



DEPARTMENT OF  
**CORRECTIONS**  
ARA POUTAMA AOTEAROA



# Annual Report

1 July 2006 - 30 June 2007



# ANNUAL REPORT

1 JULY 2006 - 30 JUNE 2007



## VISION

TO FOCUS ON OUR PRIMARY OUTCOME OF  
SAFER COMMUNITIES BY PROTECTING THE  
PUBLIC AND REDUCING RE-OFFENDING  
THROUGH PEOPLE – PERFORMANCE – QUALITY  
AND AS A RESULT HAVE THE NEW ZEALAND  
PUBLIC'S TRUST AND CONFIDENCE.

## KAUPAPA

KOTAHI ANO TE KAUPAPA: KO TE ORANGA O TE IWI

THERE IS ONLY ONE PURPOSE (TO OUR WORK): IT IS THE WELLNESS AND WELLBEING OF THE PEOPLE.



## ANNUAL REPORT

1 JULY 2006 - 30 JUNE 2007

Presented to the House of Representatives Pursuant  
to Section 44 of the Public Finance Act 1989



## INTRODUCTION

The Annual Report informs Parliament and the public about the Department of Corrections and its achievements against the outcomes, goals, and initiatives outlined in the 2006/07 Statement of Intent. This includes progress towards achieving the wider justice sector outcome of a 'safe and just society', and the Department's end outcomes of 'protecting the public' and 'reducing re-offending'. It also outlines the progress made towards revising the Department's outcome framework in line with that being developed for the justice sector.

Part B contains the Department of Corrections' annual financial statements and statement of service performance for the 2006/07 financial year prepared in accordance with the Public Finance Act 1989. The statement of service performance describes the output classes and outputs delivered during the year against the performance measures and standards associated with the outputs as set out in the Statement of Intent for 2006/07.

The Appendices contain annual reports required under other legislation. These cover reports required under section 190 of the Corrections Act 2004 and under section 15A of the Parole Act 2002.





## PART A STRATEGIC DIRECTION



## **PART A** **STRATEGIC DIRECTION**

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## CHIEF EXECUTIVE'S OVERVIEW



## CHIEF EXECUTIVE'S OVERVIEW

The Department of Corrections plays a vital role for New Zealand, contributing to safer communities by protecting the public and reducing re-offending. This past year has been a challenging one for the Department.



During 2006/07, Corrections was under significant public scrutiny, particularly in relation to prisoner transportation with the violent death of a 17 year-old remand prisoner, management of parolees as a result of a second killing by a life parolee, and allegations of prison staff corruption. In recognition of the seriousness of these events the Department is implementing improvements to minimise the risk of similar events occurring again. It has undertaken a major review of the transportation of prisoners in tandem with the Ombudsman's Own Motion Investigation into Prisoner Transportation. The processes and procedures relating to high-risk prisoners released on parole were clarified and tightened, including taking action more quickly where high-risk parolees fail to meet the conditions of their parole. Similarly, immediate steps were taken and are continuing to investigate claims of staff corruption and to take action where these are found to be valid.

Despite these pressures the Department managed the largest number of community-based offenders and prisoners in its history, both sitting at higher than forecast numbers which has stretched our staff and facilities. In anticipation of the implementation of the new Effective Interventions package, Corrections staff put many long hours into designing and preparing draft legislation, business processes, systems, policies and procedures, and recruiting and training staff to successfully implement the changes. Effective Interventions strengthens and increases community-based sentences and orders and will significantly impact the way that we work in the community.

Two new regional prisons, Auckland Region Women's Corrections Facility and Otago Corrections Facility, received their first prisoners during the year. Both new

facilities were constructed and commissioned on time and to very high construction standards. The Spring Hill Corrections Facility in North Waikato was completed to plan and will receive its first prisoners in November 2007.

The first year of the Department's new Prisoner Employment Strategy was successfully implemented with the February 2007 target of 80 prisoners on Release to Work achieved three months ahead of schedule and an additional 416 prisoners in employment or training at the end of June 2007.

A shared services organisational structure model commenced from 1 July 2007 following a major review of the way Head Office and field support services are structured. This structure will improve integration, efficiency and effectiveness across the Department. A culture change project, planned in 2006/07 for implementation in 2007/08, will focus on enhancing and improving the existing culture.

During the year, we reviewed the outcomes the Department contributes to and that link to the overall outcomes for the justice sector. Work also commenced on the development of the Department's 2008–2013 Strategic Business Plan. This plan will confirm the outcomes Corrections contributes to, and it will outline strategies that it will implement to achieve these outcomes.

Thanks to the efforts, dedication, loyalty and integrity of the vast majority of our staff, the Department met these challenges and is well placed to meet the challenges ahead.

**Barry Matthews**

Chief Executive

## WHAT CORRECTIONS DOES

The Department of Corrections administers the New Zealand corrections system to improve public safety and contribute to the maintenance of a just society.

### The Department's vision is:

To focus on our primary outcome of **safer communities** by **protecting the public** and **reducing re-offending** through **people – performance – quality** and as a result have the New Zealand public's trust and confidence.

### The Department's kaupapa is:

Kotahi ano te kaupapa: ko te oranga o te iwi.

There is only one purpose (to our work): it is the wellness and wellbeing of the people.

### The Department of Corrections:

- manages prisoners on community-based sentences and orders
- manages offenders on remand and offenders sentenced to custodial sentences across New Zealand
- provides rehabilitation programmes to help offenders address and resolve the causes of their offending
- provides reintegrative programmes and services to help offenders reintegrate back into society
- manages a number of internal services, employment and training activities that provide offenders with the chance to gain employment skills and experience in industries that may provide them with employment opportunities when they complete their sentence
- provides courts with detailed reports and information on offenders to assist judges in making sentencing decisions, and provides administrative services to the New Zealand Parole Board, as well as information to help them decide whether prisoners should be released, when and under what conditions

- takes enforcement action when offenders serving a sentence or order in the community do not comply with the conditions of that sentence or order
- notifies victims of crime, who are referred by the New Zealand Police, of specific events listed in the Victims Rights Act 2002.

Sections 5 and 6 of the Corrections Act 2004 set out in more detail the purpose of the corrections system and principles under which the Department must operate.

## HOW CORRECTIONS MANAGES OFFENDERS

The Department manages offenders through an integrated approach that applies across all sentence and order types, lengths and locations.

Once an offender is convicted of an offence/s in Court, the Department provides advice to judges to assist in the sentencing of the offender. The assessment work done and information collected at this stage helps guide in the management of the sentence handed down.

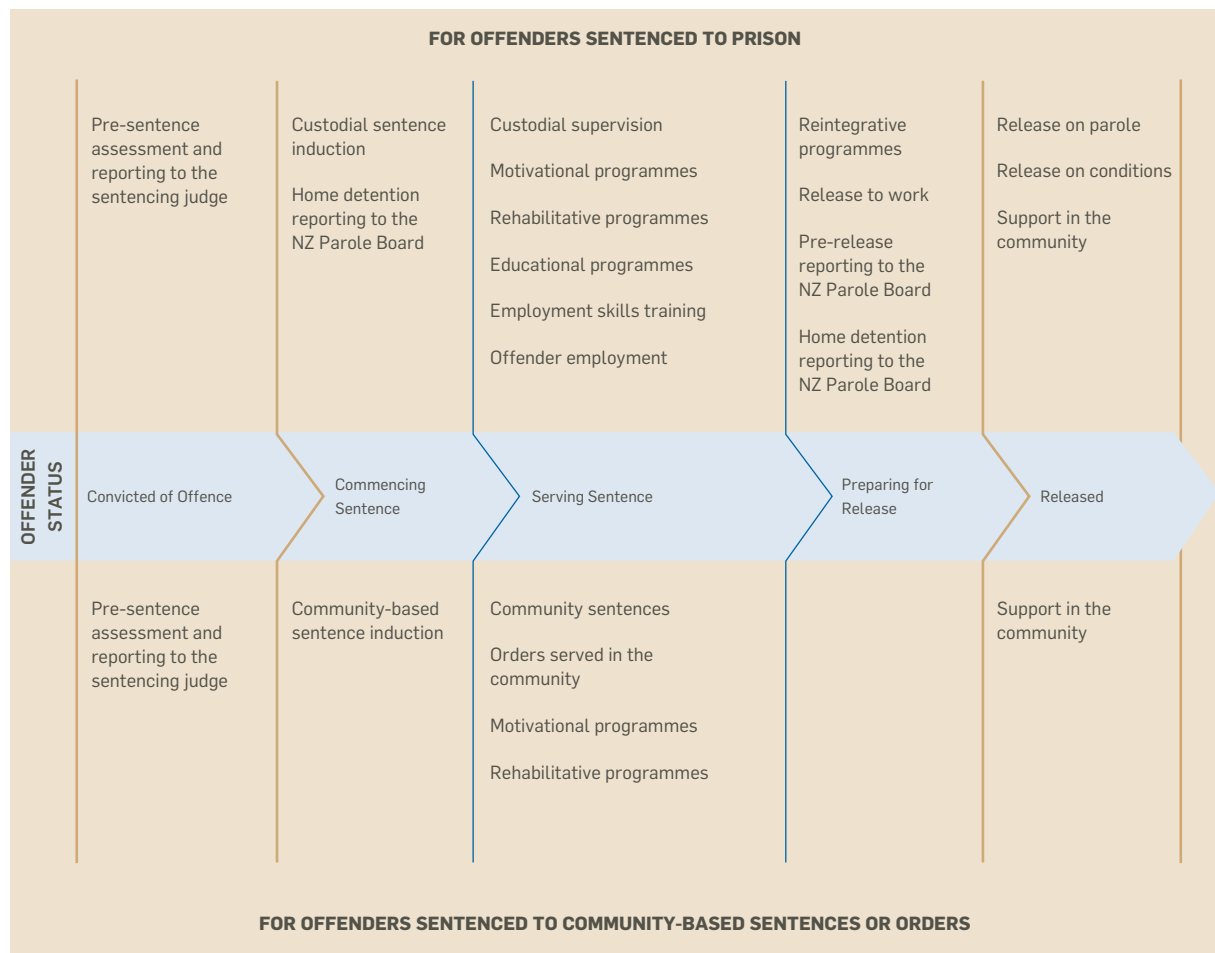
After an offender has been sentenced, there are processes to guide how they are managed during their sentence and order so they are managed appropriately, and are provided access to opportunities which should assist their rehabilitation and reintegration into the community after their sentence or order is completed. Efforts are made to ensure cultural needs are recognised and contact with family/whānau is encouraged to provide an environment which best facilitates rehabilitation and reintegration.



Rehabilitation programmes are targeted towards offenders most likely to benefit from the programmes. This means targeting those who are otherwise likely to re-offend and who have expressed a willingness to address the factors that led to their offending.

Reintegration services are targeted at those leaving prison, to help ensure they have their basic needs met (accommodation, employment etc). Corrections also work with offenders who are on sentences and orders in the community to address similar needs to ensure sentence conditions are complied with, in order to reduce the risk of re-offending.

## OFFENDER MANAGEMENT



More details of how the Department manages offenders are provided on page 13 of the Department's 2007/08 Statement of Intent. This is available on the Department's website, [www.corrections.govt.nz](http://www.corrections.govt.nz).

Legislative changes to introduce new community-based sentences passed in July 2007 will see Home Detention, Community Detention and Intensive Supervision added to the range of community-based sentences, and Post-Detention Conditions added to community-based orders managed by the Department with effect from 1 October 2007.

## CORRECTIONS' CONTRIBUTION TO OUTCOMES

The 2003–2008 Strategic Business Plan sets out the high level direction for the Department focusing on high level outcomes and strategies to achieve these outcomes. Corrections plays an important role in the justice sector by contributing to safer communities through protecting the public and reducing re-offending. The 2003–2008 Strategic Business Plan is on the Department's website at [www.corrections.govt.nz/public/pdf/publications/stratbusplan.pdf](http://www.corrections.govt.nz/public/pdf/publications/stratbusplan.pdf).

During 2006/07, the Department began developing its 2008–2013 Strategic Business Plan. A significant part of the initial work has included a review of the outcomes

the Department contributes to and that link to the overall outcomes for the justice sector. The diagram below outlines the revised outcomes framework, and illustrates how the Department's outcomes link to the outcomes of the wider justice sector. Work also began on identifying priority areas and strategies to deliver on these revised outcomes.

The following sections outline the work Corrections undertook in 2006/07, who it worked with, and what progress was made against each of its current end outcomes of 'protecting the public' and 'reducing re-offending'.

