



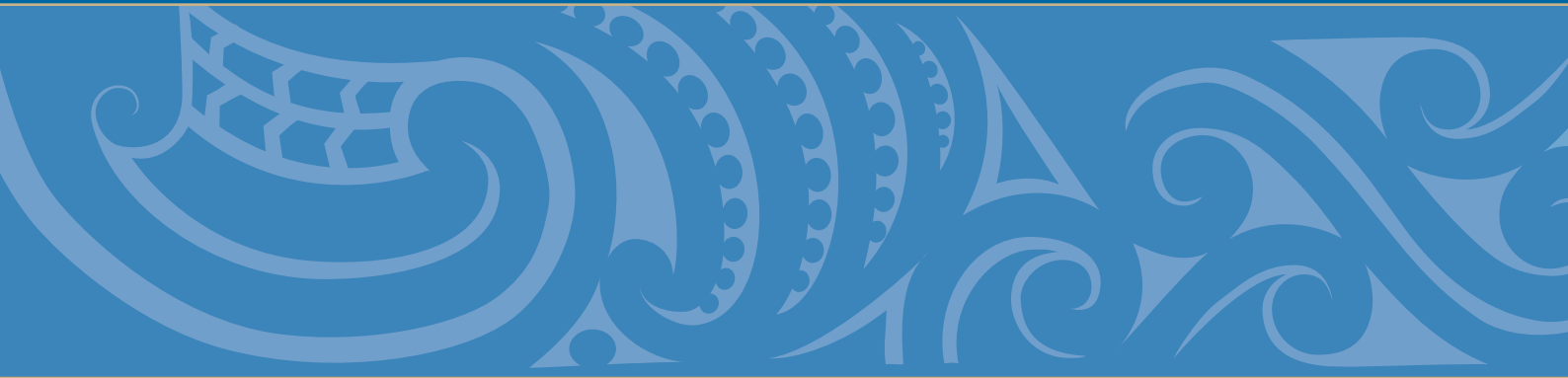
DEPARTMENT
OF CORRECTIONS

Annual Report

1 July 2004 – 30 June 2005



DEPARTMENT
OF CORRECTIONS



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.



DEPARTMENT
OF CORRECTIONS

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1 July 2004 - 30 June 2005

PRESENTED TO THE HOUSE OF REPRESENTATIVES
PURSUANT TO THE PUBLIC FINANCE ACT 1989

*The pattern featured on the cover
was especially developed for the
Department of Corrections.
It represents the spiritual and
physical journey of the individual
to wellbeing.*

*The start of the journey is
symbolised by the koru; the
kupenga pattern – net design –
reflects the family ‘net’ of
whanau support.*

*The koru patterns that radiate
from the centre represent
manaakitanga – guidance –
and wellbeing.*

Produced by the Department of Corrections
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of Corrections, please visit our website at
www.corrections.govt.nz

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INTRODUCTION

The annual report describes achievement against the Department's strategic goals and key initiatives, outputs and performance measures as outlined in the *2004/05 Statement of Intent*. This is the second annual report against the Department's *Strategic Business Plan 2003–2008*.

The annual report is divided into three parts:

Part 1 sets out the strategic context within which the Department operates, including the purpose and principles guiding the Department's day-to-day operations, and the environment and issues that impacted upon those operations during 2004/05. It also highlights the Department's approach to managing offenders, strategies to mitigate against identified risk areas, the Department's strategic direction and how this linked with the key government goals. Part 1 also details achievement against the major initiatives planned for 2004/05 and provides information on the Department's progress towards achieving its two outcomes of protecting the public and reducing re-offending.

Part 2 includes the Department's financial statements and statement of service performance against the outputs outlined in the *2004/05 Statement of Intent*, in accordance with the Public Finance Act 1989. Included in these are detailed descriptions of the outputs that were delivered during 2004/05, the performance standards associated with these outputs, and statements setting out the Department's operating expenditure and financial position as at 30 June 2005.

Part 3 represents the Department's Sustainable Development Report for 2004/05. It provides an outline of the Department's progress towards the development of its sustainable development framework, and reports on the key aspects and indicators associated with the social, environmental and economic impacts of the Department's operations. Relevant supporting information, including the departmental profile, governance structures, relationship arrangements and management systems is also provided.

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CHIEF EXECUTIVE'S OVERVIEW

I am pleased to present this Annual Report, my first as Chief Executive. In assuming my role I must acknowledge the legacy of the previous Chief Executive, Mark Byers, in establishing the Department and setting its strategic direction. During his nine-year tenure as Chief Executive, he guided the Department through a period of extensive change, including the introduction of a new approach to offender management, major expansion of facilities and development of infrastructure, and significant legislative change.

Since my arrival in the Department, I have taken the opportunity to talk to many staff, and visit all prisons, service centres and offices throughout the country. The Department of Corrections is a sound organisation, with strong leadership apparent at all levels, effective strategic thinking and good management skills. These attributes were well tested during the year in managing the pressures of an increasing prison population. The Department's performance demonstrates it was well positioned, within the Justice Sector, in making significant contributions towards fulfilling the Government's outcomes, although as always there is room for improvement.

An Output Pricing Review in 2003 was the basis upon which the Government provided the Department with increased capital and operating funding to progressively restore and maintain capability, and enable additional investment in rebuilding core capacity. This occurred alongside a significant programme to construct additional prison facilities to meet the increasing prison population, while considerable effort has also been expended in extending existing prison facilities. The new Northland Region Corrections Facility was opened in March 2005, and three additional corrections facilities will be commissioned in the course of the next two years. The investment in these areas will continue to build the capacity needed to sustain and extend the Department's performance.

The Corrections Act 2004 and Corrections Regulations 2005 came into force on 1 June 2005, replacing the Penal Institutions Act 1954 and the Penal Institutions Regulations 2000. This completed the package of criminal justice reform in New Zealand that started with the Sentencing Act, Parole Act and Victims' Rights Act. The new Corrections Act and Regulations provide a modern framework for the management of corrections and a set of clear principles to guide and inform the development of corrections activity over the coming years. The new Act also gives priority to public safety and ensures that victims' interests are considered. Overall, the legislation will offer a more open and accountable system including the capability of being more responsive in supporting and maintaining our efforts in addressing the needs of Māori and Pacific offenders and their communities.

The prison population has continued to increase faster than that projected by Ministry of Justice forecasts. Throughout the year prisoner numbers have at times exceeded the number of beds available in the prison system. The Department responded to the pressures of effectively managing this situation by ensuring our prisons continued to run smoothly. During the year the prison population growth tested the Department's contingency capacity, which included the utilisation of operational buffers and disaster-recovery capacities. In collectively managing this situation within the justice sector environment, I am appreciative of the assistance offered by the Police and Ministry of Justice, and I am also most appreciative of the dedication and professionalism displayed by all prison staff.

During the course of the year a number of the Department's plans, designed to ease prisoner pressures, were either realised or under development for impending implementation. In this respect, the Department opened the Northland Region Corrections Facility in March 2005 and will continue work in 2005/06 on extending the capacity of some existing prison facilities, by an additional 493 beds. The commissioning of the Auckland Region Women's Correction Facility will occur in 2006, while the Spring Hill and Otago Region Corrections Facilities are scheduled for completion in 2007. Considerable work was also undertaken during the year to effect the smooth transfer of full responsibility for the management of the Auckland Central Remand Prison to the Department,

which was completed on 12 July 2005. The Department will continue working with other justice-sector agencies in examining options for both containing and accommodating growth in the prison population, while ensuring that the community's safety is not compromised.

Protecting the public and reducing re-offending remains the Department's primary focus. Our efforts to reduce re-offending, in using rehabilitation and reintegration programmes to influence offenders in order to change behaviour, are appropriate. The difficulty resides in what programme, or mix of programmes, can best lead to changed behaviour. Informed decisions about this are predicated on the practice of continually reviewing and evaluating existing programmes, as quickly as possible, to determine the right mix of programmes for delivery at the most opportune time during the course of a prisoner's sentence. New roles have been developed within the Department to achieve this aim.

The measurement of success in this field is based upon internal evaluations and benched-marked against comparable jurisdictions. The evolution of this long-term strategy needs constant nurturing to ensure it is flexible and responsive enough to meet the requirements of helping offenders return to their communities and participate positively in society. The reintegrative initiatives undertaken by the Department aim to assist offenders to remain offence-free and include: basic living skills, parenting and budgeting advice, supported accommodation programmes, and roles performed by reintegration co-ordinators and whanau liaison workers. Self-care units also help offenders learn independent living skills as they approach the end of their time in prison.

The Department has continued to develop its technological capabilities. Since the inception of home detention, advances in electronic tagging have been introduced and monitoring procedures strengthened. These initiatives have laid the groundwork for investigations into the practicalities of using voice verification and global positioning systems. In response to the miniaturisation of modern communications devices, the Department has recently commissioned a project to assess appropriate options for the management of unauthorised use of mobile telephones in prisons and will consider technological solutions utilised overseas. This work will be complemented by investment in monitoring prisoners' telephone calls and increased crime prevention information capability.

The implementation of Extended Supervision Orders for serious child-sex offenders has enabled the Department to monitor a number of offenders who pose a high risk of re-offending. The Department has worked with local service groups and communities as part of its efforts to aid the reintegration of sex offenders released from prison. This is a difficult and contentious issue that has attracted significant interest from the public and the news media. This interest also extended to prison population growth and prisoner complaints. There is considerable work ahead of us in improving the Department's image and ensuring staff and stakeholders are consistently informed about all aspects of the Department's operations.

The past year has been difficult and demanding and I want to acknowledge the commitment of all staff, whose dedication and professionalism allowed us to successfully meet the challenges presented. I look forward to the forthcoming year, which I am sure will be as interesting and challenging as my first. I am confident the Department can build on the foundations already in place to create a safer environment for the people of New Zealand.



Barry Matthews
Chief Executive



PART 1

Strategic Context

PART 1 – STRATEGIC CONTEXT

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PURPOSE AND PRINCIPLES GUIDING THE CORRECTIONS SYSTEM

The purpose and principles guiding the corrections system are set out in the Corrections Act 2004.

Purpose of Corrections System

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

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

Principles Guiding Corrections System

The principles that guide the operation of the corrections system are that:

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

CORRECTIONS WITHIN THE JUSTICE SECTOR

The Government has determined key goals to guide the public sector in achieving sustainable development and provide the overall framework in which the justice sector operates.

These six key government goals are to:

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

Through the justice sector, the Department contributes to four of these goals, as illustrated in the diagram below, and as discussed in the sections on the Department's Focus and Collaboration with Other Agencies.

TABLE 1: LINKAGES BETWEEN SECTOR OUTCOMES AND KEY GOVERNMENT GOALS

Key Government Goals

<p>Strengthen National Identity and Uphold the Principles of the Treaty of Waitangi Celebrate our identity in the world as people who support and <i>defend freedom and fairness</i>, who enjoy arts, music, movement and sport, and who value our diverse cultural heritage; and resolve at all times to endeavour to <i>uphold the principles of the Treaty of Waitangi</i>.</p>	<p>Maintain Trust in Government and Provide Strong Social Services Maintain trust in government by working in <i>partnerships with communities</i>, providing strong social services for all, <i>building safe communities</i> and promoting community development, keeping faith with the electorate, working constructively in Parliament and promoting a <i>strong and effective public service</i>.</p>	<p>Reduce Inequalities in Health, Education, Employment and Housing Reduce the inequalities that currently divide our society and offer a good future for all by better coordination of strategies across sectors and by supporting and strengthening the capacity of Māori and Pacific Island communities. Ensure that all groups in society are able to participate fully and enjoy the benefits of improved production.</p>	<p>Improve New Zealanders' Skills Foster education and training to enhance and <i>improve</i> the nation's <i>skills</i> so that all New Zealanders have the best possible future in a changing world. Build on the <i>strengthened industry training and tertiary sectors</i> to ensure that New Zealanders are among the best educated and most skilled people in the world.</p>
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Justice Sector End Outcomes

<p>Safer Communities Being communities in which there is reduced crime and in which safety and wellbeing is enhanced through partnerships</p>	<p>A fairer, more credible and more effective justice system Being a system in which people's interactions are underpinned by the rule of law and justice services are more equitable, credible and accessible</p>
--	---

Justice Sector Intermediate Outcomes

<p>Reduced</p> <ul style="list-style-type: none"> • youth offending • offending by Māori • violence • family violence • burglary • organised crime 	<p>Improved</p> <ul style="list-style-type: none"> • serious traffic offending • theft of and from cars • access to and delivery of court services, and child, youth and family services • public confidence in the police, judiciary and other justice institutions • relationships between the Crown and Māori • laws governing family relationships and other private dealings
---	--

Department's Outcomes



STRATEGIC BUSINESS PLAN 2003–2008

THEMES AND STRATEGIES

The Department's *Strategic Business Plan 2003–2008* sets the overall direction for the organisation and is supported by a *Māori Strategic Plan*, a *Pacific Strategy* and four operational strategies. This annual report details the key initiatives achieved during the second year of the strategic business plan.

The strategic business plan is based around four themes that provide the strategic framework for the Department to deliver on its outcomes and address the issues impacting on its operations.

The four themes of the strategic business plan are:

- Ensuring Effective Offender Management
- Improving Responsiveness to Māori
- Reducing Re-offending
- Enhancing Capability and Capacity.

Within each theme is a series of strategies and initiatives to guide the Department towards achievement of its outcomes. Specific initiatives under each strategy, illustrative of the Department's activities, have been undertaken. More initiatives have been developed as successive statements of intent have been produced since the plan's inception.

The Department's four themes, although complementary in representing an overall managerial approach to effecting the Department's purpose and the Government's goals, are targeted to contribute directly towards safer communities, protecting the public and reducing re-offending. Each theme identifies and highlights a key aspect of effectively managing a corrections system within New Zealand's social, economic and cultural environment.

Theme 1, *Ensuring Effective Offender Management*, encompasses the complex operational necessities of managing offenders, both from the

custodial and non-custodial perspective, in a safe, secure, humane and effective manner.

Theme 2, *Improving Responsiveness to Māori*, recognises that Māori make up a large percentage of the offender population. The importance of being responsive to Māori and targeting effective interventions for Māori is critical.

Theme 3, *Contributing to Reducing Re-offending*, recognises the criticality of providing opportunities to assist offenders to address their offending behaviours and successfully return to the community. The rehabilitative and reintegrative interventions and activities contained within this theme are aimed at changing behaviours to address recidivism.

Theme 4, *Enhancing Capability and Capacity*, comprises a set of largely internal initiatives that are designed to provide the Department with the capability and capacity to address effectively and successfully the integral demands of themes 1 to 3. The focus of this theme is distinctively different in that it helps ensure the Department has in place the appropriate resources, people, support systems and infrastructure.

The purpose of the *Māori Strategic Plan 2003–2008* is to align the Department's work with the expectations of Māori communities. The plan aims to contribute to 'the wellness and wellbeing of the people' by focusing on three key themes:

- building partnerships with Māori
- being effective for Māori
- being responsive to Māori.

A new *Pacific Strategy 2005–2008* was launched by the Minister of Corrections on 29 July 2005. The Pacific Strategy is designed to assist the Department to focus and direct its activities and efforts to areas most likely to produce positive outcomes for Pacific peoples in New Zealand.

The Pacific Strategy aims to assist the Department to achieve its desired outcomes of protecting the public and reducing re-offending, by focusing on three key themes:

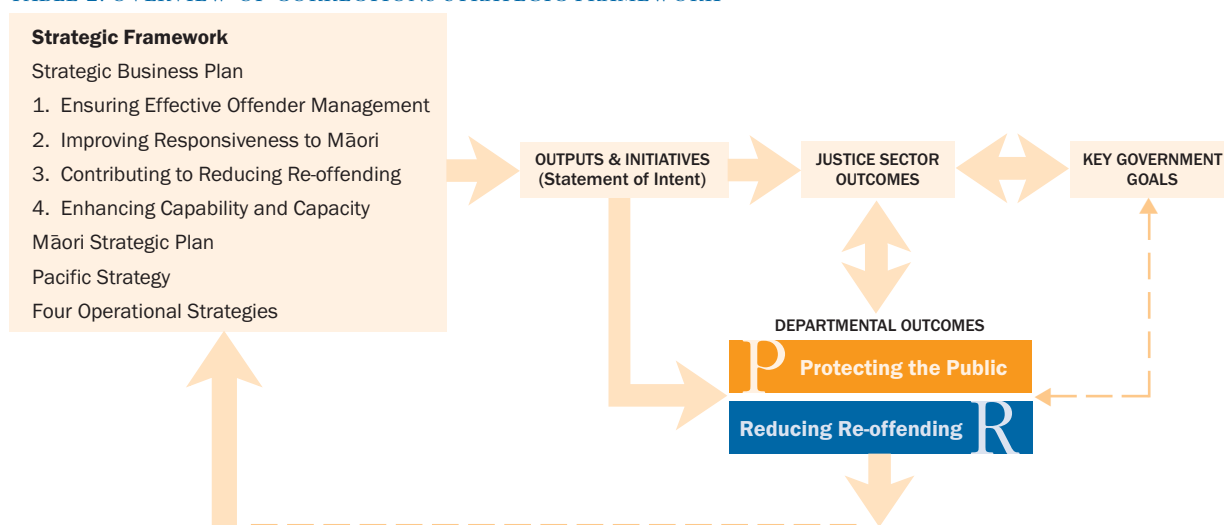
- strengthening relationships with Pacific peoples
- being effective for Pacific peoples
- being responsive to Pacific peoples.

To assist the Department in progressing the key themes identified in both the *Māori Strategic Plan* and *Pacific Strategy*, priority areas have been identified that will enable the Department to target resources effectively across a mix of current and new initiatives, including the Department's focus on reintegration.

This annual report outlines progress made by the Department in implementing its strategies and initiatives through the delivery of the outputs set out in the *2004/05 Statement of Intent*.

The following diagram summarises the linkages from the Department's strategic framework through delivery of the outputs set out in the 2004/05 Statement of Intent to departmental and justice sector outcomes and key government goals.

TABLE 2: OVERVIEW OF CORRECTIONS STRATEGIC FRAMEWORK



DEPARTMENT'S FOCUS

The Department's strategic direction centres primarily on the justice sector end outcome of safer communities, supported by the achievement of two departmental outcomes of protecting the public and reducing re-offending.

The Department makes a particular contribution to four of the justice sector intermediate outcomes within the end outcome of *safer communities*:

- reduced youth offending
- reduced offending by Māori
- reduced violence
- reduced family violence.

The Department contributes to *protecting the public* by:

- providing a safe environment for staff and the public
- managing offenders in a safe, secure and humane manner

- ensuring appropriate compliance with, and administration of, sentences and orders
- providing information to the judiciary to inform the sentencing process and release conditions
- supporting reparation to the community.

The Department also contributes to the justice sector end outcome of a fairer, more credible and more effective justice system. It does this through the delivery of effective interventions and by operating in a way that is consistent with its agreed purpose and principles,

thereby contributing to improved public perceptions of the fairness of the justice system. This end outcome is directly aligned with the key government goal of reducing inequalities. The Department's contribution to reducing inequalities is discussed within the context of the sustainable development report in Part 3.

