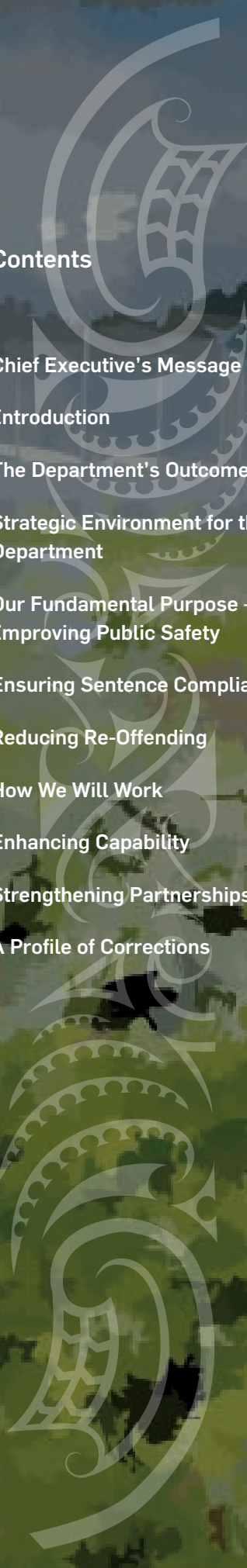




Moving forward - the next five years

Strategic Business Plan | 2008-2013



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“To succeed overall we must succeed for Māori offenders.”



Vision

Improving public safety by ensuring sentence compliance and reducing re-offending, through capable staff and effective partnerships.

To improve public safety we will:

- ◆ Ensure Sentence Compliance
- ◆ Reduce Re-Offending

... and to achieve this we will:

- ◆ Enhance Capability
- ◆ Strengthen Partnerships

Kotahi ano te kaupapa;

ko te oranga o te iwi

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

Chief Executive's Message

We all have an important role in keeping the public safe through our work in ensuring sentence compliance and reducing re-offending.

I believe that, the Department does its job well in the face of a growing offender population and limited resources. This plan identifies our strengths and looks to cement these in place moving forward. The plan is also about learning from where we could have done better in the past and improving what we do.

Building on our strengths and opportunities to improve, this plan sets out a challenge for us all to focus on what's most important, and to work in ways which deliver on that vision.

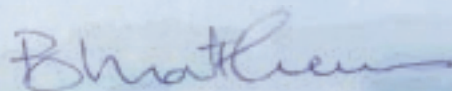
There are a number of important themes in this plan. There is a renewed focus on getting the basics right, and on our core business of ensuring sentence compliance and reducing re-offending. Aligning all our work to our outcomes in a more explicit way is also a key undertaking. With that outcomes focus, there is a strong realisation that we will need to continue to build stronger partnerships with those in the community who share common outcomes with us. And reducing Māori re-offending will continue to be a primary focus for us.

The success of this plan ultimately rests on the capability of our people and of our partners.

It is vital that we all understand how we contribute to achieving the vision.

To deliver on this plan, we will build an organisational culture which will support Corrections as a successful and strong Department. We will support our people to continuously grow their capability to contribute to the vision. And we will strengthen our partnerships with agencies and communities who work towards the vision of a safer society.

I am confident that our people and our partners are up to the challenge to effectively improve public safety.



Barry Matthews
Chief Executive

"This plan challenges all of us to focus on what's important in order to improve public safety."



“We all need to turn the spotlight on ourselves to work in ways which achieve our vision.”



Introduction

The Strategic Business Plan outlines what is going to be important over the next five years, and sets priorities for what we will do and how we will work.

The plan pulls together ideas from many sources – from what field staff have told us, from research of the criminal justice sector, and from discussions between senior managers. It is also based on thinking about what we have learnt and achieved in the past, particularly the last few years of hugely challenging growth and change.

This plan is an important step in 'lifting our game' – maintaining and improving further what we do well, and mapping out better ways and new directions to achieve our outcomes.

It will help us take advantage of opportunities to improve our effectiveness, and to address challenges that could threaten our success.

Alongside the Strategic Business Plan, we will focus on detailed annual business planning. This will ensure that the work we do, and the way we work, aligns and contributes to the Department's vision, outcomes and strategic priorities.

The Strategic Business Plan does not outline detailed activity, but instead gives the lead on where to focus attention and effort. It points to areas where greater attention is required. Initiatives will arise as we each put the spotlight on what the Strategic Business Plan means in our own areas of work.



