



DEPARTMENT  
OF CORRECTIONS

*Statement of Intent*  
**1 July 2003 to 30 June 2004**

Presented to the House of Representatives  
Pursuant to Section 34A of the Public Finance Act 1989



## PURPOSE

The Statement of Intent sets out the overall strategic direction of the Department, its priorities and the key strategic themes and details the outputs it will produce during 2003/04, together with information on the Department and the environment in which it operates.

The Statement of Intent is divided into three parts:

**Part 1** outlines the strategic direction of the Department. It sets out the Department's purpose and the principles that guide its day-to-day operation, the goals and outcomes it contributes to, environmental considerations impacting upon its operation, and how it proposes to contribute to the achievement of its goals and outcomes.

**Part 2** contains the Department's forecast financial statements prepared in accordance with section 34A of the Public Finance Act 1989. Included in these are detailed descriptions of the outputs that will be delivered in 2003/04, the performance standards associated with these outputs, and statements setting out the Department's operating costs and expected financial position.

**Part 3** outlines the key dimensions and structure of the Department.

### More Information

For more information on the work of the Department of Corrections, please visit our website at [www.corrections.govt.nz](http://www.corrections.govt.nz)

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## MINISTER'S FOREWORD

Three years ago the Government embarked upon a set of reforms designed to address public concerns about the criminal justice system.

These reforms culminated last year in the passage of three new major pieces of legislation: the Sentencing Act 2002, the Parole Act 2002, and the Victims' Rights Act 2002, all of which were implemented during the course of last financial year.

More recently the Government has introduced the Corrections Bill into the House. This piece of legislation is intended to provide a more modern approach to the management of offenders, to complement the Sentencing and Parole Acts and ensure that public safety is the paramount consideration when making decisions about offenders.

The underlying purpose of these reforms is to produce a criminal justice system that better protects the public and gives greater recognition to the needs of victims, whilst being credible, fair and effective.

It is pleasing to see the progress that the Department has made to date towards improving the overall operation of the corrections system. The challenge now is to build on the gains that have been made, while ensuring the Department is effective and efficient.



A handwritten signature in blue ink, appearing to read 'Mark Gosche'. The signature is stylized with a large, looped 'M' and a cursive 'Gosche'.

Hon Mark Gosche  
Minister of Corrections

## CHIEF EXECUTIVE'S OVERVIEW

The Department of Corrections has undergone a significant amount of change over the last eight years.

Changes of particular significance include:

- the development and implementation of new approaches to managing offenders through the corrections system, which has impacted on all parts of the Department and has fundamentally changed the way that we undertake our core business
- the development and implementation of an integrated offender management computer system and a raft of operational and business systems improvements to ensure the Department is able to operate efficiently and economically.



More recently we have been working towards implementing the Government's Regional Prisons Policy, which means that locating inmates as close as possible to their homes should be more conducive to effective rehabilitation and reintegration.

We have also been in the process of implementing and bedding in new systems and processes resulting from the new Sentencing Act 2002, Parole Act 2002 and the Victims' legislation.

I expect that as all these changes take increasing effect we will start to see some benefits with the direction we have taken. Certainly what has been accomplished to date puts us well up with the best corrections practices in the world.

This year will represent the first year of our new Strategic Business Plan which, once approved, will set the overall direction of the Department through to 2008. The Plan will be supported by a revised Treaty of Waitangi Strategic Plan and the recently completed Pacific Strategy.

The focus of the new Strategic Business Plan is on consolidating the gains that we have made and on continuing to refine what we do and how we do it. In developing the plan we have identified four key themes that will guide the work of the Department over the coming years. They are:

- Ensuring Effective Offender Management – by focusing on how the Department can continue to improve operational practices around the safe, secure and humane management of offenders across the Department;



- Improving Responsiveness to Māori – by building partnerships with Māori that are beneficial to both Māori and the Department and by ensuring that the Department is responsive to and effective for Māori in terms of what to deliver and how it is delivered;
- Contributing to Reducing Re-offending – through the provision of more effective rehabilitation and reintegrative initiatives that encourage offenders to address and change their offending behaviour;
- Enhancing Capability and Capacity – by working towards having the necessary people, values, systems and infrastructure in place to support the delivery of the Department's work.

The initiatives to be undertaken under each of these themes in the coming years will help us to ensure that we are able to continue making a strong contribution towards safer communities through our contribution to protecting the public and our focus on reducing re-offending.



