



DEPARTMENT OF
CORRECTIONS
ARA POUTAMA AOTEAROA

BRIEFING FOR THE INCOMING MINISTER

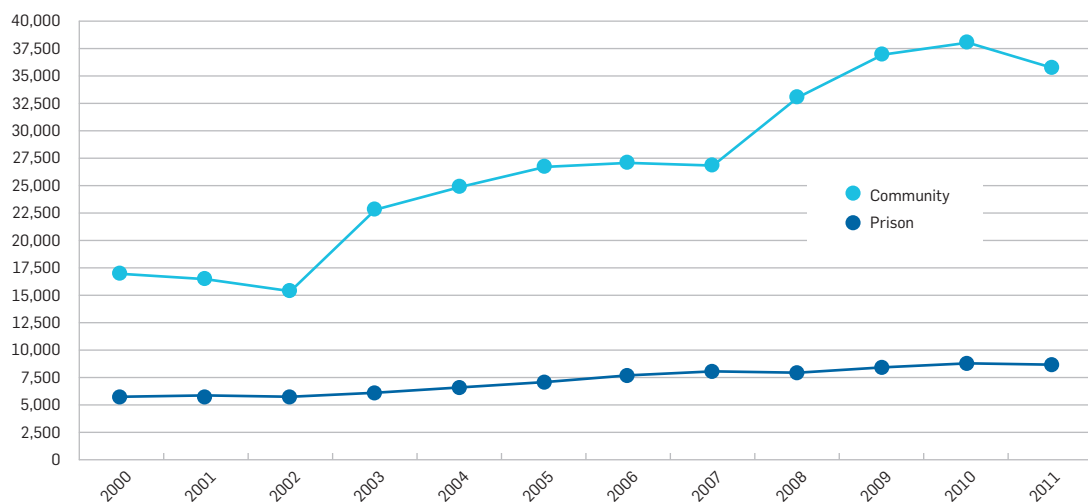
2011

EXECUTIVE SUMMARY

The Department

The Department of Corrections is responsible for managing some of New Zealand's most challenging citizens. We are currently managing **44,300 offenders**. **8,600** are prisoners being held in our **19 prisons**, (one of which is privately managed under contract) and **35,700** are managed in the community, serving a **community-based** sentence or order such as home detention or parole. Volumes of offenders managed by the Department increased significantly over the last decade. The prison population appears to have peaked and is expected to decline gradually over the next 10 years, while the number of people on community sentences and orders is also forecast to decline similarly over the next three years.

Snapshot of prisoners and community offenders



Our bottom line in working with offenders is to keep the **public safe**. Our ultimate goal is to **reduce re-offending**. Cutting the rates of re-offending leaves fewer victims and adds significantly to the social well-being of our communities.

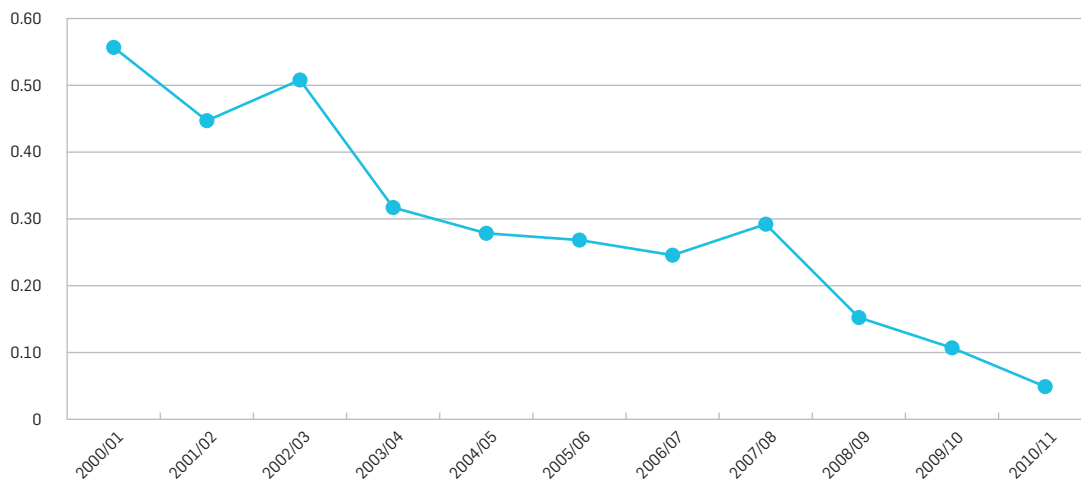
Our aim is to reduce re-offending by 10 percent. We will achieve this by implementing *Creating Lasting Change*, the Department of Corrections' key strategy to ensure offenders are managed securely, comply with the requirements of their sentences, and are helped to overcome the issues that contributed to their offending, so that they will leave our system as productive members of society.

Recent achievements

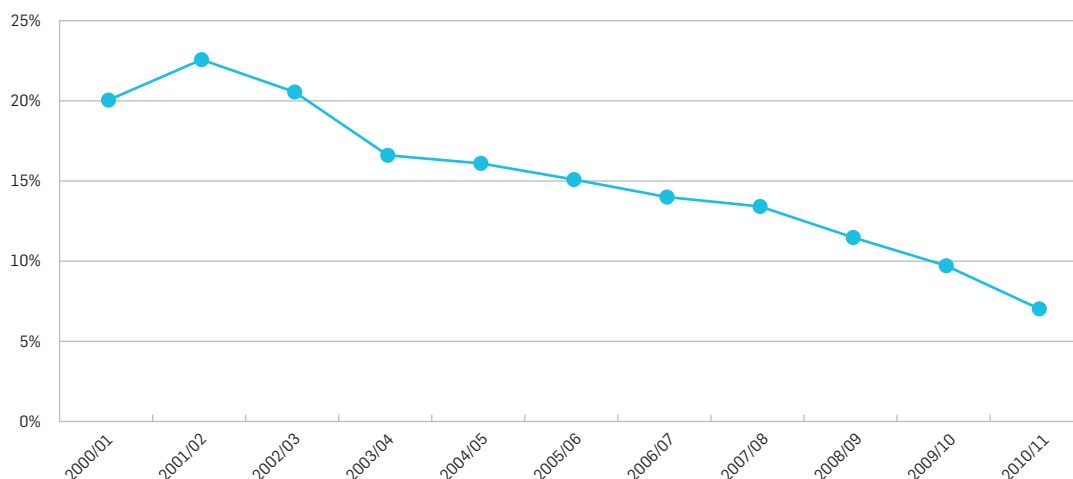
We have improved public safety.

- > We have **reduced** prisoner **escapes** to an all-time low.
- > We have sharply curbed the flow of contraband into prisons; **fewer** prisoners than ever are using **drugs** in prison.

Prison escapes per 100 prisoners



Positive general random drug tests

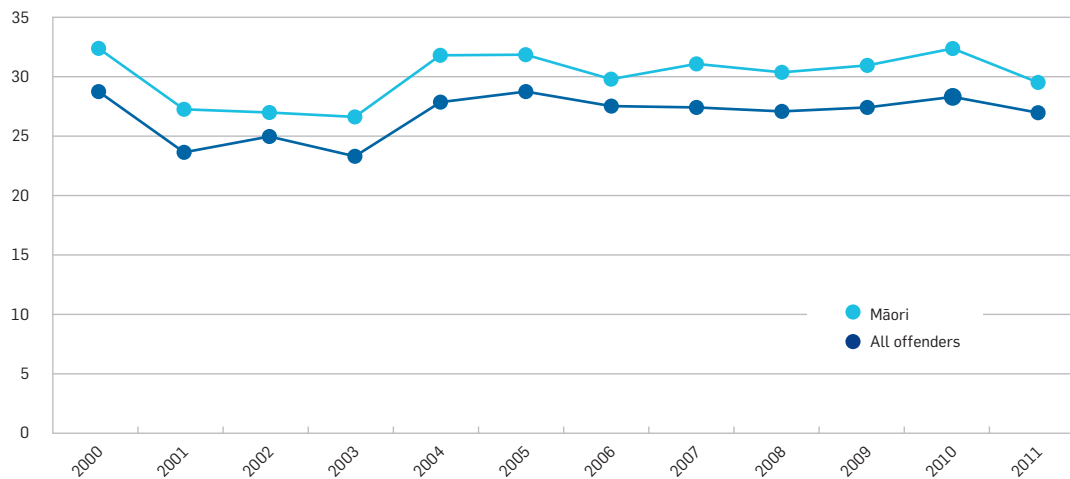


- > We have improved the quality of offender management in the community: the rate of successful completions of community-based **sentences** and orders is at its highest level ever.

