

Briefing to the Incoming Minister

December 2015



DEPARTMENT OF
CORRECTIONS
ARA POUTAMA AOTEAROA

Contents

Message from the Chief Executive	3
Executive Summary	4
1. Management of Contract with SecureFuture	7
2. Finance and Our Capacity to Deliver	8
3. Managing our Muster and Reducing Re-offending	10
4. Policy and Legislation	16
5. Management over Christmas/New Year	21
Appendix A: Corrections Structure	22
Appendix B: Corrections Service Network	27
Appendix C: Annex of Papers	28

Message from the Chief Executive

Corrections has faced some significant challenges over the past year but I remain proud to lead an organisation that has lost none of its 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 significant new public safety measures have been introduced, including a new civil detention regime for offenders who cannot safely live in the community and parole-like conditions for offenders who are being deported to New Zealand in unprecedented numbers. As a result, we have never been in a stronger position to tailor our management of offenders to the risk they pose.

We have nevertheless had to contend with some serious and concerning incidents recently, including a high profile prisoner illegally departing New Zealand and the murder of an innocent Auckland woman by an offender who had recently been released from prison.

There can be only one response to such incidents: for us to proactively identify any lessons that can be learned and to do whatever we can to prevent them from happening again. This approach has driven the improvements we have made to our temporary release processes, closer collaboration with border agencies to stop offenders evading their sentence conditions, and the introduction of Corrections-Police joint intelligence teams to share information on child sex offenders and criminal gangs.

These system improvements have been underpinned by a significant prison modernisation programme, major investments in staff training and equipment, greater accountabilities at the regional and local level and the expanded use of new technologies, such as GPS monitoring and alcohol and drug testing. The early success of the major new public private partnership at Auckland South has also helped to strengthen our core capacity and boost innovation.

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

Executive Summary

The Department of Corrections occupies a very important place in the justice sector. We have the responsibility of ensuring that offenders are held accountable for their actions and that the public are protected. Our vision is to create lasting change by breaking the cycle of re-offending, with an ultimate goal to reduce re-offending by 25 percent by 2017 as part of the Government's Better Public Services (BPS) programme.

Corrections employs 8,000 staff. There are over 35,000 community-based sentences and orders managed by probation staff at 151 sites, along with two remand centres and 18 prisons. The number of people in prison has doubled in the last two decades, tipping 9,000, 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.

Overview of Corrections

On any given day:

- 30,000 offenders are managed in the community
- prisons house around 9,000 prisoners.

Of the offenders in the community:

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

Of the prisoners:

- 80% are serving a sentence of imprisonment; 20 percent 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 7,500 start a prison sentence
- the sentences of 75% of prisoners are two years or less; however, 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%.

Recent trends in volumes of offenders managed

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

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

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

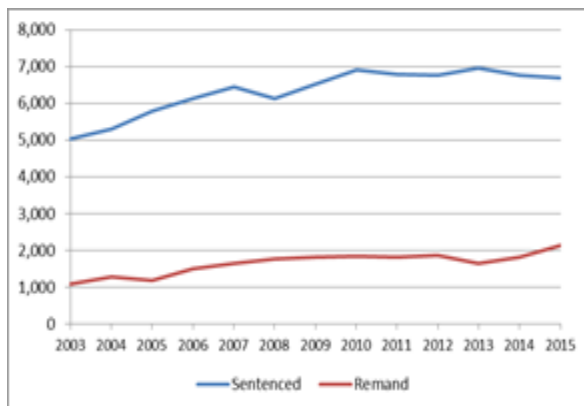
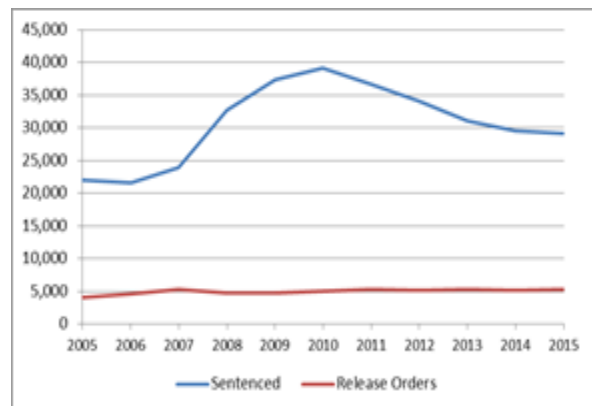


Figure 2: Community-sentenced offenders



Emerging challenges

2015 has been a challenging year for Corrections. We have achieved some notable milestones – opening the new Auckland South Corrections Facility, moving to a new structure in our prisons and regions, and entering a new Public Private Partnership to build a new maximum security facility at Auckland Prison.

We have also faced significant pressures, including record muster levels, incidents at Mt Eden Corrections Facility (MECF) and Philip Smith/Traynor's illegal departure from New Zealand while on temporary release from prison. Where appropriate, we have put in place immediate remedies, such as:

- invoking the ‘Step-In’ clause in the contract with Serco for Mt Eden Corrections Facility
- improving decision-making and oversight in relation to temporary releases and the management of high risk offenders
- putting in place new measures to prevent offenders departing New Zealand while they are being managed in the community.