Mark Byers  
Chief Executive



# PART 1

## STRATEGIC CONTEXT

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## PURPOSE AND PRINCIPLES OF THE CORRECTIONS SYSTEM

The Department of Corrections was established in 1995 and is responsible for the administration of the New Zealand corrections system. The purpose and principles of the corrections system have been agreed with the Government and are included in new corrections legislation currently before Parliament.

### Purpose

The purpose of the corrections system is to contribute to the maintenance of a safe and 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
- 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
- providing information on offenders to the courts and the New Zealand Parole Board to assist them in their decision-making.

### Principles

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, decisions related to sentence planning and management, and the rehabilitation and reintegration of offenders into the community, must, where appropriate, take into account the cultural background, ethnic identity, and language of offenders;
- an offender's family must, so far as is reasonable and practicable in the circumstances and within the resources available, be recognised, provided for and engaged in:
  - decisions related to sentence planning and management, rehabilitation and reintegration of the offender into the community
  - planning for participation by the offender in programmes, services and activities in the course of his or her sentence;
- the corrections system must ensure that there is fair treatment of prisoners, and offenders who are the subject of community-based sentences, released on home detention, or released on conditions under the Parole Act 2002 or the Sentencing Act 2002, by:
  - providing those persons with information about the rules, obligations, and entitlements that affect them

- ensuring that decisions about those persons are taken in a fair and reasonable way and that those persons have access to an effective complaints procedure;
- sentences and orders must not be administered more restrictively than is necessary to ensure the maintenance of the law and safety of the public, corrections staff, and persons under control or supervision;
- offenders must, so far as is reasonable and practicable in the circumstances within the resources available, be given access to activities that may contribute to their rehabilitation and reintegration into the community;
- contact between offenders and their families must be encouraged and supported so far as is reasonable and practicable in the circumstances, and to the extent that this contact is consistent with safety and security requirements.

## STRATEGIC FOCUS

In carrying out its day-to-day responsibilities the Department will give particular emphasis to activities that support the Government's desired outcomes and priorities. The Government's outcomes and priorities for the public sector are set out in its Key Government Goals.

The Department directly contributes to four of these key goals:

- *Strengthen National Identity and Uphold the Principles of the Treaty of Waitangi*
- *Maintain Trust in Government and Provide Strong Social Services*
- *Reduce Inequalities in Health, Education, Employment and Housing*
- *Improve New Zealanders' Skills.*

## Justice Sector Outcomes

The Department, in conjunction with the Crown Law Office, Child, Youth and Family, the Department for Courts, the Ministry of Justice and the Police has developed a set of intermediate outcomes for the justice sector. These also act as a mechanism for improving interagency coordination and effectiveness across the sector, and complement the Key Government Goals.

The underlying logic, characteristics and contribution of each of these outcomes to the Key Government Goals are set out below.

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

Community safety influences the degree to which 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, such as Safer Community Councils.

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.

**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)**

New Zealand's justice system comprises constitutional arrangements and legal frameworks, civil and criminal structures, police investigation, judicial process 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 relations with each other and with the government and its agencies
- 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 (ie, the right to be represented in court by a lawyer, have evidence heard in an open court, have cases proved beyond reasonable doubt, to 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 being protected and their interests being taken proper 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.



## THE DEPARTMENT'S STRATEGIC DIRECTION

The Department's strategic direction is consistent with both the Government's goals and the justice sector outcomes. The Department's strategic direction centres around a primary outcome of Safer Communities supported by the achievement of the two secondary outcomes of Protect the Public and Reduce Re-offending.



The Department **Protects 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 **Reduces Re-offending** by

changing offending behaviour through provision of targeted rehabilitative and reintegrative initiatives. To do this the Department will supply:

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

and thereby provide offenders with the opportunity to positively participate in society.

