



Briefing to the Incoming Minister 2023

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DEPARTMENT OF
CORRECTIONS
ARA POUTAMA AOTEAROA

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Message from the Chief Executive

Congratulations on your appointment as Minister of Corrections. We are ready to discuss your key priorities and how we can support you during your time as our Minister.

The Department of Corrections – Ara Poutama Aotearoa (Corrections) is one of New Zealand's largest core government agencies. We employ nearly 10,000 staff, with the overwhelming majority working on the frontline as corrections officers, probation officers, case managers, nurses, instructors, programme facilitators, psychologists, community work supervisors, and in many other roles. Together they manage around 36,000 people on sentences and orders in prison and the community on any given day.

Managing people securely in prison and monitoring people in the community is just one aspect of our work. Alongside our core rehabilitation programmes, we provide employment, education and training opportunities, healthcare, mental health and addiction services, and housing support.

While it is ultimately the responsibility of those we manage to make positive changes in their lives, helping people address the causes of their offending and gain practical skills means we're more likely to break the cycle of offending and make our communities safer.

Our work isn't without its challenges. Many of the prisoners our staff work with can behave unpredictably and act without warning. Over 80% of the prison population have convictions for violence in their offending histories and around 37% have a gang affiliation, which is a known predictor of violence. Keeping our staff safe is a top priority, and we will continue to invest in giving them the training, tools, and support they need to do their jobs well and return home safe after their shifts.

Many people in our management face significant mental health and addiction issues as well as barriers when it comes to education, employment, and housing. We also continue to see an overrepresentation of Māori in the prison population, alongside an increasing number of people on remand. Addressing these longstanding issues isn't something we can do alone, and we remain committed to working with other justice, health, and social sector agencies to improve outcomes in these areas.

Like many organisations, we have faced pressures recruiting and retaining staff. We ramped up our efforts to recruit more frontline staff and have seen a strong increase in the number of job applications for corrections officers as a result, with more than 11,810 applications received since 1 October 2022. We have also recruited 826 people into corrections officer roles, with many more in the recruitment pipeline.

We have set strong foundations as an organisation and are fortunate to have thousands of dedicated frontline staff who come to work each day to make New Zealand a safer place. I look forward to what more we can achieve.

Once again, congratulations and we look forward to working with you.



Jeremy Lightfoot,
Secretary for Corrections
and Chief Executive

Your role as Minister of Corrections

The statutory purpose of the corrections system is set out in section 5 of the Corrections Act 2004. The purpose of the corrections system is to improve public safety and contribute to the maintenance of a just society by:

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

Corrections is responsible for the safe management of people in prisons and in the community on sentences and orders.

We manage people at the direction of the courts and the independent New Zealand Parole Board and do not determine who is in prison and who is in the community. The Judiciary is responsible for imposing sentences to hold people accountable for their offending.

As the Minister, you are responsible to Parliament for ensuring the functions of the corrections system are carried out properly and efficiently.

You are also responsible for determining policy and exercising statutory powers and functions related to the Corrections portfolio.

You have ministerial responsibility for legislation governing the corrections system: the Corrections Act 2004, Corrections Regulations 2005, and the Public Safety (Public Protection Orders) Act 2014. The Corrections Act outlines your powers and functions, including giving general directions to the Chief Executive relating to the exercise of their powers and functions.

You also have joint ministerial responsibility for the Sentencing Act 2002 and the Parole Act 2002 with the Minister of Justice. Corrections' responsibilities under the Parole Act include administrative support to the New Zealand Parole Board. *See Appendix C for more information about obligations and legislation.*

You oversee Vote Corrections, which (as at the 2023/24 Financial Year) allocates \$2.2 billion in operating funding for the corrections system each year and manages the operation, maintenance, replacement, and renewal of an asset base with a value of approximately \$5.2 billion. Vote Corrections funds day-to-day operations as well as new projects and innovations, which aim to improve operations and outcomes of the corrections system. *See Appendix D for more information about finances.*

Key upcoming decisions

Date	Topic	Your action
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The core functions of the corrections system

Section 6 of the Corrections Act 2004 sets out guiding principles for the corrections system, with the maintenance of public safety as the paramount consideration. Additionally, victims' interests must be considered in decisions related to the management of persons under control or supervision. The work we do supports safety in several ways:

- Operating a network of prisons to provide safe, secure, and humane environments for people who are on remand or have been sentenced to imprisonment.
- Providing our staff with training, tools, and environments that keep them safe at work.
- Maintaining the integrity of sentences handed down by the courts and the New Zealand Parole Board by monitoring people's compliance with the conditions imposed on them.
- Assisting with rehabilitation and reintegration through programmes, treatment, and activities that will reduce the risk of people reoffending and causing further harm.

Corrections currently manages a growing population of around 9,000 people in prison and 27,000 people serving a sentence or order in the community. This requires a large workforce with specialist capabilities.

AVERAGE POPULATION 2022/2023	
IN PRISON	IN THE COMMUNITY
9,000	27,000

Average prison population is calculated by averaging the each month end onsite prison population for the financial year 2022/2023.

We manage New Zealand's prisons

Corrections has 200 locations across the country, including 18 prisons, Community Corrections sites, and corporate offices.

One prison, Auckland South Corrections Facility, is operated by private provider, Serco. The remaining prisons vary in size and specification, with some specialising in the management of certain populations (e.g., maximum-security prisoners, people on remand, and different genders).

Prisons are complex environments that accommodate challenging and vulnerable people who can pose a risk to themselves or others. People are managed in accordance with their sentence/remand status, security classification, segregation requirements, and specific needs. A person's risk-factors (including offending history) are assessed to determine their security classification. While a person is in prison, we are responsible for their safety, healthcare and wellbeing, and for assisting in their rehabilitation and reintegration.

We manage people's compliance with sentences and orders in the community

Corrections administers 10 different community-based sentences and orders and manages people's compliance with these sentences and orders.

Community Corrections staff are trained to manage people in a way that maintains public safety, through building effective relationships with the person and their whānau, supporting them to successfully complete their sentence or order, and holding them to account if they breach the requirements for them where necessary. Corrections monitors people subject to community-based sentences and orders differently depending on the specific conditions imposed by the courts or the New Zealand Parole Board.

The New Zealand Parole Board

The New Zealand Parole Board is an independent statutory body that considers when people in prison can be released on parole. When making a decision about the release of someone the paramount consideration for the New Zealand Parole Board is the safety of the community. Another guiding principle, outlined in Section 7 of the Parole Act 2002, is that the rights of victims are upheld.

The New Zealand Parole Board also considers requests for compassionate release, sets release conditions for people released from prison once their entire sentence has been served, and considers applications to recall to prison people who are on parole. Once people in prison are eligible for parole, they are entitled to a hearing with the New Zealand Parole Board every two years, leading to over 8,000 hearings a year and involving more than 4,000 applicants.

Corrections produces parole assessments, prepares psychologist and parole progress reports, recommends conditions for release on parole, helps prepare people for parole hearings (including assisting candidates with their release plans), and provides administrative support for victim notification services. The information we provide is critical for the New Zealand Parole Board to carry out their function and make informed decisions about the safety of the community.

As an independent body, the New Zealand Parole Board cannot be directed by Corrections or the Minister of Corrections when making decisions. New Zealand Parole Board members are appointed by the Governor General on the recommendation of the Attorney General, and the current Chair is Sir Ron Young.

Our Treaty of Waitangi obligations and responsibilities

As a government agency, Corrections has a responsibility to support the Crown to meet its obligations under te Tiriti o Waitangi/the Treaty of Waitangi (the Treaty).

The Crown has a kāwanatanga role (under article 1) to operate the corrections system and provide for public safety and the rehabilitation of people on sentences or orders. Māori also have a right to exercise their rangatiratanga (under article 2), and this means Corrections has an obligation to work with Māori to make decisions about Māori interests and Māori taonga. The Crown also has an obligation to provide for equitable outcomes for Māori (under article 3).

The Treaty principles articulated by the courts and the Waitangi Tribunal provide a framework for how Corrections will support the Crown to meet its responsibilities under the Treaty. The following principles are proposed for the Corrections Act 2004 through the Corrections Amendment Bill that is currently in the House:

- **Equity:** Equitable rehabilitation and reintegration outcomes for Māori must be provided for, so far as is reasonable and practicable.
- **Partnership:** Māori must, so far as is reasonable and practicable, be engaged with on matters relating to rehabilitation and reintegration outcomes for Māori, including engagement on a national, regional, and site level on the design, delivery, and monitoring of programmes and services. In addition, the views of an individual's family and of the hapū and iwi of Māori may, where appropriate and so far as is reasonable and practicable, be taken into account in the decision about which prison someone is detained in.
- **Active protection:** the wellbeing of Māori in the corrections system must be promoted, including by providing access to mātauranga Māori.



Key roles within Corrections

Corrections' Executive Leadership Team

The Chief Executive's role is to deliver on the policy objectives that you and your government set, and to ensure that Corrections supports you as Minister.



Jeremy Lightfoot
Secretary for Corrections and Chief Executive

Jeremy heads Corrections and its Executive Leadership Team. This role carries a range of statutory responsibilities, including the:

- Day-to-day running of Corrections and ensuring that the system operates in accordance with the Corrections Act
- Safe custody and welfare of people in prisons
- Welfare of people serving a sentence or order in the community



Leigh Marsh
National Commissioner

Leigh has accountability for the operation of prison and community corrections sites. He is responsible for the safety of staff, personnel development, and practice areas (such as case management and custodial). Our four regional commissioners report to Leigh.



Richard Waggott
Deputy Chief Executive
People and Capability

Richard's key focus is building the capability of our people, including their health, safety, and wellbeing. People and Capability are also responsible for providing support to you and your office.