There is, however, more to be done. Decisions will also need to be taken about the future operating model for Mt Eden Corrections Facility, following the decision not to renew the Serco contract. Justice sector forecasts anticipate further rises in the prison muster over the next decade, which will place a longer-term financial strain on the Department. 9(2)(g)(i), 9(2)(f)(iv)

These challenges and opportunities, along with other key developments in the Corrections portfolio are discussed in greater detail in the following sections of this briefing. The relevant briefings annexed for your reference:

1. Management of Contract with SecureFuture
2. Finance and Our Capacity to Deliver
3. Managing our Muster and Reducing Re-offending
4. Policy and Legislation
5. Management over Christmas/New Year



9(2)(g)(i)

9(2)(g)(i)

.

1. Management of Contract with SecureFuture

Relevant papers:

- Assurance Report: Auckland South Corrections Facility (ASCF) (November 2015)
- Auckland South Corrections Facility (ASCF) Monthly Contract Report (October 2015)
- SecureFuture Auckland South Corrections Facility (ASCF) – Contract Report A3 (October 2015)
- Presentation: Auckland South Corrections Facility (ASCF) Contract Management (August 2015)

Mount Eden Corrections Facility

9(2) [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]
9(2)(g)(i) [REDACTED] 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.

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 by 25% by 2017.

Two full-time Prison Monitors employed by Corrections are based at ASCF and report to the Chief Custodial Officer's Team. 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.

9(2)(g)(i) [REDACTED]
[REDACTED]
[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]
[REDACTED]
[REDACTED]

2. Finance and Our Capacity to Deliver

Relevant papers:

- Maintaining Fiscal Stability In 2015/16 + A3 Appendices (December 2015)
- Driving Sustainable Long-Term Performance (Paper One) (March 2015)
- Responses To Increasing Prison Populations (Paper Two) (March 2015)
- Refreshed Approach To Reducing Re-Offending By 25 Percent (Paper Three) (March 2015)
- Expenditure Review Report (April 2012)
- Preliminary Justice Sector Fund November/December round bids (November 2015)

Corrections employs nearly 8,000 staff across 18 prisons and 167 Community Corrections sites around the country.² We have operating expenditure of \$1.2 billion per annum and our portfolio of assets, including farms and forests, is worth over \$2.5 billion.

Managing our Finances

Following a request by the Government in 2011 for increased savings across the Public Sector, Corrections committed to operate within its 2011 forecast baseline funding level until 2020. At that time, it faced cost pressures and Crown dividend commitments totalling around \$1 billion to 2020.

9(2)(f)(iv), 9(2)(g)(i)

9(2)(f)(iv), Cabinet also noted that with the prison muster at a record high at that time, delivering the refreshed financial strategy would be challenging if prisoner volumes continued to increase.

Since March 2015, Corrections has continued to see an increase in the prison muster. In addition, the operating environment has come under increased pressure from a range of issues and events: responding to events at MECF, the Phillip Smith Inquiry and recent electronic monitoring incidents, 9(2)(f)(iv), 9(2)(g)(i)

² Including the contract-managed Mt Eden Corrections Facility and Auckland South Corrections Facility.

Significant increases in the number of offenders being deported back to New Zealand from Australia, following a recent tightening of visa regulations is also placing a strain on Corrections resources. Under the recently passed Returning Offenders (Management and Information) Act, Corrections now has responsibility for managing all eligible returning offenders under parole-like conditions, for up to five years, depending on the length of their original sentence. There are also costs associated with the re-offending and breaches of conditions by this group, both of which will have an impact on prison muster.

Further information on Corrections Financial Strategy is outlined in its draft “*Budget 2016 Four Year Plan: Section Two: Financial Strategy*” which will be provided to you prior to Christmas.

Maintaining Fiscal Stability in 2015/16

9(2)(f)(iv), 9(2)(g)(i)

Further information on this additional funding is outlined in the annexed Cabinet paper: *Maintaining Fiscal Stability In 2015/16*.

3. Managing our Muster and Reducing Re-offending

Relevant papers:

- Presentation: Short Term Prison Capacity Options (December 2015)
- Prison Muster and Capacity (December 2015)
- Prisoner Population and Capacity Utilisation Weekly Report: Week Ending 11 December 2015
- Regional Descriptions: facilities and key contacts (December 2015)
- Exploring ways to reduce demand for accommodation in prison (October 2015)
- Justice Sector Forecast: community and prison forecasts (December 2015)
- Update on progress towards RR25 target (December 2015)
- RR25% National and Regional Boost Plans (December 2015)
- Introduction on Auckland Prison Public Private Partnership (PPP) (December 2015)

