

Briefing to the Incoming Minister

October 2014

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Message from the Chief Executive

I am proud to lead an innovative organisation that is strongly positioned to deliver on our goal of reducing re-offending. My vision is of a safer New Zealand that supports offenders to become productive, law-abiding members of society. Not only will offenders and their families have better lives, but our communities will be safer and there will be fewer victims.

We have made significant progress towards our ambitious target of reducing re-offending by 25 percent. We have done this by focusing on preparing offenders for employment, expanding our rehabilitation programmes and generally supporting offenders to do all they can to turn their lives around.

It wasn't always this way. We have moved from an organisation focused primarily on containment to one committed to delivering real change in offenders' lives. I am proud of how far we have evolved, and excited about how much further we can go.

But no matter what else we achieve, the public rightly judges us on our ability to keep people safe and we never lose sight of this. Over the past three years, we have been transforming the way we manage offenders in an effort to protect victims from re-offending, prevent escapes from prison and minimise risks to frontline staff.

At the centre of this effort has been a significant prison modernisation programme, major investments in staff training and equipment, greater accountabilities at the regional and local level and the expanded use of new technologies, such as on-body cameras and GPS monitoring.

Looking to the future, there are real opportunities to innovate for better results. At Corrections we are passionate about finding new ways to address some long-term challenges, including gang-related re-offending and preventing young people from escalating through our justice system.

We know that the end of an offender's sentence is not the end of their story – we want offenders to move out of the justice system for good. Working with our justice and social sector colleagues, and alongside our private sector partners including at the new Auckland South Corrections Facility, I am confident we can make real and lasting progress.

Ray Smith

Executive Summary

The Department of Corrections occupies a very important place in the justice sector. We have the responsibility of ensuring that offenders are held accountable for their actions and that the public are protected from re-offending. We have set an ambitious target for ourselves: reducing re-offending by 25 percent by 2017, resulting in 4,600 fewer offenders returning every year.

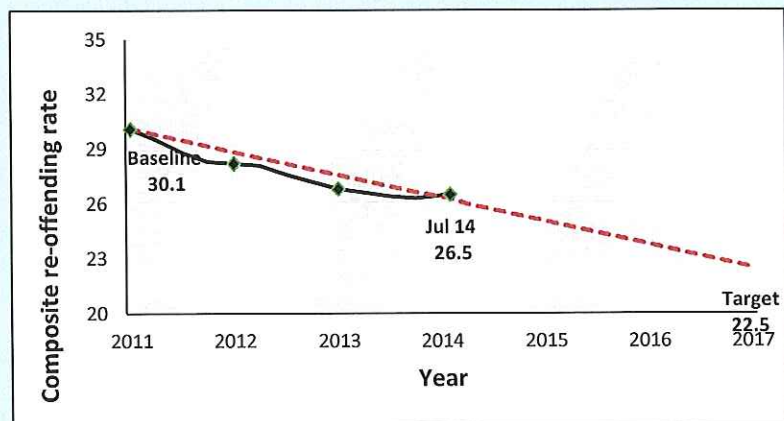
To achieve this goal we have put rehabilitation at the front and centre of our work with offenders, without compromising public safety. This has been possible because we have:

- invested in our prison sites and community probation centres, which are now more secure than ever and much better equipped for staff to deliver rehabilitation programmes, education and training
- transformed the culture of prison and probation staff, with a much stronger focus on professional judgement and accountability
- introduced new forms of monitoring technology, which allow us to track offenders' whereabouts and stop re-offending.

As a result, Corrections has the capacity and capability to meet the demands placed on it. The changes we have made are also producing measurable results, with re-offending rates declining steadily between 2011 and 2014, as illustrated below.

Rate of re-offending

In the three years from June 2011 we have already seen an 11.4 percent decrease in the rate of re-offending. We're on track to meet our target by 2017, with more of the benefits to come from our increase in interventions.



For this progress to continue, we will have to intensify our rehabilitative efforts. In our prisons, this means prisoners making much more use of their time to develop skills and prepare for employment upon release.

We will also need to do more to ensure released offenders stay out of prison for good. Building on the success of our *Out of Gate* reintegration programme, we will create more employment opportunities, and make it easier for offenders to access housing and other community services post-release. Government and private sector agencies are already working in this space. By combining our efforts and resources

we will achieve better collective outcomes and deliver better public value. The table below summarises work that is planned or underway in these areas.

Focus areas	Work planned or underway
<p>A MUCH STRONGER FOCUS ON REINTEGRATION</p> <p>While offenders are serving a sentence – whether it's in prison or the community – they have a range of opportunities to improve their prospects, including rehabilitation programmes, education and training and work experience. All too often, however, the gains that offenders make are not sustained when they complete their sentence. In large part, this is because the conditions to support a crime-free lifestyle are not in place and offenders have no particular plan for the future.</p>	<ul style="list-style-type: none"> • More education programmes for community-sentenced offenders. • Supported accommodation for more released prisoners to ease their transition back into the community and housing options for high risk offenders on prison land. • Targeted case management of offenders who have completed their sentence to ensure that those who are at greatest risk of slipping back into criminal activity are given support at critical points, for example during their first year of employment. • More interventions delivered by probation staff to ensure that offending risk factors are identified quickly, as well as to build motivation and sustain change.
<p>TRANSFORMATIVE PRISONS</p> <p>Traditionally, prisons have been a place for prisoners simply to serve their time. We expect more of prisoners, but we know that in order for them to use their time constructively, our staff need to play their part. This means that every prison officer at every level has the desire and ability to support and motivate prisoners to engage. It also means that prisons – under the stewardship of ambitious prison managers and regional commissioners – are places of industry, treatment and learning.</p>	<ul style="list-style-type: none"> • Increase prisoners' involvement in constructive activities so that more of their time is dedicated to education, industry training and rehabilitation programmes. • The professional culture of prison staff will be strengthened in line with successful changes in the probation service. Staff will be able to see how their work supports and enhances opportunities for prisoners to work towards a crime-free lifestyle.
<p>GREATER COLLABORATION</p> <p>Over the past few years, we've forged strong links with government agencies and the private sector because we know that many of the challenges offenders face can't be addressed by Corrections alone. As a result, there have been some innovative collaborations that point the way to much larger scale and longer-term projects, in the areas of information and intelligence sharing for high-risk offenders (Police and Ministry of Justice), education (Ministry of Education, TEC) and training (Department of Conservation, Housing New Zealand, national employers) and community support (Work and Income).</p>	<ul style="list-style-type: none"> • Expansion of successful initiatives, such as anti-drink-drive interventions offered through Community Work in partnership with Police and local service providers. This work is vital to tackling the very high number of convictions for driving related offences (22,000 alone in 2013). It will be complemented by new powers to alcohol and drug test offenders in the community. • National employers realise the benefits of employing ex-offenders who have been well-trained in prison and who are backed by Corrections staff after release. The next step is to increase the number of jobs guaranteed by employers, building on agreements with Fletchers, Envirowaste and Clelands, for example.

