

PART A: CONTRIBUTION TO OUTCOMES

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NATURE AND SCOPE OF FUNCTIONS

The Department of Corrections administers the New Zealand corrections system to improve public safety.

The Department of Corrections:

- manages offenders on community-based sentences and orders;
- manages prisoners on remand and prisoners serving custodial sentences;
- provides rehabilitation programmes to help offenders address and resolve the causes of their offending;
- provides reintegrative programmes and services to help offenders reintegrate back into society;
- manages a number of internal services, employment and training activities, including the Release to Work programme that assists offenders to gain skilled work on release;
- provides courts with detailed reports and information on offenders to assist judges in making sentencing decisions;
- provides administrative services to the New Zealand Parole Board, as well as information to help them decide whether prisoners should be released, when and under what conditions;
- takes enforcement action when offenders serving a sentence or order in the community do not comply with the conditions of their sentence or order; and
- notifies victims of crime, who are referred by the New Zealand Police, of specific events listed in the Victims Rights Act 2002.

Sections 5 and 6 of the Corrections Act 2004 set out in more detail the purpose of the corrections system and principles under which the Department must operate.

THE DEPARTMENT'S OUTCOMES

The Department's outcomes demonstrate what it aspires to achieve for society.

The Department's work contributes to the justice sector end outcome of a 'safe and just society' where there are 'safer communities' and 'civil and democratic rights and obligations are enjoyed'. The Department's work also contributes to the following justice sector intermediate outcomes:

- Impact of crime reduced;
- Offenders held to account;
- Crime reduced;
- Trusted justice system;
- Accessible justice services;
- International connectedness;
- Durable settlement of treaty claims; and
- Effective constitutional arrangements.

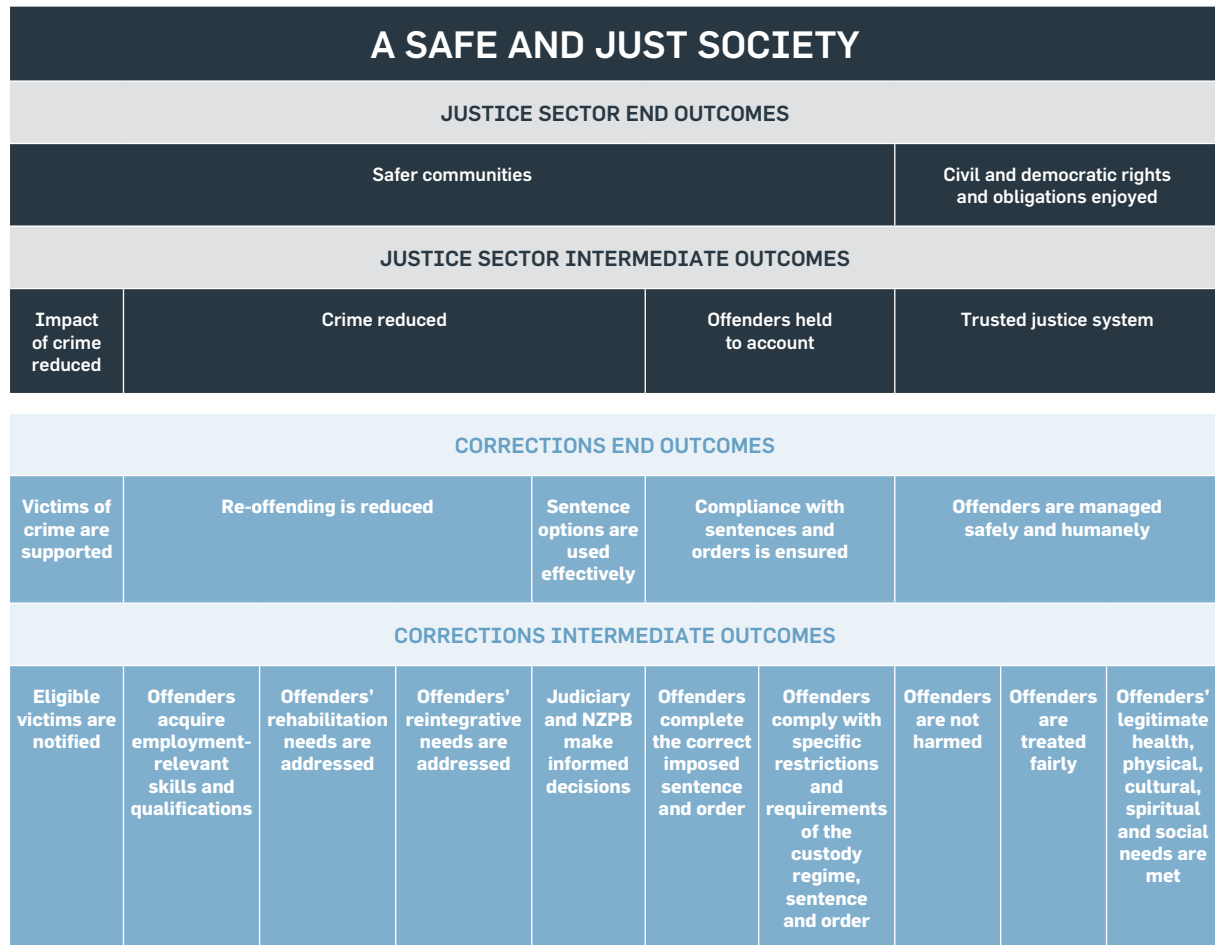
The justice sector comprises the Department's key partner agencies, such as the Ministry of Justice and the New Zealand Police. Many of the Department's outcomes are joint outcomes with other agencies and other groups in the community. This means to achieve its outcomes, the Department must work with its partners.

The Department's work contributes to the following five departmental end outcomes:

- Compliance with sentences and orders is ensured;
- Re-offending is reduced;
- Victims of crime are supported;
- Offenders are managed safely and humanely; and
- Sentence options are used effectively.

The outcomes of the Department and how they fit into the wider justice sector, are illustrated in the following diagram.

Department of Corrections and Justice Sector Outcomes



The outputs and activities undertaken that contribute to these outcomes are outlined in the following outcomes section.

The Department's performance measures are set out under each outcome in the following section and within the Statement of Service Performance in Part C. The development of a more comprehensive set of measures will continue over 2009/10.

COMPLIANCE WITH SENTENCES AND ORDERS IS ENSURED

Ensuring sentence and order compliance is the Department's core business, and is a key Government priority. It is critical to the integrity of sentences and orders. To improve public safety, the Department ensures offenders comply with their sentences and orders which protect the community from the harm caused by offenders continuing their offending behaviours. Ensuring offenders comply with their sentences and orders also provides an environment in which offenders can be assisted to address the behaviours and circumstances that led them to commit crime.

WHAT THE DEPARTMENT IS SEEKING TO ACHIEVE

Effective compliance with sentences and orders is ensured when offenders complete the correct imposed sentence and order, and comply with the specific restrictions and requirements of the custody regime, sentence or order. In particular, effective compliance with sentences and orders is ensured when offenders:

- are positively motivated to comply with their sentences;
- comply with the restrictions of their sentences;
- complete their sentences; and
- experience appropriate consequences when they do not comply.

The ability of staff to consistently and reliably follow procedures is a critical aspect of compliance as it ensures that offenders can be held to account for not complying with the conditions of their sentence or order. Motivating Māori offenders to comply with sentences and orders is a particular focus for the Department, given that Māori offenders are currently more likely to breach conditions of their sentence or order, and to be involved in prison incidents, including assaults, illicit drug use, self-harm and attempted escapes.

HOW THE DEPARTMENT CONTRIBUTES TO THIS OUTCOME

WORKING WITH OTHER AGENCIES

As with all outcomes, the Department works with other agencies to ensure offenders comply with their sentences. In particular, during 2008/09, the Department worked closely with:

- the New Zealand Police to share information and co-operate on the management of sentences and orders served in the community. The Department and the New Zealand Police take a coordinated approach to deterring crime in prisons;

- the Ministry of Justice by exchanging sentencing-related information, provision of notifications of hearings, the delivery of bail documentation and organising visiting justice services to prisons;
- Immigration New Zealand (Department of Labour) in ensuring compliance with revocation and deportation orders; and
- Housing New Zealand Corporation to house offenders on Parole and Home Detention.

SPECIFIC PROJECTS

Cell phones in prison

Preventing prisoners' access to cell phones is a key step in preventing crime, by preventing prisoners from undertaking and organising criminal activities from within prisons.

In 2007, the Department established a project to manage the unauthorised use of cell phones in prisons. The project is part of a wider plan to control contraband and prevent crime from originating in prisons. The project has continued in 2008/09 with 20 sites now fitted with cell phone jamming equipment. Installation and tuning at Auckland, Mt Eden and Auckland Central Remand Prisons is due for completion in early 2009/10. Temporary micro-cell designs have been installed at Rimutaka Prison and Northland Region Corrections Facility while permanent solutions are sought.

Telephone monitoring

Monitoring prisoners' telephone calls is another key step in preventing crime. Legislative authority for the Department to monitor prisoners' telephone calls is provided under sections 111 to 112 of the Corrections Act 2004. The Prisoner Telephone Monitoring System was first introduced in 2007 with the purpose of increasing public safety by making it easier to prevent, discourage, detect, investigate and prosecute offences that involve prisoners. It is an important part of ensuring offenders are not committing or organising criminal activities from within prison.

During 2008/09, the Department completed implementation of all systems across all prisons and recruited staff to monitor prisoners' telephone calls and collect crime prevention intelligence so that appropriate action can be taken.

Operational Intelligence systems implementation

The Department works towards improving contraband detection and crime prevention in order to contribute to ensuring prisoners comply with the specific restrictions of their sentence or order. Reducing the contraband entering

prisons directly contributes to ensuring a secure prison environment, improving crime prevention capability and restricting prisoners' access to illicit drugs and alcohol.

To assist in reducing organised crime within prisons the Department has also completed implementing systems, based on the Crime Prevention Information Capability model, for collecting and analysing data that contributes to increased crime prevention in prisons and enhanced prison security. The Department's operational intelligence model refers to the gathering, analysis and use of information to make strategic and operational decisions about individuals, groups of individuals and gangs engaged in criminal activity.

Strategy to Reduce Alcohol and Drug Use

A high proportion of prisoners have a lifetime incidence of drug dependency or abuse, and a high percentage of crime is committed by offenders who are affected by drugs or alcohol on the day leading up to the offence. Drug use is also a major security problem in prison and causes problems for the effective management and rehabilitation of prisoners. It can also result in health problems for both individual prisoners and the wider community, and promote the transmission of communicable diseases.

The Department is committed to reducing drug and alcohol use in prisons as highlighted in the new Drug and Alcohol Strategy to cover the period 2009-2014. The strategy focuses on:

- enhancing efforts to reduce the supply of drugs to prisoners;
- strengthening efforts to reduce prisoners' demand for drugs; and
- increasing attention on reducing the harm caused by drugs.

The strategy outlines a number of measures it has in place to reduce the supply of and demand for drugs, as well as initiatives to reduce the harm caused by drug use. For more information go to the 'Alcohol and Drug Strategy 2009-2014' at <http://www.corrections.govt.nz/news-and-publications/strategic-documents.html>

Planning is underway to utilise the new funding provided to increase the number of Drug Treatment Units from six to nine, and double the number of prisoners who are able to receive treatment from 500 to 1,000 by 2011.

Supporting the Corrections Amendment Bill

In 2008/09, the Department supported the passing of the Corrections Amendment Act 2009 which came into force on 3 April 2009. It makes a number of changes to the Corrections Act 2004 and provides the Department with additional search and detection powers, especially in relation to drugs and cell phones. It also enhances existing powers to strip-search prisoners and conduct random searches of the prison.

Improving Compliance with Procedures for Managing Offenders in the Community

Twenty recommendations were provided through the Office of the Auditor-General's report into the management of parole, most of which focused on following procedures. The Department continues to closely monitor compliance with procedures through the Community Probation and Psychological Services' Quality Assurance Systems and has already implemented the majority of the Office of the Auditor-General's recommendations which are outlined within the Department's 'Plan to Improve Compliance with Procedures for Managing Parole Orders'.