Prison Population Trends

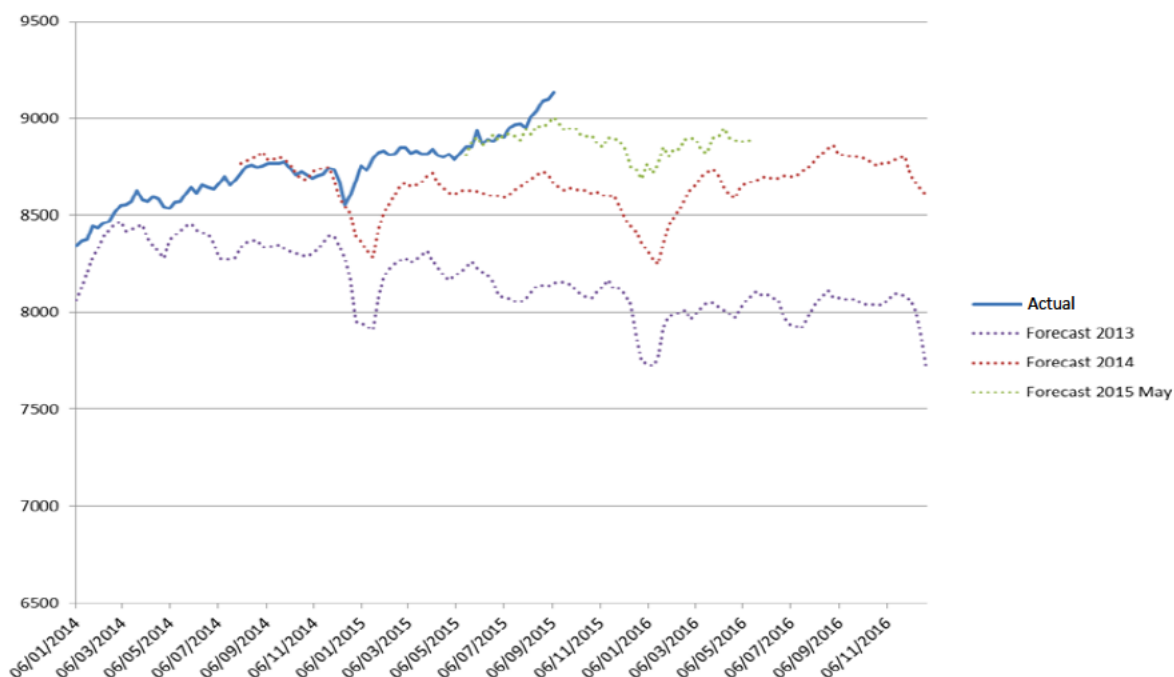
Through the 1970s and early 1980s, prisoner numbers remained relatively stable at around 2,600. However, since 1985, prisoner numbers have more than tripled. This increase can be largely attributed to significant legislative changes over the past 15 years such as the Bail Act 2000 which made it harder for serious offenders to be released on bail, the Sentencing Act 2002 which reduced the number of non-custodial sentences, and the Parole Act 2002 which resulted in prisoners with long sentences serving longer proportions of their sentence in custody.

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 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. Key pressures contributing to recent growth include more people being remanded in custody, and more prisoners serving a greater proportion of their sentence in the community. 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.

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

Figure 3: Prison muster against recent prison population forecasts



Corrections has responded to the increase in offender numbers in a variety of ways. Successive governments have built new prisons, increased the use of double bunking, and developed the capacity within existing prisons. 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. 9(2) [REDACTED]

(9)(1)

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 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. An overview of Corrections sites across the prison network is attached as Appendix B.

9(2)(g)(i)

However, they will assist Corrections to manage moderate demand fluctuations until longer-term solutions are implemented.

9(2)(f)(iv), 9(2)(g)(i)

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

Auckland Prison Public Private Partnership (PPP)

Corrections entered a contract with Next Step Partners LP (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, 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 LP as the equity provider. NSP commenced construction in November 2015, with these works due to take approximately two years, concluding in December 2017. Further details on the PPP for Auckland Prison is outlined in the annexed paper: *Introduction brief on Auckland Prison Public Private Partnership*.

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

Corrections is doing everything it can to achieve the target of reducing re-offending by 25 percent by 2017 (RR25).

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 fallen by over 24% from 2009 to 2015 (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 person 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

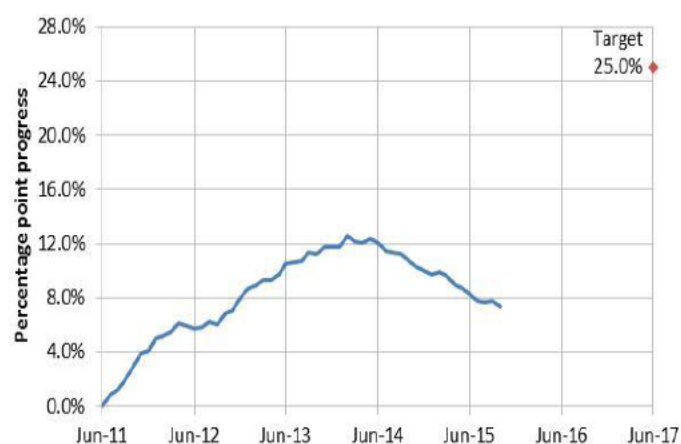
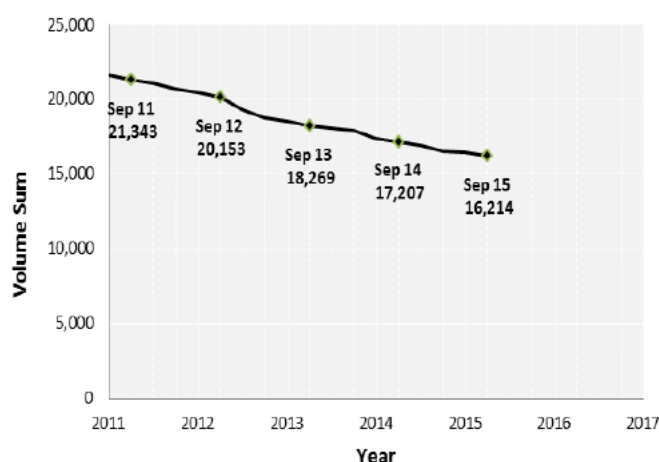


Figure 5: Counts of re-offenders



The lack of continued progress towards the target is puzzling in light of the fact that we have seen excellent results with respect to offender rehabilitation programme outcomes since 2012. These results have been improving year on year, with significant reductions in reconvictions and re-imprisonments now being consistently recorded for most of our key rehabilitation programmes.

