the extent that this contact is consistent with safety and security requirements.

¹ The Corrections Bill was enacted on 3 June 2004 and is expected to come into force on 1 May 2005.

DEPARTMENT'S STRATEGIC FOCUS

THE GOVERNMENT HAS DETERMINED SIX KEY GOVERNMENT GOALS TO GUIDE THE PUBLIC SECTOR IN ACHIEVING SUSTAINABLE DEVELOPMENT AND PROVIDE THE OVERALL FRAMEWORK IN WHICH THE JUSTICE SECTOR OPERATES.

The six key government goals are to:

- strengthen national identity and uphold the principles of the Treaty of Waitangi
- grow an inclusive, innovative economy for the benefit of all
- maintain trust in Government and provide strong social services
- improve New Zealanders' skills
- reduce inequalities in health, education, employment and housing
- protect and enhance the environment.

Corrections contributes directly to four of these goals, as illustrated in the diagram on page 16.

The diagram below summarises this section of the report by showing the overall relationship between the key external influences, the Department's outcomes and the themes that guide its work.



In early 2003, the Department, in conjunction with the other core agencies of the justice sector, developed two sector end outcomes of safer communities and a fairer, more credible and more effective justice system.

The justice sector's end outcomes reflect the importance of crime reduction priorities and ensuring the justice system continues to meet the needs of society. These end outcomes will assist the Government in achieving its key goals.

The sector has completed initial development of specific intermediate outcomes that sit under each of the end outcomes. (Refer to the *Statement of Intent 2004/05* for a list of the justice sector end and intermediate outcomes). The sector will monitor and periodically report progress towards the achievement of the intermediate outcomes.

The Department's strategic direction centres primarily on the justice sector end outcome of safer communities, supported by the achievement of the Department's two secondary outcomes of protecting the public and reducing re-offending.

The Department contributes to **protecting the public** by:

- providing a safe environment for staff and the public
- managing offenders in a safe, secure and humane manner
- ensuring appropriate compliance with, and administration of, sentences and orders
- providing information to the judiciary to inform the sentencing process and release conditions
- supporting reparation to the community.

The Department contributes to **reducing re-offending** through changing offending behaviour by providing targeted rehabilitative and reintegrative initiatives. To do this the Department supplies:

- a risk and needs assessment for offenders to determine how best to address offending behaviour
- programmes to encourage offenders to address their offending behaviour

- programmes to address offenders' offence-related needs
- education
- training
- work experience
- assistance with accessing community services so that offenders can be successfully integrated back into society and thereby provide offenders with the opportunity to participate positively in society.

The Department's strategic direction contributes to the justice sector end outcome of a fairer, more credible and more effective justice system through:

- the effectiveness of the Department's interventions
- operating in a way that is consistent with its agreed purpose and principles, thereby contributing to improved perceptions about the fairness of the justice system.

Table 1 shows how the Department’s outcomes of **protecting the public** and **reducing re-offending** contribute towards the achievement of the justice sector end and intermediate outcomes and support the key government goals.

TABLE 1: LINKAGES BETWEEN CORRECTIONS’ OUTCOMES AND KEY GOVERNMENT GOALS



ENVIRONMENTAL CONTEXT

IN DETERMINING HOW TO GIVE BEST EFFECT TO ITS STRATEGIC DIRECTION THE DEPARTMENT TAKES ACCOUNT OF THE ENVIRONMENT IN WHICH IT OPERATES AND THE ISSUES THAT IMPACT UPON ITS OPERATIONS. THE KEY FACTORS AND THEIR IMPLICATIONS ARE SET OUT IN THIS SECTION.

Demographic information is based on census data from Statistics New Zealand, the prison population and the Community Probation Service new starts forecasts that are based on data released by the Ministry of Justice in December 2002. The revised prison population forecast released by the Ministry of Justice in December 2003 is also included.

DEMOGRAPHIC TRENDS

New Zealand's population is expected to increase steadily over the coming decades, rising to 4.5 million by 2021. The population will get older, with the median age increasing from 35 at present to 40 by 2021. These changes will not be uniform and will vary from region to region and across different ethnic groups.

- Most of the growth in population during the period to 2021 will occur in the top half of the North Island, with Auckland projected to experience the largest numerical increase and the highest rate of growth.
- The Māori population is projected to reach 749,000 by 2021, at which point Māori will constitute 17 percent of the population.
- The median age for Māori will rise, but continue to be significantly lower than that of non-Māori.
- Pacific peoples will constitute 9 percent of the population by 2021, rising from the current level of 7 percent.

PRISON POPULATION TRENDS

New Zealand has a higher rate of imprisonment per 100,000 of population than other comparable countries. This can be seen from Table 2.

In December 2003, the Ministry of Justice released its revised forecast of the prison population through to 2010. This forecast indicates that the number of sentenced inmates would increase from a projected 5,090 for the 2003/04 year to 5,960 in 2010, and inmates on remand from 1,120 for the 2003/04 year to 1,380 in 2010. However, muster levels over the first six months of 2004 have risen more sharply than predicted, which has resulted in serious muster pressure within prisons. It is unclear whether this upswing in numbers is a transitory phenomenon or is enduring as a result of recent factors (for example, the Parole Act 2002).

TABLE 2: IMPRISONMENT PER 100,000 OF POPULATION (2002/03)

New Zealand	Canada	Australia	England & Wales	Scotland
146	116	113	136	128

RE-OFFENDING AND IMPRISONMENT

There is a strong connection between rates of re-offending and rates of imprisonment.

The census of prison inmates carried out in November 2003 showed that for male sentenced inmates, only 21 percent had no previous sentences, 66 percent had more than 10 previous sentences and 16 percent had over 50 previous sentences. The corresponding percentages for female inmates were 34 percent, 44 percent and 16 percent. Sixty percent of male and 38 percent of female inmates had served a previous custodial sentence.

For males sentenced to community-based sentences, 26 percent had no previous criminal convictions, 52 percent had at least six previous convictions and 24 percent had more than 20 previous convictions.

The Department’s Recidivism Index quantifies the rate of re-offending over a specified period following an offender’s release from a custodial sentence, or after commencing a community-based sentence.

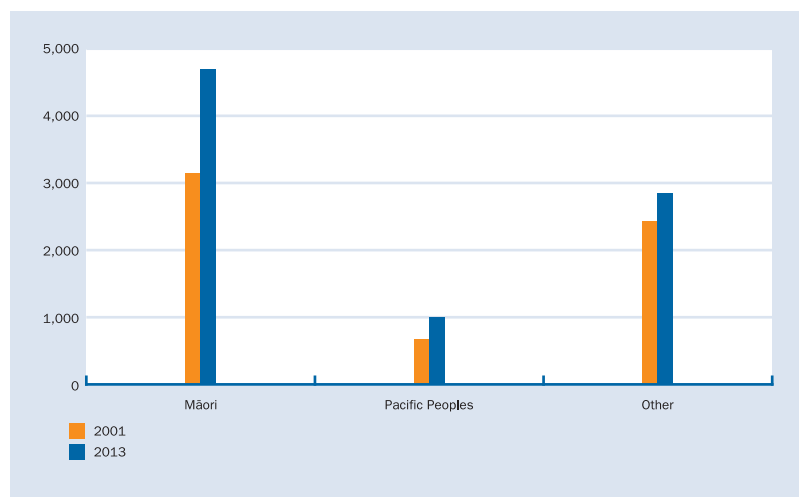
Table 3 shows the percentage of offenders reconvicted or re-imprisoned over the 12-month period immediately following release from prison or commencement of a community-based sentence.

More information about recidivism is detailed on pages 36 to 41.

TABLE 3: RATES OF RECONVICTION AND RE-IMPRISONMENT

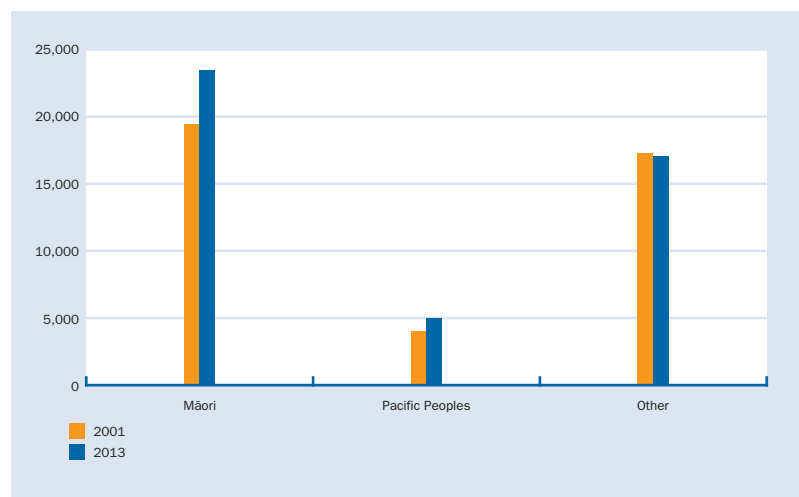
Period	Released from prison		Commenced community-based sentence	
	re-imprisoned %	reconvicted %	re-imprisoned %	reconvicted %
2001/02	26.1	42.1	7.2	28.6
2002/03	28.0	42.3	8.6	34.0

FIGURE 1: FORECAST INMATE NUMBERS BY ETHNICITY



2013 Forecast using Ministry of Justice court conviction data

FIGURE 2: FORECAST CPS NEW STARTS BY ETHNICITY



2013 Forecast using Ministry of Justice court conviction data

ETHNICITY

Māori and Pacific peoples are disproportionately represented in the criminal justice system and, therefore, in the offender groups that Corrections manages. This trend is expected to continue as a result of the higher proportions of Māori and Pacific peoples in the 15–24-year-old age range, which is the group that statistics indicate is most likely to offend.

Over the next decade, the number of offenders of Māori and Pacific peoples' ethnicity is projected to increase disproportionately in both custodial and community-based sentences.

By 2013, Public Prisons Service (PPS) inmate numbers are forecast to grow by 1,693 for Māori, 332 for Pacific peoples and 425 for other groups. By 2013, Community Probation Service (CPS) new starts are forecast to grow by 4,349 for Māori and 1,270 for Pacific peoples but decline by 303 for other groups.

GENDER

The majority of offenders managed by the Department are male. As at 30 June 2004, 94 percent of all prison inmates and 81 percent of those serving community-based sentences were male.

While it is projected that the number of female offenders will increase significantly in the period to 2010, the overall ratio between male and female offenders will remain approximately the same.

Any increase in female offending, however, will raise particular issues, especially in terms of the facilities and services required to house female offenders, and the impact that increased offending may have upon their dependant children.

REGIONAL TRENDS

Regional trends in offending are expected to reflect overall trends in population growth. As already noted, the greatest population growth will occur in the northern part of the North Island, and it is expected that these trends will be reflected in the numbers of regional prison inmates and community-based sentences.

YOUNG OFFENDERS

The age at which young offenders first enter the criminal justice system is significant.

The census of prison inmates conducted in 2003 shows that 60 percent of male and 40 percent of female inmates received their first sentence between the ages of 14 and 19 years.

An analysis carried out in June 2004 of 24,906 offenders serving community-based sentences indicated that 1,922 male offenders, and 335 female offenders, were aged 20 years or under. More than half of all offenders on community-based sentences were under the age of 30 years.

Studies have shown that during a lifetime of offending the average chronic offender will cost taxpayers and victims more than \$3 million, while the most chronic and serious adult offenders will cost more than \$5 million. Consequently, successful rehabilitation of high-risk, young offenders, which 'shuts down' a lifetime of offending, has the potential to return greater social and fiscal benefits than any other area of investment in rehabilitation.

DRUGS AND ALCOHOL

The negative effects of drugs and alcohol have been shown to be closely related to crime and proven to be a significant factor in further offending.

For many offenders, abuse of drugs and/or alcohol is an important component in the sequence of events leading to the commission of an offence. Assessments undertaken by the Department have revealed that the use of alcohol and drugs was a significant factor in the offending of 73 percent of inmates sentenced to prison, and 61 percent of offenders serving community-based sentences.

VIOLENCE

There was a 7 percent growth in the number of cases resulting in a custodial sentence for violent/sexual violence offences between 1994 and 2003. Violence is now the second most prevalent offence of reconviction and re-imprisonment (behind property offences) and an increasing cause of public concern.

