

In Confidence

Office of the Minister of Corrections

Chair, Social Wellbeing Committee

Māori Pathways for Māori in the corrections system and their whānau: report-back

Proposal

1. This paper provides an update on Māori Pathways pilots for Māori in the corrections system and their whānau.

Relation to Government Priorities

2. The Government's 2020 election manifesto committed to expand Māori Pathways to Māori women in the corrections system (the Mana Wāhine pilot).

Executive Summary

3. Māori Pathways will provide whānau-centred, kaupapa Māori approaches for Māori in the corrections system and their whānau over four-year pilots (**Rec 1**). Māori Pathways are not a programme or a set of initiatives, they provide a fundamental shift in Corrections' approach to improve outcomes for Māori.
4. While this shift in approach will take time, positive progress is being made. Delivery timeframes have shifted to recognise the complexity of this task, to ensure effective co-design and due to the impact of COVID-19.
5. Cabinet requested a report-back on the first two years of Māori Pathways in Hawke's Bay and Tai Tokerau in 2019 [CAB-19-MIN-0174.08] (**Rec 2**). The lessons learnt from the pilots are relevant to other government agencies that implement significant shifts in partnership with Māori. Agencies must find a balance between government and Te Ao Māori approaches and build the cultural capability of staff (**Rec 3**).

Background: Māori Pathways provide new approaches for the corrections system

6. In 2019, I announced the four-year Māori Pathways pilots jointly with the Minister for Whānau Ora and the Minister of Social Development. The pilots initially received:
 - 6.1. \$63 million in Budget 2019 for the co-design and delivery of Māori Pathways in Hawkes' Bay and Tai Tokerau, and for the co-design of the Mana Wāhine pilot.
 - 6.2. \$35 million In Budget 2019 for Paiheretia te Muka Tāngata (Paiheretia) (**Rec 1**). Paiheretia is a key Māori Pathways whānau ora initiative jointly led by Te

Puni Kōkiri, Corrections and the Ministry of Social Development in partnership with Māori.¹

7. A further \$10.1 million was allocated for the delivery of the Mana Wāhine pilot in Budget 2021.

Māori Pathways sit within the wider context of the Tū Mai Te Rangi! report and Hōkai Rangi

8. In 2017, the Waitangi Tribunal's Tū Mai Te Rangi! report emphasised the Crown's responsibility to develop a "renewed strategic focus that gives appropriate priority to reducing the disproportionate rate of Māori reoffending."
9. Tū Mai Te Rangi! was published in the context of steady increases to the prison population over twenty years, from 148 people imprisoned per 100,000 in 2000 to 214 per 100,000 in 2018. Māori were significantly overrepresented in the prison population throughout this time and a new strategic approach was required.
10. In 2019, Corrections launched Hōkai Rangi, its strategic approach 2019-2024, to contribute to reducing Māori overrepresentation and provide a new direction for the corrections system centred on wellbeing. Māori Pathways have a key role in supporting the shift in approach under Hōkai Rangi.

Māori Pathways are an important part of achieving change under Hōkai Rangi

11. Māori Pathways provides whānau-centred, kaupapa Māori approaches for people in the corrections system and their whānau. The pilots have been co-designed with iwi, hapū, mana whenua, whānau, Māori providers, and people with lived experience of the corrections system (**Rec 1**). Māori Pathways will also provide improved access to programmes across several prisons and for people in the community, as set out in Appendix One.

Paiheretia is integral to the Māori Pathways pilots

12. Paiheretia is an integral aspect of Māori Pathways that provides whānau ora approaches for people engaged in the corrections system. Whānau ora recognises the collective strength and capability of whānau to achieve better outcomes.
13. There are three key aspects to Paiheretia. First, a workforce of kaiarataki navigators work directly with whānau at all stages of their engagement with the corrections system. They assist whānau to set goals, access services, and maintain links with other whānau members. Secondly, this links in with a newly designed integrated case management service delivered by the Ministry of Social Development. Third, Paiheretia supports the cultural uplift of Corrections' staff to work in kaupapa Māori, whānau-centred ways.