Strategic Environment for the Department

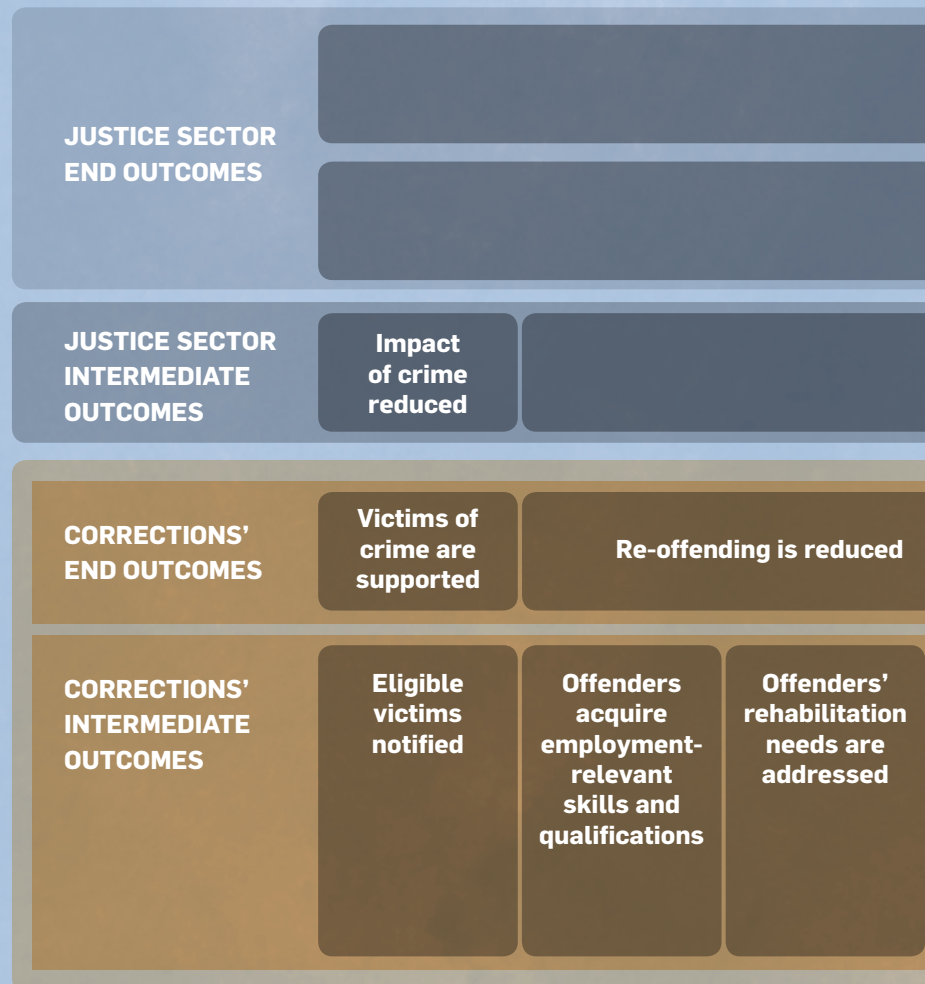
The key environmental trends affecting the Department are:

- continued growth in the offender population, especially amongst young Māori and Pacific population groups, though with Effective Interventions, the prison population has stabilised in 2008
- continued growth in the rate of violent crime, especially amongst young offenders, despite overall crime rates reducing over the past eight years
- crime and justice issues remaining a key concern for the public
- pressure on the justice sector to work together to reduce offending
- ongoing changes to community-based sentences and the management of community-based offenders and those on parole which has significant impacts on both the volume and type of work the Department does
- a tighter fiscal environment within the Public Sector
- a tighter labour market, where it is difficult to recruit and retain skilled staff.

The Department's Outcomes

The Department's outcomes explain what we aspire to achieve for society. All the work we do aligns to these outcomes.

The outcomes of the Department, and how they fit into the wider justice sector, are illustrated in the following diagram.



“Our outcomes describe what we want our work to achieve for New Zealand.”

The Department has developed performance indicators for the outcomes to assess the impact our work has on society. The indicators will help us figure out when we need to change what we do to better achieve our outcomes. They will also help us to prioritise those outcomes to help us to be more effective. The outcomes we are prioritising in this plan are *Ensuring Sentence Compliance and Reducing Re-offending*.