The 2003 census of prison inmates shows that:

- 59 percent of male sentenced inmates and 39 percent of female sentenced inmates were in prison for violent or sexual violence offences;
- sexual attacks, robbery, grievous assault and homicide were the most common types of violent offences to result in custodial sentences; and
- 24 percent of male sentenced inmates and 17 percent of female sentenced inmates with a current most serious offence of violence had an immediate prior sentence also with a most serious offence of violence (the term violence used here excludes sexual violence).

An analysis undertaken in June 2004 indicated that 18 percent of male offenders, and 9 percent of female offenders, were serving community sentences where their most serious offence was violence.

IMPLICATIONS

In undertaking the safe, secure and humane management of offenders, and ensuring compliance with, and the correct administration of, sentences and orders, the Department recognises and responds to the particular requirements and challenges of the environment in which it is operating and the factors that directly influence its operations.

This encompasses the effective management of young offenders, an increased focus on the management of women inmates and the appropriate management of inmates serving longer sentences.

There will also be a continuing focus on effectively addressing the needs of Māori offenders given the forecast for continuing disproportionate representation of Māori in the criminal justice system.

The Department will address issues associated with re-offending through the implementation of strategies designed to improve outcomes for Pacific peoples.

To break the cycle of offending, initiatives have been developed to address some of the key causes of offending, including violence and the impact of alcohol and drugs; there is also interest in examining options to reduce intergenerational offending.

The Government's regional prisons policy will ensure that the Department has facilities in place to accommodate the predicted increases in inmate numbers overall, and ongoing trends in the geographic location of those offenders.

STRATEGIC BUSINESS PLAN 2003–2008

In 2003 the Department launched its latest *Strategic Business Plan 2003 – 2008* setting the strategic direction for the organisation to 30 June 2008. The *Māori Strategic Plan 2003 – 2008*, *Pacific Strategy 2002 – 2005* and four operational strategies support the *Strategic Business Plan*.

The focus of the *Strategic Business Plan* is on consolidating the gains that have been made over the previous eight years and on continuing to refine what the Department does and how it goes about achieving its results. This annual report details the key initiatives achieved during the first year of this long-term plan.

The purpose of the *Māori Strategic Plan* is to align its work with the expectations of Māori communities. The plan aims to contribute to 'the wellness and wellbeing of the people' by focusing on three key themes:

- building partnerships with Māori
- being effective for Māori
- being responsive to Māori.

The *Pacific Strategy* is designed to assist the Department to focus and direct its activities and efforts to areas most likely to produce positive outcomes for Pacific peoples in New Zealand.

The *Pacific Strategy* recognises that:

- programmes for Pacific offenders are likely to be most effective if they are delivered by a Pacific person from a Pacific perspective, and by using Pacific concepts and values
- Pacific peoples – Corrections staff, providers and communities – are at the centre of the Department's approach to manage appropriately and reduce re-offending by Pacific offenders. The Department will

invest in the development of its Pacific staff to ensure the long-term success of this strategy for reducing re-offending by Pacific offenders.

The four operational strategies guide the development of capabilities to support the Department's strategic direction. Information Technology will enhance the Integrated Offender Management System. Facilities and Infrastructure will continue to implement the regional prisons policy. Human Resources Management will concentrate on developing the people that the Department needs, if it is to achieve its goals. Communications will be used to increase understanding and support, both internally and externally, for the Department's strategic direction.

OUTPUT PRICING REVIEW

In 2002, the Government agreed that the Department should conduct an Output Pricing Review. This review, carried out in conjunction with the Treasury and the State Services Commission, was to determine the appropriate processes required to sustain the delivery of the Department's outputs in the medium to long-term.

Key results from the review have seen initiatives approved by the

Government during the year, with associated funding increases, to:

- enhance the investment in training and development for staff and managers
- increase the number of Probation Officers, together with improved training programmes for them
- develop risk assessment processes for inmates
- carry out additional property maintenance

- provide ongoing support for the Department's information technology platform and infrastructure
- improve health services for inmates.

Prior to 2003/04, the Government had already approved, as a result of the review, additional resources for the Psychological Service and the New Zealand Parole Board to cater for increased workloads.

APPROACH TO MANAGING OFFENDERS

THE DEPARTMENT MANAGES OFFENDERS THROUGH AN INTEGRATED APPROACH THAT APPLIES ACROSS ALL SENTENCE TYPES, SENTENCE LENGTHS AND LOCATIONS.

This integrated approach is underpinned by tools for assessing an offender’s risk of re-offending and their particular criminogenic needs. For higher-risk offenders, needs are closely matched with interventions that focus on rehabilitation, followed by reintegrative services to prepare for release into the community. For lower-risk offenders, provision of those reintegrative services is the key focus.

As a first step, many offenders may also need some assistance to motivate them to address their offending behaviour. In such cases, the initial focus will be on either cognitive-based programmes or a tikanga-based programme. Should there be a consequent change in motivation the offender may go on to have interventions targeted at their criminogenic needs as they relate to the cause of their offending.

Offenders, depending on their risk status and criminogenic needs, will receive interventions from the range as outlined in Table 4.

TABLE 4: INTERVENTIONS IN THE MANAGEMENT OF OFFENDERS

SERVING A SAFE SENTENCE	EQUIPPING FOR SELF-SUFFICIENCY
<p>Safe, secure and humane containment</p> <ul style="list-style-type: none"> “At risk” assessments Criminogenic and other needs assessments Security classification Constructive activities Drug and alcohol strategy/drug testing Provision of a safe environment for staff and public Safe, secure and humane management of offenders Sentence compliance in the community 	<p>Education and employment</p> <ul style="list-style-type: none"> Basic numeracy and literacy skills National Certificate of Employment Skills Vocational training and experience Education for youth Employment Access to more advanced education
AIMING TO CHANGE BEHAVIOUR	REMOVING BLOCKAGES TO REMAINING OFFENCE-FREE
<p>Responsivity/Motivational</p> <ul style="list-style-type: none"> Straight Thinking Tikanga Māori programmes Motivational interviewing Faith-based unit Chaplaincy <p>Rehabilitation</p> <ul style="list-style-type: none"> Alcohol and drug abuse programmes Violence prevention programmes Generic rehabilitative programmes Making our Drivers Safer programmes Cultural supervision Bicultural therapy Māori therapeutic programmes Youth unit programmes Treatment by psychologists Special treatment units – Drug and Alcohol, Sex Offender, Violence Prevention 	<p>Reintegration</p> <ul style="list-style-type: none"> Basic living skills Parenting Budgeting Self-care units Links to community support services Day release/work release Home leave Relapse prevention programme Involve family/whanau, hapū and iwi in reintegration plans Tailored to meet the needs of different cultural groups, specially focused on the needs of young people, and women Victim empathy Offenders as victims

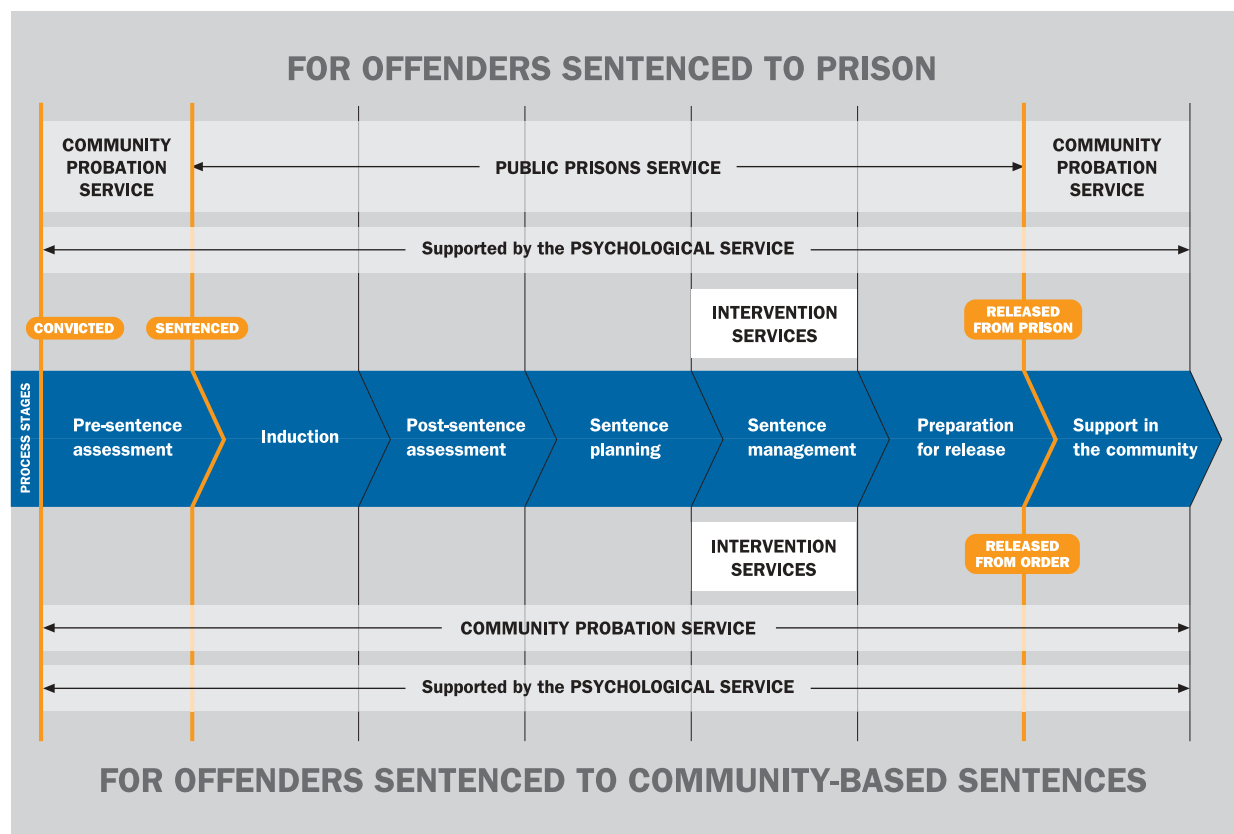
The design of the interventions and associated business processes has been based on studies of ‘what works with offenders’ both internationally and in New Zealand,² and takes into account the New Zealand environment, nature and characteristics of the offending population. Unfortunately, there is no ‘one-size-fits-all’ solution. The best results are achieved when the right person receives the right intervention, in the right situation, at the right time – and gets good support from community, friends and family for maintaining their new behaviours once their sentence has ended.

In general, positive overall results in reducing re-offending come from being able to identify:

- people who are highly likely to re-offend upon release from their current sentence (that is, have a high ‘risk’)
- the factors, such as attitudes, thought processes, habits and addictions, that relate to offending
- a person’s level of willingness and ability to benefit from a therapeutic programme
- the right type of intensive, structured and long running programme – real change is never easy or quick, even when the person is willing
- the right time for a programme to occur.

The integrated approach that Corrections uses to offender management is illustrated in Table 5.

TABLE 5: SENTENCE MANAGEMENT PROCESS



² The principles of the psychology of criminal conduct are found in Andrews and Bonta, *The Psychology of Criminal Conduct* (3rd Edition), 2003. The New Zealand experience is reported in the departmental publications *Let there be Light*, *When the Bough Breaks*, *Montgomery House Evaluation* and *Driving Offender Treatment Programme Evaluation*.

RISK MANAGEMENT

RISK MANAGEMENT IS AN IMPORTANT COMPONENT OF THE DEPARTMENT'S OPERATIONS. IT IS AN ONGOING REQUIREMENT FOR ALL STAFF TO IDENTIFY AND ADDRESS RISK THAT MAY IMPACT ON THE ACHIEVEMENT OF THE DEPARTMENT'S OBJECTIVES AND DELIVERY OF SERVICES.

The Department maintains processes for the monitoring of internal control, and control frameworks are clearly communicated to staff through promulgated policies and procedures. Continued emphasis is placed on the education, training and development of staff to ensure that risk management is an integral part of the Department's culture.

Table 6 lists areas of risk addressed by the Department during the 2003/04 financial year.

TABLE 6: RISK AREAS ADDRESSED DURING 2003/04

Risk Area	Mitigating Strategies
Delivery of existing and expected volumes within current funding	Progressing the Output Pricing Review
Effective management of high-risk offenders	Implementation of policies for the identification, notification and management of high-risk offenders
Cost, timeframe and commissioning issues for the Regional Prisons Development Project	Ongoing project monitoring and assurance activities
Performance requirements for Corrections Inmate Employment	Ongoing monitoring and review of operations
Sufficient staff capability and capacity to deliver effective offender management successfully as specified	Resources dedicated to: <ul style="list-style-type: none"> training and development of staff and monitoring achievement of standards recruitment campaigns
Effectiveness of rehabilitative interventions designed to contribute to reducing re-offending	Development and implementation of specialist rehabilitative programmes
Increased litigation by offenders with consequent issues of public confidence and increased costs	Implementation and ongoing monitoring of national compliance processes for core operational management systems
The integration of Auckland Central Remand Prison into the Public Prisons Service	Implementation project in place

The Chief Executive and the Assurance Board have responsibility for evaluating the Department's internal control system and the effectiveness of the Risk Management framework.

