



ARA POUTAMA AOTEAROA
DEPARTMENT OF CORRECTIONS



◆ **Change Lives Shape Futures**

– REDUCING RE-OFFENDING AMONG MĀORI



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Reducing re-offending among Māori

“Me rapu tonu, me wewete māriri i ngā kōpaki, kia kitea ai te kai o roto.”

“We must search continuously, unwrapping the covering to reveal what’s inside.”

In 2016, I launched the Department of Corrections’ Change lives Shape Futures Strategic Plan, which reinforced our goal to reduce re-offending. Central to achieving this commitment is reducing the level of re-offending among Māori.

Corrections’ official te reo Māori name, Ara Poutama Aotearoa, reflects our efforts to change the lives of offenders, reminding us that “though the journey has many challenges, with timely support and guidance at crucial times, attaining the goal of an offence-free lifestyle can become a reality”. As with the te reo phrase above Ara Poutama Aotearoa reinforces that we must continuously seek out new ideas that can help offenders turn their lives around, so they can be back with their families and communities where they should be.

Māori make up 15.8% of the population in New Zealand but around half of the offender population. With a rising prison population already at 10,000 people, it is in all our interests to bring this number down. To do this, we need to focus on the areas where this rise is most acute – people on remand and those serving longer sentences. All these are areas with a higher proportion of Māori offenders and making progress with these offenders will significantly improve our overall progress – to succeed overall, we must succeed with Māori offenders.

Last year the Waitangi Tribunal heard a claim against the department in regard to its efforts to reduce re-offending by Māori. We await the Tribunal’s report as it will add significantly to the plans that the department has already in place.

Our call to action is clear. We must ensure that when people are sentenced they receive the timely support and targeted interventions necessary to prevent them re-offending.

In fact, this goal is right in line with the new Justice Sector strategy to improve outcomes for Māori. Together with Police and the Ministry of Justice we have set a target to reduce Māori re-offending by 25% by 2025. The strategy will be supported by \$10 million ring-fenced from the Justice Sector Fund and a joint bid for an innovative services model based on Nga Hau E Wha National Marae. This strategy is still in development but it offers our best shot yet at success because it harnesses our sector’s collective strength.

More people in our services identify as Māori than any other ethnic group, therefore everything we do is designed to help Māori succeed. From the people we recruit, to the programmes we provide and the facilities and technology we use, everything we do has a link to reducing re-offending among Māori.

Turning lives around takes time and a combined effort. We must work closely with iwi and the community, as well as our colleagues in the health, justice and social sectors, who share our commitment to improve outcomes for Māori. On the following pages you can read more about what we are doing now and in the future to reduce re-offending among Māori. And it is to the future that we must look, because this is not something we can achieve overnight. The underlying issues that see too many Māori in prison have taken generations to ferment. It could take another generation to unpick some of these and see long-term progress for those families most in need.

Together, we can change lives and shape futures.



Ray Smith
Chief Executive



Kia angitu mo te katoa, me angitu me te hunga hara Māori

To succeed overall we must succeed with Māori offenders

Māori are over-represented at all stages of the criminal justice system. Just over half of offenders identify as Māori. If we can bring these numbers down to the same rate as non-Māori, we will surpass our goal to reduce re-offending by 25%.

As well as the specially designed tikanga-based programmes, our mainstream programmes for all offenders are designed to be responsive to Māori. Everything we do takes in the needs of Māori offenders and Te Ao Māori (the Māori world view) provides traditional kaupapa values that guide behaviours and interactions. At Corrections, these kaupapa values help set the foundation for how we work.

Manaaki (enhancing other people's mana by treating them with respect) is the pou of our Goal – Reducing re-offending by 25%.

Four other kaupapa values signify each of our action areas drawn from our Strategic Plan 2016-2017.



 **One goal** > *Four priorities* > *Eight action areas*

Kaitiaki – Industry, Treatment & Learning

Kaitiaki (guardianship, nurturing care and protection) can be enhanced by equipping offenders with knowledge, skills and recognised qualifications, along with providing effective treatment so people have real options to provide for themselves and their whānau and contribute to our wider society.