The pilots in Hawke's Bay and Tai Tokerau will now focus on Māori men of all ages

14. The initial intent was for the Hawke's Bay and Tai Tokerau pilots to focus primarily on Māori men aged under 30, who are overrepresented in high security prison units and

¹ Te Puni Kōkiri received \$21.787 million of the Paiheretia funding, Corrections received \$10.4 million, and the Ministry of Social Development received \$2.3 million.

have high reconviction rates. This approach also reflected the need for improved access to programmes in high security units. Due to demographic changes, it is appropriate for these pilots to be available to Māori men of all ages.

15. The prison population reduced from 10,000 people in May 2019 to 7,982 on 15 October 2021, with a corresponding 24 percent reduction in the number of Māori men in prison aged under 30 in Hawke's Bay and Tai Tokerau. This built on a 15-year decline in the number of Māori men aged under 25 in prison. Recent research is cautiously optimistic that this could lead to wider changes within the prison population over time.²
16. While there are significantly less Māori in prison than in 2019, Māori overrepresentation has not reduced, and Māori Pathways will have a key role in efforts to achieve these shifts.

Māori Pathways needs to be viewed in the context of work across the sector with Māori

17. Responding to Māori overrepresentation requires work across government agencies and sectors in partnership with Māori. Partnerships are starting to change how the justice sector operates to achieve better outcomes with Māori. Key examples include the Te Ao Mārama model that is being developed by the judiciary for the District Courts, New Zealand Police's Te Pae Oranga, and the cross-sector High Impact Innovation Programme. The Māori Pathways pilots are identifying opportunities to align with these initiatives

Progress has been made towards the implementation of Māori Pathways

18. Māori Pathways involves a significant shift of approach at the pilot sites. Initial delivery timeframes shifted to strengthen relationships with iwi and hapū and develop co-design capability within Corrections. Timeframes were also impacted by the COVID-19 pandemic and the need to ready frontline staff to support the kaupapa of Māori Pathways. Details of how timeframes have shifted from the indicative timeframes in Budget 2019 are set out in Appendix Two.

Progress towards the development of Māori Pathways in Hawke's Bay

19. While I officially launched Māori Pathways in Hawke's Bay in April 2021, initial changes were made at Hawke's Bay Regional Prison from August 2019. A key change was the creation of high security Te Ara Māori unit. Tikanga is integrated into the day-to-day life of the unit and Pou Arahi roles provide tikanga, te reo, kapa haka and pastoral support for men across the prison.
20. A number of approaches that underpin Māori Pathways in the Hawke's Bay have been co-designed with Ngāti Kahungunu Iwi Incorporated (Ngāti Kahungunu). This reflects the increased emphasis on iwi involvement in co-design, and the organisations and people mandated by them, over the course of the pilots. A key example is the largely iwi-led co-design of three kaupapa Māori approaches collectively referred to as 'Tenei Au, Tenei Au' which are outlined in Table One.

² L Cook et al, A Statistical Window for the Justice System: Putting a spotlight on the scale of state custody across generations of Māori.

21. An iwi partnership lead seconded to Ngāti Kahungunu supports the Crown-Māori partnership through strategic oversight of the partnership at executive and senior levels. This role provides an iwi lens across Māori Pathways and supports the strategic objectives of Hōkai Rangī.
22. As at 12 October 2021, 161 men have participated in the Hawke’s Bay pilot. The pilot is supported by a ‘He Ara Hou – The Pathway Forward’ operating model. Key aspects of the Hawke’s Bay Pathways are set out in Table One.