The Department contributes to *reducing re-offending* through changing offending behaviour by providing targeted rehabilitative and reintegrative initiatives, including education, work experience and skills training. To do this, the Department supplies:

- a risk and needs assessment for offenders to determine how best to address offending behaviour
- programmes to encourage offenders to address their offending behaviour
- programmes to address offenders' offence-related needs
- education
- training
- work experience to assist offenders to secure employment on release
- assistance with accessing community services, for example, through reintegration workers and supported accommodation, so that offenders can be successfully integrated back into the community and given the best opportunity to participate positively in society.

Medium-term Direction

The Department has concentrated in recent years on those interventions that are directly related to the outcome of protecting the public, while continuing the development of initiatives to support the outcome of reducing re-offending. This has been necessary as part of the Government's overall approach to reforming the criminal justice system in order to better protect the public while enabling best practice management of offenders. The approach has also reflected the balance between resources devoted to producing outputs that contribute to this outcome (85 percent of the Department's output costs are linked to protecting the public, providing the 'core' custodial services, community-based sentences and information to support the judiciary and the New Zealand Parole Board). Successful investment in this area has been demonstrated through positive results from the relevant outcome indicators, as reported in this and previous annual reports.

While the Department is pleased with the progress made to date towards the outcome of protecting the public, it is still concerned with ensuring that the gains made do not erode, given the current pressure (and particularly that experienced during the 2004/05 financial year) on prison facilities in terms of the higher than forecast prison population and the difficulties in maintaining the required number of prison staff. Accordingly, it is essential that a strong concentration remains on the effectiveness of the Department's operations that contribute directly to protecting the public, and this has been reflected in the Department's operational focus during the 2004/05 financial year.

However, it is recognised that the successful reduction of re-offending presents a better long-term promise of a positive impact on *safer communities*. With regard to reducing re-offending, the Department has developed rehabilitation interventions that are founded on what works and on international best practice. It is internationally recognised that the greatest gains in reducing re-offending will be made through a combination of best practice sentence management, appropriate rehabilitation programmes and a strong focus on the reintegration of offenders back into the community.

Consequently, in 2004/05, the Department:

- implemented a new *Strategy to Reduce Drug and Alcohol Use by Offenders*
- implemented the Corrections Act 2004 and Corrections Regulations 2005
- introduced the new extended supervision regime for child-sex offenders
- developed and introduced new initiatives to improve reintegration

- progressed the development of new corrections facilities.

In addition, early in 2005, the Department identified and agreed with the Minister of Corrections key initiatives for priority areas of development during 2005/06. The priority areas are summarised below.

- Enhance reintegration of offenders who have spent time in prison, into the community.
- Ensure offenders in prison and on home detention receive appropriate industry training and assistance with finding sustainable employment.
- Enhance offender management processes and systems to ensure integration across the Department and with other agencies is maximised.
- Improve the focus on rehabilitation of offenders in prison and in the community.
- Improve the management of offenders serving short sentences in prison, including the period that they are under supervision in the community.
- Trial new technologies for electronic monitoring.
- Contribute to the Ministry of Justice-led review of home detention.
- Enhance prison security by monitoring prisoners' telephone calls and improving crime prevention information capability.

ENVIRONMENT, ISSUES AND IMPLICATIONS

In determining how to give best effect to its strategic direction the Department takes account of the environment in which it operates and the issues that impact upon its operations. These key environmental factors and their implications are set out in this section.

Demographic information is based on census data from Statistics New Zealand, New Zealand Police crime statistics reports, the Ministry of Justice conviction and sentencing report for 2004, the Ministry of Justice December 2004 prison population forecast and the Department of Corrections November 2003 census of prison inmates and home detainees.

General Trends in Crime

Given its core role of administering sentences imposed by the courts on individual offenders, trends in criminal offending are perhaps the single most important environmental consideration for the Department.

Because many offences are either not reported or detected, true rates of crime in the wider community are not measurable. The best substitute is the National Survey of Crime Victims, which is conducted every five years by the Ministry of Justice. The most recent surveys, in 1996 and 2001, highlight similar levels of victimisation.¹

The total number of crimes, across all categories of crime recorded by the Police for 2004, was 4.7 percent lower than the previous 12 months and was the lowest rate of reported offences since 1983.

However, the more serious crimes (violence and sex offences) increased sharply during the early 1990s, and again in the first few years of the present decade. While no further increase has occurred more recently, these numbers are currently being maintained at relatively high levels.

Police crime resolution rates have also steadily increased in recent years.

The 2004 Police crime statistics show stable rates of recorded violent and sexual offences, but a significant increase in the resolution rate for such offences (up to 44.6 percent from 32.9 percent in 1992/93). In turn, prosecutions for offences have increased. In addition, more cases have resulted in a conviction. A number of factors may be associated with the increase in both offence resolutions and convictions. These include new technologies for the investigation of offences (DNA matching, computerisation of fingerprints) and the provision of more frontline police officers.

Demographic Impacts

Demographic change is also a factor in changes in overall crime rates. At present, the population of New Zealand is growing slowly, but is expected to increase by around 12.5 percent, from approximately 4 million in 2004, to 4.5 million in 2021. Along with this, the population is ageing, which means a progressively smaller proportion of the population will be in the age bracket (that is, 15–25 years) most at risk of engaging in criminal activity. New Zealand's population growth is also expected to occur predominantly in the top half of the North Island.

Sub-types of Offences and Offenders

Violence and Sexual Offences

Although the rate of growth in violent crime has now slowed, it still remains at significant levels. Of all offenders received annually to prison, approximately 27 percent are sentenced for violent or sexual offences. However, because their sentences are on average considerably longer, violent and sex

offenders constitute approximately 40 percent of the prison population at any one time. This pattern is unlikely to change in the foreseeable future.

Alcohol and Drugs

Abuse of, or dependence on, drugs and alcohol are factors in the offending of a substantial proportion of offenders. A 1999 study of prisoners suggested that approximately 83 percent either currently met, or at some point in their lives had met, the criteria for a substance abuse or dependence disorder. This figure is several times greater than the corresponding rate for the general population.

Driving Offenders

Offenders with driving convictions constitute 21 percent of all receptions to prisons, although their relatively short sentences mean that they make up only approximately 6 percent of the prison population at any one time. Driving with excess alcohol and driving while disqualified are the most common offence types. There has been a sharp increase in the numbers of repeat offenders being sentenced to imprisonment. Many imprisoned driving offenders are persistent re-offenders who have failed to respond to less severe sanctions. A significant proportion of driving offenders also have serious alcohol problems.

Property Offenders

Property offenders are the single largest sub-group of offenders, and tend to have the highest recidivism rates. As with driving offenders, the Police prioritisation of burglary appears to have resulted in an increasing number of such offenders being convicted and sentenced to imprisonment.

¹ The next victim crime survey is currently under way and will be published in 2006.

Young Offenders

A priority for the justice sector is to prevent young offenders from continuing criminal activity into adulthood. Young offenders have the highest recidivism rates of all groups, and it is estimated that up to 20 percent of young offenders will continue to be persistent offenders during their adult years. Preventing young offenders from progressing to a life of crime is a priority for the Department, as is ensuring that vulnerable young prisoners are managed humanely and separately from adults.

Female Offenders

Female offenders constitute a small percentage of offenders in the prison population (6%) and a larger proportion of offenders serving community-based sentences (18%). A small but steady growth in the number of female offenders has been observed over recent years, and this appears likely to continue into the future. Though typically at a lower risk of re-offending than males, female offenders tend to present with a wider range of needs.

Māori and Pacific

Māori continue to be greatly over-represented within criminal justice statistics. While 14.5 percent of the population currently identify as Māori, nearly 50 percent of prisoners, and 45 percent of those serving community-based sentences, identify as Māori. This has been a feature for a number of years, and continues even while indicators in many other areas of social wellbeing for Māori appear to be improving.

Although to a lesser extent than for Māori, Pacific peoples are also over-represented within criminal justice

statistics constituting 6.5 percent of the general population, but 11 percent of the prison population and 17 percent of those serving community-based sentences.

New Migrants

A striking feature of New Zealand society of the past 20 years has been the increasing number of migrants, particularly from countries in Asia, Africa and the Middle East. As a consequence, the proportion of the offender population who are recent migrants is also growing. Four percent of prisoners report an ethnicity other than Māori, Pacific or New Zealand European.

Long-serving Prisoners

The Sentencing Act 2002 is likely to have contributed to an increased number of prisoners serving sentences of preventive detention, as well as life-sentence prisoners with very long (over 13 years) non-parole periods. As at 30 June 2005, there were 202 preventive detainees, and 357 prisoners serving life sentences – together, representing 8 percent of the entire sentenced population. Over time, prisoners serving indeterminate sentences are likely to constitute a growing proportion of the total prison population.

Corrections' Services

Growing Prison Population

The Department currently operates in an environment where a range of recent legislative initiatives have had, or are likely to have, a significant effect on prison volumes, despite the decreasing trends in crime rates reported above. For example, the Bail Act 2000 provided wider grounds for remanding an offender in custody prior to trial and/or sentencing. Similarly,

the Sentencing Act 2002 and Parole Act 2002 make it likely that longer prison sentences will be imposed in certain cases, and that a larger proportion of the sentences will be served in prison.

While the number of people in prison over the past 20 years has been steadily increasing, the last 12 months have seen a sharp increase. There are now 164 people in prison for every 100,000 of population; double the imprisonment rate that applied in 1980. While this rate remains well below the level of imprisonment within the United States (approximately 700 per 100,000), it is now significantly higher than the rate in New Zealand's primary international benchmark jurisdictions (see table 3 below).

The 2004 Ministry of Justice prison population forecast indicates that ongoing growth in prison numbers is likely, with a continuing increase over the next five years taking the prison population of 6,961 at 30 June 2005 to 7,800 by March 2010, an increase of 12 percent.

For much of 2004/05, the prison population exceeded forecast levels. Nationally, the increased numbers of prisoners has exceeded the number of beds available in prisons. Prisoners have been accommodated through the use of the Department's operational buffer and disaster recovery capacity, double bunking in some accommodation and the temporary use of police and court cells. Increasing prisoner numbers challenge the Department, not only to provide additional capacity, but also to maintain safe and secure custody and the effectiveness of existing rehabilitative programmes.

TABLE 3: RATES OF IMPRISONMENT (PER 100,000 OF POPULATION) FOR 2003/04

New Zealand	England / Wales	Scotland	Australia	Canada
155	127	129	116	116 ²

² Canadian data excludes prisoners serving less than two years, who are not accommodated in federal institutions.

Community-based Sentences

While the number of offenders in prison has increased, the number serving community based sentences (supervision, community work, parole, home detention, release on conditions) has remained relatively stable, at approximately 40,000 new starts per year. This state is likely to continue for the foreseeable future.

Rehabilitation and Reintegration

The Department has strongly embraced the philosophy of offender rehabilitation and reintegration to help reduce re-offending. A range of services target offenders' motivation to change and the specific causes of criminal offending. Reintegrative services then target the development of basic skills prior to release and provide support to offenders returning to the community.

Within the context of a renewed concentration on reintegration, supporting early intervention (around the time of birth, pre-school and during schooling) is seen as an important part of developing long-term solutions for reducing the problem of crime. The Department supports early intervention with mother and baby facilities, self-care units and improved reintegrative support services.

Broader Influences

The Department operates in an environment where many social processes influence its operations. Some of the more important of these are listed below.

- A high level of public support exists for continued use of imprisonment as a primary criminal justice sanction, particularly in cases of violence, or for recidivist offenders.

- A similarly high level of public concern has been expressed recently in relation to the small number of high-risk offenders released from prison, and the management of such persons.
- Advocates for crime victims continue to be vocal in arguing for a justice system that better respects the rights and needs of victims.
- An increasing tendency for prisoners and former prisoners to use litigation through the courts as a means of pursuing personal grievances.
- In seeking to support the reintegration of offenders, the Department needs to work cooperatively with statutory agencies to provide the assistance that released offenders require.
- New Zealanders are aware that this country is not immune to the spread of cyber crime and trans-national crime, as well as the potential for terrorist activity and other threats to national security.
- New Zealand recognises a growing number of international treaties and protocols, some of which relate directly to the treatment of offenders.
- The rate of unemployment nationally (3.7% at June 2005) is currently the lowest since 1986. In a high-employment economy, staff recruitment and retention has become an issue for the Department, creating challenges in terms of its ability to recruit the additional staff necessary to meet the requirements of natural attrition and staff new facilities. Improved retention rates are essential to optimising the balance between experienced and new staff.

Improved Service Focus

The Department remains committed to improving the way it performs its core functions of offender management, rehabilitation and reintegration. There is also a need to address the continued growth in prison population levels. Consequently, there is interest, shared by other agencies in the justice sector, in the following areas of development.

- Increased use of risk assessment procedures for the early identification of high-risk offenders, high-risk youth, and their longer-term management (under new legislation the Department began, in 2004/05, managing high-risk child-sex offenders for extended periods of up to ten years following the expiry of the normal parole restrictions).
- The potential use of new technologies in sentence administration, including voice verification and global positioning tools.
- Enhancing custodial operating environments to encourage prisoners to take greater responsibility for their actions and pursue personal change during the period of incarceration.
- Greater levels of involvement by Māori and Pacific communities in the work of managing offenders and ensuring their successful reintegration in the community, as well as in shaping the Department's policies and procedures.
- Improved coordination of services across government sectors to facilitate reintegration.

The Department remains committed to considering research evidence as a basis for improving practices within its operations. Evidence-based practice is

The following table highlights rates of reconviction and re-imprisonment of offenders over a 12-month follow-up period for released prisoners and community-sentenced offenders.

TABLE 4: RATES OF RECONVICTION AND RE-IMPRISONMENT (PERCENTAGE WITHIN 12 MONTHS)

Release period	From prison		From community sentence	
	Re-imprisoned %	Reconvicted %	Imprisoned %	Reconvicted %
2002/03	28.0	42.3	8.6	34.0
2003/04	28.9	42.6	8.0	29.2

perhaps best exemplified by the ways that the services and procedures that make up the Department's sentence management framework – the induction, assessment, rehabilitation and reintegration of offenders – have been designed and implemented with reference to sound empirical evidence regarding effectiveness.

Implications

The Ministry of Justice prison population forecast predicts growth in prisoner numbers will continue for the next five years, which suggests that further expansion of prison facilities may be necessary. However, there is general consensus that the high fiscal and social costs associated with imprisonment make unrestrained growth undesirable. The Department is committed to working with other justice sector agencies to examine all options

whereby such growth can be contained, while at the same time ensuring that community safety is not compromised. Achieving this balance demands a better and more complete understanding of the factors that are driving rising imprisonment rates, exploring the full range of policy and practice options that may place a brake on such growth, and developing new policies that are effective in reducing crime.

Further, the Department is committed to continuing its focus on the needs of Māori and Pacific offenders, groups that continue to be over-represented in counts of convicted offenders. Youth and female offenders will also be the focus of improvements to services and supports. Ensuring that services are appropriate for new migrants from a range of different ethnic backgrounds is an emerging challenge.

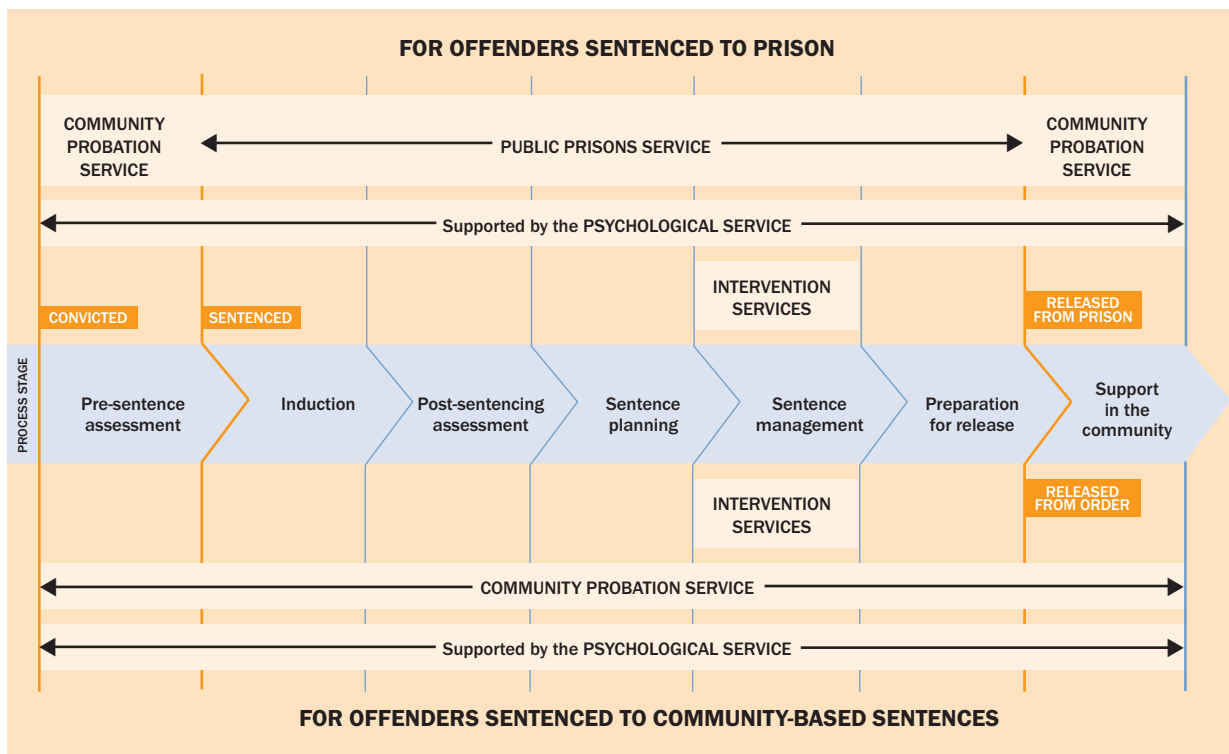
The Department continues its quest to deliver high-quality, well-targeted and accurately focused programmes to offenders to promote rehabilitation and reintegration, and a reduction in re-offending. Increased emphasis on educational and employment support, and reintegration initiatives that assist offenders as they make the transition back to the community, are also high priorities. However, the Department recognises that such interventions are only a part of the picture, and will continue to contribute to government-wide initiatives to address the needs of at-risk families and children.

APPROACH TO MANAGING OFFENDERS

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

When offenders enter the corrections system, there is a process to guide what happens to them during their sentence, how their needs are identified and managed and what follow-up support is required once they have finished their sentence. The offender management process is illustrated by the following diagram.

TABLE 5: OFFENDER MANAGEMENT PROCESS



The integrated approach to the management of offenders is underpinned by tools for assessing an offender’s risk of re-offending and their particular criminogenic needs. For higher-risk offenders, needs are closely matched with interventions that focus on rehabilitation. For lower-risk offenders, reintegration into the community is the key element of an approach designed to support a transition to a crime-free lifestyle.