A SAFE AND JUST SOCIETY

Safer communities

Civil and democratic rights and obligations enjoyed

Crime reduced

Offenders held to account

Trusted justice system

Sentence options are used effectively

Compliance with sentences and orders is ensured

Offenders are managed safely and humanely

Offenders' reintegrative needs are addressed

Judiciary and NZPB make informed decisions

Offenders complete the correct imposed sentence or order

Offenders comply with the specific restrictions and requirements of the custody regime, sentence or order

Offenders are not harmed

Offenders are treated fairly

Offenders' legitimate health, physical, cultural, spiritual and social needs are met

Our Fundamental Purpose – Improving Public Safety

*The Department's fundamental purpose is **improving public safety**. To do this, we must all focus on ensuring sentence compliance and reducing re-offending.*

This is a task for all of us at the Department. We must therefore ensure that we continuously *enhance our capability* – both as an organisation, and individually.

The number of Māori in the offender population means that effectiveness for Māori must be a central consideration in everything that we do.

We cannot achieve our outcomes alone. We need to *strengthen partnerships* with those in the community who can work with us to achieve our outcomes.

The following pages describe the two priorities for the organisation over the next five years. The two priorities are:

- Ensuring Sentence Compliance
- Reducing Re-Offending

These priorities will be supported through enhancing the Department's capability, and strengthening partnerships with those who also contribute to our outcomes and vision.



“To succeed overall we must succeed for Māori offenders.”





Ensuring Sentence Compliance

Ensuring sentence and order compliance is the Department's core business – it is critical to the integrity of sentences and orders.

Effective sentence compliance is when offenders:

- complete their sentences and orders
- comply with the restrictions of their sentences and orders
- are positively motivated to comply with their sentences and conditions
- experience appropriate consequences when they do not comply
- are treated fairly
- in the case of prisons, are incarcerated in a safe, secure and humane environment.

Ensuring sentence compliance contributes directly to improving public safety, and maintains public trust and confidence in the justice system.

We will require offenders to complete all the requirements of their sentences, whether custodial or community-based, and apply appropriate sanctions if they do not. We will motivate offenders and encourage families, whānau and communities to work with us to ensure sentence compliance.

A safe, secure and humane environment supports a positive atmosphere that motivates offenders to comply with their sentence.

“Ensuring sentence compliance contributes directly to improving public safety.”

What progress will look like

We will know we are successful when we see:

- improvements in sentence compliance and completion rates
- fewer escapes from custody
- responses to non-compliance of community-based sentences that are appropriate and timely
- drug use amongst prisoners decreasing
- reduced seriousness of any re-offending while on sentence or order
- reduced re-offending while on a sentence or order

Progress to date

The Department's performance in ensuring sentence compliance within prisons is good when compared internationally. Prison services are cost effective, escapes and suicides are low, and detected drug use is decreasing.

In prisons, there have been ongoing improvements in the physical security of prisons, increased detection of contraband (including drugs and cellphones), and improved methods of collecting information to prevent crimes being committed or coordinated from prison.

Completion rates for community-based sentences are sitting at or above resourced target levels. Probation Officers are provided with training on procedures, practices and in techniques to motivate offenders to comply with and complete their sentences.

Significant development of systems and processes has been undertaken for community-based sentences to meet the demands of the new sentences, to better manage high-risk offenders, and to provide a solid foundation for enforcing sentence compliance by community-based offenders.

The Department has faced a number of years of change in the way it is required to manage community-based offenders. Many of the issues faced now are about consolidating systems, new procedures, and training new staff to ensure consistency when managing community-based offenders.

It is important to recognise that sentence compliance will always be a challenging area with both community-based offenders and prisoners. Some offenders actively resist our efforts to ensure sentence compliance, just as they have actively and intentionally violated the law when they offended.

We are generally doing well in ensuring sentence compliance. However, some serious incidents have occurred which have revealed some weaknesses in core compliance, decision making and sharing of information between agencies. Incidents such as these can have dire consequences. We need

to recognise these challenges and proactively manage to prevent such situations. When significant failures in sentence compliance have occurred, the Department has learnt from these failures and made improvements.

Looking forward

Sentence compliance will be a key focus looking forward, and we will emphasise getting the basics of compliance right. We will:

- do the basics right, and retain high levels of professional standards
- review core systems and processes to ensure consistency, coherency and, where possible, simplicity
- improve understanding of the core systems and processes through focused training and induction processes
- monitor levels of compliance and provide feedback to staff
- improve the timeliness and appropriateness of response to offender non-compliance
- strengthen communication between staff managing different sentences, especially in light of the increase in multiple sentences for individual offenders
- strengthen the focus on quality and business improvements.