The plan outlines the steps already taken and the work underway or planned to address the impediments to, and ensure that staff follow, the procedures for managing parole orders. In order to address the issues of compliance, work has commenced in four work streams, each of which ensures:

- the appropriate level of resources to manage the volume of work to the expected standards and procedures;
- that operational procedures and systems are appropriate, easily understood and well communicated;
- appropriate support is in place for Probation Officers and managers, including training, ongoing communication of changes, organisational structure and administrative support; and
- an organisational culture that supports compliance with procedures and accountability. This includes an appropriate level of management oversight so that performance is managed and action is taken as required to address issues.

During 2008/09, the Department established an Expert Panel to oversee the implementation of the Department's 'Plan to Improve Compliance with Procedures for Managing Parole Orders'. The Panel will continue to review and recommend where necessary to ensure that:

- procedures for managing sentences and orders are fit for purpose;
- decision-support tools guide good case management, judgments, and decision-making by Probation Officers; and
- performance measures establish effective indicators against which performance can be assessed over time.

The Panel has recognised that the majority of improvements have already been made with the implementation of around 36 new initiatives over the last six months designed to improve performance. However the Panel has also been focusing on the future and has recommended a three to five year programme of change that would better link the nature of probation work to specific purposes and defined outcomes.

REPORTING TANGIBLE PROGRESS TO DEMONSTRATE SUCCESS

The Department uses the following outcome performance indicators to monitor its contribution to the outcome of ensuring sentence and order compliance.

SUCCESSFUL COMPLETION OF THE SENTENCE OR ORDER

The Department is currently reviewing the methodology used to record and report against this measure.

The completion rates of sentences and orders for offenders has in the majority of cases exceeded standards set for 2008/09, with the exception of Intensive Supervision, Post-Release Conditions and Parole, which are slightly behind the standard.

The current measure of successful completion and the way it is recorded is essentially a measure about the performance of an offender and not directly the Department's performance. The Department does influence the rate but it is equally important that the Department is taking enforcement action against an offender, which in turn will lead to the successful completion rate being lower in some cases. There has been an increased focus in recent months to ensure offenders are held to account with their sentence and order and that enforcement action is being taken when and where necessary; this will continue to be a focus of the Department.

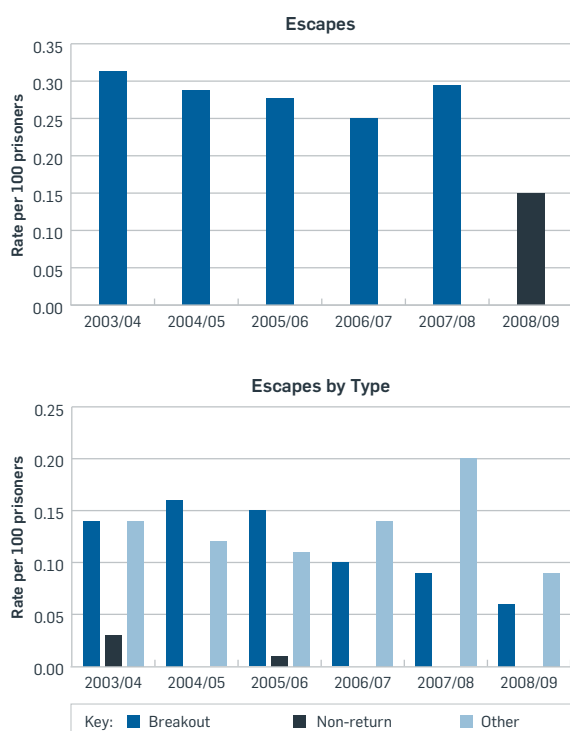
An unsuccessful completion results in a termination of sentence or order and is cancelled by the Court or the New Zealand Parole Board for one of two reasons. In most cases either Community Probation and Psychological Services made applications for sentence cancellation or recall to prison as a result of non-compliance, or the offender re-offended and the sentence imposed cancelled the previous sentence or order.

| Sentence/Order | 2008/09 Budget Standard | 2008/09 Actual Standard | Number of New Starts | Average Number of Offenders |
|---------------------------------|----------------------------|----------------------------|-------------------------|--------------------------------|
| Home Detention Order | 80% | 90% | 9 | 7 |
| Home Detention Sentence | 80% | 82% | 3,166 | 1,449 |
| Community Detention Sentence | 65% | 89% | 3,186 | 993 |
| Intensive Supervision Sentence | 65% | 62% | 2,471 | 1,822 |
| Supervision Sentence | 65% | 77% | 9,657 | 6,386 |
| Community Work Sentence | 70% | 88% | 40,334 | 24,733 |
| Parole Order | 65% | 63% | 1,827 | 1,862 |
| Post-Release Conditions Order | 65% | 62% | 4,138 | 3,250 |
| Post-Detention Conditions Order | 65% | 76% | 1,823 | 714 |

ESCAPES FROM CUSTODY

The rate of escapes per 100 prisoners for the 2008/09 financial year was 0.15. This is a significant reduction when compared to the 0.29 reported in the 2007/08 financial year. This is a positive result for the Department as it is the lowest escape rate recorded.

There have been five breakout escapes in 2008/09. This is a reduction of two when compared to the 2007/08 financial year. The breakout escapes were from Waikeria and Tongariro/Rangipo Prisons. There was also one from a court complex while the prisoner was under escort by First Security.



There were seven 'other' escapes during the 2008/09 financial year, from Auckland, Spring Hill, Waikeria, Rimutaka, Rolleston and Tongariro/Rangipo Prisons; a reduction on the 16 'other' escapes recorded in the 2007/08 financial year. All prisoners have since been recaptured. Five of the seven 'other' escapes relate to prisoners who walked away from their place of work while under the supervision of Corrections Inmate Employment.

The Department treats all escapes from custody seriously and every escape is fully investigated and reported on. The rate of escapes from custody has been steadily declining in recent years, and is now at the lowest rate ever recorded. The Department has introduced a number of operational and security improvements to help minimise escapes, these improvements include constructing a secure perimeter fence with a single point of entry to prison buildings, centralised security management and entry control, and an appropriate mix of physical barriers, detection, surveillance and lighting systems.

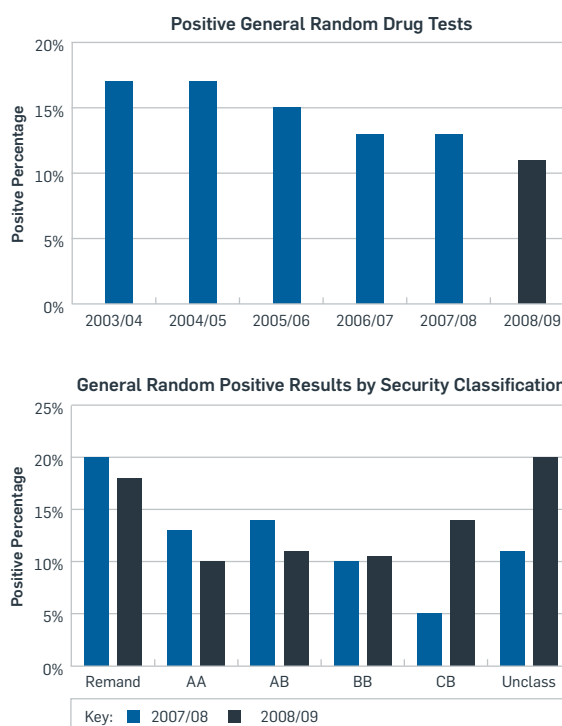
Definition of Escapes

- 'Breakout' escapes are where a prisoner has breached security measures and the prisoner has physically left the area contained by the outermost perimeter fence or, if there is no such fence, prison buildings, police cell, court complex or other place of custodial control.
- 'Non-return' is where a prisoner does not return to prison at the appointed time following temporary release.
- 'Other' escapes include 'walkaways' defined as: 'where low security prisoners walk away from their place of supervision' and 'escapes while under escort' defined as: 'escapes while under the supervision of officers during escorted outings including escorts to and from court'.

DRUG USE AMONGST PRISONERS

The percentage of positive general random drug testing for the 2008/09 financial year was 11 percent. This is based on the 3,646 test results for the year. This is down on the 13 percent reported for the 2007/08 financial year and is the lowest positive general random drug testing result recorded.

The Department continues to enhance the efforts to reduce the supply of drugs to prisoners. The steady decline in the percentage of positive drug test results along with initiatives such as improved prison security, improvements to prisoner and visitor screening procedures and enhanced use of drug dog detection teams reflects the ongoing focus being applied by the Department in ensuring that prisoners comply with their sentences.



While the overall positive percentage of general random drug tests continues to decrease, the spread of positive tests by security classification shows an increase under the CB classification and among those prisoners who have been sentenced but have at the time of being sampled not yet been classified (unclassified).

Given the very low numbers that contributed to these results they need to be considered within context. For those prisoners sampled under the General Random testing regime who had a security classification of CB the result of 13 percent represents eight of the 59 tests returning a positive result. The results for 2007/08 financial year of five percent were representative of three positive tests out of 61 resulted tests.

For those prisoners yet to be classified the result of 20 percent represents two positive tests out of 10 tests; the result of 11 percent for the 2007/08 financial year equated to two positive tests out of 19 resulted tests.

Remand prisoners generally have a higher positive percentage than those who are sentenced due to their access to visitors and movements between court and prison. The result of 17 percent for the 2008/09 financial year is a decrease on the 20 percent reported for the 2007/08 financial year.

Security Classification

- AA = Minimum security
- AB = Low medium security
- BB = High medium security
- CB = Maximum security

CONTRIBUTING OUTPUTS

The Department delivers services on a day-to-day basis grouped as output classes that contribute to its outcomes. Output classes that contribute to ensuring compliance with sentences and orders include:

- Community-based Sentences and Orders;
- Custody of Remand Prisoners;
- Escorts and Custodial Supervision;
- Custodial Services; and
- Services to the New Zealand Parole Board.

RE-OFFENDING IS REDUCED

The Department improves public safety over the long term by reducing re-offending which is a key priority for the Government. The Department is effective in reducing re-offending when it assists offenders to recognise and address the causes of their offending, and the number of people returning to the corrections system decreases and, in particular, Māori re-offending rates reduce significantly.

WHAT THE DEPARTMENT IS SEEKING TO ACHIEVE

Re-offending is reduced when offenders' rehabilitation and reintegrative needs are addressed and they acquire employment relevant skills and qualifications. In particular, re-offending is reduced when offenders:

- maintain or regain a positive sense of their identity and abilities;
- overcome drug and alcohol problems;
- overcome propensities for violence;
- develop offence-free lifestyles;
- build strong pro-social relationships within their family, whānau and community;
- develop skills to improve employability on release;
- find stable employment and accommodation; and
- understand the impact their past re-offending has had on victims.

Rehabilitation programmes are designed to address the factors underlying offending behaviour. These programmes require offenders to deal with the factors relating to their offending, such as substance abuse or beliefs about violence for example, to be able to identify, analyse and solve problems and make decisions. Trained programme facilitators work with groups of offenders to deliver intensive, culturally appropriate programmes that encourage offenders to take responsibility for their offending and take positive steps towards creating a crime-free future. Offenders learn how to appraise the consequences of their actions, and to gain control over their behaviour. Appendix One details a full list of rehabilitation programmes and reintegrative services the Department provides to offenders and prisoners.

HOW THE DEPARTMENT CONTRIBUTES TO THIS OUTCOME

WORKING WITH OTHER AGENCIES

As with all outcomes, the Department works with other agencies to reduce re-offending. In particular, during 2008/09, the Department worked closely with:

- the Ministry of Social Development to report and address child abuse, manage sexual and violent offenders and to provide employment case management and broker services to offenders;
- the New Zealand Police, the Ministry of Social Development and Housing New Zealand Corporation who are parties to the Agreement for Sharing Information on Child Sex Offenders. Under this agreement, the agencies work together to monitor child-sex offenders' compliance with release conditions, manage the risk posed by such offenders, and facilitate their safe reintegration into the community once released;
- the New Zealand Police to address family violence, such as the Family Safety Team Project;
- a number of agencies on the Combined Law Agency Group to share information and resources to combat organised crime in New Zealand; and
- the New Zealand Prisoners' Aid and Rehabilitation Society (NZPARS) and other community groups to contribute to a reduction in re-offending through the delivery of support and services to offenders (and their families/whānau) to address issues that if not addressed, may have a major impact upon their successful reintegration back into the community.

