

Our Alcohol and Other Drug Strategy

Ara Poutama Aotearoa Strategy | 2021 - 2026



ARA POUTAMA AOTEAROA
DEPARTMENT OF CORRECTIONS



Acknowledgements

Our Alcohol and Other Drug Strategy, 2021-2026 (The Strategy) is written for the staff of Ara Poutama Aotearoa/ Department of Corrections (Corrections) as well as those we work with.

This strategy would not have been possible without the tautoko of the organisations who released staff. As past service users, whānau and family members, practitioners, and leaders in the addiction sector, the reference group brought a vast range of knowledge, skills and experience. They were also conduits to and from a wider network of providers and practitioners. The reference group included members from the following organisations:

Ara Poutama Aotearoa Department of Corrections

Ngāti Hine Health

Te Hā Oranga

Manukau Urban Māori Authority

Community Alcohol and Drug Services; Waitematā DHB

Te Taiwhenua o Heretaunga

Canterbury DHB

Salvation Army NZ

Addiction Consumer Leadership Group

Ministry of Health

Te Pou

Te Rau Ora

Front cover art: *TĒNEI AU, TĒNEI AU*, created by men at Hawke's Bay Regional Prison (Māori Pathways) in 2021 for the Department of Corrections National Office in Wellington.

Artist Statement: The inspiration for this whakairo is the chant 'Tauparapara Tēnei Au, Tēnei Au'. The central figure is Tāne-nui-a-Rangi with his roots firmly planted in Papatūānuku. However, behind him the tree/vine or Aka Mātua reaches towards Rangi-nui to provide the platform to gain the Baskets of Knowledge. There are traditional patterns of kōwhaiwhai and the Poutama representing his ascent to the heavens culminating in the gathering Te Kete Wānanga, the Baskets of Knowledge: Te Kete Aronui, Te Kete Tuatea, Te Kete Tuauri at Rangiaātea, the Sacred House of Learning.

“He mihi tēnei ki a koutou i whakatoro i ō koutou ringaringa i hāpaitia, i rapuhia i te ara tika hei oranga mō te katoa. No reira tēnā koe, tēnā koutou, tēnā tātou katoa”

Greetings and salutations to those of you that inspire and facilitate wellbeing for all.

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“Wish I had done this sooner – I tried asking for help [before prison] but I just kept getting put onto waiting lists. You need help when you need help.”

- interviews with people with lived experience

Foreword from the Minister



Hon Kelvin Davis

As Minister of Corrections, I am pleased to support Corrections in the release of *Our Alcohol and Other Drug Strategy, 2021-2026*. The strategy is a timely wellbeing and whānau focused tool to support the significant number of people in Corrections management and their whānau who are harmed by alcohol and other drug use.

Substance use and dependency is a substantial driver in a person's offending behaviour. We know providing effective and targeted help for those in prison and the community reduces reoffending and the harm caused to our whānau and wider communities.

Māori are overrepresented in prison, and the harm from alcohol and other drug use is a contributing factor in this. Further, 70 per cent of those in prison recognised by Corrections to be drug users are Māori. Because of this, this new strategy takes a different approach, with an explicit Māori focus as Corrections aligns its treatment with *Hōkai Rangī: Ara Poutama Strategy 2019-2024*.¹ The Alcohol and Other Drug Strategy has been built around mātauranga Māori in an evidence-based partnership with knowledgeable experts including Māori and iwi partners, frontline staff, departmental experts, service providers, and the voices of people in prison. I acknowledge the time and dedication everyone provided to develop this new direction for Corrections.

The Strategy is accompanied by an Action Plan that lays out a holistic approach to the needs of the people being managed in prison and the community and their whānau. It provides more opportunities for positive and culturally appropriate intervention, more opportunities to partner with Māori to deliver services, and more staff with better alcohol and other drug and te ao Māori training. Correction's new approach builds off recent improvements with an increased and expanded range of drug treatment programmes. The Strategy will build on previous gains in the past five years to put in place more comprehensive services. Together these improvements will better achieve positive outcomes for the people in the corrections system and our wider communities, and support the valuable work Corrections staff already do.

Changing the approach to addressing alcohol and other drug harm to improve outcomes for Māori will improve outcomes for everyone. It will ensure Corrections meets its obligations to reduce harm from alcohol and other drugs in prison and will better the wellbeing and safety of all New Zealanders.

***“Whakaawe awe awe (Hi)
Whakaawe awe awe (Au-e)
Mā te kotahitanga (Hi)
E whai kaha ai tātou”***

H.Mohi and J.Coleman, 1999.

Hei Minita o Ara Poutama Aotearoa, e pai ana au ki te tautoko i Ara Poutama Aotearoa i te whakaputanga o *Our Alcohol and Other Drug Strategy, 2021-2026*. Ko te rautaki ko tētahi taputapu aro orange, whānau hoki i te wā pai hei tautoko i te tokomaha tonu o ngā tāngata kei raro i te whakahaerenga o Ara Poutama Aotearoa rātou ko ō rātou whānau e tūkinohia ana e te whakamahinga waipiro, ērā atu tarukino hoki.