DEPARTMENTAL THEMES

FOUR THEMES ENCAPSULATE THE DEPARTMENT'S RESPONSIBILITIES AND PRIORITY AREAS AND ASSIST STAFF AND MANAGERS TO FOCUS THEIR EFFORTS.

THEME 1: ENSURING EFFECTIVE OFFENDER MANAGEMENT

Public safety is paramount to the Department's operations. Corrections is committed to continuing to improve the way it manages offenders, both from a custodial and non-custodial perspective, by continuing its focus on the safe, secure and humane management of offenders.

The Department has put in place an integrated approach to the way that offenders are managed across all sentence types, lengths and locations.

The focus in managing offenders effectively now moves to:

- ensuring new processes, tools and procedures are operating as designed, and are consolidating the changes made
- ensuring that services are delivered within business-like principles and that the Department is continually improving business processes and identifying areas for review and redesign
- assessing progress towards achieving outcomes through the use of measures, based on data collected on the results of the Department's own interventions and through comparison with overseas jurisdictions.

THEME 2: IMPROVING RESPONSIVENESS TO MĀORI

Corrections has identified the criticality of addressing the needs of Māori offenders effectively. Its recently released *Māori Strategic Plan* outlines opportunities to build relationships and strengthen communications between Māori and Corrections. Participation of Māori in the Department's activities and initiatives will improve the effectiveness of the services that Corrections provides and help to achieve the contributory outcomes of protecting the public and reducing re-offending.

THEME 3: CONTRIBUTING TO REDUCING RE-OFFENDING

One of the outcomes for Corrections, and therefore a theme area, is to contribute towards an overall reduction in the level of re-offending.

Using a range of strategies and initiatives the Department will work to address the risks of re-offending. This will be achieved through the provision of rehabilitative and reintegrative interventions and activities designed to assist offenders to address their offending behaviours and return successfully to the community.

THEME 4: ENHANCING CAPABILITY AND CAPACITY

To achieve the first three themes Corrections requires increased capability and capacity. This theme focuses on ensuring the Department has in place the right resources, people, support systems and infrastructure.

Enhanced capability and capacity is also required to ensure that the Crown assets for which the Department is responsible, are efficiently and effectively used towards the achievement of Government outcomes.

KEY INITIATIVES DELIVERED DURING 2003/04

THIS SECTION OUTLINES THE KEY INITIATIVES DELIVERED DURING THE 2003/04 FINANCIAL YEAR. EACH OF THESE INITIATIVES FLOWS FROM THE DEPARTMENT'S *STRATEGIC BUSINESS PLAN 2003–2008* AND THEY ARE PRESENTED UNDER THE FOUR THEMES THAT FORM THE FRAMEWORK OF THE PLAN.

THEME 1 – ENSURING EFFECTIVE OFFENDER MANAGEMENT

Strategy: Strengthen the corrections system's contribution to public safety

The Department is continuously seeking to improve the way in which offenders are managed to ensure that they are kept safe and secure and that the consequent risk to the public is minimised. Particular emphasis will be given to improving the integrity of existing systems, making use of new technology and processes, and minimising factors like drugs in prisons that can undermine security.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Review prison security policies and develop best practice guidelines.

A review of best practice in prison security has been completed and principles of best practice have been developed.

- Assess opportunities to improve the electronic monitoring of offenders serving community-based sentences.

The Parole (Extended Supervision) Amendment Act was passed by Parliament in June 2004, and provides for wider use of electronic monitoring upon released offenders. Consideration has been given to using new technology, and the Department is intending to test alternative technologies in 2004/05.

- Implement strategies for improving the management of high-risk offenders, including improved information sharing between agencies.

The Corrections Act 2004 includes provisions to implement information sharing between the Department and Police and amendments to the Privacy Act 1993 to reflect the correct community-based sentences implemented by the Sentencing Act 2002. In addition, the Parole (Extended Supervision) Amendment Act 2004 makes provision for information sharing on child sex offenders.

- Continue the implementation of the Department's *Strategy to Reduce Drug and Alcohol Use in New Zealand Prisons*.

Implementation of the Department's *Strategy to Reduce Drug and Alcohol Use in New Zealand Prisons* has continued. Specific initiatives adopted include the following:

- The national strategy for increased drug detection dog teams was adopted by the Department in April 2004. Funding has been provided for the acquisition of three additional dog teams during 2004/05.
- A review of the effectiveness of requiring all inmates to wear overalls during visits – funding has been approved for the purchase of additional overalls as a result.
- The implementation of a revised prison entry searching policy for staff.

In addition to these initiatives to strengthen the corrections system's contribution to public safety, the Department agreed to share information with the Police about certain offenders who profile with a very high probability of re-offending. This arrangement contributes to better management of such offenders by the Department and the Police.

Strategy: Implement legislative reforms

The Department provides support for the development of new legislation with the potential to impact on the corrections system. The Department is also responsible for ensuring that all legislation, once passed, is implemented as intended.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Continue to provide support as required for enactment of new corrections legislation and begin implementation if, and when, passed.

Support was provided for the passage of the Corrections Bill, which was enacted on 3 June 2004. An implementation plan has been developed to support this Act, which is expected to come into force on 1 May 2005.

- Review and consolidate changes to both departmental policies and processes arising out of the introduction of the Sentencing Act 2002, the Parole Act 2002, and the Victims' Rights Act 2002.

All departmental policies and processes have been revised to comply with the legislation.

- Prepare for the integration of the Auckland Central Remand Prison into the Department, subject to new corrections legislation being passed.

The Public Prisons Service has prepared a draft plan for the integration of the Auckland Central Remand Prison into the Public Prisons Service and is currently carrying out preliminary work according to this plan. Following enactment of the Corrections Act 2004, this plan is being finalised and a project manager will be engaged to review and update the plan and oversee the integration project.

A matrix approach to management of the project has been adopted to provide coordination across all affected groups and services within the Department and to monitor performance achieved against key milestones for the transfer of management responsibility.

Strategy: Improve the general health of inmates

Health issues, especially drug and alcohol dependency, have a direct impact upon offending behaviours. By taking steps to improve the health of inmates the Department not only provides a safe and humane environment for their containment but also contributes to reducing re-offending.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Complete the screening and harm-minimisation pilots and implement initiatives designed to reduce the spread of communicable diseases within prisons.

Both the screening and harm-minimisation pilots have been completed. Implementation is dependent upon completion of the evaluations and is planned for 2004/05.

- Continue work with the Ministry of Health to develop an appropriate delivery model for the provision of health services to inmates and complete implementation of recommendations contained in the health review of prisons.

Work has continued with the Ministry of Health to develop an appropriate delivery model for the provision of health services to inmates. A Memorandum of Understanding between Corrections and the Ministry of Health has been agreed and will be signed off in 2004/05.

- Continue work with the Ministry of Health to enhance mental health services for prison inmates.

National guidelines to enhance mental health services for prison inmates have been developed. Regional Service Level Agreements between the Public Prisons Service and District Health Boards are being negotiated. Consultation with the Ministry of Health is ongoing.

THEME 2 – IMPROVING RESPONSIVENESS TO MĀORI

Strategy: Work closely with Māori communities at a strategic and developmental level

The Department will form relationships with Māori communities that are strategic and mutually beneficial. The nature of these relationships will be focused around the Department's and Māori aspirations for 'wellness and wellbeing'. Partnerships with Māori communities are vital to the provision of effective and responsive services for Māori.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Continue to develop a Kaupapa Māori framework.

Basic research in this area has been completed and development work has been incorporated into the work on the iwi partnership framework.

- Establish more iwi partnership arrangements.

Iwi partnership discussions continued with Tainui, Ngai Tahu and Ngapuhi. Constructive and mutually beneficial relationships have been established and progressed with kaitiaki associated with the new prison facilities either planned or under construction.

Strategy: Enhance intersectoral approaches that will achieve better outcomes for Māori

Corrections wants to build on the opportunities within the work of other agencies to improve overall outcomes for Māori. This will enable Māori to develop goals and aspirations that stretch beyond a sole Corrections focus and enable other agencies to work with Corrections to focus on Māori aspirations.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Investigate opportunities for Corrections Inmate Employment to establish joint ventures with Māori.

As part of the commissioning project for the new prisons under development, potential joint ventures have been explored with the respective kaitiaki groups.

The work of Corrections Inmate Employment with Ngāti Rangī Ahu Whenua Trust around the Northland Region Corrections Facility to establish a land-based joint venture has provided a model for future development of these relationships.

Strategy: Include and engage Māori whanau and hapū

The success of the Department's efforts in working with offenders can be enhanced by enabling effective whanau involvement.

- Implement the Whanau Involvement Plan.

All key projects to be implemented during 2003/04 have been completed. The most significant of these projects was consolidation of the existing Whanau Liaison Worker role, which was completed in June 2004. Implementation of the Whanau Involvement Plan will continue during the 2004/05 financial year.

Strategy: Integrate Māori world views into programmes and services

Māori cultural values, philosophies and practices must be considered when the Department is developing effective programmes and services for Māori offenders.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Implement the Māori Provider Development Strategy.

The two key projects implemented during 2003/04 were:

- The implementation of revised specifications for tikanga Māori programmes. Contracts have been executed by the three national providers, which include the implementation of the new service description.
- Complete policy work on Māori therapeutic programmes. The specifications for these programmes were approved by Corrections management in May 2004.

- Complete the pilot of the Tikanga Māori Programme for Women Offenders and commence implementation subject to the evaluation of the pilot.

The pilot of the Tikanga Māori Programme for Women Offenders was completed. Based on feedback from the pilot, a revised version of the programme was developed for implementation.

- Continue to pilot Māori Cultural Assessment.

The pilot of the Māori Cultural Assessment undertaken in the Auckland and Waikato regions has concluded and the evaluation report has been completed. Preparations are underway for the specialist Māori Cultural Assessment to be incorporated into business as usual in 2004/05.

In addition to these initiatives to incorporate Māori world views, a research report published during the year demonstrated that interventions incorporating tikanga Māori can have significant clinical benefits for Māori inmates. The report was called *Te Whakakotahitanga: An Evaluation of the Te Piriti Special Treatment Programme for Child Sex Offenders in New Zealand*.

Strategy: Build the responsiveness of the Department

A capable and responsive workforce assists the Department's effectiveness in implementing Māori initiatives and managing relationships with Māori communities.

- Continue to pilot Cultural Supervision.

The pilot of Cultural Supervision undertaken in the Canterbury and Waikato regions has concluded and the evaluation report has been completed. Preparations are underway for the specialist Cultural Supervision programme to be incorporated into business as usual in 2004/05.

- Implement Human Resource strategies that enhance responsiveness to Māori, including:
 - strategies to increase the number of Māori staff and Māori managers.

The review of recruitment, retention and progression strategies, and the enhancement of existing training opportunities to identify potential Māori managers within the Department's frontline staff was initiated.

A set of competencies for responsiveness to Māori has been developed that will be integrated into the performance management system for managers, specific Head Office staff, and specific Māori roles by 30 June 2005. These competencies will support the Department's capability of working with Māori to reduce re-offending by Māori.

A service-specific cultural programme has been piloted and is to be introduced across the Department during 2004/05. To support this a module has been developed for managers to ensure they have the knowledge and skills to implement the programme.

- Year one of the revised Māori Language Strategy.

A Te Reo (Māori Language) Strategy has been initiated. Work has proceeded under this strategy for consideration and implementation during 2004/05.

THEME 3 – CONTRIBUTING TO REDUCING RE-OFFENDING

Strategy: Increase the effectiveness of initiatives to reduce re-offending

The Department has invested significantly in best practice approaches towards the successful rehabilitation and reintegration of offenders in recent years. Evaluation and continuous improvement of these approaches is critical to ensuring ongoing effectiveness in reducing re-offending.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Implement initiatives to improve the delivery of rehabilitative programmes for offenders, including transition to the delivery of programmes by a separate service delivery organisation.