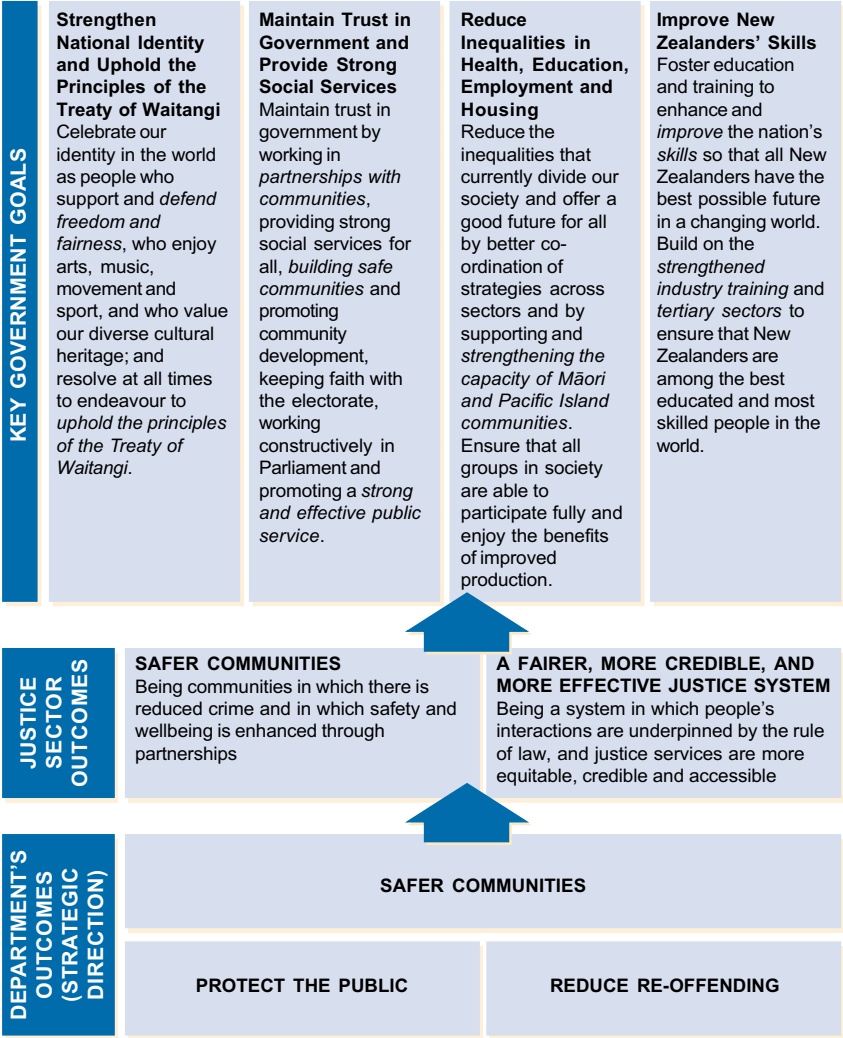
The relationship between the Department's strategic direction, the justice sector outcomes, and the key Government goals is shown in the diagram on page 18.

Contribution to Justice Sector Outcomes

There is a clear and direct link between the Department’s outcomes and the justice sector outcome of Safer Communities.

The linkage between the Department’s strategic direction and the justice sector outcome of a fairer, more credible and more effective justice system centres around:

- the effectiveness of the Department’s interventions and the contribution these make to a more credible and effective justice system
- operating in a way that is consistent with its agreed purpose and principles, thereby contributing to improved perceptions about the fairness of the justice system.



## KEY EXTERNAL DRIVERS

In determining how to give best effect to its strategic direction the Department needs to take account of external factors that will impact upon its operation. A number of external factors have been identified. These and their expected impact are outlined below.

### Demographic Trends

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

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

### Sentencing Trends

New Zealand historically has a higher rate of imprisonment per 100,000 population than other comparable countries, as can be seen in the following table<sup>1</sup>.

NZ	Canada	Australia	England & Wales	Scotland
150	120	109	122	115

While the impact of new sentencing legislation has not yet been fully quantified, it is expected that rates of imprisonment will continue (if not increase at this rate) at least in the short to medium term.

### Re-offending and re-imprisonment

The census of prison inmates carried out in November 2001 showed that for male sentenced inmates, 20 percent had no previous criminal convictions, 51 percent had at least six convictions and nine percent had over 20 convictions. The corresponding percentages for female inmates were 35 percent, 39 percent and eight percent; 60 percent of male and 41 percent of female inmates had served a previous custodial sentence.

An analysis of community-based sentenced offenders in November 2001, showed 58 percent males and 36 percent females had their first conviction

<sup>1</sup> Based on data collated by the Department from other jurisdictions.