Overview of Corrections

On any given day:

- 30,000 offenders are managed in the community
- prisons house around 8,700 prisoners.

Of the offenders in the community:

- 80 percent are serving a community sentence; 20 percent are serving a post-prison order
- of the 24,000 community sentenced offenders, 45 percent are serving a sentence of Community Work

Of the prisoners:

- 80 percent are serving a sentence of imprisonment; 20 percent are on remand awaiting trial or sentencing
- the conviction profile is (sentenced prisoners):
 - 40 percent serious violence (such as aggravated robbery and grievous assaults)
 - 20 percent sex offences (such as rape and sexual violation of children)
 - 10 percent for serious drug-related offending.

Over the course of a year:

- more than 50,000 offenders start a community sentence or order
- most community sentences are completed within a year
- 11,000 people start a period in custody remand, and 7,500 start a prison sentence
- the sentences of 75 percent of prisoners are two years or less; however, the imposed sentence lengths of the remainder vary between two years to over 30 years
- 20 percent of offenders starting a community sentence are female; for prison sentences the comparable figure is 10 percent.

In total, Corrections is currently managing, under sentences and orders, nearly 40,000 people in prison or in the community. The following provides further details on how these people are managed by the Department. A map of all Corrections' key sites is included in the appendices.

Sentences and orders

Offenders managed in the community are subject to a relatively wide range of sentences and orders. Community Work, which requires offenders to work without payment on projects of benefit to the wider public, is the most widely applied sentence, followed by Supervision and Intensive Supervision. Parole is the most common post-prison order (this is applied to prisoners released after serving a sentence longer than two years). The proportional make-up of the community-managed population is illustrated in Figure 1.

The equivalent picture in prisons is more straightforward: prisoners are either held “on remand” prior to trial or sentencing, or are serving a sentence of imprisonment. Figure 2 shows the proportions for each group.

Figure 1: Sentence type

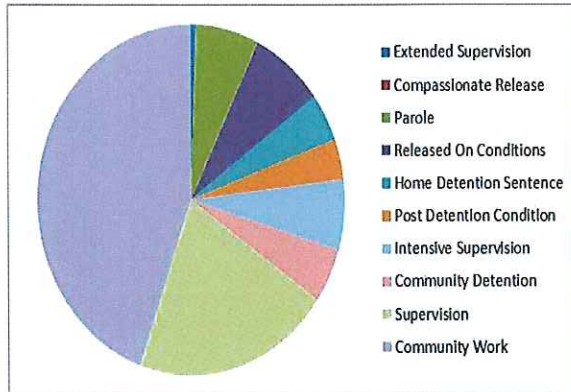
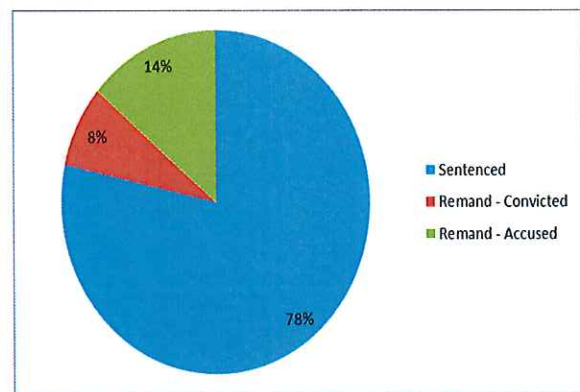


Figure 2: Sentence status



Corrections administers the sentences of around half of all persons convicted and sentenced annually for criminal offences. The remainder are subject to other court-imposed sanctions, such as fines, driving disqualification, and reparation orders, or conviction and discharge. A full description of different sentences and orders, in prison and in the community, is at Appendix B.

Who we manage

Age and ethnicity

The population of offenders managed by the Department is gradually evolving and changing over time. Perhaps the most significant change is the gradual increase in the average age of prisoners. The following graph shows the current age breakdown of prisoners. In the last 30 years there has been a substantial increase in both the number and proportion of the total who are aged over 40 years.

At the other end of the spectrum there has been a most welcome decline in numbers of young prisoners (aged below 20 years), who now constitute less than half the number managed as recently as 2004.

The community offender population tends to have a younger average age overall, but the same change as noted for prisoners is also occurring here too.

Figure 3: Age profile (prison)

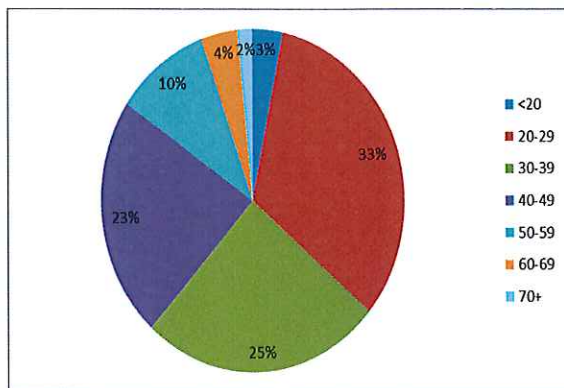
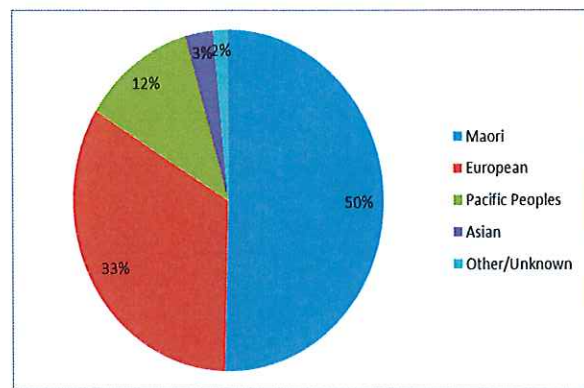


Figure 4: Ethnicity profile (prison)



Māori offenders have made up almost exactly half of the prison population for the last 30 years. This equates to a significantly higher rate of imprisonment (by sub-population) than for New Zealand Europeans: the Māori rate of imprisonment is 660 per 100,000 Māori New Zealanders, compared with 110 per 100,000 for non-Māori. Pacific offenders are also significantly over-represented, but not as severely as Māori.

