



DEPARTMENT OF CORRECTIONS

STATEMENT OF INTENT

1 JULY 2004 – 30 JUNE 2005

PRESENTED TO THE HOUSE OF
REPRESENTATIVES PURSUANT TO SECTION 34A
OF THE PUBLIC FINANCE ACT 1989



DEPARTMENT
OF CORRECTIONS

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Head Office:
Mayfair House
44-52 The Terrace
Private Box 1206
Wellington

For more information on the work of the Department
of Corrections, please visit our website at
www.corrections.govt.nz

INTRODUCTION

The *Statement of Intent* sets out the overall direction of the Department for the period 1 July 2004 to 30 June 2005. It is organised into three parts.

Part 1 sets out the purpose and principles guiding the Department's day-to-day operations, the environment and issues that impact upon those operations, the Department's approach to managing offenders, strategies to mitigate against identified risk areas, the Department's strategic direction and how this links with the key government goals, the major initiatives for 2004/05 and how the Department will measure its progress.

Part 2 contains the Department's forecast financial statements prepared in accordance with section 34A of the Public Finance Act 1989. Included in these are detailed descriptions of the outputs that will be delivered during 2004/05, the performance standards associated with these outputs, and statements setting out the Department's operating costs and expected financial position.

Part 3 provides information about the Department including its structure and arrangements for the delivery of services. It also outlines the Department's approach to the introduction of triple bottom line reporting. An overview of the justice sector and details of the Department's contribution to the achievement of the sector's outcomes are included.

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MINISTER'S FOREWORD

THE GOVERNMENT IS WELL ON TRACK TO ENHANCE COMMUNITY SAFETY AS PART OF ITS RESPONSE TO PUBLIC CONCERNS ABOUT THE CRIMINAL JUSTICE SYSTEM EXPRESSED IN THE 1999 REFERENDUM.

Corrections – along with the other justice sector agencies – is working under the new sentencing, parole and victims' rights legislation: the Sentencing Act 2002, Parole Act 2002 and Victims' Rights Act 2002. When the corrections legislation is also passed this will modernise the Government's approach to the management of offenders and ensure public safety is the paramount consideration in all decisions made in managing offenders – in prison, on community-based sentences or on parole. The essential purpose of these major reforms is to produce a criminal justice system for New Zealanders that better protects the public and gives greater recognition to the needs of victims, while enabling best practice management of offenders.

To ensure that the Department of Corrections is able to deliver on the Government's policies the Department needs appropriate resourcing. We have recently conducted an Output Pricing Review and based on the outcomes of this, Corrections is progressively implementing its *Strategic Business Plan* launched last year.

One of the decisions arising out of the review has been to increase the number of Probation Officers and the amount of training they receive which will assist the Department to manage increased volumes and restore service levels. In addition to the 60 Probation Officers appointed in the 2003/04 year, a further 40 Probation Officers will be recruited during the 2004/05 year, and a further 10 in the 2005/06 year.

This *Statement of Intent* details the work plan for the 2004/05 year that flows from the Department's business plan. Of particular importance to the Government are the initiatives that will be undertaken to identify and build effective reintegrative services for offenders. As part of this, the Government has provided additional funding to the New Zealand Prisoners' Aid and Rehabilitation Society to ensure that the services they provide can be maintained at existing levels.

The ongoing implementation of the Government's policy to place inmates closer to their homes and support networks – through the Regional Prisons Development Project – will also contribute to the more effective reintegration of inmates into society. Another area of focus will be on strengthening arrangements to manage the long-term risk posed by serious child sex offenders following their release from prison. The new arrangements will be implemented when the Extended Supervision and Parole Amendment Bill is passed.

I am pleased to endorse the Department's *Statement of Intent*. Corrections is well placed to build positively on its development over past years and to achieve its two secondary outcomes of protecting the public and reducing re-offending.

Hon Paul Swain
Minister of Corrections



CHIEF EXECUTIVE'S OVERVIEW

AFTER A PERIOD OF MAJOR DEVELOPMENT, THE DEPARTMENT OF CORRECTIONS IS FOCUSING ON CONSOLIDATING THE CHANGES MADE AND NEW APPROACHES INTRODUCED SINCE THE INCEPTION OF THE ORGANISATION IN 1995. WE ARE NOW LOOKING TO BUILD ON, AND REFINE, WHAT HAS BEEN PUT IN PLACE AND THIS STATEMENT OF INTENT SETS OUT THE SPECIFIC STEPS IN THE EARLY STAGES OF THAT JOURNEY.

This *Statement of Intent* is the second in the lifespan of the Department's five-year *Strategic Business Plan* launched in 2003. The plan has a very strong focus on consolidating the gains made since Corrections was established and the initiatives in this *Statement of Intent* reflect that focus.

Since the plan was launched the Department has completed an Output Pricing Review. The results of the review mean that the Department will be able to maintain and enhance the core components of its capability, namely: people; infrastructure; and information technology. Building the capability of our people and their support systems is essential to the development of Corrections' best practice performance and to achieving better results across all the dimensions of offender management.

The levels of funding provided in the review should ensure the Department can maintain its momentum and progress over the planning cycle to 2007/08. It also means that we can invest more in training our people in the requirements of the legislation and regulations in respect to core operational practice and thus better ensure offenders are appropriately managed. I am grateful to our Minister for the support provided in obtaining this result that now provides certainty for the medium term.

An important focus is on our relationships with our stakeholders, and neighbours, and the broader communities of which we are a part. We recognise the wide interest there is in our activities and are committed to responding to this positively.

We will also continue to work effectively with our justice sector colleagues and make a strong contribution to the key government goals and the justice sector outcomes of safer communities and a fairer, more credible and more effective justice system.

In the period of this *Statement of Intent* we will also be implementing our new approach to management of programmes for offenders. From 1 July, Intervention Services will become operational as part of Probation and Offender Services and will manage and deliver core interventions to offenders in the community and prisons. This move is an important element of our focus on addressing the reasons for offending and working with offenders to change offending behaviour.

