



Part 2

Achievements in 2005/06



OVERVIEW OF ACHIEVEMENTS IN 2005/06

The Department has made considerable gains in recent years towards its outcome of 'protecting the public'. While the Department continued to consolidate these gains during 2005/06, there was a shift in emphasis towards enhancing and expanding the rehabilitative and reintegrative initiatives which contribute to its second outcome of 'reducing re-offending'.

Introduction

In 2005/06, the Department moved to enhance the progress already made across both of its outcomes. The Department identified and agreed with Government a number of priority areas for development during 2005/06. In terms of 'protecting the public', it was agreed that the Department would:

- Improve the management of offenders serving short prison sentences, including when they are under supervision in the community.
- Trial new technologies for electronic monitoring.
- Enhance prison security through monitoring prisoners' telephone calls and improved crime prevention information capability.

Initiatives aimed at 'reducing reoffending' included:

- Improve the focus on rehabilitation of offenders in prison and in the community.
- Increase focus on and enhance reintegration of prisoners back into the community.
- Ensure offenders in prison and on home detention receive appropriate industry training and assistance with finding sustainable employment.
- Enhance offender management processes and systems to maximise integration across the Department and with other agencies.

Specific initiatives under these priority areas were also agreed. Progress against these initiatives is reported in the next section on Key Initiatives Delivered in 2005/06. As the year

progressed, changes were made to these priorities as the Government's refined its priorities for the next decade, including those relating to the justice sector.

The challenge for the 2005/06 year was one of consolidating and advancing the gains made towards 'protecting the public' – against a backdrop of continuing pressures on existing and new facilities and infrastructure from the increasing numbers of prisoners - while at the same time trialling and introducing new technology and other measures to improve prison security and the enforcement of sentences.

Hand in hand with this, the increased focus on 'reducing re-offending' saw the review of existing rehabilitation and reintegration programmes, the development and piloting of new programmes and new services such as supported accommodation for prisoners following their release, and the introduction of new policies and strategies such as the *Prisoner Employment Strategy 2006–2009*. A key Government initiative, the strategy looks to increase the range, quality and relevance of employment-related opportunities and qualifications for significantly more prisoners in the medium to longer term future.

PROTECTING THE PUBLIC

Prisoner numbers

Over the last decade, the significant growth in throughput and demand for the Department's services has had major implications for its core infrastructure, with prisons ageing

and/or inadequate in terms of their capacity to handle the increasing number of offenders receiving a custodial sentence. Prosecution rates have increased and the most serious offenders are now receiving longer sentences. Legislative changes in the last five years have also had flow-on effects in terms of the increasing number of prisoners, the full impact of which has still to be felt.

Facilities and Infrastructure

To meet the forecast and actual increase in prisoner numbers, the Department embarked on one of New Zealand's largest construction, commissioning and recruiting projects – the Regional Prisons Development Programme. The programme will see four new regional prisons built and add 1,621 new beds to the prison system by 2007.

The first of the four new corrections facilities, the 350-bed Northland Region Corrections Facility at Ngawha, near Kaikohe, was successfully opened on time in March 2005 and was operating at normal capacity by October 2005.

The second of these facilities, the Auckland Region Women's Corrections Facility in Manukau, was completed in May 2006 and officially opened in June 2006. The first prisoners were received on 2 August 2006 and the prison will be operating at normal capacity by December 2006. This was a significant achievement as the facility size was increased from 150 to 286 beds part-way through the construction programme to meet continued growth in female prisoner numbers.

Construction of the remaining two new regional corrections facilities - the 650-bed Spring Hill Corrections Facility between Meremere and Te Kauwhata and the 335-bed Otago Region Corrections Facility at Milburn, south of Dunedin - progressed to plan during the year, with construction on target to be complete in 2007.

The significance of the achievements of the Regional Prisons Development Project cannot be under-estimated. A project of such scale delivering modern well-built facilities to a tight timeline is an enormous credit to all involved.

While new prisons have been important, the expansion of cell capacity at existing sites has also been critical to meeting increasing prisoner numbers. During 2005/06, a total of 413 new beds were commissioned at existing sites. Overall, in the three years to mid-2007, a total of almost 2,400 new beds will have been added to the prison system.

Despite this increase in capacity, average occupancy of available beds during the 2005/06 year was 97.7 percent, with an average prison population of 7,605 prisoners as at 30 June 2006. This rate was slightly down from 99.2 percent in 2004/05, but still above the 2003/04 rate of 96 percent. The rate was also above the optimum rate of prison utilisation of between 85 and 95 percent, which allows facilities to accommodate the transfer of prisoners, provide for special purpose accommodation (for example, protection units), provide separate facilities for different security levels, and facilitates the management of short-term fluctuations in prisoner numbers. During 2005/06, the occupancy rate peaked at 102.6 percent in December 2005, including the use of the Department's disaster recovery capacity and double bunking in some accommodation, requiring the temporary use of police and court cells to meet demand. This occupancy rate is expected to drop with the opening of the two remaining new corrections facilities during 2007.

During the year, work continued on the maintenance and improvement of existing facilities and other assets, ensuring facilities and infrastructure support the effective management of offenders and facilitate rehabilitation.

Ohura Prison was closed on 30 November 2005 as planned with prisoners, most staff and other resources transferred to Tongariro/Rangipo Prison. New prison huts providing 120 new beds were commissioned at Tongariro/Rangipo Prison and the Ohura Prison huts successfully relocated to Waikeria Prison where they could be re-used with minimum rebuild.

To assist with the rehabilitation of prisoners and their reintegration back into the community, 80 new self-care beds have been commissioned in the last two years. Plans for the Department's first Pacific Focus Unit were also integrated into the commissioning of the new Spring Hill Corrections Facility, with construction of special facilities to support the unit progressing in conjunction with the overall building programme.

The 2005/06 year also saw the successful transfer of the Auckland Central Remand Prison (ACRP) from private management to the Department on 12 July 2005, which was achieved with minimal disruption to prisoners and unit routines.

Prison Security and Escapes, Assaults and Contraband

The Department constantly reviews and improves security measures at its prisons to minimise escapes, reduce contraband (including drugs), and improve staff safety. An additional \$4.1 million over four years was included in the 2005 Budget to bolster prison security measures and crime prevention initiatives, including setting up monitoring of prisoner telephone calls and increasing staff to collect and analyse information obtained through that monitoring.

As a result, the 2005/06 year saw the continued strengthening of the Department's crime prevention and

security capacity. The rollout of generation one electrical security systems in prisons, begun in 2004/05 at the Northland Region Corrections Facility, continued. This improvement will lead to standardisation of security systems by providing centralised control room operations at each prison, improved staff management of the increased security information the systems will provide, and staff training and asset management efficiencies.

Work commenced on the Crime Prevention Information Capability (CPIC) system project. The project will see the collection and analysis of information obtained through monitoring measures to inform decision-making in the prevention and management of prison incidents, to develop strategies to counteract threats to security objectives, and to promote the prevention and detection of crime. Operational procedures for the project were trialled at the Northland Region Corrections Facility in 2005. Specifications for a secure database were then completed, a request for proposal for the database was released and tenders evaluated. At the same time, specifications for telephone monitoring were developed, business process requirements defined and tenders called for and evaluated. The CPIC organisational structure was approved, enabling recruitment of staff for both this project and telephone monitoring, and implementation of the management of change process for existing staff. Work on the CPIC system and telephone monitoring will continue in 2006/07.

Although the average prison population increased by 9.3 percent between 2004/05 and 2005/06, the total number of prisoner escapes against all security classifications increased by only one, from 19 to 20. Of the total escapes, breakout escapes remained the same at 11. While the trend in breakout escapes per 100 prisoners has increased marginally over the last few years, over the longer term, these have reduced by over a third from 0.23 escapes per 100 prisoners in 1998/99 to 0.15 per 100 prisoners in 2005/06.

Despite the increased prisoner numbers, serious assaults on staff reduced from nine in 2004/05 to seven in 2005/06. The number of assaults on staff per 100 prisoners has continued to trend downwards over recent years. Although there have been some fluctuations in results by year, the 2005/06 result of 0.9 assaults per 100 prisoners compares favourably with a recent peak 0.28 in 2001/02, and with 0.81 in 1997/98 and 0.79 in 1998/99.

Tougher contraband detection measures have seen the number of contraband confiscated from prison visitors more than double in the last three years. A total of 1,509 items were confiscated from prison visitors in 2005, up from 698 in 2003. Drugs and drug-related equipment accounts for the majority of seizures at checkpoints with 1,061 items confiscated from visitors in 2005.

The number of cell phones detected has risen four-fold since 2003, when 252 cell phones, chargers or SIM cards were confiscated from visitors or found on prison premises. In 2005, that number rose to 1,047. In response to concern about prisoners using mobile phones from within prisons, the Department established a joint project with Telecom New Zealand and Vodafone New Zealand to examine options and introduce measures for managing the unauthorised use of mobile phones in prisons.

In addition to these measures, the number of general random drug screening tests carried out on prisoners increased by 5 percent in 2005/06. The results reinforced the effectiveness of the security measures in that the number of tests returning positive results dropped from 17 percent in 2004/05 to 15 percent in 2005/06, continuing the downward trend from 22 percent in 2001/02.

Community-based Sentences

The Department managed approximately 65,000 sentences and orders in the community during 2005/06. Of this total, by far the biggest portion was around 45,000

community work sentences. This led to over two million hours of free labour being provided by offenders to communities. During the year 41,420 new sentences and orders were commenced. The judiciary received 25,777 reports on individual offenders from Probation Officers.

The Community Probation Service (CPS) was again well supported in managing these sentences and orders by community work sponsors, providers of programmes for domestic violence, sex offending and substance abuse, as it was with the provision of support from the Psychological Service and the delivery of criminogenic programmes by Intervention Services. The Community Residential Centres continued to be an important part of the work done by the Community Probation Service, as was the support provided by Chubb New Zealand Limited for electronic monitoring.

Relationships with those agencies CPS works with in the community were further cemented, particularly with the Police, Child Youth and Family, Courts and Housing New Zealand Corporation. This was particularly enhanced through the design and set up of Support Planning Meetings for high-risk child-sex offenders as part of their entry back into the community from prison. These inter-agency Support Planning Meetings will be implemented nationally during 2006/07.

Enforcement of sentences and orders continued to be a focus for staff, with 18,626 formal breach or recall actions being commenced during the year. The majority of these actions were for community work, which is to be expected given the very high volume of offenders on this sentence. The numbers reflect considerable work by Probation Officers to ensure offenders comply with the conditions of their sentence or order and to take enforcement action if they do not.

During the year, trials got underway to test the possibilities of expanding the technology used for electronic monitoring, via global positioning systems (GPS) and voice verification.

By year-end, the trials were into their second phase and testing had started with offenders rather than staff, as was the case with Phase one. The trials will be completed during 2006/07.

Continuing to improve the way that advice is provided to the judiciary to assist with sentencing and to the New Zealand Parole Board to assist with prison release decisions remained a priority. Reviews were conducted in conjunction with the judiciary to improve the content and format of pre-sentence reports. Work was also undertaken across the Department to improve the design of pre-release processes, the information and reports provided to the Parole Board. Towards the latter end of the year, a review started into the nature of the assessment tools staff use to identify risk and the particular factors associated with each offender's offending that need to be addressed during their sentence.

Considerable work was done on identifying ways that the existing community-based sentencing structure (Community Work and Supervision) could be strengthened as part of the cross-sector Effective Interventions project led by the Ministry of Justice. As a result, the Government announcements in August 2006 on the overall Effective Interventions package included a redesigned community sentence structure. Detailed design and implementation will be undertaken during 2006/07 with an expected start date for the whole structure of 1 October 2007.

REDUCING-REOFFENDING

Rehabilitation Interventions

Rehabilitative interventions remain a cornerstone of the Department's strategy for delivering on the core outcome of 'reducing reoffending'. A major focus in 2005/06 was the review, enhancement and expansion of existing rehabilitation and reintegration initiatives.

Research continued during the year into the potential treatment of high-risk sex offenders against adults. This

culminated in a pilot programme which will be completed in October 2006. Good progress was also made with research into a potential pilot treatment programme for high risk (psychopathic) offenders. Design was completed on a women's criminogenic programme (kowhiritanga) and a comprehensive revision was completed of the Violence Prevention Unit programme that is run from Rimutaka prison. The Drug Treatment Units in prisons were also evaluated this year with a final report due later in 2006.

