



***Briefing to the Incoming Minister 2020***

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DEPARTMENT OF  
**CORRECTIONS**  
ARA POUTAMA AOTEAROA

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# Message from the Chief Executive

Congratulations on your appointment as Minister of Corrections. We are excited to have you on board. We are ready to discuss your key priorities and how we can support you during your time as our Minister.

The Department of Corrections/Ara Poutama Aotearoa<sup>1</sup> is one of New Zealand's largest core government agencies. We manage an operating expenditure of \$1.8 billion and an asset base of approximately \$4 billion. Corrections' 10,000 staff are responsible for around 38,000 people on sentences or orders in prison and in the community on any given day. Supporting people under our care and management, their whānau, victims and our staff is at the centre of what we do.

*Kotahi anō te kaupapa: ko te oranga o te iwi – There is only one purpose to our work: the wellness and wellbeing of people.*

The launch of our departmental strategy *Hōkai Rangī* last year outlined our commitment to reducing the overrepresentation of Māori under our care and management. We recognise that we cannot do this alone, and it is crucial we work with our justice sector partners to achieve our goals.

One of our highest priorities is investing in the wellbeing and capability of our staff. This will better enable them to develop relationships with people in our care and management and their whānau, which are based on manaaki and contribute positively to their wellbeing. This approach helps promote safer New Zealand communities and supports the interests of the public by providing opportunities for people who have committed crime to re-build their lives in order to reduce their chances of reoffending. We also know that to support people's wellbeing they need to feel safe in the environments they are placed in, and that our staff need to feel safe in their place of work.

The COVID-19 pandemic has highlighted opportunities to innovate and work flexibly to achieve our strategic goals and fulfil our duty of care to the people we manage and our staff. The hard work of our staff has successfully kept people in prisons safe and connected with their whānau.

The proportion of people on remand in prison awaiting trial has been gradually increasing over time and is currently at 35 percent of the prison population. We are working with our sector partners to reduce the remand population, and are rethinking how we can support people on remand to access services and programmes.

As stewards of the corrections system, we are committed to providing you with effective, free and frank advice that will best enable you to undertake your role as Minister.

Once again, congratulations and we look forward to working with you.



**Jeremy Lightfoot**

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# Your role as Minister of Corrections

As the Minister of Corrections, you are responsible for determining policy and exercising statutory powers and functions related to the Corrections portfolio. You are responsible to Parliament for ensuring Corrections carries out its functions properly and efficiently.

Your main levers to influence and change the corrections system are the development of policy and legislation, and the allocation of funding.

You have responsibility for the **Corrections Act 2004, Corrections Regulations 2005, and the Public Safety (Public Protection Orders) Act 2014**, which are the primary legislative vehicles governing the corrections system. The Corrections Act outlines your powers and functions, including giving general directions to the Chief Executive relating to the exercise of their powers and functions. You also have joint responsibility for the **Sentencing Act 2002** and the **Parole Act 2002** with the Minister of Justice. *See Appendix C for more information about legislation and obligations.*

You oversee Vote Corrections, which allocates \$1.8 billion in funding for the corrections system each year through the budget process. This funds day-to-day operations as well as new projects and innovations. *See Appendix E for more information about our finance and property.*

The corrections system is part of the wider justice sector that is overseen by yourself, as Minister for Corrections and Minister for Children, the Minister of Police, the Minister of Justice and the Attorney General. The interconnected nature of the system means that you are likely to engage regularly with these Ministers.

Corrections works closely with its justice sector partners to achieve the Government's goals and improve outcomes for people in the criminal justice system.

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# Key roles within Corrections

## Corrections' Executive Leadership Team

As Chief Executive, my role is to deliver on the policy objectives that you and your government set, and to ensure that the department supports you as Minister.



**Jeremy Lightfoot, Chief Executive**

Jeremy heads the department and its Executive Leadership Team. This role carries a range of statutory responsibilities, including:

- the day-to-day running of Corrections and ensuring that the system operates in accordance with the Corrections Act
- the safe custody and welfare of people in prisons
- the welfare of people serving a sentence or order in the community.



**Rachel Leota**  
National Commissioner

Rachel has accountability for the operation of prison and community corrections sites. She is responsible for the safety of staff, personnel development, and practice areas (such as case management and custodial). Our four regional commissioners report to Rachel.



**Juanita Ryan**  
Deputy Chief Executive Health

Juanita is responsible for the delivery of mental health and addiction services and health services across prisons at an operational and strategic level. Her team is focused on improving physical and mental health outcomes for the people we manage.



**Richard Waggott**  
Deputy Chief Executive People and Capability

Richard's key focus is building the capability of our people, including their health, safety and wellbeing. People and Capability are also responsible for providing support to you and your office.



**Topia Rameka**  
Deputy Chief Executive Māori

Topia's role is to guide our approach to addressing the overrepresentation of Māori in the justice system, through strategic partnerships with Māori, programme delivery, research and analysis, and policy and legislation.



**Andrew Robertson**  
Deputy Chief Executive Infrastructure & Digital Assets

Andrew is responsible for providing specialist services and advice in the areas of digital and physical asset planning and management, and capital project delivery. He is also responsible for managing Corrections' major contracts.



**Leishia Pettigrew**  
Acting Deputy Chief Executive Finance, Planning & Assurance

Leishia's focus is monitoring progress towards achieving our strategic goals and ensuring that all our efforts are well aligned, lawful, safe and financially sustainable. Leishia's role is responsible for the Corrections budget.



## NEW ZEALAND PAROLE BOARD

### The New Zealand Parole Board

The Parole Board is an independent statutory body that considers people in prison's eligibility for release on parole, compassionate release, and release when their sentence has been served. It also considers applications to recall people who are on parole to prison. When making decisions about the release of an offender the paramount consideration for the Board in every case is the safety of the community.

Corrections administers the Parole Act 2002, which requires us to provide the Parole Board with administration and training support. We also produce parole assessments, psychologist and parole progress reports as well as recommend conditions for release on parole. This information is critical to enable the Board to carry out their function and make informed decisions about the safety of the community. Corrections monitors people who are released into the community on parole and supports them to comply with their conditions.

As an independent body, the Parole Board cannot be directed by the Minister of Corrections or the department in its decision making or Board membership. Parole Board members are appointed by the Attorney General. The current Chair of the New Zealand Parole Board is Sir Ron Young.



### Other key relationships

In your role you will interact with the following:

- Justice sector ministerial colleagues
- Corrections staff
- Iwi representatives
- Other Māori partners
- Union representatives such as the Public Service Association, Corrections Association New Zealand (CANZ), National Union of Public Employees (NUPE) and the New Zealand Nurses Organisation (NZNO)
- Counterparts in Australia such as the Correctional Services Ministers' Council
- Chief Victims Advisor
- Advocacy groups such as the Sensible Sentencing Trust, JustSpeak and The Howard League

Corrections' role is to support you with these interactions by providing advice and information.

