

The
Pacific
STRATEGY

2002 - 2005



DEPARTMENT
OF CORRECTIONS

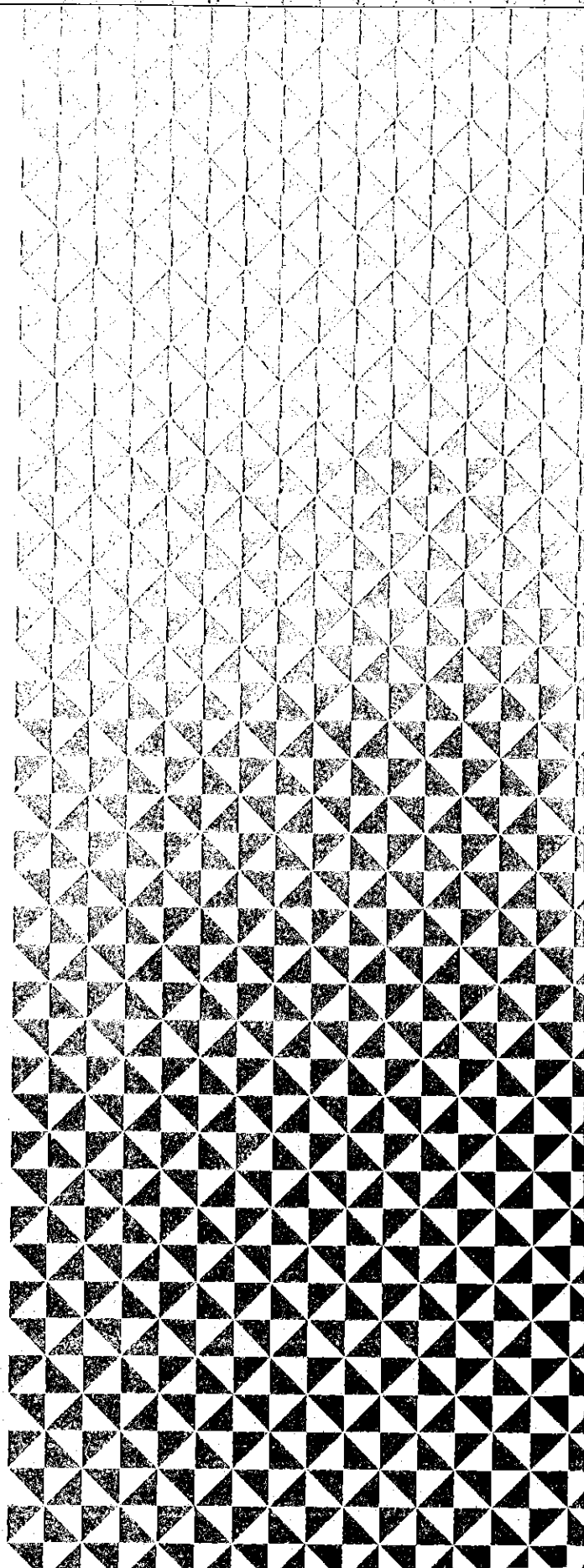
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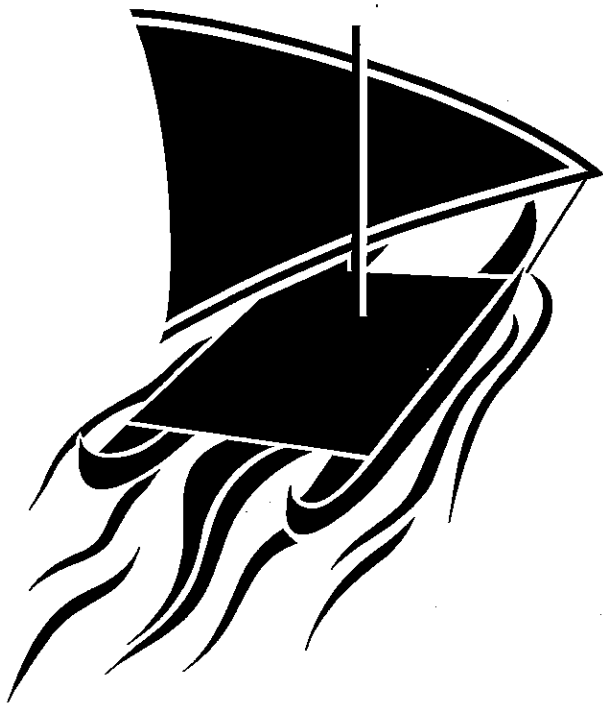
This illustration represents the journey of the Pacific peoples to New Zealand. A society which is increasingly becoming the home of choice to many.

Immersing and evolving into New Zealand society pulls the various Pacific nations together, sharing a common vision and anchoring their identity together.





The migration of Pacific peoples to Aotearoa is part of a continuous voyage to a dream destination full of hope, opportunities, prosperity and growth. Living a crime free lifestyle is critical to reaching that dream destination. The Pacific Strategy aims to provide Pacific offenders within the corrections system with the hope and means of reaching their dream destination by reducing their risks of re-offending. Achieving this will ensure that all Pacific peoples will successfully integrate into all aspects of life in their new adopted homeland.



**“Tatā le sualiu ne’i
a’afia le folauga”**

Bail the canoe or our voyage will not reach its destination



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Foreword

I am delighted to present the *Pacific Strategy and Initiatives for the Department of Corrections 1 July 2002 – 30 June 2005*. The Pacific Strategy is the Department's first ever-strategic plan developed for Pacific peoples. The Department aims to reduce re-offending by all offenders and specifically to address re-offending by Pacific offenders. In order to achieve these goals I am personally committed to the implementation of this strategy.

During the period of the Strategy the Department will:

- target services to young Pacific offenders to prevent the establishment of entrenched offender behaviour;
- focus on interventions to address offending by Pacific peoples because, although they have a relatively low re-offending rate, on average Pacific offenders commit offences that are more serious and violent than those of other groups of offenders;
- ensure that Integrated Offender Management can work well for Pacific peoples and is continuously improved by implementing this strategy;
- develop a specific Human Resources Strategy that reflects the Department's responsiveness to Pacific peoples' needs;
- respond to the needs of the increasing number of Pacific peoples serving sentences, particularly among young age groups, in the Auckland area;
- design and develop specific custodial and community based services and programmes that target re-offending by Pacific offenders, through the inclusion of unique Pacific cultural values, beliefs and principles in rehabilitative and reintegrative initiatives;
- contribute to the development of Pacific service providers of rehabilitative and reintegrative programmes/services;
- continue the engagement of Pacific communities in the establishment of the new regional Corrections facilities; and
- establish formal working relationships with Pacific communities and engage them in departmental initiatives and policy development especially where these strategies impact on Pacific peoples.

I would like to thank the many people who have contributed to the development of the Pacific Strategy and ask you all to work with us as we implement this strategy.

