

PART 3

Sustainable Development Report



PART 3 – SUSTAINABLE DEVELOPMENT REPORT



Sustainable Development Framework

Strategy and Approach	150
Departmental Profile	150
Governance Structure, Relationship Arrangements and Management Systems	154
New Zealand Parole Board	156
Victim Notification System	156
Private Providers and Outsourcing	156
Legislation and Policies	158
Public Reports	159
Performance Indicators and Goals	159



Social Performance

Social Indicators used in this Report	161
Employment	162
Health and Safety	164
Training and Education	165
Diversity and Opportunity	166
Indigenous Rights	169
Community	170
Report under Section 190 of the Corrections Act 2004	172



Environmental Performance

Environmental Indicators used in this Report	176
Energy Consumption	177
Water Consumption	178
Emissions, Effluents and Waste	178
Biodiversity	179



Economic Performance

Economic Indicators used in this Report	180
Key Financial Performance	181
Total Output Expenditure	181
Economic Benefits	181



Reducing Inequalities

External Drivers	182
Theme 2: Improving Responsiveness to Māori	183
Theme 3: Contributing to Reducing Re-Offending	186
Theme 4: Enhancing Capability and Capacity	186
State Services Commission-led Ministerial Review: Race versus Needs	187
2004/05 Expenditure on Reducing Inequalities	187



SUSTAINABLE DEVELOPMENT FRAMEWORK

The Department's sustainable development framework looks at how the Department goes about its business (as opposed to what it does) and measures impacts and progress towards sustainability as an organisation.

The Department continues to progress the development of its sustainable development framework. The full benefit and effectiveness of this framework will occur as it is progressively linked to the Department's decision making and core processes.

The 2002 Sustainability Reporting Guidelines, protocols and sector supplements prepared and issued by the Global Reporting Initiative are being informally applied as the basis for the Department's sustainable development framework for the future. The guidelines provide a list of core and additional social, environmental and economic aspects and indicators that, where relevant to the particular organisation, should be consistently measured and reported.

It is accepted internationally that defining sustainability in terms of three separate elements (social, environmental and economic) can encourage thinking about, and treating, each element in isolation, rather than in an integrated manner. Achieving sustainability requires balancing the relationships of all three elements, something that is better communicated through the use of the term 'sustainable development'. This concept has evolved and a better understanding of the relationships between the core elements and the underlying philosophy exists throughout the international community and the New Zealand public sector.

Notwithstanding the progress to date, sustainable development is still in its early stages within the Department.

The Department's focus therefore remains on:

- identifying relevant social, environmental and economic indicators, and the structure of its framework
- identifying and developing core external sustainable development relationships
- communicating sustainable development and its principles both within and outside of the Department
- developing efficient and effective internal processes to ensure the effective measurement and collation of relevant sustainable development information.

Within this context, this sustainable development report highlights the Department's social, environmental and economic performance for the 2004/05 financial year.

The Department's sustainable development framework will be developed further during the 2005/06 financial year, as detailed in the 2005/06 Statement of Intent. The successes and work carried out to date are a result of the Department's commitment to addressing all potential issues and opportunities for improvement, in conjunction with relevant stakeholders and staff, an approach the Department will carry into the 2005/06 and subsequent financial years.

Sustainable development can be defined as:

*'... development that meets the needs of the present without compromising the ability of future generations to meet their own need...'*³¹

Actions taken by the Department, like any organisation, affect or impact on the environment, the economy and on society. These impacts can be both positive and negative. The Department's sustainable development report is a means by which it can demonstrate its achievements in respect of its own internal performance.

As one of the largest government organisations, the Department maintains a larger (absolute) footprint in social, economic and environmental terms than many other entities. The challenge for the Department is to ensure that its internal operations reduce the adverse effects of that footprint as far as possible and work towards ensuring that the positive effects are emphasised both locally and nationally.

In meeting that challenge, the Department aims to act as a role model and benchmark for other government organisations, with minimum adverse impacts and minimum cost. The Department's methodology for sustainability reporting continues to evolve. The standard of reporting and the tools used will continue to improve as measures and targets are refined and developed, and as stakeholder involvement is increased.

³¹ Department of Prime Minister and Cabinet, *Sustainable Development for New Zealand – Programme of Action* January 2003 p6.

STRATEGY AND APPROACH

The Department's current sustainable development approach centres on the development and implementation of a customised sustainable development framework that contributes to the Department's decision making and core processes.

The Department's strategy includes the identification of relevant social, environmental and economic indicators

against which the Department's sustainable development performance can be measured on an ongoing basis.

This will create the foundation for a more social, environmental and economic organisation positioned to meet government expectations in respect of safer communities by protecting the public and reducing re-offending through people,

performance and quality, and, as a result, have the New Zealand public's trust and confidence.

The Department seeks to contribute towards achieving a sustainable New Zealand, and will promote sustainable development through eco-efficiency, environmental technologies and decision making.

DEPARTMENTAL PROFILE

In order to deliver its outputs effectively, the Department is organised into service delivery functions (the Public Prisons Service, Probation and Offender Services and Corrections Inmate Employment) and support functions (Policy Development Group, Corporate Management Group, Strategic Services Group and Finance Group). The Department's achievements in terms of strategic direction and range of outputs are set out in Part 1 and Part 2 of this annual report respectively. There is a particular focus for the groups and services to work together in a cohesive manner across the organisation to improve overall performance. For service delivery, this focus is enhanced by Regional Management Committees that are responsible for ensuring that operational management and service delivery are fully integrated.

Services

The **Public Prisons Service** is responsible for the safe, secure and humane containment of sentenced and remand prisoners. Sentenced prisoners are those imprisoned following conviction. Remand prisoners are those who have been charged with an offence and are being held in custody pending plea, trial or sentencing.

The Service is also responsible for managing the sentences of each sentenced prisoner, including prisoner rehabilitation and reintegration needs. The Public Prisons Service operates 20 prisons throughout the country's five

prison service regions. Each Public Prisons Service region is run by a regional manager who is accountable to the General Manager Public Prisons Service.

Probation and Offender Services incorporates the Community Probation Service, the Psychological Service and Intervention Services.

- The **Community Probation Service** provides information and reports to judges (to assist them when sentencing offenders) and provides information to prison management and the New Zealand Parole Board. The Service manages community-based sentences and orders including supervision, community work, parole, home detention, and release from prison on conditions. During the year, the Service also began the management of extended supervision orders in accordance with the Parole (Extended Supervision) Amendment Act 2004. The Service contracts with community providers for community-based rehabilitative and reintegrative programmes for offenders.
- The **Psychological Service** provides specialist clinical treatment and assessment advice for offenders, and training and education for departmental staff and community groups. The Service provides specialist pre-assessment reports to courts and detailed psychological reports, including assessments of

risk, to the New Zealand Parole Board. The Service undertakes research and is responsible for monitoring the integrity of assessments and programmes delivered within the Department.

- **Intervention Services** has been operational from 1 July 2004 and provides programmes to offenders serving prison terms and those on community-based sentences or orders. The Service manages the Department's programme delivery requirements for Straight Thinking and some criminogenic programmes, and provides training to prison and probation staff on criminogenic needs assessment tools. Intervention Services' facilitators work closely with staff managing sentences in other Services.

Facilities

The Department currently operates 20 Public Prisons Service institutions, including the Northland Region Corrections Facility. The Department is currently progressing the full commissioning of this facility. Management of the Auckland Central Remand Prison transferred from GEO Group Australia Pty Limited to the Public Prisons Service on 12 July 2005.

In addition, three new corrections facilities, in Auckland, Otago and Waikato, will be under construction in the 2005/06 financial year. Construction of the Auckland Region

Women's Corrections Facility is scheduled to be completed early in the 2006/07 financial year, with commissioning of this facility to commence by the end of the second quarter. Further construction at five existing facilities will provide additional accommodation of 493 beds, including the relocation of Ohura Prison to the new unit at Tongariro/Rangipo Prison.

The Department operates six special treatment units located in prisons:

- two sex offender treatment units
- three drug and alcohol treatment units
- one violent offender treatment unit.

There are also 16 prison units with a specific focus:

- five Māori Focus Units
- five Self-care Units
- five Young Offenders Units
- one Faith-based Unit.

The Department's Community Probation Service operates from 139 locations, there are eight Psychological Service offices, and Intervention Services operates from eight locations nationwide. Service delivery locations are shown on pages 152-3

Groups

The **Policy Development Group** provides policy advice, strategic and trend analysis, develops correctional policy, contributes to legislative reviews and coordinates policy with other government agencies. The Group comprises the following units:

- The *Strategic Analysis Unit* provides analysis of forecasts and trends, manages the Department's research and evaluation work programme, and controls the Department's externally reported outcome measures.
- The *Māori and Pacific Policy Unit* provides strategic and operational advice designed to improve outcomes for Māori and Pacific peoples.
- The *Treaty Relationships Unit* works to support the development and ongoing management of the Department's Treaty relationships with Māori.
- The *Strategic and Legislative Policy Unit* provides advice on externally driven policy, and input on any

legislative development impacting on the Department.

- The *Operational Policy Unit* is responsible for ongoing development of the Department's key operational business processes.

The **Corporate Management Group** provides a range of services and advice to the Department. The Group comprises the following units:

- *Information and Technology* is responsible for the development and ongoing implementation of the Department's information technology strategy, business critical applications and the implementation of the Department's knowledge management strategy.
- *Planning, Standards and Monitoring* is responsible for the Department's strategic and business planning and reporting processes, contract management with key external providers, provision of national systems, service descriptions and specifications for core corrections services, compliance monitoring, and international benchmarking activities.
- *Corporate Support Services* is responsible for the provision of project management, matrix management and reporting, administration of statutory delegations, authorisations and appointments, facilities and services delivery monitoring, victim support services, legal services and support services delivered within the Department's Head Office.

Corporate Management also provides administrative support and training services for the New Zealand Parole Board.

The **Strategic Services Group** provides specialist advice and services to assist with the management of the Department and provides assurance to the Chief Executive. The Group comprises the following units:

- *Human Resources* is responsible for the development of department-wide human resource management strategy.
- The *Communications Unit* is responsible for providing advice on communications strategy, media management, projects and publications.

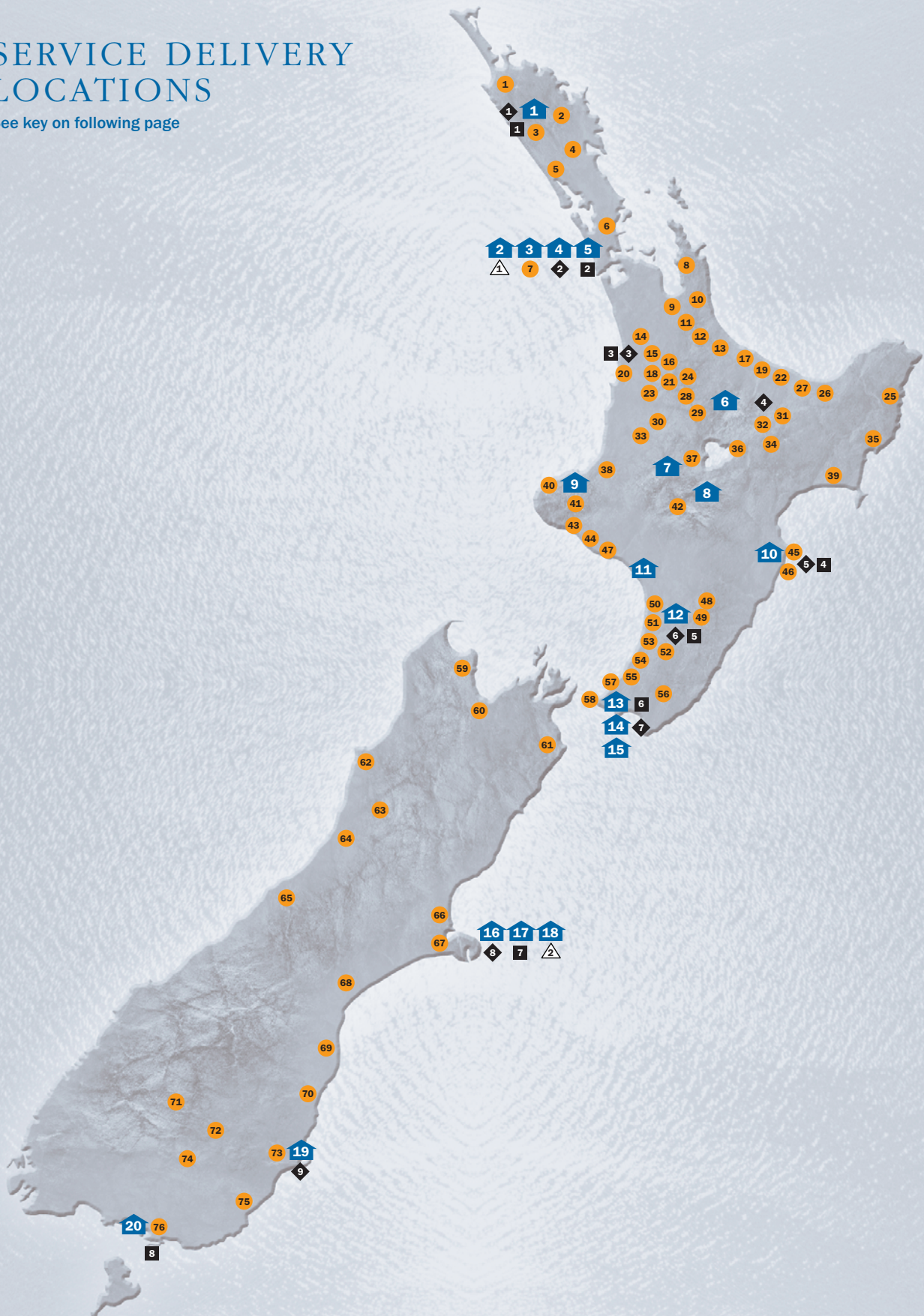
- *Internal Audit* provides assurances on key statutory accountabilities and the operation of the Department's risk management framework. Its services include operational audits, security and custodial audits, financial audits, IT audits, special investigations, quality assurance and advisory reports. It also supports groups and services to implement risk management practices and robust self-review mechanisms. The Director Internal Audit is part of the Strategic Services Group but also reports directly to the Chief Executive.
- The *Prison Inspectorate* reports directly to the Chief Executive on matters that affect the fair, safe, secure and humane treatment of offenders and the maintenance of the integrity of sentences imposed by the courts.

The **Finance Group** provides a range of financial and property advice and support services to the Department. The Group comprises the following:

- *Corporate Financial Services* provides accounting and payroll services, the management of the budget process and the Department's interface with the Treasury.
- *Corrections Inmate Employment* manages prisoner employment in prisons throughout New Zealand. Prisoners work and receive training under the supervision of instructors, in areas such as joinery, catering, farming and forestry.
- *Assets and Property* manages the Department's land and buildings, which has a current gross book value of approximately \$880 million. It also determines the suitability of new sites on which to construct prison facilities, and the expansion of existing facilities. Construction underway to deliver additional beds for offenders is budgeted to be \$130 million for the 2005/06 financial year.
- The *Regional Prisons Development Project* works towards the design, construction and commissioning of new facilities once prison sites are acquired. This includes the planned new prisons in Otago, Auckland and the Waikato.

SERVICE DELIVERY LOCATIONS

See key on following page



KEY



PUBLIC PRISONS SERVICE

Northern Region

- 1 Northland Region Corrections Facility*
- 2 Auckland Prison
- 3 Mt Eden Prison
- 4 Mt Eden Women's Prison
- 5 Auckland Central Remand Prison†

Waikato/Central Region

- 6 Waikeria Prison
- 7 Ohura Prison
- 8 Tongariro/Rangipo Prison

Midland Region

- 9 New Plymouth Prison
- 10 Hawkes Bay Regional Prison
- 11 Wanganui Prison
- 12 Manawatu Prison

* operational in third quarter of 2004/05

† Managed by the Public Prisons Service from 13 July 2005

Wellington Region

- 13 Rimutaka Prison
- 14 Arohata Women's Prison
- 15 Wellington Prison

Southern Region

- 16 Christchurch Prison
- 17 Christchurch Women's Prison
- 18 Rolleston Prison
- 19 Dunedin Prison
- 20 Invercargill Prison

CORRECTIONS INMATE EMPLOYMENT

Corrections Inmate Employment (CIE) operates at each of the prisons.