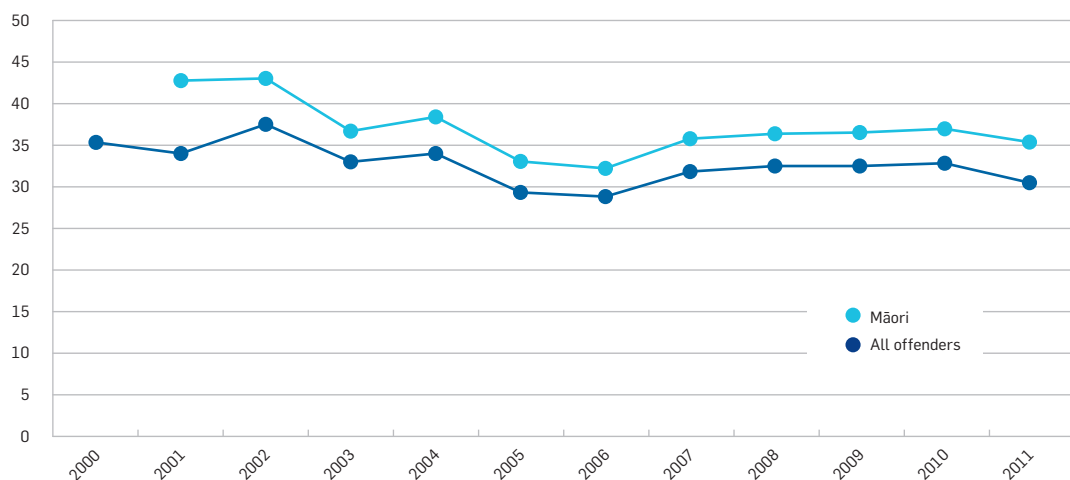
The Department has also reduced rates of re-offending.

- > The rate of **re-imprisonment** for offenders released from **prison** has **fallen**.
- > **Reconviction** rates for offenders serving **community**-based sentences or orders has also **fallen**.

Released prisoners: percentage re-imprisoned (12 month follow up)



Community offenders: percentage reconvicted (12 month follow up)



- > **More** prisoners than ever are receiving support to overcome the issues that led to their offending, with positive impacts on re-offending.
- > **More** prisoners have obtained **literacy** and **numeracy** skills, educational **qualifications**, and skills for future **employment**.

We have also achieved significant **efficiency** in our operating costs and have exercised **leadership** across the justice sector. The combined effect of these results is reflected in **high levels** of public **confidence** in the Department: in June 2011, 63 percent of New Zealanders thought the Department was doing a good job.

Opportunities and challenges

The Department has identified opportunities to further improve outcomes, alongside the ongoing challenges it faces. These are described under the Department's four priorities:

- > public safety
- > reducing re-offending
- > better public value
- > leadership.

Public Safety

- > improving physical and electronic **security** in prisons
- > improving the **health** and well-being of prisoners, and further reducing incidents of self-harm
- > more effective policies for improving compliance by offenders serving community-based sentences or orders
- > effectively managing offenders who have committed **violent** crimes, including women
- > effectively managing the increasing number of prisoners who are serving **long** sentences
- > reducing **gang membership** among offenders.

Reducing Re-offending

- > **reducing re-offending by 10 percent**
- > ensuring most offenders leave prison with a **job** to go to
- > extending the options for the delivery of **drug** and **alcohol treatment** and making programmes available to more prisoners
- > investing more with **young offenders**, to prevent them continuing on to a lifetime of crime
- > increasing the numbers of prisoners completing **education**
- > increasing the numbers of prisoners gaining skills, recognised qualifications and work experience
- > ensuring all prisoners are actively engaged in work, education and rehabilitation
- > targeting rehabilitative opportunities for **Māori** offenders to improve their **outcomes**
- > investing in **reintegration** services to help offenders resettle in the community.

Better Public Value

- > ensuring all interventions are effective in reducing re-offending
- > **modernising** the design of services and their delivery
- > increasing flexibility through the use of **technology**
- > ensuring the **fiscal sustainability** of the justice sector by improving **efficiency** and **reducing costs**
- > identifying a long term strategy to optimise our **prison configuration**
- > **benchmarking** our performance against **private sector** contracted providers.

Leadership

- > **partnering** with government agencies and others to take advantage of opportunities to improve our outcomes
- > achieving significant reductions in offending by Māori through **engagement** with **iwi/Māori** leadership
- > working as **"One Team"** across Corrections to achieve better outcomes
- > prioritising the **professional development** and **safety** of our frontline staff.

Key dates in the next six months

Cabinet consideration

Some aspects have been withheld pursuant to section 9(2)(f)(ii) of the OIA to maintain constitutional conventions regarding collective and individual ministerial responsibility.

Legislation

Some aspects have been withheld pursuant to section 9(2)(f)(ii) of the OIA to maintain constitutional conventions regarding collective and individual ministerial responsibility.

- > Corrections Amendment Bill – First reading and referral to the Select Committee
- > Administration of Community Sentences and Orders Bill – First reading and referral to the Select Committee

OVERVIEW OF THE DEPARTMENT OF CORRECTIONS

The justice sector

The Department of Corrections is part of the **justice sector** – comprising the Ministry of Justice, Department of Corrections, New Zealand Police, and smaller Crown agencies. Policies and approaches within one part of the justice system have significant impacts elsewhere, so justice sector agencies work closely together to achieve shared objectives.

The justice sector employs over 23,000 people; of these approximately 8,000 work for the Department of Corrections.

The Department's role

The Department of Corrections' role in the justice sector is to manage offenders serving sentences of imprisonment and community-based sentences or orders.

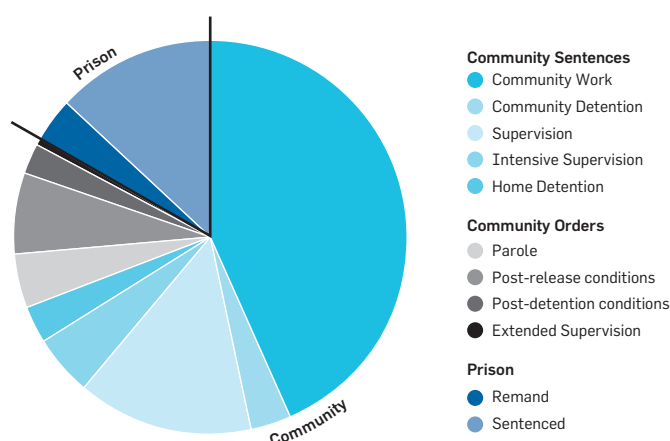
Our strategy for managing offenders and achieving success for all New Zealanders is based on four priorities:

- > **Public Safety** – we will enhance the quality of service delivery practice and deliver prison services to a recognised world-leading standard
- > **Reducing Re-offending** – we will place offenders at the centre of our efforts to achieve better outcomes and ensure prisoners have the skills and opportunity to have a job on release
- > **Better Public Value** – we will modernise the way we deliver services and produce operational savings every year for the next four years
- > **Leadership** – we will prioritise the professional development and safety of our frontline staff and partner with others to achieve better outcomes for communities and offenders.

The offenders we manage

The Department is currently responsible for managing a total of **44,300 offenders**. Of these, around **8,600** are prisoners, and around **35,700** (80 percent) are serving a **community-based** sentence or order.

Sentences and orders managed by the Department

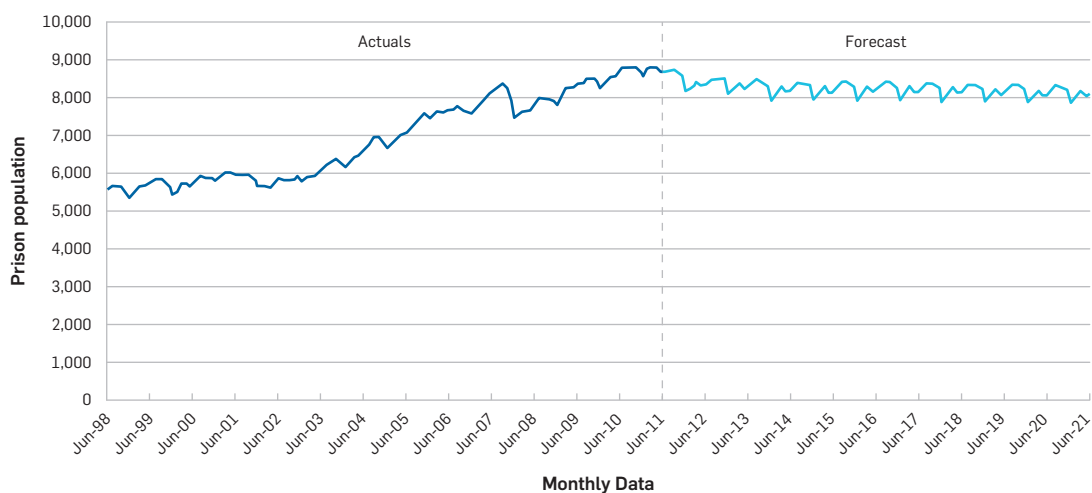


Offenders in prison

The Department is responsible for **19 prisons**, one of which – Mount Eden Corrections Facility – is managed privately under contract by Serco. Serco is an international company which manages prisons and detention centres in Australia and the United Kingdom.

