

Briefing to the Incoming Minister

October 2014

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Message from the Chief Executive

I am proud to lead an innovative organisation that is strongly positioned to deliver on our goal of reducing re-offending. My vision is of a safer New Zealand that supports offenders to become productive, law-abiding members of society. Not only will offenders and their families have better lives, but our communities will be safer and there will be fewer victims.

We have made significant progress towards our ambitious target of reducing re-offending by 25 percent. We have done this by focusing on preparing offenders for employment, expanding our rehabilitation programmes and generally supporting offenders to do all they can to turn their lives around.

It wasn't always this way. We have moved from an organisation focused primarily on containment to one committed to delivering real change in offenders' lives. I am proud of how far we have evolved, and excited about how much further we can go.

But no matter what else we achieve, the public rightly judges us on our ability to keep people safe and we never lose sight of this. Over the past three years, we have been transforming the way we manage offenders in an effort to protect victims from re-offending, prevent escapes from prison and minimise risks to frontline staff.

At the centre of this effort has been a significant prison modernisation programme, major investments in staff training and equipment, greater accountabilities at the regional and local level and the expanded use of new technologies, such as on-body cameras and GPS monitoring.

Looking to the future, there are real opportunities to innovate for better results. At Corrections we are passionate about finding new ways to address some long-term challenges, including gang-related re-offending and preventing young people from escalating through our justice system.

We know that the end of an offender's sentence is not the end of their story – we want offenders to move out of the justice system for good. Working with our justice and social sector colleagues, and alongside our private sector partners including at the new Auckland South Corrections Facility, I am confident we can make real and lasting progress.

Ray Smith

Executive Summary

The Department of Corrections occupies a very important place in the justice sector. We have the responsibility of ensuring that offenders are held accountable for their actions and that the public are protected from re-offending. We have set an ambitious target for ourselves: reducing re-offending by 25 percent by 2017, resulting in 4,600 fewer offenders returning every year.

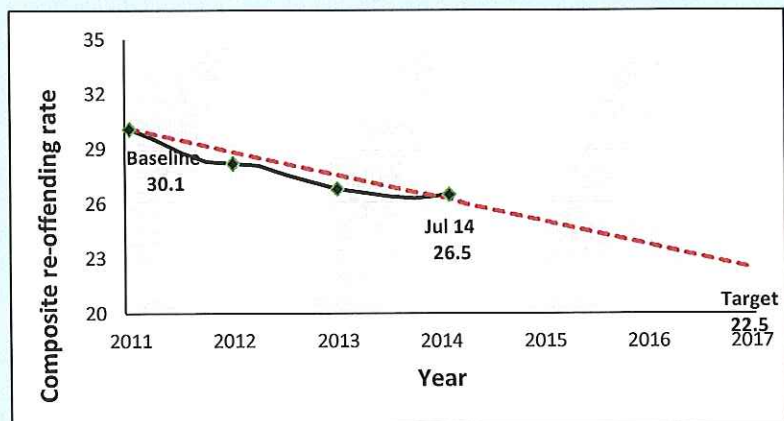
To achieve this goal we have put rehabilitation at the front and centre of our work with offenders, without compromising public safety. This has been possible because we have:

- invested in our prison sites and community probation centres, which are now more secure than ever and much better equipped for staff to deliver rehabilitation programmes, education and training
- transformed the culture of prison and probation staff, with a much stronger focus on professional judgement and accountability
- introduced new forms of monitoring technology, which allow us to track offenders' whereabouts and stop re-offending.

As a result, Corrections has the capacity and capability to meet the demands placed on it. The changes we have made are also producing measurable results, with re-offending rates declining steadily between 2011 and 2014, as illustrated below.

Rate of re-offending

In the three years from June 2011 we have already seen an 11.4 percent decrease in the rate of re-offending. We're on track to meet our target by 2017, with more of the benefits to come from our increase in interventions.



For this progress to continue, we will have to intensify our rehabilitative efforts. In our prisons, this means prisoners making much more use of their time to develop skills and prepare for employment upon release.

We will also need to do more to ensure released offenders stay out of prison for good. Building on the success of our *Out of Gate* reintegration programme, we will create more employment opportunities, and make it easier for offenders to access housing and other community services post-release. Government and private sector agencies are already working in this space. By combining our efforts and resources

we will achieve better collective outcomes and deliver better public value. The table below summarises work that is planned or underway in these areas.

Focus areas	Work planned or underway
A MUCH STRONGER FOCUS ON REINTEGRATION While offenders are serving a sentence – whether it's in prison or the community – they have a range of opportunities to improve their prospects, including rehabilitation programmes, education and training and work experience. All too often, however, the gains that offenders make are not sustained when they complete their sentence. In large part, this is because the conditions to support a crime-free lifestyle are not in place and offenders have no particular plan for the future.	• More education programmes for community-sentenced offenders. • Supported accommodation for more released prisoners to ease their transition back into the community and housing options for high risk offenders on prison land. • Targeted case management of offenders who have completed their sentence to ensure that those who are at greatest risk of slipping back into criminal activity are given support at critical points, for example during their first year of employment. • More interventions delivered by probation staff to ensure that offending risk factors are identified quickly, as well as to build motivation and sustain change.
TRANSFORMATIVE PRISONS Traditionally, prisons have been a place for prisoners simply to serve their time. We expect more of prisoners, but we know that in order for them to use their time constructively, our staff need to play their part. This means that every prison officer at every level has the desire and ability to support and motivate prisoners to engage. It also means that prisons – under the stewardship of ambitious prison managers and regional commissioners – are places of industry, treatment and learning.	• Increase prisoners' involvement in constructive activities so that more of their time is dedicated to education, industry training and rehabilitation programmes. • The professional culture of prison staff will be strengthened in line with successful changes in the probation service. Staff will be able to see how their work supports and enhances opportunities for prisoners to work towards a crime-free lifestyle.
GREATER COLLABORATION Over the past few years, we've forged strong links with government agencies and the private sector because we know that many of the challenges offenders face can't be addressed by Corrections alone. As a result, there have been some innovative collaborations that point the way to much larger scale and longer-term projects, in the areas of information and intelligence sharing for high-risk offenders (Police and Ministry of Justice), education (Ministry of Education, TEC) and training (Department of Conservation, Housing New Zealand, national employers) and community support (Work and Income).	• Expansion of successful initiatives, such as anti-drink-drive interventions offered through Community Work in partnership with Police and local service providers. This work is vital to tackling the very high number of convictions for driving related offences (22,000 alone in 2013). It will be complemented by new powers to alcohol and drug test offenders in the community. • National employers realise the benefits of employing ex-offenders who have been well-trained in prison and who are backed by Corrections staff after release. The next step is to increase the number of jobs guaranteed by employers, building on agreements with Fletchers, Envirowaste and Clelands, for example.

Overview of Corrections

On any given day:

- 30,000 offenders are managed in the community
- prisons house around 8,700 prisoners.

Of the offenders in the community:

- 80 percent are serving a community sentence; 20 percent are serving a post-prison order
- of the 24,000 community sentenced offenders, 45 percent are serving a sentence of Community Work

Of the prisoners:

- 80 percent are serving a sentence of imprisonment; 20 percent are on remand awaiting trial or sentencing
- the conviction profile is (sentenced prisoners):
 - 40 percent serious violence (such as aggravated robbery and grievous assaults)
 - 20 percent sex offences (such as rape and sexual violation of children)
 - 10 percent for serious drug-related offending.

Over the course of a year:

- more than 50,000 offenders start a community sentence or order
- most community sentences are completed within a year
- 11,000 people start a period in custody remand, and 7,500 start a prison sentence
- the sentences of 75 percent of prisoners are two years or less; however, the imposed sentence lengths of the remainder vary between two years to over 30 years
- 20 percent of offenders starting a community sentence are female; for prison sentences the comparable figure is 10 percent.

In total, Corrections is currently managing, under sentences and orders, nearly 40,000 people in prison or in the community. The following provides further details on how these people are managed by the Department. A map of all Corrections' key sites is included in the appendices.

Sentences and orders

Offenders managed in the community are subject to a relatively wide range of sentences and orders. Community Work, which requires offenders to work without payment on projects of benefit to the wider public, is the most widely applied sentence, followed by Supervision and Intensive Supervision. Parole is the most common post-prison order (this is applied to prisoners released after serving a sentence longer than two years). The proportional make-up of the community-managed population is illustrated in Figure 1.

The equivalent picture in prisons is more straightforward: prisoners are either held “on remand” prior to trial or sentencing, or are serving a sentence of imprisonment. Figure 2 shows the proportions for each group.

Figure 1: Sentence type

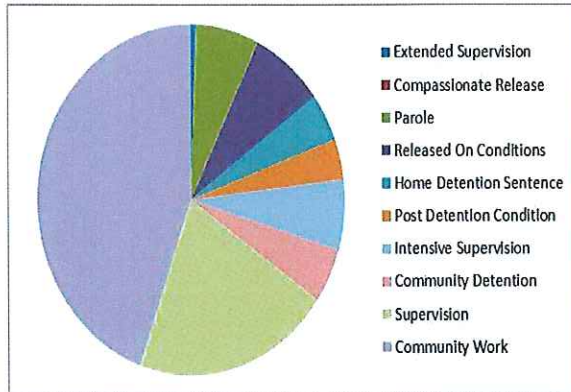
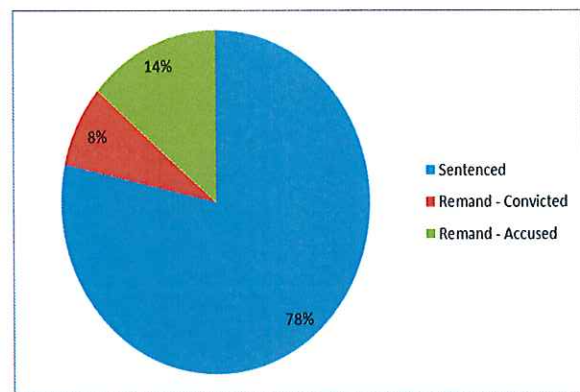


Figure 2: Sentence status



Corrections administers the sentences of around half of all persons convicted and sentenced annually for criminal offences. The remainder are subject to other court-imposed sanctions, such as fines, driving disqualification, and reparation orders, or conviction and discharge. A full description of different sentences and orders, in prison and in the community, is at Appendix B.

Who we manage

Age and ethnicity

The population of offenders managed by the Department is gradually evolving and changing over time. Perhaps the most significant change is the gradual increase in the average age of prisoners. The following graph shows the current age breakdown of prisoners. In the last 30 years there has been a substantial increase in both the number and proportion of the total who are aged over 40 years.

At the other end of the spectrum there has been a most welcome decline in numbers of young prisoners (aged below 20 years), who now constitute less than half the number managed as recently as 2004.

The community offender population tends to have a younger average age overall, but the same change as noted for prisoners is also occurring here too.

Figure 3: Age profile (prison)

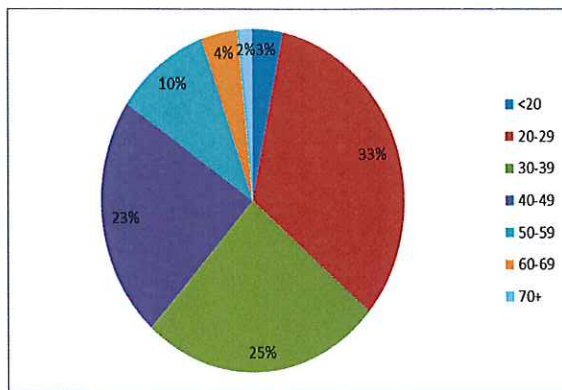
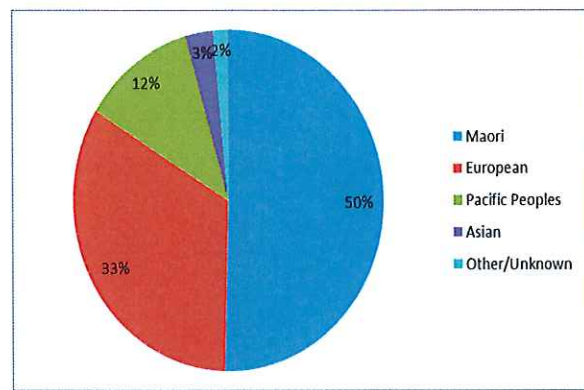


Figure 4: Ethnicity profile (prison)



Māori offenders have made up almost exactly half of the prison population for the last 30 years. This equates to a significantly higher rate of imprisonment (by sub-population) than for New Zealand Europeans: the Māori rate of imprisonment is 660 per 100,000 Māori New Zealanders, compared with 110 per 100,000 for non-Māori. Pacific offenders are also significantly over-represented, but not as severely as Māori.

