



# **Statement of Intent**

## **2018-2022**

Presented to the House of Representatives  
pursuant to section 39 of the Public Finance Act 1989

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Published June 2018

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ISSN: 1175-5342

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# FOREWORD - MINISTER OF CORRECTIONS

As Minister of Corrections, I'm pleased to present Corrections' Statement of Intent for 2018-22.

This document outlines the key areas that I expect Corrections to lead and also informs Parliament and the public about Corrections' activities and how they contribute to wider justice sector outcomes. This Government looks to bring lasting and meaningful reform to the justice system. We inherited a network that was already under stress and heading even further in the wrong direction.

Our current high rates of imprisonment and the significant over-representation of Māori in our prisons are unsustainable. This situation has led to escalating costs for Government, with no corresponding social improvement. It is also diverting effort and money away from investments that could make a real and positive difference for people affected by crime.

There are many immediate challenges caused by this prison population growth, but also a real opportunity to make a positive change for the lives of these people and for the safety of our communities. The Government's goal is to reduce New Zealand's prison population by 30 percent over the next 15 years. This is no small feat and it will likely take all of these 15 years to reach this target. We must not only halt the growth in the prison population but find a way to turn it around.

I will be working alongside my Ministerial colleagues to reform the justice sector, while also reducing crime and re-offending. This goal also requires a new direction for prisons in New Zealand, ensuring public safety remains the priority while delivering real rehabilitation, mental health treatment, and housing support to reduce re-offending, support reintegration and deliver transitional services. Corrections' work programme reflects our priorities and as Minister I expect it to show leadership in each of them.

As I visit prisons and community corrections sites around the country, I see offenders who are willing to transform their lives, and staff eager to help them. To provide lasting transformative changes in their lives we need to put a real focus on rehabilitation before prisoners are released, and also ensure the necessary support systems are in place when they are. I know as a Government we can create the change we need to reduce re-offending and stop people ending up in prison in the first place. Because that is the only lasting way we're going to get the prison population down and it's the only way we're going to see fewer victims and keep our communities safe.

Any successful long term reform of the justice sector will require time, improved policy settings, and investment in improved capacity. However, this Statement of Intent outlines the first steps on the path towards a more effective, efficient and humane justice system.

# INTRODUCTION FROM THE CHIEF EXECUTIVE

I am proud to lead an organisation that has a great passion and commitment to managing some of New Zealand's most difficult individuals.

Every day over 9,000 Corrections staff head to work where they manage over 10,500 prisoners and over 30,000 offenders serving sentences and orders in the community. As the largest public sector agency, the Department of Corrections has a vital role in maintaining the safety and wellbeing of the community, and in changing the lives of those within our care.

In recent years the growth in our prison population has resulted in a number of challenges across all of Corrections' areas of work through the increased demand on our facilities, programmes, and people. We have had to quickly adapt by adding more prison capacity into service, hiring more staff, and expanding our employment, educational, and rehabilitation programmes.

While we have risen to these immediate challenges, addressing ongoing demand will depend on our ability to continually explore new ways to deliver enhanced services whilst maintaining our firm commitment to safety.

Over the next four years we will look to improve the skills and capabilities of our staff, deliver more rehabilitation programmes with greater effectiveness, and expand the range of services to support offenders to effectively transition into the community.

Further strategic decisions are needed to address our long-term capacity concerns and the Government has signalled intent to transform the criminal justice system. Corrections is committed to working closely with the wider justice sector to achieve the Government's goal of creating a justice system that enhances public safety, that improves people's lives, and that supports community wellbeing.

I am confident that Corrections will continue to build on our progress in recent years, with the support of our hardworking and dedicated workforce who are committed to the goal of making New Zealand a safer place.

## Chief Executive statement of responsibility

In signing this information, I acknowledge that I am responsible for the information on strategic intentions for the Department of Corrections.

This information has been prepared in accordance with section 38 and section 40 of the *Public Finance Act 1989*.



Ray Smith  
**Chief Executive**  
**Department of Corrections**

## Responsible Minister statement

I am satisfied that the information on strategic intentions prepared by the Department of Corrections is consistent with the policies and performance expectations of the Government.



Hon Kelvin Davis  
**Minister of Corrections**

# INTRODUCTION

This is our Statement of Intent for 2018-2022. It tells Corrections' story, outlining who we are and what we do, describes our current operating context, and explains how we will measure our success over the next four years. This is important so that we can demonstrate how our actions keep New Zealand's communities safe.

## Who we are and what we do

Corrections is responsible for the management of New Zealand's corrections system, including the administration of custodial and community-based sentences and orders.

Our purpose is to improve public safety and contribute to the maintenance of a just society. In accordance with the *Corrections Act 2004*, we do this by:

- ensuring that custodial and community-based sentences and orders imposed by the Courts and the New Zealand Parole Board are administered in a safe, secure, humane and effective manner
- operating Corrections' facilities in accordance with the *Corrections Act 2004* and with consideration for other guidelines, such as the United Nations Standard Minimum Rules for the Treatment of Prisoners
- assisting in the rehabilitation of offenders and supporting their return to the community through the provision of programmes and other interventions
- providing information to the Courts and the New Zealand Parole Board to assist them in their decision-making.

We also notify victims of crime of information requirements as set out in the *Victims' Rights Act 2002*. We support victims by referring them to organisations that can provide the specialist support they need.

## The Justice Sector

Each agency in the justice sector is linked and Corrections' work affects the work of others. This is why we work closely with our justice sector partners to make New Zealand safer and to deliver accessible justice services. The vision and strategic focus areas for the justice sector are set out in the Criminal Justice Sector Strategic Intent. Corrections' priorities directly contribute to the sector as a whole.

The justice sector is made up of the following agencies:

- Ministry of Justice
- New Zealand Police
- Department of Corrections
- Crown Law Office
- Serious Fraud Office
- Oranga Tamariki - Ministry for Children.