MARK BYERS CHIEF EXECUTIVE





Executive Summary

The Pacific Strategy and Initiatives for the Department of Corrections (the Pacific Strategy), to be implemented from July 2002 to June 2005, provides the strategic direction that will enable the Department to meet its strategic goals and objectives for reducing re-offending by Pacific offenders.

For the Department to achieve its goal of reducing re-offending by Pacific offenders, it will need to ensure that all aspects of its operations are responsive to the needs of Pacific peoples. Fundamental to the success of this strategy is the need to consult Pacific communities and involve Pacific peoples in departmental efforts to address Pacific issues.

By incorporating Pacific values, principles and beliefs into Integrated Offender Management (IOM) based rehabilitative and reintegrative initiatives, the Department is likely to enhance the effectiveness and responsiveness of these programmes in changing offending behaviour and, consequently, reducing re-offending by Pacific offenders.

The Department will assist Pacific service providers to achieve an appropriate level of competency for delivering quality programmes to Pacific offenders. Programmes for Pacific offenders are likely to be most effective if they are delivered by a Pacific person from a Pacific perspective, and by using Pacific strategies and concepts.

The Department will invest in the development of its Pacific staff to ensure the long-term success of this strategy for reducing re-offending by Pacific offenders, and for achieving the Department's goal of reducing re-offending overall.

As a result of the lack of recent research information about the needs of Pacific offenders, the Department requires further research in order to provide quality information to inform the development of policies and initiatives specifically for Pacific offenders.

While further research and data collection will clarify some of the initiatives, the strategy proposes that there are already sufficient grounds to commence action on some fronts on a trial basis. These activities can be reviewed and modified, if necessary, when new information and findings come to light.

Table 1 lists the four strategic goals for the Pacific Strategy and the objectives for achieving each goal.





Table 1: Pacific Strategy Goals and Objectives

Strategic Goal 1	Reducing re-offending by Pacific offenders through rehabilitation and successful reintegration into the community through the implementation and application of Integrated Offender Management
Objectives	<ol style="list-style-type: none">1. To provide effective rehabilitative and reintegrative programmes that are responsive to the specific needs of Pacific offenders and are more likely than non-specific programmes to be effective in changing offending behaviour and consequently in reducing re-offending by Pacific offenders.2. To ensure all aspects of IOM are responsive to meeting the needs of Pacific offenders, especially violent and sexual offenders.3. To improve continuously the concepts, tools and services of IOM to ensure that these strategies are not only responsive to but also effective in meeting the needs of Pacific offenders.4. To establish working relationships between the Department and Pacific communities in order to obtain their input into specific rehabilitative and reintegrative initiatives.5. To address the issue of Pacific youth offending and re-offending.6. To identify and address the needs of Pacific female offenders.
Strategic Goal 2	Responding to increased demand to accommodate the needs of Pacific peoples
Objectives	<ol style="list-style-type: none">1. To build and enhance the relationship between the Department and the Pacific communities in the Auckland region.2. To encourage consultation between the Department and the Pacific communities in the design of new Department of Corrections facilities in order to accommodate the needs of Pacific peoples.3. To create and maintain an environment where Pacific communities can provide input into departmental dealings with Pacific peoples.
Strategic Goal 3	Enhancing organisational capability to be responsive to the needs of Pacific peoples
Objectives	<ol style="list-style-type: none">1. To ensure that there are sufficient numbers of Pacific male and female staff with the required skills for the successful implementation of the Pacific Strategy.2. To build and increase the Department's capacity to deal with Pacific issues and to meet the needs of Pacific offenders.3. To ensure the organisational culture, systems and processes are responsive to the needs of Pacific peoples.4. To contribute to inter-agency coordination in dealing with Pacific issues.
Strategic Goal 4	Establishing formal working relationships with Pacific peoples
Objectives	<ol style="list-style-type: none">1. To establish and maintain formal working relationships between the Department and Pacific communities in order to empower these communities to participate in the Department's strategies for addressing and meeting the needs of Pacific offenders.2. To prepare and implement a plan to develop and support Pacific service providers of rehabilitative and re-integrative programmes and services.3. To identify and capitalise on the positive factors that contribute to the relatively low rate of re-offending by Pacific offenders.





- 1.1 Reducing inequalities for Pacific peoples is one of the Government's main goals. Reducing re-offending by Pacific offenders is the major step for the Department of Corrections towards achieving this goal. The Pacific Strategy reflects the Department's commitment to these goals.
- 1.2 The Pacific Strategy identifies:
- a number of objectives for Pacific peoples within the four current strategic goals of the Department;
 - the initiatives for implementation of these objectives during the July 2002 to June 2005 period.

In this way the Pacific Strategy:

- assists the Department to focus and direct its activities and efforts to areas most likely to produce positive outcomes for Pacific peoples in New Zealand;
- aligns its goals and objectives with the Department's strategic direction¹ and may also assist in informing any Government funding decisions on activities related to reducing re-offending by Pacific offenders.

- 1.3 Pacific peoples' views in relation to reducing inequalities are summed up by the following themes:²
- "By Pacific for Pacific" reflects the need to involve, and develop the capacity of, Pacific communities in finding solutions to issues affecting Pacific peoples.
 - "More Pacific staff, more Pacific solutions" reflects the need to develop Pacific capacity through recruiting sufficient Pacific staff to meet the demand from Pacific peoples for the Department's services.

- 1.4 The Implementation Plan for the Pacific Strategy:
- is a separate document;
 - identifies:
 - key actions,
 - the services and groups responsible,
 - time-frames for achieving key actions;

in order to translate the vision into reality.

Background

Government Priorities

- 1.5 The Government has signalled its strategic directions through a set of key goals and in subsequent decisions about reducing inequalities for Māori and Pacific peoples.³ The key themes of relevance to the Department's business include:
- targeting youth crime and burglary;
 - reducing inequalities for Māori and Pacific peoples; and
 - the promotion of basic life skills, especially literacy.

Government Goals that Impact on Corrections Business

- 1.6 The key Government goals are to:⁴
- restore faith in Government by working in partnership with communities, providing strong social services for all, building safe communities and promoting community development, keeping faith with the electorate, working constructively in Parliament and promoting a strong and effective public service;
 - support and strengthen the capacity of Pacific peoples, particularly through education, better health, housing and employment and better

¹ Department of Corrections Strategic Business Plan July 2001– June 2002, p 6. The Pacific Strategy refers to the Department's Strategic Business Plan July 2001– June 2002 because the Pacific Strategy Initiative falls under the work programme for these years.

² Pacific Capacity Building Programmes of Action 2000, Ministry of Pacific Island Affairs, 2000.

³ Governor-General Sir Michael Hardie Boys, *Speech from the Throne* (21 December 1999). 'Reducing Inequalities' was previously referred to as 'Closing the Gaps'.