Also during the year, analysis of the Rehabilitation Quotient results that were presented in the 2004/05 Annual Report, together with the evolving knowledge about what works best with offenders, led to a rethink in the way that some of the Department's criminogenic programmes should be designed and delivered. Two programmes were stopped in March 2006 – a 70-hour Straight Thinking programme and a 100-hour programme that was generic in nature. Although they may have been successful for some individuals, neither of these programmes was demonstrating the positive impact on offenders' behaviour that was required to justify continuing with them.

Changes were subsequently made to the mix, design and structure of the Department's suite of criminogenic programmes. These changes resulted in the intensity of the core programmes being substantively increased. The 100-hour programmes were increased to 140 hours and were completely redesigned to be more comprehensive and to allow for offenders to deal with more than one criminogenic need during the programme. This new comprehensive criminogenic programme will be targeted towards medium-risk offenders. The design of this programme was completed by 30 June 2006. Phased implementation will begin in September 2006 and continue throughout 2006/07. These changes were based on recent international research from which the Department determined that its existing programmes were not long enough, of sufficient intensity or

comprehensive enough to result in the most positive impact they could have.

The suite of programmes will now also include a high-intensity 300-hour criminogenic programme targeted towards high-risk offenders in prison and delivered in a special treatment format. This programme will be designed and get underway in 2006/07.

Both of the new programmes will be supported by a new relapse prevention programme.

In addition, a Structured Motivational Programme will be delivered to prisoners serving sentences less than two years in length commencing in July 2006. Other specific rehabilitative strategies under development include programmes for women's criminogenic needs, high-risk sex offenders and very high-risk psychopathic offenders. The effectiveness of other motivational programmes, such as Tikanga Māori programmes, Māori Focus Units and the Faith-based Unit, will also be assessed in the coming year.

Reintegration Initiatives

During 2005/06, the Department also increased its focus on reintegrative strategies, such as promoting employment initiatives, to assist prisoners to reintegrate into the community on release, including increasing their chances of obtaining sustainable employment.

Prisoner Employment and Training

As mentioned in the Chief Executive's Foreword, a major milestone was the release in May 2006 of the Department's *Prisoner Employment Strategy 2006–2009*. Amongst other things, the strategy aims to significantly increase overall prisoner employment activities over its life.

As well as providing a work ethic and work-based skills and training, industries in prisons provide a range of opportunities for prisoners to obtain credits toward New Zealand Qualifications Authority (NZQA) qualifications, including trade qualifications.

During 2005/06, the number of hours delivered to prisoners in land-based activities (such as farming, forestry, horticulture) and manufacturing activities (including construction and labour-only services) was marginally above forecast, with over 1.6 million hours delivered to an average of 842 prisoners. These prisoners achieved 3,650 NZQA unit standards.

In addition, a total of over 3.5 million hours of on-the-job training was delivered to prisoners working on internal self-sufficiency activities such as kitchen and laundry, cleaning and prison asset maintenance activities. This was 10 percent above forecast and 20 percent above the previous year. Of this total, 1.25 million hours in NZQA-based activities were delivered to an average of 590 prisoners, who achieved 1,917 NZQA unit standards.

In total, 5,567 NZQA unit standards were achieved by prisoners in 2005/06, an increase of over 52 percent on the previous year total of 3,643 unit standards. Improvements to the delivery of on-the-job training such as the use of external trainers or assigning instructors as "specialist trainers" also resulted in these qualifications being achieved in half the number of prisoner employment hours expected - averaging 308 hours for land-based activities (forecast 588 hours), 761 hours for manufacturing activities (forecast 1,692 hours), and 651 hours for internal self-sufficiency services (forecast 1,058 hours).

Vocational training is an important tool for increasing the numbers of prisoners in quality employment training and providing them with skills required for employment. During 2005/06, the number of prisoners who commenced Public Prison Service vocational training and the percentage who received a qualification were over 20 percent above forecast, reflecting the positive trend established over the previous two years. Corrections Inmate Employment also commenced new training in elementary construction skills at the Northland Region Corrections Facility in November 2005, with one further construction course

and two new courses in horticulture and forestry commenced in the first half of 2006.

Release-to-work is a key aspect of the Prisoner Employment Strategy. A review of release-to-work policies was undertaken during 2005/06 and work is continuing to identify and remove barriers to making prisoners available for release-to-work. Operational policy and practice is being revised to ensure greater prisoner participation without compromising community safety. The Department is also working with the Ministry of Social Development to use their skills and resources to secure additional employment opportunities.

New Reintegration Initiatives

As well as focusing on improving existing reintegration programmes, the Department trialled and introduced several new initiatives during 2005/06 to assist prisoners to reintegrate back into the community on release.

Joint Prisoner Reintegration teams are being set up in each prison comprising Work and Income reintegration case workers and departmental reintegration workers as mentioned in the Chief Executive's Foreword.

In collaboration with Housing New Zealand Corporation and the Auckland Prisoners' Aid and Rehabilitation Society (PARS), the Department also undertook a supported accommodation pilot service in Auckland for high-need offenders. At year-end, the target of securing eight properties for the pilot in Auckland had been achieved, with a further two properties secured from July 2006. At 30 June 2006, five of the eight properties were tenanted, with the remainder to be tenanted by high-need offenders due for release in early 2006/07. An evaluation of the pilot will be undertaken in late 2006.

CAPABILITY

During 2005/06, as outlined in the Chief Executive's Foreword, further positive progress was made on the ongoing process of integrating the Department's functions and was the

bedding in of the Department's value statement – PRIDE.

Negotiation of the 2006 Collective Employment Agreements was also a primary focus for the year. The successful conclusion of collective bargaining covering most collective agreements establishes a stable foundation for focussing on our organisational culture and values.

Training of managers and staff is also an integral part of improving departmental capability. The Department's Management at Corrections programme has seen the development of training modules on health and safety, responsiveness to Māori, performance management, and finance and business information. 2005/06 saw a larger than planned uptake of the Department's Management at Corrections programme modules. Originally, 380 attendees were planned, however a reprioritisation of management development initiatives allowed 525 managers to attend training modules by year-end. Development also started in 2005/06 on two new modules covering induction, recruitment and selection training, and management coaching that will be available in 2006/07.

Also in 2005/06, a new comprehensive 22 module training package for managers and Probation Officers in the Community Probation Service was launched, aimed at improving performance in assessing, and managing offenders in the community, and in working with other parts of the Department and external agencies. A total of 108 Probation Officers received the new training in 2005/06, and 385 Community Probation Service frontline staff and managers received Effective Offender Management (EOM) training.

AWARDS

Finally, the 2005/06 year was a landmark one with the Department winning a number of prestigious awards.

In 2002 the Department introduced its five year Energy Management Strategy. Wide-ranging measures, including incorporating best energy management practice in the design of new facilities, building upgrades and extensions at existing prisons, and achieving energy end-use savings, saw the Department reduce its energy use by 8.6 percent per prisoner and CO2 emissions by 34 percent by 2005.

In August 2005, the Department received the prestigious *Leadership in Operational Sustainability* energy efficiency and sustainability award as part of the Ministry for the Environment's new Govt3 programme, for its efforts to promote sustainability in government agencies. In March 2006, the Department won the public sector category of the *Energy Efficiency and Conservation Authority EnergyWise Awards*.

By 30 June 2006, with the completion of further energy-efficient projects, this reduction in energy use had risen to 9.6 percent per prisoner and 37 percent in CO2 emissions.

In December 2005, the Department also won awards at the New Zealand Institute of Architects' Resene Local Awards and was a finalist in the Ministry for the Environment's Year of the Built Environment Awards. This recognition was for the design of the Northland Region Corrections Facility in balancing the need for cost-effective safety and security with the need to meet environmental concerns.



KEY INITIATIVES DELIVERED DURING 2005/06

This section summarises the key initiatives delivered during the 2005/06 financial year, in the context of the themes and strategies outlined in the Department's *Strategic Business Plan 2003–2008*.

THEME 1 – ENSURING EFFECTIVE OFFENDER MANAGEMENT

Public safety is paramount to the Department's operations. The Department is committed to continuing to improve the way it manages offenders, both from a custodial and non-custodial perspective, by continuing its focus on the safe, secure and humane management of offenders.

Strategy: *Strengthen the corrections system's contribution to public safety*

Initiatives and Achievements 2005/06

Complete the trials of new technologies for electronic monitoring and report to the Minister on the outcome and recommendations for the future by 30 November 2005.

Implement the approved recommendations of the trials of new technologies for electronic monitoring by 30 June 2006.

Phase One trials of the new technologies for electronic monitoring were completed during 2005, and the results reported to the Minister on 15 December 2005.

As a result of the Phase One trials, it was agreed that the Department would progress to Phase Two in which the new technologies are trialled with offenders. Phase Two trials are scheduled for completion by the end of 2006.

Introduce appropriate systems and staff to monitor prisoners' telephone calls, in accordance with the approved implementation plan and funding.

Service specifications for telephone monitoring were developed, and compared with Australian models. Business process requirements were defined, a request for proposal released and tenders evaluated. Work to introduce the telephone monitoring system will continue in 2006/07. Selection, recruitment and training of staff are proceeding in conjunction with the implementation of the Crime Prevention Information Capability System (CPIC) project plan.

Introduce systems for the collection and analysis of data that contributes to increased crime prevention information capability, in accordance with the approved implementation plan and funding.

Operational procedures for the Crime Prevention Information Capability (CPIC) project were trialled at the Northland Region Corrections Facility in 2005. Following assessment of the trial, specifications for a secure database were completed, a request for proposal for the database was released and tenders evaluated. The organisational structure was approved, enabling recruitment of staff and implementation of the management of change process for existing staff. Introduction of the systems will continue in 2006/07.

Strategy: *Implement legislative reforms*

Initiatives and Achievements 2005/06

Integrate the Auckland Central Remand Prison into the Department from 13 July 2005.

Transfer of responsibility for the management of the Auckland Central Remand Prison from GEO Group Australia Pty Ltd to the Department occurred on 12 July 2005 and was achieved with minimal disruption to prisoners and unit routines.

Strategy: Develop approaches to manage young offenders effectively

Initiatives and Achievements 2005/06

Implement the revised Young Offenders Units Policy and Operating System and Service Description.

The Department has revised and implemented its Young Offenders Units policy. This policy includes the replacement of the Equip programme with the Focus programme. The Focus programme has been formulated after a year of piloting and is designed for young offenders in the motivation and intervention categories and aims to improve cognitive and social skills.

A test of best interests, a tool to inform youth placement decisions, has also been developed and will be implemented in the coming year, commencing with a pilot at Waikeria Prison and Christchurch men's prisons and all women's prisons. The pilot will be reviewed following six months of operation and this will inform full implementation of the test.

Strategy: Monitor application of offender management processes

Initiatives and Achievements 2005/06

Commence implementation of new initiatives, revised processes and procedures for more effective cross-service management of short serving prisoners by April 2006:

- *Complete the analysis of the profile and characteristics of short serving prisoners including the period they are on community supervision by 30 September 2005.*
- *Complete a review of the operational design of processes and procedures in the Public Prisons Service, Corrections Inmate Employment, Intervention Services and the Psychological Service as they relate to the management of short serving prisoners by 31 October 2005.*
- *Complete an operational framework for more effective management of short serving prisoners by December 2005.*
- *Complete implementation planning of the framework, including completing operational redesign work by 31 March 2006.*
- *Commence implementation of the framework by April 2006.*

Background work on the profile of short serving prisoners and the analysis of current processes was finalised in July 2006. The design of the operational framework and implementation planning will now be completed in the 2006/07 year.

The need to co-ordinate the development of a revised operational framework for managing short serving prisoners with the initiatives proposed under the Department's *Prisoner Employment Strategy 2006–2009* affected timeframes for this initiative. The strategy was approved by Cabinet and launched by the Minister in May 2006. Background work on the profile of short serving prisoners and the analysis of current processes were finalised in July 2006. The design of the operational framework and implementation planning will now be completed in the 2006/07 year.