Juanita Ryan
Deputy Chief Executive
Health

Juanita is responsible for the delivery of mental health and addiction services and health services across prisons at an operational and strategic level. Her team is focused on improving physical and mental health outcomes for the people we manage.



Alice Sciascia
Deputy Chief Executive
Finance Planning and
Assurance

Alice monitors progress towards achieving our strategic goals and ensures that all our efforts are well aligned, lawful, safe and financially sustainable. Alice's role is responsible for the Corrections budget.



Alastair Turrell
Deputy Chief Executive
Infrastructure &
Digital Assets

Alastair is responsible for providing specialist services and advice in the areas of digital and physical asset planning and management, and capital project delivery. He is also responsible for managing Corrections' major contracts.



Kerry-Leigh Dougall
Deputy Chief Executive
Māori

Kerry's role is to guide our approach to addressing the overrepresentation of Māori in the justice system, through strategic partnerships with Māori, programme delivery, research and analysis, and policy and legislation.

Corrections' role in the justice sector

The justice sector is underpinned by New Zealand's institutional and constitutional arrangements: the Treaty of Waitangi/Te Tiriti o Waitangi, the separation of powers, the rule of law, judicial and constabulary independence, and access to justice.

The six agencies that make up the justice sector provide services within the complex and interconnected criminal and civil justice system. They work together at operational, policy, and strategic levels to make New Zealand safer and to deliver accessible justice services and better outcomes for all New Zealanders.

Each agency within the sector plays a different role within the system. For example, a person may be arrested and prosecuted by Police, convicted and sentenced by the courts, and then managed by either Corrections (if they are in the adult system) or Oranga Tamariki (if they are in the youth system).

The justice system is complex and changes by one agency often have flow-on effects to other agencies. Justice sector volumes are also heavily impacted by social sector outcomes. We recognise that working together is necessary to find cross-sector solutions.

Chief executives of the justice sector come together to share leadership as the Justice Sector Leadership Board (JSLB). The JSLB is an important mechanism to assist Ministers to achieve individual portfolio and wider collective justice sector goals.

As the Minister of Corrections, you are one of the justice Ministers and can expect to engage regularly with other justice sector Ministers, both individually and as a group.

You will receive a separate briefing that has been prepared for all justice sector Ministers from the Justice Sector Directorate.



Crime prevention, response, investigation and resolution

Administration of justice, prosecution and defence, supports for Courts and victims

Sentence management, rehabilitation and reintegration

Criminal justice policy and administration



Responsible for maintaining public safety, law enforcement, crime prevention and community support



Responsible for the administration of the courts, Public Defence Service, Legal Aid, the enforcement of monetary penalties, and providing advice on criminal justice policy



The lead law enforcement agency for investigating and prosecuting serious or complex financial crime, including bribery and corruption



Responsible for administering prison and community sentences, and assisting in offenders' rehabilitation and reintegration into the community



Responsible for prosecuting the most serious crime, criminal appeals, and the oversight of public prosecutions



Responsible for administering youth justice services

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The JSLB provides collective leadership for the justice sector

The JSLB was established in 2011 to increase collaboration on system-wide issues, govern significant cross-agency work programmes, and lead agencies with a united purpose.

While each justice agency has its own responsibilities and policies, they do not operate in isolation. The JSLB members work together as leaders, governors, and stewards for the whole justice sector.

To support the achievement of collective justice sector outcomes, the structure of JSLB has been mirrored by an informal ministerial group that has been meeting regularly since 2012. The Justice Sector Ministers grouping has to date been made up of the Ministers with responsibility over the six core justice sector agencies.

The Sector Directorate supports the progression of key cross-agency initiatives

The Sector Directorate was established in 2022 to strengthen and embed the strategic and collective approach agencies are taking to improve the performance of the criminal justice system. The Sector Directorate takes a leadership role in progressing the key cross-agency initiatives within each of the three current areas of focus for the sector. The Sector Directorate is accountable to the JSLB.

The Justice Cluster pilot was established in the lead up to Budget 2022 as part of work to modernise New Zealand's public finance system

The Justice Cluster is a three-Budget pilot that brings justice sector agencies (excluding Oranga Tamariki) together to enable more efficient and effective inter-agency investment beyond an annual Budget cycle.

The intention is that Cluster agencies do not seek additional external funding until the end of the pilot period at Budget 2025. There are exceptions to this multi-year approach, including capital initiatives and any other exceptions approved by the Minister of Finance.

As Minister of Corrections, you are one of the Cluster Ministers. Cluster Ministers have been delegated authority to make certain financial decisions. This is subject to confirmation from the Minister of Finance that Cluster Ministers have acted within their delegations and consistently with Cluster priorities agreed by Cabinet, or to address cost pressures.

The Justice Cluster will report to Justice Cluster Ministers and the Minister of Finance in February 2024 on the first year of the pilot.

A multi-year funding package was approved at Budget 2022 to support four priority areas over the three-Budget cycle life of the pilot (Budgets 2022, 2023 and 2024):

- Better outcomes for victims
- Addressing issues with remand
- Improving access to justice
- Better enabled organisations and workforce.

Corrections is represented on an Interdepartmental Board to Eliminate Family Violence and Sexual Violence (Te Puna Aonui)

We are one of the ten agencies that make up Te Puna Aonui, an Interdepartmental Executive Board that supports whole-of-government strategy, policy, and investment to eliminate family violence and sexual violence. Te Aorerekura, the National Strategy to Eliminate Family Violence and Sexual Violence, sets out the guiding principles that underpin our work.

Our contribution to this work is outlined in Corrections' Te Aorerekura Implementation Plan (2023 – 2027), which was released in May 2023. The Implementation Plan builds on the work Corrections already does to address, reduce, and eliminate family violence and sexual violence and the broader issues contributing to violence and trauma in our communities.



Corrections' strategic direction

Corrections has three strategic goals that are consistent with our role and purpose under statute and as an agency of the Crown:

- **Public safety is improved:** We improve public safety through the management of safe and secure custodial facilities, liaison with New Zealand Police, comprehensive risk assessment tools, electronic monitoring and, where necessary, civil detention. Our rehabilitation and reintegration interventions and support also contribute to improved public safety over the longer term.
- **Reoffending is reduced:** We provide rehabilitation and reintegration to help people address the causes of their offending and build positive relationships with their whānau at every step of their sentence or order. By helping people break the cycle of reoffending we also improve the safety of our communities.
- **Māori overrepresentation is reduced:** We, along with our partners, aim to reduce the overrepresentation of Māori in the corrections system. A joined-up approach with the justice sector, community, and Treaty of Waitangi/Te Tiriti o Waitangi partners is critical to addressing this disparity.

Hōkai Rangi 2019-2024 is our organisational strategy

The Crown's Treaty responsibilities, as articulated by the Waitangi Tribunal in *Tū Mai te Rangi!* (Report on the Crown and disproportionate reoffending rates), were foundational in the development of our current strategy: *Hōkai Rangi 2019-2024*.

Hōkai Rangi expresses our commitment to achieving better outcomes for communities and is centred on the safety and wellbeing of people. It has a strategic focus on delivering improved outcomes with, and for, Māori in the corrections system, their whānau and our staff. This approach recognises the disproportionate rates of Māori reoffending, and that Māori also account for a greater proportion of the prison population.

By supporting the people that we manage along a pathway of needs-based rehabilitation and reintegration, there is an opportunity to reduce reoffending and help break the intergenerational cycle of offending more effectively. This approach will lead to fewer victims, improved public safety, and reduced Māori overrepresentation in the justice system over time.

Corrections is undergoing structural change to better enable us to achieve our strategic goals

Hōkai Rangi: The Pathway Forward (Te Ara Whakamua) is an organisation-wide structural change designed to help grow our capability, enhance how we deliver services, and support us to achieve our strategic goals.

Te Ara Whakamua uses the insights we have received from partners, external oversight bodies, and our own people, to build on the strong foundations of change that have already been put in place. In particular, the Chief Ombudsman's recent systemic investigation into Corrections has been a critical consideration in developing Te Ara Whakamua.

The Chief Ombudsman identified opportunities for change to deliver systemic improvement

In 2021, the Chief Ombudsman commenced a self-initiated investigation into Corrections, because of his view that Corrections appeared slow or unable to make changes in response to recommendations arising from his office's regular inspections of prisons. The purpose of the investigation was to consider Corrections' acts and/or omissions in responding to concerns and suggestions for improvement by oversight entities, and to identify whether systemic issues are affecting Corrections' ability to achieve significant and sustained change.

The investigation report, *Kia Whaitake: Making a Difference*, was released in June 2023. In it, the Chief Ombudsman highlighted a number of issues, many of which had also been identified by Corrections through our own consideration of progress towards our strategic goals. The report made several systemic change recommendations, including building greater organisational and staff capability, improving systems for response to external recommendations, and making the "fair, safe and humane treatment of prisoners" more central to Corrections' decision-making at all levels. Corrections accepted the report's recommendations.

Please see Appendix C for information on oversight bodies.

We are currently in the transition phase of Te Ara Whakamua

Corrections is currently in the transition phase of Te Ara Whakamua. We are undertaking the activities that need to be completed to launch this new organisational structure. This includes identifying the right people to take on the new positions in the structure, protecting our ability to deliver quality, safe services, and ensuring our people understand their role and are supported to do their work in new ways. We will not transition from the current structure to the new structure until these activities have been completed and we can do so safely. This is expected to be in the first quarter of 2024.

These changes aim to deliver more effective rehabilitation and reintegration services and enable more local control over how outcomes are achieved and services are delivered.

We are also establishing clearer role responsibilities and accountabilities, and developing the capability of our people and leaders, so they can lead this shift in how we work to focus more clearly on delivering the best possible outcomes.

