



**DEPARTMENT
OF CORRECTIONS**

**Statement of Intent
1 July 2001 to 30 June 2002**

Presented to the House of Representatives Pursuant to
Section 34A of the Public Finance Act 1989

ISSN 1175-5342

PURPOSE

The Statement of Intent outlines the Department's direction for 2001/02 by presenting a record of departmental targets, goals and longer-term objectives. It looks at the environment in which Corrections' business takes place, as well as providing context to this work. For example, why initiatives are developed by Corrections and the anticipated impact of Corrections' services.

The Statement of Intent:

- aims to improve the understanding of strategic issues facing the Department of Corrections. This means going beyond the traditional annual focus of accountability documentation and better outlining "ownership interests"¹
- provides better information to Parliament on the outcomes the Department is contributing to and the rationale for the outputs the Department is being asked to deliver. This allows assessment of the Department's progress in meeting those outcomes
- meets statutory requirements for departments under the Public Finance Act.

The Department of Corrections is participating in a Capability, Accountability and Performance (CAP) pilot, which is being coordinated by the State Services Commission. The pilot has developed a framework by which departments can strengthen and improve planning and reporting documentation. Consequently this Statement marks a transitional stage towards the replacement of the Departmental Forecast Report.

¹ Ownership interests have been defined in terms of four elements: the extent to which the Department can demonstrate strategic alignment; long-run cost effectiveness; integrity; and capability.

TABLE OF CONTENTS

Purpose	3
---------------	---

PART A - Chief Executive's Overview

Chief Executive's Overview	8
----------------------------------	---

PART B - Context

Environmental Context	12
-----------------------------	----

PART C - Strategic Goals

Strategic Goals for 2001/2002	16
Integrated and Effective Offender Management	16
Reducing Re-offending by Māori	18
Enhancing Organisational Capability	20
Sentencing and Parole Reform	20
Other Government Initiatives	21
Enhancing Operational Performance	21

TABLE OF CONTENTS

PART D - Forecast Financial Statements

Statement of Responsibility	24
Financial Summary	25
Financial Performance	34
Supporting Statements	37
Service Performance Objectives - Output Performance ...	44
Output Class 1 - Information Services	44
Output Class 2 - Community-based Sentences and Orders	52
Output Class 3 - Custody of Remand Inmates	59
Output Class 4 - Escorts and Custodial Supervision Services to Courts	61
Output Class 5 - Custodial Services	63
Output Class 6 - Inmate Employment	71
Output Class 7 - Rehabilitative Programmes and Reintegrative Services	76
Output Class 8 - Policy Advice and Development	91
Output Class 9 - Contract Management (Service Purchase and Monitoring)	94

PART E - Additional Information

Background to Corrections	102
Human Resource Information	105
Advisory Bodies	106
Terms and Definitions	109
Maps	
Public Prisons Service	113
Psychological Service	114
Community Probation Service	115

PART A

CHIEF EXECUTIVE'S OVERVIEW

Chief Executive's Overview

The Department of Corrections aims to reduce re-offending.

A suite of Strategic Business Plans was produced last year outlining how the Department intends to achieve this aim. The 2001/02 financial year is our second year implementing those Plans.

This year will be a demanding one involving:

- the biggest phase of Integrated Offender Management implementation, which will result in significant change across the Department
- major investment in the Regional Prisons Development Project with site acquisition, design and construction of new corrections facilities on four sites and major refurbishment of several existing facilities
- implementation of Government's policy decisions and legislation on sentencing and parole reform. Complementary to this is the modernisation of existing Corrections legislation, which dates back to the 1950s.

Other important initiatives for 2001/02 include:

- enhancing the way in which the Department manages women inmates
- addressing issues arising from the Department's Treaty of Waitangi policy statement
- identifying ways in which we can be more effective in reducing re-offending by Pacific peoples.

Corrections will also continue to contribute to work in the wider criminal justice sector, both on an operational and policy level.



The objective of the Department's planning is to ensure that these many and varied demands can be met while still delivering on core, day-to-day service requirements.

Overall the workload is ambitious and will place significant pressures on the Department. These challenges, when successfully met, will hold much promise in achieving our goal of reducing re-offending. However, we also need the support of our various stakeholders and the New Zealand public if we are to successfully move forward.



PART
B
CONTEXT

ENVIRONMENTAL CONTEXT

The Mandate from Government

The Department of Corrections contributes to community safety by:

- ensuring appropriate compliance in the administration of sentences and orders
- the safe, secure and humane management of offenders
- reducing re-offending.

Within this context, the Government also expects that the Department will address:

- the disproportionate representation of Māori and Pacific peoples in the corrections system
- implementation of the Government's new sentencing and parole reform legislation.