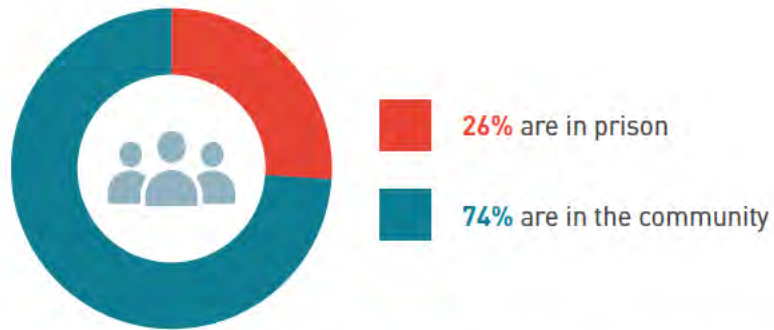
*See Appendix C for more information about our relationships.*

# Overview

Corrections has an important responsibility to support the people we manage and keep communities safe. Corrections manages people in both prisons and the community. On any given day, there are just over 9,000 people in prison and around 28,000 people serving a sentence or order in the community.

## Who we manage

Of the people we manage:



More information about types of sentences and orders can be found in Appendix A.

Generally, Corrections manages people who have committed more serious crimes, while Police and the Ministry of Justice are responsible for lower level offences.

Imprisonment rates among non-Māori are relatively low. Yet, New Zealand has one of the highest imprisonment rates per capita among OECD countries, driven by the overrepresentation of Māori in our prisons. Countries such as Canada and Australia have had similarly high rates of imprisonment among their indigenous populations. This reflects historical and system factors. Māori are also overrepresented among people on community sentences or orders.

Many of the people serving sentences and orders managed by Corrections have experienced:

- high levels of childhood trauma and exposure to family violence
- low employment and education levels
- high levels of intergenerational disadvantage
- high rates of mental health issues and addiction.

"I have been sentenced and given a release date in early August. I am going home. I wish to say thank you for helping and looking after me for the last nine months. As I told the sentencing judge the way I was treated had a massive impact on me. I was treated with respect and dignity. I owe you a debt of gratitude."

"I've been a victim of abuse – I was introduced to gang life, violence, alcohol, drugs... Crime was my 'norm' for years... I tried to get help from agencies, but it was hard"





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**OF THE 9,000 PEOPLE IN PRISON:**

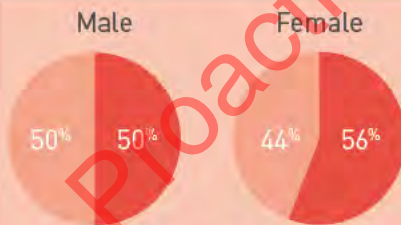


**4,730**

(over 50%) identify as Māori, of which:



**Māori as a proportion of prisoners:**

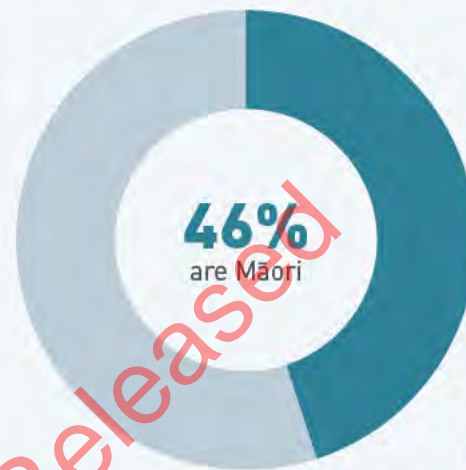


**Youth (under age of 25)**

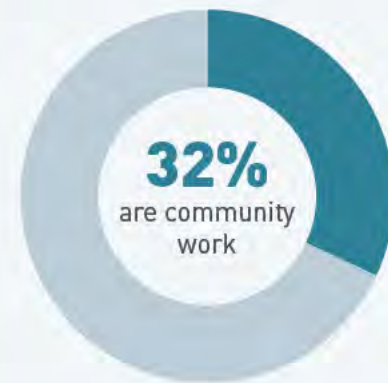


Non-Māori Māori

**OF THE 28,000 PEOPLE IN THE COMMUNITY:**



**OF THE COMMUNITY SENTENCES BEING SERVED:**



We also monitor an additional **1,473** people on Electronically Monitored Bail

# Our strategic direction: *Hōkai Rangi*

In 2019, Corrections launched *Hōkai Rangi: Ara Poutama Aotearoa Strategy for 2019-2024*. This strategy outlines our commitment to do better for Māori, identifies our long-term vision, and defines our plan for the next five years. It focuses on prioritising the wellbeing of the people we are managing and their whānau.

## **There is a clear need to address the overrepresentation of Māori in the criminal justice system**

The overrepresentation of Māori in the criminal justice system is a longstanding issue facing the justice sector. While Māori make up 16.5 percent of the general population, they represent more than 40 percent of people apprehended by Police, 44 percent of convictions, and 50 percent of the people we manage. There is an even higher overrepresentation of Māori in the criminal justice system among women and young adults under 25.

Māori overrepresentation in prison impacts many whānau – for example, around 9,400 children have a parent who identifies as Māori in prison. Research shows that this has profound and long lasting negative effects on children.

A high prison population presents a significant social and fiscal cost for New Zealand, representing more victims (who are disproportionately Māori) and increased investment to maintain prison operations. Reducing reoffending and the prison population can therefore contribute to stronger and safer communities, and allow government funding to be directed into other areas.

## **How we got here**

We developed a range of Māori focused strategies between 2001 and 2008, but for a variety of reasons these became increasingly less detailed and more high level. More recently, we made changes to reduce reoffending rates by increasing participation in individual programmes and interventions. The approach sought to address reoffending for all offenders and did not seek to address the needs of Māori specifically, beyond the provision of some culturally based programmes. Under this approach programmes and interventions were considered effective for Māori if they produced positive benefits for Māori at a similar rate as non-Māori.

In 2017, the Waitangi Tribunal released *Tū Mai Te Rangi!*, which drew attention to our success in reducing reoffending overall, but was critical of this shift increasing the overrepresentation of Māori among the prison population. The Tribunal concluded the department was in breach of Te Tiriti o Waitangi principles of active protection and equity for our lack of strategic focus on Māori. *Tū Mai Te Rangi!* recommended that Corrections co-design a Māori-focused strategy with our Māori Advisory Board.

The former Chief Science Advisor, Sir Peter Gluckman, reinforced the Tribunal's finding, stating that the government needed to develop a strategic plan with Māori to address Māori overrepresentation in the justice system.

## ***Hōkai Rangī* responds to the need to do things differently**

*Hōkai Rangī* will drive change in the corrections system by prioritising the oranga/ wellbeing of people, including people serving sentences and orders, their whānau, victims, our staff and communities. The strategy aligns with efforts across the justice sector to transform the criminal justice system in partnership with Māori. The strategy will deliver several work programmes through an implementation plan that includes short term (one to two years), medium-term (in the next five years), and long-term (five years and beyond).

Corrections adopted *Hōkai Rangī* not just as the new Māori strategy, but as its overall strategy. This reflects the widespread recognition that the changes in *Hōkai Rangī* will benefit all of the people are managing.

### **We are piloting new approaches to rehabilitation and reintegration**

A key work programme under *Hōkai Rangī* is the development of a kaupapa Māori based pathway through the prison system and post-release. The pathway is being co-designed with Māori and is an opportunity to pilot approaches in Hawke's Bay and Northland that will achieve better outcomes with and for Māori and their whānau. Whānau are integral to improving individual and intergenerational outcomes, as shown by local and international research. We are exploring family-based approaches to reduce reoffending, support wellbeing, and aid reintegration into the community.