Service descriptions and purchasing arrangements for the delivery of rehabilitative programmes for offenders have been evaluated and initiatives to improve these were adopted by the Department in May 2004. These programmes will be delivered by the newly established Intervention Services from 1 July 2004, providing more consistent service delivery arrangements that will improve overall programme performance and delivery.

- Review the implementation of reintegrative services for custodial and non-custodial offenders.

Consultation with the community took place through a Ministerial Forum in May 2004. Business case options have been agreed and a pilot of proposals began in June 2004. This work will continue in 2004/05.

- Establish a faith-based unit at Rimutaka Prison.

On 16 October 2003 the faith-based unit at Rimutaka Prison opened and the delivery of the Prison Fellowship of New Zealand (PFNZ) programme commenced.

Strategy: Reduce the incidence of violent re-offending

Significant growth in inmate numbers in the 1980s and 1990s has been caused mainly by an increase in the number and severity of violent crimes. Addressing the causes of violent offending would create fewer victims and produce significant savings in the costs of imprisonment and other justice sector costs.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Contribute to the interdepartmental Circuit Breaker pilot on contract management in Waikato, and participate in national rollout of agreed policy changes.

The chief executives of the contributing agencies signed off the national implementation plan in December 2003. The national rollout began in February 2004 and will continue in 2004/05.

Strategy: Reduce the impact of drugs and alcohol on re-offending

Substance abuse and dependence is widespread amongst the offender population and substance abuse is strongly linked to offending and re-offending. Effective initiatives, targeted at reducing alcohol and drug abuse amongst offenders, can have a positive impact upon re-offending rates.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Review the integrated strategic approach to reducing the impacts of drugs and alcohol on offending, including reducing the use of drugs in prison.

This review has been completed and the overall approach has been agreed. This will result in a revised Drug Strategy for 2005–2008, which will be published later in 2004.

Strategy: Improve outcomes for Pacific peoples

Around 11 percent of the prison population is Pacific peoples. Compared with other groups, Pacific offenders have a higher rate of conviction and commit more serious and violent offences. However, they have lower rates of re-offending. The Department has developed the *Pacific Strategy* with specific areas of intervention for this offender group.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Implement the initiatives outlined for Year two of the *Pacific Strategy*, including to:
 - complete the Pacific Violence Prevention Programme pilot
The Sali Matagi Pacific Violence Prevention Programme was completed at Auckland Prison and the programme will continue in 2004/05.
 - undertake research into the specific issues and needs of New Zealand-born Pacific offenders
Research into the specific issues and needs of New Zealand-born Pacific offenders is in progress and will be completed during 2004/05.
 - implement a Pacific Provider Development Strategy.
A draft of the Pacific Provider Development Strategy has been prepared. Its implementation will be completed during 2004/05.

Strategy: Return young offenders to a positive role in society

Young offenders have a significantly high re-offending rate and early intervention may prevent young offenders from proceeding to a lifetime of further offending. Over recent years, the Department has introduced initiatives, such as youth units and the Reducing Youth Offending Programme, which are specifically aimed at preventing young offenders from continuing on a path to adult crime.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Complete, in conjunction with Child, Youth and Family, Year two of the Reducing Youth Offending Programme pilot and commence evaluation.
Year two of the Reducing Youth Offending Programme pilot, run in conjunction with Child, Youth and Family, has been completed. The evaluation report to the Minister has been drafted and is undergoing consultation.

Strategy: Assist offenders to achieve and maintain long-term employment

Nearly three-quarters of prison inmates left school with no educational qualifications. By providing access to education programmes and training opportunities the Department can increase opportunities for offenders to obtain long-term employment when they return to the community. The focus for inmate employment is to ensure that all inmate employment initiatives: are linked to the individual needs of inmates; deliver training and work experience that is benchmarked to commercial standards of operation; and operate cost-effectively.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Increase the number of industry-related New Zealand Qualifications Authority (NZQA) unit standards delivered to inmates.
The number of industry-related NZQA unit standards delivered to inmates increased to over 2,000 and exceeded the Department's target.

THEME 4 – ENHANCING CAPABILITY AND CAPACITY

Strategy: Develop the capability and capacity of staff and managers

In order to achieve its strategic direction the Department needs to have the right human resources capability. To ensure this, the Department will: build manager capability through selection, development and support initiatives; increase employee capability; and focus on recruitment, retention and succession issues.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Implement a range of initiatives to improve the Department's human resource capability, including:
 - an enhanced Human Resources (HR) information/payroll system
 - revised recruitment and selection processes
 - revised induction processes and programmes that support ongoing staff development
 - a more integrated management development and succession-planning framework.

The enhanced HR information/payroll system was implemented during the year, including modules covering payroll functions, employee and manager self-service, activity recording, training and qualifications and performance management. Implementation of the health and safety module was deferred to 2004/05. Revised induction processes and programmes that support ongoing staff development have been implemented. A comprehensive management development framework has been developed and several initiatives progressed to implement this.

- Implement government decisions for the recruitment and training of staff in the Community Probation Service. New Probation Officers have been appointed and trained in accordance with the funding received via the Output Pricing Review.

Workforce changes have been completed as planned. These included the establishment of Senior Probation Officer and Senior Community Work Supervisor positions and a change in status from temporary to permanent employee for Community Work Supervisors, has been completed as planned.

Strategy: Refocus organisational culture

The Department's culture needs to be aligned with, and reinforce, its strategic direction. In particular, there needs to be an ongoing focus on: working collaboratively (internally and externally); balancing innovation with consistency; positive staff-management relations; and the active management of offenders.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Commence implementation of the Department's Knowledge Management Strategy. Implementation of the Department's Knowledge Management Strategy has commenced.
- Implement outstanding professional ethics strategy initiatives.

Principles established during the year as part of the professional ethics strategy were subject to ongoing reinforcement and monitoring. Some initiatives remain to be implemented during the 2004/05 year.

In addition to these initiatives to refocus organisational culture, the Department has worked during the year to introduce its new vision, kaupapa and values statements to all staff. The corporate statements provide an important new focus for the promotion of the Department's strategic direction.

Strategy: Enhance responsiveness to diversity

The Department needs people who are responsive to an increasingly diverse offender population, in particular to Māori, Pacific peoples, youth and other high-risk groups. In turn, it needs to be responsive to an increasingly diverse group of staff. Theme 2 contains the initiatives that will respond to this area in respect of Māori.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Implement initiatives designed to improve the Department's responsiveness to Pacific peoples, including:
 - the development and implementation of strategies to increase the number and range of Pacific staff and managers.
[Strategies to increase the number and range of Pacific staff and managers have been developed and circulated for discussion.](#)
 - the establishment of Pacific community advisory groups and Community Liaison Officers.
[The Chief Executive's Pacific Advisory Group was established in the latter half of 2003 and meets quarterly. Community Liaison Officers were appointed in the first quarter of the financial year.](#)

Strategy: Provide an increasingly safe and healthy work environment

A safe and healthy work environment involves full adherence to Occupational Safety and Health (OSH) and Accident Compensation Corporation (ACC) standards. This, in turn, requires good compliance processes, the provision of appropriate training, and a performance management system that targets and rewards safe and healthy work practices.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Finalise and consolidate workplace health and safety management systems across the Department.
[The Department's health and safety management systems have been consolidated and have passed all audits necessary to retain primary status in the ACC Accredited Employer Scheme.](#)

Strategy: Continue to develop information management processes that support the Department's business

Strong information processes underpin the effectiveness of the Department's activities. Particular importance is attached to: having stable, reliable information technology systems; the provision of information necessary for the effective management of offenders, for research policy development and internal management; and initiatives that improve the flow of information between agencies.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Information technology (IT):
 - continue to enhance the ability of IT systems to support departmental operational and management processes.
[The Department has continued to develop and maintain its information technology systems during 2003/04. Changes to the Integrated Offender Management System were released as planned.](#)

- continue support for the Justice Sector Information Strategy and other initiatives designed to improve the information flow between agencies.

The Department has continued to be involved in justice sector initiatives, and supporting the successful implementation of the first year of the Justice Sector Information Strategy. This work has been based on the four goals for the strategy of having: an authoritative base of justice information; information and knowledge sharing across the sector; justice sector information available through a choice of channels; and efficient processes for managing information and information related initiatives.

- contribute to the development of e-government initiatives.

During the year the Department has continued to participate in the initiatives lead by the e-government unit of the State Services Commission. This has included ensuring that the Department's systems meet the standards that the unit has developed (especially around internet sites and e-gif), and being involved in and supporting new initiatives as they have occurred.

Strategy: Provide facilities to meet projected demand

The Department needs to ensure that it has sufficient facilities in place to address the projected increase in the number and geographic distribution of inmates. This not only involves building more prisons, but also ensuring that it has sufficient, trained staff and support systems in place.

■ KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD

- Continue the implementation of the regional prisons policy; this includes progressing work on:
 - Northland Region Corrections Facility – construction will continue with expected opening in April 2005.
Construction of the Northland Region Corrections Facility continued. The facility is due to be completed in February 2005, open in March 2005 and be operating to full capacity by September 2005.
 - Spring Hill Corrections Facility – appeals to the Environment Court are expected in 2003/04.
The Environment Court decided in favour of the Minister of Corrections in July 2004.
 - Auckland Region Women's Corrections Facility – progress on this facility is dependent on whether the favourable local authority decision is appealed to the Environment Court. If this occurs, then the Environment Court case is expected to be completed during 2003/04.
The Environment Court decided in favour of the Minister of Corrections in April 2004.
 - Otago Region Corrections Facility – the Resource Management Act 1991 process will be completed through the territorial authority stages during 2003/04.
Two appeals against the designation were lodged with the Environment Court in June 2004.

Strategy: Maintain existing facilities as appropriate

As at 30 June 2002, the Department had fixed assets worth approximately \$568 million. Of this, \$388 million was in buildings, with the majority of this being prison facilities. The Department's maintenance programme outlines the work required to ensure that these facilities remain safe and secure.

■ **KEY INITIATIVES FOR 2003/04 – DELIVERED DURING PERIOD**

- Continue to implement initiatives designed to enhance the Department's facilities and infrastructure, including:
 - progressing with implementation of the deferred maintenance plan, including:
 - cell strengthening at Christchurch Prison.
Cell strengthening at Christchurch Prison has been completed.
 - new visitor facilities will be provided at Arohata Women's Prison
New visitor facilities at Arohata Women's Prison were substantially completed during the year.
 - improvements to inmate receiving and health facilities at Manawatu Prison
Improvements to inmate receiving and health facilities at Manawatu Prison have been designed, with construction to be completed in 2004/05.
 - reviewing design standards for specialist units (youth, self-care and Māori focus units).
Design standards for specialist units have not been reviewed because the designated reviewers were unavailable.

■ **OTHER KEY INITIATIVES FOR 2003/04**

- Submit Output Pricing Review case to Government and implement any subsequent decisions.
The Output Pricing Review case was submitted to Government during the first quarter of the financial year. It was partially funded during the second quarter with the remaining funding decisions made during the third quarter as part of the 2004 Budget process. Funding decisions made addressed training and development, increased numbers of psychologists, enhancements to inmate risk assessment, additional property maintenance, IT support and improved health services for inmates.
- Complete implementation of Business Continuity Planning changes to ensure compliance with the Civil Defence Emergency Management Act 2002.
Work continued on the implementation of Business Continuity Planning changes during the year, with progress in connecting plans with regional civil defence arrangements and some testing of plans completed.
- Complete development and begin implementation of the Energy Management Strategy.
The Energy Management Strategy has been developed and implementation is under way. Significant savings have been achieved as a result of this work.

OUTCOME MEASUREMENT

THE DEPARTMENT'S SUCCESS IS DETERMINED BY THE EXTENT TO WHICH THE DEPARTMENTAL OUTCOMES OF PROTECTING THE PUBLIC AND REDUCING RE-OFFENDING ARE ACHIEVED, WHICH IN TURN CONTRIBUTE TO THE JUSTICE SECTOR END OUTCOME OF SAFER COMMUNITIES AND, THROUGH THIS, TO THE GOVERNMENT'S KEY GOALS.

Measurement of progress can be intrinsically difficult, because outcomes are often influenced by factors beyond an individual agency's control. The Department has, however, developed a set of

measures, based on data collected through its offender management processes and similar information obtained from corrections agencies in other countries, which enable comparisons to be made.

These measures provide a good starting point for assessing the Department's performance and will be enhanced over time in conjunction with other justice sector agencies.