Implement by June 2006 an improved planning and reporting process for offenders transitioning from prison, aimed at improving integration of activities within the Department and between the Department and the New Zealand Parole Board:

- *Review of planning and reporting processes between the Public Prisons Service, Community Probation Service, Psychological Service and the New Zealand Parole Board completed by 31 December 2005.*
- *Implement revised content and format of pre-release reports from the Department to the New Zealand Parole Board by 31 December 2005.*

The existing planning and reporting processes were reviewed in consultation with the New Zealand Parole Board, and revised processes and pre-release reports agreed. Necessary changes to the Department's computer systems are required to fully implement the revised processes and reports. Solutions were developed to allow introduction of an interim improved report structure, including provision of the revised format and content of pre-release reports to the Board. The improved reports will be provided from October 2006. Implementation of the final report structure and reports will take place later in 2006/07 once the changes to the computer systems have been completed.



Theme 1 – Ensuring Effective Offender Management

PROTECTING THE PUBLIC

Implement initiatives to improve sentence planning and sentence management for offenders in prison by 30 June 2006.

A revised sentence management integrity framework, revised training package, and quality assurance assessment tool and user guide have been implemented in all prisons. The quality assurance tool specifies monthly sentence management progress reports by site and quarterly reports to the Public Prisons Service National Office.

Strategy: *Work collaboratively with other agencies*

Initiatives and Achievements 2005/06

Develop an appropriate framework and mechanisms for ensuring strong collaborative relationships with other agencies (including government departments) at a national and local level.

The Department adopted and promulgated a revised approach and framework for the management of interagency agreements. The new framework comprises a three-tier structure comprising national-level strategic agreements, national-level operational agreements, and regional-level agreements. Notwithstanding the nature of the particular agreement adopted, the provisions of the agreements will be incorporated, where appropriate and relevant, into departmental operating manuals and procedures.

By year-end, a number of new agreements based on the new approach and framework had been agreed. These included a national-level operational agreement with Child, Youth and Family on the sharing of information on home detention applications and suspected child abuse and/or neglect.

Implement improved information sharing between agencies following the implementation of the Corrections Act 2004.

Section 182 of the Corrections Act 2004 provides for the sharing of information between specified agencies about child-sex offenders.

An interagency agreement between the Department of Corrections, Child, Youth and Family, Housing New Zealand Corporation, the Ministry of Social Development and the New Zealand Police was developed and signed by all agencies. Following discussions between the Department and Child, Youth and Family on implementation issues, exchanges of the Child-sex Offenders List and disclosures commenced from 1 March 2006. The Department and Child, Youth and Family held eleven workshops around the country during February and March 2006 explaining the interagency agreement and exchange of the Child-sex Offenders List.

Contribute to the Ministry of Justice-led review of Home Detention.

In the first half of the year, the Department worked with the Ministry of Justice on scoping of the review. This review was then absorbed into the overall Ministry of Justice-led Effective Interventions project. The Department contributed to the preparation of the changes to home detention announced by the Government in August 2006 as part of the approved overall Effective Interventions package.

Strategy: *Develop and maintain strong relationships with communities and community organisations*

Initiatives and Achievements 2005/06

Implement the induction, refresher and skills-based training programme for volunteers in all public prisons in accordance with the approved plan for the implementation of the Department's volunteers' policy.

The Department has developed and implemented induction, refresher and skills-based training programmes for volunteers in all Public Prisons Service regions.

Develop and implement strategies for the growth of the volunteer base in all public prisons.

The Department actively engaged with individuals and volunteer organisations to develop relationships, address concerns and remove barriers to encourage the involvement of more volunteers in prisons. As a result, the number of registered volunteers has grown from approximately 1,500 to 2,900 volunteers. The Department is continuing to proactively seek opportunities to increase this growth.

THEME 2 – IMPROVING RESPONSIVENESS TO MĀORI

The Department has identified the criticality of effectively addressing the needs of Māori offenders, who comprise over 50 percent of the prison population and over 45 percent of new starts on community-based sentences. Its *Māori Strategic Plan 2003–2008* outlines opportunities to build relationships and strengthen communications between Māori and Corrections. Participation of Māori in the Department's activities and initiatives will improve the effectiveness of the services that Corrections provides and help to achieve the contributory outcomes of protecting the public and reducing re-offending.

Strategy: *Work closely with Māori communities at a strategic and developmental level*

Initiatives and Achievements 2005/06

Develop the operating requirements for the Pua Wananga and the Kaitiaki Model for the Northland Region Corrections Facility.

This project is close to completion. Ngati Rangī and prison management have been closely involved in the development of a Māori cultural framework for the Pua Wananga. This framework provides a tikanga Māori environment that motivates prisoners to address their offending behaviours and supports prisoner reintegration activities.

Strategy: *Include and engage Māori whānau and hapu*

Initiatives and Achievements 2005/06

Continue the development and implementation of initiatives contained in the Whānau Involvement Plan including:

- *investigate maximising the Whānau Liaison Worker's role to include women inmates, non-Māori Focus Unit inmates and youth.*
- *develop an interagency framework to improve access to services for inmates' whānau, within the context of the ongoing pilot reintegration initiatives.*
- *investigate the feasibility and key features of a mentoring model for youth (tuakana/teina).*
- *undertake a facility stocktake to determine opportunities for more effective engagement between offenders and their whānau in corrections facilities.*
- *develop a 'working with whānau' guide as a practical resource for the Department's Services.*

The five projects under this initiative were reviewed in late 2005, resulting in three of the five projects being withdrawn from the work programme. Preliminary work on the project to develop an interagency framework to improve access to services for prisoners' whānau indicated a number of reintegration initiatives already existed across the Department which are effectively improving access for prisoners' whānau. Findings on the project to investigate the feasibility and key features of a mentoring model for youth (tuakana/teina) indicated high costs and pressure on Public Prisons Service and Probation and Offender Services staff would make this project unfeasible.

During the year, there was also a shift in the Department's emphasis to focus on policy initiatives to develop and strengthen tikanga Māori operating models for prisons which will more effectively contribute to reducing Māori re-offending. This shift in focus led to a decision that there were other initiatives of a higher priority than the project to undertake a facility stocktake to determine opportunities for more effective engagement between offenders and their whānau in corrections facilities.

Considerable progress was made on the remaining project to maximise the role of Whānau Liaison Workers. Full consultation with all involved resulted in a smooth transfer of the roles from the Psychological Service to the Public Prisons Service, and work has commenced to widen the scope of the roles to include women prisoners, non-Māori Focus Unit prisoners and youth. This work will be completed in 2006/07.

The remaining project to develop a 'working with whānau' guide was also completed.

The Department continues to ensure that opportunities to involve whānau in key offender management components such as assessment, induction, sentence planning, and sentence management and reintegrative processes etc, are maximised where appropriate.

Strategy: Integrate Māori world views into programmes and services

Initiatives and Achievements 2005/06

Implement the Tikanga Māori Programme for women serving community-based sentences (subject to the outcome of the evaluation of the pilot in July 2005).

Successful pilots of the Wahine Tikanga Māori Programme for women serving community-based sentences were completed at Community Probation Service sites in the Hawke's Bay/Gisborne and Taitokerau areas. The programme will be available nationally from September 2006.

Strategy: Build the responsiveness of the Department

Initiatives and Achievements 2005/06

Develop mechanisms through which the Department can optimise Māori responsiveness initiatives to achieve better outcomes for Māori.

This project, including its description, project plan and key milestones, were reviewed to reflect the shift in the Department's emphasis to focus on policy initiatives to develop and strengthen tikanga Māori operating models for prisons which will more effectively contribute to reducing Māori re-offending. The description was revised to "Develop an approach to strengthen the Department's effectiveness for Māori in order to reduce re-offending".

The key output of the project will be a toolkit that measures the Department's effectiveness for Māori offenders. Initial analysis has been completed and work will continue in 2006/07 in conjunction with the related review of the Framework for Reducing Māori Offending (FReMO). FReMO is an analytical tool designed to guide the development of policy, interventions and research. It provides a step-by-step process that highlights each of the key areas such as the Māori perspective and the enhancement of tikanga Māori that must be factored in as being crucial to successful outcomes.

THEME 3 – CONTRIBUTING TO REDUCING RE-OFFENDING

One of the outcomes for the Department, and therefore a theme area, is to contribute towards an overall reduction in the level of re-offending.

Using a range of strategies and initiatives the Department will work to address the risks of re-offending. This will be achieved through the provision of rehabilitative and reintegrative interventions and activities designed to assist offenders to address their offending behaviours and return successfully to the community.

Strategy: Increase the effectiveness of initiatives to reduce re-offending

Initiatives and Achievements 2005/06

Integrate the activities of the Department's major reintegrative service providers within the framework of the Department's new reintegrative initiatives.

The Department liaised directly with the New Zealand Prisoners' Aid and Rehabilitation Society (NZPARS) to ensure the delivery of reintegrative services and to facilitate appropriate interaction between prisons-based WINZ reintegration case workers and the Department's reintegration workers. This work is continuing as detailed operating guidelines are developed for the new departmental reintegration workers. The Auckland Prisoners' Aid and Rehabilitation Society (PARS) is also contracted to provide the Department's supported accommodation pilot service in Auckland, contributing to the closer alignment of NZPARS activities and the Department's reintegrative initiatives.

Implement initiatives associated with improvement in the quality of programme delivery to offenders in prison and in the community by 31 December 2005.

The focus during 2005/06 was to develop and implement a credentialing process for programme facilitators as the first key step in implementing quality improvements to programme delivery. This required alignment with a number of other related activities including performance management, facilitator training and supervision. Preparation for the credentialing process commenced in late 2005. The credentialing panel, implemented to assess facilitators' skill level, was appointed and will meet during the first quarter of 2006/07.

Improve the design of measurement tools to better identify the reconviction and re-offending rates of offenders who have participated in the major rehabilitative interventions, by July 2005.

The Recidivism Index (RI) and Rehabilitation Quotient (RQ) methodology was extensively revised and refined, and fully automated within the Department's data warehouse. The completion of this 18-month project in July 2005 enabled valid RI and RQ results to be calculated for inclusion in the 2004/05 Annual Report. Further refinement of the methodology continued throughout 2005/06.

Establish 13 reintegration workers in prisons to co-ordinate reintegration activities for prisoners by 30 June 2006 and a further three by 30 June 2007.

A strategy to establish 13 reintegration worker positions in prisons was developed and approved in early 2005/06. Project planning was implemented and an initial three temporary reintegration worker positions were established during the pilot phase of the project. The permanent positions were established by year-end with appointments to be made in 2006/07.

Following the June 2005 evaluation of outcomes of Reintegrative Support Services for offenders and their families, decide on the future of the initiative by 30 August 2005.

The current contracts for the provision of the pilots were not renewed, and provision of the current Te Atea and Te Hokinga Mai will cease at the end of September 2006. The future of reintegrative support services will be reviewed in the context of other reintegrative activities, such as supported accommodation and reintegration case workers. This will inform future delivery and reintegrative activity funding bids.

Implement the changes from the review of the content of the 100-hour Criminogenic Programmes for Offenders in prison and in the community and implement changes by 30 June 2006.

R Theme 3 – Contributing to Reducing Re-offending

REDUCING RE-OFFENDING

During 2005/06 the Department reviewed its criminogenic programmes and agreed to the design of a new suite of criminogenic programmes, including the replacement of the existing 100-hour criminogenic programmes with a new medium-intensity criminogenic programme. Design work on the new medium-intensity programme was completed by 30 June 2006. Phased implementation will begin in September 2006 and continue throughout 2006/07.

Implement the newly designed Criminogenic Programme, and Structured Individual Programme for women offenders by 31 December 2005.

The Criminogenic Programme for women was implemented at Arohata Women's Prison during 2005/06. The design work on the Structured Individual Programme was completed. The programme was piloted and is ready for implementation.

Review the effectiveness of the prison Drug Treatment Units and recommend improvements by 30 June 2006.

Extensive evaluation of the current Drug Treatment Unit programmes was undertaken and the report on the findings is being finalised. Recommendations on improvements to the units are now due by 31 December 2006.

Implement a new motivational Interviewing Programme to enhance Probation Officers' capability to improve the motivation of offenders in the community to address their offending by 30 June 2006.