Ko te whakamahinga matū, te warawaratanga hoki he kaikōkiri nui ki te whanonga hara o te tangata. Kei te mōhio mātou ka whakaheke e te tuku i te āwhina pai, arotahi hoki ki te hunga ki ngā whare herehere, ki te hapori hoki te hara anō, te whakakino ka pā ki ō tātou whānau, ki ō tātou hapori whānui ake hoki.

He tino nui rawa te pānga riterite o Ngāi Māori kii te whare herehere, ā, ko te whakakino mai i te whakamahinga waipiro, tarukino atu anō ko tētahi āhuatanga ka whai wāhi ki tēnei. Waihoki, e 70 ōrau o rātou kei ngā whare herehere e mōhiotia ana e Ara Poutama Aotearoa hei kaiwhakamahi tarukino he Māori. Nā konei, he rerekē te aronga o tēnei rautaki hou, me tētahi arotahi areare Māori i te whakahāngai a Ara Poutama Aotearoa i tāna whakamaimoatanga ki *Hōkai Rangī: Ara Poutama Strategy 2019-2024*. Kua hangaia te rautaki waipiro me ērā atu tarukino i runga i te mātauranga Māori ki tētahi ngātahitanga pūtake-taunakitanga ki ngā mātanga whai mōhio tae atu ki ngā hoa Māori, iwi hoki, ngā kaimahi ki te rārangi tuatahi, ngā mātanga o te tari, ngā kaituku ratonga, ngā reo o ngā tāngata ki ngā whare herehere hoki. E mihi ana au ki te wā, ki te ngākau titikaha i tukuna mai e te katoa hei whakawhanake i tēnei ahunga hou mō Ara Poutama Aotearoa.

Kei te noho ki te taha o te rautaki tētahi Mahere Mahi e whakatakoto ana i tētahi aronga torowhānui ki ngā hiahia o ngā tāngata e whakahaeretia ana ki te whare herehere rātou ko te hapori ko ō rātou whānau. Kei te tukuna he ara anō mō te mahi wawaonga e tika ana ā-ahurea hoki, he ara anō kia mahi ngātahi ki Ngāi Māori hei tuku i ngā ratonga, he nui ake ngā kaimahi whai whakangungu pai ake mō te waipiro me ērā atu tarukino, mō te ao Māori anō hoki. Kei te hangaia te aronga hou o Ara Poutama Aotearoa i ngā whakapainga nō nākuanei me tētahi whānuitanga nui ake, kua whakawhānuitia o ngā hōtaka whakamaimoatanga tarukino. Ka hangaia taua rautaki ki runga i ngā whakatutukitanga o mua i ngā tau e rima kua pahure ake kia whakatūria he ratonga matawhānui ake. Hui ngātahi ka whakatutuki ēnei whakapainga i ngā putanga pai mō te hunga ki te pūnaha whakatika rātou ko ō tātou hapori whānui ake, ā, kei te tautoko hoki i te mahi whaitake kei te whakamahia kētia e ngā kaimahi Ara Poutama Aotearoa.

Mā te panoni i te ahunga ki te aro i te tūkinohia waipiro me ētahi atu tarukino e whakapai ake ngā putanga mō Ngāi Māori e whakapai ake i ngā putanga mō te katoa. Ka whakaritea kia whakatutuki a Ara Poutama Aotearoa i āna kawenga ki te whakaheke i te tūkinohia i te waipiro me ērā atu tarukino ki te whare herehere, ā, kia whakapaingia ake hoki te orange me te haumarua o te hunga katoa nō Aotearoa.

Kelvin Davis
Minister of Corrections
Te Minita mō Ara Poutama Aotearoa

1 Department of Corrections, *Hōkai Rangī: Corrections Strategy, 2019-2024*, 2019.

Foreword from the Chief Executive



Jeremy Lightfoot

Corrections is committed to improving the wellbeing of the people we manage so that they can change their lives for the better. A significant proportion of people who come into the corrections system have issues with alcohol and other drug (AOD) use.

It's a serious health issue and often a factor in people's offending as well as a barrier to their rehabilitation, which is why we provide a range of treatment services in both prisons and the community.

As you will see in the Strategy, we have done considerable work over the past five years to ensure access to AOD support that we know is effective. The progress we have made would not have been possible without our staff who work 24 hours a day, seven days a week to serve New Zealanders. I remain committed to providing our staff with a healthy and safe work environment and know that improving the wellbeing of those we manage will benefit us all.

This strategy builds on what we've achieved to date, while being guided by *Hōkai Rangī*, our organisational strategy adopted in 2019. It puts our whakataukī at the centre of everything we do – *Kotahi anō te kaupapa: ko te oranga o te iwi. There is only one purpose to our work: the wellness and wellbeing of people.*

This means putting the needs of people first and treating problematic AOD use as a health and wellbeing issue. We recognise that we have work to do to make this a reality. We will elevate mātauranga Māori and offer effective treatment and interventions in culturally safe environments, by a well-supported workforce. Given the overrepresentation of Māori in both prison and community sentences, we need to provide kaupapa Māori programmes, support and interventions, which uphold the mana of all our people.

Supporting people in prison and the community to improve their wellbeing means equipping them with the skills and knowledge to achieve their potential when they leave our management. This will include providing continuity of care and enabling people to access the support they need, when they need it. We will also work more effectively across the wider health and social sectors, collaborating and sharing knowledge with whānau, hapū, iwi, other government agencies, as well as providers, educators, and the wider community.