SPECIFIC PROJECTS

Evaluating the Department's Māori Focus Units and Māori Therapeutic Programmes

As part of its annual research and evaluation work programme, the Department undertook an evaluation of Māori Focus Units (MFUs) and Māori Therapeutic programmes (MTPs) and published a report showing that prisoners in MFUs have gained significant knowledge and skills in Tikanga Māori; leading to stronger cultural identities. For most prisoners, this has resulted in a major attitude change, and a renewed commitment to rehabilitating with family and iwi. This evaluation has underlined the great potential of MFUs, and the MTPs offered, to turn around anti-social attitudes and lifestyles that tend to lead to re-offending.

Evaluating the Department's Pacific Focus Unit and the Saili Matagi Programme

During 2008/09, the Department commenced an evaluation of the Pacific Focus Unit and the Saili Matagi programmes, and conducted a review of prisoner participation in programmes and employment. The review identified a number of opportunities for improvement which the Department will focus on in 2009/10.

Programmes and services for Māori: Progress against the Māori Strategic Plan 2008–2013

The Māori Strategic Plan 2008–2013 contributes to the Department's Strategic Business Plan by highlighting areas of focus that will contribute to outcomes and strategic priorities to positively impact on Māori offending. The Plan places responsibility for succeeding for Māori on all staff regardless of whether or not they interact directly with Māori offenders. It points to where greater attention is required but it does not outline specific activities or measures. The operational details emerge over time as part of the annual business planning process and through the execution of the Department's Statement of Intent and Strategic Outcomes Framework.

The Plan aims to address Māori rehabilitation needs and reduce re-offending through positive participation of Māori offenders in Te Ao Māori (the Māori world) and Te Ao Hurihuri (the global world). Reducing re-offending through Te Ao Māori will see pro-social people such as whānau into sentence management processes, as well as Māori offender participation in tikanga Māori-based assessments, programmes and environments. Positive participation in Te Ao Hurihuri will help Māori offenders to learn skills and gain knowledge that will contribute to their success in wider society.

Reducing Re-offending through positive participation in Te Ao Māori

Positive participation of Māori offenders in Te Ao Māori within a corrections environment helps to reconnect the world view of willing offenders, to the pro-social and traditional Māori cultural world view. Evidence emerging from effectiveness evaluations show that the Te Ao Māori approach strengthens the cultural identity of Māori offenders, improves their attitudes and behaviours and motivates them to participate in rehabilitation.

During 2008/09, an evaluation of the Māori Focus Units (MFUs) has been completed in conjunction with an evaluation of the Māori Therapeutic Programme. Overall, the evaluation reveals a picture of relatively cohesive and co-operative unit environments that prisoners find both engaging and rewarding. The evaluation has also shown small positive changes in terms of reconvictions and re-imprisonment rates. These findings are informing further work on improving MFUs and the development of a Māori reintegration model (Whare Oranga Ake).

Reducing Re-offending through positive participation in Te Ao Hurihuri

Positive participation of Māori offenders in Te Ao Hurihuri within a corrections environment helps Māori offenders to learn skills and gain knowledge that contributes to their success in wider society. Māori offenders must have basic literacy and numeracy skills to be able to meaningfully participate in rehabilitation. The Department aims to help Māori read and understand numbers better than before they entered the corrections system.

During 2008/09, the Department participated in a trial of a literacy and numeracy screening tool created by the Ministry of Education. The tool increased the number of Māori offenders identified with literacy and numeracy needs. This means that more Māori offenders will be given the opportunity to participate in programmes in order to address these needs. This also creates an opportunity for the Department to ensure that delivery of new and existing literacy programmes is effective for Māori offenders.

Expanding rehabilitative programmes and services for offenders in the community

Research has shown that re-offending is not reduced simply by incarcerating offenders, or by increasing the harshness of their sentences. However, well-designed and developed programmes in the community can have a real effect on reducing re-offending.

During 2008/09, the Department continued the planned expansion of rehabilitative programmes and services for offenders in the community including domestic violence programmes and community-based treatment programmes for offenders who sexually offend against children. The Department has a range of contracts in place with accredited providers of domestic violence programmes and programmes for the treatment of community-based sex offenders are delivered under a national contract.

Expanding reintegrative programmes and services for offenders in the community

Reintegrative programmes were expanded for offenders in the community to provide more Tikanga Māori programmes, Basic Work and Living Skills programmes and Supported Accommodation.

Prisoner Employment

Prisoner employment plays an integral part in the rehabilitation and reintegration of prisoners by providing prisoners with essential work skills and habits. It increases the chances of prisoners finding sustainable employment upon release, and this, according to research, reduces the number of prisoners being reconvicted.

The Prisoner Employment Strategy 2006-2009 provided a framework to increase the range, quality and relevance of employment related opportunities for prisoners. It is a plan to improve the likelihood of prisoners finding employment on release by providing them with employment-related training and experience.

Prisoner employment growth has been impacted by circumstances outside of the Department's control, some of the most recent challenges faced in relation to prisoner employment include:

- the recession which continues to impact Corrections Inmate Employment (CIE) activities with increased difficulty placing prisoners on release to work. Specifically, there has been a reduction in customer orders/employment in such areas as furniture manufacture and forestry;
- increased scrutiny from the media and pressure groups regarding the employment of prisoners while the unemployment rate is rising; and
- establishing relationships with external polytechnic training providers to establish trade and technical training has proved to be much more protracted than was initially envisaged.

During 2008/09, the Department worked towards adding 475 new prisoner employment positions and achieving the standard of an average of 2,371 prisoners employed by CIE for the 2008/09 financial year. Although this target was not achieved, 394 more prisoners were working for CIE at year end, a good achievement given the impact of the recession. Similarly, there was a significant increase in average numbers employed, to 2,230, though this was short of the target of 2,731. As at the month of June 2009 there was an average of 2,729 prisoners employed by CIE, including 2,529 employed in CIE industries, 136 on release to work and 64 on trade and technical training courses.

Prisoner Skills and Employment Strategy 2009–2012

Building on the Prisoner Employment Strategy 2006-2009, the Department has developed a new Prisoner Skills and Employment Strategy to cover the period 2009-2012. This plan seeks to improve the likelihood of prisoners finding employment on release by providing them with employment-related training and experience as prisoners who find employment upon release are less likely to re-offend.

The new strategy will meet the Government's prisoner employment objectives, and will create a programme of work to address the significant skills deficits and obstacles prisoners face in obtaining post-release employment, to ultimately contribute to making our communities safer.

Release to Work

There has been significant growth in Release to Work numbers in recent years. The programme allows minimum security prisoners who meet strict eligibility criteria to engage in paid employment in the community, with a view to gaining employment on release.

Subject to public safety, the Department worked towards increasing the number of offenders on Release to Work to an average of 192 for the 2008/09 financial year. However, circumstances including the economic downturn have seen a significant tightening in the job market.

This has had a negative impact on positions available for Release to Work. As a result, the Department was only able to place an average of 150 prisoners on Release to Work, which was three less than 2007/08 and 42 short of the 2008/09 standard. While the current economic conditions exist, the Department is adopting a maintenance rather than growth strategy for the Release to Work programme.

Establishing two new Special Treatment Units in prisons

The Department has made significant progress in establishing two new Special Treatment Units delivered in dedicated prison units for high-risk male offenders and are based on the principles of risk, needs and responsivity, cognitive behavioural, dialectical behaviour therapy and relapse prevention theories.

The Puna Tatari Special Treatment Unit opened at Spring Hill Corrections Facility in September 2008 and is now fully operational, fully staffed and operating in line with requirements. The unit saw its first graduates in early 2009 who have made significant progress.

The second unit, Matapuna, has begun delivering its first programme at Christchurch Men's Prison, however, building delays have meant that the treatment programmes will operate from temporary accommodation.

Evaluating the pilot of the new rehabilitation programme for offenders in the community who are aged under 20 years

A pilot for the new rehabilitation programme for offenders under 20 in the community was completed in September 2008, and reviewed in November 2008. On the basis of recommendations made as a result of the review, and the experience of delivering the pilot programme, some enhancements were made to the programme content in preparation for a further delivery which commenced in April 2009.

The second pilot programme is scheduled for completion in August 2009 and participants are presently being sought for a third delivery scheduled to commence in October 2009.

The opportunity to link the programme with relevant community organisations and agencies was considered and subsequently other agencies have become involved in the provision of outdoor pursuits; which integrate in to the programme content.

Implementing a consistent nation-wide approach to the management of sex offenders on extended supervision

Extended Supervision Orders impose parole-like conditions on higher-risk child-sex offenders for up to 10 years after their release from prison. The Department fully implemented a consistent nation-wide approach to the management of sex offenders on extended supervision and established as part of this process, an ongoing database of routinely completed risk assessments.

Piloting an assessment approach to monitor dynamic risk factors in offenders

Keeping prisoners and staff safe from harm is a priority for the Department, both in prisons and in the community. Community probation staff are trained in appropriate and safe ways to intervene in preventing violence, including how to refer to specialist agencies.

During 2008/09, the Department developed and piloted an assessment approach to be used by Probation Officers to monitor dynamic risk factors in offenders, particularly for violent offenders.

Implementing a revised integrity monitoring and reporting system for rehabilitation programmes

A revised approach to integrity monitoring and reporting was developed during 2008/09 and three Special Treatment Units were assessed using the new Special Treatment Unit Integrity Review System. The remaining three units will be reviewed during 2009/10.

The Department also monitored 20 Medium Intensity Rehabilitation Programmes during April and May 2009 using the updated protocol from a pilot undertaken in 2008/09. The results have been compiled and will be used to focus projects on programme quality.

Monitoring and reporting improvements will continue in 2009/10 and it is anticipated that further revisions will occur to established monitoring processes. An overall analysis of monitoring options should be complete in early 2009/10 following information from an international expert; this is critical to completing the recommendations.

Develop and trial an actuarial measure of risk for further violent offending using criminal histories

The Department developed and trialled an actuarial measure of risk for further violent offending using criminal histories. Statistical analysis carried out by Victoria University supports that the measure under development, based entirely on criminal history data, it is a statistically significant predictor of further violent offending.

Planning for implementation of the Mothers and Babies Bill

The Mothers and Babies Bill was passed into law in September 2008. The Department had developed and completed policies for mothers and babies in prison. Funding for extending the period for newborn babies to stay with their mothers in prison was not provided in Budget 2009; however the planning for the implementation was completed.

Implementation of the revised Volunteers Policy

During the past several years the Department has experienced remarkable growth in volunteer numbers, with approximately 3,000 registered volunteers now listed in the Department's database. To value the work that these volunteers do, the Department is committed to developing and maintaining a strong and progressive volunteer policy as part of the goal of meeting the rehabilitative and reintegrative needs of prisoners.

During 2008/09, the Department implemented a revised volunteers policy to formalise the relationship between the Department and volunteers. The new policy will provide volunteers with improved access to prisons, recognise the work undertaken by them, provide support structures and also provide for training.

Review of reintegration services provided by non-government organisations

To achieve reintegration outcomes for prisoners, the Department needs to ensure that the reintegration services it provides to them are of the highest standard.

The Department undertook a review of the alignment, management, integration and resourcing for departmental and Non-Government Organisations-provided reintegration services. Phase II of the review of reintegration also commenced to determine how the Department can most effectively align its resources and systems throughout the prisoner release process.

Approach to the rehabilitation of offenders

During 2008/09, the Department commenced work on enhancing its approach to rehabilitation services to ensure offenders are managed holistically across their sentences. It conducted preliminary engagement with relevant academics and operators within the field, and set up a Departmental Interface Committee to address a co-ordinated and holistic approach in the management of offenders.

Preliminary analysis around prisoner activity was undertaken during 2008/09. The purpose of the analysis was to identify potential areas impacting on the Department's ability to maximise prisoner participation in employment opportunities and programmes designed to rehabilitate prisoners.

The Department also initiated a literature review of the principles of 'what works' in light of research and new knowledge on effective correctional rehabilitation, to ensure that the Department's interventions remain 'best practice'.