In addition, the proportion of the offender population under management who are being successfully engaged in rehabilitation is at the highest point in the last three years. Prisoner engagement in rehabilitation has further increased since the beginning of this year, following implementation of the RR25 “Boost” programme.

The Boost programme was developed in early 2015 in response to the downturn in recidivism performance. The strategy was to shift the Department’s rehabilitative effort from predominately high intensity, lower volume interventions to lower intensity, high volume interventions, and to target these interventions at the sentences and orders that had the highest re-offending rates, highest throughput of offenders and therefore biggest scope for improved results. These target cohorts of offenders include remands, short servers and offenders on Community Work.

The Boost programme has seen resources re-invested toward ensuring access to rehabilitation programmes for target cohorts and so far, results are promising. The Department has delivered nearly twice as many starts on shorter rehabilitative programmes such as the new Family Violence programme and has more than doubled the starts on Work and Living Skills for Community Work 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

Current Responses

We are continuing to roll out the RR25 Boost initiative and maintaining our longstanding focus on rehabilitation and reintegration programme quality. Impacts of the Boost will become apparent from mid-2016, the point at which 12-month re-offending rates for the offender cohort receiving boost can be calculated.

A more recent focus has been to identify sub-groups of offenders that are most adversely affecting headline re-offending rates – identified as including particularly burglary and other dishonesty-type offenders. We are also continuing to increase our efforts to ensure that the most effective rehabilitation services are delivered as widely as possible across the offender population under management. Details of recent initiatives to increase offender employment and strengthen community partnerships is outlined below.

Employer Partnerships

In the past 12 months, there has been a strong focus on employment initiatives, with two more targets added to the employment portfolio: being 1000 prisoners placed into employment by 2019, and a total of 200 signed Memorandum of Understandings (MoUs) with employers. We currently have 44 signed MoUs, an increase of 25 in the last year, offering a total number of 351 jobs to those with criminal convictions. There are a further 29 currently under negotiation.

To increase employment opportunities for those with criminal convictions, we recently hosted a Business Breakfast event in Auckland on 24 November. Both the Prime Minister and the Minister of Corrections spoke to approx. 80 employers, letting them know that by providing work opportunities for offenders can vastly change their lives and allow them to lead positive, pro-social lives away from crime. They also heard from an ex-offender who had spent over 20 years in and out of jail, who was

given a second chance and the profound effect it has had on him and his family. We have received nine positive enquiries following that event and will look to continue hosting these events around the country to allow more businesses to engage with Corrections.

Sourcing and securing a job is significant for many offenders, however, maintaining that job is a struggle. Therefore the Department contracted external providers to provide in work support to any offender that required support and assistance for up to six months in their new job. Since the service began in July 2014, there have been 509 referrals to the service.

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. We have consolidated our procurement and contract management processes by combining multiple service contracts with one provider into a single Outcome Agreement. This change streamlines contract management and gives providers a single point of contact.

Savings achieved through cutting low performing services and changes to the prison estate have been reinvested into additional services, predominately supported accommodation covering a greater number of geographical locations. The Department has also increased the number and variety of accommodation solutions available to released prisoners and community offenders. The number of places available in supported accommodation services has increased by 144 to 356 places per annum. The service has expanded to seven new locations across the country to reflect demand, including areas outside the main metropolitan areas.

Two new services have been negotiated, namely the Emergency Accommodation service and the Child Travel Fund. The Emergency Accommodation service provides 250 places per annum at a total cost of \$220,000. Out of Gate continues to deliver successful outcomes for short serving prisoners who require navigation to essential community services post release. This service has been complemented by a similar navigation service for long serving prisoners delivered by Auckland PARS and the Salvation Army which provides 500 places per annum at a total cost of \$1 million.

4. Policy and Legislation

Relevant papers:

- Briefing: Update on the use of Electronic Monitoring by Corrections (December 2015)
- Update on the progress of the Government Inquiry into the management of Tony Robertson (December 2015)
- Terms of Reference for the Inquiry into the Management of Tony Robertson (August 2015)
- Chief Probation Officer Review: Management of Tony Robertson (July 2014)
- Corrections Legislative Programme A3 (December 2015)
- Public Protection Order Update (December 2015)
- Public Protection Orders: Establishing a Civil Detention Regime (March 2014)
- Enhanced Extended Supervision Orders (November 2013)
- Update on returning offenders legislation and implementation (December 2015)
- Corrections response to the escape of Phillip John Smith/Traynor and the subsequent Government Inquiry (December 2015)
- Progressing the Sentencing (Electronic Monitoring) Amendment Bill (June 2014)
- Drug and Alcohol Testing of Community-based Offenders and Bailees Legislation Bill – Initial Briefing to Law and Order Committee (April 2015)
- Department of Corrections Drug and Alcohol Strategy 2015-2020
- 9(2)(g)(i)
- Update on the Department of Corrections' contribution on the Whole of Government Gang Action Plan (December 2015)

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 protections 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

Parole Act Amendments (March 2014)

The Parole Amendment Act 2014 was intended to improve the efficiency of the parole system and reduce stress for registered victims by making it easier for the Board to prevent hearings where there is no prospect of release. The Act also provides incentives for prisoners to comply with their offender plans and to improve their behaviour, which in turn will help to reduce re-offending. The key features of the new legislation are:

- an increase in the maximum interval between parole hearings from one to two years
- a new ability for the parole board to set relevant rehabilitative activities, which if completed can result in a hearing being brought forward
- an increase in the maximum duration of a postponement order from three to five years.