JUSTICE SECTOR END OUTCOMES	A safe and just society									
	Safer communities							Civil and democratic rights and obligations enjoyed		
JUSTICE SECTOR INTERMEDIATE OUTCOMES	Impact of crime reduced		Crime reduced			Offenders held to account		Trusted justice system		
CORRECTIONS END OUTCOMES	Victims of crime are supported	Re-offending is reduced			Sentence options are used effectively	Integrity of sentences and orders upheld		Offenders are managed safely and humanely		
CORRECTIONS INTERMEDIATE OUTCOMES	Eligible victims notified	Offenders acquire employment-relevant skills and qualifications	Offenders' rehabilitation needs are addressed	Offenders' re-integrative needs are addressed	Judiciary, and NZPB make informed decisions	Offenders complete the correct imposed sentence or order	Offenders comply with the specific restrictions and requirements of the custody regime, sentence or order	Offenders are not harmed	Offenders are treated fairly	Offenders' legitimate health, physical, cultural, spiritual and social needs are met

## OUTCOME – PROTECTING THE PUBLIC

The Department manages people who have committed crimes against society and have received a community-based sentence or order and those who require imprisonment. In many cases, these people exhibit volatile and often violent behaviour, and many are not motivated to comply with the sentences and orders imposed on them by the courts and the New Zealand Parole Board.

One of Corrections' primary roles is to protect the public – in addition to the wider community, the 'public' includes Corrections' staff, prison visitors, and family/whānau of offenders. The Department does this by:

- providing the judiciary and the New Zealand Parole Board with information to help them make decisions about the most effective use of sentence options
- ensuring that offenders comply with sentences and orders imposed on them
- ensuring that offenders are managed safely and humanely
- providing a safe environment for staff and the public
- supporting victims of crime.

### PROVISION OF INFORMATION TO COURTS AND THE PAROLE BOARD

The Department helps the judiciary to make decisions about effective sentences for offenders. Effective sentences are those that adequately denounce the crime, provide protection for the public, deter future crime, and permit rehabilitation of the offender. To assist in sentence options being used effectively, Corrections provides courts

with pre-sentence reports and, upon request, reparation reports. It also provides the New Zealand Parole Board with a wide range of reports providing advice on the suitability of offenders for Home Detention and release on Parole. After 1 October 2007, decisions on Home Detention will be made by the judiciary not the New Zealand Parole Board.

Demand for reports to the judiciary and the Parole Board was significantly higher than forecast in 2006/07 due to a marked increase in recall hearings, parole hearings and back-end Home Detention hearings. Details on the quantity, quality and timeliness of information to the judiciary and the Parole Board are provided under Output Class 1 – Information Services, on page 70.

### SENTENCES AND ORDERS ARE COMPLIED WITH

A fundamental role of the Department is to ensure that an offender complies with the sentence or order imposed on them, or take enforcement action if they do not. Given the restrictions on an offender's freedom that sentences or orders entail, it is unsurprising that offenders often lack the motivation to comply with their sentence or order. Corrections is responsible for ensuring that offenders do not evade the constraints and requirements of the sentences and orders they receive, be those sentences community-based or custodial in nature.

### Community-based Sentences and Orders, and Services

Corrections is responsible for administering community-based sentences and orders, including Supervision and Community Work sentences. It also manages offenders on Home Detention, on Parole, Release on Conditions from prison, and those under Extended Supervision Orders.

Probation Officers manage offenders on community-based sentences and orders and have a number of roles. As well as having a key role in bringing about, and encouraging positive changes in offenders' lives, Probation Officers motivate offenders to comply with the conditions of their sentence or order and ensuring that they do so. However when conditions are breached, enforcement action is taken, such as prosecuting for 'breach' of conditions of the sentence. For Parole and Home Detention orders, recall applications are prepared and provided to the New Zealand Parole Board to return the offender to prison.

The number of community-based sentences imposed during 2006/07 was greater than expected. The majority of community-based sentences imposed are influenced by rates of arrest, court clearance rates, judicial decisions, and decisions made by the New Zealand Parole Board. Although the overall number of sentences imposed was above forecasted levels, compliance by offenders remained high. Details on quantities and performance relating to the delivery of community-based sentences and orders are provided under Output Class 2 – Community-based Sentences and Orders, on page 78.

The introduction of a suite of community-based sentences and orders from 1 October 2007 is expected to result in further increases in the number of offenders receiving community-based sentences. In 2006/07 a significant amount of work was done on the detailed design of how

the new sentences and orders will be managed and key systems and procedures needed. This work will be completed in time for implementation on 1 October 2007. Additional recruitment began for Probation Officers and other operational staff to ensure that the Department is well placed to meet the demands of the introduction of the new sentences and orders. An overview of Effective Interventions is provided in the case study below.

The Department also reviewed the use of Home Detention, including the differences in its use for Māori and Pacific peoples, as part of the refinement of the Effective Interventions package. To further increase compliance with the conditions of Home Detention and other community-based sentences and orders, trials were completed of two new electronic monitoring technologies – global positioning system (GPS) technology, and voice verification technology (VVT). Phase II of the trials, which were live trials using offenders, focused on the use of GPS technology to monitor home detainees and high-risk offenders, and the possible use of VVT to monitor offenders serving the proposed new sentence of Community Detention.

A joint working group with Local Government New Zealand resulted in the completion and distribution to local government agencies of the 'Keeping Communities Safe' Booklet, which explains how people in prison are released and managed in our communities.

## EFFECTIVE INTERVENTIONS

The Effective Interventions package was announced by the Government in August 2006 and addresses a series of measures to improve the criminal justice system and make New Zealand a safer and fairer society. It is about staying tough but being smarter about crime and imprisonment.

The Effective Interventions package includes:

- a package of initiatives to reduce youth offending
- amendments to the Bail Act 2000 to promote greater consistency in decision-making
- expanding the availability of restorative justice processes
- introducing a new tier of community sentences to increase the number of sentencing options available to judges

- provide a hierarchy of options and allow for more combinations of options to address requirements of particular offenders
- introducing home detention as a sentence in its own right for lower-risk offenders
- setting up two new drug and alcohol treatment units in prisons and two further general purpose special treatment units to provide intensive rehabilitative programmes in prisons
- establishing a Sentencing Council to produce sentencing guidelines
- reforming parole to better align sentences imposed with sentences served.

Legislative changes to implement the Effective Interventions package were passed in July 2007 with most of the changes due to come into effect from 1 October 2007.



## Prison Services

Sentences of imprisonment are the most severe sanction of the courts. Corrections is responsible for confining prisoners so they serve the specific term of imprisonment set by the sentencing judge and that restrictions associated with that imprisonment are complied with. Corrections works to ensure that prisoners cannot commit or initiate offences from within prison such as violence, drug use or smuggling of contraband (including drugs and cell phones).

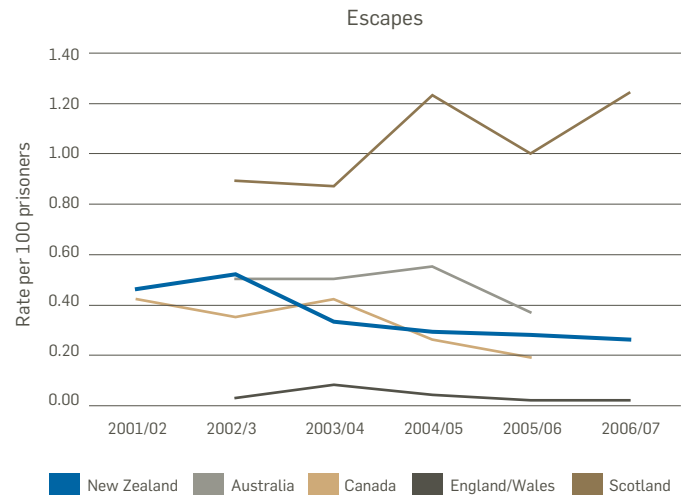
## Prison Security

The Department is continuously working to improve the security of its prisons. Staff are trained to recognise early warning signs which may signal the intention to escape. Physical security is constantly reviewed, maintained and improved. This includes constructing perimeter fences, installing detection and other surveillance systems, and introducing single points-of-entry into prisons. A stable social environment within prisons helps to motivate prisoners to comply with the restrictions of their sentence.

In 2006/07 Corrections increased prison security in a number of ways. It revised and implemented a new security classification system for sentenced prisoners. In conjunction with this system, it developed and validated a responsibility-based approach to prisoner management based on progressive systems of incentives and sanctions. Legislative changes required to implement the responsibility-based approach came into effect in July 2007.

The Department commenced work on the Crime Prevention Information Capability model. Recruitment commenced in 2006 alongside the implementation of an intelligence database. This model will improve the collection and analysis of information to increase crime prevention within prisons. Structural and policy changes, staff recruitment and training to support the model were completed in July 2007. The Department also worked on a project to introduce the appropriate systems to monitor prisoners' telephone calls. A system has been purchased and implementation is due to be completed in 2007/08.

Improvements in security have seen a decline in the rate of escapes over the past five years. As illustrated in the following table, the rate of escapes compares favourably with other jurisdictions.



## Reducing Substance Abuse in Prisons

Minimising drug and alcohol use of prisoners is critical to well-functioning prisons. Corrections uses its Strategy to Reduce Alcohol and Drug Use by Offenders 2005–2008 ([www.corrections.govt.nz/public/pdf/strategy-reduce-drug-and-alcohol/doc-strategy-to-reduce.pdf](http://www.corrections.govt.nz/public/pdf/strategy-reduce-drug-and-alcohol/doc-strategy-to-reduce.pdf)) to coordinate activity to:

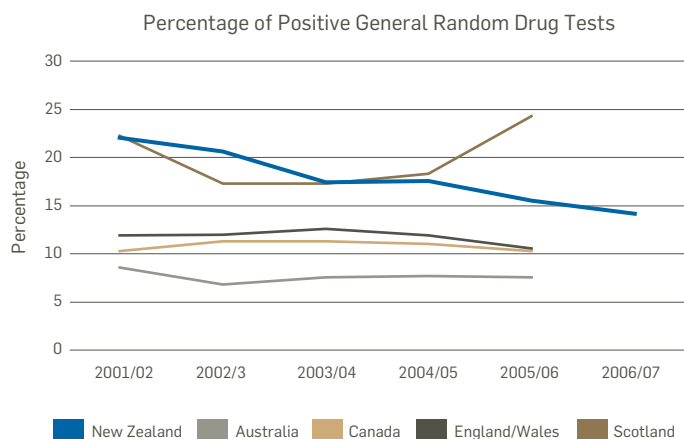
- reduce the supply of drugs to offenders
- reduce offenders' demands for drugs
- increase attention on reducing the harm caused by drugs.

In 2006/07, Corrections increased the number of drug dog detection teams, increased point-of-entry surveillance, and implemented new scanning equipment and intelligence gathering techniques to reduce the supply of drugs in prisons. The Department implemented a number of changes following its review of the Identified Drug User (IDU) programme, including actions to:

- increase the randomness of drug testing
- allow IDU prisoners access to rehabilitation and reintegration programmes after two negative drug tests
- provide programme providers discretion on retaining positive-testing prisoners on programmes, and providing positive incentives for IDU prisoners to stay drug-free (eg family visits for drug-free prisoners).

Details on the quantity of drug tests and performance are outlined under Output 5.6 – Drug Reduction, on page 95.

The following table illustrates that Corrections has been successful in reducing drug use within prisons.



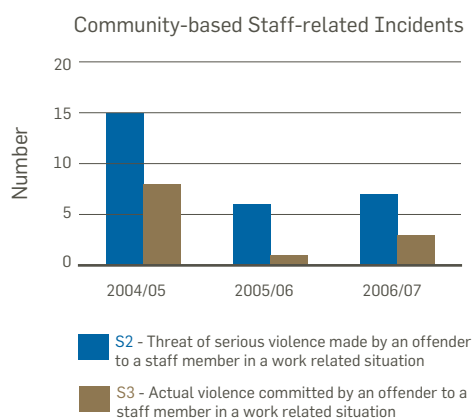
## SAFETY OF STAFF, VISITORS AND OFFENDERS

### Community-based Offenders

The safety of staff managing or working with offenders on community-based sentences is a priority.

During 2006/07 there were seven incidents of threat of serious violence directed by an offender at a staff member and three actual incidents of violence by an offender against a staff member. Staff are trained to work with offenders and to watch for early warning signs of violence.

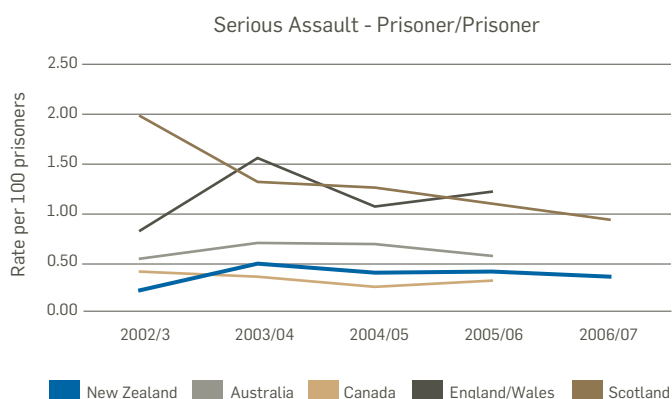
The number of assaults against staff working with community-based offenders has reduced markedly since 2004/05, despite the increased number of sentences and orders being managed.



