

Briefing to the Incoming Minister

December 2016

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Message from the Chief Executive

I am proud to lead an organisation that has a great passion and commitment to managing some of New Zealand's most difficult individuals.

The foundation of an effective corrections system is our ability to protect the public. Over the past year a series of substantial new public safety measures have been introduced. This includes changes to legislation that allow Corrections and Police to require community-based offenders and bailees subject to drug and alcohol conditions to undergo testing to ensure compliance. As a result, we have never been in a stronger position to hold individuals to account and keep the public safe.

We have nevertheless had to contend with some challenges, including public concern about the placement of high-risk offenders in the community and capacity pressures due to a record high prison population.

Corrections has implemented a world-leading prison modernisation programme, major investments in staff training and equipment, greater accountabilities at the regional and local level, and the expanded use of new technologies, such as GPS monitoring.

Looking to the future, I am determined to maintain our focus on the biggest challenge facing all corrections systems – reducing re-offending. Over the past five years, we have made major strides in transforming our prison and community sites so that they can provide more and better rehabilitation and reintegration programmes and services, through such initiatives as Out of Gate and partnerships with major employers.

I am confident that Corrections will continue to build on the progress we have made in recent years, with the support of the thousands of dedicated front-line staff who come to work each day with the goal of making New Zealand a safer place.

Ray Smith
Chief Executive

Corrections overview

The Department of Corrections occupies a very important place in the justice sector. We have the responsibility of ensuring that offenders are held accountable for their actions and that the public are protected. Our vision is to create lasting change by breaking the cycle of re-offending.

Corrections employs 8,000 staff of which approximately 85% are frontline. There are over 36,000 community-based sentences and orders managed by probation staff at 151 sites, along with two remand centres and 18 prisons.¹ The number of people in prison has doubled in the last two decades, tipping 10,000, the highest prison population recorded in New Zealand history. In total, Corrections is currently managing, under sentences and orders, nearly 40,000 people in prison or in the community. A full list of sentences and orders managed by Corrections is attached as Appendix A.

Our offenders

On any given day:

- approximately 30,000 offenders are managed in the community
- prisons house around 10,000 prisoners.

Of the offenders in the community:

- 80% are serving a community sentence; 20% are serving a post-prison order
- over 40% of sentences served in the community are community work sentences.

Of the prisoners:

- 72% are serving a sentence of imprisonment; 28% are on remand awaiting trial or sentencing
- the conviction profile is (sentenced prisoners):
 - 40% serious violence (such as aggravated robbery and grievous assaults)
 - 20% sex offences (such as rape and sexual violation of children)
 - 10% for serious drug-related offending.

Over the course of a year:

- more than 50,000 offenders start a community sentence or order
- most community sentences are completed within a year
- 11,000 people start a period in custody remand, and 8,000 start a prison sentence
- the sentences of 75% of prisoners are two years or less; the imposed sentence lengths of the remainder vary between two years to over 30 years
- 20% of offenders starting a community sentence are female; for prison sentences the comparable figure is 10%.

¹ Including the contract-managed Auckland South Corrections Facility.

Recent trends in volumes of offenders managed

The prison population has grown steadily for over 30 years, with particularly strong growth since 2000. The major causes were the:

- Bail Amendment Acts 2011 and 2013, which made it harder for those charged with serious offences to get bail, introduced a stricter bail test for young defendants and increased the likelihood of remand in custody pending sentencing.
- Victims' Rights Amendment Act 2014 and the Sentencing Amendment Act 2014 – these amendments provided more opportunity for victims to be involved and increased likelihood of adjournments for restorative justice.
- Parole Act 2002, which meant that prisoners serving longer sentences (above two years duration) were liable to serve a greater proportion of the imposed prison sentence.

The growth in the prison muster is discussed in more detail in the section *Managing our muster* (pg 12). The impact of these legislative changes on prison numbers is illustrated in Figure 1. In the community, quite dramatic growth was recorded after 2007 (Figure 2), primarily as a result of legislation that year which introduced several new community sentences (Home Detention, Intensive Supervision, Community Detention), all of which were intended as alternatives to shorter terms of imprisonment.

Growth in the prison population also resulted in a corresponding, though smaller-scale, increase in numbers of offenders being managed in the community on post-prison orders, as illustrated in Figure 2.

Figure 1: Offenders serving prison sentences

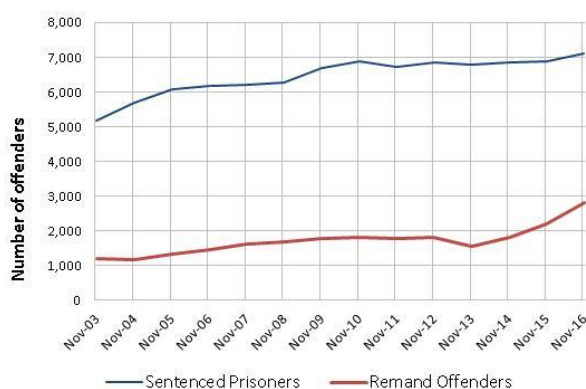
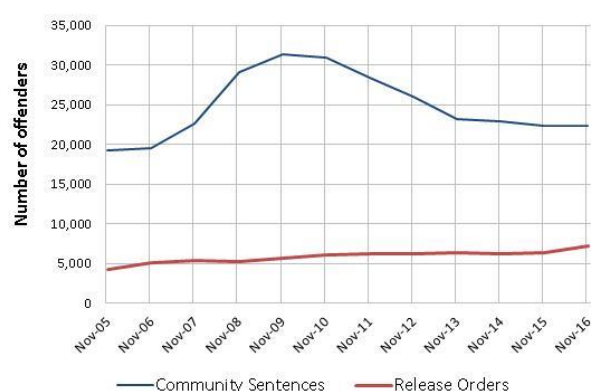


Figure 2: Community-sentenced offenders



Responsibilities within the Corrections system

Role of the Minister of Corrections

The Minister of Corrections is responsible for determining policy and exercising statutory powers and functions related to the Corrections portfolio. The Minister is also responsible to Parliament for ensuring Corrections carries out its functions properly and efficiently. The Corrections Act 2004, which is the primary Act governing the corrections system, creates several powers and functions, such as giving directions to the Chief Executive relating to the exercise of his or her powers and functions.²

Chief Executive of Corrections

The Chief Executive is responsible for the day-to-day running of the Department. This includes responsibility for ensuring the corrections system operates in accordance with the purposes set out in the Corrections Act 2004 and ensuring the welfare of offenders in the community and prison.