Māori comprise a slightly smaller proportion (c. 45 percent) of the community-managed population.

Offence types and risk of re-offending

Corrections manages offenders convicted of the more serious types of crimes; as already noted, less serious crimes tend to attract a fine, or the offender is convicted and discharged.

When looked at in relation to offence type, nearly two-thirds of prisoners are serving a sentence for an offence involving either serious violence or sexual offending. The remainder are in prison for a wide range of offences, with more serious dishonesty offences (particularly burglary) featuring prominently, along with drugs-related offending (mostly manufacturing, importing or dealing in Class A drugs).

Figure 5: Offence types (prison)

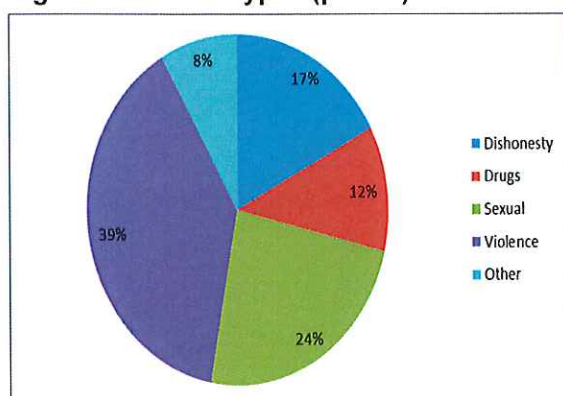
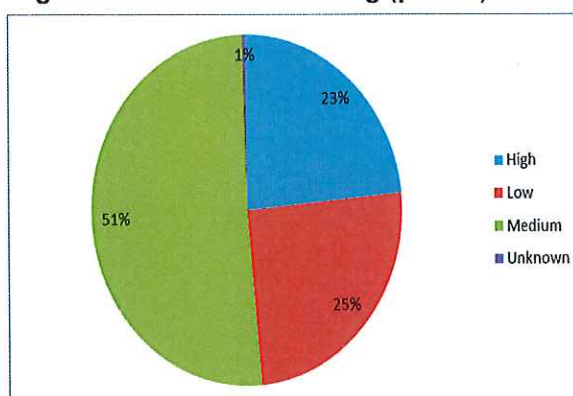


Figure 6: Risk of re-offending (prison)¹



The offence picture in the community-managed population is similar, but features more traffic-related offences (e.g., drunk driving, disqualified driving) and dishonesty offences such as car theft.

The Department is able, with reasonably high levels of accuracy, to estimate the likelihood of any given offender being reconvicted and re-imprisoned within five years following an assessment. Risk information is critical to the way in which offenders are managed, with both rehabilitative and monitoring resources most heavily prioritised for those with relatively high risks of re-offending.

The population managed in prison tends to comprise offenders with significantly higher average risks of re-offending than is found amongst those managed on community sentences.

Recent trends in volumes of offenders managed

Growth in offender volumes

Between 2000 and 2010 there was a substantial increase in the number of offenders that the Department was required to manage. The major causes were:

- the Bail Act 2000, which made it more difficult for offenders to be granted bail
- the Sentencing Act 2002, which affected the likelihood of a prison sentence being imposed
- the Parole Act 2002, which meant that prisoners serving longer sentences (above two years duration) were liable to serve a greater proportion of the imposed prison sentence.

The impact of these legislative changes on prison numbers is illustrated in Figure 7.

¹ Risk categories are based on the Department's primary risk index – Risk of Conviction Risk of Imprisonment (RoC*RoI). [$< .3$ = low; med = $.3 - .7$; high = $> .7$]

Figure 7: Offenders serving prison sentences

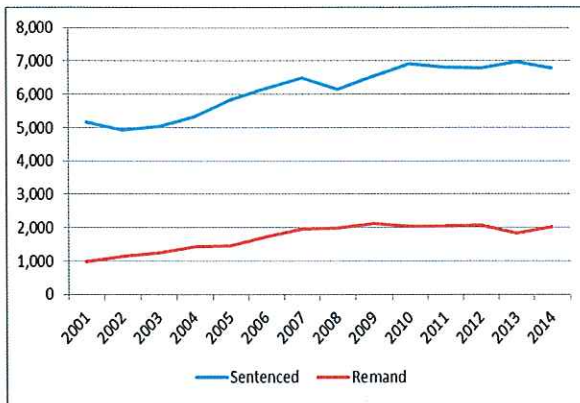
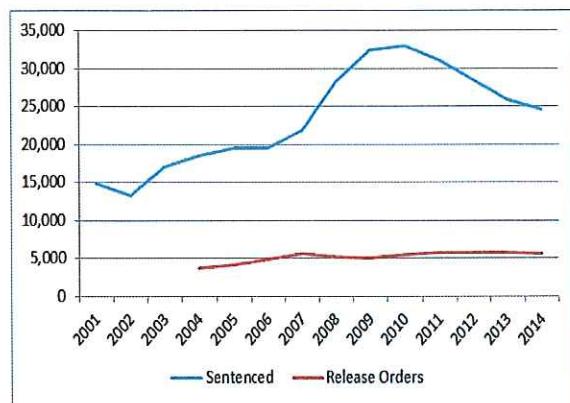


Figure 8: Community-sentenced offenders



In the community, quite dramatic growth was recorded after 2007 (Figure 8), primarily as a result of legislation that year which introduced several new community sentences (Home Detention, Intensive Supervision, Community Detention), all of which were intended as alternatives to shorter terms of imprisonment.

Growth in the prison population also resulted in a corresponding though smaller-scale increase in numbers of offenders being managed in the community on post-prison orders, as illustrated in Figure 8.

Mitigations

Several initiatives across the justice sector between 2007 and 2012, including Police crime prevention strategies, alternative resolution of “lower-level” offending, and significant expansion of offender rehabilitation by Corrections, have halted the growth in offender volumes. By late 2010, “new start” numbers started to decline, for both prisoners and in the community.

As is the case in a number of comparable countries, crime generally appears to have been falling steadily in New Zealand over recent years. Overall rates of violent crime have also dropped, although certain categories of serious offending, including sexual offences, have not decreased.

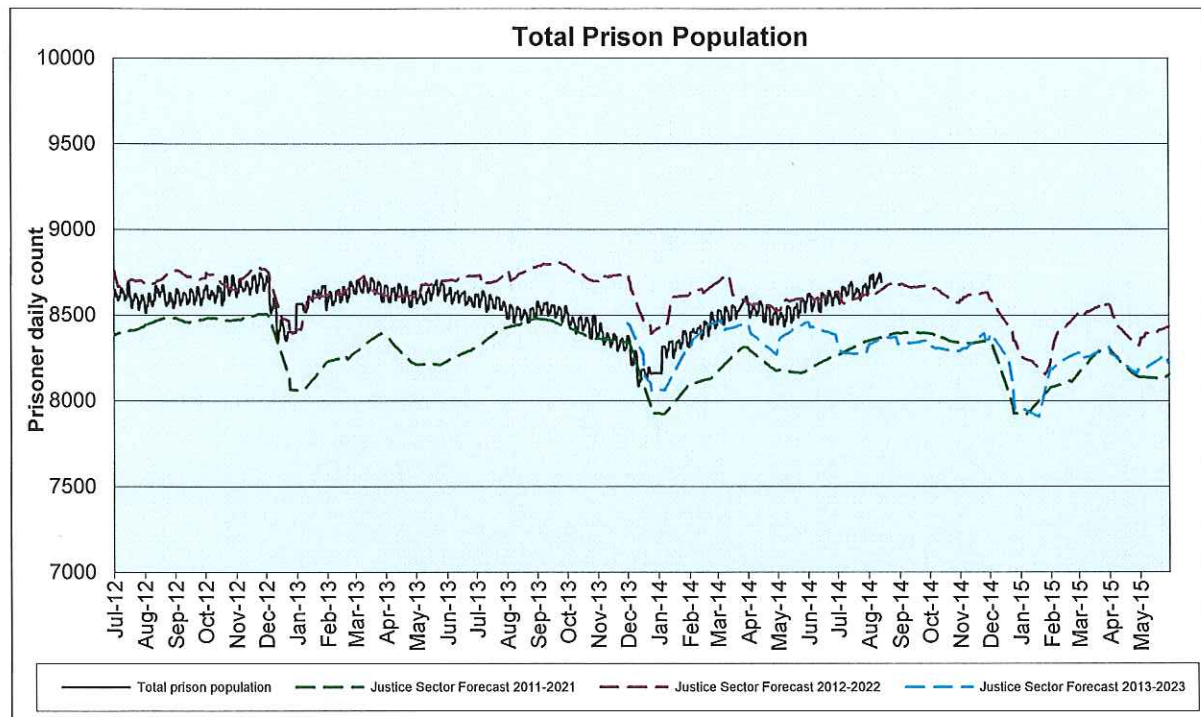
Forecasted volumes

Each year justice sector agencies collaborate to prepare a ten-year forecast of volumes. This is applied across a wide range of metrics, including courts’ and Crown Law caseloads, legal aid expenditure, and expected receipts from fines imposed. The primary element of the forecast, however, is Corrections volumes, both in terms of the prison population, and numbers starting community sentences.

Successive forecasts, including the current forecast (2013-2023), indicate that the prison population will continue to decline as it had since 2010, with an accelerating rate of decline until 2016, before levelling off and remaining flat out to the end of the

ten year forecast period. While these forecasts were reasonably accurate up to the end of last year, the current year has featured an unexpected climb in prisoner numbers, particularly affecting the remand population, as illustrated in Figure 9.

Figure 9: Forecasted volumes



There are two likely reasons for this:

- a small increase in the number of offenders being prosecuted for violent and Class A drug offences
- an amendment to the Bail Act, passed in October 2013, has had some effect in raising the threshold for bail to be granted in certain classes of crime

The forecasting of justice sector volumes is sensitive to changes in policy, practice and perceptions of risk to public safety and re-adjustments are a necessary way of correcting for these variables. In response to the divergence from the 2013 forecast, the annual forecasting exercise is being brought forward this year, and the prisoner population will be updated, taking into account the newly emerging trends and influences. We will provide you with the new 2014-2024 forecast shortly.

Our facilities

Modern, well-maintained sites enable Corrections to manage offenders appropriately and provide opportunities for rehabilitation and re-integration. Appendix A provides an overview of our prisons and probation centres, as well as regional offices and the national office.

Corrections has:

- 17 operational prisons
- 1 prison under construction
- 1 National Office
- 4 Regional offices
- 151 Community Corrections sites

Our people

Corrections employs over 8,000 staff in a variety of frontline and office-based roles, including:

- Corrections officers
- Case managers
- Nurses
- Psychologists
- Probation officers
- Programme facilitators
- Community work supervisors
- National, regional and district office staff
- More than 20 percent of staff identified as Māori in 2013/14

Public Safety: Our Bottom Line

The New Zealand public rightly expects to be kept safe from offenders who are serving a sentence or order in the community or in prison. At Corrections we take this responsibility very seriously and are constantly improving the tools and resources we have at our disposal to minimise the likelihood of serious incidents.

We are in a stronger position than ever before to protect the public from recidivist offenders because we've invested in more secure prisons, continuously improved the operational practices of our frontline staff and embraced innovation.

In prisons we are:

- making significant improvements to sites, such as perimeter fencing, entry points and more secure units
- expanding audio-visual links with courts so prisoners do not need to leave the prison to attend court
- bringing more employment and training facilities inside the wire so prisoners can engage in more activities in secure areas.

In the community we are:

- using a dynamic risk assessment tool to better enable probation staff to intervene at critical moments to prevent potential harm
- expanding the use of new technologies to more closely monitor offenders in the community
- training all frontline staff to recognise indicators of family violence and manage perpetrators to reduce the risk of violence occurring.

As a result we have significantly reduced escapes, both in terms of breakouts from prison and escapes from escort, as detailed below. Assaults within prisons have decreased significantly, and the number of positive random drug tests remains low, reflecting our success in keeping contraband out of prison.

Figure 10: Trends in escapes over the past five years

Financial Year	Breakout	From escort	Breach of temporary release	Abscond
2009/10	3	1	3	2
2010/11	2	2	0	0
2011/12	3	5	0	2
2012/13	0	1	0	0
2013/14	1	1	0	0

But there will always be risks when dealing with New Zealand's most violent and dangerous people. Despite the Department's best efforts, sometimes offenders act unpredictably with the potential to cause serious harm.

Ultimately, the most effective way Corrections can help keep the public safe is by reducing re-offending. The challenge for Corrections is to continue providing the majority of offenders with opportunities to address their offending behaviours, and safely and successfully reintegrate into society, while identifying and protecting the public from those most likely to cause serious harm.