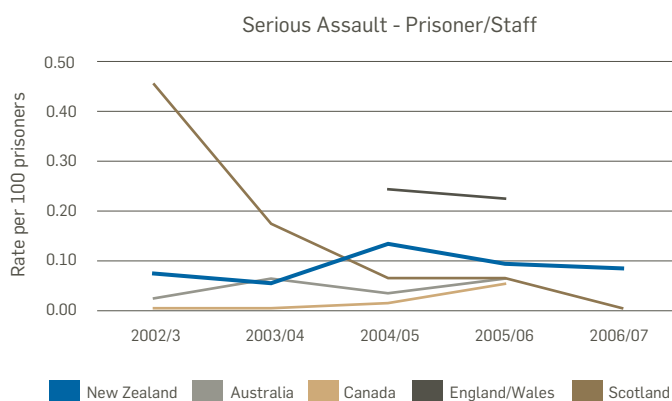
## Prisons

By securely containing prisoners, Corrections safeguards the wider community. Corrections also has a responsibility for the safety of its staff, visitors, and the prisoners themselves. It must also ensure that whilst prisoners are securely contained, they are also housed humanely – protected from avoidable harm, afforded protection of their lawful rights (see the case study on page 13), and their basic human needs are addressed. These needs include the basic necessities of life (food, shelter, and clothing), adequate health care, opportunities to maintain relationships with family and friends, spiritual support, and access to a reasonable level of recreation and leisure.

Keeping prisoners and staff safe from harm is a priority for the Department. This is a challenge in the prison environment, which often includes dealing with individuals who are at a low point in their lives, or who may resort rapidly to violence when facing conflict or frustration. Staff are trained to work with prisoners to create a stable social environment and to watch for early warning signs of violence. If violence does occur, staff are trained in de-escalation and approved control and restraint techniques.



The rate of serious assaults between prisoners is lower than in other jurisdictions.





## PRISONER RIGHTS

All sentences and orders entail a range of restrictions and requirements which affect offenders' daily living. These include restrictions on their freedom, the things that an offender may have in their possession, the requirement to conform to routines, and tight controls on contacts with people from the community, including family/whānau. A restriction on the use of alcohol and other drugs is also one of the aspects of imprisonment and can be a condition of some community-based sentences and orders.

While prisoners are restricted in relation to many aspects of their lives while in prison, under the Corrections Act 2004 (section 69 – 82) there are minimum entitlements that all prisoners are entitled to receive while under the care and custody of the Department. These include such things as a bed and bedding, food and drink, access to private visitors, access to legal advisers, physical exercise, access to information and education, to send and receive mail and to make outgoing telephone calls.

Prisoners are provided with a sufficient quantity of wholesome food and drink based on the food and nutritional guidelines and any drinking water standards issued by the Ministry of Health (MoH).

Prisoner communication (externally) is managed in a way that facilitates approved communications and restricts the likelihood of illegal activity.

All prisoners are entitled to make at least one outgoing telephone call of up to five minutes duration per week, in addition to any calls to an outside agency or his or her legal adviser. All telephone calls (except approved 0800/0508 numbers) are at the expense of the prisoner.

Prisoners are entitled to send and receive mail, however staff members must take into account considerations when dealing with any mail to or from a prisoner, such as the need to protect the privacy of prisoners and their correspondents; the benefits to prisoners of maintaining contact with persons and organisations outside the prison; the need to maintain the security and order of the prison; the need to prevent the commission of offences; the need to ensure the safety of any person; and the need to prevent the entry of unauthorised items into the prison.

Prisoners are entitled to have at least one private visitor a week for a minimum duration of 30 minutes. Prisoners must establish a pre-approved visitor system and all visitors are required to comply with a strict set of rules and regulations each and every time they make a visit to the prison. This maintains the family and social relationships of the prisoner in order to promote the prisoner's reintegration into the community on release. Each prison will also have up to three family/whānau days each year.

Visits to a prisoner or prisoners are not recorded by sound or visual recording without the approval of the Prison Manager, the prisoner and the visitor. However, visual images of prisoners and visitors may be recorded by security surveillance cameras.

The rate of serious assaults on staff by prisoners is higher compared with other jurisdictions, but the number of all assaults against prison staff has decreased since 2004/05. The safety of our staff is paramount and Corrections Officers are trained in de-escalation techniques and have extensive training on the use of approved control and restraint techniques.

Prison staff are also trained to minimise incidents of self-harm by prisoners, including suicide and drug overdoses. Prisoners identified as being at risk of self-harm are actively managed to prevent as many incidents as possible. Deaths in prison are rare, and on the unfortunate occasions when they occur an investigation is always carried out by the Inspector of Prisons into the circumstances surrounding the death.

New Zealand compares favourably against other jurisdictions for rates of unnatural and apparent suicides in custody.

## Offender Health

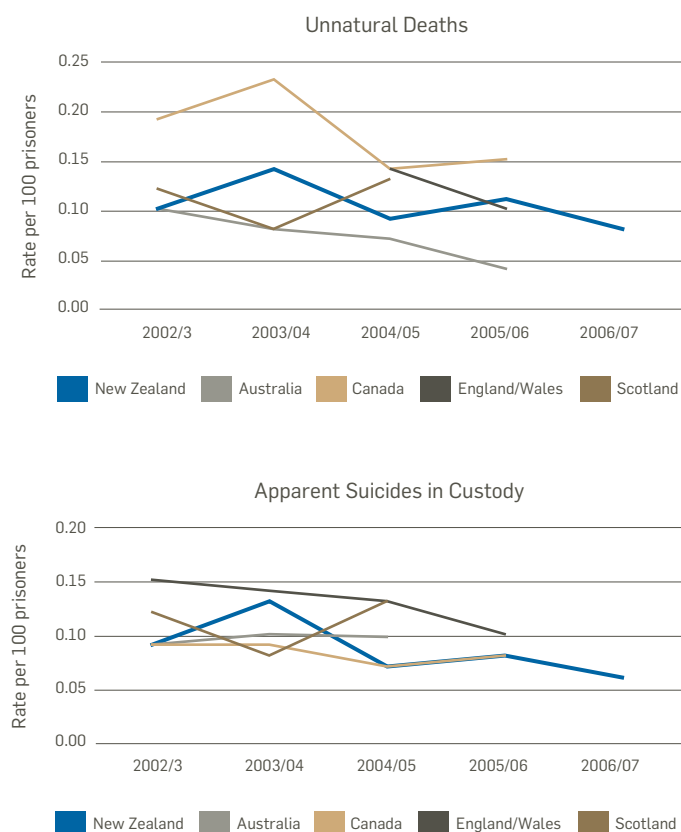
Improving the health and wellbeing of offenders has been a focus for Corrections in 2006/07. In August 2006 the Offender-Related Health Action Group was established so that Corrections, the Ministry of Health and District Health Boards can work together to improve the health and wellbeing of offenders through better identification of offenders' health needs and improving access to health services.

The Department also worked with the Ministry of Health and the Ministry of Justice on the Effective Interventions-related review of the interface between addiction and mental health treatment and the criminal justice system. Initiatives to reduce gaps, specifically relating to Māori and Pacific people and women, were approved by the Cabinet in May 2007.

## SUPPORTING VICTIMS OF CRIME

Corrections contributes to protecting the public by supporting victims of crime who are eligible to receive information under the Victims Rights Act. New Zealand Police forward to the Department the names and contact details of these victims and the Department then provides notification services to them. The Department also provides these victims' details to the New Zealand Parole Board, Department of Labour (Immigration Service) and the Ministry of Justice so they may provide notification services required by the Parole Act, Victims' Rights Act and Prisoners' and Victims' Claims Act.

The Department refers victims to other appropriate agencies and non-government organisations for specialist support. The Department has a Memorandum of Understanding with the New Zealand Council of Victim Support Groups which aims to improve services to victims from both organisations.





## OUTCOME – REDUCING RE-OFFENDING

The Department works with offenders to reduce their risk of re-offending in the future. Re-offending is not reduced simply by the harshness of their sentence, but is assisted by well-designed rehabilitation and reintegration programmes delivered to offenders in the community and in prisons. Rehabilitative programmes and services target the personal characteristics of offenders that are known causes of offending (criminogenic needs). By reducing the strength of these characteristics, re-offending can be reduced. Reintegrative programmes and activities support offenders by providing them with education, experience and support to help them transition back into the community.

The Recidivism Index (RI) and the Rehabilitation Quotient (RQ) measure progress in reducing re-offending. The RI measures performance in reducing re-offending across all offenders managed in a single year, and the RQ measures the extent to which re-offending was reduced amongst offenders who completed specific rehabilitative programmes. The use of these indicators is not straightforward as re-offending, reconviction and sentencing are subject to a range of influences, many of which are outside the Department's control. Nevertheless, they are useful as a general means to assess the Department's performance. More information on the RI and RQ is available on pages 22 to 26.

### REHABILITATION PROGRAMMES AND SERVICES

A review of the Department's approach to rehabilitation resulted in changes to the mix, design and structure of programmes, including substantial increases in the intensity of core programmes.

During 2006/07 the following changes were made:

- design of a Short Motivational Programme and delivery to short serving prisoners
- design of a Medium Intensity Rehabilitation Programme for medium-risk offenders, and delivery in the community and in prison
- design of a Special Treatment Unit Programme which is intensive
- design of a Short Rehabilitation Programme and delivery in the community and in prison
- design of a Relapse Prevention Programme for offenders who have completed other rehabilitation programmes; implementation will occur in 2007/08
- a pilot commenced in January 2007 of an intensive group treatment programme for prisoners with dangerous and severe personality disorders with an evaluation of the programme planned for 2007/08
- a pilot and evaluation of an intensive programme for imprisoned high-risk rapists.

Reducing re-offending associated with the use of drugs and alcohol is an ongoing focus for the Department. During 2006/07, the Department worked with the Ministry of Health to review the availability of drug treatment programmes for community-based offenders. As part of the Effective Interventions package, Corrections also collaborated with the Ministry of Justice and the New Zealand Police to develop proposals for the judicial monitoring of offenders, particularly in relation to monitoring alcohol and drug treatment. Judicial monitoring of offenders on home detention, parole and intensive supervision was included in the Criminal Justice Reform Bill.

The Department opened two new Drug Treatment Units in prisons in 2006/07 – one at Christchurch Men's Prison in July 2006 and one at Hawke's Bay Prison in April 2007.

Corrections will also open a new unit at Rimutaka Prison in late 2007 and one at Spring Hill Corrections Facility in July 2008 as part of the Effective Interventions package.

Also under the Effective Interventions package, two special treatment units for high-risk prisoners are to be established in prisons, the first to be operational from

1 July 2008 in Spring Hill Corrections Facility and the second from 1 July 2009 in Christchurch Prison. The 300-hour Intensive Rehabilitation Programme will be delivered within these units. The design of the first unit (Waikeria Prison's Karaka Unit) was finalised during 2006/07 and a pilot of the programme commenced in July 2007. Design for the second unit will take place during 2007/08.

The following table outlines the special focus units that the Department provides to prisoners.