The development of Motivational Techniques training was completed. Delivery to Probation Officers will take place throughout 2006/07.

Complete the pilot in Auckland of supported accommodation for high-need offenders by 31 December 2005 and complete the evaluation by 30 June 2006.

At year-end, the target of securing eight properties for the pilot in Auckland had been achieved, with a further two properties secured from July 2006. At 30 June 2006, five of the eight properties were tenanted, with the remainder to be tenanted by high-need offenders due for release in early 2006/07.

As some delays occurred in securing the properties thereby limiting the number of participants in the early stages of the pilot, evaluation of the pilot has been deferred to December 2006.

Strategy: Reduce the incidence of violent re-offending

Initiatives and Achievements 2005/06

Complete the research report on the treatment of very high-risk (psychopathic) offenders and design and pilot an intensive group treatment programme for high-risk violent offenders by 30 June 2007.

The research report on the treatment of very high-risk (psychopathic) offenders was completed and the outline of an intensive group treatment programme for high-risk violent offenders was prepared. Design of the programme will be completed and the programme piloted at Waikeria Prison during 2006/07.

Complete design and piloting of a new programme for high-risk adult rapists by 30 June 2006:

- *Implement a pilot intensive treatment programme for high-risk rapists in prison by 30 June 2006.*
- *Evaluate effectiveness of the pilot by 30 June 2007.*

The new programme for high-risk rapists was designed and the pilot commenced in March 2006 at Auckland Prison. A report on the effectiveness of the pilot will be prepared during 2006/07.

Strategy: Improve outcomes for Pacific peoples

Initiatives and Achievements 2005/06

Integrate the requirements for a Pacific Focus Unit into the commissioning planning for the Spring Hill Corrections Facility.

Plans for a Pacific Focus Unit were integrated into the commissioning planning for the new Spring Hill Corrections Facility. Construction of special facilities to support the unit is progressing in conjunction with the overall building programme. A detailed operating philosophy was developed, incorporating cultural approaches to pro-social behaviour.

Promulgate the Department's Pacific Strategy 2005–2008 and progress the initiatives identified therein.

The *Pacific Strategy 2005–2008* was launched and distributed in July 2005 and the Department progressed the development of a National Integrated Framework for Pacific staff networks. Initiatives included in the strategy were progressed throughout 2005/06. Two permanent Pacific Community Liaison Worker positions for the Auckland and Waikato regions were established. Key policy was developed for the operations of the Pacific Focus Unit and Fale at Spring Hill Corrections Facility, and a guideline produced on Pacific community participation in prisons. Ongoing support was provided to the Chief Executive's Pacific Advisory Group (CEPAG) and to Pacific Advisory Group meetings at Auckland and Waikato, and externally to the Ministry of Pacific Island Affairs senior officials group.

Strategy: Return young offenders to a positive role in society

Initiatives and Achievements 2005/06

Complete Year 4 of the Reducing Youth Offending Programme pilots in Auckland and Christchurch.

Complete the evaluation of the effectiveness of the Reducing Youth Offending Pilot Programme pilot and make appropriate recommendations for the future delivery of the programme.

The evaluation of the effectiveness of the programme was finalised and a key finding of the evaluation was that the Reducing Youth Offending Programme was more likely to be effective with youth in Child, Youth and Family care rather than those in the Department's care. In April 2006, it was decided to refocus the programme to concentrate on younger offenders. From July 2006, the programme will be managed solely by Child, Youth and Family and delivered only to young offenders in the youth justice system.

Strategy: Assist offenders to achieve and maintain long-term employment

Initiatives and Achievements 2005/06

Review release-to-work policies to ensure optimal numbers of prisoners receive work experience in the community prior to release from prison by 30 September 2005 and commence implementation from October 2005.

Review of the release-to-work policies is now complete. However, operational issues prolonged the review and the subsequent implementation of recommendations. Release-to-work is also a key aspect of the Department's wider *Prisoner Employment Strategy 2006–2009* released in May 2006 (see the next initiative below). The Department continues to work to identify and remove barriers to making prisoners available for release-to-work. Operational policy and practice is being revised to ensure greater prisoner participation without compromising community safety. The Department is also working with the Ministry of Social Development to use their skills and resources to identify and make additional employment opportunities available.

Implement new initiatives to improve vocational training and employment outcomes for offenders:

- *Complete a strategic plan by 31 July 2005 that outlines the direction for offender training and employment and pulls together all activities and initiatives aimed at increasing the emphasis on offenders obtaining skills and experience to obtain sustainable post-release employment.*
- *Develop a business case for industry-accredited training and employment experience for offenders by September 2005.*

R Theme 3 – Contributing to Reducing Re-offending

REDUCING RE-OFFENDING

- *Support the Ministry of Social Development with the implementation of its “In Work Support” pilot for offenders released from prison in Auckland.*
- *Continue Implementation of initiatives to place home detainees into work and training.*
- *Implement the new approach to the training and education of offenders in the Young Offenders Units by 30 June 2006.*
- *Support the Ministry of Social Development with the establishment of its offender employment support teams in all regions by 30 June 2006.*

The Department released its *Prisoner Employment Strategy 2006–2009* in May 2006. The strategy sets the strategic platform for the delivery of employment, education and employment-related training within prisons. The strategy recognises the real benefits that developing prisoner work ethic and marketable skills leading to post-release employment can have on reducing re-offending. It also outlines the programme of work necessary to achieve greater prisoner participation in employment, education and employment-related training.

In addition, the Department is now working closely with the Ministry of Social Development. Work and Income case managers and work brokers are now operating at all prisons and assisting prisoners with work and benefit issues prior to release.

THEME 4 – ENHANCING CAPABILITY AND CAPACITY

To achieve the first three themes the Department requires increased capability and capacity. This theme focuses on ensuring the Department has in place the right resources, people, support systems and infrastructure.

Enhanced capability and capacity is also required to ensure that the Crown assets for which the Department is responsible, are efficiently and effectively used towards the achievement of Government outcomes.

Strategy: *Develop the capability and capacity of staff and managers*

Initiatives and Achievements 2005/06

Implement the Management Development Programme, including additional core training and development programmes together with support and monitoring tools.

2005/06 saw a larger than planned uptake of the Department's Management at Corrections Programme modules. Originally, 380 attendees were planned, however a reprioritisation of management development initiatives allowed 525 managers to attend Management at Corrections training modules by year-end.

Attendees on Management at Corrections workshops received a manager toolkit of quick-reference material. As familiarity with this support resource grows, so has the demand for it from non-attendees. Additional copies will be produced in 2006/07 to meet this demand.

Development also started in 2005/06 on two new modules that will be available for delivery in 2006/07. These modules will cover coaching and recruitment/selection.

A specific department-wide management development plan and reporting process was implemented in 2005/06 and has provided a valuable means of monitoring progress against the plan across the Department's Services. The template planning and reporting process will be extended to cover wider department-wide training and development in 2006/07 to aid overall capability planning.

Complete a review of the capacity of Probation Officers to increase their focus on reintegrative services in line with other initiatives and implement from August 2005.

Following completion of the review of Probation Officer involvement in reintegrative activities, the time available to Probation Officers to work with offenders in this area was increased. The Community Probation Service has also increased its focus on enabling Probation Officers to work more effectively with other agencies and positions, including Work and Income case workers and departmental reintegration workers.

Implement by 30 June 2006 a new suite of training for managers and Probation Officers in the Community Probation Service aimed at improving performance in assessing, and managing offenders in the community, and in working with other parts of the Department and external agencies.

The Probation Officer Curriculum was launched during 2005/06 with 108 new Probation Officers receiving the new suite of training. Community Probation Service managers participated fully in the Department's Management at Corrections training programme, and attended 52 courses covering the Performance Management, Responsiveness to Māori, Finance and Business Planning, and Health and Safety modules. Effective Offender Management (EOM) training was also provided to 385 Community Probation Service frontline staff and managers.

Strategy: Provide an increasingly safe and healthy work environment

Initiatives and Achievements 2005/06

Implement the 2005/06 component of the Department's 2005/08 Health and Safety Strategic Plan.

2005/06 was a year of significant successes for health and safety. Processes were well bedded in, and much headway was made in training and information.

Key features for health and safety in the Department during 2005/06 included the following:

- The Department's *2005–2008 Health and Safety Strategy* was approved in August 2005. Each Group and Service within the Department produced its own annual plan based on the department-wide strategy, which was implemented and is reviewed on a quarterly basis.
- The Department maintained primary level status in the ACC Partnership Programme. This followed the audit which indicated a number of significant improvements over the previous year, with some areas of the business working at a higher level than Primary.
- The Department engaged a new Third Party Administrator (TPA) and the transfer was seamless.
- In accordance with the Health and Safety in Employment Amendment Act, a system of employee representatives has been in place for two years and this system is working well. A large number of employees have been trained each year.
- The Management at Corrections health and safety training workshop module was implemented.
- Work commenced to standardise the forms used for health and safety and also bring in a document control and version control system.
- The Department joined the Site Safe movement in the construction industry and operates the recognised passport system on all significant construction projects. All supervising staff are also accredited under the scheme.

Strategy: Continue to develop information management processes that support the Department's business

Initiatives and Achievements 2005/06

Continue the development of IOMS and the Department's data warehouse in accordance with the recommendations of the IOMS Review and the Information Technology Operational Strategy 2003–08. Specifically, to ensure that all information required for cross-service management and reintegration of offenders is available in a timely, easily accessible and seamless manner.

During the year, work continued on the enhancements to and improvement in compatibility of the computerised Integrated Offender Management System (IOMS) and the Corrections Analysis and Reporting System (CARS) in accordance with the work programme identified in the *Information Technology Operational Strategy 2003–2008* and recommendations of the IOMS review. This work included the completion of user requirements by the Department's Groups and Services and the piloting of some non-financial outputs of the CARS system. By year-end, the review and design stages of the full release of the two updated systems were complete and construction of the core work streams nearing completion. Final release is expected in October 2006.

Strategy: Provide facilities to meet projected demand

Initiatives and Achievements 2005/06

Continue the implementation of the Regional Prisons Development Project including:

- *Fully commission the Northland Region Corrections Facility in the second quarter of 2005/06, commence the commissioning of the Auckland Region Women's Corrections Facility, and commence commissioning planning for the Spring Hill Corrections Facility and the Otago Region Corrections Facility.*
- *Complete construction of the Auckland Region Women's Corrections Facility by 31 May 2006, and progress the construction of the Spring Hill Corrections Facility and the Otago Region Corrections Facility.*

The first of the four new corrections facilities, the 350-bed Northland Region Corrections Facility at Ngawha, near Kaikohe, was opened in March 2005. Its commissioning was accelerated due to the growing pressure on prison accommodation, so that it was operating at normal capacity by October 2005.

The Auckland Region Women's Corrections Facility was completed on 31 May 2006. The facility was officially opened by the Prime Minister on 22 June 2006. All operational and commissioning activities proceeded to plan and the first prisoners were received on 2 August 2006. This was a significant achievement as the facility size was increased from 150 to 286 beds part way through the construction programme to meet continued growth in female prisoner numbers.

Construction of the Spring Hill Corrections Facility and Otago Region Corrections Facility progressed to plan with construction on target to be complete in 2007. Commissioning planning was completed and commissioning activities are underway.

Complete the provision of the additional prison accommodation of 493 beds as approved by Cabinet, including the provision of 80 new self-care beds in prisons by 31 August 2005 to help manage the reintegration of long-term prisoners nearing release from prison.

The additional 493 prison beds were delivered on time and within budget, including the 80 new self-care beds. A building programme was also approved to provide a further 180 beds and 100 disaster recovery beds. This programme is running to plan.

Complete the relocation of Ohura Prison to the new unit at Tongariro/Rangipo Prison in the third quarter of 2005/06.

Ohura Prison was closed on 30 November 2005 as planned, with prisoners, most staff and other resources transferred to Tongariro/Rangipo Prison. Given prison population pressures and building code requirements, it was decided to build new prison huts at Tongariro/Rangipo Prison and relocate the Ohura Prison huts to Waikeria Prison where the Ohura cell huts could be re-used with minimum rebuild. By year-end, 120 new beds had been commissioned at Tongariro/Rangipo Prison, and the Ohura Prison huts successfully relocated to Waikeria Prison.