## About Corrections' Statement of Intent 2018-2022

The two key strategic issues facing Corrections are the ongoing pressure on prison capacity due to growth in the prison population and significant over-representation of Māori in the corrections system, including through re-offending.

The prison population has grown rapidly since 2013, placing significant demand on our facilities, programmes and people. As this growth was largely unforeseen, Corrections' ability to plan for it in advance was limited. At present, prisoner numbers continue to exceed forecast levels and we are implementing solutions to ease demand for prison places and increase prison capacity.

The actions we will take to address the population pressure faced by the corrections system are outlined later in this document. These are in line with the Minister of Corrections' priorities, which include:

- reducing the prison population
- ensuring Corrections has appropriate infrastructure to accommodate the prison population and improve rehabilitation and reintegration
- contributing to a whole-of-government approach to transforming the criminal justice system
- maximising alternatives to prison, such as electronic monitoring and home detention.

The disproportionate re-offending rate among Māori was the focus of a Waitangi Tribunal inquiry between 2015 and 2017. The report, *Tū Mai te Rangi*, found the Crown has a treaty responsibility to reduce inequities between Māori and non-Māori and made five recommendations to reduce Māori re-offending.

Māori men, women and young people are significantly over-represented in the corrections system and constitute the majority of people in the care or management of Corrections. To meet our statutory responsibilities, to improve public safety and maintain a just society, we must succeed with and for Māori as an urgent priority. Improving outcomes for the single largest group of men, women and young people in our management and care is a central theme throughout this document.

This document is based on what we know right now. It does not cover strategic decisions that are yet to be made or long-term solutions to address the capacity-related challenges that are currently under consideration, nor does it reflect a refreshed strategic approach to succeeding for Māori. Many of these decisions are expected to be made in the near future.

## CORRECTIONS KEY STATISTICS

Over <b>10,500</b> prisoners	Approximately <b>30,000</b> community-based offenders	<b>18</b> prisons in New Zealand
More than <b>140</b> service centres across the country	Over <b>9,000</b> Corrections staff	<b>480</b> health staff
Over <b>1,700</b> registered volunteers	Budget of over <b>\$1.9 billion</b> in 2018/19	Over <b>\$2.8 billion</b> in assets

# OUR OPERATING ENVIRONMENT

Corrections manages many of New Zealand's most difficult and dangerous people. We are at the end of the criminal justice 'pipeline'. The flow of people into and out of our prisons is dependent on a number of external factors, including judicial trends, offending rates, justice policy and policing practice. We must ensure we have the capacity to safely and humanely accommodate everyone that enters our care. In addition, several years of rapid growth in the prison population has placed pressure on Corrections' capacity to accommodate and rehabilitate prisoners.

## A growing prison population and the need for capacity

Over the past two years, the prison population grew by 20 percent and New Zealand's rate of imprisonment grew to more than 220 prisoners per 100,000 people. This level of growth poses operational challenges to almost every aspect of Corrections' work. We now need to accommodate, feed, transport, educate, rehabilitate, transition and reintegrate, and provide health services to more prisoners than ever before.

The Ministry of Justice provides the justice sector projection of the prison population based on the current justice sector settings, including Police numbers, legislative changes and judicial trends. In recent years, the rate of growth has significantly exceeded forecasts, especially growth of the remand population, limiting Corrections' ability to plan in advance for the rapid growth in the prison population.

We have had to adapt quickly. We continue to urgently bring prison beds into service through the intensification of existing accommodation, small-scale builds and recommissioning end-of-life facilities. A more intensely populated prison system also requires investment in facilities and services such as prison amenities and yards, industry-related activities, and rehabilitation programmes. Additionally, large numbers of frontline staff are required to maintain safe staff-to-prisoner ratios.

Current trends indicate that Corrections will continue to experience heavy demand for prison places in the short to medium term. Though we have already added 775<sup>1</sup> beds since 2016, our ability to continue this work is dependent on investment and capacity restraints at our existing prison sites. Budget 2018 included \$198.4 million to accommodate an additional 600 prisoner places in rapid-build modular units in prisons by the end of 2019.

Outside of increasing capacity in our prisons, we have initiated the High Impact Innovation Programme which is focused on moving people through the criminal justice pipeline faster. This is expected to reduce growth in demand for remand prison beds, by reducing the average length of time defendants are held in prison on remand. To date, we have successfully demonstrated that improving operational efficiency in the justice sector is an effective way of reducing demand for beds. It should be noted, however, that this programme alone is unlikely to resolve the capacity-related challenges currently faced by Corrections.

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<sup>1</sup> As at 11 May 2018

## Improving outcomes for Māori

Māori make up less than 16 percent of the general population of New Zealand, yet over 50 percent of all prisoners self-identify their primary ethnicity as Māori. This figure is even higher for female and youth prisoners. Māori are over-represented in all stages of the criminal justice system.

Drivers of this over-representation are multi-layered and complex, and include broader socio-economic and societal factors. However, given that Māori are the majority of people in the corrections system, we recognise that succeeding for Māori is an urgent priority and an essential component of how we will achieve the strategic intentions outlined in this document.

Research indicates that Māori offenders have lower rates of literacy and numeracy than the general offender population and higher rates of gang membership. Further, while our results show that Māori participation in many of our programmes is as good as - if not better than - that of non-Māori offenders, our standard evaluation methodologies indicate that gains from these programmes are not retained as strongly by Māori. We have qualitative information showing good gains where rehabilitation programmes are designed, developed and delivered in a kaupapa Māori environment.

The complex factors contributing to Māori offending and re-offending mean that Corrections must partner with others to be successful for Māori, including our justice sector partners and Māori communities.

We must work in partnership with others to drive the wide range of interventions required to address Māori offending. We are already working with our justice sector partners to address drivers of crime, particularly re-offending, by ensuring Māori offenders have access to meaningful interventions in prison and the support they need upon their return to the community. Building stronger partnerships with iwi is a key strategic priority for the next period, and we are strengthening our capability in this area.