Focus Unit Type	Description	Location (capacity)
Māori Focus Unit	Māori Focus Units were developed to provide an environment and programmes to meet the specific needs of Māori prisoners, including preparation for their release. Māori Focus Units are constituted on Tikanga Māori principles and operate within a Tikanga Māori environment.  Each Māori Focus Unit is housed in a stand-alone 60-bed unit.	Hawkes Bay (60)
		Rimutaka (60)
		Tongariro/Rangipo (60)
		Waikeria (60)
Drug Treatment Unit	Drug Treatment Units aim to reduce an offender's risk of re-offending by treating alcohol and/or other drug addictions. The 24-week programme includes behavioural therapy, education on addiction and change, building new skills, group therapy and one-to-one therapy.	Wanganui (60)
		Arohata (20)
		Christchurch Men's (60)
		Hawkes Bay (60)
Sex Offender Treatment Unit	Specialist therapeutic units at Rolleston Prison in Canterbury (Kia Marama) and Auckland Prison (Te Piriti) deliver group based treatment within a therapeutic environment for prisoners with convictions for sexual offences against children. Evaluations have shown that these programmes are proving to be effective in reducing sexual re-offending. The programme held at the Te Piriti unit is designed within a Tikanga Māori environment.	Waikeria (32)
		Auckland (60)
		Rolleston (60)
Violence Prevention Unit	The specialist treatment unit at Rimutaka Prison is the first of its kind in the world. In order to be accepted on to the programme prisoners must show a required level of motivation, and recognise that controlling the causes of their offending will reduce the likelihood of their re-offending in the future. Follow-up support on release into the community is an important aspect of the programme.	Rimutaka (30)
Self Care Unit	Longer serving prisoners may be eligible to spend time in a self care unit as they near release. These residential-style units let the prisoners get used to living in a house or flat environment and give them the opportunity to learn and practise the skills they will need to live independently after release. The Living Skills programme is also delivered.	Arohata (16)
		Auckland Women's (32)
		Christchurch Men's (20)
		Christchurch Women's (20)
	Some prisoners with babies may be eligible to live in Self Care Units at Arohata, Auckland Women's and Christchurch Women's under the mother-child placement option.	Hawkes Bay (40)
		Northland (48)
	It is expected that a Self Care Unit will also be opened at Spring Hill Corrections Facility after it opens in late 2007.	Otago (20)
		Rimutaka (20)
		Wanganui (40)

Focus Unit Type	Description	Location (capacity)
Young Offender Units	<p>Male prisoners under the age of 18, or male 18 and 19-years old deemed vulnerable (using the Prison Youth Vulnerability Scale), are placed in Young Offender Units (remands and those sentenced to a prison term).</p> <p>Section 179 of The Corrections Regulations 2005 requires that all prisoners under the age of 18 years must:</p> <ul style="list-style-type: none"> <li>• be kept apart from prisoners who are 18 years or older when inside a prison</li> <li>• be kept apart from prisoners who are 18 years or older, where practicable when outside a prison.</li> </ul> <p>The primary objectives of the Young Offender Units are:</p> <ul style="list-style-type: none"> <li>• To manage male prisoners under 18 years of age and adult male 18 and 19-year-olds deemed vulnerable, in a manner appropriate to their age, level of maturity and statutory requirements.</li> <li>• To provide a safe and secure developmental environment, away from the mainstream prison population.</li> <li>• To reduce re-offending by providing access to a range of educational, vocational, psychological and recreational activities in a structured and supportive environment that is normalised as much as is possible in a prison setting.</li> </ul>	<p>Christchurch Men's (40)</p> <p>Hawkes Bay (30)</p> <p>Rimutaka (20)</p> <p>Waikeria (35)</p>
Reintegration Unit	<p>The purpose of the Reintegration Units is to house male prisoners who are serving the final 12 months of their sentence and who would benefit from specialist support before they return to the community. These units accommodate prisoners with a low-medium or minimum security classification and provide a structured environment where Release to Work and vocational training opportunities can be maximised.</p> <p>Prisoners held in these units are assisted to find accommodation and employment, as well as assistance with practical life skills such as managing debt.</p>	<p>Mt Eden Men's (70)</p> <p>Rimutaka (60)</p>
Faith-based Unit	<p>The purpose of the Faith-based Unit is to reduce the risk of re-offending by providing a programme with a strong Christian emphasis. Within a supportive environment, prisoners are provided with an opportunity to explore the Christian faith and support leading up to and following their release.</p> <p>The unit functions as a partnership between the Department of Corrections and Prison Fellowship New Zealand (PFNZ). The Department is responsible for the overall management of the unit and PFNZ is responsible for administering the 18-month Christian development programme.</p>	Rimutaka (60)
Pacific Focus Unit	The Pacific Focus Unit (PFU) will provide a therapeutic environment where prisoners are encouraged and supported to deal with their motivational barriers to addressing offending needs.	To be opened in Spring Hill during 2007/08.

The following table outlines the rehabilitative programmes that the Department provides to offenders.

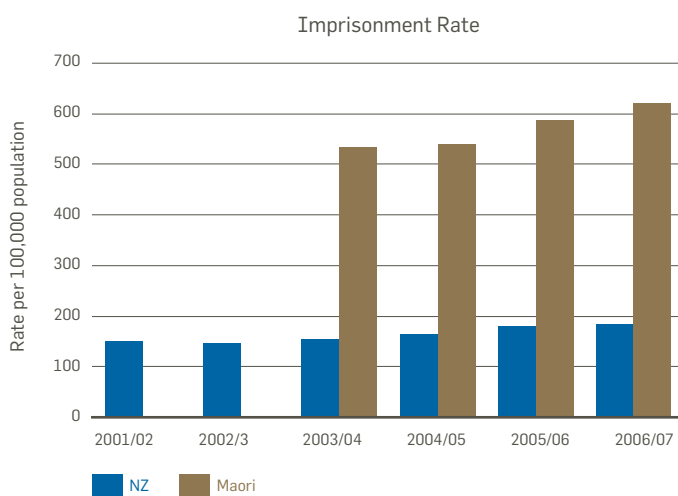
Programme Type	Programme	Target Audience
<b>Responsivity/Motivational Programmes (Output 7.1)</b>  These programmes are designed to address the offender's motivation to address their offending behaviour, their willingness to change or their 'responsivity'.	<b>Short Motivational Programmes (page 104)</b> are delivered to medium risk prisoners sentenced to less than two years.	Prisoners
	<b>Tikanga Māori Programmes (page 105)</b> are designed to use Māori philosophy, values, knowledge and practices to increase motivation for offenders to address their offending behaviour.	Prisoners, Community-based offenders
	<b>The Faith-Based Unit Programme (page 105)</b> is a Christian-based programme provided in partnership with the Prison Fellowship New Zealand providing support leading up to and following release. Core modules include personal value and purpose, transformation, restoration and reintegration.	Prisoners
<b>Special Treatment Units and Rehabilitation programmes (Outputs 7.2, 7.3)</b>  These rehabilitative programmes are designed to address the factors underlying offending behaviour. Long, hard and intensive, these programmes require offenders to address factors relating to their offending.	<b>The Sex Offender Treatment Programme (page 106)</b> is located in a Special Treatment Unit for prisoners convicted of sex offending against children. Offenders attend group therapy and individual therapy.	Prisoners
	<b>The Violence Prevention Programme (page 108)</b> is located in a Special Treatment unit and assists offenders to develop skills needed to live without violence, such as controlling violent impulses and conflict resolution.	Prisoners
	<b>The Saili Matagi Programme</b> The programme aims to assist male Pacific prisoners to identify and change their beliefs, attitudes and behaviours that have resulted in their violent offending and ultimately reduce intergenerational violence and the likelihood of re-offending.	Prisoners
	<b>The FOCUS Programme (page 108)</b> is a youth offender programme designed to develop cognitive behavioural reasoning for effective social interaction.	Prisoners
	<b>Māori Therapeutic Programmes (page 109)</b> are delivered in Māori Focus Units and at Northland Prison.	Prisoners
	<b>Relapse Prevention Programmes (page 109)</b> are for offenders who complete the Departments Rehabilitation Programmes.	Community-based offenders
	<b>Substance Abuse Programmes in a Treatment Unit Environment (page 110)</b> are delivered to highly recidivist offenders with identified alcohol and drug-related needs.	Prisoners
	<b>Intensive Rehabilitation Programmes (page 110)</b> are delivered in a dedicated prison unit for high-risk offenders.	Prisoners
	<b>Rehabilitation Programmes (page 111)</b> are designed to address the offenders causes of criminal offending. These are the medium intensity rehabilitation programme and the short rehabilitation programme.	Prisoners, Community-based offenders
	<b>Other Rehabilitative Programmes (page 112)</b> are delivered by a third party and are designed to address the offenders causes of criminal offending eg sex offender, domestic violence and alcohol and drug programmes.	Community-based offenders



Programme Type	Programme	Target Audience
<b>Education (Output 7.4)</b>  This seeks to improve the education standards of prisoners to improve skills and their ability to gain employment after release.	<b>The National Certificate in Employment Skills (page 113)</b> offers learning in a range of work-related skills such as oral and written communication, numeracy, teamwork and problem-solving, workplace safety, computer skills and self management.	Prisoners
	<b>General Education (page 113)</b> activities include English as a Second Language (ESOL), remedial reading, numeracy and literacy courses and secondary education.	Prisoners

## PROGRAMMES AND SERVICES FOR MĀORI AND PACIFIC PEOPLES

Reducing re-offending by Māori and Pacific offenders is a priority for the Department, because Māori and Pacific offenders have a disproportionately high level of representation at all stages of the criminal justice process. The graph below illustrates the imprisonment rate for the whole population of New Zealand against the imprisonment rate for the Māori population.



The Department's 2003–2008 Māori Strategic Plan and 2005–2008 Pacific Strategic Plan outline the ways the Department will work, and the programmes and services in place, to specifically target reducing Māori and Pacific offenders' rehabilitative and reintegrative needs. These plans can be found at [www.corrections.govt.nz/public/news/strategic-documents/sbp/](http://www.corrections.govt.nz/public/news/strategic-documents/sbp/). The Department also seeks advice on how to be more effective for Māori and Pacific offenders, through the Chief Executive's Māori and Pacific Advisory Groups, and through working closely with local iwi to ensure that services are delivered in ways that work best for Māori.

During 2006/07, the Department developed and implemented a forum for programme providers, staff and iwi to build partnerships in order to provide more effective Tikanga Māori based programmes to offenders. Tikanga Provider Forums were held in each of the main regions and were attended by all provider groups and representatives from the Department.

The Department also:

- continued a series of evaluations to assess the effectiveness of services targeted at Māori offenders
- commenced a review of the effectiveness of Māori Focus Units in reducing re-offending
- opened Papamauri, a Māori cultural space, at Auckland Region Women's Correctional Facility, where programmes can be delivered in collaboration with kaitiaki to target the needs of Māori women prisoners
- examined prisoner induction processes to identify ways of better addressing Māori needs
- facilitated interviews with selected offenders by Te Puni Kokiri and the Ministry of Justice on practical Effective Interventions initiatives that could reduce Māori offending, re-offending and imprisonment rates.

Throughout 2006/07, Corrections continued to implement the iwi partnership framework and policy. A Memorandum of Partnership was signed with Tai Poutini (West Coast) and the draft Tupoho Memorandum of Partnership (Wanganui) was amended to meet Ngati Apa needs and signed on 25 June 2007. Draft Memoranda of Partnership for the Auckland Region Women's Corrections Facility, Otago Corrections Facility and Spring Hill Corrections

Facility were progressed through consultation with the respective Kaitiaki (Pūkaki ki te Ākitau) and are nearing completion.

During the year, the Department agreed a national framework for its relationship with Pacific peoples. A Pacific Advisory Group was established for Spring Hill Corrections Facility to support the establishment of the first Pacific Focus Unit. The Saili Matagi programme, a violence prevention programme for male Pacific offenders, offers cultural elements that are familiar and relevant to Pacific men, and was available for offenders throughout 2006/07. It combines a Pacific cultural model with Western group therapy, and aims to help Pacific men change their violent behaviour.

### PRISONER EMPLOYMENT AND TRAINING

Reintegration into the community is an important aspect of the Department's work to reduce reoffending. Many prisoners lack any type of formal qualification and have little or no experience of work when they come into prison - assisting them to gain the skills and qualifications that enable them to obtain and sustain employment on their release is integral to reducing re-offending.

The main components of the Department's work in this area include providing experience of work and practical skills in prison industries, access to related trade and technical training courses resulting in formal qualifications, and, in the latter part of the sentence, the opportunity to participate in the 'Release to Work' programme.

The Department employs prisoners in a variety of **prison industry and self-sufficiency activities** every day. Jobs range from working the dairy farms on prison land, to nursery and horticulture work, forestry, timber processing, light engineering, joinery, printing, metal fabrication and catering in prison kitchens. They provide a structured work environment, designed to mirror the community employment experiences as closely as possible. Prisoners also work towards NZQA unit standards and credits as part of their day to day work in industries.

The Department's Prisoner Employment Strategy 2006–2009 outlines strategies to increase work skills and qualifications of prisoners, and is available at [www.corrections.govt.nz/public/pdf/publications/prisoner-employment-strategy-2006-2009.pdf](http://www.corrections.govt.nz/public/pdf/publications/prisoner-employment-strategy-2006-2009.pdf)

Prison industries are becoming more closely linked to areas of greatest need identified in the general labour market. In the area of **Trade and Technical Training**,

the Department is working with external education providers to provide NZQA-accredited courses that result in whole qualifications for prisoners who are able to successfully complete them. In 2006/07, this approach focused on the Northland Region Corrections Facility where courses in Forestry, Horticulture and Elementary Construction were delivered. This approach will be expanded to other prison facilities in 2007/08.

Vocational training is often a pre-requisite to both industry work and Trade and Technical Training. The Department provides programmes to help prisoners raise their basic literacy and numeracy levels. It also helps prisoners study for the National Certificate in Employment Skills (NCES) and other general education activities that help prisoners to cope in the community. Details on general education provided to prisoners are set out under Output 7.4 – Education and Training, on page 113.

The **Release to Work** programme is the final part of the Department's role in preparing prisoners to work in the community. Release to Work is a form of temporary release allowing low security prisoners meeting strict eligibility criteria nearing the end of their sentence to be released to work during the day in ordinary jobs in the community. The Release to Work programme is an excellent way for prisoners to experience a regular workplace and build a stable work record.