A major event in this coming year will be the passage of the new corrections legislation. This has been underway for a number of years and will provide a modern and more appropriate framework for the Department to operate within. In a number of ways it represents a landmark in the evolution of the Department since its establishment. I thank our Ministers for the support they have given to this exercise over the years. It is a fitting point from which to inform future developments.



Mark Byers
Chief Executive



PART 1

STRATEGIC DIRECTION

PART 1 – STRATEGIC DIRECTION

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PURPOSE AND PRINCIPLES GUIDING THE CORRECTIONS SYSTEM

THE PURPOSE AND PRINCIPLES GUIDING THE CORRECTIONS SYSTEM HAVE BEEN AGREED WITH THE GOVERNMENT AND ARE INCLUDED IN NEW CORRECTIONS LEGISLATION.

PURPOSE

The purpose of the corrections system is to improve public safety and contribute to the maintenance of a just society by:

- ensuring that the community-based and custodial sentences and related orders that are imposed by the courts and the New Zealand Parole Board are administered in a safe, secure, humane and effective manner; and
- providing for corrections facilities to be operated in accordance with rules set out in the corrections legislation and regulations made under this legislation that are based, amongst other matters, on the United Nations Standard Minimum Rules for the Treatment of Prisoners; and
- assisting in the rehabilitation of offenders and their reintegration into the community, where appropriate, and as so far as is reasonable and practicable in the circumstances and within the resources available, through the provision of programmes and other interventions; and
- providing information to the courts and the New Zealand Parole Board to assist them in their decision-making.

PRINCIPLES GUIDING CORRECTIONS SYSTEM

The principles that guide the operation of the corrections system are listed here.

- The maintenance of public safety is the paramount consideration in decisions about the management of persons under control or supervision.
- Victims’ interests must be considered in decisions related to the management of persons under control or supervision.
- In order to reduce the risk of reoffending, the cultural background, ethnic identity, and language of offenders must, where appropriate and to the extent practicable within the resources available, be taken into account:
 - in developing and providing rehabilitative programmes and other interventions intended to effectively assist the rehabilitation and reintegration of offenders into the community; and
 - in sentence planning and management of offenders.
- Offenders must, where appropriate and so far as is reasonable and practicable in the circumstances, be provided with access to any process designed to promote restorative justice between offenders and victims.
- An offender’s family must, so far as is reasonable and practicable in the circumstances and within the resources available, be recognised, and involved in:
 - decisions related to sentence planning and management, rehabilitation and reintegration of the offender into the community; and
- planning for participation by the offender in programmes, services and activities in the course of his or her sentence.
- The corrections system must ensure the fair treatment of persons under control or supervision by:
 - providing those persons with information about the rules, obligations, and entitlements that affect them; and
 - ensuring that decisions about those persons are taken in a fair and reasonable way and that those persons have access to an effective complaints procedure.
- Sentences and orders must not be administered more restrictively than is necessary to ensure the maintenance of the law and safety of the public, corrections staff, and persons under control or supervision.
- Offenders must, so far as is reasonable and practicable in the circumstances within the resources available, be given access to activities that may contribute to their rehabilitation and reintegration into the community.
- Contact between offenders and their families must be encouraged and supported so far as is reasonable and practicable in the circumstances, and to the extent that this contact is consistent with safety and security requirements.

DEPARTMENT'S FOCUS

THE GOVERNMENT HAS DETERMINED KEY GOVERNMENT GOALS TO GUIDE THE PUBLIC SECTOR IN ACHIEVING SUSTAINABLE DEVELOPMENT AND PROVIDE THE OVERALL FRAMEWORK IN WHICH THE JUSTICE SECTOR OPERATES.

The six key government goals are to:

- strengthen national identity and uphold the principles of the Treaty of Waitangi
- grow an inclusive, innovative economy for the benefit of all
- maintain trust in Government and provide strong social services
- improve New Zealanders' skills
- reduce inequalities in health, education, employment and housing
- protect and enhance the environment.

Corrections directly contributes to four of these goals, as illustrated in the diagram on the facing page.

In early 2003 the Department, in conjunction with the other core agencies of the justice sector, developed two sector end outcomes of safer communities and a fairer, more credible and more effective justice system.

The justice sector's end outcomes reflect the importance of crime reduction priorities and ensuring the justice system continues to meet the needs of society. These end outcomes will assist the Government in achieving its key goals.

The sector has recently completed initial development of specific intermediate outcomes that sit under each of the end outcomes. (See Part 3, page 117, for a list of the justice sector intermediate outcomes.) The sector will monitor and periodically report progress towards the achievement of the intermediate outcomes.

The Department's strategic direction centres primarily on the justice sector

end outcome of safer communities, supported by the achievement of the Department's two secondary outcomes of protecting the public and reducing re-offending.

The Department contributes to **protecting the public** by:

- providing a safe environment for staff and the public
- managing offenders in a safe, secure and humane manner
- ensuring appropriate compliance with, and administration of, sentences and orders
- providing information to the judiciary to inform the sentencing process and release conditions
- supporting reparation to the community.

The Department contributes to **reducing re-offending** through changing offending behaviour by providing targeted rehabilitative and reintegrative initiatives. To do this the Department supplies:

- a risk and needs assessment for offenders to determine how best to address offending behaviour

- programmes to encourage offenders to address their offending behaviour
- programmes to address offenders' offence-related needs
- education
- training
- work experience
- assistance with accessing community services so that offenders can be successfully integrated back into society and thereby provide offenders with the opportunity to positively participate in society.

The Department's strategic direction contributes to the justice sector end outcome of a fairer, more credible and more effective justice system through:

- the effectiveness of the Department's interventions, and
- operating in a way that is consistent with its agreed purpose and principles thereby contributing to improved perceptions about the fairness of the justice system.

The following diagram shows how the Department’s outcomes of **protecting the public** and **reducing re-offending** contribute towards the achievement of the justice sector end and intermediate outcomes and support the key Government goals.