Employment and education

While engagement by Māori in education is steadily improving overall (94.9% of Māori children take part in early learning before the age of five and 71.1% attain NCEA Level 2¹), Māori prisoners' literacy and numeracy rates remain low, which greatly affects their ability to engage in further education, rehabilitation and employment opportunities. The low literacy and numeracy of offenders in general, and Māori offenders in particular, present a huge challenge for us to see that people leave our care equipped with real qualifications, ready for real jobs.



What we've done

In recent years we have significantly increased the number of mainstream and tikanga-based programmes available to offenders, and also increased our efforts to evaluate their effectiveness.

Our results show that Māori participation and performance in mainstream programmes, those that are not Māori specific, is just as good if not better than non-Māori offenders.

Overall, reconviction rates for Māori who participate in Drug Treatment Units (DTU), Medium Intensity Rehabilitation and Out of Gate programmes, show they are effective, with lower re-imprisonment rates of 5.5% (MIRP), 6.7% (DTU) and 8.5% (Out of Gate) than those who do not complete the programmes. However, research shows those gains are not carried over as strongly for Māori offenders as for non Māori. We have some work to do in the reintegration space to address that.

There has never been such a high level of investment directed towards reducing re-offending, particularly for Māori. The development of our key tikanga-based programmes is outlined on the following pages.

We've developed a **pathway** that pulls together our Māori interventions so we maximise their effectiveness and give participants the greatest chance to benefit.

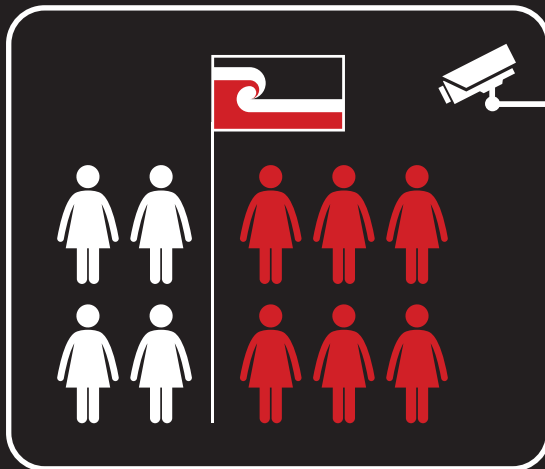
1. http://www.stats.govt.nz/browse_for_stats/snapshots-of-nz/nz-social-indicators/Home/Education/18-year-olds-with-higher-qualif.aspx



Māori make up...

15.8% of the population
in New Zealand

51% (4,521) of the
prison population



Māori women make
up 63% of the female
prison population



Our **Mauri Tū Pae** medium intensity kaupapa Māori rehabilitation programme is a group-based programme delivered by Māori service providers for male prisoners with a range of offending needs. This is an example of how our programmes are designed, developed and delivered by Māori in collaboration with the department. These programmes are reviewed to ensure their integrity and effectiveness.

We've enhanced our Te Tirohanga rehabilitation programme. Tikanga-based services are delivered at five dedicated whare in the prison network. The first of these whare, previously known as Māori Focus Units, opened in Hawke's Bay in 1997. By 2002 they had expanded to Waikeria, Tongariro, Whanganui and Rimutaka Prisons. In 2009 an evaluation of the units began. The subsequent recommendations led to the establishment of a new Te Tirohanga Programme based on whānau support, education and rehabilitation services across these units from 2014. The five Te Tirohanga units contain 258 beds.

We've taken steps to **improve referral rates** of eligible offenders to Māori interventions to boost participation. Part of this work has involved improved reporting and accountability. In 2017, custodial staff and case managers are making a concerted effort to encourage more prisoners to take part in this programme.



Our **Te Ihu Waka** national framework has been implemented to guide the delivery of all our tikanga Māori programmes to offenders in prisons and the community.

To improve education outcomes for offenders we have increased the availability of education programmes, including **Te Waharoa** (The Gateway) a Level 2 National Certificate in Māori designed to be delivered in phases 1 and 2 of Te Tirohanga.