Trends Affecting Corrections

Between 1991 and 1999 the number of prison inmates increased by 33 percent (from 4,232 to 5,647).

For the period 2000 to 2005 it is estimated, based on current policy settings, the number of:

- offenders on community-based sentences will increase by 5 percent (from 40,653 to 42,829)
- prison inmates will increase by 16 percent (from 5,720 to 6,613).

Over the same period, it is expected that:

- prison inmates aged 15-19 years will increase by 30 percent (from 948 to 1,228)
- prison inmates aged 20-24 years will increase by 20 percent (from 1,456 to 1,749)
- women inmates will increase by 47 percent (from 270 to 397).

Māori offenders are forecast to be 50 percent and Pacific peoples 10 percent of offenders starting a community-based sentence in 2005. It is also estimated that 56 percent of prison inmates will be Māori and 8 percent will be Pacific peoples. Proportionately, in 2005, Māori will comprise 13



percent of the population over the age of 15 and Pacific peoples five percent.

Behind these statistics lie significant issues for the Department. These include the:

- costs and demands placed on the corrections system and the wider justice system
- public safety and broader social implications associated with offending behaviour.

Responding to the Department's Environment

In order to address these issues, the Department's suite of Strategic Business Plans identify four major themes to guide our efforts over coming years:

- implementing Integrated Offender Management (IOM) to more effectively manage offenders and better focus our efforts on addressing offending behaviour
- advancing specific initiatives that aim to reduce re-offending by Māori
- responding to the forecast increases in demand for corrections services
- enhancing the organisational capability, which is needed to successfully accomplish the above three goals.

These are multi-year initiatives from which tangible and incremental progress will be measured. The Department has made progress in all these areas over past years and is able to carry this progress forward over the coming period. Results will be presented in our reporting to Parliament.

The Department is also developing cost benefit models to assess the likely effectiveness of rehabilitation and reintegration interventions. This information will be presented in the Department's Annual Report in due course.

Conclusion

The work in respect to IOM, reducing re-offending by Māori and enhancing organisational capability will provide added insights into the corrections system and set platforms for future development and greater effectiveness.



PART
C
STRATEGIC GOALS

STRATEGIC GOALS FOR 2001/2002

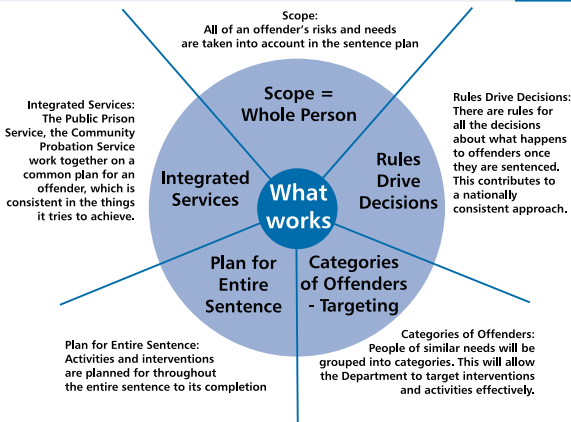
While many of the goals for the coming year are derived from the set of Strategic Business Plans, they also include a range of other initiatives that are central to the Department meeting its mandate.

Integrated and Effective Offender Management

The key to managing offenders effectively is to clearly establish what reduces re-offending through a structured and integrated approach. To do this, the Department has developed five dimensions, as represented in the following diagram.

Integrated Offender Management

DIAGRAM 1



At the centre of this diagram is "what works". This is what we know is effective at reducing the risk of re-offending. This is derived from research carried out internationally and within New Zealand. Integrated Offender Management (IOM) is based on this knowledge so has a solid school of research behind it.

Research highlights three main principles in terms of what works:

- The Risk Principle – this principle says that successful interventions target high-risk offenders. The Department has developed a statistical tool to measure risk – risk of conviction by risk of imprisonment (RoC*RoI)

- The Needs Principle – all offenders have a range of needs and some of these are linked to their offending. These are called criminogenic needs. The Department has developed a tool to measure criminogenic needs, the Criminogenic Needs Inventory (CNI).
- The Responsivity Principle – if interventions match the learning style of the individual offender they tend to be more effective in reducing re-offending. To this end, part of the assessment process is to establish what is going to work for each offender.

By assessing risk, needs and responsivity of offenders the Department can develop a sentence plan that is best suited to them.

The phases through which an offender will move under IOM will be:

- Induction – the formal process by which an offender is introduced into their sentence or the event which is about to happen.
- Assessment – this is the step that evaluates an offender's risks and needs, using tools to make sure that assessment is objective and scientific.
- Sentence planning and management – every offender with a high risk of re-offending will have an individual sentence plan developed following assessment. The sentence and sentence plan will be managed by recording each offender's progress against their individual objectives, and arranging changes to the plan where this is required.
- Reintegration – relates to activities where the emphasis is directly upon identified social or lifestyle problems facing that offender, particularly problems that could lead to re-offending following release.