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

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

TABLE 6: INTEGRATED APPROACH TO OFFENDER MANAGEMENT

Serving a Safe Sentence	Equipping for Self-sufficiency
<p>Safe secure and humane containment</p> <ul style="list-style-type: none"> At-risk assessments Security classification Constructive activities Drug and alcohol strategy/drug testing Provision of a safe environment for staff and public Safe, secure and humane management of offenders Sentence compliance in the community 	<p>Education and employment</p> <ul style="list-style-type: none"> Basic numeracy and literacy skills National Certificate in Employment Skills Vocational training and experience Education for youth Employment Access to more advanced education
Aiming to Change Behaviour	Removing Blockages to Remaining Offence-free
<p>Responsivity/Motivational</p> <ul style="list-style-type: none"> Straight Thinking Tikanga Māori programmes Motivational interviewing Faith-based unit Chaplaincy <p>Rehabilitation</p> <ul style="list-style-type: none"> Alcohol and drug abuse programmes Violence prevention programmes Generic rehabilitative programmes Making our Drivers Safer programmes Bicultural therapy Māori therapeutic programmes Young Offenders Units programmes Treatment by psychologists Special treatment units – Drug and Alcohol, Sex Offender, Violence Prevention 	<p>Reintegration</p> <ul style="list-style-type: none"> Basic living skills Parenting Budgeting Self-care units Links to community support services Day release/work release Home leave Relapse prevention programme Involve family/whanau, hapu and iwi in reintegration plans Tailored to meet the needs of different cultural groups, especially focused on the needs of young people and women Victim empathy Offenders as victims Coordinated reintegrative services Supported accommodation

The design of the interventions and associated business processes has been based on studies of 'what works with offenders' both internationally and in New Zealand,³ and takes into account the New Zealand environment, and the nature and characteristics of the offending population. The best results are when the right person receives the right intervention, in the right situation, at the right time – and gets good support from community, friends and family for maintaining their new behaviours, both during their sentence and once their sentence has been completed.

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

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

- the right time for a programme to occur, including support following completion.

The Department's approach is enabled by a philosophy of 'Active Management', which is the interaction of staff and offenders for the purpose of effective sentence management. As such, it involves skilled and knowledgeable staff (who understand the specific risks and needs of each offender) interacting and responding to offenders in a positive way in order to achieve the best possible outcomes.

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

MEASURING OUTCOMES

The Department's success is determined by the extent to which the departmental outcomes of protecting the public and reducing re-offending are achieved, which in turn contribute to the justice sector end outcome of safer communities and, through this, to the Government's key goals.

Attribution and Accountability

Measurement of progress can be intrinsically difficult because outcomes are often influenced by factors beyond an individual agency's control. The nature of the measures developed for each outcome means that some measures are better suited to providing information on the impact of the Department's interventions, as opposed to those external factors.

The Department's interventions seek to change the behaviour of the persons who come under its care and control. The likelihood of individual offenders re-offending is assumed to be based, in part, on relatively stable (though potentially changeable) personal and social characteristics. Personal characteristics include violence propensity, substance dependence, attitudes and values supportive of criminality, as well as deficits in educational and occupational skills. Social characteristics include lack of social supports, homelessness and lack of employment. The Department therefore offers a range of services that are intended to:

- reduce the severity of antisocial traits
- build socially adaptive skills and abilities
- resolve or mitigate environmental obstacles faced by offenders.

In addition to attempting to encourage personal change, and providing support and assistance to offenders, the Department also provides monitoring of and direction to those offenders subject to community sentences and orders. In doing so, the Department endeavours to prevent offenders from relapsing into undesirable patterns of

behaviour, as well as enabling pre-emptive actions to be taken when risks become elevated.

It is recognised, however, that the Department cannot completely control the outcomes experienced by offenders. Limiting factors include:

- for many offenders, the sentence imposed is too brief in duration to allow meaningful engagement with services
- many offenders are not motivated to address the personal and social issues that underlie their offending risk (and there are seldom reasonable or effective ways to compel them to do so)
- when in the community, the location and behaviour of offenders cannot be continuously monitored, except in certain circumstances such as the first 12 months of an extended supervision order
- events and circumstances well beyond the control of the Department, which may dramatically and abruptly alter an offender's risk of re-offending, can (and frequently do) occur.

Fundamentally, criminality is understood to be a relatively robust and enduring personal characteristic in adult offenders. Even when exposed to the most sophisticated and intensive rehabilitative and reintegrative services, a substantial proportion of offenders will nevertheless go on to re-offend. The Department endeavours, through its suite of interventions, to reduce this proportion.

Further, in relation to the goal of safer communities generally, the Department's contribution is in

reducing risk associated with offenders who have already come under its care and control. The Department can exert no influence that might prevent offending by those who have not previously been under its auspices, or to reduce the number of young offenders entering the criminal justice system for the first time.

Linking Outcomes to Outputs

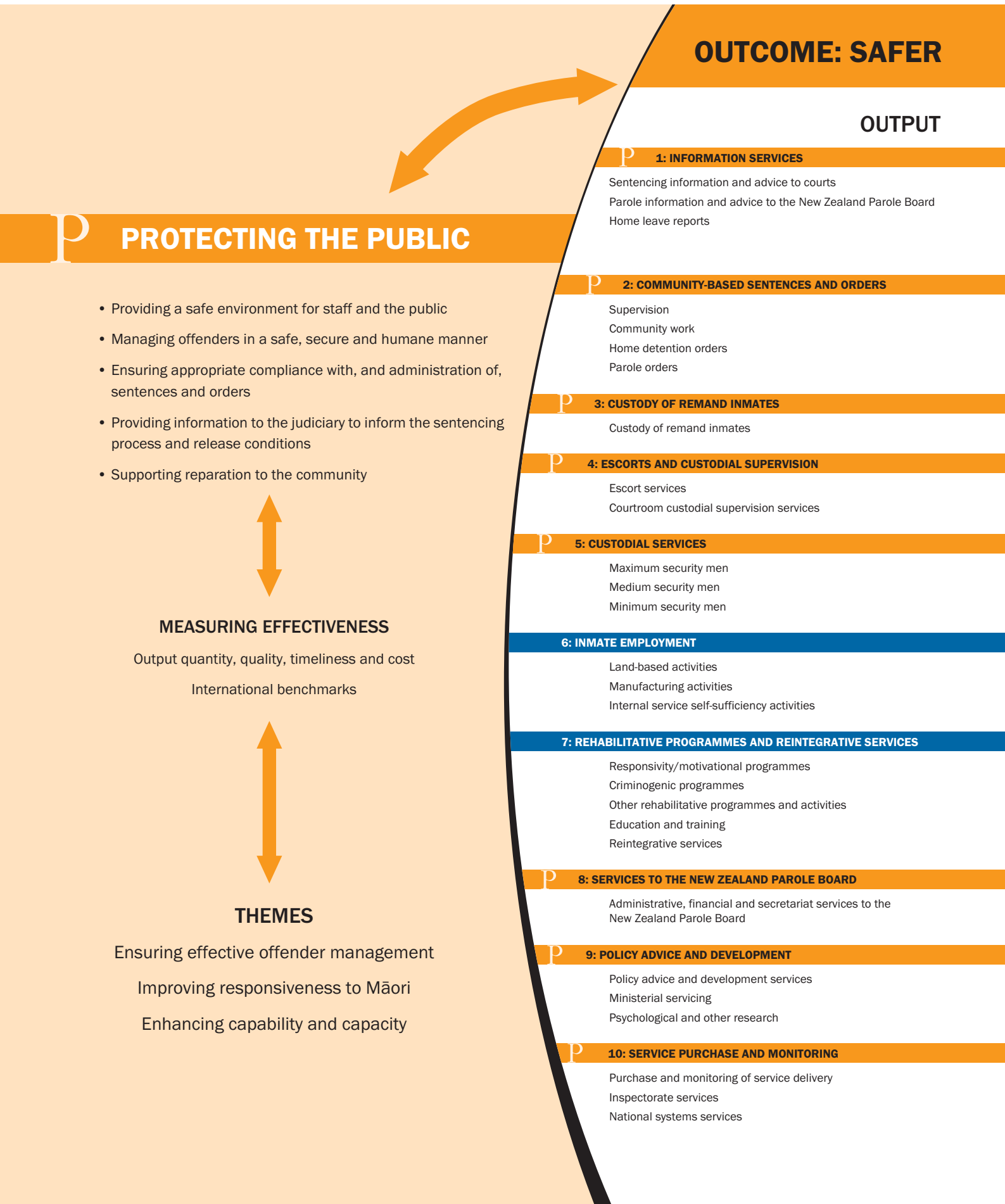
The delivery of the Department's outputs directly contributes to the achievement of its outcomes. These linkages are demonstrated in the diagram on pages 24 to 25.

Departmental Contribution

To demonstrate success, processes must be in place to measure achievement. Progress made towards achieving the objectives and outcomes outlined in the Department's *2004/05 Statement of Intent* are reported in this annual report. This annual report details the work the Department has completed with respect to initiatives associated with the four themes of its *Strategic Business Plan 2003–2008*, and the priority areas within those themes. It also reports on the performance measures and standards associated with the output classes.

The Department has developed a set of measures, based on data collected through its offender management processes and similar information obtained from corrections agencies in other countries, which enable comparisons to be made. These measures provide a good starting point for assessing the Department's performance and will be enhanced over time in conjunction with other justice sector agencies.

LINKING OUTCOMES TO OUTPUTS



COMMUNITIES

CLASSES

Home detention assessments to the New Zealand Parole Board
 Psychological Service information and advice to courts and the New Zealand Parole Board
 Information services for extended supervision orders

Orders for post-release conditions
 Extended supervision orders

Women
 Male youth
 Drug reduction

Release to work
 Vocational training services
 Community services

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



REDUCING RE-OFFENDING

R

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

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



MEASURING EFFECTIVENESS

Output quantity, quality, timeliness and cost
 International benchmarks
 Recidivism index
 Rehabilitation quotient



THEMES

Ensuring effective offender management
 Improving responsiveness to Māori
 Contributing to reducing re-offending
 Enhancing capability and capacity

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

Other Linkages

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

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

International Benchmarking

The Department has developed close working relationships, and exchanges information, with a number of overseas jurisdictions, such as Australia, Canada, England and Wales, and Scotland. These relationships are facilitated through the Department's membership of the International Roundtable for Correctional Excellence, the International Corrections and Prisons Association and the Australasian Corrective Services Administrators' Conference and National Corrections Advisory Group. This information has been used to develop benchmarks comparing performance across a range of indicators, including prisoner-to-staff

ratios, costs of securing prisoners and occupancy statistics. This data is important because the Department is not able to compare performance in its core offender management functions against other New Zealand organisations.

Benchmarking also supports strategic advancement because it provides a means by which quality improvement can be identified and effected. Work continues on developing new measures and refining existing measures to ensure comparability. Current benchmarking data is included in the following sections of this annual report, and is published each year in international reports, including the Australasian National Corrections Advisory Group Comparative Analysis Report.

In making these comparisons, the Department assesses the comparability of the data in question. Where the jurisdictions have similar business operations, definitions and counting rules, there is high comparability, allowing benchmarking with no adjustments. Where the jurisdictions have similar business operations, but minor inconsistencies in definitions and counting rules, there is medium comparability, providing a reasonable benchmark comparison, although one that may require small adjustments to data and counting. Where the jurisdictions again have similar operations but different definitions and counting rules, adjustments would be required before true benchmark comparisons could be made, and therefore comparability is low. Such adjustments have not been made to the data reported in this annual report.

The Department's use of international benchmarking continues to develop. The data available still stands largely alone and further analysis is required before informed comparison may be made between New Zealand and its benchmark jurisdictions. Full comparisons need to take account of a range of variables. For example, Scotland, with lower costs than

New Zealand, also has lower prisoner-to-staff ratios, a higher occupancy rate and higher assault rates, but lower death rates and lower rates of escapes, while positive drug tests are at similar levels. From this, it is not yet possible to draw firm conclusions about the relative performance of the New Zealand and Scottish prison systems. Some observations, however, are made in the commentary accompanying the tables on the following pages.

Protecting the Public

The Departmental outcome of protecting the public is primarily attained by the strategies and initiatives outlined in Theme 1 of the *Strategic Business Plan 2003–2008*. Progress towards the achievement of the outcome is measured through analysis of data collected across a range of quality and effectiveness measures designed to ensure offenders are being managed in a safe, secure and humane manner. These include measuring and monitoring:

- compliance with, and the administration of, sentences and orders
- the number of escapes that occur from prisons and while under escort or supervision
- the number and severity of incidents, including deaths in custody.

A number of these measures are included in the statement of service performance for output classes 2 to 5 in Part 2. Other measures are included in the Department's performance monitoring framework or provided from internationally benchmarked data.

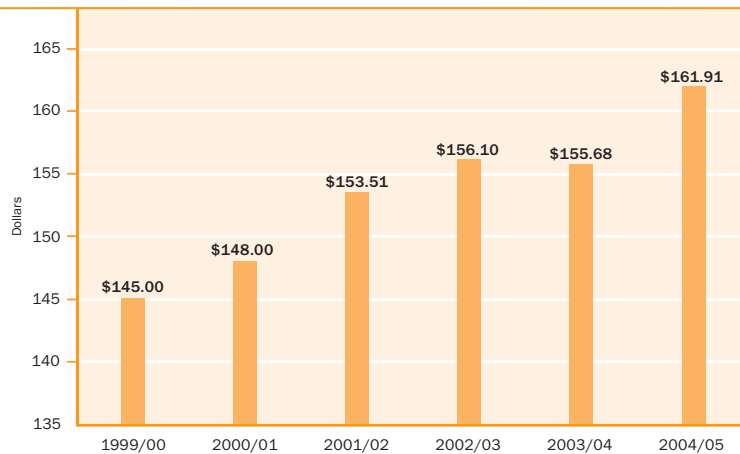
The graphs on the following pages illustrate the significant progress that has been made in recent years towards improving the Department's performance in a number of key areas. The information is also presented (where relevant) in comparison with the Department's international benchmark jurisdictions (as highlighted in the previous sub-section).

The following table details the specific indicators included within this section.

TABLE 7: SPECIFIC PERFORMANCE INDICATORS

Indicator type	Indicator
Efficiency	Cost Per Prisoner Per Day – New Zealand
	Cost Per Prisoner Per Day – International Comparison
	Prisoner/Frontline Staff Ratio – International Comparison
	Prisoner/Total Staff Ratio – International Comparison
	Occupancy – New Zealand
	Occupancy – International Comparison
Quality	Prisoner/Prisoner Assault (Serious) – New Zealand
	Prisoner/Prisoner Assault (Serious) – International Comparison
	Prisoner/Staff Assault (Serious) – New Zealand
	Prisoner/Staff Assault (Serious) – International Comparison
	Unnatural Deaths in Custody – New Zealand
	Unnatural Deaths in Custody – International Comparison
	Suicides in Custody – New Zealand
	Suicides in Custody – International Comparison
	Breakout Escapes – New Zealand
	Breakout Escapes – International Comparison
	General Random Drug Tests – International Comparison
	Other indicators

FIGURE 1: COST PER PRISONER PER DAY - NEW ZEALAND



Cost Per Prisoner Per Day

One component in determining the performance of the corrections system is an assessment of the basis of the costs of accommodating a prisoner.

International comparisons of costs between jurisdictions are based on the average daily cost per prisoner using the Economist Annual Comparison Index. Despite a slight trend of increasing costs in New Zealand prisons, New Zealand ranks in the mid-range of the benchmarked jurisdictions.

FIGURE 2: COST PER PRISONER PER DAY - INTERNATIONAL COMPARISON

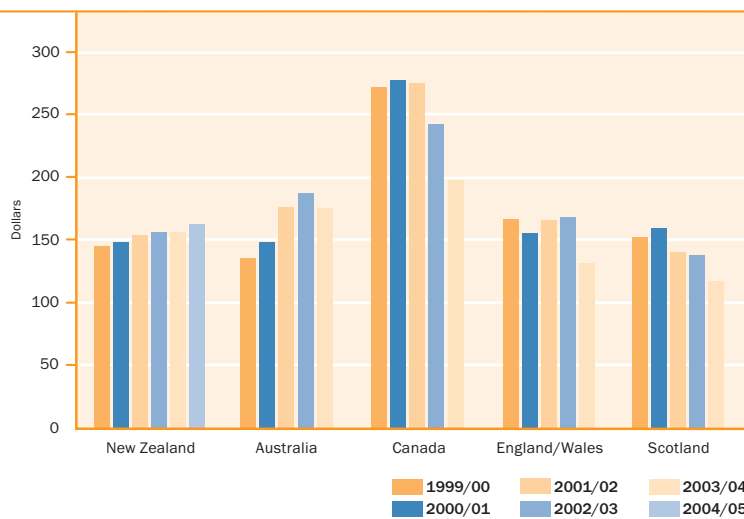
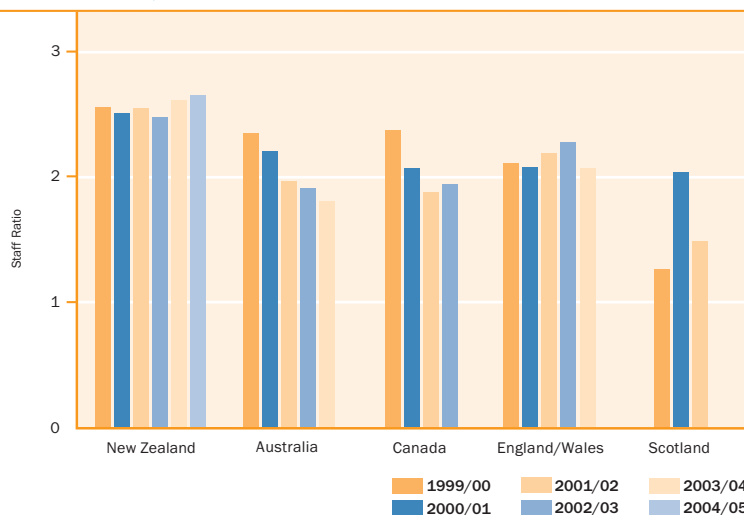


FIGURE 3: PRISONER/FRONTLINE STAFF RATIO - INTERNATIONAL COMPARISON



Prisoner/Frontline Staff Ratio

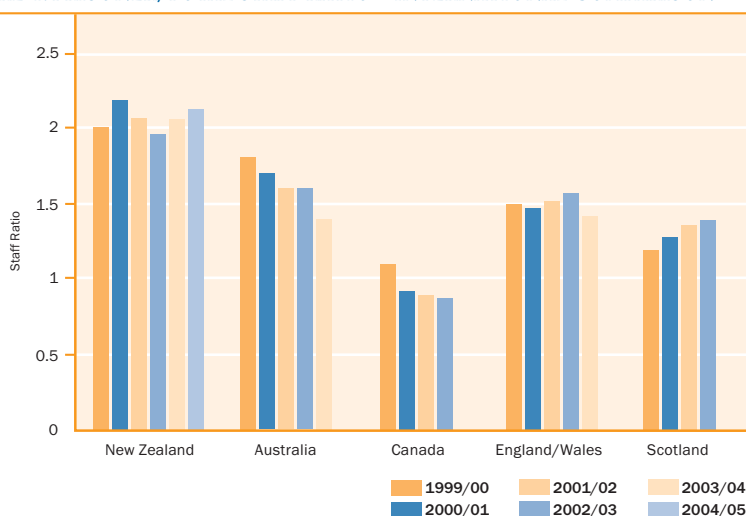
The ratio of prisoners to full-time equivalent (FTE) frontline staff identifies the number of prisoners for each staff member and thus highlights the level of staff supervision available. Figure 3 compares the ratio of the average number of prisoners per annum to FTE frontline staff at the reporting date, across jurisdictions. The New Zealand data excludes prisoners accommodated in the privately managed Auckland Central Remand Prison.