In the last week of June 2007, 116 prisoners were on Release to Work from 15 prisons around the country. This compares with an average of 27 in June 2006. During 2006/07 the Release to Work programme was strengthened as part of the Prisoner Employment Strategy with the establishment of eight case managers and five coordinators. These roles will help to increase the availability of eligible prisoners for Release to Work, and will work more closely with employers to find more jobs for prisoners.

Across these three types of activities, employment and related skills training was provided to 3,495 prisoners in 2006/07. In an environment of higher than expected prisoner numbers, the implementation of the first year of the Prisoner Employment Strategy saw an increase from 40 per cent of all sentenced and remand prisoners in work or training in June 2006, to 44 per cent of all prisoners by the end of June 2007. This is against a target of 60 per cent of all prisoners to be in work or training by 2009/10.

More detail on the Department's performance in employment-related activities are outlined under Output Class 6 – Prisoner Employment, on pages 96 to 102.



### Prisoner Employment Strategy

2006/07 was the first year of implementing the Department's new Prisoner Employment Strategy. The overall goal of the strategy is to provide more prisoners with meaningful work and training experience in prison, in order to assist them to sustain employment on release.

Over four years, the Department is aiming to create 1,900 more places for prisoners in employment and training activities. These places may be in industries such as furniture manufacturing and assembly, light engineering, forestry, farming, or catering and hospitality, among others. Or they may be in trade and technical training courses provided by external providers such as polytechnics in order to support prisoners to the achievement of formal qualifications.

By the end of 2006/07, the Department had created 416 additional employment and training places and laid the groundwork for more growth in the coming year.

### OTHER REINTEGRATION SERVICES

Upon leaving prison offenders may experience varying degrees of difficulty in managing the practicalities and challenges of reintegrating back into the community. Although their personal integration issues have been addressed as far as possible through their sentence plans, some offenders need direct assistance in effectively addressing their social needs in the initial release period. The prime need has been identified as accommodation together with other support services such as financial and relationship management, employment, and community and health care services. The provision of supported accommodation for high-risk offenders and access to reintegration teams help offenders reintegrate successfully into their families/whānau, the community and the workforce. In preparing offenders for release programmes are provided for offenders that focus on family functions and social attitudes, victim empathy, life and parenting skills. Details on the Department's reintegrative programmes and activities are outlined under Output Class 7 on page 103.

Many of the reintegrative services provided are delivered in partnership with other government agencies and community organisations such as the New Zealand Prisoners' Aid and Rehabilitation Society. In 2006/07, the Department worked with the Ministry of Social Development to set up prison reintegration teams and enhance reintegration processes in each prison. These teams bring together Work and Income case workers, and

Corrections' reintegration staff, whānau liaison staff and social workers to provide employment case management and work broker services to prisoners. They also help prisoners being released by assessing accommodation requirements, providing advice on managing relationships and financial management advice. The work done by these staff in prisons is critical to support the work of Probation Officers in managing offenders when they are released from prison.

As noted in the table on page 17, new reintegration-focused units were established at Rimutaka and Mt. Eden prisons in late 2006. These units accommodate selected male prisoners with a low-medium or minimum security classification in the final year of their sentence. The units provide a structured environment where Release to Work and vocational training opportunities can be maximised.

In 2005/06 the Department worked with Housing New Zealand and the Auckland Prisoners' Rehabilitation Society to set up a pilot service to provide supported accommodation in Auckland for offenders with high-level reintegrative needs and to provide them with help to find longer-term accommodation. This pilot was reviewed in 2006/07, with 35 of the 37 participants on the pilot successfully moving on to live independently in their own accommodation. Based on the success of the pilot, the service is being expanded to Wellington and Christchurch.

## MEASURING REDUCTIONS IN RE-OFFENDING

As discussed above, achievements in relation to reducing re-offending are assessed through the use of two measures, the Recidivism Index (RI) and the Rehabilitation Quotient (RQ).

### Recidivism Index (RI)

Table 1 provides reconviction rates as recorded over 12 months for those released from prison or commencing community-based sentences during the 2005/06 (1 April – 31 March) year. Table 2 provides the rates over 24 months for those released from prison, or commencing community-based sentences, during the 2004/05 year.

RI figures are reported for multiple categories of offenders, with significant variation observed in reconviction rates between sentence types, offence types and demographic groups.

The overall RI results for 2006/07, when compared to the 2005/06 reported results, generally indicate small per centage increases in average reconviction and re-imprisonment rates for offenders released from prison and as well as for offenders commencing community-based sentences.

**Table 1: Recidivism Index - 12-months follow-up (Percentages) for 2005/06**

Category	Group	Released from prison		Commenced community sentence	
		Reconvicted & re-imprisoned only	All reconvictions (+ community sentence or re-imprisoned)	Reconvicted & imprisoned only	All reconvictions (+ community sentence or imprisoned)
<b>All</b>		<b>27.6</b>	<b>42.3</b>	<b>8.6</b>	<b>31.8</b>
<b>Gender</b>	Female	15.2	30.7	4.1	21.5
	Male	28.7	43.4	9.7	34.3
<b>Ethnicity</b>	European	24.9	38.2	7.5	29.7
	Māori	31.2	47.6	10.3	36.0
	Pacific	18.7	30.5	6.8	24.8
	Other (incl. Asian)	14.3	22.7	3.5	19.9
<b>Age</b> (at PPS release or start of CPS sentence)	<20 years	46.5	66.6	11.5	47.7
	20-24 years	36.0	54.7	9.8	36.8
	25-29 years	30.5	47.3	8.9	29.7
	30-39 years	23.6	36.9	7.9	26.5
	40 and above	13.2	21.5	4.7	16.9
<b>Offence</b> (Most serious for original sentence)	Dishonesty	44.1	60.0	12.5	43.8
	Property Damage/ Abuses	27.2	45.0	10.8	38.6
	Admin	37.1	46.9	8.6	24.4
	Violence	26.8	43.3	8.7	32.3
	Traffic	17.0	31.2	6.4	26.5
	Drug & Anti-social	17.1	27.3	7.6	28.6
	Sexual	8.1	11.2	4.9	19.4
	Other Minor offences*	(see note)	(see note)	5.1	18.5

Category	Group	Released from prison		Commenced community sentence	
		Reconvicted & re-imprisoned only	All reconvictions (+ community sentence or re-imprisoned)	Reconvicted & imprisoned only	All reconvictions (+ community sentence or imprisoned)
<b>Community-based Sentence</b>	Supervision	n/a	n/a	12.1	32.1
	Community Work	n/a	n/a	8.0	32.5
<b>Inmate Security Classification (at Release)</b>	Maximum*	(see note)	(see note)	n/a	n/a
	High-medium	46.5	59.6	n/a	n/a
	Low-medium	39.0	56.4	n/a	n/a
	Minimum	24.5	38.3	n/a	n/a
<b>Release Type</b>	Parole	23.6	30.8	n/a	n/a
	Home Detention**	12.0	18.6	3.8	11.3
	Post-release Conditions***	28.3	44.3	n/a	n/a
<b>Sentence Length</b>	6 mth or less	28.0	44.4	6.8	31.9
	> 6mth but <= 1yr	26.8	43.6	9.9	31.1
	>1 to 2 yr	31.9	45.0	11.7	29.2
	>2 to 3 yr	26.6	34.4	n/a	n/a
	>3 to 5 yr	18.7	23.3	n/a	n/a
	>5 yr	17.8	24.6	n/a	n/a
<b>All (2004/2005)</b>		<b>27.7</b>	<b>41.1</b>	<b>8.2</b>	<b>28.7</b>

#### Notes

Figures indicate rate of reconviction / re-imprisonment (within a subsequent 12-month period) amongst all offenders released from prison or commencing a new community sentence between 1 April 2005 and 31 March 2006.

Source is CMS conviction and sentencing data, as at 30 June 2007.

\* Insufficient numbers to report

\*\* 'Front-end' Home Detention reported as CPS new start and 'back-end' Home Detention reported as PPS release

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

**Table 2: Recidivism Index - 24-months follow-up (Percentages) for 2004/05**

Category	Group	Released from prison		Commenced community sentence	
		Reconvicted & re-imprisoned only	All reconvictions (+ community sentence or re-imprisoned)	Reconvicted & imprisoned only	All reconvictions (+ community sentence or imprisoned)
<b>All</b>		<b>38.8</b>	<b>55.4</b>	<b>12.7</b>	<b>41.9</b>
<b>Gender</b>	Female	28.1	45.3	6.2	30.1
	Male	39.9	56.3	14.4	44.9
<b>Ethnicity</b>	European	36.9	52.2	10.8	39.1
	Māori	42.5	60.3	15.5	47.0
	Pacific	30.1	44.9	9.4	33.9
	Other (incl. Asian)	10.4	20.0	6.2	25.1
<b>Age</b> (at PPS release or start of CPS sentence)	<20 years	59.3	79.2	16.8	60.5
	20-24 years	45.9	65.0	14.5	46.3
	25-29 years	44.0	63.2	12.9	41.9
	30-39 years	35.1	50.7	11.9	36.6
	40 and above	22.6	33.7	7.1	24.2
<b>Offence</b> (Most serious for original sentence)	Dishonesty	56.4	73.1	18.2	54.7
	Property Damage/ Abuses	39.7	58.1	14.8	51.8
	Admin	43.6	59.5	12.3	31.1
	Violence	37.1	55.1	12.0	41.7
	Traffic	29.3	45.0	10.5	35.5
	Drug & Anti-social	28.1	41.2	10.9	39.2
	Sexual	15.2	23.0	6.8	25.2
	Other Minor offences*	(see note)	(see note)	9.1	35.5
<b>Community-based Sentence</b>	Supervision	n/a	n/a	18.4	44.5
	Community Work	n/a	n/a	11.7	42.3
<b>Inmate Security Classification</b> (at Release)	Maximum*	(see note)	(see note)	n/a	n/a
	High-medium	67.9	76.4	n/a	n/a
	Low-medium	52.7	68.4	n/a	n/a
	Minimum	34.3	51.3	n/a	n/a
<b>Release Type</b>	Parole	31.9	44.2	n/a	n/a
	Home Detention**	21.1	37.0	11.3	26.0
	Post-release				
	Conditions***	42.1	59.1	n/a	n/a



Category	Group	Released from prison		Commenced community sentence	
		Reconvicted & re-imprisoned only	All reconvictions (+ community sentence or re-imprisoned)	Reconvicted & imprisoned only	All reconvictions (+ community sentence or imprisoned)
Sentence Length	6 mth or less	38.2	56.2	11.9	41.8
	> 6mth but <= 1yr	41.9	59.5	18.5	42.8
	>1 to 2 yr	44.0	59.5	22.0	44.2
	>2 to 3 yr	34.9	48.0	n/a	n/a
	>3 to 5 yr	28.9	40.5	n/a	n/a
	>5 yr	26.2	34.4	n/a	n/a
<b>All (2003/2004)</b>		<b>39.2</b>	<b>56.4</b>	<b>12.1</b>	<b>40.4</b>

#### Notes

Figures indicate rate of reconviction / re-imprisonment (within a subsequent 24-month period) amongst all offenders released from prison, or commencing a new community sentence, between 1 April 2004 and 31 March 2005.

Source is CMS conviction and sentencing data, as at 30 June 2007.

\* Insufficient numbers to report

\*\* 'Front-end' Home Detention reported as CPS new start and 'back-end' Home Detention reported as PPS release

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

#### Recidivism Index Observations

Notable features for those released from a custodial sentence (12-month follow-up) include:

- Males are re-imprisoned at a significantly higher rate than females (29 per cent and 15 per cent respectively) and reconviction rates for male offenders released from prison are also higher than for female offenders (43 per cent and 31 per cent respectively).
- The re-imprisonment and reconviction rates for Pacific peoples (19 per cent and 31 per cent respectively) were notably lower than those for Māori (31 per cent and 48 per cent) and Europeans (25 per cent and 38 per cent).
- Re-imprisonment rates reduce by approximately two-thirds as offenders age (offenders over 40 years are re-imprisoned at less than one-third the rate of those under 20), and vary markedly between offence classes (dishonesty offenders having the highest rates and sex offenders the lowest).
- Offenders released on home detention had reconviction and re-imprisonment rates substantially

lower than the average. This difference was particularly marked for those released from prison to 'back end' home detention, with the re-imprisonment rate (12 per cent) being lower than almost every other sub-group of released prisoners. Even more striking is the very low rate of re-imprisonment amongst 'front-end' home detainees – less than 4 per cent.