We have some programmes that target Māori specifically, such as Te Tirohanga, a tikanga-based programme delivered in five whare in prisons across the country. Mauri Tū Pae, the core component of Te Tirohanga is our medium intensity kaupapa Māori programme for male offenders. We are also establishing Te Mana Wahine programmes for women.

Additionally, certain crimes (such as driving or family violence offences) feature heavily in repeat offending among Māori. By addressing the drivers of these specific crimes, targeting Corrections' interventions, expanding kaupapa Māori programmes, strengthening our own organisational cultural capability, and partnering with iwi, we should see improved outcomes, including a reduction in the re-offending rate among Māori.

## Providing mental health support to offenders

The high prevalence of mental illness among prisoners means that Corrections is managing more people with mental illness than any other organisation in New Zealand. While one in five New Zealanders experience mental illness in their lifetime, nine in ten people in our prisons have a lifetime diagnosis of mental health or substance abuse disorders. Caring for these people in a custodial environment is a constantly challenging aspect of our work.

Suicide and self-harm is a significant issue among prisoners. Last year, we placed more than 3,000 prisoners in At-Risk Units across the country, for the purpose of monitoring their wellbeing and preventing them from doing themselves physical harm. To improve support for these offenders, we are transforming our At-Risk Units into Intervention and Support Units, placing a greater emphasis on the provision of specialist mental health services.

Corrections is changing how it designs and operates its facilities by prioritising the mental health and rehabilitation needs of prisoners. For example, the new maximum security facility at Auckland Prison is about to come into service, and has been designed with purpose-built therapeutic environments for treatment, and sensory spaces that provide prisoners with more access to natural light, colour and plants.

We also have a number of interventions available to support offenders in the treatment of mental health issues. These range from primary health services and short-term packages of care, to forensic services for people presenting with the most serious mental health issues. We also provide specific interventions, ranging in intensity from brief to intensive, targeted at prisoners with issues related to alcohol and other drugs. Our annual assessment of these interventions (the Rehabilitation Quotient), which is published in our Annual Report, indicates they are effective in reducing re-offending.

Due to the ongoing prison population growth, Corrections is facing increased demand for mental health services and programmes in prisons which, in turn, is placing significant pressure on our capacity to deliver the quantity and quality of interventions required. Without expanding the provision of these services, we risk undermining the significant progress we have made in this area in recent years.

We are addressing this pressure. By improving and expanding the interventions we have available we are able to reach more offenders than ever before. Further, by targeting our most vulnerable prisoners, and commencing services at the new maximum security facility at Auckland Prison, we should see improved mental health outcomes among our most vulnerable offenders. By improving mental health, we will enable more prisoners to engage in rehabilitation, education and industry opportunities, and should ultimately see a reduction in re-offending.

## Housing offenders in the community

The Ministry of Social Development (MSD), Housing New Zealand, and Corrections all have roles in supporting offenders into stable and suitable accommodation. The challenging housing environment at present, alongside socio-economic factors affecting offenders and the growing base of offenders under our management, is making it difficult for Corrections to find suitable accommodation for offenders in the community.

A lack of housing makes it less likely that bail and parole applications will be granted, and less likely that home detention will be used as a sentencing alternative to prison. Further, it is known that education, health and employment outcomes are negatively impacted by a lack of access to stable and suitable housing.

Corrections has reviewed the provision of transitional accommodation and provides around 1,000 supported, transitional and emergency accommodation places for offenders each year. Further, we are working alongside Housing New Zealand, MSD, and iwi entities to design a number of services to meet offenders' housing needs, including improving the quality of services to high-risk community-based offenders and expanding our supported accommodation places. We've recently updated our relationship agreement with Housing New Zealand and continue to progress and expand our joint initiatives. Budget 2018 sets aside \$57.6 million over the next four years to provide housing and support services for over 300 people a year.

By co-ordinating our response with that of Housing New Zealand and MSD, and strengthening our partnerships with iwi Māori we should see an improvement in community safety, a reduction in the risk of re-offending, and improved confidence in Corrections' ability to keep the community safe. Further, the provision of stable housing - by enabling bail, parole and home detention - will directly contribute to a reduction in the prison population.

## Working in the justice sector

Corrections has a key role in the justice sector, working alongside a number of agencies to maintain and improve the quality and accessibility of justice in New Zealand. Our sector partners include the Ministry of Justice, Police, the Serious Fraud Office, Oranga Tamariki, and Crown Law.

Corrections is at the end of the criminal justice 'pipeline' and involved in sentence management, rehabilitation, transition and reintegration, and community-based support. Legislative settings, policing and judicial trends, and crime rates determine who enters Corrections' care. Our day-to-day operations require constant co-operation with our partners.

Improving the efficiency with which the justice sector operates is one way to reduce the number of people in prison. For example, by developing needs based plans for defendants (to assist with their applications to the court for bail), and preparing offenders for parole sooner, Corrections is able to reduce demand for prison beds. Input from the broader justice sector will be key to achieving the government's long-term priorities of reducing the number of people in prison and improving outcomes for Māori.

## Working with the social sector

We currently manage around 30,000 offenders in the community. Further, the vast majority of the more than 10,500<sup>2</sup> people in prison will return to the community at some point in the future. Corrections works alongside social sector organisations to provide the support these people need to live in the community safely.

As discussed earlier, Corrections works with MSD and Housing New Zealand to support offenders into stable accommodation, reducing their risk of re-offending and enabling them to serve their sentences and orders in the community. We also work with MSD to ensure offenders receive financial and employment support upon release from prison, and non-governmental organisations to assist offenders with obtaining photo identification, driver licences, IRD numbers, and other community-based assistance.

Corrections has specifically targeted Māori offenders with the implementation of some of its support services. For example, Whare Oranga Ake uses a kaupapa Māori environment to help prisoners train for employment, find work, find accommodation on release and form supportive relationships with iwi, hapū, and community organisations while strengthening their cultural identity. Our research shows Māori offenders do not retain rehabilitative gains as strongly as non-Māori offenders and we therefore, have an opportunity to improve outcomes for these offenders by designing services that address this discrepancy.