The **prison population** increased significantly over the last decade, peaking at **8,853** in November 2010. It is expected to decline slightly over the next 10 years.

Prison population forecast



Offenders serving community-based sentences and orders

35,700 offenders are serving a community-based sentence or order.

Community sentences comprise:

- > **Community Work** – offenders do unpaid work in the community to make up for their offending
- > **Community Detention** – offenders are required to comply with an electronically-monitored curfew imposed by the court
- > **Supervision** – offenders are required to report regularly to probation officers and have restrictions placed on their living and working arrangements and who they may associate with. They may also have to participate in programmes and address issues that led to their offending
- > **Intensive Supervision** – offenders are required to address the causes of their offending with intensive oversight from a probation officer
- > **Home Detention** – offenders are required to remain at an approved residence at all times under electronic monitoring and close supervision by a probation officer.

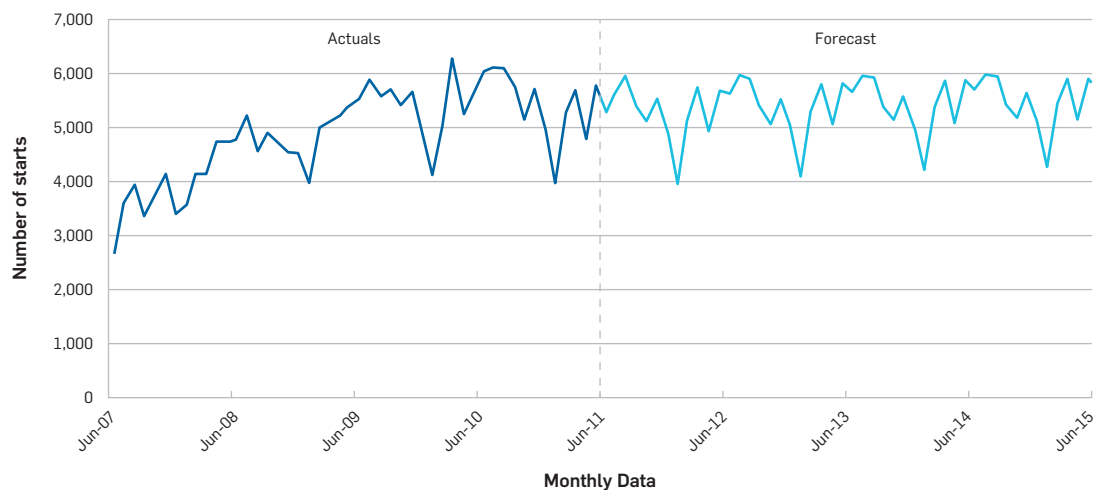
Community orders comprise:

- > **Parole** – offenders serving a term of imprisonment of more than two years may be released at the discretion of the Parole Board any time after they have served one-third (or, for very serious offenders, the non-parole period) of their sentence
- > **Post-release conditions** – offenders released on this order must comply with various conditions, including reporting to a probation officer and not changing address or taking up employment unless approved by the probation officer
- > **Post-detention conditions** – offenders who have completed a sentence of home detention may have conditions imposed
- > **Extended supervision** – allows the Department of Corrections to monitor child sex offenders for up to 10 years following their prison sentence.

The majority of offenders serving community-based sentences or orders are doing community work. Around **3.7 million hours** of free labour were provided during 2010/11 to local communities by offenders serving community work sentences.

The growth in numbers on community sentences or orders experienced in previous years is slowing. The number of new starts on non-custodial sentences and orders is forecast to increase only minimally over the next three years.

Community sentences: total starts



Corrections' sites

NORTHERN REGION

CPS Service Centres

- Tai Tokerau Area

1. Dargaville
2. Kaikohe
3. Kaitiaki
4. Whangarei
- Waitemata Area

5. Browns Bay
6. Henderson
7. North Shore
- Auckland Area

8. Auckland
9. Mt Eden
Khyber Pass
10. New Lynn
11. Onehunga
12. Otahuhu
13. Panmure
- Manukau Area

14. Mangere
15. Manukau
16. Manurewa
17. Otara
18. Papakura
19. Pukekohe

Prisons

- Tai Tokerau Area

A. Northland Region Corrections Facility
- Waitemata Area

B. Auckland Prison
- Auckland Area

C. Mt Eden Corrections Facility
- Manukau Area

D. Auckland Region Women's Corrections Facility
E. Spring Hill Corrections Facility

MAP KEY

- Community Probation Services (CPS)
- National Office
- RRS Staff are located at the following Community Probation Service, Prisons and other sites:

CENTRAL REGION

CPS Service Centres

- Hamilton Area

20. Hamilton
21. Huntly
22. Paeroa
23. Taumarunui
24. Te Awamutu
25. Te Kuiti
26. Thames-Coromandel
27. Tokoroa
- Waiariki Area

28. Kawerau
29. Mt Maunganui
30. Opotiki
31. Rotorua
32. Taupo
33. Tauranga
34. Te Puke
35. Turangi
36. Whakatane
- Whanganui/ Taranaki/ Tararua Area

37. Dannevirke
38. Feilding
39. Hawera
40. Levin
41. New Plymouth
42. Palmerston North
43. Whanganui
- Hawke's Bay/ Gisborne Area