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# Promoting safety

Safety and wellbeing are our top priorities – for our communities, our staff, the people we manage and their whānau.

We do this in a number of ways, including:

- ensuring that the people we are managing have access to the right programmes, treatment and activities that will reduce their risk of reoffending and help them to live crime free
- maintaining the integrity of sentences handed down by the Courts and New Zealand Parole Board by monitoring peoples compliance with the conditions imposed on them
- operating a network of prisons that provide safe, secure and humane environments for people who are on remand or sentenced to imprisonment
- providing our staff with the training, tools and environments that keep them safe at work.

## Managing people in prisons

Over the last ten years, Corrections has invested significantly in initiatives to keep our staff safe at work. This has included the introduction of stab resistant body armour, the expanded use of pepper spray, on-body cameras, tactical communication and de-escalation training, site emergency response teams and the Prison Tension Assessment Tool.

We have opened a new National Learning Centre and Tactical Training Facility for the delivery of specialist training for our people, doubled the length of our Corrections Officer Development Pathway for new custodial staff and our Chief Custodial Officer chairs a Reducing Violence In Prisons working group which includes representation from unions.

In recognition of the unique environment in which prison staff work, we have increased the support available to our people through the Your Mental Health Matters programme, embedded dedicated staff welfare officers roles and started the staged implementation of Making Shifts Work to improve staff work/life balance.

While serious assaults on our staff have not increased in 2019/20, assaults overall have tracked upwards in recent years. The reality is the threat of violence is something we cannot eliminate entirely, but we do everything possible to minimise this risk and provide the safest environment possible for staff and prisoners.

Violence in prisons is reflective of what occurs in the community. Many prisoners have long histories of reacting with violence to situations they perceive as unfavourable or in attempt to get what they want. A number of factors contribute to violence in prisons including:

- an increase in the proportion of the prisoner population who are gang affiliated (now 35%), which mirrors growth in gang membership in communities. Gang members are over-represented in acts of disorder and violence in prison
- a growing proportion of the prisoner population who are on remand, with a strong association between being on remand and incidents of disorder within prison
- a growing proportion of the prisoner population who have histories of extensive methamphetamine use – associated with significant and lasting impacts on mental and emotional function, including anger control
- Levels of violence in the community - the number of violence victimisations recorded by Police has increased steadily over the last five years.

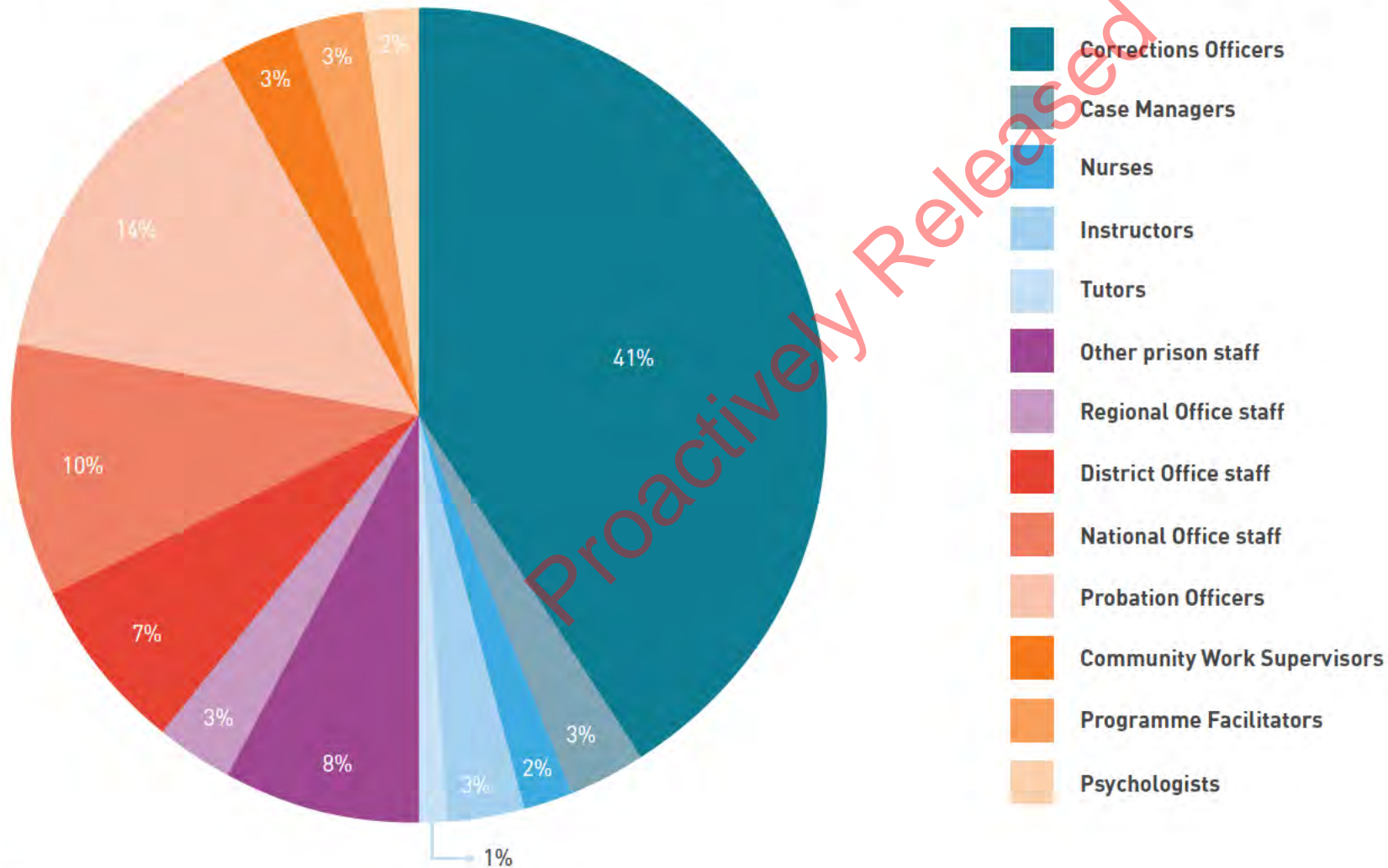
In addition to this, over 75 per cent of the prison population have convictions for violence in their offending histories, and more than 90 per cent have had a lifetime diagnosis of a mental health or substance abuse disorder.

Any assault on a staff member is unacceptable and any violence is not tolerated. We encourage all staff to report any and all incidents of abuse, threats or violence. Prisoners are held to account for their behaviour through internal misconduct charges, a change in security classification, or referral to Police for consideration of criminal prosecution.

Stakeholders including the Corrections Association New Zealand have expressed concern about staff assaults and may raise this with you.

# Our staff

Our people are our most significant asset. Corrections employs staff in a wide range of frontline and office based roles. Specialised training ensures our people have the appropriate skills, knowledge, behaviours and attributes required to respond to the challenges of working with people in our care and management.



# Our network

We have 17 publicly operated prisons around the country, one privately operated prison, and 106 community corrections sites. These local sites are supported by 15 district offices, four regional offices, and the National Office in Wellington.



## Managing people on remand

Current modelling does not suggest a significant growth in the sentenced prison population in the next couple of years. However, since March 2019, there has been a steady increase in the remand population, and as of October 2020, people on remand make up approximately 35 percent of the overall prison population. Based on projections, without interventions it is likely that it will continue to grow faster than the sentenced population.