LINKAGES BETWEEN CORRECTIONS' OUTCOMES AND KEY GOVERNMENT GOALS



ENVIRONMENT, ISSUES AND IMPLICATIONS

IN DETERMINING HOW TO GIVE BEST EFFECT TO ITS STRATEGIC DIRECTION THE DEPARTMENT TAKES ACCOUNT OF THE ENVIRONMENT IN WHICH IT OPERATES AND THE ISSUES THAT IMPACT UPON ITS OPERATIONS. THE KEY FACTORS AND THEIR IMPLICATIONS ARE SET OUT IN THIS SECTION.

Demographic information is based on census data from Statistics New Zealand and prison population and Community Probation Service new starts forecasts sourced from data released by the Ministry of Justice in December 2002. The revised prison population forecast released by the Ministry of Justice in December 2003 is also included.

DEMOGRAPHIC TRENDS

New Zealand's population is expected to increase steadily over the coming decades, rising to just over 4.5 million by 2021. The population will also get steadily older, with the median age increasing from 35 to 40 by 2021. These changes will not be uniform and will vary from region to region and across different ethnic groups.

- Eighty-eight percent of all growth will occur in the four northernmost regions (Northland, Auckland, Waikato and Bay of Plenty).
- Māori and Pacific peoples' growth rates will also be significantly higher than most of the rest of the population.
- While the Māori and Pacific peoples' populations will get steadily older, the median age for both will still be significantly less than for the rest of the population.

PRISON POPULATION TRENDS

New Zealand has a higher rate of imprisonment per 100,000 population than other comparable countries. This can be seen from the following table.

IMPRISONMENT PER 100,000 POPULATION

NZ	Canada	Australia	England & Wales	Scotland
146	116	113	136	128

Based on data for 2002/03

In December 2003 the Ministry of Justice released its revised forecast of the prison population through to 2010. This forecast indicates the number of sentenced inmates will increase from a projected 5,090 for the 2003/04 year to 5,960 in 2010. The number of inmates on remand will increase from a projected 1,120 for the 2003/04 year to 1,380 in 2010.

RE-OFFENDING AND IMPRISONMENT

There is a strong connection between rates of re-offending and rates of imprisonment.

The census of prison inmates carried out in November 2001¹ showed that for male sentenced inmates, only 20 percent had no previous criminal convictions, 51 percent had at least six convictions and 9 percent had over 20 convictions. The corresponding percentages for female inmates were 35 percent, 39 percent and 8 percent. Sixty percent of male and 41 percent of female inmates had served a previous custodial sentence.

For males sentenced to community sentences, 26 percent had no previous criminal convictions, 52 percent had at least six previous convictions and 24 percent had more than 20 previous convictions.

¹ The Department has undertaken a further prison census as at November 2003. The results of this survey are currently being collated.

The Department’s Recidivism Index quantifies the rate of re-offending over a specified period following an offender’s release from a custodial or community-based sentence.

The table below shows the rates of reconviction and re-imprisonment in the two years following release.

RATES OF RECONVICTION AND RE-IMPRISONMENT

Release period	From prison		From community sentence	
	reconvicted %	re-imprisoned %	reconvicted %	re-imprisoned %
1998/1999	59.0	37.4	47.4	19.6
1999/2000	60.2	37.9	46.7	19.3
2000/2001	55.1	34.6	45.1	18.6

Re-offending by those in the highest-risk group is likely to cost an average of \$500,000 per offender in the five years following conviction. Therefore, successful rehabilitation which “shuts down” a lifetime of offending has the potential to return social and fiscal benefits.

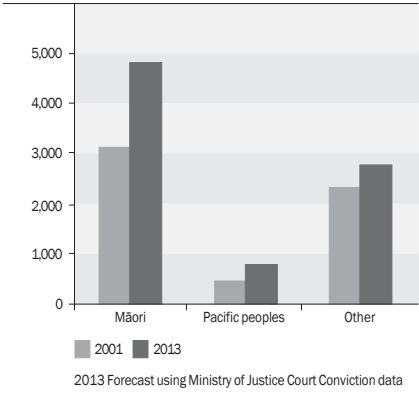
ETHNICITY

Māori and Pacific peoples are disproportionately represented in the criminal justice system and, therefore, in the offender groups that Corrections manages. This trend is expected to continue as a result of the higher proportions of Māori and Pacific peoples in the 15-24 year old age range, which is the group that statistics indicate is most likely to offend.

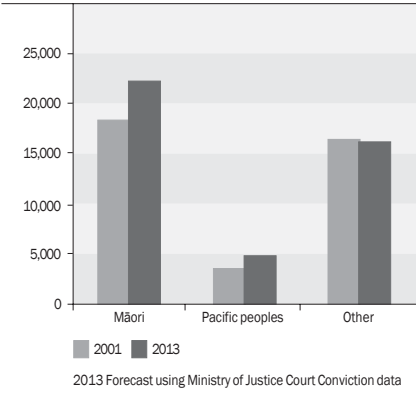
Over the next decade, the number of offenders of Māori and Pacific peoples’ ethnicity is projected to increase disproportionately in both custodial and community-based sentences.

By 2013, Public Prisons Service (PPS) inmate numbers are forecast to grow by 1,693 for Māori, 332 for Pacific peoples and 425 for other groups. By 2013, Community Probation Service (CPS) new starts are forecast to grow by 4,349 for Māori and 1,270 for Pacific peoples but decline by 303 for other groups.

FORECAST INMATE NUMBERS BY ETHNICITY



FORECAST CPS NEW STARTS BY ETHNICITY



GENDER

The majority of offenders managed by the Department are male. As at 31 March 2004, 94 percent of all prison inmates and 81 percent of those serving community-based sentences were male.

While it is projected that the number of female offenders will increase significantly in the period to 2010, the overall ratio between male and female offenders will remain approximately the same.

Any increase in female offending, however, raises particular issues, especially in terms of the facilities and services required, and the impact increased offending may have upon dependent children.

REGIONAL TRENDS

Regional trends in offending are expected to reflect overall trends in population growth. This, in turn, will be reflected in regional prison inmate numbers and community sentence numbers, with most growth occurring in the northern part of the North Island.

YOUNG OFFENDERS

The age at which young offenders first enter the criminal justice system is significant.