The safety and wellbeing of our staff remains of critical importance. We need to prioritise a safe and well workforce to be able to deliver the outcomes we seek. Te Ara Whakamua will support staff capability to safely build positive connections with those they manage and their whānau, helping create safer environments for all.

Corrections' current and proposed legislative programme

We will brief you separately on proposed future work, including possible legislative amendments to address your priorities as well as important operational shifts and recommendations from the Ombudsman, the Office of the Inspectorate, the Law Commission, and key stakeholders such as the New Zealand Parole Board.

Regulatory stewardship of our legislative framework is critical for Corrections' operations and ensuring public safety

Our proposed legislative and regulatory work programme includes changes to support our operations and strategic objectives, and to respond to recommendations from independent oversight bodies.

A Corrections Amendment Bill is currently at the select committee stage, having been referred to the justice select committee of the 53rd Parliament

The Corrections Amendment Bill 2023 was developed to respond to our changing operational environment and seeks to improve rehabilitation, reintegration, and safety outcomes in the corrections system. The most substantive provisions in the bill would give Corrections significant new intelligence gathering powers to monitor prisoner communications to improve public and prison safety.

The bill is currently at the select committee stage, with public submissions having closed on 10 August 2023. *We will brief you separately on this bill, noting the next steps in the process are for the bill to be reinstated in the House and for Corrections to provide the initial briefing to select committee, followed by the departmental report responding to public submissions.*

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Our staff

Corrections' staff are our most valuable asset. They do important and challenging work that helps keep communities safe. We employ nearly 10,000 staff across 200 locations, with the majority working on the frontline. These roles include:

- **Corrections officers:** Corrections officers support people in prison to engage in rehabilitation programmes, supervise their routines, help them navigate the prison environment, and escort them to hearings and appointments.
- **Case managers:** Case managers meet with people in prison to understand what they need for their safe and successful rehabilitation and reintegration back into the community. They develop plans for people, matching them with programmes and services that aim to help move them towards an offence-free life.
- **Probation officers:** Probation officers prepare reports and recommendations for the courts and the New Zealand Parole Board, helping them make key decisions. They also monitor people's compliance with their community-based sentence or order, and assess, manage, and respond to risk. Probation officers work with people to understand their rehabilitation needs and connect them with supports that will help reduce the likelihood of reoffending.
- **Nurses:** Our nurses often work with patients who haven't regularly engaged with healthcare and may have unmet health needs. Working with patients, they identify health goals, grow health literacy, and work to address health inequities for Māori.
- **Psychologists:** Our psychologists work on a diverse, complex range of clinical issues. As well as treating and assessing people in our management, they also have opportunities to help develop rehabilitation programmes, train programme facilitators, give advice and guidance to the field, and conduct research.

- **Community work supervisors:** Community work provides the opportunity for people to give back to the community and gain new work skills. Community work supervisors play a key role in this by being a positive role model and coaching the skills required for the project.
- **Instructors:** Our instructors come from a range of trade industries, including carpentry and construction, painting, agriculture, catering, and engineering. They help people in prison gain qualifications and skills for employment.



Our network

We have 17 publicly operated prisons and one privately operated prison across the country.

1. Northland Region Correctons Facility
2. Auckland Prison
3. Mt Eden Corrections Facility
4. Auckland Region Women's Corrections Facility
5. Auckland South Corrections Facility (privately operated)
6. Spring Hill Corrections Facility
7. Waikeria Prison
8. Tongariro Prison
9. Hawke's Bay Regional Prison
10. Whanganui Prison
11. Manawatu Prison
12. Rimutaka Prison
13. Arohata Prison



14. Christchurch Men's Prison
15. Christchurch Women's Prison
16. Rolleston Prison
17. Otago Corrections Facility
18. Invercargill Prison

The people we manage

Corrections manages people remanded in custody and electronically monitors compliance with specific conditions, sentences, and orders

While waiting for trial or sentencing, people can either remain in the community on bail or at large, or they can be remanded in custody. The court is responsible for deciding whether someone remains in the community or is remanded into custody. This is primarily a risk-based judgement.

Corrections is responsible for managing those remanded in custody. We also monitor defendants' compliance with electronically monitored bail and report detected breaches to New Zealand Police, who have operational responsibility for bail enforcement.

After a period of relative stability from July 2020 to July 2022 there has been a steady increase in the remand population. Based on projections, and without interventions, it is likely that the remand population will continue to grow faster than the sentenced population. The high number and proportion of people on remand is significant and has created challenges for Corrections across multiple areas. *See key issues section for more detail on remand.*

Electronic monitoring is a tool used to monitor compliance with the conditions, sentences, or orders imposed by the courts or the New Zealand Parole Board. Over the past decade, there has been an increase in the number of people being electronically monitored. This growth has been particularly rapid for electronically monitored bail. *See key issues section for more detail on electronic monitoring.*

Youth and young adults have unique needs

Youth (under 20) and young adults (ages 20-24) entering the criminal justice system have complex needs. This includes high levels of trauma, neurodiverse challenges, mental health and addiction needs, and little or no family support. Research shows that the stage of brain development is a contributing factor in young adults' offending and that they are not socially maturing until their mid-20s.

Corrections developed the Young Adult Framework in 2020 to ensure best practice in managing young adults. The framework identifies priority areas in how we deliver services to young people in custody and the community.

Management of young people in prison

We manage men under the age of 18 separately from adults using dedicated youth units, reflecting our legal obligations under the United Nations Convention on the Rights of the Child and the recommendations of the Nelson Mandela Rules. Youth units are located at Christchurch Men's Prison and a temporary youth unit has been opened in Manawatu Prison. The most suitable custodial placement option for men under the age of 20 is established through the Assessment of Placement for Young Adults tool.

Placement decisions for women under the age of 18 are made on a case-by-case basis to determine a placement in their best interest. Given we have so few women under the age of 18 residing in prison (and none since the jurisdiction of the youth justice system was expanded to include 17-year-olds in 2019), limiting placement to a specific unit could mean potential isolation within the prison. Women under 18 also receive additional support and engagement to ensure they are managed in a manner appropriate to their age and stage of development.

Our young adult team has a strong working relationship with Oranga Tamariki, and Corrections contributes to the Oranga Tamariki Action Plan.

Responsiveness to the unique needs of women

Research shows that tailoring services to be responsive to the needs of women achieves better outcomes. Corrections' Women's Strategy 'Wāhine - E rere ana ki te pae hou 2021-2025' focuses on ensuring a gender and culturally responsive, trauma informed approach to our management and rehabilitation of women, both in prison and the community.

Over the past year, key enhancements made for women and staff through the Women's Strategy include:

- The introduction of full body imaging technology as a safe and humane alternative option to strip-searching.
- The research and design of the Learning and Development Pathway and Support Framework for custodial staff working in the women's prisons.
- Continued enhancement of gender-specific assurance activity, policies and procedures, and strategic and operational leadership across the women's prison network.



Corrections manages a large number of gang members and affiliates

Gangs in New Zealand are a pervasive, complex, and often multi-generational issue. Corrections manages a large population of gang members and affiliates in prison and the community. Around 37% of people in prison have a gang affiliation, which is a known risk factor for anti-social and criminal behaviour. Māori and youth are overrepresented within this cohort.

In 2014, an amendment to Australia's Migration Act allowed non-Australian citizens to be deported based on grounds of their character. People deported under these provisions are often referred to as '501s' in reference to the relevant section of the Migration Act.

Not all deportees have gang affiliations; however, some deportees with gang memberships have brought a higher degree of criminal sophistication to the gang landscape in New Zealand, setting up Australian-based gangs here.

Corrections has a Gang Engagement Framework that focuses on collaborating with community organisations already working in this space, preventing recruitment in prisons, providing targeted support in reintegration needs as they transition from prison to the community, and reducing gang tattoo harm through education programmes for youth and tattoo removal. *See Appendix B for more information on the Resilience to Organised Crime work programme.*

We are increasingly involved in the management of violent extremism, counter terrorism, and transnational organised crime

In recent years, there has been an increase in the number of people we manage who are identified as potentially holding extremist views or displaying risk factors and indicators specific to radicalisation or violent extremism. We are also one of the government agencies dealing with the emergence of new, more sophisticated gangs and domestic and transnational organised crime groups. Organised crime is a corrupting influence worldwide, undermining community wellbeing, proper governance, economic development, and national security. We work with intelligence agencies across government to counter these risks.

The Transnational Organised Crime Strategy (TNOCS Strategy) and the work programme, Resilience to Organised Crime in Communities (ROCC), form the multi-agency network that complements enforcement action combatting organised crime.

The highest risk prisoners are managed in the Prisoners of Extreme Risk Unit in Auckland by specially trained staff

The Prisoners of Extreme Risk Unit (PERU) was originally set up in 2019 in response to the Christchurch terror attacks, and the decision has been made to make the PERU and the wider Persons of Extreme Risk Directorate (PERD) permanent.

The PERD was established in recognition that there are relatively small subsets of people in prison requiring additional measures in order to be safely managed. For the most part this is due to the ongoing risk of serious violence that they present, which requires additional management safeguards; however, this can also be due to their capability to influence others to engage in serious violence or threats to prison.

The primary remit of PERD is to enhance the safe management of individuals in prison; however, it is recognised that some additional management support may continue to be required as they transition to the community. Similarly, there are likely to be individuals serving community sentences who would benefit from the support of PERD to manage their risk.