Motivating offenders to comply with sentences is an important aspect of compliance. We will:

- provide the services offenders require for rehabilitation
- treat offenders fairly and humanely
- enable offenders to have contact with their family, whānau and other visitors when in prison, and will involve family and whānau whenever possible in sentence management
- ensure offenders' legitimate needs are met.

Ensuring sentence compliance requires strong collaboration with a number of other agencies, particularly the New Zealand Parole Board, NZ Police, Ministry of Justice, and the Ministry of Social Development. It also involves close partnerships with community groups who work with sentenced offenders. Through our partnerships, we will strengthen our work with these key agencies and groups.



Reducing Re-Offending

Reducing re-offending occurs when offenders previously under the control or supervision of the Department go on to live an offence-free life. We will see a reduction in the number and impact of overall offences in society and fewer people coming back into the corrections system. We will also see a reduction in the number of victims of crime in society.


In particular, we will see Māori re-offending rates reducing. Māori continue to make up a disproportionately large proportion of the offender population and it is imperative that we find a way to do better for Māori offenders and communities.

We are effective in reducing re-offending when we help offenders to recognise and address rehabilitative opportunities. We will help offenders by giving them skills to:

- develop offence-free lifestyles
- overcome drug and alcohol problems
- overcome propensities for violence
- maintain a positive sense of their identity and abilities
- find stable employment and accommodation
- build strong pro-social relationships with the family, whānau and community.

We will ensure day-to-day interactions with offenders are used as opportunities to have a positive influence, and build their abilities to stop offending. We will also provide these skills in structured ways through programmes and services.

However, we cannot reduce re-offending on our own. It is essential that we work collaboratively with our partners in the community to keep offenders offence-free.



“The way that staff interact with offenders plays a major part in motivating them to turn their lives around.”

What progress will look like

We know we are successful when we see:

- rates and seriousness of recidivism and reconvictions reducing, generally, and for Māori in particular.

Progress to date

We have worked hard to address levels of re-offending and some of our most intensive programmes are showing positive results. However, overall, recidivism rates need to be reduced. In particular, re-offending by Māori offenders remains much higher when compared with non-Māori offenders.

“Re-offending rates remain a target that we are determined to reduce.”

Many factors and agencies influence offending and recidivism rates. For its part, the Department has evaluated and improved many of the programmes and services that provide rehabilitative opportunities. Employment and education services have been improved to assist prisoners to learn the skills they need to find employment on release. We have worked to enhance prisoner reintegration into the community, adding resources to pre-release planning and supported accommodation, and refocusing our contract with the New Zealand Prisoners' Aid and Rehabilitation Society (NZPARS), our major reintegration partner.

New prisons have been designed and built, and are being managed, according to a new operating philosophy, which better supports prisoner rehabilitation.

New community-based sentences also provide more effective options for targeting rehabilitative opportunities for offenders.

Looking forward

Re-offending rates remain a target that we are determined to reduce. We have the responsibility to enforce sentences and orders. The positive purpose of our work is to motivate offenders to turn their lives around in order to create a safer society and help offenders avoid the waste of their lives and potential which imprisonment represents.

We will offer motivated offenders rehabilitation opportunities to address the key issues related to their offending. We will continue to evaluate all our rehabilitation efforts to ensure they contribute to reducing re-offending, and will change them if they do not. Effectiveness for Māori remains a key area of focus if we are to significantly reduce re-offending.

We will work together better with our partners - including the NZ Police, the Parole Board, Ministry of Social Development, district health boards, NZPARS, the Prison Fellowship of New Zealand, prison chaplains, families, whānau, hapū and iwi, to deliver services and establish relationships that support offenders to live offence-free in their communities.

We will provide prisoners with increased employment opportunities and training that will help them gain skilled employment on release from prison. Training and employment opportunities provided to offenders will match those demanded by the labour market, increasing successful and sustainable employment.

Drug and alcohol dependency and mental health issues are significant drivers of offending behaviour. We will work closely with our partners in the health sector to ensure that offenders have access to good quality health services that address these needs.