**Table 1:** Increases in the total prison population from 2014 to 2018.

	Total people in prison (including remand)		
	Men	Women	Total
Increase 10/2014 to 03/2018	24%	53%	26%
Population (as at 15/10/2019)	9,359	711	10,052

**Table 2:** Increases in the remand population from 2014 to 2018.

	People on remand		
	Men	Women	Total
Increase 10/2014 to 03/2018	85%	140%	89%
Population (as at 15/10/2019)	3,359	301	3,634

**Table 3:** Remand populations internationally

Country	% prison population on remand
New Zealand	35%
Australia	33%
England and Wales	12.1%
Scotland	20.1%
Ireland	22.5%

### Several factors have led to the increase in people on remand

More serious offending has increased leading to higher prosecution rates. This has resulted in an increase of people on remand. The increase in the remand population is also associated with several other factors, including: court practices around granting bail and bail enforcement; an increase in the use of custodial remand for family violence offending; and, longer stays in remand due to cases taking longer in the courts.

We are working to safely reduce the remand population and manage it more effectively. This is being done through several initiatives with our sector partners, we are supporting the judiciary-led Criminal Process Improvement Plan.



# Corrections' role in the justice sector

Corrections is one of several justice sector agencies and we work together at many different levels. Each agency within the sector plays a different role within the system. For example, a person may be arrested and prosecuted by Police, convicted and sentenced by the courts, and then managed by either Corrections (if they are in the adult system) or Oranga Tamariki (if they are in the youth system).

The justice system is complex and changes by one agency often have flow-on effects to other agencies. Justice sector volumes are also heavily impacted by social sector outcomes. We recognise that working together is necessary to find cross-sector solutions.

Chief executives of the justice sector come together to share leadership as the Justice Sector Leadership Board (JSLB). The JSLB is an important mechanism to assist Ministers to achieve individual portfolio and wider collective justice sector goals.

Crime prevention, response, investigation and resolution	Administration of justice, prosecution and defence, supports for Courts and Victims	Sentence management, rehabilitation and re-integration
<b>Criminal justice policy and administration</b>		
 <p>NEW ZEALAND <b>POLICE</b> Ngā Pirihimana o Aotearoa</p> <p>Responsible for maintaining public safety, law enforcement, crime prevention and community support</p>	 <p>MINISTRY OF <b>JUSTICE</b> Tāhū o te Ture</p> <p>Responsible for the administration of the courts, Public Defence Service, Legal Aid, the enforcement of monetary penalties, and providing advice on criminal justice policy</p>	
 <p><b>SFO</b> SERIOUS FRAUD OFFICE Te Tūhono Kōwhiri</p> <p>The lead law enforcement agency for investigating and prosecuting serious or complex financial crime, including bribery and corruption</p>	 <p>DEPARTMENT OF <b>CORRECTIONS</b> ARA POUTAMA AOTEAROA</p> <p>Responsible for administering prison and community sentences, and assisting in offenders' rehabilitation and reintegration into the community</p>	
 <p>Te Tari Ture o te Kāwanatanga <b>Crown Law</b></p> <p>Responsible for prosecuting the most serious crime, criminal appeals, and the oversight of public prosecutions</p>	 <p><b>ORANGA TAMARIKI</b> Ministry for Children</p> <p>Responsible for administering youth justice services</p>	

# Key issues for the Corrections system

We face both enduring issues (such as a high proportion of people on remand), and issues that have arisen more recently (such as the risks presented by COVID-19). *Hōkai Rangī* guides our strategic response to these issues, ensuring that the safety and wellbeing of people are at the centre of our efforts.

## Responding to challenges presented by COVID-19

The COVID-19 pandemic has presented unique challenges to keeping our staff, and people in prison and in the community safe while continuing to implement *Hōkai Rangī*.

### Response: acting fast

During the COVID-19 outbreak, we implemented safety precautions at prisons and at community sites - for example, closing prisons to visitors, introducing a two week separation period to keep newly recieved prisoners separate from others, and providing personal protective equipment to staff.

### Responding to a resurgence and maintaining BAU

Our Pandemic Resurgence Planning team are focused on a strategy to maintain full operations through any further resurgence or change in alert levels. This involves having consistent and easily obtainable guidance for frontline staff, planning for future scenarios and testing processes for efficiency and effectiveness.

However, while we 'played it safe', the COVID-19 pandemic highlighted opportunities to trial innovations and initiatives as part of the implementation of *Hōkai Rangī* much quicker than previously intended.

Our recovery plan is focused on leveraging these initiatives and refining and prioritising our operational activity based on wellbeing outcomes for our staff, the people we manage, and their whānau.

Our focus areas, building on the experience of the last twelve months, are:

- identify and deepen relationships, particularly partnering and co-designing with Māori
- support increased use of technology within our workforce
- map out the requirements for health services provided to people in our care
- support our workforce to deliver *Hōkai Rangī*
- align the design of new infrastructure with *Hōkai Rangī*.



## Gangs

Gangs in New Zealand are a pervasive, complex, and often multi-generational issue. Over one third of the male prison population are affiliated with gangs and there is an overrepresentation of Māori and youth within this cohort.

Of the people in prisons that are affiliated with gangs, 75 percent are affiliated with ethnic gangs and 25 percent with outlaw motorcycle gangs<sup>2</sup>. A number of new organised crime groups with international connections are also becoming more visible within the New Zealand gang scene. These all present Corrections with significant challenges in the way we manage the different groups and support rehabilitation, reintegration, harm reduction, and pro-social outcomes. *Hōkai Rangi* calls for us to work with people affiliated with gangs and their whānau to address these challenges.

Corrections' Gang Strategy is aimed at reducing the influence and impact of gangs by:

- building staff capability to enable our people to work more effectively with gang members
- building intelligence capacity to support staff to maintain safe custodial environments that allow people in our care to focus on rehabilitation
- supporting initiatives that enable us to tailor our response at a local/ regional level
- focusing on initiatives that strengthen the safety of our prisons
- identifying those gang members who want to change and encourage more purposeful engagement with people (including gang whānau) who can support them to lead pro-social lives.

Corrections is part of a wider government response to organised crime. See *Appendix B for more information on the Resilience to Organised Crime work programme*.

## Responding to extremism

There has been an increase in the number of people we manage identified as potentially holding extremist views or displaying risk factors and indicators specific to radicalisation or violent extremism. Corrections has taken several steps to respond to this, including by:

- **Establishing a Prisoners of Extreme Risk Directorate** – we recognise that additional measures are needed to safely manage those who present an ongoing risk of harm and the potential to influence others to engage in serious violence.
- **Making violent extremism an intelligence priority** – Corrections Intelligence operates in support of the Government's National Security and Intelligence Priority (NSIP) of Terrorism, engages in prevention and disengagement initiatives with partners (government, community and academia), and has supported the development of individualised treatment plans for people displaying extremist views.

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2. Ethnic gangs and outlaw motorcycle gangs differ significantly in their structure, the way they operate and the nature of activities they are involved in.

## Housing

For many people released from our prisons, finding suitable and safe accommodation is a significant challenge. Each year, Corrections provides over 1,100 accommodation places to people leaving prison or serving community-based sentences. In response to an increasing shortage of housing, particularly for those with complex needs, we have increased our investment in accommodation and support services to over \$7 million per annum.

