

# PART A: CONTRIBUTION TO OUTCOMES

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## OUR PURPOSE

The Department of Corrections' purpose is to improve public safety. We do this by:

- Ensuring that offenders in the community and in prisons comply with their sentences and orders. This protects the public from offenders who threaten public safety.
- Delivering services to offenders that help them to address the behaviours and circumstances which led to their offending. By doing this, we reduce re-offending and improve public safety over the longer term.

By improving public safety in these ways, we reduce the number of victims of crime in the community, both now and into the future.

## WORKING WITH OFFENDERS

Working with offenders is challenging, sometimes dangerous, but immensely rewarding for our staff and partners. Everything our staff do contributes to public safety by ensuring that offenders comply with their sentences and providing opportunities for offenders to address their offending behaviour. In 2007/08, 55,626 offenders commenced a community-based sentence or order. This represents an average of 34,373 sentences and orders being served. In the same year we managed an average of 7,864 prisoners.

Our work with offenders begins with our advice to courts on offenders' needs which assists judges to make effective sentencing decisions.

Once sentenced, we work with offenders to assess their motivations, needs, ability to comply with their sentence and their risk of re-offending. This helps us to decide what action is required to ensure offenders address their offending behaviours.

We work with offenders to turn them away from a path of offending onto a path where they can lead offence-free and productive lives in the community. In this way, we reduce re-offending and improve longer-term public safety.

We provide programmes to offenders to motivate them to 'face up' to their crimes and to identify what needs to change in their lives. We provide rehabilitation programmes so offenders can address behaviours that lead to offending. We help offenders identify their cultural and spiritual needs, and provide services to offenders in settings which recognise these needs. On release, we support offenders to reintegrate back into society.

For prisoners, we provide advice to the New Zealand Parole Board to help them make decisions about when prisoners should be paroled, what conditions should be applied to the parolee, and what support needs to be provided to parolees once in the community. We then provide the support required to the offender, and ensure compliance with conditions (or take appropriate action when the parole conditions are breached).

Throughout this process, we ensure that victims registered on the Victims Notification Register are notified of specific events relating to the offender who committed the crime for which they were a victim.

Sections 5 and 6 of the Corrections Act 2004 set out in more detail the purpose of the corrections system and principles under which the Department must operate.

## SUCCESSING FOR MĀORI OFFENDERS

The large majority of Māori are succeeding in all aspects of society. However, Māori make up approximately half of the offender population that we manage. To succeed overall, we must succeed for Māori offenders.

Māori culture supports strong, pro-social and offence-free lifestyles. Reconnecting Māori offenders to their culture and providing them with rehabilitation services in culturally appropriate environments support Māori offenders to stand tall in Te Ao Māori (the Māori world) and Te Ao Hurihuri (the general world). This leads to reduced re-offending by Māori offenders. Further information on how we are succeeding with Māori offenders is provided on pages 12 to 17.

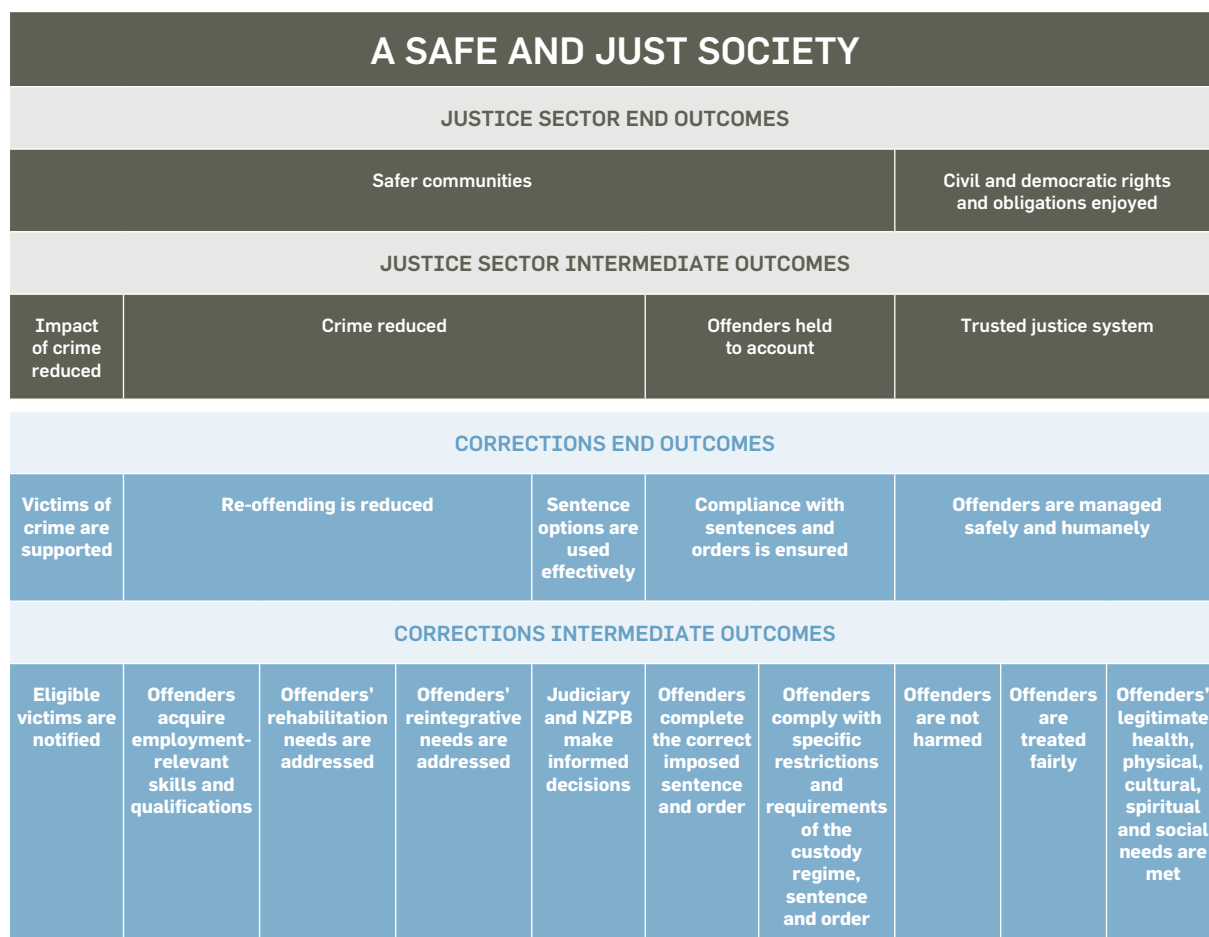
## OUTCOMES WE SEEK TO ACHIEVE FOR NEW ZEALAND

We work alongside our justice sector partners (in particular the Ministry of Justice and the New Zealand Police) to deliver a safe and just society for New Zealand. Our specific contribution to this is to:

- ensure offenders comply with sentences and orders
- reduce re-offending
- support victims of crime
- manage offenders safely and humanely
- provide advice so sentence options are used effectively.

The following diagram illustrates how our outcomes link to the outcomes of the justice sector.

## DEPARTMENT OF CORRECTIONS AND JUSTICE SECTOR OUTCOMES



## OUR OUTCOMES IN DETAIL

Everything we do contributes to our end outcomes, which are designed to improve public safety.

For this reason, we have structured this annual report around our end outcomes.

The following sections outline in detail what we have done to contribute to each of our end outcomes. For each end outcome we explain:

- what the outcome is about
- what success looks like if we achieve the outcome
- the outputs (our day-to-day work) which contribute to the outcome
- ways we have contributed to improving the outcome
- the progress we made in achieving the outcome.

The following outcome sections focus predominantly on the work we did in 2007/08 over and above what we do on a day-to-day basis. An outline of our day-to-day work, and our performance in doing that work, is provided in the Statement of Service Performance on pages 89 to 152.



# OUTCOME:

## COMPLIANCE WITH SENTENCES AND ORDERS IS ENSURED

Ensuring offenders comply with their sentences and orders improves public safety by protecting the community from the harm caused by offenders continuing their offending behaviours. It also provides an environment in which we can help offenders to address the behaviours and circumstances that led them to commit crime.

### SUCCESS IN THIS OUTCOME IS WHEN OFFENDERS:

- complete their sentences
- comply with the restrictions of their sentences
- are positively motivated to comply with their sentences
- experience appropriate consequences when they do not comply
- are treated fairly
- in the case of prisons, are incarcerated in a safe, secure and humane environment.

### OUR CONTRIBUTION TO THIS OUTCOME

We group the services we deliver on a day-to-day basis as output classes, which in turn are linked with our outcomes. Output classes that contribute to ensuring compliance with sentences and orders include:

- Output Class 2: Community-based Sentences and Orders.
- Output Class 3: Custody of Remand Prisoners.
- Output Class 4: Escorts and Custodial Supervision.

- Output Class 5: Custodial Services.
- Output Class 8: Services to the New Zealand Parole Board.

Further information on our performance against output class targets and measures for ensuring compliance with sentences and orders is set out in the Statement of Service Performance section, on pages 89 to 152.

### WORKING WITH OTHER AGENCIES

As with all outcomes, we work with other agencies to ensure offenders comply with sentences. In particular, during the 2007/08 financial year, we worked closely with:

- the New Zealand Police to share information and cooperate on the management of sentences and orders served in the community. The Department and the New Zealand Police take a coordinated approach to deterring crime in prisons
- the Ministry of Justice to exchange sentencing-related information, provide notifications of hearings, deliver bail documentation and organising Visiting Justice Services to prisons
- the New Zealand Immigration Service branch of the Department of Labour in ensuring compliance with revocation and deportation orders.

**IN 2007/08** we improved our contribution to the end outcome of 'Compliance with Sentences and Orders is Ensured' in the following ways:

### **SIGNIFICANT CHANGES TO COMMUNITY-BASED SENTENCES AND ORDERS**

In October 2007, a range of new community-based sentences and orders were introduced as a result of the Effective Interventions package, for further information go to [www.justice.govt.nz/effective\\_interventions/home.asp](http://www.justice.govt.nz/effective_interventions/home.asp)

The changes provide a wider range of sentencing options for judges to more effectively address the particular needs of individual offenders, including two tiers of non-custodial sentences: Home Detention, and Community Detention and Intensive Supervision.

This means, in many cases, lower risk offenders (as deemed appropriate by a judge) who would have otherwise received a short term of imprisonment may now receive a community-based sentence or order.

These changes have seen the number of community-based sentences and orders increase significantly. On 30 September 2007, before the changes, we managed 31,022 community-based sentences and orders. As at 30 June 2008, this had grown to 38,806.

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**“In October 2007, a range of new community-based sentences and orders were introduced as a result of the Effective Interventions...”**

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Not only have the numbers of community-based sentences grown, but also the complexity of managing a greater range of sentences and orders has increased significantly. This has put strain on the capacity of our Community Probation and Psychological Services which has had to be managed whilst the changes were implemented.

Leading up to the implementation of the new sentences and orders, we published new operational policies and procedures to support the changes. We recruited and trained additional staff to meet the increase in demand and arranged for them to receive the resources needed to do their work well. Alongside this, we continued to manage the increased number of community-based offenders.

The challenges as a result of these changes will continue to strain our capacity in the foreseeable future. We have significant numbers of new staff who will require supervision as they gain the experience required to perform at optimal levels. It will take time for the changes to be fully bedded into the organisation.

During this time of change, we have focused on ensuring that our processes are robust, and that we apply the basics of sentence and order compliance reliably and thoroughly. The effective management of offenders, and in turn the safety of the public, is critically dependent on how reliably and comprehensively we apply these processes and systems.

### **ELECTRONIC MONITORING OF COMMUNITY-BASED OFFENDERS**

Electronic monitoring can be a condition imposed at the time of sentencing or decided at post sentencing as the most effective means of managing an offender and their sentence. Voice verification technology (VVT) and global positioning system (GPS) provide further options for sentence management.