⁴ Governor-General Sir Michael Hardie Boys, *Speech from the Throne* (21 December 1999) and in subsequent decisions reported as 'Reducing Inequalities for Pacific Peoples'.





coordination of strategies across the sectors, so we may reduce the gaps that divide our society and offer a good future for all.

- 1.7 The Department, through the Pacific Strategy, will contribute to the Government's goals of:⁵
- community safety, by reducing re-offending and thereby addressing the disproportionate representation of Pacific peoples in the corrections system;
 - capacity building, for Pacific peoples, by establishing working relationships with Pacific communities, extending the provision of services to Pacific offenders by Pacific service providers and by ensuring that sufficient numbers of Pacific peoples are employed in the corrections system.

Department of Corrections Strategic Direction

- 1.8 The Government's broader goals and priorities are related to the Department's strategic direction,⁶ that is:
- to help make our communities safer by:
 - implementing Integrated Offender Management – coordinating offender management across all parts of the organisation and improving the integration of rehabilitation with sentence and court order administration,
 - implementing initiatives that aim specifically to reduce re-offending by Pacific peoples, and

- responding to forecast continued increases in demand for Corrections services to assist sentence management and reintegration;
- underpinning, and central to the success of this direction, is the fourth strand of focus:
 - ensuring and enhancing the current and future organisational capability, with a particular emphasis on an increasing investment in manager and staff skill levels.

Department of Corrections Vision

- 1.9 The vision of the Department of Corrections is to:⁷
- be the most cost effective provider of corrections services in the world;
 - have the New Zealand public's understanding and confidence; and
 - be recognised for our expertise.
- 1.10 This vision translates into the Department's commitment to addressing the needs of Pacific peoples in the corrections system. The Department's vision in relation to managing Pacific offenders is to:
- reduce re-offending by Pacific offenders in New Zealand by being responsive to their needs and values;
 - have the understanding and confidence of Pacific peoples in New Zealand as a result of being responsive to their needs; and
 - be recognised for our expertise in reducing re-offending by Pacific offenders.

⁵ Governor-General Sir Michael Hardie Boys, *Speech from the Throne* (21 December 1999) and in subsequent decisions reported as 'Reducing Inequalities for Pacific Peoples'.

⁶ Department of Corrections, *Strategic Business Plan July 2000 – June 2003*, p 6.

⁷ Department of Corrections, *Strategic Business Plan July 2000 – June 2003*.



- 2.1 The following principles and values guide the development of the Pacific Strategy. The Department of Corrections is committed to:⁸
- *Fairness:* Acting with impartiality and integrity at all times.
 - *Innovation and business performance excellence:* Demonstrating an innovative and business-like approach.
 - *Responsiveness:* Enabling and ensuring individuals take personal responsibility for their actions.
 - *Safety and being humane:* Having safe and humane environments for offenders and staff.
 - *Teamwork:* Being responsive to others and enhancing relationships, both internally and externally, to maximise effectiveness in reducing re-offending.
- 2.2 In respect of Pacific peoples, the Department of Corrections is also committed to:
- *Pacific cultural values and beliefs:* The Department will incorporate the following Pacific values into its services:
 - maintenance of relationships through the correct cultural protocols;
 - family obligations through reciprocity;
 - leadership and authority within families is established by consensus, succession and/or by hereditary rights;
 - the importance of religion and spirituality in the lives of Pacific peoples;
 - justice is defined by the activities and initiatives that look at maintaining and restoring community relationships and harmony; and
 - strong supporting mechanisms within Pacific communities (such as family, the church, youth groups, community groups and Pacific service providers).
 - *Relationships:* The Department will work in collaboration with Pacific communities to reduce re-offending and seek to develop and maintain an effective working relationship with Pacific communities.
 - *Diversity:* The Department acknowledges the diversity of Pacific peoples in New Zealand – six main nations, each with its own unique culture and language. There are also distinct cultural differences between Island born and New Zealand born Pacific peoples, each of these groups having different needs and facing different issues.
 - *Consultation:* The Department recognises that consultation with Pacific communities is crucial for obtaining information for the development of policies for Pacific peoples. The Department will use the Ministry of Pacific Island Affairs' Pacific Analysis Framework (PAF) to guide departmental consultation with Pacific communities and the development of policies using Pacific peoples' input.

⁸ Department of Corrections, *Strategic Business Plan 2000 July – June 2001*.



Rationale

- 3.1 This section illustrates why it is necessary for the Department to develop a specific strategy to address Pacific peoples' issues and to guide its efforts in dealing with Pacific peoples in the corrections system.

Analysis of Offending by Pacific Peoples

- 3.2 The information listed below provides insights into the areas where the Department must direct its attention in relation to its work with Pacific offenders. The youthfulness of this offending population, and the seriousness of the offences committed, provide a major challenge for the Department to develop strategic initiatives to manage this offending group.

Pacific Peoples Over-represented in Prison Population

- 3.3 Pacific peoples are over-represented among inmate numbers in comparison with the proportion of their population in New Zealand. Pacific inmates comprise consistently around 10% of the prison population and yet Pacific peoples comprise only 6% of the general population.⁹

Numerical Increase Projected in the Pacific Offending Population

- 3.4 The current age structure of the Pacific population, together with an expected increase especially in the young age groups, means that there will be a greater number than at present of Pacific youth moving into the peak ages for criminal activity. Thus, even if the rate of offending by Pacific peoples

remains at the present level, it is predicted that the increase in Pacific youth population will raise the volume of offending by this group.

- 3.5 The Department of Corrections Offender Forecasts for 2013 show:
- most growth for Pacific offenders is among young people of 15 to 24 years;
 - the greatest number of Pacific offenders in New Zealand live in the Auckland area (Appendices 1–4).¹⁰

Violent and Sexual Offending Most Common Convictions for Pacific Offenders

- 3.6 Violent offending accounted for up to 34% of all convictions for Pacific peoples compared with 21% for Māori and 18% for 'Other' in 1999.¹¹
- 3.7 Snapshot statistics on inmates for September 2001 show that 58% of Pacific inmates were serving sentences for violent offences and 29% for sexual offences, compared with Māori 52% and 19% and Europeans 47% and 27% respectively.¹²
- 3.8 Pacific peoples were responsible for 14.6% of all convictions for violent offences in 2000.¹³

Pacific Males Account for Majority of Offending by Pacific Peoples

- 3.9 Pacific males account for 86% of offending by Pacific peoples.¹⁴

Pacific Inmate Population Younger than that of Other Groups

- 3.10 The Census of Prison Inmates 1999 shows that 61% of Pacific male inmates and 60% of Pacific female inmates were aged between 17 and 29 years,

⁹ Department of Corrections, *Census of Prison Inmates 1999*, December 2000.

¹⁰ Department of Corrections, *Offender Forecasts for 2013* (Fact sheet), March 2001.