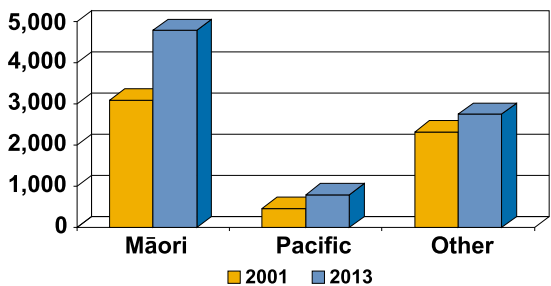
when aged 19 years or less, and nearly half of the offenders were less than 30 years old. For males sentenced to community sentences, 26 percent had no previous criminal convictions, 52 percent had at least six previous convictions and 24 percent had more than 20 previous convictions.

Recidivism reporting in 2001/2002 showed that within one year of release from prison, 24 percent of offenders were re-imprisoned and 17 percent were sentenced to a community-based sentence. Within one year of starting a community sentence, 12 percent were imprisoned and 24 percent sentenced to another community sentence.

Ethnicity

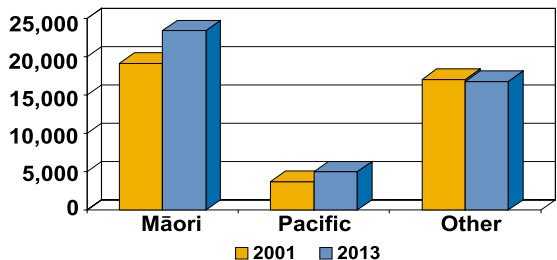
Māori and Pacific peoples are disproportionately represented in the criminal justice system. As at 1 April 2003, Māori made up 44.7 percent of offenders on community-based sentences, and 50 percent of prison inmates. Pacific peoples made up 8.7 percent of offenders on community-based sentences, and 11.1 percent of prison inmates. This trend is expected to continue due to the greater proportions of Māori and Pacific peoples in the 15-24 year-old age group, which is the age group that statistically is more likely to offend.

Public Prisons Service musters are forecast to grow by 1,693 for Māori, 332 for Pacific and 426 for Other.



2013 Forecast using MoJ Court Conviction data

Community Probation Service new starts are forecast to grow by 4,349 for Māori and 1,270 for Pacific but decline 303 for Other.



2013 Forecast using MoJ Court Conviction data

## Gender

The vast majority of offenders currently under the Department's control are males (95 percent of all prison inmates and 81 percent of those serving community-based sentences). While it is projected that the number of female offenders will increase significantly over the next decade (41 percent more inmates and 13 percent more on community-based sentences), the overall ratio between male and female offenders will remain the same.

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

## Young Offenders

The census of prison inmates conducted in 2001 shows that 62 percent of male and 53 percent of female inmates received their first conviction between the ages of 14 and 19 years.

Offender forecasts show increases of 62 percent by the year 2013 for prison inmates aged 15-24 years, and a 23 percent increase for offenders aged 15-24 years starting a sentence within the jurisdiction of the Community Probation Service.

Studies have shown that during a lifetime of offending the average chronic offender will cost taxpayers and victims more than \$3 million, while the most chronic and serious adult offenders will cost more than \$5 million.

Consequently, successful rehabilitation of high-risk young offenders, which shuts down an adult lifetime of offending, has the potential to return greater social and fiscal benefits than any other area of investment in rehabilitation.

## Drugs and Alcohol

The negative effects of drugs and alcohol are intimately related to crime and proven to influence further re-offending.

For many offenders, inappropriate use of drugs and/or alcohol is a significant factor in the sequence of events leading to the commission of an offence. Assessments undertaken by the Department have revealed that the use of alcohol and/or drugs was a significant factor in the offending of 73 percent of inmates sentenced to prison, and 61 percent of offenders serving community-based sentences.

## Violence

There has been a 53 percent growth in the number of convictions for violent offences in the past decade. Violence is now the second most prevalent offence of reconviction and re-imprisonment (behind property offences) and an increasing cause of public concern.

The 2001 census of prison inmates shows that:

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

For offenders on community-based sentences the analysis showed that 24 percent of male and 15 percent of female community-based offenders had previously been convicted of violence.

## Issues

Behind these statistics lie significant issues for the Department, which include:

- costs and demands placed on the corrections system and the wider justice system
- public safety and broader social implications associated with offending behaviour
- effective rehabilitation and reintegration of Māori by the corrections system.

However, changing attitudes to crime and any future legislative change could also impact on the issues being addressed by the Department.

A NEW APPROACH TO MANAGING OFFENDERS

Recently the Department completed work on the implementation of an integrated approach to the way that offenders are managed across all sentence types, lengths and locations.