Managing high-risk sexual and violent offenders

The great majority of offenders will either remain in the community or return to it after they have completed a term of imprisonment. The onus is on Corrections to ensure that those who present a real risk to public safety are identified and managed in a way that is appropriate to the level and type of risk they pose.

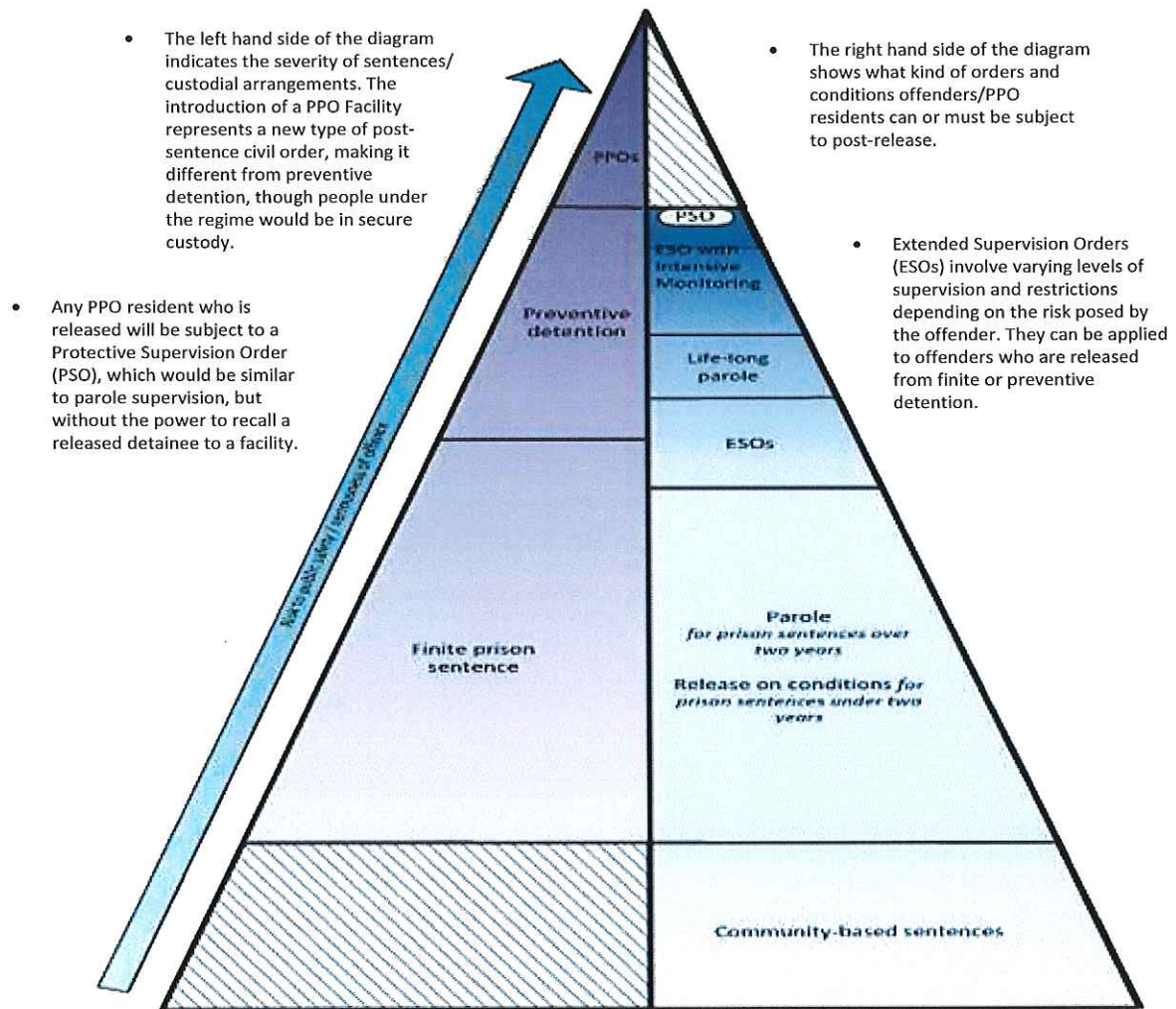
Sometimes the level of risk that offenders present requires new and more stringent approaches to monitoring and management. This is particularly true of serious sexual and violent offenders, who are capable of inflicting severe and lasting trauma on victims. New Zealand has high rates of serious sexual and violent offending, and we're seeing more of these offenders in our prison system.

Legislation is currently before Parliament that seeks to expand the range of tools that Corrections can use to manage serious sexual and violent offenders:

- The Public Safety (Public Protection Orders) Bill proposes to introduce a new order to detain in a civil residence on prison grounds extremely high-risk violent and sexual offenders who have completed a finite term of imprisonment.
- The Parole (Extended Supervision Orders) Amendment Bill will enhance existing extended supervision orders – for high-risk child sex offenders who are able to live in the community with appropriate management – by allowing them to be applied to violent and adult sex offenders and making the orders renewable beyond their current maximum duration of ten years.

The following diagram illustrates how the proposed changes will fit into the existing hierarchy of orders and conditions imposed on offenders who have committed serious crimes.

Figure 11: Management options for high-risk sexual and violent offenders



Additional work

Corrections and Police already work closely together through the Centre for Impact on Sexual Offending. Jointly staffed by Corrections and Police, the Centre aims to ensure that frontline staff of both agencies have up-to-date and relevant information to inform the work they are doing with offenders and other persons of interest.

To further enhance the information available to frontline agencies and information-sharing arrangements, Corrections and Police are working with the Parliamentary Counsel Office on the introduction of a Child Offender Protection Register. If enacted, this legislation would allow for information sharing between relevant agencies to prevent re-offending by convicted child sex offenders.

Delivering better results through technology

There is a broad opportunity within the corrections system to make greater use of new technology to both improve public safety and reduce serious re-offending. There are some obvious areas for use, but also opportunities to innovate:

- Electronic monitoring is being used to more closely track the movement of offenders in prison and in the community, and respond immediately if an offender goes somewhere they shouldn't. As monitoring technology develops it can be used in other ways, for example to monitor the use of alcohol or other drugs by offenders for whom these substances can significantly increase their risk of re-offending.
- Improved telecommunications can link offenders with services and programmes from safer, controlled environments, including audio-visual links with courts and online learning for prisoners.
- Staff are using on-body cameras to de-escalate conflict in prison. The cameras help immediately change prisoner behaviour and prevent assaults.

While new technology can be expensive to introduce, used appropriately it can also deliver savings by allowing offenders to be safely managed in the community rather than in prison. It also reduces the need for prisoners to be transported, for example with audio-visual links replacing physical court appearances, which cuts down on escort costs and improves public safety. Corrections is currently finalising new contracting arrangements for electronic monitoring services, which will provide better value for money and help drive innovation in the use of electronic monitoring.

However, it is important to recognise that new technologies can raise unrealistic expectations when it comes to preventing re-offending. While electronic monitoring lets probation staff know if an offender has breached a condition or is exhibiting a concerning pattern of behaviour, it cannot in itself prevent an offence from happening. For this reason, electronic monitoring will always be one in a range of tools that probation staff use to keep the public safe by reducing risk among the offenders subject to it.

Case study: GPS monitoring

A high-risk offender was released from prison following an eight year prison sentence and subject to GPS monitoring. In the area where the offender lived were a number of public parks that were set up as 'GPS exclusion zones'. On one occasion the offender entered one of these exclusion zones fully aware that he should not be in this location. Corrections staff attempted to contact the offender on a cell phone he was provided with to ensure communication was possible at all times. When the offender did not answer the cell phone Police were dispatched to the location immediately. The offender was located and arrested while still close to the exclusion zone. A breach of sentence conditions was applied for and successfully prosecuted resulting in the offender spending further time in custody.

Reducing Re-offending: Our Ultimate Goal

Corrections is committed to achieving the target of reducing re-offending by 25 percent by 2017. We have made good progress towards this target by expanding the range of rehabilitation programmes, education, training and employment opportunities and reintegration supports we offer to offenders, as described below. In each of these areas, the Department has set targets linked to the reducing re-offending goal.

Headlines: where we've focused our efforts

- Nearly 25,000 offenders received drug and alcohol support in 2013/14, an 87 percent increase from 2012/13.
- Three of our facilities are now operating as working prisons, providing 1,000 prisoners with a routine similar to the 40 hour working week.
- We have seen a 154 percent increase in the number of prisoners participating in literacy and numeracy programmes, and over a 1,000 percent increase in the number of prisoners gaining qualifications.
- As people leave prison, their successful return to the community is being aided by our Out of Gate programme, which puts ex-prisoners in touch with the support networks they need on the outside. So far, more than 2,000 people have been referred to this service.

Tackling alcohol and drug abuse

Corrections has significantly increased offenders' access to Alcohol and Other Drug (AoD) programmes, towards the target of **providing treatment to an additional 33,100 offenders by 2017.**

In prisons, specialist Drug Treatment Units help offenders with serious treatment needs to address drug and alcohol addictions, which are often directly linked to their offending. Brief and Intermediate Support Programmes have also been introduced for prisoners with less chronic problems.

In the community, residential facilities continue to provide more intensive treatment options for community-based offenders. A range of AoD programme options are also available as part of a collaborative approach with the Ministry of Health. These include brief interventions, which by 2017 will have been delivered to more than 15,000 offenders.

Interventions delivered by probation staff

Eighty percent of all offenders serve their sentences in the community under the management of probation staff. By 2017, probation staff will have provided **brief**

rehabilitative interventions to more than 41,000 offenders, including basic work and living skills, relapse prevention and motivation-building.

Brief targeted interventions of this kind help offenders maintain their focus on longer-term rehabilitation plans as well as on sustaining the gains they have made once they have reintegrated.

Education, job skills and working prisons

Low levels of literacy and numeracy are barriers to offenders' ongoing learning and their ability to get a job. Corrections provides education and training programmes that help offenders gain nationally recognised qualifications and valuable employment experience. **Our target is for 2,950 additional prisoners to have received education and employment training by 2017**, as a result of key initiatives like:

- introducing more structured time in prisons, including 40 hour weeks, to increase engagement in education and training
- making an on-going contribution to the recovery and rebuild of Christchurch, with prisoners and community-based offenders refurbishing damaged homes
- increasing access to education provision for offenders on community sentences, through the introduction of 'Community Education and Employment Officers' trained to administer the Adult Literacy and Numeracy Tool.

Real jobs on release

Corrections is focused on helping prisoners to develop skills and, crucially, making sure they secure work upon release.

Release to Work is one of our most successful employment initiatives in terms of reduced re-offending and we are, therefore, working towards **doubling the number of prisoners engaged in the programme by 2017** (from 400 to 800 annually). This will be possible partly because we are extending the use of GPS technology so that we can better manage the risks associated with prisoners working outside the wire.

Case study: the difference a job can make

In November 2013, Ms 'A' was released from prison having received a three year prison sentence for multiple drug offences including convictions for supply. Ms 'A' now in her mid-forties, with a criminal history dating back to the late eighties, had been assessed by one of our activity managers before release and from this interview was nominated to interview with one of our Employer Partners, Clelands

Timber. Ms 'A' was successful in her interview, started work with Clelands within eight days of being paroled from Arohata Prison and hasn't looked back.

Classed as a medium to high-risk offender Ms 'A' now states that her life since being employed has changed her whole attitude and that she is now living and supporting herself including some savings which she is investing in her future. Almost a year on Ms 'A' has received one pay rise and is well on her way to receiving a promotion to a supervisor role. Managing director Alistair Dowe stated "If we can keep finding the ['Ms A's'] of this world we would employ the whole work force with them".

Partnering with iwi and community groups

Offenders stand a much better chance of leading a law abiding life when they have strong community support. We are, therefore, partnering with community and iwi groups towards our target of **providing 6,000 offenders with re-integrative support and assistance by 2017.**

In 2013/14 we launched *Out Of Gate*, a new reintegration service to improve the likelihood of reintegration into the community by helping offenders find suitable providers of accommodation, budgeting advice, employment advice and support to address their needs. More than 2,000 offenders have received support under this initiative.

A new local reintegration services initiative was launched in February 2014. The service provides participants with transitional accommodation (up to 12 weeks) and support to find employment and sustainable accommodation in the Rotorua/Taupo/Tokoroa district. It is expected that the service will be used by between 45-60 prisoners on release from prison.

Case management – bringing our interventions together

To ensure offenders get the support and interventions they need at the right time, it is vital that someone has overall responsibility for planning each stage of a prison sentence, all the way through to release and beyond. For this reason, Corrections has put considerable resources into strengthening and expanding case management.

When a prisoner first arrives the initial focus is on identifying their immediate needs, including an initial health screening and education assessment, and introducing them to the rules and routine of the prison. Prisoners are assigned a security classification based on the risks they pose, which is used to decide what unit they are placed in.