We need to pay attention to the processes supporting rehabilitation initiatives, and the context in which they are delivered, to ensure offenders are managed in a way that takes all factors which lead to their offending into account. We will work to improve the efficiency, integration and effectiveness of our rehabilitation systems, rules and processes – incorporating core programmes, education, employment, cultural, faith-based and reintegrative initiatives in an individually focused and whole-of-sentence manner.





How we will work

At the end of the day, the way we can achieve our outcomes is by aligning what we do, and how we work, to improving sentence compliance and reducing re-offending. We need to ensure we have the right skills, the right tools and resources, the right motivations and a positive can-do attitude to contribute to what the Department is aspiring to achieve.

This plan challenges our staff to focus on getting the basics right, and to innovate to discover better ways of working to achieve our outcomes. We are reliant on having high quality staff, supported by robust infrastructure and governance, to do this. Enhancing capability is a key focus for the organisation for the next five years.

We cannot achieve our outcomes on our own. Working with partners in the community and with other agencies is integral to our achievement of outcomes. Therefore, strengthening partnerships is also a key focus in this plan.

“The success of this plan rests on the capability of our staff and our partners.”

Enhancing Capability

It is our people who make the vision real and who achieve our outcomes. A strong people culture aligned to our values motivates staff to make the best decisions by approaching their work with the Department's outcomes in mind. We will equip our people with systems, tools and working environments that enable them to work at their best.

Our work will stand up to public, political and media scrutiny.

We will retain and develop strong leaders who understand the fundamental purpose of the Department and motivate staff to fulfill that purpose.

Our people capability will be backed up by good infrastructure – fit for purpose buildings and facilities, good systems for information technology, business information and quality assurance, human resources, policy and operational development.

This infrastructure will be based on strong governance and organisational foundations to ensure work is well coordinated and operational staff are supported to be more effective in their roles. Strong governance will also provide oversight that risks are being proactively identified and managed, and ensure that our staff are exhibiting the highest levels of ethical behaviour.



“The Corrections’ culture will be the core driver of success.”

Progress to date

With the past rapid expansion of the offender population being managed by the Department, the workforce has grown quickly over a short period of time. This has placed significant pressure on the Department's capacity to recruit, provide initial training and induct new staff. A tight labour market exacerbates this pressure.

The growth in staff numbers and the need to recruit new staff means that inevitably a third of our frontline staff at the beginning of 2007/08 have less than two years' service. New staff bring fresh ideas and enthusiasm. However, many of the skills required to manage offenders well are learnt through experience.

Large numbers of new staff means that we need to ensure staff knowledge of, and compliance with core systems, that we have strategies to identify and manage risks associated with dealing with offenders, and that we strengthen the management pool for succession planning and promotion. These risks are managed through ensuring that we recruit talented people, and a focus on supporting them to quickly develop the required skills to be highly effective on the job.

We have been successful in recruiting and retaining a high proportion of Māori staff, which should assist in our goal to reduce Māori re-offending.

An extensive training programme for staff supported the introduction of the range of new community-based sentences as part of the Government's Effective Interventions package.

The Department provides its people with a range of training and development opportunities on an ongoing basis. In particular, it provides opportunities to build core skills of staff, develop leadership capability and improve responsiveness to Māori.

Between 2006 and 2008 the Department undertook large scale reorganisation as a result of several major reviews. Key themes of these changes are the introduction of a shared support services model and a strong commitment to speaking and acting as one organisation. These new structures and philosophies support this Strategic Business Plan

and the anticipated benefits will become evident during the course of the plan.

Looking forward

Together, we will define the organisational culture that we need to build to deliver on our vision and outcomes. The Corrections' culture will be understood and lived by our staff, and will be recognised as the core driver of our success.

The culture will be a key element in attracting new people to work for Corrections and the basis for our 'employer brand'. We will support staff who are acquiring on-the-job experience to quickly gain the required skills and become effective team members.

It is vital that staff understand the critical tasks that they must get right, each and every time they do them. We will review systems to ensure that they meet the real needs of the organisation. We will improve staff understanding of the core systems and processes through stronger training and induction processes. And we will maintain staff motivation and innovation in the times that the Department is subject to public criticism.

Our relationships with our unions will be characterised by an attitude of partnership, cooperation and honesty.

We will continue to improve the information systems that support good decision making across the Department. This will sit alongside continual maintenance of facilities to ensure that the Department can meet demands for its services.

We will work in a more integrated way to achieve our outcomes. This means being more aware of what others are doing, and working with them collaboratively towards shared goals.