We trialled VVT and GPS tracking as methods to electronically monitor community-based offenders' compliance with sentences and orders. VVT recognises an offender's voice over the phone and can be used to confirm an offender's location at a given time to enforce restrictions such as curfews. GPS can record the whereabouts of offenders at any point in time. GPS tracking is now available on an ongoing basis for up to 15 offenders at any one time. Further information on the use of electronic monitoring is provided in Appendix 5 on page 171.

### **SMARTER WAYS OF DETECTING CONTRABAND IN PRISONS**

Stopping access to items such as drugs, alcohol, cell phones and other items that can be used for criminal purposes is an important restriction applied to prisoners. Keeping contraband out of prisons is an ongoing battle for our staff – but one that we are winning.

A key initiative is to increase the number of prisons that have a perimeter fence with a single point of entry and a centralised visiting centre. A single point of entry and centralised visiting centres makes it easier to ensure all of those entering the prison are checked for contraband. 65 per cent of prisons now have a single point of entry, and 50 per cent now have a central visitors centre. This is supported by the continued introduction of metal detectors, x-ray equipment, and vehicle check points.

During 2007/08, we continued to increase the number of drug dogs available from six in 2004 to 12 in June 2008. Drug dogs, along with increased surveillance and scanning equipment, have led to a marked reduction in drug use by prisoners. During 2007/08, 13 per cent of general random drug tests of prisoners tested positive for drugs, compared with 34 per cent in 1997/98. For more information go to the 'Strategy to Reduce Drug and Alcohol Use by Offenders' at [www.corrections.govt.nz/q/-strategy-to-reduce-drug-and-alcohol-use-by-offenders-2005-2008.html](http://www.corrections.govt.nz/q/-strategy-to-reduce-drug-and-alcohol-use-by-offenders-2005-2008.html)

In a world leading initiative, we have also worked on preventing prisoners' access to cell phones, which is an important factor in halting criminal activity being coordinated from within prisons. Over the year, we have enabled cell phone jamming equipment at Hawke's Bay Prison, Otago Corrections Facility and Manawatu Prison preventing the use of cell phones in these prisons. A temporary Micro-cell jammer has also been enabled at Northland Regional Corrections Facility. The design of permanent Micro-cells for Rimutaka and Northland Regional Corrections Facility is in progress and the planning, design and/or implementation of jamming is scheduled at the balance of prison sites. As a temporary measure, before jamming, we introduced handheld detectors to detect the use of cell phones within prisons.

### IMPROVEMENTS IN CRIME PREVENTION

We are continually introducing new methods of surveillance, including physical barriers, detection and lighting systems, as well as more sophisticated means of intelligence gathering. This has made prisons a safer place for both staff and offenders, with overall reductions in serious assaults, escapes and contraband being achieved over the past five years.

During 2007/08 we continued to build our intelligence capability within prisons to promote the prevention and detection of crime. This capability is based on best-practice models of intelligence used by the New Zealand Police and Customs, and by overseas corrections agencies in Australia, Canada and the United Kingdom.

We also introduced systems to monitor prisoners' telephone calls to identify security risks and criminal activities within prisons. This initiative has already resulted in prisoners being convicted of crimes committed from within prison. Further information on processes and systems in place to supervise and control the monitoring of prisoner calls is available in the Appendices on pages 169 to 170.

## OUTCOME INDICATORS

The Department measures its contribution to ensuring sentence and order compliance against the following outcome indicators:

- escapes from custody
- general random drug screening test results by security classification.

We are further developing outcome indicators for our end and intermediate outcomes which will link to the Department's output performance measures.

### ESCAPES FROM CUSTODY

Improvements in prison security have translated into an overall decline in the rate of breakout escapes over the past five years.

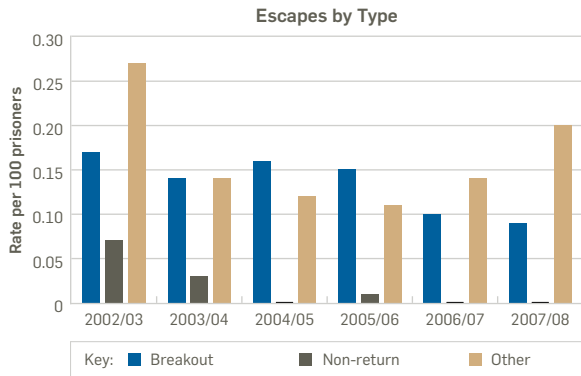
The increase in 'other' escapes resulted in a slight increase in the overall rate of escapes per 100 prisoners to 0.29 from 0.25 for the 2006/07 financial year.



There were seven breakout escapes in 2007/08 compared with eight escapes in 2006/07.

However, there was an increase in the number of 'other' escapes. The majority of which were related to prisoners who walked away from their place of work while on the Release to Work Programme.

Corrections Inmate Employment (CIE) and Prison Services continue to work closely with employers of prisoners on the Release to Work programme to ensure there is minimal opportunity for prisoners to walk-away. In the unlikely event that this should occur, the prison and CIE are notified by the employer immediately.



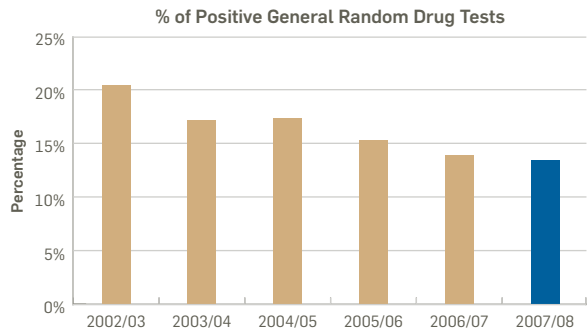
The rate of escapes in New Zealand compares favourably with other jurisdictions, as illustrated in the following diagram.



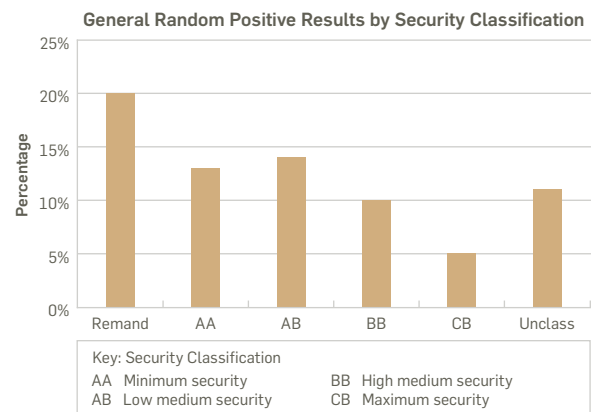
**DRUG USAGE IN PRISONS**

Improvements in the Department's ability to reduce the amount of illicit drugs entering prisons and to motivate offenders to become 'drug free' has translated into an overall decline in the percentage of positive general random drug tests in prisons. Initiatives such as the implementation of the cellphone jamming technology, improved prison security and an increase in the number of drug dog detection teams have reduced the supply of drugs into prisons. Drug tests and the implications of testing positive, and the rehabilitation programmes offered to prisoners, are reducing the demand for drugs by prisoners.

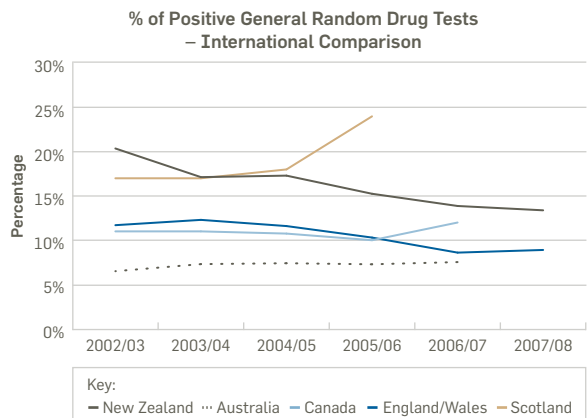
During 2007/08 13 per cent of general random drug tests of prisoners tested positive for drugs, compared with 34 per cent in 1997/98.



The highest positive percentage of general random drug tests of prisoners by security classification during 2007/08 was remand prisoners with 20 per cent. Prisoners with lower security classifications have a higher percentage of general random drug tests providing a positive result. Remand prisoners generally have a higher positive percentage than those who are sentenced, likely due to the relatively short time in custody and prior personal circumstances. The unclassified category is those sentenced prisoners who are awaiting security classification at the time the sample was taken.



The rate of positive general random drug tests by prisoners is comparable with other jurisdictions.





# OUTCOME:

## RE-OFFENDING IS REDUCED

We improve public safety over the long term by reducing re-offending. Re-offending is reduced when offenders previously under the control or supervision of the Department go on to live an offence-free life. The number of overall offences and people returning to the corrections system will decrease and, in particular, we will see Māori re-offending rates reducing significantly.

### SUCCESS IN THIS OUTCOME IS WHEN OFFENDERS:

- develop offence-free lifestyles
- overcome drug and alcohol problems
- overcome propensities for violence
- maintain a positive sense of their identity and abilities
- find stable employment and accommodation
- build strong pro-social relationships within their family, whānau and community.

### OUR CONTRIBUTION TO THE OUTCOME

We reduce re-offending by providing programmes that help offenders to address the behaviours and circumstances that led to their offending. The first step is to assess offenders' needs, and then to match programmes with those needs.

Output classes that contribute to reducing re-offending include:

- Output Class 6: Prisoner Employment.
- Output Class 7: Rehabilitative Programmes and Reintegrative Services.

Further information on our performance against output class targets and measures for reducing re-offending is set out in the Statement of Service Performance, on pages 89 to 152.

We provide programmes to offenders to motivate them to 'face up' to their crimes and to identify what needs to change in their lives.

We provide rehabilitation programmes so offenders can address behaviours that lead to offending, such as drug and alcohol problems, violence and managing relationships. We help offenders identify their cultural and spiritual needs, and provide services to offenders in settings which recognise these needs. Appendix 1 provides a full list of rehabilitation programmes that we provide to offenders.

We support offenders to reintegrate into society by promoting continued contact between offenders and their family/whānau, providing offenders with employment-related skills and experience, skills in budgeting, parenting and relationships, and facilitating access to appropriate housing, work and supportive people. Appendix 1 provides a full list of reintegration programmes that we provide to offenders.



Our day-to-day interactions with offenders are also opportunities to have a positive influence and to help offenders to build their abilities to stop offending.

Achievements in relation to reducing re-offending are assessed through the use of two measures, the Recidivism Index (RI) and the Rehabilitation Quotient (RQ). Further information on the results of these measures is provided in Appendix 3.

## WORKING WITH OTHER AGENCIES

As with all outcomes, we work with other agencies and community groups to meet the challenge of reducing re-offending. In particular, over the 2007/08 financial year, we worked closely with:

- the Ministry of Social Development to report and address child abuse and to manage sexual and violent offenders
- the New Zealand Police, the Ministry of Social Development and Housing New Zealand who are parties to the Agreement for Sharing Information on Child Sex Offenders. Under this agreement, the agencies work together to monitor child-sex offenders' compliance with release conditions, manage the risk posed by such offenders, and facilitate their safe reintegration into the community once released
- the Ministry of Social Development on employment case management and broker services to prisoners
- the New Zealand Police to address family violence, through initiatives such as the Family Safety Team Project
- a number of agencies on the Combined Law Agency Group to share information and resources to combat organised crime in New Zealand
- New Zealand Prisoners' Aid and Rehabilitation Society (NZPARS) to contribute to a reduction in re-offending by assisting offenders (and their family/whānau) to address practical problems as they reintegrate back into the community or into Home Detention following their release from prison.