Within ten days of arrival every prisoner is assigned a case manager who works with them to identify their risks and needs, and create a plan for their rehabilitation and reintegration. Offender risk and need is assessed dynamically, meaning that offender

plans are regularly updated in response to new information or changing circumstances.

Case managers recommend the sequencing for interventions and provide on-going motivational support to encourage prisoners to achieve the objectives within their plan. There can be challenges prioritising prisoners for suitable interventions at the right times, such as readiness or motivation to complete programmes, sentence length (not having enough time to complete) and waitlists that can develop for some programmes.

Every prisoner is also allocated a case officer, who supports the prisoner on a day to day basis in achieving the objectives of their plan. The case officer works with the case manager and other key staff managing the prisoner to ensure the plan remains on track. Case managers work collaboratively with probation officers and reintegration service providers in the community to ensure prisoners are well prepared for release.

Case study: the value of case management

A case manager was working with a 25 year old man who had been sentenced for three years and nine months' prison for aggravated robbery. He was a high security prisoner who had a history of misconducts during his time on remand and during the early stages of his sentence. He was also strongly entrenched in gang life and initially refused to acknowledge his role in the crime.

The case manager, over the course of a year, used motivational interviewing techniques in her sessions with the prisoner and built such a rapport with him that she was able to openly challenge his thinking. As a result, the prisoner was successful in being steadily reclassified down to a minimum security classification which made him eligible for a Self Care Unit and Release to Work opportunities. He also undertook and completed two rehabilitation programmes, namely the Drug Treatment Unit (DTU) programme and the Medium Intensity Rehabilitation Programme (MIRP). The prisoner began part time Release to Work whilst undertaking the MIRP and upon graduating moved into full time Release to Work.

While the prisoner succumbed to periods of self-doubt, the case manager's support did not waver and she continued to motivate and support him to undertake rehabilitation.

Focusing on What Works

Maximising the effectiveness of our programmes

We offer a wide range of programmes to encourage offenders to address their offending and help them make positive changes in their attitudes and behaviour. These include:

- alcohol and drug treatment programmes that vary in intensity according to an offender's need
- education, training and employment skills, qualifications and opportunities
- programmes that model pro-social behaviours on cultural values and beliefs to connect with offenders
- parenting programmes to improve pro-social behaviours and reduce their children's exposure to ineffective parenting and poor role modelling
- rehabilitation programmes run by the Department's psychologists.

We routinely measure the outcomes of our interventions to ensure that the best possible outcomes for offenders are being achieved. We are the only Corrections Department in the OECD to do this comprehensively. The degree to which re-offending is reduced is revealed by comparing rates of reconviction and re-imprisonment. Results for 2014 are summarised in the table below.

Prisoner interventions	Re-imprisonment (12 month follow-up)	Re-conviction (12 month follow-up)
Special Treatment Unit (sex offenders)	- 5.6**	- 5.8**
Special Treatment Unit rehabilitation programmes	- 11.9*	- 12.9**
Drug Treatment Units (6-months format)	- 1.2	- 5.9**
Drug Treatment Units (3-months format)	- 2.3	- 3.4*
Young offender programme	- 6.1*	0.0
Medium-intensity programme	- 4.9**	- 5.7**
Prisoner employment	- 2.8*	- 3.1*
Community-based interventions	Imprisonment	Reconviction
Short rehabilitation programme	- 4.9**	- 8.3**
Short motivational programme	- 5.6**	- 4.8*

Table 3 Rehabilitation Quotient Results

** results are statistically significant at a 95 percent level of certainty

* results are statistically significant below the 95 percent threshold but still likely to be indicative of effectiveness.

The achievement of a greater than ten percentage-points reduction in re-imprisonment rates amongst prisoners who completed the Special Treatment Unit rehabilitation programmes is particularly noteworthy. Participants in these programmes tend to be the most violent and high-risk of any prisoners, and

achieving this level of programme impact places this particular programme amongst the best correctional interventions in the world.

Although some of the other results appear modest, these figures capture only the specific impact of the identified intervention. Given that many offenders, particularly the longer-serving prisoners, participate in a range of interventions on a single sentence, the effect of doing so is cumulative and can be quite significant.

Improving the quality of family violence programmes

Experience with family violence programmes highlights the importance of evaluating and measuring the effectiveness of programmes.

Long term trends show that family violence programmes have not had a measurable benefit in terms of reducing re-offending by participants (although there has been an improvement in the last two years). Programme completion rates have been low – only around half the participants complete family violence programmes.

In 2012 a literature review and analysis of contracted family violence programmes also highlighted issues. Specifically, programmes did not readily adhere to best practice principles in offender rehabilitation for domestically violent offenders, and some inappropriate referrals were being made to programmes.

In response, Corrections has implemented a three-tiered approach to family violence treatment that provides a better match of the risk and nature of offending with the intensity of the interventions offered. High-risk offenders are being referred to Psychological Services and medium risk offenders to the Department's Medium Intensity Rehabilitation Programme for violent offenders.

Low to moderate risk offenders are being referred to community family violence programmes. Corrections has recently redesigned this community programme and is piloting it in 2014/15 with a number of providers. An evaluation will then be conducted to determine the effectiveness of the piloted programme.

Taking a more strategic approach to programmes

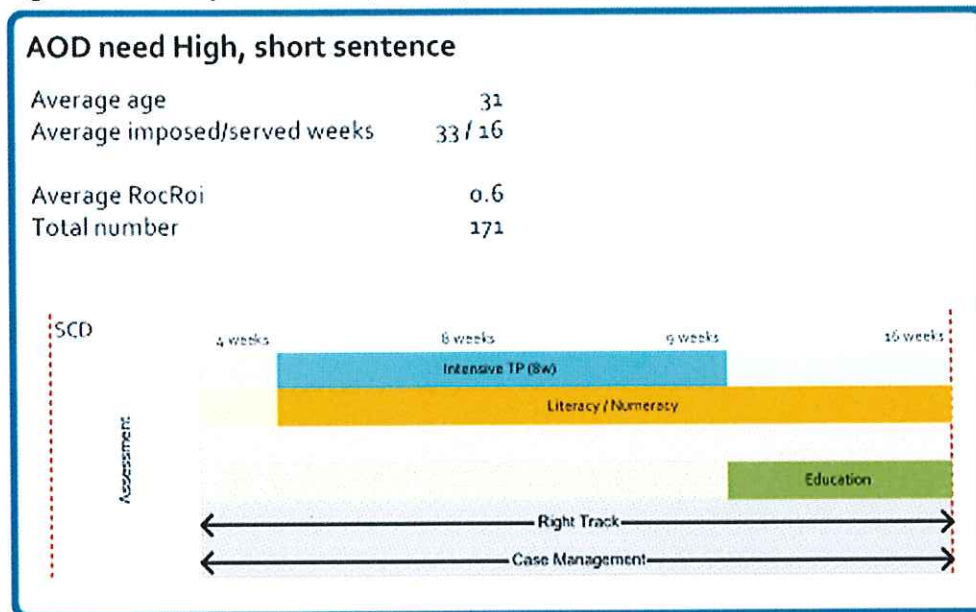
During 2013/2014, prisoners started nearly 7,500 rehabilitative programmes. Traditionally, the rehabilitation programmes that we offer have been scheduled according to their individual effectiveness. The increasingly sophisticated and fine-grained data the Department now has on recidivism rates means we have the potential to design unique offender pathways based on the best combination of programmes for reducing re-offending.

This approach has the potential to transform the way programmes are scheduled, strengthening the coherence of prisoners' treatment and ensuring that they are engaged as soon as they enter prison. It could also provide a valuable, evidence-

based tool for the parole board to help inform its decisions about whether an offender is ready for release.

Figure 12 below provides an example of how an offender's rehabilitative pathway might look under the new approach. As illustrated, data relating to a prisoners' profile (static risk level, age, sentence length etc.) would determine the combination and timing of treatment.

Figure 12: Example offender pathway



Predicting risk

We use a number of measures to assess the risk of reconviction and re-imprisonment of offenders. These measures also assist in identifying what interventions and programmes are suitable for an individual offender.

Static risk measures assess factors in an individual's background which are unchangeable (such as age at first offence, number of previous convictions). Static measures used are:

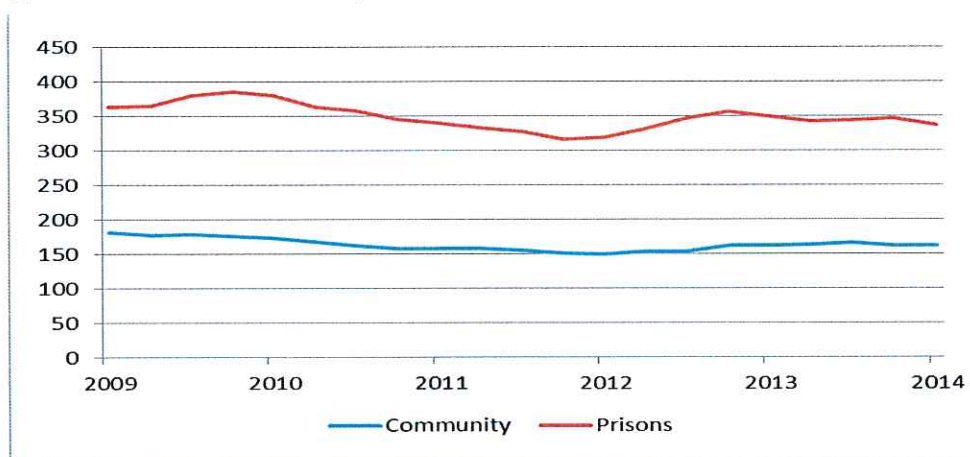
- the Roc*RoI (Risk of Reconviction and Risk of Re-imprisonment) which was developed by the Department and has been used as an initial screen for offenders since 2000
- the Automated Sexual Recidivism Scale (ASRS) which is used to screen sex offenders to identify appropriate programmes and interventions for them to undertake.

The most effective form of risk assessment involves a combination of static and dynamic measures. Two leading edge models which follow this approach have been developed by Corrections, drawing on international expertise:

- DRAOR (Dynamic Risk Assessment for Offender Re Entry) is now routinely used by Community Corrections and assists them to identify what programmes are best for that offender and, if an individual's risk of re-offending is escalating, what measures need to be put in place to address these concerns
- the SDAC-21 (Structured Dynamic Assessment for Case Managers) is now being used by case managers in their development and monitoring of prisoners offender plans.

We also use a range of additional recidivism-related performance indicators, including a measure known as the "Seriousness Index" which captures the overall *seriousness* of all recorded re-offending. This measure indicates a more volatile picture, but figures for last five years reveal overall a modest decline in average seriousness.

Figure 13: Seriousness Index, 2009-2014



Measuring progress towards our re-offending target

Rates of re-offending are important indicators of the Department's performance, particularly in relation to rehabilitation of offenders.

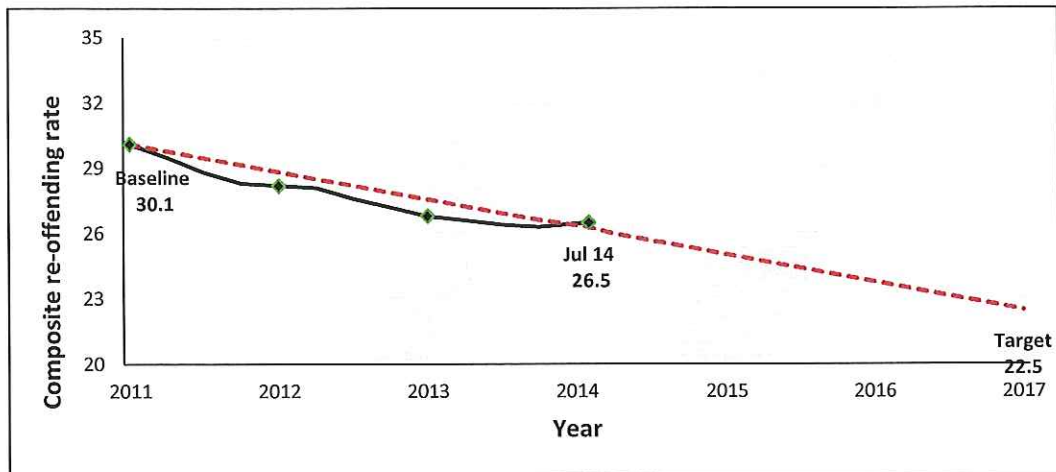
The primary re-offending measure is the "Recidivism Index" (RI). Figures on this indicator reveal the proportion of all offenders who are reconvicted for new offending which occurs within 12 months of release from prison, or within 12 months of commencing an earlier community sentence.