Inspectors of Corrections

The Corrections Act 2004 provides for the appointment of inspectors of Corrections. Inspectors report directly to the Chief Executive and are independent from local prison management and community probation management. Inspectors check and report on the fair, safe, secure and humane treatment of prisoners and people detained within the corrections system.

Role of the New Zealand Parole Board

The New Zealand Parole Board is an independent statutory body that considers cases where offenders are eligible for release on parole, compassionate release and release at their statutory or final release date. It also considers cases where either Corrections or Police have applied to have an offender, released on parole, recalled to prison. An offender on parole can have their progress monitored by the Board. The Board does not consider the release of an offender on a short-term prison sentence (of two years or less) unless an application for compassionate release is made to the chairperson. Corrections is required to ensure that the Board is provided with administration and training support. As an independent body, the Board can not be directed by the Minister or the Department in its decision making.

Executive Leadership Team availability

The Department's organisational structure and biographies of ELT members is attached as Appendix C. § 9(2)(a)

² The full legislative framework governing Corrections is outlined in Appendix B.

Financial overview

Corrections has an operating expenditure of \$1.4 billion per annum and our portfolio of assets, including farms and forests, is worth over \$2.5 billion.

In May 2016, Corrections secured new operating funding of \$355.6 million over the next four years. This additional funding will ensure that Corrections has capacity to accommodate a rising prison population, maintain public safety and reduce reoffending. The Budget funding includes \$290.6 million to address the growth in the prison population. This investment will enable Corrections to meet the rising costs of running prisons, including existing custodial services and ongoing funding for additional beds.

Budget 2016 also provides additional funding for services to protect the public and reduce reoffending. This includes:

- \$20 million for the continuation of Out of Gate reintegration services.
- \$12 million to manage offenders returning from overseas.
- \$8.8 million to continue the 24-hour GPS electronic monitoring for the highest-risk offenders and to improve the electronic monitoring assurance framework.

Cabinet has recently agreed to additional funding to increase capacity across the prison network. Further information is provided in the *Managing our muster* section (pg 12).

Upcoming decisions

In the next few months, you will need to approve and submit Corrections' budget bids for the 2017 Budget. There are no other urgent decisions that must be taken within the first three months. Corrections is also looking to progress several priorities to Cabinet which are outlined in further detail below.

Current legislative programme

Upcoming legislation and Cabinet papers

Corrections currently has no legislation before the House. s.9(2)(f)(iv)

Legislative bids

Ministers are invited at the end of each year to propose legislative amendments to be included in the Legislation Programme for the upcoming year. The purpose is to assist with the planning of House time and the allocation of Parliamentary Counsel Office's drafting resources.

The Department will provide advice to you in January with proposed legislation bids for 2017. A legislation bid provides an overview on the policy being implemented, why legislation is needed, provides a timeline for the work, and proposes a priority ranking.

Any legislation bids you approve need to be lodged with the Cabinet Office by [REDACTED]. The Cabinet Office summarises all bids and submits these to Cabinet for consideration and determination of priorities.

Corrections is preparing legislative bids for a number of policy proposals currently being developed. These are outlined below.

- s 9(2)(f)(iv) [REDACTED]
[REDACTED]
[REDACTED]
- [REDACTED]
[REDACTED]
- [REDACTED]
[REDACTED]
- [REDACTED]
[REDACTED]
[REDACTED]

Budget 2017 bids

The initial costs for Budget 2017 bids are indicative and subject to change as the proposals are further developed. This year, funding for new bids has been divided into two tracks:

- Track 1 is for evidence-based high-quality social investments that deliver results for target populations. Bids for Track 1 need to be submitted by s.9(2)(g)(i)
- Track 2 is for bids responding to standard cost and volume pressures. Bids for Track 2 were submitted on Wednesday 14 December 2016.

In November 2016, Corrections submitted two scoping documents to be considered as Track 1 bids in the Budget 2017. The two Track 1 bids have been reviewed by Treasury and the Social Investment Panel. Corrections will continue to develop the bids in more detail with support from Treasury and the Social Investment Unit. Details of each bid and initial costs are outlined below.

- s.9(2)(f)(iv), s.9(2)(g)(i)
-

s.9(2)(f)(iv)

Corrections also proposes to submit two Track 2 bids to be considered in the Budget 2017 process:

- s.9(2)(f)(iv), s.9(2)(g)(i)
-

Early next year, Treasury will assess the Track 2 Budget initiatives, with support provided to agencies to further refine initiatives to meet requirements. s9(2)(f)(iv)

[REDACTED] New bids must be lodged by s. 9(2)(f)(iv).

Treasury and the Social Investment Panel will convene in February to assess initiatives and provide advice to Budget Ministers. In late March, Budget Ministers will agree on the final Budget package. s. 9(2)(f)(iv)

Justice Sector Fund bids

The Justice Sector Fund (JSF) is a cross-agency funding pool from which agencies can seek funding to progress initiatives. Through the JSF, money saved by one agency can be redirected to fund effective initiatives within another agency, providing for a more flexible, interagency approach to reducing crime and reoffending. One of the main goals of the JSF is to allow new initiatives to be trialled. Once they have shown they are effective, agencies are able to seek long term funding through the annual Budget process.

Applications for funding from the JSF are required to show the funded initiative will contribute to one or both of the following:

- Reducing crime and reoffending, and advance our key result areas
- Assist the sector to modernise and become more cost effective.

The JSF is in the final stages of the first round for 2016/17. In November, Justice Sector Ministers approved funding for three Corrections' bids. The approved bids have been forwarded to the Minister of Finance and are waiting his approval. s9(2)(f)(iv), s9(2)(g)(i)

[REDACTED]

[REDACTED]

[REDACTED]

- s9(2)(f)(iv) [redacted]
[redacted]
[redacted]
[redacted]
[redacted]

s9(2)(f)(iv) [redacted]
[redacted]
[redacted]
[redacted]
[redacted]

Timing for the next round has not been confirmed, but is likely to start in s. 9(2)(f)(iv) [redacted] with final decisions made by s. 9(2)(f)(iv) [redacted]. In August, the Cabinet Committee on State Sector Reform and Expenditure Control (SEC) directed the Ministers of Finance and Justice to report back to Cabinet with advice on whether to continue the JSF beyond November 2017 (when the JSF is set to expire). The Ministry of Justice is leading this review and intends to seek Cabinet approval of the Review's findings in s9(2)(f)(iv) [redacted]

[redacted] . s9(2)(f)(iv), s9(2)(g)(i) [redacted]
[redacted]
[redacted]
[redacted]

Annual Review of Corrections by the Law and Order Select Committee

The 2015/16 Annual Review of Corrections by the Law and Order Select Committee will be on 8 February 2017. s9(2)(f)(iv) [redacted]
[redacted]

[redacted] Answers must be lodged with the Office of the Clerk by 3 February 2017.