### Housing and Support Services Programme

To respond to accommodation challenges, Corrections works with Kāinga Ora (formerly Housing New Zealand) to provide housing and support services to individuals in the justice system. We jointly received funding through Budget 2018, which addresses:

- a shortage of suitable housing and support services for people eligible for bail, home detention and parole
- a shortage of suitable accommodation for people with very complex needs and higher risk levels, such as people who are subject to extended supervision orders.

Kāinga Ora provides the housing component of the programme and Corrections delivers support services within the programme.

The initiatives helps up to 300 people in Corrections' care and management per year by providing secure accommodation (typically for between six and 12 months) before they move into more permanent accommodation.



# How we address people's needs

## Rehabilitation and reintegration

The Corrections Act requires us to deliver interventions and initiatives to reduce reoffending every year. We invest approximately \$266m – 16 percent of our annual budget on these projects. We know that people are less likely to reoffend when they have access to the right support and are enabled to participate positively in society.

The risks and needs of the people we manage are influenced by a range of factors. We are required under the *Corrections Act* to take into account cultural background and ethnic identity in how we develop and deliver programmes and interventions. It is critical that our services are responsive to Māori in particular, in order for us to be successful in addressing their disproportionate reoffending rates. Guided by *Hōkai Rangi*, we are implementing new approaches to rehabilitation and reintegration by drawing on kaupapa Māori practices.

## Education

Supporting people in prison to undertake educational programmes results in lower reoffending rates. Engagement with education in prison is also a key driver for whānau and community wellbeing. Many people in prison arrive with high and complex learning needs, and face educational barriers, including dyslexia and low levels of literacy and numeracy. An education assessment including literacy and numeracy is conducted in the first weeks of a person arriving in prison. A national literacy and numeracy programme is available to enable people to develop the foundational skills they need to participate in education, rehabilitative programmes and employment opportunities.

Corrections' prison-based educational programmes and initiatives include engaging with Te Pukenga: NZ Institute of Skills and Technology, industry training organisations, universities, wānanga, and volunteers to support the educational aspirations of the people we manage.

We are committed to engaging in more programmes incorporating a Te Ao Māori worldview to better support the identity, language, and culture of the people we work with.

We are exploring the funding needs for these programmes and are drafting an Education Strategy.

In 2019/20:



We invested **\$266 million** on interventions and initiatives to reduce reoffending.



**85%** of participants in prison successfully completed a programme



**85%** of participants in the community successfully completed a programme



**1,129** people in prison and **188** people in the community participated in a core alcohol or drug programme



**534** people in prison received **one-on-one treatment** from a Corrections psychologist



**391** people in the community received **one-on-one treatment** from a Corrections psychologist



**1,000** people were supported into **transitional accommodation** on release from prison



**Over 1,000** people were placed into **employment** through our employment service

## Women and youth have unique needs

Research shows the stage of brain development is a factor in young people's offending, so we aim to be responsive to their neurological and psychosocial developmental differences.

We have a Women's Strategy, *Wāhine – E Rere Ana Ki Te Pae Hou* (Women rising above a new horizon). We know that women who offend are more likely than men who offend to be affected by victimisation, mental health issues, and economic marginalisation

Many women are mothers and primary caregivers coping on their own prior to being sentenced.



# Addressing health needs

Many people arrive in prison with serious underlying health issues, primarily due to barriers in accessing timely treatment. As Minister you may be interested in how wider government policies impact on the people that we manage.



**50%** of Māori in prison have a diagnosed chronic condition, including heart disease, diabetes and asthma.

We have health centres in all our prisons, where registered nurses and other health practitioners deliver primary health care treatment that supports improved health outcomes. We also contract providers to deliver mental health and addiction services to people in prison and the community, along with mental health education for our frontline staff.

We are currently working to transform our health services, focusing on improving health outcomes for all of the people we manage, with a particular focus on Māori.



**91%** of people in prison have been diagnosed with substance abuse or a mental health disorder at some point in their life.

## Mental health needs

Mental health needs and drug and alcohol dependence are serious health issues, contributing to crime and other social harm in the community. They can also act as a barrier to people accessing rehabilitation and reintegration services.

We provide general mental health services for people with mild to moderate needs, and targeted services for people with complex needs. We work closely with Forensic Mental Health Services within District Health Boards to ensure people with severe mental health issues and/or cognitive difficulties have their needs met. We also have trauma counsellors in our women's prisons given the particularly high rates of trauma experienced by women.

“

*Offenders with mental disorders who do not receive treatment are likely to cycle in and out of prison – and the criminal-justice system more generally – multiple times.*

**– Social Sector Science Advisors**

”

We are currently expanding and improving our services, through the:

- **Intervention and Support Project:** which aims to improve outcomes for people vulnerable to self-harm and suicide by emphasising preventive, long-term approaches and therapeutic ways of working.
- **Review of Mental Health and Wrap-Around Services:** to ensure alignment with our strategic direction, and support the development of a Māoritanga mental health service.
- **Waikeria Mental Health and Addiction Service:** to offer people in prison high quality mental health treatment and rehabilitative programmes. A model of care is being designed in partnership with mana whenua, the Waikato District Health Board, and the Ministry of Health.

#### Alcohol and other drug needs

In recognition of the high levels of alcohol and other drug needs among the people we manage, we have an Alcohol and Other Drug Strategy which informs the direction of our alcohol and other drug services and initiatives. Corrections produces a new Alcohol and Other Drug Strategy every five years to ensure the strategy reflects best practice in alcohol and drug rehabilitation. We are currently developing the next iteration which you will take to Cabinet.



### ***We look forward to working with you***

We are available to brief you on other issues or matters of interest. We look forward to welcoming you to our sites, where you will meet our staff, and hear directly from the people we manage.



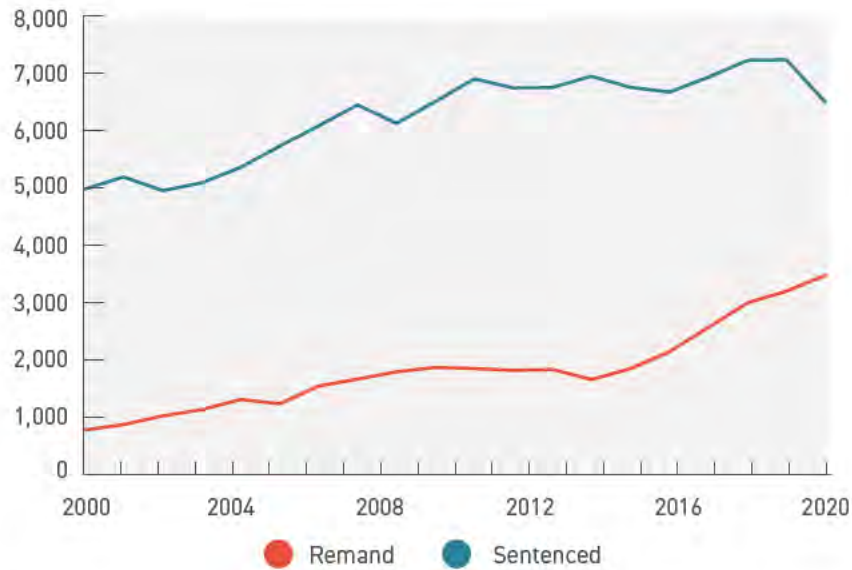
## Appendix A – Sentence and order types and trends