The development of leadership and organisational culture will be a major focus. We will 'grow' leaders who will lead by example and motivate high levels of commitment and performance by our staff.

We will ensure we strengthen our emerging Māori leaders, and improve the capability of all our staff to reduce Māori re-offending.

What progress will look like

We know we are successful when we see:

- staff expressing their understanding of their role in the Department, and how they can make a difference
- reductions in numbers and length of vacancies
- increasing numbers of existing staff gaining seniority and moving into management positions
- effective integration across Corrections' services (eg less duplication, better information flows)
- more staff have confidence in working with Māori communities, whānau, hapū and iwi.

Strengthening Partnerships

We cannot achieve our outcomes alone. We will develop strong relationships with a diverse range of partners, improve existing relationships, and build new ones.

Good partnerships will be seen in our work both directly with offenders, and also with offenders' families and whānau, and the communities where offenders live or will return to. We will work collaboratively with other Government agencies, specialist and community-based service providers, and local communities and groups. We will also work creatively with employers and training providers to give offenders the best opportunities for rehabilitation.

A key to building strong partnerships is harnessing the enthusiasm of our staff to make a difference and using that to encourage others to work alongside us.

Strong partnerships, and a collaborative working style will:

- achieve better outcomes for the community – both reduced re-offending and enhanced sentence compliance
- promote innovation based on a range of perspectives
- provide access to expertise from outside the Department
- allow services to be provided that reduce re-offending across the community, not only within the Departmental environment
- improve implementation of services in specific cultural, geographical and social situations
- earn the respect of other agencies and groups who share similar outcomes.



"We cannot achieve our outcomes alone."

Progress to date

Partnership and collaboration has strengthened across the justice sector. Joint solutions are being implemented to tackle persistent justice sector issues. Effective Interventions is a justice sector approach to reduce offending and re-offending, and therefore increase public safety and reduce the growth in the prison population. Our relationship with NZ Police is a critical part of this, especially in the community. Strengthening this relationship has been a priority and this needs to be maintained and extended further.

The Department is focused on improving its relationships with the health sector. These partnerships are particularly important given the special health needs of the offender population, and the links that issues such as mental health and drug and alcohol abuse have to offending behaviour.

Every day we work with partners in the community. Significant relationships with iwi and specialist Māori service providers have been established in many regions, along with increasing recognition of the value of our long standing relationships with volunteer groups. Many groups benefit from the community work that offenders do. Over 3,000 volunteers work each year with offenders. Employers benefit from prisoners working in their businesses. Many rehabilitative services are delivered by partner organisations. The fact is that partnership is an integral element of how we achieve our outcomes. Our focus on partnerships must therefore include a greater emphasis on the practicalities of turning these relationships into effective and enhanced services to offenders and the community.

Looking forward

We will strengthen our relationships with other justice sector agencies to reduce offending, manage the offender population, and stem intergenerational patterns of offending. We will also work closely with the health sector to tackle offenders' health issues.

Strong partnerships is the key to reducing Māori re-offending in particular. We will expand our work with Māori groups, including whānau, hapū and iwi, to support and improve the work we do to reduce re-offending by Māori.

Staff will be supported through improvements to national level partnerships. As part of this, we will undertake a stock-take of partnerships and relationships across the Department to understand clearly who our partners are, what our mutual expectations are, and how our relationship with them can be enhanced to improve sentence compliance and reduced re-offending.

Many groups are involved in supporting offenders' reintegration alongside Corrections' staff. Other government agencies such as Ministry of Social Development, and a wide variety of volunteers, employers and employer groups, and community groups all contribute to ensuring offenders are settled, housed and in work. NZ Police also play a significant role in assisting with the management of high-risk offenders in the community. All of these factors, together with the dedication of our staff, and motivated offenders, will reduce re-offending.

We will ensure we work with everyone involved in a more focused, integrated and coordinated way to the wider benefit of community safety. We will reduce unnecessary red-tape and complexity, and make it easier for community agencies to work with us.

What progress will look like

We know we are successful when we see:

- mutually beneficial relationships with a wide range of partners, including agreement on how to measure improved sentence compliance and reduced re-offending
- timely and appropriate support and services delivered by other agencies and those involved with offenders in the community
- offenders reintegrating and living offence-free lifestyles within the community when they are no longer monitored by Corrections.