**IN 2007/08** we improved our contribution to the end outcome of 'Re-offending is Reduced' in the following ways:

## STRATEGIES TO SUCCEED FOR MĀORI AND PACIFIC OFFENDERS

Māori and Pacific offenders have a disproportionately high level of representation across all stages of the criminal justice process. Reducing re-offending by Māori and Pacific offenders is therefore a high priority.

In 2007/08 we worked with staff and partners to develop the 2008-13 Māori Strategic Plan and the 2008-13 Pacific Strategy. These documents outline how we will work with Māori and Pacific offenders and their communities to be more effective in reducing re-offending. For further information on the Māori Strategic Plan and Pacific Strategy go to [www.corrections.govt.nz/news-and-publications/strategic-documents.html](http://www.corrections.govt.nz/news-and-publications/strategic-documents.html)

## WORLD'S FIRST PRISON-BASED FALE

We opened our first dedicated Pacific Focus Unit and the world's first prison-based fale (traditional Pacific meeting house) at Spring Hill Corrections Facility in November 2007.

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**“We opened our first dedicated Pacific Focus Unit and the world's first prison-based fale (traditional Pacific meeting house)...”**

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Vaka Fa'aola (the vessel bringing a message of hope and growth) is a 44-bed unit for Pacific prisoners who will benefit from the Saili Matagi violence prevention Programme that is delivered in the unit. The Saili Matagi programme combines a Pacific cultural model with Western group therapy to help Pacific men change their violent behaviour.

## EFFECTIVE REHABILITATION PROGRAMMES

For rehabilitation programmes to work for offenders, they must first have the motivation to change and address their offending behaviours. Rehabilitative programmes help offenders to address the behaviours and circumstances that led to their offending.

During 2007/08, we changed the design of the Short Motivational Programme to improve its effectiveness, including the development of an extra session within the programme. Staff were trained in the delivery of the new programme and it came into effect in December 2007.

A rehabilitation programme for Special Treatment Units (STU) has been successfully piloted at the Karaka STU – which is being implemented nationwide.

We also trained our staff to work effectively to help offenders' rehabilitation. Changes were made to the training we provide to facilitators of rehabilitation programmes, this included new supervision processes and completion of supervision reports. In addition we trained selected staff in dynamic risk assessment to be applied to sex offenders who are on Extended Supervision orders.

Further information on the rehabilitative programmes and services provided by the Department are attached at Appendix 1.

### CAPACITY OF DRUG AND ALCOHOL TREATMENT SERVICES

We worked with the Ministry of Health to introduce additional community-based alcohol and drug services under the 'First Steps' plan. Over 2,800 offenders received these services during 2007/08. We also established a specialist alcohol and other drug (AOD) offender team and extended AOD treatment services to offenders in the community. We evaluated the treatment programmes delivered to Māori, and undertook feasibility studies on establishing additional AOD services in the lower-North Island and on dual-diagnosis community treatment programmes for women offenders.

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**“The Department established two new Drug Treatment Units at Spring Hill Corrections Facility and Rimutaka Prison over the year.”**

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The Department established two new Drug Treatment Units at Spring Hill Corrections Facility and Rimutaka Prison over the year. These Drug Treatment Units are in addition to the four already in existence at Christchurch Men's, Arohata, Waikeria and Hawke's Bay prisons.

### INCREASED DEMAND FOR REHABILITATION PROGRAMMES

Utilising funding received from the Effective Interventions package we implemented a national plan to address the increase in demand for our programmes, including Domestic Violence programmes, Community-based Sex Offender Programmes and Tikanga Māori programmes.

Tikanga Māori programmes have been shown to have a positive effect in the rehabilitation of Māori offenders. National contracts have been negotiated with sex offender treatment providers to deliver a 12-month intensive treatment programme, and a national approach was adopted for contracting domestic violence and Tikanga Māori programmes to ensure consistency in multi-year contracts. This has increased the volume of referrals we can make to better meet the increased demand for these programmes. During 2007/08, the number of new starts for community-based Tikanga Māori programmes and Domestic Violence programmes increased by 29 and 24 per cent respectively.

We also piloted a Relapse Prevention Programme (Maintenance) for community-based offenders who have successfully completed a rehabilitation programme. Programme delivery staff were trained in the new programme and it has been implemented across our regions.

During 2007/08, we established a Special Treatment Unit (STU) at Spring Hill Corrections Facility. STUs operate an intensive programme for offenders who are at a high-risk of re-offending.

### QUALITY OF PROGRAMME DELIVERY

We worked to improve the delivery of our programmes by redeveloping training materials for the Medium Intensity Rehabilitation Programme. We also improved the way we monitor rehabilitation programme integrity (i.e. consistency of delivery) in line with internationally recognised standards and measures.

We reviewed the use of sentence planning and management to identify ways to improve rehabilitation and reintegration of offenders. This included a workshop involving key partners in June 2008.

## EMPLOYMENT-RELATED SKILLS AND TRAINING FOR PRISONERS

The Prisoner Employment Strategy 2006-2009 outlines strategies to increase the work skills and qualifications of prisoners to help them find work once they are released. For further information go to [www.corrections.govt.nz/q/prisoner-employment-strategy-2006---2009.html](http://www.corrections.govt.nz/q/prisoner-employment-strategy-2006---2009.html)

During 2007/08, employment growth plans were developed for each prison to sustain the rate of growth in prisoner employment. As at 30 June 2008, over half of all prisoners were involved in employment-related activity, up from 43 per cent in 2007 and 38 per cent in 2006.

More low security prisoners nearing the end of their sentence (who met strict eligibility criteria) were able to participate on the Release to Work Programme, allowing them to work in ordinary jobs in the community during the day to prepare them for their release. Up to 185 prisoners at any one time were participating in Release to Work.

Prisoners also participated more in NZQA accredited education, being assessed against a total of 37,563 NZQA credits over the year compared to 20,350 during 2006/07. This result reflects an increased focus on the quality of training and an increase in the number of instructors qualified as NZQA assessors.

## WE WORKED TO REMOVE BARRIERS TO EMPLOYMENT FOR MĀORI PRISONERS

We identified specific employment-related training needs for Māori prisoners through analysis of achievement rates to date and developed strategies and activities to address these needs. Research was carried out on barriers to Māori employment and a number of significant issues were identified. We have located more high-skilled jobs in prisons where there are large Māori populations and motivated more Māori prisoners to work in high-skilled jobs.

## MORE EMPLOYMENT-RELATED ACTIVITIES FOR YOUNG PRISONERS

We also expanded employment-related activities for young prisoners. At Hawke's Bay Prison we identified a number of opportunities for young prisoners to be involved in employment activities. These include catering, silviculture, horticulture, construction and glazing training with a further scope to add forestry and carpentry. Release to Work opportunities were also made available to those young prisoners who met the required eligibility

criteria. The variety of employment related training provided to young prisoners continued to increase at Waikeria, Hawke's Bay and Christchurch Men's prisons with subjects including catering, horticulture, joinery and farming. The expansion of employment training to youth will remain a focus in 2008/09.

## WE EVALUATED THE EFFECTIVENESS OF REHABILITATION PROGRAMMES

We evaluate our rehabilitation programmes and activities to test their effectiveness in reducing re-offending.

Research and evaluation projects in 2007/08 included:

- completing evaluations of our Te Ihi Tu (community residential centre) and Tikanga Māori programmes
- commencing an evaluation of our Māori Focus Units and Māori Therapeutic programmes
- developing initiatives to strengthen our effectiveness in contributing to reducing re-offending for Māori
- development of monitoring and evaluation processes for the Pacific Focus Unit at the Spring Hill Corrections Facility, in line with the Pacific evaluation framework
- contributing to the Ministry of Justice/New Zealand Police jointly-led development of a co-ordinated interagency initiative for tackling persistent or prolific offending
- finalising the evaluation report on the intensive group treatment programme for dangerous and severe personality disorders.

## OUTCOME INDICATORS

### REDUCING RE-OFFENDING

Progress towards the achievement of the departmental outcome of "reducing re-offending" is assessed through the use of two measures, the Recidivism Index (RI) and the Rehabilitation Quotient (RQ). The RI measures the Department's performance in reducing re-offending as a whole, whereas the RQ measures the ability of a specific intervention to reduce re-offending. These indicators provide one means for assessing the Department's performance. It should be noted, however, that the use of reconviction data as indicators of performance is not straightforward; re-offending, reconviction and sentencing are subject to a wide range of influences, many of which are outside the Department's direct control.

A full explanation for the RI and RQ methodologies can be found on pages 36 to 42 of the Department's 2004/05 Annual Report.

We are further developing outcome indicators for our end and intermediate outcomes which will link to the Department's output performance measures.

### ANALYSIS OF REPORTED RECIDIVISM INDEX (RI) FIGURES

Table 1 attached at Appendix 3, provides reconviction rates as recorded over 12 months, for those released from prison, or commencing community-based sentences, during the 2006/07 (1 April to 31 March) year, and Table 2 provides the rates over 24 months for those released from prison, or commencing community-based sentences, during the 2005/06 year. RI figures are reported for multiple categories of offenders, with significant variation observed in reconviction rates between sentence types, offence types and demographic groups.

The overall RI results for 2007/08, when compared to the 2006/07 reported results, generally indicate small decreases in average re-imprisonment rates for offenders released from prison as well as for offenders commencing community-based sentences. This is likely to reflect the introduction of new community sentences in October 2007, which was followed by a fall in the number of prison sentences being imposed.

#### *RI Sub-group Comparisons*

When examined by the sub-groupings for which RIs are calculated, notable features for those released from a custodial sentence (12-month follow-up) include the following:

- Males are re-imprisoned at a significantly higher rate than females (28 and 18 per cent respectively) and reconviction rates for male offenders released from prison are also higher than for female offenders (44 and 35 per cent respectively).
- The re-imprisonment and reconviction rates for Māori (31 and 48 per cent respectively) are markedly higher than those for Pacific and Europeans (23 and 38 per cent respectively).
- Re-imprisonment rates reduce by approximately two-thirds as offenders age (offenders over 40 years are re-imprisoned at less than one-third the rate of those under 20), and vary markedly between offence classes (dishonesty offenders having the highest rates and sex offenders the lowest).
- Offenders released on Home Detention had reconviction and re-imprisonment rates substantially lower than the average.

- Re-imprisonment rates were higher for prisoners released from medium security classification (39 to 41 per cent) than those for prisoners released from minimum security classification (23 per cent).
- There is a tendency for shorter sentence length to be associated with higher rates of re-imprisonment and reconviction. Offenders serving sentences of between one and two years are re-imprisoned at a higher rate than offenders with a sentence length between three and five years (29 and 23 per cent respectively). This is likely to reflect the fact that prisoners who serve longer sentences do so because of convictions for violent and sexual offences - offenders imprisoned for these types of offences tend to have lower rates of reconviction.

Previous reports have indicated that Pacific offenders had significantly lower rates of reconviction than both Māori and European. This year's analysis has been enhanced through facility to exclude deported offenders. It is now apparent that once deported offenders are removed from the total pool of offenders, the reconviction rate for Pacific offenders proves to be approximately the same as that of Europeans.

Offenders serving community-based sentences had significantly lower imprisonment and reconviction rates than offenders released from prison. In general, most of the trends noted for released prisoners above were evident for this population also.

For both prison releases and community sentence offenders, the 24-month RIs generally show a predictable pattern, in that the 24-month RI figures typically increase by between 35 per cent and 50 per cent over the 12-month rates.

These data are consistent with a great deal of research on recidivism which indicates that the highest rate of reconviction occurs within the first twelve months, with the proportion re-convicted in each successive year progressively smaller than in the previous year.

### REHABILITATION QUOTIENT (RQ)

Programmes delivered by the Department to enable offenders to lead law-abiding lives are provided in Appendix 1. These programmes have been designed and implemented in ways consistent with internationally developed best practice principles.

Research on outcomes from rehabilitative programmes has shown that significant reductions in reconviction and re-imprisonment can be achieved when interventions are delivered to appropriately selected offenders.