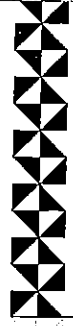
¹¹ Ministry of Justice, *Offending by Pacific Peoples: Issues Paper*, June 1997.

¹² Analysis of sentenced inmates, snapshot statistics, Policy Development Group, 24 September 2001.

¹³ Statistics New Zealand, *Pacific Progress 2002*.

¹⁴ Ministry of Justice, *Offending by Pacific Peoples: Issues Paper*, June 1997.





compared with Māori (56% of males and 55% of females), European (36.4% of males and 33.9% of females), and "Other" (47.1% of males but no females).

Pacific Youth Over-represented for Violent Convictions

3.11 Pacific youth under 17 years old are over-represented in Youth Court convictions involving violent offences. In 1997, 15% of apprehensions of Pacific youth for non-traffic offences were for violence compared with 10% for all youth.¹⁵

Rates of Conviction Higher for Pacific Population than for Other Groups

3.12 Rates of conviction were higher among the Pacific population than for the total population regardless of age. The highest rates are for 17- to 19-year-olds with 843 convictions per 10,000 Pacific peoples, compared with 698 convictions per 10,000 in the total population.¹⁶

Pacific Offenders Have Lower Rates of Re-offending than Other Groups but Commit More Serious and Violent Offences

3.13 Pacific peoples have a relatively low re-offending rate (compared with Māori and European), but tend to commit more serious and violent offences than the other groups of offenders. Table 2 shows the re-imprisonment and re-conviction rates for Pacific peoples compared with Māori and Europeans for the 12-month period of 1999–2000.¹⁷

Table 2: Comparative Rates of Re-imprisonment and Re-conviction

	Re-imprisonment	Re-conviction
1999–2000	%	%
Pacific peoples	17	34
Māori	27	45
European	21	37

Pacific Peoples Have Strong Community and Family Support

3.14 Due to their tendency to live in a communal life style, Pacific peoples are likely to have strong community and family support around them. Communities and families are a critical part of Pacific peoples' lives and this support is an important consideration for any initiative involving Pacific peoples in general.

Key Issues

- 3.15 In order to address the issues relating to rates of Pacific offending the Department, through the Pacific Strategy, must:
- focus on rehabilitative and reintegrative initiatives for Pacific offenders;
 - focus on reducing re-offending by Pacific male offenders convicted of violent and sexual offences;
 - target young Pacific males aged 20 to 29;
 - target young Pacific males aged under 20 years to prevent entrenched offending and re-offending; and
 - target high concentration areas of Pacific peoples such as Auckland.

¹⁵ Murphy S, Peace B and Autagavaia M, Proposed Pacific Island Youth Offending Programmes "Toe Timata le Upega" Repairing the Pacific Net, Programme Design Specifications, July 2000.

¹⁶ Statistics New Zealand, Pacific Progress 2002.

¹⁷ Department of Corrections Annual Report 2001.





3.16 To support such interventions it is necessary to:

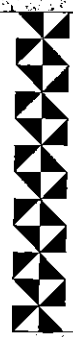
- have an organisation with the capacity to develop, support and deliver on such interventions;
- have a sufficient number of skilled and knowledgeable Pacific staff to assist in improving the Department's responsiveness to factors critical to the success of the Pacific Strategy (to reduce re-offending by Pacific offenders);
- identify and understand the factors that impact positively on reducing re-offending by Pacific offenders – including unique aspects of their existence such as culture, community, family and churches;
- have community groups and community based service providers who can support and participate in the delivery of rehabilitative and reintegrative programmes; and
- ensure synergy and coordination between the Department's efforts to reduce re-offending by Pacific offenders and its application of Integrated Offender Management.

Purpose

3.17 The Pacific Strategy provides a framework and focus for all of the Department's work with Pacific peoples. It provides a specific and targeted approach to addressing Pacific peoples' issues in a manner that is likely to be effective, responsive and culturally appropriate, thereby increasing the Department's effectiveness in reducing re-offending by Pacific offenders.



04 | Strategic Goals and Objectives



4.1 The Pacific Strategy sits within the broader context of the Department's strategic goals.

Table 3: The Pacific Strategy in Context

Department's strategic goals:	Pacific Strategy strategic goals:
Reducing re-offending through rehabilitation and successful reintegration into the community.	Reducing re-offending by Pacific offenders through rehabilitation and successful reintegration into the community through the implementation and application of Integrated Offender Management.
Implementing Integrated Offender Management.	
Responding to increased demand.	Responding to increased demand to accommodate the needs of Pacific peoples.
Enhancing organisational capability.	Enhancing organisational capability to be responsive to the needs of Pacific peoples.
	Establishing formal working relationships with Pacific peoples. ¹⁸

Strategic Goal 1 – Reducing Re-offending by Pacific Offenders through Rehabilitation and Successful Reintegration into the Community through the Implementation and Application of Integrated Offender Management

4.2 In order to achieve Strategic Goal 1, the Department will need to:

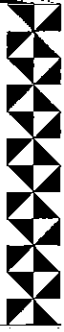
- ensure that its services are responsive to the needs of Pacific offenders and effective in reducing their re-offending;
- recognise and take into account the special needs of Pacific offenders during the implementation and application of all phases of Integrated Offender Management.

4.3 The following objectives identify areas of focus for the Department in order to enhance its rehabilitative and reintegrative services for Pacific offenders and achieve this goal:

- Objective 1 To provide effective rehabilitative and reintegrative programmes that are responsive to the specific needs of Pacific offenders and are more likely than non-specific programmes to be effective in changing offending behaviour and consequently in reducing re-offending by Pacific offenders.
- Objective 2 To ensure all aspects of IOM are responsive to meeting the needs of Pacific offenders, especially sexual and violent offenders.

¹⁸ This goal is not specifically listed as one of the Department's strategic goals, however, it is critical to the success of the Pacific Strategy.





Objective 3 To improve continuously the concepts, tools and services of IOM to ensure that these strategies are not only responsive to but also effective in meeting the needs of Pacific offenders.

Objective 4 To establish a working relationship between the Department and Pacific communities in order to obtain their input into specific rehabilitative and reintegrative initiatives.

Objective 5 To address the issue of Pacific youth offending and re-offending.

Objective 6 To identify and address the needs of Pacific female offenders.

4.4 The Department is currently implementing Integrated Offender Management. This is a comprehensive approach to addressing offenders' rehabilitation and management based on the principles of risk, need and responsivity.¹⁹ Integrated Offender Management has been developed to meet the generic needs of the whole offender population.

4.5 The Pacific Strategy assumes that IOM will work for Pacific offenders, in its current form, provided it incorporates the specific needs of Pacific offenders into its applications and delivery. The Pacific Strategy proposes specific options and identifies areas for further work within the IOM framework to enhance its responsiveness and

effectiveness for Pacific offenders. This will ensure that IOM continues to improve and can grow to become truly responsive to and effective for Pacific offenders.