As noted above, we have committed to the goal of reducing these rates by 25 percent by 2017, commencing from a June 2011 baseline. For measuring performance against this target, the key rates of interest are the re-imprisonment rate of prisoners (currently at around 26 percent), and the reconviction rate for

community-sentenced offenders (also currently around 26 percent).¹ These two rates, for simplicity of communication, are synthesised into a single composite rate.

Progress towards the 2017 target is shown in the following graph. The trend line indicates that we remain on track to achieve the target within the agreed period.

Figure 14: Progress towards reducing re-offending goal



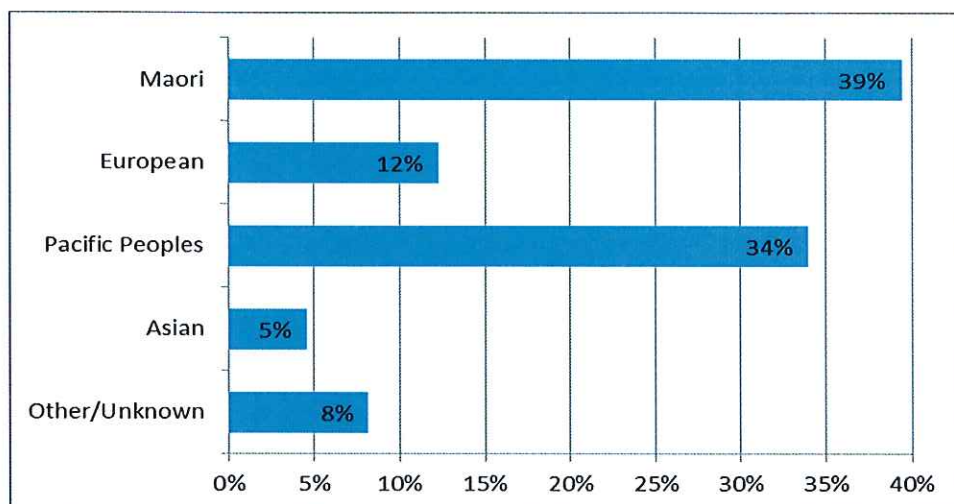
¹ Rates of "reconviction" include reconvictions resulting in a new prison sentence as well as reconvictions resulting in a community-based sentence. "Re-imprisonment" on the other hand includes only convictions resulting in a new sentence of imprisonment.

Emerging Priorities

Addressing gang activity

Gang activity is a major problem in New Zealand. Offenders with gang affiliations are disproportionately young and male. The fact that Māori are highly over-represented among gang-affiliated prisoners is of particular concern, as illustrated below:

Figure 15: Snapshot of sentenced prisoners by gang status and ethnicity



The proportion of prisoners identifying with gangs has increased from 15 percent to 28 percent over the past eight years and there has been marked rise in violence committed by youth gangs. Eighty percent of gang offenders have a RoC*RoI score of 0.5 and over. This means that they have a 50 percent or higher probability of re-offending. Forty six percent of youth under 19 years of age in prison have gang affiliations.

Gang involvement is also linked with more serious offending and higher rates of prison violence. The intimidation and recruitment of offenders has an impact on the Department's ability to provide an environment which focuses on rehabilitation and pro-social integration.

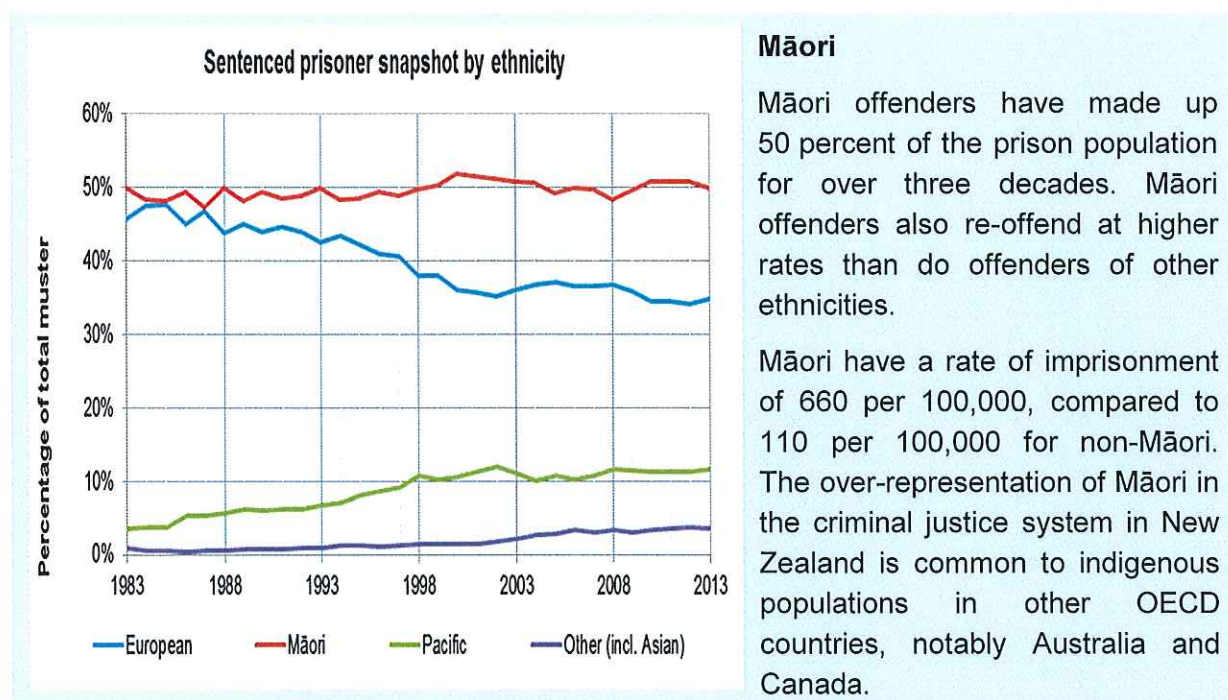
While gang members in prison participate frequently in rehabilitation programmes (at levels not dissimilar to their proportion of the overall prison population), and show some benefit from having done so (relative to gang-affiliated non-participants), rates of re-offending amongst gang-involved participants are still higher than offenders not involved in gangs.

We are responding to the issues associated with gang affiliation by:

- better identifying gang-affiliated prisoners

- providing greater support for gang-affiliated prisoners and offenders to adopt positive lifestyles on release and in the community
- equipping our staff with the skills and knowledge to manage and address the needs of the gang-related prisoners and offenders
- working with Police on Justice Sector strategy to reduce the harm caused by gangs.

Māori involvement in gang activity is compounding the wider problem of Māori over-representation at each stage of the criminal justice process. Despite targeted efforts over the last two decades by Corrections and the wider justice sector, this acute disproportionality has not shifted significantly.



There is no simple solution to the issue of Māori over-representation in the criminal justice system. From a Corrections perspective, evidence shows that core rehabilitation programmes are as effective for Māori as non-Māori, but overall re-offending rates remain higher for Māori than other ethnicities.

We are focused on providing rehabilitative interventions that are meaningful and effective for Māori, including Whare Oranga Ake and Te Tirohanga, as detailed below.

Whare Oranga Ake

Whare Oranga Ake is comprised of two 16-bed reintegration units located outside the perimeter fence at Spring Hill and Hawkes Bay prisons. It helps prisoners near release to train for employment, find work, find accommodation on release, and form supportive pro-social networks with iwi, hapū and community organisations. The units are based on Māori kaupapa (Māori philosophy). Māori practices, language and values are incorporated into the day-to-day running of the units.

Te Tirohanga (Māori focus units)

Te Tirohanga consists of units for male prisoners that use tikanga Māori and te reo Māori to motivate and rehabilitate. Te Tirohanga sets out a staged and graduated approach that supports the reintegration of prisoners into the community. Prisoner learnings in tikanga and te reo Māori can be recognised through national qualifications, which can help prisoners gain further qualifications or employment on release. Staff work closely with Māori programme providers to support prisoners towards a responsible life in the community. There are five units nationwide.

Youth and intergenerational offending

Succeeding with young offenders is critical to preventing a significant amount of future harm and stopping the cycle of intergenerational offending. Young offenders are:

- more than twice as likely to re-offend as their adult counterparts
- more likely to be gang affiliated, which can further entrench criminality
- themselves often parents to young children – there are over 20,000 children in New Zealand with a parent in prison, and evidence suggests that children of prisoners are themselves much more likely to end up in prison.

We have developed a youth strategy with a focus on giving young offenders in prison and in the community greater access to programmes and interventions that will address their offending needs and help them live productive lives. The strategy focuses on supporting young offenders to participate in education and helping them find jobs.

Focus on youth: Online Learning pilot

A successful Online Learning pilot with youth prisoners at Christchurch Men's Prison has paved the way for the programme to be rolled out during Stage One at 10 prison sites over 2014/15.

Thirteen computer suites will be refurbished to provide prisoners with opportunities to complete modules provided online by up to ten education providers.

The Online Learning solution leverages existing 'free-to-air' government-led online educational platforms like the TEC Literacy and Numeracy Assessment Tool, Pathway Awarua literacy and numeracy training, national qualifications and job search training.

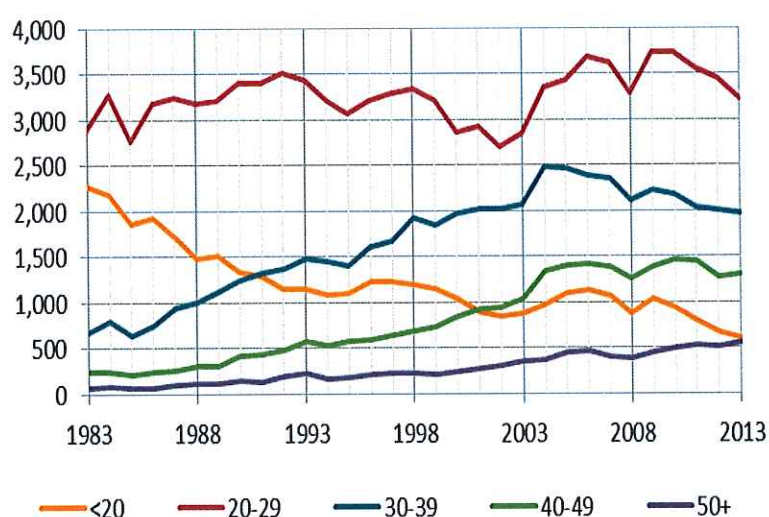
The initiative will support prisoners under 25 years of age towards greater educational achievement and increase their employability upon release.

Although we have significantly increased the availability of programmes and services to assist offenders, we know that some require more targeted assistance to stay crime free. We also know that this assistance cannot come from Corrections alone – many of the factors that drive offending are outside our direct control. As a result, we are collaborating with our justice and social sector partners – including on the Youth Crime Action Plan led by the Ministry of Justice

An aging prisoner population

Over recent decades there has been a steady increase in the number of older offenders in prison due to a rise in prosecutions for historic sex offences and an increase in the use of indeterminate sentences, as illustrated below.

Figure 16: age profile of the prison population



This trend presents a challenge to Corrections, which is having to provide a greater range of medical services in an environment designed primarily for containment rather than healthcare. This challenge is compounded by the fact that prisoners generally have more healthcare needs than the general population, owing to poor lifestyle choices and low levels of enrolment with primary health organisations.

We have responded to these challenges by improving the overall quality of our healthcare services and opening specialist facilities for elderly prisoners.

Over the past year we have completed the process of Cornerstone accreditation by the Royal New Zealand College of General Practitioners for the healthcare services we provide in all of our prison sites. Accreditation provides independent assurance that we are providing an effective service and using our resources efficiently.

On any given day there are over 400 offenders over the age of 60 being held in New Zealand prisons. In December 2012 the new High Dependency Unit opened at Rimutaka Prison. The unit accommodates prisoners with health issues, such as dementia or a physical disability that makes it difficult for them to function independently in a prison environment, but who are not eligible for release. The number of beds in the High Dependency Unit is currently being increased from 20 to 30.

Tackling family violence

New Zealand's very high rate of family violence is reflected in the profile of our prison population. Seventeen percent of all of the sentences we manage each year are family violence related, which equates to between 7,000 and 9,000 offenders. A very high proportion (66 percent) of all violence offending involves family violence, and around two thirds of all family violence offenders also commit other types of offences, with a significant number having very extensive and diverse criminal histories.

There are major changes in progress to the way that family violence interventions are delivered, both within the Department (see page 23) and other agencies, such as the Ministry of Justice and in the Family Courts. More work is needed to better align these changes, as agencies are often working with the same perpetrators and victims at different stages of their progress through the justice system. There are also opportunities to set clearer expectations for NGO providers and to build their capability so that they can improve their collective impact on preventing offending and re-offending.