Public Protection Orders (December 2014)

The Public Safety (Public Protection Orders) Act 2014 (the PPO Act) addressed the risk to public safety presented by a very small number of people who have served a finite prison sentence but continue to pose a very high risk of imminent and serious sexual or violent re-offending to the community.

People subject to public protection orders will be detained in a secure residence to be built at Christchurch Men's Prison. In keeping with the civil nature of the regime, residents will have as much autonomy and quality of life as is possible. They will be managed in a manner that preserves as many of their rights as possible without prejudicing public safety or the safety of the resident and others.

Enhancements to Extended Supervision Orders Regime (December 2014)

The Parole (Extended Supervision Orders) Amendment Act came into force in December 2014 in order to widen the scope and duration of existing extended supervision orders.

Under previous legislation, Corrections couldn't manage offenders beyond a ten year period, regardless of the on-going risk of serious harm they pose to the community. ESOs were also limited in that they did not address the risk of serious harm posed by other categories of high risk offenders.

The new legislation extended supervision orders to be renewed as often as needed and expands the scope of orders beyond high-risk child sex offenders to include high-risk sex offenders against adults and very high-risk violent offenders.

Managing Deported Offenders (November 2015)

The Returning Offenders (Management and Information) Act enables the Department of Corrections to manage returning offenders under parole-like conditions, following a determination by Police on the person's eligibility. Corrections is able to apply to the Courts for special conditions that last for the supervision period, which can range from six months to five years.

Under the new legislation, Corrections can apply to the Courts for interim conditions in advance of a returnee's arrival, which can remain in force for up to 30 days. Corrections can also apply to the Courts on a discretionary basis for an order that can apply to returning offenders who left prison more than six months prior to their deportation, providing that they were subject to release conditions immediately prior.

Under the Act, Police have the power to require identifying information, including an intended address and fingerprints, and to require a DNA sample from all returning offenders.

Active Policy / Implementation Issues

Implementing new legislation

Legislative changes relating to public protection orders and deported offender orders have both required significant implementation work programmes, which are ongoing.

The design and build of a new PPO residence, which is detailed in the appended papers, is well underway, with an expected completion date of November 2016. Other components of the implementation include the conversion of an interim PPO facility, the hiring of specialist staff and a residence manager, and the establishment of a panel to review PPO cases, as required under the legislation.

The introduction of a new management regime for deported offenders has required the Corrections and Police, working with other relevant agencies, to develop an operating model for meeting returnees on arrival, serving determination notices, managing initial probation report-ins and addressing reintegration needs. This process is going well, but further work is needed to ensure that agencies' IT system systems are sufficiently well-integrated to manage information flows.

Responding to the recommendations of the Smith/Traynor Inquiry

Following the illegal departure of Phillip Smith/Traynor from New Zealand, Corrections put in place a range of measures to ensure that similar incidents would not recur. This included:

- the introduction of multidisciplinary panels to make decisions relating to temporary releases

- new rules and protections around the role of those who sponsor prisoners who are released into the community for short periods as part of a newly-enhanced reintegration plan
- information sharing processes with Customs to ensure that border alerts are in place for parolees and other high risk offenders who are being managed in the community.

Corrections also led a multi-agency review in the months following the Smith/Traynor incident, which considered how improved use of biometric technology and information sharing could address some of the fundamental challenges relating to identifying and tracking offenders across the system. 9(2)(g)(i)

9(2)(g)(i)

Current Legislative Programme

Corrections is currently progressing a number of Bills, outlined in the table below. A more comprehensive breakdown of each Bill, as well as wider legislation involving Corrections is detailed in the annexed paper: *Corrections Legislative Programme A3*.

Bill	Status	Expected Enactment
Drug and Alcohol Testing of Community Based Offenders and Bailees Legislation Bill	Third Reading	First half of 2016
Electronic Monitoring of Offenders Legislation Bill	Second Reading	Late 2016
9(2)(g)(i)		

Alcohol and Drug Testing

The Drug and Alcohol Testing of Community-based Offenders, Bailees, and Other Persons Legislation Bill will create an explicit legislative mandate for drug and alcohol testing of offenders and bailees subject to abstinence conditions. The Bill completed its Second Reading on 19 November 2015, and is expected to be passed in February 2016.

GPS Monitoring

The Electronic Monitoring of Offenders Legislation Bill proposes to remove legislative barriers that prevent the courts from imposing electronic monitoring as a condition of release from a prison sentence of two years or less and as a condition of a sentence of intensive supervision. Amendments agreed by the Law and Order Committee also clarify that that electronic monitoring can be used as a condition of temporary

release or removal from prison (for example, to monitor a prisoner on release to work), as well as to monitor prisoners when they are working outside the prison perimeter on work parties and when they are housed outside the perimeter in external self-care units.

The Law and Order committee reports the Bill back to Parliament on 4 December 2015. Second reading is expected to take place in February 2016.