Māori comprise a slightly smaller proportion (c. 45 percent) of the community-managed population.

Offence types and risk of re-offending

Corrections manages offenders convicted of the more serious types of crimes; as already noted, less serious crimes tend to attract a fine, or the offender is convicted and discharged.

When looked at in relation to offence type, nearly two-thirds of prisoners are serving a sentence for an offence involving either serious violence or sexual offending. The remainder are in prison for a wide range of offences, with more serious dishonesty offences (particularly burglary) featuring prominently, along with drugs-related offending (mostly manufacturing, importing or dealing in Class A drugs).

Figure 5: Offence types (prison)

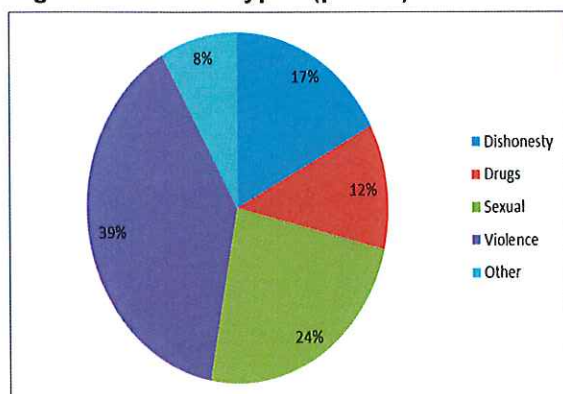
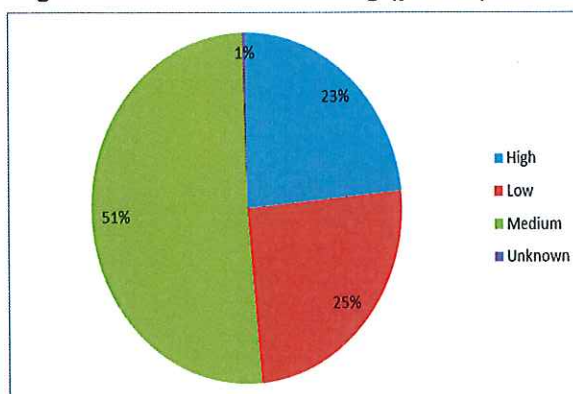


Figure 6: Risk of re-offending (prison)¹



The offence picture in the community-managed population is similar, but features more traffic-related offences (e.g., drunk driving, disqualified driving) and dishonesty offences such as car theft.

The Department is able, with reasonably high levels of accuracy, to estimate the likelihood of any given offender being reconvicted and re-imprisoned within five years following an assessment. Risk information is critical to the way in which offenders are managed, with both rehabilitative and monitoring resources most heavily prioritised for those with relatively high risks of re-offending.

The population managed in prison tends to comprise offenders with significantly higher average risks of re-offending than is found amongst those managed on community sentences.

Recent trends in volumes of offenders managed

Growth in offender volumes

Between 2000 and 2010 there was a substantial increase in the number of offenders that the Department was required to manage. The major causes were:

- the Bail Act 2000, which made it more difficult for offenders to be granted bail
- the Sentencing Act 2002, which affected the likelihood of a prison sentence¹ being imposed
- the Parole Act 2002, which meant that prisoners serving longer sentences (above two years duration) were liable to serve a greater proportion of the imposed prison sentence.

The impact of these legislative changes on prison numbers is illustrated in Figure 7.

¹ Risk categories are based on the Department's primary risk index – Risk of Conviction Risk of Imprisonment (RoC*RoI). [$< .3$ = low; med = $.3 - .7$; high = $> .7$]

Figure 7: Offenders serving prison sentences

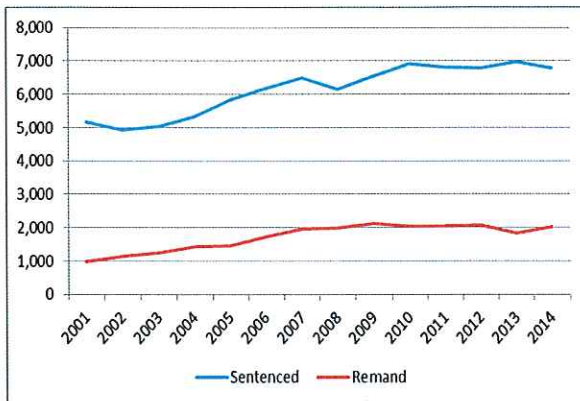
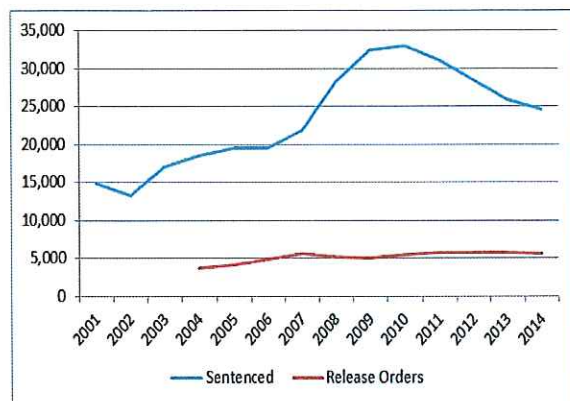


Figure 8: Community-sentenced offenders



In the community, quite dramatic growth was recorded after 2007 (Figure 8), primarily as a result of legislation that year which introduced several new community sentences (Home Detention, Intensive Supervision, Community Detention), all of which were intended as alternatives to shorter terms of imprisonment.

Growth in the prison population also resulted in a corresponding though smaller-scale increase in numbers of offenders being managed in the community on post-prison orders, as illustrated in Figure 8.

Mitigations

Several initiatives across the justice sector between 2007 and 2012, including Police crime prevention strategies, alternative resolution of “lower-level” offending, and significant expansion of offender rehabilitation by Corrections, have halted the growth in offender volumes. By late 2010, “new start” numbers started to decline, for both prisoners and in the community.

As is the case in a number of comparable countries, crime generally appears to have been falling steadily in New Zealand over recent years. Overall rates of violent crime have also dropped, although certain categories of serious offending, including sexual offences, have not decreased.