4.6 Criminogenic programmes (programmes designed specifically to address criminogenic needs and which originate from the Psychology of Criminal Conduct),²⁰ that have been designed for IOM, are predominantly generic or culturally neutral. This means the IOM programmes have been designed with no particular culture in mind and any cultural values embodied in the programmes are implicit rather than explicit.

4.7 There is as yet little evidence to suggest that the current programmes are any less effective for Pacific offenders than they are for any other offenders. However, research information²¹ suggests that programmes that incorporate specific aspects of Pacific cultural values, beliefs and principles and the special needs of Pacific offenders are likely to be more effective than culturally neutral programmes at changing their offending behaviour. Research has also identified aspects of programmes that are likely to attract and engage Pacific offenders' interests.²² The challenge then for the Department is to design programmes that are going to attract and engage the continued interest of Pacific offenders and at the same time are effective at changing their offending behaviour.

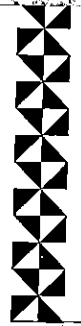
¹⁹ Department of Corrections, *Integrated Offender Management – An Explanation*, December 2000.

²⁰ Andrew, DA and Bonta, James, *The Psychology of Criminal Conduct*, 1994.

²¹ Department of Corrections, *O le Fagatai Sousou O Tagata Pasefika I Aotearoa*, 1999.

²² Apa, K, *Report on Research into Characteristics of Rehabilitation Programmes which are Most Successful in Engaging Pacific Island Offenders*, Department of Corrections, 1997.





4.8 The Department will review improvements to IOM to ensure that IOM is not only responsive to but also effective for Pacific offenders. Reviews will include aspects such as the various assessment processes undertaken during the different phases of IOM (induction, assessment, sentence planning and management, and reintegration services), including the Reintegrative Services Model (Appendix 5).²³

Characteristics of Programmes Targeting Pacific Offenders

4.9 The Pacific Strategy identifies a framework²⁴ and design of programmes that are considered likely to be more effective in changing offending behaviour and consequently reducing re-offending by Pacific offenders (Appendix 6).

4.10 Programmes that are likely to be effective at changing offending behaviour for Pacific offenders are those that:²⁵

- are based on common Pacific cultural values, beliefs and principles;
- acknowledge and reflect the perceptual and behavioural differences between Island born and New Zealand born Pacific peoples, and the old and young generations;
- reinforce the maintenance of family structures, obligations, roles and relationships;
- reinforce positive role modelling and pro-social practices;
- offer skill-based learning that can be used to further their employment or living situation;

- acknowledge oral traditions, and the teaching and learning practices of Pacific peoples;
- incorporate spiritual values and links to churches; and
- take into account the different degrees of literacy and written skills, and address offender difficulties with the English language as a second language.

4.11 In determining the design of programmes targeting Pacific offenders, the Department will consider factors such as the content and delivery approach including language and style, inclusion of cultural processes and family involvement.

4.12 Fundamentally, Pacific treatment programmes will:

- not only target the individual but also incorporate the family, and the community in the process of treatment and reintegration;
- be modified to cater for the needs of adult offenders, youth and females;
- be eclectic, incorporating cultural, family, spiritual, cognitive and behavioural models;
- include community, family and church – crucial to the degree of success for treatment because of the communal existence of Pacific peoples and the offenders' reliance on the community and family upon release.

²³ See Appendix 5 *Recommended Reintegrative Services Model for Pacific Offenders*.

²⁴ See Appendix 6 *Recommended Framework Identifying Elements of Effective Corrections Programmes for Pacific Offenders*, 1999. This is based on the Cunningham (1997:31) framework together with the work done by the

International Research Institute for Māori and Indigenous Education (University of Auckland, 1999) and information from the Māori Culture-related needs Assessment project, cited in the Department of Corrections, *O le Fogatai Sousou O Tagata Pasefika I Aotearoa*, 1999, p 23.

²⁵ Department of Corrections, *O le Fogatai Sousou O Tagata Pasefika I Aotearoa*, 1999.





4.13 The framework²⁶ encompasses the characteristics of programme design that are likely to be most effective at changing offending behaviour for Pacific offenders. This framework recognises that Pacific offenders have particular needs, issues, values and beliefs that require consideration as part of their collective and individual experiences. These qualities and experiences underpin their social and community structures and exert a major influence in their lives. Rehabilitative programmes that reflect these values and beliefs are more likely than non-specific programmes to be understood and accepted by Pacific offenders and consequently most likely to be effective in changing offending behaviour and thereby reducing re-offending.

Pacific Cultural Values and Beliefs

4.14 The Department will incorporate Pacific values, beliefs and principles in its programmes in order to ensure that the interventions are not only responsive but also effective in addressing behaviour, including any cultural undertones that may have contributed to offending.

4.15 Staff and managers who work directly with Pacific offenders will undertake training in Pacific cultures in order to understand the values and beliefs of Pacific peoples and to be equipped to deal with Pacific offenders in an appropriate way.

Options for the Department to Ensure Responsiveness

Programme Design

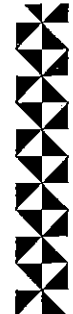
4.16 Programmes for Pacific offenders will be in line with the generic model for the IOM criminogenic programmes and will incorporate Pacific values, beliefs and principles and other cultural factors. The design will involve a coordinated effort between the Department and Pacific peoples' representatives, including Pacific psychologists and service providers. The design will also take into account and target as a priority, the violent and sexual nature of Pacific offending and the over-representation of young male offenders in the Pacific offending population.

4.17 The programmes will be piloted initially in the Auckland and Wellington areas and, where resources permit, in Waikato and Christchurch. The programmes will be reviewed after a period of two years to determine their effectiveness in reducing re-offending by Pacific offenders.

4.18 Programmes will be delivered to Pacific offenders who are identified as having a high risk of serious re-offending through the assessment tool RoC/RoI – especially violent and sexual offenders. In the case of Pacific offenders, the Department will also consider providing programmes to those offenders who represent a medium risk of re-offending but are serving long sentences for violent or sexual offences.

²⁶ See Appendix 6.





4.19 The possible under-reporting of domestic violence could have an impact on the effectiveness of RoC/Rol as an assessment tool for the level of risk of re-offending for Pacific offenders. Staff awareness of domestic violence issues within Pacific communities will be important for determining risk levels over and above those identified through RoC/Rol. This measure will be achieved through the use of professional override by those staff who have a good understanding of the issues affecting Pacific peoples.

4.20 The programmes will be delivered to offenders who identify as Pacific peoples and who choose willingly to undertake the Pacific enhanced programmes as opposed to the generic programmes on offer.

4.21 Pacific peoples will deliver programmes either in their capacity as community service providers or as selected departmental Pacific staff. In cases where co-facilitation between community providers and staff are already working well, this should be encouraged.