Joint Initiatives with Police

Centre for Impact on Sexual Offending

Corrections and Police work closely together through the Centre for Impact on Sexual Offending. Jointly staffed by Corrections and Police, the Centre aims to ensure that frontline staff of both agencies have up-to-date and relevant information to inform the work they are doing with offenders and other persons of interest. The Centre provides a solid operational basis upon which to develop the Child Sex Offender Register. It is proposed that the Centre be incorporated into the administration of the Register once established.

Child Sex Offender Register

The Child Protection (Child Sex Offender Register) Bill further enhances the information available to frontline agencies and information-sharing arrangements. The Bill would enable Corrections and Police to establish a Child Sex Offender Register for offenders aged 18 and over, and allow for information sharing between relevant agencies to prevent re-offending by convicted child sex offenders. The Bill is currently before the Social Services Committee, and is scheduled to be passed in early 2016. The proposed go-live date for the Register is 1 July 2016.

Gangs strategy

Corrections is working closely with Police on the Whole-of-Government Gangs Action Plan (the Action Plan). Key areas of focus for Corrections are:

- Gang Intelligence and Information Sharing
- Safety planning and support for women with gang connections at risk of family violence on release from prison
- Improve outcomes for children of gang members who are in prison

5. Management over Christmas/New Year

Relevant papers:

- Christmas Muster Plan 2015
- Executive Leadership Team / Regional Commissioner Availability over Christmas Period

Muster Management over Christmas/New Year Period

The muster forecast for the 2015/16 Christmas/New Year period is based on the predicted muster on 30 November 2015 being 9,052 (established by tracking the muster trend through October 2015). The actual muster as at 30 November 2015 was 9,171 with a remand muster of 2,274. There are an additional 532 prisoners compared to 2014 volumes at this time, with 458 of these being in the remand population.

6(c), 9(2)(g)(i)

The plan incorporates the planned weekly Christmas releases to 21 December of which there are 448 scheduled. 6(c), 9(2)(g)(i)

The muster is expected to drop to a low of around 8,728 after the second round of Christmas releases and then remain at this level until the New Year. It is then expected that the muster will start to increase again with the prediction being it will peak at 9,100 by about 5 January 2016.

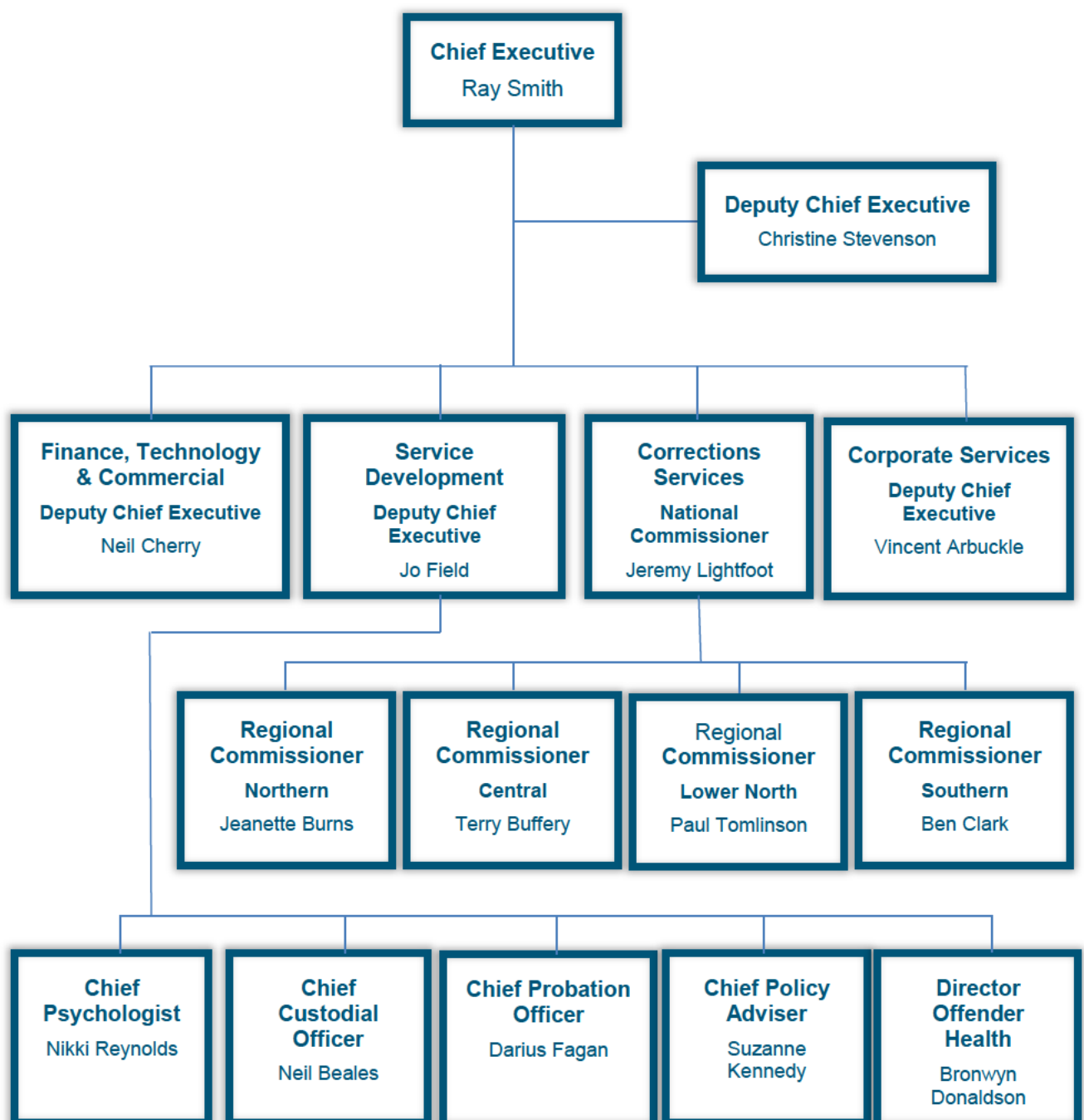
The information included in the annexed paper: *Christmas Muster Plan 2015* provides an overview of the progress to date including mitigations available to ensure we meet our targets.