Sentence/order	Description	Length/conditions
Remand in custody	The court orders the person is to be held in Corrections' custody while awaiting conviction or sentencing.	A period of remand ends if the court grants the person bail, dismisses the charges, sentences the person, or they are found not guilty.
Short sentence	A determinate imprisonment sentence of up to two years.	The person is automatically released at the halfway point of their sentence, but can still be subject to conditions imposed by the court until six months after their sentence expiry date.
Long finite sentence	A determinate imprisonment sentence of more than two years.	The person is eligible for release on parole after serving one third of their sentence. They must be released if not granted parole by their sentence expiry date.
Life imprisonment	An indeterminate imprisonment sentence for murder.	A minimum non-parole period is set by the court.
Preventive detention	An indefinite imprisonment sentence for serious sexual or violent offences, where any other sentence would pose significant risk to the community.	A minimum non-parole period is set by the court.
<b>Community-based sentences</b>		
Community work	A reparative sentence where the person completes unpaid work in the community.	Between 40 and 400 hours of community work can be imposed by the court.
Supervision	Standard and special conditions apply.	Conditions apply for a period of six – 12 months (determined by the court).
Intensive supervision	Similar to supervision, but with more intensive oversight.	Conditions apply for a period of six – 12 months (determined by the court).
Community detention	An electronically monitored curfew.	The curfew can apply for up to 6 months.
Home detention	The person is required to remain at an approved residence under electronic monitoring, except where approved by a probation officer. Post-detention conditions can apply after a person has completed a home detention sentence	People are on home detention for up to 12 months, and can be on post-detention conditions for a further twelve months.

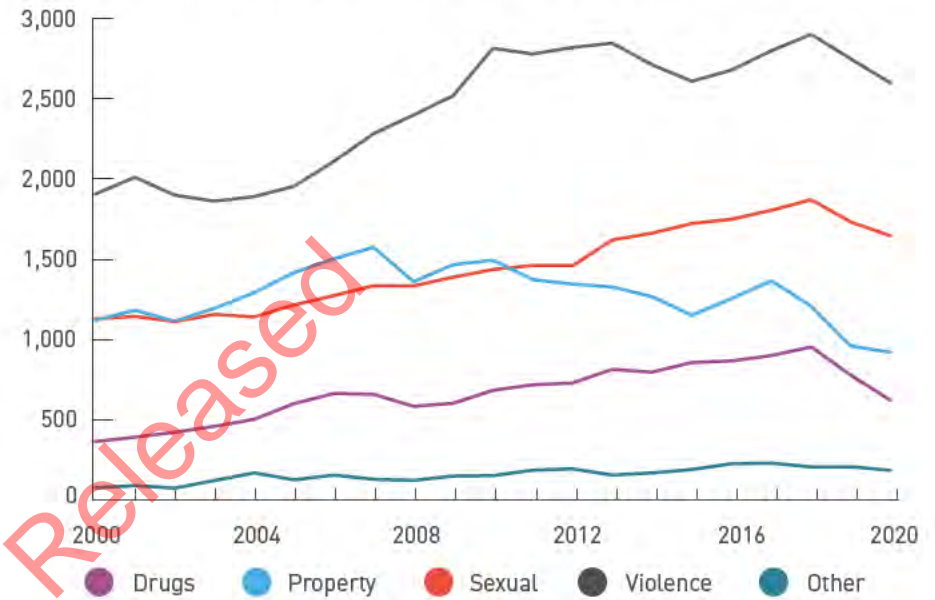
## Appendix A – Sentence and order types and trends (continued)

Community-based orders (before or after a term of imprisonment)		
Electronically monitored bail (Corrections manage the electronic monitoring only)	The person is subject to electronic monitoring in the community while awaiting conviction or sentencing.	A period of bail ends if the person is remanded in custody or when they are sentenced.
Release on conditions	Conditions apply following release from a short prison sentence.	Conditions are set by the court at sentencing, and apply either until the sentence end date, or for up to a further six months if required by the court.
Parole	Conditions apply following release from a long, finite term of imprisonment.	Conditions are set by the Parole Board and apply until the sentence end date.
Post-release conditions	Conditions apply to people who are released at their sentence expiry date if they served their full term of imprisonment without being released.	Conditions last for six months and are set by the Parole Board.
Life parole	Conditions apply to people released from an indeterminate prison sentence (preventive detention or life).	Conditions last for the rest of the person's life, and are set by the Parole Board unless there are exceptional circumstances.
Extended supervision order	Conditions apply to high-risk sex offenders and very high-risk violent offenders following a finite term of imprisonment.	Orders can be imposed for a period of up ten years at a time and are renewable. Conditions are imposed by the Parole Board.
Civil orders		
Returning offender order	Conditions apply to people who return to New Zealand following a recent prison sentence overseas.	Orders last for six months, one year, two years or five years (depending on the length of their prison sentence).
Public protection order	An indeterminate civil detention order for individuals who pose an imminent risk of serious sexual or violent offending.	The person must remain at a secure residence on prison grounds.

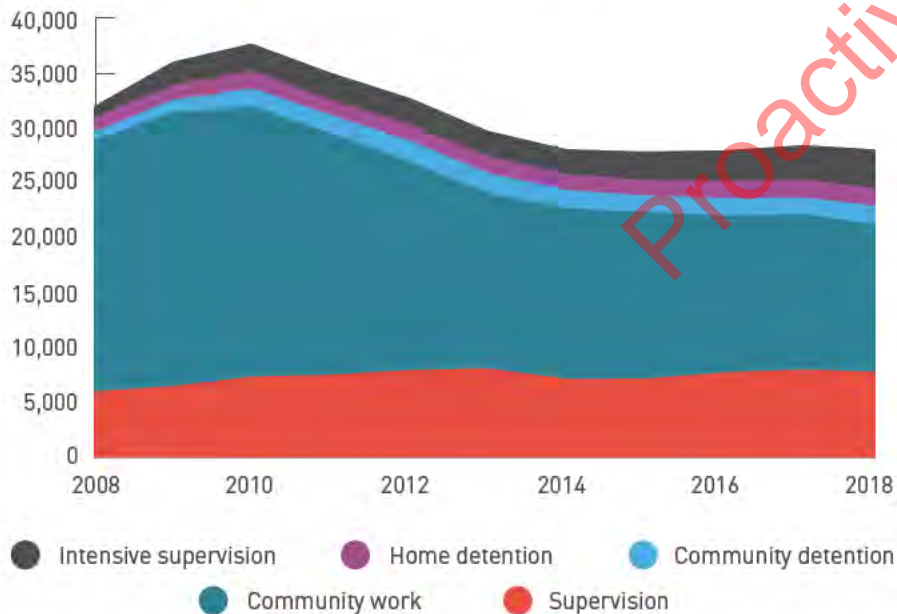
**Figure 1: Prison population remand and sentenced trends**