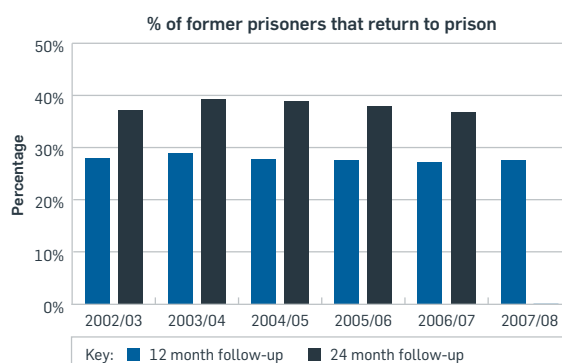
REPORTING TANGIBLE PROGRESS TO DEMONSTRATE SUCCESS

Progress towards the achievement of this outcome is assessed through the use of two performance measures, the Recidivism Index (RI) and the Rehabilitation Quotient (RQ). These indicators provide a means for assessing the Department's performance. It should be noted, however, that the use of reconviction data as indicators of performance is not straightforward; re-offending, reconviction and sentencing are subject to a wide range of influences, many of which are outside the Department's direct control.

A full explanation for the RI and RQ methodologies can be found on pages 36 - 42 of the Department's 2004/05 Annual Report, available at the following link: <http://www.corrections.govt.nz/news-and-publications/statutory-reports/annual-reports.html>

RECIDIVISM INDEX

Prisoners



Community-based Offenders

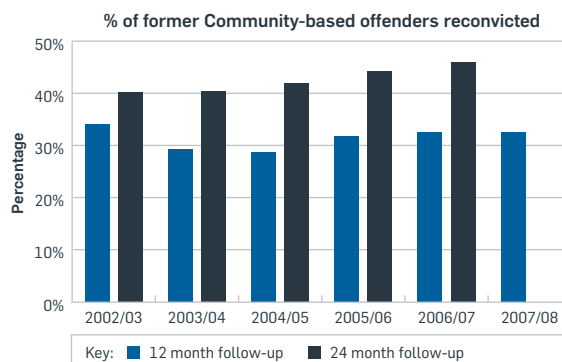
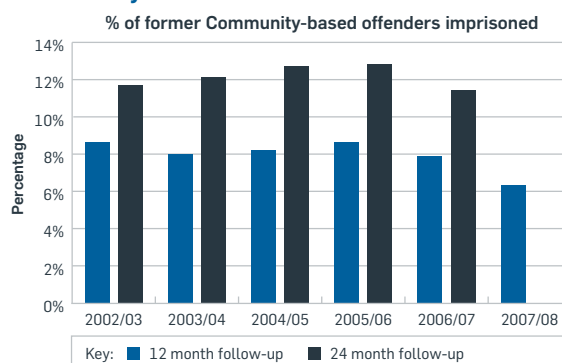


Table One attached at Appendix Two provides reconviction rates as recorded over 12 months, for those released from prison, or commencing community-based sentences during the 2007/08 (1 April to 31 March) year; Table Two also attached at Appendix Two provides the rates over 24 months for those released from prison, or commencing community-based sentences during the 2006/07 (1 April to 31 March) year. RI is reported for multiple categories of offenders, with significant variation observed in reconviction rates between sentence types, offence types and demographic groups.

The overall RI results for 2007/08, when compared to the 2006/07 reported results, generally indicate slightly increased rates for offenders released from prison. This change may reflect sentencing law changes introduced in October 2007, which had the effect of diverting a proportion of lower-risk offenders from prison. As a result, the average risk level of the prison population increases.

A modest fall is recorded in re-imprisonment rates for offenders commencing community-based sentences. Introduction of the new community sentences has contributed to a significant increase in the population of offenders subject to community sentences. Rates of reconviction for these sentences – Home Detention, Intensive Supervision, Community Detention – are reported here for the first time.

RI Sub-group Comparisons

When examined by the sub-groupings for which RIs are calculated, notable features for those released from a custodial sentence (12-month follow-up) include the following:

- Males are re-imprisoned at a significantly higher rate than females (29 percent and 16 percent respectively) and reconviction rates for male offenders released from prison are also higher than for female offenders (48 percent and 41 percent respectively);
- Re-imprisonment and reconviction rates for Māori offenders are higher than those of NZ Europeans and Pacific offenders;
- Re-imprisonment rates reduce by approximately two-thirds as offenders age (offenders over 40 years are re-imprisoned at one-third the rate of those under 20), and vary markedly between offence classes (dishonesty offenders having the highest rates and sex offenders the lowest);
- Re-imprisonment rates were higher for prisoners released from higher security classifications (36 percent to 45 percent) than those for prisoners released from minimum security classification (21 percent); and

- There is a tendency for shorter sentence length to be associated with higher rates of re-imprisonment and reconviction. Offenders serving sentences of between one and two years are re-imprisoned at a higher rate than offenders with a sentence length over five years (31 percent and 15 percent respectively). This is likely to reflect the fact that prisoners who serve longer sentences do so because of convictions for violent and sexual offences, which tend to be associated with lower rates of reconviction.

Reported in the tables for the first time are recidivism rates for specific offence types, in addition to rates for the broader offence groupings. This reveals some interesting differences between offence types within a group. For example, there are very significant differences in recidivism rates for disqualified drivers versus drunk drivers (a report giving 60-months reconviction rates for all types of offenders is available at the following link: <http://www.corrections.govt.nz/research/reconviction-patterns-of-released-prisoners-a-60-months-follow-up-analysis.html>)

Although not reported in the tables, reconviction and re-imprisonment rates of the same cohort of offenders have been calculated for offenders by gang affiliation. Released prisoners who are recorded as gang affiliates were found to have re-imprisonment rates that were almost exactly twice that of non-affiliated offenders (45 percent versus 23 percent respectively). For community-sentenced offenders, the difference was even more marked, 22 percent of gang-affiliated offenders on community sentences were subsequently imprisoned (within 12 months), but only 5 percent of those not affiliated.

Offenders serving community-based sentences had significantly lower imprisonment and reconviction rates than offenders released from prison. In general, most of the trends noted for released prisoners above were evident for this population also.

Offenders sentenced to Home Detention had reconviction rates substantially lower than the average. This difference suggests that the sentences does indeed exert an incapacitative effect on these offenders. Around 22 percent of home detainees were reconvicted within one year of commencing the sentence; with two-thirds of these offences occurring after the sentence had ended.

For both prison releases and community sentence offenders, the 24-month RIs generally show a predictable pattern, in that the 24-month RI figures typically increase by between 30 percent and 50 percent over the 12-month rates.

This data is consistent with a great deal of research on recidivism which indicates that the highest rate of reconviction occurs within the first twelve months, with the proportion re-convicted in each successive year progressively smaller than in the previous year.

Evaluation of programme effectiveness

Programmes delivered by the Department to enable offenders to lead law-abiding lives have been designed and implemented in ways consistent with internationally developed best practice principles. Research on outcomes from rehabilitative programmes has shown that significant reductions in reconviction and re-imprisonment can be achieved when well-designed interventions are delivered to appropriately selected offenders.

In accordance with international best practice, the Department is committed to comprehensive evaluation and ongoing improvement of its rehabilitation programmes.

The Department regularly undertakes detailed evaluations of specific programmes, using a range of measures. During the 2008/09 year, such evaluations were completed for four specific rehabilitation programmes. Results were promising for the Māori Focus Units, Māori Therapeutic Programmes, Community Tikanga Māori programmes and the Violence Prevention Unit. Full reports from all of these evaluations can be found on the Department's website.

In addition to specific evaluations, since 2001, programme participation data has been analysed annually to determine outcomes for programmes completed in a two-year period ending in the month of March of the previous year, based on a Rehabilitation Quotient (RQ) methodology. The 2004/05 Annual Report (available on the Department's website) contains a full description of the methodology.

RQ scores for this year are not yet available for the Annual Report. Some technical problems have occurred which have prevented the analysis from being completed in the normal time frame. Work is under way to correct the identified problems and RQ results for the Department's core rehabilitation programmes will be available on the Department's website. The Department is working to expand outcome information available from programmes to also include measures of changes amongst participants across the short and intermediate-term. This information will inform the progressive refinement of programme effectiveness.

CONTRIBUTING OUTPUTS

The Department delivers services on a day-to-day basis grouped as output classes, which contribute to its outcomes. Output classes that contribute to reducing re-offending include:

- Prisoner Employment; and
- Rehabilitative Programmes and Reintegrative Services.

VICTIMS OF CRIME ARE SUPPORTED

The Department supports victims of crime by providing specified notification services to victims who have requested that their details be forwarded by the New Zealand Police. However, the Department's most significant contribution to this outcome is ensuring that offenders comply with their sentences and orders and re-offending is reduced; two of the key Government priorities. By achieving these two outcomes, the Department protects the public from future offending, improves public safety and reduces the number of victims of crime in the community.

WHAT THE DEPARTMENT IS SEEKING TO ACHIEVE

Victims of crime are supported when they are provided with information and appropriate assistance. In particular, victims of crime are supported when registered victims are:

- provided with information in accordance with the Victims' Rights Act 2002; and
- referred to specialist support organisations for appropriate assistance.

HOW THE DEPARTMENT CONTRIBUTES TO THIS OUTCOME

PROVIDE REGISTERED VICTIMS WITH INFORMATION IN ACCORDANCE WITH THE VICTIMS' RIGHTS ACT 2002

The Department ensures victims of crime are supported by providing registered victims with information about events relating to the specific offenders who have been convicted for offences against the victim in accordance with the Victims' Rights Act 2002. Victims of crime who choose to register can participate in the criminal justice process to the extent they wish.

REFERRAL TO SPECIALIST SUPPORT AGENCIES

The Department refers victims to other appropriate agencies and non-government organisations for specialist support which provides practical assistance to help victims with the effects of crime. These agencies provide information, support and assistance to individual victims, witnesses, their families and friends. They also raise public awareness and recognition of the effects of crime and promote victim rights.

WORKING WITH OTHER AGENCIES

As with all outcomes, the Department works with other agencies to ensure victims of crime are supported.

In particular, during 2008/09, the Department worked closely with:

- the Ministry of Social Development, the Ministry of Health, the New Zealand Immigration Service branch of the Department of Labour and the New Zealand Police as party to an Operational Protocol on Victim Notification. The Protocol sets out the services each of the agencies are required to provide with the aim of improving services to victims of offences under Part 3 of the Victims' Rights Act;
- Victim Support, Women's Refuge, Citizens Advice Bureau, church groups, Rape Crisis, the Salvation Army and Neighbourhood Support. A Memorandum of Understanding with the New Zealand Council of Victim Support Groups aims to improve services to victims; and
- the Prison Fellowship New Zealand (PFNZ) to run the Sycamore Tree Programme, a faith based restorative justice programme, which matches six 'victim participants' with six offenders to address the awareness of the impact their offending has on victims. The Department and PFNZ entered into a Memorandum of Understanding in April 2009. The MoU sets out the benefits of partnership, the shared principles and resources, and the expectations both partners might reasonably have of each other. PFNZ has two contracts with the Department, they are: the Faith Based Unit at Rimutaka Prison and the Sycamore Tree programmes. The Sycamore Tree programmes facilitates indirect victim offender mediation – allowing offenders to understand the effects of their crime on victims. PFNZ also conducts restorative justice programmes.

SPECIFIC PROJECTS

Restorative justice conferences

The Department is developing a framework around the current arrangements for restorative justice conferences in prisons between offenders and their victims. A survey on existing restorative justice practices in prisons was undertaken and responses have been received and analysed. A draft paper on the provision of restorative justice conferences in prison will be considered by the Executive Management Team in early 2009/10.

REPORTING TANGIBLE PROGRESS TO DEMONSTRATE SUCCESS

The Department uses the following performance indicators to monitor its success in achieving the impacts of ensuring eligible victims are notified and the wider end outcome of ensuring victims of crime are supported.

Justified complaints from registered victims

The Department works towards minimising the number of justified complaints from registered victims who have chosen to register on the Victim Notification System. There have been no justified complaints in the past two years and only four since 2002.

CONTRIBUTING OUTPUTS

The Department delivers services on a day-to-day basis grouped as output classes, which contribute to its outcomes. The output class that contributes to victims of crime are supported is:

- Service Purchase and Monitoring.