Managing our muster

Prison Population Trends

Through the 1970s and early 1980s, prisoner numbers remained relatively stable at around 2,600. However, since 1985, prisoner numbers have almost quadrupled. This increase can be largely attributed to significant legislative changes over the past 15 years.

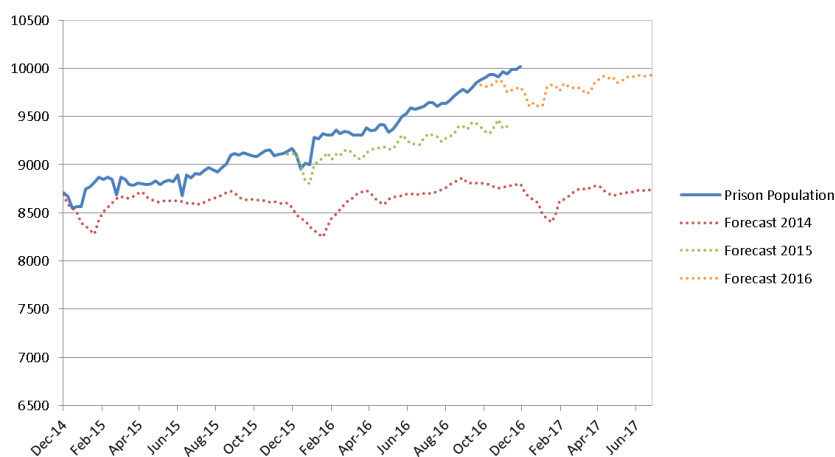
Despite the Justice Sector’s progress to date in reducing crime and improving public safety as part of the Better Public Services programme, this is not reflected in the prison population. The crime rate is a relatively weak driver of the prison muster. While overall crime is falling, prison population trends are influenced by more serious crime rates (particularly violent, sexual and serious drug offences), and the policies and practices that govern how the justice system responds to crime.

The prison muster has been increasing at a rate consistently above Justice Sector Forecasts since 2014.³ In 2016 alone, the population increased from around 9,100 prisoners to over 10,000 in December 2016. Key pressures contributing to recent growth include more people being remanded in custody, and prisoners serving a greater proportion of their sentence in prison.

There are two broad ways for the justice sector to respond to the continued pressure on the prison population – to increase the supply of, or reduce the demand for, prison accommodation. Successive governments have built new prisons, increased the use of double bunking, and developed the capacity within existing prisons.

Figure 3 illustrates the increasing prison population above previous Justice Sector Forecasts:

Figure 3: Prison muster against recent prison population forecasts



³ The prison population forecast is updated each year based on the best available information about the downstream impact of policy changes and trends that affect the prison population.

In early 2017 the Justice Sector Forecast will be updated, s. 9(2)(g)(i)

Prison Configuration and Capacity

Corrections must ensure there is sufficient fit for purpose capacity across the prison network to accommodate prisoners. This is an ongoing challenge due to the dynamic nature of our operating environment. The prison muster and demand for prison accommodation is heavily influenced by external factors outside our direct control, including legislative changes within and outside the justice sector, judicial decision making, policing trends and patterns of criminal offending.

Prison Capacity Programme

In response to the growing prison population, the Department commenced the Prison Capacity Programme. Phase One of the Prison Capacity Programme involves a series of capacity responses aimed at alleviating the immediate demand pressures on the prison network. By December 2017, 341 prisoner places will be added to the prison network through a mix of double bunking, conversion of existing facilities and small scale new builds.

Phase Two of the Prison Capacity Programme was established to determine the Department's prison capacity requirements over the next ten years. In October 2016, following the development of a Programme Business Case that set out a ten year investment programme, Cabinet agreed to further double bunking (providing an additional 80 prisoner places by April 2017) and the construction of a large new building at Mount Eden Corrections Facility (providing 245 prisoner places by October 2019). The Request for Tender for the new building closes on s.9(2)(f)(v) and a decision will be made on the preferred supplier in s.9(2)(f)(v).

Cabinet also agreed in principle to Corrections developing a single stage business case to consider the procurement of additional places at Waikeria Prison. Cabinet considered this single stage business case in November 2017 and agreed for the Department to begin the procurement of the Waikeria Prison Development. The Waikeria Prison Development will be procured via a Design, Build, Finance and Maintain Public Private Partnership, and is expected to provide 1,500 prisoner places beginning in 2020, as well as the ability to expand by a further 500 prisoner places. An Expression of Interest (EOI) for the Waikeria Prison Development will be released in early January 2017 and closes on 16 February.

Contracting for services

In recent years, Corrections has significantly expanded our use of private providers for services in prison and the community. Corrections manages some of the government's largest and most complex contracts. In addition to outsourced prisons, this includes national contracts for electronic security, prisoner transport and facilities management, as well as national and local contracts for rehabilitation and reintegration services.

Strengthening the oversight of major outsourced services

Corrections has taken steps to strengthen the oversight of all major outsourced services, including privately managed prisons. This includes taking steps to:

- create a new Deputy Chief Executive position with specific responsibility for outsourced services (Chris Fry, Deputy Chief Executive, Commercial Services)
- improve the effectiveness of Prison Monitors, through targeted recruitment, increased training and support, scheduled rotation, and greater assurance
- establish an independent expert advisory board for our major contracts.

Mount Eden Corrections Facility

The 2010 contract between the Crown and Serco included an option to review or end the contract after six years – with a possible breakpoint in March 2017. On 9 December, Cabinet noted that the existing contract with Serco for the management of MECF would not be renewed beyond March 2017.

On 1 April 2016, Corrections entered into a transition agreement with Serco. The agreement confirmed that the prison management contract will terminate on 31 March 2017 and set out the arrangements to reflect how the transitional period would be managed. As of December 2016, good progress is being made in all areas and we continue to remain on track for successful disengagement by the end of the contract.