However, as with many aspects of Corrections, support services continue to be stretched by the increasing prisoner population. As large numbers of prisoners progress through their custodial sentences and into the community, we can expect greater demand for these types of community-based services. Additionally, the number of high-risk offenders subject to community-based orders, such as extended supervision orders, is expected to continue to increase. This will mean that co-operating with our social sector partners will be more important than ever before for the maintenance of public safety.

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<sup>2</sup> As at 18 June 2018

# OUR STRATEGIC DIRECTION

<b>Government Goal</b>	Reduce the prison population by 30 percent over 15 years			
<b>Ministerial Priorities</b>	Ensure Corrections has enough appropriate facilities	Transform the justice system	Introduce a multi-partisan approach to criminal justice settings	
<b>Our Mission</b>	Keeping the Community Safe and Changing Lives			
<b>Our Outcomes</b>	Public Safety is Improved		Re-offending is Reduced	
<b>Our Priorities</b>	Safety	Our People	Rehabilitation	Transitions

## Government goal

This Government has made a commitment to create a more effective criminal justice system and safer New Zealand. Achieving these long-term objectives will require systemic reform consistent with New Zealand values and aspirations, across the whole of the criminal justice system and the social sector. This will involve public engagement, partnerships with iwi/Māori and other community groups, legislative reform, investment in new services and operational change - amongst other things.

The Government has set a specific target to reduce the prison population by 30 percent over the next 15 years. Corrections is already progressing this target with the establishment of the High Impact Innovation Programme. Since its commencement (as the Targeted Option to Reduce the Prison Population programme), we have achieved a reduction in the growth of the prison population of 153 beds<sup>3</sup>. We expect to make additional progress towards the Government's goal of reducing the prison population through broader reforms of the wider criminal justice system.

Corrections will be at the forefront of criminal justice system reform. We will engage with agencies within the justice and social sectors to achieve the Government's goals and create a safer New Zealand. This work has been referenced throughout this document, with further detailed information to be released publicly as it becomes available.

<sup>3</sup> As at 5 June 2018



## Corrections' priorities

Corrections will support the Government's goal through the outcomes and priorities that we work to achieve. Corrections has two outcomes: Public Safety is Improved and Re-offending is Reduced.

The four priorities that contribute to these outcomes are:

- Safety
- Our People
- Rehabilitation
- Transitions

## Our Priorities 2018-2019

Corrections recently launched 'Our Priorities 2018-2019'. This has been developed as a tool for staff and provides guidance for all staff on the strategic direction of Corrections and how we will work together in the short-term to achieve our medium to long-term goals.

Our Priorities 2018-2019 transforms our highest level outcomes and the priorities above (which have a four year implementation focus) into simpler, short term actions. These operationalise our priorities, streamline the organisation's line-of-sight and improve the understanding frontline staff have of how our actions contribute to our broader mission.

Our Priorities for 2018 to 2019 have been published and can be found online at: [http://www.corrections.govt.nz/about\\_us/Our\\_vision\\_goal\\_and\\_priorities/our\\_priorities.html](http://www.corrections.govt.nz/about_us/Our_vision_goal_and_priorities/our_priorities.html)

## Priority: Safety

Corrections has a uniquely wide range of safety risks. Not only do we manage some of the most dangerous people in New Zealand, but many of our offenders are highly vulnerable. We are also involved in a wide array of prison industries, ranging from dairy farming to construction. Our approach to safety must appropriately balance the needs of the people under our management with the safety and security of the public and our custodial environments.

Budget 2018 provides \$198.4 million to accommodate 600 additional prisoner places in rapid-build modular units in prisons by the end of 2019 and \$127.9 million for initiatives to manage community-based offenders and defendants. New funding for community-based services includes \$82.7 million for probation and community services, \$8.6 million to increase the number of defendants on electronically monitored bail to 1,000, and \$6.7 million to maintain and expand residential alcohol treatment services.

### What will we achieve?

Our prisons will be world leading facilities in safety practice. New Zealanders will be confident that prisoners are safe in our custody, are held to account for their crimes, and that our facilities are secure and humane.

Through our work, we will directly contribute to improved safety in communities throughout New Zealand. New Zealanders will be confident that Corrections will protect their safety and appropriately monitor offenders.

### Increasing the capacity of our prisons and reducing the prison population

The growing prison population and the pressure this is placing on prison capacity is Corrections' foremost risk. Without immediate action, there is a risk that the increasing pressure on capacity in prisons will negatively impact their safety. Therefore, to safeguard the good order and safety of our sites, and the safety and wellbeing of our staff, we must bring more prison beds into service and work alongside our justice sector partners to progress the government's priority of reducing the prison population

#### Corrections will:

- complete the construction of our new 500 bed high security facility and 100 bed mental health facility at Waikeria
- complete the construction of our new unit at Mt Eden Corrections Facility and continue to bring more beds online in the short to medium-term within existing prison sites
- improve operational efficiency in the criminal justice pipeline to support a reduction in demand for remand beds in prison
- investigate and contribute to long-term policy solutions to reduce the prison population.

## Enabling increased use of non-custodial options

Currently, legislation is operating in a way that results in high-risk people being detained for the longest period of time possible, minimising the use of parole.

In reality, parole provides Corrections with the opportunity to help offenders learn to live in the community self-sufficiently, without returning to harmful behaviours. When high-risk offenders remain in prison until the end of their sentence, we risk returning them to the community and having no legal ability to monitor or support their transition.

### Corrections will:

- place a greater emphasis on moving offenders through their rehabilitation pathways faster, to enable parole sooner
- contribute to policy considerations that may enable the increased use of parole as a reintegration tool.