Developing this strategy has involved a reference group, consideration of evidence on effective practice, and interviews with people we manage. People have told us what works for them when it comes to addressing substance use in their lives, and where we can improve. It also aligns with the aspirations of *Whakamaua: Māori Action Plan 2020-2025*.

We have included an Action Plan to demonstrate how we will make our aspirations a reality. I am proud of what we have achieved already and acknowledge we still have plenty to do. Together I know we can improve the wellbeing of the people we manage and keep our communities safe.

E ū ana a Ara Poutama Aotearoa ki te whakapai ake i te oranga o ngā tāngata e whakahaerehia ana e mātou kia āhei rātou ki te panoni i ō rātou ao kia pai ake. He take whakamahinga AOD (Waipiro me ērā atu Tarukino) tā te pānga riterite nui o ngā tāngata ka uru mai ki te pūnaha whakatika. He take hauora tino taumaha tēnei, ā, he nui ngā wā he āhuatanga ka pā ki te whakamahi hara a ngā tāngata, waihoki he ārai ki te whakamātūtunga, koinei te take kei te whakarato mātou i ētahi ratonga whakamaimoatanga ki ngā whare herehere, ki te hapori anō hoki.

Ka kitea e koe ki te Rautaki, he maha ā mātou mahi nō roto i ngā tau e rima kua pahure ake hei whakarite i te āheinga ki te tautoko AOD e mōhio ana mātou ka whai hua. Kua kore i taea te ahunga whakamua kua oti i a mātou ki te kore ā mātou kaimahi e mahi ana i te 24 hōra i te rangi, e whitu ngā rā i te wiki, hei mahi mā te hunga nō Aotearoa. E ū tonu ana ahau ki te whakarato i te taiao mahi hauora, haumaruru hoki ki ā mātou kaimahi, ā, kei te mōhio au ka whai hua tātou katoa i te whakapai ake i te oranga o rātou e whakahaerehia ana e mātou.

Ka whakapakari tēnei rautaki i ngā mea kua tutuki i a mātou tae noa mai ki tēnei wā, i te wā e arahina ana e *Hōkai Rangī*, arā ko tā mātou rautaki whakahaere i whakaaetia i te tau 2019. Kei te whakatakotoria e taua rautaki tā mātou whakataukī ki te pokapū o ā mātou mahi katoa – *Kotahi anō te kaupapa: ko te oranga o te iwi. Kotahi anō te take o ā mātou mahi: te hauora me te oranga o ngā tāngata.*

Ko te tikanga o tēnei, ko te whakaarotau i ngā hiahia o ngā tāngata me te whakamahi i te AOD rarururu hei take hauora, hauora hoki. Kei te mōhio mātou he mahi mā mātou kia whakatinanatia tēnei. Mā mātou e whakatairanga te mātauranga Māori, e tuku hoki i ngā whakamaimoatanga, wawaotanga pai ki ngā taiao haumaruru ā-ahurea, mā tētahi ope mahi e pai ana te tautoko i a rātou. I runga i te tino nui ā-pānga riterite o te Māori i ngā whare herehere, i ngā whiunga ā-hapori anō hoki, me tuku mātou i ngā hōtaka, i te tautoko, i ngā wawaotanga kaupapa Māori, he mea pupuri i te mana o ō tātou tāngata katoa.

Ko te tikanga o te tautoko i ngā tāngata i te whare herehere, i te hapori hoki hei whakapai ake i tō rātou oranga, ko te tuku ki a rātou ngā pūkenga, te mātauranga hoki hei whakatutuki i ō rātou pitomata hei te wā ka wehe atu rātou i tā mātou whakahaerenga. Kei roto i tēnei ko te tuku i te auau o te tiakitanga, me te whakaahehi i ngā tāngata ki te āhei atu ki te tautoko e hiahiatia ana, i te wā ka hiahiatia. Ka pai ake hoki tā mātou mahi whakawhiti atu i ngā rāngai whānui ake o te hauora, o te pāpori hoki, ka mahi ngātahi, ka tuari mātauranga ki ngā whānau, ngā hapū, ngā iwi, ērā atu tari kāwanatanga, waihoki ki ngā kaiwhakarato, ngā kaiwhakaako, te hapori whānui ake hoki.

I te whakawhanaketanga o tēnei rautaki, i whai wāhi tētahi rōpū tohutoro, te whai whakaaro ki ngā taunakitanga mō ngā ritenga mahi pai, he uiui ki ngā tāngata e whakahaerehia ana e mātou hoki. Kua kōrero mai ngā tāngata he aha ka whai hua mō rātou i te wā e aro ana ki te whakamahinga matū ki ō rātou ao, ā, he aha ngā wāhi ka taea te whakapai ake. Kei te hāngai hoki tēnei ki ngā tūmanako o *Whakamaua: Mahere Mahi Māori 2020-2025*.