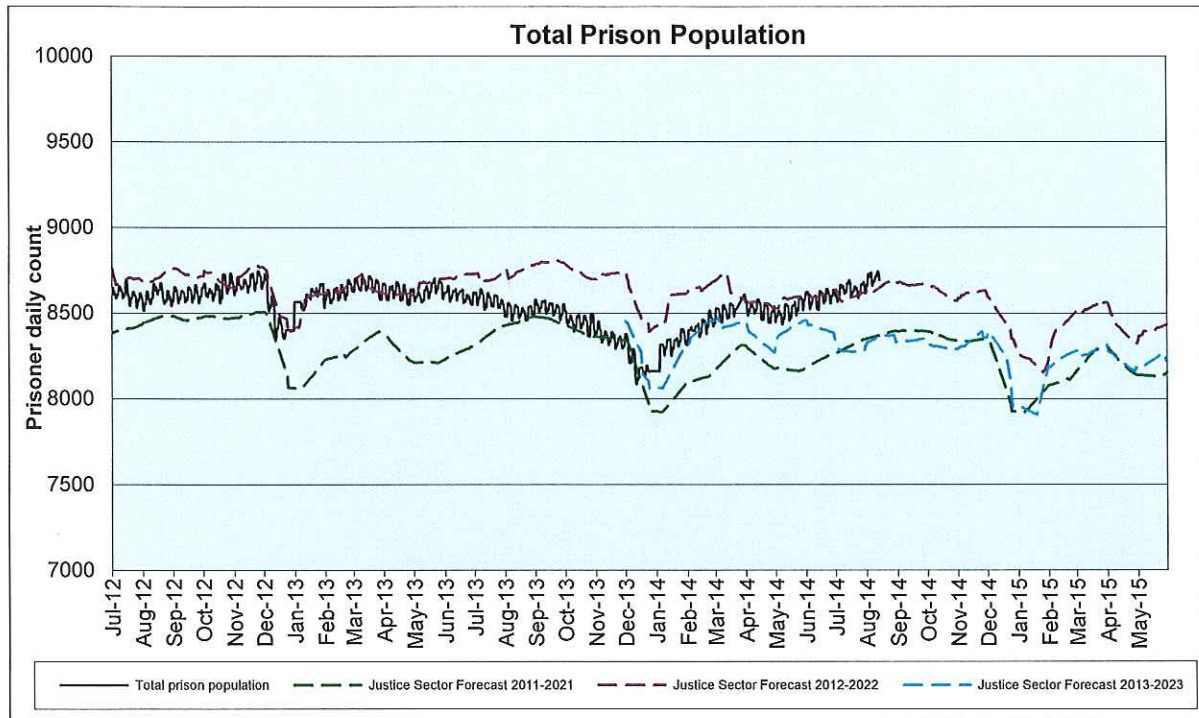
Forecasted volumes

Each year justice sector agencies collaborate to prepare a ten-year forecast of volumes. This is applied across a wide range of metrics, including courts’ and Crown Law caseloads, legal aid expenditure, and expected receipts from fines imposed. The primary element of the forecast, however, is Corrections volumes, both in terms of the prison population, and numbers starting community sentences.

Successive forecasts, including the current forecast (2013-2023), indicate that the prison population will continue to decline as it had since 2010, with an accelerating rate of decline until 2016, before levelling off and remaining flat out to the end of the

ten year forecast period. While these forecasts were reasonably accurate up to the end of last year, the current year has featured an unexpected climb in prisoner numbers, particularly affecting the remand population, as illustrated in Figure 9.

Figure 9: Forecasted volumes



There are two likely reasons for this:

- a small increase in the number of offenders being prosecuted for violent and Class A drug offences
- an amendment to the Bail Act, passed in October 2013, has had some effect in raising the threshold for bail to be granted in certain classes of crime

The forecasting of justice sector volumes is sensitive to changes in policy, practice and perceptions of risk to public safety and re-adjustments are a necessary way of correcting for these variables. In response to the divergence from the 2013 forecast, the annual forecasting exercise is being brought forward this year, and the prisoner population will be updated, taking into account the newly emerging trends and influences. We will provide you with the new 2014-2024 forecast shortly.

Our facilities

Modern, well-maintained sites enable Corrections to manage offenders appropriately and provide opportunities for rehabilitation and re-integration. Appendix A provides an overview of our prisons and probation centres, as well as regional offices and the national office.

Corrections has:

- 17 operational prisons
- 1 prison under construction
- 1 National Office
- 4 Regional offices
- 151 Community Corrections sites

Our people

Corrections employs over 8,000 staff in a variety of frontline and office-based roles, including:

- Corrections officers
- Case managers
- Nurses
- Psychologists
- Probation officers
- Programme facilitators
- Community work supervisors
- National, regional and district office staff

- More than 20 percent of staff identified as Māori in 2013/14

Public Safety: Our Bottom Line

The New Zealand public rightly expects to be kept safe from offenders who are serving a sentence or order in the community or in prison. At Corrections we take this responsibility very seriously and are constantly improving the tools and resources we have at our disposal to minimise the likelihood of serious incidents.

We are in a stronger position than ever before to protect the public from recidivist offenders because we've invested in more secure prisons, continuously improved the operational practices of our frontline staff and embraced innovation.

In prisons we are:

- making significant improvements to sites, such as perimeter fencing, entry points and more secure units
- expanding audio-visual links with courts so prisoners do not need to leave the prison to attend court
- bringing more employment and training facilities inside the wire so prisoners can engage in more activities in secure areas.

In the community we are:

- using a dynamic risk assessment tool to better enable probation staff to intervene at critical moments to prevent potential harm
- expanding the use of new technologies to more closely monitor offenders in the community
- training all frontline staff to recognise indicators of family violence and manage perpetrators to reduce the risk of violence occurring.

As a result we have significantly reduced escapes, both in terms of breakouts from prison and escapes from escort, as detailed below. Assaults within prisons have decreased significantly, and the number of positive random drug tests remains low, reflecting our success in keeping contraband out of prison.

Figure 10: Trends in escapes over the past five years

Financial Year	Breakout	From escort	Breach of temporary release	Abscond
2009/10	3	1	3	2
2010/11	2	2	0	0
2011/12	3	5	0	2
2012/13	0	1	0	0
2013/14	1	1	0	0

But there will always be risks when dealing with New Zealand's most violent and dangerous people. Despite the Department's best efforts, sometimes offenders act unpredictably with the potential to cause serious harm.

Ultimately, the most effective way Corrections can help keep the public safe is by reducing re-offending. The challenge for Corrections is to continue providing the majority of offenders with opportunities to address their offending behaviours, and safely and successfully reintegrate into society, while identifying and protecting the public from those most likely to cause serious harm.

Managing high-risk sexual and violent offenders

The great majority of offenders will either remain in the community or return to it after they have completed a term of imprisonment. The onus is on Corrections to ensure that those who present a real risk to public safety are identified and managed in a way that is appropriate to the level and type of risk they pose.