## Improving the timeliness and quality of information we provide to the Judiciary and New Zealand Parole Board

Corrections provides information to the New Zealand Parole Board and sentencing courts that informs their decision-making processes. By enhancing the timeliness and quality of our advice, we can directly improve the quality of parole and sentencing decisions. This will ensure that the people who need to be in prison remain in prison and, where appropriate, offenders can serve their sentences and orders in the community.

### Corrections will:

- improve the timeliness and quality of advice provided to the New Zealand Parole Board and courts, through monitoring, performance assessment, and training.

## Ensuring the corrections system is accountable and transparent

Transparency is a vital aspect of being accountable to the New Zealand public. Through a renewed focus on transparency, we will give all New Zealanders confidence that our facilities are safe, secure and humane.

### Corrections will:

- promote the operational independence of the Office of the Inspectorate, and ensure that they are sufficiently resourced.

### High Impact Innovation Team

This is a cross-agency operational response to the rising demand on prison capacity. It will directly contribute to the Government's goals of reducing the prison population by 30 percent over 15 years, and addressing the over-representation of Māori in the criminal justice system.

The team will identify, develop and implement operational initiatives that will directly impact the flows into and out of prison. They will target the operational constraints that delay bail applications and invest in support to ensure bail is successful, safe and sustainable, and improve the support provided to offenders being considered for parole.

## How will we know we are successful?

By focusing on the areas above, we should see improved safety outcomes among staff and offenders, and in our communities.

There should be a reduction in the rate of serious prisoner-on-prisoner and prisoner-on-staff assaults, and prisoner drug tests returned with a positive result. As has been the case since 2014/15, there should be no breakout escapes from our facilities.

In the community, there will be an increase in the proportion of offenders held to account for non-compliance, and a decrease in the proportion of offenders who re-offend while serving a community-based sentence or order.

### **The Tokorima a Māui Well Functioning Service framework**

The Well Functioning Service framework is the framework against which we will assess how well placed our services are to contribute to our goals.

The framework will be used in custodial and community-based environments and is based on five Kaupapa Māori values:

- Kaitiaki (guardianship) - We are responsive and responsible
- Manaaki (respect) - We care for and respect everyone
- Rangatira (leadership) - We demonstrate leadership and are accountable
- Wairua (spirituality) - We are unified and focused in our efforts
- Whānau (relationships) - We develop supportive relationships

## Priority: Our People

At Corrections, over 9,000 staff go to work every day - in prisons and out in the community - to keep our communities safe and to support offenders to change their lives. Our staff work in an exceptionally challenging environment, and we have an obligation to ensure they are safe, well supported, and have opportunities to grow and succeed.

### What will we achieve?

We will safeguard the safety and wellbeing of our staff. We will nurture a culture in which the health, safety and wellbeing of our people are prioritised and that empowers everybody to do the right thing.

### Prioritising the health, safety and wellbeing of our people

To support staff to keep themselves and those around them safe, we must ensure access to modern fit-for-purpose training, guidance and equipment. We must also understand the effects of fatigue and stress, especially considering the challenging environment in which many of our staff work.

#### Corrections will:

- complete the nationwide roll-out of individual pepper spray canisters
- expand Corrections' Site Emergency Response Teams
- complete the construction of the new Tactical Training Facility, enabling specialist forms of training such as 'working at heights' and 'method of entry'
- deliver greater flexibility in staff rostering, addressing issues such as fatigue and stress.

### Growing our capabilities

At its core, growing Corrections' capabilities begins with on-the-job learning experiences. These experiences help our people make an even greater contribution to public safety and provide the support offenders need to turn their lives around.

#### Corrections will:

- work alongside our custodial and community-based sites to review and enhance training opportunities
- progress Aukaha te Waka - the Future of Probation, our five year work programme to improve the long term capability of community probation services.

#### **Aukaha te Waka - the Future of Probation**

The Future of Probation is a five year work programme, which commenced in 2017 and aims to improve the long term capability of community probation services.

While the programme is wide-ranging, it includes a specific focus on improving how we care for Māori offenders. This will include improving staff knowledge of Te Reo, tikanga practices, and the Te Ao Māori point of view.

## Encouraging inspirational leadership

In the challenging Corrections environment, our leaders must be able to effectively direct their team, inspire them, and inform their understanding of our long-term goals. Leadership at Corrections should encompass courage, integrity and an ability to communicate openly.

### Corrections will:

- introduce new tools for leaders, including a new model for what inspirational leadership looks like and a tool through which leaders can obtain feedback and grow
- ensure decisions made at an executive level are consulted appropriately throughout all levels of staff, and that staff are invested in our long term goals.

### How will we know we are successful?

By focusing on the areas above, we should see improved safety and wellbeing outcomes for staff leading directly to a reduction in voluntary turnover and a reduction in the number of 'unrosterable' staff members.

Ultimately, improved staff engagement will impact the performance of all Corrections' functions.

### **Making Shifts Work**

This project is investigating alternatives to an eight hour shift in prisons. It aims to keep staff safe, allow improved work-life balance for staff, continue the delivery of effective operations in our facilities, and enable increased unlock hours for prisoners to improve engagement in meaningful activity.

## Priority: Rehabilitation

Rehabilitation programmes represent the best opportunity Corrections has to directly impact the drivers of crime among prisoners and community-based offenders. By improving rehabilitative gains, we can directly reduce re-offending and reduce the number of people re-entering the corrections system.

### What will we achieve?

We will provide prisoners and community-based offenders with access to best practice rehabilitation programmes that address the drivers of crime and criminal behaviour and improve individual wellbeing and public safety.

### Delivering rehabilitation that meets the specific needs of Māori offenders

As described earlier, Māori offenders are the majority of people in the corrections system. As such, meeting our departmental outcome of improving public safety is inextricably linked to our success with Māori. All our rehabilitation programmes should meet the needs of Māori.

In addition, we know that around 70 percent of gang members in prison identify as Māori. As gang members re-offend at nearly twice the rate of other offenders, improving outcomes for Māori must involve addressing New Zealand's high rate of gang membership.