This integrated approach represents a new way of assessing an offender’s risk of re-offending and their particular criminogenic needs. For higher-risk offenders it seeks to match needs with interventions that focus on rehabilitation or, for lower-risk offenders, reintegration into the community.

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 a cognitive-based programme and/or a tikanga-based programme. Should there be a consequent change in motivation the offender may go on to have interventions targeted at their criminogenic needs as they relate to the cause of their offending.

The process an offender is likely to move through when in the care of the Department is best represented by the following diagram.



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

<sup>2</sup> The principles of the psychology of criminal conduct are found in Andrews and Bonta *The Psychology of Criminal Conduct* (2nd Edition), 1996. Department publications *Let there be Light*, *When the Bough Breaks*, *Montgomery House evaluation* and *Driving Offender Treatment Programme evaluation*.

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

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

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





## THE DEPARTMENT'S THEMES

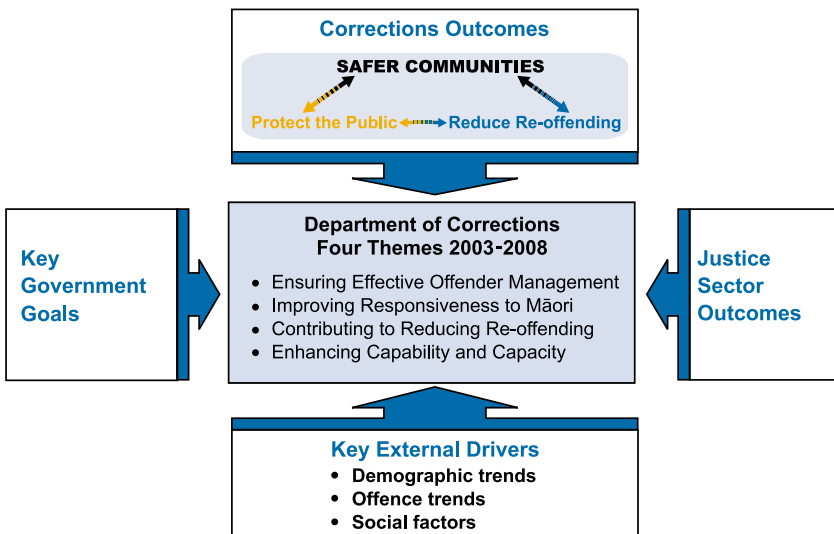
As the integrated approach to the management of offenders has become embedded in the business-as-usual processes, policies and procedures, the Department has been developing its next set of strategic business plans, which will outline the overall direction of the Department through to the end of the 2007/2008 financial year. The new Strategic Business Plan will be supported by the Department's revised Treaty of Waitangi Strategic Plan and the existing Pacific Strategy.

As part of the development of the new Strategic Business Plan the Department has identified the following four themes, which will underpin the work required in the coming years. The initiatives to be undertaken under each of the themes will assist the Department to consolidate the gains made so far and will also ensure the continued refinement of policies and processes that will assist with our overall contribution to the outcomes discussed earlier.

The four themes are:

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

The major influences on the themes are shown in the diagram below.



## THE DEPARTMENT'S FOCUS FOR 2003/2004

The remainder of the Statement of Intent describes the themes, and focuses on the milestones, outputs and performance measures, to be delivered in the 2003/2004 financial year. This includes the details of the appropriation that the Department will operate within.

### Themes and Milestones to be achieved in 2003/2004

#### THEME 1: ENSURING EFFECTIVE OFFENDER MANAGEMENT

The Department is committed to continuing to improve the way it manages offenders, both from a custodial and non-custodial perspective. Included under this theme are the milestones to be undertaken in 2003/2004 towards improving operational practices around the safe, secure, humane containment and management of offenders.

**Key milestones for 2003/2004 include:**

- Review prison security policies and develop best practice guidelines.
- Assess opportunities to improve the electronic monitoring of offenders serving community-based sentences.
- Implement strategies for improving the management of high-risk offenders, including improved information-sharing between agencies.
- Complete the screening and harm-minimisation pilots and implement initiatives designed to reduce the spread of communicable diseases within prisons.
- Continue to provide support as required for enactment of new corrections legislation and begin implementation if and when passed.
- Review and consolidate changes to both departmental policies and processes and those arising out of the introduction of the Sentencing Act 2002, the Parole Act 2002, and the Victims' Rights Act 2002.
- Continue implementation of the Department's *Strategy to Reduce Drug and Alcohol Use in New Zealand Prisons*.
- Prepare for the integration of the Auckland Central Remand Prison into the Department, subject to new corrections legislation being passed.
- Continue work with the Ministry of Health to develop an appropriate delivery model for the provision of health services to inmates and complete implementation of recommendations contained in the health review of prisons.
- Continue work with the Ministry of Health to enhance mental health services for prison inmates.