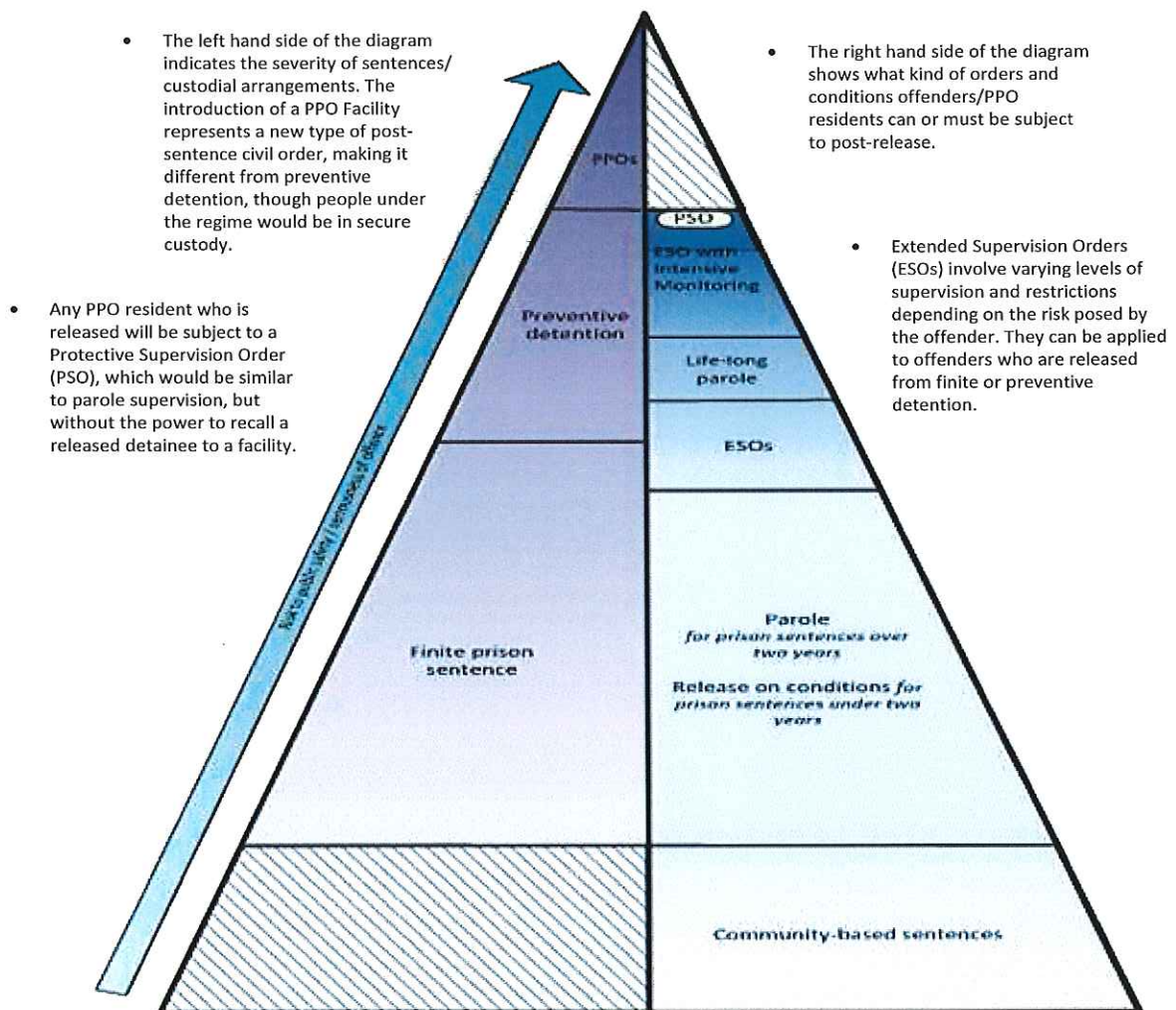
Sometimes the level of risk that offenders present requires new and more stringent approaches to monitoring and management. This is particularly true of serious sexual and violent offenders, who are capable of inflicting severe and lasting trauma on victims. New Zealand has high rates of serious sexual and violent offending, and we're seeing more of these offenders in our prison system.

Legislation is currently before Parliament that seeks to expand the range of tools that Corrections can use to manage serious sexual and violent offenders:

- The Public Safety (Public Protection Orders) Bill proposes to introduce a new order to detain in a civil residence on prison grounds extremely high-risk violent and sexual offenders who have completed a finite term of imprisonment.
- The Parole (Extended Supervision Orders) Amendment Bill will enhance existing extended supervision orders – for high-risk child sex offenders who are able to live in the community with appropriate management – by allowing them to be applied to violent and adult sex offenders and making the orders renewable beyond their current maximum duration of ten years.

The following diagram illustrates how the proposed changes will fit into the existing hierarchy of orders and conditions imposed on offenders who have committed serious crimes.

Figure 11: Management options for high-risk sexual and violent offenders



Additional work

Corrections and Police already work closely together through the Centre for Impact on Sexual Offending. Jointly staffed by Corrections and Police, the Centre aims to ensure that frontline staff of both agencies have up-to-date and relevant information to inform the work they are doing with offenders and other persons of interest.

To further enhance the information available to frontline agencies and information-sharing arrangements, Corrections and Police are working with the Parliamentary Counsel Office on the introduction of a Child Offender Protection Register. If enacted, this legislation would allow for information sharing between relevant agencies to prevent re-offending by convicted child sex offenders.

Delivering better results through technology

There is a broad opportunity within the corrections system to make greater use of new technology to both improve public safety and reduce serious re-offending. There are some obvious areas for use, but also opportunities to innovate:

- Electronic monitoring is being used to more closely track the movement of offenders in prison and in the community, and respond immediately if an offender goes somewhere they shouldn't. As monitoring technology develops it can be used in other ways, for example to monitor the use of alcohol or other drugs by offenders for whom these substances can significantly increase their risk of re-offending.
- Improved telecommunications can link offenders with services and programmes from safer, controlled environments, including audio-visual links with courts and online learning for prisoners.
- Staff are using on-body cameras to de-escalate conflict in prison. The cameras help immediately change prisoner behaviour and prevent assaults.

While new technology can be expensive to introduce, used appropriately it can also deliver savings by allowing offenders to be safely managed in the community rather than in prison. It also reduces the need for prisoners to be transported, for example with audio-visual links replacing physical court appearances, which cuts down on escort costs and improves public safety. Corrections is currently finalising new contracting arrangements for electronic monitoring services, which will provide better value for money and help drive innovation in the use of electronic monitoring.