The purpose of the Rehabilitation Quotient (RQ) is to gauge the extent to which re-offending is reduced amongst those who received a rehabilitative intervention. The 2004/05 Annual Report contained discussion on findings of poor outcomes from some of the Department's programmes. As a consequence of these findings, the Department reviewed the entire rehabilitative programme framework, including principles for eligibility and selection of offenders. This work resulted in the termination of the cognitive skills course 'Straight Thinking' which was not performing as expected and extensive work to redevelop others (e.g. the lower-intensity 100-hour programmes). The Department has also progressively expanded the availability of the higher intensity programmes, such as the prison-based drug and alcohol treatment units (DTUs) and generic special treatment units (STUs).

Rehabilitation data analysed this year was derived from programmes which were completed between 1 April 2005 and 31 March 2007. Numbers of graduates from the new medium-intensity rehabilitation programmes have not yet reached sufficient levels to allow a meaningful analysis of impact. RQ results from these programmes should however be available in the coming year.

Positive results have again been recorded this year in relation to the more intensive programmes. The RQ score for the DTUs (reimprisonment, 24 months follow-up) was 0.10, and for the sex offender STU, the RQ (reimprisonment, 24 months follow-up) was 0.08. As noted above, explanations of the RQ methodology and the interpretation of scores are available on pages 40-42 of the 2004/05 Annual Report.

The 12 months follow-up reimprisonment RQ scores for the DTUs reflect the performance of graduates of these programmes during a period of rapid expansion. These are low (around zero) which, while disappointing, must be interpreted in light of the difficulties inherent to rapidly expanding this service. Comparable figures for the sex offender STUs (12 months follow-up) are however very positive, at 0.11.

Analysis was also undertaken on the lower-intensity rehabilitation programmes for which the Department contracts services for community-based offenders. The resulting RQ scores are also low, falling below the level of statistical significance, but are mainly in a positive direction. Given the relatively low costs of such services, and the large numbers of offenders who require such assistance, it is believed to be cost-effective to continue referring offenders even though the level of positive impact is modest.

These results once again confirm however that more intensive programmes, delivered by specialist personnel to offenders at higher risk of re-offending, are effective in reducing rates of re-offending.

A caveat on the interpretation of RQ results is that offenders managed by the Department have access to a wide range of services, including educational, employment and general living skills training, as well as various supports to assist with reintegration to the community. These services are available in varying degrees to offenders irrespective of whether they have also participated in the core rehabilitative interventions (the specific impact of which the RQ attempts to measure). At this stage the RQ methodology does not account for impacts created by these ancillary services in terms of recidivism outcomes. However, it is widely accepted that the provision of education, training and reintegrative support services can have significant benefits in reducing risks of future offending.



## OUTCOME:

### VICTIMS OF CRIME ARE SUPPORTED

Victims of crime are supported by providing notification services to victims whose details have been forwarded to us by the New Zealand Police.

However, our most significant contribution to this outcome is our more general work ensuring that offenders comply with their sentences and orders and re-offending is reduced. By achieving these two outcomes, we protect the public from future offending, improve public safety and reduce the number of victims of crime in the community.

#### SUCCESS IN THIS OUTCOME IS WHEN:

- we succeed in the broader outcomes of Ensuring Compliance with Sentences and Orders and Reducing Re-offending
- victims registered with the Department are provided with information in accordance with the Victims' Rights Act 2002
- registered victims are referred to specialist support organisations for appropriate assistance.

#### OUR CONTRIBUTION TO THIS OUTCOME

The output class that contributes to supporting victims of crime is Output Class 10: Service Purchase, Provision and Monitoring.

Further information on our performance against output class targets and measures for supporting victims of crime is set out in the Statement of Service Performance, on pages 89 to 152.

#### WORKING WITH OTHER AGENCIES

As with all outcomes, we work with other agencies and community groups to ensure victims of crime are supported. In particular, the Department is party to an Operational Protocol on Victim Notification, along with the Ministry of Social Development, the Ministry of Health, the New Zealand Immigration Service branch of the Department of Labour and the New Zealand Police. The Protocol sets out the services each of the agencies are required to provide with the aim of improving services to victims of offences under Part 3 of the Victims' Rights Act.

We have a Memorandum of Understanding with the New Zealand Council of Victim Support Groups which aims to improve services to victims. Various support agencies we work with include Victims Support, Women's Refuges, Citizens Advice Bureau, church groups, Rape Crisis, Salvation Army and Neighbourhood Support.



**IN 2007/08** we improved our contribution to the end outcome of 'Victims of Crime are Supported' in the following ways:

### **WE CONSISTENTLY PROVIDED NOTIFICATION SERVICES**

The purpose of the Victims' Rights Act 2002 is to improve provisions for the treatment and rights of victims of offences. We ensure victims of crime are supported by providing registered victims with information about events relating to the specific offenders who have been convicted for offences against the victim in accordance with the Act.

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**“The purpose of the Victims' Rights Act 2002 is to improve provisions for the treatment and rights of victims of offences.”**

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The names and contact details of victims are provided to the Department by the New Zealand Police. We provide victims' details to the New Zealand Parole Board, Department of Labour (Immigration Service) and the Ministry of Justice so they may provide notification services required by the Parole Act 2002, Victims' Rights Act 2002 and Prisoners' and Victims' Claims Act 2005. As at 30 June 2008, we managed 2,184 active cases, including 1,959 victims, 1,455 offenders and six immigration requests for victim details.

We ensure victims of crime are supported by referring victims to other appropriate agencies and non-government organisations for specialist support. Specialist support agencies provide practical assistance to help victims recover from the effects of crime. These agencies do this by providing information, support and assistance to individual victims, witnesses, their families and friends. They also raise public awareness and recognition of the effects of crime and promote victims' rights.

### **A FRAMEWORK FOR RESTORATIVE JUSTICE**

During 2007/08, we began developing a framework around the current arrangements, resourcing and funding for restorative justice conferences in prisons between offenders and their victims. Further development and implementation of this framework will continue into the 2008/09 financial year.

### **OUTCOME INDICATORS**

The Department measures its contribution to supporting victims of crime by the number of justified complaints from victims. Justified complaints are those where notifications have not been made in accordance with the National System, which result from systemic or human error. There have been four justified complaints since 2002, but none in the 2007/08 financial year.



## OUTCOME:

### OFFENDERS ARE MANAGED SAFELY AND HUMANELY

We are required under the Corrections Act 2004 to provide a safe, secure and humane environment for prisoners and prison conditions are tightly regulated by law and international convention.

We also ensure that community-based offenders can serve their sentences in a safe environment when under our management. This includes ensuring offenders can undertake Community Work in a healthy and safe work environment.

#### SUCCESS IN THIS OUTCOME IS WHEN OFFENDERS:

- are contained safely and securely with minimum risk to public safety
- are protected from avoidable harm and their legitimate needs are met
- are protected from harm by other offenders or from self-harm
- can fulfil their sentence requirement in a safe environment, particularly when undertaking employment or work activities
- are treated fairly with dignity
- are able to raise legitimate grievances and have them addressed.

In addition to this, prisoners are managed safely and humanely when they:

- are housed humanely and have their basic human needs (food, shelter, clothing) met
- receive health care comparable to that which the general community receives

- can maintain pro-social relationships with family and friends, subject to appropriate security requirements
- have access to spiritual support
- have access to a reasonable level of physical exercise.

#### OUR CONTRIBUTION TO THIS OUTCOME

We have an obligation to keep offenders safe from harming themselves and others during their sentence. This is a challenge given we deal with people who may be at a low point in their lives, or who may resort rapidly to violence when facing conflict or frustration.

Output classes that contribute to managing offenders safely and humanely include:

- Output Class 3: Custody of Remand Prisoners.
- Output Class 4: Escorts and Custodial Supervision.
- Output Class 5: Custodial Services.
- Output Class 7: Rehabilitative Programmes and Reintegrative Services.
- Output Class 10: Service Purchase, Provision and Monitoring.



Further information on our performance against output class targets and measures for managing offenders safely and humanely is set out in the Statement of Service Performance, on pages 89 to 152.

We must ensure that prisoners have access to the basic necessities of life. This does not mean providing luxuries. Instead, it means providing adequate food, shelter and clothing, adequate health care, opportunities to maintain relationships with family and friends, religious, spiritual, and cultural support, access to legal advisers and statutory visitors, access to information and education, and access to a reasonable level of physical exercise.

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**“We must ensure that prisoners have access to the basic necessities of life.”**

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We implement and monitor the following strategies as part of our obligation to manage offenders safely and humanely:

- New Zealand Action Plan for Human Rights 2005-2010
- Youth Development Strategy Aotearoa 2002
- New Zealand Suicide Prevention Strategy 2006-2016.

In the unfortunate circumstance that a significant event (such as a death) occurs in prison, the Inspectors of Corrections complete a full independent investigation. Prison staff are also trained to minimise incidents of self-harm by prisoners, including suicide and drug overdoses. Prisoners identified as being at risk of self-harm are actively managed to prevent as many incidents as possible. During 2007/08 the Inspectors completed 14 full investigations of significant prison incidents, most of which related to deaths in custody.

## WORKING WITH OTHER AGENCIES

As with all outcomes, we work with other agencies and community groups to ensure offenders are managed safely, securely and humanely. In particular, during the 2007/08 financial year, we worked with:

- the Offender-Related Health Action Group with the Ministry of Health. This group’s aim is to address the health issues of offenders by ensuring they receive a standard of health care and access to health services that is equivalent to that of the general population
- the Ministry of Social Development to ensure the safe and humane management of the custody of young offenders. In addition, we work with the Ministry of Youth Development to ensure prison policy and

procedures regarding young offenders comply with the United Nations Convention on the Rights of the Child

- the Office of the Ombudsmen, which is being enhanced to provide increased independent oversight of prisons, including the investigation of serious incidents and the undertaking of reviews of systemic issues identified during visits or following complaints and incidents.

**IN 2007/08** we improved our contribution to the end outcome of ‘Offenders are Managed Safely and Humanely’ in the following ways:

### WE OPENED A NEW AT RISK UNIT

We opened a new At Risk Unit in Hawke’s Bay Prison in January 2008, bringing the total number of At Risk Units in prisons to 14. The new 13-bed unit is designed to help better manage prisoners at risk of harming themselves. It is staffed by on-site registered nurses with mental health training, a forensic nurse from the Hawke’s Bay District Health Board and a psychiatrist who visits weekly. Two forensic personnel from the Tairāwhiti District Health Board will also make twice-weekly visits to the prisoners.

### A NEW FRAMEWORK FOR PRISONERS WITH MULTIPLE AND COMPLEX NEEDS

We began developing a new framework for managing prisoners with severely aberrant behaviour (multiple and complex needs) in prisons. We have completed an analysis of information, including samples of community-based and prison-based offenders identified as having multiple and complex needs. Whilst there are few clinical options available for people with severe personality disorders, forensic psychiatric expertise is crucial to prison custodial staff being able to safely and effectively manage these offenders, particularly as they have complicating co-occurring disorders.

### NEW WAYS OF MANAGING VIOLENT OFFENDERS

Keeping offenders and staff safe from harm is a priority for us – both in prisons and in the community.

Community Probation staff are trained in appropriate and safe ways to intervene in preventing violence, including how to refer to specialist agencies. We are currently piloting an assessment approach to be used by Probation Officers to monitor dynamic risk factors in offenders, particularly violent offenders. From the first contact with an offender, our task is to establish and maintain the security and safety of the community, our staff, and the offender.

Prison staff are trained to work with prisoners to create a stable social environment and to watch for early warning signs of violence. If violence does occur, staff are trained in de-escalation and approved control and restraint techniques. Violent offenders make up a significant proportion of the prison population, and in prison tend to be more difficult to manage.