REDUCING RE-OFFENDING

Progress towards the outcome of reducing re-offending is assessed through the use of two measures, the Recidivism Index and the Rehabilitation Quotient. Both procedures use reconviction data where the result is a sentence or order administered by the Department.

RECIDIVISM INDEX

The Recidivism Index (RI) quantifies the rate of re-offending of a specified group of offenders over defined follow-up periods after release from a custodial sentence or commencement of a community-based sentence. Twelve and 24-months follow-up periods are reported here.

RI figures are produced for two potential outcomes: reconviction leading to a community-based sentence administered by the Department, and reconviction leading to imprisonment. Imprisonment figures are perhaps the more critical of the two measures, as this outcome is associated with more serious offences and higher costs in administering the sentence.

However, as the majority of reconvictions do not lead to imprisonment, general reconviction statistics are provided to give a more complete measure of general recidivism.

The figures do not include reconvictions where these result in sentences not administered by the Department (for example, discharge following conviction, fines), as data of this nature is not available to the Department. However, such outcomes are usually associated with very minor offending that has little significance for public safety. As is common internationally with measures of this type, the figures also exclude recalls to prison for breaches of parole release conditions, and similar administrative outcomes of that nature.

RI Computational Changes for 2003/04

The methodology used in generating this year's RI figures has substantially changed from that used in previous years. Use of the Department's data warehouse has enabled a higher level of precision and specificity being applied to all aspects of the procedure, including the manner by which individual records are dealt with. Inevitably, this means that the resulting RI statistics may not be directly comparable to previously reported figures.

In addition there has been a change in the source of reconviction data, which is now obtained from the Ministry of Justice's computerised Case Management System (CMS), rather than the Police Law Enforcement System as was previously the case. This has allowed another important change to be made: the cut-off date for extracting reconviction data (for the follow-up period of 1 April – 31 March) has moved, from 20 April as was the case in previous years, to 30 June. This allows for more complete recording of reconvictions (the previous rule meant that some offences occurring during the follow-up period were not captured because conviction and sentencing had not occurred by the earlier cut-off date).

Finally, it need also be noted that the prison release / 'new start' period (1 April 2002 – 31 March 2003) to which the 12-month RI data relate was 'bisected' by the introduction of the Sentencing Act 2002 and the

Parole Act 2002 (these became law on 1 July 2002). These acts effected changes to sentencing options available to judges (for example, periodic detention was abolished, and a new post-prison sentence of 'release with conditions' was introduced). The nature of parole was also affected. These changes introduce further discontinuity into this year's reported figures.

An overall effect of these changes is that direct comparison between this year's figures with those reported in previous years is not entirely valid. The trade-off for this temporary loss of comparability, however, is improved accuracy.

Nevertheless, to allow for some comparison, data from last year used in calculating the 12-month RI figures have been re-analysed using the current year's methodology. Overall values are reported in the final row of the 12-month RI table (unfortunately, due to data and timing constraints, it was not possible to recalculate the 24-month RI table from last years annual report).

Changes in Reported RI Figures

With due acknowledgement of the difficulties for comparability, some comment about the larger differences between last year's and the current year's figures is appropriate. A general increase in reconviction and re-imprisonment for PPS releases appears to reflect a number of factors, some relating to the methodological changes, but others to an actual increase in convictions.

With regard to the latter, it should be noted that the New Zealand Police have not recorded any significant increases in crime over the past four years, but have however improved their offence resolution rates. Perhaps as a direct result, the Department has experienced a sharp increase in prison muster numbers during this time. It appears then that the RI increase for PPS may be a consequence of greater detection, prosecution and conviction of offending by released inmates, rather than any increased offending by this group.

When viewed in relation to the (re-calculated) figures from last year's report then, the differences for both PPS and CPS suggest that the change in the current year's figures is perhaps due in equal parts to the methodology changes and to an actual increase in rate of reconviction.

RI Sub-group Comparisons

Table 7 provides re-offending rates measured over 12 months, for those released from prison, or commencing community-based sentences, during the 2002/03 (1 April – 31 March) year, and over 24 months for those released from prison, or commencing community-based sentences, during the 2001/02 year. RIs are reported for multiple categories of offenders, with significant variation observed in reconviction rates between sentence types, offence types and demographic groups.

Notable features for those released from a custodial sentence include the following:

- males are re-imprisoned at a significantly higher rate than females (29 percent and 16 percent respectively) and reconviction rates for offenders released from prison are also higher for males (43 percent and 37 percent respectively);
- The re-imprisonment and reconviction rates for Pacific peoples (20 percent and 31 percent respectively) were notably lower than those for Māori (32 percent and 47 percent) and Europeans (25 percent and 38 percent);
- Re-imprisonment rates reduce by around two-thirds as offenders age (offenders over 40 years are re-imprisoned at a third of the rate of those under 20), and vary markedly between offence classes (property offenders having the highest, sex offenders having the lowest);
- Home detention offenders had reconviction and re-imprisonment rates substantially lower than the average. This difference was particularly marked for those released from prison to “back-end” home detention, with the re-imprisonment rate (10.3) being the lowest for any sub-group of released inmates;
- Re-imprisonment rates were higher for inmates released from medium security classification (36 – 41 percent) than those for inmates released from minimum security (24 percent);

- There is a tendency for shorter sentence length to be associated with higher rates of re-imprisonment and reconviction: one- to two-year sentence length offenders are re-imprisoned at a higher rate than offenders with a sentence length between three and five years (30 percent and 22 percent respectively);
- For offence seriousness (the offence for which the person was originally convicted) a similar inverse relationship with rate of re-imprisonment and reconviction appears: medium seriousness score (for example, dishonesty, burglary) offenders are re-imprisoned at a higher rate than offenders with a very high seriousness score (36 percent versus 26 percent respectively).

Offenders on community-based sentences had significantly lower imprisonment and reconviction rates than offenders released from prison. However, most of the trends noted for released inmates were also evident for this population. The slightly higher rate of imprisonment for offenders sentenced to (“front-end”) home detention reflects the fact that, within the population receiving community-based sanctions, home detention is typically applied to those who pose a higher risk of offending.

KEY TO RECIDIVISM INDEX (TABLE 7)

CMS Offence dates (until 30 June 2004) are used to measure re-offending

Offences against justice are excluded for reimprisonment and reconviction

Beginning of CPS sentence used to define reconviction

PPS records have release dates defined from 1 April 2002 to 31 March 2003

CPS records have start dates defined from 1 April 2002 to 31 March 2003

* The Sentencing Act 2002 abolished Periodic Detention and introduced Community Work on 01 July 2002

** Insufficient numbers to report on releases from Maximum Security Classification

*** “Back-end” and “Front-end” Home Detention are reported separately under PPS Releases and CPS New Starts respectively

**** Introduced by the Sentencing Act 2002 and Orders are imposed by the judiciary at the time of sentencing

TABLE 7: RECIDIVISM INDEX

RECIDIVISM INDEX – OFFENDERS RELEASED FROM PRISON OR STARTING CPS MANAGED SENTENCE ANY TIME DURING MARCH 2003 YEAR (12 MONTHS FOLLOW UP PERCENTAGES)

Category	Group	Released from PPS		Beginning of CPS Sentence	
		Reimprisoned	Reconvicted	Imprisoned	Reconvicted
All		28.0	42.3	8.6	34.0
Gender	Female	15.8	36.8	4.6	26.0
	Male	28.8	42.6	9.7	36.4
Ethnicity	European	24.5	38.2	7.5	32.1
	Māori	31.9	47.6	10.4	38.7
	Pacific	20.2	31.3	6.7	28.8
	Other (incl Asian)	15.4	19.6	2.9	12.9
Age (at PPS release or start of CPS sentence)	<20 years	48.3	68.3	12.2	54.6
	20–24 years	36.2	54.6	11.1	41.8
	25–29 years	28.7	43.5	9.9	35.3
	30–39 years	22.2	36.3	7.6	28.3
	40+ years	17.9	25.1	4.7	17.9
Offence (Most serious for original sentence)	Dishonesty	42.2	58.9	12.9	44.8
	Property	29.3	44.7	9.4	37.9
	Administrative	27.2	46.1	10.1	37.8
	Violence	25.6	39.8	8.6	34.8
	Traffic	19.7	32.3	5.8	25.8
	Drug & Anti Social Sexual	17.2	30.2	6.6	25.5
Community-based Sentence	Supervision	n/a	n/a	12.3	35.8
	Periodic Detention*	n/a	n/a	7.2	34.5
	Community Work*	n/a	n/a	8.5	36.1
	Community Service	n/a	n/a	1.8	16.4
Inmate Security Classification (at release)	Maximum Security**	n/a	n/a	n/a	n/a
	High Medium	35.7	45.4	n/a	n/a
	Low Medium	41.3	56.6	n/a	n/a
	Minimum	23.6	38.3	n/a	n/a
Release Type	Parole Discretionary	23.9	34.4	n/a	n/a
	Parole Non-discretionary	27.4	38.5	n/a	n/a
	Home Detention***	10.3	15.2	8.8	19.8
	Post-release conditions****	29.2	46.1	n/a	n/a
Sentence Length	<=6 mths	28.5	44.9	8.0	33.8
	> 6mth but < 1yr	29.4	45.2	12.3	35.6
	>1 to 2 yr	30.4	45.0	16.0	31.7
	>2 to 3 yr	24.7	35.6	n/a	n/a
	>3 to 5 yr	22.1	31.1	n/a	n/a
	>5 yr	24.0	29.3	n/a	n/a
Seriousness Score	Low (>0 to 30)	25.9	40.9	7.5	31.2
	Medium (>30 to 60)	36.2	53.3	12.5	45.8
	High (>60–120)	31.7	47.6	11.6	43.1
	Very high (>120)	25.9	38.1	11.0	37.9
All (2001/02)		26.1	42.1	7.2	28.6

RECIDIVISM INDEX – OFFENDERS RELEASED FROM PRISON OR STARTING CPS MANAGED SENTENCE ANY TIME DURING MARCH 2002 YEAR (24 MONTHS FOLLOW UP PERCENTAGES)

Category	Group	Released from PPS		Beginning of CPS Sentence	
		Reimprisoned	Reconvicted	Imprisoned	Reconvicted
All		38.2	56.5	11.3	41.2
Gender	Female	23.8	45.4	5.4	30.7
	Male	39.1	57.3	13.0	44.4
Ethnicity	European	34.6	50.8	9.4	38.1
	Māori	42.9	62.7	14.2	47.7
	Pacific	27.3	46.3	9.4	34.6
	Other (incl Asian)	19.4	30.1	3.0	14.5
Age (at PPS release or start of CPS sentence)	<20 years	57.6	80.5	16.0	63.2
	20–24 years	47.1	67.6	13.9	49.6
	25–29 years	40.9	60.1	12.8	42.6
	30–39 years	34.5	53.0	11.8	39.0
	40+ years	22.9	35.3	7.7	25.5
Offence (Most serious for original sentence)	Dishonesty	55.3	72.6	15.5	52.1
	Property	47.8	62.3	15.1	52.6
	Administrative	40.1	66.5	13.0	42.3
	Violence	35.2	54.5	11.4	41.1
	Traffic	30.5	49.3	9.0	34.3
	Drug & Anti Social Sexual	24.2 11.4	42.5 22.2	10.4 7.7	38.5 24.0
Community- based Sentence	Supervision	n/a	n/a	17.4	44.6
	Periodic Detention	n/a	n/a	12.0	46.3
	Community Programme	n/a	n/a	15.7	42.4
	Community Service	n/a	n/a	3.6	25.4
Inmate Security Classification (at release)	Maximum Security**	n/a	n/a	n/a	n/a
	High Medium	52.6	67.3	n/a	n/a
	Low Medium	49.5	65.1	n/a	n/a
	Minimum	32.8	51.8	n/a	n/a
Release Type	Parole Discretionary	34.1	49.6	n/a	n/a
	Parole Non-discretionary	40.5	56.4	n/a	n/a
	Home Detention***	14.7	29.4	14.5	31.2
	Post-release conditions****	n/a	n/a		
Sentence Length	<=6 mths	37.9	59.6	9.9	40.1
	> 6mth but < 1yr	40.7	58.3	17.7	46.4
	>1 to 2 yr	40.3	58.7	18.8	42.2
	>2 to 3 yr	39.4	52.2	n/a	n/a
	>3 to 5 yr	33.8	45.4	n/a	n/a
	>5 yr	26.5	37.1	n/a	n/a
Seriousness Score	Low (>0 to 30)	36.2	57.2	10.0	39.4
	Medium (>30 to 60)	49.5	67.8	17.2	49.9
	High (>60–120)	41.2	59.5	15.7	46.8
	Very high (>120)	36.1	52.1	15.0	45.1

REHABILITATION QUOTIENT

The Department routinely delivers a range of rehabilitative and reintegrative interventions that are designed to enable offenders to lead law-abiding lives. These programmes have been designed and implemented in ways consistent with internationally-developed 'best practice' principles. Research on outcomes from these types of programmes has consistently shown that significant reductions in reconviction and re-imprisonment can be achieved when this type of intervention is delivered to appropriately targeted offenders.