- Re-imprisonment rates were higher for prisoners released from medium security classification (39 per cent to 47 per cent) than those for prisoners released from minimum security classification (25 per cent).
- There is a tendency for shorter sentence length to be associated with higher rates of re-imprisonment and reconviction. Offenders serving sentences of between one and two years are re-imprisoned at a higher rate than offenders with a sentence length between three and five years (32 per cent and 19 per cent respectively). This is likely to reflect the fact that prisoners who serve longer sentences do so because of convictions for violent and sexual offences, and offenders imprisoned for these types of offences tend to have lower rates of reconviction.

Offenders serving community-based sentences had significantly lower imprisonment and reconviction rates than offenders released from prison. In general, most of the trends noted for released prisoners above were evident for this population also.

Of interest is that 'front-end' home detention is typically applied to those whose risk of re-offending is higher than other offenders serving community-based sentences. Nevertheless, home detainees recorded a rate of reconviction lower than the rate for those sentenced to Community Work, and less than one third that of those serving Supervision orders. The current reconviction and re-imprisonment rates for 'front-end' home detainees are lower than the corresponding figures reported in 2005/06. In the case of 'front-end' reconvictions, the reduction is two and a half percentage points.

For both prison releases and community sentence offenders, the 24-month RIs generally show a predictable pattern in that the 24-month RI figures typically increase by between 35 per cent and 50 per cent over the 12-month rates.

These data are consistent with a great deal of research on recidivism which indicates that the highest rate of reconviction occurs within the first twelve months, with the proportion re-convicted in each successive year progressively smaller than in the previous year.

### **Rehabilitation Quotient**

Programmes delivered by the Department to enable offenders to lead law-abiding lives are discussed on page 18. These programmes have been designed and implemented in ways consistent with internationally developed best practice principles.

Research on outcomes from rehabilitative programmes has shown that significant reductions in reconviction and re-imprisonment can be achieved when interventions are delivered to appropriately selected offenders.

The purpose of the Rehabilitation Quotient is to gauge the extent to which re-offending is reduced amongst those who received a rehabilitative intervention. The 2004/05 Annual Report contained discussion on findings of poor outcomes from some of the Department's programmes. As a consequence of these findings, the Department reviewed the entire rehabilitative programme framework, including principles for eligibility and selection of offenders. This work resulted in the termination of the

cognitive skills course 'Straight Thinking' which was not performing as expected and extensive work to redevelop others (eg the lower-intensity 100-hour programmes).

Rehabilitation data analysed this year was derived from programmes which were completed between 1 April 2004 and 31 March 2006. Therefore, a significant amount of the data analysed related to programmes that have since either been discontinued or re-designed.

Unsurprisingly, similar outcomes to those given in the 2004/05 Annual Report were found once more in relation to the lower intensity programmes - an absence of positive treatment effect. Obviously, the replication of this finding confirms the direction taken by the Department in re-designing its core rehabilitative programmes, and the expansion of programmes with higher intensity, such as the prison-based drug and alcohol treatment units (DTUs) and generic special treatment units (STUs). Outcomes scores for the new medium-intensity programmes are expected to be available for inclusion in next year's annual report.

Positive results have again been recorded this year in relation to the more intensive programmes. The RQ score for the DTUs (reimprisonment, 12 months follow-up) was 0.09, and for the sex offender STU, the RQ (reimprisonment, 24 months follow-up) was 0.08. As noted above, explanations of the RQ methodology and the interpretation of scores are available on pages 40-42 of the 2004/05 Annual Report.

These results once again confirm the conclusion that more intensive programmes, delivered by specialist personnel to offenders at higher risk of re-offending, are effective in reducing rates of re-offending.

A caveat on the interpretation of RQ results is that offenders managed by the Department have access to a wide range of services, including educational, employment and general living skills training, as well as various supports to assist with reintegration to the community. These services are available in varying degrees to offenders irrespective of whether they have also participated in the core rehabilitative interventions (the specific impact of which the RQ attempts to measure). At this stage the RQ methodology does not account for impacts created by these ancillary services in terms of recidivism outcomes. However, it is widely accepted that the provision of education, training and reintegrative support services can have a significant benefits in reducing risks of future offending.

## Research and Evaluation

Research and evaluation projects, including some multi-year projects, underway during 2006/07 included:

- Evaluation of two pilot rehabilitative treatment programmes, one with very high-risk general offenders, the other with high-risk sex offenders against women.
- Analysis of the characteristics of violent offenders, and their rehabilitative needs.
- Evaluation of the utility in sentence management of the Māori Culture-related Needs (MaCRN) assessment.
- Research into the employment-related outcomes experienced by offenders who had participated in Corrections Inmate Employment work training in prison.
- Evaluation of the Te Ihi Tū community residential centre in New Plymouth.
- Evaluation of the effectiveness of the Specialist Māori Cultural Assessment (SMCA).
- Evaluation of the new prisons operating philosophy in use at the Auckland Region Women's Corrections Facility.
- Analysis of reasons for the under-representation of Māori offenders in the Home Detention population.

These culturally targeted evaluation projects are part of a larger programme of evaluations for Māori and Pacific initiatives all of which are scheduled to be completed by 2010.



## STRATEGIC CHALLENGES AND RISKS FACING CORRECTIONS

Corrections identifies strategic challenges by analysing the environment in which it operates. This includes monitoring demographic projections, international and national trends, gauging public and political perceptions, and monitoring and analysing its own data on a number of critical indicators.

Strategic challenges are those that potentially constrain the Department's ability to achieve its outcomes. The Department manages its business, and implements initiatives, to address these challenges to ensure they do not compromise its ability to protect the public and reduce re-offending.

The Department uses a formal risk management framework to identify and proactively mitigate risks. This framework is based on the Australian/New Zealand AS/NZ 4360:1999 Risk Management standard. Corrections operates a number of separate control mechanisms, including the Internal Audit and Prison Inspectorate functions, that review processes within the operational services and coordinate the internal control framework.

Corrections faces the following key challenges which it is addressing over the medium term through targeted initiatives and by developing its capability.

### MANAGING GROWTH IN THE OFFENDER POPULATION

The number of offenders apprehended, remanded and sentenced has increased substantially in recent years resulting in increases in the number of offenders Corrections manages – both those offenders serving community-based sentences and orders, and remand and sentenced prisoners. This increase is forecast to continue into the future at a rate of growth well above that of the general population. This has placed, and will continue to place, a strain on the Department's operations, facilities and the staff who manage offenders.

There are a range of reasons for the current growth in offenders. Firstly, while overall crime rates appear to

have been relatively stable, violent crime has increased steadily for much of the past two decades. Also, the New Zealand Police have continued to improve their offence resolution rates. Consequently, the number of convictions, and the number of sentences of imprisonment have continued to rise. Average sentence lengths have not changed significantly, but as a result of a number of factors, prisoners tend to spend a greater proportion of the sentence in prison, with release on parole tending to be delayed. Further, the number of instances where offenders are remanded in custody prior to trial or conviction has risen sharply. Finally, the average length of time spent on remand has also increased. All of these factors have combined to increase both the number of offenders entering the justice system (and ending up on both community and prison sentences) as well as the overall size of the prison population.

To cope with the increases in remand and sentenced prisoners over recent years, Corrections has built new prisons and expanded existing prisons, and are recruiting new staff to accommodate the growing prison population. During 2006/07, the Auckland Region Women's Corrections Facility, a 286-bed facility purpose-built for women prisoners in Manukau City, opened as scheduled with the first prisoners received on 2 August 2006. As at 30 June 2007, the facility held 255 prisoners.

Construction of the 335-bed Otago Corrections Facility, at Milburn, south of Dunedin, for male prisoners was completed by 31 March 2007, as scheduled and formally opened by the Prime Minister and Minister of Corrections on 10 May 2007. The first ten prisoners were received in the first week of June 2007 and 40 prisoners were on site by 30 June 2007. The 650-bed Spring Hill Corrections

Facility in North Waikato will formally open in September 2007 and will start receiving prisoners in November 2007. The facility is expected to be at full capacity by mid-2008. During 2006/07, 200 additional beds were constructed at Rimutaka and Christchurch Men's Prisons.

The prison population continued to increase significantly through 2006/07 at a rate above expectations in the 2006 Justice Sector Prison Population forecast. As at 30 June 2007, there were 8,083 prisoners – 3.5 per cent above the 2006 forecast for June 2007 of 7,809. Prisoner numbers also increased by six per cent between January 2007 and 30 June 2007.

To manage both the expected and unexpected risks of the increased prison population, during 2006/07, the Department needed to use disaster-recovery capacity, police cells, more transfers of prisoners between facilities and more 'double bunking' of prisoners throughout the year. Court cells were not used in 2006/07 but remain a limited emergency option.

While the new community-based sentences will provide the judiciary with a broader range of sentencing options as alternatives to prison sentences, prison capacity is still expected to remain a strategic challenge for the foreseeable future.

Further analysis is underway to determine whether growth at the present rate will continue over the mid- to longer-term and the implications for existing prison capacity and future needs.

## **STRENGTHENING AND INCREASING COMMUNITY-BASED SENTENCES**

Increases in the volumes of community-based sentences and orders, and significant work to prepare for the introduction of new sentences and orders as part of the Government's Effective Interventions package, have put a strain on the Department's resources.

The number of community-based sentences and orders managed by the Department was 7 per cent higher than expected. Alongside this, the Department also had to prepare more than expected reports for the courts and the New Zealand Parole Board. Teamed with this, the Department also had to invest significant resources to draft legislation, make changes to systems and processes, and recruit new staff in preparation for the introduction of new sentences and orders as part of the Effective Interventions package.

Despite this demand on resources, the Department has generally maintained quality standards as forecast for community-based sentences and orders. Ensuring that quality standards are maintained in the face of continued stretched resourcing will be a key challenge over the medium-term. This will be particularly challenging given that over 40 per cent of Probation Officers have less than two years experience in the job.

## **EFFECTIVE REHABILITATION AND REINTEGRATION OF OFFENDERS**

Corrections delivers a range of rehabilitative and reintegration programmes for offenders in prison and in the community. It is essential that these programmes are effective in reducing reoffending of those who participate.

Designing and providing rehabilitation and reintegration programmes and services that achieve the desired outcomes and are available to as many offenders as possible is a major challenge for Corrections. The Department is continuously reviewing and evaluating its programmes to ensure it is improving their effectiveness.

The changes to the Department's rehabilitation programmes (outlined on pages 15 to 19) and the implementation of the Prisoner Employment Strategy (described in the case study on page 21) are examples of improvements to the effectiveness of rehabilitation and reintegration activities for offenders.

## **SERVICES TO MĀORI AND PACIFIC OFFENDERS**

Māori and Pacific offenders have a disproportionately high level of representation across all stages of the criminal justice process. Reducing re-offending by Māori and Pacific offenders is therefore a high priority for the Department. Programmes and service are in place to specifically target Māori and Pacific Island offenders' rehabilitative and reintegrative needs, including Tikanga Māori-based courses, Māori Therapeutic Programmes, and the Saili Matagi Pacific Violence programme. Relationships are also maintained with Māori and Pacific communities in order to deliver services that work best for Māori and Pacific offenders.

## **ADDICTION SERVICES**

Studies have shown a majority of people coming into prison have histories of substance abuse. As such, Corrections has a specific strategy to reduce drug and alcohol use (Strategy to Reduce Drug and Alcohol Use by Offenders 2005 – 2008). Corrections provides programmes for offenders with addiction issues when



those addictions have contributed to offenders' past criminal offending. Corrections also expanded the number of prison-based Drug Treatment Units, with two new units opened at Christchurch and Hawke's Bay prisons, with a further two units to open in 2007/08.

Corrections works with health agencies to enable them to provide offenders who have addiction issues with access to addiction services. During 2006/07, the Department worked with the Ministry of Health to review the availability of alcohol and drug treatment programmes for community-based offenders, and options for increasing the availability of these programmes. Corrections and health sector agencies also worked together to design and implement new screening and referral processes to identify offenders with potential gambling, alcohol and/or other drugs issues and to refer these cases to addiction service providers for further assessment and/or treatment.

## PUBLIC TRUST AND CONFIDENCE

In recent times Corrections has been under significant public scrutiny, particularly in relation to prisoner transportation, management of parolees, and allegations of prison staff corruption. The nature of the Corrections' work means that even one failure in its systems and processes can have significant consequences. Corrections is therefore under constant pressure to manage its business to extremely high standards.

The public has a right to know of events and issues when the corrections system does not work as well as it should. However, it is an unfortunate fact that Corrections' successes seldom receive the same level of media attention as do its failures. Corrections must ensure that, as much as possible, people can accurately judge Corrections' true performance – both when it does well and not so well.



A taste of prison life raised money for charity and gave local people insight into the new Otago Corrections Facility.



## CORRECTIONS' CAPABILITY

The capability of Correction's structure, people, leadership and training, culture, staff recruitment and retention strategies, information technology, and physical assets are all critical to its ability to contribute effectively to achieving its outcomes.