PUBLIC PRISONS SERVICE REGIONS



PROBATION AND OFFENDER SERVICES



COMMUNITY PROBATION SERVICES

CPS sites comprise either:

- Probation Offices
- Community Work Centres
- Reporting Centres
- Area/Regional Offices

Northern Region

- 1 Kaitiaki
- 2 Kerikeri
- 3 Kaikohe
- 4 Whangarei (3 sites)
- 5 Dargaville
- 6 Warkworth
- 7 Auckland (24 sites)

Central Region

- 8 Coromandel
- 9 Thames
- 10 Waihi
- 11 Paeroa
- 12 Te Aroha (2 sites)
- 13 Katikati
- 14 Huntly
- 15 Ngaruawahia
- 16 Morrinsville (2 sites)
- 17 Tauranga (2 sites)
- 18 Hamilton (6 sites)
- 19 Mt Manganui
- 20 Raglan
- 21 Cambridge
- 22 Te Puke
- 23 Te Awamutu
- 24 Tokoroa
- 25 Ruatoria
- 26 Opotiki
- 27 Whakatane
- 28 Putaruru
- 29 Mangakino
- 30 Otorohanga
- 31 Kawerau
- 32 Rotorua (3 sites)
- 33 Te Kuiti
- 34 Murupara
- 35 Gisborne
- 36 Taupo
- 37 Taumarunui (3 sites)
- 38 Waitara

- 39 Wairoa
- 40 New Plymouth
- 41 Stratford
- 42 Turangi
- 43 Opunake
- 44 Hawera
- 45 Hastings
- 46 Napier (2 sites)
- 47 Wanganui (2 sites)
- 48 Waipukurau
- 49 Dannevirke
- 50 Fielding
- 51 Palmerston North (2 sites)
- 52 Pahiatua
- 53 Foxton
- 54 Levin
- 55 Otaki

Southern Region

- 56 Masterton
- 57 Paraparaumu
- 58 Wellington (11 sites)
- 59 Motueka
- 60 Nelson
- 61 Blenheim (2 sites)
- 62 Westport
- 63 Reefton
- 64 Greymouth
- 65 Hokitika
- 66 Rangiora
- 67 Christchurch (9 sites)
- 68 Ashburton
- 69 Timaru
- 70 Oamaru (2 sites)
- 71 Queenstown
- 72 Alexandra
- 73 Dunedin (4 sites)
- 74 Gore
- 75 Balclutha
- 76 Invercargill

COMMUNITY PROBATION SERVICE AND INTERVENTION SERVICES REGIONS



INTERVENTION SERVICES

Northern Region

- 1 Kaikohe Office
- 2 Auckland Regional Office

Central Region

- 3 Hamilton Regional Offices (2 sites)
- 4 Napier Regional Office
- 5 Palmerston North Regional Office

Southern Region

- 6 Lower Hutt Regional Office
- 7 Christchurch Regional Office
- 8 Invercargill Regional Office



REDUCING YOUTH OFFENDING PROGRAMME

This programme is run in conjunction with Child, Youth and Family

- 1 Auckland
- 2 Christchurch



PSYCHOLOGICAL SERVICE

Northern Region

- 1 Kaikohe Office
- 2 Auckland (2 sites)
- 3 Hamilton Office
- 4 Rotorua Office
- 5 Hawkes Bay Office
- 6 Palmerston North Office

Southern Region

- 7 Wellington (2 sites)
- 8 Christchurch (2 sites)
- 9 Dunedin Office

PSYCHOLOGICAL SERVICE REGIONS



GOVERNANCE STRUCTURE, RELATIONSHIP ARRANGEMENTS AND MANAGEMENT SYSTEMS

In addition to the groups and services, the Department's governance structure includes a number of management teams, committees and advisory groups as follows.

Senior Management Team

The Department's Senior Management Team comprises the Chief Executive and the General Manager of each of the groups and services, including the Chief Financial Officer. The General Managers and the Chief Financial Officer provide support to the Chief Executive on matters of strategic direction, risk management, staff capability, communications, resourcing and relationship management.



Barry Matthews
Chief Executive

Phil McCarthy
General Manager
Public Prisons
Service

Katrina Casey
General Manager
Probation and
Offender Services

Bob Calland
General Manager
Corporate
Management

Mike Martelli
General Manager
Strategic Services

John Ryan
Chief Financial
Officer

Jane von Dadelszen
General Manager
Policy Development

The aim of the Senior Management Team is to:

- establish and implement the strategic business planning framework
- establish, distil and promote the organisation's values, principles, goals and objectives
- serve as the central forum for discussion of and decision on the Department's public policy issues and internal organisational policies, practices and systems
- review existing and proposed changes to output delivery and mix including consideration of the related operational practices and standards with a view to ensuring the effective accomplishment of strategic goals
- serve as an information exchange enabling members to better perform their individual roles and manage external communications issues
- provide advice and support to the Chief Executive.

Regional Management Committees

Regional Management Committees were established to support the Department's outcomes by maintaining continued attention to operational

management, integration across service delivery entities, and managing relationships with local communities and stakeholders including Māori and Pacific peoples. There are three Regional Management Committees, comprising the respective regional managers of each Public Prisons Service, Community Probation Service and Psychological Service region and senior representatives from Corrections Inmate Employment and Intervention Services. The committees have four key roles:

- ensure safe, effective and culturally appropriate management of 'whole of Department' service delivery in the region
- ensure that operational management and service delivery are more integrated on the boundary and interface areas across delivery entities
- demonstrate ongoing ownership of the implementation of the Department's Māori Strategic Plan, and its key principles of responsiveness, effectiveness and partnership
- demonstrate ongoing ownership of the implementation of the Department's Pacific Strategy.

Working within the framework of the Regional Management Committees are Regional Operating Groups that support the integration of the regional approach to operational management across the Department's service delivery entities.

Assurance Board

The Assurance Board assists the Chief Executive to ensure that the Department's risk management framework is operating effectively. In particular, that:

- internal control and quality assurance environments are robust and enhanced where necessary
- operational, legal, financial, information technology, human resources management and security systems' risks are identified and managed
- management of the offender environment is maintained, with issues appropriately addressed when they arise.

The Board, which meets bi-monthly, maintains professional oversight of the operation of the Department's internal audit and inspectorate functions. Formal departmental reporting on risk

management is provided to the Assurance Board, which also reviews progress in key risk areas through reports from internal audit, the inspectorate and departmental management.

The Board is chaired by the Chief Executive and includes five external members.

Chief Executive's Māori Advisory Group

The Chief Executive's Māori Advisory Group provides direct advice and feedback to the Chief Executive on strategic, policy and operational issues that affect Māori communities.

The Group is chaired by the Chief Executive and includes six external members.

The Māori Advisory Group supports the development of initiatives that meet the Department's aim to be more responsive to Māori. Its work contributes to the second theme of the Department's Strategic Business Plan, "Improving Responsiveness to Māori", and, in particular, the Department's Māori Strategic Plan.

Chief Executive's Pacific Advisory Group

The Chief Executive's Pacific Advisory Group provides direct advice and feedback to the Chief Executive on strategic, policy and operational issues that affect Pacific communities, offenders and staff.

The Group represents an important connection with the Pacific community, and assists the Department to become more responsive to Pacific peoples' needs, with a focus on reducing re-offending by Pacific offenders, within the context of the Department's Pacific Strategy.

The Group is chaired by the Chief Executive and includes five external members.

Inmate Employment Advisory Committee

The Inmate Employment Advisory Committee advises the Chief Executive on:

- implementation of prisoner employment policy
- external and internal operational targets and financial performance
- identification and management of risks arising from the Department's prisoner employment activities.

The Board is currently chaired by the Department's Chief Financial Officer and includes external representation, the Chief Executive and other departmental representatives.

Interagency Agreements

The Department of Corrections has in place a number of agreements with other government departments and agencies to assist with achieving its goals of protecting the public and reducing re-offending.

The purpose of these agreements is to create an environment of cooperation to facilitate a sharing of information and provide free-flowing access to the services each department and agency can provide.

The Department currently has in place agreements with the following agencies:

- Ministry of Justice
- New Zealand Police
- Child, Youth and Family
- Ministry of Health
- Inland Revenue Department
- Department of Building and Housing
- Housing New Zealand Corporation
- Career Services
- New Zealand Parole Board
- Ministry of Social Development
- Accident Compensation Corporation
- Office of the Ombudsmen

- Department of Labour.

During the 2004/05 financial year, the Department continued to develop the framework and mechanisms to ensure strong collaborative relationships with other agencies (including government departments) at a national and local level.

Intersectoral Committees

The Department is represented on a large number of local, regional and national intersectoral committees that have been established to contribute towards achievement of one of the Government's key goals, to 'reduce inequalities in health, education, employment and housing'. The purpose of these committees is to facilitate achievement of this goal through intersectoral cooperation and participation in the wider community.

Committees on which the Department is represented throughout the country include:

- Strengthening Families
- Safer Community Councils
- Violence Prevention Network
- Family Violence Funding Circuit Breaker
- Child Welfare Liaison
- Restorative Justice Committees
- Reducing Inequalities Officials Committee
- Reducing Youth Offending
- Regional Forensic Advisory Committee
- Regional Intersectoral Fora
- Pacific Island Capacity Building Project
- Social Equity Pacific Senior Officials Group
- Pacific Crime Reduction Strategy Project Advisory Group
- Inter-agency Committee on Drugs
- National Drug Policy Steering Group.

NEW ZEALAND PAROLE BOARD

The New Zealand Parole Board is an independent statutory body established under section 108 of the Parole Act 2002 to perform various functions, primarily in relation to the release from detention of offenders serving sentences of imprisonment of more than two years and to consider offenders for home detention. The New Zealand Parole Board publishes its own annual report that can be viewed at www.paroleboard.govt.nz. The Department provides administrative, financial and secretariat services to the New Zealand Parole Board.

VICTIM NOTIFICATION SYSTEM

The Victim Notification System was set up in 1987 as a result of the Victims of Offences Act 1987. The objective of the system is to provide registered victims of certain offences with notice or advice about prisoners in prison or offenders on home detention or parole. The Victims' Rights Act 2002 has extended this to include offenders held by district health board mental health services.

Section 29 of the Victims' Rights Act 2002 sets out the eligibility criteria for a victim of an offence to receive notice or advice. The right to receive this information applies if the offence is:

- one of sexual violation or other serious assault; or
- one that resulted in the serious injury to a person, in the death of a person, or in a person being incapable; or
- one of another kind that has led to the victim having ongoing fears on reasonable grounds for their physical safety or security, or, the physical safety or security of members of their immediate family.

The Police receive and verify that applications fulfil the eligibility criteria. The Department records victim and offender information, on a database and sends a confirmation letter to the victim. The victim also receives a fact sheet describing the notification processes. The Department notifies registered victims of information, such

as the escape or death in custody of offenders, release to work, temporary releases and impending release dates.

The New Zealand Parole Board is responsible under the Parole Act 2002 for notifying registered victims of impending parole hearings and the victim's right to make submissions to the Board. Victims are also entitled to information about a prisoner's sentence (including any programmes they have undertaken and completed, and their security classification) to help them prepare their submission.

More information on the Victim Notification System is available on the Department's website.

PRIVATE PROVIDERS AND OUTSOURCING

Escort and Courtroom Custodial Services

During the year, Chubb New Zealand Limited carried out 32,633 prisoner escort and 8,792 court custody tasks in Northland and Auckland under a new contract with the Department, which commenced on 1 July 2004.

Auckland Central Remand Prison

The management of the Auckland Central Remand Prison transferred from GEO Group New Zealand Pty Limited to the Public Prisons Service on 12 July 2005. The standard prison population at Auckland Central Remand Prison is 277 general population prisoners

and 22 special needs prisoners. The prison also has 82 beds provided for disaster recovery, used during 2004/05 to manage over forecast prisoner numbers.

Home Detention

Home detention allows eligible offenders to serve their sentences outside prison under electronic and physical surveillance, and under supervision by Probation Officers from the Community Probation Service. Chubb New Zealand Limited provides electronic monitoring and manual surveillance services to the Department relating to offenders who

are serving a home detention order throughout New Zealand under a new contract with the Department, which commenced on 1 December 2004. During the year, 1,515 offenders commenced a home detention order.

External Providers of Programmes for Offenders

The Department contracted with a number of external providers for the provision of rehabilitative, motivational, educational and reintegrative programmes during the 2004/05 financial year.

Public Prisons Service

Rehabilitative

To assist in the rehabilitation of offenders, the Public Prisons Service has entered into external contracts for the delivery of drug and alcohol and Māori therapeutic programmes. Care New Zealand has been contracted for in-house delivery of alcohol and drug treatment programmes at Waikeria and Arohata Prisons for the period through to 30 June 2005. Local Māori providers were contracted to deliver therapeutic programmes at two of the five Māori Focus Units with a further three providers to be appointed in the first quarter of 2005/06. These programmes are designed to address the key specific cultural criminogenic needs of Māori within a culturally effective context.

Motivational

The Public Prisons Service has contracted with two national providers and one regional provider for the delivery of Tikanga Māori programmes in the men's prisons for the period through to 30 June 2006. Local Māori providers were also contracted to deliver Tikanga programmes in the Young Offenders Units and in two of the female prisons. The Public Prisons Service has also introduced Christian-based programmes that are delivered in the Faith-based Unit at Rimutaka Prison by the Prison Fellowship of New Zealand.

Educational

The Public Prisons Service provides the following educational services to sentenced prisoners:

- basic literacy and numeracy
- unit standards to attain the National Certificate in Employment Skills (NCES) qualification
- secondary education (the National Certificate in Educational Achievement (NCEA))
- English as a second language (ESOL)
- vocational training.

The Public Prisons Service has contracted with five regional providers for the delivery of NCES for the period through to 30 June 2006. For literacy

and numeracy, secondary education and ESOL, the delivery of learning material is through a national provider, while offenders are supported through the process by locally contracted tutors. Local providers are contracted for the delivery of vocational training (computer skills and driver licences).

Reintegrative Services

The Public Prisons Service has contracted two external providers to deliver living, parenting and budgeting skills programmes throughout the prison sites. In addition, external providers have been contracted to deliver a tattoo removal programme at Auckland and Waikeria Prisons and a restorative justice programme where prisoners are encouraged to confront their offending and to restore the damage done to victims.

Providers contracted by the Department include:

- Care New Zealand – alcohol and drug programmes
- Mahi Tahi Trust – Tikanga Māori programmes
- MH Wananga Trust – Tikanga Māori programmes
- Aotea Associated Consultants – Tikanga Māori programmes
- Prison Fellowship of New Zealand
 - Faith-based Unit programme
 - restorative justice programme
- Workforce Consultants – NCES
- Literacy Aotearoa – NCES
- Dunedin Methodist Mission – NCES
- Southland YMCA Education Limited – NCES
- Literacy Training Limited
 - NCES
 - living and budgeting skills
- Correspondence School of New Zealand
 - literacy and numeracy
 - ESOL
- Relationship Services – parenting skills

- Mangere Health Centre – tattoo removal
- Rou Rou Consultants – Māori therapeutic programmes
- Te Korowai Aroha O Tupoho – Māori therapeutic programmes
- Te Rapu Ora – Māori therapeutic programmes
- Aotea Associated Consultants – Māori therapeutic programmes
- Hine Wirangi Kohe-Morgan – Womens Tikanga Māori programme
- Prison Chaplaincy Services, Aotearoa New Zealand – chaplaincy services
- Arts Access Aotearoa – arts programmes.

Community Probation Service

The Community Probation Service contracted with a number of providers for the provision of both residential and non-residential programmes during the 2004/05 financial year. All community-based Tikanga Māori programmes are delivered via contracts with Māori providers. Non-residential programmes purchased included domestic violence prevention, sex offender treatment, and some alcohol and drug treatment programmes. The Department continued to contract with three community residential centres for the provision of residential programmes:

- Te Ihi Tu Trust in New Plymouth, which delivers a Kaupapa Māori programme addressing issues relating to offending on an individual case management basis.
- Salisbury Street Foundation in Christchurch, which focuses on men who have a long history of offending and imprisonment.
- Montgomery House in Hamilton, which provides programmes for men who repeatedly commit serious violent offences.