Kua whakaurua e mātou tētahi Mahere Mahi hei whakaatu ka pēhea mātou e whakatinana ai i ō mātou tūmanako. E poho korerū ana ahau ki ngā mea kua whakatutukitia kētia e mātou, ā, e tūtohu ana mātou he nui ngā mahi e toe tonu ana. Mā te tū ngātahi e mōhio ana au ka taea e mātou te whakapai ake i te oranga o ngā tāngata e whakahaere ana mātou, me te pupuri i te haumaruru o ō mātou hapori.

Jeremy Lightfoot
Secretary for Corrections and Chief Executive
Te Tumu Whakarae mō Ara Poutama Aotearoa

Overview

Substance use is a serious health issue and a significant contributing factor to crime and other social harm in Aotearoa.

Focussing on the criminalisation of drugs contributes to ongoing stigma and marginalisation. The criminalisation of whānau, families and communities has not enabled an effective approach to addressing the harms of alcohol and other drug use.² The Strategy, in taking a wellbeing focus, moves from a deficit approach to a focus on enabling oranga and a rethink on how we as a department address substance use in our policies and practices.

Māori make up more than 50% of the people in the management of the Department of Corrections both within prison and those on community-based sentences. Māori also have a higher prevalence of substance use and mental health disorders compared to non-Māori, both within the community and in Corrections custodial settings.³ Many reasons have been posited for this widening disparity: unequal access to programmes and resources, a lack of cultural responsiveness, a lack of cultural safety, an inability of staff to connect, lack of whānau centred approaches, and racism. Barriers across health services can reduce access, including in Corrections settings, to quality health care and interventions including Māori-centred options. This in turn limits the potential achievement of oranga and wellbeing for Māori.

Inequalities and inequities need to be addressed with a scale and intensity proportionate to the level of 'disadvantage'. This includes reinvestment and reprioritisation of our resources to realise the vision and overall goal of oranga in this strategy. The Strategy takes a Māori and whānau centred approach in the belief that improving outcomes for Māori will improve the outcome for all in the management of Corrections.

Our Te Tiriti relationship

Corrections is committed to supporting the relationship between Māori and the Crown. Te Tiriti o Waitangi and the Treaty of Waitangi principles of partnership, participation and reciprocity, active protection and equity underpin this relationship. In protecting the interests of Māori, Corrections will partner with Māori at key levels of our business, including oversight of the delivery and monitoring of the Strategy and Action Plan. We will ensure that processes based on tikanga Māori will be followed in ways that ensure mātauranga Māori is not misused or appropriated.

This strategy's basis for understanding our Te Tiriti partnership is guided by a number of key strategic documents and Tribunal findings. This includes the 2017 Waitangi Tribunal report *Tū Mai te Rangi!* in which the Tribunal found the Crown had breached its obligations under Te Tiriti by failing to prioritise the reduction of the high rate of Māori reoffending. The Tribunal described relevant Treaty obligations for Corrections to include the right of Māori to exercise their rangatiratanga, with Māori to be actively involved in designing, developing, and implementing strategies that affect Māori. Where there is inequity, the Tribunal said that the Crown is obligated to put extra resources and effort in favour of Māori to restore equity. Corrections must also work together with Māori at a high level to achieve mutual interests.

Hōkai Rangi, is a fundamental part of our response to the Tribunal's 2017 recommendations. *Hōkai Rangi* sets out "our role and responsibility to respond to disproportionate Māori recidivism". These responsibilities are "derived from legislation and our Treaty of Waitangi obligations." In *Hōkai Rangi* we acknowledge our Tiriti responsibilities to actively protect Māori interests, treat Māori fairly, involve Māori in designing, developing and implementing strategies that affect Māori, and our goal to work in partnership with Māori communities. Corrections recognises that involving Māori to a much greater level is critical to enabling rangatiratanga and achieving the objectives of this strategy. This will ensure that Māori partners are supported to use kaupapa Māori approaches to realise oranga and wellbeing for people in our management.

The Ministry of Health in 2020 developed *Whakamaua: Māori Health Action Plan, 2020-2025*, which is also an important guiding document for how we frame our own understanding of the task at hand. In that action plan the Ministry of Health described its commitment to Te Tiriti: "The Health and disability system is committed to fulfilling the special relationship between Māori and the Crown under Te Tiriti o Waitangi (Te Tiriti)." The Ministry also recognised the 2019 findings of the Waitangi Tribunal on health matters, which complement and overlap the recommendations we received in 2017. The Tribunal recommended that the health and disability system needs to be guided by Māori self-determination and mana motuhake in the design, delivery, and monitoring of health and disability services. Equity, active protection, options and partnership were also essential, the Tribunal concluded, for the delivery of health services.

"I want to better myself for my kids and community."

"Kaupapa Māori part of the programme was really good. It's definitely enhanced the programme."

- interviews with people with lived experience

2 Dr Gabor Maté, *In the Realm of the Hungry Ghosts*, 2018.

3 Jill Bowman, 'Comorbid substance use disorders and mental health disorders among New Zealand prisoners', *Practice: The New Zealand Corrections Journal*, vol.4, no.1, 2016, pp.15-20.

Health context

While we were developing the Strategy and accompanying Action Plan the following key events occurred in the wider health space: *He Ara Oranga – the report of the Government Inquiry into Mental Health and Addiction*,⁴ the Wai 2575 - Health Services and Outcomes Inquiry and the Ministry of Health's publication in 2020 of *Whakamaau: Māori Health Action Plan 2020-2025*.