Executive Leadership Team availability

The annexed table outlines the availability of the Executive Leadership team over December 2015/January 2016. The Department's organisational structure, and biographies of ELT members is attached as Appendix A.

Appendix A: Corrections Structure

The Executive Leadership Team works together to provide a clear and unified vision for Corrections. They lead by example, demonstrating strong leadership and inspiring us all to contribute directly to our priorities of reducing re-offending, improving public safety, better public value and visible leadership. Working with the Regional Commissioners, the Executive Leadership Team sets direction, and develops our strategy and business plans.



Corrections Structure continued.

In May 2015, an organisational restructure resulted in the newly titled role of Prison Director, who is accountable for the provision of all services to prisoners. The effect of the change is that staff working across a number of disciplines, such as custodial, rehabilitation, health, employment and education, all have clear lines of reporting through to a single decision-maker.

The Prison Director is expected to take significant responsibility and accountability to lead, model and enable the development of the internal culture and capability that is critical to achieving the Department's outcomes and reducing re-offending.

Ray Smith - Chief Executive

Ray Smith is Chief Executive of the Department of Corrections. Ray's first five year contract as Chief Executive commenced on 25 December 2010 and has been renewed for a further three years and six months from 25 December 2015. 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 Corrections

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 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 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.

Vincent has attended executive development programmes at the Melbourne Graduate School of Business, as well as Harvard, Oxford and Stanford Universities.



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.

As a member of the Executive Leadership Team, 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 with a current Annual Practising Certificate.



Before joining Corrections, Jo had a diverse career at Child, Youth and Family, most recently as General Manager Residential and High Needs Services. 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, Technology & Commercial

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

Neil is responsible for the provision of specialist advice and support in the areas of commercial and 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.

Appendix B: Corrections Service Network



Prisons, Corrections Facilities & Remand Centre

- A.** Northland Region Corrections Facility, Ohaeawai Road, Kaikohe

B. Auckland Prison, Paremoremo Road, Auckland

C. Mount Eden Corrections Facility, 1 Lauder Road, Mount Eden, Auckland

D. Auckland Region Women's Corrections Facility, 20 Hautu Drive, Manukau, Auckland

E. Auckland South Corrections Facility, 21 Kiwi Tamaki Road, Manukau, Auckland

F. Spring Hill Corrections Facility, Te Kauwhata Road, Huntly

G. Waikeria Prison, Waikeria Road, Waikeria

H. Tongariro/Rangipō Prison, Rangipō Prison Road, Turangi

I. New Plymouth Remand Centre, 95 Powderham Street, New Plymouth

J. Whanganui Prison, Pauri Road, Whanganui
- K.** Hawke's Bay Regional Prison, 138 Mangaroa Road, Hastings

L. Manawatu Prison, Camp Road, Palmerston North

M. Rimutaka Prison, Freyberg Road, Trentham, Upper Hutt

N. Arohata Prison, 1 Main Road, Tawa, Wellington

O. Christchurch Men's Prison, 555 West Coast Road, Christchurch

P. Christchurch Women's Prison, Newtons Road, Christchurch

Q. Rolleston Prison, Walkers Road, Christchurch

R. Otago Corrections Facility, 62 Narrowdale Road, Otago

S. Invercargill Prison, 42 Liffey Street, Invercargill

Appendix C: Annex of Papers

#	Title / Summary	Date
1. Management of Contract with SecureFuture		
1.	<p>Assurance Report: Auckland South Corrections Facility (ASCF) 9(2)(g)(i), 9(2)(i)</p> <p>Auckland South Corrections Facility (ASCF) Monthly Contract Report 9(2)(g)(i), 9(2)(i)</p> <p>SecureFuture Auckland South Corrections Facility (ASCF) – Contract Report A3 9(2)(g)(i), 9(2)(i)</p> <p>Presentation: Auckland South Corrections Facility (ASCF) Contract Management 9(2)(g)(i), 9(2)(i)</p>	<p>Nov 2015</p> <p>Oct 2015</p> <p>Oct 2015</p> <p>Aug 2015</p>
2. Finance and Our Capacity to Deliver		
2.	<p>Maintaining Fiscal Stability in 2015/16 + A3 Appendices 9(2)(f)(iv), 9(2)(g)(i)</p>	Dec 2015
3.	<p>Driving Sustainable Long-Term Performance (Paper One) Summary: first in a suite of three Cabinet papers regarding Stage Two of the Department's transformation programme to drive sustainable long-term performance improvements while operating within baselines. Seeks agreement to lift productivity and performance in prisons through an indicative prison configuration proposal and changes to prison staffing structures</p> <p>Responses to Increasing Prison Populations (Paper Two) Summary: second in a suite of three papers regarding Stage Two of the Department's transformation programme. Provides information on prison muster pressures and response</p> <p>Refreshed Approach to Reducing Re-offending by 25 Percent (Paper Three) Summary: third in a suite of three papers regarding Stage Two of the Department's transformation programme. Provides details of refreshed approach to reducing re-offending</p>	<p>Mar 2015</p> <p>Mar 2015</p> <p>Mar 2015</p>
4.	<p>Expenditure Review Report Summary: reports on findings of Department's Expenditure Review, including proposed savings of \$0.870b to \$1.015b by 2019/20, and plan to reduce re-offending by 25% by 2017</p>	Apr. 2012
5.	<p>Justice Sector Fund: Summaries and preliminary analysis of the November/December round bids Summary: current bids in the November/December Justice Sector Fund round</p>	Dec 2015