In addition, the Community Probation Service contracted with providers of reintegrative support services to conduct the Te Hokinga Mai programme in Auckland and Christchurch.

New Zealand Prisoners' Aid and Rehabilitation Society (NZPARS)

NZPARS operates under a primary contract with the Department of Corrections to contribute to a reduction in re-offending by assisting offenders (and their family/whanau) to address practical problems as they reintegrate back into the community or home detention following their release from prison. Specifically, NZPARS assists

offenders to address the following reintegrative needs:

- obtaining employment
- managing finances
- managing relationship issues
- developing pro-social community support
- acquiring accommodation
- assisting to prevent victim-related problems

- assisting with post-release health care continuity.

In addition, the Auckland Prisoners' Aid and Rehabilitation Society has been contracted to provide a pilot scheme for supported accommodation, providing housing assistance for recently released prisoners in the Auckland area.

LEGISLATION AND POLICIES

The Department operates within a strong compliance environment, governed by legislation, regulations, contracts and delegations. Key pieces of legislation include:

- The *Corrections Act 2004* (with the Corrections Regulations 2005), which was implemented on 1 June 2005 provides the legal framework for the management and operation of prisons and prisoners, and replaced the Penal Institutions Act 1954 (and the Penal Institution Regulations 2000). The Department of Corrections administers the Corrections Act. The new Act introduces reforms that reflect modern conditions and approaches to how the Department manages offenders. It is also in line with other recent criminal justice reforms. It emphasises that public safety is of central importance and that the Department has to consider victims' interests when managing offenders.
- *Corrections Regulations 2005*. Comprehensive regulations are required to give full effect to the Corrections Act 2004. While the Act contains matters of principle and a policy framework for the corrections system, the regulations provide for matters of detail and implementation. The Corrections Regulations 2005 were enacted on 7 March 2005. The commencement date was 1 June 2005, the same date as for the Corrections Act 2004. The new

Regulations are made pursuant to the Corrections Act and replace the Penal Institutions Regulations 2000.

- The *Sentencing Act 2002* (and associated regulations) was implemented on 30 June 2002 and together with the Parole Act 2002, largely replaces the Criminal Justice Act 1985. The Department of Corrections and the Ministry of Justice jointly administer this Act.
- The *Parole Act 2002* (and associated regulations) was implemented on 30 June 2002 and, together with the Sentencing Act 2002, largely replaces the Criminal Justice Act 1985. Most of the provisions relating to home detention are contained in the Parole Act. The Department of Corrections and the Ministry of Justice jointly administer this Act.

The Department's social, environmental and economic issues are governed by legal obligations and through organisational strategies and policies. The Department manages its social issues through the *Strategic Business Plan 2003–2008* and its accompanying companion strategies. In relation to social issues, the Department is regulated by many Acts, including the:

- New Zealand Bill of Rights Act 1990
- Children, Young Persons, and Their Families Act 1989
- Employment Relations Act 2000

- State Sector Act 1998
- Treaty of Waitangi Act 1975
- Victims' Rights Act 2002
- Health and Safety in Employment Act 1992.

The Department is working towards the development of a national environmental strategy, which is designed to integrate environmental management into daily operations. On environmental issues, the Department conducts business in compliance with the:

- Environment Act 1986
- Resource Management Act 1991
- Local Government Act 2002
- Ozone Layer Protection Act 1996
- Building Act 2004
- Hazardous Substances and New Organisms Act 1996
- Health Act 1956
- Biosecurity Act 1993
- Energy Efficiency and Conservation Act 2000.

The Department's financial management arrangements incorporate the economic aspects of sustainable development reporting. These aspects include accountability under the Public Finance Act 1989 and the Department's Risk Management Framework on financial and governance issues.

PUBLIC REPORTS

The following reports were produced during the year and are available from the Department of Corrections Information Centre.

- *Annual Report 2003/04* – An annual report for the year 2003/04 is required under the Public Finance Act 1989.
- *Statement of Intent 2005/06* – A statement of corporate intent for the year 2005/06 is required under the Public Finance Act 1989.

- *Integrated Offender Management System Review*. The independent review of the Integrated Offender Management System was carried out as part of the Department's Output Pricing Review. The objective of the review was to define the future direction of the IOMS system from 2004 through to 2012.
- *New Zealand high-risk offenders: Who are they and what are the issues in their management and treatment?* A year-long study into

New Zealand's highest-risk offenders was released in July 2004. The report involved 149 prisoners from Waikeria Prison and seeks insight into offenders predicted to re-offend seriously.

- *Strategy to Reduce Drug and Alcohol Use by Offenders 2005–2008*. The strategy, released in September 2004, aims to reduce re-offending by reducing offender drug use in prison and post release.

PERFORMANCE INDICATORS AND GOALS

This report highlights performance against the targets and goals for sustainable development set out in the Department's 2004/05 Statement of Intent. Many of these indicators are drawn from relevant social, environmental and economic indicators included in the 2002 Global Reporting Initiative *Sustainability Reporting Guidelines*.

Statistics New Zealand, in its draft report *Monitoring Progress Towards a Sustainable New Zealand*, has proposed a range of indicators to measure sustainable development progress from a New Zealand public sector perspective. The key difference with these indicators is the identification of a separate cultural dimension distinct from the social

dimension. These indicators, however, remain at a developmental stage and it is envisaged that the Department's sustainable development framework will reflect these indicators once approved and adopted by government.



SOCIAL PERFORMANCE

The measurement of social performance is a substantial element of the Department's sustainable development framework, in light of its contribution to the justice sector outcome of safer communities by focusing on the two departmental outcomes of protecting the public and reducing re-offending.

The following broad indicators play an important role in the success of this particular core social outcome, and are referred to throughout this sustainable development report:

- the employment and retention of skilled employees
- ensuring the health and safety of employees, prisoners and visitors
- maintaining an awareness of, and catering for the diverse cultural needs, experiences and attitudes of employees, offenders, families/whanau and community support groups
- maintaining commitment towards equal employment opportunities within the Department
- the provision of training and education programmes for employees and prisoners
- working with communities to manage the Department's impact on communities effectively.

Summary of Performance within the Social Dimension

- Health and safety programmes have delivered a reduction in the cost of workplace injuries and work-related incidents during 2004/05.
- The Public Prisons Service has delivered 22,000 tutor hours for NCES programmes.
- Over 30,000 unit standards have been completed and 3,654 externally recognised qualifications gained.
- Females represented 36 percent of all of the Department's employees.
- Community work projects involved over 2 million hours of work by offenders.
- During the year, 3,218 formal complaints were addressed by the Prison Inspectorate.

SOCIAL INDICATORS USED IN THIS REPORT

Social Performance

The following table illustrates the categories, aspects and indicators of the social dimension included within this sustainable development report.

TABLE 15: SOCIAL PERFORMANCE INDICATORS

Category	Aspect	Indicator
Labour practices and decent work	Employment	Full-time equivalent employees by service or group
		Full-time equivalent employees by service and region
		Employee service and turnover
	Health and Safety	Health and safety committees
		Safe, secure and humane containment of prisoners
		Management of incidents
	Training and Education	Employees
		Offenders
	Diversity and Opportunity	Reducing inequalities
		Total employees by gender
		Total employees by ethnicity
		Senior management and corporate governance bodies by gender and ethnicity
		Equal employment opportunities
Human Rights	Indigenous Rights	Relationships with Māori
		Key themes
Society	Community	Departmental links with the community
		Community work projects
		Breakout escapes
		Corrections Act compliance

EMPLOYMENT



The Department's ability to manage its human resources capability and capacity is critical to the achievement of its strategies as detailed within the *Strategic Business Plan 2003–2008* and as supported by the *Human Resources Management Operational Strategy 2003–2008*. This issue is particularly relevant given the recent opening of the Northland Region Corrections Facility and the need for the Department to develop manager and staff capacity in readiness for the commissioning and opening of the new facilities under construction.

The Department continues to focus on enhancing the capacity and capability of its people. Departmental managers

and staff have many strengths that have enabled the organisation's rapid progress since its establishment in 1995. These have also positioned the Department well when compared with its international benchmark corrections jurisdictions. Further investment has been made available through the Output Pricing Review to ensure that the Department continues to attract and retain the calibre of employees in all, and especially, key roles during the 2004/05 financial year. This involved:

- building management and staff capability for the future (especially in readiness for the opening of new prisons)
- addressing specific recruitment and retention issues
- providing more effective support for managers
- further developing manager competence.

The initiatives to address capability and capacity are contained within the Department's *Human Resources*

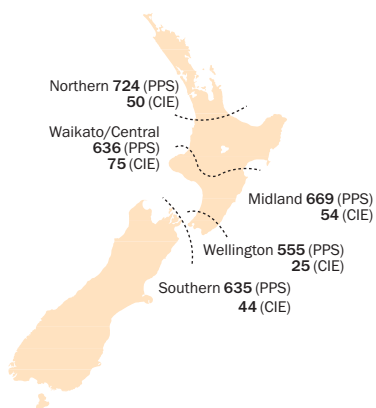
Management Operational Strategy 2003–2008 and the *2005/06 Statement of Intent*. Several of these initiatives, including equal employment opportunities, reducing inequalities, enhancing the Department's responsiveness to cultural diversity, health and safety and recruitment and retention are discussed further in this report. The Department has continued to make good progress towards achieving these initiatives during the 2004/05 financial year and will continue to address the outstanding initiatives during the remaining three years of the Strategic Business Plan.

Full-time Equivalent Employees by Service and Region

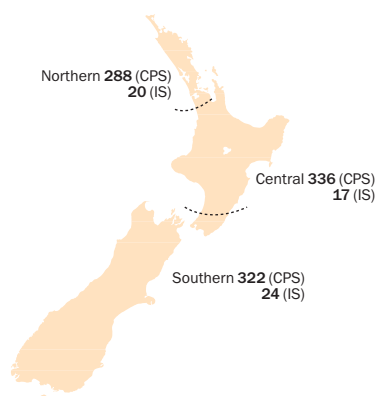
Of the 5,110 full-time equivalent (FTE) employees, 4,580 were employed nationally within the Department's Services as illustrated in Figure 20 below.

FIGURE 20: FULL-TIME EQUIVALENT EMPLOYEES BY SERVICE AND REGION

PUBLIC PRISONS SERVICE AND CORRECTIONS INMATE EMPLOYMENT



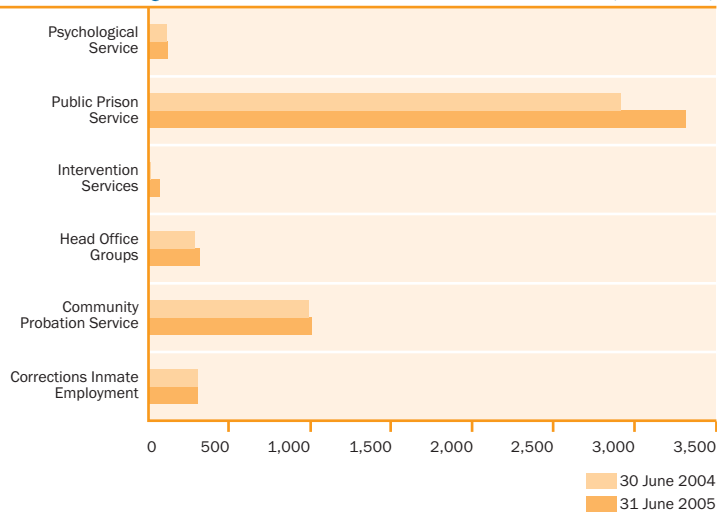
COMMUNITY PROBATION SERVICE AND INTERVENTION SERVICES



PSYCHOLOGICAL SERVICE



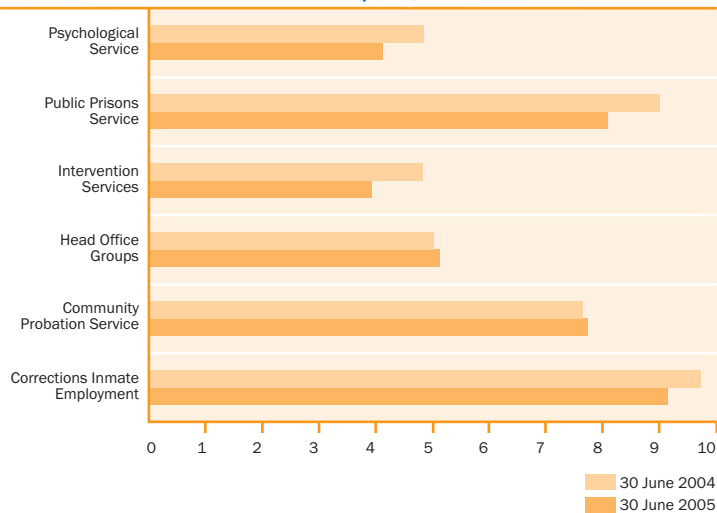
FIGURE 21: FULL-TIME EQUIVALENT EMPLOYEES BY SERVICE OR GROUP (thousands)



Full-time Equivalent Employees by Group or Service

The number of full-time equivalent employees (FTE) in the Department increased during the 2004/05 financial year by 500, from 4,610 to 5,110. Figure 21 illustrates the FTE employees by Service or Group.

FIGURE 22: AVERAGE LENGTH OF SERVICE (years)

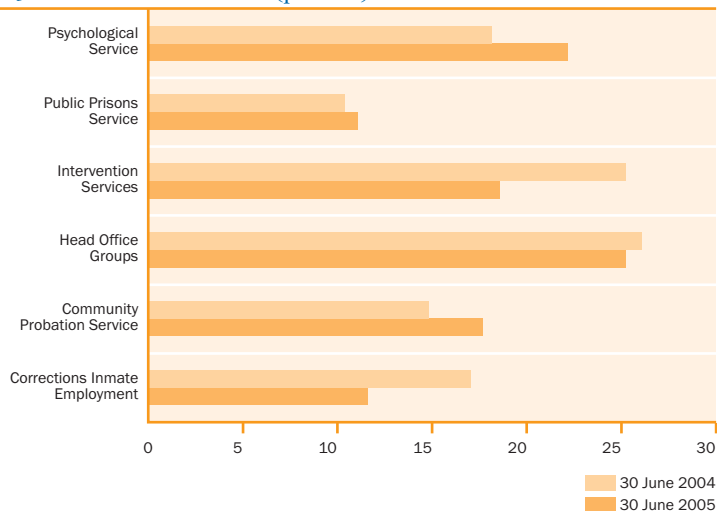


Employee Service and Turnover

Figure 22 illustrates little significant movement in the average length of service across the Department's Groups and Services in the 2004/05 financial year when compared with the previous financial year.

Overall gross turnover within the Department has increased from 12.98 percent at 30 June 2004 to 13.69 percent for the year to 30 June 2005. Figure 23 demonstrates an increase in the turnover percentage within the Psychological Service and the Community Probation Service, while the decreased turnover in Corrections Inmate Employment reflects the conclusion of the restructuring within that Service. Although Intervention Services turnover appears high, the total number of staff and the actual turnover (in numbers) were very small. High turnover within Head Office groups also remains a concern.

FIGURE 23: EMPLOYEE TURNOVER (percent)



HEALTH AND SAFETY



As part of protecting the public, the Department provides a safe, healthy and secure environment for employees, contractors, volunteers, offenders and visitors. The Department maintains compliance with health and safety legislation, occupational health and safety requirements and the requirements of the ACC Partnership Programme. The Department has continued to make improvements to its health and safety programmes and has delivered a reduction in the cost of workplace injuries and work-related incidents during the 2004/05 financial year.