New Zealand has the highest number of prisoners to each frontline staff member (a five-year rolling average ratio of 2.5 from 1999/00 to 2003/04) of all the jurisdictions since 1999/00. Scotland had the lowest number (a three-year rolling average ratio of 1.6 from 1999/00 to 2001/02) but has not reported on this measure in the last two years.

Prisoner/Total Staff Ratio

New Zealand's ratio of prisoners to total staff exceeds that of the other international jurisdictions. In New Zealand there has been an average of two prisoners to one staff member over the period from 1999/00 to 2003/04.

FIGURE 4: PRISONER/TOTAL STAFF RATIO - INTERNATIONAL COMPARISON



Occupancy

Occupancy is based on the average number of available (permanent) prison beds and the average prison population for the year.

The optimum rate of prison utilisation is between 85 and 95 percent, which allows facilities to accommodate the transfer of prisoners, provide for special purpose accommodation (for example, protection units), provide separate facilities for males and females and for different security levels, and facilitates the management of short-term fluctuations in prisoner numbers. New Zealand's occupancy rate will fluctuate over time, as new prison facilities are developed to cater for the increases in prisoner numbers. Average occupancy for the 2004/05 year was 99 percent although for much of the year the prison system was operating at full capacity with court and police cells used to accommodate prisoners.

Of the jurisdictions that provided data in 2003/04, none fell within the preferred range of 85 to 95 percent of design capacity for total prisoners. The comparability of the New Zealand data with the other jurisdictions is assessed as being medium-to-low.

FIGURE 5: OCCUPANCY - NEW ZEALAND

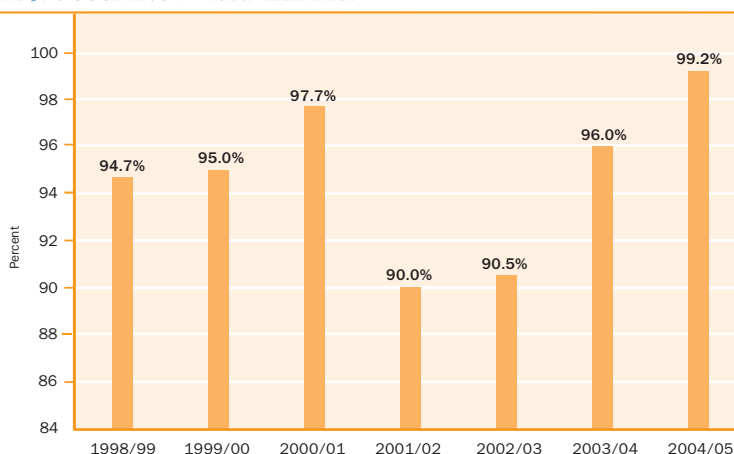
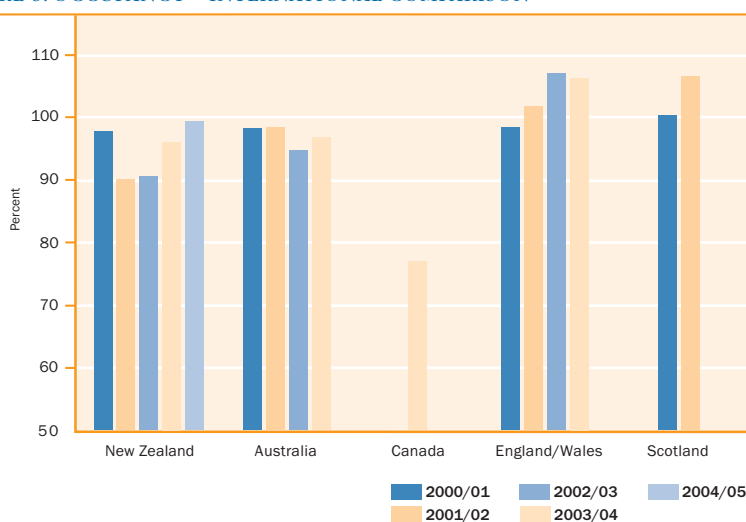


FIGURE 6: OCCUPANCY - INTERNATIONAL COMPARISON



Note: Data not available for Canada 2000/01, 2001/02 and 2003/04 or Scotland 2002/03 and 2003/04.

FIGURE 7: PRISONER/PRISONER ASSAULTS (SERIOUS) - NEW ZEALAND

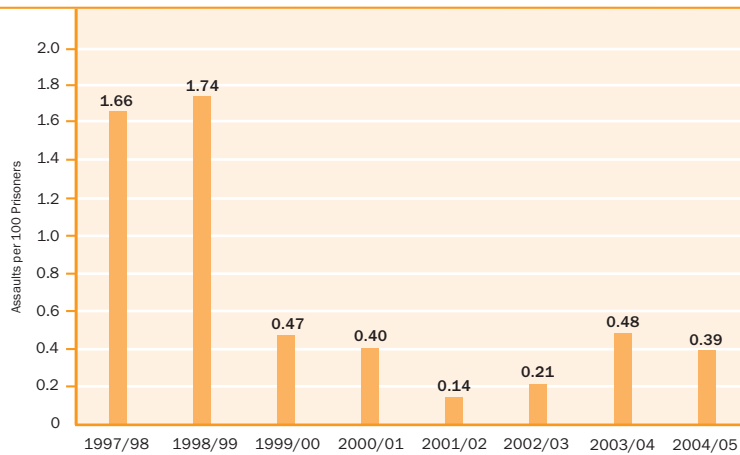
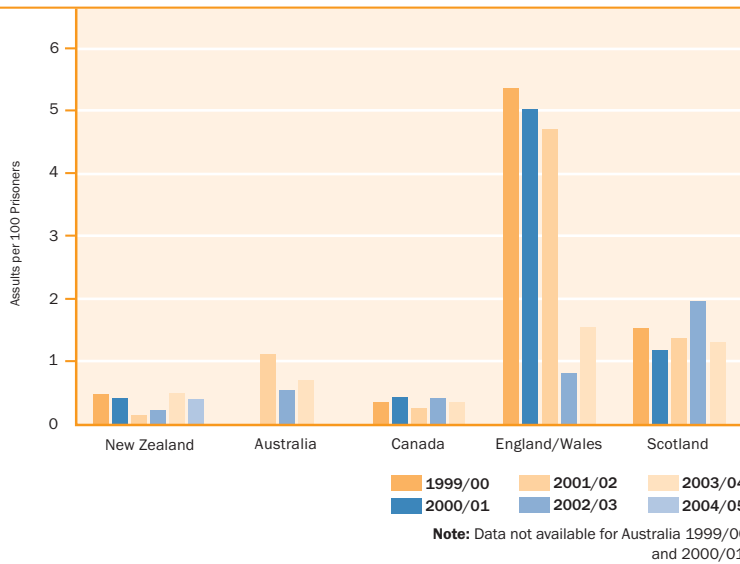


FIGURE 8: PRISONER/PRISONER ASSAULT (SERIOUS) - INTERNATIONAL COMPARISON



Prisoner/Prisoner Assault (Serious)

A serious assault is defined as one where the victim requires overnight hospitalisation or ongoing medical intervention. Figures 7 and 8 show the number of serious prisoner/prisoner assaults per 100 prisoners.

There was a steep decline in the number of serious assaults reported in New Zealand prisons between 1998 and 2002. That trend has changed slightly since 2002, but the results are still well below the rates reported in earlier years. The rate of 0.39 for 2004/05 represents a total of 18 serious assaults by prisoners on prisoners, and is a decrease of 40 percent on the result for the 2003/04 financial year. This represents a very favourable result despite the considerable operational pressures from the continuing high prison population levels.

Internationally, in 2003/04, New Zealand had a rate of serious assaults significantly lower than Scotland, Australia and England/Wales. The comparability of the New Zealand data is, however, low with Australia and is not directly comparable with the other jurisdictions because of different counting rules.

FIGURE 9: PRISONER/STAFF ASSAULTS (SERIOUS) - NEW ZEALAND

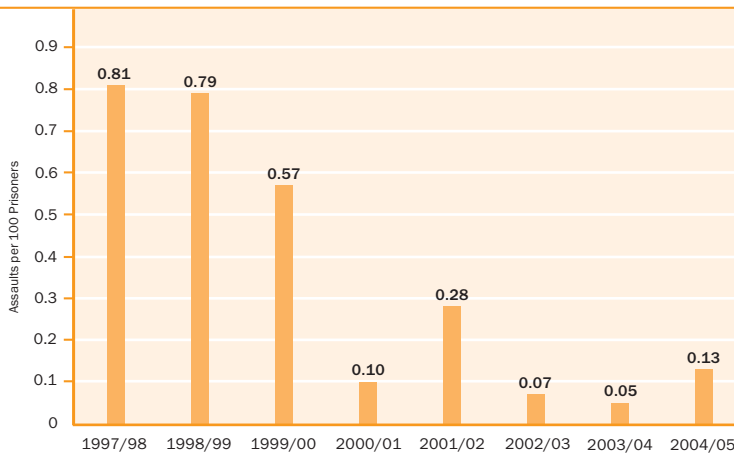
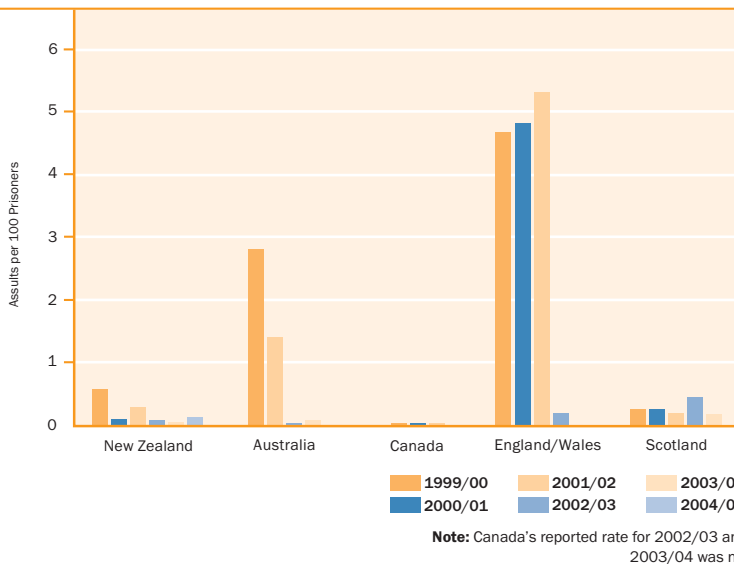


FIGURE 10: PRISONER/STAFF ASSAULTS (SERIOUS) - INTERNATIONAL COMPARISON



Prisoner/Staff Assaults (Serious)

Serious assaults by prisoners on staff are those where the victim requires overnight hospitalisation or ongoing medical intervention. The rate of serious assaults (prisoner/staff) is reported per 100 prisoners.

There were nine serious assaults on staff in 2004/05, and the overall trend continues to be downward. This represents a very favourable result despite the considerable operational pressures from the continuing high prison population levels.

New Zealand's low rate of serious prisoner/staff assaults is consistent with the other jurisdictions. England/Wales has not provided data for 2003/04, however, its serious assault rate reduced dramatically in the 2002/03 year. It is not apparent whether this is a result of improved prisoner management regimes or reporting/definitional issues. The comparability of this data is assessed as low.

FIGURE 11: UNNATURAL DEATHS IN CUSTODY - NEW ZEALAND

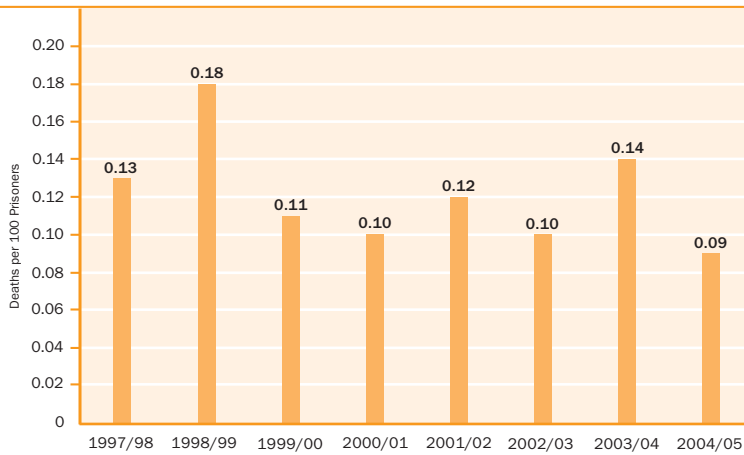
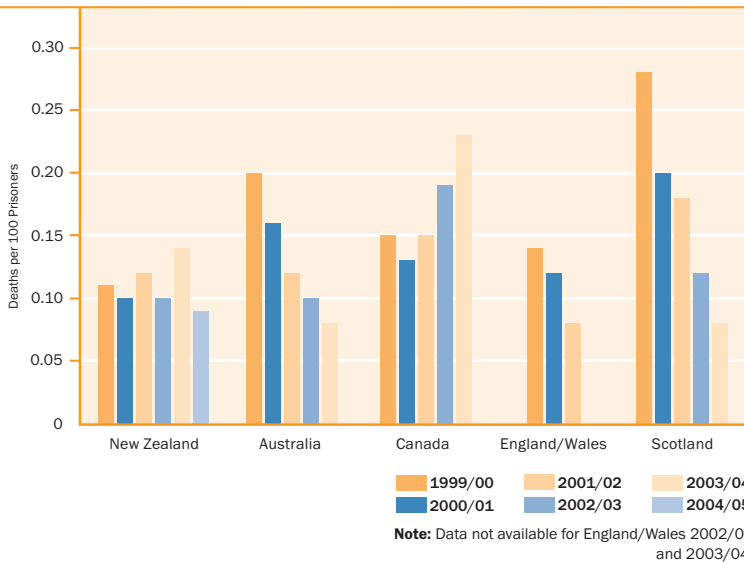


FIGURE 12: UNNATURAL DEATHS IN CUSTODY - INTERNATIONAL COMPARISON



Deaths in Custody

The corrections system has to deal with a high proportion of people with a propensity to self-harm in prison. Deaths in custody are regrettable and are a serious matter subject to independent investigation.

Unnatural Deaths in Custody

Unnatural deaths include suicides, homicides, deaths by drug overdose and deaths by accident. The majority of unnatural deaths in prisons are suicides.

Recent trends in this area in the New Zealand corrections system remain positive. In 2004/05, there were six unnatural deaths in prison (0.09 per 100 prisoners), which represents a decrease of 33 percent on the result for the 2003/04 financial year.

The rate of unnatural deaths in New Zealand remains below that of Canada, however, it has increased above that of Australia and Scotland. England/Wales have not supplied data on this measure for the last two years. The comparability of the New Zealand data is high with all the other jurisdictions.

FIGURE 13: SUICIDES IN CUSTODY - NEW ZEALAND

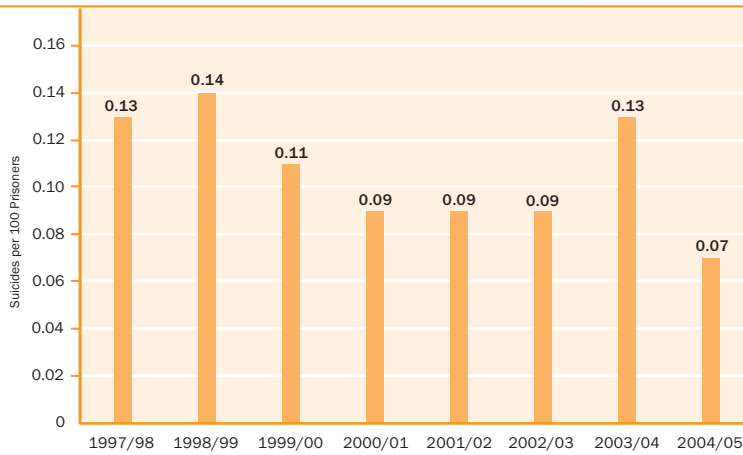
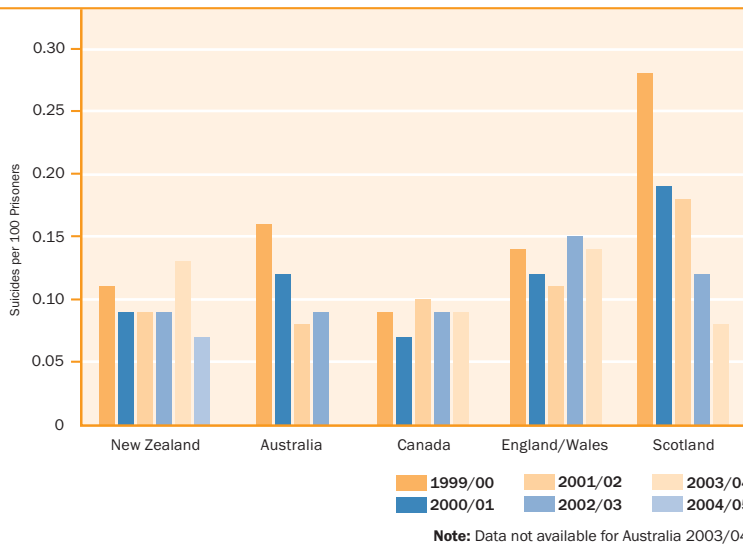


FIGURE 14: SUICIDES IN CUSTODY - INTERNATIONAL COMPARISON



Suicides in Custody

Prisoner suicide reduction continues to be a key priority for the Department. Figure 13 reports the trend in the number of suicides per 100 prisoners.

There were a total of five suicides in 2004/05, two remand prisoners and three sentenced prisoners. The total numbers of suicides in 2004/05 (0.07 per 100 prisoners) represents a decrease of 44 percent on the result for 2003/04, continuing the overall downward trend since 1998/99.

New Zealand's suicide rate has historically been lower than its international benchmark jurisdictions, apart from Canada, where prisoners sentenced to less than two years are not included in the federal statistics.