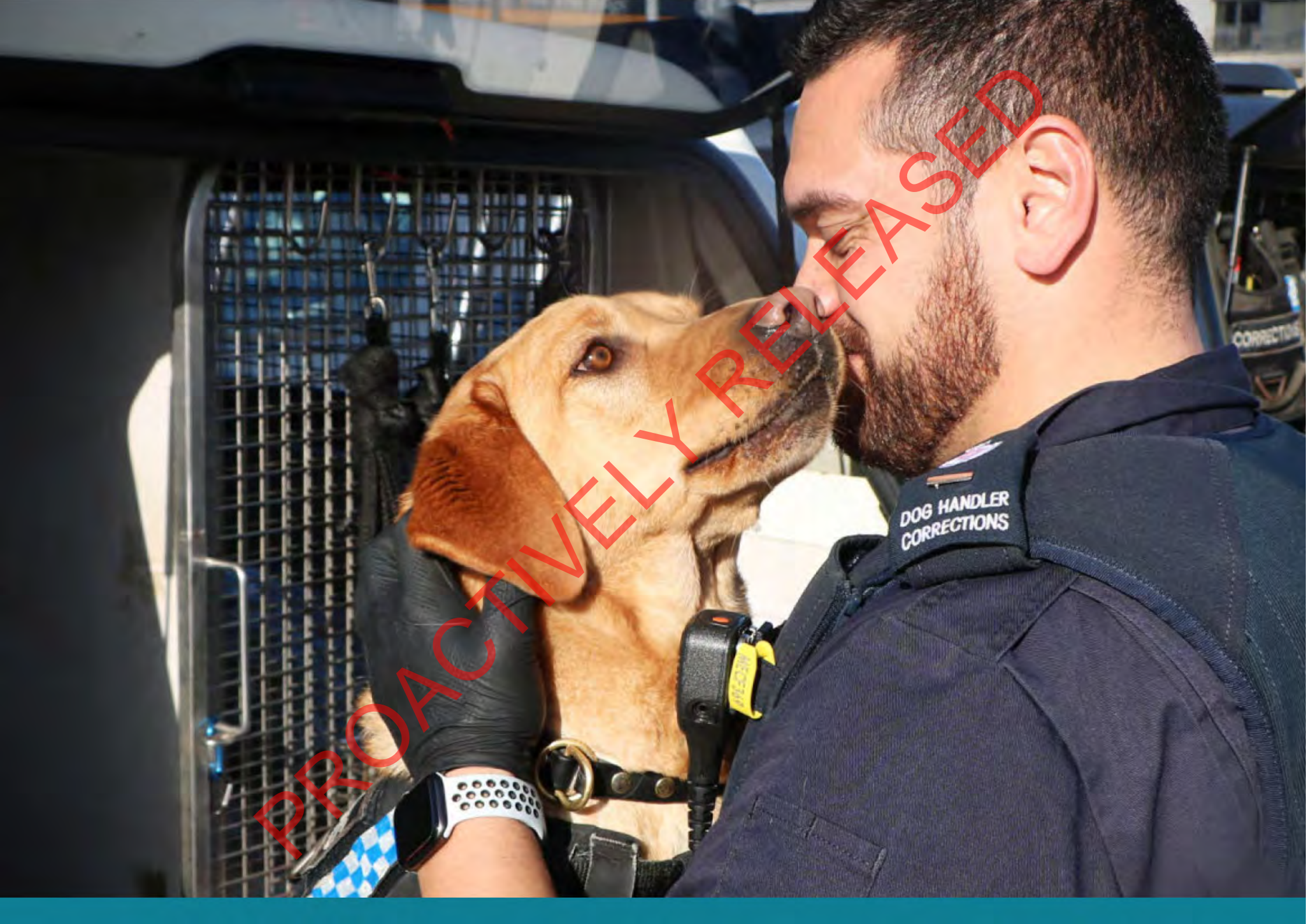
The PERD supports both the management of individuals in PERU, as well as the management of individuals not located in PERU in other regions.

Our intelligence functions work across government to identify and minimise risks

We are not an intelligence agency, but we do collaborate with other groups to share critical information. This includes New Zealand Customs Service, New Zealand Police, and the Ministry of Social Development. These relationships have different dynamics related to needs, responsibilities, and limitations on access to information.

We are supporting significant across government counter terrorism efforts

The report on the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain was released on Tuesday 8 December 2020. The report made 44 recommendations that have been agreed in principle, covering both national security and wider social and community matters. Corrections is one of the agencies supporting the implementation of these recommendations.



Our work to support rehabilitation and reintegration

The Corrections Act 2004 requires us to assist in people's rehabilitation and reintegration into the community, where appropriate, and so far as is reasonable and practicable in the circumstances and within the resources available.

Successful reintegration that allows positive participation in society and reduces the risk of reoffending is more likely if a person's risk factors can be effectively addressed and they are able to access the supports they need.

We provide rehabilitation to reduce reoffending

The drivers of imprisonment are complex and largely sit beyond the direct influence of the corrections system; however, effective rehabilitation and reintegration can reduce reoffending and reimprisonment.

We provide a range of interventions, categorised as follows:

- Offence focused
- Motivational
- Alcohol and other drug issues
- Education, training, and employment
- Reintegration
- Culture

Each intervention is designed to reduce the likelihood of reoffending. Our work in this area has a strong focus on empirically validated and research-driven practice and promotes desistance from crime by addressing the rehabilitative needs of people in our management through evidence-based, culturally responsive interventions.

Reoffending rates indicate there has been a downward trend in levels of recidivism over the last five years, although this may be influenced by the COVID-19 pandemic

24-month reimprisonment and resentencing rates:

REPORTING YEAR ENDING	30/06/19	30/06/20	30/06/21	30/06/22	30/06/23
Reimprisonment	43.3%	41.2%	39.6%	35.8%	35.2%
Resentenced	61.5%	60.8%	58.1%	56.5%	54.7%

12-month reimprisonment and resentencing rates:

REPORTING YEAR ENDING	30/06/19	30/06/20	30/06/21	30/06/22	30/06/23
Reimprisonment	28%	26%	24%	22%	22%
Resentenced	42%	38%	39%	36%	33%

We are piloting new approaches to rehabilitation and reintegration to further improve outcomes

Our four-year Māori Pathways programme began in 2019. The programme supports the development of kaupapa-Māori based pathways for Māori who enter the corrections system. The pathways aim to improve rehabilitation and reintegration outcomes for Māori and work within the context of their whānau, hapū, iwi, and communities. These pathways are also available to non-Māori.

The initiatives in the programme are delivered through Treaty partnerships with iwi and hapū.

The programme is being trialled in three regions, Te Tai Tokerau, Hawke's Bay, and Christchurch. Community Corrections in Te Tai Tokerau and Hawke's Bay are also part of the programme. Our trial sites are now moving to embed some of the initiatives into business as usual.

By adopting a pathway approach that works with a person through the whole of their time in our management and supports reintegration back into the community, we aim to guide people away from the criminal justice system, not just through it. Learning from the programme will support wider system change as we start to build a strong evidence base over time.

We support people in prison to undertake educational programmes

Providing people in prison with the opportunity to undertake educational programmes supports improved reintegration on release. People in prison have the chance to participate in a Learning Pathway Conversation with an Education Tutor to discuss their strengths, skills, achievements, learning goals and aspirations. A programme is available at every site for those who want to grow their literacy and numeracy skills, alongside a range of vocational, industry and academic qualifications.

We are informed by the United Nations Educational, Scientific and Cultural Organization International Standards for Prison Education as well as the Ministry of Education's National Education and Learning Priorities and Tertiary Education Strategy.

We are also working towards three education strategic goals:

- Increasing access and equity of education provision.
- Ensuring that education offerings are high quality, relevant, and delivered by skilled educators.
- Strengthening partnerships with external education providers and government agencies.

Corrections provides a range of reintegration support services

Our reintegration services aim to support people in prison or while they are on a community sentence or order.

When identifying the best service for an individual, we consider the whole person and their needs across a range of aspects such as health, education, employment, housing, whānau, and life skills. The support available for people includes:

- The Out of Gate reintegration service, which helps people on short sentences and remand to find a job and somewhere to live. There is also help available to get training, improve wellbeing, learn about budgeting, open a bank account, and get whānau and community support.
- Reintegration services for returning offenders to help individuals deported to New Zealand settle in a new community.

How services are delivered has been changing, with more Māori providers and iwi partnerships coming on board, reflecting the Treaty principle of partnership and reciprocity. It also gives the people we manage more access to services that are tailored to their needs and delivered by the right people, with the right skills.

We also provide housing support for people in the community

For many people managed by Corrections', finding suitable and safe accommodation can be a significant challenge. While the people we manage in the community are generally eligible to apply for housing support from housing and social service agencies on the same basis as other New Zealanders, not everyone is able to access this support due to particular or complex needs. There are also other barriers, including a lack of supply or high demand for non-emergency housing services in both the public and private markets.

For that reason, each year Corrections provides accommodation to over 1,200 people, including those leaving prison or serving community-based sentences.

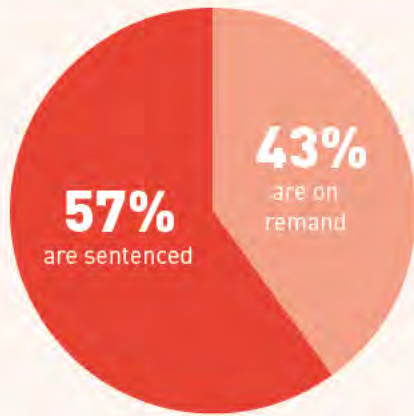
Housing Support Services initiative

The Housing and Support Services initiative was established through a 2018 Budget bid. The Programme received joint funding with Kāinga Ora — Homes and Communities. This was to help address:

- A shortage of suitable housing and support services for people eligible for bail, home detention, and parole.
- A shortage of suitable accommodation for people with very high and complex needs, and higher risk levels (such as people who are subject to extended supervision orders).

As of August 2023, the programme has successfully provided 227 beds, surpassing the initial goal of 188. Several new partnerships with iwi and other community service providers have also been established through this programme.