OFFENDERS ARE MANAGED SAFELY AND HUMANELY

The Department contributes to managing offenders safely and humanely by providing a safe, secure and humane environment for offenders in accordance with the Corrections Act 2004 and international conventions. The Department also ensures that offenders can serve their sentences and orders in the community in a safe environment. This includes ensuring offenders undertake community work in a healthy and safe work environment.

WHAT THE DEPARTMENT IS SEEKING TO ACHIEVE

Offenders are managed safely and humanely when they are not harmed, they are treated fairly and their legitimate health, physical, cultural, spiritual and social needs are met. In particular, offenders are managed safely and humanely when they:

- are contained safely and securely with minimum risk to public and staff safety;
- can fulfil their sentence requirements in a safe environment, particularly when undertaking employment or work activities;
- are protected from avoidable harm by other offenders or from self-harm;
- are treated fairly with dignity; and
- are able to raise legitimate grievances and have them addressed.

In addition to this, offenders serving custodial sentences are managed safely and humanely when they:

- are housed humanely and have their basic human needs (food, shelter, clothing) met;
- receive health care comparable to that which the general community receives;
- can maintain pro-social relationships with family and friends, subject to appropriate security requirements;
- have access to spiritual support; and
- have access to a reasonable level of physical exercise.

HOW THE DEPARTMENT CONTRIBUTES TO THIS OUTCOME

WORKING WITH OTHER AGENCIES

As with all outcomes, the Department works with other agencies to ensure offenders are managed safely and humanely. In particular, during 2008/09, the Department worked closely with:

- the Health Advisory for New Zealand Offenders with the Ministry of Health. This group's aim is to address the health issues of offenders by ensuring they receive a standard of health care and access to health services that is equivalent to that of the general population;
- the Ministry of Social Development to ensure the safe and humane management of the custody of young offenders. In addition, the Department has been working with the Ministry of Youth Development to ensure prison policy and procedures regarding youth offenders comply with the United Nations Convention on the Rights of the Child. The Department also ensured that offenders and their families are provided with the appropriate state support while serving their sentence and on release; and
- the Office of the Ombudsmen, which has been enhanced to provide increased independent oversight of prisons, including the investigation of serious incidents and the undertaking of reviews of issues identified during visits or following complaints and incidents. The Department also provides the Ombudsman with information as requested for any investigations undertaken by the Office.

SPECIFIC PROJECTS

Development of permanent vehicle standards for prisoner escorts and ongoing management of prisoner escorts

The Department is responsible for providing safe, secure and humane services and facilities for the transportation of prisoners.

During 2008/09, the Department developed permanent vehicle standards for prisoner escorts. This involved constructing a prototype of a single caged vehicle, and allowing each prisoner to be separated from each other while in transit. The first vehicle based on these standards is currently undergoing operational testing. The Department also investigated options for the ongoing management of prisoner escorts which will continue into 2009/10.

The Department's contract for the escort and courtroom supervision of prisoners in the Auckland/Northland region was assigned to First Security Limited in December 2008. The current contract, which was due to expire on 30 June 2009, has been extended for seven months to enable the selection of a contractor to deliver the services thereafter.

Prisoner Placement System

The Prisoner Placement System enables prisoners to be placed according to their rehabilitation needs and security requirements. It defines the security classification for sentenced prisoners, outlines the procedures to be followed during classification and provides guidelines for the placement of prisoners. The purpose of the security classification system is to enable the containment of sentenced prisoners with a level of supervision appropriate to the level of internal and external risk that a prisoner poses.

During 2008/09 a review of prisoner placement was completed at Otago Corrections Facility, Spring Hill Corrections Facility and Auckland Region Women's Corrections Facility.

Structured Day

The Structured Day system provides operational staff with guidance and rules to ensure prisoners spend 90 percent of their unlock time on structured and supervised activities. These activities involve offence-related intervention, employment, education and reintegration, constructive, daily living and other approved activities in accordance with a prisoners sentence plan.

During 2008/09, the Department undertook and completed a review of the Structured Day system, and the impact of the Prisoner Placement System on the scheduling and management of prisoner activity at Auckland Regional Women's Correctional Facility. Any further discussions on wider roll out will now be considered in the project dedicated to increasing prisoner engagement in programmes and activities while in prison.

Implementation of new Health Assessment policy and procedures

The Department is funded to provide primary health care to prisoners; a service that is, within reason, equivalent to that provided to the general population. Primary health care includes provision of 'front-line' services available in most communities including: primary medical, nursing, mental health addiction services, dental health care, public health and some disability support services. Provision of secondary and tertiary health care services is the responsibility of the local District Health Boards. The prison health service refers prisoners requiring specialist care and treatment to these services under the same eligibility criteria as the public. Every prisoner entering prison has their health needs assessed and ongoing care and treatment is provided to that clinical need.¹ This assessment includes whether a prisoner is a risk to themselves and others.

¹ Offenders have higher health needs than the general population. The Prisoner Health Survey says most offenders released from Prison have improved health: <http://www.moh.govt.nz/>

Implementation of the Health Care Pathway

During 2008/09, the Department finalised and implemented the Health Care Pathway, which ensures the continuity of care, improved health outcomes and ensuring access to health services for prisoners. It provides guidance for health related events that may occur following reception into prison until the time prisoners are released.

It includes policies and procedures for:

- ongoing health assessments;
- referrals to external health providers;
- transfers to external health services;
- transfers to other prisons; and
- the release of prisoners.

The Department also developed new health assessment policy and procedures that will be piloted and implemented in 2009/10.

Develop and implement an Incident Response Framework

The Department developed an incident response framework during 2008/09 which is currently in draft and awaiting consultation. The incident response framework will be finalised and implemented early in 2009/10.

Management of at-risk offenders

Preventing suicide and self-harm in prison is a key priority of the Department when ensuring offenders are managed safely and humanely. People in prison are known to be at a higher risk of suicide and self-harm than the general population. Prisoners identified as being at risk of self-harm are actively managed to prevent as many incidents as possible.

A key strategy in reducing the number of prison suicides and other forms of self-harm is through integrated and effective prisoner management, including greater attention to prisoners identified as at-risk, effective use of observation cells and staff training. This approach is vital in the quest to reduce the incidents of prisoner suicide and other forms of self-harm.

During 2008/09, the Department reviewed its management of at-risk prisoners, focusing on progressing recommendations to update procedures in order to effectively identify and manage at-risk prisoners. The development of the procedural changes, delivery of staff training and implementation is planned to commence in early 2009/10.

Management of Young offenders

The Corrections Act 2004 and Regulations require that, so far as practicable, prisoners aged 20 years and under are kept separate from older prisoners. However, young prisoners can mix with adult prisoners if it is in their best interests or there is a lack of suitable facilities to separate youth from adults.

When young prisoners go to prison, without completely isolating them or providing around-the-clock observation, there is a possibility of intimidation or bullying by older prisoners. This can lead to problems with abuse, bullying and gang recruitment; additionally self-harm is more likely in this age group.

The Department has specialist young offender units to manage male prisoners under 18 years of age and adult male 18 and 19-year olds deemed vulnerable, in a manner appropriate to their age, level of maturity and statutory requirements. Prisoners living in these units are able to access a range of educational, vocational, psychological and recreational activities in a structured and supported environment.

During 2008/09, the Department reviewed the management of young prisoners, which included undertaking on site research and developing recommendations on current and best practices. Implementation of the agreed recommendations will continue into 2009/10.

New Operational Protocol with the Office of the Ombudsmen

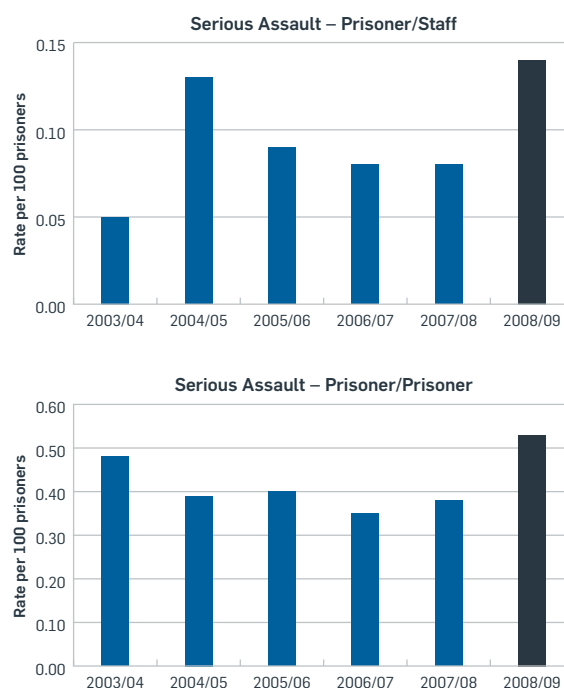
The Department has successfully implemented the new Operational Protocol with the Office of the Ombudsmen. The protocol was subsequently signed by the Chief Executive and Chief Ombudsman and is currently awaiting confirmation of the Government's expectations of the Ombudsman's role in Death In Custody investigations.

REPORTING TANGIBLE PROGRESS TO DEMONSTRATE SUCCESS

The Department uses the following outcome performance indicators to monitor its contribution to managing offenders safely and humanely.

RATES OF SERIOUS PRISONER ASSAULTS

There were 11 serious prisoner on staff assaults during the 2008/09 financial year, with a rate of 0.14 serious assaults on staff per 100 prisoners. This is an increase on the six serious assaults recorded for the 2007/08 financial year. Nine of the serious assaults required staff leave and two were related to alleged sexual offending against staff members; these serious assaults are under investigation.

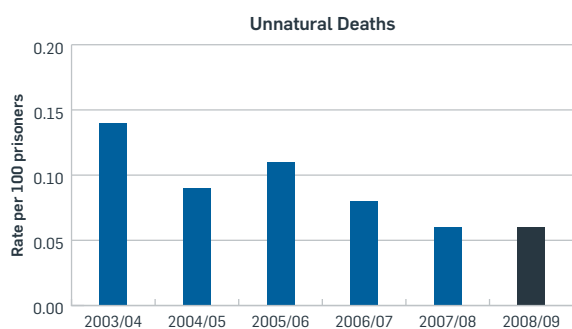


There were 43 serious prisoner on prisoner assaults in the 2008/09 financial year, with a rate of 0.53 serious assaults on prisoner per 100 prisoners. This is an increase on the 30 serious assaults recorded for the 2007/08 financial year. Thirty-six of the serious assaults required hospitalisation or ongoing medical treatment, while the other seven were alleged sexual assaults, which are under investigation.

As a result of the Staff Safety Project, the Department has announced that frontline Corrections Officers will be receiving increased communications and de-escalation training, and that further items of personal protective equipment will be made available to selected staff in specific situations. These improved security measures will help protect our frontline staff in their day-to-day work with prisoners, it is expected that this will also support a reduction in the rate of serious assaults.

RATES OF UNNATURAL DEATHS IN PRISON

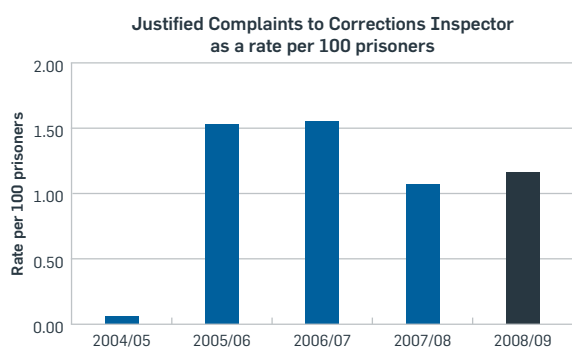
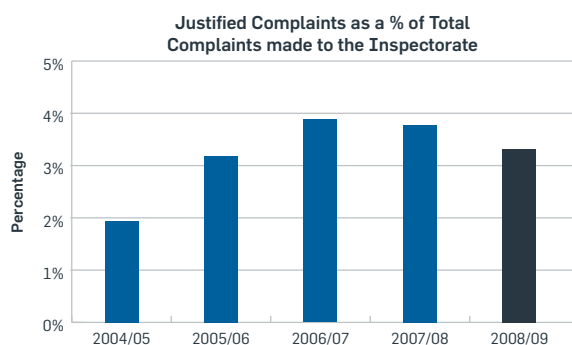
There were five unnatural deaths during the 2008/09 financial year, with a rate of 0.06 unnatural deaths per 100 prisoners, the same number and rate as reported in the 2007/08 financial year. Four of the five unnatural deaths were apparent suicides occurring in Auckland, Christchurch Men's and Manawatu Prisons, the remaining death was the result of a serious assault on a prisoner at Auckland Prison.