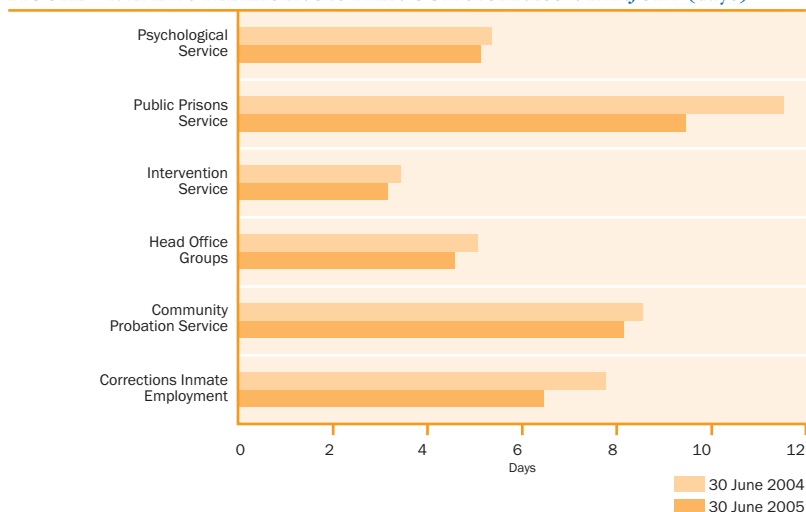
Figure 24 illustrates the number of absences from work through sickness or injury for full-time equivalent employees as at 30 June 2005 compared with the previous financial year.

Health and Safety Committees

Local health and safety committees are a requirement under departmental policy and procedures relating to hazard management, and the Department's entire workforce is covered by joint health and safety committees. The purpose of each of the health and safety committees is to:

- identify and document hazards
- maintain a register of hazards
- prioritise hazards for the level of harm possible and the probability of harm occurring
- identify whether a hazard should be eliminated, isolated, or minimised
- identify control procedures for hazards to be isolated or minimised
- recommend actions to the relevant manager

FIGURE 24: EMPLOYEE ABSENCES THROUGH SICKNESS OR INJURY (days)



- draft and monitor hazard management plans
- provide information to staff on hazards.

The local health and safety committees consist of up to 10 people and represent the cultural and gender background of the Department. All staff are encouraged to communicate any concerns about health and safety to the relevant manager and local health and safety committee. Local health and safety committees meet regularly every six to eight weeks. They ensure that site inspections are conducted on a regular basis to identify new or existing hazards and act accordingly to eliminate, isolate or minimise each hazard. Local health and safety committees are the vehicle by which the Department's monthly health and safety newsletter and the quarterly health and safety information brochure are produced.

Listed below are the Department's health and safety achievements for the 2004/05 financial year:

- **Employee Participation Scheme:** With the exception of Public Prisons Service representatives who are currently under training, all employee representatives have been trained.
- **SAP Health and Safety Module:** The SAP Health and Safety Module was completed and data entered into the system.

- **2004 ACC Audit:** The ACC audit was conducted in October 2004 and the Department met the ACC audit standards.

- **Health and Safety Management Induction Module:** The health and safety management manager's module consisting of a leaders' guide, work book and supporting notes was developed, piloted and rolled out.
- **National Health and Safety meetings:** In accordance with the national plan the Department's bi-annual meeting was held with the unions to discuss a variety of health and safety matters.
- **Health and Safety Strategy 2005–2008:** Through the release of the Government's strategy *Workplace Health and Safety for New Zealand to 2015*, the Department has developed an operational health and safety strategy that sets the overarching direction for continuous improvement in health and safety management.

Safe, Secure and Humane Containment

The Department has a range of policies and procedures designed to ensure the safe, secure and humane containment of prisoners, including:

- The screening of all prisoners on initial reception, after transfer, or in other specified circumstances, to

identify those prisoners that may be at risk of self-harm or suicide.

- The undertaking of segregation processes designed to minimise violent, intimidating, or criminal activities within the prison environment.
- Deterrence and detection strategies aimed at reducing illicit drug use by prisoners.
- Application of the security classification system to ensure appropriate assessment of security levels.
- Initiatives to allow infants to remain with their mothers in prison under certain circumstances and, generally, to a maximum of six months.
- Initiatives in health, including harm minimisation and communicable diseases screening, the development of a mental health screening

tool, and the development of national standards governing all aspects of prison construction, including cell construction.

- The active management of prisoners, being the interaction between staff and prisoners in which every contact is viewed as an opportunity for positive influence. This recognises the valuable role prison staff play in managing prisoners and influencing their engagement in criminogenic programmes. It is a key tool to manage prisoners effectively and integrate sentence management and safe, secure and humane containment.

Management of Incidents

As part of providing safe, secure and humane containment, the Public Prisons Service maintains a National

Incident Response Policy that identifies how incidents in prisons are dealt with to ensure that the response brings the incident to a safe and swift conclusion, minimising the risk of injury to staff and prisoners, and damage to property.

The Public Prisons Service National Incident Response Policy has clear roles and responsibilities for managing incidents. These guidelines identify the different roles, and recognise that responsibilities will vary depending on the type and seriousness of an incident. The clear statement of role and responsibility ensures that all staff understand the authority for calling up, authorising deployment and managing the incident when an incident response is required.

TRAINING AND EDUCATION



The Department of Corrections continues to attract highly skilled workers from an increasingly diverse and mobile labour market. As such, it is important for the Department to ensure that it is positioned to retain a capable workforce. In the completed Output Pricing Review, government agreed to provide additional funding for the Department to restore, retain and maintain capability. The Department has therefore been able to begin rebuilding its capability and capacity to deliver effective service.

Employees

The Department recognises the benefits arising from the development and maintenance of its human resource

capability and capacity and is committed to developing the quality and skills of its employees. Training and development achievements for employees during the 2004/05 financial year include:

- an increase in training and development for staff and managers
- an enhanced training curriculum for Probation Officers
- the graduation of future leaders through the Future Leaders Programme
- continuation of the Chief Executive's scholarships for selected employees
- completion of the Management at Corrections programme modules, including the piloting and roll out of the performance management module
- leadership assessment for managers conducted by the Leadership Development Centre.

Improvement in the Department's responsiveness to Māori and Pacific staff and offenders requires an

understanding of the relevant cultural issues, particularly at management level, and in those roles that require direct contact with Māori and Pacific offenders and their families. The Department encourages its staff to participate in a number of courses and seminars relating to cultural development, including several internal initiatives such as its Te Reo Strategy and Tikanga and language courses, and the Responsiveness to Māori module of the Management at Corrections programme. An example of the progress made during 2004/05 was the rollout of the cultural awareness course, Kia Mau, for staff within the Community Probation Service.

Staff also attended programmes through whare wananga, polytechnics and universities to develop their cultural understanding and its application to the Department's services. Staff engaged with local iwi, hapu and runanga for advice, direction and cultural supervision.

The Chief Executive's Māori Advisory and Pacific Advisory Groups provided significant input into the Department's ongoing and potential management of, and interaction with, Māori and Pacific offenders and their families. The Department also obtained advice on Pacific issues from the Ministry of Pacific Island Affairs and other Pacific organisations and support groups.

Offenders

Social benefits flow on to society through the education and upskilling of prisoners. The Department's education and training programmes provided offenders with opportunities to gain employment upon their release and to assist them with reintegration into society. This has provided a positive economic and social benefit to New

Zealand as a whole. Prisoner employment and training activities include farming, forestry, horticulture, manufacturing, construction, asset maintenance, kitchen, computer and community work activities.

Prisoners undertaking the Department's employment and training options were given opportunities to receive externally recognised qualifications within the framework of the NZQA. The Department also provided prisoners with opportunities to participate in educational training programmes. The Public Prisons Service delivers the NCES, secondary school education, and literacy and numeracy programmes to prisoners as part of their sentence plan.

The NCES is an NZQA accredited programme that develops skills for the workforce. The NCES programme is primarily provided to prisoners who are 20 years or older. Secondary education is compulsory for 16 and 17 year old prisoners and is also made available for those younger than 20 years of age. Literacy and numeracy programmes are available to all prisoners with an identified need in accordance with their sentence management assessment. In the 2004/05 financial year, the Public Prisons Service delivered approximately 22,000 tutor hours for NCES programmes, while overall offenders in prison completed over 30,000 unit standards that gained 3,654 externally recognised qualifications.

DIVERSITY AND OPPORTUNITY



The Department maintains an acute awareness of, and caters for, diverse cultural needs, experiences and attitudes with respect to employees, prisoners, offenders, family, and community and cultural support groups. This is particularly important in light of the fact that Māori and Pacific peoples continue to be disproportionately represented in the criminal justice system. The Department's contribution to the government goal of reducing inequalities is discussed further below and will be supported by trained Māori and Pacific employees, including managers. Developing the organisation's responsiveness to diverse cultures and ethnic groups means evolving the organisational ethos and building the

capability and capacity of people to enable improvements in everyday business with staff, offenders, communities and providers.

The Department recognises that, to be effective, the organisation needs to develop responsiveness to an increasingly diverse offender population, particularly in relation to Pacific peoples, women, youth and other high-risk groups. The desire, as well as requirement, to be a good employer means also targeting responsiveness to staff. A range of initiatives have been developed and implemented during the 2004/05 financial year that supports the Department's aim of being culturally responsive, they include:

- increasing the number and proportion of Pacific peoples staff and managers
- increasing the number and proportion of female staff and managers
- increasing the number and proportion of Māori staff and managers
- supporting Pacific staff networks that can utilise in-house experts on Pacific issues

- supporting Māori staff networks at national and regional level
- implementation of the Te Reo Strategy
- enhancing the role of kaiwhakamana at the Northland Region Corrections Facility
- piloting of the women's Tikanga Māori Programme in the Hawke's Bay/Gisborne and Taitokerau areas of the Community Probation Service
- implementing Cultural Supervision in the Waikato and Canterbury regions.

Reducing Inequalities

The Department of Corrections is one of 13 identified departments required to report on reducing inequalities. The Treasury has outlined the Department's annual reporting requirements for contributing to reducing inequalities. The reporting requirements apply to annual reports from 2004/05 onwards and reflect the revised changes to the reducing inequalities policy agreed by Cabinet in June 2004.

Key Goals

The Government's key goal for reducing inequalities is to:

"reduce the inequalities that currently divide our society and offer a good future for all by better coordination of strategies across sectors and by supporting and strengthening the capacity of Māori and Pacific communities. It aims to ensure that all groups in society are able to participate fully and enjoy the benefits of improved production."

This key goal reflects fundamental principles relating to social justice, a desire to reduce disadvantage and promote equality of opportunity in order to achieve a similar distribution of outcomes between groups, and a more equitable distribution of overall outcomes within society. This entails an integrated approach to managing the reducing inequalities policy to ensure that the goals and principles of reducing inequalities are a core part of key departmental activities and initiatives.

Key Outcomes

Reducing inequalities reaches across many sectors and requires coordinated action. Within the Department of Corrections, reducing inequalities means focusing on the following Government outcomes (*Reducing Inequalities: Next Steps Report to Cabinet 2004*):

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

The incorporated approach to managing the reducing inequalities policy assumes that departments will consider and reflect the goals, principles, and priorities of government's reducing

inequalities policy in their planning, policy development and service delivery.

Addressing re-offending by Māori and Pacific offenders is a high priority for the Department. Because Māori and Pacific peoples continue to be disproportionately represented in the criminal justice system, the Department is committed to providing quality programmes and services that are effective for Māori and Pacific peoples, from initial assessment through to intervention and release. Current departmental initiatives include:

- the Whanau Involvement Plan
- the Māori Provider Development Strategy
- Tikanga Māori Programme
- Māori Therapeutic Programme
- Tikanga Māori Women's Programme
- Specialist Māori Cultural Assessment
- Cultural Supervision
- Māori staffing targets
- Te Reo Strategy
- Kaiwhakamana Visitor Policy
- Chief Executive's Māori Advisory Group
- Saili Matagi (the Pacific Violence Prevention Programme)
- Fautua Pasefika Policy
- Chief Executive's Pacific Advisory Group
- Pacific staffing targets
- Female employee targets
- the review of cultural competencies for frontline staff.

Consequently, as part of the alignment to reducing inequalities and the conclusions of the State Services Commission-led review, the Department's reports continue to contain, as a minimum:

- an overview of major departmental strategies that aim at, or contribute to, reducing inequalities
- explicit reducing inequalities frameworks, strategies and policies
- major programme-level interventions impacting on reducing inequalities

- major research, policy development, or other developmental activities incorporating reducing inequalities, goals and objectives
- monitoring, evaluation, or auditing activities aimed at measuring reducing inequalities outcomes directly, or programmes contributing to reducing inequalities.

A detailed report on reducing inequalities in the Department of Corrections, including expenditure, can be found on pages 182-8.

Equal Employment Opportunities

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

The Department's managers have primary responsibility to promote equal employment opportunities for all employees and to eliminate policies and practices that work against equity in the workplace. The Department takes a strategic approach to equal employment opportunities and policies to support its business outcomes.

The Department's 2004/05 EEO programme continued to complement other human resource initiatives that worked towards achieving a positive workplace culture and cooperative relationships between staff and management. The Department also continued work on the Disability Implementation Work Plan, which aims to progressively review all employment and staff support processes to ensure they are responsive to the needs of staff with disabilities, and in accordance with the Department's health and safety in employment strategy.

FIGURE 25: FULL-TIME EQUIVALENT EMPLOYEES BY GENDER (thousands)

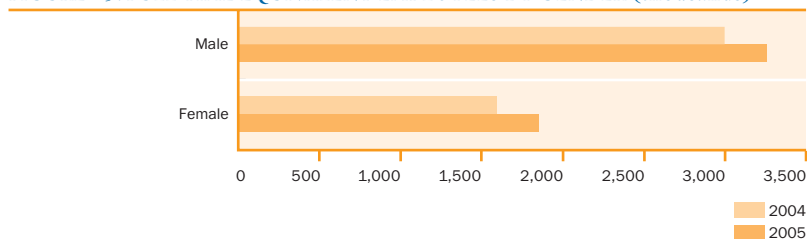
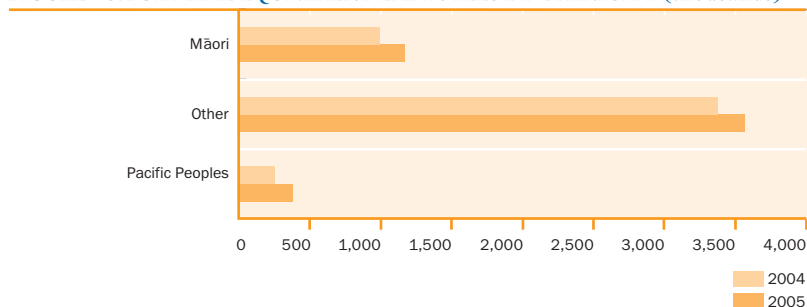


FIGURE 26: FULL-TIME EQUIVALENT EMPLOYEES BY ETHNICITY (thousands)



Pay and Employment Equity

The Department of Corrections is committed to the outcomes of the Government Pay and Employment Equity plan of action. As part of the review of remuneration systems, the Department has provided input into the Department of Labour-led initiative to develop a gender neutral job evaluation system. The State Services Commission and the Pay and Employment Equity Unit of the Department of Labour have kept the Department informed of the development of pay and employment equity processes.

Total Employees by Gender

An important part of the Department's efforts to enhance its responsiveness to diversity is to increase the number

of women within the organisation. Throughout the 2004/05 year, the Department continued to place a high priority on female recruitment to management and other key roles, particularly those interacting with female offenders. As at 30 June 2005, females represented 36 percent of all of the Department's employees, an increase on the 34 percent representation as at 30 June 2004. Figure 25 illustrates the gender split of the Department's FTE employees as at 30 June 2005 compared with the previous financial year.

Total Employees by Ethnicity

Improving its responsiveness to Māori and Pacific offenders and their families is one of the key themes within the

Department's *Strategic Business Plan 2003–2008* and its companion strategies the Māori Strategic Plan and Pacific Strategy. Being responsive includes the capability to develop and deliver services that are effective and appropriate for Māori and Pacific prisoners, offenders and families. Māori and Pacific peoples represented 23 percent and 8 percent respectively of the Department's employees as at 30 June 2005. Figure 26 below illustrates the ethnic split of the Department's FTE employees as at 30 June 2005. The results indicate that ethnic representation has increased slightly when compared with the previous financial year.

Senior Management and Corporate Governance Bodies by Gender and Ethnicity

Improving the Department's responsiveness to diversity within its environment includes ensuring that Māori, Pacific peoples, and females are fairly represented within the Department's governance bodies and at management level.

The Department's governance bodies comprise the Senior Management Team, Assurance Board, Chief Executive's Māori Advisory Group, Chief Executive's Pacific Advisory Group and the Inmate Employment Advisory Committee. Representation by gender and ethnicity is an important element in determining the composition of the Department's governance bodies.