OF THE APPROXIMATELY 9,000 PEOPLE IN PRISON:

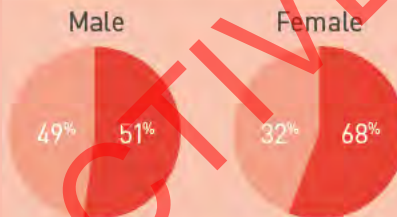


4,614

52% identify as Māori, of which:



Māori as a proportion of prisoners:

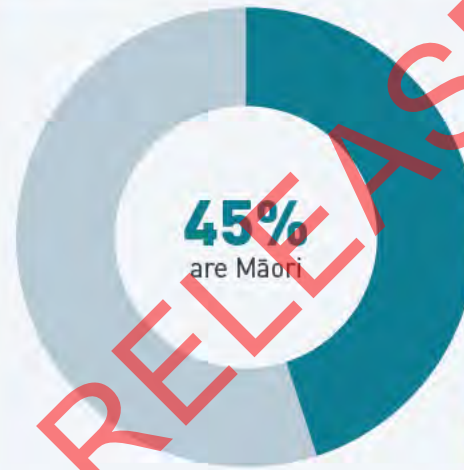


Youth (under age of 25)



Non-Māori Māori

OF THE APPROXIMATELY 27,000 PEOPLE IN THE COMMUNITY:



OF THE COMMUNITY SENTENCES BEING SERVED:



As at 9 November 2023, 1,743 people were on electronically monitored bail

Figures are as at 1 October 2023.

Addressing health needs

As set out in the Corrections Act 2004, the people we manage in prison are entitled to receive medical treatment that is reasonably necessary, and this care must be reasonably equivalent to the healthcare available to the public.

There are health centres in all prisons staffed by our registered nurses who deliver a suite of primary healthcare services. We also contract providers to deliver medical, dental, pharmaceutical, and addiction services. Mental health services are delivered by contracted providers, internally appointed experts, and Te Whatu Ora forensic services. We align to national screening programmes and the immunisation schedule, and provide access to physiotherapy, podiatry, and allied health services.²

People in prison have complex health and wellbeing needs

People in prison often present with complex conditions, such as chronic long-term health problems, acute injuries, multiple comorbidities, and mental health and addiction needs. Providing high quality healthcare, mental health services, and alcohol and other drug (AOD) services is a critical part of addressing inequitable health and wellbeing outcomes. Addressing mental health and addiction needs is critical to support effective engagement in treatment programmes or other activities and can help reduce a person's risk of reimprisonment and assist with their successful reintegration back into the community.

When a person enters prison, they undergo a reception health screen that helps identify any health, disability, mental health, or addiction-related issues. When indicated, supports or referrals are also made to specialist services. We are focused on increasing the mental health and AOD support provided to those we manage, increasing the efficiency of these services across the prison network, and providing all staff with additional mental health and AOD training.

² Corrections Act 2004 s.75



- **Te Matatiki o te Oranga** (the Spring of Wellbeing): is a programme of work tasked with enhancing our health services to better meet the needs of our disproportionately Maori prison-based population. This programme of work is being co-developed with Māori partners, as well as other internal and external stakeholders. Te Matatiki o Te Oranga will identify key areas of change and improvement in how health services are to be delivered to all people in our management.
- **Hikitia** (Mental Health and Addiction Services): this project represents our commitment to invest in mental health and addictions treatment. A 96-bed unit, Te Wai o Pure, is currently being built at Waikeria Prison as part of the new build, and is the residential component of Hikitia. This is complemented by a non-residential service, also operating across Waikeria Prison, Tongariro Prison, and Spring Hill Corrections Facility.
- **He Ara Whakapiki Oranga:** This new care pathway for AOD treatment in prison has been developed in response to a Needs Analysis completed in late 2022. He Ara Whakapiki Oranga enables a broader reach of service, better matched to an individual's level of need. The new 'continuum of care' approach creates more access points to education and treatment. From harm reduction and health promotion, through to comprehensive assessment, intensive treatment, and aftercare to assist transition back into the community.
- **Improved Mental Health (IMH) services review:** IMH services encourage a collaborative approach between our staff and contracted mental health clinicians to provide a holistic and integrated form of care with the person's wellbeing at the centre. Corrections is reviewing IMH services to ensure they are fit-for-purpose and drive improved mental health outcomes. A significant focus will be on Māori health equity, to ensure services meet the cultural and clinical needs of Māori.

Corrections Health Action Plans

Work to improve the way we meet specific health and wellbeing priorities identified for Corrections is guided by our:

- *Suicide Prevention and Postvention Action Plan 2022-2025*
- *Alcohol and Other Drug Strategy 2021-2026*
- *Disability Action Plan 2023-2027*
- *Ageing Well Action Plan 2023-2026*

Key issues

Staffing: Corrections is experiencing significant recruitment and retention challenges

A tight labour market across the country has made recruiting and retaining frontline staff more challenging. These challenges have affected the provision of services in prisons, including access to rehabilitation and education programmes, training, visits, and unlock hours. Additionally, the actual capacity of prisons depends on both physical capacity and staffing capacity to ensure appropriate ratios are in place.

In response to these issues, Corrections has focused on addressing staffing shortages through significantly increased recruitment activity and processes to attract and retain people. We are also working hard to improve staff retention. Measures to improve staff retention include clearer capability pathways and career options, and continuous improvement to ensure we refine the experience of working for Corrections and support our people's health, safety, and wellbeing. Newly ratified collective agreements with the Corrections Association of New Zealand (CANZ) and the Public Service Association (PSA) for frontline (prisons based) staff also support retention. This is through increased pay for prison-based staff as well as financial recognition for particular capabilities such as hospital guards and escorts, working with youth, mental health and addictions, and facilitation skills.

Recognising the importance of the ongoing capability development of our frontline staff will help ensure we have a professional and qualified workforce that can safely build their careers and personally develop while working in our prisons. Investing in our people in this way is also an investment in the organisational capability needed to continue to improve outcomes from the corrections system.

Since this recruitment activity began, we have seen positive trends in the number of visits to our career website, the number of applications received for the corrections officer role, and the number of corrections officers commencing training. This has been progressively translating into increases in new full time equivalent staff. More than 11,810 applications have been received as at 2 November 2023. We have also recruited 826 people into corrections officer's roles, with many more in the recruitment pipeline.

Corrections is also finding it difficult to recruit and retain staff in other groups, such as nursing and psychology.

Remand: the proportion of people on custodial remand is increasing and this is having significant impacts across the sector

The number and proportion of people on custodial remand in New Zealand has changed significantly over the last 60 years. There has been particularly substantial growth over the past 10 years. As of October 2023, the remand population sits at around 43% of the total men's prison population, and 56% of the women's population. By comparison, the proportion of people on remand was around 19% for both men and women in September 2013. The remand population is projected to increase from 3,791 in June 2023 to 4,700 by June 2032.

The length of time defendants spend on remand has also increased significantly. This follows an increase in the time it takes to resolve serious charges in the courts. As most people on remand are managed as high security, these changes are creating challenges for Corrections, such as additional staffing and infrastructure requirements.

The increasing proportion of people on remand and the increasing amount of time people spend on remand also pose a risk to Corrections' strategic goals, as it is more difficult to provide programmes and services to this group. Nevertheless, we are able to deliver a selection of programmes that are suited to the remand population.

Work is underway across the justice sector to identify causes of the high remand population and align strategies to respond. Justice sector workstreams led by the High Impact Innovation Programme (HIIP), the Ministry of Justice, and New Zealand Police are targeted at improving system performance by introducing additional capacity into the system and looking at processes to improve both the efficiency and effectiveness of the system. HIIP is hosted within Corrections, but accountable to the JSLB. Each of the workstreams' initiatives have recently been brought together under a consolidated cross-sector programme of work called the Criminal Justice System Performance Programme.

An example of the work being done to address remand pressures is the Bail Support Services. This is an opt-in service that can be accessed in courts, prisons, and the community when individuals apply for bail or EM bail. Bail Support Services aims to provide judges with relevant information required for them make timely and informed decisions on bail applications.

If bail or EM bail is granted, Bail Support Officers (BSOs) then offer support in the community by connecting people with the programmes, services and support they need. This could include counselling to address underlying issues to help them stay free of crime on bail, or support accessing Work and Income. BSOs also help individuals understand the conditions of their bail.

The service is still in the implementation phase and is currently available in Northland, Auckland, Waikato, Gisborne, Hawke's Bay, Wellington, Christchurch and Otago/Southland.

Electronic monitoring: the number of people being electronically monitored has increased over the past 10 years

Electronic monitoring has been used for over twenty years in New Zealand across a range of sentences and orders. The number of people being electronically monitored in New Zealand has been increasing over the past decade, but this growth has been particularly rapid for EM bail. This was primarily driven by the legislative codification of electronically monitored bail in 2013. This allows EM bail to be imposed by the Court, which requires a person to be remotely monitored 24 hours a day, seven days a week.

EM bail is an alternative to remand in custody or ordinary bail, providing increased monitoring of people on bail to support public safety. It has been used in New Zealand since 2006, but the number of people subject to EM bail has increased from 495 on 30 June 2017 to 1,743 on 9 November 2023. Our national electronic monitoring team operates 24/7, 365 days a year from our operations centres in Auckland, Upper Hutt, Christchurch, and Dunedin. To inform decision-making, Corrections carries out assessments for the Court about a defendant's suitability for EM bail and the technical feasibility of their address for electronic monitoring.