All deaths in custody are subject to a Coroner's inquest.

JUSTIFIED COMPLAINTS

The Inspectorate received 2,799 complaints for the 2008/09 financial year, an increase of 26 percent on the complaints received in 2007/08 (2,216 complaints and 84 justified complaints). Of the 2,799 complaints in 2008/09, 93 complaints were found to be justified.



Of the 93 justified complaints received 16 percent relate to 'staff conduct/attitude', 20 percent relate to prisoner discipline and 24 percent relate to prisoner property.

Complaints made under these three categories make up 61 percent of the total justified complaints for the 2008/09 financial year.

CONTRIBUTING OUTPUTS

The Department delivers services on a day-to-day basis grouped as output classes, which contribute to its outcomes. Output classes that contribute to offenders are managed safely and humanely include:

- Custody of Remand Prisoners;
- Escorts and Custodial Supervision;
- Custodial Services;
- Rehabilitative Programmes and Reintegrative Services; and
- Service Purchase and Monitoring.

SENTENCE OPTIONS ARE USED EFFECTIVELY

The Department contributes to improving public safety by providing advice to the judiciary and the New Zealand Parole Board on an offender's risk and suitability for rehabilitation. The judiciary and the New Zealand Parole Board depend on this advice in order to make appropriate sentencing decisions.

WHAT THE DEPARTMENT IS SEEKING TO ACHIEVE

Sentence options are used effectively when the judiciary and board make informed decisions. In particular, sentence options are used effectively when the Department's advice assists:

- the judiciary to impose sentences commensurate to the crimes committed, through access to advice on risks posed by the offender and their suitability for rehabilitation; and
- the judiciary and the board to make appropriate sentencing decisions.

HOW THE DEPARTMENT CONTRIBUTES TO THIS OUTCOME

SPECIFIC PROJECTS

Processes supporting the Sentencing and Parole Amendment Act 2007

The Sentencing and Parole Amendment Act 2007 established the three new community-based sentences (Home Detention, Community Detention and Intensive Supervision) and included changes to the information the board receives about offenders.

During 2008/09, the Department has continued to keep the provision of information to courts and the board under review. As well as regular liaison with district court judges and the board, the Department has also reviewed the way information is provided to courts on the suitability of electronic monitoring, such as for possible sentences of home detention or community detention.

REPORTING TANGIBLE PROGRESS TO DEMONSTRATE SUCCESS

The Department will further develop performance indicators during 2009/10 that contribute to the outcome of sentence options are used effectively.

CONTRIBUTING OUTPUTS

The Department delivers services on a day-to-day basis grouped as output classes, which contribute to its outcomes. Output classes that contribute to sentence options are used effectively include:

- Information Services; and
- Services to the New Zealand Parole Board.

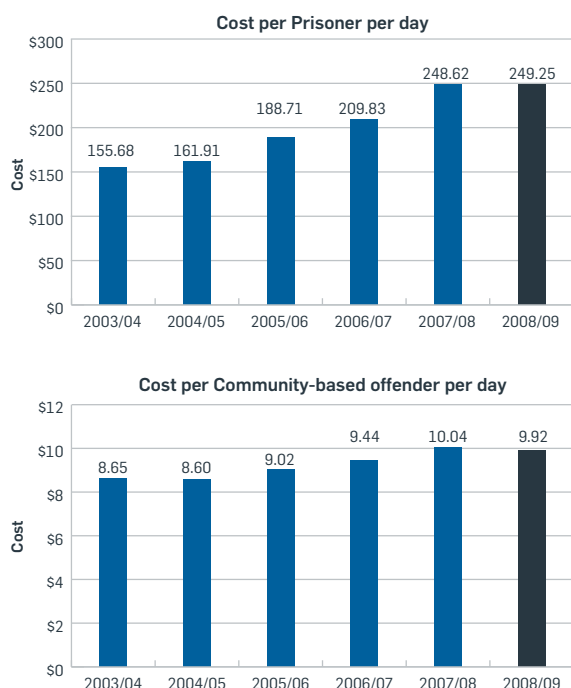
COST EFFECTIVENESS

The Department monitors its efficiency and considers this against its effectiveness by reviewing its outcome performance indicators which are listed in the preceding outcomes section and Statement of Service Performance (Part C).

The following indicators are used by the Department to monitor its efficiency:

COST PER PRISONER AND COMMUNITY-BASED OFFENDER PER DAY

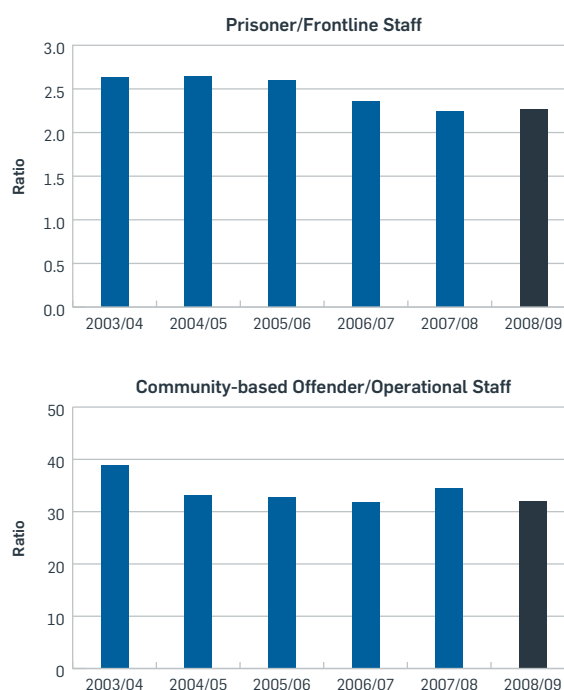
The cost per prisoner per day has increased slightly on the 2007/08 financial year. The increased cost is due to the operating cost implications of the significant capital investment in these years needed to build additional prison facilities and to upgrade existing facilities to increase capacity to meet the forecasted rise in the prison population.



The cost per offender per day has decreased slightly on the 2007/08 financial year. The minimal increase over recent years is due to inflation, salary increases, increased staff and costs related to the introduction of the new community-based sentences in 2007.

STAFF/OFFENDER RATIOS

The ratio of prisoners to full-time equivalent (FTE) front-line staff identifies the number of prisoners for each prison staff member and thus the level of staff supervision available to manage prisoners in custody. Prisoner/Staff ratios impact on the experience of both prisoners and staff. Lower ratios allow prison staff to provide better supervision and more active management of prisoners. This improves security and allows more interaction and interventions tailored to individual prisoner needs and circumstances.



The ratio of community-based offenders to FTE operational staff identifies the number of offenders for each staff member and thus the level of staff supervision available to manage offenders in the community.

A number of staff were recruited in the last part of 2006/07 in anticipation of the changed sentencing regime from 1 October 2007. At that time there was a high level of inexperience and considerable pressure on experienced staff who had a disproportionate level of offender management.

BENCHMARKING

The Department participates in various international correctional forums for communicating appropriate New Zealand standards and learning in offender management. It also shares information to benchmark a range of its outcome indicators to improve performance and ensure cost effectiveness.

MANAGING IN A CHANGEABLE OPERATING ENVIRONMENT

RISK ASSESSMENT/MANAGEMENT FRAMEWORK

The Department uses a formal risk management framework to identify and proactively mitigate risks. This framework is based on the Australian/New Zealand AS/NZ 4360:2004 Risk Management standard.

The Department's internal control framework is based on the Committee of Sponsoring Organisations model and employs a number of separate assurance mechanisms, including the Internal Audit and Inspectorate functions plus a Professional Standards Unit that independently review processes within the operational services and investigate incidents and complaints. The Office of the Ombudsmen also has an external prison complaints role, and a role monitoring the investigation of serious incidents. The Ombudsmen's inspectors also visit prisons as required by the National Preventative Mechanism under the Optional United Nations Protocol to the Convention Against Torture.

Internal Control and Risk Management frameworks are overseen by the Assurance Board, which consists of four independent external members. The Assurance Board reports its activities through to the Chief Executive, who is a regular attendee at the bi-monthly meetings. A summary of activities can be found at Appendix Three.

ENVIRONMENTAL SCAN

In the 2008/09 Statement of Intent, the following key environmental factors were listed as likely to affect the Department over the medium to long term:

- continued growth in the offender population, especially amongst young, Māori and Pacific population groups;
- continued growth in the rate of violent crime, especially amongst young offenders;
- crime and justice issues remaining a key concern for the public;
- pressure on the justice sector to work together to reduce offending;
- ongoing changes to community-based sentences and the management of community-based offenders;
- a tighter fiscal environment within the public sector; and
- a tighter labour market, where it is difficult to recruit and retain skilled staff.

In reflection, these factors (with one notable exception) have been key aspects of the environment in which the Department has had to operate. Two additional factors that have required the Department to respond and adapt, have been the change of government in November 2008, and the impacts of the global economic downturn.

The shift in economic expectations has been marked. This has affected the Department in several ways. In response to the economic downturn the Government has required all agencies to carefully examine their expenditure. A **tighter fiscal environment** had been expected, but the need to review the effectiveness and efficiency of services has been significant, especially in the face of ongoing growth in numbers of offenders to be managed. The Department's Value for Money review is intended to result in operational efficiencies.

The **easing of the labour market** – which had not been anticipated – has had some useful effects for the Department, in that recruitment during the year had been less challenging than anticipated. Given the need to expand Community Probation and Psychological Services (CPPS) staffing, this has been a welcome change. The Department has also experienced increasing retention rates across all Groups and Services, and higher numbers of high-quality applicants responding to advertised vacancies. The downside to the easing labour market is the increasing pressure on prisoner employment activity. Maintaining work placements for prisoners is becoming increasingly challenging and the Department needs to ensure that prison-based industries are not unfairly competing with struggling mainstream business. Rising unemployment will also adversely affect post release employment prospects making successful reintegration even more challenging.

The change of government in November 2008 required the Department to review and reassess its services and work programme to meet the new Government's priorities. Several existing programmes are being significantly expanded – Drug and Alcohol Treatment Units are being increased, and a new Prisoner Skills and Employment Strategy has been developed. Evaluations of some of the culturally-based programmes and services, as part of a larger part of programme evaluations for Māori and Pacific, is leading to the redirection of more funding.

Despite the introduction of a new range of community-based sentences in October 2007, **growth in the offender population** has still occurred. The 2008 Justice Sector Prison Population Forecast has indicated that the prisoner population will continue to increase significantly and exceed current capacity by early 2010. Volume increases are being prepared for and managed through the following measures:

- CPPS is recruiting an additional 411 staff (announced in the 2009 Budget);
- Wellington Prison has reopened in July 2009 and the Mt Eden/Auckland Central Remand Prison redevelopment is progressing to schedule;
- work has begun to implement container cells, which offer the advantages of ease of installation, transportability and cost-effectiveness; and
- the Department is negotiating with unions to expand the use of double-bunking at the four newest sites and Mt Eden/Auckland Central Remand Prison.

Crime and justice issues have continued as a key concern for the public. The Department has adopted a range of measures to address public concerns about its performance. These include the Expert Panel which is reviewing the management of offenders in the community (including parolees), and recommending practice improvements. The appointment of a deputy chief executive will assist the Department as it adopts a range of reforms to structure and practice. CPPS performance in complying with procedures for managing high risk parolees has improved, lifting from 51 percent compliance in September 2008 to 88 percent in June 2009.

Ongoing changes to community-based sentences and the management of community-based offenders has been a high priority for the Department, particularly following the publication of a major report from the Office of the Auditor-General, and subsequent investigation by the State Services Commission. The reports documented a shortfall in capacity to meet growing demand, and a failure to follow specified procedures. The Department's own plans to improve performance have been followed up with the Expert Panel, which is assisting CPPS to improve procedures and successfully put in place extra resources to meet the expanded demand.

Pressure on the justice sector to work together to reduce offending has continued. Departmental staff took part in a Government hosted summit addressing the "Drivers of Crime", and will continue to be involved in this work which combines a focus on early intervention with families to prevent crime, as well as innovation and improvements to the criminal justice system to improve rehabilitation and reduce re-offending.