The census of prison inmates conducted in 2001 shows that 62 percent of male and 53 percent of female inmates received their first

conviction between the ages of 14 and 19 years.

An analysis carried out in November 2001 of offenders on community-based sentences showed 58 percent of male offenders and 36 percent of female offenders had their first conviction when aged 19 years or younger, and nearly half the offenders were younger than 30 years old.

Studies have shown that during a lifetime of offending the average chronic offender will cost taxpayers and victims more than \$3 million, while the most chronic and serious adult offenders will cost more than \$5 million. Consequently, successful rehabilitation of high-risk, young offenders, which “shuts down” a lifetime of offending, has the potential to return greater social and fiscal benefits than any other area of investment in rehabilitation.

DRUGS AND ALCOHOL

The negative effects of drugs and alcohol have been shown to be closely related to crime and proven to be a significant factor in further offending.

For many offenders, abuse of drugs and/or alcohol is a significant factor in the sequence of events leading to the commission of an offence. Assessments undertaken by the Department have revealed that the use of alcohol and drugs was a

significant factor in the offending of 73 percent of inmates sentenced to prison, and 61 percent of offenders serving community-based sentences.

VIOLENCE

There was a 55 percent growth in the number of convictions for violent offences between 1991 and 2001.

Violence is now the second most prevalent offence of reconviction and re-imprisonment (behind property offences) and an increasing cause of public concern.

The 2001 census of prison inmates shows that:

- 62 percent of male sentenced inmates and 46 percent of female sentenced inmates were in prison for violent offences
- robbery, grievous assault and homicide were the most common types of violent offences committed
- 36 percent of male offenders and 11 percent of female offenders sentenced for a violent offence had been previously convicted of a violent offence.

An analysis in 2001 showed that 24 percent of male offenders and 15 percent of female offenders on community-based sentences had been previously convicted of a violent offence.

IMPLICATIONS

In undertaking the safe, secure and humane management of offenders, and ensuring compliance with, and the correct administration of, sentences and orders, the Department recognises and responds to the particular requirements and challenges of the environment in which it is operating and the factors that directly influence its operations. This encompasses the effective management of young offenders, an increased focus on the management

of women inmates and the appropriate management of inmates serving longer sentences. There will also be a continuing focus on effectively addressing the needs of Māori offenders given the forecast for continuing disproportionate representation of Māori in the criminal justice system. The Department will address issues associated with re-offending through the implementation of strategies designed to improve outcomes for Pacific peoples.

To break the cycle of offending, initiatives have been developed to address some of the key causes of offending, including violence and the impact of alcohol and drugs, and interventions to reduce intergenerational offending. The Government's regional prisons policy will ensure that the Department has facilities in place to accommodate the predicted increases in inmate numbers overall, and ongoing trends in the geographic location of those offenders.

APPROACH TO MANAGING OFFENDERS

THE DEPARTMENT MANAGES OFFENDERS THROUGH AN INTEGRATED APPROACH THAT APPLIES ACROSS ALL SENTENCE TYPES, SENTENCE LENGTHS AND LOCATIONS.

This integrated approach is underpinned by tools for assessing an offender’s risk of re-offending and their particular criminogenic needs. For higher-risk offenders, needs are closely matched with interventions that focus on rehabilitation. For lower-risk offenders, reintegration into the community is the key focus.

As a first step, many offenders may also need some assistance to motivate them to address their offending behaviour. In such cases the initial focus will be on either cognitive-based programmes or a tikanga-based programme. Should there be a consequent change in motivation the offender may go on to have interventions targeted at their criminogenic needs as they relate to the cause of their offending.

Offenders, depending on their risk status and criminogenic needs, will receive interventions from the range outlined in the following diagram.

INTERVENTIONS IN THE MANAGEMENT OF OFFENDERS

SERVING A SAFE SENTENCE Safe, secure and humane containment <ul style="list-style-type: none">“At risk” assessmentsSecurity classificationConstructive activitiesDrug and alcohol strategy/drug testingProvision of a safe environment for staff and publicSafe, secure and humane management of offendersSentence compliance in the community	EQUIPPING FOR SELF-SUFFICIENCY Education and employment <ul style="list-style-type: none">Basic numeracy and literacy skillsNational Certificate of Employment SkillsVocational training and experienceEducation for youthEmploymentAccess to more advanced education
AIMING TO CHANGE BEHAVIOUR Responsivity/Motivational <ul style="list-style-type: none">Straight ThinkingTikanga Māori programmesMotivational interviewingFaith-based unitChaplaincy Rehabilitation <ul style="list-style-type: none">Alcohol and drug abuse programmesViolence prevention programmesGeneric rehabilitative programmesMaking our Drivers Safer programmesCultural supervisionBicultural therapyMāori therapeutic programmesYouth unit programmesTreatment by psychologistsSpecial treatment units – Drug and Alcohol, Sex Offender, Violence Prevention	REMOVING BLOCKAGES TO REMAINING OFFENCE-FREE Reintegration <ul style="list-style-type: none">Basic living skillsParentingBudgetingSelf-care unitsLinks to community support servicesDay release/work releaseHome leaveRelapse prevention programmeInvolve family/whanau, hapu and iwi in reintegration plansTailored to meet the needs of different cultural groups, specially focused on the needs of young people, and womenVictim empathyOffenders as victims