Table One: Key elements of Māori Pathways in Hawke’s Bay

‘Tēnei au, Tēnei au’	<ul style="list-style-type: none"> • ‘Tēnei Au, Tēnei Au’ collectively refers to three key initiatives that aim to increase the availability of kaupapa Māori programmes and provide culturally safe approaches where people have experienced trauma, which are: a tikanga programme; a Māori trauma informed care practice model; and kaupapa Māori approaches for high security, to support the wellbeing of men in high security units. • Leading Māori practitioners and academics participated in the co-design process. • Corrections is currently working with a Māori provider to refine these approaches before they are trialled from November 2021. Further information about ‘Tenei Au, Tenei Au’ is outlined in Appendix One.
Case managers	<ul style="list-style-type: none"> • The Hawke’s Bay Pathways have dedicated case management staff who operate from a Te Ao Māori perspective.
Whānau Manaaki Plan	<ul style="list-style-type: none"> • Men on Māori Pathways identify their aspirations, strengths, opportunities for development, and cultural needs in a Whānau Manaaki Plan. They are supported by whānau wherever possible.
Paiheretia initiatives	<ul style="list-style-type: none"> • Ngāti Kahungunu is the commissioning body for the kaiarataki navigator service, with six Māori social service providers contracted to deliver the service. Corrections and Te Puni Kōkiri provide discretionary funding for these providers to support whānau wellbeing. • Three Ministry of Social Development Integrated Services Case Managers connect men, whānau and kaiarataki navigators to services. They provide a single touchpoint for men and their whānau to access financial, employment and housing services. • Paiheretia supports the cultural uplift of Corrections’ staff in Hawke’s Bay.
Manaaki Panel	<ul style="list-style-type: none"> • This panel is comprised of Corrections staff, iwi representatives, and Māori providers who deliver the kaiarataki service. The panel discusses the best way for kaiarataki navigators to support men and their whānau. Joint staff inductions have taken place between Crown agencies and Māori providers to build connections and support joined-up service delivery.

Progress towards the development of Māori Pathways in Tai Tokerau

23. I officially launched the Tai Tokerau pilot on 16 July 2021. Key components of the Tai Tokerau pilot are in the final stages of co-design and will be trialled when key structural arrangements are in place. The high-level operating model for this pilot will be trialled in 2021 and 2022.
24. A Māori trauma informed care approach called ‘Ngakau Ora’ will be a critical part of Tai Tokerau Māori Pathways. Tikanga a iwi provides the foundations for this approach, which promotes the exploration of identity, culture, and healing through tikanga and mātauranga Māori. ‘Ngakau Ora’ will support people to heal from the impacts of individual, collective,

intergenerational, and historic trauma. Key aspects of the Tai Tokerau Pathways are set out in Table Two.

Table Two: Key elements of Māori Pathways in Tai Tokerau

Support as people move through court processes	<ul style="list-style-type: none"> This involves a range of culturally appropriate solutions to lessen the stress and trauma that men and their whānau experience as they move through justice system processes and are remanded in custody. These approaches were developed with New Zealand Police, the courts, the judiciary, the Ministry of Social Development and Community Corrections.
Information pack	<ul style="list-style-type: none"> Whānau will be provided with an information pack that provides key information when a whānau member enter the corrections system.
Parole Board guidance	<ul style="list-style-type: none"> Men and their whānau will be provided with an easily understandable guide to Parole Board hearings, setting out how whānau can attend and provide support.
Paiheretia initiatives	<ul style="list-style-type: none"> Four Māori service providers will provide kaiarataki navigator services supported by discretionary funding from agencies. The Ministry of Social Development has recruited three Integrated Services Case managers in Tai Tokerau. Paiheretia is supporting the cultural uplift of staff in Tai Tokerau.

25. It was important to take the time to develop strong relationships with Tai Tokerau iwi and hapū. Strengthening these relationships has provided a strong foundation for this pilot to be built out of genuine partnership.
26. This process also resulted in wider engagement with iwi, hapū and whānau in Tai Tokerau about the justice system. This engagement resulted in a hui on 16 July 2021, which explored the ways that the justice and social sectors can work more effectively with iwi and hapū.³

The Mana Wāhine pilot for women in Christchurch is tracking well

27. The Mana Wāhine pilot for Māori women will respond to complex histories of trauma, mental health needs, addictions, and experiences of family violence. Corrections is working with a range of stakeholders to support the development and implementation of the Mana Wāhine Pathway, including Te Pūtahitanga o Te Waipounamu - a whānau ora commissioning agency.
28. The co-design of this pilot was funded through the \$98 million allocated to Māori Pathways in Budget 2019. A further \$10.1 million was allocated for the delivery of the Mana Wāhine Pathway in Budget 2021.
29. The high-level approach for the Mana Wāhine Pathway was approved in March 2021 and key concepts approaches are being tested and readied for implementation. Initial focuses are: improved whānau visits to prison; access to tikanga; links to cultural networks; aligning probation officers' pre-sentence reports to the court with Māori Pathways; and an information booklet to support women and their whānau when a whānau member is imprisoned.