However, it is important to recognise that new technologies can raise unrealistic expectations when it comes to preventing re-offending. While electronic monitoring lets probation staff know if an offender has breached a condition or is exhibiting a concerning pattern of behaviour, it cannot in itself prevent an offence from happening. For this reason, electronic monitoring will always be one in a range of tools that probation staff use to keep the public safe by reducing risk among the offenders subject to it.

Case study: GPS monitoring

A high-risk offender was released from prison following an eight year prison sentence and subject to GPS monitoring. In the area where the offender lived were a number of public parks that were set up as 'GPS exclusion zones'. On one occasion the offender entered one of these exclusion zones fully aware that he should not be in this location. Corrections staff attempted to contact the offender on a cell phone he was provided with to ensure communication was possible at all times. When the offender did not answer the cell phone Police were dispatched to the location immediately. The offender was located and arrested while still close to the exclusion zone. A breach of sentence conditions was applied for and successfully prosecuted resulting in the offender spending further time in custody.

Reducing Re-offending: Our Ultimate Goal

Corrections is committed to achieving the target of reducing re-offending by 25 percent by 2017. We have made good progress towards this target by expanding the range of rehabilitation programmes, education, training and employment opportunities and reintegration supports we offer to offenders, as described below. In each of these areas, the Department has set targets linked to the reducing re-offending goal.

Headlines: where we've focused our efforts

- Nearly 25,000 offenders received drug and alcohol support in 2013/14, an 87 percent increase from 2012/13.
- Three of our facilities are now operating as working prisons, providing 1,000 prisoners with a routine similar to the 40 hour working week.
- We have seen a 154 percent increase in the number of prisoners participating in literacy and numeracy programmes, and over a 1,000 percent increase in the number of prisoners gaining qualifications.
- As people leave prison, their successful return to the community is being aided by our Out of Gate programme, which puts ex-prisoners in touch with the support networks they need on the outside. So far, more than 2,000 people have been referred to this service.

Tackling alcohol and drug abuse

Corrections has significantly increased offenders' access to Alcohol and Other Drug (AoD) programmes, towards the target of **providing treatment to an additional 33,100 offenders by 2017.**

In prisons, specialist Drug Treatment Units help offenders with serious treatment needs to address drug and alcohol addictions, which are often directly linked to their offending. Brief and Intermediate Support Programmes have also been introduced for prisoners with less chronic problems.

In the community, residential facilities continue to provide more intensive treatment options for community-based offenders. A range of AoD programme options are also available as part of a collaborative approach with the Ministry of Health. These include brief interventions, which by 2017 will have been delivered to more than 15,000 offenders.

Interventions delivered by probation staff

Eighty percent of all offenders serve their sentences in the community under the management of probation staff. By 2017, probation staff will have provided **brief**

rehabilitative interventions to more than 41,000 offenders, including basic work and living skills, relapse prevention and motivation-building.

Brief targeted interventions of this kind help offenders maintain their focus on longer-term rehabilitation plans as well as on sustaining the gains they have made once they have reintegrated.

Education, job skills and working prisons

Low levels of literacy and numeracy are barriers to offenders' ongoing learning and their ability to get a job. Corrections provides education and training programmes that help offenders gain nationally recognised qualifications and valuable employment experience. **Our target is for 2,950 additional prisoners to have received education and employment training by 2017**, as a result of key initiatives like:

- introducing more structured time in prisons, including 40 hour weeks, to increase engagement in education and training
- making an on-going contribution to the recovery and rebuild of Christchurch, with prisoners and community-based offenders refurbishing damaged homes
- increasing access to education provision for offenders on community sentences, through the introduction of 'Community Education and Employment Officers' trained to administer the Adult Literacy and Numeracy Tool.

Real jobs on release

Corrections is focused on helping prisoners to develop skills and, crucially, making sure they secure work upon release.

Release to Work is one of our most successful employment initiatives in terms of reduced re-offending and we are, therefore, working towards **doubling the number of prisoners engaged in the programme by 2017** (from 400 to 800 annually). This will be possible partly because we are extending the use of GPS technology so that we can better manage the risks associated with prisoners working outside the wire.

Case study: the difference a job can make

In November 2013, Ms 'A' was released from prison having received a three year prison sentence for multiple drug offences including convictions for supply. Ms 'A' now in her mid-forties, with a criminal history dating back to the late eighties, had been assessed by one of our activity managers before release and from this interview was nominated to interview with one of our Employer Partners, Clelands

Timber. Ms 'A' was successful in her interview, started work with Clelands within eight days of being paroled from Arohata Prison and hasn't looked back.

Classed as a medium to high-risk offender Ms 'A' now states that her life since being employed has changed her whole attitude and that she is now living and supporting herself including some savings which she is investing in her future. Almost a year on Ms 'A' has received one pay rise and is well on her way to receiving a promotion to a supervisor role. Managing director Alistair Dowe stated "If we can keep finding the ['Ms A's'] of this world we would employ the whole work force with them".

Partnering with iwi and community groups

Offenders stand a much better chance of leading a law abiding life when they have strong community support. We are, therefore, partnering with community and iwi groups towards our target of **providing 6,000 offenders with re-integrative support and assistance by 2017.**

In 2013/14 we launched *Out Of Gate*, a new reintegration service to improve the likelihood of reintegration into the community by helping offenders find suitable providers of accommodation, budgeting advice, employment advice and support to address their needs. More than 2,000 offenders have received support under this initiative.

A new local reintegration services initiative was launched in February 2014. The service provides participants with transitional accommodation (up to 12 weeks) and support to find employment and sustainable accommodation in the Rotorua/Taupo/Tokoroa district. It is expected that the service will be used by between 45-60 prisoners on release from prison.

Case management – bringing our interventions together

To ensure offenders get the support and interventions they need at the right time, it is vital that someone has overall responsibility for planning each stage of a prison sentence, all the way through to release and beyond. For this reason, Corrections has put considerable resources into strengthening and expanding case management.

When a prisoner first arrives the initial focus is on identifying their immediate needs, including an initial health screening and education assessment, and introducing them to the rules and routine of the prison. Prisoners are assigned a security classification based on the risks they pose, which is used to decide what unit they are placed in.

Within ten days of arrival every prisoner is assigned a case manager who works with them to identify their risks and needs, and create a plan for their rehabilitation and reintegration. Offender risk and need is assessed dynamically, meaning that offender

plans are regularly updated in response to new information or changing circumstances.

Case managers recommend the sequencing for interventions and provide on-going motivational support to encourage prisoners to achieve the objectives within their plan. There can be challenges prioritising prisoners for suitable interventions at the right times, such as readiness or motivation to complete programmes, sentence length (not having enough time to complete) and waitlists that can develop for some programmes.