MEASURING OUTCOMES – ACHIEVEMENTS IN 2005/06

Protecting the Public

The departmental outcome of 'protecting the public' is primarily attained by the strategies and initiatives outlined in Theme 1 of the Strategic Business Plan. Progress towards the achievement of the outcome is measured through analysis of data collected across a range of quality and effectiveness measures designed to ensure offenders are being managed in a safe, secure and humane manner. These include measuring and monitoring:

- compliance with, and the administration of, sentences and orders
- the number of escapes that occur from prisons and while under escort or supervision
- the number and severity of incidents, including deaths in custody.

A number of these measures are included in the Statement of Service Performance objectives for output classes 2 to 5 in Part Four of this Annual Report. Other measures are included in the Department's performance management framework or provided from internationally benchmarked data.

International Benchmarks

As stated in the Managing for Outcomes section in Part One of this Annual Report, the Department has developed close working relationships, and participates in the exchange of information with a number of overseas jurisdictions, such as Australia, Canada, England and Wales, and Scotland. The information exchanged has been used to develop benchmarks comparing performance across a range of indicators, including prisoner-to-staff ratios, costs of securing prisoners and occupancy statistics. This data is important because the Department is not able to compare performance in its core offender management functions against other New Zealand organisations.

In making these comparisons, the Department assesses the comparability of the data in question. Where the jurisdictions have similar business operations, definitions and counting rules, there is high comparability, allowing benchmarking with no adjustments. Where the jurisdictions have similar business operations, but minor inconsistencies in definitions and counting rules, there is medium comparability, providing a reasonable benchmark comparison, although one that may require small adjustments to data and counting. Where the jurisdictions again have similar operations but different definitions and counting rules, adjustments would be required before true benchmark comparisons could be made, and therefore comparability is low. Such adjustments have not been made to the data reported in this Annual Report.

The Department's use of international benchmarking continues to develop. The data available still stands largely alone and further analysis is required before informed comparison may be made between New Zealand and its benchmark jurisdictions. Full comparisons need to take account of a range of variables. For example, Scotland, with lower costs than New Zealand, also has lower prisoner/staff ratios, a higher occupancy rate and higher assault rates, but lower death rates and lower rates of escapes while positive drug tests are at similar levels. From this, it is not yet possible to draw firm conclusions about the relative performance of the New Zealand and Scottish prison systems. Some observations, however, are made in the commentary accompanying the tables on the following pages.

The tables on the following pages illustrate the significant progress that has been made in recent years towards improving the Department's performance in a number of key areas. The information is also presented (where relevant) in comparison with the Department's international benchmark jurisdictions.

Efficiency Indicators

This range of indicators demonstrates the efficient nature of resource management in the Department and in comparison with other benchmark jurisdictions.

Cost per Prisoner per Day

One component in determining the performance of the corrections system is an assessment of the basis of the costs of accommodating a prisoner.

The cost per prisoner per day has increased from \$161.91 in 2004/05 to \$188.71 in 2005/06. The major reason for the increase was the “cost of capital” in 2005/06 for new facilities that are under construction or not yet operating at full capacity. If this factor was to be excluded, the cost per prisoner per day would have increased to \$167.30 in 2005/06 primarily due to increased operational costs of meeting higher than forecast prisoner numbers.

International comparisons of costs between jurisdictions are based on the average daily cost per prisoner using the Economist Annual Comparison Index. Despite a trend for increasing costs for New Zealand prisons (largely driven by increased capital investment), New Zealand ranks in the mid-range of the benchmarked jurisdictions.

Comparable figures for the 2003/04 and 2004/05 financial years for England and Wales are not available due to the public prison service being transferred to operate under the National Offender Management Service (NOMS) in June 2004. Previously the prison service operated under Correctional Services as part of the UK Home Office, which included costs associated with private prisons.

FIGURE 1: COST PER PRISONER PER DAY

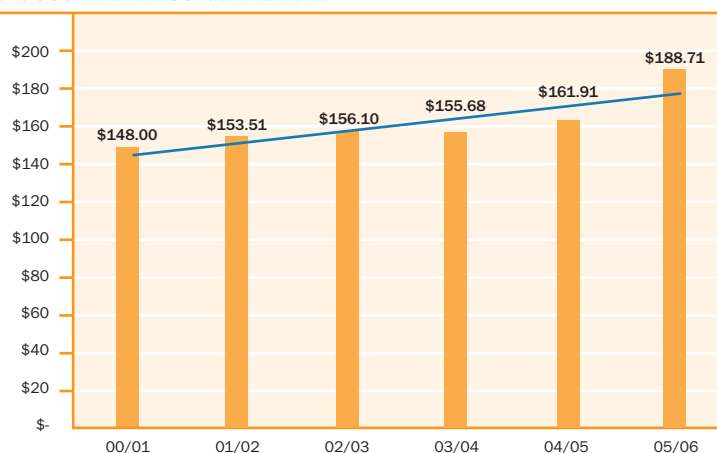
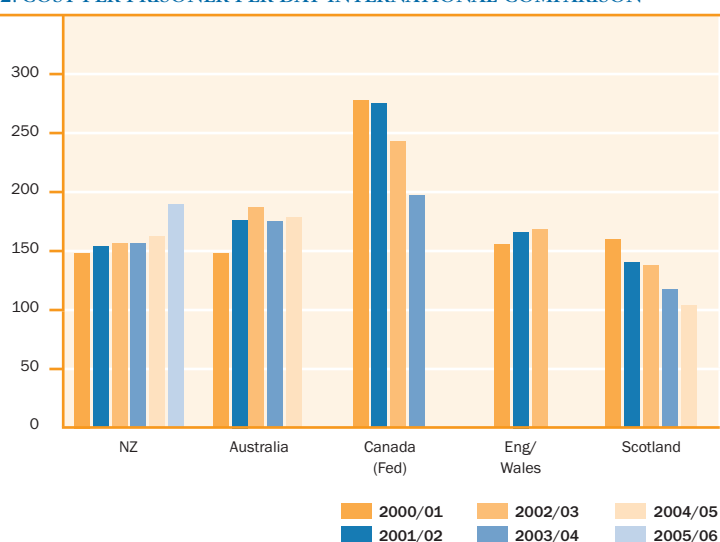


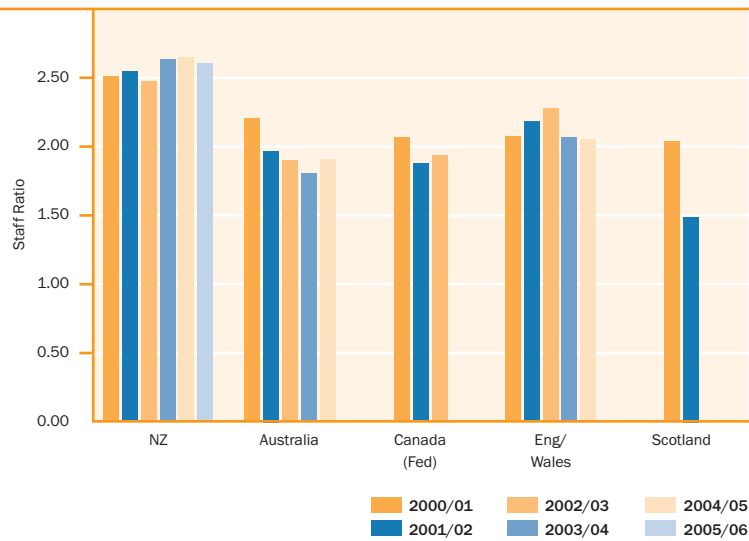
FIGURE 2: COST PER PRISONER PER DAY INTERNATIONAL COMPARISON



Measuring Outcomes Report

PROTECTING THE PUBLIC

FIGURE 3: PRISONER/FRONTLINE STAFF RATIO



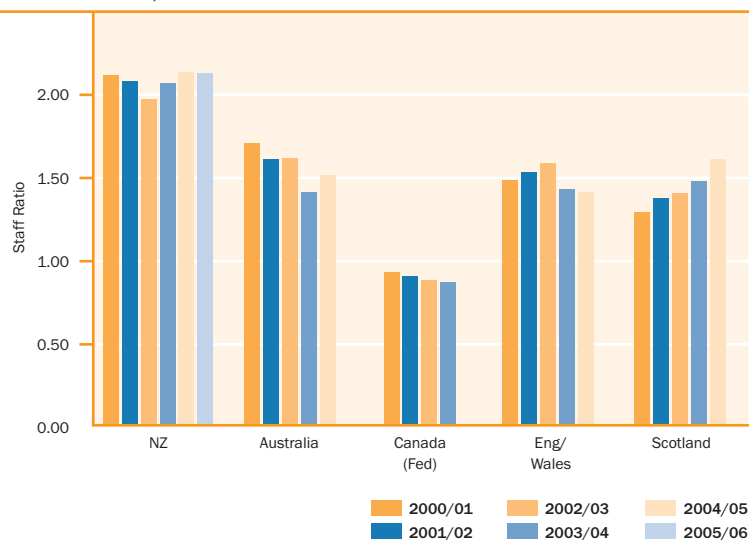
Prisoner/Frontline Staff Ratio

The ratio of prisoners to full-time equivalent (FTE) frontline staff identifies the number of prisoners for each staff member and thus highlights the level of staff supervision available. Figure 3 compares the ratio of the average number of prisoners per annum to FTE frontline staff at the reporting date, across jurisdictions.

New Zealand has had the highest number of prisoners to each frontline staff member of all the jurisdictions since 2000/01. Scotland had the lowest number (a three-year rolling average ratio of 1.6 from 2000/01 to 2001/02) but has not reported on this measure in the last three years.

NB: Data not available for Canada 2003/04 and 2004/05 or Scotland 2002/03, 2003/04 and 2004/05.

FIGURE 4: PRISONER/TOTAL STAFF RATIO



Prisoner/Total Staff Ratio

New Zealand's ratio of prisoners to total staff exceeds that of the other international jurisdictions. In New Zealand there has been an average of two prisoners to one staff member over the period from 2000/01 to 2005/06.

NB: Data not available for Canada 2004/05.

Occupancy

Occupancy is based on the average number of available (permanent) prison beds and the average prison population for the year.

The optimum rate of prison utilisation is between 85 and 95 percent, which allows facilities to accommodate the transfer of prisoners, provide for special purpose accommodation (for example, protection units), provide separate facilities for males and females and for different security levels, and facilitates the management of short-term fluctuations in prisoner numbers. New Zealand's occupancy rate will fluctuate over time, as new prison facilities are developed to cater for the increases in prisoner numbers. Average occupancy for the 2005/06 year was 97.7 percent.

Of the jurisdictions that provided data in 2004/05, none fell within the preferred range of 85 to 95 percent of design capacity for total prisoners. The comparability of the New Zealand data with the other jurisdictions is assessed as being medium to low.

NB: Data not available for Canada 2000/01, 2001/02, 2003/04 and 2004/05 or Scotland 2002/03, 2003/04 and 2004/05 or England/Wales 2004/05. Further efforts will be made to obtain information for international jurisdictions over the next financial year; if information continues to be unavailable the jurisdiction will be removed from future reports.