Flexibility in Transfers

4.22 The Department will take into account, when considering transfers, the limited availability of programmes targeted at Pacific inmates in most institutions outside the main centres of Pacific peoples concentration. This limited availability of programmes means the Department will either retain inmates until they have undertaken the

programmes or, if the offenders are to be transferred early in their sentences, transfer the offenders back at the appropriate time to undertake the programmes.

Delivery Approach

4.23 For Pacific offenders, the delivery style and approach adopted by the Department will determine the degree of acceptance and engagement in the programmes and therefore the chances of success of the programmes. Programme delivery to Pacific offenders will include a combination of facilitation, teaching and counselling styles.²⁷

Monitoring and Evaluation Mechanism

4.24 The current monitoring and evaluation processes are not conducted in line with Pacific concepts of what constitutes behavioural change as a result of attending an intervention; that is, the benefits that the offenders and their families and communities receive as a whole. Programmes based on Pacific concepts are effective when relationships within the family and community have been successfully restored.²⁸ The ultimate standard for the Department to measure effectiveness must still be the reduction in re-offending by Pacific offenders.

Addressing Ethnic Diversity and Language Barriers

4.25 The provision of specific programmes for each of the different ethnic groups will not be cost effective or viable because of the small numbers in the

²⁷ Department of Corrections, *O le Fagatai Sousou O Tagata Pasefika I Aotearoa*, 1999, p 20.

²⁸ Apa, K, *Report on Research Into Characteristics of Rehabilitation Programmes which are Most Successful in Engaging Pacific Island Offenders*, Department of Corrections, 1997.





corrections system. Therefore, the logical approach for the Department is to find elements that are common throughout the various Pacific nations and use those elements as the basis of programme design.

4.26 To address the diversity of the Pacific offending population within the corrections system, the following approach will be adopted:

- Where there are sufficient numbers of offenders from particular Pacific ethnic groups in any institution or community probation service area, the Department will deliver programmes in the respective Pacific languages as a first option.
- Where there are insufficient numbers for an ethnic-specific programme the Department will provide programmes that incorporate the common cultural values and beliefs of Pacific peoples (identified under 2.2 of the Pacific Strategy).
- Language barriers will always be a factor with Pacific offenders and could be an understated need. The Department will target the strategies of improving literacy and the teaching of English as a Second Language for Pacific offenders, especially to those serving long sentences for violent and sexual offending and to those for whom the English language is a barrier. This strategy will improve the chances of Pacific offenders being involved in generic programmes if their numbers do not justify the provision of ethnic-specific Pacific programmes.

Pacific Youth

4.27 According to the Census of Prison Inmates 1999, Pacific peoples had the highest proportion of young inmates amongst all the offender groups – with 61% of Pacific inmates aged under 30 years compared with 57% for Māori and 42% for European.²⁹ Pacific youth offenders are also over-represented for violent convictions. Youth offending statistics for Pacific offenders provide some insight into offending behaviour that could continue into adult years and become entrenched.³⁰

4.28 The development of strategies by other core government agencies will impact on Pacific youth within Corrections.³¹ However, the Pacific Strategy recommends that interventions and services targeted to Pacific youth offenders be inclusive of the Pacific cultural values and beliefs identified under 2.2 of the Pacific Strategy.

- It is likely that a majority of the Pacific youth offenders are New Zealand born. Because there is little information about the needs of New Zealand born Pacific peoples within Corrections, the Department will undertake research to identify the needs of this group so that the Department can provide responsive and effective interventions.

Day Reporting Centres

4.29 The Day Reporting Centres (DRC) will be used for eligible Pacific youth offenders. The community based aspects of the DRC present an ideal situation for involving family and community in rehabilitative efforts.

²⁹ Department of Corrections, *Census of Prison Inmates 1999*, December 2000.

³⁰ Department of Corrections, *Census of Prison Inmates 1999*, December 2000.

³¹ Ministry of Social Development: *Youth Offending Strategy*, April 2002; Report of the Ministerial Taskforce on Youth Offending; and Crime Reduction Strategy (under development); Ministry of Youth Affairs: *Youth Development Strategy Aotearoa*, January 2002.



4.30 In order to ensure that the DRC programme is responsive to the needs of Pacific youths, the Department will adopt the factors listed below in addition to the general principles described in the DRC Business Case:

- Involve local Pacific communities, Pacific service providers, churches, community leaders, the offenders' families and Pacific organisations in programme development and delivery.
- Incorporate Pacific cultural values, principles and beliefs in all aspects of management of Pacific youth offenders as a means of increasing their cultural identity.
- Involve successful young Pacific peoples as role models to improve pro-social behaviour.
- Take into account the language barriers, cultural up-bringing, level of education and socio-economic situation of Pacific youth offenders.

4.31 As a result of the forecast increase in the number of Pacific youth offenders coming into the corrections system, the Department will assess the need for a specific DRC for Pacific youth offenders. This assessment will be done after the pilot of the DRC initiative has been completed. A Pacific DRC would most likely be established in the Auckland or Wellington area.

Pacific Female Offenders

4.32 Pacific female offenders make up a very small number of the female offending population both in the Community Probation Service and the Public Prisons Service. There is very little known about this group of offenders and the Department will undertake research to draw substantive conclusions about the needs and issues of Pacific female offenders.

4.33 The Department is undertaking several initiatives in relation to women offenders in general. These initiatives will identify and address some of the generic needs of Pacific female offenders. Some of the initiatives include: the appointment of an Assistant General Manager, Women and Special Services within the Public Prisons Service; improving operational practices in the management of women inmates; further policy development for IOM in relation to women offenders' needs; development of initiatives for women with dependent children; review of the security classification system for women inmates; considering the needs of women serving community based sentences; and the design of the new women's facility in Auckland.

Strategic Goal 2 – Responding to Increased Demand to Accommodate the Needs of Pacific Peoples

4.34 The predicted increase in the Pacific offending population means that the Department will need to respond to the demand for its services to Pacific peoples. The following objectives identify areas of focus for the Department to achieve this goal:

- Objective 1 To build and enhance the relationship between the Department and the Pacific communities in Auckland.
- Objective 2 To encourage consultation between the Department and the Pacific communities in the design of new Corrections facilities in order to accommodate the needs of Pacific peoples.





Objective 3 To create and maintain an environment where Pacific communities can provide input into departmental dealings with Pacific peoples.

New Regional Corrections Facilities

4.35 The development of the new women's facility in Auckland and the Spring Hill men's facility is a major opportunity for the Department to ensure that these facilities are responsive to the needs of Pacific peoples. Due to the the Pacific concentration in Auckland, it is anticipated that a large proportion of the inmate population will be Pacific offenders.

4.36 There is an existing group of Pacific representatives in Auckland that is advising the Department on the development of the new facilities. The Department will maintain consultative links with this group, and other community groups where required, in a culturally appropriate manner.