44. Gisborne
45. Hastings
46. Napier
47. Ruatoria
48. Wairoa

Prisons

- Hamilton Area

F. Waikeria Prison
- Waiariki Area

G. Tongariro/Rangipo Prison
- Whanganui/Taranaki/Tararua Area

H. New Plymouth Prison
I. Wanganui Prison
J. Manawatu Prison
- Hawke's Bay/Gisborne Area

K. Hawke's Bay Prison

SOUTHERN REGION

Prisons

- Wellington Area

L. Rimutaka Prison
M. Arohata Prison
N. Wellington Prison
- Christchurch Area

O. Christchurch Men's Prison
P. Christchurch Women's Prison
Q. Rolleston Prison
- Dunedin/Invercargill Area

R. Otago Corrections Facility
S. Invercargill Prison

CPS Service Centres

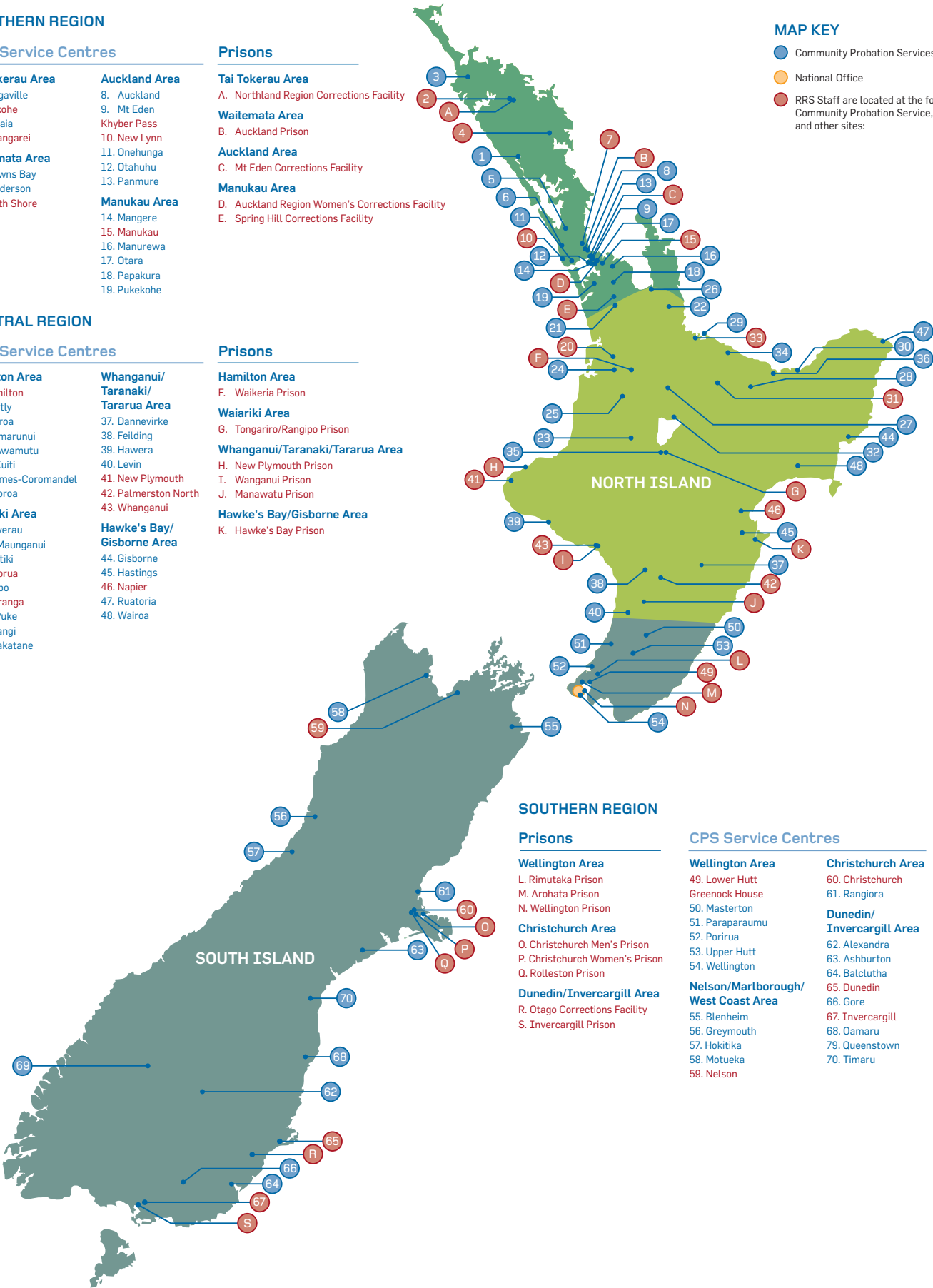
- Wellington Area

49. Lower Hutt
Greenock House
50. Masterton
51. Paraparaumu
52. Porirua
53. Upper Hutt
54. Wellington
- Nelson/Marlborough/ West Coast Area

55. Blenheim
56. Greymouth
57. Hokitika
58. Motueka
59. Nelson
- Christchurch Area

60. Christchurch
61. Rangiora
- Dunedin/ Invercargill Area

62. Alexandra
63. Ashburton
64. Balclutha
65. Dunedin
66. Gore
67. Invercargill
68. Oamaru
69. Queenstown
70. Timaru



Groups of offenders

Māori offenders

Māori make up over half of the prison population and 44 percent of offenders serving community-based sentences and orders. The Department provides programmes and services to support Māori offenders to move towards an offence-free lifestyle. Tikanga Māori Programmes, provided in prisons and the community, motivate participants to address their offending by focusing on cultural identity and a sense of connection. Five Māori focus units use tikanga Māori to motivate and rehabilitate prisoners within a custodial environment. While the Department is achieving good results with Māori offenders, strengthening specifically targeted interventions, increasing numbers participating and improving staff capability will further improve outcomes.

Pacific offenders

Pacific offenders make up 11 percent of the prison population and almost 10 percent of those managed by the Department in the community. The increasing rates of serious re-offending by Pacific youth is of particular concern. A unique unit, Vaka Fa'aola (the Pacific Focus Unit) at Spring Hill Corrections Facility houses many Pacific offenders. A Pacific violence prevention programme, Saili Matagi, is delivered in this unit.

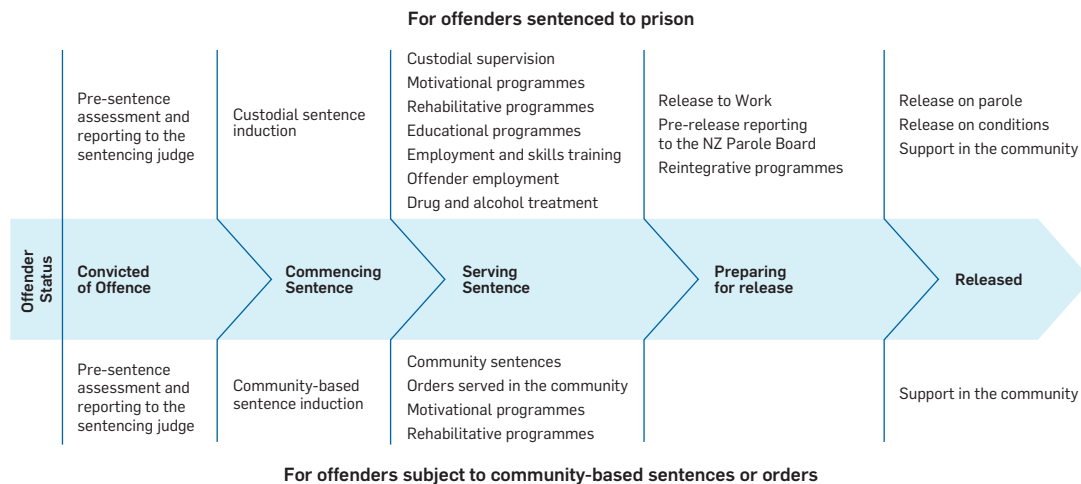
Female offenders

Women comprise 6 percent of the prison population and 20 percent of the offenders serving community-based sentences and orders. However, these figures have been increasing and the number of females being apprehended for violent offending is rising at a faster rate than for males. Women are able to access programmes specifically designed for them both in the community and in prison, as well as drug and alcohol treatment, education and employment and other assistance.

Youth offenders

Young people under the age of 17 who have been convicted of offences are normally accommodated in Child, Youth and Family residences. The most serious young offenders may be sent to prison. Male youth under 18 are housed in specially designated units. The Department dedicates resources to the rehabilitation of young offenders in prisons, targeting education, training, employment, parenting and living skills. However, there are further opportunities to intervene with young offenders to reduce re-offending and the risk of becoming entrenched in a life of crime. Just over 9 percent of offenders serving community-based sentences and orders are aged under 20. Responding to concerns regarding high re-offending rates amongst young offenders, a programme has been developed and piloted for high-risk 17-20 year-olds in the community.

Working with offenders



Offenders typically have **life-long problems**, such as addiction, mental health issues, early school dropout, poor literacy, lack of employment skills and dysfunctional family relationships. A large proportion started offending during their teenage years or earlier. Child protection and youth justice involvement, especially involving residential placement, is highly predictive of lengthy criminal careers.

By providing the right interventions, based on **best international practice**, Corrections helps offenders to move towards a law-abiding lifestyle. Staff work with offenders to identify the issues that contributed to their criminal behaviour. A plan is developed for managing the offender, and **rehabilitation** is provided to help offenders to address those issues. Rehabilitation includes programmes to address addictions and offending behaviours, as well as opportunities to acquire **skills** and participate in employment. **Reintegration** assistance to help prisoners to resettle in the community is based on individual need and may include referrals or help to find accommodation or employment, connection with pro-social family/whānau and other community support, financial management and healthcare.

PUBLIC SAFETY

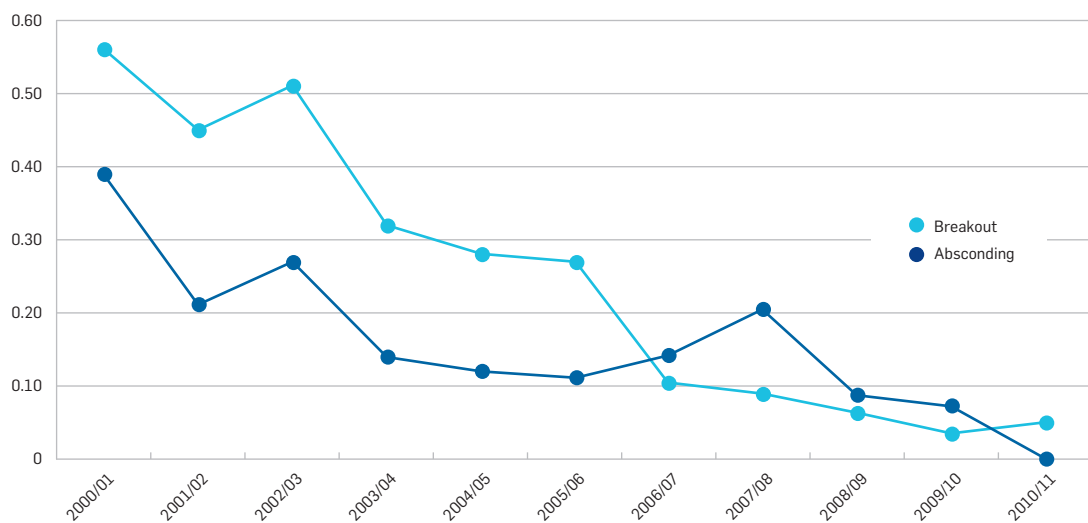
The Department of Corrections is responsible for managing some of New Zealand's most challenging citizens. In prisons, it manages offenders to **minimise** the risks of **harm** to either staff or other prisoners, and provides support to reduce re-offending. The Department protects the public from risks posed by prisoners by **preventing escapes** and by minimising crime.

In the community, the Department ensures the safety of the public by managing offenders to **complete** their **sentences** and **orders**, to reduce their likelihood of re-offending and to minimise the risk of harm they present to others. If offenders do not comply with their sentence or order, appropriate action is taken to **hold them to account**. This may involve enforcement action – for example, a verbal or written warning, or possibly legal action.