INDIGENOUS RIGHTS



Relationships with Māori

Māori are recognised by the Government as the tangata whenua o Aotearoa (indigenous people of New Zealand) and, as such, have a special status as acknowledged by the Treaty of Waitangi. In accepting the Treaty of Waitangi and the tangata whenua status of Māori, the right of the Crown to govern and the right of non-Māori to identify as New Zealanders is validated. The Department's commitment to Māori derives from the Treaty of Waitangi and is linked to the Treaty through the key government goal 'strengthen national identity and uphold the principles of the Treaty of Waitangi'.

The Department works in partnership with Māori communities and government agencies to provide corrections services that contribute to community safety and reduce re-offending, and provides these services in a way that has regard to the Treaty of Waitangi.

In 2004/05, the Department addressed the following issues in respect of its relationships with Māori:

- revised recruitment methodology to better enhance the Department's ability to attract and recruit Māori staff and managers
- continued the development and enhancement of kaiwhakamana
- piloted the women's Tikanga Māori Programme in the community
- implemented Cultural Supervision in Waikato and Canterbury
- implemented specialist Māori Cultural Assessments in the Auckland and Waikato regions
- participated in the Crown-Māori Relationship Instruments Review conducted by the State Services Commission
- continued to develop and support Māori staff networks
- signed a relationship agreement with Ngati Tūwharetoa
- adopted the Māori Initiatives Pathway.

Key Themes

Building Partnerships with Māori

Partnerships with Māori communities are vital to the provision of effective and responsive services for Māori. The Department views partnerships as continually evolving relationships that balance the duties and obligations of kawanatanga and aspirations of rangatiratanga. The Department believes that establishing partnerships begins with the building of relationships with whanau, hapu, iwi and Māori communities. The Department forms relationships with Māori communities that are strategic and mutually beneficial. The nature of these relationships is focused around the aspirations of the Department and Māori for 'wellness and wellbeing'.

Currently, the Department has a partnership arrangement with the Ngati Rangi Development Society Inc in respect of the Northland Region Corrections Facility, while the Minister executed in 2004/05 a relationship agreement with the Tūwharetoa Trust Board in respect of departmental services in the Central North Island. Other agreements are under development in respect of new facilities under construction, while consolidation continues of relationships at existing facilities. The development of government policy on Crown-Māori Relationship Instruments and associated

Treaty of Waitangi policy continues to inform the Department's ongoing progress in iwi and other Treaty partnership relationship arrangements.

Being Effective for Māori

The Department seeks to provide quality programmes and services that are effective, appropriate and address the diverse needs of Māori. This approach is underpinned by the principle that Māori world views and methodologies will be included in the development of services.

Being Responsive to Māori

The Department looks to build the capability and capacity of its people and processes to enable it to improve its everyday interaction with Māori offenders, communities and providers. The Department considers that being responsive requires an organisation and staff capable of developing and delivering services that are effective and appropriate for Māori. This includes:

- providing appropriate training and development for staff to be able to deliver services in a manner that respects Māori values and supports Māori processes
- increasing the involvement of Māori staff at all levels of the Department, to support Māori-to-Māori service delivery, and influence change at a management level to improve overall services for Māori
- incorporating Māori values in the Department's organisational policies, practices, processes and culture.

In this respect, in 2003, the Department adopted its Whakatinana Te Kaupapa Strategy for working with Māori service providers. The aim of the strategy is to address issues relating to the way in which the Department works with existing and potential Māori service providers.

COMMUNITY



The Department's operations, by their very nature, impact on communities within New Zealand, whether they are communities in close proximity to correction facilities, the families of offenders, ethnic groups, or the New Zealand public as a whole. Community safety is an important issue for most New Zealanders, involving police, courts and other agencies, and the Department plays a key role because it manages offenders both in prisons and those serving non-custodial sentences in the community.

The Department's risk strategy requires the sensitive management of actual risks in an effort to minimise perceived risks to the community. During 2004/05, the Department worked with both Māori and Pacific communities to assist Māori and Pacific offenders. New prisons encourage behavioural improvement, and are located so families can visit more easily.

In 2005, a survey of the community near the Otago Region Corrections Facility was commissioned to capture social indicator data. Stage one of a study has been completed and will be repeated five years after the prison opens to gauge the impact of the new facility on the local community's social environment.

Department Links with the Community

The Department continued to identify and manage its impact on communities through the successful use of liaison activities, including:

- the use of Community Probation Service Liaison Officers (Liaison Officers)
- the presence of Community Work Supervisors and Probation Officers
- the presence of Community Residential Centres
- localised site liaison functions operating in collaborative relationships with local agencies.

Liaison services are established by the Department with communities and ethnic groups and include Probation Officers selected for their liaison skills and experience. The role of a Liaison Officer is to:

- meet with social service groups and agencies to mutually exchange information
- ensure that all new information regarding social service groups and agencies is communicated to staff
- be available as a contact person to social service groups and agencies.

The Department's Senior Community Work Supervisors and Probation Officers maintain close links with the community through work projects and liaison with sponsors such as local authorities, the Department of Conservation and marae that benefit from the work undertaken. The Department also interacts with the community through Community Residential Centres, which provide offenders with a residential programme in a normalised and structured environment. The aims and objectives of Community Residential Centres are to:

- provide residential programmes that identify and address the causes of an individual's offending
- contribute to the reintegration of offenders into the community

- foster community involvement in the provision of programmes for offenders
- contribute to reducing the rate of re-offending.

Community Residential Centres have a more formalised Probation Officer liaison arrangement that involves greater interaction with offenders and staff at the Community Residential Centre. In order to make its services known and as accessible as possible, the Department also established localised site liaison functions to operate with local agencies such as Child, Youth and Family, the New Zealand Police, Work and Income New Zealand, and local iwi/hapu.

Community Work Projects

When sentenced to community work, an offender is placed with either a Community Work Agency, Community Work Centre or both. They then undertake a variety of projects in the community until they have completed their required number of hours.

Prior to placement, all offenders are assessed as to their suitability, work skill opportunities, placement availability, and work/family commitments. Where possible, an offender's specific skills are matched with an appropriate project or agency to ensure maximum benefit to the community through the work undertaken.

During 2004/05, community work projects involved over 2 million hours of work by offenders. Table 16 provides information on a variety of community work projects undertaken during the reporting period and the positive impact they have had on offenders, project sponsors and local communities.

TABLE 16: COMMUNITY WORK PROJECTS

Location	Sponsor	Project	Benefits
Taupo	A local marae	Planting new gardens, rebuilding fences, laying cobblestones	Providing positive cultural exposure for offenders, supports local hapu in important project, offenders learn new skills on the job.
Auckland	Auckland Regional Council	Developing and maintaining Regional Parks	Over 4,500 hours work at West Coast regional parks in 2004, providing benefits to the environment, wildlife and tourism. Labour-intensive work giving offenders sense of purpose and chance to use skills.
Wellington	A suburban cemetery	Clearing overgrowth and debris	Improving accessibility of the cemetery to visitors and walkers, continuing a long association between the cemetery and Community Probation Service.
Whangaparaoa	A local food bank garden	Assisting in tending and harvesting the food bank garden	Making a meaningful contribution to the local community by helping provide food to those in need, and providing offenders with horticultural experience.
Waikanae	A local sports club	Flood relief – shovelling silt, digging mud, cleaning out sheds, fences and clubrooms	Providing much needed labour to ease a community crisis.
Napier	Local authorities	Operation Clementine, planting out hundreds of citrus trees for tenants	Health benefits to the local community from fresh fruit, reinforcing relationships with other agencies.
Timaru	A local boat club	Refurbishing dinghies loaned to novice sailors	Encouraging young sailors to get involved with sport, saving club money and time.
Stoke, Nelson	A private land owner and local authority	Eight years' work helping to develop popular walking track (Kelly's Track)	Made rare coastal lowland forest accessible to community groups for educational and recreational purposes, provided offenders with skills and sense of achievement.
Taranaki	Department of Conservation and local government	Two-year project to build wheelchair-accessible track through scenic reserve near New Plymouth	Provided valuable opportunity for people with disabilities to enjoy bush environment safely, labour-intensive work giving offenders sense of purpose and chance to use skills, such as building dry stone walls.

REPORT UNDER SECTION 190 OF THE CORRECTIONS ACT 2004



Section 190 of the Corrections Act 2004 prescribes particular issues that must be reported on in the Department's annual report. Notwithstanding the commencement date for the Act being 1 June 2005, section 190 makes it clear that the reporting requirements relate to the whole of the year to which the annual report relates. Information provided to meet the reporting requirements has therefore covered the period 1 July 2004 to 30 June 2005. These issues, and the Department's achievements, are detailed below.

Section 190(1)(a)

This section reports on how the Chief Executive has carried out his functions under section 8(1)(k), of ensuring that processes are established and maintained to identify communities significantly affected by policies and practices in the corrections system, providing opportunities for those communities to give their views on those policies and practices, and ensuring those views are taken into account, together with information on how prison managers have carried out this responsibility.

Regional managers are required by the General Manager Public Prisons Service to engage with local communities on a regular basis. The processes established to assist engagement are described in the following publications:

- Public Prisons Service manuals and guidelines
- Release of official information: Guideline for Coordination
- Consultation requirements as set by local authorities
- Performance management system.

The major issues for the Public Prisons Service requiring consultation with community organisations included:

- the opening of new corrections facilities
- the transfer of existing facilities out of a community
- changes to existing operations and facilities.

Through staff and community networks, public meetings, hui, and the media, opportunities were made available for community involvement to identify issues that could negatively impact on a community, provide opportunities for positive contributions by a community, to pass on information regarding departmental and prison activities and to ensure that the Department complied with legislative requirements.

Section 190(1)(b)

This section reports on the work undertaken by inspectors of prisons, including statistical information about the disposition of complaints and comments on issues arising from complaints or visits.

The Prison Inspectorate was first established in 1954 under the provisions of the Penal Institutions Act of that year. The legislation established a dedicated complaints resolution, investigation and general assurance function, reporting directly to the Chief Executive independently of prison line management. The level of statutory protection afforded to the Inspector's role and reporting level was in direct recognition of the high level of risk attached to prison management and the need to provide a level of legislative protection for the Inspector's functions. That arrangement was retained upon the devolution of sentence management functions to the new Department of Corrections in 1995 and has also been reflected in the provisions of the Corrections Act 2004. The major change for the Inspectorate arising out of the 2004 legislation is the formal extension of the Inspectors' role to cover community-based sentences in addition to the traditional prison focus.

This is the first formal report prepared by the Senior Inspector for inclusion in the Department's annual report. It is early days in terms of the new community-based sentence role for the Inspectorate. This report therefore deals primarily with prison related matters.

In terms of prisoner contact and complaint volumes for the Inspectorate, 2004/05 has been a record year. Prisoners made 6,689 contacts with the Inspectors during 2004/05. While this figure includes 539 interviews conducted during routine prison visits, the bulk of prisoner contacts are now made through the Inspectors' direct 0800 telephone service for prisoners and their families. Not all prisoner contacts generate complaints. Many prisoners are simply seeking advice, information, or assurance that they have been managed appropriately. However, 3,218 formal complaints were dealt with by the Inspectors during the year. This figure is the highest since 1995, and is due primarily to the increase in the prison population over that time. High prison musters in themselves generate tensions among both staff and prisoners. These tensions are exacerbated by the need to transfer prisoners away from their home locations and from prison to prison to meet the need for available bed-space. This has a downstream effect on families, visits, property, programmes and all those things that directly affect the quality of prison life. It also draws staff away from their key supervision and case management roles.

Despite the high volume of complaints to the Inspectors, the incidence of justified complaints remains low, with only three being so defined for the year. It has been acknowledged, however, that the current definition of a justified complaint is not a satisfactory measure of prison performance. The present definition effectively excludes any complaint brought directly to an Inspector without first going through the internal prison system. The definition has been revised for the

2005/06 year to include all instances where intervention by an Inspector is necessary in order to achieve the appropriate outcome for the prisoner.

There are, however, encouraging signs that complaints to the Inspectors are beginning to reduce. The last three months of the year saw a dramatic reduction from the hitherto record figure of 371 in February 2005 to a new low of 184 in June 2005. This can be attributed in some measure to the increased effectiveness of the revised internal complaints process introduced throughout New Zealand prisons in April 2004. It is expected that this trend will continue as prisoners and staff alike gain confidence in the new system.

In addition to their role in complaints resolution, the Inspectors have undertaken 16 full investigations of significant prison incidents, including 13 deaths in custody. The Inspectors have also monitored the conduct and outcome of 51 internal prison investigations into other prisoner-related incidents and allegations.

A number of areas have been drawn to management's attention during the year, arising out of the Inspectors' complaints activity. The most significant of these are as follows:

- There is a continuing high incidence of prison property complaints. Errors in property handling are likely to remain a concern while muster pressure necessitates the current high level of prisoner movements. Many property complaints could be avoided by greater care in itemising property, and ensuring that prisoners have adequate time to check and sign for property during transfer movements. The property management systems themselves appear adequate, provided they are properly implemented.
- The complaint category that is of most concern, however, is that of staff conduct and attitude. The Inspectors received 214 complaints in this category during 2005/06. While the great majority were not of a serious nature, and none were found to be justified under the current

definition, the sheer incidence of these complaints is of concern. Some of this is, again, attributable to the pressures at all levels created by high musters. The nature and dynamics of prisons, however, require a constant, consistent and ongoing management presence right down at unit floor level in order to reinforce the desired behaviours. The time demands placed on today's prison managers, particularly in investigating incidents, complaints and allegations, rarely allow this ideal to be achieved.

- The Inspectorate was also able to clarify the Department's obligations in respect of providing adequate clothing for those prisoners who do not want to wear their own clothing while in prison.

The most consistent areas of concern arising out of the investigations and monitoring assignments carried out by the Inspectors during 2005/06 were in relation to:

- the supervision, observation and routine security checking of prisoners
- adequate cross-matching of information when carrying out prisoner self-harm risk assessments.

While these areas are the subject of adequate and well-proven systems, instructions and procedural requirements, the issues identified have been more about the observance in practice of these systems, and the provision of adequate management resources to ensure that the required standards are maintained. The Inspectorate has reported these issues directly to the Chief Executive and the Assurance Board.

Section 190(1)(c)(d)(e)

This section describes the processes and systems in place to supervise and control the monitoring of prisoner calls, including statistics on the proportion of prisoner calls monitored and the number and percentage of calls disclosed under section 117(1) and (2):

- to any person other than an employee of the Chief Executive

- to an employee of the Chief Executive
- number of proceedings against a person for a disciplinary offence in which a recording of any of those calls was used in evidence.

Legislative authority for the Department to monitor prisoner telephone calls is provided under sections 111 to 122 of the Corrections Act 2004. Process and systems to monitor prisoner calls were not in place in the 2004/05 financial year. Consequently, statistics required under the legislation cannot be provided. As a result of serious breaches in prison security, the Government approved additional funding in Budget 2005 to enhance prison security by introducing a system and staff to monitor prisoners' telephone calls, and collect and analyse data that contributes to increased Crime Prevention Information Capability (CPIC).

The Terms of Reference for the CPIC project have been developed and the deliverables will include:

- developing a model of CPIC staffing
- purchasing and developing a secure database
- integrating a secure database with IOMS
- purchasing and building a telephone monitoring system
- developing a training plan for all staff.

Section 190(1)(f)

This section provides a report on measures to reduce drug and alcohol use by prisoners and the effectiveness of those measures, random-testing programmes and the results of those programmes.

The Department's progress in reducing drug and alcohol use by prisoners is reported in Part 1 (pages 34-5) and Part 2 (page 112) of this annual report.

Section 190(1)(g)

This section provides a report on the operation of every security contract in force for the whole, or any part, of the year to which the annual report relates, including:

- *a summary of reports forwarded to the Chief Executive under Section 171(2) and (3)*
- *a summary of reports made to the Chief Executive under Section 172(2)(b)*
- *a summary of actions taken in relation to the operation of security contracts as a result of matters raised in any report forwarded.*

The Department's contract with Chubb New Zealand Limited is for the escort and court room supervision of prisoners in the Auckland and Northland region. Chubb performance over the 2004/05 financial year was in line with contract expectations. Chubb provided the Department with monthly

reporting, outlining performance for measures such as: escapes, releases in error, prisoner deaths, prisoner injuries, complaints, staff personal grievances and disciplinary actions.