Auckland South Corrections Facility

Auckland South Corrections Facility (ASCF) opened in May 2015, reaching full muster capacity on 18 October 2015 after a staged increase of prisoners. Corrections contracted SecureFuture (the Public Private Partner) to design, build, finance, operate and maintain the new prison. SecureFuture has subcontracted Serco to operate the prison, and the prison will be privately operated by Serco for a period of 25 years. ASCF has a major focus on rehabilitation, and prisoner outcomes supporting Corrections' efforts to reduce re-offending.

Two full-time Prison Monitors employed by Corrections are based at ASCF. In addition there are two special monitors who focus on operations within ASCF, as opposed to

contractual compliance. The special monitors visit weekly and focus on troubleshooting and identifying emerging risks.

s. 9(2)(g)(i)

Auckland Prison Public Private Partnership (PPP)

Corrections entered into a contract with Next Step Partners (NSP) in September 2015 for the building of a new maximum security facility at Auckland Prison. The existing maximum security facility built in 1968 is outdated and at the end of its working life, but as New Zealand's only maximum security facility is a highly strategic asset. NSP will be responsible for designing, building, financing and maintaining the new facility. The PPP excludes custodial operations, which will be retained by Corrections.

NSP is a collection of companies, bringing together The Fletcher Construction Company Limited as the builder, Cushman & Wakefield as the maintainer, and Public Infrastructure Partners as the equity provider. NSP commenced construction in November 2015. Works recently reached the 50% completion milestone and are due to be fully completed in early December 2017. Prisoner build up is currently planned for March 2018. In conjunction with the new build, the Department is developing an enhanced operating model across the Auckland Prison site to maximise the opportunities the new facilities will provide.

Electronic monitoring of offenders

Electronic monitoring (EM) allows individuals to be tracked in their homes and in the community. There are two types of technology used for EM:

- Radio Frequency (RF) sets up an electronic boundary to manage curfew based sentences such as community detention, and
- Global Positioning System (GPS), which allows for real time tracking of movements and the establishment of exclusion zones (ie, areas where someone is not allowed to be).

GPS is used primarily for people serving home detention and those subject to EM conditions as part of their parole or extended supervision order. Currently approximately 50% of the 4,000 EM offenders are monitored using GPS.

Since January 2015 all EM services have been contracted through 3M. Following media attention last year, 3M and the Department invested in strengthened straps and these were attached to our 200 highest risk offenders in July of 2016.

s6(c)

Key performance indicators contained within the 3M contract are tightly monitored and in the year 2015/16, 87% of performance standards were met by 3M.

s9(2)(b)(ii)

Other key issues

Better Public Services (BPS)

Reducing Re-offending by 25% by 2017 (RR25)

In 2012, the Government announced BPS targets, including the Department's target of reducing reoffending by 25% by 2017. BPS was intended to drive improved results within the public service through innovation, increased productivity, working more closely with others and harnessing new technologies.

Our goal to reduce reoffending rates by 25% by 2017 is an ambitious and aspirational target. Any reduction in reoffending is positive and Corrections will continue to work towards reducing reoffending rates. As previously noted, positive progress towards the goal was achieved over the first half of the 2011 to 2017 BPS period, but it became apparent only in more recent times that external factors were having a negative influence on the rate, obscuring Corrections positive performance in reducing reoffending.

These include shifts in the demographics of New Zealand's offender population, changes in external drivers such as policing and sentencing trends, and changes to criminal justice legislation. The successful rehabilitation and reintegration of offenders helps to drive re-offending rates down.

The reducing re-offending measure is a composite of community-sentenced offenders' reconviction rate and prisoners' re-imprisonment rate. Monthly analysis conducted since the target was set in 2012 show that the overall rate of re-offending fell between June 2011 and February 2014, at which point the Department was just over half-way towards the 25% reduction target.

Since that time however the rate has flattened off and, from mid-2014, has been increasing slowly. Figure 4 below illustrates progress towards the 25% target, showing the reversal in what was a very favourable trend line up to early 2014.

The number of prison releases re-imprisoned, and community starts reconvicted within 12 months has steadily decreased in the last several years (illustrated in Figure 5). This result largely reflects the falling number of offenders commencing sentences with the Department over the same period. That the rate of reconviction is rising, while the number of persons reconvicted is falling, is understood to be a consequence of the fact that Corrections is currently managing a smaller, but more recidivistic group of offenders.

Figure 4: Progress towards the 25% target

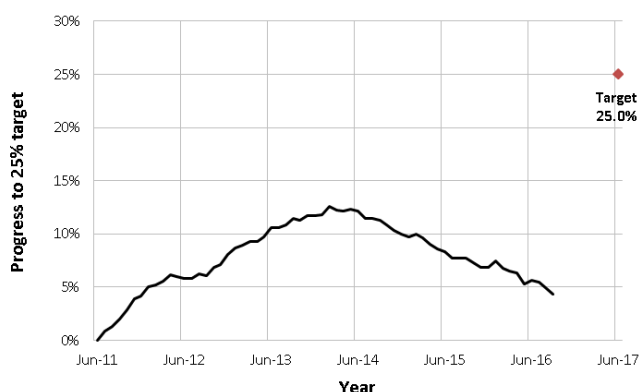
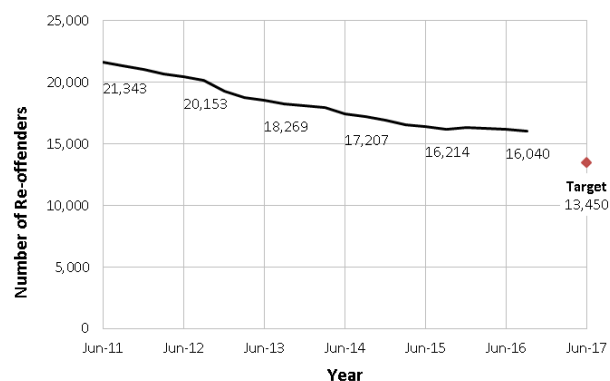


Figure 5: Counts of re-offenders



Analysis undertaken within the Department, as well as by the Ministry of Justice, has identified a number of factors that appear to have contributed to the recent upturn in the re-offending rate:

- *Prosecution rate*: the proportion of apprehensions that result in a prosecution has risen since 2012, possibly as a result of Police reducing the extent to which they grant alternative resolutions
- *Conviction rate*: The proportion of charges that result in a conviction has increased from 68 percent in 2009 to 73 percent in 2014
- *Sentence type imposed*: The proportion of convicted charges that result in a Corrections-managed sentence has increased from 51 percent in 2009 to 63 percent in 2014. This reflects the on-going decline in use of fines by sentencing judges.