Under the Bail Act 2000, New Zealand Police are responsible for monitoring and enforcing compliance with bail conditions imposed by the Court, except for an electronic monitoring condition, which is monitored by Corrections but enforced by New Zealand Police. This is because Corrections operates the electronic monitoring infrastructure, which was initially established to manage electronically monitored home detention. Corrections is responsible for reporting detected breaches of conditions to New Zealand Police. Being electronically monitored is only one of the bail conditions that can be imposed by the Court. Other conditions could include non-association with co-offenders or a directive not to consume alcohol.

The particularly rapid growth of EM bail is creating resourcing pressures, complexities in assessing and managing risk, and making it more difficult to retain staff.

Note, recent work to refine how we report the number of people on EM means that historic data may be overstated as a result of some sentences/orders remaining active in the system despite the individual not being required to be connected to their monitoring equipment.

Violence and aggression: our staff can face violent and aggressive behaviour from the people we manage

Corrections has a Violence and Aggression Programme that expresses our commitment to reducing the impacts of violence and aggression on custodial staff.

It comprises four workstreams, including a violence and aggression capability uplift; a joint (with unions) Violence and Aggression Action Plan; individual site Violence and Aggression Plans; and wellness days for staff.

While this is a significant focus for us, this remains an evolving issue that contributes to the complexity of Corrections' work. We need to continually support staff to deliver on our obligations and strategic goals in a challenging environment.

PROACTIVELY RELEASED

Appendix A – An overview of sentences and orders we administer and data trends

SENTENCE/ORDER	DESCRIPTION	LENGTH/CONDITIONS
Remand in custody	The court orders the person is to be held in Corrections' custody while awaiting conviction or sentencing.	A period of remand ends if the court grants the person bail, dismisses the charges, sentences the person, or they are found not guilty.
Short sentence	A determinate imprisonment sentence of up to two years or less.	The person is automatically released at the halfway point of their sentence, but can still be subject to conditions imposed by the court until six months after their sentence expiry date.
Long finite sentence	A determinate imprisonment sentence of more than two years.	The person is eligible for release on parole after serving one third of their sentence. They must be released if not granted parole by their sentence expiry date.
Life imprisonment	An indeterminate imprisonment sentence.	A minimum non-parole period is set by the court.
Preventive detention	An indefinite imprisonment sentence for serious sexual or violent offences, where any other sentence would pose significant risk to the community.	A minimum non-parole period is set by the court.
COMMUNITY-BASED SENTENCES		
Community work	A reparative sentence where the person completes unpaid work in the community.	Between 40 and 400 hours of community work can be imposed by the court.
Supervision	Standard and special conditions apply.	Conditions apply for a period of six – 12 months (determined by the court).
Intensive supervision	Similar to supervision, but with more intensive oversight.	Conditions apply for a period of six – 24 months (determined by the court).
Community detention	An electronically monitored curfew.	The curfew can apply for up to 6 months.
Home detention	The person is required to remain at an approved residence under electronic monitoring, except where approved by a probation officer. Post-detention conditions can apply after a person has completed a home detention sentence.	People are on home detention for up to 12 months, and can be on post-detention conditions for a further twelve months.

Appendix A – An overview of sentences and orders that we administer and data trends (continued)

COMMUNITY-BASED ORDERS (BEFORE OR AFTER A TERM OF IMPRISONMENT)		
Electronically monitored bail (Corrections manages the electronic monitoring only)	The person is subject to electronic monitoring in the community while awaiting conviction or sentencing.	A period of bail ends if the person is remanded in custody or when they are sentenced.
Release on conditions	Conditions apply following release from a short prison sentence.	Conditions are set by the court at sentencing, and apply either until the sentence end date, or for up to a further six months if required by the court.
Parole	Conditions apply following release from a long, finite term of imprisonment.	Conditions are set by the New Zealand Parole Board and apply until the sentence end date.
Post-release conditions	Conditions apply to people who are released at their sentence expiry date if they served their full term of imprisonment without being released.	Conditions last for six months and are set by the New Zealand Parole Board.
Life parole	Conditions apply to people released from an indeterminate prison sentence (preventive detention or life).	Conditions last for the rest of the person's life, and are set by the New Zealand Parole Board unless there are exceptional circumstances.
Extended supervision order	Conditions apply to high-risk sex offenders and very high-risk violent offenders following a finite term of imprisonment.	Orders can be imposed for a period of up ten years at a time and are renewable. Conditions are imposed by the New Zealand Parole Board.
CIVIL ORDERS		
Returning offender order	Conditions apply to people who return to New Zealand following a recent prison sentence overseas.	Orders last for six months, one year, two years or five years (depending on the length of their prison sentence).
Public protection order	An indeterminate civil detention order for individuals who pose an imminent risk of serious sexual or violent offending.	The person must remain at a secure residence on prison grounds.

Figure 1: The prison population at 30 September from 2013 to 2023

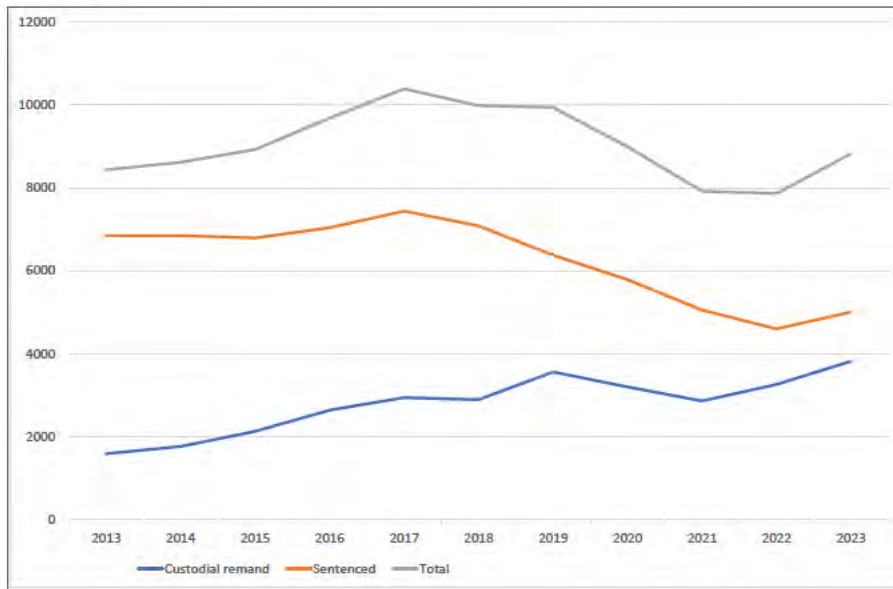


Figure 2: Estimated number of prosecutions for serious violent and sexual violation offending for the year to 30 September 2014 to 2023



Figure 3: Count of cases including one or more charges for serious violent or sexual violation offences before the courts at 30 September 2013 to 2023

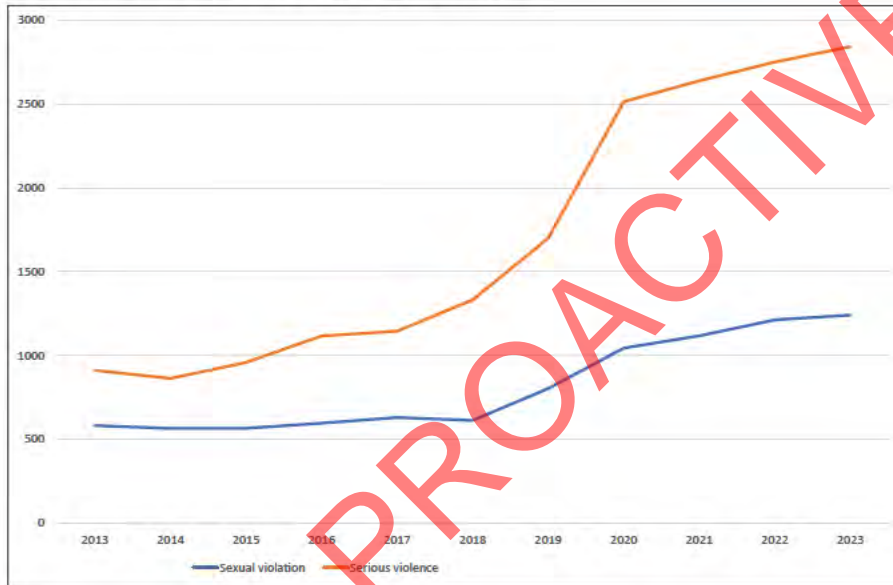


Figure 4: The number of sentences and orders being served in the community and the number of people serving sentences and orders in the community at 30 September 2013 to 2023