FIGURE 15: BREAKOUT ESCAPES - NEW ZEALAND

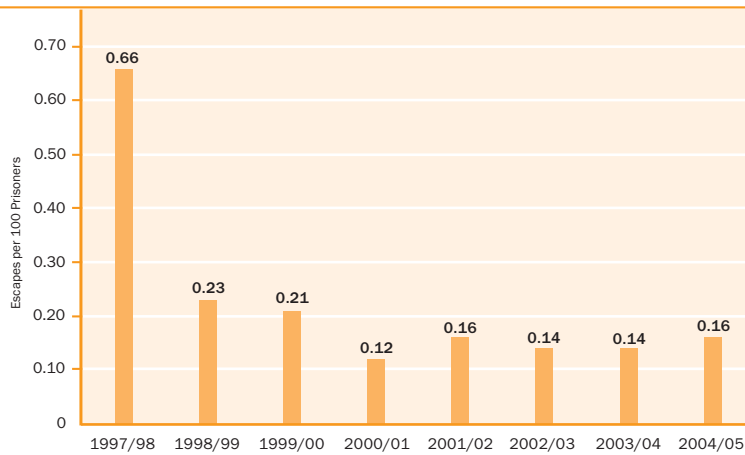


FIGURE 16: BREAKOUT ESCAPES - INTERNATIONAL COMPARISON

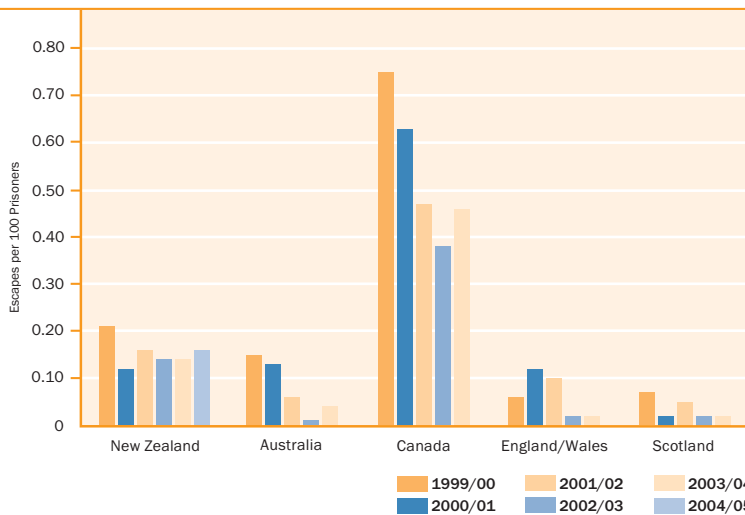
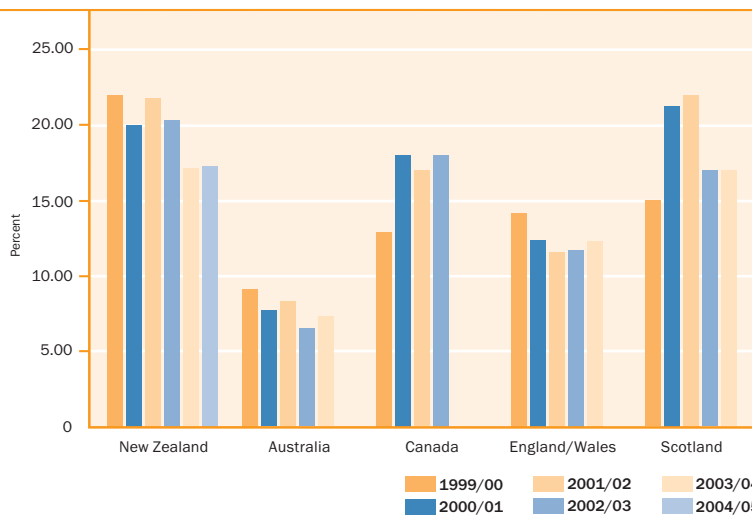


FIGURE 17: GENERAL RANDOM DRUG TESTS RETURNING A POSITIVE RESULT - INTERNATIONAL COMPARISON



Escapes from Prison

The total number of prisoner escapes in New Zealand against all security classifications in 2004/05 was 19, against an expected performance standard in 2004/05 of 40 escapes.

Figure 15 shows the trend in breakout escapes per 100 prisoners. A breakout escape is one where a prisoner has breached security measures and has physically left the area contained by the outermost perimeter security fence, or, if there is no such fence, prison buildings, police cell, court complex or other place of custodial control.

Of the 19 escapes for 2004/05, there was a total of 11 breakout escapes. Six of the breakout escapes were by prisoners being held in court cells.

The comparability of New Zealand data on breakout escapes is medium with Canada and Scotland, but low with Australia and England/Wales.

Canadian data excludes prisoners serving sentences of less than two years, who are not accommodated in federal prisons.

Drug and Alcohol Use by Offenders

In November 2004, the Department introduced its *Strategy to Reduce Drug and Alcohol Use by Offenders 2005-2008*. This strategy, the third to be released since 1998, builds on the progress achieved under the previous two strategies and outlines directions and initiatives for the 2005-2008 period and beyond. The primary point of difference from previous strategies is that the current strategy extends its focus, as much as practicable, beyond prisons to offenders serving community-based sentences.

The strategy also has an increased focus on what works to reduce drug and alcohol use by Māori offenders. A number of projects, outside the specific scope of the strategy, are being undertaken to improve the involvement of whanau, hapū, iwi and Māori providers in Corrections' work with offenders, but which will be relevant to future directions in reducing Māori offender drug use and re-offending. These projects include investigating the development of programmes for whanau that sit within or parallel to

offender programmes, and reviewing rehabilitation programmes (such as the 100-hour substance abuse programme) with the view to increasing whanau involvement.

The strategy recognises that a large proportion of prisoners have drug and alcohol problems. These problems are often a significant factor in their offending behaviours. Drug use in prison perpetuates the dependency problems and the illegal lifestyles of prisoners. It also creates problems for their relatives and friends (such as the pressure to supply drugs) and for prison staff in the management and rehabilitation of prisoners.

The Department's drug strategy is designed around three key objectives:

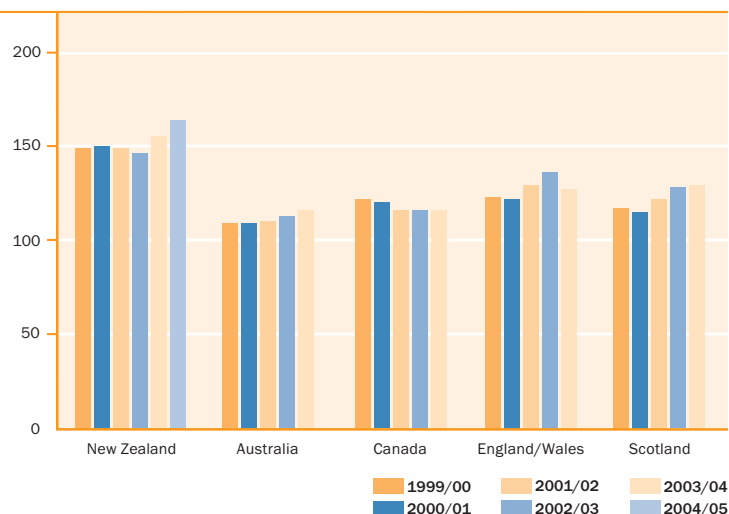
- enhancing efforts to reduce the supply of drugs to offenders
- strengthening efforts to reduce offenders' demand for drugs
- increasing attention on reducing the harm caused by drugs.

The strategy is supported by drug testing of prisoners and strict detection procedures. Drug detection dogs are regularly used at visitor checkpoints, and for random searches of prison buildings and land. Anyone found bringing drugs into a prison is banned from visiting the prison.

The total of positive results from general random drug tests for the year ended 30 June 2005 was 17 percent. Full results of drug tests are reported on page 112. Of the total positive results to general random drug tests in 2004/05, 93 percent were positive for cannabinoids, with the remaining 7 percent positive for other drugs. An international comparison of random drug-testing results is shown in figure 18.

The comparability of drug-testing results between jurisdictions is regarded as low. Although drug-testing practice is similar, there are differences between jurisdictions in the percentages of prisoners randomly tested, the treatment of refusals and the length of time prisoners must serve before being available for random testing.

FIGURE 18: IMPRISONMENT RATE PER 100,000 OF POPULATION - INTERNATIONAL COMPARISON



Imprisonment Rate

The imprisonment rate identifies the number of people imprisoned per 100,000 of the national population. This is an indication of the extent to which prison is used as a sentencing option by the judiciary.

New Zealand has the highest rate compared with other benchmarked jurisdictions. New Zealand has had the highest imprisonment rate of the five jurisdictions since 1997/98 and has continued to increase to a 2004/05 rate of 164 prisoners per 100,000 of national population. Canada has had a decreasing rate over the last five years while England/Wales and Australia show marginal increases. The Canadian data excludes those prisoners serving sentences of less than two years, who are not accommodated in federal institutions.

Reducing Re-offending

Progress towards the achievement of the departmental outcome of reducing re-offending is assessed through the use of two measures, the Recidivism Index (RI) and the Rehabilitation Quotient (RQ). Both measures use re-conviction data where the result is a sentence or order administered by the Department.

Recidivism Index

The Recidivism Index (RI) quantifies the rate of re-offending of a specified group of offenders over defined follow-up periods after release from a custodial sentence or commencement of a community-based sentence. The RI analysis gives re-conviction rates over 12 months for those released from prison, or who commenced a community-based sentence, during the 2003/04 (1 April–31 March) year, and over 24 months for those released from prison, or commencing community-based sentences, during the 2002/03 year. RIs are reported for all offenders in each of the above categories, as well as for sub-groups within categories. Disaggregated RI figures are reported according to the following dimensions: gender, ethnicity, age, offence type, offence seriousness, sentence type (CPS), security classification and release type (PPS), and sentence length. This year, for the first time, RI figures are also reported in relation to offenders' assessed risk of re-offending.

The RI analysis uses re-conviction information obtained from the Ministry of Justice's Case Management System (CMS) database. The date of the re-conviction data extraction (for both 12- and 24-month follow-up periods ending 31 March 2005) was 30 June 2005.

RI figures are produced for two potential outcomes: re-conviction leading to any sentence administered by the Department, and re-conviction leading to imprisonment. Imprisonment figures are perhaps the more critical of the two measures, as this outcome is associated with more serious offences and higher costs of sentence administration. However, the majority

of re-convictions lead to non-custodial sentences, and general re-conviction figures generally provide a more complete measure of recidivism.

The RI figures exclude re-convictions that result in sentences not administered by the Department (for example, discharge following conviction, fines): such outcomes are usually associated with relatively minor offending that has little significance for public safety. As is also common internationally with measures of this type, the figures exclude re-convictions for administrative offences (for example, breaches of parole, failure to complete community work).

In developing the RI measure, along with other measures derived from its offender management processes, the Department has enabled comparisons to be made with correctional services in other countries. The current indicators provide a starting point for assessing the Department's performance, and will continue to be enhanced over time, in conjunction with other justice sector agencies. It should be noted, however, that the use of re-conviction data as indicators of Departmental performance is not straightforward: re-offending, re-conviction and sentencing are subject to a range of influences, many of which are outside the Department's direct control.

Changes to RI Computation

As noted in the *2003/04 Annual Report*, the methodology used to generate the RI data was substantially changed from that used in earlier years. Use of the Department's data warehouse has enabled a higher level of precision and specificity to be applied to all aspects of the procedure, including the manner of dealing with individual records. This means that RI statistics for 2003/04 and 2004/05 may not be directly comparable to figures reported in prior years. In fact, the methodology has continued to undergo refinement in the last twelve months. While the refinements undoubtedly increase the level of accuracy of the latest figures, this caveat must be understood in comparing the results for the current and previous years.

When reporting RI figures by PPS release type, 2004/05 is likely to be the last year in which the reporting of RIs in relation to 'discretionary' and 'non-discretionary' parole release is meaningful. Since the 1 July 2002 implementation of the Parole Act, all persons sentenced to more than two years imprisonment are subject to New Zealand Parole Board discretion, and thus only a small and dwindling number of releases are now 'non-discretionary'.

Analysis of reported RI figures

Table 8 (page 38) provides re-conviction rates as recorded over 12 months, for those released from prison, or commencing community-based sentences, during the 2003/04 (1 April–31 March) year, and Table 9 (page 39) provides the rates over 24 months for those released from prison, or commencing community-based sentences, during the 2002/03 year. RI figures are reported for multiple categories of offenders, with significant variation observed in re-conviction rates between sentence types, offence types and demographic groups.

The overall RI results for 2004/05, when compared to the 2003/04 reported results, indicate a small percentage increase in average re-convictions and re-imprisonments for all offenders released from prison, but small decreases in re-conviction and imprisonment rates for offenders commencing community-based sentences.

RI Sub-group Comparisons

When examined by the sub-groupings for which RIs are calculated, notable features for those released from a custodial sentence (12-month follow-up) include the following:

- Males are re-imprisoned at a significantly higher rate than females (30% and 18% respectively) and re-conviction rates for male offenders released from prison are also higher than for female offenders (43% and 35% respectively).

- The re-imprisonment and re-conviction rates for Pacific peoples (18% and 28% respectively) were notably lower than those for Māori (32% and 47%) and Europeans (27% and 40%).
- 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 re-conviction 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 (10%) being lower than almost every other sub-group of released prisoners.
- Prisoners granted early release on parole ('discretionary' releases) were re-convicted at rates lower than those subject to other types of release (other than home detention); comparisons with the 2003/04 12-month RI figures for discretionary releases reveals almost a 5 percent reduction in re-convictions amongst this group.
- Re-imprisonment rates were higher for prisoners released from medium security classification (39% to 40%) than those for prisoners released from minimum security classification (25%).
- There is a tendency for shorter sentence length to be associated with higher rates of re-imprisonment and re-conviction: 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 (33% and 21% respectively); it is likely that older age (which bears a strong inverse relationship to risk) is linked to lower recidivism amongst longer-sentenced prisoners.
- For offence seriousness (the offence for which the person was originally convicted) a similar inverse

relationship with rate of re-imprisonment and re-conviction appears: medium seriousness score (for example, dishonesty, burglary) offenders are re-imprisoned at a higher rate than offenders with a very high seriousness score (approximately 35% versus 27% respectively).

Offenders serving community-based sentences had significantly lower imprisonment and re-conviction 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 the fact that, although 'front-end' home detention is typically applied to those whose risk of offending is higher than other offenders serving community-based sentences, these home detainees recorded a rate of imprisonment that was almost equivalent to those sentenced to Community Work, and somewhat lower than those serving supervision orders. The 2004/05 reported re-conviction and re-imprisonment rates for home detainees (both front- and back-end) are lower than the corresponding figures reported in 2003/04; in the case of front-end re-convictions, the reduction is 2.5 percent. A similar decrease is apparent for offenders sentenced to community work.

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 percent to 50 percent over the 12-month rates. This is consistent with a great deal of research on recidivism which indicates that the highest rate of re-conviction occurs within the first twelve months, with the proportion re-convicted in each successive year progressively smaller than in the previous year.

RI and offender risk scores

The Department has, since 2001, assessed each offender using a sophisticated computerised risk measurement procedure known as RoC*RoI (RoC refers to risk of re-conviction, RoI to risk of re-imprisonment). The process uses a range of

variables⁴ relating to each individual offender to calculate a score which indicates the relative probability that the offender will be re-imprisoned within the following five years.

A RoC*RoI score of 0.55 indicates a 55 percent likelihood that the offender will be re-imprisoned within five years. The Department uses RoC*RoI scores within its sentence management procedures primarily to determine the prioritisation of offenders for key rehabilitative services.

For the first time since adopting this form of offender risk assessment, the Department is able to report actual recidivism rates in relation to the risk scores of offenders. Table 10 (page 40) contains the percentages of offenders within each risk score decile band who were re-convicted and/or re-imprisoned. For example, the bottom row of the first sub-table within Table 10 (headed '12 months follow-up') indicates that, of all offenders (i) with a risk score of 0.9 or greater and (ii) released from prison during the 1 April 2003 to 31 March 2004 period, 88.9 percent were re-convicted within that 12 months period, and 79.6 percent were re-imprisoned.

The risk scores used were calculated at release from prison or start of community-based sentence, so any subsequent re-conviction for an offender (as is reflected in the RI rates) did not contribute to that individual's risk score calculation. The resulting data shows a very high level of correlation between risk scores and the incidence of re-conviction or re-imprisonment within the 12- and 24-months follow-up periods. As such these results offer an important and compelling validation of the Department's risk assessment methodology.

Re-conviction rates for both prison releases and community sentence offenders are very similar, but imprisonment rates are not. It appears that having been recently released from prison functions as a strong influence over the likelihood that, if convicted of a new offence, the sentence will be a further term of imprisonment.

⁴ Variables used in calculation of individual risk scores include current age, gender, age at first conviction, number and seriousness of convictions, number and type of previous sentences, and amount of time spent in custodial sentences.