#### Corrections will:

- design rehabilitation programmes based on kaupapa Māori values
- continue contracting Māori service providers to provide programmes for Māori that are delivered by Māori
- address gang membership as a core driver of offending through a focus on specialist rehabilitation programmes and purposeful engagement with high-risk offenders.

#### Corrections' Gang Strategy 2017-2021

Corrections' Gang Strategy 2017-2021 is our five year plan to address gang membership in prisons and in our communities.

The strategy aims to create safer prisons and communities - free from gang intimidation, violence and anti-social behaviour. Building on last year's progress, the strategy will focus on three key pillars: containment and disruption, rehabilitation and reintegration, and harm reduction.

Upcoming outputs for the strategy include a Gang Engagement Framework, a prisoner placement model for gang members (and those vulnerable to gangs), and a training package for staff to improve engagement with gang members.

## Delivering education as a form of rehabilitation

The low rate of literacy and numeracy among offenders, particularly Māori offenders, creates barriers to rehabilitation opportunities in prison, and to employment and education opportunities in the community.

### **Corrections will:**

- improve the accessibility of education in prisons.

## Addressing mental health and addiction disorders as core drivers of crime

Over 90 percent of prisoners have a lifetime diagnosis of mental health or substance abuse disorders. We cannot, therefore, address the risk of violence and self-harm incidents in prisons, without first addressing the mental health needs of our most vulnerable prisoners.

Further, the mental health needs of offenders in the community are different to the needs of prisoners. Community-based sentences and orders range from community work for the least serious offending to intensive supervision and extended supervision orders for the highest risk offenders.

### **Corrections will:**

- transform our At-Risk Units into Intervention and Support Units, enhancing the provision of specialist mental health services
- design and operate our custodial facilities to better support prisoners' mental health needs
- expand and enhance the range of rehabilitation programmes we have available to prisoners, and assess their effectiveness regularly
- increase the use of alcohol interlocks and alcohol detection anklets as tools to monitor compliance by community-based offenders and as a complement to personal gains achieved through Corrections' rehabilitation programmes.

## How will we know we are successful?

There will be an increase in the number of prisoners participating in industry, treatment and learning opportunities and a reduction in re-offending. The proportion of prisoners who start and complete a rehabilitation programme will increase, as will the proportion of prisoners who have received intensive literacy and numeracy qualifications in prison.



## Priority: Transitions

Supporting offenders in the community is vital to ensuring rehabilitative gains achieved in prison are retained. We know that offenders who lack access to suitable housing and are unable to support themselves are more likely to re-offend, be re-convicted, and be re-imprisoned. Accordingly, we cannot ensure safety in the community without addressing these specific needs among offenders.

### What will we achieve?

We will provide comprehensive, wrap-around support to offenders, improving access to stable accommodation and employment, and reducing the likelihood they will offend again in the future.

### Partnering with Māori in the delivery of services

We have an opportunity to improve outcomes among Māori by designing services that address their needs, and the fact that Māori offenders do not retain rehabilitative gains as strongly as non-Māori offenders upon release from prison.

#### Corrections will:

- continue working closely with the Kingitanga to progress our joint objectives as agreed in our kawenata (accord)
- partner with whakapapa and kaupapa-based organisations to support Māori offenders in the community
- incorporate specific cultural needs and the Te Ao Māori view to design and deliver bespoke support services.

### Improving access to stable and suitable housing

Corrections, Housing New Zealand, MSD, and iwi entities support offenders into suitable and stable accommodation. This reduces the likelihood of re-offending by providing a stabilising factor in offenders' lives, and improving education, health and financial outcomes for offenders. As described earlier, the current housing context is challenging, making it more difficult for Corrections to find accommodation places for offenders.

#### Corrections will:

- co-operate with social sector agencies, expanding the emergency and transitional accommodation we have available for offenders and improve the services we provide to high-risk community-based offenders.

### Improving opportunities for employment

By improving employment prospects for offenders, we can help them realise a life in which they can support themselves, gain access to suitable housing, and contribute to society in a meaningful way.

**Corrections will:**

- support offenders into employment by expanding Corrections' provision of employment related assistance
- continue providing end-to-end employment services to suitable offenders.

**How will we know we are successful?**

By focusing on the areas above, we should see a reduction in the proportion of offenders re-offending within two years of the end of their sentence. We should also see an increase in the number of community-based offenders who successfully complete their sentence, an increase in the number of transitional accommodation places, and a decrease in the number of community-based offenders who offend while serving their sentence or order

**Supporting Offenders into Employment**

A trial is taking place over the next three years jointly run by Corrections and the Ministry of Social Development. It is testing new ways of supporting offenders when they leave prison and aims to improve employment outcomes and reduce re-offending among newly-released prisoners.

The trial has two main focus areas: preparing offenders for work prior to, and upon, their release from prison, and the Intensive Client Support - Supporting Offenders into Employment (ICS-SOE) service.

The ICS-SOE service is an intensive case management service offered by Work and Income, which involves engaging with prisoners prior to their release, and up to a year afterwards.

# ORGANISATIONAL HEALTH & CAPABILITY

Our people are integral to our outcomes. We employ over 9,000 staff, the vast majority of whom (over 90 percent) are employed in frontline roles. These people interact with offenders every day and have the greatest opportunity to help offenders turn their lives around.

## Health, safety and wellbeing

Corrections staff function every day in an exceptionally challenging environment. To enable them to undertake their work, we must prioritise health and safety, and empower our staff to take responsibility for this.

We will build on the progress we have already made through the implementation of our health and safety strategy: Everyone Safe, Every Day. We will provide strengthened health and safety leadership, ensure staff have access to the safety equipment they need to be safe, monitor operational fatigue, address physical and psychological stress among staff, and expand the wellbeing services that are available to them.

## Integrity

Our staff are expected to role-model positive law-abiding behaviours and must be invulnerable to manipulation and pressure from offenders.

Our Integrity Support Team will maintain a strong focus on integrity through the promotion of an open and honest culture within Corrections, and by holding staff members to account for their actions.