Safety in prisons

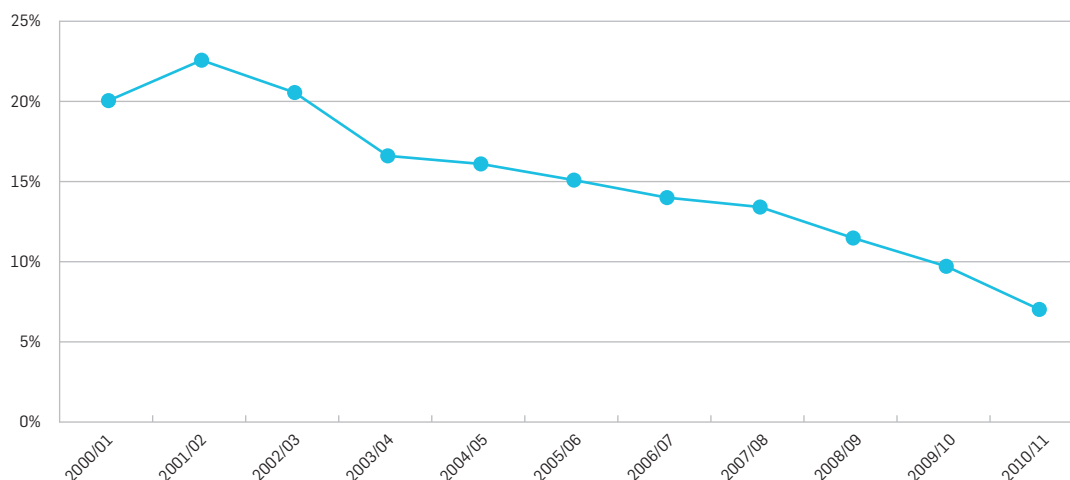
Escapes from prisons are now at their **lowest** rates ever due to more sophisticated perimeter fencing, new detection and surveillance systems, improved intelligence services, and single points of entry into most prisons.

Prison escapes



Contraband (for example, cell phones or drugs) in prisons has been minimised, and the Department has achieved the **lowest** ever levels of positive general random **drug** tests.

Positive general random drug tests



The Department places a priority on keeping our staff safe. **Serious assaults** on staff and other prisoners have **reduced** over the last 10 years. However, the rate has fluctuated and increased over the last 12 months. The reduction in recent years has been achieved by training staff to anticipate and resolve problems early. Specific staff have also been trained in advanced control and restraint. All prisons now have protective equipment including batons, body armour, and spit hoods for use by staff in emergencies. Pepper spray has also been trialled recently. We ensure **vulnerable** prisoners who are at risk from other prisoners are **protected** through segregation policies.

Prisons became **smokefree** this year to improve the health and safety of staff and offenders. Eliminating lighters and matches has also minimised the opportunity for prisoners to light fires. The smooth implementation of smokefree prisons has been a major achievement for the Department, and is of great interest to other countries.

Giving up smoking has been tough. But I'm pleased I'm setting a good example for my kids. — Offender, Auckland Region Women's Corrections Facility.

Public safety in the community

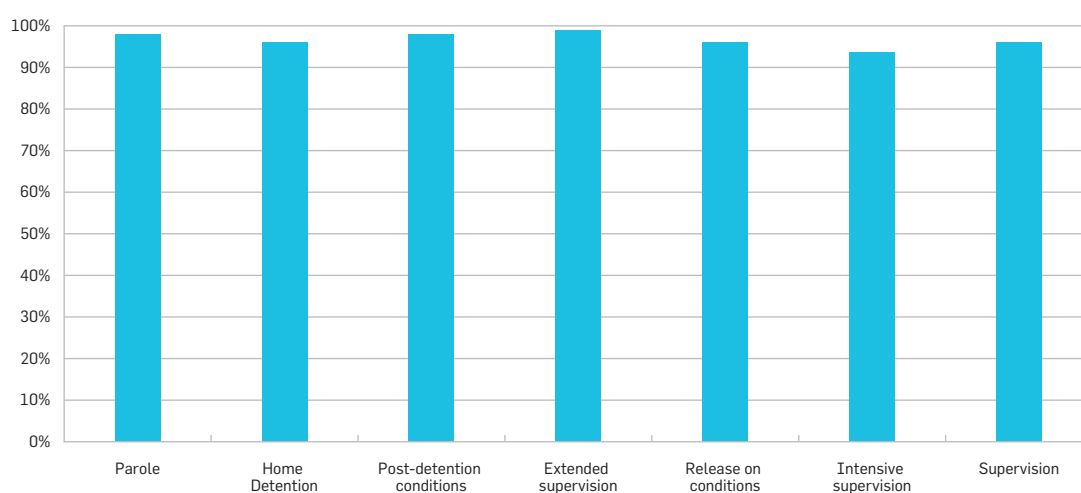
The Department is achieving high levels of success in ensuring **offenders** either **comply** with their community-based sentences or orders or are **held to account**. Against a target for compliance or taking appropriate action of 90 percent, the Department achieved 96 percent for post-release orders and 95 percent for home detention in 2010/11.

This has been accomplished by a **change** in the approach to managing offenders in the community. A new Integrated Practice Framework has been introduced, which requires probation officers to consider risks posed by offenders as well as ensuring offenders comply with their sentences or orders. Probation officers now focus more of their efforts on offenders who present a higher likelihood of re-offending and risk of causing harm to others. The new approach fosters personal responsibility and accountability for decisions and encourages actions based on evidence.

Probation officers now have **more discretion** in managing offenders. However, they must meet a set of bottom line **mandatory standards** every time for every offender (for example, taking action every time an offender does not comply with any requirement of their sentence or order). Levels of compliance with mandatory standards are published monthly on the Department's website.

Staff **compliance** with mandatory standards has **improved**. For example, compliance with parole mandatory standards has been raised to 94 percent, up from 56 percent in September 2008. A key focus is to lift performance to achieve 100 percent of mandatory standards across all community-based sentences and orders.

Compliance with mandatory standards for July 2011



Probation officers use a supported decision framework to make professional judgements about managing offenders beyond the mandatory standards. A knowledge bank of practice guidance supports their decision making, and is contained in an online Practice Centre.

Today, 19,000 offenders are being managed under the new approach and, by March 2012, all community-based sentences and orders and the provision of advice to the courts will be managed under the Integrated Practice Framework.

A newly developed evidence-based tool, Dynamic Risk Assessment for Offender Re-entry (DRAOR), helps probation officers track and respond to changeable factors that are known to be associated with the likelihood of re-offending and risk of harm to others while an offender is serving a sentence or order.

Further opportunities and challenges

While the Department has achieved considerable success in ensuring public safety, there continue to be opportunities for further improvements.

Prisons are being **upgraded** to ensure they have the necessary security features and to improve the safety of staff and prisoners as well as preventing incidents and suicides.

Innovations by Serco in its management of Mount Eden Corrections Facility will provide new ideas for the Department to consider.

The proposed new prison to be built at Wiri as a **Public Private Partnership** is also expected to create operational efficiencies and improvements in rehabilitation that can be applied across the wider prison network.

There is also further scope to enhance community safety by modernising service delivery, using technology to track and manage offenders on community sentences and orders.

Reducing the influence of **gangs** in prisons would significantly improve public safety. Gang members are 3.6 times more likely to be responsible for incidents in prison than non-gang members. The proportion of prisoners identified as gang members has increased from 13 percent to 26 percent over the last five years, and is still growing. Gang members, therefore, represent a greater threat to public safety and a higher future cost for the Department than other prisoners.

REDUCING RE-OFFENDING

The Department has been successful in reducing re-offending. The rate at which released prisoners were **reconvicted** or **re-imprisoned** for offences **decreased** compared with offenders released in the previous 12-month period. Similar **success** has also been achieved for the **reconviction** and imprisonment rates for offenders serving a **community-based sentence** or order. The Department delivers a range of **rehabilitation** programmes and other activities to address the issues that led to the original offending and to provide skills to help offenders live an offence-free life. Each is designed in accordance with **international evidence** on what works. Evaluations show generally positive impacts on re-offending following offenders' participation in these rehabilitation activities.