TABLE 8: RECIDIVISM INDEX – 12-MONTH FOLLOW-UP (PERCENTAGES) FOR 2003/04

Category	Group	Prison releases		Community sentenced	
		Re-imprisoned	Re-convicted	Imprisoned	Re-convicted
All		28.9	42.6	8.0	29.2
Gender	Female	18.2	34.5	4.0	19.2
	Male	29.9	43.4	9.0	31.7
Ethnicity	European	27.2	40.0	6.8	26.9
	Māori	32.0	47.0	9.7	33.0
	Pacific	17.7	27.8	5.9	23.1
	Other (incl Asian)	15.8	23.2	4.5	15.7
Age (at PPS release or start of CPS sentence)	<20 years	50.1	69.7	10.7	45.1
	20–24 years	32.6	50.4	9.3	33.9
	25–29 years	32.5	47.3	9.0	30.6
	30–39 years	26.6	39.4	7.4	24.4
	40+ years	15.5	22.6	4.7	15.5
Offence (Most serious for original sentence)	Dishonesty	44.5	60.3	12.1	40.1
	Property	33.1	46.3	8.9	34.9
	Admin	33.4	49.1	7.7	22.8
	Violence	25.5	39.7	7.9	29.5
	Traffic	20.7	34.4	5.5	23.6
	Drug & Anti-social	16.8	27.2	7.0	24.5
	Sexual	9.9	15.8	5.3	18.3
Community-based Sentence	Supervision	n/a	n/a	12.4	33.5
	Community Work*	n/a	n/a	7.2	29.2
Prisoner Security Classification (at release)	Maximum**	(see note)	(see note)	n/a	n/a
	High-medium	38.8	52.1	n/a	n/a
	Low-medium	40.4	53.6	n/a	n/a
	Minimum	25.1	39.0	n/a	n/a
Release Type	Parole – discretionary	23.5	29.6	n/a	n/a
	Parole – non-discretionary	24.3	31.9	n/a	n/a
	Home Detention***	10.0	13.5	7.8	17.4
	Post-release conditions****	31.7	47.3	n/a	n/a
Sentence Length	<=6 mths	29.0	43.6	7.3	28.6
	> 6mth but <1yr	30.4	46.6	13.0	33.3
	>1 to 2 yr	33.2	48.7	12.6	31.1
	>2 to 3 yr	26.2	34.5	n/a	n/a
	>3 to 5 yr	20.9	27.3	n/a	n/a
	>5 yr	18.9	25.3	n/a	n/a
Seriousness Score*****	Low (>0 to 30)	25.8	39.1	6.8	25.2
	Medium (>30 to 60)	36.9	53.6	11.6	38.6
	High (>60 to 120)	33.3	48.8	11.3	40.4
	Very high (>120)	27.5	39.9	9.7	36.4
All (2002/2003)		28.0	42.3	8.6	34.0

TABLE 9. RECIDIVISM INDEX - 24-MONTH FOLLOW-UP (PERCENTAGES) FOR 2002/03

Category	Group	Prison releases		Community sentenced	
		Re-imprisoned	Re-convicted	Imprisoned	Re-convicted
All		37.2	55.4	11.7	40.2
Gender	Female	22.0	47.6	6.2	28.5
	Male	38.2	55.9	13.2	43.7
Ethnicity	European	34.6	51.7	10.1	37.7
	Māori	41.6	61.1	14.2	45.6
	Pacific	27.1	42.9	9.9	35.0
	Other (incl Asian)	11.8	20.9	3.4	15.0
Age (at PPS release or start of CPS sentence)	<20 years	59.2	79.3	15.5	60.5
	20-24 years	44.8	68.2	13.9	48.5
	25-29 years	39.1	57.1	13.6	41.5
	30-39 years	32.3	51.4	11.3	35.1
	40+ years	24.6	35.1	7.5	24.8
Offence (Most serious for original sentence)	Dishonesty	54.3	72.9	16.1	51.5
	Property	40.7	56.4	13.8	47.5
	Admin	38.2	62.8	12.9	37.9
	Violence	35.0	53.3	11.9	41.6
	Traffic	28.1	45.8	8.7	34.1
	Drug & Anti-social	23.7	43.2	9.6	33.7
	Sexual	17.2	26.9	5.2	21.0
Community-based Sentence	Supervision	n/a	n/a	17.1	44.9
	Periodic Detention*	n/a	n/a	9.6	45.3
	Community Work*	n/a	n/a	11.4	40.0
	Community Service	n/a	n/a	2.9	22.7
Prisoner Security Classification (at release)	Maximum**	(see note)	(see note)	n/a	n/a
	High-medium	51.6	66.5	n/a	n/a
	Low-medium	54.9	69.6	n/a	n/a
	Minimum	32.4	51.7	n/a	n/a
Release Type	Parole – discretionary	34.4	48.2	n/a	n/a
	Parole – non-discretionary	37.0	51.4	n/a	n/a
	Home Detention***	17.7	26.2	13.4	30.1
	Post-release conditions****	40.8	59.8	n/a	n/a
Sentence Length	<=6 mths	36.5	58.1	10.8	39.5
	> 6mth but <1 yr	40.6	60.0	17.3	45.4
	>1 to 2 yr	42.2	58.5	20.1	40.4
	>2 to 3 yr	35.9	49.9	n/a	n/a
	>3 to 5 yr	29.2	43.6	n/a	n/a
	>5 yr	26.2	35.4	n/a	n/a
Seriousness Score*****	Low (>0 to 30)	33.3	53.8	10.3	36.7
	Medium (>30 to 60)	50.5	68.7	15.8	53.0
	High (>60 to 120)	41.1	60.3	16.1	51.3
	Very high (>120)	35.8	51.3	14.4	46.3

Notes for tables 8 and 9

The results highlight rates of re-conviction/re-imprisonment (within a subsequent 12-month period) amongst all offenders released from prison or commencing a new community-based sentence between 1 April 2003 and 31 March 2004. The source is CMS conviction and sentencing data, as at 30 June 2005.

* The Sentencing Act 2002 abolished Periodic Detention and replaced it with Community Work on 1 July 2002

** Insufficient numbers to report RI for prisoners released with a security classification of 'maximum'

*** 'Front-end' Home Detention reported as CPS new starts, 'back-end' Home Detention reported as PPS releases

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

***** Seriousness scores derived from the Ministry of Justice 'offence seriousness scale'.

TABLE 10: RECIDIVISM INDEX BY RoC*RoI (PERCENTAGES)

12-months follow-up		Prison releases		Community sentenced	
Category	Group	Re-imprisoned	Re-convicted	Imprisoned	Re-convicted
All		28.9	42.6	8.0	29.2
RoC*RoI (at PPS release or start of CPS sentence)	Less than 0.1	2.6	4.9	1.7	12.3
	0.1–0.2	7.6	14.0	4.4	23.3
	0.2–0.3	9.6	19.6	6.1	29.4
	0.3–0.4	15.2	28.6	8.1	34.4
	0.4–0.5	21.1	37.4	12.0	41.4
	0.5–0.6	32.9	51.6	16.7	48.6
	0.6–0.7	37.7	55.9	22.0	54.4
	0.7–0.8	53.8	68.1	30.3	67.0
	0.8–0.9	60.1	73.3	37.5	72.2
	0.9 or more	79.6	88.9	54.7	90.6

24-months follow-up		Prison releases		Community sentence	
Category	Group	Re-imprisoned	Re-convicted	Imprisoned	Re-convicted
All		37.2	55.4	11.3	40.2
RoC*RoI (at PPS release or start of CPS sentence)	Less than 0.1	3.3	8.4	2.8	18.5
	0.1–0.2	10.2	23.9	6.2	31.3
	0.2–0.3	16.4	32.1	9.1	42.1
	0.3–0.4	20.7	43.9	13.4	50.5
	0.4–0.5	31.9	53.6	18.7	56.2
	0.5–0.6	38.9	63.0	23.8	64.8
	0.6–0.7	54.3	73.9	30.2	71.6
	0.7–0.8	63.2	80.6	39.1	81.6
	0.8–0.9	75.2	90.0	44.6	85.9
	0.9 or more	93.3	93.3	64.0	96.0

The highest risk offenders are re-convicted quite rapidly. The risk procedure predicts the expected rates of re-imprisonment within five years, but the highest risk groups appear to be hitting that level of re-imprisonment within two years. The model thus appears to be under-predicting the probability of re-imprisonment. This may reflect changes to the criminal justice processes over the past ten years: for example, a higher police offence resolution rate currently than occurred in the time period (circa 1990) from which were drawn the offending history details which provided the basis for the risk assessment algorithm.

Rehabilitation Quotient

The Department routinely delivers a range of rehabilitative and reintegrative interventions designed to enable offenders to lead law-abiding lives. 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 this form of intervention is effectively delivered to appropriately selected offenders.

The purpose of the Rehabilitation Quotient (RQ) is to gauge the extent to which re-offending is reduced amongst those who received a rehabilitative intervention. In order to accurately measure the impact of the intervention, each 'completer' is matched with one or more 'controls' who are similar on key variables such as age, gender, assessed risk of re-offending, type of sentence (prison versus community), sentence length and, in some cases, offence type. The length of the follow-up period (eg, after release from prison, and during which reconviction is possible) for both groups is equivalent. Any differences in reconviction rates can then be interpreted as an indication of the programme's impact.

As with RI (discussed above), the Department has re-developed the RQ methodology within its data warehouse. This change offers a higher degree of reliability in respect of the figures produced, as the automated procedures ensure that matching occurs with a high degree of accuracy, and that individual records are handled in a consistent and valid manner.

Programme data are reported for offenders from two periods. Twelve-month follow-up data relate to offenders who completed a programme between 1 April 2003 and 31 March 2004. The 24-month follow-up data are for offenders who completed a programme between 1 April 2002 and 31 March 2003.

For both groups, reconviction and sentencing data relate to any new offences committed after programme completion, and up to 31 March 2005. This information was extracted from the Ministry of Justice Courts Management

System (CMS) database on 30 June 2005.

The RQ statistic signifies the *percentage-point difference* in re-conviction/re-imprisonment rates between offenders who completed individual programme types and matched 'untreated' offenders. A figure of 0.10 indicates that the reconviction rate of treated offenders is ten percentage points lower than the rate for controls (eg, if reconviction rates for treated offenders and matched controls were 15% and 25% respectively, the relevant RQ would be 0.10). A figure close to zero would indicate little or no difference in the reconviction rates between programme completers and controls.

International research in this area indicates that best practice, that is the most effective correctional programmes, can achieve only relatively modest reductions in re-convictions. The research generally shows that RQ-type scores of between 0.07 and 0.15 are attainable when adequate service delivery is targeted at appropriately selected offenders. Scores above 0.15 would be exceptional, and would generally only be expected from the most highly specialised and intensive of interventions.

Nevertheless, because of the high cost of crime even modest reductions can mean that those programmes are highly cost-effective. The Department is committed to ensuring that its rehabilitative programmes continue to develop to the point where they match, or exceed, the rates of reduced re-offending achieved elsewhere.

RQ data on intervention effectiveness produced this year are shown below in Tables 11 and 12. Results for only a proportion of the programmes delivered by the Department are presented. A number of programmes could not be included in the analysis because of inadequate sample sizes – low sample size can be a consequence of low starter rates or high non-completion rates.

In addition to the results reported here, the Department applied the standard RQ analysis to its Straight Thinking

programme. The results are not reported, as this programme is used primarily as a means of motivating offenders towards change (by agreeing to engage in a rehabilitative programme) rather than as a means of directly reducing re-offending.

Further, the RQ methodology meant that Straight Thinking results were derived solely from offenders who had not subsequently gone on to attend a rehabilitative programme (ie, data for those who had completed a subsequent rehabilitative programme were incorporated within the analysis of that rehabilitative programme). The preliminary analysis of Straight Thinking shows some negative results. More detailed analysis is required before it is possible to assess the true impact of Straight Thinking on re-offending – particularly when it is delivered as a motivator for other more intensive programmes.

Tables 11 and 12 show that most of the results are close to zero, reflecting no apparent impact of programmes on re-offending. Only one of the results reaches a level of statistical significance.

Positive results were recorded in relation to one sub-group of programmes, mainly the three prison-based drug and alcohol special treatment units (STUs), and the sex offender STUs operated by the Department's Psychological Service.

Negative results were recorded in relation to the 100-hour programmes. Closer analysis indicates that this effect may be concentrated on particular sub-groups of offenders. This is also in line with emerging international literature in this area, and suggests the need for further work on the targeting of these programmes. Further analysis will continue to be undertaken, and more comprehensive results will be reported next year.

Lack of statistical significance can be a result of small sample sizes. This problem can be overcome by combining data from multiple years (for a single programme type), or by combining data from similar programme types (eg, all

100-hour programmes) within a single year. Preliminary indications are that, when these methods were used, significantly positive results were obtained in relation to two sub-groups of programmes: the prison-based drug and alcohol STUs, and the sex offender STUs operated by the Department's Psychological Service. This finding is in accordance with more detailed evaluations previously published in relation to these programmes.

A further caveat on the interpretation of these 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 impact of which the RQ attempts to measure). At this stage the RQ methodology does not ascertain the nature and quality of these services as accessed by individuals, and does not take into account the relative contribution that each of these services may be making to final recidivism outcomes. However, it is widely accepted that the provision of education, training and reintegrative support services can have a significant impact on re-offending.

The Department is further strengthening its sentence management framework. The delivery structures for many of the Department's programmes (particularly the 100-hour programmes) are still in a developmental phase. The re-organisation of programme delivery services resulted in the establishment of Intervention Services in 2004. The Department is also seeking to improve facilitator training and skill development, their supervision, and general programme integrity.

TABLE 11: RQ RESULTS FOR REHABILITATIVE PROGRAMMES DELIVERED DURING 2002/03, WITH 24-MONTH FOLLOW-UP PERIOD (see Note 1 below)

Intervention Type	Prison Programmes		Community Programmes	
	Reconvicted	(Re-) Imprisoned	Reconvicted	(Re-) Imprisoned
Special Treatment Units (sex offending)	n/a	n/a	—	—
Special Treatment Units (alcohol & drugs)	0.16	0.10	—	—
100-hr Alcohol & Drugs Programme	-0.04	0.05	0.17	0.08
100-hr Generic Programme (M-PRO)	n/a	n/a	-0.15	-0.07
100-hr Driver Offender Programme (MODS)	—	—	0.06	0.04
Structured Individual Programme (SIP)	—	—	n/a	n/a
Community-funded violence programmes	—	—	0.05	0.02
Community-funded alcohol & drugs programmes	—	—	0.11	0.05

Note 1: Figures represent percentage-point *differences* between recidivism rates for treatment and control groups. Positive scores indicate a reduction in re-conviction/re-imprisonment for treated offenders (eg, 0.10 indicates that the rate of reconviction/re-imprisonment among treated offenders was 10 percentage points lower than the rate for untreated offenders).

Note 2: 'n/a' indicates that an RQ could not be calculated because the number of programme completers was insufficient; cells marked with a dash (—) indicate that the programme type is not delivered in that (prison or community) setting.

TABLE 12: RQ RESULTS FOR REHABILITATIVE PROGRAMMES DELIVERED DURING 2003/04, WITH 12-MONTHS FOLLOW-UP PERIOD (see Note 1 below)

Intervention Type	Prison Programmes		Community Programmes	
	Reconvicted	(Re-) Imprisoned	Reconvicted	(Re-) Imprisoned
Special Treatment Units (sex offending)	0.03	0.08	-	-
Special Treatment Units (alcohol & drugs)	0.10	0.11	-	-
100-hr Alcohol & Drugs Programme	-0.05	-0.01	-0.11	-0.08
100-hr Generic Programme (M-PRO)	-0.04	-0.06	-0.09*	-0.04*
100-hr Driver Offender Programme (MODS)	—	—	-0.01	0.00
Structured Individual Programme (SIP)	—	—	-0.04	-0.02
Community-funded violence programmes	—	—	0.01	0.02
Community-funded alcohol & drugs programmes	—	—	-0.03	-0.02

Note 1: Figures represent percentage-point *differences* between recidivism rates for treatment and control groups. Positive scores indicate a reduction in re-conviction/re-imprisonment for treated offenders (eg, 0.10 indicates that the rate of reconviction/re-imprisonment among treated offenders was 10 percentage points lower than the rate for untreated offenders).

Note 2: An asterisk (*) indicates that the result is statistically significant.

Alternative Outputs Analysis

During the course of 2003/04, the Department closely examined the issue of intergenerational transmission of criminality: the processes that underlie the widely recognised phenomenon that the children of offenders have a very high risk of becoming offenders themselves. While useful analysis was completed, the Department concluded that it could not feasibly deliver effective interventions in this area, and therefore has sought to champion this issue in work undertaken by other agencies with a clearer mandate for such interventions.

In the same year, the Department considered prison design and staffing models that differed to the current preferred model. The outcome of the process was that the Department was satisfied that its present approach was entirely justified on fiscal, operational and rehabilitative grounds.

The Department is developing a cost/benefit model to assist with the evaluation of its rehabilitative programmes. With RQ data available for specific programmes, the development and implementation of the model will provide greater visibility of the actual and projected costs and benefits associated with rehabilitative programmes, and provide data to inform decisions about optimising the prioritisation of those programmes.

Evaluation, Research and Monitoring

The Department is committed to the development of evidence-based interventions that can be implemented successfully to assist with the achievement of outcomes. As part of this approach, the Department operates an active research and evaluation programme. The programme encompasses research on new interventions, assessment of the relevance of overseas approaches

in the New Zealand context, and evaluations of the performance of specific interventions.

Projects, including some multi-year projects, progressed during the 2004/05 financial year, were:

- study into the treatment of non-completions and factors associated with participant drop-out from rehabilitative programmes, and strategies to intervene to promote programme completion
- development of a criminogenic (100-hour) programme for women offenders
- evaluation of the violence prevention unit
- investigation of the characteristics and needs of sex offenders against adults
- investigation of the characteristics and needs of very high-risk offenders.

KEY INITIATIVES DELIVERED DURING 2004/05

This section outlines the key initiatives delivered during the 2004/05 financial year. Each of these initiatives flows from the Department's *Strategic Business Plan 2003–2008* and is presented under the four themes that form the framework of that plan.

THEME 1 – Ensuring Effective Offender Management

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

The Department has implemented an integrated approach to the way that offenders are managed across all sentence types, lengths and locations. The focus in managing offenders effectively now moves to:

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

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

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

Initiatives and Achievements 2004/05

Implement year one of the Department's 2005–2008 strategy to reduce drug and alcohol use in New Zealand prisons, specifically including increasing the number of drug dogs, and other initiatives arising from the strategy, subject to funding.

The Department's *Strategy to Reduce Drug and Alcohol Use by Offenders 2005–2008* was issued in September 2004. This is the Department's third such strategy. The strategy includes 18 initiatives under three key objective headings. Although work on the strategy has progressed, the substantive work on the majority of the initiatives will occur in the 2005/06 financial year and beyond.

One initiative within the strategy has been achieved, the acquisition of three additional drug detection dogs and the recruitment of three more drug dog handlers, who completed training in November 2004. The drug dog teams were subsequently deployed in Hawke's Bay, Wanganui and Christchurch.

Implement improved information sharing between agencies following enactment of the new corrections legislation when passed.

Information sharing requirements, as identified in the Corrections Act 2004, were negotiated during the year with external agencies, as appropriate. Implementation of the Act was deferred to 1 June 2005, but a revised Memorandum of Understanding with the New Zealand Police will be in place in the first quarter of 2005/06, to codify information-sharing protocols to take account of the revised legislation.

Strategy: Implement legislative reforms

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

Initiatives and Achievements 2004/05

Continue to provide support as required for enactment of new corrections legislation and begin implementation when passed.

The Department fully met all of its obligations in respect of implementing the new legislation. The Corrections Act was passed in June 2004 and the Department supported the implementation of the legislation through to the commencement date of 1 June 2005, including the development of the Corrections Regulations 2005.

Work undertaken by the Department to support implementation, and to ensure that all requirements of the new legislation were met prior to it coming into force, included the following:

- all documentation, such as national systems, service descriptions and manuals, was reviewed and updated.
- a new delegations structure was in place from 1 June 2005 for making decisions about the management of offenders.
- the prison disciplinary process was reviewed, including the appointment of suitably trained hearing adjudicators.
- a new complaints process for the Community Probation Service was developed and implemented.

Integrate the Auckland Central Remand Prison into the Public Prisons Service following the enactment of the new corrections legislation when passed.

Planning for the transfer of the management of the Auckland Central Remand Prison from GEO New Zealand Pty Limited to the Department was completed in the first half of the year and the transition phase commenced in January 2005. A joint transition plan between the Department and GEO was developed and implemented. All elements of this plan were successfully completed, resulting in the smooth transition of the prison to the Department at midnight on 12 July 2005. Departmental work to support the transition included:

- recruitment of new staff and the transfer of ex-GEO staff to the Department
- training for new and transferring staff
- reconfirming contracts and arrangements for property management, prisoner employment, education and health services
- developing and implementing the operational policies and procedures within the prison
- integrating the Auckland Central Remand Prison information technology infrastructure into departmental systems
- developing and completing a handover agreement.