New Initiatives in Relation to the New Corrections Facilities

Pacific Focus Unit

4.37 The anticipated number of Pacific offenders in the Spring Hill men's facility will give rise to the option of operating a special focus unit for Pacific offenders there.

4.38 The Pacific Focus Unit will be operated with special focus on the encouragement and maintenance of common Pacific cultural values, principles and beliefs (identified in 2.2 of the Pacific Strategy). These aspects will form a major component of daily activities in the Unit and the programmes. The Unit will encourage participation by Pacific communities,

families and churches, and include cultural activities and programmes as part of the rehabilitative and reintegrative activities.

4.39 Pacific psychologists will be involved in the designing of culturally appropriate assessment processes, conducting assessments of offenders and designing programmes to address criminogenic needs in a culturally appropriate manner.

4.40 The Unit will be managed predominantly by Pacific staff that will be selected and trained in line with the concept of the Unit including cultural and spiritual principles. The Unit will incorporate Pacific design features and will be used for Pacific programmes and cultural activities as well as for visits with families and communities, and church services, as part of reintegrative service provision.

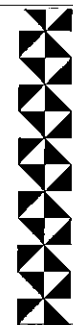
4.41 The Pacific Focus Unit will be evaluated after 12 months of operation to determine its success and effectiveness at reducing re-offending for Pacific offenders.

Pacific Youth Unit

4.42 The expected increase in the number of youth offenders entering the corrections system, especially in the Auckland area, means that the Department will consider whether there is a need for a specific Pacific Youth Unit at the Spring Hill men's facility.

4.43 The Pacific Youth Unit will be managed in a manner similar to the Pacific Focus Unit and will involve Pacific Corrections and professional staff as well as Pacific communities, service providers and youth workers. The involvement of positive young Pacific role models will be encouraged in this Unit.





4.44 The Department will consider a Pacific Youth Unit after it evaluates the success and effectiveness of the Pacific Focus Unit.

Strategic Goal 3 – Enhancing Organisational Capability to be Responsive to the Needs of Pacific Peoples

4.45 For the Department to reflect its commitment to reducing re-offending by Pacific offenders it needs to develop its Pacific capacity through its human resources. This will provide the capability to deal with Pacific issues and manage Pacific offenders more effectively.

4.46 The following objectives identify areas for the Department to focus on to achieve this goal:

- Objective 1 To ensure that there are sufficient numbers of Pacific male and female staff with the required skills for the successful implementation of the Pacific Strategy.
- Objective 2 To build and increase the Department's capacity to deal with Pacific issues and to meet the needs of Pacific offenders.
- Objective 3 To ensure the organisational culture, systems and processes are responsive to the needs of Pacific peoples.
- Objective 4 To contribute to inter-agency coordination for dealing with Pacific issues.

Building Organisational Capacity

4.47 For the Department to reflect its commitment to reducing re-offending by Pacific offenders it needs to develop its Pacific capacity through its human resources strategies. To achieve this, each group and service will need to review its human resources capacity in relation to Pacific male and female staff and training needs.

4.48 Each group and service³² will review/develop a plan that focuses on the "More Pacific staff, more Pacific solutions" theme. This will be achieved by a plan that:

- enables the Department to recruit, train, develop and retain an adequate number of Pacific male and female staff from operational positions through to policy and management to reflect the diversity of Pacific peoples and their needs;
- ensures that the culture of the Department allows for Pacific male and female staff to have their language and cultural skills valued and used to enhance the Department's responsiveness to dealing with Pacific offenders;
- ensures that all staff, particularly those who work directly with offenders, have a level of cultural competence in working with Pacific peoples, Pacific language skills and basic knowledge of Pacific cultural values and principles;
- ensures that managers and non-Pacific staff have an understanding and awareness of Pacific cultures and protocol, values and principles, in order to interact effectively with Pacific peoples; and

³² Community Probation Service already has a Strategic Plan 2000–2003 to address Pacific issues; that plan will need to be reviewed to bring it in line with the goals and objectives of this strategy.





- ensures that a group or service seeks advice from its Pacific staff and, where required, this advice is reflected in the policy and operational work of the Department.

4.49 The Strategic Development Human Resources division of the Department is currently developing a Human Resources Strategy that has the objectives of:

- increasing the number of Pacific male and female staff available to work with Pacific offenders;
- increasing Pacific cultural awareness for all staff;
- recognising and valuing the language and cultural skills of Pacific male and female staff as a strength unique to those staff and to include this in the job description competencies so that it can be remunerated; and
- identifying barriers to Pacific male and female staff progress within the Department.

Inter-agency Coordination

4.50 In order to ensure that the needs of Pacific peoples are met by the government sector there needs to be effective coordination across the justice and social sectors. The Department of Corrections will contribute to cross-sectoral work to address Pacific issues.³³

Strategic Goal 4 – Establishing Formal Working Relationships with Pacific Peoples

4.51 In order to have an effective working relationship with Pacific peoples, it is

necessary for the Department to take into account and understand the unique aspects of Pacific peoples' existence and the impact of social and cultural structures on Pacific peoples' lives. Understanding factors such as culture, communal responsibility, family obligations and the role of churches will be central to the Department's success in addressing Pacific issues, including reasons for offending and re-offending. In order to understand these fully, the Department needs to work closely with Pacific peoples.

4.52 The following objectives identify areas of focus for the Department to address in order to achieve this goal:

- Objective 1 To establish and maintain formal working relationships between the Department and Pacific communities in order to empower these communities to participate with the Department in addressing and meeting the needs of Pacific offenders.
- Objective 2 To prepare and implement a plan to develop and support Pacific service providers of rehabilitative and reintegrative programmes and services.
- Objective 3 To identify and capitalise on the factors that contribute positively to the relatively low rate of re-offending by Pacific offenders.

³³ Ministry of Pacific Island Affairs, *Building a Shared Vision for Our Community: Programmes of Action, 2000*.



Formal Structures

4.53 The Department recognises that to have a truly effective working relationship with Pacific peoples there must be formal structures in place that will encourage open and effective dialogue at all levels on a regular basis. In order to achieve this the Department will:

- establish a Chief Executive Pacific Advisory Group that is representative of the six main Pacific communities in the Pacific offending population. The function of the Group will be to advise the Chief Executive on major issues that impact on Pacific peoples within the corrections system. This group will consider the "bigger picture issues";
- develop and implement a Communications Strategy to improve the Department's communications with Pacific peoples; and
- establish a Pacific Peoples Specified Visitors scheme to allow selected Pacific community leaders and role models to visit Pacific inmates to assist them with their spiritual and cultural therapy or for other approved reasons.

Community Involvement in Services

4.54 The Department's consultation with Pacific communities during the development of the Pacific Strategy confirmed the willingness of these communities to be involved in rehabilitative and reintegrative initiatives for Pacific offenders. Pacific communities have established structures that form the basis of daily community interactions and these structures provide good support networks for offenders.