During 2007/08, the Department developed a draft policy for the management of violent and disruptive prisoners. The draft paper is being consulted on, and a final approach will be agreed in 2008/09.

### MANAGING GANGS IN PRISON

During the year, we reviewed our strategy on the management of gang issues. We are providing support to the Government's focus on organised crime including criminal gangs through the Department's Gang Strategy. To support the strategy, an Organised Crime Analyst has been seconded to head office. A Secure Intelligence Database was implemented and is providing intelligence reports for operational managers. Organised Crime Awareness presentations were prepared for staff.

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**“A Secure Intelligence Database was implemented and is providing intelligence reports for operational managers.”**

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The Department's Gang Strategy now falls under the umbrella of the Government's "Organised Crime Strategy" and the Organised and Financial Crime Agency New Zealand (OFCANZ). The Department is actively participating in delivering Criminal Justice Sector organised crime prevention initiatives. The crime prevention structure and systems to manage gang issues are in place and staff training is complete. The review of the Crime Prevention Strategy is progressing and is expected to be complete shortly.

### CHANGES TO THE WAY WE TRANSPORT AND ESCORT PRISONERS

Following the death of a remand prisoner in 2006, we set up the Prisoner Escort and Transportation Project to implement the Inspector's recommendations and those recommendations contained in the Ombudsman's Own Motion Investigation into Prisoner Transportation.

Of the 13 Inspector's recommendations, 11 which were assigned to the Department have now been implemented and finalised. The remaining two recommendations are being led by the Ministry of Justice.

Of the 37 Ombudsmen's recommendations, 22 have been implemented, 12 will be complete in November 2008 with the development of permanent vehicle standards, and three recommendations are being managed in conjunction with the Ministry of Justice.

During 2007/08 the project has made significant progress:

- waist restraints were trialled and introduced with the contract for their production going to the preferred manufacturer
- fire-resistant seat squabs were implemented
- the core policy and procedures governing the transportation of prisoners were reviewed and significantly amended and improved. This included provision of specific guidance on what to do in emergencies situations, and guidelines around provision of rest breaks and food and water to prisoners.

A safety review of the entire escort fleet (including Chubb vehicles) was undertaken to identify any health and safety risks from introducing prisoner restraints. Training to support the prisoner escort vehicle folder (a documentation folder containing procedures, checklists and information for escort personnel) was conducted in April 2008, and this included training on the separation risk assessments and new process maps.

Options for the management of escorts into the future are being considered to help establish and maintain consistent escort standards. Permanent vehicle standards and options for the future management of prisoner escorts and transportations will be completed in November 2008. A post-implementation review of the new prisoner escort processes, including the introduction of waist restraints, is underway and is expected to be completed by the end of August 2008.

### A NEW PRISONER PLACEMENT SYSTEM

Under Section 47(1) of the Corrections Act 2004, the Chief Executive must ensure that the security classification assigned to a prisoner reflects the level of risk posed by that prisoner while inside or outside prison, including the risk that an escape would pose to the public.

The Department's Prisoner Placement System defines the security classification system for sentenced prisoners, describes the procedures to be followed for the security classification system and provide guidelines for placement of prisoners. The purpose of the security classification system is to enable the containment of sentenced prisoners with a level of supervision appropriate to the level of internal and external risk that a prisoner poses.

During 2007/08, we progressively implemented a new Prisoner Placement System in those prisons with appropriate facilities. The new Prisoner Placement System is currently operational in Auckland Region Women's Corrections Facility, Otago Corrections Facility and Spring Hill Corrections Facility.

### STRUCTURED DAY IN PRISONS

Structured Day aims to maximise prisoners use of unlock time through their involvement in structured activities, including offence-related intervention, employment, education and reintegration, constructive and daily living activities.

During 2007/08, the Department continued the multi-year implementation of the Structured Day concept. The Structured Day has now been fully implemented in Auckland Region Women's Corrections Facility, Otago Corrections Facility and Spring Hill Corrections Facility. We are now scoping how implementation at the remaining sites can be achieved.

### PRISONERS' ACCESS TO HEALTH CARE

Prisoners are entitled to have a level of access to health care comparable to that available to everyone else in the community. Prisoners often have higher health needs than the general population and health-related issues have frequently contributed to their past offending behaviours.

Every prisoner entering prison has their health needs assessed and on-going care and treatment is provided according to that clinical need. We provide primary health care to prisoners, including primary medical, nursing, mental health addiction services, dental health care, public health and some disability support services.

Provision of secondary and tertiary health care services to prisoners is the responsibility of the local District Health Board (DHB). The prison health service refers prisoners requiring specialist care and treatment to these services under the same eligibility criteria as any other patient.

During 2007/08, we worked with the Ministry of Health to determine the appropriate level of health services for prisoners. It was agreed that the proposed timeframe be extended so that sufficient consultation on the options can be undertaken.

A Memorandum of Understanding (MoU) between the Ministry of Health and the Department of Corrections is in place to ensure access to primary and secondary health services for prisoners. During 2007/08, two protocols as part of the MoU were developed. They relate to the management of prisoners on the opioid substitution programme and the management of actively mentally unwell prisoners. The key issues around accessing maternity care for pregnant prisoners is currently in the final stages of resolution, with the DHB agreeing to pay for or provide the necessary care.

### OUTCOME INDICATORS

The Department measures its contribution to managing offenders safely and humanely against the following outcome indicators:

- serious assaults
- unnatural deaths
- suicides
- justified complaints.

We are further developing outcome indicators for our end and intermediate outcomes which will link to the Department's output performance measures.

### THE RATE OF ASSAULTS IN PRISONS

Improvements in managing prisoners safely and humanely have translated into the rate of assaults being relatively stable – an achievement considering the increase in the proportion of violent offenders increasingly making up the prison population.

The rate of serious assaults by prisoners on other prisoners per 100 prisoners has increased slightly, from a rate of 0.35 in 2006/07 to a rate of 0.38 in 2007/08. However, the rate has trended downwards over the past five years.

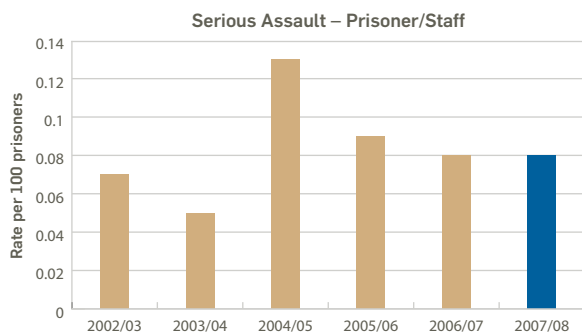
There were 30 serious prisoner/prisoner assaults during the 2007/08 financial year. Nineteen of the assaults required the hospitalisation of prisoners, while the other 11 were alleged sexual assaults, which are currently being investigated.



As illustrated in the following table, the rates of serious prisoner/prisoner assaults compares favourably with other jurisdictions.

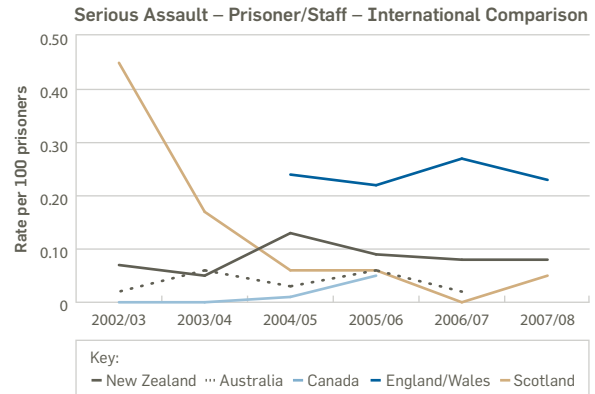


The rate of serious assaults by prisoners on staff per 100 prisoners remains the same as 2006/07 at 0.08 following a downward trend over the past four years.



There have been six serious prisoner/staff assaults in the 2007/08 financial year. Four of the incidents required hospitalisation and resulted in the Corrections Officers requiring time off work on ACC, while the other two incidents were alleged sexual assaults.

As illustrated in the following table, the rate of serious prisoner/staff assaults compares favourably with other jurisdictions.

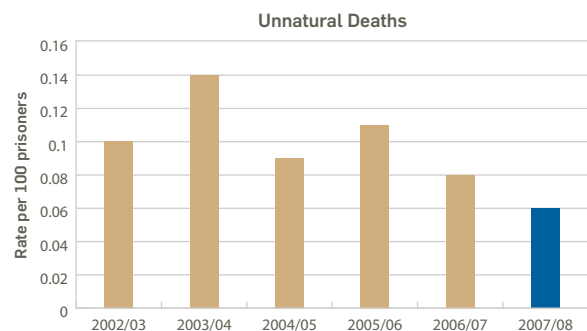


### UNNATURAL DEATHS IN PRISONS

Improvements in managing prisoners safely and humanely have translated into a decline in the rates of unnatural deaths in prisons over the past five years.

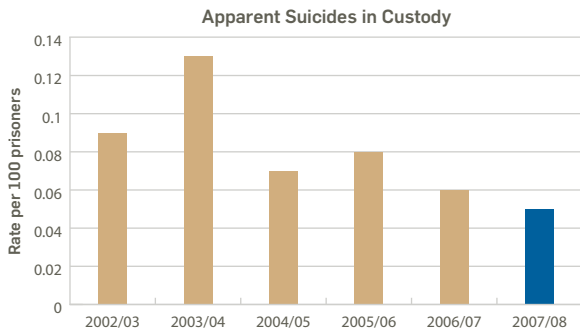
The rate of unnatural deaths of prisoners has continued the downward trend of the past five years with 0.06 unnatural deaths per 100 prisoners in 2007/08.

There have been five unnatural deaths in the 2007/08 financial year, one less than the 2006/07 financial year. Of the five unnatural deaths, four were apparent suicides. Details of the fifth are subject to the outcome of the Coroner's inquest.

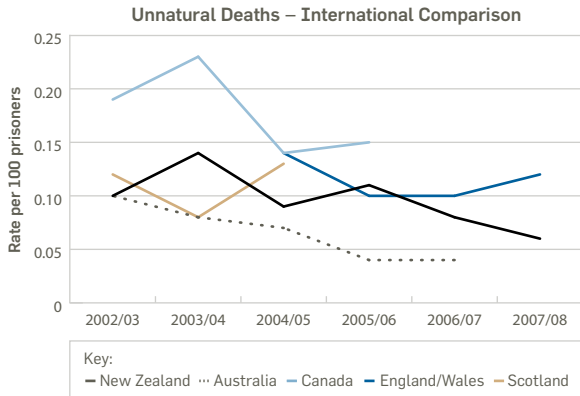




The rate of apparent suicides per 100 prisoners has declined to 0.05 over the past five years.



As illustrated in the following table, the rates of unnatural deaths in prisons compares favourably with other jurisdictions.

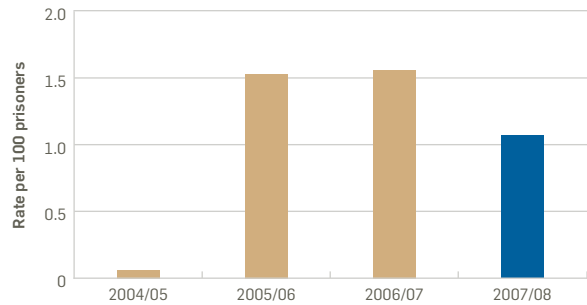


### NUMBER OF JUSTIFIED COMPLAINTS

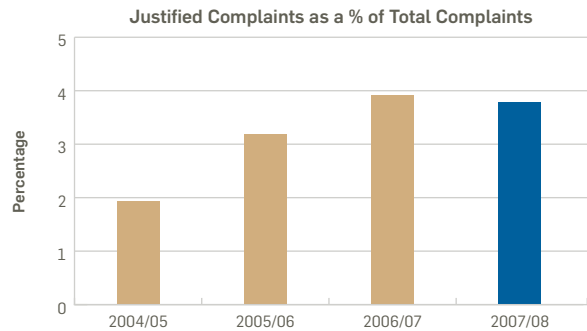
The number of justified complaints to the Inspectors of Corrections have declined over the past two years. Further information is available in Appendix 4 on page 167.