By the end of 2001/02, IOM will be implemented across all parts of the Department and will represent a comprehensive change to the way business is done.



Milestones in the coming year are to:

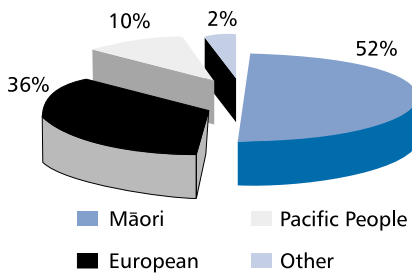
- implement IOM assessment, sentence planning and sentence management phases in all sites and area offices
- extend rehabilitative programmes that address criminogenic needs for offenders, concurrent with the IOM roll-out and on the basis of a comprehensive targeting policy
- implement design work on reintegrative services for offenders.

Reducing Re-offending by Māori

Māori will continue to require a special focus in the Department's efforts to reduce re-offending. Māori are disproportionately involved in the criminal justice system and this is forecast to increase in coming years.

Ethnic Breakdown of Prison Inmates 1999

FIGURE 1



The Department aims to reduce re-offending and therefore is working to develop and implement sentence management systems, including rehabilitative and reintegrative interventions, that are effective for Māori offenders. This will ensure that IOM is effective for Māori. Additionally, work from the Department's Treaty of Waitangi Policy Statement will be completed.

Specific milestones for 2001/02 will focus on implementation of:

- the Māori Targeting Framework
- new practices in respect of cultural assessment and supervision

- a further Māori Focus Unit
- a plan to enhance whanau involvement and the development of providers
- a strategy to improve the Department's responsiveness to the needs of Māori.

Responding to Increased Demand

The Government has a regional prison policy based upon evidence that locating inmates as near to their home as possible is conducive to effective rehabilitation and reintegration.

Specific milestones for 2001/02 are:

- progressing the Northland Region Corrections Facility
- establishing a site designation for the South Auckland Men's Corrections Facility and the Auckland Region Women's Corrections Facility
- identifying a preferred site for the Otago Region Corrections Facility.

Additionally, the Department will:

- construct a 120 bed facility at the Rimutaka Prison and expand the capacity at the Arohata Women's Prison
- undertake significant refurbishment and maintenance work at the following prison sites:
 - Waikeria
 - Arohata Women's
 - Rimutaka.

Enhancements are also intended for the:

- Mt Eden Women's Prison
- Central North Island Prison.

It is anticipated some \$450 million will be spent on facilities over the next five years.



Enhancing Organisational Capability

The Department must continue to enhance its capability to achieve its core performance requirements and implement new initiatives.

This year the Department will work towards:

- enhancing management skills and capability, including the development of systems for career development
- providing staff with the necessary training and skills needed for them to effectively implement the fundamental change IOM will bring to their work practices and procedures
- developing our Information Technology software systems so that they fully support the requirements of IOM
- meeting this year's milestones from the Communications Strategy.

Sentencing and Parole Reform

The Government has announced the outcome of the review of the current sentencing framework and the parole system. A substantial part of implementing the associated legislation and policy decisions will be the Department's responsibility. This needs to be undertaken in 2001/02 and arrangements are being put in place for this to occur.

These arrangements entail:

- the development and implementation of a new regime for non-custodial sentences
- putting plans in place to be able to meet likely future increases in the prison population due to legislation changes
- putting a new parole authority structure in place
- the development of new operating systems and processes – including Information Technology systems to support the policy changes
- providing training to all affected staff so that they are equipped to administer the changes involved



- the modernisation and development of new corrections legislation to complement the new sentencing and parole legislation.

Other Government Initiatives

The Department will implement 2001 Budget decisions in respect to:

- the Making Our Drivers Safe (MODS) programme
- additional drug and alcohol programmes
- the student loans scheme to inmates in respect to course and materials costs for those undertaking higher study.

Enhancing Operational Performance

In addition, in order to enhance and improve operational performance the Department will:

- continue to engage in international benchmarking exercises and publish the information. This is so comparisons with other relevant jurisdictions can be drawn on the Department's efficiency, effectiveness and operational performance
- begin implementation of Government decisions to enhance the management of women inmates
- implement a Drugs Reduction Strategy for the next three years
- implement decisions arising from the review of prison health services
- work with the Ministry of Health on the implementation of decisions to enhance mental health services for prison inmates following the review of forensic mental health services
- undertake work to identify better ways of reducing re-offending by Pacific peoples
- progress a professional ethics project in the Public Prisons Service that will complement the Department's Code of Conduct requirements
- contribute to policy development in the wider criminal justice sector.