### ORGANISATIONAL STRUCTURE

Driven by a need to improve integration, efficiency and effectiveness a major review of the Head Office organisational structure was undertaken in 2006/07. Functions were realigned and a shared services model was introduced on 1 July 2007. The service delivery arms will be supported by specialist shared support services, enabling greater focus on core business. It will also give the Department's senior management the opportunity to allocate support services strategically to best manage risk and organisational needs.

By 1 July 2007 the Probation and Offender Services functions – Community Probation Service, Intervention Services and Psychological Services – were restructured into Community Probation and Psychological Services. This involved combining three different regional structures into one in three regions.

The regional structure in Prison Services is being reviewed along with the Prison Services Head Office review of functions. It has been proposed to align both the Community Probation and Psychological Services and Prison Services regional structures to ensure that staff from both services at all levels of our operations are in a position to further develop strong and cohesive working relationships.

### PEOPLE

#### LEADERSHIP AND TRAINING

Learning and development for all staff is essential for ensuring the competent delivery of our core business. The Department delivers a large range of in-house training under annual training programmes.

During 2006/07, new modules were added to the existing Management at Corrections management development programme and all planned workshops were completed to schedule with 484 staff attending overall.

Staff were selected for the Future Leaders Programme which develops identified staff who have the potential and motivation to become Corrections leaders and managers of the future. The development of senior managers was also a priority with participation in higher learning opportunities supported by the Department.

During 2006/07 other initiatives undertaken include:

- development of training materials for all Probation staff in the new community-based sentences. When delivered in the first quarter of 2007/08, this will involve 6,500 days of training
- delivery of the second stage of Kia Mau, a cultural responsiveness training module for staff which enhances staff knowledge, understanding and skills to work more effectively with Māori offenders
- updated training modules for entry level Corrections Officers
- delivery of the facilitator pathway.

## CULTURE

The Department's values are known by its acronym PRIDE which stands for: professionalism, responsiveness, integrity, diversity and efficiency and effectiveness. In March 2007, seven staff received the Corrections' 2006 PRIDE Chief Executive's Award for their high standards of excellence and effectiveness. To further reinforce and encourage new ideas on making PRIDE more visible, PRIDE was a major theme at the Annual Managers Forum in early 2007.

In response to the claims made about staff corruption during 2006/07, external assistance was engaged in investigating allegations and the matters were dealt with determinedly. An Internal Investigations Team has been established as part of the Head Office reorganisation to ensure the Chief Executive has the capacity and capability to investigate issues of integrity. A number of further initiatives will also be undertaken to deal with situations where the Department's standards of integrity are not met. The Department will also be reminding all staff of the standards they are expected to maintain and will manage an education programme to ensure staff understand how to raise issues, make complaints, escalate matters and make protected disclosures.

During 2007/08, a culture change project will be rolled out to reinforce the message about change, and to emphasise a culture of integrity and concerted action.

## STAFF RECRUITMENT AND RETENTION

Recruitment and retention is an ongoing challenge, especially with the commissioning of new prison facilities, growth in prisoner and overall offender numbers and the introduction of the new community-based sentences. The growth in offender numbers has put Corrections' staff under considerable pressure and has meant that necessary gains could not always be made to the quality of service delivery as staff time was spread over more offenders.

While recruitment results have been generally positive, this means that over 50 per cent of frontline staff have less than five years' experience, with over 40 per cent of frontline probation officers now having less than two years' experience. This raises a strategic challenge in itself, increasing risk and pressure on experienced staff. It also emphasises the importance of staff development to equip new staff with the capability to do a good job and strategies to retain experienced staff.

In 2006/07 the focus was on the recruitment of new or transfer of existing Corrections Officers for both the new Otago Corrections Facility and Spring Hill Corrections Facility. For the Otago Corrections Facility there was a very positive response resulting in a ratio of two experienced to one new custodial staff (2:1) compared with a target of one to one (1:1). This will assist to improve safety and security. By 30 June 2007, recruitment for the Spring Hill Corrections Facility was running to plan, with a good response to an intensive recruitment campaign.

Since September 2006, Probation and Offender Services have also been conducting a major staff recruitment campaign aimed at recruiting (and training) Probation Officers and additional staff to implement and support the new home detention sentence and the new community-based sentences of intensive supervision and community detention under the Effective Interventions programme with effect from October 2007.

A variety of recruitment methods have been adopted during the campaign. In order to manage the increased recruitment volumes, applicant processing has also been centralised and selection processes streamlined. This has reduced the time taken from application to appointment by up to three weeks in some locations.

Overall staff turnover for the Department was 12.43 per cent for the year to the end of June 2007. The Department is implementing a number of initiatives to reduce turnover rates including changes to terms and conditions of employment agreed through collective bargaining, implementing the culture change project and improving management capability. Recently a standardised Department-wide exit interview process has been initiated aimed at improving the Department's understanding of the factors contributing to staff resignations.

## EQUAL EMPLOYMENT OPPORTUNITIES

The Department's EEO Policy aligns with and promotes the Government's policies on equal employment opportunity detailed in the *EEO Policy to 2010: Future Directions of EEO in the New Zealand Public Service*. Equal employment opportunities apply to all aspects of the Department's human resource policies, including recruitment, selection and appointment practices, training, performance management, career development, conditions of employment and the work environment. All departmental employees, regardless of gender, race,

marital status, age, disability, sexual orientation, family status, religious or ethical beliefs, political opinion or union affiliation, have similar access to employment opportunities.

### Responsiveness to Māori

During 2006/07, the Department continued to deliver management training in cultural awareness through the Management at Corrections module, Responsiveness to Māori. This module provides context, background and a range of perspectives as to why Māori are highly represented in the Corrections system. The workshop facilitates understanding of how a number of core Māori concepts can be applied in the workplace to enhance workplace responsiveness.

Te Reo training continued to be offered to staff throughout the year. In addition a Māori mentoring programme (Amohia Ai) was developed aimed at further increasing the number of Māori managers. The programme, whereby non-managerial Māori staff will be mentored by Māori managers, will provide personal and professional development opportunities for the participants, while assisting the Department's drive to create a capable and responsive workforce. It will further incorporate Māori values in the Department's organisational policies, practices and processes and increase the development of Māori staff to support Māori-to-Māori service delivery. A pilot of the two day staff training and development workshop is to be carried out in October 2007.

### Pay and Employment Equity Review

During 2006/07, the Department commenced planning for a Pay and Employment Equity review under the Government's pay and employment equity action plan. The review, to be conducted in 2007/08, will allow the Department, unions and employees to work in close partnership to investigate employment equity across the organisation, identifying areas that are performing well and those that may warrant further investigation. The process will assist the Department's drive to be an employer of choice by working towards removing any barriers to pay and employment equity.

### Employees by Gender and Ethnicity

As at 30 June 2007, the Department employed 6,451 Full Time Equivalent (FTE) employees. The breakdown of employees by gender is shown in the following table:

**Table 3: Employees by Gender as at 30 June 2007**

Number of FTE Staff	Gender	
	Male	Female
	%	%
Manager	64%	36%
Staff	61%	39%
<b>Total</b>	<b>61%</b>	<b>39%</b>

As at June 2007, women represented 39 per cent of the Department's FTE employees compared with 37.5 per cent as at 30 June 2006 and 36 per cent as at 30 June 2005. This surpassed the Department's 2010 EEO target of 38 per cent of all employees being female.

Females made up 36 per cent of managers. Probation and Offender Services had 58.4 per cent female staff at both the non-management and management levels.

### Ethnicity

The following table provides a break down of the ethnicity of FTE staff as at 30 June 2007.

**Table 4: Employees by Ethnicity as at 30 June 2007**

Number of FTE Staff	Ethnicity		
	Māori	Pacific	Other
	%	%	%
Manager	19%	4%	77%
Staff	22%	9%	69%
<b>Total</b>	<b>22%</b>	<b>8%</b>	<b>70%</b>
2010 EEO Target	25%	8%	

Work is continuing to increase the number and proportion of Māori and Pacific staff and managers (particularly those managing Māori and Pacific offenders). Māori and Pacific recruitment strategy webpages were introduced as just one tool for staff to share recruitment strategies and ideas.

Throughout the year, Probation and Offender Services implemented specific initiatives as part of its overall recruitment campaign to increase the number of Māori and Pacific people's staff within the service. This included targeted marketing materials, attendance at Māori expos and events and advertising in Māori media.

## REDUCING INEQUALITIES

The Department of Corrections is one of 13 identified government departments required to report on reducing inequalities. For the Department, reducing inequalities means focusing on the following government outcomes (*Reducing Inequalities: Next Steps Report to Cabinet 2004*):

- better health and reduced inequalities in health
- high levels of participation in education, and improved educational achievement
- improved labour market participation, greater access to sustainable employment opportunities and reduced unemployment
- reduced criminal victimisation and violence
- cultural and ethnic identities are valued.

This Annual Report as a whole is in effect the Department's Reducing Inequalities annual report for 2006/07. A large proportion of the work done by the Department addresses one or more of the above outcomes, as well as the Department's key outcomes of 'protecting the public' and 'reducing re-offending'.

While in prison, the prisoners' health needs are addressed in a manner which is consistent with the standards of care available to the general public.

Many prisoners gain work-related skills, training and general education such as numeracy and literacy. Some gain NZQA qualifications in trade and technical areas. Through Release To Work programmes prisoners also gain work experience in an existing commercial operation. For those offenders serving non-custodial sentences, community work can also contribute to the learning of work related skills. These opportunities greatly improve the ability of offenders to find sustainable employment opportunities and reduce unemployment. This in turn contributes to reducing economic inequalities for those prisoners who attain these skills while in prison, including Māori and Pacific peoples.

The Department offers a range of rehabilitation programmes, for example Violence Prevention or Substance Abuse Programmes as well as reintegration programmes, for example family functioning, social attitudes and life skills.

Māori and Pacific therapeutic programmes, Tikanga Māori programme and reintegrative services connect offenders to their culture in a way that motivates them

to make meaningful changes to their offending behaviour. Addressing factors related to offending will assist in the reduction of re-offending. These programmes and services in turn contribute to reducing social inequalities for Māori and Pacific peoples.

## HEALTH AND SAFETY

Keeping staff and offenders safe and healthy is important to Corrections. The Head Office review established one team for health and safety, responsible for specialist advice and information across the whole Department. In 2006/07, significant increases in health and safety results were achieved. These achievements resulted from a range of proactive activities, including training of employee Health and Safety Committees, improvements to information made available to staff and consistent reporting tools. Training our Health and Safety team in Internal Auditing to the ACC Audit level resulted in the team now qualified to perform audits within the Department.

The Department again achieved primary status in the Accident Compensation Corporation Partnership Programme. The Department has maintained primary status since 2003. The Department always strives for continuous improvement in both our systems and practices.

In recognition of the work carried out on Wellness initiatives and the work of the Health and Safety Committee at Head Office in 2006/07, the Department was a finalist in the ACC's Gold Awards for the Wellington Region. The Department will continue to build on this in 2007/08.

## DISABILITY STRATEGY

Each year the Department of Corrections prepares and implements a Disability Implementation Work Plan aimed at delivering the New Zealand Disability Strategy 2005. This plan is prepared in consultation with the Office of Disability Issues.

In 2006/07 this plan focused on new strategies involving the update of the Corrections website to improve accessibility to disabled people, continued assessment and improvement of prison buildings to provide for the needs of disabled prisoners, and improved data collection processes recording the number of disabled people employed by the Department.

## INFORMATION TECHNOLOGY

Corrections has Information Technology and Knowledge Management Strategies that guide the management of technology and information within the Department. The Department's IT direction is also influenced by the wider E-govt and Justice Sector Information Strategies, especially following technology upgrades in the Ministry of Justice and work by other agencies on issues such as common networks and authentication technology.

The implementation of these four strategies seeks to optimise efficiency and effectiveness of systems, decision support, business processes, and provision of information.

During 2006/07, development of the internal computerised Integrated Offender Management System (IOMS) continued in accordance with the recommendations of the IOMS Review and the Information Technology Operational Strategy 2003–2008. These improvements aim to ensure that all cross-Service and inter-agency offender reintegration information is available in a timely, easily accessible and seamless manner. Major upgrades were introduced to improve department-wide and inter-agency offender reintegration information, to capture training completed by prisoners, and provide an interventions package covering scheduling, handover and payment of prisoners whilst in employment. Analysis and design was undertaken for a major upgrade to provide for the introduction of new community-based sentences as part of the Effective Interventions programme from October 2007.

Implementation of the internal Electronic Document and Record Management System (EDRMS) continued throughout the year. Enhancements were implemented to the data warehouse based on the recommendations of the 2005/06 review of the warehouse, including improvements to the flow of management information.

The Department continued to proactively support E-govt initiatives, including participating in relevant committees in order to emphasise the required joint ventures, procurement, technology standards, and identity. Work also continued with the Chief Information Officers forum aimed at leveraging resources across the State Sector and sharing knowledge.