A key theme that has emerged in the above work and was echoed by the people we spoke with is that obligations to Te Tiriti go beyond remedying disadvantage and reducing inequities. We heard that partnership is about mutual benefit and rangatiratanga provides for Māori self-determination through mana motuhake in commissioning, co-design, delivery, and monitoring. As Crown partners to Te Tiriti, departments and Crown agencies are expected to actively enable, support and protect mātauranga Māori as expressions of mana motuhake and rangatiratanga. The voices of lived experience and whānau spoke to the expectation of competence and options in their pathways towards mauri ora, whānau ora and ultimately pae ora (options that may well reflect a cultural or tikanga approach). This includes proper resourcing and providing ways to recognise and support the expression of oranga and wellbeing.

Another key theme identified was equity, especially for Māori. Equity recognises people with different levels of need require different approaches and resources to achieve equitable, if not substantively improved, health outcomes. Equity is the purposeful investment of resources to achieve change, and this must involve identifying and addressing avoidable, unfair and unjust differences in wellbeing: ensuring proportionate investment of resources and approaches based on rights and identified need, and paying attention to access, quality and relevant outcomes.

Other themes emerged throughout the inquiries and reports, which came from Māori and non-Māori alike, including the need to:

- Recognise substance use is a health, oranga, and wellbeing issue, not just a criminal justice issue.
- Provide the right addiction service to the right people in a timely manner.
- Deliver services by Māori, for Māori with Māori.
- Provide culturally safe services.
- Provide mātauranga Māori options and access.
- Give a voice to people with lived experience including whānau.
- Make sure every door is the right door: gambling and coexisting mental health and physical health conditions are the norm not the exception.
- Recognise addiction⁵ is everyone's business – collaborate, co-ordinate and cooperate.

“Family and kids biggest motivator for doing the programme. I know what I want now and not confused.”

“It's mental health and addiction, not just addiction.”

“Tutors genuinely have also been addicts... They are amazing, makes us want to change... We know if they are genuine. They changed my mind about life, this is the last time I'm here.”

- interviews with people with lived experience

⁴ New Zealand Government, *He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction*, 2018.

⁵ Addiction used as a generic term to denote alcohol and other drug and problem gambling.

Our Vision and Approach

Our Alcohol and Other Drug Strategy, 2021–2026 sets out our plan for how we will support better outcomes for people in the community and prison who have problematic use of alcohol and other drugs. We will contribute to enhanced self-management, healthier lifestyle choices, and protective factors such as participation in Te Ao Māori that will benefit individuals, whānau, and communities.

The vision

The Strategy aligns with *Hōkai Rangi* and *Whakamaua: Māori Health Action Plan 2020–2025*. This alignment has been strongly supported by everyone involved in the process of developing this strategy.

The Strategy responds to what we learned, and to other strategic work in the health sector. It sets a direction that takes a wellbeing focus, moving from a deficit approach to a focus on enabling oranga, and a rethink on how we as a department address substance use in our policies and practices.

This approach will also enable us to achieve our statutory obligations under the Corrections Act 2004 to address the needs of individual people in prison, detect and reduce the supply of and demand for alcohol and other drugs, and ensure the delivery of treatment and intervention services in custodial settings.

The Strategy is to:

- prioritise alcohol and other drugs as an important oranga and wellbeing issue and treat it as such in policy and practice while recognising any connections with offending.
- take a strategic approach that complements our work in prisons to detect and reduce the supply of and demand for alcohol and other drugs.
- demonstrate our commitment to partnership under Te Tiriti by sharing design and delivery functions and responsibilities with Māori (e.g. iwi, hapū, non-government organisations) and to support and enable communities to look after themselves.
- restore oranga tāngata, and to deliver equitable health outcomes for Māori, guided by our obligations under Te Tiriti.
- identify and address systemic and institutional barriers to treatment and support. This will allow resources to be redeployed to ensure people can access the assistance they need, when they need it, for as long as they need it, in ways that work for them.
- develop and nurture a compassionate, competent, culturally safe, complexity capable, whānau centred and empowered workforce that uses mātauranga Māori as a normal part of their everyday therapeutic practice.
- work effectively with other agencies and organisations to build people’s resilience and enable people to stay connected with whānau and communities that support their oranga and wellbeing. This includes successful reintegration back into society.
- design and evaluate intervention and treatment pathways in partnership with Māori and actively enable, support and protect mātauranga Māori as expressions of mana motuhake and rangatiratanga.
- develop and nurture a relationship with health and social sector agencies and addiction sector leadership that will enhance responsiveness, relevance and strengthen relationships.

“Corrections’ role could be a positive thing with more staff training... Staff should receive better training to help rehabilitate use and make the community better.”

“Staff should have an understanding of the therapeutic mindset. Show some empathy – we are going through therapy.”

- interviews with people with lived experience

Building on the gains of the previous strategy

Mua anō mua, muri anō muri

The previous Corrections AOD strategy, *Breaking the Cycle: Our Drug and Alcohol Strategy through to 2020* was published in 2016.⁶ It was structured around the three key pillars in the *National Drug Policy 2015–2020*: demand reduction, supply control and problem limitation.⁷ Its primary focus was on monitoring and detection as part of the department’s statutory obligation.