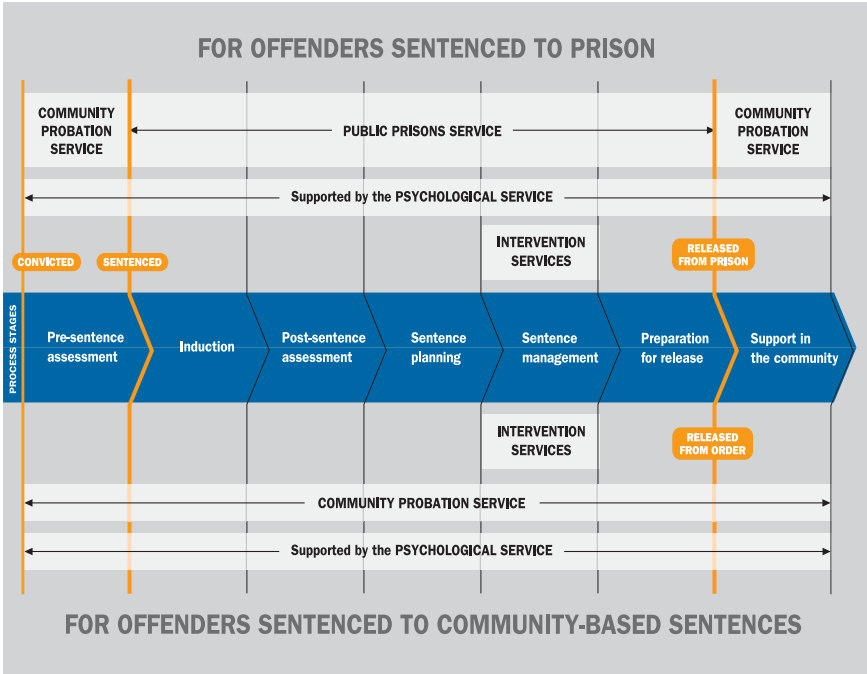
The design of the interventions and associated business processes has been based on studies of “what works with offenders” both internationally and in New Zealand,² and takes into account the New Zealand environment, nature and characteristics of the offending population. Unfortunately, there is no “one size fits all” solution. The best results are when the right person receives the right intervention, in the right situation, at the right time – and gets good support from community, friends and family for maintaining their new behaviours once their sentence has ended.

In general, positive overall results in reducing re-offending come from being able to identify:

- people who are highly likely to re-offend upon release from their current sentence (that is, have a high “risk”)
- the factors such as attitudes, thought processes, habits and addictions that relate to offending
- a person’s level of willingness and ability to benefit from a therapeutic programme
- the right type of intensive, structured and long-running programme – real change is never easy or quick, even when the person is willing
- the right time for a programme to occur.

Corrections’ integrated approach to offender management is illustrated in the following diagram.

SENTENCE MANAGEMENT PROCESS



² The principles of the psychology of criminal conduct are found in Andrews and Bonta, *The Psychology of Criminal Conduct* (3rd Edition), 2003. The New Zealand experience is reported in the departmental publications *Let there be Light, When the Bough Breaks, Montgomery House Evaluation* and *Driving Offender Treatment Programme Evaluation*.

RISK MANAGEMENT

THE DEPARTMENT OF CORRECTIONS RECOGNISES THAT RISK MANAGEMENT IS AN INTEGRAL COMPONENT OF DEPARTMENTAL OPERATIONS. RISK MANAGEMENT IS THE ONGOING REQUIREMENT OF ALL STAFF TO IDENTIFY AND ADDRESS RISK THAT MAY IMPACT ON THE ACHIEVEMENT OF THE DEPARTMENT'S OBJECTIVES AND THE DELIVERY OF SERVICES.

A risk management framework was implemented across the Department as at 30 June 2001. A key objective since then has been to ensure the fundamentals of the framework are firmly incorporated into management practices across the Department.

The risk management process involves the identification, analysis and evaluation of risks, and the implementation of effective risk mitigation strategies.

The following table identifies a number of risk areas that are related to key initiatives.

RISK MANAGEMENT STRATEGIES

Risk Area	Mitigating Strategies
Effective management of high-risk offenders	Implementation of policies for the identification, notification, and management of high-risk offenders
Cost, timeframe and commissioning issues for the Regional Prisons Development Project	Ongoing project monitoring and assurance activities
Performance requirements for Corrections Inmate Employment	Ongoing monitoring and review of operations
Sufficient staff capability to successfully deliver effective offender management as specified	Resources dedicated to training and development of staff and monitoring achievement of standards
Effectiveness of rehabilitative interventions designed to contribute to reducing re-offending	Development and implementation of specialist rehabilitative programmes
Increased litigation by offenders with consequent issues of public confidence and increased costs	Implementation and ongoing monitoring of national compliance processes for core operational management systems
The integration of Auckland Central Remand Prison into the Public Prisons Service	Implementation project in place

The Department's risk management framework is based on the Australian/New Zealand Standard AS/NZS 4360:1999 *Risk Management* that is currently being revised. The Department will assess its risk management framework in light of any revision of the AS/NZS 4360 Standard. The Internal Audit Unit will continue to facilitate the risk management process through the delivery of a practical workshop-based approach to risk assessment in the coming year.

STRATEGY

IN 2003 THE DEPARTMENT LAUNCHED ITS LATEST STRATEGIC BUSINESS PLAN SETTING THE STRATEGIC DIRECTION FOR THE ORGANISATION TO 30 JUNE 2008. THIS DIRECTION IS CONSISTENT WITH BOTH THE KEY GOVERNMENT GOALS AND THE JUSTICE SECTOR END AND INTERMEDIATE OUTCOMES.

A *Māori Strategic Plan*, a *Pacific Strategy* and four operational strategies support the *Strategic Business Plan*.

The plan is based around four themes that provide a framework for the Department to deliver on its outcomes and address the issues outlined previously.

The four themes encapsulate the Department’s responsibilities and priority areas and assist staff and managers to focus their efforts.

THEME 1: ENSURING EFFECTIVE OFFENDER MANAGEMENT

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

The Department has put in place an integrated approach to the way that offenders are managed across all sentence types, lengths and locations.

The focus in managing offenders effectively now moves to:

- ensuring new processes, tools and procedures are operating as designed, and are consolidating the changes made
- ensuring that services are delivered within business-like principles and that the Department is continually improving business processes and identifying areas for review and redesign.

THEME 2: IMPROVING RESPONSIVENESS TO MĀORI

Corrections has identified the criticality of addressing the needs of Māori offenders effectively. Its recently released *Māori Strategic Plan* outlines opportunities to build relationships and strengthen communications between Māori and Corrections. Participation of Māori in the Department’s activities and initiatives will improve the effectiveness of the services that Corrections provides and help to achieve the contributory outcomes of protecting the public and reducing re-offending.