Section 190(1)(h)

This section provides a report on the operation of any contract prison, including a summary of reports by the manager of the contract prison, including:

- *a summary of reports forwarded to the Chief Executive under Section 214 (2) and (3)*
- *a summary of reports made to the Chief Executive under Section 215(2)(b)*
- *a summary of actions taken in relation to the management of contract prisons as a result of matters raised in any report forwarded.*

The Auckland Central Remand Prison was the first privately managed prison in New Zealand and was initially managed by Australasian Correctional Management Limited (ACM), which later became GEO Group New Zealand Pty Limited. ACM/GEO negotiated a five-year contract with the Department to manage the prison. With the passing of the Corrections Act 2004, the management of the Auckland Central Remand Prison reverted back to the Public Prisons Service on 12 July 2005, on the expiry of the contract.

GEO performance over the 2004/05 financial year was in line with contract expectations. GEO provided the Department with monthly and quarterly reports that outlined performance against set criteria for incidents, complaints, searches, disciplinary proceedings, drug testing and programme delivery.



ENVIRONMENTAL PERFORMANCE

The Department continued to develop and improve its ability to monitor its operational impact on the environment during the 2004/05 financial year. With 20 existing prisons, 139 Community Probation Service centres, eight Psychological Service offices, 5,110 FTE staff, 6,961 prisoners and 11,800 hectares of land under the Department's management, relevant environmental issues including waste management, energy and water efficiency, land and stock management and river and stream protection were assessed to ensure adherence to environmental best practice.

Environmental best practice was also adopted in the assessment and selection of new prison sites and in detailed environmental impact reports. The reports provided the Department with an assessment of the potential impact of the new corrections facilities on relevant environmental matters, such as site ecology and air and water quality.

The Department's operations have been guided by the Environmental Risk Analysis conducted during the 2003/04 financial year. The impending implementation of an Environmental Management System has enabled the Department to measure and audit environmental performance. An agreement with the Energy Efficiency and Conservation Authority assisted the Department in determining appropriate energy efficiency targets and initiatives, which are detailed in the *2005/06 Statement of Intent*.

National Environmental Strategy

The Department continued to progress in 2004/05 the development of its National Environmental Strategy, which will guide the Department's policy with respect to its environmental performance, particularly in:

- identifying areas requiring improved environmental management and performance

- developing and prioritising a portfolio of key initiatives aimed at improving the Department's environmental management and performance
- guiding the development of the Department's Environmental Management System, including site environmental development plans, environmental policies and standards
- integrating the Environmental Management System with existing strategies and programmes that will assist the Department in improving its environmental management and performance.

Environmental Management System

The Environmental Management System enables the Department to plan, implement, monitor and review its environmental performance in a manner that is consistent with recognised national and international environmental standards. The system was also developed in order that environmental values and sound environmental practices could be integrated into the Department's core business processes and day-to-day management.

The Department has carried out a range of environmental management activities to protect valuable resources

on leased and owned property, and has also enhanced capability and achieved cost savings. Waste management, energy and water efficiency, land and stock management, coastal marine, river and stream protection issues are constantly assessed to ensure adherence to environmental best practice.

The Environmental Management System is based on ISO standard 14001 and provides the following benefits:

- ensuring sustainable use of prison facilities
- legal compliance
- reduced business and environmental risks and liabilities
- reduced costs through standardising management processes
- economical use of resources
- demonstrating due diligence in managing environmental risk
- positive recognition and support from the Government and the community
- demonstration of commitment to effective environmental management.

Summary of Performance within the Environmental Dimension

- Twenty new solar heating systems were installed in self-care units in early 2005.
- Infrastructure design/supply criteria has reduced water use from 650 to 450 litres per prisoner per day.
- The Department's overall CO₂ emissions were reduced by 25 percent.
- Over 300 check meters (water, electricity and gas) have been installed in prisons.
- Renewable energy sources have provided an additional 3 percent of total energy use.
- Undertook a formal commitment to the Ministry for the Environment's Govt³ programme.
- Received a Leadership in Operational Sustainability award.

ENVIRONMENTAL INDICATORS USED IN THIS REPORT

Environmental Performance

Table 17 illustrates the categories, aspects and indicators of the Environmental Dimension included within this Sustainable Development Report.

TABLE 17: ENVIRONMENTAL PERFORMANCE INDICATORS

Category	Aspect	Indicator
Environmental	Energy	Energy sources used
		Renewable energy sources
	Water	Total water usage
		Water recycling and reuse
	Emissions, Effluents and Waste	Total amount of waste by type and destination
		Water sources and habitats affected by discharges
	Biodiversity	Environmental best practice

Leadership in Operational Sustainability Award

In August 2005, the Department was presented with a Leadership in Operational Sustainability award by the Ministry for the Environment. Over a period of several years a variety of wide-ranging sustainability measures were instituted by the Department as part of its energy strategy that focused on:

- minimising CO₂ emissions
- development and maintenance of an energy database with a monitoring and targeting system
- development of a customised training programme in energy management for property managers.

As a consequence of the above, energy use per prisoner in corrections facilities decreased by 8.5 percent between 2002 and 2005, and CO₂ emissions decreased by 33 percent. A new solar water heating initiative has commenced, which is a joint venture with the Energy Efficiency and Conservation Authority. Additionally, the Department undertook:

- a formal commitment to the Ministry for the Environment's Govt³ programme
- energy and environment audits on all its sites
- piloted waste audit at key sites
- incorporated sustainable development and life cycle costings into the Department's Asset Management and Maintenance Planning Strategy.

Department of Corrections and the Govt³ Programme

Govt³ is a programme for agencies to improve the sustainability of their activities. Govt³ aims to work with agencies to give practical effect to the Government's sustainability policies, such as the Sustainable Development Programme of Action, the National Energy Efficiency and Conservation Strategy, the Climate Change Programme and the New Zealand Waste Strategy. Govt³ is led by the Ministry for the Environment's Sustainable Industry Group, in partnership with the Energy Efficiency and Conservation Authority, the Ministry of Economic Development and the State Services Commission, and other agencies as appropriate.

The Department adopted sustainable development and environmental improvement programmes in order to help reduce financial and environmental impacts over the medium to long-term, particularly in respect of waste, water, energy and building design. As a result of internal audits, reviews and monitoring systems, the Department has established a strong position with respect to its sustainability.

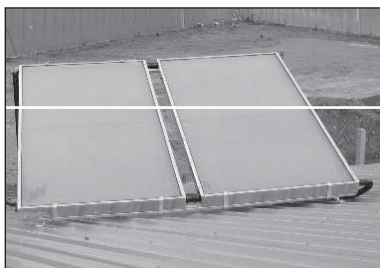
Physical changes continue as a result of new systems and initiatives. Energy

savings have been made, water saving initiatives have been introduced, legal compliance has improved and waste is being reduced, reused, recovered, recycled and disposed of in a legally compliant manner.

In formalising a commitment to the Govt³ programme, the Department will add value to its operations because:

- the Govt³ programme provides the Department with a means to demonstrate its progress
- participation in the programme highlights the Department's commitment to the *Sustainable Development Programme of Action 2003* and the implementation of government policy
- the Department will be able to access resources provided by the Govt³ programme
- the Department will be able to benchmark its management and performance against other government departments and agencies.

ENERGY CONSUMPTION



The Department continued working towards achieving the targets highlighted in its five-year Energy Management Strategy approved in December 2002, which includes the permanent reduction of energy consumption by 15 percent by 2008. Further energy-related targets will be progressed within the context of the Department's National Environmental Strategy and managed under the Environmental Management System.

Energy-related Achievements

The following were energy-related achievements during the 2004/05 financial year:

- direct energy use did not increase while prisoner numbers increased by 6 percent
- energy use/intensity fell by 6 percent per prisoner between 2004 and 2005
- the Department's overall CO₂ emissions were reduced from 19,384 tonnes in 2003/04 to 15,420 tonnes in 2004/05, a reduction of 25 percent

- CO₂ production (tonnes) fell by 33 percent per prisoner between 2004 and 2005
- Head Office electricity/intensity reduced by 26 percent per square metre between 2002 and 2005.

Energy Sources Used and Renewable Energy Sources

The Department monitors the sources and quantity of energy that it uses, and continues to improve its ability to provide such monitoring. The Department also considered the viability of more environmentally efficient energy sources within its operations, including solar power. Reducing energy use and utilising renewable energy sources is the most cost effective means to reduce greenhouse gas emissions. A list of the energy sources used during the 2004/05 financial year is included in table 18 below.

TABLE 18: ENERGY USE

	2003/04	2004/05
	kWh (energy units)	kWh (energy units)
Public Prisons		
Electricity	28,558,290	29,097,450
Gas	31,876,491	39,131,627
LPG	—	1,162,595
Oil	11,896,945	11,503,555
Coal	11,296,323	2,369,825
Wood (renewable)	2,400,000	2,600,000
Solar (hot water)	36,612	36,612
Head Office		
Electricity	1,120,017	1,153,945
Probation and Offender Services		
Electricity	3,037,188	2,861,099
Total	90,221,866	89,916,708

WATER CONSUMPTION



The Department's approach to water management included consideration of:

- the most environmentally friendly sources of water
- the efficient use of water within its facilities and farming operations by identifying areas of unnecessarily high water usage
- environmentally efficient ways to manage water discharged from its facilities and farming operations.
- installed over 300 check meters to ensure end-users are aware of water consumption levels
- developed water use databases
- adopted water conservation measures with design and construction teams
- used native plants and trees that required less water and maintenance
- recycled rain water for irrigation purposes
- monitored water discharges under consents.

Water Usage and Water Recycling and Reuse

The Department has developed a system by which it can reliably determine the amount of water used within its operations. The system enables the Department to identify areas where savings can be made through the use of the recycling or reuse of water. The Department has also explored options to collect grey-water and storm-water for re-use in its

farming operations through irrigation.

Table 19 indicates the total water used by the Department for 2004/05.

TABLE 19: WATER USAGE

	2004/05
m ³ per annum	1,188,075
litres/prisoner/day	512

Note: no data is available for 2003/04, because check meters were being installed in that year.

Water-related Achievements

The following were water-related achievements during the 2004/05 financial year:

EMISSIONS, EFFLUENTS AND WASTE



The Department's approach to emissions, effluents and waste included consideration of:

- the assessment of CO₂ emissions
- the incorporation of solar hot water systems
- the incorporation of centralised recycling
- the incorporation of three-way recycling bins
- the relocation of stock during wet seasons to minimise effluent run-off into water sources
- using catchment areas near water sources for forestry rather than farming to minimise stock effluent run-off.

Total Waste by Type and Destination

A recent waste audit at two of the larger facilities has provided the Department with the categories and volumes of waste produced. This data will be used to design and implement national waste minimisation initiatives. The analysis will also assist the Department in 2005/06 and subsequent financial years to identify areas for improvement with respect to the extent of non-recyclable waste and waste that is disposed of at landfill sites. Refrigerants

located in compressors/chillers have been replaced with ozone-friendly products by 'No Loss' certified contractors.

Water Sources and Habitats Affected by Discharges

The Department treated all waste-water and storm-water in accordance with discharge consent requirements imposed by relevant regional councils. Interception traps were used in storm-water systems to collect accidental discharges of chemicals, fuels and other hazardous substances to minimise the risk of discharges to local water sources and habitats. The Department is conscious of the potential harmful affects to water sources and habitats close to its facilities, and draws upon water

source and habitat information provided in environmental impact reports, including those prepared when considering new facilities.

Table 20 illustrates the CO₂ emissions (tonnes) produced by the Department during the financial year.

TABLE 20: CO₂ EMISSIONS 2004/05

Location	2003/04	2004/05	Reduction (%)
Public Prisons	19,384	15,714	3,670 (18.9)
Head Office	181	173	8 (4.4)
Probation and Offender Offices	490	429	61 (12.4)
Total	20,055	16,316	3,739 (18.6)

BIODIVERSITY



New Zealand's native biodiversity is unique, born of long isolation as small islands in a vast ocean. The high percentage of endemic species (those found nowhere else in the world) make New Zealand's native biodiversity both special and highly vulnerable.

Environmental Best Practice

The Department of Corrections utilised environmental best practice during the assessment and selection of new prison sites and the commissioning of detailed environmental impact reports. The reports provided the Department with an assessment of the potential impact of new corrections facilities on relevant environmental matters such as site ecology and air and water quality. The Department's approach to biodiversity included consideration of:

- where there was a risk to ecosystems and habitats of products used in daily operations reaching such areas,

then biodegradable options are specified

- where there is a potential for more than minor effect, then construction zones are provided with sediment run-off catchment ponds
- avoiding development in or adjacent to protected and sensitive areas, the designation process robustly addresses any potential conflicts to ensure that effects are less than minor.



ECONOMIC PERFORMANCE

The Department's sustainable development framework will enable it to measure and report on the economic impact of, and economic issues arising from, its operations, as opposed to solely reporting its financial performance.

Personnel and operational expenditure remain the principal economic contribution made by the Department to communities that are local to its facilities or where its staff reside.

Work completed for the Regional Prisons Development Project and the findings of economic impact reports have assisted the Department to better understand the economic impacts of corrections facilities on communities local to existing and proposed facilities.

Summary of Performance Within the Economic Dimension

- In 2004/05, \$265.6 million was expended on personnel and a further \$169.4 million on operating costs, including facilities maintenance, offender management and administering the Department's resources.
- Economic impact reports conclude that positive economic effects will flow to communities hosting corrections facilities and staff residences.
- Retirement and long service leave for 2004/05 decreased due to a change in the discount rates of employee entitlements.

ECONOMIC INDICATORS USED IN THIS REPORT

Economic Performance

Table 21 illustrates the categories, aspects and indicators of the economic dimension included within this sustainable development report.

TABLE 21: ECONOMIC PERFORMANCE INDICATORS

Category	Aspect	Indicator
Direct economic impacts	Providers of Capital	Statement of Movement in Taxpayers' Funds
	Expenditures	Service performance – output class statements
	Suppliers	Personnel and operational expenditure
Public sector	Revenue	Statement of Financial Performance
Indirect economic impacts	Externalities Associated with Services Creating Impacts on Communities	Economic benefits of proposed facilities

Key Financial Performance

Table 22 references the key financial performance within the economic dimension of this sustainable development report for the 2004/05 financial year to the Department's financial statements in Part 2 of this annual report.

TABLE 22: KEY FINANCIAL PERFORMANCE INDICATORS

	Annual report page reference
Statement of Movement in Taxpayers' Funds	Page 71
Revenue by Source	Page 70 – Statement of Financial Performance
	Page 73 – Statement of Cash Flows
Service Performance – Output Class Statements	Pages 87–144

Total Output Expenditure

The economic impact of the Department's activities principally arises from the management of its physical and human resources including prison facilities, offices, land and staff. Total output expenditure of \$537.7 million was incurred in the 2004/05 financial year in order to manage the Department's resources and offenders. Operational and personnel expenditure (\$169.4 million and \$265.6 million respectively) included salaries and wages, facilities maintenance, offender management and administering the Department's resources.

The expenditure also benefited local businesses and communities through prison demand for goods and services and the resulting increase in employment opportunities as businesses sought to satisfy this demand. The Department received capital approvals to spend \$728 million for the construction of corrections facilities at Otago, Waikato, Auckland and Northland, and for deferred maintenance and prison security.

Economic Benefits of Proposed Facilities

Analysis performed for the Regional Prisons Development Project assisted the Department to determine the

location of proposed facilities and, consequently, the communities that have benefited economically from its activities. Independent economic impact reports commissioned on proposed facilities have concluded that a positive economic effect will flow to communities hosting corrections facilities and staff residences.

These positive impacts will occur principally as a result of direct and indirect employment, general expenditure incurred by staff in communities local to the facility, and the purchase of goods and services by prison facilities.



REDUCING INEQUALITIES

The Government's key goal of Reducing Inequalities is defined as:

“Reducing the inequalities that currently divide our society and offer a good future for all by better coordination of strategies across sectors and by supporting and strengthening the capacity of Māori and Pacific communities. It aims to ensure that all groups in society are able to participate fully and enjoy the benefits of improved production.”

This key goal reflects fundamental principles relating to social justice, a desire to reduce disadvantage and promote equality of opportunity in order to achieve a similar distribution of outcomes between groups, and a more equitable distribution of overall outcomes within society. This entails an integrated approach to managing the reducing inequalities policy to ensure that the goals and principles are a core part of key departmental activities and initiatives.