There has also been a consistent pattern for several years involving falls in total crime, but **continued growth in the rate of violent crime**. Latest Police crime statistics confirm this trend is continuing, including the **growth in young offenders** behaving violently. The Department is expanding the range of rehabilitation programmes that are accessible to violent offenders, including piloting a comprehensive programme for young offenders in the community.

ASSESSING ORGANISATIONAL HEALTH AND CAPABILITY

The capability of the Department's people, technology, and physical assets are all critical to its ability to contribute effectively and efficiently to achieving its outcomes.

Developing capability within the Department supports the state sector goals of:

- Employer of Choice;
- Value-for-Money State Services;
- Networked State Services;
- Co-ordinated State Services;
- Accessible State Services; and
- Trusted State Services

PEOPLE

The Department's new Organisational Development Strategic Plan supports the Strategic Business Plan by outlining how the Department will enhance the capability of its people and focuses on the human resources, leadership and culture aspects of capability. Enhancing the capability of the Department's people is intended to improve public safety through the staff who ensure sentence compliance, reduce re-offending and who can work effectively, especially with Māori offenders.

RECRUITING, RETAINING AND DEVELOPING OUR PEOPLE

Recruitment and Selection Systems and Processes

Recruitment is an ongoing function for enhancing capability in the Department that requires a consistent approach across the board to ensure a fair and transparent process of staff recruitment is maintained. The Department has worked towards enhancing recruitment and selection systems and processes through implementing improvements.

Development has been undertaken on an e-Recruitment system, enhancements to the employer brand, and improvements in selection systems in the Services. The development of an e-Recruitment system has now been completed and went live in late 2008/09 and a new general advertising provider is currently developing a revised Department 'look and feel' for recruitment advertising. These advancements have added valuable capability ahead of large recruitment drives which will continue into 2009/10.

Review of the Department's Performance Management

Good performance management means that staff are clearer about what their priorities are, receive constructive feedback, obtain opportunities to develop, and are recognised for their achievements. Performance management ensures that the Department provides its staff with a more invigorating and challenging work environment.

During 2008/09, the Department undertook to review its core human resource policies and Performance Management Systems to ensure that they encourage and acknowledge good performance and emphasise learning and development. New, more user-friendly policies will now be implemented in 2009/10.

The Department has also joined the State Services Commission syndicated use of the Lominger competency framework and will be basing the new competency systems on this framework in common with a number of other State Sector agencies.

Review of the Department's remuneration policy

The Department's core remuneration policies and practices have been reviewed in light of the economic and fiscal position and the Government's expectation for wage restraint. The review also looked at ensuring policies and practices encourage positive behaviours, maintain consistency with other public sector agencies and assist the organisation to recruit and retain an effective workforce. Changes to practices will be implemented progressively in 2009/10.

Training of Psychology Graduates

The New Zealand Psychologists Board has provided the Department with provisional accreditation to operate a supervision to registration scheme until June 2010 (whereupon consideration to full accreditation will be considered). This allows Psychological Services to provide a placement based training programme to Masters degree qualified psychologists who wish to obtain registration under the Health Practitioners Competence Assurance Act 2003.

LEADERSHIP

The Department's Learning & Development Operational Strategy 2008-2013, incorporating leadership development has been completed and is currently undergoing consultation across the Department.

CULTURE

Strategies to improve organisational culture

Organisational culture comprises the attitudes, experiences, beliefs and values of an organisation that are shared by its people and groups, and that control the way they interact with stakeholders outside the organisation. The Department's aim is that its organisational culture will be understood and lived by staff, and will be recognised as the core driver of the Department's success.

During 2008/09, the Department continued to progress the 'Culture in Corrections' project which aims to improve the organisational culture within the Department with a focus on leadership styles, integrity issues and organisational values, staff interaction with one another and personal responsibilities. As part of this project, the Department undertook an initial survey in 2007 of its staff to identify its strengths and areas needing improvement.

In response to that survey, the Department has progressed implementation of strategies by developing action plans focusing on localised initiatives to drive desired culture outcomes. Initiatives developed were based directly on feedback from staff about what would make their jobs easier and give them greater satisfaction in their workplace.

A concluding discussion on the Culture in Corrections project will be held in late 2009 to discuss the progress made on the findings of the survey and to decide whether a further survey is required.

PRIDE and Minister's Excellence Awards

During 2008/09, the Department revised its approach to the PRIDE Awards, including a revamped promotion and application process. This has resulted in a wider range of nominations for the awards, including a broader representation of frontline staff. The award presentation process itself was also refreshed to improve the impact of the awards and to maximise the communication of the award recipients as positive role models for the Department.

The Department also introduced a new Chief Executive's Special Commendation Award to recognise one-off actions when staff display exemplary courage, initiative or skill and by doing so assist in the achievement of the organisation's key goals. The new award has attracted a number of nominations from which the Chief Executive has made initial selections for the first group of recipients. These awards are designed to be ongoing throughout the year and will be awarded as nominations are made.

Also established was a Minister's Excellence Award for graduating Corrections Officers to recognise overall excellence in court performance, personal qualities, leadership and commitment to public safety. This award is made by the Minister of Corrections personally as part of her commitment to attend all Corrections graduation ceremonies. A parallel award is under development for Probation Officers and is intended to be in place by late 2009.

Code of Conduct

The Department initiated a process in 2007/08 to develop and deliver an educational programme that focused on integrity, the code of conduct, and the protected disclosures provisions and advised staff of the appropriate way to raise issues and escalate them.

During 2008/09, the Department continued to deliver these programmes, developed a Conflicts of Interest policy, reviewed the Department's Code of Conduct, and discussed implementation of the new State Sector Standards of Conduct and Integrity with the State Services Commission.

RESPONSIVENESS TO MĀORI

Te Reo Strategy

The Department has delayed the development of a Te Reo Strategy due to competing priorities; this will be reviewed in 2009/10.

Evaluation of the Māori mentoring programme

The Amohia Ai Māori mentoring programme is intended to provide personal and professional development opportunities to Māori staff who are not yet managers or leaders but who have the potential and aspire to be. The programme focuses on Māori staff cultural values and needs. It helps achieve our aim of increasing the representation of Māori in management and leadership roles, ultimately contributing to the Department's strategic drive to succeed for Māori offenders.

All staff participating in the Amohia Ai Māori mentoring programme will be Māori and all hāpai (mentors) will be internally selected. The Department successfully completed the pilot programme and has commenced activities to identify the next intake of mentors and participants for November 2009.

EQUAL EMPLOYMENT OPPORTUNITIES

The Department takes a strategic approach to Equal Employment Opportunities (EEO). The Department's EEO Policy aligns with and promotes the government's policies detailed in the Equality and Diversity: New Zealand Public Service Equal Employment Opportunities Policy.

Equal employment opportunities apply to all aspects of the Department's human resource policies, including recruitment, selection and appointment practices, training, performance management, career development, conditions of employment and the work environment. All employees, regardless of gender, race, marital status, age, disability, sexual orientation, family status, religious or ethical beliefs, political opinion or union affiliation, have similar access to employment opportunities.

The Department measures its performance in this area by monitoring demographic information, particularly relating to the gender and ethnicity breakdowns of its staff and managers. This information is provided below.

Staff Profile

At as 30 June 2009, the Department employed a total of 7,184 full time equivalent (FTE) employees. The majority of additional staff, over the past six years, were a result of the new community-based sentences and orders, as well as the commissioning of new prison facilities.

The Department continued to improve the percentage of female staff, from 35 percent in 2004 to 40 percent in 2009. Again we are well ahead of the 2010 equal employment target that was set at 38 percent of female staff. The percentage of staff with less than two years experience has declined, while the percentage of staff with between two and five years experience has increased. This is a positive result and shows that the large number of staff recruited between 2005 and 2007 are remaining in employment with the Department.

While the percentage of FTE employee turnover increased in the previous year, the result for the 2008/09 year shows that we are now relatively stable at 12 percent.

| As at 30 June each year | 2003/04 | 2004/05 | 2005/06 | 2006/07 | 2007/08 | 2008/09 |
|--|---------|---------|---------|---------|---------|---------|
| Number of Employees | | | | | | |
| Total number of FTE department employees | 4,612 | 5,111 | 5,798 | 6,451 | 6,911 | 7,184 |
| Gender | | | | | | |
| Percentage of female FTE managers | 31% | 33% | 32% | 36% | 37% | 39% |
| Percentage of female other FTE employees | 35% | 36% | 38% | 39% | 39% | 41% |
| Percentage of all female FTE employees | 35% | 36% | 38% | 39% | 39% | 40% |
| Ethnicity | | | | | | |
| Percentage of Māori FTE managers | 16% | 16% | 16% | 19% | 20% | 18% |
| Percentage of all Māori other FTE employees | 22% | 23% | 21% | 22% | 22% | 21% |
| Percentage of all Māori FTE employees | 22% | 23% | 21% | 22% | 22% | 21% |
| Percentage of Pacific FTE managers | 2% | 2% | 3% | 4% | 3% | 3% |
| Percentage of Pacific other FTE employees | 6% | 8% | 8% | 9% | 9% | 9% |
| Percentage of all Pacific FTE employees | 5% | 7% | 8% | 8% | 9% | 9% |
| Experience | | | | | | |
| Percentage of employees with less than 2 years experience | 22% | 30% | 37% | 36% | 33% | 29% |
| Percentage of employees with 2-5 years experience | 23% | 20% | 16% | 21% | 28% | 32% |
| Percentage of employees with more than 5 years experience | 55% | 50% | 47% | 44% | 40% | 39% |
| Percentage of Corrections Officers with less than two years experience | 25% | 41% | 53% | 47% | 40% | 28% |
| Percentage of Probation Officers with less than two years experience | 27% | 26% | 32% | 45% | 46% | 41% |
| Turnover | | | | | | |
| Percentage of FTE employee turnover | 13% | 14% | 13% | 12% | 14% | 12% |

Pay and Employment Equity Review

During 2008/09, the Department reviewed its core remuneration policy and approaches to remuneration setting to ensure that they encourage positive behaviours, maintain consistency with other public sector agencies and assist the organisation to recruit and retain an effective workforce.

Health and Safety

The Department is committed to providing healthy and safe environments for both our staff and offenders. This commitment is demonstrated by the significant improvements in health and safety over recent years as a result of the 2003-2008 Health and Safety Strategy.

The Department has developed a new 2009-2011 Health and Safety Strategy. The Health and Safety Team are currently developing processes for implementation of the new plan during 2009/10.

The Department's health and safety systems were assessed by the Accident Compensation Corporation (ACC) in the annual partnership audit in September 2008. The Department's performance at the audited site (Otago Corrections Facility) was rated highly and the Department's performance rating increased from Primary to Secondary level. This places the Department amongst the better performing state sector organisations in New Zealand.

Disability Strategy

Each year, the Department prepares and implements a Disability Implementation Work Plan aimed at delivering the New Zealand Disability Strategy 2005. This plan is prepared in consultation with the Office of Disability Issues.

A key achievement has been the implementation and launch of the Staff Disability Intranet Forum. The forum is integral to promoting discussion and creating awareness of disability issues. It provides staff with the opportunity to discuss issues or needs arising to be aired so that further assistance or support from the Department can be considered.

Reducing inequalities

The Department is required to report on reducing inequalities (*Reducing Inequalities: Next Steps Report to Cabinet 2004*). For the Department, reducing inequalities means focusing on the following government outcomes:

- better health and reduced inequalities in health;
- high levels of participation in education, and improved educational achievement;
- improved labour market participation, greater access to sustainable employment opportunities and reduced unemployment; and
- cultural and ethnic identities are valued.

These outcomes are all factors that drive a reduction in offending behaviours. Our day-to-day work with offenders is focused on addressing these factors so offenders can move on to develop offence-free, pro-social and productive lifestyles.

Given the outcomes outlined above underpin our own end outcomes, this annual report as a whole is in effect the Department's Reducing Inequalities Annual Report for 2008/09.

INFORMATION TECHNOLOGY

Given the Department's reliance on technology-based systems, there has been a steady focus within the Department to maintain systems and implement solutions that are cost-effective and meet business needs.