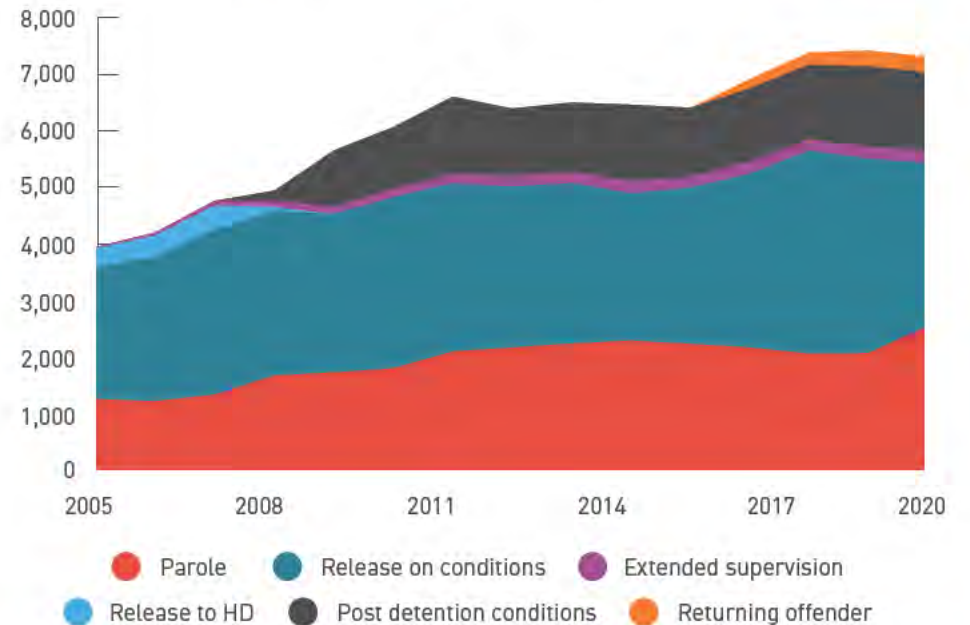
**Figure 2: Breakdown of people in prison by main offence type**



**Figure 3: Breakdown of people on community sentences**



**Figure 4: Breakdown of people on community orders**



## Appendix B – Other key issues across the sector

Issue	Detail	Response
<b>Family Violence and Sexual Violence</b>	<p><b>Prevalence</b></p> <ul style="list-style-type: none"> <li>• Around 12 percent of New Zealanders are directly affected by family violence each year.</li> <li>• Family violence is one of the largest drivers of violent crime and makes up around 50 percent of all homicides.</li> <li>• one in three girls and up to one in seven boys are subject to a form of sexual abuse by adulthood.</li> </ul> <p><b>Impact</b></p> <p>Children who experience this violence face lifelong impacts – for example, they are more likely to attempt suicide and make up almost 80 percent of youth offenders.</p>	<p><b>Cross-government response</b></p> <p>A cross-government joint venture has been developing new ways of working across government and with iwi and communities, and designing a national strategy and action plan to prevent and reduce family violence and sexual violence.</p> <p><b>Corrections' role</b></p> <p>Many of the people we manage have perpetrated and/or been a victim of family and sexual violence. We have a role in both preventing sexual and violent reoffending by helping people to address the underlying causes of this, and responding in trauma-informed ways to those who have experienced this harm.</p>
<b>Homelessness</b>	<p><b>Prevalence</b></p> <ul style="list-style-type: none"> <li>• More than 41,000 people experience homelessness in New Zealand.</li> <li>• Thousands more are at risk of homelessness.</li> <li>• Housing needs are common among the people we manage.</li> </ul> <p><b>Causes</b></p> <p>Contributing factors include housing pressures, rising rents, and low incomes coupled with high costs of living. COVID-19 has likely exacerbated some of these.</p>	<p><b>Cross-government response</b></p> <ul style="list-style-type: none"> <li>• A cross-agency group, led by the Ministry of Housing and Urban Development, has developed a Homelessness Action Plan with the aim of preventing and reducing homelessness.</li> </ul> <p><b>Corrections' role</b></p> <ul style="list-style-type: none"> <li>• We are implementing two actions as part of the Homelessness Action Plan. We also have a range of other initiatives to address the housing needs of the people we manage.</li> </ul>
<b>Child and youth wellbeing</b>	<p><b>Prevalence</b></p> <ul style="list-style-type: none"> <li>• Nearly 300,000 children and young people experience or are exposed to family violence.</li> <li>• New Zealand has the highest suicide rate of young people aged 15-19 when compared with other countries.</li> </ul> <p><b>Need for change</b></p> <p>Research shows there are long-term negative impacts on children who experience stress or low wellbeing. Children who experience this also are at higher risk of poorer outcomes later in life, including having multiple interactions with the justice system.</p>	<p><b>Cross-government response</b></p> <p>The Child and Youth Wellbeing Strategy, launched in August 2019, sets out a shared understanding of what is important for child and youth wellbeing, and provides a framework to align the work of government and others. While the Minister for Child Poverty Reduction and Minister for Children is responsible for the Strategy, multiple Ministers and agencies play an important role in its implementation, reporting and review. Over time, agencies are expected to align to the outcomes of the Strategy as reflected in their planning and funding decisions. The legislation that underpins the strategy also requires the children's agencies to develop an Oranga Tamariki Action Plan to achieve the Strategy's outcomes for children and young people of interest to Oranga Tamariki.</p> <p><b>Corrections' role</b></p> <p>Our action under the Strategy is implementing the Paiheretia te Muka Tāngata initiative which offers Whānau Ora support for Māori in the corrections system.</p>

Issue	Detail	Response
<b>Resilience to Organised Crime in Communities (ROCC)</b>	<p><b>Prevalence</b></p> <ul style="list-style-type: none"> <li>Between February 2016 and 31 August 2019, known gang membership in New Zealand increased from 4,303 to 6,735 (a 57 percent increase)</li> <li>Over a third of the male prison population are affiliated with gangs, either as members, prospects or associates.</li> </ul> <p><b>Impact</b></p> <p>Organised crime harms members of whānau through family harm, sexual violence, child neglect, poor health outcomes, and poor educational and employment outcomes.</p>	<p><b>Cross-government response</b></p> <p>Police are leading a sector work programme that recognises the social and criminal impacts of organised crime. It is community-focused and led, combining social intervention with enforcement activity to simultaneously address the harms and drivers of organised crime.</p> <p>ROCC agency partners, including Corrections, iwi, and communities build community resilience and respond to organised crime and the associated harm from drugs, particularly methamphetamine. ROCC's initial regional focus is in Hawke's Bay and Tairāwhiti with funding from the Provincial Growth and Proceeds of Crime funds.</p> <p><b>Corrections' role</b></p> <p>Corrections currently has representatives on the ROCC DCE's leadership group and ROCC agency working group. There are Corrections staff in the regions working on the various initiatives.</p>
<b>Construction Sector Accord</b>	<p><b>Prevalence</b></p> <ul style="list-style-type: none"> <li>The construction industry is facing long-standing and systemic challenges such as skills shortages, unclear regulations and pipeline of work, and uncoordinated leadership. These challenges contribute to low productivity and business instability.</li> </ul>	<p><b>Cross-government response</b></p> <p>A Construction Sector Accord was launched in 2019 as a joint commitment between government and industry to work together to create a high performing construction sector for New Zealand.</p> <p><b>Corrections' role</b></p> <p>Our Chief Executive sits on the Chief Executive group. Corrections are looking for opportunities to contribute to the transformation plan.</p>

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## Appendix C – Our relationships

### Corrections' partnerships with Māori

#### Relationships with iwi and Māori authorities

Corrections values strong partnerships with Māori. This stems not just from the Crown's obligations under Te Tiriti o Waitangi, or from the commitment in *Hōkai Rangi* to work with Māori to address the overrepresentation of Māori, but from the knowledge that we can achieve much more in partnership with Māori than on our own.