§ 9(2)(g)(i)

[Redacted text block]

Contribution to other Government priorities

Corrections also contributes to other priorities across the justice and social sectors being led by other agencies including:

- **Ministerial Oversight Group on Gangs** (led by Police). This group is responsible for the oversight of the implementation of the Whole-of-Government

Action Plan on Tackling Gangs. The group is responsible for ensuring linkages with other strategic government priorities, and facilitating agency involvement in this work.

- **Ministerial Group on Family Violence and Sexual Violence** (led by Justice and the Ministry of Social Development). Corrections is the lead agency of the perpetrator work stream and is working to determine the optimum mix of services available to respond to perpetrators, as well as contributing to the design of a cross-agency system to more effectively identify and assess them.
- **Investment approach to Justice.** Corrections is collaborating with justice sector agencies to develop and implement an Investment Approach to Justice. The approach aims to reduce the future burden of crime on society and will use evidence-based investment practices to better understand the people who are at risk of future offending or victimisation.
- **Children's Action Plan and Vulnerable Children.** The Children's Action Plan is a long term, multi-agency programme led by the Ministry of Social Development. It includes a number of activities designed to support and strengthen the children's workforce to better safeguard children. Corrections is working to implement changes that require staff who interact with children to undertake extra safety checks depending on the nature of their role.

Rehabilitation and Reintegration

Employer Partnerships

In the past 12 months, Corrections has maintained its strong focus on employment initiatives. The Department is committed to a number of initiatives to support offenders into employment. These include:

- **Employment Support Service (ESS)** – ESS provides job placement and individualised in-work support for offenders and employers. So far 46 offenders have been placed in employment as a result of this initiative.
- **This Way for Work** (Two year JSF-funded pilot) – The pilot provides financial assistance to prisoners who have a job offer upon release and funding for eight offender recruitment consultants to assist offenders into long-term sustainable employment.
- **Employer partners** – the Department has signed 78 Memorandum of Understandings with employers who provide over 500 job opportunities to those with a criminal record.
- **Release to Work (RtW)** – RtW provides offenders who are near their release date with the opportunity to gain employment outside of prison. This initiative is highly successful, with around half of participants retaining their jobs post release.

- **Supporting Offenders into Employment** – this is a joint initiative with the Ministry of Social Development to support more offenders into employment on release from prison. The initiative received \$15.3 million from Budget 2016 and provides for intensive case management by specialist Work and Income case managers, working with Corrections staff, to assess client needs and navigate access to support services.

Community Partnerships

An enhanced range of reintegration services are now in place which have a stronger focus on delivering outcomes for targeted cohorts and reducing re-offending. Corrections has contracted a wide range of reintegration services, from short-term emergency accommodation solutions to high intensity residential reintegration programmes to meet the needs of different offender cohorts.

Ensuring offenders are able to find suitable accommodation remains a priority. In 2015, Corrections introduced a new Emergency Accommodation service which covers most urban areas with an annual throughput of 250. We have also increased the contracted volume of Supported Accommodation from 202 to 356 places per year and expanded into six new locations. ^{s9(2)(f)(iv)} [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Mental health initiatives

Offenders have higher mental health needs than the general population. A recent Corrections study found that 62 per cent of prisoners had some form of mental health or substance abuse disorder in the last 12 months, and 20 per cent had both these disorders. Effectively managing these conditions and ensuring an offender's health needs are addressed can improve compliance with conditions, increase the likelihood of successful sentence completion, and facilitate greater engagement with rehabilitation efforts.

In June 2016, Corrections secured additional JSF funding of \$14 million to improve mental health services for offenders in prison and community over the next two years. This new funding will enable Corrections to better support these offenders by providing access to contracted mental health services. The additional support services include:

- \$10 million over two years to contract mental health clinicians and support workers to work with offenders in prison and in the community.

- \$2 million over two years on supported accommodation for the small number of offenders with significant mental health concerns or intellectual disability.
- \$877,000 on social workers and counsellors to work with female offenders dealing with trauma, and support them with parenting and whānau issues.
- \$920,000 for a wrap-around post-release support service for prisoners and their families with multiple mental health needs.
- Additional funding of \$350,000 has been approved for a Police-led initiative to improve the process for sharing information between justice sector agencies regarding an offender's mental health history.

Future of probation

The Department has developed a new Future of Probation work programme titled Aukaha te Waka and includes some in-flight and new initiatives to further develop probation practice. The work programme focuses on:

- enhancing high risk management
- improving motivational interviewing skill development
- developing enhanced public safety initiatives for AOD testing and family violence
- investing in infrastructure and technology.

Appendix A: Sentence and order types

People managed by Corrections in prison

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

Offenders on a community-sentence being managed by Corrections

- **Community Work** – offender does unpaid work in the community to make up for their offending.
- **Community Detention** – offender is required to comply with an electronically-monitored curfew imposed by the court.
- **Supervision** – offender is required to comply with standard and special conditions imposed by the court for a period of 6-12 months. Conditions may include restrictions on their living and working arrangements and who they may associate with, and they may be required to participate in programmes and address issues that led to their offending.
- **Intensive Supervision** – similar to supervision, but for high-risk offenders for a period of 6-24 months. Offender is required to address the causes of their offending with intensive oversight from a probation officer.
- **Home Detention** – offender is required to remain at an approved residence at all times under electronic monitoring, unless leave is approved by a probation officer for specific purposes, such as employment or rehabilitation.
- **Post-detention conditions** – offenders who have completed a sentence of home detention may have conditions imposed.

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

- **Electronic Bail** – Corrections has responsibility for managing offenders on electronically-monitored (EM) bail.
- **Release on Conditions** – offenders who served a short prison sentence must comply with conditions, set by the court at sentencing, when released from prison. Conditions can include reporting to a probation officer and not changing address or taking up employment unless approved by the probation officer.
- **Parole** – offenders released by the Parole Board from a long, finite term of imprisonment, with conditions set by the Board. Conditions can include residential restrictions (with consent of the offender) and participation in programmes for rehabilitation or reintegration. Offenders can be recalled to prison if their risk increases while in the community.
- **Post-release Conditions** – offenders who are released at their sentence expiry date, having served the full length of a long, finite term of imprisonment, are subject to six months of conditions set by the Board.
- **Life-long parole** – offenders released from an indeterminate prison sentence (preventive detention or life) remain on parole for the rest of their lives, subject to conditions set by the Parole Board.
- **Extended Supervision Orders (ESOs)** – currently allows the Department to manage child sex offenders in the community for up to 10 years following their release from a finite term of imprisonment.
- **Public Protection Orders (PPOs)** - PPOs are civil orders issued by the High Court for the most dangerous offenders who pose an imminent risk of serious sexual or violent reoffending. Individuals subject to a PPO are detained at a secure residence on prison grounds. No offenders are currently subject to a PPO.