A Profile of Corrections

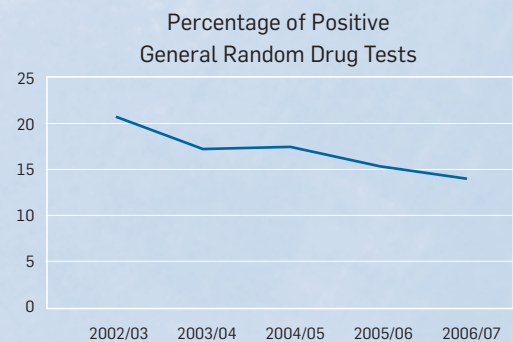
On an average day in March 2008, the Department of Corrections managed around 7,600 prisoners across 20 prisons, and approximately 31,800 offenders who were serving around 37,000 community-based sentences and orders, in approximately 150 Community Probation and Psychological Services offices around New Zealand

To do this, the Department had around 6,900 staff. In prisons, this included 3,570 corrections officers, 290 instructors and 200 nursing staff. Community Probation and Psychological Services employed 1,880 staff, including 1,350 probation staff (community work supervisors, and administrative and managerial staff) 135 psychological service staff (psychologists and support staff), and 145 programme facilitators and support staff in the remaining parts of Community Probation and Psychological Services.

In recent years, the offender population has grown significantly, putting significant strain on the Department's capacity.

Despite this strain the Department has done its job well with key indicators in prisons tracking positively downwards, including the rate of escapes, serious assaults, and drug use amongst prisoners.

Changes to community sentences as part of the Government's Effective Interventions work aims to halt the growth in the prison population – however this in turn increases the numbers of offenders the Department has to manage in the community. Not only has the range and complexity of community sentences and orders grown, but the number of community-based offenders is expected to grow markedly in the near future too. Adapting to this growth is a major strategic challenge for the Department.



There has been a steady growth in the number of community sentences and orders over the past 5 years. The significant growth outlined in the table from July 2007 to May 2008 coincides with the introduction of new community-based sentences and orders.

These new sentences and orders have seen some offenders, who would have previously been sentenced to custodial sentences, receiving community-based sentences.

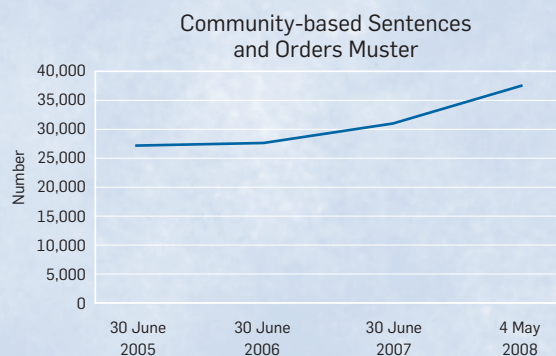
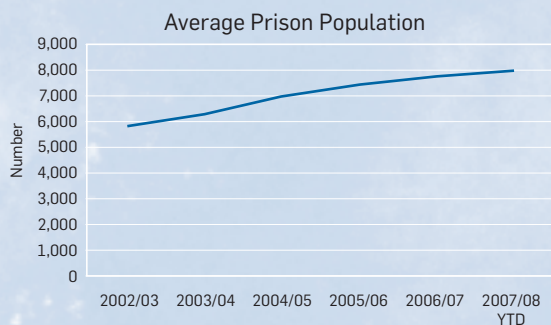
With the shift to managing lower-risk offenders in the community, rather than in prison, we can expect to see the prison population consisting of higher-risk offenders with greater rehabilitative needs. Currently within prisons, approximately 30 per cent of sentenced prisoners are serving sentences for violence offences, and approximately 17 per cent for sexual offences.

Māori offenders are overrepresented in the offender population. Whilst approximately 15 per cent of the general population are Māori, Māori make up about

49 per cent of the prison population and 45 per cent of the community-based offender population. The needs of Māori are therefore a critical consideration in everything that the Department does.

Re-offending is a key issue of concern. Of all people released from prison, 49 per cent are reconvicted of a new offence within 48 months from release. The Department therefore offers a wide range of rehabilitation programmes to both community-based offenders and prisoners to address needs which lead to offending behaviour.

A key focus for the Department is providing offenders with work-related training and experience. In March 2008, over 2,000 prisoners were employed by Corrections Inmate Employment, in industries as diverse as forestry, farming, joinery, concrete prefabrication, catering, laundry services, and printing. In addition to this, many more prisoners are also involved in prison-based work and training.



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