## THEME 2: IMPROVING RESPONSIVENESS TO MĀORI

The Department acknowledges the importance of the Treaty of Waitangi as New Zealand's founding document and as the framework for the relationship between Māori and the Crown. The Treaty provides an opportunity to build relationships, strengthen communications and facilitate participation between Māori and Corrections. This participation improves the effectiveness of the services that Corrections provides and helps to achieve the contributory outcomes of Protect the Public and Reducing Re-offending.

The Department's revised Treaty of Waitangi Strategic Plan has identified three key areas of focus for the coming years. These are:

- **Partnership** – building relationships with Māori communities and agencies that lead to partnerships with Māori that are strategic, mutually beneficial and inclusive
- **Effectiveness** – providing quality programmes and services that are effective for Māori
- **Responsiveness** – building the capability and capacity of our staff and systems to enable us to better carry out our everyday business with Māori offenders, communities and providers.

### *Key milestones for 2003/2004 include:*

- Implement the Māori Provider Development strategy.
- Complete the pilot of the Tikanga Māori Programme for Women and commence implementation subject to the evaluation of the pilot.
- Implement the Whanau Involvement Plan.
- Continue to pilot Māori Cultural Assessment.
- Continue to pilot Cultural Supervision.
- Implement Human Resource strategies that enhance responsiveness to Māori, including:
  - implementing strategies to increase the number of Māori staff and Māori managers
  - implementing Year 1 of the revised Māori Language Strategy.
- Investigate opportunities for Corrections Inmate Employment to establish joint ventures with Māori.
- Continue to develop a Kaupapa Māori framework.
- Establish more iwi partnership arrangements.

### THEME 3: CONTRIBUTING TO REDUCING RE-OFFENDING

One of the key outcomes of the Department is to contribute towards an overall reduction in the level of re-offending, by changing offending behaviour through the provision of rehabilitative and reintegrative initiatives that will assist offenders to address their offending behaviour and assist with reintegrating them back into society.

***Key milestones for 2003/2004 include:***

- Implement the initiatives outlined for Year 2 of the Pacific Strategy, including to:
  - complete the Pacific Violence Prevention Programme pilot
  - undertake research into the specific issues and needs of New Zealand-born Pacific offenders
  - implement a Pacific provider development strategy.
- Complete, in conjunction with Child, Youth and Family, Year 2 of the Reducing Youth Offending Programme pilot and commence evaluation.
- Implement initiatives to improve the delivery of rehabilitative programmes for offenders, including transition to the delivery of programmes by a separate service delivery organisation.
- Review the integrated strategic approach to reducing the impacts of drugs and alcohol on offending, including reducing the use of drugs in prison.
- Review the implementation of reintegrative services for custodial and non-custodial offenders.
- Increase the number of industry-related NZQA unit standards delivered to inmates.
- Establish a faith-based unit at Rimutaka Prison.
- Contribute to the inter-departmental Circuit Breaker pilot on contract management in Waikato, and participate in national roll-out of agreed policy changes.

## THEME 4: ENHANCING CAPABILITY AND CAPACITY

The main objective of the initiatives within this theme is to ensure that the Department has in place the people, support systems and infrastructure necessary to support the achievement of the initiatives outlined in the other three themes, and to ensure that assets entrusted to the Department are efficiently and effectively harnessed towards the achievement of Government outcomes.

The Department's new Strategic Business Plan is supported by strategies that cover the areas of Human Resources (HR), Facilities and Infrastructure, Information Technology (IT) and Communications. Initiatives from these strategies will be progressed under theme 4.