Our **Youth Strategy** seeks to address the disproportionate number of Māori (aged under 20) among youth offenders (61% in prison, 42% in community).

Our **Strategy for Female Offenders** will address the increasing number of women sent to prison, 63% of whom identify as Māori.

We are **targeting the drivers of crime**. Certain crimes feature heavily in repeat offending, especially among Māori offenders, eg driving and family violence offences, and alcohol and drugs are often a factor. A focus on improving access to education, alcohol and drug interventions, violence prevention courses, driver licence support and drink drive/road safety programmes is already helping to prevent this type of re-offending.



What we'll do next

We have an opportunity to improve outcomes for Māori. We will do this by:

- » offering more education opportunities such as Te Waharoa (NCEA Level 2)
- » ensuring our Te Tirohanga whare have an appropriately resourced learning environment
- » linking relevant kaupapa and cultural learning that strengthens Māori identity
- » exploring ways to link offenders and their whānau through learning opportunities in the community
- » giving staff more time to properly assess and identify prisoners who will benefit from particular interventions.

Mental health, alcohol and other drug support

Almost all prisoners, including Māori prisoners, experience high rates of diagnosed mental illness and substance abuse over the course of their lives. We have an extensive plan to help more people in our care to address their mental health, including alcohol and other drug issues, so that they can take part in opportunities for education, training, and reintegration.



What we'll do next

We will:

- » trial four new mental health services over the next two years that will benefit Māori in prison and in the community. These include:
 - Professional teams of mental health clinicians to help prisoners and offenders in the community with mental health disorders, as well as providing support for their whānau.
 - More help for women in prison, particularly those who are affected by historic trauma. Professional counsellors and social workers are in place at all three women's prisons to help equip women, particularly those associated with gangs, or struggling to deal with family issues from prison.
 - Supported living temporary accommodation for those with complex mental health needs.
 - Wrap around family support to help the whānau of those with mental health issues stay connected and be better able to support offenders on release.
- » improve the referral rates of Māori offenders to existing services
- » explore ways to give more offenders access to effective tikanga Māori support and treatment.



Whānau – Our People

Whānau encompasses not only whakapapa or genealogy but our wider connections with others, including the people we work with every day.

The Department of Corrections has a diverse and inclusive workforce committed to improving outcomes for Māori. Our existing cultural capability gives us a good base from which to reduce re-offending among Māori and improve the wellbeing of our people, and those in our care.

Having more Māori in our organisation on our frontline, designing practice and making management decisions can only enhance the impact we have on reducing re-offending among Māori.

We want our workforce to strongly reflect the communities we serve and the offenders in our care. About one in four of our staff identify as Māori. Around half of all offenders are Māori. We need to attract more Māori staff, especially in non-frontline and senior management roles where Māori representation is lower.

We also need to recognise areas for improvement around cultural safety for staff so that we can confidently promote Corrections as a place where the contribution of Māori is encouraged and valued.

What we've done

- » We have strengthened the practice of core frontline staff to respond more effectively to Māori offenders to reduce re-offending.
- » Our Director Māori leads a Māori Services Team of 24 staff working in the regions to inform and guide our work with Māori offenders and communities.
- » All proposals to the Executive Leadership Team and Service Development Leadership Team include a section on the implications for over-represented and vulnerable groups, including women, youth and Māori offenders.
- » Engaged Tātou to actively seek applicants from Māori communities for frontline roles.



22% (1714) Corrections staff identify as Māori

Number of Māori youth offenders (under 20)



61% in prison



42% in community

- » Internship programmes recruit a diverse pool of graduates over the summer.
- » Recruitment teams are on the ground at events such as Te Matatini Festival 2017, to engage with local communities and encourage more Māori to join Corrections.
- » Our Emerging Senior Leaders programme has been running since 2012, with a focus on developing more female and Māori leaders. The first workshop is on a marae with a focus on increasing awareness and skills in Te Ao Māori. A similar regional programme encourages people closer to the frontline to put their hand up for more leadership skills.
- » Engaged Diversity Works to complete a stocktake on our existing diversity and inclusion, and make recommendations for the future.
- » Participating in the Future Directors Programme designed to increase diversity on governance boards and committees.