There were 84 justified complaints to the Inspector during the year, which represents 3.8 percent of the 2,223 complaints received.

Justified Complaints to Corrections Inspector as a rate per 100 prisoners<sup>1</sup>



The largest number and also the highest rate of justified complaints related to the management of prisoners' property. There were 23 justified property complaints out of a total of 357 (6.4 per cent). The majority of these concerned items lost or damaged during prisoner movements and transfers.



<sup>1</sup> Consequent on a request from the Assurance Board, the definition of a justified complaint to an Inspector has been revised and now involves any complaint that requires the Inspector's intervention in order to obtain the correct outcome for the prisoner. This new definition applies to any complaints received from 1 July 2005 onwards.



## SENTENCE OPTIONS ARE USED EFFECTIVELY

We provide advice to judges and the New Zealand Parole Board (NZPB) on an offenders' risk and suitability for rehabilitation. This advice helps judges and the NZPB to make appropriate sentencing decisions.

### SUCCESS IN THIS OUTCOME IS WHEN OUR ADVICE HELPS:

- the judiciary and the New Zealand Parole Board to make appropriate sentencing decisions
- the judiciary to impose sentences commensurate to the crimes committed, through access to advice on risks posed by the offender and their suitability for rehabilitation.

### OUR CONTRIBUTION TO THIS OUTCOME


We contribute to this outcome through the provision of pre-sentence assessments and reparation reports to the judiciary. We also provide a wide range of reports and advice to the NZPB on the suitability of offenders for release on Parole. In preparing reports for judicial authorities, we actively liaise with the New Zealand Police to ensure quality advice.

We also provide administrative services to the NZPB. The NZPB is independent under the Parole Act 2002. It makes decisions on the release of offenders from prison on Parole and Home Detention. It also sets conditions for offenders when they are released, and can recall offenders to prison if they do not follow the conditions set for them.

Output Classes that contribute to sentence options being used effectively include:

- Output Class 1: Information Services.
- Output Class 8: Services to the New Zealand Parole Board.

Further information on our performance against output class targets and measures for ensuring compliance with sentences and orders is set out in the Statement of Service Performance, on pages 89 to 152.



**IN 2007/08** we improved our contribution to the end outcome of 'Sentence Options are used Effectively' in the following way:

### **CRIMINAL JUSTICE REFORM BILL CHANGES IMPLEMENTED**

Following the new sentencing structure resulting from the Criminal Justice Reform Bill introduced in October 2007, we revised our approach to the provision of information to ensure that the judiciary receive the necessary information to enable them to impose the new sentences, and to minimise the number of sentencing hearings required.

Much of the detailed assessment of offenders' needs will now be completed at the post-sentencing stage. Assessments carried out at the pre-sentencing stage are targeted towards assessing information required by the judiciary to make decisions about the appropriate sentence(s) and any special condition(s) to be imposed.

### **OUTCOME INDICATORS**

We are further developing outcome indicators for our end and intermediate outcomes which will link to the Department's output performance measures.

## MANAGING IN A CHANGEABLE OPERATING ENVIRONMENT

Change poses strategic challenges to the Department that, if unmanaged, can potentially constrain the Department's ability to achieve its outcomes. The Department manages its business, and implements projects, to address these challenges to ensure they do not compromise its role in improving public safety.

We actively managed a number of strategic challenges during the year that were identified in the 2007/08 Statement of Intent.

With the rapid increase in the number of community-based offenders, and the continued growth in the prison population (particularly those with higher security needs) **operational capacity** remains a continual challenge. We have successfully recruited additional staff to manage the increase in the number of offenders; however it takes time for new staff to come fully up to speed with their work. This inevitably puts pressure on the workloads of our staff. Within prisons, new facilities that have been added in recent years have only kept up with the growth in the prison population, and future projections of growth in the prison population indicate that the capacity within our prisons will continue to be of concern. This is exacerbated by the changing profile of our prison population towards a greater proportion of prisoners requiring higher security facilities.

We managed the **introduction of a new range of community-based sentences** which saw not only the range and complexity of sentences and orders increase, but also resulted in a rapid increase in the number of community-based offenders. Information on actions we implemented to manage this can be found on page 9.

We improved the **effective rehabilitation and reintegration of offenders** by reviewing a number of our activities in this area, and implemented changes to the programmes we offer. This work is outlined on pages 12 to 17.

We expanded the work we do in the area of **addiction services**. This included working with the Ministry of Health to provide drug and alcohol services to community-based offenders, and opening two new Drug Treatment Units to provide services to prisoners. More information on this work can be found on page 14.

**Public trust and confidence** in Corrections is important because it provides assurance that we are improving public safety. Given the sensitive and sometimes controversial issues we deal with on a daily basis, we are never far from the media spotlight. We have received some harsh public scrutiny in recent years when things have gone wrong. However, the improvements outlined throughout this report demonstrate that we work hard to ensure that if a mistake is made, we learn from that mistake and implement improvements to minimise the chance of it reoccurring.

We have made significant steps forward in the area of **sustainable development** covering many facets of our work. These steps are outlined on pages 37 to 38.

We are now much better prepared to manage the impact of an **influenza pandemic**. Well tested plans and sufficient stocks of personal protective equipment are in place which will help us to deliver critical services if an influenza pandemic should occur. More details on our pandemic planning is provided on page 34.





## ASSESSING ORGANISATIONAL HEALTH AND CAPABILITY

It is our people who make the vision real and who achieve our outcomes. A strong people culture aligned to our values motivates staff to make the best decisions by approaching their work with the Department's outcomes in mind.

Our people capability needs to be backed up by good infrastructure – strong information technology, fit for purpose physical assets, and strong business processes and quality assurance.

### STRONG CAPABILITY IS WHEN:

- staff express their understanding of their role in the Department and how they can make a difference
- we see reduction in the numbers and lengths of vacancies
- an increasing number of existing staff gain seniority and move into leadership positions
- we have better integration across the Department's Services, with less duplication and better information flows
- more staff are confident when working with Māori communities, whānau, hapū and iwi
- staff feel supported by the supporting infrastructure, including physical assets, information technology and business systems and processes.

**IN 2007/08**, we improved capability in the following ways:

### WE STRESSED THE IMPORTANCE OF LEADERSHIP

The growth in offenders managed by the Department means that we have had to recruit large numbers of staff. Whilst new staff bring fresh ideas and enthusiasm, it is an unavoidable fact that many of our staff lack experience. Our work is complex and much of it needs to be learned on the job. Many leadership roles require experience, it is therefore critical for us to grow and support leaders within the Department.

In May 2008, we held a Leaders Forum to launch the 2008-13 Strategic Business Plan, where a strong expectation was set for leaders to work with their teams to translate the key themes and ideas of the plan into tangible actions. A key focus of capability development will be motivating and equipping leaders to do this well.

### **WE TOOK THE 'PULSE' OF THE CULTURE AT CORRECTIONS**

Organisational culture comprises the attitudes, experiences, beliefs and values of an organisation which are shared by its people and groups that control the way they interact with each other and with stakeholders outside the organisation.

The Department's aim is that its culture will be understood and lived by staff, and will be recognised as the core driver of the Department's success. The Department is currently working on defining the organisational culture that will support the achievement of its vision and outcomes as set out in the Department's 2008-2013 Strategic Business Plan.

During 2007/08, we initiated the Culture in Corrections project to develop practical strategies to improve organisational culture, focussing on leadership and management style, integrity issues and organisational values, and how staff work with one another. The Department has committed itself to identifying what its weakest points are and improving them.

Following on from focus groups with staff, we conducted a survey of all staff to gather their perceptions of their workplaces. This has provided us with a snapshot of where our strengths lie, but more importantly, areas that we can work on to improve the Department's workplaces. Leaders across the organisation will be expected to identify actions to address these improvement opportunities.

### **STRUCTURAL CHANGES LED TO BETTER INTEGRATION**

Over recent years, the Department of Corrections has experienced unprecedented growth in the demand for its services. The Department's strategy for integrated offender management and the continuing emphasis on improving service delivery and effectiveness, has led to increasing emphasis on the integration of functions within the Department and an emphasis on doing what works.

During 2007/08, we implemented a major reorganisation of the head office structure in order to realign functions under a shared services model. We also implemented a consistent regional structure across the Department's Groups and Services

Further details of the Department's structure and the role of each Service and Group are available on the Department's website at [www.corrections.govt.nz/about-us/structure.html](http://www.corrections.govt.nz/about-us/structure.html)

### **WE STRENGTHENED OUR CAPABILITY TO SUCCEED WITH MĀORI OFFENDERS**

Whilst a large percentage of Māori never enter the corrections system, it is a fact that approximately half of the offender population is Māori. It is critical that we work together with our partners to succeed with Māori offenders.

In 2007/08 we developed the Māori Strategic Plan in consultation with our staff across the Department. The plan outlines how we can succeed with Māori to achieve the vision, outcomes and priorities of our Strategic Business Plan.

We have a real strength in the fact that a quarter of our staff are Māori – one of the highest representations in the public sector. We provide an environment which is responsive to the needs of Māori staff and provides opportunities to improve the knowledge and skills of non-Māori staff so they can be effective when working with Māori staff and Māori offenders.

During the year, the Chief Executive met frequently with his Māori Advisory Group for advice on how we can better succeed for Māori offenders. Staff also work very closely with local iwi to ensure we are being effective with Māori.

The Māori Initiatives Pathway is a collection of assessments, interventions, policies and support systems, for both offenders and staff. Supporting mechanisms for the pathway are a collection of policies and staff support services not directly related to the offender management process, including Kaiwhakamana Visitor Policy, Cultural Supervision, Kia Mau, Te Reo Strategy, FreMO (Framework for Reducing Māori Offending) and the Whānau Involvement Plan.

Managers who participate in the Management at Corrections Programme are provided with specific training in cultural awareness. This programme demonstrates how core Māori concepts can be applied in the workplace to ensure we are responsive to Māori needs.

We continued to implement our Te Reo Strategy – a four year strategy to support and encourage staff in developing their Māori language skills. By building our Te Reo skills, we can be more effective when working with Māori – iwi, hapū and whānau, in community groups, service providers, other agencies and with Māori offenders.

To support the development of Māori leaders, we piloted Amohia Ai – a mentoring programme for Māori staff. Feedback from recipients of the mentoring demonstrates that they feel more confident and supported in taking on the challenge of being a leader in the Department. There has been strong support for the continuation of the programme into business as usual.

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**“The nature of our work and the need for us to be positive role models for offenders means our staff must meet very high professional and ethical standards.”**

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We also undertook a review of our Māori advisory capacity and capability, to ensure that the structure, roles and activities of our Māori-related positions are aligned to our strategic goals. Structural changes resulting from this review will be implemented in 2008/09.

### **WE CELEBRATED OUR PEOPLE WHO BEST DEMONSTRATE PRIDE**

The Department's values are known by its acronym PRIDE. These values aim to create and maintain an organisational culture that promotes the highest standards of professionalism and integrity.

- Professionalism.
- Responsiveness.
- Integrity.
- Diversity.
- Efficiency and effectiveness.

The Chief Executive's PRIDE Award is presented annually to staff who demonstrate the Department's values through outstanding and exceptional actions and behaviours. In March 2008, 16 staff received the 2007 Chief Executive's PRIDE Award for their high standards of excellence and effectiveness.