FIGURE 5: OCCUPANCY - NEW ZEALAND

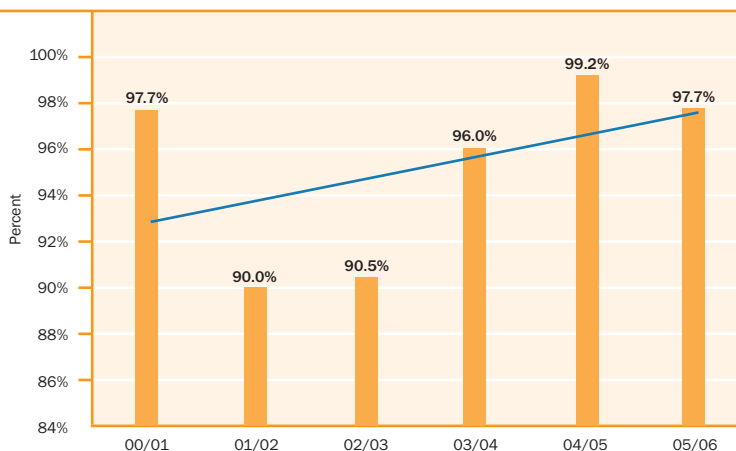
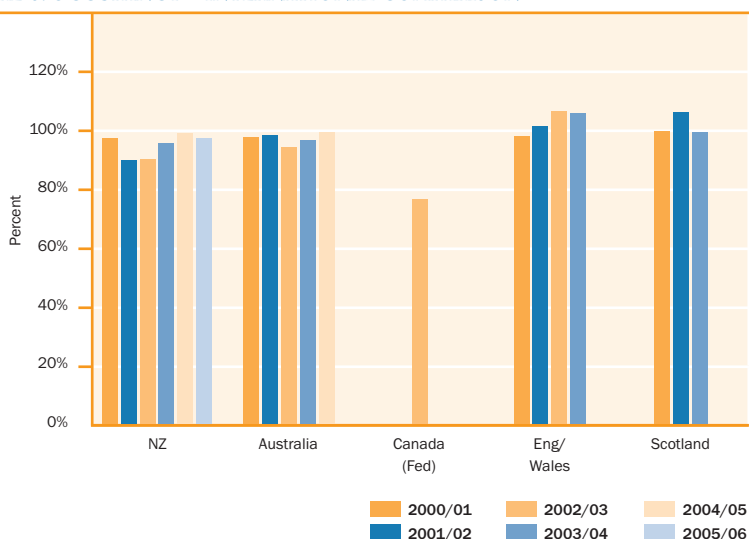


FIGURE 6: OCCUPANCY - INTERNATIONAL COMPARISON



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FIGURE 7: PRISONER/PRISONER ASSAULT (SERIOUS)

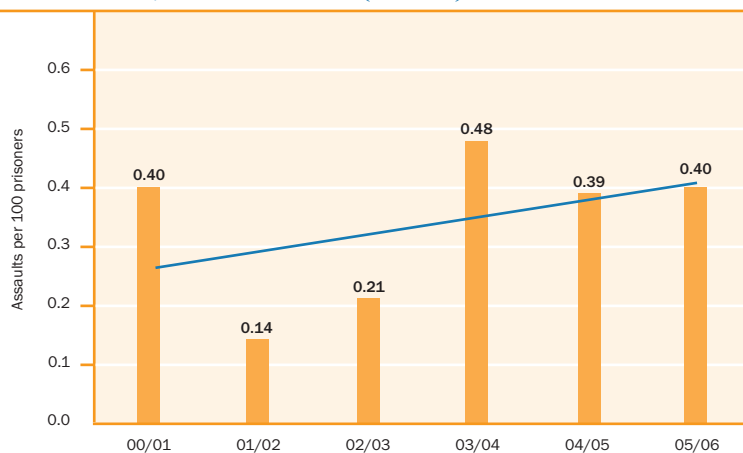
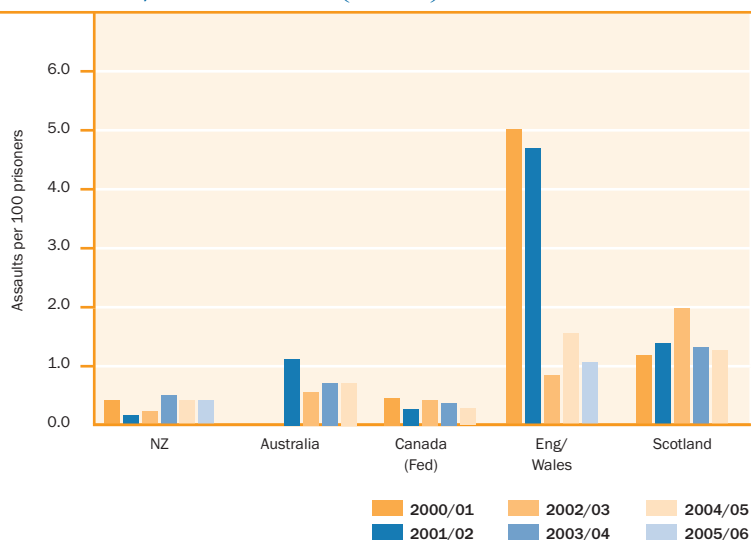


FIGURE 8: PRISONER/PRISONER ASSAULT (SERIOUS) INTERNATIONAL COMPARISON



Quality Indicators

Quality indicators measure prison management and the health and safe containment of prisoners. This includes the provision of interventions that address the causes of offending and support successful reintegration into the community.

Prisoner/Prisoner Assault (Serious)

A serious assault is defined as one where the victim requires overnight hospitalisation or ongoing medical intervention. Figures 7 and 8 show the number of serious prisoner/prisoner assaults per 100 prisoners.

There was a decline in the number of serious assaults reported in New Zealand prisons during the financial years 2001/02 and 2002/03. That trend has changed slightly since 2003, but the results are still well below the rates reported during 1997/98. The rate of 0.40 for 2005/06 represents a total of 30 serious assaults by prisoners on prisoners, and a slight increase on the result for the 2004/05 financial year. This represents a very favourable result despite the considerable operational pressures from the continuing high prison population levels.

Internationally, in 2004/05, New Zealand had a rate of serious assaults significantly lower than Scotland, Australia and England/Wales. However, the comparability of the New Zealand data is low with Australia and is not directly comparable with the other jurisdictions because of different counting rules.

NB: Data not available for Australia 2000/01.

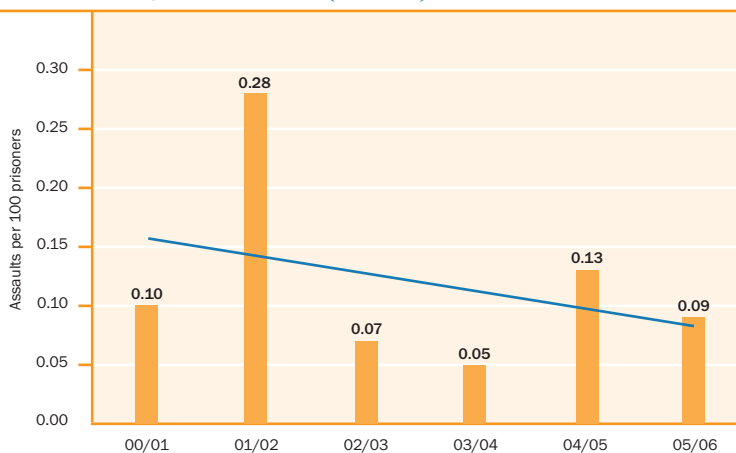
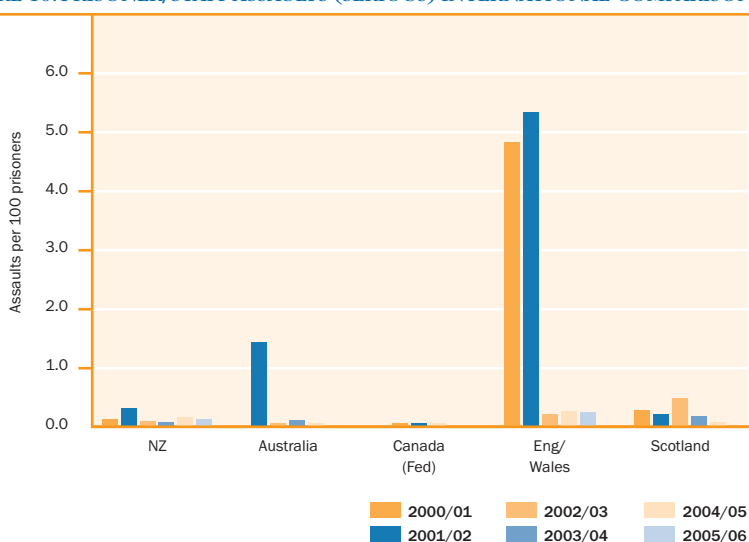
Prisoner/Staff Assault (Serious)

Serious assaults by prisoners on staff are those where the victim requires overnight hospitalisation or ongoing medical intervention. The rate of serious assault (prisoner/staff) is reported per 100 prisoners.

There were seven serious assaults on staff in 2005/06 compared with nine in 2004/05, and the overall trend continues to be downward. This represents a very favourable result despite the considerable operational pressures from the continuing high prison population levels.

New Zealand's low rate of serious prisoner/staff assaults is consistent with the other jurisdictions. England/Wales has not provided data for 2003/04, however, its serious assault rate reduced dramatically in the 2002/03 year. It is not apparent whether this is a result of improved prisoner management regimes or reporting/definitional issues. The comparability of this data is assessed as low.

NB: Canada's reported rate for 2002/03 and 2003/04 was nil.

FIGURE 9: PRISONER/STAFF ASSAULTS (SERIOUS)**FIGURE 10: PRISONER/STAFF ASSAULTS (SERIOUS) INTERNATIONAL COMPARISON**

Measuring Outcomes Report

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FIGURE 11: UNNATURAL DEATHS IN CUSTODY

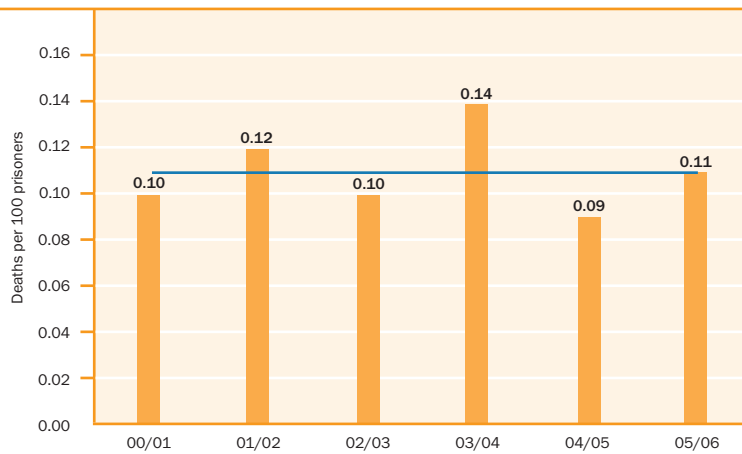
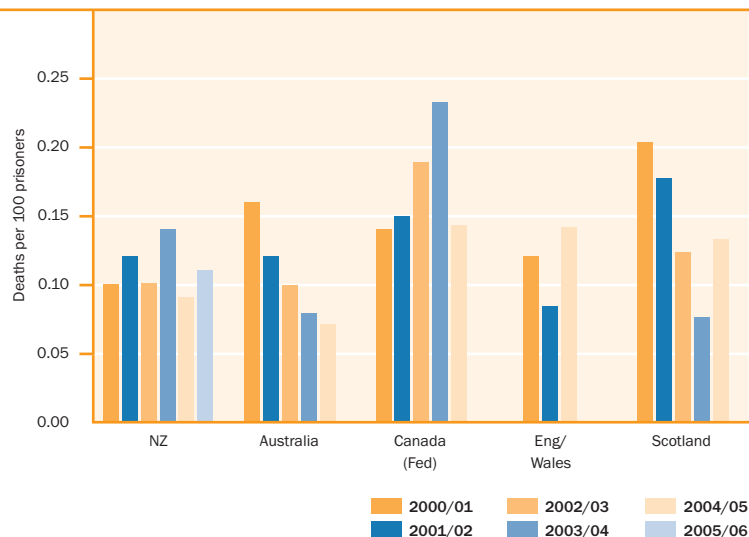


FIGURE 12: UNNATURAL DEATHS IN CUSTODY - INTERNATIONAL COMPARISON



Deaths in Custody

The corrections system has to deal with a high proportion of people with a propensity to self-harm in prison. Deaths in custody are regrettable and are a serious matter subject to independent investigation.

Unnatural Deaths in Custody

Unnatural deaths include suicides, homicides, deaths by drug overdose and deaths by accident. The majority of unnatural deaths in prisons are suicides.

Recent trends in this area in the New Zealand corrections system remain positive. In 2005/06, there were eight unnatural deaths in prison (0.11 per 100 prisoners) 2004/05, which represents two more deaths than in the 2004/05 financial year.

The rate of unnatural deaths in New Zealand remains below that of Canada, however, it has increased above that of Australia. England/Wales have not supplied data on this measure for the 20002/03 and 2004/05 financial years. The comparability of the New Zealand data is high with all the other jurisdictions.