The signing of the handover agreement on 12 July 2005 confirmed the completion of all contractual responsibilities between the Department and GEO.

Implement the extended supervision regime for serious child sex offenders as required by the Parole (Extended Supervision) Amendment Act 2004.

Systems and procedures were established to support the implementation of the extended supervision regime, including the development and implementation of an extended supervision offender database and protocols with the New Zealand Parole Board, and guidelines, systems and procedures for managing offenders subject to the orders. New systems for the management of these offenders are now well established. The Department was required to make applications for orders in respect of transitional offenders by 7 January 2005. By that date, health assessments had been completed for 55 transitional offenders and, subsequently, applications for extended supervision orders were made for 41 such offenders. The overall status of the management of the extended supervision regime at 30 June 2005 is reported under Output 2.6 at page 122.

Strategy: Improve the general health of prisoners

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

Initiatives and Achievements 2004/05

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

Implementation of the health review was progressed in line with the phasing in of the approved funding, and included implementation of the new clinical governance structure and recruitment of additional health staff. Recruitment of additional nursing staff was pursued in a competitive environment and a range of recruitment initiatives were implemented accordingly. A further nurse recruitment campaign was planned, together with a national recruitment and retention strategy. Work continued on Prison Health and Disability Support Service Specifications, a health services quality, monitoring, and compliance framework and the development of options for a health procurement strategy.

THEME 2 – Improving Responsiveness to Māori

The Department has identified the criticality of effectively addressing the needs of Māori offenders. Its *Māori Strategic Plan 2003–2008* outlines opportunities to build relationships and strengthen communications between Māori and the Department. Participation of Māori in the Department's activities and initiatives will improve the effectiveness of the services that the Department provides and help to achieve the contributory outcomes of protecting the public and reducing re-offending.⁵

Strategy: Include and engage Māori whanau and hapu

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

Initiatives and Achievements 2004/05

Continue to implement the Whanau Involvement Plan.

The Whanau Involvement Plan was scheduled to be implemented in early 2005 but was delayed pending completion of work associated with the Department's responses to the State Services Commission-led ministerial review of targeted policies and programmes and work on high-priority Pacific initiatives, including development of the *Pacific Strategy 2005–2008*. Implementation of the initiatives in the Whanau Involvement Plan is now included in the Department's *2005/06 Statement of Intent*.

Strategy: Integrate Māori world views into programmes and services

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

Initiatives and Achievements 2004/05

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

Four Tikanga Māori programmes for women were planned to commence in the third quarter of 2004/05 – one at Waikeria Prison, two at Arohata Prison and one at Christchurch Women's Prison. However, delivery only occurred at Waikeria Prison, because the initial process did not identify suitable providers for Arohata and Christchurch Women's prisons. A tender process in the first quarter of 2005/06 will select appropriate providers for delivery at Arohata and Christchurch Women's prisons.

Strategy: Build the responsiveness of the Department

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

Initiatives and Achievements 2004/05

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

The Department encouraged the development of local recruitment initiatives by, and through, its service delivery entities. Different approaches to recruitment included links to national events of importance for Māori, such as significant hui and festivals.

⁵ Additional information about the Department's work in improving responsiveness to Māori is included within the Reducing Inequalities Report on pages 182–8.

THEME 3 – Contributing to Reducing Re-offending

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

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

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

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

Initiatives and Achievements 2004/05

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

The Minister of Corrections launched the Wellington Regional Reintegration Coordinator pilot in November 2004. All reintegration worker pilot positions (at Waikeria and Arohata prisons) were fully operational at the end of the year, and a report on the pilots was provided to the Minister in June 2005. The reintegration workers promote a range of services that are provided within prisons and in the community.

Other initiatives and strategies developed within the reintegration framework included a pre-release education programme, a communication strategy for stakeholders, a release package for prisoners and enhancements to data capture and monitoring systems.

The Auckland Prisoners' Aid and Rehabilitation Society was selected and contracted to provide the Supported Accommodation Service pilot in Auckland.

Strategy: *Reduce the incidence of violent re-offending*

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

Initiatives and Achievements 2004/05

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

Inter-departmental work continued against the national implementation plan. The Community Probation Service maintained representation on each of the 14 Circuit Breaker teams. Work during the year also focused on finalising an integrated quality assurance and audit process that met the needs of all five funding agencies involved in the project.

Strategy: *Improve outcomes for Pacific peoples*

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

Initiatives and Achievements 2004/05

Develop the requirements for a Pacific Focus Unit at the Spring Hill Corrections Facility.

The operating principles for the Pacific Focus Unit at the Spring Hill Corrections Facility were completed, while the operating requirements and the operating model for the unit will be developed in the first quarter of 2005/06.

Continue to progress the initiatives outlined in the Pacific Strategy including:

- *implementation of the Pacific Violence Prevention Programme*
- *develop mechanisms to evaluate effective programmes for Pacific offenders*
- *undertake research into the specific issues and needs of New Zealand-born Pacific offenders.*

Saili Matagi, the Pacific Violence Prevention Programme, was implemented at Auckland Prison following a successful pilot in 2003/04. The Department approved a new framework for the evaluation of Pacific interventions, and completed research on issues for New Zealand-born Pacific offenders.

A new *Pacific Strategy 2005–2008* was also developed during the year, and subsequently launched by the Minister of Corrections on 29 July 2005.

Strategy: *Return young offenders to a positive role in society*

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

Initiatives and Achievements 2004/05

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

Year three of the Reducing Youth Offending Programme pilot was completed at the two pilot sites in Auckland and Christchurch, and the evaluation process is continuing. During the year, the programme faced a number of challenges relating to referral rates and staffing, but these issues were managed and have improved as the year progressed.

THEME 4 – Enhancing Capability and Capacity

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

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

Strategy: *Develop the capability and capacity of staff and managers*

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

Initiatives and Achievements 2004/05

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

Under the Management at Corrections programme, training modules for performance management, responsiveness, managing financial and business information, and health and safety were developed, piloted and implemented. In addition, a number of the Department's managers progressed through the leadership assessment centre managed by the Leadership Development Centre. As a result of resourcing constraints, it was not possible to implement processes to identify high-potential managers for succession and higher development purposes. However, the Department's Services have implemented Service specific management development programmes to complement the departmental Management at Corrections programme.

Strategy: *Provide an increasingly safe and healthy work environment*

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

Initiatives and Achievements 2004/05

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

A National Health and Safety Strategy 2005–2008 was approved. The strategy was developed in the context of the Government's Workplace Health and Safety Strategy to 2015, which was released in June 2005. A National Health and Safety Plan has also been approved, which identifies appropriate actions in support of the health and safety strategy to 2008.

Strategy: *Provide facilities to meet projected demand*

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

Initiatives and Achievements 2004/05

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

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

The Northland Region Corrections Facility was officially opened by the Minister of Corrections on 8 March 2005. All operational handover and commissioning work was completed in advance of the first prisoner receptions on 29 April 2005 and commissioning of the facility proceeded as planned. The phase-in of prisoners was slightly ahead of schedule at 30 June 2005, with 93 beds occupied compared with the 72 beds originally planned. It is anticipated that commissioning of the facility will be completed in the second quarter of 2005/06.

Construction of the Auckland Region Women's Corrections Facility is well advanced and is due for completion in 2006, while commissioning planning for this facility has been progressed. Earthworks for the Spring Hill Corrections Facility were completed during the year and begun for the Otago Region Corrections Facility. Both facilities are expected to be completed in 2007.

In response to prison population pressures, the Government approved the construction of 493 new beds at existing prison sites. Work began during the year and will continue in 2005/06.

Strategy: *Maintain existing facilities as appropriate*

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

Initiatives and Achievements 2004/05

Complete implementation of business continuity planning.

Business continuity plans for the Department's groups and services were approved. Head Office plans were tested in desk-top exercises, including the development of arrangements to use alternative sites in the event of an emergency. Documentation of business continuity plans was completed for the Department's individual services, with plans being held at each site.

RISK MANAGEMENT

The Department recognises that risk management is an integral component of its operations. Risk management is the ongoing requirement to identify and address risk that may impact on the achievement of objectives and the delivery of services.

Risk Management Overview

A risk management framework was implemented across the Department in 2001. A key objective since then has been to ensure the fundamentals of the framework are firmly incorporated into management practices. The Department's risk management framework is based on the Australian/New Zealand standard AS/NZ 4360:1999 Risk Management, which has recently been updated by AS/NZ 4360:2004. The Department is assessing its risk management framework against the revised standard.

The risk management framework is overseen by the Department's Assurance Board, which comprises the Chief Executive and external appointees. The Department also operates a number of separate control mechanisms, including the Internal Audit and Prison Inspectorate functions within the Strategic Services Group, peer review of processes within the Public Prisons Service and an internal control framework.

Departmental Risks and Uncertainties

Throughout 2004/05, the Department was under constant pressure because the increasing demand for prisoner beds at times exceeded the Department's 96 percent maximum operational capacity across almost all of its correctional facilities. By way of long-term risk mitigation, the Department implemented a building programme to accommodate the increased numbers of prisoners. In the short term, the Department employed risk mitigating strategies by using police and court cells to accommodate transitioning remand and sentenced prisoners temporarily and instituted double-bunking where possible in existing

facilities. The ongoing uncertainty for the Department is the continued effective management of increasing prisoner numbers in the short-term whilst completing construction and commissioning of new correctional facilities in the medium term. Compounding this uncertainty is the accurate forecasting of future numbers of prisoners in the light of increased police clearance rates and a 25 percent increase in the number of sentences of less than six months being imposed in preference to non-custodial sentences.

Increased prisoner numbers challenged departmental resources and increased the risk of rehabilitative interventions not meeting the objective of reducing re-offending. This risk is primarily realised in the event of non-compliance with assessment and sentence management processes for short-serving prisoners. For longer-serving prisoners, the risk for the Department resides in rehabilitative programmes and interventions being delivered at too low a level and not targeting the offenders' most prevalent criminogenic needs to impact positively upon reducing re-offending. The current and developmental risk mitigation strategies being undertaken by the Department involve improved induction processes, reviews of assessment methodologies, data measurement methodologies, targeting and programme delivery strategies, criminogenic programmes, and improving operational training and delivery. In common with overseas corrections jurisdictions, the Department shares an uncertainty that mitigation strategies aimed at ensuring opportune and effective rehabilitative interventions, require research, measurement and evaluation and are difficult to deliver.

The management of high-risk offenders presented a range of issues, particularly in respect of those released back into the community. This placed additional pressures on the Department to deliver sentence management, deal satisfactorily with the victims, provide adequate resources to maintain business systems to the required quality level, and publicity strategies to manage the possibility of offenders re-offending. The risk mitigation strategies deployed by the Department to manage these issues included:

- implementation of processes for identification, notification and management of high-risk offenders
- working closely with the New Zealand Parole Board and other agencies within the justice sector
- development of a media strategy to manage publicity surrounding high-risk offenders
- the implementation of procedures to identify and process all transitional offenders.

Risk to Achieving Outcomes

The management of risks is integral to the Department's operational approach on a day-to-day basis. It uses a series of short-term tactical strategies to manage unexpected risks, with longer-term risk management factored into its strategic planning processes. In this way, the Department seeks to minimise risk to the overall achievement of departmental outcomes.

Risk Identification Process

The risk management process involves the identification, analysis and evaluation of risks, and the implementation of effective risk mitigation strategies. Table 13 identifies the most significant risk areas and describes the mitigating strategies in place to ensure the risks do not eventuate.

TABLE 13: RISK MANAGEMENT STRATEGIES

Risk Area	Mitigating Strategies
Effective management of high-risk offenders	The Department has implemented policies for the identification, notification, and management of high-risk offenders
The Regional Prisons Development Project	Ongoing project monitoring and assurance activities are in place
Performance requirements for Corrections Inmate Employment	Ongoing monitoring and review of prisoner employment activities are in place
Sufficient staff capability and capacity to deliver effective offender management	Resources have been dedicated to: <ul style="list-style-type: none"> • training and development of staff, and monitoring achievement of standards • recruitment campaigns
Effectiveness of rehabilitative interventions designed to contribute to reducing re-offending	Ongoing development, implementation and improvement of evidence-based specialist rehabilitative programmes Increased litigation by offenders Implementation and ongoing monitoring of national compliance processes for core operational management systems
The integration of Auckland Central Remand Prison into the Public Prisons Service	Plans are in place to ensure effective integration within expected financial and operational criteria
Meeting demand for prisoner beds within the Department's physical and staffing capacity	The Department is implementing measures to provide additional temporary and permanent capacity to address current and future demand
Public confidence in the corrections system	The Department has implemented appropriate communications and media-management policies
Recruitment and retention of staff for the Public Prisons Service	The Department has implemented a major recruitment campaign both domestically and internationally and has established a working party to consider recruitment and retention issues

CAPABILITY

In achieving successful delivery of outputs and making the appropriate contribution to departmental and shared outcomes, the Department has developed its people and infrastructure. This investment in improved capability was appropriately prioritised and underpinned by clear linkages to results.

Output Pricing Review

A departmental output pricing review, conducted in conjunction with central agencies in 2002/03, concluded the Department was facing significant funding issues primarily because of the accumulated impact of unfunded and volume pressures. The result was that the Department's output delivery was being adversely affected and its capability and capacity diminished.

The Government provided additional funding for the Department to restore and maintain capability progressively from 2003/04. This has enabled the Department to plan delivery against successive Statements of Intent with assurance and to begin to rebuild its capability and capacity to deliver effective service. The review identified, however, the possibility of future consideration of some information technology and asset and property issues.

The review enables the Department to:

- provide additional resources for the Psychological Service (\$1.076 million)
- support the work of the New Zealand Parole Board (\$0.889 million)
- enhance the investment in training and development for staff and managers (\$8.665 million)
- increase the number of Probation Officers, together with improved training programmes for them (\$9.100 million)
- develop risk assessment procedures for prisoners (\$0.775 million)
- carry out additional property maintenance (\$2.605 million)
- provide ongoing support for the information technology platform and infrastructure (\$8.570 million)

- improve health services for prisoners (\$4.531 million).

The figures above are GST exclusive and represent permanent increases in funding from 2006/07 onwards per annum. In agreeing to proceed, the Government also decided that a review of the effectiveness of the funding provided would be undertaken from 2005 onwards.

Funding 2004/05

In addition to the output pricing review commitments, the following funding was made available as part of the 2004 Budget:

- construction of new corrections facilities in Auckland, Waikato and Otago
- increases in the number of New Zealand Parole Board hearings and home detention orders
- assuming responsibility for the Auckland Central Remand Prison
- enhancing security measures that reduce the supply of drugs into prisons
- continuation of reintegrative support services including the contract with the New Zealand Prisoners' Aid and Rehabilitation Society and contributing to the costs of volunteer organisations and volunteers
- implementation of extended supervision orders for serious child-sex offenders on their release from prison.

Funding Outlook for 2005/06

The following funding has been made available as part of the 2005 Budget decisions:

- operating costs associated with the Auckland Region Women's Corrections Facility
- capital funding for the completion of construction, commissioning fit-out and ongoing operating costs for the Spring Hill Corrections Facility and the construction costs associated with the Otago Region Corrections Facility
- funding for an increased number of reports to the New Zealand Parole Board
- funding to maintain the increased number of New Zealand Parole Board hearings
- expansion of services to assist prisoners to reintegrate successfully back into the community
- funding for demand driven costs associated with unexpected prisoner levels, including capital funding for additional accommodation at existing prison sites
- funding for monitoring of prisoners' telephone calls and to increase crime prevention information capability.

Supporting the Strategic Business Plan, the Department has developed four operational strategies. These strategies provide an approach for the four capability areas outlined below.

Facilities and Infrastructure

The Department's physical infrastructure, and the management systems required to operate it, has been subject to change and expansion since 1995.

The growth in the prison population in recent years, in excess of forecast trends, has necessitated an expansion in new prison facilities and infrastructure, as well as addressing the capacity of some existing prisons and developing options to meet prison demand post-2008.

During the past year, the most important infrastructure issue for the Department was applying the regional prisons policy in a consistent manner and in managing the pressures generated by increased numbers of prisoners. Planning for this involved the commissioning of new facilities and the maintenance and improvement of existing facilities to ensure that they complemented the regional prisons policy. Maintenance issues included energy efficiency and compliance with occupational safety and health requirements.

The *Facilities and Infrastructure Operational Strategy 2003–2008* involves activity in the following key areas:

- implementation of the Regional Prisons Development Project
- economical management of the maintenance of existing facilities and other assets
- ensuring facilities and infrastructure (application of new technology) support the effective management of offenders and facilitate rehabilitation
- developing positive relationships with communities.

The first of four new corrections facilities, the 350-bed Northland Region Corrections Facility at Ngawha, near Kaikohe, was officially opened in March 2005, and is planned to be operating at full capacity in the second quarter of 2005/06. During the year, construction commenced on the other three new corrections facilities. The 650-bed Spring Hill Corrections Facility is under construction at a site between Meremere and Te Kauwhata and is scheduled to open in 2007. Construction commenced on the Auckland Region Women's Corrections Facility, a comprehensive 286-bed prison in Manukau City planned to be opened in 2006. The Department also started

construction of a 335-bed facility in Otago. The site for the Otago Region Corrections Facility is at Milburn, south of Dunedin and this facility is scheduled to receive prisoners in mid-2007.

Construction of 493 new beds at existing prison sites began in 2004/05 and will continue in 2005/06. This will see the addition of new accommodation at a number of sites, as well as the modification of infrastructure and facilities. The Department also worked on design options associated with consideration of the future of Mt Eden Prison.

The Department has made a concerted effort over the last seven years to improve the overall state of its property portfolio. Accordingly, capital was received to refurbish buildings to meet health and safety standards and provide a sustainable working environment. At the same time, the prison portfolio has been expanding by an average of 220 beds per year and work is in hand to provide for predicted custodial requirements to 2008. The Department has addressed critical building work, principally compliance with health and safety legislation. Funding for deferred maintenance has been provided through to the end of 2005/06 and is prioritised to achieve legislative compliance and meet health and safety standards. Major refurbishment projects at Wanganui, Manawatu, Arohata, Rimutaka and Christchurch prisons have been substantially completed, although the remainder of this work will extend into 2005/06. Deferred maintenance funding has also enabled extensive modifications at Invercargill, Hawke's Bay, Christchurch Women's and Auckland prisons. Work on these sites has been commissioned and will be completed by the end of 2005/06.

A security review completed in 2004/05 resulted in seven prison sites receiving major improvements to perimeter fencing. These sites were also upgraded with metal detectors and improved security camera coverage. A complete reissue of radio communication equipment was also achieved along with many other recommended small-scale improvements.

There has been an ongoing rationalisation of property for Probation and Offender Services. This has involved the co-location of services and the construction of larger combined facilities in the property portfolio owned by the Department. The future direction is for more co-location and responding to changing property needs.