## Diversity

The prison population is diverse. To understand and care for these people, we must ensure that our staff can relate to and share the cultural points of view each person brings with them on their journey. This is acutely important for Māori and Pacific peoples - these groups are significantly over-represented in the criminal justice system.

Corrections will continue to actively recruit and develop a diverse base of potential candidates and existing staff. We will nurture an environment where cultural diversity is valued, women are encouraged to succeed and grow, and differences are celebrated.

## Recruitment

The growing prison population has necessitated an approach to recruitment that takes into account the increasingly strained demand for custodial staff. Additionally, the challenging environment of prisons means that significant checks and a multi-step approach are required to ensure the quality of candidates.

We will continue our existing work to streamline and centralise our high-volume recruitment function to maintain the quality of candidates and make the complex process as simple as possible for them.

## **Development**

Everyday, our staff carry with them a wealth of Corrections knowledge and offender-management experience. It is important that our employees are given the opportunity to grow, develop, and demonstrate this experience on a more senior platform.

Corrections will continue providing staff with clear development pathways, encouraging secondments as a way to broaden experience, and promoting from within.

# PERFORMANCE INFORMATION SUPPORTING THE APPROPRIATIONS 2018/19

Performance information is a major aspect of Corrections' accountability framework. It outlines our annual expectations for the outputs directly funded by our Appropriations.

Assessment of Performance	2018/19 Budget Standard
The percentage of pre-sentence reports to courts within agreed timeframes before sentencing:	
• Probation reports	95%
• Psychological reports	95%
The percentage of parole reports provided within agreed timeframes pursuant to New Zealand Parole Board requirements:	
• Parole Assessment reports	90%
• Parole Progress reports	95%
• Psychological reports	95%
The percentage of offenders who are notified as per New Zealand Parole Board requirements	98%
The percentage of victims who are notified as per New Zealand Parole Board requirements	98%
The percentage of all cases to be heard by the New Zealand Parole Board that are scheduled within the timeframes specified by the Parole Act 2002	98%
The number of justified complaints about notification services received from registered victims	Nil
The number of breakout escapes	0
The number of non-breakout escapes	Less than or equal to 5
The proportion of general random drug tests undertaken by prisoners that have a positive result	Less than 5%
The number of unnatural deaths	Nil
The percentage of Death in Custody reports for unnatural deaths, that are completed by the Office of the Inspectorate within six months of the death occurring	Greater than 80%
The rate of prisoner on prisoner assaults that are serious, per 100 prisoners	0.5 or less
The rate of prisoner on staff assaults that are serious, per 100 prisoners	0.2 or less
The proportion of all complaints received to the Office of the Inspectorate that are acknowledged within 10 working days of receipt	100%
The proportion of all complaint investigations completed by the Office of the Inspectorate within three months of being received	Greater than 80%
The percentage of Health Centres in prisons that retained their Cornerstone accreditation status following completion of annual review	100%
The proportion of community-based offenders who successfully complete their sentence or order	Greater than 75%
The proportion of community-based offenders being held to account by Probation staff for non-compliance	90%

<b>Assessment of Performance</b>	<b>2018/19 Budget Standard</b>
The proportion of offenders entitled to receive an offender plan that received one within Standards of Practice timeframes:	
• Prisoners	90%
• Community-based offenders	80%
The proportion of offenders with an identified rehabilitation activity on their offender plan who have a matching scheduled placement for a Departmental programme:	
• Prisoners	80%
• Community-based offenders	45%
The proportion of prisoners who have completed an intensive literacy and numeracy programme who demonstrate statistically significant gains	35%
The percentage of offenders who start and complete a rehabilitation programme:	
• Prisoners	85%
• Community-based offenders	65%
The total number of referrals made to reintegration service providers	5,000
The total number of referrals made to reintegration service providers that resulted in a programme start	4,000
All public prisons to be achieving on average 100% engagement for eligible prisoners	100% engagement
The office of the Minister of Corrections is satisfied with the level of quality of policy advice, and of draft Ministerial correspondence, provided by the Department (determined by an Annual Survey of satisfaction)	85%
Technical quality of policy advice papers assessed by a survey with a methodological robustness of 90%	At least an average of 70%
The office of the Minister of Corrections is satisfied with the quality of policy advice provided, including quality of the written material and quality of the advice provided (measured through an annual survey)	80%
Total cost per output hours of professional staff time devoted to policy advice and other policy functions	\$105
The percentage of ministerial draft correspondence that is signed without changes	Greater than 95%
The percentage of all responses to parliamentary questions that are completed within five working days	Greater than 98%
The percentage of responses to ministerial draft correspondence that are completed within 20 working days	Greater than 98%

# FINANCIAL SUMMARY

In 2018/19, Corrections expects to receive a total income of \$1,962.9 million:

- \$1,932.1 million in revenue from the Crown
- \$30.8 million from other sources.

Corrections expects to incur \$1,965.7 million of expenditure, including \$1,572.7 million in operating expenditure and \$393 million in capital expenditure.

Corrections' expected operating expenditure covers:

- just over \$1,034 million (65.8 percent of the Vote) for the provision of custodial services
- just over \$236 million (15 percent of the Vote) for the management and delivery of sentences and orders served in the community, and electronic monitoring of people on bail
- just over \$231 million (14.7 percent of the Vote) for the provision of case management and interventions designed to address the underlying causes of criminal re-offending
- just over \$66 million (4.2 percent of the Vote) for the provision of information about offenders to victims of crime, the Judiciary and the New Zealand Parole Board. This also covers the provision of administrative, financial and secretariat services to the New Zealand Parole Board.
- just over \$2.5 million (0.2 percent of the Vote) for the provision of advice to support decision-making by Ministers on government policy matters.
- just under \$2 million (0.1 percent of the Vote) for the Department's responses to ministerial correspondence and parliamentary questions.

A loss of \$2.75 million is expected, related to third party revenue shortfall.