³ The hui was attended by representatives of Te Kahu o Taonui (the collective of 11 Tai Tokerau iwi and Ngāti Hine), members of the judiciary, and senior Crown leaders at Northland Regional Correctional Facility.

The effectiveness of Māori Pathways will be assessed throughout the four-year pilots

30. Given that the pilots are for Māori in the corrections system and their whānau, they will be evaluated from a Te Ao Māori perspective. A key principle of kaupapa Māori evaluation is that it is done by Māori, for Māori, as Māori.
31. Initial evaluations focused on the first two years of Māori Pathways were undertaken for the Hawke's Bay and Tai Tokerau pilots between July and October 2021.⁴
32. In Hawke's Bay, Corrections and Te Puni Kōkiri partnered with Ngāti Kahungunu to lead the evaluation process. This was a first for Corrections and signals the potential for ongoing partnership approaches to evaluation. The formative evaluation of the Mana Wāhine Pathway will take place from July to September 2022.
33. The effectiveness of Māori Pathways will also be assessed through the Hōkai Rangi Measurement Framework. This framework has been co-designed by Corrections, Māori partners and people with lived experience of the corrections system. Māori Pathways locations are three of the five pilot sites for this framework. Agency reporting frameworks, reoffending rates, and the litmus test provided by relationships with stakeholders and communities are other key tools to understand effectiveness.

A full picture of outcomes will emerge over time

34. Māori Pathways' impact on the outcomes of people in the corrections system, and their whānau, will be assessed over time. The formative evaluation pointed to the following shifts:
 - 34.1. Men, their whānau and staff feel well supported and are actively setting goals, including finding opportunities to mentor others in tikanga and te reo Māori.
 - 34.2. The Manaaki Panel is supporting Māori providers to deliver targeted services and leverage relationships with other providers.
 - 34.3. Co-design processes have matured and improved over the course of the pilots. The recent co-design of 'Tēnei Au, Tēnei Au' in the Hawke's Bay was seen as an exemplar of effective co-design by Ngāti Kahungunu and Corrections.
 - 34.4. Iwi played a lead role in strategic leadership, decision-making, and the design of key aspects of Māori Pathways.
35. These initial changes were reflected in comments from evaluation participants:

Government agency staff

"I can sense it and see it in the way people are...engaging with us and management and the way they're talking and the way they're open to a Māori way of doing things."

Men on the pathways and their whānau

"I reckon this place will thrive once it's up and going. It's going to take a while. They say that Rome wasn't built in a day. There are prison staff here who say this is just another one of their cultural ..."

⁴ The formative evaluation involved 100 stakeholders, including wānanga participants and 54 interviews.

shenanigans but they're just looking at an old perspective aye, still stuck in the tunnel, but yeah this place will thrive."

"So all of us there were teaching the tāne, mau rākau, doing te reo classes in the weekend and stuff. Then when dignitaries would come in they asked me to speak on the paepae. That's when I met Pathways crew, who [came] down, and started seeing my skill sets and stuff."

"It was just things before he comes out of jail that we've struggled within the past, and so she put me forward to Māori pathways I was literally stuck and didn't know what to do. I had no clue what I was doing or how I was going to do it. I was literally stuck in dead ends and...I met the kaiarataki [navigator] yesterday. And with MSD today. I have so much more hope things are actually looking up for me now".

Māori Pathways' lessons learnt are relevant to transformation across government

36. Shifts on the scale of Māori Pathways are complex and challenging. The lessons learnt from Māori Pathways are relevant to the wider corrections system and other government agencies, including that **(Rec 3)**:
- 36.1. It is important to achieve the correct balance between national-level strategic leadership, local determination, and innovation.
 - 36.2. Co-design needs to be locally determined and embrace local tikanga. This takes time and can be impacted by tight implementation timeframes. It is essential to involve people with lived experience in co-design.
 - 36.3. Successful partnership approaches require ongoing investment, high levels of trust and a willingness to devolve decision-making.
 - 36.4. Good communication is critical, and everyone needs a clear understanding of Māori Pathways, particularly key frontline staff working in prison sites.
 - 36.5. Sustainable change requires a system-level response. A broader cultural uplift and investment in staff is critical to achieve system transformation.
 - 36.6. There must be a balance between government and Te Ao Māori approaches.
37. These lessons learnt are reflected in remarks from evaluation participants:

Iwi representative

"I love the fact that, because we take the view that the Māori in the system can now be champions for Māori and their whānau. How much of the system is being overridden by Pathways? A point for looking into [in] the future."