Appendix B: Legislative framework for Corrections

Legislation Administered by Corrections

Corrections is responsible for administering the Corrections Act 2004 and the Corrections Regulations 2005, which provide the legal framework for managing and operating the corrections system. We also administer the Public Safety (Public Protection Orders) Act 2014, which introduced public protection orders (PPOs) as an additional measure to detain high risk offenders under a civil regime after completing a finite prison sentence.

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

- The Sentencing Act 2002, which covers the sentencing process and the criminal sanctions available to the courts
- The Parole Act 2002, which covers parole, release dates, and extended supervision orders for child sex offenders.

Recently Passed Legislation

Alcohol and drug testing of community-based offenders and bailees (November 2016)

The Drug and Alcohol Testing of Community-based Offenders, Bailees, and Other Persons Legislation Act 2016 creates an explicit legislative mandate for drug and alcohol testing of community-based offenders and bailees subject to abstinence conditions.

Corrections is preparing to implement a two year trial in the Northern Region in May 2017. s9(2)(f)(iv)

[REDACTED] Contract negotiations are continuing with contracts expected to be signed in the New Year.

Expanding the use of GPS monitoring in the community (September 2016)

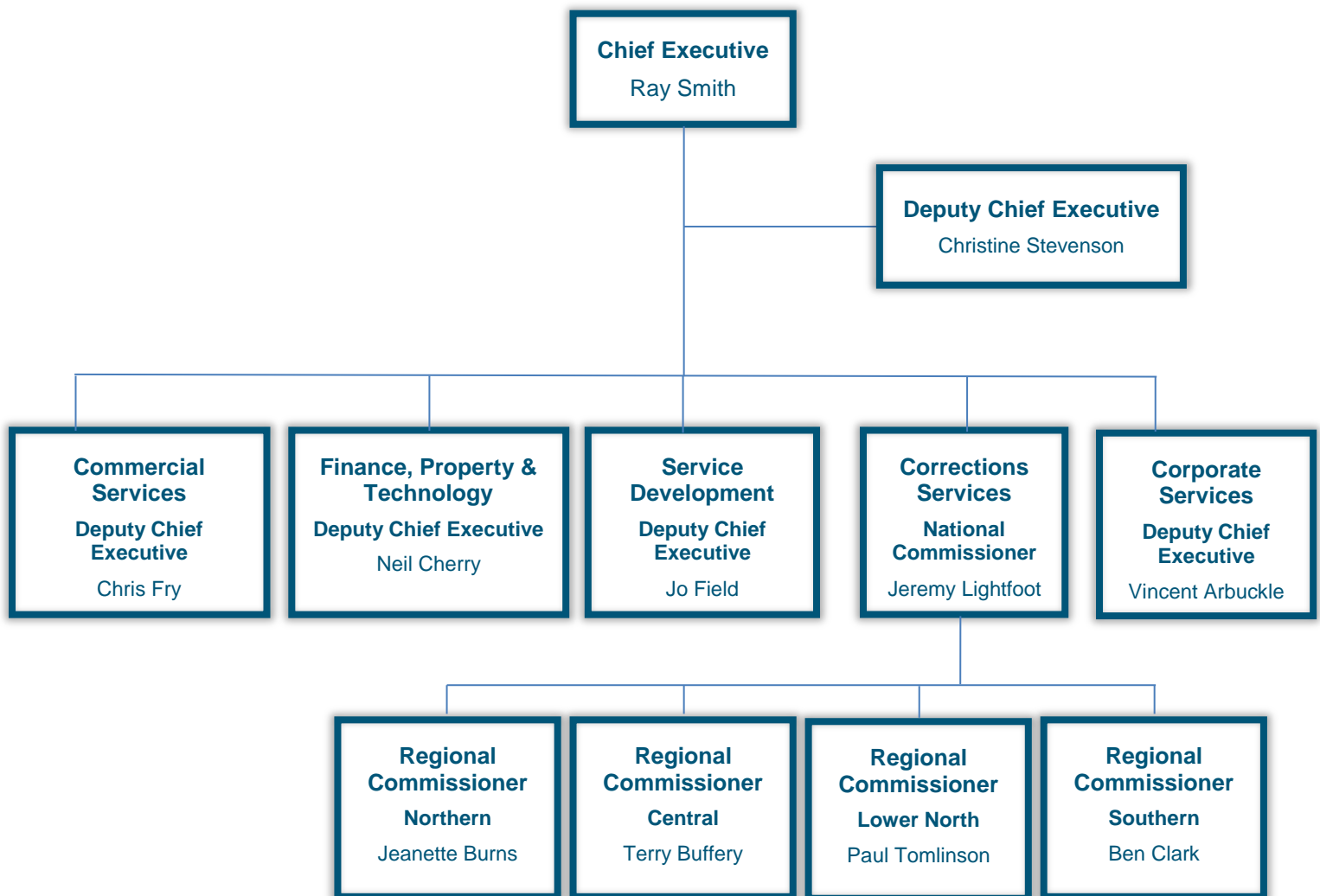
Corrections recently passed legislation to expand our use of GPS monitoring and enhance our management of community-based offenders. The new legislation:

- enables the courts to impose electronic monitoring as a special condition of release when sentencing an offender to a short term prison sentence of up to two years.
- enables the courts to impose electronic monitoring when sentencing an offender to Intensive Supervision.
- clarify the Department's legislative authority to electronically monitor prisoners permitted to go outside the wire (i.e. those residing in external self-care units and prisoners granted temporary release or removed from prison).

Electronic monitoring of whereabouts conditions for Release on Conditions and Intensive Supervision will be operational from 22 December. Corrections has rolled out training to frontline staff and updated its operational guidance to reflect the changes.

Appendix C: Corrections structure

The Executive Leadership Team of Corrections is presented below. Working with the Regional Commissioners, the Executive Leadership Team is responsible for the strategic leadership, governance and management of the department.



Ray Smith – Chief Executive

Ray Smith is Chief Executive of the Department of Corrections in New Zealand. He leads a workforce of 8,000 people who manage around 10,000 people in prison and 30,000 people serving sentences or orders in the community.