Corrections' expected capital expenditure covers just over \$393 million for the purchase or development of assets.

An additional capital injection of just over \$272 million has been authorised for the purpose of increasing prison capacity.

## Summary of estimated expenditure to 30 June 2022

	2018/19 TOTAL BUDGET \$000	2019/20 TOTAL BUDGET \$000	2020/21 TOTAL BUDGET \$000	2021/22 TOTAL BUDGET \$000
Output expenses	231,078	232,073	237,755	235,893
Multi category appropriation output expenses	1,341,641	1,350,587	1,337,851	1,347,478
Capital expenditure	393,004	149,485	78,333	104,418
Total expenditure	1,965,723	1,732,145	1,653,939	1,687,789

# ANNUAL LEGISLATIVE REPORTING

Corrections are required to provide additional reporting at the end of each financial year under the *Corrections Act 2004*, the *Parole Act 2002*, the *Public Safety (Public Protection Orders) Act 2014* and the *Victims' Rights Act 2002*.

Corrections will continue to release high-value public data on the offender population, prison statistics, and community sentences and orders statistics, in accordance with the Declaration on Open and Transparent Government.

## *Corrections Act 2004*

Section 190 prescribes particular requirements that must be reported on in Corrections' annual report. These requirements cover:

**Section 190(1)(a)** - Requires the Chief Executive to report on how he has carried out his functions under section 8(1)(k) and prison directors have carried out their functions under section 12(d), of ensuring that processes are established and maintained to identify communities significantly affected by policies and practices in the corrections system, and giving opportunities for those communities to give their views on those policies and practices, and ensuring those views are taken into account.

**Section 190(1)(b)** - A report on the work undertaken by the Corrections Inspectorate, including statistical information about the disposition of complaints made by people under control or supervision and comment on issues arising from complaints or visits.

**Section 190(1)(c)(d)(e)** - A report on the processes and systems in place to supervise and control the monitoring of prisoner phone calls, including statistics on the proportion of prisoner calls monitored (otherwise than merely by being recorded) and the number and percentage of calls disclosed under section 117(1) and (2):

- to any person other than an employee of the Chief Executive or a contractor
- to an employee of the Chief Executive or a contractor
- of those disclosed, the number of proceedings against a person for a disciplinary offence in which a recording of any of those calls was used in evidence.

Legislative authority for Corrections to monitor prisoners' telephone calls is provided under section 113 of the *Corrections Act 2004*.

**Section 190(1)(f)** - A report on measures to reduce drug and alcohol use by prisoners and the effectiveness of those measures, random-testing programmes and the results of those programmes.

**Section 190(1)(g)** - A report on the operation of every security contract that was in force for the whole, or any part, of the year to which the annual report relates, including:

- a summary of reports forwarded to the Chief Executive under section 171(2) or (3) (and, if applicable, the reports forwarded under section 36ZC(2) or (3) of the *Penal Institutions Act 1954*), and



- a summary of reports made to the Chief Executive under section 172(2)(b) (and, if applicable, the reports, if any, made under section 36ZD(2)(b) of the *Penal Institutions Act 1954*)– during the year to which the annual report relates, and
- a summary of any actions taken, during that year, in relation to the operation of security contracts as a result of any matters raised in any report so forwarded or made, whether during that year or any previous year.

**Section 190(1)(h)** - A report on the operation of every contract prison in operation in whole or in part in the year, including:

- a summary of reports forwarded to the Chief Executive under section 199D(1A), (2), and (3), and
- a summary of reports made to the Chief Executive under section 199E(3)(b)– during the year to which the annual report relates, and
- a summary of any actions taken, during that year, in relation to the management of contract prisons as a result of any matters raised in any report so forwarded or made, whether during that year or any previous year.

### ***Parole Act 2002***

**Section 15A of the *Parole Act 2002*** requires Corrections to include in its annual report information about the use of Electronic Monitoring. The information required covers:

- the number of offenders who were at any time subject to an Electronic Monitoring condition
- the average number of offenders who were subject to an Electronic Monitoring condition and the average duration of the condition
- the percentage of offenders who, while subject to an Electronic Monitoring condition attached to an extended supervision order, were convicted for a breach of the condition, or convicted of any other offence
- a description of processes and systems relating to Electronic Monitoring that were in place during the year reported on.

### ***Public Safety (Public Protection Orders) Act 2014***

**Section 121 of the *Public Safety (Public Protection Orders) Act 2014***

(1) Corrections' annual report under section 43 of the Public Finance Act 1989 must state in respect of the year to which the report relates:

- the number of persons who, at the end of that year, are detained, under this Act, in residences and state, for each person so detained, the number of months for which the person has been detained in a residence
- the number of persons who, at the end of that year, are detained, under this Act, in prisons and state, for each person so detained, the number of months for which the person has been detained in prison, and the reasons for that detention
- the number of persons who have been released on protective supervision
- the number of persons who were on protective supervision and who have again been detained under this Act
- the number of times that the Chief Executive applied to the court, ahead of time and pursuant to a direction of the review panel, for a review of a public protection order
- the number of appeals against orders made under this Act, and the outcome of each appeal

- the number and nature of any serious incidents involving residents or staff members of residences, or both
- the number and nature of any incidents involving the use of significant force or restraints on residents
- the number of times seclusion was imposed on residents, and the duration of, and reasons for, each episode of seclusion
- the number of times that residents were hospitalised
- the number of residents who died
- the number of emergencies in residences that required assistance from correction officers
- any other matter that the Chief Executive considers should be included in the annual report.

(2) The annual report referred to in subsection (1) must also include a report on the activities undertaken by inspectors during the year to which the annual report relates.

### *Victims' Rights Act 2002*

#### **Section 50A of the *Victims' Rights Act 2002***

(1) Without limiting section 43 of the *Public Finance Act 1989*, Corrections' annual report must include a summary of the services provided to victims and statistical information about:

- the number and type of complaints received, and
- the disposition of those complaints.





DEPARTMENT OF  
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