Monitoring and detection will continue in conjunction with this new strategy. We use a range of screening methods to prevent contraband entering prisons. These include prison perimeter security, camera surveillance, scanners and x-ray machines, background checks on visitors, and specialist drug detection dog teams. Our operational intelligence teams play a vital role in providing quality intelligence that supports safe prisons and communities. We will continue to ensure we have high quality security systems while also providing an environment that encourages successful engagement with rehabilitation programmes.

During the five years covered by the previous strategy, we are proud to have achieved the following:

- Operating 11 drug treatment units across nine prisons, which provide a Drug Treatment Programme over the course of six and 12 months. Two more units are due to be opened soon.
- Providing an eight-week, recovery-focused Intensive Treatment Programme at five prisons. This includes six to 12 months of aftercare support on programme completion.
- Working with 10 providers to deliver 25 Community Residential AOD Treatment Programme Packages of Care.
- Developing trauma-informed addictions treatment programmes specifically for women and youth: Te Ira Wahine (Auckland Region Women’s Corrections Facility) and Tāmaua te Koronga (Hawke’s Bay Regional Prison Youth Unit).
- Working with Odyssey House Trust Christchurch on the He Kete O te Mana Wahine initiative which is an 11-bed (accommodating up to 40 women per annum) residential facility with supported accommodation and aftercare forming two of the key components of the programme. The majority of the women come into the programme pre-sentencing as part of their bail conditions.
- Developing Te Whare Waimairiiri, an 8-bed supported accommodation and reintegration facility, in providing support for women on their recovery journey, as well as providing a respite service for women needing to reorient themselves and regain wellness.
- Developed Te Ira Tangata with Te Hā Oranga (Ngāti Whātua) a 12-week Kaupapa Māori, trauma informed AOD programme based in the Auckland community funded through proceeds of crime fund Te Whare.
- Expanding the teams that deliver AOD programmes to include peer support workers and kaupapa Māori advisers.
- Piloting and permanent establishment of AOD testing in the community in 2019. Completed national roll-out 2021.
- Created aftercare services that align with current AOD treatment programmes, which were piloted in 2016 and established permanently in the community and in prisons in 2019.
- Increased the number of FTE for aftercare workers from 20 FTE to 35 FTE in 2021-2022.
- During 2019-2020, 3,396 general random drug tests were undertaken in prisons. Of these tests, 95.6% returned a negative result. On 2 July 2020, 323 people had an Identified Drug User status and 70% of these people identified as Māori.
- The impact of interventions (the Drug Treatment Programme and Intensive Treatment Programme) that were completed prior to 31 March 2019 continued to show positive effective size.⁸
- In April 2020, mental health and addiction services were aligned under one central directorate and the new positions of Director Mental Health and Addiction and Principal Advisor Mental Health and Addiction (one in each region) were also established along with the Senior Adviser Addiction and Mental Health established in the Māori Health Team.

“Remand is the perfect space to do something – so much motivation from people there to do something.”

- interviews with people with lived experience

6 Department of Corrections, *Breaking the Cycle: Our Drug and Alcohol Strategy through to 2020*, 2016.

7 Ministry of Health, *National Drug Policy 2015 to 2020*, 2015.

8 Department of Corrections, *Annual Report 2019/20*, June 2020, p.171.

Taking an Oranga and Wellbeing Approach

Through evidence-based research and consultation we received a clear steer on what AOD support needs to be. To help us move from where we are to where we want to be, we have defined some outcomes, and an Action Plan that shows the concrete steps we will take over the course of the next five years.

The outcomes

The following outcomes will enable us to establish an oranga-informed approach to minimising AOD related harm. These outcomes are not stand alone, they overlap and are interdependent.

Strategic focus area: Partnership and leadership

Outcome 1: Authentic and shared decision making is supported. Integrated sector wide responses to Māori-Crown relations are adhered to in accordance with the obligations and responsibilities inherent in Te Tiriti.

What this will look like:

- We will work collaboratively and in partnership with Māori, fostering authentic shared decision making, and co-design in the development, delivery and evaluation of AOD treatment pathways and programmes.
- There will be improved access to treatment through partnership.
- Our working relationships and contracts will be people centred, building on the strengths of people's recovery and promoting wellbeing-based outcomes.

Collective action across disciplines and the sector will endorse Māori worldviews and wellbeing. People's health needs need to be treated as a whole, and information about people's health needs to be available to all providers to ensure continuity of care and to avoid further inequities.

Strategic focus area: Humanising and healing

Outcome 2: Corrections acknowledges substance use as an important oranga and wellbeing issue, and responds with oranga-informed, mana-protecting, and mana-enhancing approaches.

What this will look like:

- Attitudes and values within Corrections will contribute to creating a therapeutic and recovery-focused environment.
- The culture and language around those who use substances will have shifted to reduce discrimination and stigma.
- A review of our drug testing and monitoring processes.
- We will see more involvement from people with lived experience in intervention and treatment programmes, including in a peer support capacity.
- The development of wellbeing metrics to support assessment, intervention, and evaluation.
- We will provide learning and development opportunities to support staff to better understand and respond therapeutically to a range of issues relating to AOD use.
- We will recognise and encourage the aspirations of people in our management and their whānau.