Engaging with mana whenua and strengthening relationships with iwi, hapū and whānau Māori enables Corrections to work proactively to address issues important to Māori. To this end, we have a variety of relationships with Māori across New Zealand. Some of these are with mana whenua of an area, some are born out of Treaty settlements, and some extend to operational relationships where iwi or Māori groups deliver services in our facilities and in the community.

#### Governance and Advisory Boards

Corrections also has in place Te Poari Hautū Rautaki Māori (a national advisory board of iwi and Māori representatives) and regional advisory boards, which tend to consist of representatives of local iwi and Māori service providers.

#### Beyond the Public Sector

Corrections manages a number of large and complex contracts, including for electronic monitoring, transport between prisons, information technology services, and facilities management, as well as local and national contracts for rehabilitation and reintegration services.

#### Public Private Partnerships

Three of Corrections' major contracts are Public Private Partnership agreements. These contracts focus on results. A regime of financial incentives and penalties is tied to performance outcomes to facilitate innovations in service delivery.

The three Public Private Partnership agreements are for:

- *Kohuora, Auckland South Corrections Facility* – Corrections contracts SecureFuture Wiri Limited at Auckland South Corrections Facility. On-site prison monitors provide assurance of service delivery, and performance information is regularly publicly released.
- *Auckland Prison* – Corrections contracted Next Step Partners (NSP) to deliver the new maximum security facility at Auckland Prison to replace the previous, outdated facility. Under the contract NSP built the new facility and is responsible for ongoing asset and facility management while Corrections retains custodial operations for this site.
- *Waikeria Prison* – Corrections has contracted Cornerstone Infrastructure Partners to deliver the 500-bed facility at Waikeria Prison. Corrections will retain custodial operations.

## Appendix D – Obligations and legislative framework

### Legislation administered by Corrections

*Corrections is responsible for administering:*

- the **Corrections Act 2004** and the **Corrections Regulations 2005**, which provide the legal framework for managing and operating the corrections system.
- the **Public Safety (Public Protection Orders) Act 2014**, which introduced Public Protection Orders as an additional measure to detain very high risk individuals under a civil regime after completing a finite prison sentence.

*We also jointly administer two Acts with the Ministry of Justice:*

- the **Sentencing Act 2002**, which covers the sentencing process and the criminal sanctions available to the courts.
- the **Parole Act 2002**, which covers the release of prisoners from prison, and extended supervision orders.

### Domestic and international obligations

*Corrections' national and international obligations can broadly be separated in four areas:*

- **Obligations as a detaining agency** – we must ensure that people in prison receive their minimum entitlements, which include access to daily exercise, bedding, food and water, visitors, healthcare, legal advisers and mail.
- **Obligations as a public sector organisation** – these are common across the public sector and include obligations in the areas of efficiency, fairness, privacy, and public record keeping.
- **Obligations as a health care provider** – Corrections provides primary health care services to people in prison through a nurse-led, prison-based structure. Secondary and tertiary level health care is provided, as required, by District Health Boards.
- **Legislative obligations** – including the Corrections Act 2004, Crimes of Torture Act 1989, Bill of Rights Act 1991, Human Rights Act 1993, and Health and Safety at Work Acts 2015.

To ensure we meet our legal obligations, several layers of internal and external oversight exist. The most important internal oversight structure is the Office of the Inspectorate.

## Oversight mechanisms

### The Office of the Inspectorate

The Office of the Inspectorate is a critical part of the oversight of the Corrections system. While it sits within Corrections, the Inspectorate is operationally independent to ensure objectivity and integrity. The Inspectorate is headed by Chief Inspector Janis Adair, who reports to the Chief Executive.

*The functions of the Inspectorate include:*

- investigating complaints from people in prison and people subject to community sentences
- investigating all deaths in custody
- special investigations
- carrying out both announced and unannounced prison inspections to ensure that people in prison are treated in a fair, safe, secure and humane way.

During the COVID-19 emergency, the Office of the Inspectorate was proactive and worked at pace to respond to complaints and concerns from people in prison and their families and whānau, and to ensure that effective oversight of the prison system was maintained.

### The Office of the Ombudsman

The Office of the Ombudsman is responsible for monitoring the general conditions and treatment of people in prisons. The Ombudsman provides advice and guidance, undertakes investigations, and makes recommendations in accordance with several different pieces of legislation including the Ombudsman Act 1975.

### Other external oversight mechanisms

- *Children's Commissioner* – their role undertakes inspections of Mothers with Babies units.
- *Human Rights Commission* – the Central National Preventive Mechanism for New Zealand. It oversees Corrections' treatment of people and follows up complaints, and offers advocacy and mediation services to the public.
- *Privacy Commissioner* – oversees privacy issues. Their role is defined in the Privacy Act 1993.
- *Health and Disability Commissioner* – responds to complaints and provides advocacy services to patients in prison. Their role is defined in the Health and Disability Commissioner Act 1994.



## Appendix E – Finance and property

### Managing our Finances

Corrections has an annual operating expenditure of approximately \$1.8 billion and manages a portfolio of assets worth more than \$4 billion.

*Operating expenditure for 2020/21 includes:*

- \$1,144 million for the provision of custodial services including long-term service contracts and Public Private Partnerships for people lawfully required to be detained in custody
- \$325 million for case management and interventions designed to achieve a reduction in reoffending by focusing on the wellbeing of those completing sentences and their whānau
- \$260 million for the management and delivery of sentences and orders served in the community, and electronic monitoring of people on bail
- \$80 million for information and administrative services for the judiciary and New Zealand Parole Board, as well as policy and ministerial services
- \$34 million for non-departmental infrastructure improvements to enable the Waikeria Development Programme.

### Building long-term network resilience and effectiveness

A key objective for Corrections is to build greater long-term resilience, bed quality, and effectiveness into the prison network. This will support our ability to respond to unforeseen events, and to provide humanising and healing environments that support effective rehabilitation.

The network is experiencing targeted pressures due to the increase in the remand population and demand for high-security beds. This has led to a reliance on capacity intended for short-term use only, including double-bunked beds and capacity nearing the end of its operational life.

Furthermore, regional misalignment between the supply and demand of prison beds creates pressure in specific regions. This challenges our goal under *Hōkai Rangi* to accommodate prisoners in their home region, where they can be closer to whānau and support networks.

### Responding to capacity pressures through network capacity planning

In response to unprecedented and unforecasted levels of growth in the prison population between 2016 and 2018, several initiatives were launched to ease capacity pressures including the increased establishment and use of double bunking. Two programmes to add new capacity remain underway:

- **Modular Build Programme**, which is delivering eight 122-bed modular accommodation units (976 beds in total) and associated infrastructure and enhancements across five prison sites. All work is expected to be completed by the end of 2021.
- **Waikeria Development Programme**, which includes construction of a new 600-bed facility at Waikeria Prison, including 100 beds in a dedicated Mental Health and Addiction Service, and several ancillary projects. We expect the facility to be completed in August 2022.



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