Mobilising for outcomes: partnerships and community engagement

A strong focus on reintegration is necessary to ensure that the gains offenders make while undertaking rehabilitation programmes, education and employment training are sustained. Achieving our reducing re-offending goal is dependent on much stronger partnerships across government, as well as with the private sector and community groups.

Inter-agency partnerships

Many of the issues that Corrections faces, including those discussed above, cannot be addressed without collaboration across the justice and social sectors. We have strong working relationships with all of the key agencies in these sectors, making possible a range of collaborative initiatives, as summarised in the table below.

Agencies	Initiatives
New Zealand Police; Ministry of Justice	• Corrections completed the transition of responsibility for monitoring EM Bail from Police in February 2014, and is working closely with Police to share information and strengthen management of child sex offenders, through the planned Child Protection Offender Register • The Hutt Valley Justice Sector Innovation Project involves closer collaboration between agencies to develop and deliver justice-sector initiatives for the local Hutt Valley community. • The Justice and Emergency Services Precinct in Christchurch will bring together justice sector agencies and emergency services within a single complex to enable stronger collaboration and support the Christchurch recovery.
Ministry of Education; the Tertiary Education Commission	• Improving the range and quality of education and training provision for offenders, and helping more people get qualifications
Department of Conservation	• Working together to protect public land while providing offenders with skill development and qualifications.
Ministry of Health	• Improving health outcomes for offenders and their families, such as through the assessment and treatment of alcohol and drug dependencies.
Work and Income	• Working with Work and Income New Zealand to better support offenders to find jobs on their release from prison.
Housing New Zealand	• Refurbishing houses, this involves at least 150 houses over five years at Rolleston Prison in Christchurch. This helps support the Christchurch recovery and provides prisoners with skills and training that they can then apply in the real world once they are released.

In many cases, agencies are providing services and supports to the same groups of people. While progress has been made to streamline the ways these resources are delivered, opportunities remain to combine our efforts to achieve better outcomes and operate more efficiently. In policy terms, there is room to collaborate and innovate on a range of issues that can only be solved collectively. These include:

- the challenge of ensuring that prisoners are paroled as soon as they cease to pose a risk to public safety, which would address the steady increase in the proportion of sentences served by prisoners since the parole board was introduced in 2002

- the potential to use swift, certain and modest sanctions to prevent recidivism, an approach that has produced very impressive results in other jurisdictions, notably Hawaii
- addressing the factors that have combined to increase the remand population beyond forecast levels over the past twelve months
- adapting and improving the mix of community sentences and penalties available to judges to reduce recidivism
- addressing New Zealand's very high rates of domestic violence, which account for a significant proportion of prisoners convicted of violence-related offences.

Partnerships with the private sector

One of our primary goals is to find work for as many offenders possible so that they have a path out of a criminal lifestyle. Because of the size, diversity and location of our community and prison sentenced population this can only be achieved if we can get a good mix of private sector employers on board, from local businesses all the way through to major national companies.

We've made considerable headway in recent years: to date 15 employers have signed agreements to provide 156 jobs for prisoners on their release. We also have over 200 local businesses providing approximately 250 prisoners with daily employment under the Release to Work scheme.

Case study: Release to Work

One employer was so impressed with the Release to Work programme they wrote: "Throughout the first 6 years in operating our recycling plant we found it very difficult to recruit reliable, hard-working and punctual staff. A number of attempts through agencies and subsidy programmes resulted in the same outcome – disappointment. Then we came across the Department of Corrections' Release to Work programme, provided from Spring Hill prison located in Hampton Downs, Auckland."

The idea behind the programme is to reintegrate inmates who are due to be released from prison, and have earned themselves the privilege to work outside the prison walls. They all live in a flat-like situation and have the responsibility of paying for rent, food and petrol. They work side by side with people outside of prison, and are treated like they should be – a decent person looking for an opportunity to improve themselves and have a second chance at life.

The challenge now is to help employers recognise that helping ex-offenders is more than just an act of altruism – the skills they've gained in prison and the community are good for business. This means building on the success of events like *Prison Gate to Plate*, which is just one in a range of events

transforming the way people see Corrections and the potential for offenders to turn their lives around.

Mobilising community support

The message we want to get across to the business community applies more broadly: offenders will in most cases be returning to or serving sentences in the community and it's in everyone's interests to support their reintegration. Whether it's churches, iwi groups or volunteer bodies, or informed consumers buying products made by offenders, there is considerable scope to foster more community support for ex-offenders.

Corrections has an important role to play in funding reintegration services that link offenders to joined up services and support in the community. The case study of the Rotorua, Taupo and Tokoroa Reintegration Service illustrates the benefits of this approach.

Case study: Rotorua, Taupo and Tokoroa Reintegration Service

A high-risk offender with an alcohol addiction and a criminal history of sexual and violent offences was provided intensive support from the time he left the prison gate and has continued since from his Pukenga Awhina (support person). Following his release the Pukenga Awhina facilitated amicable relationships for the offender with local Police and Probation as well as finding long term accommodation and full time paid employment.

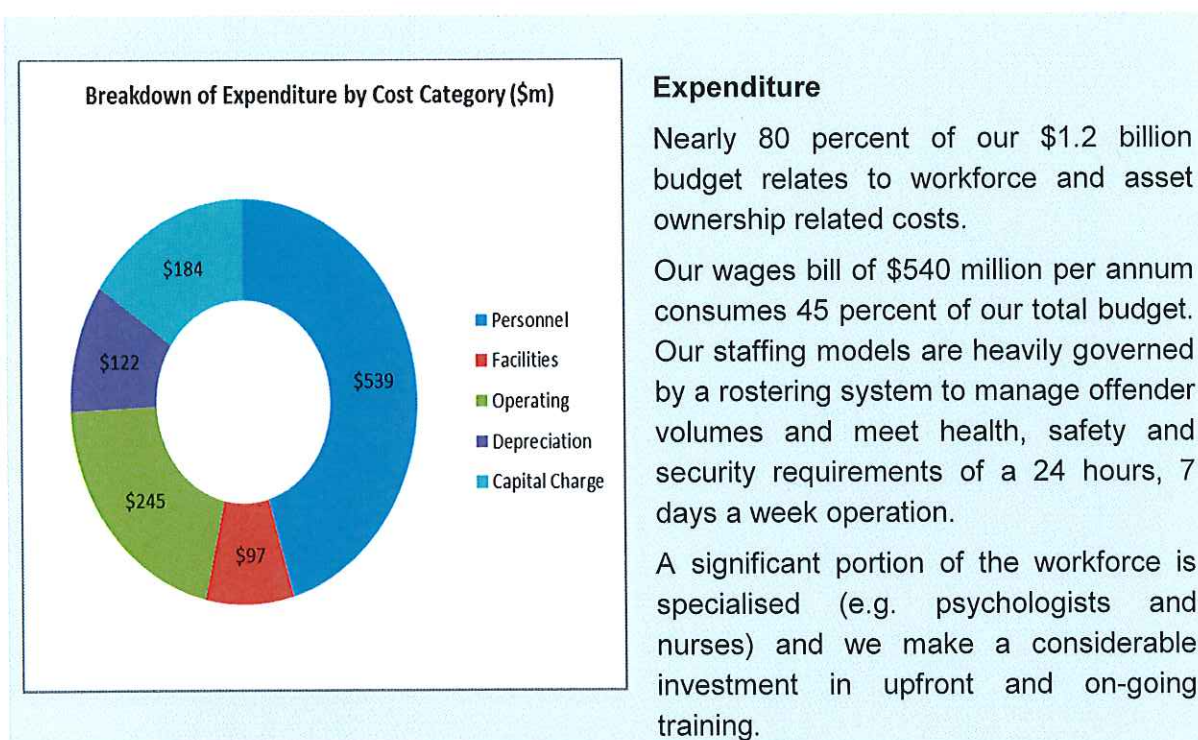
Recently, the offender has also had contact with his seven year old twin daughters whom he had never met and is currently working on developing a relationship with them. At the end of August 2014, this offender will celebrate his first time out of Corrections' mandate since 1994. The offender has said, "These guys (A3 Kaitiaki) are my whānau, I could not have changed my life around without them. My relationship with Pukenga Awhina was really important for this to happen as I had been let down many times before and did not trust anyone. I thought these guys (A3 Kaitiaki) would be the same but they weren't. This has been massive for me".

Our Capacity to Deliver

Corrections employs over 8,000 staff across 17 prisons and more than 140 Community Corrections sites around the country.² We have an operating expenditure of \$1.2 billion per year and our portfolio of assets, including farms and forests on prison estates, is worth over \$2.5 billion.

Managing our finances

We have committed to operating within financial baselines until 2020. To meet this financial commitment while delivering on operational priorities, the Department continues to explore areas for efficiencies and savings.



In 2011, the Department undertook an Expenditure Review, which identified savings of between \$670-\$770 million by 2020. This included savings of \$87 million returned to the Justice Sector Fund, reinvestment of \$145 million into interventions to reduce re-offending, absorbing superannuation increases of \$91 million and returning a one percent baseline dividend to the Crown of \$65 million. The 2011 expenditure review included major structural changes to the Department, and closure of some older prison facilities that had reached the end of their economic life.

Earlier this year, we commenced a second expenditure review to help lift productivity and address new cost pressures. Initiatives include a review of national office staffing that led to a new structure taking effect in May 2014, a review of corporate

² Including the contract-managed Mt Eden Corrections Facility.

costs relating to training, travel, fleet, and IT, and a comprehensive review of commercial contracts to achieve savings through improved purchasing.

Core facilities

The quality and condition of our prisons and probation facilities directly affect our ability to manage offenders safely and securely, and reduce re-offending.

Corrections is part way through a substantial prison modernisation programme to ensure our facilities are fit for purpose. This programme is allowing us to align our facilities with forecast demand and support our strategic priorities. Work is on-going at four prisons, with further plans to redevelop the maximum security unit of Auckland Prison through a Public Private Partnership (PPP) in process.

In recent years the Christchurch earthquakes and riot at Spring Hill Corrections Facility (in June 2013) have highlighted the need to have both the systems and prison infrastructure in place to respond to unforeseen emergencies. In both cases, not only were our staff able to respond to the immediate crises, but the effective long-term management of our prison estate and prison population allowed us to temporarily transfer prisoners to other prisons around New Zealand. Following the events in Christchurch we have assessed our buildings around the country to ensure they meet appropriate seismic standards, and strengthened buildings where required.

The modernisation of our prison facilities means we are also in a good position to respond to emerging trends, including an ageing prison population and a significant increase in the number of offenders convicted for violence-related offences. The programme has also involved the closure of older prisons and prison units that lacked basic facilities needed for staff and prisoners and were unable to provide for sufficient rehabilitative options.

Upgrading our facilities

The maintenance, replacement and development of Corrections' prisons and Community Corrections sites is vital to ensuring the Department can manage offenders appropriately, and to provide them with the opportunities to learn new skills and participate in rehabilitation programmes. The Department has a ten-year capital plan that focuses investment on the following six priorities.

Upgrade of Community Corrections sites

Community Corrections sites are where the Department's staff manage community-based offenders and their sentences. Seventy percent of the sites will be upgraded between now and 2018, in a work programme totalling around \$70 million that will improve safety, security and the design of the sites.

The improvements will ensure Corrections continues to deliver a safe and effective service to support offenders in the community.

Prison Development Programme

In the next two years Corrections will complete the development of facilities at Waikeria, Tongariro/Rangipō, Whanganui and Invercargill Prisons through an investment of around \$79 million. This includes safety and security enhancements and improvements to rehabilitation programme facilities and work training facilities.

Major works programme

This programme incorporates the completion of the new Auckland South Corrections Facility, scheduled for the middle of 2015, and the completion of the replacement to the Auckland Prison East Maximum Security Wing, scheduled for the middle of 2017. Both projects are developed and delivered as PPPs. The private investment up to 2018 totals \$520 million.

Property projects

This work includes the completion of seismic remediation to all identified earthquake-prone buildings and key earthquake risk buildings. It also involves investment in facilities to support working prisons and the development of spaces to deliver rehabilitation programmes. The investment amounts to around \$170 million up to 2018.

Electronic security

This includes security upgrades, perimeter systems, key management, contraband detection equipment, mobile radios and general improvements for staff safety. The investment is around \$128 million up to 2018.

Planned Asset Replacement

This work programme renews and maintains critical infrastructure across the prison network and is an investment of nearly \$40 million up to 2018.

Working with the private sector

Partnerships across different sectors are a means of driving innovation. We are making greater use of the private sector to deliver not only interventions, but also to manage prisons according to strict performance expectations.

Most of the prison network is managed by the Department, with one prison – Mt Eden Corrections Facility – currently managed under contract by SERCO, a private provider of prison and other public services globally.