Addressing re-offending by Māori and Pacific offenders is a high priority for the Department. Because Māori and Pacific

peoples continue to be disproportionately represented in the criminal justice system, the Department is committed to providing quality programmes and services that are effective for Māori and Pacific peoples from initial assessment through to intervention and release.

External Drivers

Māori are over represented in the corrections system, particularly in the high-risk category. Māori prisoners make up 51 percent of the total prison population, while making up 14.5 percent of the general population. Of the Māori prison population 65 percent are

categorised as high risk, and of the non-Māori prison population, 43 percent are categorised as high risk. Similarly, recidivism rates for Māori are significantly higher compared with non-Māori. The table below demonstrates the re-imprisoned and reconvicted rates for a 24-month follow-up period for offenders released from a prison-based sentence, or who started a community-based sentence, during the period 1 April 2002 to 31 March 2003.

TABLE 23: RECIDIVISM RATES – MĀORI/NON-MĀORI

Within 2 years of release from <i>prison-based</i> sentences		
Ethnicity	Re-imprisoned %	Reconvicted %
All	37.2	55.4
Māori	41.6	61.1
European	34.6	51.7
Within 2 years of starting a <i>community-based</i> sentence		
Ethnicity	Re-imprisoned %	Reconvicted %
All	11.7	40.2
Māori	14.2	45.6
European	10.1	37.7

The Department's response is encapsulated in its kaupapa statement; *Kotahi anō te kaupapa; ko te oranga o te iwi* (There is only one purpose (to our work); it is the wellness and wellbeing of the people). To give effect to this vision, the Department has a *Māori Strategic Plan 2003–2008*, which outlines work in progress under three key themes of building partnerships with Māori, being effective for Māori and being responsive to Māori.

The Department is also committed to providing quality programmes and services that are effective for Pacific peoples. The recently approved *Pacific Strategy 2005–2008* expresses this desire in the guiding statement adopted by the Department: namely, *My strength does not come from me alone but from many*.

Addressing Specific Needs

The Department's offender management processes reflect best practice principles for reducing the risk of re-offending. This entails matching the needs of higher-risk offenders with interventions that contribute to effective and successful treatment and reintegration outcomes. Recent studies, including the evaluation of the Te Piriti Special Treatment Unit, the Montgomery House Violence Prevention Programme, and the Department's own recidivism and treatment outcome data, confirm that being aware of the culture of offenders is critical to achieving reductions in re-offending.

Department's Focus

The Department's focus is encapsulated within the following key themes of its Strategic Business Plan 2003–2008:

- Theme 1: Ensuring Effective Offender Management
- Theme 2: Improving Responsiveness to Māori
- Theme 3: Contributing to Reducing Re-Offending
- Theme 4: Enhancing Capability and Capacity.

All of the initiatives under Theme 2, and specific strategies under Theme 3 and Theme 4, have been identified as contributing to reducing inequalities.

Theme 2: Improving Responsiveness to Māori

Māori are recognised by the Government as the tangata whenua o Aotearoa (indigenous people of New Zealand) and, as such, have a special status. In accepting the tangata whenua status of Māori, the right of the Crown to govern and the right of non-Māori to identify as New Zealanders is validated. The Department's commitment to Māori is linked to the key government goals of Reducing Inequalities, Strengthening National Identity and Upholding the Principles of the Treaty of Waitangi.

The Department works in partnership with Māori communities and government agencies to provide corrections services that contribute to community safety and reducing re-offending. The Department provides these services in a way that has regard to the Treaty of Waitangi.

The Department has identified the importance of addressing the needs of Māori offenders effectively. The strategies and initiatives below assist in improving the effectiveness of the Department's range of services.

The Māori Strategic Plan 2003–2008

The purpose of the *Māori Strategic Plan 2003–2008* is to align the expectations of Māori communities with the Department to improve the Department's outcomes for Māori. It outlines opportunities to build relationships and strengthen communications between the Department and Māori, and provides guidance to services, and identifies priorities that are most likely to be effective in reducing re-offending by Māori. It consolidates initiatives that the Department has developed over time and introduces new initiatives yet to be developed.

The *Māori Strategic Plan 2003–2008* is implemented through the Department's annual business cycle. Decision making at senior management level determines which initiatives from the plan will be implemented each year. These initiatives are included in the Department's Statement of Intent under outputs agreed with the Minister

of Corrections. Implementation of the plan is included in performance agreements between the Chief Executive and general managers and then translated into the Department's annual work programme.

Framework for Reducing Māori Offending (FReMO)

FReMO is an analytical tool designed to guide the development of policy, interventions and research and is intended to encourage departmental staff, providers and consultants to consider Māori issues to ensure that the Department contributes to reducing Māori re-offending. FReMO acknowledges that most initiatives that have had a focus or influence upon Māori have not factored in the Māori perspective, the enhancement of Tikanga Māori, or a critical analysis of mainstream literature as being crucial to successful outcomes. Rather than assuming workers in the area will automatically consider these, FReMO provides a step-by-step process that highlights each of them.

The Māori Initiatives Pathway

The Department recognises that using Māori world views as a vehicle in which to promote positive changes in offenders can work, either on its own, or when used in combination with Western psychology, and with appropriate support. Developed in 2004/05, the Māori Initiatives Pathway is a general reference tool that provides access to the Department's range of Māori assessments, interventions, policies, and support systems, for both offenders and staff. The Māori Initiatives Pathway shows where each initiative fits within the Department's Offender Management Process, and provides access to further information on each respective initiative.

Management of Iwi Relationship Development

Separate Memoranda of Partnerships have been signed with Ngati Rangī in relation to the Northland Region Corrections Facility, Ngati Tūwharetoa with respect to Tongariro/Rangipo Prison and Puukaki ki te Aakaitai for the Auckland Region Women's Corrections Facility in South Auckland. The Department continues to engage with

Kaitiaki in the construction and commissioning phases for facilities, including Ngati Naho, in relation to the Spring Hill Corrections Facility and Te Runanga O Otakau in relation to the Otago Region Corrections Facility. These relationships are intended to extend into the ongoing operations of these facilities as they come into service. The development of government policy on Crown–Māori Relationship Instruments and associated Treaty of Waitangi policy has informed ongoing development of iwi-level partnership arrangements.

Whanau Liaison Worker

The Whanau Liaison Worker position focuses on assisting the wellbeing, rehabilitation and effective reintegration of prisoners in Māori Focus Units and at the Northland Region Corrections Facility, through liaison with community agencies, whanau, hapu and iwi. The role of Whanau Liaison Worker was developed in consultation with the Psychological Service in late 2004.

Whanau Liaison Workers ensure that gains achieved by offenders while participating in programmes such as a Māori Therapeutic Programme are continually reinforced upon release. Consequently, Whanau Liaison Workers play a critical role in establishing links between a prisoner, their whanau, hapu, iwi, and the local Māori community to reinforce the positive changes achieved by an offender while in prison. Case Officers are responsible for referring offenders to the Whanau Liaison Worker service. Whanau Liaison Workers work directly with an offender's whanau by putting in place strategies to resolve or manage identified reintegrative issues.

During 2004/05, the role of the Whanau Liaison Worker was consolidated by:

- implementing the following targeting regime in order of priority:
 - Māori Focus Unit prisoners scheduled to undertake a Māori Therapeutic Programme
 - prisoners who have been imprisoned for more than five years
 - those who present with whanau-related offences; that is, the victim is a whanau member
- aligning the service closer to sentence management procedures
- better coordination between Sentence Planners, Case Officers and Whanau Liaison Workers
- establishing relevant criteria and support for the Whanau Liaison Worker role.

Whanau Liaison Workers are specialists currently employed by the Psychological Service, although the positions will transfer to the Public Prisons Service during 2005. A total of 257 prisoners may be referred to Whanau Liaison Workers per year.

Community Residential Centres

Community Residential Centres provide a residential programme in a normalised and structured environment. The objective is to resettle offenders back into the community through offering rehabilitation programmes and reintegrative services that will reduce the likelihood of further offending. There are three centres currently in operation nationwide: Montgomery House in Hamilton, Te Ihi Tu in New Plymouth and Salisbury Street in Christchurch. Te Ihi Tu and Montgomery House offer a programme that incorporates Tikanga Māori-based concepts. Community Residential Centres are for high-risk offenders released from prison on parole, temporary release or ordered to serve a community-based sentence.

Whakatinana Te Kaupapa Strategy

The *Whakatinana Te Kaupapa Strategy* provides direction on how to improve the way the Department works with Māori providers. The Department of Corrections' *Māori Strategic Plan 2003–2008* provides the priority areas for engaging with Māori providers. Those most relevant to Whakatinana Te Kaupapa are:

- integration of Māori world views in programmes and services, and involving Māori in service delivery
- development of strong and meaningful partnerships with Māori communities

- building the responsiveness of the Department.

The objectives of the strategy are to improve the effectiveness of the Department's services to Māori and to enhance Māori participation in the delivery of services. To date, there have been no reviews of the *Whakatinana Te Kaupapa Strategy* because it is still too early to assess its effectiveness and implementation. A review of the *Whakatinana Te Kaupapa Strategy* will be conducted in 2006/07.

Tikanga Māori Programmes

Tikanga Māori programmes are motivational programmes designed to develop a sense of awareness and responsibility for an offender's behaviour and its impact on themselves, their whanau, hapu, and iwi. Working on the regeneration of Māori identity and Māori practices, Tikanga Māori programmes equip participants with a willingness and motivation to address their rehabilitation focusing specifically on their offending behaviour. A recent addition to the core suite of programmes is the Tikanga Māori programme for women. The Community Probation Service successfully piloted the Women's Tikanga Māori programme in the Hawke's Bay/Gisborne and Tai Tokerau areas. In 2004/05, the Public Prisons Service delivered Tikanga Māori programmes to 824 men and 17 women. In Probation and Offender Services, 238 men and 49 women completed a Tikanga Māori programme during the year.

Māori Therapeutic Programmes

Māori therapeutic programmes are criminogenic programmes that integrate cognitive behavioural therapy and tikanga Māori concepts to facilitate change in the offending behaviour of Māori offenders. Māori therapeutic programmes build on tikanga as a means of increasing responsivity and address a range of criminogenic needs. The programmes are available at the Department's five Māori Focus Units and at the Northland Region Corrections Facility.

Bicultural Therapy Model

The Psychological Service provides specialist clinical assessments and treatment services to offenders. The Service also develops and delivers rehabilitative programmes for three special treatment units: two for male sex offenders who have offended against children, and one for violent offenders. The referral process includes Māori serving either a prison or community-based sentence seeing a psychologist where, together, they discuss therapy goals and outcomes, and options available for Māori under the Bicultural Therapy Model. This can include working with a Psychologist, working with a Psychologist and a Māori service provider, or working solely with a Māori service provider. The Bicultural Therapy Model is available nationwide, and works in cooperation with iwi and local Māori service providers who provided a total of 3,897 hours of consultation in 2004/05.

Te Piriti Special Treatment Programme

Te Piriti is a special treatment unit aimed at providing a treatment programme for male sex offenders in order to reduce sexual re-offending against children. Key findings from an evaluation of the programme found that:

- The Te Piriti programme was effective in reducing sexual reconviction for Māori and non-Māori men. The Te Piriti programme had a 5.47 percent recidivism rate compared with an untreated group who had a sexual recidivism rate of 21 percent.
- Māori men attending the Te Piriti treatment programme revealed significant change pre- and post-therapy in a number of key cultural variables, including knowledge of whakapapa, mate Māori (sickness)/makutu (curse), Māori traditional values and beliefs, knowledge of marae protocols and cultural skills.
- The use of tikanga in combination with cognitive behavioural therapy appears to be an effective treatment programme for Māori and non-Māori offenders convicted of sexual offences against children.

The total number of hours available for prisoners to attend a programme at Te Piriti is 12,500.

Specialist Māori Cultural Assessment

A Specialist Māori Cultural Assessment is intended to address responsivity and motivational barriers of high-risk Māori offenders. The interview-based assessment is undertaken by a Māori assessor. Referrals are made to the assessor by a Probation and Offender Services or Public Prisons Service contact person. Specialist Māori Cultural Assessment enhances generic assessment processes by recommending appropriate cultural interventions. An assessment report is then sent to the appropriate Probation Officer or Sentence Planner. Specialist Māori Cultural Assessments are currently available within the Probation Offender Services and Public Prisons Service in the Auckland and Waikato regions.

Māori Focus Units

Māori Focus Units are intended as rehabilitative interventions, aimed at reducing an offender's risk of re-offending. The units function as therapeutic environments where all participants (staff and prisoners) work together to promote learning and application of the principles of tikanga to thoughts, beliefs and actions, and seek to positively influence each other towards the goal of a responsible and pro-social life in the community. There are five Māori Focus Units based within the Public Prisons Service. They are located within Waikeria, Tongariro/Rangipo, Rimutaka, Wanganui and Hawke's Bay prisons.

Kaiwhakamana

The Kaiwhakamana Visitor Policy is a voluntary support role giving kaumātua (elders) greater access to Māori prisoners. Kaumātua have access to prisons so they can support Māori prisoners. This may include:

- advising and assisting prisoners with whanau relationships
- helping prisoners return to the community with the support of their iwi/hapu/whanau
- providing suggestions and advice to

the Minister and the Department of Corrections on the provision of services to Māori.

Kaiwhakamana are available nationwide within the Public Prisons Service and have access to any prison in the country during normal visiting hours. They may also visit at any reasonable time outside these hours by arrangement with prison management, for example, during tangihanga (bereavements).

Kia Mau Staff Training

Kia Mau is a nationwide, three-stage cultural awareness training programme intended to increase the knowledge, understanding, and skills of Probation Offender Services staff to enable them to work more effectively with Māori offenders. Recently implemented, Kia Mau training is founded on the belief that understanding departmental responsiveness strategies, Tikanga Māori practices and Te Reo Māori, will lead to improved and enhanced working relationships with Māori offenders, their whanau and local communities. Kia Mau is delivered by internal trainers and will be delivered in the Probation Offender Services regions or areas, depending on the geographical spread of participants.

Cultural Supervision

Cultural Supervision is a forum for Māori and non-Māori Corrections staff to reflect on and enhance their interactions with Māori offenders, assisted by the cultural knowledge and expertise of a Cultural Supervisor. Cultural Supervision is delivered once a month in a group environment. The Supervisor facilitates discussions about Māori cultural issues, and promotes the sharing of knowledge, experiences, and ideas in the group, as well as providing expert cultural knowledge to the group. Individual discussions are also available with the Supervisor. Cultural Supervision is currently available in the Canterbury and Waikato regions. Staff eligible for Cultural Supervision include Probation Officers, Sentence Planners, and Psychologists.

Chief Executive's Māori Advisory Group

The Chief Executive's Māori Advisory Group provides direct advice and

feedback to the Chief Executive on strategic, policy and operational issues that affect Māori communities. Initiatives consulted on in the 2004/05 year included:

- Māori Interventions Pathway
- Māori name for the Department
- cultural practices
- resourcing the Northland Region Corrections Facility.

Te Reo Strategy

The Te Reo Strategy is a four-year strategy to support and encourage staff in developing their Māori language skills to enhance the Department's effectiveness when working with Māori – iwi, hapu, and whanau, in community groups, service providers, other agencies, and with Māori offenders. The strategy contains a department-wide action plan to ensure an appropriate environment exists to support staff in the development of Te Reo Māori. Initiatives completed in 2004/05 include development of:

- Te Reo support tools for staff
- Te Reo resources on intranet
- guidelines on appropriate greetings for use by reception staff
- investigation into the development of an appropriate Māori name for the Department.

Theme 3: Contributing to Reducing Re-Offending

One of the outcomes for the Department, and therefore a theme area, is to contribute towards an overall reduction in the level of re-offending. The following range of strategies and initiatives work to address the risks of re-offending and are designed to assist offenders to address their offending behaviours and return successfully to the community.

Pacific Strategy 2005–2008

The recently approved *Pacific Strategy 2005–2008* complements the Department's *Strategic Business Plan 2003–2008*. It is a stand-alone document designed to focus and direct its activities and efforts to areas most likely to produce positive outcomes for Pacific peoples in New Zealand. A new

guiding statement, policy statement, and key themes have been developed to enable the Department to target resources effectively across a mix of current and new initiatives over the next three years.