The purpose of the Rehabilitation Quotient (RQ) is to gauge the extent to which re-offending is reduced amongst those who receive a rehabilitative intervention.

As such, RQ compares the rates of reconviction between treatment group 'graduates' and those of 'control' offenders who are similar in key aspects but who did not receive the intervention.

In order to measure such effects accurately, every individual offender who completes the treatment group is matched with one or more offenders who did not receive any intervention. Matching is made on the basis of variables such as age, gender, assessed risk of re-offending, type of sentence (prison versus community) and, in some cases, offence type. The length of the follow-up period for both is held equivalent. The differences in reconviction are then regarded as giving a valid indication of the programme's effectiveness.

Accurately assessing programme outcomes is, in practice, an extremely complex task. Validity is dependent on receiving full and valid data sets for programme participation and non-participation, accurate offender data (for example, risk assessment rating) to ensure valid matching, as well as sufficient numbers of offenders to ensure adequate statistical validity.

Recognising the need for increased accuracy in this domain, the Department has sought to re-develop the RQ process within its data warehouse, as the optimal means to achieving the level of precision required. Unfortunately, this somewhat ambitious project could not be finalised by the time of this report's publication. It is anticipated that RQ values for the main departmental programmes will be published separately at a later date.

PROTECTING THE PUBLIC

The Department's secondary outcome of protecting the public will primarily be attained through using the strategies and initiatives outlined in Theme 1. Progress towards the achievement of the outcome is measured through the analysis of data collected across a range of efficiency and quality measures designed to ensure offenders are being managed in a safe, secure and humane manner. These include:

- ensuring compliance with, and the administration of, sentences and orders
- the number of escapes that occur from prisons and while under escort or supervision
- the number and severity of incidents, including deaths in custody
- the number of inmate complaints.

The following tables show the significant progress that has been made in recent years towards improving the Department's performance in a number of key areas. The information is also presented as international comparisons. The Department uses international benchmarking to compare its performance across a range of commonly-used service delivery indicators. To achieve this, close working relationships have been developed with overseas jurisdictions. Information is exchanged with Australia, Canada, England/Wales and Scotland.

In making these comparisons, the Department assesses the comparability of the data in question. Where the jurisdictions have similar business operations, definitions and counting rules, there is high comparability, allowing benchmarking with no adjustments. Where the jurisdictions have similar business operations, but minor inconsistencies in definitions and counting, there is medium comparability, so providing a reasonable benchmark comparison, although one that may require small

adjustments to data and counting. Where the jurisdictions again have similar operations but different definitions and counting rules, adjustments would be required before true benchmark comparisons could be made, so comparability is low. Such adjustments have not been made to the data reported here, with the exception of the cost per inmate per day.

The Department's use of international benchmarking continues to develop. The data available still stands largely alone and further analysis is required before informed comparison may be made between New Zealand and the benchmarked jurisdictions. Full comparisons need to take account of a range of variables. For example, Scotland, with lower costs than New Zealand, also has lower inmate/staff ratios, a higher occupancy rate, higher assault rates, higher death rates, but lower rates of escapes and positive drug tests. From this, it is not yet possible to draw firm conclusions about the relative performance of the New Zealand and Scottish prison systems. Some observations, however, are made in the commentary accompanying the tables.

EFFICIENCY INDICATORS

This range of indicators demonstrates the efficient nature of resource management in the Department and compares it with other benchmarked jurisdictions.

Cost per Inmate per Day

One component in determining the performance of the corrections system is an assessment on the basis of what it costs to accommodate and securely maintain an inmate.

Table 8 shows a slight trend of increasing costs for New Zealand prisons. Comparisons between jurisdictions are shown below, based on the average daily cost per inmate using the Economist Annual Comparison Index. The latest international data demonstrates that New Zealand is receiving good value for the service provided. New Zealand costs are lower than the other jurisdictions benchmarked, with the exception of Scotland.

Inmate/Uniformed Staff Ratio

The ratio of inmates to full-time equivalent (FTE) uniformed staff identifies the level of staff supervision available. This graph compares the ratio of inmates to full-time equivalent uniformed staff across jurisdictions. Historically, New Zealand's ratio of inmates to uniform staff has exceeded that of other jurisdictions. Scotland, with the lowest number of inmates to each frontline staff member (1.48 in 2001/02) has a four-year rolling average ratio of 1.5 compared with New Zealand's average ratio of 2.4 inmates to uniform staff.

TABLE 8: COST PER INMATE PER DAY – NEW ZEALAND



TABLE 9: COST PER INMATE PER DAY – INTERNATIONAL COMPARISON

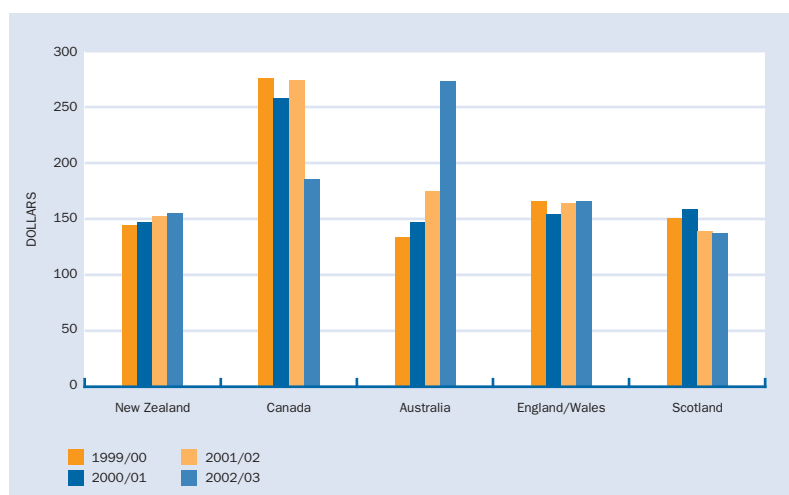
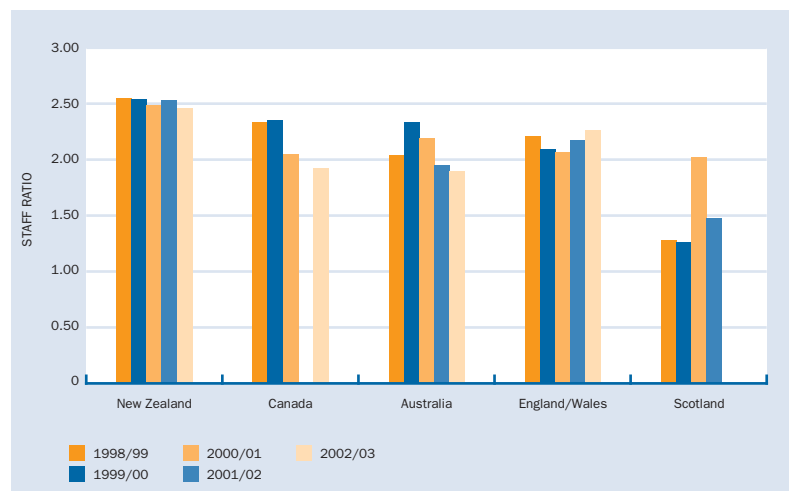
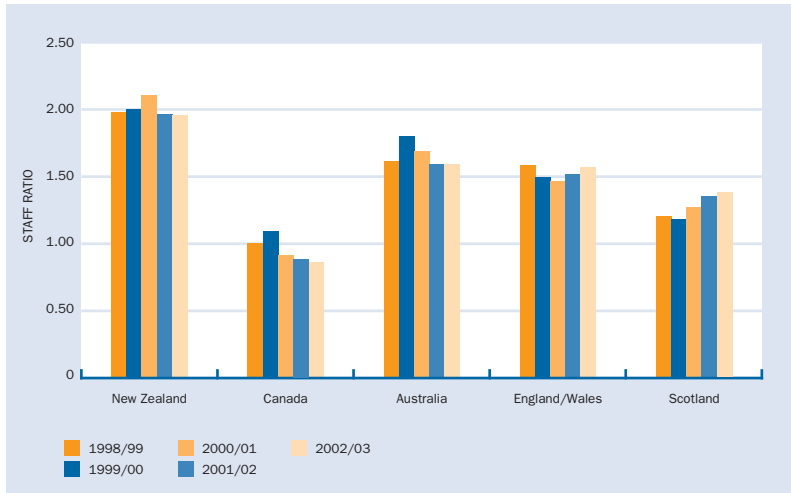


TABLE 10: INMATE/UNIFORMED STAFF RATIO – INTERNATIONAL COMPARISON



NB: Data not available for Canada 2001/02 or Scotland 2002/03.

TABLE 11: INMATE/TOTAL STAFF RATIO – INTERNATIONAL COMPARISON



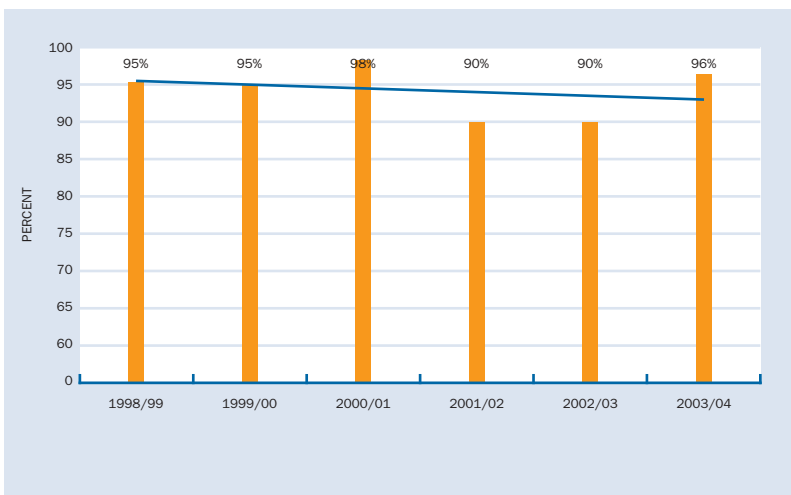
Inmate/Total Staff Ratio

New Zealand’s ratio of inmates to total staff (excluding Auckland Central Remand Prison) exceeds that of the international jurisdictions tested. In New Zealand, between 1998/99 and 2002/03, there has been an average of two inmates to one staff member.

Occupancy

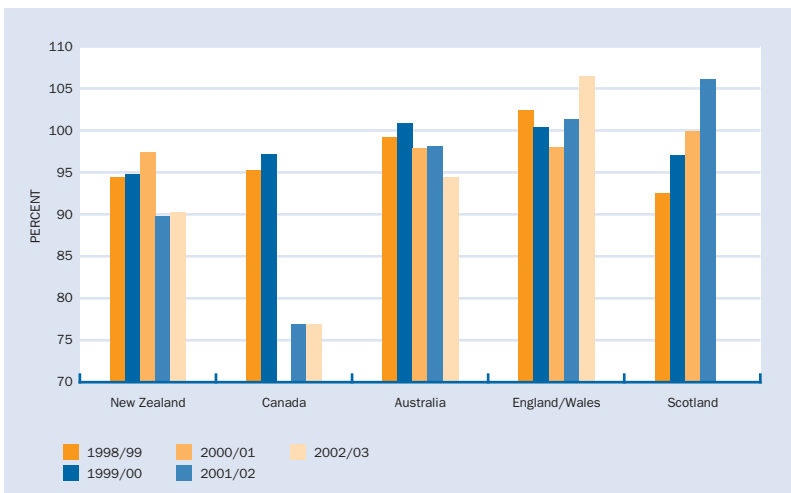
The calculation of prison occupancy is based on the number of available (permanent) prison beds and the average prison population for the year. New Zealand’s occupancy rate will fluctuate over time, as new prison facilities are developed to cater for the projected increases in inmate numbers. Average occupancy for 2003/04 was 96 percent, although for the last two months of the year average occupancy exceeded 100%.