3. Managing our Muster and Reducing Re-offending		
6.	Presentation: Short Term Prison Capacity Options Summary: provides a high-level assessment of each prisons potential to optimise capacity over the short term, including double bunking and container units	Dec 2015
7.	Prison Muster and Capacity Summary: outlines the capacity across the prison network in the face of muster pressures	Dec 2015
8.	Prisoner Population and Capacity Utilisation Weekly Report: week ending 11 Dec 2015 9(2)(g)(i) [REDACTED]	Dec 2015
9.	Regional Descriptions: facilities and key contacts Summary: notes capacity of the prison facilities and key contacts across the four regions	Dec 2015
10.	Exploring ways to reduce demand for accommodation in prison 9(2)(g)(i) [REDACTED] [REDACTED] [REDACTED]s	Oct 2015
11.	Justice Sector Forecast: community and prison forecasts 9(2)(g)(i) [REDACTED] [REDACTED] [REDACTED]	Dec 2015
12.	Internal memo: Update on progress towards RR25 target Summary: provides an update on the Department's progress towards the June 2017 target of reducing re-offending by 25%	Dec 2015
13.	RR25% National and Regional Boost Plans Summary: update on progress at a national and regional level against RR25% Boost goals	Dec 2015
14.	Introduction brief on Auckland Prison Public Private Partnership (PPP) Summary: provides history of Auckland prison and outlines new PPP project	Dec 2015
4. Policy and Legislation		
15.	Update on the use of Electronic Monitoring by Corrections Summary: notes various cases for electronic monitoring, and updates on work to strengthen our response to potential incidents, and investigating new straps for security purposes	Dec 2015
16.	Update on the progress of the Government Inquiry into the management of Tony Robertson Summary: update from Chief Probation Officer on the activities of the Government Inquiry. The Inquiry is expected to report to the Ministers of Corrections and Justice on 29 January 2016	Dec 2015
	Terms of Reference for the Inquiry into the Management of Tony Robertson Summary: terms of Reference for the Inquiry as set out in the New Zealand Gazette on 13 August 2015 by the Ministers of Corrections and Justice	Aug 2015
	Chief Probation Officer Review: Management of Tony Robertson Summary: internal review of Mr Robertson's management with a summary of key events	Jul. 2014

4. Policy and Legislation continued.		
17.	Corrections Legislative Programme A3 Summary: overview of current Bills progressing, as well as recently enacted legislation	Dec 2015
18.	Public Protection Order Update Summary: update implementation of Public Protection Order (PPO) work programme. Information on first PPO application made to the High Court December 2015. Includes update on PPO residence to be constructed at Christchurch Men's Prison Public Protection Orders: Establishing a Civil Detention Regime Summary: Cabinet paper seeking agreement to create new public protection order	Dec 2015 Mar 2014
19.	Enhanced Extended Supervision Orders Summary: Cabinet paper seeking agreement to enhance the ESO regime	Nov 2013
20.	Update on returning offenders legislation and implementation Summary: update on recently passed Returning Offenders (Management and Information) Act 2015 (The Act) and the related information sharing issues	Dec 2015
21.	Corrections response to the escape of Phillip John Smith/Traynor and the subsequent Government Inquiry Summary: details actions by Corrections after the absconding of Smith/Traynor and work programme in response to the Government Inquiry	Dec 2015
22.	Progressing the Sentencing (Electronic Monitoring) Amendment Bill Summary: outlines legislative proposals to enable the use of GPS technology to monitor high-risk offenders	June 2014
23.	Drug and Alcohol Testing of Community-based Offenders and Bailees Legislation Bill – Initial Briefing to Law and Order Committee Summary: overview of the Bill and its key policy objectives Drug and Alcohol Strategy 2015 – 2020 Summary: Department's draft five year strategy to manage and respond to AOD issues	Apr. 2015 Dec 2015
24.	9(2)(g)(i) [REDACTED] [REDACTED]	July 2015
25.	Update on the Department of Corrections' contribution on the Whole of Government Gang Action Plan Summary: overview of Corrections' contribution on the Whole-of-Government Gangs Action Plan and key projects established by the Department	Dec 2015
5. Management over Christmas/New Year Period		
26.	Christmas Muster Plan 2015 6(c), 9(2)(g)(i) [REDACTED]	Dec 2015
27.	Executive Leadership Team / Regional Commissioner Availability over Christmas Period Summary: table of leave and coverage arrangements over December/January	Dec 2015