What we'll do next

- » Educate staff about appropriate and safe cultural practices.
- » Strengthen our cultural competency framework for all staff.
- » Address victimisation rates among whānau of offenders where Māori are over represented.
- » Implement a strategy for recruiting more Māori candidates in all roles.
- » Offer more coaching and mentoring to develop staff.
- » Revise recruitment processes starting with job descriptions and competencies.
- » Build better links with tertiary institutions, wananga and iwi to foster awareness of Corrections as a career option.
- » Formalise internships for Māori tertiary students focusing on the Central and Northern regions.
- » Explore more sharing of skills and secondment opportunities for Māori.
- » Establish a Chief Adviser Māori role focusing on strategy and programme development, to work alongside the Chief Probation Officer, Chief Psychologist and Custodial Officer.



Rangatira - Modern Infrastructure

***Rangatira** reflects the desire to chart our own course and to take responsibility for our wellbeing and education, and that of those on the journey with us.*

Our physical infrastructure is the backbone that allows us to get the job done properly.

We are mindful of the impact our environment can have on offenders and their whānau; we aim to consider how our property, technology, security and transportation systems can enhance rehabilitation and reintegration outcomes.

Facilities development and technology enhancement

New facilities, such as the new prison to be built at **Waikeria Prison**, will be designed and developed in full consultation with iwi. The needs of Māori offenders will be taken into consideration from the start and result in a more therapeutic environment to support their rehabilitation.

Whare Oranga Ake units at Spring Hill Corrections Facility and Hawke's Bay Regional Prison provide kaupapa Māori environments to help prisoners train for employment, find work, secure accommodation on release, and develop supportive networks with iwi, hapū and community organisations while strengthening their cultural identity.

The design of **Kohuora, Auckland South Corrections Facility** acknowledges the cultural significance of the land to Mana Whenua, Ngati Te Akitai Waiohua and Ngati Te Ata. The site includes a purpose built Whare Manaaki for Māori prisoners. A range of cultural activities and programmes in the whare help reconnect prisoners with their culture. The Whare Manaaki is a place where prisoners, their whānau and iwi can come together to celebrate successes, such as graduation ceremonies when prisoners complete a programme. The cultural centre outside the wire provides a community focus for whānau and the wider community to support reintegration.



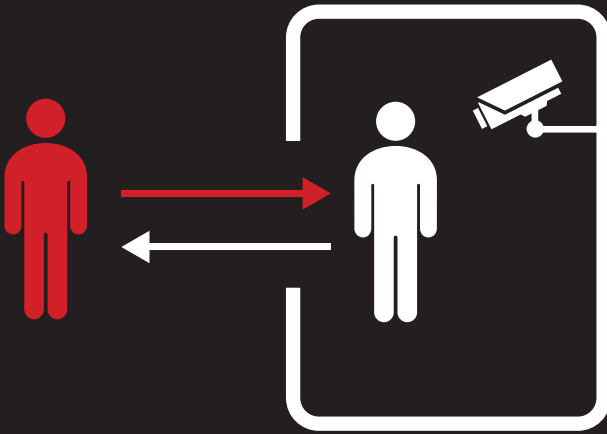
The new maximum security unit being built at **Auckland Prison** features Māori names for each unit and communal facility to signify its purpose or kaupapa. The site has a mauri stone buried under the new receiving office which, according to Māori tradition, holds and concentrates the prison's mauri or life force for protection. Once building is finished, manea stones will be placed at three key locations to partner with the mauri stone. The stones will be located at the separate entrances for staff, visitors and prisoners, and as people pass by the stones they will be cleansed of negative emotions and feelings, enabling a new start upon entering the prison.

Our new-build **Community Corrections** sites are designed to provide dedicated space for offenders and whānau to safely engage and interact.