During the year, Corrections Inmate Employment invested in expanding productive capacity in both land-based and manufacturing enterprises. This involved developing large-scale livestock enterprises at several sites, and developing or refurbishing facilities to accommodate prisoner employment activities that operate in as commercial a manner as possible. Corrections Inmate Employment also invested funds to replace kitchen and laundry equipment for providing internal services more efficiently, and for initiatives to centralise kitchen and laundry services.

Information Technology

Information technology (IT) strategies have been progressively developed, since the Department's inception in 1995, to provide the key business systems needed to manage a large organisation. Standard IT systems were established, as well as a national system for offender management. These strategies focused on developing appropriate infrastructure and systems for the Department.

The Information Technology Strategy 2003–2008 aims to:

- consolidate the existing infrastructure, operational and basic managerial systems
- continue, and strengthen, the management and cost-effective delivery of systems
- continue the evolution of the offender management system to support developing offender management business processes
- design better managerial processes and business decision making, based on quality information from the base business information systems and the data they contain, to support

the growth of a knowledge-based management organisation

- maintain and improve current operational systems and ensure they continue to add value
- increase user satisfaction with the delivery of IT services
- continue the proven practices that exist and underpin the delivery of all IT support.

The Department has built an IT service appropriate to its size and business needs.

The Integrated Offender Management System (IOMS) was implemented in 1999 and today it is used by most operational staff on a daily basis. Major rollouts have progressively delivered functionality, initially for day-to-day offender management and then followed by sentence planning and management, and management of rehabilitative programmes. Development was affected by the introduction of the Sentencing Act 2002 and Parole Act 2002, which required extensive changes to IOMS.

A major review of IOMS and its relevance to the operations of the Department was completed in 2003/04. The review confirmed the effectiveness of the system and identified the ongoing development requirements for the next eight years. Development of a data warehouse began in 2003/04 and has continued to meet demand for management information.

Major IT initiatives undertaken during 2004/05 included:

- continued development of the Department's data warehouse
- implementation of new systems, including the provision of kiosks, to make information more readily available to prisoners
- development of an electronic document and record management system
- implementation of system enhancements following the IOMS review
- development of the Department's enterprise architecture.

Human Resources Management

Early human resources development assisted the Department through its establishment phase by focusing on putting in place basic policies, procedures and systems and then supporting the changes required by the development and implementation of a new approach to managing offenders.

The *Human Resources Operational Strategy 2003–2008* is intended to support the Department's outcomes by building on its existing culture and capability through key initiatives grouped under the following themes:

Alignment of Organisational Culture

- more clearly define the desired organisational culture with which to align human resources policy and practice
- evolve a leadership style supporting the organisation's emerging stage of development
- influence the organisational culture to match more closely that required to support the organisational direction, and the values and ethics of the Department and the public service
- improve relationships between management, employees and their representatives
- develop the work environment to be increasingly safe and healthy for employees and visitors, the public and offenders.

Responsiveness to Māori and Diversity

- increase the number and proportion of Māori and Pacific staff in management and key roles, especially those dealing with Māori and Pacific offenders
- increase awareness of all staff about: Māori and Pacific cultures; women; youth; those with disabilities and health problems; and other groups represented within the offender population
- recognise and value the specific contributions that Māori and Pacific peoples, male and female staff are able to make towards organisational responsiveness within the Department

- identify and eliminate barriers to Māori and Pacific peoples and female staff progressing into senior roles and positions of influence
- recent responsiveness initiatives include implementation of a Te Reo Strategy, responsiveness training for staff, development of a responsiveness training module for managers and consideration of a Māori name for the Department.

Enhancement of People Capability and Capacity

- develop manager and staff capacity in readiness for opening of new prisons
- focus on developing manager competence
- build management and staff capability for the future
- focus on specific recruitment and retention issues
- provide more effective support for managers
- assist managers to develop the competence of frontline and support staff.

An Effective Human Resources Framework

- develop and continuously improve the human resources framework within the Department
- develop the human resources information systems
- support managers and staff to align their actual practice with required policy and desired practice.

The Department now has robust human resources policies and practices. Further work is required to integrate the management development component into a single department-wide framework, linked with wider public service initiatives. Additional work is also required to address recruitment and retention issues, especially those associated with the commissioning of new prison facilities. The Department has also made progress on identifying what it needs to do to be more responsive to Māori, Pacific peoples and other groups. A number of initiatives have been piloted for wider implementation. While

progress has been made, it will take some time for the current initiatives to produce results in terms of increased representation of Māori and Pacific staff in key roles across the Department.

Central to the development of desired organisational culture has been the Department's focus on its Values Statement: PRIDE, which stands for Professionalism, Responsiveness, Integrity, Diversity, Effectiveness and Efficiency. The PRIDE values have been reinforced throughout the Department, and through the recently developed award scheme, PRIDE in Corrections – a Chief Executive Award, which recognises and rewards staff who demonstrates the Department's PRIDE values. The scheme will be implemented during 2005/06 along with other initiatives aimed at embedding values and shaping desired culture throughout the Department.

In 2003, the Department achieved primary status in the ACC Partnership Programme and has maintained this status through successive annual audits. The Department has successfully implemented a system for employee representation and provides ongoing training for its elected representatives and staff serving on health and safety committees. Significantly, the frequency and severity of injuries continue to fall and the Department is committed to further consolidation and reinforcement of the systems and processes implemented to date.

As part of the Department's commitment to manager development (the Management at Corrections initiatives programme), four training modules were developed in 2004/05. These modules will be progressively implemented in 2005/06 along with the development of further core products and greater linkages to the opportunities provided by existing public service development programmes.

Other key human resources initiatives progressed during 2004/05 included:

- development of a new three-year National Health and Safety Strategy

- continued development of the Department's Human Resources Performance Monitoring Framework
- development of the new Te Reo Strategy
- continued delivery of the Department's Future Leaders and Career Workshops programmes
- continuation of the Probation and Offender Services management capability project
- implementation of 'core' training for Corrections Inmate Employment instructors
- assessment of a range of initiatives targeting recruitment of staff into the Department
- the introduction of a new scheme to recognise long service.
- development of the Probation Officer curriculum.

Communications

Earlier communications strategies focused on supporting the organisation through a period of sustained change and resulted in:

- the Department developing a robust corporate identity
- the development of policies and systems to support the proactive management of external and internal relations, including specific tools to support interactions with Māori and Pacific peoples
- the establishment of a consistent, professional and credible interface between the Department and the media, for managing routine enquiries and major incidents
- improved public awareness and understanding of the Department's role and responsibilities, and improved stakeholder support for major initiatives and projects
- a focus on consultation with communities at both regional and national levels.

The goals of the *Communications Operational Strategy 2003–2008* are to:

- foster internal appreciation of, and commitment to, the Department's strategic direction and how we work together to achieve it
- increase external awareness, understanding of, and support for, the role of the Department and the issues and challenges in managing offenders
- build communications activities for specific initiatives that give focus to, and reinforce, the four themes underpinning the Department's strategic direction.

Current communications challenges in supporting the overall strategic direction include issues of working together as an organisation, increasing community involvement with the Department's work and ensuring that the Department's perspective is included in media coverage and public debate.

The challenge of increasing staff understanding and support for the strategic direction is a vital component of enhancing the Department's capability and capacity. With much already achieved in terms of establishing an overall identity, there is now an emphasis on internal relationships and improving staff understanding of the organisation as a whole.

In recent years, the Department has increasingly emphasised the importance of working with communities and stakeholders. As a result, the Department has been more proactive about the way in which it communicates with the public and community groups. In particular, the increased focus given by the Department to initiatives involving Māori and Pacific peoples has required the development of specific communications activities to support these.

With high public interest in the Department's work, there will frequently be reactive management of media interest in specific events. The Department may receive upwards of two hundred media enquiries each month and a new Media Centre section has been added to the Department's website to assist journalists' access

to factual information and data. In addition to responding to and providing balance and context to these enquiries, a wide range of proactive communications initiatives were undertaken in the year, including support for:

- the opening of new facilities, including the Northland Region Corrections Facility
- staff recruitment campaigns
- the introduction of new Corrections legislation
- the launch of new departmental strategies, including the *Pacific Strategy 2005–2008* and the

Strategy to Reduce Drug and Alcohol Use by Offenders 2005–2008

- the launch of new reintegrative initiatives and pilot programmes
- the publication of research and evaluation results
- public open days at several Corrections facilities
- the facilitation of documentary filming proposals on aspects of Corrections operational activities
- production of internal and external publications, including the Department's flagship publication *Corrections News*.

Capital Expenditure

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

Capital expenditure trends and forecasts are shown in figure 19.

FIGURE 19: CAPITAL EXPENDITURE TRENDS AND FORECASTS

	2005/06 Forecast \$000	2004/05 Actual \$000	2003/04 Actual \$000	2002/03 Actual \$000	2001/02 Actual \$000	2000/01 Actual \$000
Land and buildings						
New regional prisons	266,000	153,440	60,371	33,790	13,660	10,080
Prison expansion – additional beds	86,000	28,200	–	24,060	32,950	22,090
Design options associated with the consideration of the future of Mt Eden Prison	4,500	520	–	–	–	–
Security projects, including fences	–	1,780	10,930	3,730	3,700	6,080
Health and safety work	22,000	15,920	1,993	5,410	4,110	2,640
Deferred maintenance work	32,500	18,930	12,457	3,230	2,690	–
Probation and Offender Services accommodation	6,000	3,680	1,703	2,570	4,510	1,520
Sub-total	417,000	222,470	87,454	72,790	61,620	42,410
Inmate employment projects	4,500	3,490	5,118	5,450	3,540	3,490
Plant and machinery, equipment, motor vehicles, and furniture and fittings	9,140	6,450	6,560	4,470	6,790	7,250
Information technology	16,000	12,130	6,690	10,170	13,220	11,450
Total	446,640	244,540	105,822	92,880	85,170	64,600

COLLABORATION WITH OTHER AGENCIES

To achieve the best results from its activities, the Department works closely with the core justice sector agencies – the Ministry of Justice (justice sector policy and courts), New Zealand Police (operational decisions affecting the management of offenders) and Child, Youth and Family (youth justice). Close collaboration is also maintained with the Ministry of Social Development (employment and industry-accredited training initiatives for prisoners) and the Ministry of Health (forensic mental health and intellectual disabilities).

The Department also has in place a number of agreements with other government departments and agencies to assist with achieving its goals of protecting the public and reducing re-offending. The Department is also represented on a large number of local, regional and national intersectoral committees, established to contribute towards achievement of key government goals. These inter-agency agreements and intersectoral committees are discussed further in the Sustainable Development Report in Part 3.

During the 2004/05 financial year, the Department addressed a number of priorities, in collaboration with other agencies, as follows:

- improving information-sharing arrangements with external agencies within the context of the implementation of the Corrections Act 2004 and Corrections Regulations 2005
- working with the Ministry of Health to develop options for the delivery of primary health care services for prisoners
- continuing, in its third year, the pilot Reducing Youth Offending Programme with Child, Youth and Family
- contributing to the development of a second national mental health plan
- departmental contributions to the Budget Input Steering Committee
- participation in the State Services Commission-led ministerial review of targeted policies and programmes

- joint initiative work with the Ministry of Social Development to introduce Work and Income staff to prisons to help offenders make a smooth transition from prisoner to employee.

State Services Development Goals

The Department does not work in isolation. It is one of many government departments, and one of several agencies in the justice sector, as highlighted above. In March 2005, the State Services Commission announced six development goals, intended to apply to all government agencies:

- Employer of choice – ensure the state services is an employer of choice, attractive to high achievers with a commitment to service
- Excellent state servants – develop a strong culture of constant learning in the pursuit of excellence
- Networked state services – use technology to transform the provision of services for New Zealanders
- Coordinated state agencies – ensure the total contribution of government agencies is greater than the sum of its parts
- Accessible state services – enhance access, responsiveness and effectiveness, and improve New Zealanders' experience of state services
- Trusted state services – strengthen trust in the state services, and reinforce the spirit of service.

The Department's work needs to be aligned with these development goals in the future. In terms of 'coordinated state agencies', the Department's closest links within the public service are with other agencies in the justice sector. What happens in the justice sector as a whole has a significant impact on the Department, and close collaboration in a whole-of-government manner will assist each agency to become more effective.

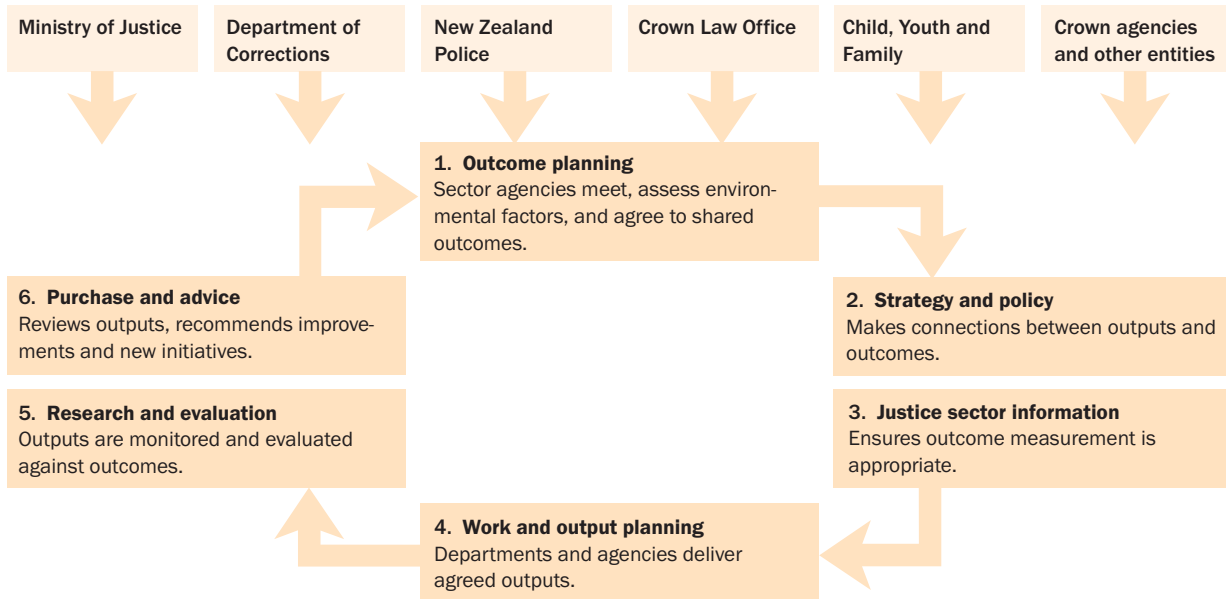
Justice Sector

The justice sector comprises the core agencies of the Ministry of Justice, Department of Corrections, New Zealand Police, the Crown Law Office, Serious Fraud Office, and Child, Youth and Family.

The sector works collaboratively with the Ministry of Social Development, Ministry of Health, Ministry of Education and Te Puni Kōkiri. It also has links with a number of Crown agencies including the Legal Services Agency, Human Rights Commission, Office of the Privacy Commissioner, Office of the Ombudsmen, Police Complaints Authority, Law Commission, New Zealand Council of Victim Support Groups, Electoral Commission and elements of the New Zealand Public Trust.

The success of the justice sector is dependent on all agencies coordinating their activities to ensure that individual issues are addressed in the most effective manner, as illustrated below.

TABLE 14: THE JUSTICE SECTOR



Justice Sector End Outcomes

The core agencies of the justice sector have developed two sector end outcomes to guide the work of the sector:

- safer communities
- a fairer, more credible and effective justice system.

These end outcomes reflect the importance of crime reduction priorities and ensuring the justice system continues to meet the needs of society.

Justice Sector Intermediate Outcomes

Following the development of the justice sector end outcomes of safer communities and a fairer, more credible and more effective justice system, the core sector agencies developed two sets of more specific intermediate outcomes. Each of the core agencies is responsible for adopting, refining and progressing those intermediate outcomes that relate directly to their strategic direction.

End Outcome

Safer communities

(being communities in which there is reduced crime and in which safety and wellbeing is enhanced through partnerships)

This outcome focuses on the key government goal of building safe communities, and is aligned with the priorities of the Government's Crime Reduction Strategy. Community safety influences the way people engage in social, productive or creative enterprises or activities. People are assured when there are core safety functions, less crime and a visible police service that meets communities' expectations to lead safe lives. Safety is also enhanced when communities are supported in their desire to be safe through locally based government agencies and organisations.

The characteristics of safer communities require:

- the reduction of crime
- enhanced road safety
- maintenance of order and preservation of the peace
- assistance for members of the public when they call for police services
- minimisation of threats to national security
- safe and secure management of offenders by way of compliance with sentences and orders
- assurance that those who have offended are rehabilitated and reintegrated effectively back into society
- crime prevention and safety intervention partnerships, through supporting local authorities, communities and non-government organisations to achieve common community safety and crime prevention goals
- partnerships with Māori to improve outcomes for Māori, particularly the reduction of offending by, and victimisation of, Māori
- the achievement of wellbeing and improved life outcomes for children, young persons and their families where criminal activity or family relationship issues are factors.

Intermediate Outcomes

Reduced youth offending

Reduced offending by Māori

Reduced violence

Reduced family violence

Reduced burglary

Reduced organised crime

Reduced serious traffic offending

Reduced theft of and from cars

End Outcome**A fairer, more credible and more effective justice system**

(being a system in which people's interactions are underpinned by the rule of law and justice services are more equitable, credible and accessible)

This outcome focuses on the key government goal of reducing inequalities by better coordination of strategies across sectors. New Zealand's justice system comprises constitutional arrangements and legal frameworks, civil and criminal structures, police investigations, judicial processes and dispute resolution, and offender management.

The characteristics of a fair and effective justice system require:

- laws, regulations, policies and practices that provide certainty for people in their relationships with each other and with the government and its agencies
- an appropriate balance between the powers of the State and individual rights and freedoms, including the right to question the actions of public agencies
- equitable, easily accessible and credible justice services that are understood by the people using them
- timely processes and fair results
- the confidence of the public
- courts that protect the rights and freedoms of natural persons and are independent (constitutional integrity)
- the right to due process (that is, the right to be represented in court by a lawyer, have evidence heard in an open court, have cases proved beyond reasonable doubt, appeal against a conviction, etc)
- disputes between individuals, groups and/or companies dealt with by the rule of law (business contracts, wills, tax, land and other property, cases where negligence has caused another's loss, and family matters)
- robust appointment processes for judges and a well-supported judiciary
- accountability for criminal offences through sentences that are seen to be appropriate and fair
- protection for the vulnerable
- the rights of victims to be protected and their interests properly taken account of
- fair treatment of offenders
- unimpeachable integrity from individuals and agencies within the system
- historical Treaty claims being resolved in a fair, durable and timely manner
- a parliamentary electoral system, which is managed in a way that maintains the confidence of citizens, political parties and Parliament.

Intermediate Outcomes

Improved access to and delivery of court services, and Child, Youth and Family services

Improved public confidence in the Police, judiciary and other justice institutions

Improved relationships between the Crown and Māori

Improved laws governing family relationships and other private dealings