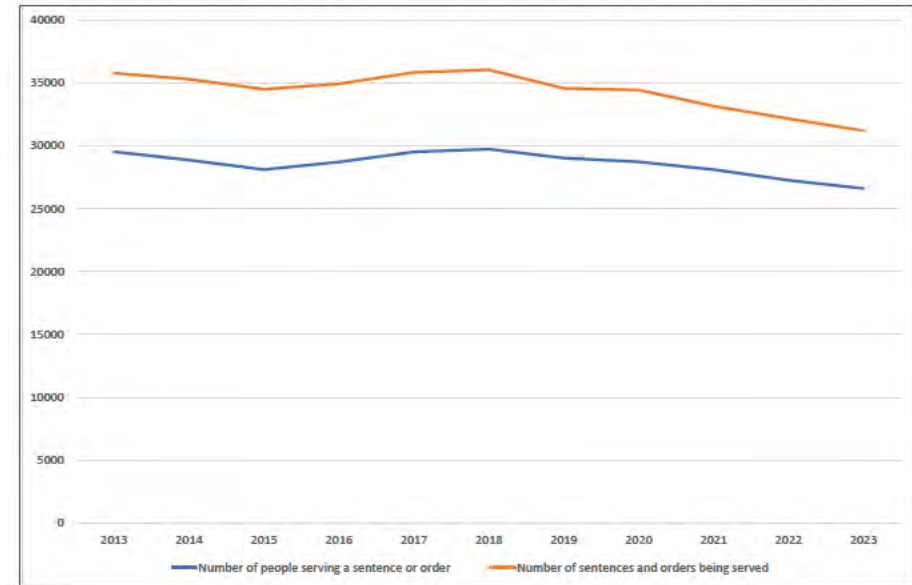
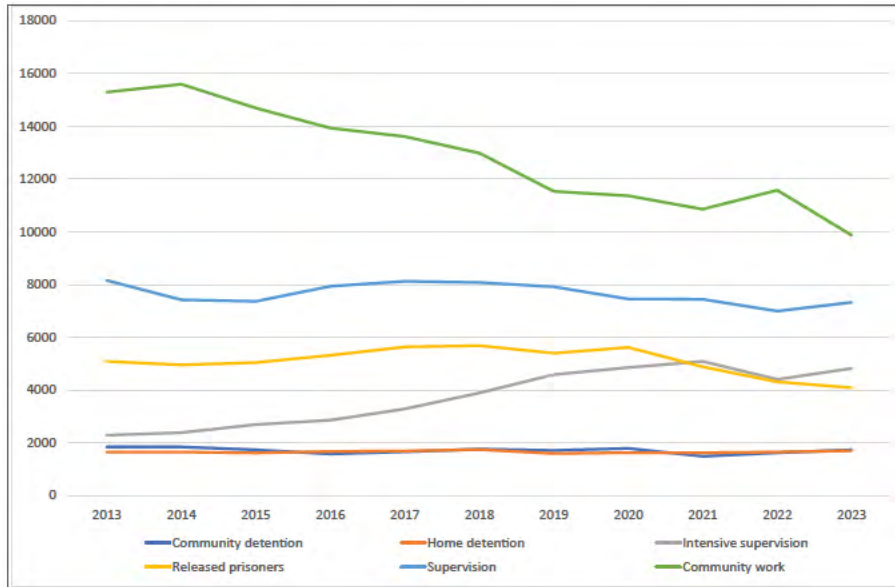


Figure 5: The number of people serving community work, supervision, community detention, intensive supervision and home detention sentences or subject to parole or release conditions at 30 September 2013 to 2023



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Appendix B – Other key issues across the sector

ISSUE	DETAIL	RESPONSE
Family Violence and Sexual Violence	<p>Prevalence</p> <ul style="list-style-type: none"> Women are three times as likely to experience intimate partner violence and wāhine Māori are more impacted than any other ethnicity One fifth of people managed by Corrections at any given time have a family violence conviction associated with their sentence Over half of men and a third of women currently in New Zealand prisons have a current or previous family violence conviction 60% of Māori in prison have been a victim of family violence 68% of women in prison have been the victim of family violence <p>Impact</p> <p>Young people who are exposed to violence in their home are twice as likely to attempt suicide as those who are not exposed to violence.</p> <p>A large proportion of the people that Corrections manages are perpetrators of family violence and/or sexual violence, and/or have experienced violence. Many of these people present with a range of co-existing addictions, mental health and social needs. Research also suggests that family violence impacts families and whānau in their entirety.</p>	<p>Cross-government response</p> <p>A Joint Venture was formed in 2018 to improve the whole-of-government approach to family violence and sexual violence. This became an interdepartmental executive board in 2022 called Te Puna Aonui that Corrections is represented on.</p> <p>A key focus has been the development of a 25-year strategy and action plan - Te Aorerekura - which was published in December 2021. It sets out a pathway for government agencies, tangata whenua, specialist sectors and communities to work towards eliminating family violence and sexual violence.</p> <p>Corrections' role</p> <p>Many of the people we manage have perpetrated and/or been a victim of family and sexual violence. We have a role in both preventing sexual and violent offending by helping people to address the underlying causes of violence and responding in trauma-informed ways to those who have experienced this harm.</p> <p>Corrections has developed the Te Aorerekura Action Plan 2021-2023. This plan focuses on the shifts and actions that we have committed to under Te Aorerekura. It aims to set the foundations for strengthened co-ordination and improved delivery of family and sexual violence services.</p>
Housing deprivation and homelessness	<p>Prevalence</p> <ul style="list-style-type: none"> The 2018 census indicated that 102,000 people in New Zealand experience severe housing deprivation. According to the official definition of homelessness, 41,000 people were experiencing homelessness at that time. There are 24,716 households on the public housing waitlist. Contributing factors include housing pressures, rising rents, and high cost of living. People in the justice system can face additional barriers to securing housing. <p>Impacts</p> <ul style="list-style-type: none"> People in prison who are likely to experience homelessness on release, including where they have a set release date or upcoming parole hearings, are not included in official homelessness data currently. The Waitangi Tribunal recently described Māori leaving prison as a distinct group significantly impacted by homelessness and its causes. 	<p>Cross-government response</p> <p>A review and reset of emergency housing is being led by the Ministry of Social Development and the Ministry of Housing and Urban Development. Key focuses are introducing accommodation standards for suppliers, improving the way agencies work together, and support to help people exit.</p> <p>Corrections' role</p> <p>Corrections has worked with iwi and Kāinga Ora to increase the number of beds in housing services for people on sentences and orders to 450. We are working to develop a strategy and gather further insights about housing need amongst people leaving prison, including those seeking bail. Corrections is working with housing system agencies on key workstreams.</p>

Appendix B – Other key issues across the sector (continued)

ISSUE	DETAIL	RESPONSE
Child and youth wellbeing	<p>Prevalence</p> <ul style="list-style-type: none"> Nearly a quarter of New Zealand’s children and young people grow up in households considered to be in poverty Nearly 300,000 children and young people are estimated to experience or are exposed to family violence each year As of 30 June 2023, we managed just under 800 young people (under 25 years old) in prison, and 3,329 in the community. We have three Mothers with Babies units that can accommodate children aged under two alongside their mothers in women’s prisons <p>Impacts</p> <p>These children and young people are at higher risk of impacts on their outcomes later in life, including having multiple interactions with the justice system, higher suicide rates, and mental illness and addictions.</p>	<p>Cross-government response</p> <p>The <i>Child and Youth Wellbeing Strategy</i>, launched in August 2019, sets out a shared understanding of what is important for child and youth wellbeing. The Oranga Tamariki Action Plan supports the implementation of the strategy</p> <p>Corrections’ role</p> <p>Corrections has a specific action in the Oranga Tamariki Action Plan. This focuses on enhanced local relationships between women’s prisons and Oranga Tamariki sites to support better outcomes in Mothers with Babies units and feeding and bonding spaces.</p> <p>Corrections has a framework for people aged under 25 in the corrections system, which aligns to the strategy. We are working with Oranga Tamariki to increase access to their Transition Support Service for young people in our management.</p>
Organised crime	<p>Prevalence</p> <ul style="list-style-type: none"> Between February 2016 and 31 August 2019, known gang membership in New Zealand increased from 4,303 to 6,735 (a 57% increase) Around 37% of the prison population was gang affiliated as at 30 June 2023 Most people in prison who are gang affiliated were identified as members on arrival People affiliated to gangs are more likely to be in prison for violent crime than those who do not have a gang affiliation <p>Impact</p> <p>Organised crime harms communities and members of families and whānau through higher rates of family harm, sexual violence, child neglect, poor health outcomes, and poor educational and employment outcomes.</p> <p>People involved in transnational organised crime (TNOC) across national borders pose a significant risk to public safety, the operations of a prison, and can pose risks to national security.</p>	<p>Cross-government response</p> <p>New Zealand Police is leading a sector work programme – Resilience to Organised Crime in Communities (ROCC) – that recognises the social and criminal impacts of organised crime. It is community-focused and led, combining social intervention with enforcement activity.</p> <p>Key focuses are targeting supply of illicit drugs, reducing demand for illicit drugs, reducing harm from organised crime and the illicit drug trade, strengthening whānau wellbeing and building community resilience, centrally enabled leadership focused on removing barriers to implementing responses.</p> <p>Corrections’ role</p> <p>Corrections currently has representatives on the ROCC DCEs’ leadership group and ROCC agency working group. Corrections staff in the regions are working on various initiatives. We actively work to disrupt the efforts of gang members to organise and commit crime, and reduce reoffending rates and harm caused by gangs. We also deliver training to our intelligence staff to grow their professional intelligence capability.</p> <p>The Persons of Extreme Risk Directorate (PERD) supports Corrections’ work on organised crime. One task of this team is to provide national oversight on the movements of people who have been identified as members or affiliates of groups with known links to (TNOC). This includes support on transfers of people in custody, key reports such as Parole Assessment and Provision of Advice to Court reports and day to day management decisions.</p>

Appendix C – Obligations and legislative framework

Legislation administered by Corrections

Corrections is responsible for administering:

- The **Corrections Act 2004** and the **Corrections Regulations 2005**, which provide the legal framework for managing and operating the corrections system
- The **Public Safety (Public Protection Orders) Act 2014**, which introduced Public Protection Orders as an additional measure to detain very high-risk people under a civil regime after completing a finite prison sentence

We also jointly administer two Acts with the Ministry of Justice:

- The **Sentencing Act 2002**, which covers the sentencing process and the criminal sanctions available to the courts
- The **Parole Act 2002**, which covers the release of people from prison, and extended supervision orders

Obligations under legislation administered by other government agencies

Corrections manages people under an Act administered by the Ministry of Justice:

- The **Returning Offenders (Management and Information) Act 2015** provides a framework for the management of people who have recently been released from an overseas prison and meet legislative criteria

Domestic and international obligations

Corrections' obligations stem from these Acts and other legislation, including the Privacy Act 2020, Crimes of Torture Act 1989, NZ Bill of Rights Act 1990, Human Rights Act 1993, and Health and Safety at Work Act 2015

New Zealand has also signed up to several international covenants, conventions and protocols that provide guidance for how a corrections system should operate, or establish rights and standards that apply to people in prison

Broadly, this means that we have:

- **Obligations as an agency that detains people** – we must ensure that people in prison receive their minimum entitlements, which include access to daily exercise, bedding, food and water, visitors, healthcare, legal advisers, and mail
- **Obligations as an agency responsible for managing people on sentences and orders in the community**

- **Obligations as a public sector organisation** – these are common across the public sector and include obligations in the areas of efficiency, fairness, privacy, and public record keeping
- **Obligations as a healthcare provider** – people in prison are entitled to receive healthcare that is reasonably necessary and reasonably equivalent to the standard of care provided to the public. Corrections provides primary healthcare services to people in prison. Secondary and tertiary level healthcare is provided by Te Whatu Ora

Pae Ora (Healthy Futures) Act 2022

While we do not have any specific obligations under the Pae Ora Act 2022, our health service is being aligned to this new legislation. We also align with the Government Policy Statement on Health.