Every prisoner is also allocated a case officer, who supports the prisoner on a day to day basis in achieving the objectives of their plan. The case officer works with the case manager and other key staff managing the prisoner to ensure the plan remains on track. Case managers work collaboratively with probation officers and reintegration service providers in the community to ensure prisoners are well prepared for release.

Case study: the value of case management

A case manager was working with a 25 year old man who had been sentenced for three years and nine months' prison for aggravated robbery. He was a high security prisoner who had a history of misconducts during his time on remand and during the early stages of his sentence. He was also strongly entrenched in gang life and initially refused to acknowledge his role in the crime.

The case manager, over the course of a year, used motivational interviewing techniques in her sessions with the prisoner and built such a rapport with him that she was able to openly challenge his thinking. As a result, the prisoner was successful in being steadily reclassified down to a minimum security classification which made him eligible for a Self Care Unit and Release to Work opportunities. He also undertook and completed two rehabilitation programmes, namely the Drug Treatment Unit (DTU) programme and the Medium Intensity Rehabilitation Programme (MIRP). The prisoner began part time Release to Work whilst undertaking the MIRP and upon graduating moved into full time Release to Work.

While the prisoner succumbed to periods of self-doubt, the case manager's support did not waver and she continued to motivate and support him to undertake rehabilitation.

Focusing on What Works

Maximising the effectiveness of our programmes

We offer a wide range of programmes to encourage offenders to address their offending and help them make positive changes in their attitudes and behaviour. These include:

- alcohol and drug treatment programmes that vary in intensity according to an offender's need
- education, training and employment skills, qualifications and opportunities
- programmes that model pro-social behaviours on cultural values and beliefs to connect with offenders
- parenting programmes to improve pro-social behaviours and reduce their children's exposure to ineffective parenting and poor role modelling
- rehabilitation programmes run by the Department's psychologists.

We routinely measure the outcomes of our interventions to ensure that the best possible outcomes for offenders are being achieved. We are the only Corrections Department in the OECD to do this comprehensively. The degree to which re-offending is reduced is revealed by comparing rates of reconviction and re-imprisonment. Results for 2014 are summarised in the table below.

Prisoner interventions	Re-imprisonment (12 month follow-up)	Re-conviction (12 month follow-up)
Special Treatment Unit (sex offenders)	- 5.6**	- 5.8**
Special Treatment Unit rehabilitation programmes	- 11.9*	- 12.9**
Drug Treatment Units (6-months format)	- 1.2	- 5.9**
Drug Treatment Units (3-months format)	- 2.3	- 3.4*
Young offender programme	- 6.1*	0.0
Medium-intensity programme	- 4.9**	- 5.7**
Prisoner employment	- 2.8*	- 3.1*
Community-based interventions	Imprisonment	Reconviction
Short rehabilitation programme	- 4.9**	- 8.3**
Short motivational programme	- 5.6**	- 4.8*

Table 3 Rehabilitation Quotient Results

** results are statistically significant at a 95 percent level of certainty

* results are statistically significant below the 95 percent threshold but still likely to be indicative of effectiveness.

The achievement of a greater than ten percentage-points reduction in re-imprisonment rates amongst prisoners who completed the Special Treatment Unit rehabilitation programmes is particularly noteworthy. Participants in these programmes tend to be the most violent and high-risk of any prisoners, and

achieving this level of programme impact places this particular programme amongst the best correctional interventions in the world.

Although some of the other results appear modest, these figures capture only the specific impact of the identified intervention. Given that many offenders, particularly the longer-serving prisoners, participate in a range of interventions on a single sentence, the effect of doing so is cumulative and can be quite significant.

Improving the quality of family violence programmes

Experience with family violence programmes highlights the importance of evaluating and measuring the effectiveness of programmes.

Long term trends show that family violence programmes have not had a measurable benefit in terms of reducing re-offending by participants (although there has been an improvement in the last two years). Programme completion rates have been low – only around half the participants complete family violence programmes.

In 2012 a literature review and analysis of contracted family violence programmes also highlighted issues. Specifically, programmes did not readily adhere to best practice principles in offender rehabilitation for domestically violent offenders, and some inappropriate referrals were being made to programmes.

In response, Corrections has implemented a three-tiered approach to family violence treatment that provides a better match of the risk and nature of offending with the intensity of the interventions offered. High-risk offenders are being referred to Psychological Services and medium risk offenders to the Department's Medium Intensity Rehabilitation Programme for violent offenders.

Low to moderate risk offenders are being referred to community family violence programmes. Corrections has recently redesigned this community programme and is piloting it in 2014/15 with a number of providers. An evaluation will then be conducted to determine the effectiveness of the piloted programme.

Taking a more strategic approach to programmes

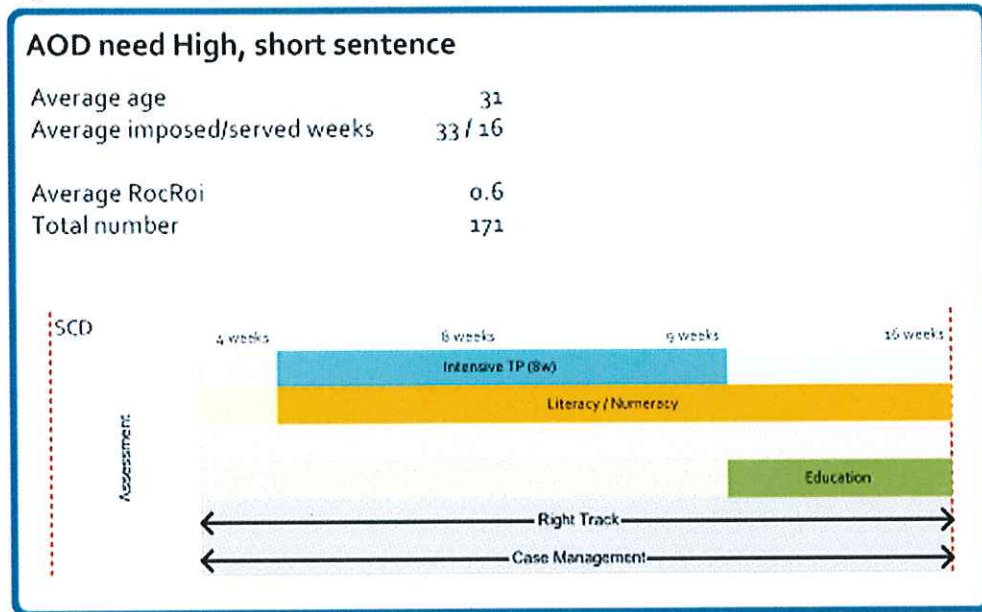
During 2013/2014, prisoners started nearly 7,500 rehabilitative programmes. Traditionally, the rehabilitation programmes that we offer have been scheduled according to their individual effectiveness. The increasingly sophisticated and fine-grained data the Department now has on recidivism rates means we have the potential to design unique offender pathways based on the best combination of programmes for reducing re-offending.