Before joining Corrections, Ray was Deputy Chief Executive in the Ministry of Social Development and Head of Child, Youth and Family, where he worked extensively with New Zealand's most vulnerable families. He led a workforce of more than 3,000 staff dedicated to working with children, young people and families to help keep children safe, and to support young people to have positive futures.

Throughout his career he saw many of the parents and children from the families he worked with ending up in Corrections' services. The challenge of tackling this problem was his motivation to move to work with adult offenders at the Department of Corrections.

Ray started work on 10 January 1983 as a frontline worker at the Department of Social Welfare's Manukau City branch. Since then, he has worked in a number of frontline, operational and senior management roles at Child, Youth and family and Work and Income. During his time as Deputy Chief Executive at Work and Income, New Zealand achieved its lowest unemployment rate in 19 years and the lowest rate in the OECD.



Christine Stevenson – Deputy Chief Executive

Christine Stevenson is the Deputy Chief Executive Corrections. As Deputy Chief Executive, Christine supports the Chief Executive, Ray Smith, to represent the Department with Ministers and central agencies, and to provide leadership across the justice sector. She also works closely with Ray, and other members of the Executive Leadership Team, to provide strategic oversight and governance for the Department.

Christine oversees significant projects requiring engagement with a range of external stakeholders, for example the Public Private Partnerships to design and build a new maximum security facility at Auckland Prison and a new facility at Waikeria Prison.

Christine comes from a strong background in public service, joining the Department after one and a half years as Deputy Chief Executive of the Ministry of Justice. She has also previously worked in the private sector in Australia, and in the Ministry of Social Development.

Before moving into leadership roles in the public sector, Christine worked as a chartered accountant.



Jeremy Lightfoot – National Commissioner, Corrections Services

Jeremy Lightfoot is the National Commissioner, Corrections Services. He commenced this role in October 2013 after 13 months as the General Manager of Finance, Technology and Commercial.

Jeremy initially joined the Department as the Public Private Partnership (PPP) Director for the Wiri Prison Project where he was responsible for the design, development and successful procurement of New Zealand's first PPP to combine design, build, financing and operation of a prison.

Jeremy has extensive public sector, commercial and contract management experience both in New Zealand and the United Kingdom, with a strong focus on PPPs and Public Finance Initiatives. In his current role Jeremy is responsible for all service delivery operations across the Department. Specifically, he has accountability for the following functions; custodial services, community probation, and the delivery of rehabilitation, education, employment and reintegration interventions.



Vincent Arbuckle – Deputy Chief Executive, Corporate Services

Vincent Arbuckle joined the Department of Corrections as General Manager Organisational Development in October 2007 and has been Deputy Chief Executive of Corporate Services since September 2013.

As a member of the Executive Leadership Team, Vincent provides corporate advisory services and capability support to the department to achieve its goal reducing re-offending.

Vincent leads a team of experts who provide advice and support to the Chief Executive and Department across a range of specialist areas, including:

- communications and media
- ministerial services and private secretary support for the Minister of Corrections
- Corrections inspectorate
- legal services
- risk and assurance
- privacy and security
- Integrity Support Services
- human resources



The New Zealand Parole Board is an independent authority but receives administrative support from Corporate Services.

Vincent has over 20 years experience in corporate services and human resources in senior roles across financial, IT, and manufacturing sectors. Before joining Corrections he was Human Resources Director at the New Zealand Fire Service for 11 years.

Jo Field – Deputy Chief Executive, Service Development

Jo Field is the Deputy Chief Executive, Service Development. Service Development is made up of experts across a range of functions and disciplines at the Department of Corrections. Their role is to provide the vision of future service delivery models, options and opportunities.



Leadership is an important facet of Service Development. Through its leadership and development activity, Service Development enables people to meet the requirements of their roles professionally, capably and efficiently. Chief Advisors provide professional leadership across our custodial, probation and psychology services. Service Development also provides leadership of our operating frameworks and professional development, with an aim of building the capability of our workforce and ensuring that what we do is developed and delivered in a whole of Corrections, offender-centric way.

Service Development works closely with Corrections' operational arm - Corrections Services. Service Development is accountable for what Corrections does and how that is designed, while Corrections Services is accountable for delivery.

As a member of the Executive Leadership Team at Corrections, Jo provides strategic oversight and supports the Government to meet its objectives relating to reducing crime and reducing re-offending. Jo's professional background is in social work; she graduated with a Masters of Social Work with distinction from Massey University in May 2005 and has been a Social Worker since 1982. Jo is a Registered Social Worker.

Before joining Corrections, Jo had a diverse career at Child, Youth and Family, most recently as General Manager Residential and High Needs Services. This position involved strategic and operational management of eight residences, 13 Supervised Group Homes and all the National High Needs Programmes across New Zealand. Other senior management roles Jo held at Child, Youth and Family include Regional Director Central, and a secondment as Chief Executive Advisor to the Ministry of Social Development.

Neil Cherry – Deputy Chief Executive, Finance, Property & Technology

Neil Cherry is Deputy Chief Executive of Finance, Property and Technology and was appointed to the role in March 2014.

Neil and his team provide a range of services to support the delivery of Corrections' core business and ensure that the department can maintain consistent service delivery regardless of external events and crises.

The group comprises three key areas:

- Information Technology
- Finance
- Facilities.

Neil is responsible for the provision of specialist advice and support in the areas of financial management, information and technology, facilities management, electronic security systems, prison capacity development and administrative services.

Before joining Corrections, Neil was an independent Business and Financial Consultant specialising in financial management, organisational strategy and governance across a range of public sector organisations in both the central and local government sectors.

Previously he was Chief Financial Officer of Wellington City Council, Director of Professional Assurance at NZICA, and Audit Manager at Audit New Zealand. Neil is chairman of New Zealand Auditing and Assurance Standards Board and a serving board member of External Reporting Board, and Australian Auditing and Assurance Standards Board.



Chris Fry – Deputy Chief Executive, Commercial Services

Chris Fry is Deputy Chief Executive, Commercial Services at the Department of Corrections. As Deputy Chief Executive (DCE) Commercial Services, Chris is responsible for developing the department's major contracted services. This includes contract monitoring, major contracts procurement, and negotiation, operational assurance, commercial contracts and relationships, and major commercial projects.