THEME 3: CONTRIBUTING TO REDUCING RE-OFFENDING

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

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

THEME 4: ENHANCING CAPABILITY AND CAPACITY

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

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

The following diagram summarises this section by depicting the key drivers and the objectives that the Department will be addressing through the achievement of strategies and initiatives under each of the four themes.

OVERVIEW OF CORRECTIONS' STRATEGIC DIRECTION



THREE-YEAR OUTLOOK

OVER THE COMING THREE YEARS THE DEPARTMENT WILL BE WELL UNDERWAY IN DELIVERING ON THE STRATEGIES AND INITIATIVES OUTLINED IN THE STRATEGIC BUSINESS PLAN 2003-2008.

Implementation will occur across the four themes of the plan with an overall focus on consolidating the major development undertaken in the years up to 2003, and pursuing continuous improvement in all aspects of the Department's development and service delivery activities.

Progressing initiatives under theme 4 – enhancing capability and capacity – will ensure the Department is well placed to manage future demands on its services, in the next three years and beyond.

A number of the key initiatives in the *Strategic Business Plan* are

collaborative, or involve the Department contributing to sector activities, and this will be a priority in the next three years.

In line with the *Strategic Business Plan*, all the Department's activities over the coming three years will be focused on the justice sector end

outcome to which Corrections primarily contributes – safer communities. Alongside this, Corrections will continue to operate consistently with and contribute towards achievement of the end outcome of a fairer and more

effective justice system.

The specific initiatives for the immediate 12 months to 30 June 2005 will reinforce the emphasis on consolidation and quality enhancement for the next phase of

the Department's planned development. The initiatives are detailed on pages 28 to 31 of this *Statement of Intent*.

FUNDING DECISIONS

IN AUGUST 2002, THE DEPARTMENT OBTAINED MINISTERIAL APPROVAL TO UNDERTAKE AN OUTPUT PRICING REVIEW TO DETERMINE THE APPROPRIATE LEVEL OF RESOURCING TO SUSTAIN THE WORK OF THE DEPARTMENT.

The review was completed during the 2003/04 financial year and the decisions will allow the Department to deliver services to an acceptable level over the next three to five years.

Some of the key decisions arising from the review are:

- increased focus on the training and development of staff and managers
- an increase in the number of Probation Officers and the training they receive. Between the 2003/04 and 2005/06 financial years 110 full-time equivalents will be recruited
- further development of risk assessment processes for inmates

- additional property maintenance and ongoing support for the Department's Information Technology platform and infrastructure
- improved provision of health services to inmates.

In addition, the Department will implement Budget decisions including:

- construction of new corrections facilities in Auckland, South Auckland and Otago
- increases in the number of New Zealand Parole Board hearings and home detention orders

- assuming responsibility for Auckland Central Remand Prison (ACRP)
- enhancing security measures that reduce the supply of drugs into prisons
- continuation of reintegrative support services including the contract with the New Zealand Prisoners' Aid and Rehabilitation Society and contributing to the costs of volunteer organisations and volunteers
- implementation of extended supervision orders for serious child sex offenders on their release from prison.

FOCUS FOR 2004/05 – KEY INITIATIVES

THIS SECTION OUTLINES THE KEY INITIATIVES THAT ARE TO BE PROGRESSED DURING THE 2004/05 FINANCIAL YEAR. EACH OF THESE INITIATIVES FLOWS FROM THE DEPARTMENT'S 2003 – 2008 STRATEGIC BUSINESS PLAN AND THEY ARE PRESENTED UNDER THE FOUR THEMES THAT FORM THE FRAMEWORK OF THE PLAN.

THEME 1 – ENSURING EFFECTIVE OFFENDER MANAGEMENT

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

The Department is continuously seeking to improve the way in which offenders are managed to ensure that they are kept safe and secure and that the consequent risk to the public is minimised. Particular emphasis will be given to improving the integrity of existing systems, making use of new technology and processes, and minimising factors like drugs in prisons that can undermine security.

■ KEY INITIATIVES FOR 2004/05

- Implement year one of the Department's 2005-2008 strategy to reduce drug and alcohol use in New Zealand prisons, specifically including increasing the number of drug dogs and other initiatives arising from the strategy subject to funding.
- Implement improved information sharing between agencies following enactment of the new corrections legislation if and when passed.

Strategy: Implement legislative reforms

The Department provides support for the development of new legislation with the potential to impact on the corrections system. The Department is also responsible for ensuring that all legislation, once passed, is implemented as intended.

■ KEY INITIATIVES FOR 2004/05

- Continue to provide support as required for enactment of new corrections legislation and begin implementation if and when passed.
- Integrate the Auckland Central Remand Prison into the Public Prisons Service following the enactment of the new corrections legislation if and when passed.
- Implement the extended supervision regime for serious child sex offenders as required by the Parole (Extended Supervision) and Sentencing Amendment Act.

Strategy: Improve the general health of inmates

Health issues, especially drug and alcohol dependency, have a direct impact upon offending behaviours. By taking steps to improve the health of inmates the Department not only provides a safe and humane environment for their containment but also contributes to reducing re-offending.

■ KEY INITIATIVE FOR 2004/05

- Continue implementation of the funded aspects of the Department's health review.

THEME 2 – IMPROVING RESPONSIVENESS TO MĀORI

Strategy: Include and engage Māori whanau and hapu

The success of the Department's efforts in working with Māori offenders can be enhanced by enabling effective whanau involvement in sentence management and reintegrative processes for those offenders.

■ **KEY INITIATIVE FOR 2004/05**

- Continue to implement the Whanau Involvement Plan.

Strategy: Integrate Māori world views into programmes and services

Māori cultural values, philosophies and practices must be considered when the Department is developing effective programmes and services for Māori offenders.

■ **KEY INITIATIVE FOR 2004/05**

- Implement year one of the women's Tikanga Māori programme in the Public Prisons Service.

Strategy: Build the responsiveness of the Department

A capable and responsive workforce assists the Department's effectiveness in implementing Māori initiatives and managing relationships with Māori communities.

■ **KEY INITIATIVE FOR 2004/05**

- Revise recruitment methodology to better enhance the Department's ability to attract and recruit Māori staff and managers.