### **WE STRESSED THE IMPORTANCE OF INTEGRITY**

All public servants have a responsibility to meet the standards of integrity and conduct set out in the Public Service Code of Conduct, issued by the State Services Commission in terms of its authority under the State Sector Act 1988.

The nature of our work and the need for us to be positive role models for offenders means our staff must meet very high professional and ethical standards. Our Code of Conduct is designed to ensure the Department's standards are not compromised by inappropriate behaviour that may undermine respect for the Department and its employees.

During 2007/08, we established the Professional Standards Unit, tasked with investigating rare instances of alleged corruption and criminal offending by Corrections staff, pro-actively identifying and acting on integrity risk issues and providing training and education to management and staff.

### **CHALLENGING RECRUITMENT TARGETS WERE MET**

We recruited large numbers of staff to meet the growth in the number of offenders that we manage, the introduction of new community-based sentences and the commissioning of new prison facilities.

During 2007/08, recruitment was required for two new prison facilities; the Otago Corrections Facility and the Spring Hill Corrections Facility. The Department was successful in recruiting all the staff required to have the Otago Corrections Facility operating at normal capacity in mid-October 2007, one month earlier than planned. At Spring Hill Corrections Facility, the recruitment was in line with the planned build up of the prison population.

Our recruitment activities have been successful through solid recruitment practices, teamed with innovative approaches to attract potential candidates.

### **WE INVESTED IN OUR PEOPLE**

Providing learning and development opportunities for all staff is essential for ensuring the competent delivery of the Department's core business. Our priority over the past five years has been to focus on the recruitment and initial training of sufficient frontline staff to meet a significant growth in offender numbers.

A significant proportion of our frontline workforce require intensive training prior to deployment, and high levels of subsequent supervision before becoming competent enough to handle a full range of duties. Due to the technical and specialist content of this training, it can only be provided by the Department.

During 2007/08, we delivered a large range of in-house annual training programmes to strengthen the learning and development of our staff and continued developing, reviewing and refining these training programmes to meet the growth in the number of new staff.

## WE WORKED TO REDUCE STAFF TURNOVER

With so many new staff, it is important for us to retain staff with experience and skills that can only be learned on the job. Overall, staff turnover for the Department has remained relatively static over the last four years at 12 to 14 per cent. Further information on the percentage of staff turnover is available on page 36.

During 2007/08, we implemented a number of initiatives to reduce turnover rates including changes to terms and conditions of employment agreed through collective bargaining, initiating the culture change project and improving management capability. A standardised Department-wide exit interview process has been introduced to improve our understanding of the factors contributing to staff resignations.

Longer term, our work on the Culture at Corrections project and the development opportunities we provide to our leaders and our staff will contribute to minimising staff turnover.

## OUR COMMITMENT TO EQUAL EMPLOYMENT OPPORTUNITIES

We are committed to equal opportunities in all our employment policies and procedures. Equal employment opportunities include all areas of the Department's human resource policies, particularly recruitment, selection and appointment practices, training, career performance management, conditions of employment and the work environment. All staff, regardless of gender, race, marital status, age, disability, sexual orientation, family status, religious or ethical beliefs, political opinion or union affiliation, have equal access to employment opportunities.

The Department's Equal Employment Opportunities (EEO) Policy aligns with and promotes the Government's policies on equal employment opportunity detailed in the *EEO Policy to 2010: Future Directions of EEO in the New Zealand Public Service*. This policy was superseded by the *Equality and Diversity: New Zealand Public Service Equal Employment Opportunities Policy* on 21 April 2008.

## REVIEWED PAY AND EMPLOYMENT EQUITY

A joint employer-unions Committee was established in September 2007 to review pay and employment equity issues within the Department, as part of the Government's Pay and Employment Equity Plan of Action.

The focus of the Plan is to improve pay and employment equity for women throughout New Zealand and the completion of these review investigations by all public service organisations is an important first step towards that goal. Pay and employment equity exists when gender has no impact on pay and experiences at work.

The Review Committee concluded that for a large, complex and geographically dispersed organisation, the Department is positioned well in comparison to the wider Public Sector, and its starting point for creating change relating to gender equity concerns is a good one. Many positive frameworks, policies and outcomes are in place.

Some areas for improvement were identified. In general terms, the majority of these improvements related to issues that were shared by female and male staff (such as the availability of part-time work) but which impacted more on women's ability to participate within the Department.

The Committee's top five findings concerned work-life balance, flexible working options, part-time work, issues with the performance management systems and administration staff.

The Department's Executive Management Team have developed a response plan, and actions in this plan will be implemented beginning in 2008/09.

## OUR COMMITMENT TO HEALTH AND SAFETY CAPABILITY

We are committed to providing healthy and safe environments for both our staff and offenders. This commitment is demonstrated by the significant improvements in health and safety results over recent years.

These results are a product of our Health and Safety Strategy 2003-08. Over the past year, we provided training for Health and Safety Committees and staff holding health and safety portfolios, trained our Health and Safety team in internal auditing to the Accident Compensation Corporation (ACC) audit level, participated in a number of wellness initiatives, improved health and safety information provided to staff, and introduced consistent reporting tools.

We also established a central Health and Safety team to improve the consistency of our Health and Safety systems through providing specialist advice and information across the Department.

We achieved primary status in the Accident Compensation Corporation Partnership Programme, a status we have maintained since 2003.

## IMPLEMENTATION OF OUR DISABILITY PLAN

Each year we develop a *Disability Implementation Plan* in consultation with the Office of Disability Issues to contribute to the *New Zealand Disability Strategy 2005*.

During 2007/08, we established a Staff Disability Network. This is a voluntary network for staff that have a disability and anyone with an interest in disability issues. The Network provides a forum for mutual support, enabling staff with disabilities to share ideas and experiences and promote equality for disabled staff.

We also improved our data collection process to record the number of disabled people employed and made changes to our website to improve accessibility for disabled people.

## OUR REPORT ON REDUCING INEQUALITIES

The Department of Corrections is one of 13 government departments required to report on reducing inequalities (*Reducing Inequalities: Next Steps Report to Cabinet 2004*). For the Department, reducing inequalities means focusing on the following government outcomes:

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

These outcomes are all factors that drive reduction in offending behaviours. Our day-to-day work with offenders is focused on addressing these factors so offenders can move on to develop offence-free, pro-social and productive lifestyles.

Given the outcomes outlined above underpin our own end outcomes, this Annual Report as a whole is in effect the Department's Reducing Inequalities Annual Report for 2007/08.

## UPGRADED OUR INFORMATION TECHNOLOGY

We have information technology and knowledge management strategies that guide the management of technology and information within the Department. Our information technology direction is also influenced by the wider E-government and Justice Sector Information Strategies.

In 2007/08 we continued to develop the Integrated Offender Management System (IOMS) to support the Government's Effective Interventions initiatives and to improve decision-making regarding the separation of prisoners during escorts. We are currently upgrading IOMS to .Net technology so we can quickly build, deploy, manage, and use connected, security-enhanced solutions with web services.

We supported the implementation of the second year of the new Justice Sector Information Strategy, with a focus on technology collaboration and the quality of information, including contributing to the identity management initiative. The Department also proactively ensured support and involvement in E-government initiatives, with an emphasis on joint ventures and procurement, and technology standards including identity management and common networks. The Department contributed to the restructure of the State Services Commissions' E-government unit and will be assisting with implementing a shared Government Logon Service in the coming year.

An internal Electronic Document and Record Management System (EDRMS) is also being implemented progressively as well as continual development of the Department's information assets. During 2007/08, the second phase of EDRMS was completed successfully.

## WE MONITORED AND MANAGED OUR RISKS

We use a formal risk management framework to identify and proactively mitigate risks. This framework is based on the Australian/New Zealand AS/NZ 4360:2004 Risk Management standard.

Our internal control framework is based on the Committee of Sponsoring Organisations model and employs a number of separate assurance mechanisms, including the Internal Audit and Inspectors of Corrections functions plus a Professional Standards Unit that independently reviews processes within the operational services and investigates incidents and complaints.

Internal Control and Risk Management frameworks are overseen by an Assurance Board of seven members, including the Chief Executive and four external members who are independent of management. The Assurance Board is chaired by an external member and reports back on its activities in the Department's annual report. This report is attached at Appendix 2.

### PANDEMIC PLANS WERE STRENGTHENED

A major emergency event such as an avian influenza pandemic, earthquake, fire or flood or from a non-emergency event such as a power outage or information technology failure would have a significant impact on both offenders and staff.

We have Business Continuity Plans which will assist us to maintain business-critical functions and recover from an event or incident where normal operations are interrupted.

In 2007/08, we improved our pandemic plans, distributed personal protective equipment to frontline sites and pre-packaged remaining equipment for issue if or when a pandemic or health crisis arises. We also provided pandemic-related training to many of our staff. These steps followed our involvement in Exercise Cruickshank – a cross-public sector exercise to test responsiveness to a pandemic event – and an internal exercise to test the effectiveness of our pandemic planning.

### WE CONTINUED TO BUILD NEW ASSETS TO MANAGE THE GROWTH IN THE OFFENDER POPULATION

We manage over \$1.7 billion worth of physical assets across New Zealand. In recent years we have managed and increased our assets to accommodate a substantial increase in the offender population. The Department now operates from 20 prisons and 111 Community Probation and Psychological Service offices nation-wide.

In 2007/08 we completed the Regional Prisons Development Programme, a ten-year programme to build four new facilities incorporating 1,621 new prison beds. This programme represented one of New Zealand's largest construction projects, with construction happening at times simultaneously on four different sites.

The new facilities have been built at locations that allow prisoners wherever possible to serve their sentence close to family, whānau and other support networks. These support networks play a critical role in supporting prisoners' rehabilitation and reintegration into the community. The new facilities are located in:

- Northland – Northland Region Corrections Facility (350 beds),
- Auckland – Auckland Region Women's Corrections Facility (286 beds),
- Otago – Otago Corrections Facility (335 beds), and
- North Waikato – Spring Hill Corrections Facility (650 beds).

During 2007/08, we completed the commissioning of the Otago Corrections Facility and the construction and commissioning of the Spring Hill Corrections Facility. The first prisoners at the Otago Corrections Facility were received on 4 June 2007 and normal operating capacity was reached by mid-October 2007, ahead of the original plan of mid-November 2007. Spring Hill Corrections Facility was officially opened by the Prime Minister on 25 September 2007 and received its first prisoners on 1 November 2007.

Since late 2006 accommodation projects have been undertaken by the Department to cater for growth associated with Effective Interventions. These projects are underway to meet the demand for additional accommodation in response to growth in staffing to manage the growing community based offender population.

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**“The Department now operates from 20 prisons and 111 Community Probation and Psychological Service offices nation-wide.”**

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### ...AND WE RECEIVED APPROVAL TO REPLACE MT EDEN PRISON

On 14 April 2008, Cabinet approved funding for the replacement of Mt Eden Prison as part of the Budget 2008 package.

The 120-year old prison will be replaced on the existing site with multi-level accommodation buildings from 2011. Parts of the existing Mt Eden Prison building will be renovated and refurbished to provide modern office spaces by 2013. Some of the building will be put aside for possible public access as a historical site.

Preliminary site works started in early July 2008. A number of buildings and facilities need to be relocated or demolished before the main construction can begin in October 2008.

Mt Eden Prison and the Auckland Central Remand Prison, which is on the same site, will continue to operate throughout the construction period.

**WE IMPLEMENTED OUR CAPITAL EXPENDITURE PROGRAMME**

Capital expenditure is incurred by the Department in accordance with financial delegations from Cabinet to the Chief Executive through the Responsible Minister. We comply with the requirements of the Public Finance Act 1989, State Sector Act 1988, instructions by The Treasury and any other legislation governing our operations when incurring any capital expenditure.

Our capital expenditure programme ensures that we have the required capacity to meet demand and that our physical assets are maintained to a standard so we can effectively achieve our outcomes.