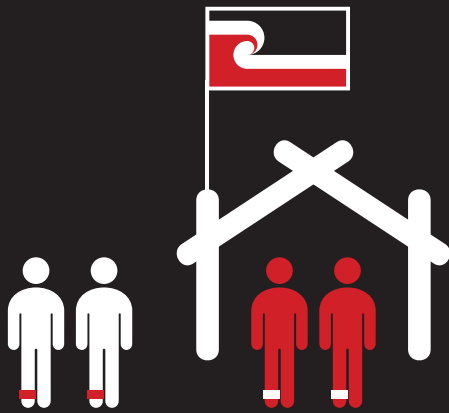
The new **Hamilton Hub** has a flexible space where community providers can deliver services and programmes to support education and training.

What we'll do next

- » Make AVL suites available in all five Te Tirohanga units to support whānau staying connected with tane in distant prisons.
- » Use Secure Online Learning to support the ongoing education of Māori offenders, and improve literacy and numeracy skills.
- » Develop more content for prisoner TV to raise awareness of the kaupapa Māori interventions and support available.
- » Continue to work with cellular network providers to increase the efficacy and availability of coverage in remote areas to enable wider use of GPS monitoring.



64.4% of Māori released from prison will be reconvicted within two years (53.4% of Europeans)



45.5%
13,084 of 28,709 people serving community sentences identify as Māori



identify as Māori



Wairua – Community Safety

Wairua provides us with the strong, vibrant and balanced life force that can help us build connections with our communities and support us as we tackle the more difficult aspects of our work.

What we've done

Reintegrative programmes help prepare people in prison for life on the outside. Corrections has two tikanga-based reintegration programmes – Whare Oranga Ake and Tiaki Tangata.

Whare Oranga Ake were established in 2011 to help Māori prisoners strengthen their cultural identity before returning to their communities. There are two units; a 24-bed unit at Hawke's Bay Regional Prison and a 16-bed unit at Spring Hill Corrections Facility. Both are located outside the secure perimeter fence and only available to prisoners with a minimum security classification and three to six months left on their sentence. The management and day to day operation of these units is contracted to local service providers.

Tiaki Tangata reintegration services provide a wrap-around case management service supporting high-risk, long serving Māori offenders to reintegrate into the community. They are delivered by the National Urban Māori Authority in the Northern Region; the Wera Aotearoa Charitable Trust in the Central Region; Orongomai Marae, Tupoho Trust, Te Ikaroa Rangitahi and Te Runanganui O Ngati Porou in the Lower North Region; and Nga Ngaru Rautahi O Aotearoa in the Southern Region. Services include finding accommodation and employment, connecting with iwi, hapu, whānau and other support people.

We have created regional plans to implement **reintegration services for young Māori**, aged under 25, based on local needs and available services.

We are **collaborating with iwi** in different parts of the country who want to improve outcomes for offenders by working with them before and after release from prison.



Community engagement

We know we need to work closely with others who understand the wider issues affecting Māori if we are to succeed in improving outcomes.

Programmes available for Māori offenders in the community include:

- » Tai Aroha, a residential violence prevention programme, which aims to provide a culturally responsive rehabilitation experience, in particular for Māori participants
- » Tikanga Māori, a motivational programme that addresses the underlying causes of offending through Māori culture
- » in Auckland and the Waikato, specialist Māori cultural assessments are carried out by a Māori assessor to address an offender's responsivity and motivational behaviour.

All these programmes have included and involved Māori communities in their design, development and delivery.

It's time to look closely at how we work with iwi organisations including those with connections to 'fringe whānau' and gangs. Addressing gang membership will help address the over-representation of Māori in corrections services. We need some new thinking that promotes real alternatives to the gang affiliates and strengthens their identification with core Māori values so that they no longer participate in gang behaviour.



What we've done

In 2015, we established a **Māori Advisory Board** made up of iwi-mandated representatives to provide advice to our Executive Leadership Team.