THEME 3 – CONTRIBUTING TO REDUCING RE-OFFENDING

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

The Department has invested significantly in best practice approaches towards the successful rehabilitation and reintegration of offenders in recent years. Evaluation and continuous improvement of these approaches is critical to ensuring ongoing effectiveness in reducing re-offending.

■ **KEY INITIATIVE FOR 2004/05**

- Implement new reintegrative initiatives arising from Budget business cases, as agreed with the Minister of Corrections.

Strategy: Reduce the incidence of violent re-offending

Significant growth in inmate numbers in the 1980s and 1990s has been caused mainly by an increase in the number and severity of violent crimes. Addressing the causes of violent offending would create fewer victims and produce significant savings in the costs of imprisonment and other justice sector costs.

■ **KEY INITIATIVE FOR 2004/05**

- Continue to contribute to the national roll-out of the inter-departmental Circuit Breaker project on family violence.

Strategy: Improve outcomes for Pacific peoples

Around 11 percent of the prison population is Pacific peoples. Compared with other groups, Pacific offenders have a higher rate of conviction and commit more serious and violent offences. However, they have lower rates of re-offending. The Department has developed *The Pacific Strategy* with specific areas of intervention for this offender group.

■ KEY INITIATIVES FOR 2004/05

- Develop the requirements for a Pacific Peoples' Unit in the South Auckland Men's Corrections Facility.
- Continue to progress the initiatives outlined in the Pacific Strategy including:
 - implement the Pacific Violence Prevention Programme
 - develop mechanisms to evaluate effective programmes for Pacific offenders
 - undertake research into the specific issues and needs of New Zealand-born Pacific offenders.

Strategy: Return young offenders to a positive role in society

Young offenders have a significantly high re-offending rate and early intervention may prevent young offenders from proceeding to a lifetime of further offending. Over recent years, the Department has introduced initiatives, such as youth units and the Reducing Youth Offending Programme, which are specifically aimed at preventing young offenders from continuing on a path to adult crime.

■ KEY INITIATIVE FOR 2004/05

- Complete, in conjunction with Child, Youth and Family, Year 3 of the Reducing Youth Offending Programme pilot and continue evaluation.

THEME 4 – ENHANCING CAPABILITY AND CAPACITY

Strategy: Develop the capability and capacity of staff and managers

In order to achieve its strategic direction the Department needs to have the right human resources capability. To ensure this, the Department will build manager capability through selection, development and support initiatives; increase employee capability; and focus on recruitment, retention and succession issues.

■ KEY INITIATIVE FOR 2004/05

- Implement initiatives outlined in the management development strategy including manager assessment, training and succession planning.

Strategy: Provide an increasingly safe and healthy work environment

A safe and healthy work environment involves full adherence to Occupational Safety and Health (OSH) and Accident Compensation Corporation (ACC) standards. This, in turn, requires good compliance processes, the provision of appropriate training, and a performance management system that targets and rewards safe and healthy work practices.

■ KEY INITIATIVE FOR 2004/05

- Develop and begin implementation of the National Health and Safety Strategic Plan for 2005-2008.

Strategy: Provide facilities to meet projected demand

The Department needs to ensure that it has sufficient facilities in place to address the projected increase in the number and geographic distribution of inmates. This not only involves building more prisons, but also ensuring that it has sufficient, trained staff and support systems in place.

■ **KEY INITIATIVES FOR 2004/05**

Continue the implementation of the Government's regional prisons policy, which includes:

- complete the construction of and commission the Northland Region Corrections Facility
- complete the planning approval process and begin required earthworks at the South Auckland Men's Corrections Facility
- complete the planning process, including the review of any High Court designation appeals, and begin construction of the Auckland Region Women's Corrections Facility
- progress any appeals through the Environment Court and/or commence construction of the Otago Region Men's Corrections Facility.

Strategy: Maintain existing facilities as appropriate

The Department has fixed assets worth approximately \$850 million, with the majority of these being prison facilities. The Department's maintenance programme outlines the work required to ensure that these facilities remain safe and secure.

■ **KEY INITIATIVE FOR 2004/05**

- Complete implementation of business continuity planning.

MEASURING OUTCOMES

THE DEPARTMENT'S SUCCESS WILL BE DETERMINED BY THE EXTENT TO WHICH THE DEPARTMENTAL OUTCOMES OF PROTECTING THE PUBLIC AND REDUCING RE-OFFENDING ARE ACHIEVED, WHICH IN TURN CONTRIBUTE TO THE JUSTICE SECTOR END OUTCOME OF SAFER COMMUNITIES AND, THROUGH THIS, TO THE GOVERNMENT'S KEY GOALS.

To demonstrate this, processes must be in place to measure achievement. Progress made towards achieving objectives and outcomes outlined in this *Statement of Intent* will be reported in the Department's 2004/05 *Annual Report*. The *Annual Report* will detail the work the Department has done with respect to initiatives associated with the four themes, and the priority areas within those themes. It also reports on the performance measures associated with the output classes.

Measurement of progress can be intrinsically difficult, because some outcomes are often influenced by factors beyond an individual agency's control. The Department has, however, developed a set of measures, based on data collected through its offender management processes and similar information obtained from corrections agencies in other countries, which enable comparisons to be made. These measures provide a good starting point for assessing the Department's performance and will be enhanced over time in conjunction with other justice sector agencies.

As outlined, the Department has developed four themes that will guide its work over the next five years. These themes are interdependent, in particular, the initiatives to be undertaken to ensure effective offender management

(theme 1) will have an impact on the initiatives that contribute to reducing re-offending (theme 3).

The Department will also monitor the application of specific offender management processes to ensure they are properly and consistently applied. Individual processes will also be reviewed periodically to ensure that they remain effective, and, where necessary, they will be amended. This activity is intended to support a process of continuous improvement while ensuring the integrity of the information used by the Department for assessing its contribution to outcomes.