**WE FOCUSED ON COST EFFECTIVENESS**

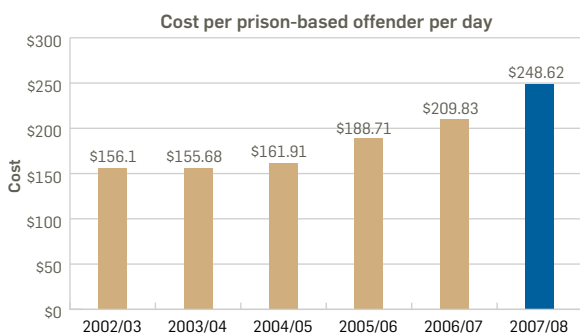
As a public sector entity funded by New Zealand taxpayers, we are very conscious of our obligation to utilise public funds efficiently and effectively. We strive to maximise our contribution to outcomes with the funding provided – thereby continuously improving the value we deliver to the New Zealand public.

We monitor our efficiency, and consider this against our effectiveness, by reviewing our performance in relation to our outcome indicators (listed in the preceding outcomes sections) and our Statement of Service Performance.

We also compare a range of indicators against comparative international correctional systems. Many of these international comparisons are included within the outcome sections of this Annual Report.

We run a very complex business so developing 'headline' measures of cost effectiveness is difficult. However, three that we do currently monitor are outlined below.

The **cost per prison-based offender per day** is an assessment of the costs of accommodating a prisoner.

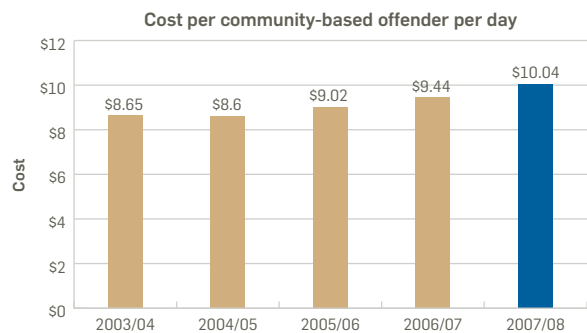


The cost per prison-based offender per day has increased steadily over the last three years mainly due to the operating cost implications (particularly increased depreciation) of the capital investment in building additional prison facilities and upgrading existing facilities.

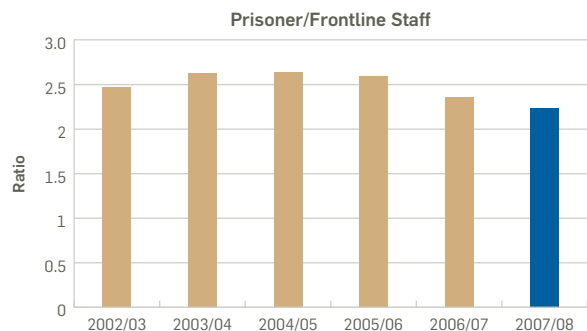
The **cost per community-based offender per day** is an assessment of the costs of managing community-based offenders. The introduction of the new sentencing structure has increased the average intensity of community-based sentences and orders and required tighter management of offenders who under previous legislation would have received a custodial sentence.

Given that the new sentencing structure was introduced part way through the year, the average cost will continue to fluctuate as we continue to build our capacity and capability to meet the growing demand.

The cost per community-based offender per day has increased by six per cent from \$9.44 in the 2006/07 financial year to \$10.04 in 2007/08.



The **ratio of prisoners to full-time equivalent (FTE) frontline staff** identifies the number of prisoners for each prison staff member and thus the level of staff supervision available to manage prisoners in custody. Lower ratios allow prison staff to provide better supervision and more active management of prisoners. This improves security and allows more interaction and interventions tailored to individual prisoner needs and circumstances.



## OUR STAFF PROFILE

As at 30 June 2008, we employed 6,911 Full Time Equivalent (FTE) employees. The majority of additional staff, over the past five years, were a result of the new community-based sentences and the commissioning of new prison facilities. In total, including new positions and turnover amongst existing staff, the recruitment over the past five years has amounted to the addition of around 2,700 new staff.

We have improved the percentage of female staff gradually from 35 per cent in 2004 to 39 per cent in 2008, well ahead of the 2010 equal employment target of 38 per cent of female staff. The number of Māori managers

improved from 16 per cent to 20 per cent over a similar period of time, whilst the percentage of Pacific employees is also ahead of the 2010 equal employment target of eight per cent with nine per cent of Pacific staff in 2007/08.

We improved our staff retention in the past three years resulting in a significant decline in the number of staff with less than two years of experience. Over a similar period of time the number of staff with two to five years experience rose from 16 per cent in 2006 to 28 per cent in 2008.

	2003/04	2004/05	2005/06	2006/07	2007/08
<b>NUMBER OF EMPLOYEES</b>					
Total number of FTE departmental employees	4,612	5,111	5,798	6,451	6,911
<b>GENDER</b>					
Percentage of female FTE managers	31%	33%	32%	36%	37%
Percentage of female other FTE employees	35%	36%	38%	39%	39%
Percentage of all female FTE employees	35%	36%	38%	39%	39%
<b>ETHNICITY</b>					
Percentage of Māori FTE managers	16%	16%	16%	19%	20%
Percentage of Māori other FTE employees	22%	23%	21%	22%	22%
Percentage of all Māori FTE employees	22%	23%	21%	22%	22%
Percentage of Pacific FTE managers	2%	2%	3%	4%	3%
Percentage of Pacific other FTE employees	6%	8%	8%	9%	9%
Percentage of all Pacific FTE employees	5%	7%	8%	8%	9%
<b>EXPERIENCE</b>					
Percentage of employees with less than 2 years experience	22%	30%	37%	36%	33%
Percentage of employees with 2-5 years experience	23%	20%	16%	21%	28%
Percentage of employees with more than 5 years experience	55%	50%	47%	44%	40%
Percentage of Corrections Officers with less than two years experience	25%	41%	53%	47%	40%
Percentage of Probation Officers with less than two years experience	27%	26%	32%	45%	46%
<b>TURNOVER</b>					
Percentage of FTE employee turnover	13%	14%	13%	12%	14%



## SUSTAINABLE DEVELOPMENT

Sustainable development is about actions that maintain and mutually reinforce economic, environmental, cultural and social conditions. We support the Government in recognising that New Zealand's future prosperity depends on long-term sustainable strategies for the economy, society, environment, culture and our way of life.

Delivery of our core services contribute primarily to social and cultural sustainability. Examples include rehabilitation programmes for offenders, units that focus on specific cultural needs and initiatives that build staff capability. In order to progress our overall contribution to sustainability, we undertook specific initiatives on addressing environmental and economic sustainability.

### OUR COMMITMENT TO GOVT<sup>3</sup>

We align our sustainability activities to the goals and directives of the Ministry for the Environment's Govt<sup>3</sup> and the Carbon Neutral Public Service (CNPS) Programme. The CNPS programme focuses on moving public service agencies towards carbon neutrality. The Department is required to prepare an annual carbon inventory (foot print) and a carbon reduction plan targeting energy use, waste and transport solutions in order to reduce its carbon foot print. The Govt<sup>3</sup> Programme focuses on four main areas where government impacts on the environment: waste, building, transport and procurement. As part of our commitment to the Government's sustainability programmes, we annually update and deliver on a Sustainable Action Plan.

Fitting solar water-heating systems to prisons and designing highly efficient hot water systems for its newest prisons have won the Department the Ministry for the Environment's 2007 Govt<sup>3</sup> Sustainable Improvement in Energy Efficiency Award.

### INTRODUCED SYSTEMS TO REDUCE OUR WASTE

During 2008, we designed and implemented a Waste Management / Recycling Programme at head office. During this process, paper recycling, desk based recycling and kitchen recycling stations were installed. Prior to implementation, a Waste Assessment was completed as means of establishing a baseline. We appointed a recycling contractor and introduced Corrnet

(Departmental Intranet) pages with information and guidance on how to use the new recycling scheme. The system will be continually monitored with feedback from staff, cleaners, the recycling contractor and building services. This programme will run as a pilot before it is implemented across the entire Department.

### INTRODUCED WAYS TO REDUCE THE IMPACT OF OUR TRAVEL

We completed a fleet management review, focussing on efficiency and sustainability issues and implemented the resulting recommendations. This fleet management review included agreement to comply with the proposed Ministry of Transport 2011 Standard for CO<sub>2</sub> and fuel economy, taking advantage of existing syndicated procurement options for fuel and vehicle purchase, and to manage vehicle fleet in-house using a leased database to ensure progress could be measured and reported on. We plan to develop a workplace travel plan to reduce our emissions from domestic and international transport with an aim to reduce kilometres travelled by 15 per cent.

### WORKED TOWARD DEVELOPMENT OF OUR ENERGY STRATEGY

We are enhancing the existing energy strategy with a view to identifying specific initiatives to reduce carbon emissions that meet the Government's sustainable development policies. Based on the Government's energy and sustainability strategies, we have now developed an energy / carbon cost picture toward 2015. The completion date for a draft strategy was extended due to the introduction of a range of government sustainability policies that needed to be worked through to understand the overall impact of these on the Department and the new energy strategy.

### COMPLIANCE WITH SUSTAINABLE PROCUREMENT POLICY

We began revising our procurement rules with a view to align them with the Government's sustainability and new procurement policies. In the first quarter of the coming financial year the revised policy and rules will be finalised and consultation undertaken, prior to approval of the policy and rules by the Department's Executive Management Team.

The Department's Corporate Travel policy has been reviewed to ensure it aligned with the Government's sustainable policies and procurement guidelines. The Corporate Travel Policy will be reviewed to align the policy with the Department's Travel Plan.

### IDENTIFIED WAYS TO FURTHER REDUCE OUR IMPACT ON THE ENVIRONMENT

Opportunities were identified to reduce the impact on the environment of Corrections Inmate Employment prison-based industries and, where possible, were implemented on a sector-by-sector basis. These included Engineering, Timber, Internal Services and Primary Sectors.

### OUR ENVIRONMENTAL IMPACT

As one of New Zealand's largest organisations, we acknowledge that our activities have a substantial impact on the environment.

We support the Government's strategy to demonstrate government leadership on sustainability by moving the public service towards carbon neutrality.

As a participant in the Ministry for the Environment's Govt<sup>3</sup> Programme, we report progress against key sustainable practice indicators through the completion of an annual Govt<sup>3</sup> survey. Our performance against these practices is outlined below.

Please note: \* denotes figures for head office only.

<b>NUMBER OF STAFF (as at 30 June)</b>	<b>2007/08</b>
Total number of FTE Department employees	6,911

<b>NUMBER OF OFFENDERS (as at 30 June)</b>	<b>2007/08</b>
Prison-based offenders	7,887
Community-based offenders	33,155

<b>ENERGY USE</b>	<b>2007/08</b>
<b>Prisons energy use (kWh)</b>	
Electricity	40,134,942
Gas	48,242,454
Coal	2,364,977
LPG	9,774,097
Diesel Heating Oil	9,976,877
<b>Head Office energy use (kWh)</b>	<b>1,502,939</b>
<b>Community Probation centres energy use (kWh)</b>	<b>4,155,364</b>
<b>Total Energy Use</b>	<b>116,151,650</b>

<b>WASTE*</b>	<b>2007/08</b>
Waste to landfill (tonnes)	34.36

<b>FUEL CONSUMPTION (litres)</b>	<b>2007/08</b>
Petrol	933,534
Diesel	308,008
LPG	9,974

<b>DISTANCES TRAVELLED (kms)</b>	<b>2007/08</b>
Taxi travel	411,505
Rental cars	1,649,593
Vehicles in fleet	13,325,584
Domestic flights	13,983,045
Trans-Tasman flights	561,207
International flights	455,712