A second prison – Auckland South Corrections Facility – is being designed, financed, built, operated and maintained by the SecureFuture consortium through a PPP. Designed with a focus on rehabilitation and innovation, the new prison is due to open in the first half of 2015, providing more prison capacity in Auckland where it is needed. Our private partner will operate the prison for the next 25 years.

These contracts have a clear focus on results and we expect to see improved performance across the prison system from a cycle of continuous learning and benchmarking to achieve better outcomes. A regime of financial incentives and penalties is tied to performance outcomes, not just outputs, to facilitate innovations in service delivery.

The Department is also procuring the building of a new maximum security facility at Auckland Prison through a non-custodial PPP. The existing maximum security facility was built in 1968 and is outdated. Our private sector partner will be responsible for designing, building, financing and maintaining the new facility. The PPP excludes custodial operations, which will be retained by the Department.

Corrections recently released the Request for Proposal (RFP) to Next Step Partners, the short-listed consortium, with a response expected in late December 2014. In the meantime, a contract has been let for the commencement of groundworks, which are likely to commence in full in October 2014. The groundworks must be completed in the summer months to ensure that building works can progress across the rest of the calendar year.

Prison performance league tables

Corrections has developed a Prison Performance Table (PPT) to enable us to track the performance level of each prison and enable comparisons between New Zealand's prisons, both public and privately operated. The PPT also provides accurate monitoring and evaluation of service performance that contributes, without being limited, to the:

- relative performance of each prison
- benchmarking between prisons
- provision of management information for measuring and monitoring prison performance
- development of improvement regimes.

The PPT, which is published quarterly, assesses prison performance against the criteria of core security (unnatural death, breakout escape and escape from escort), internal procedures, and rehabilitation performance.

The model allows for the introduction of new measures to monitor performance against any other Department initiative, for example performance against objectives

in the “Creating Lasting Change” strategic plan. It has been designed to positively reward consistent performance improvement over time rather than simply penalise a site for statistically random events. The most recent performance table is included below.

Figure 17: Prison performance league table

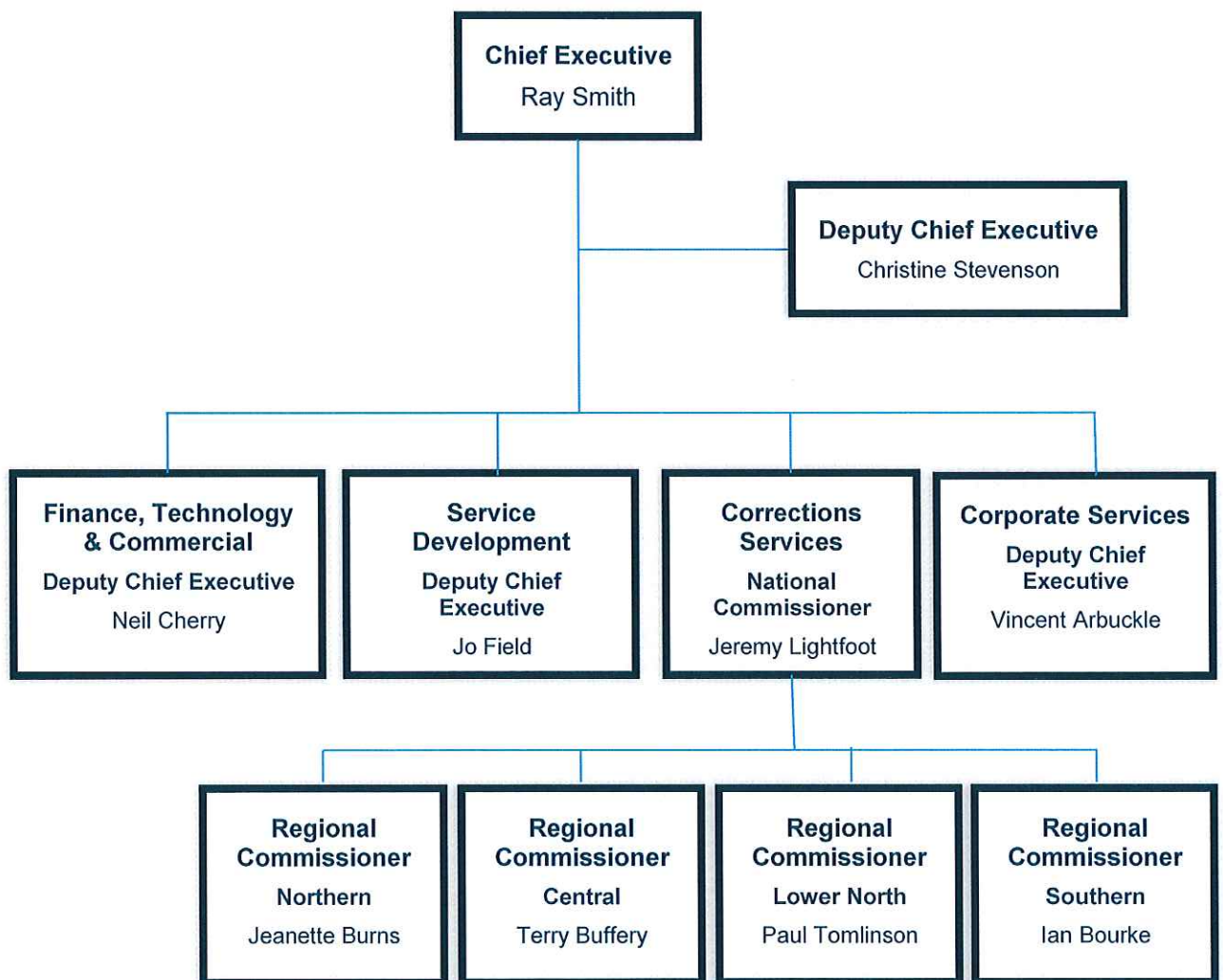
Prison Performance Table							
Performance grade for 12 months to June 2014							
Prison	Score Movement	Performance breakdown			Previous performance grades		
		Core Security^	Internal Procedures*	Rehabilitation Score	Jan-Mar 2014	Oct-Dec 2013	Jul-Sep 2013
Exceptional							
Mount Eden Corrections Facility	—	-	✓	Exceptional	Exceptional	Exceeding	Exceeding
Exceeding							
Tongariro / Rangipo Prison	—	-	✓	Exceeding	Exceeding	Exceeding	Exceeding
Auckland Region Women's Corrections Facility	▲	-	✓	Exceeding	Effective	Effective	Effective
Effective							
Hawke's Bay Prison	—	-	✓	Effective	Effective	Effective	Effective
Whanganui Prison	—	-	✓	Effective	Effective	Exceeding	Exceeding
Arohata Prison	▼	-	✓	Effective	Exceeding	Effective	Effective
Christchurch Women's Prison	—	-	✓	Effective	Effective	Needs Improvement	Needs Improvement
Rimutaka Prison	—	-	✓	Effective	Effective	Effective	Effective
Waikeria Prison	▼	-	✓	Effective	Needs Improvement	Exceeding	Exceeding
Invercargill Prison	▲	-	✓	Effective	Needs Improvement	Effective	Effective
Manawatu Prison	▼	-	✓	Effective	Effective	Effective	Exceeding
Christchurch Men's Prison	—	-	✓	Effective	Effective	Effective	Effective
Rolleston Prison	▼	-	✓	Effective	Effective	Exceeding	Exceeding
Auckland Prison	▼	-	✓	Effective	Effective	Effective	Effective
Northland Region Corrections Facility	—	-	✓	Effective	Effective	Effective	Effective
Needs Improvement							
Spring Hill Corrections Facility	▼	-	✓	Needs Improvement	Effective	Effective	Effective
Otago Corrections Facility	▼	1	✖	Needs Improvement	Effective	Effective	Effective
Notes: Previous quarter scores and table positions may be amended since last publication due to: receipt of late data, changes in incident and justified complaint outcomes and changes in methodology. ^ Core Security - includes number of unnatural deaths, breakout escapes, and significant disorder events * Internal procedures - includes performance against assaults on staff and prisoners, justified complaints, and % of positive general random drug tests							

Our Organisation

Over the past three years the Department has undergone a major organisational change programme, transforming the way Corrections is structured and operates.

Corrections' structure

The Department has a single regionally-structured service delivery group, with three other groups providing support to this operational arm of the Department. The structure was established in 2012, giving greater autonomy to the regions and empowering frontline staff to work together as one team focused on the offender.



The Executive Leadership Team

The Executive Leadership Team meets on a weekly basis and is the primary governance and decision-making body within the Department. The Executive Leadership Team comprises the Chief Executive, Deputy Chief Executives and National Commissioner. Once a month the Executive Leadership Team holds a Governance Board meeting, which also involves the four Regional Commissioners.

The Parole Board

The New Zealand Parole Board is an independent statutory body that considers offenders, serving a sentence of more than two years in prison, for release on parole. The Board also considers cases where an application has been made to have an offender recalled to prison, and sets special conditions for offenders subject to extended supervision orders.

The Department provides administrative support for the Board, which includes running the Victim Notification Register.

Staff safety

Corrections staff are fundamental to achieving our key priorities of improving public safety and reducing re-offending. Staff are highly engaged with their work, and the Department is investing in their training and development to make sure they have the knowledge and skills to change offenders' behaviour.

But Corrections staff also operate in challenging environments, dealing on a daily basis with offenders who have the potential for serious and seemingly unpredictable violence. This violence can have significant personal implications for staff, and undermines the ability of our staff to engage effectively with offenders towards reducing re-offending.

Staff safety has been a major focus for the Department and we're seeing reductions in violence as a result. In 2013/14, the first year of the Staff Safety Plan, there were five serious assaults on staff (down from 13 the year before), no serious assaults on community-based staff, and a reduction in serious prisoner on prisoner assaults from 55 to 42.

These reductions follow significant investment in safety equipment and staff training, including improved stab-proof vests and slash-proof gloves, and enhanced tactical options by training custodial and community staff in tactical communication and exit to manage confrontational situations

The Department shares its findings on safety initiatives and innovations, such as the On-Body Camera trial conducted at Auckland and Rimutaka prisons, with our private provider, SERCO.

Expert Advisory Panel

Corrections has established an Expert Advisory Panel for Staff Safety to research, assess, and provide advice on the issue of safety at Corrections, both in the community and in New Zealand's prisons. Following extensive consultation the Panel has developed a Staff Safety Plan – *Keeping Each Other Safe* – which sets out 39 new initiatives, across five priorities, to enhance and strengthen the culture of staff safety within Corrections. Activities undertaken in year one have contributed to the recent reduction in prison assaults.

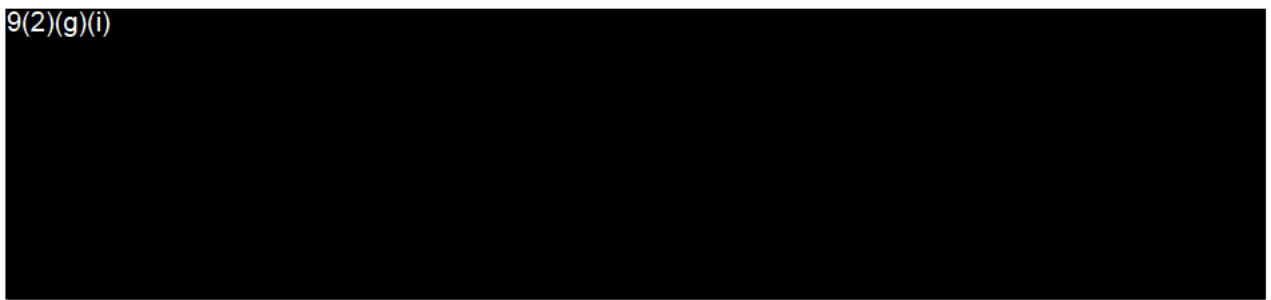
Upcoming Issues and Decisions for the Minister

Legislation

Extended Supervision Orders

In early 2015, the first high-risk child sex offenders being managed in the community on extended supervision orders will begin to reach the ten-year end of their orders. Legislative change is needed to enable Corrections to make applications to the court (if appropriate) to continue managing these offenders beyond their current expiry.

9(2)(g)(i)



Public Protection Orders

The Public Safety (Public Protection Orders) Bill, led by the Minister of Justice, is awaiting its second reading. Responsibilities under the Bill fall almost exclusively on Corrections, including risk assessments, applications and administering orders.

There are interdependencies between public protection orders and extended supervision orders that may influence its priority. Specifically, offenders subject to the most intensive forms of extended supervision orders – which will be limited to a one year period – are eligible for public protection orders.