NB: Data not available for England/Wales 2002/03 and 2003/04.

Suicides in Custody

Prisoner suicide reduction continues to be a key priority for the Department. Figure 13 reports the trend in the number of suicides per 100 prisoners.

There were six suicides (0.08 per 100 prisoners) in 2005/06, two remand prisoners and four sentenced prisoners, one more than in the 2004/05 financial year.

New Zealand's suicide rate has historically been lower than its international benchmark jurisdictions, apart from Canada, where prisoners sentenced to less than two years are not included in the federal statistics.

FIGURE 13: SUICIDES IN CUSTODY

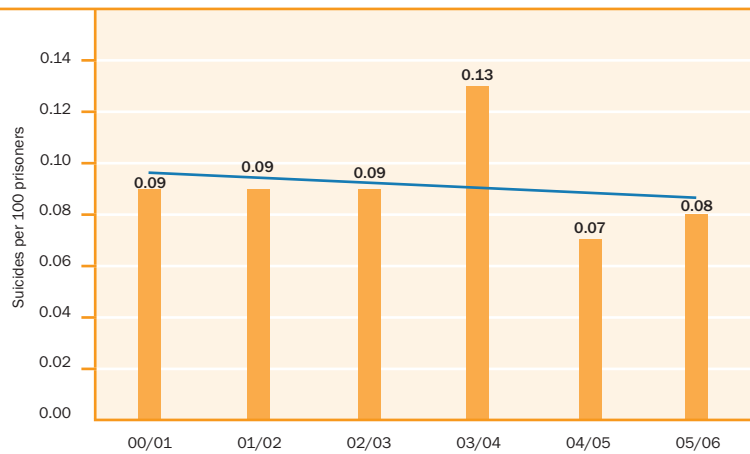
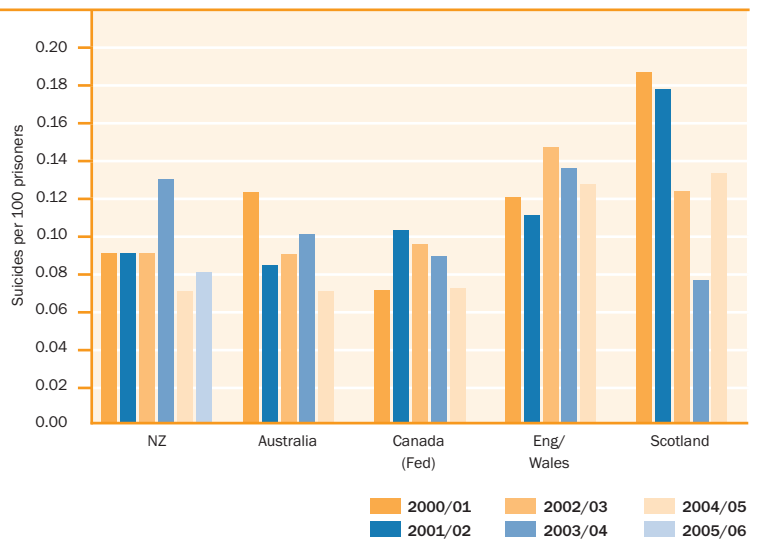


FIGURE 14: SUICIDES IN CUSTODY - INTERNATIONAL COMPARISON



Measuring Outcomes Report

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FIGURE 15: BREAKOUT ESCAPES

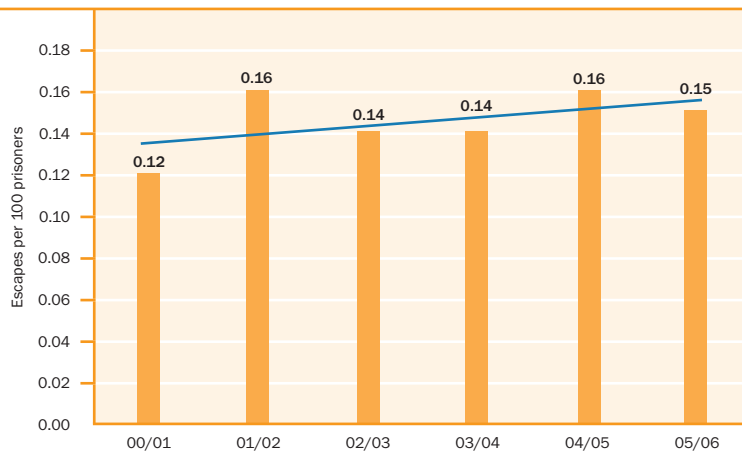
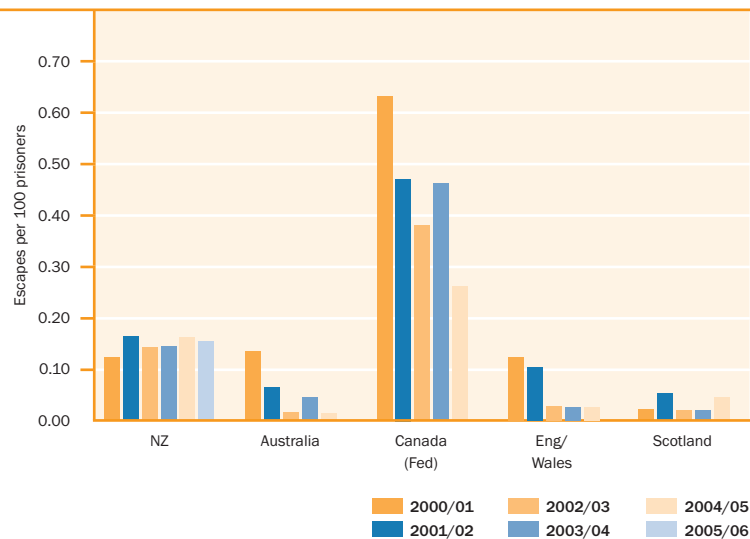


FIGURE 16: BREAKOUT ESCAPES – INTERNATIONAL COMPARISON



Escapes from Prison

The total number of prisoner escapes in New Zealand against all security classifications in 2005/06 was 20, compared with 19 in 2004/05.

Figure 15 shows the trend in breakout escapes per 100 prisoners. A breakout escape is one where a prisoner has breached security measures and has physically left the area contained by the outermost perimeter security fence, or, if there is no such fence, prison buildings, police cell, court complex or other place of custodial control.

Of the 20 escapes in 2005/06, there was a total of 11 breakout escapes – the same number as in 2004/05 – although the average prison population has increased by 9.3 percent.

The comparability of New Zealand data on breakout escapes (Figure 16) is medium with Canada and Scotland, but low with Australia and England/Wales. Canadian data excludes prisoners serving sentences of less than two years, who are not accommodated in federal prisons.

Drug and Alcohol Use by Offenders

In November 2004, the Department introduced its *Strategy to Reduce Drug and Alcohol Use by Offenders 2005–2008*. This strategy, the third to be released since 1998, builds on the progress achieved under the previous two strategies and outlines directions and initiatives for the 2005–2008 periods and beyond. The primary point of difference from previous strategies is that the current strategy extends its focus, as much as practicable, beyond prisons to offenders serving community-based sentences.

The strategy also has an increased focus on what works to reduce drug and alcohol use by Māori offenders. A number of projects, outside the specific scope of the strategy, are being undertaken to improve the involvement of whānau, hapu, iwi and Māori providers in the Department's work with offenders, but which will be relevant to future directions in reducing Māori offender drug use and re-offending. These projects include investigating the development of programmes for whānau that sit within or parallel to offender programmes, and reviewing rehabilitation programmes (such as the 100-hour substance abuse programme) with the view to increasing whānau involvement.

The strategy recognises that a large proportion of prisoners have drug and alcohol problems. These problems are often a significant factor in their offending behaviours. Drug use in prison perpetuates the dependency problems and the illegal lifestyles of prisoners. It also creates problems for their relatives and friends (such as the pressure to supply drugs) and for prison staff in the management and rehabilitation of prisoners.

The Department's drug strategy is designed around three key objectives:

- enhancing efforts to reduce the supply of drugs to offenders

- strengthening efforts to reduce offenders' demand for drugs
- increasing attention on reducing the harm caused by drugs.

The strategy is supported by drug testing of prisoners and strict detection procedures. Drug detection dogs are regularly used at visitor checkpoints, and for random searches of prison buildings and land. Anyone found bringing drugs into a prison is banned from visiting the prison.

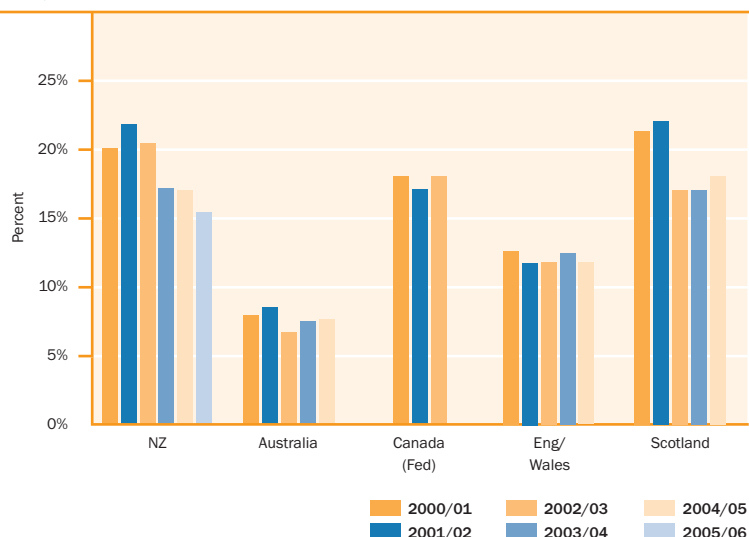
The total of positive results from general random drug tests for the year ended 30 June 2006 was 15 percent, compared with 17 percent for the previous year. Full results of drug tests are reported

on page 122. Of the total positive results to general random drug tests in 2005/06, 88 percent were positive for cannabinoids, with the remaining 12 percent positive for other drugs.

The comparability of drug-testing results between jurisdictions is regarded as low. Although drug-testing practice is similar, there are differences between jurisdictions in the percentages of prisoners randomly tested, the treatment of refusals and the length of time prisoners must serve before being available for random testing.

An international comparison of random drug testing results is shown in Figure 17.

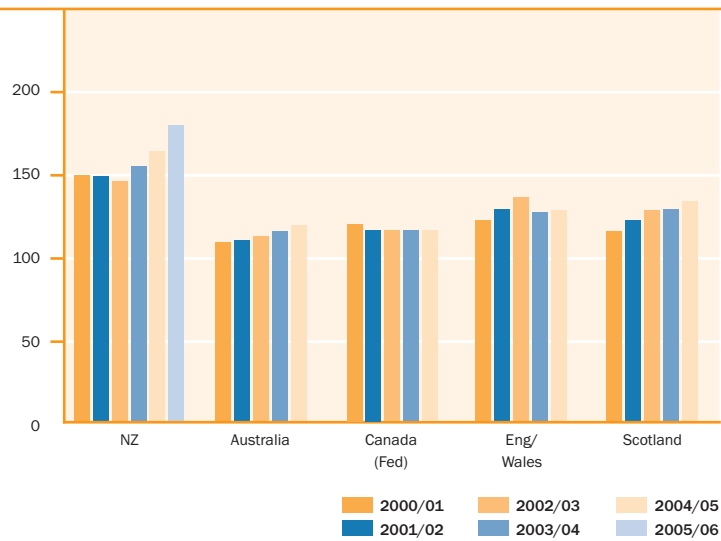
FIGURE 17: GENERAL RANDOM DRUG TESTS – INTERNATIONAL COMPARISON



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FIGURE 18: IMPRISONMENT RATE - INTERNATIONAL COMPARISON

**Imprisonment Rate**

The imprisonment rate identifies the number of people imprisoned per 100,000 of the national population. This is an indication of the extent to which prison is used as a sentencing option by the judiciary.

New Zealand has had the highest imprisonment rate of the five jurisdictions since 2000/01 and has continued to increase to a 2005/06 rate of 180 prisoners per 100,000 of national population. England/Wales, Scotland and Australia show marginal increases. The Canadian data excludes those prisoners serving sentences of less than two years who are accommodated in federal institutions.

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 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 - 42 of the Department's 2004/05 Annual Report (available at <http://www.corrections.govt.nz>).