Integrated Offender Management System (IOMS)

During 2008/09, the Department continued the development of the IOMS in accordance with the recommendations of the IOMS Review and the Information Technology Operational Strategy 2003-2008.

Significant changes were scheduled for release in June 2009; however, following extensive testing and after careful consideration a decision was made that there were a number of fixes and enhancements that needed to be implemented before the release went live. These could not be done to the necessary standard by the original release date in June 2009. The release was re-scheduled for early 2009/10.

As part of the funding the Government has given to the Department to manage the increase in the volume of sentences and orders served in the community, further improvements will be made to the design, operation and usability of the IOMS. Capital expenditure relating to the IOMS development is based on \$10 million over two years to support the research, design, development and implementation of improvements to the system to support increased usability and any consequential changes to functionality.

This work will involve assessment of what changes are needed to the existing computer system to improve its usability, effectiveness and efficiency for frontline staff. The assessment process will be followed by detailed design and implementation of a revised system. It is envisaged that this will require a major overhaul of the Community Probation and Psychological Services parts of the system in order to drive greater efficiency and effectiveness and that this will only be possible over a two to three year period.

System design will also factor in better quality information about offenders and more efficient reporting mechanisms as well as making the system a stronger element of quality assurance activities.

Supplementing existing hardware will also be considered to improve the performance of the IOMS, in particular the speed with which staff can access information and different parts of the system, thereby decreasing the total time involved in interacting with the system.

Justice Sector Information Strategy – Year three

The Department has continued to ensure proactive support for the implementation of year three of the Justice Sector Information Strategy, with a focus on technology collaboration and the quality of information, including contributing to the identity management initiative.

Specific achievements include providing support for the implementation of the Common Change Control, Data Verification and Validation to improve quality of data in the sector and supporting the Identity Management Working group to produce a draft paper for discussion in preparation of the report to the Minister.

E-Government initiatives

The Department has also continued to ensure proactive support for and involvement in E-Government initiatives, with an emphasis on joint ventures and procurement, technology standards including identity management, and common networks. Achievements to date include participating in working groups for Identity Management, Biometrics and Business Continuity, and undertaking initial investigations into suitability of Government Logon Services for a project and take up of common use provisions in a supply contract

An internal Electronic Document and Record Management System is also being implemented progressively as well as continual development of the Department's information assets.

PHYSICAL ASSETS AND CAPITAL

The Department manages more than \$1.8 billion worth of physical assets across New Zealand. In recent years the Department has accommodated an increase in the offender population. However, in view of the current projection of a further increase in offenders, pressure on the Department's facilities will be greater than before. This increase not only translates into more prison accommodation, but also more office accommodation, additional vehicles, furniture, equipment and similar assets to enable the management functions to maintain their levels of service for a rising offender population.

The Department's 2008-2013 Asset Management Operational Strategy, in conjunction with the Asset Management Plan, creates a framework under which the demand on assets brought about by changes in business needs, growth in offender population and approach will be managed in a structured way through the asset management life cycle. The 2008 Justice Sector Prison Population Forecast has indicated that the prisoner population will continue to increase significantly and exceed current capacity by early 2010.

Redevelopment of Mt Eden Prison

Mt Eden Prison was designed and developed in the mid 1800's and while the Department has worked hard to maintain the site in a safe and healthy manner, it became apparent that incremental repair work was no longer viable and preparation for the redevelopment would be the most fiscally prudent approach.

Subsequently, Cabinet approval to replace Mt Eden Prison was received in April 2008 and construction of the new accommodation and support facilities commenced in October 2008. As the Auckland Central Remand Prison is on the same site, the new support facilities will service both prisons, allowing for an integrated and more efficient site operation. The project is expected to be completed by mid 2011.

The replacement of Mt Eden Prison in accordance with Cabinet decisions has progressed on schedule and specific deliverables for 2008/09 including enabling works and commencement of the main construction have been achieved.

Additional Beds Infrastructure

The Department has continued to progress completion of new infrastructure required as a result of building additional beds on existing sites over recent years. This has included the completion of the Christchurch Men's Prison Water head-works project and significant progress on the Rimutaka Upgrade 06 Project which is scheduled for completion in October 2009.

Support Facilities for Effective Interventions

Additional support facilities have progressed to support the new community-based sentences introduced as a result of the Effective Interventions programme that came into effect in October 2007. Design of the last Special Treatment Unit, at Christchurch Men's Prison, is now complete and scheduled for opening in March 2010.

The Department is also undertaking around 39 building projects to either refurbish some existing sites or construct new buildings in order to accommodate the additional resources required to support the new community-based sentences.

SUSTAINABLE DEVELOPMENT

As one of New Zealand's largest organisations, the Department acknowledges that its activities can have a substantial impact on the environment. As such the Department continues to take practical action to reduce its impacts on the environment, where it makes economic sense. This includes taking a 'whole of life' approach when procuring goods and services; minimising waste sent to landfill; using resources, including energy and water, more efficiently; improving planning, design and construction when commissioning and operating buildings; and adopting transport policies that minimise our environmental impact.

Department's Energy Plan

Following review and alignment with the Government's energy and sustainability strategies, the Department has developed an energy consumption picture per prisoner (2002-2008) to demonstrate the impact of energy use in new and old prisons, implemented energy management performance measures and has set mandatory purchasing criteria for vehicles. Completion of the revised energy plan will continue into 2009/10.

During 2008/09, energy audits continued across prison sites leading to approximately \$1.2 million in energy saving. Fleet standards have also been reviewed to meet the Ministry for the Environment's guidelines and the recycling programme that was implemented at Head Office is being progressively piloted in Hawke's Bay Prison and various Community Probation and Psychological Services centres.

Environmental Impact

The Department continually works to enhance its contribution towards resource efficiency. Over recent years, this includes introducing systems to reduce waste, introducing options to reduce the impact of travel, working towards developing an energy strategy and identifying ways to further reduce the impact on the environment.

The overall energy usage increased slightly by approximately six percent during 2008/09, which is mainly due to the commissioning of additional support facilities and staff in response to the increasing offender population. However, as a result of the Head Office recycling scheme, the amount of waste relocated to landfill was significantly reduced during 2008/09. The Department also significantly reduced the kilometres travelled through taxi travel, rental cars, domestic and international flights.

| | Result 2007/08 | Result 2008/09 | % change |
|---|--------------------|--------------------|--------------|
| Energy Use | | | |
| Prisons' energy use (kWh) | | | |
| Electricity | 40,134,942 | 42,713,020 | 6.0% |
| Gas | 48,242,454 | 47,316,655 | -2.0% |
| Coal | 2,364,977 | 2,438,056 | 3.0% |
| LPG | 9,774,097 | 12,941,727 | 24.5% |
| Diesel Heating Oil | 9,976,877 | 11,313,989 | 11.8% |
| Head Office energy use (kWh) | 1,502,939 | 1,867,474 | 19.5% |
| Community Probation centres' energy use | 4,155,364 | 5,368,460 | 22.6% |
| Total Energy Use | 116,151,650 | 124,565,700 | 6.8% |
| Waste (Head Office only) | | | |
| Waste to landfill (tonnes) | 34.36 | 6.44 | -433.5% |
| Waste diverted from landfill (tonnes) | 0 | 37.46 | 100.0% |
| Fuel consumption | | | |
| Petrol | 933,534 | 1,098,820 | 15.0% |
| Diesel | 308,008 | 541,040 | 43.1% |
| LPG | 9,974 | 2,435 | -309.6% |
| Total Fuel consumption | 1,251,550 | 1,642,339 | 23.8% |
| Distance travelled (kms) | | | |
| Taxi travel | 411,505 | 367,997 | -11.8% |
| Rental cars | 1,649,593 | 1,412,546 | -16.8% |
| Vehicles in fleet | 13,325,584 | 17,471,244 | 23.7% |
| Domestic flights | 13,983,045 | 11,844,984 | -18.1% |
| Trans-Tasman flights | 561,207 | 857,117 | 34.5% |
| International flights | 455,712 | 412,215 | -10.6% |
| Total travel | 30,386,646 | 32,366,103 | 6.1% |

BUSINESS CONTINUITY PLANNING

The Department's Business Continuity Plans are an essential tool to guide the response and recovery from a major emergency. These plans are regularly reviewed as part of a continuous improvement process and where appropriate, linked or combined with emergency management procedures.

During 2008/09, Prison Services carried out training exercises involving 1,500 staff to customise the generic Prison Services Pandemic Plan to a specific site. Head Office also underwent training exercises with 280 staff and its revised plans were completed by June 2009.

For disaster preparedness, Prison Services participated in a Civil Defence multi-region exercise called 'Choking Ash'. The Mt Ruapehu volcanic eruption exercise included training and plan review culminating in a full day Emergency Operations Centre activation at Tongariro/Rangipo Prison on 21 October 2008. Similarly, a hostage training exercise 'Meads' was carried out at Waikeria Prison in October 2008 and also at Auckland Prison in May 2009.

STRENGTHENING PARTNERSHIPS

To achieve its outcomes the Department develops strong relationships with a diverse range of partners, improves existing relationships, and builds new ones.

Good partnerships are seen in our work both directly with offenders, and also with offenders' families and whānau, and the communities where offenders live or will return to. The Department works collaboratively with other sector agencies, non-government organisations, training and educational organisations, community groups and volunteers. It is also reliant on employers providing work opportunities for offenders to gain on-the-job skills and experience.

The Department focuses on strengthening its partnerships with other justice sector agencies to reduce re-offending, manage the offender population, and stem intergenerational patterns of offending. The Department has also worked closely with the health sector to address offenders' health issues.

The Department effectively contributes to strengthening partnerships when:

- mutually beneficial relationships exist with a wide range of partners, including agreement on how to measure improved sentence compliance and reduce re-offending;
- timely and appropriate support and services are delivered by other agencies and those involved with offenders in the community; and
- offenders reintegrate and live offence-free lifestyles within the community post-release.

During 2008/09, the Department worked with Māori groups, including whānau, hapū and iwi, which is critical to reducing re-offending by Māori. During 2008/09, the Department established the Māori Services Team, which is responsible for engaging with whānau, hapū, iwi and other Māori community groups to enhance the rehabilitation and reintegration of Māori offenders. The team focuses on iwi organisations and Māori communities by supporting them to understand and become involved in the reintegration process. The team also supports the service units across the Department to be more effective in Māori specific work pertaining to rehabilitation and reintegration. The team is currently progressing the establishment of a national Locality Profile Database (inclusive of a national directory of health and social services, key stakeholders and environmental scanning). This will assist the Department to identify support services for offenders upon their release.

The Department also launched the Iwi Partnerships Framework. The framework will enable the Department and iwi to work together to improve outcomes for Māori offenders. Joint effort will be focused at the strategic level to influence the design and delivery of programmes and services to ensure effectiveness for Māori.

The Department actively engages with Pacific families, communities and Fautua Pasefika (Pacific community volunteers) to support Pacific offenders and their reintegration back into the community following a prison sentence. Currently, the Pacific re-offending rate is lower than other groups; however, a projected increase in Pacific youth demographics requires proactive engagement with the Pacific community. The Chief Executive's Pacific Advisory Group guides policy and operational decisions to ensure that the Department succeeds for Pacific people and achieves its outcomes and priorities.

As part of the Department's review of the reintegrative framework, a cross-government agency group was set up to ensure a collaborative approach. The reference group includes the Ministry of Justice, Ministry of Social Development, Ministry of Health, Te Puni Kokiri, Housing New Zealand Corporation and New Zealand Police and its purpose is to:

- provide a cross-government perspective on the Department's Prisoner Reintegration Review Project;
- facilitate inter-agency delivery of reintegrative services to released prisoners;
- provide for the coordinated development of initiatives impacting on prisoner reintegration; and
- provide clarification of roles and responsibility of each agency.

Meetings will continue to be held with the reference group into 2009/10.

The Department also continued to develop a revised generic approach to relationships and contracts with Non-Government Organisations (NGOs) to increase the Department's compliance with the Statement of Government Intent (SOGI) and related Office for the Community and Voluntary Sector, Audit and Treasury guidelines. Subsequently, the Department's Procurement Policy, in relation to managing contracts with NGOs, has now been changed to reflect the spirit and intent of the SOGI and embraces the management guidance provided by the Government's central agencies.