As the organisation at the end of the justice pipeline, we are directly impacted by the actions of Police, Courts and the Ministry of Justice. We are supporting the development of a **Justice Sector Māori Strategy** for Police, Justice and Corrections to jointly address the disproportionate representation of Māori in the criminal justice system.

The strategy will seek to better understand how what we do now is making a difference. We need to gather more qualitative evidence particularly from people who have first and second hand experiences with our interventions and oversight.

We will seek to align and integrate work across the sector with the shared focus of improving Māori justice outcomes.

For Corrections, those outcomes will see:

- » fewer Māori prisoners
- » lower rates of re-offending
- » fewer Māori victims of crime
- » fewer Māori offenders serving community sentences
- » a drop in the intergenerational offending that sees parents, children and grandchildren in our care year in and year out.

On closer inspection, we'll see a drop in Māori offenders suffering from poor mental health and substance abuse. We'll see greater capability among Māori providers stepping up to work with us on helping offenders and whānau turn away from crime and desist from offending. Those who come to prison will serve shorter sentences for lower scale offending.

Corrections is actively involved in the whole of Government Gangs Action Plan and the Ministerial Group on Family Violence and Sexual Violence.

We're also better supporting Māori providers to take part in the procurement of services for offenders and encouraging them to network with each other to share best practice.

After a year in development, a Kawenata (accord) was signed on 16 March 2017 between the **Kiingitanga and the Department of Corrections**. The accord provides the framework for the co-operation between us. It is a strong confirmation of our mutual interest in the cultural, social, physical and economic health and wellbeing of Māori offenders. The accord focuses on:

- » the health and wellbeing of Māori offenders in custody
- » the rehabilitation of Māori offenders
- » the reintegration of Māori offenders into the community; and
- » reducing re-offending among Māori.

We are committed to working together to share information and develop initiatives to support these areas of focus. Potential areas under discussion include a community-based reintegration centre for female prisoners, a Waka Taua cultural intervention for Māori male prisoners in the greater Waikato District and Kiingitanga facilitating iwi collaboration for the Waikeria Prison expansion project.

What we'll do next

- » Use the Kawenata with Te Kiingitanga as a blueprint for developing partnerships with other iwi and urban authorities.
- » Explore more tailored reintegration efforts that partner with iwi to better support Māori offenders and their whānau on release from prison.
- » Continue to develop strong relationships with Māori groups.
- » Work with other agencies who share our commitment to limit the pervasiveness of gangs and criminal lifestyles.
- » Review our existing programmes to identify areas for improvement.
- » Engage with multiple agencies to achieve our Justice Sector goal of reducing re-offending by Māori by 25% by 2025.
- » Work with Justice Sector partners to establish a sector wide Māori advisory board.
- » Our gang strategy will seek to:
 - contain the negative influence of gang members in the custodial environment
 - disrupt the efforts and capabilities of gang members under our management in prisons and in the community
 - reduce the re-offending rates of gang members and the harm caused by gangs in prison and the community through a strong focus on rehabilitation, disengagement and reintegration.



Case Study

Community probation

“To me, it seemed like there was something not right and we needed to try and do something a little bit different.” – Probation Officer, Kaikohe

Te Kupenga brings together the people and agencies needed to make a very big difference to a family and community. The programme began in 2014 in Kaikohe where three staff led a multi-agency approach that focused on the needs of one family – two parents and their eight children – all but one were either in prison or serving a sentence in the community. They had 650 convictions between them. The programme brought together the family, Police, Corrections, Māori elders and people the family could trust to help them think about how their offending was affecting them.

Early indicators suggest the approach is working, with no subsequent violent offending to date and only two minor driving and one theft offence (worth \$60). The attitude of the family has changed and they now engage with Police and probation staff, they have reconnected with their marae and ceased alcohol and drug use while on parole.

This approach has the potential to change the way we manage families with complex intergenerational issues. We have expanded the **whānau-centric approach of Te Kupenga** to reduce intergenerational whānau offending. A further programme is already running in Manurewa.

“It’s not going to be an easy fix, and it’s not going to be fixed by a hongi and a handshake either, you know what I’m saying?” – Te Kupenga Adviser



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