While we must continue to work to keep contraband items out of prison and maintain safe working environments, an oranga-informed approach obliges us to also prioritise support and treatment. This will complement therapy that supports people who have harmed to understand their individual needs and the impact they may have had on people they have harmed.

Strategic focus area: Whānau

Outcome 3: Whānau are supported to walk alongside people in our management in their recovery and reintegration journey.

What this will look like:

- We will move from a deficit approach to understanding people in our management to approaches that are inclusive of whānau and communities and are strengths based. We recognise that social networking is part of the recovery and wellbeing journey.
- Whānau will participate in recovery where practicable and safe (for the whānau and the individual).
- The impact of trauma and problematic substance use will be recognised as intergenerational.
- Where no obvious whānau support is available, we will help people to make pro-social connections in the community.

We acknowledge that some people need support to make pro-social connections. These connections are critical as there is emerging evidence that peer support is beneficial in helping people's recovery and to lead substance free lives.

Strategic focus area: Incorporating a Te Ao Māori worldview

Outcome 4: Mātauranga Māori is prioritised, embedded, protected, and informs the quality, innovation, and improvement of our work in keeping with the direction set out in *Hōkai Rangī*.

What this will look like:

- Mātauranga Māori will be the fundamental content of all interventions across the treatment continuum and will be used as normal everyday practice in assessment, intervention, and evaluation.
- Māori from the treatment sector, including those with lived experience, will be part of the leadership, design, delivery, training and evaluation of this strategy and Action Plan.
- Interventions will focus on pae ora, mauri ora and whānau ora, acknowledging that minimising harmful substance use is part of these. Enabling this to happen will require working in collaborative partnerships and relationships.
- Oranga and wellbeing metrics for Māori will inform outcome measures and our understanding of the social impact of the effectiveness of AOD related interventions and treatment.

As partners with iwi, Corrections has a role to enable, support, and protect mātauranga Māori expressed as rangatiratanga and mana motuhake. Given the disparities and inequities for Māori that already exist, we need to design our approaches and responses to improve access, increase engagement, and build wellbeing.

Strategic focus area: Whakapapa

Outcome 5: Māori in our management are supported to strengthen and maintain their whakapapa and identity, as well as their connection to people and place and their sense of belonging.

What this will look like:

- We will encourage exploration of whakapapa as part of all AOD interventions, looking at reconciliation and identity within recovery.
- We will design interventions that are connected through whakapapa and uplift the mātauranga of the person and their whānau.
- We will support whānau to walk alongside the people we manage, and to experience healing and wellbeing through connecting with whakapapa.
- We will recognise the role of connection in recovery, supporting people to make meaningful connections before they leave our care.

Secure cultural identity is seen as a protective factor for a range of health and social conditions. A sense of self is an important aspect of a person's wairua. Stronger connections with iwi, hapū, and community are important for many people we manage with AOD needs. Engaging whānau as part of the recovery journey is fundamental in taking a te ao Māori approach. Evidence suggests that engagement with a community enables a stronger recovery.

Strategic focus: Foundations for participation

Outcome 6: Māori in our management are supported, alongside their whānau to be self-managing and make healthier lifestyle choices.

What this will look like:

- We will take a solutions-focused and strengths-based approach to people's recovery, focusing on what strengths and resources people have as well as identifying areas for development and growth.
- We will support people in recovery to take part in fulfilling and meaningful activities, including employment and education.
- We will develop pathways to improve access and choices to treatment with a focus on mātauranga Māori and reintegration.
- We will work with iwi to support whānau to walk alongside people in our management, and, to be as much as practicable, a part of the recovery and wellbeing process.
- We will support the development of tools and resources to enhance whānau participation in society.
- We will provide services and create an environment that improves the ability of people in prison to transition back into society on release and maintain positive changes.

“Drug testing – just sets people up to fail, doesn't deter. Help them, don't set them up to fail.”

- interviews with people with lived experience

The Action Plan

The Strategy includes an action plan that sets out what we will do in the next five years to achieve our vision and key outcomes.

Our detection services in prisons and among people we manage in the community will continue to complement the implementation of the Strategy. We will continue to work to reduce the supply and demand of alcohol and other drugs in prisons and communities through a focus on harm minimisation. Implementing this action plan will require a shift in values, policy, design, delivery and workforce skills within Corrections. We are up for the challenge, knowing that change is possible, and that treatment works.

AOD STRATEGY ACTION PLAN: A FOCUS ON RECOVERY A

Short Term Outcomes

1 Planning and Assurance

- 1.1. Establish an AOD governance group of external and internal stakeholders and Māori, to inform provision of AOD support across Corrections.
- 1.2. Establish reporting for a values-based approach drawing on Te Tiriti, achieving equitable outcomes, and guided by *Hōkai Rangi* (and our Outcomes Led Performance Framework).
- 1.3. Develop wellbeing outcomes in collaboration with the Ministry of Health & aligned with the Mental Health and Wellbeing Commission outcomes to measure participants experiences and programme effectiveness.