Saili Matagi Pacific Violence Prevention Programme

The purpose of the Saili Matagi programme is to reduce re-offending by adult Pacific male offenders who are currently serving a sentence for offences of a violent and serious nature. The objectives of Saili Matagi are identified as:

- assisting high-risk Pacific offenders to identify and change their beliefs, attitudes and behaviours that have resulted in violent offending
- enhancing Pacific offenders' responsiveness to other programmes targeting criminal behaviour (criminogenic programmes)
- ultimately reducing intergenerational violence and the likelihood of re-offending.

The programme incorporates Western treatment components with Pacific cultural values, beliefs, and concepts that are familiar to Pacific offenders. An evaluation of Saili Matagi found that participants benefited from the content and delivery of the programme. Anecdotal evidence also found that some prison staff identified a positive 'immediate behavioural change' in participants during and after the programme. Implementation of the Saili Matagi programme was sound, because good working relationships were established between facilitators and prison staff.

Framework for Evaluation of Pacific Interventions

The recent development of a Pacific evaluation framework is intended to ensure, as new Pacific services are designed and implemented, that robust data is available to guide the evolving improvement of those services. The framework consists of the following four phases:

- evaluation of the need for the programme, its design, and its fit with organisational priorities

- evaluation of programme processes and implementation
- evaluation of the programme's impact and outcomes
- evaluation of the programme's costs and efficiency.

The framework is intended to ensure that funded Pacific-focused services will, from the first day of operation, generate data that promotes both programme integrity, that is, services delivered are closely aligned to service design and intentions, and ongoing programme improvement.

Fautua Pasefika

The Fautua Pasefika Policy, an initiative of the Department's Pacific Strategy, enables Pacific community leader's greater and easier access to prisons and Pacific prisoners. Fautua Pasefika support and advise on a range of issues including:

- addressing the cultural or other special needs of a prisoner
- providing spiritual or religious guidance or instruction to a prisoner
- advocating on behalf of Pacific communities to the Minister and Department staff on best practice and cultural issues that will attend to the wellbeing of prisoners.

Fautua Pasefika as Specified Visitors to Prisons has been implemented and is now part of the Public Prisons Service policy and procedure.

Samoa Recruitment Initiative

During the year the Department worked with the New Zealand Immigration Service to recruit new corrections officers from Samoa as part of the overall recruitment campaign. Recruitment activity in Samoa resulted in 56 new recruits starting in the first half of 2005.

Theme 4: Enhancing Capability and Capacity

To achieve themes 2 and 3, the Department requires increased capability and capacity. Initiatives under this theme focus on ensuring the Department has in place the right resources, people, support systems, and infrastructure.

Chief Executive's Pacific Advisory Group

This group provides direct advice and feedback to the Chief Executive on strategic, policy, and operational issues that affect Pacific communities. Issues consulted on in the 2004/05 year included:

- proposed Pacific Focus Unit at the Spring Hill Corrections Facility
- Fautua Pasefika
- Pacific Community Liaison Officers
- Pacific Peoples Regional Corrections Liaison Committee
- development of the Pacific Strategy 2005–2008.

Pacific Community Advisory Groups

The Department continues to liaise with the Pacific Peoples Regional Corrections Liaison Committee as a main avenue for Pacific communities to contribute to the development of the new facilities in South Auckland and Waikato. The group comprises representatives from throughout the Pacific community. The issues the group provided advice on during 2004/05 included:

- design of the Pacific Focus Unit proposed at the Spring Hill Corrections Facility
- consultation processes with Pacific communities in Auckland
- commissioning issues including operational and management issues relating to the new regional facilities
- aspirations of Pacific communities in Auckland regarding the new regional facilities.

Pacific Community Liaison Officers

During the 2004/05 financial year, the Department formally established two Pacific Community Liaison Officers within the Public Prisons Service for the Auckland and Waikato regions respectively. The initiative has been established to support community participation in addressing Pacific re-offending by:

- enhancing the Department's responsiveness to Pacific communities
- fully informing Pacific communities about the Department's work

- developing initiatives that specifically target the needs of Pacific offenders.

State Services Commission-led Ministerial Review: Race versus Needs

Race relations received increased attention over the past year. The Department came under intense scrutiny in 2004 over the amounts paid to Māori individuals and organisations during the process of consultation over the establishment of new corrections facilities in Northland, South Auckland and Waikato.

The degree to which the Department's policies are unduly advantaging or disadvantaging Māori remains a contentious issue. The Government instituted a range of responses, including a comprehensive review of government policy. The aim of the review was to ensure that, where ethnicity was a factor in the development of policy and the delivery of services, those policy and services had a sound basis in need.

The Department's policies and programmes subject to the review were:

- Māori culture-related needs
- Specialist Māori Cultural Assessment
- Māori Therapeutic Programme
- Saili Matagi Pacific Violence Prevention Programme
- Māori Focus Units
- Tikanga Māori Programme
- Whanau Involvement Plan
- Te Ihi Tu.

The Department cooperated fully with the review process and reviewed a range of departmental policies and services where ethnicity was a factor. Following the State Services Commission-led review, Cabinet noted and agreed, amongst other things, that the Tikanga Māori and cultural approach undertaken by the Department in these programmes are appropriate and that, upon evaluation, the Department considers using the Whanau Involvement Plan as a blueprint to supporting greater involvement of non-Māori offenders' families throughout the corrections system. The plan is to

be progressed during 2005/06 in accordance with the initiatives outlined in the Department's 2005/06 Statement of Intent.

The Department has a well-developed rationale for the development and delivery of services to offenders based on risk, need and responsiveness. Māori (and to a lesser extent Pacific peoples) are a demonstrably high-need population for the Department, based on their over-representation in the criminal justice system. The Department's ethnically oriented programmes have been carefully tailored to meet the needs of Māori and Pacific peoples while still working within the Department's overall approach to offender management.

2004/05 Expenditure on Reducing Inequalities

For the year ended 30 June 2005, the Department delivered a range of outputs to government for the management and rehabilitation of offenders at an actual operating cost of \$605.6 million. Of this amount, \$21.2 million was specifically targeted to assist with reducing re-offending by Māori. Details were as follows:

- Māori Focus Units costing \$17.0 million, of which \$16.4 million was for custody and \$0.6 million for programmes
- Bicultural Therapy Model costing \$0.3 million
- Māori policy work costing \$1.4 million
- Tikanga Māori Programme costing \$1.8 million
- Whanau Liaison Service costing \$0.5 million
- other Māori programmes costing \$0.2 million

The outputs delivered to Government that were not new initiatives specifically targeted at reducing reoffending by Māori cost \$584.4 million. Of this amount, \$284.6 million was attributable to Māori, as they comprise 48.7 percent of the offender population. Of the Māori offender population approximately 94 percent are male. A further \$52.6 million was attributable to

Pacific peoples as they comprise 9.0 percent of the offender population.

All of the above costs are calculated on a GST-inclusive “fully absorbed” basis in that they include both direct and overhead costs in accordance with the Public Finance Act 1989.

These financial figures are not comparable with prior years as changes have been made to the Department’s cost allocation policy in the 2004/05 financial year.

APPENDIX

LIST OF ACRONYMS

ACC	Accident Compensation Corporation
ACRP	Auckland Central Remand Prison
CIE	Corrections Inmate Employment
CMRI	Crown–Māori Relationship Instruments
CPIC	Crime Prevention Information Capability
CPS	Community Probation Service
DOC	Department of Conservation
EEO	Equal Employment Opportunities
ESOL	English for Speakers of Other Languages
FReMo	Framework for Reducing Māori Offending
FTE	Full-time equivalent
HR	Human Resources
IOMS	Integrated Offender Management System
IT	Information technology
NCEA	National Certificate of Educational Achievement
NCES	National Certificate in Employment Skills
NZPARS	New Zealand Prisoners' Aid and Rehabilitation Society
NZQA	New Zealand Qualifications Authority
OSH	Occupational Safety and Health
PECCS	Prisoner Escort and Courtroom Custodial Services
PFNZ	Prisoner Fellowship of New Zealand
PPS	Public Prisons Service
PS	Psychological Service
RI	Recidivism Index
RQ	Rehabilitation Quotient
SBP	Strategic Business Plan

TERMS AND DEFINITIONS

Benchmarking	Using a standard point of reference to compare departmental efficiency, effectiveness and quality with other jurisdictions that have similar governance and correctional practices.
Bicultural Therapy Model	A model of therapy involving Māori tohunga (a spiritual expert or healer) working alongside Department psychologists to treat offenders.
Breakout escape	An escape from a secured prison area that breaches a physical barrier. This definition includes an escape where a prisoner has breached security measures provided the prisoner has physically left the area contained by the outermost perimeter fence, or if there is no such fence, prison buildings, police cell, vehicle or court complex or other place of custodial control, or from an officer escort anywhere.
Community-based order	An order of parole, release on conditions, home detention or extended supervision.
Community-based sentence	A sentence of supervision or community work.
Community Residential Centre	An approved residential centre that operates programmes for offenders designed to identify and address the cause or causes of, or factors contributing to, their offending.
Community work	A community-based sentence that requires offenders to do unpaid work in the community.
Criminogenic needs	The factors (thoughts, emotions and behaviour) that are associated with offending and re-offending.
Criminogenic programmes	Programmes designed to address the range of factors that are associated with offending behaviours.
Custodial sentence	A sentence of imprisonment.
EQUIP	A treatment programme provided in specialist youth units for young people with anti-social behavioural problems. The programme aims to achieve positive life outcomes for anti-social youth sentenced to prison.
Extended supervision orders	Orders that allow the monitoring of some high-risk child-sex offenders for up to 10 years after their sentence or order finishes.
Fautua Pasefika	This term describes a Pacific community leader with responsibility to provide advice and guidance.
Home detention	A community-based order that allows offenders to serve part of their prison sentence at home or at an approved place of residence. Offenders live at home under electronic surveillance and receive intensive supervision by a Probation Officer.
Indeterminate sentence	A sentence that does not have an expiry date, that is, currently life sentences and preventive detention.
Internal service self-sufficiency	Kitchen, laundry and cleaning work carried out as prisoner employment activities.
Kaitiaki	Kaitiaki are the group most closely associated to the land on which new corrections facilities are being built.
Kaiwhakamana	The kaiwhakamana visitor policy is a voluntary role giving kaumātua (elders) greater access to Māori prisoners so they can support Māori prisoners with rehabilitation and reintegration in returning to the community.
Kia Marama	Special therapeutic unit at Rolleston Prison in Canterbury that delivers group-based treatment within a therapeutic environment for male prisoners with convictions for sexual offences against children.
Land-based activities	Farming, forestry and horticulture carried out as prisoner employment activities.
Making Our Drivers Safer (MODS)	A community-based programme for serious and high-risk driving offenders, specifically targeted at those who compulsively drive while disqualified and those who drive under the influence of drugs and/or alcohol.

Manufacturing activities	Manufacturing activities, such as construction and asset maintenance, carried out as prisoner employment activities.
Māori Focus Unit	A unit within a prison, which provides an environment and programmes that meet the specific psychological needs of Māori offenders, including preparation for their release. Māori focus units are constituted on tikanga Māori principles and operate within a tikanga Māori environment.
Māori therapeutic programmes	Specialist programmes substantively developed from a Māori perspective. They address offending-related needs.
M-PRO	The M-PRO (or mixed programme) is one of a suite of 100-hour generic programmes aimed at dealing with offenders' needs.
New start	An offender starting a community-based sentence.
New Zealand Parole Board	The New Zealand Parole Board was established under the Parole Act 2002, and considers offenders for parole once they have reached their parole eligibility date. The Board is also responsible for considering applications for home detention.
Non-return from temporary release	Where a prisoner does not return to prison at the appointed time.
NZPARS	New Zealand Prisoners' Aid and Rehabilitation Society.
Other escapes	Other escapes are defined as 'walk-aways' and 'escapes while under escort' (other than court-related).
Parole	An offender is released by the New Zealand Parole Board from a term of imprisonment and is subject to standard conditions of monitoring by a Probation Officer and may be subject to special conditions of a reintegrative or rehabilitative type.
Preventive detention	An indefinite term of at least 10 years that may be imposed when an offender is convicted for certain sexual or violent offences. The offender must be 21 years of age or over.
Pua Wananga	Focal point for the delivery of programmes and interventions at the Northland Region Corrections Facility.
Recidivism Index	An index, which quantifies the rate of re-offending of a specified group of offenders over a defined follow-up period (currently 12 and 24 months), following release from a custodial sentence or commencement of a community-based sentence.
Rehabilitation Quotient	Measures the effectiveness of rehabilitative and other interventions in reducing re-offending.
Reintegrative services	Programmes that are targeted at offenders and their families/whanau to assist offenders to reintegrate effectively back into the community and workforce on release from prison. These include programmes that address areas such as family functioning, social attitudes and life skills.
Reintegrative support services	Community-based services that aim to increase wellbeing and self-reliance of offenders and their families/whanau by providing intensive integrated family/whanau support for offenders returning to the community to parent children. This service is provided in Auckland and Christchurch.
Release on conditions	Post-release conditions for offenders sentenced to a short term of imprisonment with conditions set by a sentencing judge.
Release-to-work programmes	An initiative that allows prisoners nearing their release date, and who meet certain eligibility criteria, to be temporarily released during the day to work.
Remand prisoner	An offender who has been charged with an offence and is being held in custody pending plea, trial or sentencing.
Responsivity/motivational programmes	Programmes that aim to enhance an offender's ability to participate in interventions. These programmes may target offenders' willingness to participate, learning style, culture, level of literacy and/or drug and alcohol status. These programmes include Straight Thinking and Tikanga Māori.

Saili Matagi Violence Prevention Programme	Saili Matagi is a programme for Pacific men serving sentences for violent offences and is aimed at assisting these prisoners to identify and change the violent attitudes and behaviours that resulted in their violent offending.
Straight Thinking	The Straight Thinking Programme is a 70-hour, group-based programme. The aim of the programme is to develop interpersonal skills in self-control, problem solving, social perspective taking and critical reasoning.
Structured Individual Programme	The 30-hour Structured Individual Programme is a criminogenic programme designed to target offenders with defined criminogenic needs who are not able to attend a group-based criminogenic programme.
Structured Day	Structured Day is the means for promoting the constructive use of 90 percent of a prisoner's unlocked time in order to maximise the efficient organisation of custodial management requirements and activities.
Supervision	A community-based sentence requiring regular reporting to a Probation Officer, and possibly also including attendance at an appropriate programme dealing with the cause of offending.
Sustainable development aspects	The general types of information that are related to a specific category (that is, energy, employment, health and safety, and indigenous rights).
Sustainable development categories	The broad areas, or groupings, of economic, environmental, or social issues of concern to stakeholders (that is, labour practices, human rights and direct economic impacts).
Te Hokinga Mai	A service for high-risk prisoners who are going to undertake a parenting role on release from prison.
Te Piriti	Special therapeutic unit at Auckland Prison that delivers group-based treatment within a therapeutic environment for male prisoners with convictions for sexual offences against children.
Tuakana/teina Model	Mentoring relationships between older and younger youth.
Tikanga Māori	Māori customs.



Values

PROFESSIONALISM

- Managers and staff interacting with offenders in a professional manner
- Working together, being responsive to others and enhancing relationships, both internally and externally
- Being an employer of choice that values professionalism, continues to invest in staff and managers, encourages them to take pride in their work and values the contribution that they make

RESPONSIVENESS

- Enabling and ensuring that individuals take personal responsibility for their actions
- Innovation in service performance excellence

INTEGRITY

- Fairness, acting with impartiality and integrity, with respect for the rights and the rule of law at all times

DIVERSITY

- Being an organisation that values diversity and treats all people with respect

EFFECTIVENESS AND EFFICIENCY

- Being effective in improving outcomes for Māori and Pacific peoples
- Effectively contributing to Protecting the Public and to Reducing Re-offending
- Delivering an efficient integrated service to the public and offenders with transparency and accountability.



DEPARTMENT OF CORRECTIONS' STRATEGIC DIRECTION

Ensuring effective offender management

Improving responsiveness to Māori

Contributing to reducing re-offending

Enhancing capability and capacity