Oversight mechanisms

Corrections is subject to external monitoring of its operations and performance by a range of bodies. These include the Office of the Ombudsman, the Human Rights Commission, the Health and Disability Commissioner, Privacy Commissioner, and the Office of the Inspectorate.

These layers of internal and external oversight help ensure we meet our legal obligations.

The Office of the Inspectorate

The Office of the Inspectorate is a critical part of the oversight of the Corrections system. While it sits within Corrections, the Inspectorate is operationally independent to ensure objectivity and integrity. The Inspectorate is headed by Chief Inspector Janis Adair, who reports to the Chief Executive.

The functions of the Inspectorate include:

- Investigating complaints from people in prison and people subject to community sentences
- Investigating all deaths in custody
- Special investigations
- Carrying out both announced and unannounced prison inspections to ensure that people in prison are treated in a fair, safe, secure, and humane way

Report of the Independent Inquiry into the Waikeria Prison Riot

The Office of the Inspectorate has conducted an inquiry into the circumstances surrounding the riot that began at Waikeria Prison on the afternoon of 29 December 2020 and ended on 3 January 2021.

Corrections has considered the Inspectorate's findings and associated recommendations and has accepted 117 of the 121 recommendations in full. All recommendations have an assigned system lead, which will be reviewed following the implementation of Te Ara Whakamua. This could also lead to changes in the provisional timeframe for completion of some of the recommendations.

Corrections is making progress towards the 118 accepted and partially accepted recommendations, as follows:

- 29 recommendations are considered complete by current system leads, pending assurance
- 52 recommendations have been identified as 'do now' and are projected to be completed by 30 June 2024
- 37 recommendations are considered longer-term actions, including 34 'do next' actions, which are projected to be completed within two years; and three recommendations may take over two years to complete

Over half of the recommendations from the Report relate to our emergency management and tactical response capability. This is expected given the scale of the event and a core finding of the Inspectorate was that Corrections was not sufficiently prepared for an event of this magnitude.

While the most pressing response was emergency management and tactical response capability, Corrections is also continuing to make progress against the other recommendations.

As court proceedings remain ongoing, this report has not yet been publicly released. The last defendant is currently expected to stand trial in May 2024.

The Office of the Ombudsman

The Office of the Ombudsman is responsible for monitoring the general conditions and treatment of people in prisons and Public Protection Order residences in their role as a National Preventive Mechanism (NPM) for the Optional Protocol to the Convention against Torture (OPCAT). The Ombudsman also provides advice and guidance, undertakes investigations, and makes recommendations in accordance with several different pieces of legislation including the Ombudsman Act 1975 and Official Information Act 1982.

Other external oversight mechanisms

- **Children and Young People's Commission** – their role is the OPCAT National Preventive Mechanism responsible for undertaking inspections of Mothers with Babies units
- **Human Rights Commission** – their role is the OPCAT Central National Preventive Mechanism for New Zealand. It oversees Corrections' related complaints about human rights and offers advocacy and mediation services
- **Privacy Commissioner** – oversees privacy issues, which includes responding to complaints about privacy issues from people on Corrections' sentences and orders and the public. Their role is defined in the Privacy Act 2020
- **Health and Disability Commissioner** – responds to complaints from patients in prison. Their role is defined in the Health and Disability Commissioner Act 1994

Corrections is supporting work on the following Waitangi Tribunal inquiries and Royal Commissions of Inquiry:

- Royal Commission of inquiry into Abuse in State Care
- The Royal Commission COVID 19 Lessons Learned
- Wai 2575 Health Services and Outcomes Kaupapa Inquiry
- Wai 2750 – Housing Policy and Services Kaupapa Inquiry
- Wai 2700 – the Mana Wāhine Kaupapa Inquiry
- Wai 3060 Te Rau o te Tika: The Justice System Kaupapa Inquiry

Appendix D – Finance

Managing our Finances

Corrections has an annual operating expenditure of approximately \$2.2 billion and manages a portfolio of assets worth \$5.2 billion.

Operating expenditure for 2023/24 includes:

- \$1.37 billion for the provision of custodial services including long-term service contracts and Public Private Partnerships for people lawfully required to be detained in custody.
- \$395 million for case management and interventions designed to achieve a reduction in reoffending by focusing on the wellbeing of those completing sentences and their whānau.
- \$289 million for the management and delivery of sentences and orders served in the community, and electronic monitoring of people on bail.
- \$99 million for information and administrative services for the judiciary and NZPB, as well as policy and ministerial services.

The 2023/24 operating expenditure has been allocated internally between portfolios as follows:

- **Corrections Services \$1.1 billion** – includes prisons, probation, operations delivery and offender employment.
- **Asset Management \$454 million** – asset holding costs only: depreciation and capital charge.
- **Infrastructure and Digital Assets \$217 million** – includes digital assets, asset management (facilities maintenance), procurement and Waikeria.
- **Health \$113 million** – includes nursing services, general health services, disability services, and mental health and addictions.
- **Māori \$108 million** – includes reintegration services, the Māori Pathways Programme and Housing and Support Services.
- **People and Capability \$73 million** – includes people and health and safety services.
- **Finance, Planning and Assurance and other \$64 million** – Finance, legal and other support services.

Managing our capital portfolio

We incur capital expenditure each year to replace and maintain our existing asset portfolio and provide new facilities and infrastructure. This is funded through existing capital reserves and capital injections in the year. It is expected that new capital and operating funding will be required for both in-flight and new projects which address long-term prison network capacity, resilience, and support Hōkai Rangī.

Capital expenditure incurred over the previous five years

The following strategic capital programmes are currently underway or in development:

- **Waikeria Prison Development (in delivery)**, which includes construction of a new 600 bed facility at Waikeria Prison, including 96 beds in a dedicated mental health and addiction service. We expect the construction of the facility to be completed in November 2024, when there will be a period of commissioning before new prison units are brought into operation.
- **Waters Infrastructure Programme (commencing Tranche 2A)**, which addresses the critical compliance risks and asset failures identified by investigations carried out in Phase 1 of the Waters' Infrastructure Programme, a 16-year programme designed to address the risks, compliance and levels of service required of Corrections' waters infrastructure.
- **Christchurch Men's Prison Redevelopment Programme** ^{S 9(2)(f)(iv)}, which is seeking to replace and upgrade end-of-life priority infrastructure at Christchurch Men's Prison, some of which dates to 1915.
- **Modern Prisons (Digital) Programme (commencing Phase 2)**, which is a programme of investment in digital infrastructure and digital services at Corrections' 17 prison sites to provide a modernised digital environment for staff, suppliers, and the people we manage. ^{S 9(2)(f)(iv)}

	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023
Capital expenditure (\$ MILLIONS)	560.397	352.462	503.416	315.055	222.191

The expenditure fluctuates between years driven by significant capital programmes such as the Modular Build and Waikeria Prison Development programmes.

A Long-term Custodial Network Configuration Plan provides a strategic framework for capital investment

A key objective for Corrections is to build a safer, better quality, and more fit-for-purpose custodial network. A long-term Custodial Network Configuration Plan is being developed, which will enable Corrections to respond to current and future custodial requirements by ensuring that there will be suitable accommodation in the regions where there is need, and to provide for changes in the size and makeup of the people we manage. Planning will also allow for a range of future operating models and requirements that are aligned with our Hōkai Rangī strategy.

This will support our ability to deliver resilient services in the face of unforeseen events and provide environments that support effective rehabilitation, for what is an increasingly dynamic and complex prison environment. It will also provide more fit-for-purpose facilities for staff and core operations, and safer and more efficient working environments.

Public Private Partnerships

Corrections manages multiple large and complex contracts, including for electronic monitoring, transport between prisons, information technology services, and facilities management, as well as local and national contracts for rehabilitation and reintegration services. Our three main Public Private Partnership agreements are for:

- **Auckland South Corrections Facility** – Since 2015, Corrections has contracted SecureFuture to finance, maintain and operate the Auckland South Corrections Facility. SecureFuture has subcontracted prison operations to Serco.
- **Auckland Prison** – Corrections contracted Next Step Partners (NSP) to deliver the new maximum-security facility at Auckland Prison to replace the previous, outdated facility. NSP built the new facility and is responsible for ongoing asset and facility management, but Corrections retains custodial operations for this site.
- **Waikeria Prison** – Cornerstone Infrastructure Partners (CIP) will deliver a 600-bed facility at Waikeria Prison that includes a dedicated 96 bed mental health treatment unit. Completion is expected in November 2024. CIP will be responsible for the ongoing asset and facilities management while Corrections will undertake the custodial and health and rehabilitation operations.



PROACTIVELY RELEASED



DEPARTMENT OF
CORRECTIONS
ARA POUTAMA AOTEAROA