Government agency staff

"I don't know if we've done a good job of bringing our [staff] along with understanding the change and stuff like that."

"Māori want partnership, government offers co-design, they're not the same thing. We need to be very clear with our partners about what co-design means. Because they go in thinking that we're going to end up a partnership."

Paiheretia is intrinsically connected to Māori Pathways

38. Māori Pathways and Paiheretia provide opportunities to consider how whānau ora approaches can support the strategic intent of Hōkai Rangī. Paiheretia was co-designed in parallel with other aspects of Māori Pathways, which is credited with strengthening iwi-Crown relationships in Tai Tokerau.
39. The co-design process emphasised the economic and social impacts of imprisonment on whānau. This process highlighted that Paiheretia can be a significant driver of whānau wellbeing and the reintegration of men on Māori Pathways. Marae-based joint inductions and the Manaaki Panel have embedded connections with Māori Pathways in Hawke's Bay.

Increasingly comprehensive Māori Pathways will be implemented over the next year

40. Māori Pathways will trial and refine approaches in the pilot locations over the next 12 months (**Rec 3**). There will be a strong focus on the cultural uplift of Corrections' staff, to support them to deliver Māori Pathways. Corrections will consider the optimal balance of decision-making between its National Office and local sites.
41. Reducing Māori overrepresentation requires close collaboration across the social, health, and justice sectors. Corrections and its partners will continue to explore ways to integrate and align Māori Pathways with other work taking place in these sectors.

Financial Implications

s9(2)(f)(iv)

Other Population Implications

43. As at 29 October 2021, there are 447 Māori men in Hawkes Bay Prison and 373 Māori men in Northland Region Corrections Facility. The number of Māori men aged under 30 in Hawke's Bay Prison reduced from 168 on 31 July 2019 to 128 on 31 July 2021. Similarly, the number of Māori men aged under 30 in Northland Region Corrections Facility reduced from 109 to 83.
44. There are 49 Māori women in Christchurch Women's Prison as at 29 October 2021.

Human Rights

45. No human rights implications arise from this paper.

Treaty of Waitangi

46. The pilots uphold the Treaty of Waitangi principles of partnership and protection, through partnering with Māori and working to reduce Māori overrepresentation.

Consultation

47. The following agencies were consulted on this paper: The Treasury, Ministry of Justice, Police, Oranga Tamariki, Ministry of Social Development, Te Puni Kōkiri, and the Crown Law Office. Ngāti Kahungunu was also consulted. The Department of Prime Minister and Cabinet was informed.

Proactive Release

48. I intend to proactively release this paper within 30 business days, subject to appropriate redactions under the Official Information Act 1982.

Recommendations

The Minister of Corrections recommends that the Committee:

- 1 **Note** that the Māori Pathways pilots received \$108.1 million in funding across Budgets 2019 and 2021, to provide co-designed pathways for Māori in the corrections system. The pilots have been co-designed with iwi, hapū, mana whenua, whānau, Māori providers and people with lived experience in Hawke's Bay, Tai Tokerau and Christchurch.
- 2 **Note** that, in 2019, Cabinet invited a report-back on the initial phases of the development of Māori Pathways in Hawke's Bay and Tai Tokerau about:
 - 2.1 the implementation of Māori Pathways
 - 2.2 early indications of the effectiveness of Māori Pathways
 - 2.3 how lessons learned can be applied across the corrections system
 - 2.4 the links between Māori Pathways and Paiheretia te Muka Tāngata.
- 3 **Note** that in years one and two of Māori Pathways, Corrections and its Māori Pathways partners built strong relationships with iwi, hapū and whānau, co-designed the pilots and entered the early stages of implementation. There are key lessons about the importance of taking the time to do co-design well, supporting the cultural uplift of staff, and balancing government and te ao Māori approaches.