### ***Key milestones for 2003/2004 include:***

- Implement a range of initiatives to improve the Department's human resource capability, including:
  - an enhanced HR information/payroll system
  - revised recruitment and selection processes
  - revised induction processes and programmes that support ongoing staff development
  - a more integrated management development and succession planning framework.
- Continue to implement initiatives designed to enhance the Department's facilities and infrastructure, including:
  - progressing with implementation of the deferred maintenance plan, including:
    - cell strengthening at Christchurch Prison
    - new visitor facilities will be provided at Arohata Women's Prison
    - improvements to inmate receiving and health facilities at Manawatu Prison
  - reviewing design standards for specialist units (ie, youth, self-care, and Māori focus units).
- Continue the implementation of the regional prisons policy; this includes progressing work on:
  - Northland Region Corrections Facility - construction will continue with expected opening in April 2005
  - Spring Hill Men's Corrections Facility - appeals to the Environment Court are expected in 2003/2004
  - Auckland Region Women's Corrections Facility - progress on this facility is dependent on whether the favourable local authority decision is appealed to the Environment Court. If this occurs, then the Environment Court case is expected to be completed during 2003/2004

- Otago Region Men's Corrections Facility - the Resource Management Act process will be completed through the territorial authority stages during 2003/2004.
- Implement initiatives designed to improve the Department's responsiveness to Pacific peoples, including:
  - the development and implementation of strategies to increase the number and range of Pacific staff and managers
  - the establishment of Pacific community advisory groups and community liaison officers.
- Finalise and consolidate workplace health and safety management systems across the Department.
- Information Technology Systems:
  - continue to enhance the ability of IT systems to support departmental operational and management processes
  - continue support for the Justice Sector Information Strategy and other initiatives designed to improve the information flow between agencies
  - contribute to the development of e-government initiatives.
- Commence implementation of the Department's *Knowledge Management Strategy*.
- Submit Output Pricing Review case to Government and implement any subsequent decisions.
- Implement outstanding professional ethics strategy initiatives.
- Implement Government decisions for the recruitment and training of staff in the Community Probation Service.
- Complete implementation of Business Continuity Planning changes to ensure compliance with Civil Defence Emergency Management Act 2002.
- Complete development and begin implementation of the *Energy Management Strategy*.

## 2003 BUDGET DECISIONS

In August 2002 Ministerial approval was obtained for the Department of Corrections to undertake an Output Pricing Review. The purpose of conducting the Output Pricing Review was to determine with central agencies, such as The Treasury and the State Services Commission, the appropriate output process required to sustain the medium to long-term delivery of departmental outputs, with any funding issues to be incorporated as part of the 2003/2004 budget process.

Although the Output Pricing Review is ongoing, the following decisions have been made about the 2003/2004 financial year.

- Increase the number of Probation Officers and the amount of training they receive. This will address increases in volume and restore service levels.
- Increase resourcing to the Parole Board and Psychological Service as a result of volume increases. These volume increases have arisen since the passage of the Sentencing Act 2002 and the Parole Act 2002.
- Address cost increases for inmate food, rates and insurance.

In addition, the Department will implement budget decisions about a continuation of reintegrative support programmes, with outcome evaluation to be completed in 2003/2004, and reported to Ministers before 2004/2005.

## OUTPUT CLASSES AND DELIVERY

The delivery of outputs within each output class directly contributes towards the achievement of the Department's contributory outcomes, by ensuring that the core business is appropriately specified within the priorities set by Parliament in its determination of what it expects the Department to deliver within the appropriation it receives. As outlined above, there is a clear link between the key Government goals, the justice sector outcomes and the Department's outcomes and themes.

Details of the outputs and their associated performance standards are set out in Part 2 (pages 57 to 111). The outputs in Part 2 are colour coded to show which Departmental outcome they contribute to: Protect the Public (orange) or Reduce Re-offending (blue). The relationship between the Department's outcomes and themes and outputs are set out in the diagram on the following page.

## Outcome: Safer Communities

### Protect the Public

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

#### Themes

- Ensuring Effective Offender Management
- Enhancing Capability and Capacity

#### Output Classes and Delivery

- Information Services
- Community-based Sentences and Orders
- Custody of Remand Inmates
- Escorts and Custodial Supervision
- Custodial Services
- Services to the New Zealand Parole Board
- Policy Advice and Development
- Service Purchase and Monitoring

### Measuring Effectiveness

- Output quantity, quality, timeliness and cost
- International Benchmarks

#### Output Class 1: Information Services

- Sentencing Information and Advice to Courts
- Parole Information and Advice to the NZ Parole Board
- Home Leave Reports
- Home Detention Assessments to the NZ Parole Board
- Psychological Service Information and Advice to Courts and the NZ Parole Board