This approach has the potential to transform the way programmes are scheduled, strengthening the coherence of prisoners' treatment and ensuring that they are engaged as soon as they enter prison. It could also provide a valuable, evidence-

based tool for the parole board to help inform its decisions about whether an offender is ready for release.

Figure 12 below provides an example of how an offender’s rehabilitative pathway might look under the new approach. As illustrated, data relating to a prisoners’ profile (static risk level, age, sentence length etc.) would determine the combination and timing of treatment.

Figure 12: Example offender pathway



Predicting risk

We use a number of measures to assess the risk of reconviction and re-imprisonment of offenders. These measures also assist in identifying what interventions and programmes are suitable for an individual offender.

Static risk measures assess factors in an individual’s background which are unchangeable (such as age at first offence, number of previous convictions). Static measures used are:

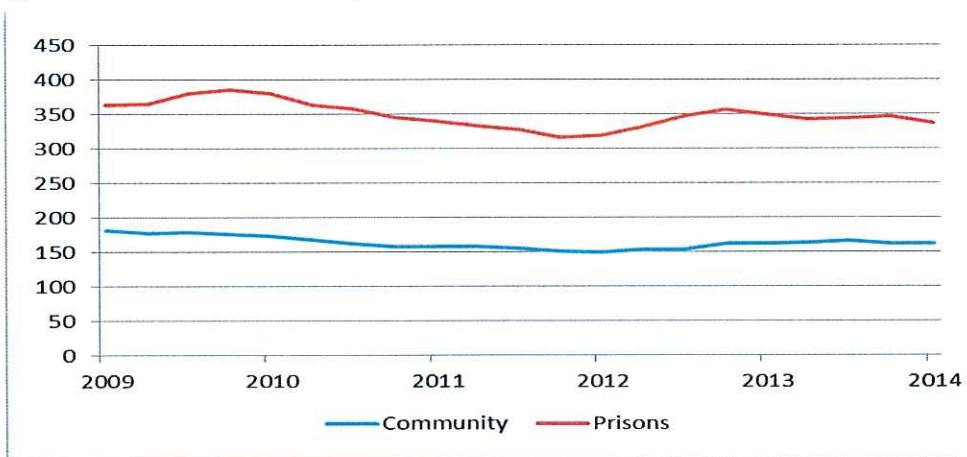
- the Roc*RoI (Risk of Reconviction and Risk of Re-imprisonment) which was developed by the Department and has been used as an initial screen for offenders since 2000
- the Automated Sexual Recidivism Scale (ASRS) which is used to screen sex offenders to identify appropriate programmes and interventions for them to undertake.

The most effective form of risk assessment involves a combination of static and dynamic measures. Two leading edge models which follow this approach have been developed by Corrections, drawing on international expertise:

- DRAOR (Dynamic Risk Assessment for Offender Re Entry) is now routinely used by Community Corrections and assists them to identify what programmes are best for that offender and, if an individual’s risk of re-offending is escalating, what measures need to be put in place to address these concerns
- the SDAC-21 (Structured Dynamic Assessment for Case Managers) is now being used by case managers in their development and monitoring of prisoners offender plans.

We also use a range of additional recidivism-related performance indicators, including a measure known as the “Seriousness Index” which captures the overall *seriousness* of all recorded re-offending. This measure indicates a more volatile picture, but figures for last five years reveal overall a modest decline in average seriousness.

Figure 13: Seriousness Index, 2009-2014



Measuring progress towards our re-offending target

Rates of re-offending are important indicators of the Department’s performance, particularly in relation to rehabilitation of offenders.

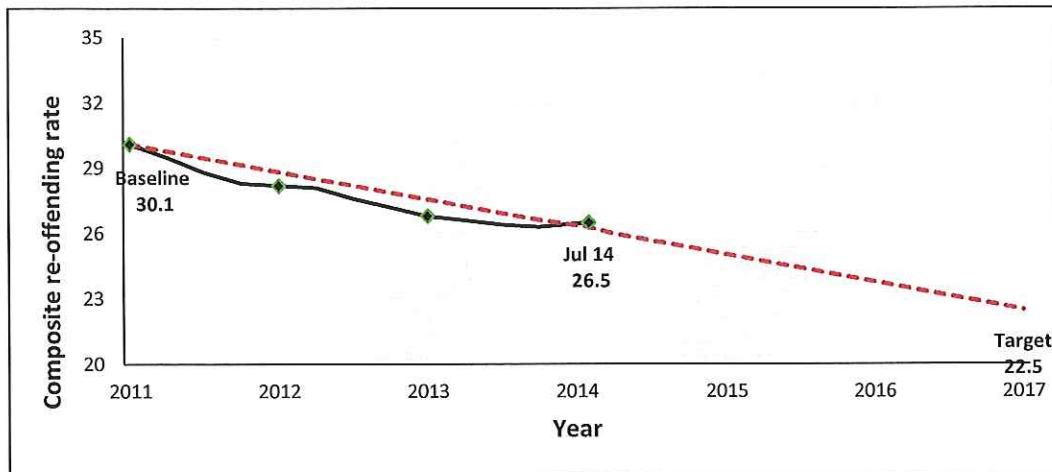
The primary re-offending measure is the “Recidivism Index” (RI). Figures on this indicator reveal the proportion of all offenders who are reconvicted for new offending which occurs within 12 months of release from prison, or within 12 months of commencing an earlier community sentence.

As noted above, we have committed to the goal of reducing these rates by 25 percent by 2017, commencing from a June 2011 baseline. For measuring performance against this target, the key rates of interest are the re-imprisonment rate of prisoners (currently at around 26 percent), and the reconviction rate for

community-sentenced offenders (also currently around 26 percent).¹ These two rates, for simplicity of communication, are synthesised into a single composite rate.

Progress towards the 2017 target is shown in the following graph. The trend line indicates that we remain on track to achieve the target within the agreed period.

Figure 14: Progress towards reducing re-offending goal



¹ Rates of “reconviction” include reconvictions resulting in a new prison sentence as well as reconvictions resulting in a community-based sentence. “Re-imprisonment” on the other hand includes only convictions resulting in a new sentence of imprisonment.