2 People and Capability

- 2.1. Update the language used by Corrections to refer to people with AOD needs in conjunction with our Te Reo Strategy.
- 2.2. Instigate training for managed-withdrawal support to upskill health and custodial staff in withdrawal management. This is in addition to the continuation of opioid substitution treatment, where needed, in prisons.
- 2.3. Introduce an AOD introduction course for all frontline staff, potentially included in all initial learning pathways.

“It would be helpful to have more support with detox. See a lot of people (mostly young guys) out of their minds. Need to see a medical practitioner but they can’t see them immediately.”

- interviews with people with lived experience

“Need to be given more information before making decisions, change how the case officers operate/communicate.”

- interviews with people with lived experience

AND WELLBEING USING A WHĀNAU CENTRED APPROACH

2021-2022

3 Partnerships

3.1. Continue prioritising mātauranga Māori and Māori partnerships to create sustainable change.

3.2. Further development of our procurement approach that enables co-design with Māori and takes an equity focus in delivering services.

4 Service Delivery

4.1. To improve oranga, and support detection, improve the integration and exchange of information between:

- DTP, ITP, and community treatment providers working with Corrections.
- health and social service providers across Corrections.

4.2. Review programme eligibility criteria, to better meet the needs of those in the management of Corrections including consideration of the needs of:

- people on remand to complement our existing detection approaches.
- the women’s network.
- maximum security.

4.3. Establish an additional five Intensive AOD programmes in prison (including Drug Treatment Programmes) by 30 June 2022:

- AOD programmes for Tongariro Prison and Invercargill Prison are due to start in September 2021.

4.4. Increase AOD Aftercare Support Services:

- 15 additional FTE AOD aftercare workers are to be located at community-based sites.

These actions will be updated and reviewed periodically to ensure we are on track to achieve the goals set. Further planning at a more detailed level will take place as needed. We will also work with the Māori Health Authority and other key partners such as the Tertiary Education Commission, workforce development agencies, the Ministry of Health, as needed.

The Action Plan (continued)

AOD STRATEGY ACTION PLAN: A FOCUS ON RECOVERY AND WELLBEING

Short Term Outcomes

5 Planning and Assurance

5. Review quality monitoring reports for current programmes. From this, work with providers to develop elements that support te ao Māori and mātauranga Māori.

5.1. Providing learning and development opportunities for staff to better understand the benefits of human design approaches.

5.2. To align our practices with *Hōkai Rangī*, we will review and improve Corrections:

- screening practices to align with Hauora and health approaches.
- drug testing methods.
- IDU policy, assessing how legislation allows a change to a more supportive and health focused approach.
- programme placement, assessing whether the right programmes are in the correct sites for maximum impact as considering the needs of the women's network and rangatahi.

5.3. Review the single point of entry process. This will be optimised to ensure all Corrections' community sites have clear referral and service pathways.

6 People and Capability

6. Produce a workforce development plan in order to increase knowledge of AOD issues, available interventions, and mātauranga Māori.

6.1. Introduce a therapeutic community programme for custodial staff and staff working within a DTP or ITP.

6.2. Develop specific learning resources around withdrawal, Alcohol Substance, Smoking and Substance Involvement Screening Test (ASSIST), and AOD interventions.

6.3. Learning and development team to work with stakeholders to further define learning needs, outcomes, and potential learning methods for these programmes.

6.4. The workforce development plan to include the potential for staff to gain scholarships to obtain external AOD qualifications.

6.5. Ensure an addiction module is included in the Ara Tika induction course.

6.6. Develop workshops to enhance understanding of the connection between AOD and wider health including the coexistence of gambling and mental health challenges.

6.7. Integrate mātauranga Māori approaches to oranga into training and education material.

6.8. Involve Māori with lived experience in decision making and peer support roles, at both prison and community sites, and Corrections national office. This would include:

- developing a model for peer support and implementing it, alongside Corrections mental health services and workforce development organisations.

AND WELLBEING USING A WHĀNAU CENTRED APPROACH

omes, 2023- 2026

7 Partnerships

7. Co-design and develop treatment programmes with Māori and providers to offer appropriate provision of kaupapa Māori treatment options.

This will include:

- strengthening the existing partnerships approach with Māori community organisations.
- developing a clear definition of what we mean by kaupapa Māori treatment options in collaboration with Māori and building on Corrections understanding of kaupapa Māori (a *Hōkai Rangī* action).
- building upon the co-design approach to procurement that has been established.

8 Service Delivery

8. Review the current provision of treatment options in prison and the community to provide:

- kaupapa Māori options, including consideration of Tohunga Māori (Māori subject matter expertise) as an appropriate qualification for delivery of service and support for rongoā.
- deliver more timely and brief interventions, including in Community Corrections sites and at all levels within prisons including maximum security, remand, and in the women's network.
- programmes and interventions in the remand space.
- options for people with low to medium AOD needs.
- treatments of appropriate length, particularly for wāhine and rangatahi in alignment with Corrections Mana Wāhine and Youth strategies.

8.1. Where safe and appropriate, work with whānau to increase their involvement in people's treatment pathway, considering the following potential options to support this:

- access to audio visual services for people in treatment programmes.
- whānau days that include tamariki and mokopuna.
- whānau attendance of treatment programme days.
- AOD providers working with whānau prior to a person's return to the community, in order to help with reintegration.
- ongoing whānau support, including links to whānau support services.



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