The effect of rehabilitation

Prison		
Intervention	Re-imprisonment (percentage point reduction)	Reconviction (percentage point reduction)
	Within 12 months of release	
Medium-intensity programme	2.4	14.8*
Drug treatment units	3.0	12.4*
Māori therapeutic programme (prison)	3.5	15.0*
Short motivational programme (NB provisional results only, due to very small sample size)	16.6*	21.0*
Corrections Inmate Employment training	2.5*	8.2*
Release to Work	8.2*	16.7*

Community-based		
Intervention	Imprisonment (percentage point reduction)	Reconviction (percentage point reduction)
	Within 12 months of sentence start	
Medium-intensity programme	2.5	15.5*
Short motivational programme	4.9	2.0
Domestic violence (various external providers)	3.7	1.5
Alcohol & drug programmes (external providers)	1.0	5.5

Note: Asterisks show where the difference between treated and untreated offenders was statistically significant

Special Treatment Units deliver group-based treatment within a therapeutic environment. The Department has six **special treatment** units in prisons for high-risk offenders: four for high-risk violent offenders, and two that manage child sex offenders. Departmental psychologists also provide assessment and treatment for individual offenders both in prison and for those serving community-based sentences.

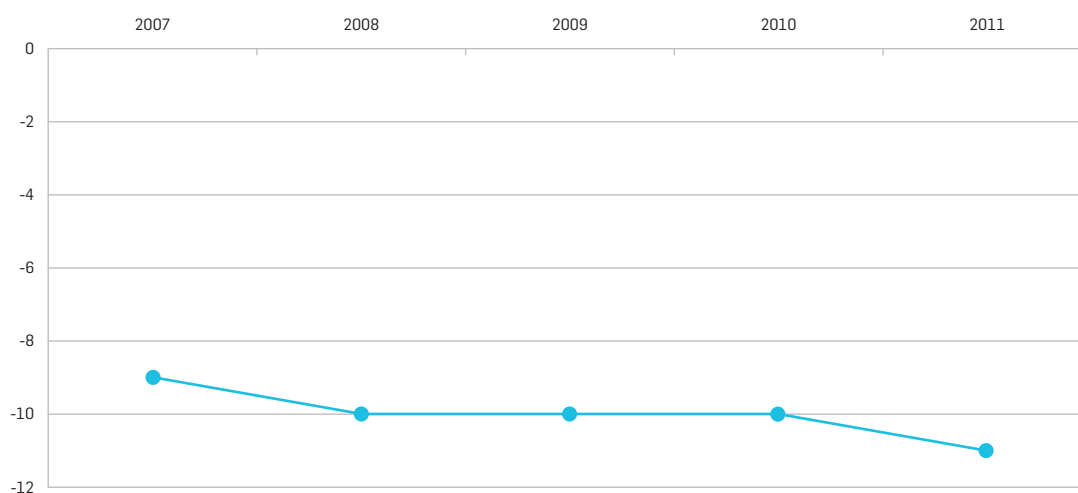
Programmes have also been developed by the Department for offenders with a medium risk of re-offending. The **medium intensity programme** is a basic programme of 137 hours which is run for general offenders in prisons and in the community. There are also short motivational programmes, a programme for women offenders, a Māori therapeutic programme run in the Māori Focus Units, and a programme tailored specifically to youth offenders.

About two-thirds of offenders entering prison have drug and alcohol problems. Because **drug and alcohol misuse** is a major driver of crime, we have substantially increased the availability of drug and alcohol treatment programmes for prisoners. There are nine drug treatment units, three of which were opened over the last year. The six original units run six-month programmes, while the remaining three run three-month intensive programmes. This means more prisoners, including those serving shorter sentences, can attend.

For me, offending and drinking worked hand-in-hand. My judgement was clouded and I didn't think of the consequences. I've learned a lot of positive things here that'll help me stay clean when I get out. I can't ever have a drink again because of what it'll lead to; I don't want to end up in jail again.
— Offender, Drug Treatment Unit.

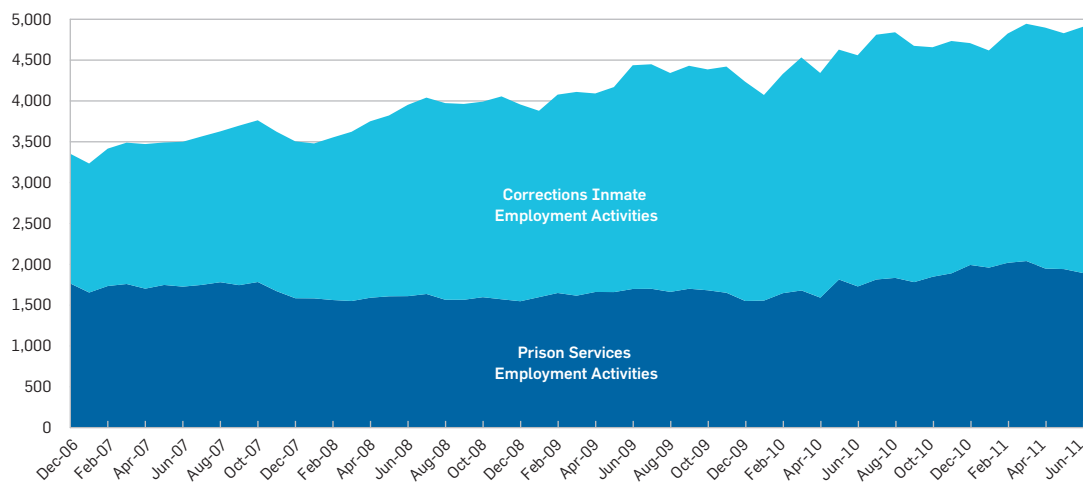
The Department's **drug treatment** units show good outcomes for programme completers with a **reduction** in the **re-imprisonment** rate for graduates.

Percentage point reduction in re-imprisonment rate following DTU graduation



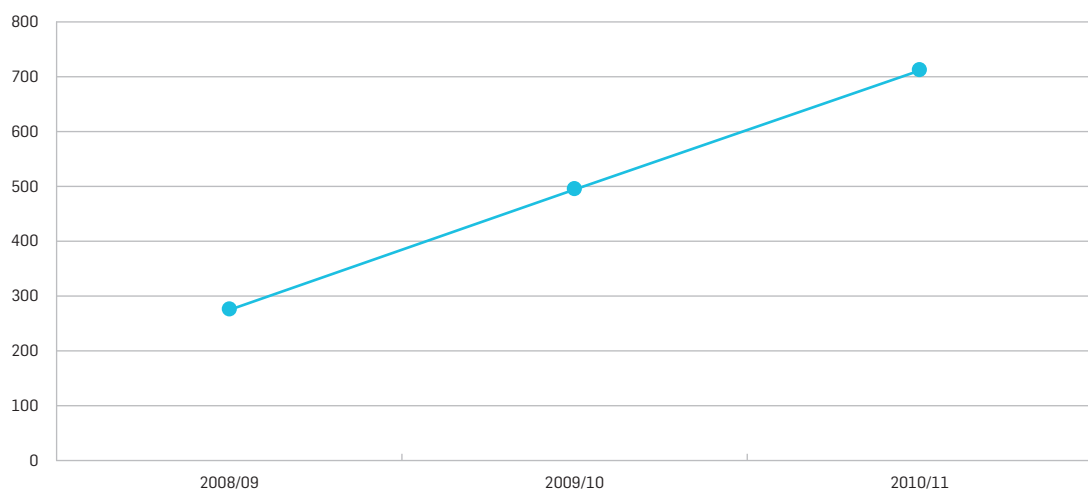
The number of **prisoners**, and particularly higher security prisoners, **working** in prison-based industries including building, catering, pre-cast concrete, farming and horticulture, has increased. As this employment includes on-the-job training and **literacy and numeracy** support, large numbers are attaining New Zealand Qualifications Framework (NZQF) credits.

Prisoner employment December 2006 – June 2011



Prisoner participation in schooling to National Certificate of Educational Achievement level has increased. In 2010, nearly 100 prisoners achieved a complete **NCEA** qualification, of which two-thirds achieved Level 2. Participation in trade and technical training (polytechnic training delivered at prisons), self-directed learning, literacy and numeracy, computer training, driver licence training and Te Reo training has also grown.

National Certificates completed



To help meet the need for **trade skills** to **rebuild Christchurch**, we are working with potential partners who can provide work opportunities for prisoners to support the recovery programme. The future demand for construction skills will provide increased opportunities for offenders to obtain employment on release.

This year we opened two **Whare Oranga Ake reintegration** units, which provide a residential programme for male prisoners to assist their resettlement into the community. The Whare, located on prison sites but “outside the wire”, provide a kaupapa Māori environment to help prisoners nearing the end of their sentence find employment or undertake training/education, secure suitable accommodation, and improve family and wider community relationships. Whare Oranga Ake is delivered in partnership with Māori community service providers.

Recent legislative change means mothers who are approved may keep their children with them in prison until the age of two. Previously they were able to keep their children only until nine months of age. In preparation for the changes, we opened two new **Mothers with Babies** units at Auckland Region Women’s Corrections Facility and refurbished two at Christchurch Women’s Prison.

Further opportunities and challenges

There are further opportunities to help offenders turn their lives around using interventions that have been shown to work. This is particularly important if we are to **reduce re-offending** by **10 percent** and have a significant impact on longer term offender numbers and the level of crime.