PROTECTING THE PUBLIC

The Department's secondary outcome of protecting the public will primarily be attained by the strategies and initiatives outlined in theme 1. Progress towards the achievement of the outcome will be measured through analysis of data collected across a range of quality and effectiveness measures designed to ensure offenders are being managed in a safe, secure and humane manner. These include:

- ensuring compliance with, and the administration of, sentences and orders
- the number of escapes that occur from prisons and while under escort or supervision
- the number and severity of

incidents, including deaths in custody.

REDUCING RE-OFFENDING

Progress towards the achievement of the Department's other secondary outcome of reducing re-offending is assessed through the use of two measures, the Recidivism Index (RI) and the Rehabilitation Quotient (RQ). The RI measures the Department's performance in reducing re-offending as a whole, whereas the RQ measures the reducing re-offending capacity of a specific intervention.

RECIDIVISM INDEX

The RI measures the rate of proven re-offending of a specified group of offenders over a 12- and 24-month follow-up period, following release from a custodial sentence or the beginning of a community-based sentence. The RI method is based on internationally used definitions of re-offending applied to sentences and orders administered by the Department.

Proven re-offending is defined as imprisonment or reconviction to a sentence administered by the Department. Imprisonment gives a good indication of the seriousness of recidivism and costs to the Department, the criminal justice system, and society in general. However, because the majority of

convictions do not lead to imprisonment, reconviction to any sentence administered by the Department is also measured.

REHABILITATION QUOTIENT

The RQ evaluates the effectiveness of rehabilitative and other interventions (programmes or services) in reducing re-offending. It involves a comparison between a group receiving an intervention (treatment group) and a group that has a similar risk of re-offending but does not receive that intervention (control group).

RQ re-imprisonment is the reduction in re-imprisonment rate for a treatment group following an intervention. RQ re-imprisonment is measured by comparing the difference between the RI for the treatment group and the RI for the control group.

An integrated approach to offender management has meant that rehabilitative and reintegrative interventions can be better targeted. It is assumed that if the

interventions address offending-related needs, re-offending will reduce. The RQ will show these benefits.

OTHER LINKAGES

The measures described for theme 1, ensuring effective offender management, and theme 3, contributing to reducing re-offending, also provide information for theme 2, improving responsiveness to Māori, because the data can be analysed by ethnicity. Theme 4 encompasses strategies and initiatives to enhance overall capability and capacity. These include targets for developing the capability of staff and managers and enhancing responsiveness to diversity.

The Department has measures to monitor progress in these areas and will be developing them further. Other targets include the processes in place to develop new prisons, the programme for facilities maintenance and continuous improvement of systems.

INTERNATIONAL BENCHMARKS

The Department has developed close working relationships with some overseas jurisdictions, and information is exchanged with Australia, Canada, England and Wales, and Scotland. This information has been used to develop benchmarks comparing performance across a range of indicators, including staff-to-inmate ratios, costs of securing inmates and occupancy statistics. This data is important because the Department is not able to effectively compare performance against other New Zealand organisations.

Benchmarking also supports strategic advancement because it provides a means by which quality improvement can be identified and effected. Work will continue on developing new measures and refining existing measures to ensure comparability. Current benchmarking data is published each year in the Department's *Annual Report*.

THE LINKAGES BETWEEN CORRECTIONS' THEMES, OUTPUTS AND OUTCOMES ARE SET OUT IN THE DIAGRAM ON THE FOLLOWING TWO PAGES.

OUTCOME: SAFER

OUTPUT

P PROTECTING THE PUBLIC

- Providing a safe environment for staff and the public
- Managing offenders in a safe, secure and humane manner
- Ensuring appropriate compliance with, and administration of, sentences and orders
- Providing information to the judiciary to inform the sentencing process and release conditions
- Supporting reparation to the community

MEASURING EFFECTIVENESS

Output quantity, quality, timeliness and cost
International benchmarks

THEMES

Ensuring effective offender management
Improving responsiveness to Māori
Enhancing capability and capacity

P 1: INFORMATION SERVICES

Sentencing information and advice to courts
Parole information and advice to the New Zealand Parole Board
Home leave reports

P 2: COMMUNITY-BASED SENTENCES AND ORDERS

Supervision
Community work
Home detention orders
Parole orders

P 3: CUSTODY OF REMAND INMATES

Custody of remand inmates

P 4: ESCORTS AND CUSTODIAL SUPERVISION

Escort services
Courtroom custodial supervision services

P 5: CUSTODIAL SERVICES

Men - maximum security
- medium security
- minimum security

6: INMATE EMPLOYMENT

Land-based activities
Manufacturing activities
Internal service self-sufficiency activities

7: REHABILITATIVE PROGRAMMES AND REINTEGRATIVE SERVICES

Responsivity/motivational programmes
Criminogenic programmes
Other rehabilitative programmes and activities
Education and training
Reintegrative services

P 8: SERVICES TO THE NEW ZEALAND PAROLE BOARD

Administrative, financial and secretariat services to the New Zealand Parole Board

P 9: POLICY ADVICE AND DEVELOPMENT

Policy advice and development services
Ministerial servicing
Psychological and other research

P 10: SERVICE PURCHASE AND MONITORING

Purchase and monitoring of service delivery
Inspectorate services
National systems services

COMMUNITIES

CLASSES

Home detention assessments to the New Zealand Parole Board
Psychological Service information and advice to courts and the New Zealand Parole Board

Post-release orders
Conditions
Extended supervision orders

Women
Male youth
Drug reduction

Release to work
Vocational training services
Community services

Community residential centres and Reducing Youth Offending Programme
Psychological services
Chaplaincy services

REDUCING RE-OFFENDING



Providing targeted rehabilitative and reintegrative initiatives to change offending behaviour by:

- a risk and needs assessment for offenders to determine how best to address offending behaviour
- programmes to encourage offenders to address their offending behaviour and their offence-related needs
- education, training and work experience for offenders
- assistance with accessing community services so that offenders can positively participate in, and be successfully integrated back into, society.



MEASURING EFFECTIVENESS

Output quantity, quality, timeliness and cost

International benchmarks

Recidivism index

Rehabilitation quotient



THEMES

Ensuring effective offender management

Improving responsiveness to Māori

Contributing to reducing re-offending

Enhancing capability and capacity