Authorised for lodgement

Hon Kelvin Davis

Minister of Corrections

Appendix One: High-level outline of programmes and approaches supporting Māori Pathways

Mauri Tū Pae	<ul style="list-style-type: none"> This is a group-based programme delivered by Māori service providers for men with a range of offending needs to support them with strategies to make positive changes. The programme has been strengthened and is now being reviewed, evaluated and redesigned for a refreshed rollout in 2023. 	
Te Tirohanga Units	<ul style="list-style-type: none"> These are prison units that provide a kaupapa Māori therapeutic environment. Corrections is implementing the recommendations of a wellness review completed in January 2020. 	
Tikanga Māori Motivational Programmes – Te Ihu Waka	<ul style="list-style-type: none"> This is a short programme aimed at motivating people to change their behaviour, understand their cultural identity, and to embody and understand the kaupapa and tikanga of their tīpuna/ancestors. These programmes have been strengthened and expanded. From a more strategic perspective, engagement with Māori providers commenced in May 2021 to explore new models for men on the programme and their whānau. 	
Special treatment Units (STU)	<ul style="list-style-type: none"> STUs are the most effective programmes delivered by Corrections for high-risk people convicted of violent or sexual offences. Programmes are delivered by psychologists who use cognitive behavioural therapy. This project aims to extend the availability of STU interventions to women in Christchurch and Auckland, and young people at Rimutaka Prison. Insights were gathered from high security women earlier this year to inform the design of a model for women. 	
Housing support	<ul style="list-style-type: none"> On 26 May 2020, Choices Kahungunu Health Services Charitable Trust in partnership with Corrections opened Te Hiringa in Hawke's Bay. This is a five-bed supported accommodation facility that delivers kaupapa Māori support services to men and their whānau. Funding has been allocated for Northland-based supported accommodation. 	
Māori trauma informed care in Hawke's Bay	<ul style="list-style-type: none"> This initiative will provide Māori trauma informed care services designed alongside Māori academics and mana whenua. These services will use Māori research and evidence about the importance of healing, and the impact of collective intergenerational and historic trauma. 	<p><i>‘Tēnei au, Tēnei au’</i> is the collective name for these kaupapa Maori approaches in Hawke's Bay</p>
Pilot tikanga programme in Hawke's Bay	<ul style="list-style-type: none"> Corrections is working with Māori partners to rethink and redesign a pilot tikanga programme for Māori men under 30 years of age in high security. It will contribute to the goals and aspirations of local iwi and shift the status of tikanga from motivational to therapeutic. The programme will connect men to their whānau and local iwi, reflects Ngāti Kahungunu tikanga a iwi, and will be delivered by local experts. 	
Kaupapa Māori for high security	<ul style="list-style-type: none"> This is a newly designed kaupapa Māori programme for men in high security, centred around the wellbeing/oranga of men in prison and their whānau. 	
Māori Trauma informed care in Tai Tokerau	<ul style="list-style-type: none"> Corrections will work with iwi endorsed providers to provide ‘Ngakau Ora’ - Māori trauma informed care in Tai Tokerau. The initial design is going through endorsement, and implementation will depend on site readiness. Iwi endorsed providers will be found once these foundations are in place. 	

Appendix Two: Timeframes for the delivery of Māori Pathways

Budget 2019 indicative timeframe	Key activities	Actual timeframes for the delivery of Māori Pathways
Year One (2019-2020)	Strengthen partnerships with iwi and co-design Māori Pathways	The Hawke's Bay co-design was endorsed in 2021 (complete)
		The Tai Tokerau co-design was endorsed in 2021 (largely complete)
		The Christchurch co-design was endorsed in 2021 (complete)
Year Two (2020-2021)	Pilot new approaches	Commenced in Hawke's Bay in 2021 (currently ongoing)
		To commence in Northland in 2021
		To commence in Christchurch in 2021
Year Three (2021-2022)	Evaluate approaches from a kaupapa Māori perspective	The first phase was completed in Hawke's Bay from July-September 2021
		The first Phase was completed in Tai Tokerau from July-September 2021
		Te Mana Wāhine Pathways will be evaluated in 2022-2023.
Year Four (2022-2023)	Modify and embed approaches	

Key

Ahead of schedule

Behind planned timeframe

On schedule