We are improving the way we work with offenders, by putting them at the centre of what we do. We are also training **frontline staff** to be **agents of change** in their daily interactions with offenders.

Interventions delivered by the Department have a cumulative effect on reducing re-offending. The introduction of **case management** will improve the rehabilitation and reintegration of prisoners. It targets those who will benefit most by providing support to address their offending behaviour and building skills and competencies that support them to obtain and maintain employment and live offence-free lives.

The Department is also prioritising keeping **prisoners active** while they are serving their sentence, focusing on increasing participation in programmes, work and education.

A major contributor to reducing re-offending will be **finding a job** for everybody who has received a prison sentence. Work and Income can provide assistance to us in helping offenders into work. Skills and employment opportunities for prisoners are also an important contribution to finding a job.

The first prisoner to achieve a Level 2 National Certificate in General Furniture Manufacture is now employed by one of the largest timber processing operations in New Zealand. He was originally going to be offered a basic role, but after the employer reviewed his qualifications, he was offered a position with much greater responsibility and significantly more money.

Although participation in all areas of learning and employment has been improving, we want to **increase** the numbers undertaking and completing **education**, we want more prisoners to obtain **qualifications** and we want more offenders to undertake work while they are in prison. We are **doubling** the number of offenders on **Release-to-Work** (prisoners with a low security classification who are eligible for parole or near their release date may spend the day working with an approved local employer, and return to prison at night). To encourage more employers to partner with us on Release-to-Work we are organising open days at our prisons for employers.

By providing targeted support to **young offenders** we will prevent them from continuing on to a lifetime of crime. We will provide them with the best possible opportunity to learn.

Improving the **health** of offenders will also assist with their rehabilitation. To reduce the number of prisoners **self harming**, a revised process for assessing their risk has been introduced. Non-tearing bedding and clothing has been introduced in the units housing at-risk prisoners. The Department participates in the New Zealand National Suicide Prevention Action Plan and is developing a prison suicide prevention strategy. The Department has developed a new mental health screening tool to be used by primary health nurses in prisons to improve the assessment of mental illness. The Department will also be providing primary mental health treatment for prisoners with mild to moderate mental health issues. The screening tool will be implemented progressively in prisons for all newly received male prisoners. Implementation will be completed by June 2012.

Reintegration will be **strengthened** to support the work done with offenders while they are under the management of the Department and, in particular, we will focus on planning for the release of high-risk offenders. The Department will build on the learnings from the Whare Oranga Ake initiative and will look to partner more widely with community-based organisations to support the reintegration of prisoners in the community.

BETTER PUBLIC VALUE

The Department is committed to achieving **better value for money** from public spending so it can support the delivery of better public services over the coming years.

The Department of Corrections has prioritised expenditure to absorb increasing wage costs and will fund necessary capital expenditure within current baselines. We have adopted innovative solutions to manage capacity pressures – for example, by converting shipping **containers** into prison cells, modular construction of prisons and **double bunking**. We have outsourced large parts of the management of our technology platform and facilities management to improve efficiency and have contracted Serco, a private company, to manage Mount Eden Corrections Facility.

Further opportunities and challenges

We are currently examining our **expenditure** to identify how we can deliver our **outcomes** more effectively. We face a challenging economic environment so our commitment is to achieve more with every taxpayer's dollar, freeing up resources where we can, while improving our service. Where evidence shows we can invest differently to improve public safety and reduce re-offending, we will **move resources**.

The Expenditure Review is about finding ways to provide **better public value** while, at the same time, ensuring the Department continues to **improve its services** and meet its targets of reducing re-offending and improving public safety. There are a number of work streams, each targeted to improve a specific area of the Department's performance. The work streams are at various stages of development, with final recommendations and business cases being presented for approval to the Steering Committee during 2012. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*

The work streams cover the following areas.

- > A "Further, Stronger, Faster" Value-for-money (VFM) Review is examining the **corporate functions** of the Department and its **discretionary spend** on services like consultants and contractors, learning and development, administrative support and travel. A VFM implementation plan will be completed by 30 November 2011.
- > A review of Head Office and Regional **Structures** is considering how management and support structures can be better organised to deliver maximum value to **frontline services**. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*
- > A review of **Corrections Inmate Employment (CIE)** is assessing whether the way we currently deliver inmate training and employment is optimal for achieving the Department's goal of a job for every prisoner as they leave prison. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*
- > A review of Rehabilitation and Reintegration Services Programme Contracts is evaluating the **outcomes** of contracted **programmes** and services (including the effectiveness of Drug Treatment Units in reducing re-offending) against costs. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*

- > The **Modernisation** of Community Probation Services Project is looking at service design as well as opportunities for a more **mobile** and **technologically-enabled** workforce, ensuring offenders meet their obligations and maximising the ability to track high risk offenders. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*
- > The **Modernisation** of Prison Services project is identifying opportunities to refine or automate business processes, and enhancements to IT systems and electronic security, to enable staff to operate in a **more offender-centric** way. It will also recommend prisons run by the Department adopt the best of Serco's innovative practices at Mount Eden Corrections Facility. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*
- > The Prison Services National Security Standards project is determining the Department's approach to security in prisons, including physical and electronic **security**. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*
- > The Prison **Configuration** and 20 Year **Capital Expenditure Plan** project is developing a 10-20 year approach to our capital expenditure planning, prioritising every investment to meet future demand for our services. The work is also reviewing the approach to prison configuration, including the possibility of working prisons (where all prisoners work every day) and specialist prisons dealing with health, disability or ageing issues. It will also consider the best location for prisoners relative to rehabilitation and reintegration. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*
- > The **Shared Services** Options project is considering opportunities for sharing services with other government agencies, particularly those in the justice sector. The Department investigated providing payroll services to the Ministry of Justice, but the Ministry of Justice concluded that its current payroll was fit for purpose for the time being. Other areas being considered are accounts payable processing and fleet management. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*
- > Corrections' **cost drivers**, in terms of increases in prices and volumes, have been analysed.
- > Options for possible setting changes within the **justice sector** to **reduce costs** while maintaining public and staff safety are being developed. The work is being done in close consultation with the Ministry of Justice. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*

We are also heavily involved in a whole of justice sector programme of work to ensure the sustainability of the justice sector. *Some aspects have been withheld pursuant to section 9(2)(f)(iv) of the OIA to maintain constitutional conventions regarding confidential advice.*

LEADERSHIP

The Department has promoted a **culture** of accountability, making a difference, achieving more by working together and taking new approaches to get better outcomes. Central to this are strong relationships between managers and staff and a proactive industrial relations strategy.

A number of new initiatives have been or are being implemented to support the development and safety of staff, including:

- > fast track programmes for **high-potential** staff and future leaders, including identified Māori staff
- > a common **induction** programme for all staff
- > a workforce **engagement** survey to identify where staff think the organisation is doing well and where it can improve
- > new initiatives focused on improving the **health** and **safety** of our workforce, including:
 - training for staff in de-escalation and tactical communication to defuse potentially violent situations
 - strengthened post-incident counselling for staff affected by prisoner assaults
 - introduction of free health checks
 - a substantial contribution towards eye examinations and glasses for staff
 - the establishment of comprehensive insurance cover for death or permanent disablement arising from an accident or assault
- > **help** for **Christchurch-based** staff, including practical support and advice with insurance claims, establishment of a charitable trust to channel staff donations to affected Corrections staff (this fund collected and distributed over \$164,000) and an overarching welfare plan
- > a new **reward and recognition programme** that celebrates effort, achievement and service at a local and national level
- > a strengthened **integrity** framework which includes a revised Code of Conduct, increased pre-employment standards such as credit checking, police vetting, and drug testing, together with enhanced integrity training for staff.

New Zealand's prisons have been **smokefree** since 1 July 2011. New Zealand is the only national corrections jurisdiction to have made all prisons smokefree. Smoking has long been a part of prison culture with around two-thirds of prisoners and around one-third of prison staff smoking, making this a significant change in the prison environment.¹ Successful implementation was achieved through risk mitigation planning and the leadership provided. Support was provided to prisoners, including nicotine replacement therapy, healthy food options, and recreational activities. A number of staff also took the opportunity to quit smoking. The environment in prisons is now healthier, and engagement between Corrections Officers and prisoners has increased.

Since 1 September, Corrections staff have been wearing a **new uniform** as part of a wider programme to lift the professionalism, capability and safety of custodial staff. The change to the uniform was the first comprehensive review since 1976. The uniform was designed specifically for the Corrections work environment and the blue colour aligns the Department with the wider justice sector – Courts and Police – as well as Customs, as a law enforcement agency. The introduction of the new uniform has improved the professionalism of our work environment.

Further opportunities and challenges

We are looking for further opportunities to **engage** more effectively with other Government and community organisations to improve our mutual objectives. Some specific initiatives are discussed in the next section.