#### Output Class 2: Community-based Sentences and Orders

- Supervision
- Parole Orders
- Community Work
- Orders for Post-release Conditions
- Home Detention Orders

#### Output Class 3: Custody of Remand Inmates

- Escorts and Custodial Supervision
- Escort Services
- Courtroom Custodial Supervision Services

#### Output Class 5: Custodial Services

- Maximum Security Men
- Medium Security Men
- Minimum Security Men
- Women
- Male Youth
- Drug Reduction

#### Output Class 6: Inmate Employment

- Land-based Activities
- Manufacturing Activities
- Internal Service Self-sufficiency Activities
- Released-to-Work
- Vocational Training Services
- Community Services

#### Output Class 7: Rehabilitative Programmes & Reintegrative Services

- Rehabilitative Programmes - Responsibility/Motivational
- Rehabilitative Programmes - Criminogenic
- Other Rehabilitative Programmes and Activities
- Education and Training
- Reintegrative Services
- Community Residential Centres and Reducing Youth Offending Programmes
- Provision of Psychological Services
- Chaplaincy Services

#### Output Class 8: Services to the NZ Parole Board

- Policy Advice & Development
- Policy Advice & Development Services
- Ministerial Servicing
- Provision of Psychological and other Research

#### Output Class 10: Service Purchase and Monitoring

- Purchase & Monitoring of Service Delivery
- Provision of Inspectorate Services
- Provision of National Systems Services

### Reduce Re-offending

Provision of targeted rehabilitative and reintegrative initiatives to change offending behaviour by providing:

- 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
- assistance with accessing community services so that offenders can positively participate in, and be successfully integrated back into, society.

#### Themes

- Ensuring Effective Offender Management
- Improving Responsiveness to Maori
- Contributing to Reducing Re-offending
- Enhancing Capability and Capacity

#### Output Classes & Delivery

- Inmate Employment
- Rehabilitative Programmes and Reintegrative Services
- Policy Advice & Development

### Measuring Effectiveness

- Output quantity, quality, timeliness and cost
- International Benchmarks
- Recidivism Index
- Rehabilitation Quotient



## MEASURING EFFECTIVENESS

To see how the Department is progressing towards its outcomes, processes must be in place to measure achievement. Progress made towards achieving objectives and outcomes outlined in this Statement of Intent will be reported in the Department's 2003/2004 Annual Report. The Annual Report will detail the work the Department has done with respect to initiatives associated with the four themes, and the priority areas within those themes. It will also report on the performance measures associated with the output classes.

Measuring progress towards achieving outcomes can be difficult, especially when there are so many external factors influencing whether or not someone re-offends. Improved data and outcome monitoring standards (possible as part of offender management processes) have allowed for individual offenders to be identified at each part of his or her journey through the corrections system. The new management system can also tell when an offender leaves the system (ie, is released or has finished their sentence/order) and when they enter it again (ie, when they are re-imprisoned or reconvicted). The Department has developed a tool that, over time, will allow progress made towards reducing re-offending to be measured. The two primary measures are the Recidivism Index and the Rehabilitation Quotient. The Recidivism Index measures the Department's reducing re-offending performance as a whole, whereas the Rehabilitation Quotient measures the reducing re-offending capacity of a specific intervention.

### Recidivism Index

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

Proven re-offending comes in two forms – imprisonment or reconviction to a sentence administered by the Department. Imprisonment gives a good indication of the seriousness of recidivism and costs to the Department, the criminal justice system, and society in general. However, since the majority of convictions do not lead to imprisonment, reconviction to any sentence administered by the Department is measured.

### Rehabilitation Quotient

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

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

The introduction of Integrated Offender Management has meant that the rehabilitative and reintegrative interventions that the Department provides for offenders can be more specifically targeted to the offenders who need them. Assuming that the interventions address the criminogenic needs of offenders, it will lead to a reduction in re-offending in those offenders receiving interventions. The RQ will show these benefits.

## **Benchmarks**

The Department uses international benchmarking to compare performance across a range of service delivery indicators. This is particularly important as the Department is positioned as both the purchaser and provider of services and is not always able to compare performance against internal (within New Zealand) organisations.

Benchmarking is also designed to support overall strategic advancement, as it provides the means by which quality improvement can be identified and effected.

Developing closer working relationships with overseas jurisdictions is an essential and integral part of the exercise. Information is now being exchanged on a regular basis between New Zealand, Australia, Canada, England & Wales, and Scotland.