TABLE 12: OCCUPANCY – NEW ZEALAND



The optimum rate of prison utilisation is considered to be between 85 and 95 percent, to allow for special accommodation, separate security levels and short-term fluctuations. New Zealand’s occupancy rate is significantly lower than the rates in all but one other jurisdiction, Canada. The comparability of this measure is assessed as being medium-to-low.

TABLE 13: OCCUPANCY – INTERNATIONAL COMPARISON



NB: Data not available for Canada 2000/01 or Scotland 2002/03.

QUALITY INDICATORS

Quality indicators measure prison management and the health and safe containment of inmates. This includes the provision of interventions that address the causes of offending and support successful reintegration into the community.

Inmate/Inmate Assault (Serious)

Table 14 shows the number of serious inmate/inmate assaults per 100 inmates. A serious assault is defined as one where the victim requires overnight hospitalisation or ongoing medical intervention. There was a steep decline in the number of serious assaults reported in New Zealand prisons between 1998 and 2002. That trend has reversed since 1 July 2002 and continues upwards. Internationally, during the past year New Zealand has had a rate of serious assaults significantly lower than both Canada and Australia. These comparisons have some limitations because of different counting rules applying in different jurisdictions. Data from England/Wales and Scotland is not presented here because of low comparability.

TABLE 14: INMATE/INMATE ASSAULT (SERIOUS) – NEW ZEALAND

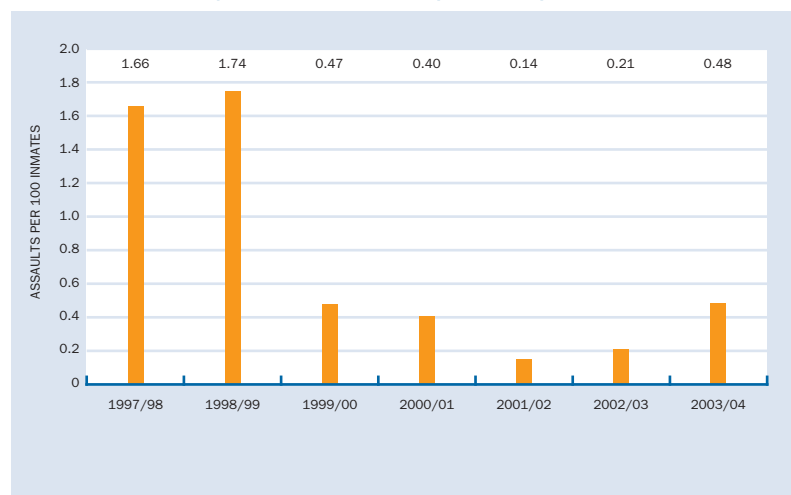
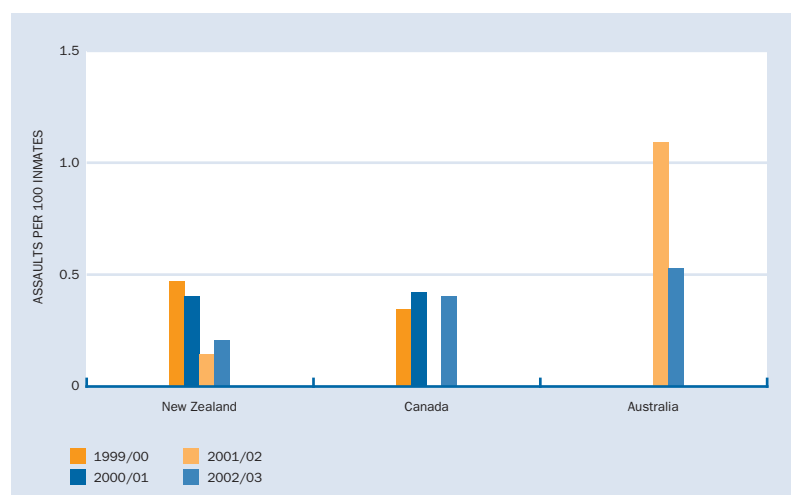


TABLE 15: INMATE/INMATE ASSAULT (SERIOUS) – INTERNATIONAL COMPARISON



NB: Data not available for Canada 2001/02, Australia 1999/00 and 2000/01.

TABLE 16: INMATE/STAFF ASSAULT (SERIOUS) – NEW ZEALAND

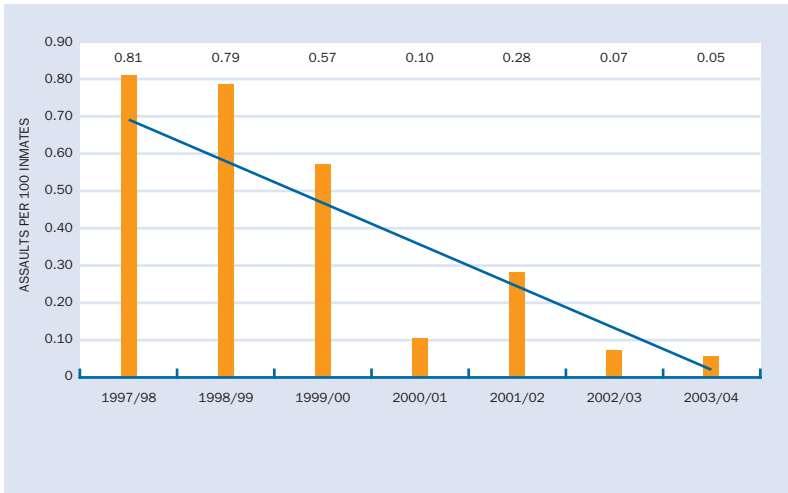
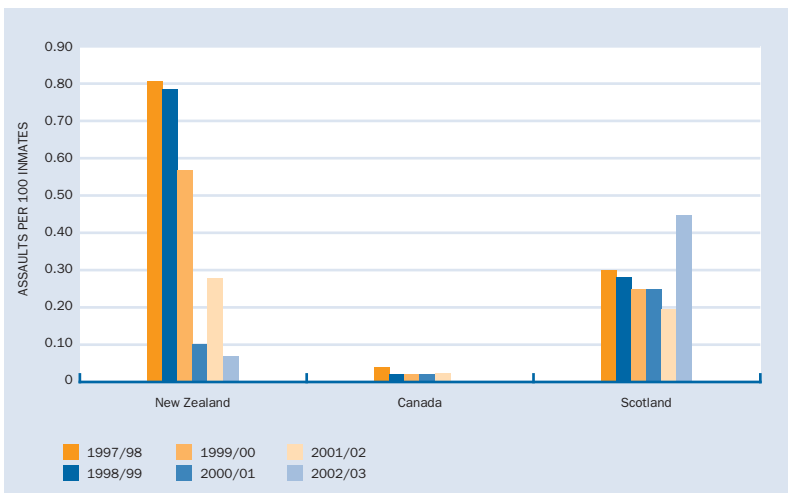


TABLE 17: INMATE/STAFF ASSAULT (SERIOUS) – INTERNATIONAL COMPARISON



NB: Canada's reported rate for 2003/03 was nil.

Inmate/Staff Assault (Serious)

Serious assaults by inmates on staff are those where the victim requires overnight hospitalisation or ongoing medical intervention.

The rate of serious assault (inmate/staff) is reported per 100 inmates. There were only three serious assaults on staff in 2003/04, and the overall trend continues to be downward.

Internationally, New Zealand's low rate of serious inmate/staff assaults is consistent with most other jurisdictions, although the comparability of this data is low.

DEATHS IN CUSTODY

The corrections system has to deal with a high proportion of people with a propensity to self-harm in prison. Deaths in custody are regrettable and are a serious matter subject to independent investigation.

Unnatural Deaths in Custody

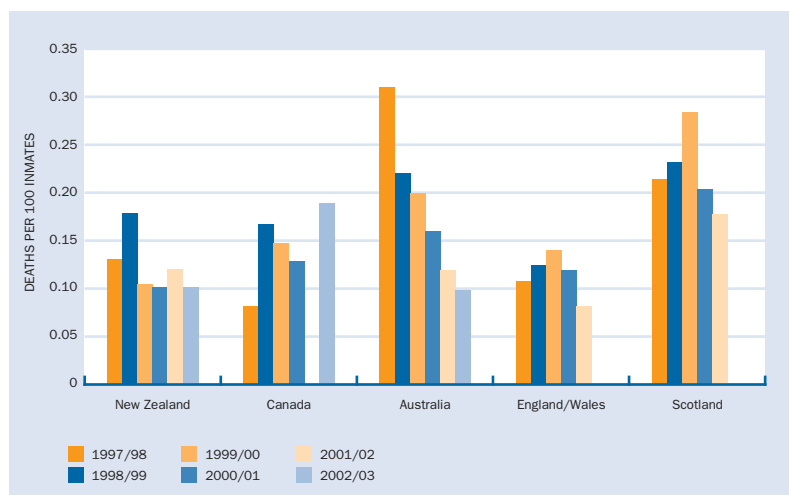
Unnatural deaths, which include suicides, homicides, deaths by drug overdose and deaths by accident, are reported here per 100 inmates. The trend for this measure indicates a slight but consistent decline. In 2003/04 there were nine unnatural deaths in prison, four more than last year's total.

New Zealand's unnatural death rate per 100 inmates is currently less than Scotland and similar to that of Australia. Comparability with Australia and England/Wales is high, and medium with Canada and Scotland.

TABLE 18: UNNATURAL DEATHS IN CUSTODY – NEW ZEALAND



TABLE 19: UNNATURAL DEATHS IN CUSTODY – INTERNATIONAL COMPARISON



NB: Data not available for Canada 2001/02 or England/Wales 2002/03.

TABLE 20: SUICIDES IN CUSTODY – NEW ZEALAND

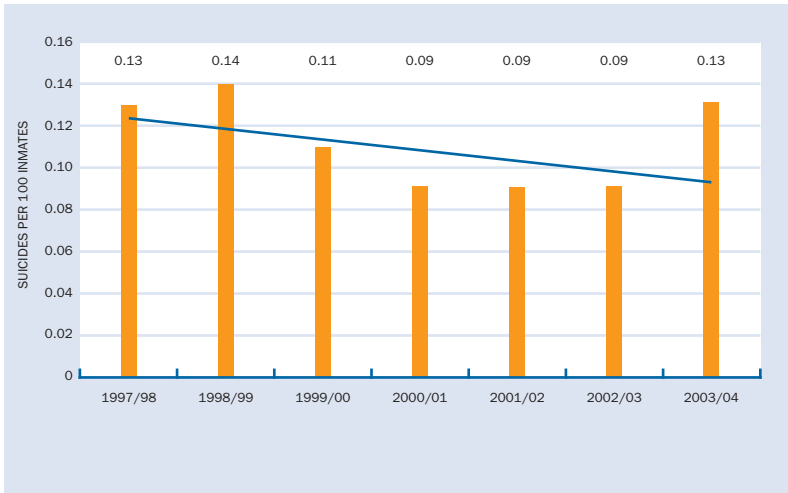
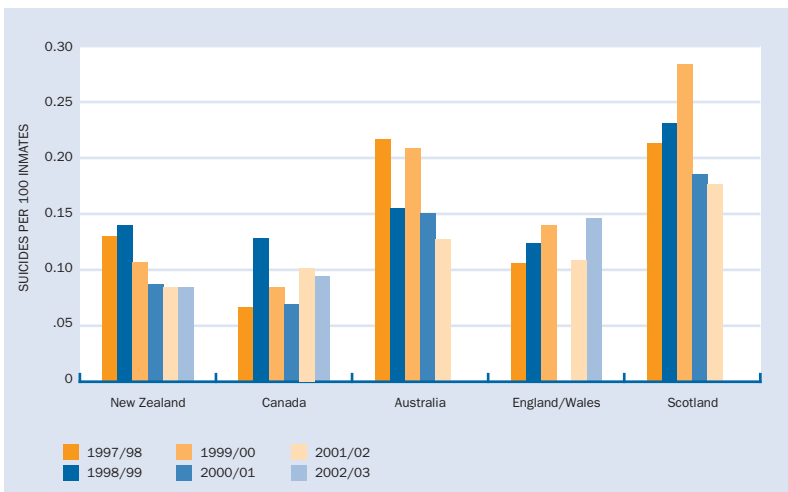


TABLE 21: SUICIDES IN CUSTODY – INTERNATIONAL COMPARISON



NB: Data not available for England/Wales 2000/01, Australia 2002/03 and Scotland 2002/03.

Suicides in Custody

Inmate suicide reduction continues to be a key priority of the Department.