Alcohol and drug testing of community based offenders

The Drug and Alcohol Testing of Community-based Offenders and Bailees Legislation Bill was introduced to the House on 31 July 2014. The Bill would enable Corrections and Police to require community-based offenders and bailees who are subject to conditions prohibiting the use of alcohol and drugs to undergo testing.

Parole Amendment Bill

The Parole Amendment Bill will significantly reduce the number of parole hearings where the offender has little prospect of release. The Bill is being led by the Minister of Justice, and is awaiting its second reading.

Expansion of electronic monitoring

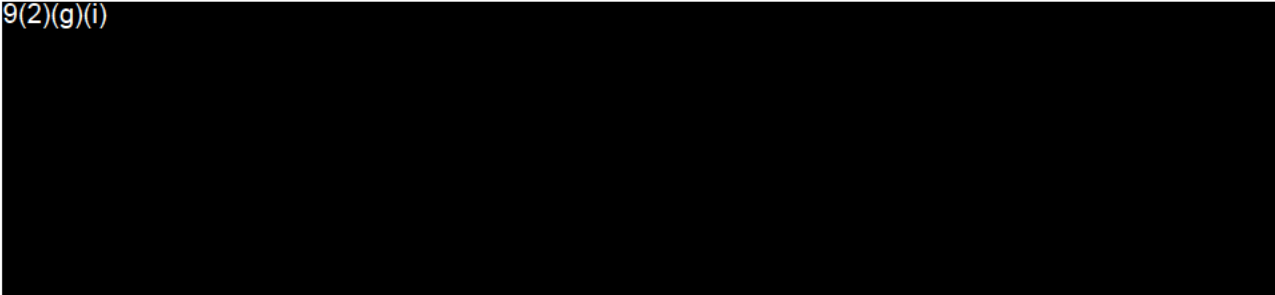
Legislation is being drafted to allow sentencing courts to impose electronic (i.e. GPS) monitoring as a condition of release from prison sentences of two years or less and of intensive supervision.

Child Protection Offender Register (with Police)

Legislation is also being drafted for a Child Protection Offender Register that would require eligible child sex offenders to report and update a range of personal information to be held on a central, non-public, register.

Ministerial Decisions

9(2)(g)(i)



Appendix A: Corrections Service Network



Prisons, Corrections Facilities & Remand Centre

- | | |
|---|--|
| A. Northland Region Corrections Facility, Ohaeawai Road, Kaikohe | J. Hawke's Bay Regional Prison, 138 Mangaroa Road, Hastings |
| B. Auckland Prison, Paremoremo Road, Auckland | K. Manawatu Prison, Camp Road, Palmerston North |
| C. Mount Eden Corrections Facility, 1 Lauder Road, Mount Eden, Auckland | L. Rimutaka Prison, Freyberg Road, Trentham, Upper Hutt |
| D. Auckland Women's Regional Corrections Facility, 20 Hauta Drive, Manukau, Auckland | M. Arohata Prison, 1 Main Road, Tawa, Wellington |
| E. Auckland South Corrections Facility, Hautu Drive, Manukau, Auckland | N. Christchurch Men's Prison, 555 West Coast Road, Christchurch |
| F. Spring Hill Corrections Facility, Te Kauwhata Road, Huntly | O. Christchurch Women's Prison, Newtons Road, Christchurch |
| G. Waikeria Prison, Waikeria Road, Waikeria | P. Rolleston Prison, Walkers Road, Christchurch |
| H. Tongariro/Rangipo Prison, Rangipo Prison Road, Turangi | Q. Otago Corrections Facility, 62 Narrowdale Road, Otago |
| I. New Plymouth Remand Centre, 95 Powderham Street, New Plymouth | R. Invercargill Prison, 42 Liffey Street, Invercargill |
| L. Whanganui Prison, Pauri Road, Whanganui | |

Appendix B: Legislative Framework for Corrections

Legislation administered by the Department

The Department 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 Corrections Act sets out the purpose of the corrections system, and its guiding principles. In doing so, it places obligations on the Department, for example to:

- make public safety the paramount consideration in decisions about the management of offenders
- assist in the rehabilitation of offenders and their reintegration into the community.

While the overall regime of the Act and the Regulations remains sound, there have been a number of amendments to implement new policies, such as provision for contract managed prisons (2009), and to improve clarity. The most recent amendments to the Act came into force in June 2013, and included measures needed to maintain the ban on smoking in prisons. The most recent amendments to the Regulations provided for a more humane and flexible approach to the placement of transgender prisoners, and came into force in February 2014.

Legislation jointly administered with the Ministry of Justice

There are two Acts jointly administered with the Ministry of Justice:

- The Sentencing Act 2002 covers the sentencing process and the criminal sanctions available to the courts. Of most relevance for the Department, it includes requirements to prepare pre-sentence reports and detailed prescription of home detention and community-based sentences.
- The Parole Act 2002 covers parole, release dates, and extended supervision orders for child sex offenders.

There have been significant changes to both of these Acts. For example, in 2007 the range of non-custodial sentences available to the courts was expanded and in 2010 new provisions were introduced for sentencing repeat serious violent offenders. More recently, the Department proposed a number of technical amendments and minor policy changes to assist its administration of sentences and orders in the community. These changes were included in the Administration of Community Sentences and Orders Act 2013 and came into force in January 2014.

Other legislation

Some legislation, though not administered by the Department, has a significant impact on its operations. For example:

- the Department has responsibility for administering electronically monitored bail, as established by the Bail Amendment Act 2013
- the Victims' Rights Act 2002 requires the Department to provide certain information to victims who are on the Victims Notification Register
- the Prisoners' and Victims' Claims Act 2005 established processes that must be followed in dealing with litigation by prisoners alleging breaches of their rights.

Appendix C: Offenders Managed by Corrections

People managed by Corrections in prison.

- Remand – person is held in Corrections' custody while awaiting trial or sentencing.
- Short finite sentence of imprisonment – offender is sentenced to imprisonment for a finite term of two years. The prisoner is automatically released at the halfway point of their sentence.
- Long finite sentence of imprisonment – offender is sentenced to imprisonment for a finite term of longer than two years. Prisoner is eligible for parole after serving one-third of their sentence (or longer, if the court sets a minimum non-parole period). Prisoner must be released at their sentence expiry date (ie. after serving the full term of their imprisonment).
- Preventive Detention – offender is sentenced to an indefinite term of imprisonment for a serious sexual or violent offence. Court sets a minimum non-parole period, but offender could remain in prison for the rest of their life if the Parole Board considers they continue to pose an undue risk to public safety.
- Life – offender is sentenced to an indeterminate life sentence for murder. As with preventive detention, the court sets a minimum non-parole period but offender could remain in prison for the rest of their life if the Parole Board considers they continue to pose an undue risk to public safety.

Offenders on a community-sentence being managed by Corrections.

- Community Work – offender does unpaid work in the community to make up for their offending.
- Community Detention – offender is required to comply with an electronically-monitored curfew imposed by the court.
- Supervision – offender is required to comply with standard and special conditions imposed by the court for a period of 6-12 months. Conditions may include restrictions on their living and working arrangements and who they may associate with, and they may be required to participate in programmes and address issues that led to their offending.
- Intensive Supervision – similar to supervision, but for high-risk offenders for a period of 6-24 months. Offender is required to address the causes of their offending with intensive oversight from a probation officer.

- Home Detention – offender is required to remain at an approved residence at all times under electronic monitoring, unless leave is approved by a probation officer for specific purposes, such as employment or rehabilitation.
- Post-detention conditions – offenders who have completed a sentence of home detention may have conditions imposed.

Offenders managed in the community by Corrections before or after a term of imprisonment.

- Electronic Bail – Corrections has responsibility for managing offenders on electronically-monitored (EM) bail.
- Release on Conditions – offenders who served a short prison sentence must comply with conditions, set by the court at sentencing, when released from prison. Conditions can include reporting to a probation officer and not changing address or taking up employment unless approved by the probation officer.
- Parole – offenders released by the Parole Board from a long, finite term of imprisonment, with conditions set by the Board. Conditions can include residential restrictions (with consent of the offender) and participation in programmes for rehabilitation or reintegration. Offenders can be recalled to prison if their risk increases while in the community.
- Post-release Conditions – offenders who are released at their sentence expiry date, having served the full length of a long, finite term of imprisonment, are subject to six months of conditions set by the Board.
- Life-long parole – offenders released from an indeterminate prison sentence (preventive detention or life) remain on parole for the rest of their lives, subject to conditions set by the Parole Board.
- Extended Supervision – currently allows the Department to manage child sex offenders in the community for up to 10 years following their release from a finite term of imprisonment.

Appendix D: Key Powers and Functions

The Corrections Act 2004 sets out the powers and functions of the Minister of Corrections, the Chief Executive and the Inspector of Corrections, as detailed below.

Powers and functions of the Minister

- (1) The Minister has the following powers and functions:
 - (a) declaring land or buildings to be a community work centre or prison
 - (b) approving rates of earnings for prisoners
 - (c) fixing the weekly rate of the cost of detaining prisoners for the purpose of enabling deductions to be made
 - (d) placing notifications in the *Gazette*
 - (e) presenting a copy of the terms of any prison management contract, and of the terms of any variation to a prison management contract, to the House of Representatives
 - (f) any other powers and functions conferred under the Act or regulations made under the Act.
- (2) The Minister may give general directions to the chief executive in relation to the exercise of powers and functions conferred on the chief executive under this Act or any regulations made under the Act.
- (3) Subsection (2) does not authorise the Minister to give directions about the exercise of powers and functions in relation to a particular person.
- (4) As soon as practicable after giving a direction under subsection (2), the Minister must publish in the *Gazette* and present to the House of Representatives a copy of the direction

Powers and functions of the Chief Executive

- (1) The chief executive has the following powers and functions:
 - (a) ensuring that the corrections system operates in accordance with the purposes set out in the Act
 - (b) ensuring the safe custody and welfare of prisoners (other than prisoners detained in Police jails or in institutions that are not corrections prisons)
 - (c) ensuring the welfare of offenders serving a sentence of imprisonment on home detention, or subject to community-based sentences or sentences of home detention or conditions imposed under the Parole Act 2002 or Sentencing Act 2002, during periods while, in the presence of any employee of the department, those offenders carry out their sentences or undergo any supervision forming part of the conditions to which they are subject
 - (d) exercising the powers relating to the temporary release or removal of prisoners
 - (e) visiting and inspecting any prison, community work centre, or probation office and, at his or her discretion, interviewing any person under control or supervision
 - (f) inquiring into the treatment and conduct of persons under control or supervision
 - (g) inquiring into all abuses or alleged abuses within each prison, community work centre, or probation office or in connection with it:
 - (h) inquiring into any complaint made to him or her by a person under control or supervision
 - (i) exercising all or any of the powers and functions of a prison manager:
 - (j) issuing instructions or guidelines

DRAFT FOR DISCUSSION

- (k) ensuring that processes are established and maintained to—
 - (i) identify the communities significantly affected by policies and practices in the corrections system and
 - (ii) provide opportunities for those identified communities to give their views on those policies and practices and
 - (iii) ensure that those views are taken into account
 - (l) any other powers and functions conferred by or under this Act or regulations made under this Act
- (2) The chief executive must consult with the Commissioner of Police, or any person nominated for the purpose by the Commissioner, about the manner in which powers and functions conferred under this Act or any regulations made under this Act on the chief executive are to be exercised in relation to—
- (a) any Police jail; or
 - (b) any prisoner detained in a Police jail.
- (3) The chief executive must comply with any general direction given by the Minister under section 7(2) of the Act

Powers and functions of Inspectors of Corrections

- (1) Inspectors of corrections have the following powers and functions:
- (a) powers and functions relating to complaints, investigations and inspections as defined in the Act
 - (b) visiting and inspecting any prison, community work centre, probation office, or other place (including a dwellinghouse) at which a person under control or supervision is or was detained or required to attend, work, or live, and, at his or her discretion, interviewing any person who is or was under control or supervision
 - (c) examining the treatment and conduct of persons who are or were under control or supervision
 - (d) inquiring into all abuses or alleged abuses relating to the management of the sentence of a person who is or was under control or supervision
 - (e) inquiring into any matter referred to him or her by the chief executive:
 - (f) for the purposes of this section, taking evidence under oath, or otherwise
 - (g) reporting in writing to the chief executive on any of the matters outlined above, or any other matter relating to any prison, community work centre, probation office, or any other place (including a dwellinghouse) at which a person under control or supervision is required to attend, work, or live, as often as he or she sees fit, and whenever he or she is requested to do so by the chief executive:
 - (h) any other powers and functions conferred under this Act or any other enactment.
- (2) Whenever an inspector of corrections reports to the chief executive under subsection (1)(g) about any matter concerning a Police jail or a prisoner detained in a Police jail, the inspector must forward a copy of his or her report to the Commissioner of Police