Analysis of reported RI figures

Table 4 provides reconviction rates as recorded over 12 months, for those released from prison, or commencing community-based sentences, during the 2004/05 (1 April – 31 March) year, and Table 5 provides the rates over 24 months for those released from prison, or commencing community-based sentences, during the 2003/04 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 2005/06, when compared to the 2004/05 reported results, indicate small percentage decreases in average reconvictions and re-imprisonments for all offenders released from prison. For offenders commencing community-based sentences, there was a small decrease in reconviction rates and a very small increase in imprisonments.

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 (29% and 18% respectively) and reconviction rates for male offenders released from prison are also higher than for female offenders (42% and 32% respectively).
- The re-imprisonment and reconviction rates for Pacific peoples (21% and 32% respectively) were notably lower than those for Māori (30% and 45%) and Europeans (27% and 39%).
- 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. This difference was particularly marked for those released from prison to "back end" home detention, with the re-imprisonment rate (12%) being lower than almost every other sub-group of released prisoners.
- Prisoners granted early release on parole were re-convicted at rates lower than those subject to other types of release (other than home detention). Comparisons with the previous years' 12-month RI figures for parole releases reveal a continuing decline in reconvictions amongst this group.
- Re-imprisonment rates were higher for prisoners released from medium security classification (38% to 58%) than those for prisoners released from minimum security classification (24%).
- 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 (32% and 18% respectively). It is likely that older age (which bears a strong inverse relationship to risk) is linked to lower recidivism amongst longer-sentenced prisoners.

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.

Of interest is the fact that 'front-end' home detention is typically applied to those whose risk of re-offending is higher than other offenders serving community-based sentences. Nevertheless, these home detainees recorded a rate of reconviction lower than the rate for those sentenced to Community Work, and almost half that of those serving supervision orders. The current reconviction and re-imprisonment rates for 'front-end' home detainees are lower than the corresponding figures reported in 2004/05. In the case of 'front-end' reconvictions, the reduction is 2.5 percent.

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 percent and 50 percent over the 12-month rates. This year RI figures were also calculated at the 36-month follow-up point for offenders released from prison, or commencing community sentences in 2002/03. This revealed 10 – 20% increases in re-imprisonment and reconviction over the 24-month figures.

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.

TABLE 4: RECIDIVISM INDEX – 12 MONTHS FOLLOW-UP (PERCENTAGES) FOR 2004/05

Category	Group	Released from prison		Beginning community sentence	
		Reimprisoned	Reconvicted	Imprisoned	Reconvicted
All		27.7	41.1	8.2	28.7
Gender	Female	17.8	31.8	3.8	19.0
	Male	28.6	42.0	9.3	31.1
Ethnicity	European	27.0	39.2	7.0	27.2
	Māori	29.9	44.9	10.0	32.2
	Pacific	20.5	31.9	5.8	21.3
	Other (incl. Asian)	6.7	11.1	4.0	16.4
Age (at PPS release or start of CPS sentence)	<20 years	46.0	65.0	11.5	45.4
	20-24 years	34.5	51.0	9.4	31.3
	25-29 years	29.7	44.3	8.6	28.3
	30-39 years	24.0	36.8	7.4	23.9
	40 and above	15.1	22.6	4.1	15.3
Offence (Most serious for original sentence)	Dishonesty	43.8	59.8	12.4	40.4
	Property Damage/Abuses	27.9	44.9	10.5	35.9
	Admin	30.8	43.6	8.7	20.6
	Violence	26.3	40.3	7.4	28.4
	Traffic	18.3	29.9	6.0	22.9
	Drug & Anti-social	17.0	27.5	6.9	26.4
	Sexual	8.7	13.3	4.2	14.2
	Other Minor offences*	(see note)	(see note)	6.1	22.5
Community-based Sentence	Supervision	n/a	n/a	12.0	30.8
	Periodic Detention**	n/a	n/a	n/a	n/a
	Community Work**	n/a	n/a	7.6	29.1
	Community Service	n/a	n/a	n/a	n/a
Prisoner Security Classification (at Release)	Maximum*	(see note)	(see note)	n/a	n/a
	High-medium	57.6	67.0	n/a	n/a
	Low-medium	38.2	52.3	n/a	n/a
	Minimum	24.0	37.1	n/a	n/a
Release Type	Parole	22.6	30.4	n/a	n/a
	Home Detention***	12.1	19.0	6.2	14.9
	Post-release Conditions****	30.0	44.2	n/a	n/a
Sentence Length	6 mth or less	27.1	42.4	7.6	28.6
	> 6mth but ≤ 1yr	30.2	43.6	12.0	29.4
	>1 to 2 yr	31.6	45.1	14.6	28.3
	>2 to 3 yr	24.7	35.2	n/a	n/a
	>3 to 5 yr	18.3	25.9	n/a	n/a
	>5 yr	19.9	23.8	n/a	n/a
All (2003/2004)		28.9	42.6	8.0	29.2

Notes

Figures indicate rate of reconviction/re-imprisonment (within a subsequent 12-month period) amongst all offenders released from prison or commencing a new community sentence between 1 April 2004 and 31 March 2005.

Source is CMS conviction and sentencing data as at 30 June 2006.

* Insufficient numbers to report.

** The Sentencing Act 2002 abolished Periodic Detention and replaced it with Community Work on 1 July 2002.

*** 'Front-end' home detention reported as CPS new start; 'back-end' home detention reported as PPS release.

**** Post-release conditions was introduced by the Sentencing Act 2002; order imposed by judge at time of sentencing.

TABLE 5: RECIDIVISM INDEX - 24-MONTHS FOLLOW-UP (PERCENTAGES) FOR 2003/04

Category	Group	Released from prison		Beginning community sentence	
		Reimprisoned	Reconvicted	Imprisoned	Reconvicted
All		39.2	56.4	12.1	40.4
Gender	Female	25.2	47.8	5.8	26.8
	Male	40.5	57.2	13.7	43.9
Ethnicity	European	36.4	52.3	10.3	36.9
	Māori	43.3	61.9	14.6	45.9
	Pacific	27.6	43.0	9.4	33.2
	Other (incl. Asian)	20.9	29.1	8.0	24.2
Age (at PPS release or start of CPS sentence)	<20 years	60.5	82.4	15.1	57.6
	20-24 years	46.3	66.4	13.9	46.9
	25-29 years	42.9	62.1	13.3	42.6
	30-39 years	37.0	53.8	12.0	35.9
	40 and above	22.0	33.0	8.0	23.9
Offence (Most serious for original sentence)	Dishonesty	55.0	74.0	16.8	52.0
	Property Damage/Abuses	49.4	60.4	13.6	46.7
	Admin	40.6	59.4	11.7	32.4
	Violence	37.1	54.9	12.4	41.7
	Traffic	32.2	50.8	9.7	33.9
	Drug & Anti-social	24.5	39.1	10.8	35.2
	Sexual	15.8	25.1	8.3	27.7
	Other Minor offences*	(see note)	(see note)	8.3	35.8
Community-based Sentence	Supervision	n/a	n/a	18.6	45.7
	Periodic Detention**	n/a	n/a	n/a	n/a
	Community Work**	n/a	n/a	10.9	40.3
	Community Service	n/a	n/a	n/a	n/a
Prisoner Security Classification (at Release)	Maximum*	(see note)	(see note)	n/a	n/a
	High-medium	55.4	66.9	n/a	n/a
	Low-medium	51.4	66.5	n/a	n/a
	Minimum	34.9	53.1	n/a	n/a
Release Type	Parole	32.3	43.8	n/a	n/a
	Home Detention***	16.2	25.4	13.1	29.3
	Post-release Conditions****	42.7	61.7	n/a	n/a
Sentence Length	6 mth or less	38.8	57.0	11.2	39.7
	> 6mth but <= 1yr	42.9	61.5	19.4	45.7
	>1 to 2 yr	43.6	62.6	19.1	45.4
	>2 to 3 yr	34.2	46.6	n/a	n/a
	>3 to 5 yr	28.5	40.4	n/a	n/a
	>5 yr	29.5	40.6	n/a	n/a
All (2002/2003)		37.2	55.4	11.7	40.2

Notes

Figures indicate rate of reconviction/re-imprisonment (within a subsequent 24-month period) amongst all offenders released from prison or commencing a new community sentence between 1 April 2003 and 31 March 2004.

Source is CMS conviction and sentencing data as at 30 June 2006.

* Insufficient numbers to report.

** The Sentencing Act 2002 abolished Periodic Detention and replaced it with Community Work on 1 July 2002.

*** 'Front-end' home detention reported as CPS new start; 'back-end' home detention reported as PPS release.

**** Post-release conditions was introduced by the Sentencing Act 2002; order imposed by judge at time of sentencing.

Rehabilitation Quotient

The Department delivers a range of rehabilitative and reintegrative interventions designed to enable offenders to lead law-abiding lives. 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 this form of intervention is effectively delivered to appropriately selected offenders.

The purpose of the Rehabilitation Quotient is to gauge the extent to which re-offending is reduced amongst those who received a rehabilitative intervention. As noted above, a full explanation of the RQ methodology is available on pages 36-42 of the 2004/05 Annual Report.

The 2004/05 Annual Report contained extensive discussion on findings of poor outcomes from some of the Department's programmes. As a consequence of these findings, the Department moved swiftly to review the entire rehabilitative programme framework, including principles for

eligibility and selection of offenders.

This work resulted in the termination of certain poorly performing programmes (the cognitive skills course "Straight Thinking"), and extensive work to re-develop others (eg, the lower-intensity 100-hour programmes).

Rehabilitation data analysed this year was derived from programmes which were completed between 1 April 2004 and 31 March 2005. Therefore, a significant amount of the data relates to programmes that have since either been discontinued or re-designed.

Unsurprisingly, similar outcomes to those given in the 2004/05 Annual Report were found once more in relation to the lower intensity programmes: an absence of positive treatment effect. Obviously, the replication of this finding confirms the direction taken by the Department in re-designing its core rehabilitative programmes.

On the other hand, again replicating last year's results, positive results were recorded in relation to the more intensive programmes, the prison-based drug and alcohol treatment units (DTUs), and the sex offender special treatment units (STUs).

These overall results support the conclusion that more intensive

programmes, delivered by specialist personnel to offenders at higher risk of re-offending, are effective in reducing rates of re-offending. The Department is currently moving to expand its suite of higher-intensity programmes, including the drug treatment units and special treatment units, largely on the basis of these recorded outcomes.

A caveat on the interpretation of these 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 impact of which the RQ attempts to measure). At this stage the RQ methodology does not ascertain the nature and quality of these services as accessed by individuals, and does not take into account the relative contribution that each of these services may be making to final recidivism outcomes. However, it is widely accepted that the provision of education, training and reintegrative support services can have a significant impact on re-offending.

TABLE 6: RQ results for rehabilitative programmes delivered during 2004/05, with a 12 months follow-up period, and for programmes delivered during 2003/04, with a 24 months follow-up period (see Note 1 below).

Intervention Type	12-months follow-up		24-months follow-up	
	Reconvicted	(Re-) Imprisoned	Reconvicted	(Re-) Imprisoned
Special Treatment Units (sex offending)	0.08	0.06	0.05	0.07
Special Treatment Units (alcohol & drugs)	0.05	0.09	0.05	0.13

Note 1: Figures represent percentage-point differences between recidivism rates for treatment and control groups. Positive scores indicate a reduction in reconviction/re-imprisonment for treated offenders (eg, 0.10 indicates that the rate of reconviction/re-imprisonment among treated offenders was 10 percentage points lower than the rate for untreated offenders).

Research and Evaluation

Research and evaluation projects, including some multiyear projects, underway during 2005/06 included:

- Examination of the rehabilitative treatment needs and appropriate treatment design for high-risk offenders, and sexual offenders against women.

- Analysis of the characteristics of violent offenders, and their rehabilitative needs.
- An evaluation of the learning outcomes from a range of courses made available to prisoners to support reintegration to life with the community.

- Reviewing the effectiveness of the prison Drug Treatment Units.
- Evaluation of the utility for sentence management of the Māori culture-related needs (MaCRN) assessment.
- Research into the outcomes experienced by prisoners who have participated in Corrections Inmate Employment work training.