Chris Fry joined Corrections in 2016 from Indigenous Business Australia where he was Chief Executive Officer from 2011. Prior to that Chris had an extensive history with the National Australia Bank, working in various roles over 25 years including National Manager of Agribusiness Wealth Solutions; National Manager of Corporate Super; Regional Agribusiness Manager; Business Manager; and Branch Manager.



Chris has a longstanding interest and involvement in Indigenous affairs. He was Chair of the Indigenous Land Corporation's Mossman Gorge Development Steering Committee

and an inaugural board member of the Indigenous Tourism Leadership Group. He also completed a secondment with the Miriuwung Gajerrong Corporation in Kununurra. Chris has been Chair of Desert Knowledge Australia, a statutory authority of Northern Territory government focused on building leadership, business opportunities and community capacity across central Australia.

Chris holds a Bachelor of Agricultural Economics from the University of New England and a Masters of Applied Finance from Charles Sturt University, is a graduate of the Australian Rural Leadership Program, and is a member of the Australian Institute of Company Directors. He is a fellow of the Australian Institute of Banking and Finance and the Australian Rural Leadership Foundation.

Appendix E: Corrections service network



PROPERTY MAP

Corrections Sites

National Office & Regional Offices

- Northern**
666 Great South Road, Auckland
- Central**
73 Rostrevor Street, Hamilton
- Lower North & National Office**
44-52 The Terrace, Wellington
- Southern**
72 St Asaph Street, Christchurch

District Offices

- Northern**
39a Barrowcliffe Place, Auckland
71-73 Wairau Road, Auckland
26-30 Walton Street, Whangarei
- Central**
79 Norton Road, Hamilton
1304 Pukutua Street, Rotorua
13 Louvain Street, Whakatane
- Lower North**
105 High Street, Lower Hutt
60-70 Station Road, Napier
192 Devon Street, New Plymouth
404 Church Street, Palmerston North
- Southern**
64 Seymour Street, Blenheim
115 Lower Stuart Street, Dunedin
131 Eye Street, Invercargill
205-209 Annex Road, Christchurch

Community Corrections Sites

NORTHERN REGION

- | | |
|---------------|-----------------|
| 1. Dargaville | 10. North Shore |
| 2. Henderson | 11. Onehunga |
| 3. Kaikohe | 12. Otahuhu |
| 4. Kaitiaki | 13. Otara |
| 5. Mangere | 14. Panmure |
| 6. Manukau | 15. Papakura |
| 7. Manurewa | 16. Pukekohe |
| 8. Mt Eden | 17. Whangarei |
| 9. New Lynn | |

CENTRAL REGION

- | | |
|------------------|----------------|
| 18. Cambridge | 34. Raglan |
| 19. Coromandel | 35. Rotorua |
| 20. Hamilton | 36. Te Rapa |
| 21. Huntly | 37. Taupo |
| 22. Katikati | 38. Tauranga |
| 23. Kawerau | 39. Te Awamutu |
| 24. Mangakino | 40. Te Kaha |
| 25. Matamata | 41. Te Kuiti |
| 26. Morrinsville | 42. Te Puke |
| 27. Mt Maunganui | 43. Thames |
| 28. Murupara | 44. Tokoroa |
| 29. Ngaruawahia | 45. Turangi |
| 30. Opotiki | 46. Waihi |
| 31. Otorohanga | 47. Whakatane |
| 32. Paeroa | 48. Whangamata |
| 33. Putaruru | 49. Whitianga |

LOWER NORTH REGION

- | | |
|------------------|----------------------|
| 50. Dannevirke | 66. Pahiata |
| 51. Feilding | 67. Palmerston North |
| 52. Flaxmere | 68. Paraparaumu |
| 53. Foxton | 69. Porirua |
| 54. Gisborne | 70. Raetihi |
| 55. Hastings | 71. Ruatoria |
| 56. Hawera | 72. Shannon |
| 57. Levin | 73. Stratford |
| 58. Lower Hutt | 74. Taumarunui |
| 59. Masterton | 75. Upper Hutt |
| 60. Marton | 76. Waipukurau |
| 61. Napier | 77. Wairoa |
| 62. New Plymouth | 78. Waitara |
| 63. Ohakune | 79. Wellington |
| 64. Opunake | 80. Whanganui |
| 65. Otaki | |

SOUTHERN REGION

- | | |
|------------------|------------------|
| 81. Alexandra | 91. Gore |
| 82. Ashburton | 67. Greymouth |
| 83. Balclutha | 93. Hokitika |
| 84. Blenheim | 94. Invercargill |
| 85. Christchurch | 95. Kaiapoi |
| 86. Christchurch | 96. Kaikoura |
| 87. Christchurch | 97. Motueka |
| 88. Christchurch | 98. Nelson |
| 89. Christchurch | 99. Oamaru |
| 90. Dunedin | 100. Picton |
| | 101. Queenstown |
| | 102. Rangiora |
| | 103. Timaru |
| | 104. Westport |

● Standard site ● Shared site ● Small site



Prisons, Corrections Facilities & Remand Centre

- | | |
|---|--|
| A. Northland Region Corrections Facility, Ohaeawai Road, Kaikohe | K. Hawke's Bay Regional Prison, 138 Mangaroa Road, Hastings |
| B. Auckland Prison, Paremoremo Road, Auckland | L. Manawatu Prison, Camp Road, Palmerston North |
| C. Mount Eden Corrections Facility, 1 Lauder Road, Mount Eden, Auckland | M. Rimutaka Prison, Freyberg Road, Trentham, Upper Hutt |
| D. Auckland Region Women's Corrections Facility, 20 Hautu Drive, Manukau, Auckland | N. Arohata Prison, 1 Main Road, Tawa, Wellington |
| E. Auckland South Corrections Facility, 21 Kiwi Tamaki Road, Manukau, Auckland | O. Christchurch Men's Prison, 555 West Coast Road, Christchurch |
| F. Spring Hill Corrections Facility, Te Kauwhata Road, Huntly | P. Christchurch Women's Prison, Newtons Road, Christchurch |
| G. Waikeria Prison, Waikeria Road, Waikeria | Q. Rolleston Prison, Walkers Road, Christchurch |
| H. Tongariro/Rangipō Prison, Rangipō Prison Road, Turangi | R. Otago Corrections Facility, 62 Narrowdale Road, Otago |
| I. New Plymouth Remand Centre, 95 Powderham Street, New Plymouth | S. Invercargill Prison, 42 Liffey Street, Invercargill |
| J. Whanganui Prison, Pauri Road, Whanganui | |