Proactive support was provided to the implementation of Year One of the new Justice Sector Information Strategy, focusing on technology collaboration and the quality of information. This included contributing to the identity management initiative and progressing the

implementation of Rapid ID (finger scanning), due for introduction in December 2007. Work also progressed on interface changes to allow New Zealand Police to integrate fully into IOMS, and with New Zealand Police and the Ministry of Justice to analyse the interface requirements for the Effective Interventions programme.

As noted earlier in this report, work to develop appropriate functional systems to monitor prisoners' telephone calls progressed, in conjunction with the Crime Prevention Information Capability (CPIC) project to increase overall prison security. As part of this latter project, a new secure database was installed to allow collection and analysis of crime prevention data. Active trials of new technologies for electronic monitoring of offenders also continued during 2006/07 covering Global Positioning System (GPS) and Voice Verification systems.

## PHYSICAL ASSETS

In recent years, Corrections has managed its assets to accommodate a substantial increase in the offender population. This has seen Corrections capacity, particularly in its prisons, being occasionally exceeded, sometimes necessitating the use of police and court cells.

## NEW FACILITIES

Corrections has a major capital expenditure programme to build new facilities so it has the facilities to cope with the projected increase in the prison population over the next 10 to 15 years.

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

During 2006/07, the Auckland Region Women's Corrections Facility, a 286-bed facility purpose-built for women prisoners in Manukau City, opened as scheduled with the first prisoners received on 2 August 2006. As at 30 June 2007, the facility held 255 prisoners.

Construction of the 335-bed Otago Corrections Facility, at Milburn, south of Dunedin, for male prisoners was completed by 31 March 2007, as scheduled and formally opened by the Prime Minister and Minister of Corrections on 10 May 2007. The first ten prisoners were received in the first week of June 2007 and 40 prisoners were on site by 30 June 2007. Given the excellent testing and

validation results and how well the initial build up of prisoners went, the prisoner build up was accelerated. The facility is expected to be operating at full capacity by November 2007.

Construction of the 650-bed Spring Hill Corrections Facility in North Waikato was completed with site handover taking place on 31 July 2007, as planned. Commissioning is on track. The facility is scheduled to be formally opened at the end of September 2007, with the first prisoners to be received in November 2007. The facility will be operating at full capacity by mid-2008.

### **ADDITIONAL BEDS AND UPGRADING OF OTHER FACILITIES AT EXISTING PRISONS**

During 2006/07, 200 additional beds were constructed at Rimutaka Prison (120 beds) and Christchurch Men's Prison (80 beds). Construction also continued (and will continue in the next two years) on additional support facilities at most existing prisons needed as a result of the extra beds introduced over the past few years.

A number of existing facilities are in the process of being upgraded to meet health and safety standards and to provide new drug treatment units and special treatment units as part of the Effective Interventions programme.

Corrections has a Capacity Planning Optimisation Model (CPOM) to determine the optimum building and decommissioning programme – when and where new prison beds are potentially required. The programme is then used to quantify the operating requirements – for example the number of custodial staff required and funding implications.

Following an assessment of current prison capacity and the condition of existing facilities under this programme, the redevelopment of Mt Eden prison has been announced and the Department has lodged an outline plan with Auckland City Council for the redevelopment of the site. This outline plan includes on-site redevelopment and potential expansion to meet future demand, if required.

## **SUSTAINABLE DEVELOPMENT**

The Department has been recognised for the practical work it is doing on sustainability. A revised Sustainability Action Plan has been developed. In 2007/08 an audit and review of the efficiency and sustainability of the Department's vehicle fleet will be carried out. Corrections will also revise its Energy Plan to continue the success we have had to date in achieving energy savings and reducing overall emissions. The Sustainability Action Plan also focuses on opportunities available in our procurement, waste management, and recycling practices across the Department and a review of its prison-based industries to identify specific actions to reduce the impact on the environment.

## **BUSINESS CONTINUITY PLANNING**

A major emergency event such as an avian influenza pandemic, earthquake, fire or flood would have a significant impact on Corrections for both offenders and staff.

In 2006/07, Corrections built on the work carried out in the previous year to develop a resourced plan to effectively manage through an influenza pandemic. It also continued to be an active participant in cross-government sector pandemic planning activity.

In May 2007, around 500 Corrections staff at 130 locations trialled some of its pandemic plans as part of the Ministry of Health-led Exercise Cruickshank. Corrections can take some reassurance and pride in the way our staff responded to the pandemic scenario and a measure of confidence in the Department's ability to face such an emergency.

The risk of an avian influenza pandemic in recent years has strengthened the need for robust emergency plans to cover any type of emergency and current business continuity plans.

Corrections has emergency plans and business continuity plans covering most emergency possibilities. These are now a major focus for improvement and updating.

Exercise Cruickshank identified areas for improvements to these plans as well as to the pandemic plans. Work is continuing within the Department on these improvements.



## NEW REGIONAL CORRECTIONS FACILITIES

Corrections established the Regional Prisons Development Project to construct four new corrections facilities to accommodate an increasing prison population. The new facilities have already added 971 beds to the prison system by 30 June 2007, and will add another 650 beds to the prison system during the 2007/08 financial year.

The new facilities are deliberately designed quite differently from traditional prisons. Traditional prisons were built to accommodate prisoners and not to focus on prisoners' rehabilitation or reintegration. The new facilities incorporate design and features that are intended to be most effective in terms of safety, security and rehabilitation. The design is consistent with modern prison design internationally, the Department's experience operating New Zealand prisons and consistent with the United Nations Standard Minimum Rules for the Treatment of Prisoners.

The new facilities are essentially large secure enclosures with a range of separate units set in a wide open space with a perimeter fence or wall. Accommodation units are clustered around centrally located services such as kitchens, industry areas and programme rooms. The entire facility is enclosed by a high secure perimeter fence with a single controlled point of entry. This secure perimeter allows a more open internal prison environment, where prisoners can move through a planned day. This protects the public and staff, reduces stress and prisoner management issues and provides a more effective environment for treatment, training and work programmes.

The active involvement of the community is important in the operation of the new facilities because of the significant role family, whānau and friends have in reducing re-offending and assisting prisoner reintegration into the community.



## CAPITAL EXPENDITURE

The following table outlines Corrections' capital expenditure programme as at 30 June 2007.

### Capital Expenditure Trends and Forecasts

	2007/08 Forecast (\$000)	2006/07 Actual (\$000)	2005/06 Actual (\$000)	2004/05 Actual (\$000)	2003/04 Actual (\$000)	2002/03 Actual (\$000)
Land and buildings						
New regional prisons	34,904	235,453	310,650	153,440	60,371	33,790
Prison expansion – additional beds and infrastructure works	44,000	44,149	70,880	28,200	–	24,060
Design options associated with the consideration of the future of Mt Eden Prison	4,500	2,496	980	520	–	–
Effective Interventions	24,200	1,330	–	–	–	–
Security projects, including fences	7,000	–	–	1,780	10,930	3,730
Health and safety work	15,321	1,088	8,880	15,920	1,993	5,410
Deferred maintenance work	10,000	21,315	17,100	18,930	12,457	3,230
Probation and Offender Services accommodation	12,000	4,162	2,320	3,680	1,703	2,570
<b>Sub-total</b>	<b>151,925</b>	<b>309,993</b>	<b>410,810</b>	<b>222,470</b>	<b>87,454</b>	<b>72,790</b>
Prisoner employment projects	5,321	4,679	2,600	3,490	5,118	5,450
Plant and machinery, equipment, motor vehicles, and furniture and fittings	12,690	6,242	5,390	6,450	6,560	4,470
Information technology	11,963	17,306	14,040	12,130	6,690	10,170
<b>Total</b>	<b>181,899</b>	<b>338,220</b>	<b>432,840</b>	<b>244,540</b>	<b>105,822</b>	<b>92,880</b>

Capital expenditure is incurred by the Department in accordance with financial delegations from Cabinet to the Chief Executive through the Responsible Minister. Also, the Department complies with the requirements of the Public Finance Act 1989, State Sector Act 1988, Treasury Instructions and any other legislation governing its operations when incurring any capital expenditure.

## DEMONSTRATING COST-EFFECTIVENESS

Demonstrating cost-effectiveness is about assessing the costs of the key services Corrections delivers against the value those services add and the impact they have on society. Cost-effectiveness indicators that the Department currently monitors include:

- cost per prisoner per day
- cost per community-based offender per day
- prisoner to frontline prison staff ratio
- community-based offender to community-based operational staff ratio.

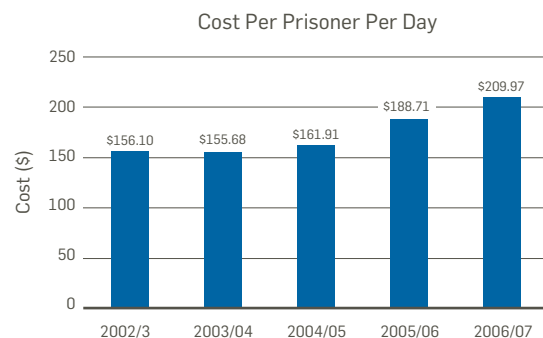
Whilst the Department has a very strong focus in the cost-effectiveness area, it will work to further develop its capability over the next year. Corrections will further develop both the cost-effectiveness indicators and the analysis around these to ensure these are the best indicators for demonstrating cost-effectiveness.

### COST PER PRISONER PER DAY

One component of determining the performance of the corrections system is an assessment of the costs of accommodating a prisoner. The cost per prisoner per day has increased from \$188.71 in the 2005/06 financial year to \$209.97 in the 2006/07 financial year.

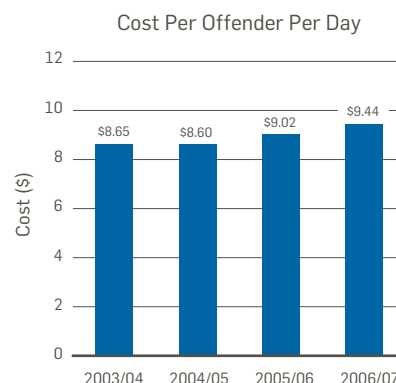
This increased cost was due to the operating cost implications of the significant capital investment over recent years needed to build additional prison facilities and to upgrade existing facilities to increase capacity to meet the forecast rise in prisoner numbers, as discussed under Physical Assets above. Without the increased capital costs, the cost per prisoner per day would have

only increased marginally due to inflation and the increase in salaries of Corrections Officers last year.



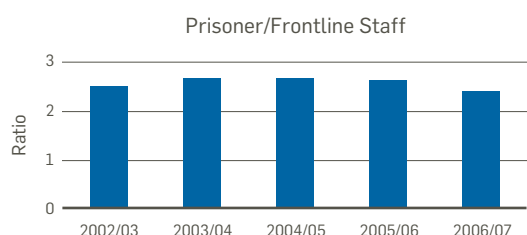
### COST PER COMMUNITY-BASED OFFENDER PER DAY

A related component of determining the performance of the corrections system is an assessment of the costs of managing community-based offenders. The cost per offender per day has increased by 4.65 per cent from \$9.02 in the 2005/06 financial year to \$9.44 in 2006/07. This increase was due to inflation, salary increases, increased staff numbers and costs related to the introduction of the new community-based sentences.



## RATIO OF PRISONERS TO FRONTLINE STAFF

The ratio of prisoners to full-time equivalent (FTE) frontline staff identifies the number of prisoners for each prison staff member and thus the level of staff supervision available to manage prisoners in custody. Prisoner/staff ratios impact on the experience of both prisoners and staff. Lower ratios allow prison staff to provide better supervision and more active management of prisoners. This improves security and allows more interaction and interventions tailored to individual prisoner needs and circumstances.



## RATIO OF COMMUNITY-BASED OFFENDERS TO OPERATIONAL STAFF

The ratio of community-based offenders to full-time equivalent (FTE) operational staff identifies the number of offenders for each staff member and thus the level of staff supervision available to manage offenders in the community.

A number of new staff were recruited in the last part of 2006/07 in anticipation of the changed sentencing regime from 1 October 2007. Because of the high levels of inexperience and as most of the new staff were engaged in training during that period, there was considerable pressure on experienced staff who had a disproportionate amount of offender management.



## BENCHMARKING

Corrections has benchmarked its performance with other countries for many years and has access to information that compares its performance across many of the services it delivers.

During 2006/07, Corrections focused on further building the relationship with the research taskforce of the International Roundtable for Correctional Excellence (IRCE) with the aim of improving the compatibility of information for comparison purposes.

Over the next year, Corrections will continue to work with other countries to bring more focus to the international benchmarking studies it is involved in, and to compare the processes used to deliver key services. This work will provide the foundation for much of the cost-effectiveness analysis that Corrections will undertake in the future.

Corrections is also working to increase its capability in assessing options for delivering services by using tools such as modelling, cost-benefit analysis and further development of the Outcomes Framework.