Table 20 shows the trend in the number of suicides per 100 inmates. The downward trend of the previous four years has reversed. The rate of suicide of remand inmates continues to be greater than for sentenced inmates.

New Zealand’s 2002/03 rate of suicide of 0.85 per 1,000 inmates is the lowest of the international benchmark jurisdictions for that year. Comparability for this measure is medium with Scotland and Canada and high with England/Wales and Australia.

ESCAPES FROM PRISON

The total number of inmate escapes in New Zealand against all security classifications in 2003/04 was 20, against an expected performance standard in 2003/04 of 50 escapes.

Breakout Escapes from Prison

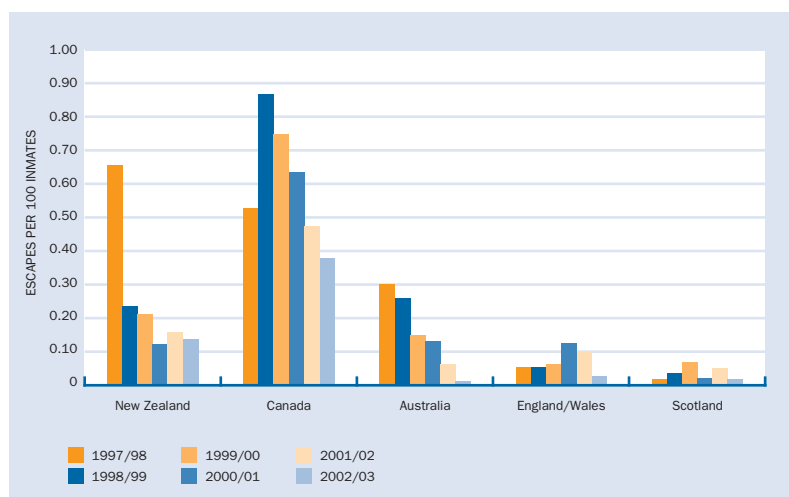
Table 22 shows the trend in breakout escapes per 100 inmates. Of the 20 escapes for 2003/04, there were a total of nine breakout escapes. This compares with eight breakout escapes during 2002/03.

New Zealand has a similar rate of breakout escapes to that of all but one of the jurisdictions, Canada. Canada's rates over the last five years have been more than double New Zealand's. Australia is the only jurisdiction where escape rates have decreased each year over the last six years. This data is of medium comparability with Canada and Scotland and low comparability with Australia and England/Wales.

TABLE 22: BREAKOUT ESCAPES – NEW ZEALAND



TABLE 23: BREAKOUT ESCAPES – INTERNATIONAL COMPARISON



Strategy to Reduce the Use of Drugs and Alcohol in Prisons

During the course of the 2003/04 year the Department continued its strategy to reduce drug and alcohol use in prisons. The strategy recognises that a large proportion of inmates have drug and alcohol problems. These problems are often a significant factor in their offending behaviours. Drug use in prison perpetuates the dependency problems and the illegal lifestyles of inmates. It also creates problems for their relatives and friends (such as the pressure to supply drugs) and for prison staff in the management and rehabilitation of inmates.

The Department's drug strategy is designed to reduce: the demand for drugs; the supply of drugs into prison; and the harm caused by drug abuse. The three main methods to achieve these aims are:

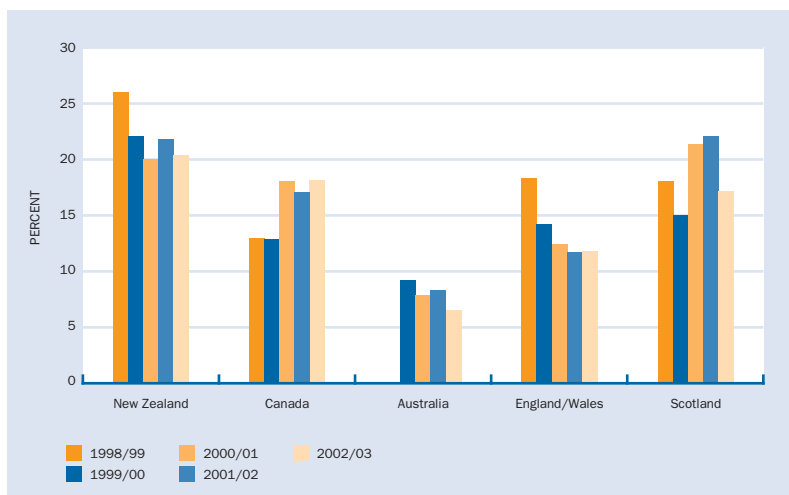
- measures to deter inmates from using drugs (both sanctions and incentives)
- improved detection of drugs
- treatment of those with drug problems.

The strategy is supported by drug testing of inmates and strict detection procedures. Drug detection dogs are regularly used at visitor checkpoints, and for random searches of prison buildings and land. Anyone found bringing drugs into a prison is banned from visiting the prison.

The total of positive results for the year ended 30 June 2004 was 17.13 percent, the lowest ever recorded. Full results of random and other drug screening tests are reported on page 102. Of the total positive results to general random drug tests in 2002/03, 88 percent were positive results for cannabinoids, with the remaining 12 percent positive results for other drugs.

An international comparison of random drug-testing results is shown in table 24. The comparability of drug-testing results between jurisdictions is regarded as low. Although drug-testing practice is similar, there are differences between jurisdictions in the percentages of inmates randomly tested, the treatment of refusals and the length of time inmates must serve before being available for random testing.

TABLE 24: GENERAL RANDOM DRUG TESTS RETURNING A POSITIVE RESULT – INTERNATIONAL COMPARISON



NB: Data not available for Australia 1998/99.

OTHER INDICATORS
Imprisonment Rate

The imprisonment rate identifies the number of people imprisoned per 100,000 of the national population. This is an indication of the extent to which prison is used as a sentencing option by the judiciary. New Zealand has the highest rate compared with other benchmarked jurisdictions, although the modest downward trend of the past two years has reversed, with the rate of imprisonment rising to 155 per 100,000 for 2003/04.

Indigenous Inmate Population

Currently, New Zealand Māori make up a large percentage of the inmate population. The Department recognises the importance of being responsive to Māori and targeting effective interventions for Māori offenders. Initiatives to improve responsiveness are outlined on pages 28 and 29, while rehabilitative programmes and results are described on pages 108 to 121.

Inmate Complaints

The introduction of the Integrated Offender Management System (IOMS) has enabled the monitoring of inmate complaints. Only written complaints are recorded in the system. Before completing a written complaint an inmate is required to request an interview. If the issue cannot be resolved during that interview the inmate is asked to complete the 'Request for Interview/ Complaint' form. An attempt is made to resolve all issues within three days of receipt. Where follow-up action is required of a person

TABLE 25: IMPRISONMENT RATE PER 100,000 – INTERNATIONAL COMPARISON

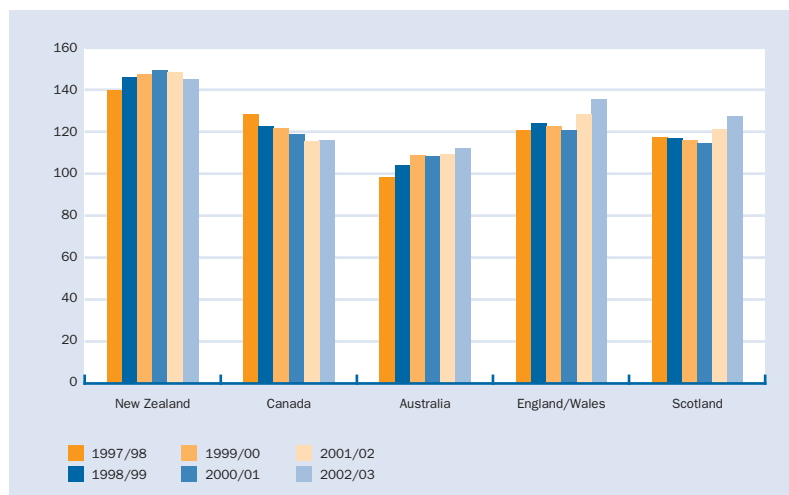
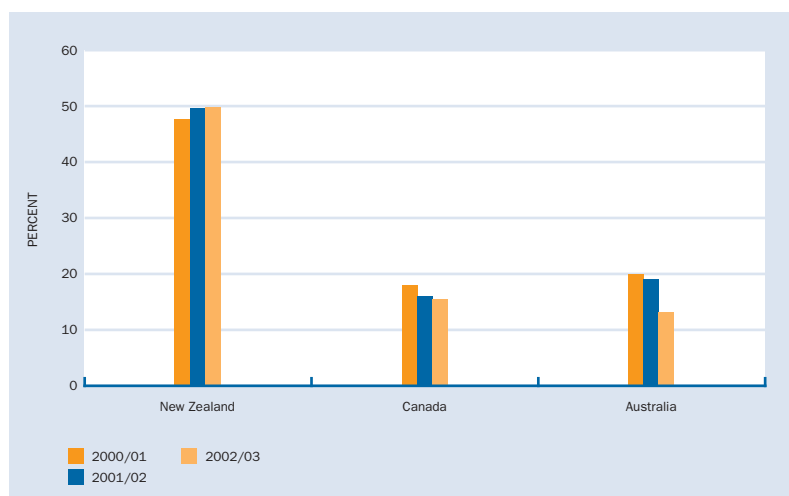


TABLE 26: INDIGENOUS INMATE POPULATION (AS A PERCENTAGE OF THE TOTAL INMATE POPULATION)



other than the Unit Manager, the Superintendent interviews the inmate within seven days. The Superintendent is required to investigate any unresolved complaints within 14 days of referral.

During the 2003/04 year 186 written complaints were recorded. Of this number seven complaints were found to be justified.

OUTCOME: SAFER

OUTPUT

P PROTECTING THE PUBLIC

- Providing a safe environment for staff and the public
- Managing offenders in a safe, secure and humane manner
- Ensuring appropriate compliance with, and administration of, sentences and orders
- Providing information to the judiciary to inform the sentencing process and release conditions
- Supporting reparation to the community

MEASURING EFFECTIVENESS

Output quantity, quality, timeliness and cost
International benchmarks

THEMES

Ensuring effective offender management
Improving responsiveness to Māori
Enhancing capability and capacity

P 1: INFORMATION SERVICES

Sentencing information and advice to courts
Parole information and advice to the New Zealand Parole Board
Home leave reports

P 2: COMMUNITY-BASED SENTENCES AND ORDERS

Supervision
Community work
Home detention orders
Parole orders

P 3: CUSTODY OF REMAND INMATES

Custody of remand inmates

P 4: ESCORTS AND CUSTODIAL SUPERVISION

Escort services
Courtroom custodial supervision services

P 5: CUSTODIAL SERVICES

Men - maximum security
- medium security
- minimum security

6: INMATE EMPLOYMENT

Land-based activities
Manufacturing activities
Internal service self-sufficiency activities

7: REHABILITATIVE PROGRAMMES AND REINTEGRATIVE SERVICES

Responsivity/motivational programmes
Criminogenic programmes
Other rehabilitative programmes and activities
Education and training
Reintegrative services

P 8: SERVICES TO THE NEW ZEALAND PAROLE BOARD

Administrative, financial and secretariat services to the New Zealand Parole Board

P 9: POLICY ADVICE AND DEVELOPMENT

Policy advice and development services
Ministerial servicing
Psychological and other research

P 10: SERVICE PURCHASE AND MONITORING

Purchase and monitoring of service delivery
Inspectorate services
National systems services

COMMUNITIES

CLASSES

Home detention assessments to the New Zealand Parole Board

Psychological Service information and advice to courts and the New Zealand Parole Board

Post-release orders

Conditions

Extended supervision orders

Women

Male youth

Drug reduction

Release to work

Vocational training services

Community services

Community residential centres and Reducing Youth Offending Programme

Psychological services

Chaplaincy services

REDUCING RE-OFFENDING

R

Providing targeted rehabilitative and reintegrative initiatives to change offending behaviour by:

- a risk and needs assessment for offenders to determine how best to address offending behaviour
- programmes to encourage offenders to address their offending behaviour and their offence-related needs
- education, training and work experience for offenders
- assistance with accessing community services so that offenders can positively participate in, and be successfully integrated back into, society.



MEASURING EFFECTIVENESS

Output quantity, quality, timeliness and cost

International benchmarks

Recidivism index

Rehabilitation quotient



THEMES

Ensuring effective offender management

Improving responsiveness to Māori

Contributing to reducing re-offending

Enhancing capability and capacity