¹ The general public rate of smoking is around one-fifth.

KEY RELATIONSHIPS

Reducing re-offending and improving public safety are challenges not only for Corrections, but also for government and the wider community. Corrections is proactively **strengthening relationships** with a broad range of organisations. These include agencies that directly influence the likelihood of offenders re-offending, but also organisations that exert an important but much less direct impact. They include relationships within the justice sector, with other government agencies, with non-government organisations, with iwi and with individuals. International relationships are also important for the exchange of information, learning about innovations, and sharing experience in managing offenders.

Collaborative projects within the justice sector

Corrections works closely with other **justice sector agencies**, particularly the Ministry of Justice and Police, recognising there is a “pipeline” across the sector – from arrest and prosecutions, through to courts, sentencing and rehabilitation. Sharing policy, planning and budget processes across the sector means we can assess how interventions implemented in one part of the sector impact on other parts of the system. For example, we are currently working with **Police** to improve our joint strategies for managing high-risk offenders, extending our approach for managing high-risk parolees to all community-based sentences and orders. Our “Joining Forces” programme with the Police will provide an opportunity for Police and Corrections staff to share their people, their capabilities and their resources to improve public safety. We are also improving the support we provide to the New Zealand **Parole Board** and the information they have available to make informed parole decisions.

Justice sector sustainability

Justice sector agencies are currently collaborating on two key pieces of work. The first is a whole of justice sector programme, which aims to ensure the sector is modern, effective and sustainable to 2020. A Sector Leadership Board, comprising the Chief Executives of Police, Justice and Corrections, is coordinating the work.

Drivers of Crime

Another major piece of work in which the Department is involved with other Justice and social sector agencies is the **Drivers of Crime** project. The project aims to reduce crime and victimisation through prevention and early intervention to reduce risks, treatment to deal with presenting issues and new approaches to reduce re-offending. Priority areas for action include maternity and early parenting support services for those most at-risk, behavioural programmes for at-risk children and young people, reducing harm from alcohol, and better responses to low-level offenders.

Collaboration with other government agencies

We also work with **other government agencies**, including the Ministries of Social Development, Health and Education. Examples of our government relationships include:

- > intensifying our work with health services to improve the **health** of offenders, particularly those who have long-term illnesses or mental health concerns
- > sharing expertise with Child, Youth and Family to reduce offending among **young people**
- > working with the Ministry of Education to increase opportunities for prisoners to **learn**
- > working with the Ministry of Social Development to improve **reintegration** services for prisoners.

Finally, the Department has an important relationship with the Office of the Ombudsmen. This agency provides an external review function, complementary to the Department's own independent internal Inspectorate.

Collaboration with community organisations

We work closely with **communities** – with non-government organisations (NGOs), community service providers and volunteers. We are working with **NGOs** to provide support and treatment services for at-risk offenders. Chaplains have routine access to all prisons, to help meet prisoners' spiritual needs. We have over 3000 registered **volunteers**, who support prisoners' rehabilitation and reintegration with a range of activities and services. These include art, English for Speakers of Other Languages, literacy, living skills, hobbies, music, counselling and parenting assistance.

Of particular importance are our partnerships with **Māori**.

Corrections is expanding its partnerships with Māori community groups and agencies to assist in the rehabilitation of Māori offenders. These complement existing programmes and support provided in prisons and in the community. We worked with the Māori community and local service providers to establish the two Whare Oranga Ake reintegration units for prisoners nearing release.

Te Kauhanga Nui ā Iwi, a Whangarei-based trust, works with Community Probation Services' staff to provide emergency housing, advocacy, crisis counselling, budgeting and whānau support services for Māori offenders.

The Department's responsibilities to victims

We also have a relationship with victims of serious sexual and violent offending. We provide **victims** with **information** about prisoners to assist them to prepare for parole hearings, and notify them of events that take place during an offender's sentence or order. We are currently considering how we can ensure that the interests of victims are more fully reflected in our work.

International relationships

Corrections shares ideas and expertise with **international partners**, and has strong ongoing relationships with Australian jurisdictions and other countries with a similar corrections system to ours.

We are also party to a number of **international agreements**:

- > United Nations Standard Minimum Rules for the Treatment of Prisoners (1955). This specifies basic standards for facilities and management of prisoners.
- > United Nations Optional Protocol to the Convention Against Torture (2002) (OPCAT). Ratified by NZ in 2007; this establishes an international inspection system for places of detention.
- > International Labour Organisation (ILO) Convention 29 on Forced Labour (1930), ratified by New Zealand in 1938. This is the main international convention on the employment of prisoners and offenders serving some community-based sentences.
- > United Nations Convention on the Rights of the Child 1989 (UNCROC), ratified by New Zealand in 1993. This includes principles concerning the detention of children, defined as those 17 years and younger.
- > United Nations Covenant on Civil and Political Rights 1966, ratified by New Zealand in 1978. This provides standards concerning procedures for lawful detention.

THE DEPARTMENT

The Department of Corrections is the second largest core Government department with approximately 8,000 staff and the 19th largest New Zealand organisation in terms of staff head count.

We manage assets valued at \$2.5 billion. Our vote for 2011/12 is \$1.2 billion, of which 64 percent is spent on custodial services (prisons) 17 percent on community-based sentences and orders (Community Probation) and 11 percent on rehabilitation and reintegration.

Executive Team members and description of groups and services	
Chief Executive: Ray Smith Deputy Chief Executive: Christine Stevenson	
Acting General Manager: Jeanette Burns	Prison Services (PS) is responsible for the safe and humane containment of prisoners. It oversees all aspects of prisoner management, including the delivery of health services to prisoners, prisoner escorts and Court services.
General Manager: Katrina Casey	Community Probation Services (CPS) is responsible for managing offenders in the community. It provides information, reports and advice to the New Zealand Courts and the New Zealand Parole Board.
General Manager: Alison Thom	Rehabilitation and Reintegration Services (RRS) manages the co-ordination and delivery of all rehabilitation and reintegration services for offenders, in close collaboration with the rest of the Department. RRS also manages Corrections Inmate Employment and the Māori Services team.
General Manager: Graeme Carruthers	Office of the Chief Executive (OCE) manages key functions on behalf of the Chief Executive, including Internal Audit, the Inspectorate, the Professional Standards Unit, business continuity planning and emergency planning, communications and publications, Ministerial Services, and Legal Services.
General Manager: Jane von Dadelszen	Strategy Policy and Planning (SPP) is responsible for specialist and strategic advice on Corrections and Justice strategy, policy, legislation, research, and strategic planning. SPP is also responsible for the coordination and provision of policy advice to the Minister and for administrative support to the Parole Board and victim support services.
General Manager: Mike Martelli	Finance, Systems and Infrastructure (FSI) supports the delivery of Corrections' core-business through the management and delivery of financial services and procurement, and office services. FSI is also responsible for managing the outsourcing of facilities management and IT.
General Manager: Vince Arbuckle	Organisational Development (OD) provides organisational development and human resource advice and services to the Department including all training, human resources, employee relations, health and safety and payroll functions and the provision of HR related legal advice.
Director: Brendan Anstiss	Expenditure Review Team is responsible for overseeing the completion of the expenditure review and maintaining links to the work on the sustainability of the justice sector.
Director: Harry Hawthorn	Joining Forces Team is looking at additional opportunities for working closely with the New Zealand Police.

LEGISLATION FOR WHICH THE MINISTER HAS RESPONSIBILITY

Corrections Act 2004

The Corrections Act 2004 provides the legal framework for managing and operating prisons, including prisons managed under contract, prisoners and offenders serving community-based sentences. Under the Act, the Department must:

- > make public safety paramount when managing offenders
- > administer all sentences in a safe, secure, humane and effective manner
- > operate facilities in accordance with New Zealand legislation and based on other agreements (such as the United Nations Standard Minimum Rules for the Treatment of Prisoners)
- > ensure that offenders are treated fairly by providing them with information about the rules, obligations, and entitlements that affect them, and ensuring that decisions made about them are fair and reasonable and that they have access to an effective complaints procedure.

Corrections Regulations 2005

The Corrections Regulations 2005 provide the operational details required to implement the Corrections Act.

Parole Act 2002

The Parole Act 2002 covers parole, release dates (including calculating sentence lengths), home detention and recall applications. The Act also establishes and governs the operation of the New Zealand Parole Board (NZPB).

Sentencing Act 2002

The Sentencing Act 2002 covers the sentencing process, including pre-sentence reports, home detention and motor vehicle confiscation. The Sentencing Amendment Act 2007 increased the range of non-custodial sentences available to the courts. The Sentencing and Parole Reform Act 2010 imposed maximum terms of imprisonment on persistent repeat offenders who continue to commit serious violent offences.

Sentencing Regulations 2002

The Sentencing Regulations deal with procedural matters under the Sentencing Act 2002.