4.55 In order to maintain ongoing Pacific community involvement in departmental services, the Department will establish community liaison roles at prison sites and community probation service areas where there is medium to high Pacific population concentration, such as Auckland, Wellington, Waikato, Christchurch, Hawkes Bay, Wanganui and Palmerston North. The implications of this new role will need to be reflected in the Internal Purchase Agreement with the Community Probation Service and Public Prisons Service. The proposal for this community liaison role received wide support from the Pacific communities during the consultation process.

4.56 During the Pacific Capacity Building Initiative in 2000, the Ministry of Pacific Island Affairs (MPIA) established Community Reference Groups (CRGs).³⁴ Corrections regional offices will establish formal relationships with the local CRGs – especially during the implementation and monitoring phases of this strategy in areas that were identified and agreed to as milestones between the Department and MPIA's Programmes of Action.

Pacific Service Provider Development Initiative

4.57 Pacific service providers are defined as service provider organisations owned and operated by Pacific peoples, providing services primarily for Pacific peoples who are in the corrections system. The development of Pacific service providers' capability and capacity to deliver quality programmes will contribute to ensuring that the needs of Pacific offenders are met.

³⁴ Ministry of Pacific Island Affairs, *Pacific Capacity Building Initiative, Programmes of Action 2000*.





4.58 As part of the Pacific Capacity Building Initiative, which aims at reducing inequalities for Pacific peoples, the Government has approved the establishment of the Pacific Provider Development Framework (PPDF).³⁵ This framework is a result of Pacific communities' demand for more service provision by Pacific service providers.

4.59 The PPDF has been established to guide government agencies in their future funding decisions about activities for Pacific service provider development and aims to:

- provide a comprehensive and holistic service infrastructure for Pacific peoples;
- identify and address the major barriers for Pacific providers;
- establish partnership relationships between key government agencies and Pacific providers;
- provide consistency in the policy and funding framework across all government sectors; and
- coordinate Pacific provider policy implementation across the state sector.

4.60 The underpinning principles of the PPDF are:

- recognition of Pacific values and principles;
- recognition of diversity within Pacific communities;
- partnerships and relationships between government agencies and Pacific communities;
- sustainability of Pacific providers; and
- governance and ownership of "by Pacific for Pacific" services.

4.61 Cabinet has directed MPIA to monitor and report back on the implementation of the PPDF by government agencies.³⁶ This directive signals the Government's commitment to address the concerns of the Pacific communities regarding the need to increase service provision by Pacific service providers.

The Department's Pacific Service Provider Development Initiative

4.62 The Department will establish and implement its Pacific Service Provider Development initiative which will give attention to:

- adopting and implementing the principles of the State Sector Pacific Provider Development Framework into the Department's funding schemes;
- ensuring that funding is available for this purpose or facilitating access to funding available under the PPDF;
- developing flexible funding criteria, taking into account the following:
 - service providers must be operated by Pacific peoples and programmes/ services are delivered by Pacific peoples;
 - the programmes/services provided are culturally competent and responsive in meeting the specific needs of Pacific offenders;
 - the Department's service purchasing model is flexible to ensure that it is responsive to Pacific approaches to service delivery; and
 - the Department will consider improving its application and approval processes and use common standards that will reduce compliance costs for service providers.

³⁵ Ministry of Pacific Island Affairs, *Pacific Development Framework Supports more Pacific Service Provision*, MPIA newsletter, December 2001.

³⁶ Ministry of Pacific Island Affairs, *Pacific Development Framework Supports more Pacific Service Provision*, MPIA newsletter, December 2001.





4.63 As a result of the Department building the capacity and capability of the existing and new Pacific service providers it will give particular attention to:

- providing training and building a highly skilled workforce;
- helping Pacific service providers develop programmes/services to meet approved departmental standards and legal requirements;
- allowing for other programmes/ services delivery approaches that have been identified as important to Pacific offenders – such as the family and holistic approach that Pacific service providers favour;
- developing mechanisms for assessing “what works” in services delivered by Pacific service providers to Pacific offenders; and
- establishing avenues for clear and timely communications between the Department and Pacific service providers.

4.64 The Department will ensure that its Pacific Service Provider Development Initiative will provide long-term stability and sustainability for Pacific service providers and result in increasing provision of Pacific based programmes/ services for its Pacific clients. The Department will also work with other agencies involved with Pacific Capacity Building and adopt practices that support and encourage the development of Pacific service providers.

4.65 The Department will develop a framework for identifying and developing Pacific service providers under this initiative to ensure consistency in the Department’s approach to contracting and funding across the services.



Appendices

Appendix 1 – Public Prisons Service Pacific Musters 2000

REGION	15–19	20–24	25–29	30–39	40+	Total
Northland	–	1	3	2	1	7
Auckland	53	91	38	57	30	269
Waikato	6	9	4	4	-	23
Bay of Plenty	1	2	3	4	2	12
Gisborne	1	-	-	1	-	2
Hawkes Bay	1	1	4	2	4	12
Taranaki	1	2	-	1	-	4
Manawatu/Wanganui	1	4	6	1	1	13
Wellington	4	14	7	9	8	42
Tasman/Marlborough	-	3	-	2	1	6
Canterbury	6	6	2	4	2	20
Otago	4	1	-	1	1	7
Southland	1	-	-	1	1	3
Total	79	134	67	89	51	420

Appendix 2 – Public Prisons Service Forecast Pacific Musters 2013

REGION	15–19	20–24	25–29	30–39	40+	Total
Northland	–	4	8	4	2	18
Auckland	110	183	66	85	41	485
Waikato	10	15	6	6	-	37
Bay of Plenty	3	5	6	6	3	23
Gisborne	1	-	-	1	-	2
Hawkes Bay	3	3	5	4	5	20
Taranaki	2	3	-	1	-	6
Manawatu/Wanganui	2	6	11	3	1	23
Wellington	7	24	10	14	11	66
Tasman/Marlborough	-	8	-	4	1	13
Canterbury	9	11	4	8	3	35
Otago	4	2	-	2	1	9
Southland	1	-	-	1	1	3
Total	152	264	116	139	69	740





Appendix 3 – Community Probation Service Pacific Statistics for 2000

REGION	15–19	20–24	25–29	30–39	40+	Total
Northland	4	12	8	12	10	46
Auckland	408	610	460	695	323	2,496
Waikato	23	37	23	28	6	117
Bay of Plenty	12	19	12	25	8	76
Gisborne	3	1	3	-	1	8
Hawkes Bay	4	26	19	22	21	92
Taranaki	5	5	1	12	1	24
Manawatu/Wanganui	9	18	13	28	9	77
Wellington	98	152	128	124	99	601
Tasman/Marlborough	17	4	8	5	3	37
Canterbury	15	25	23	35	10	108
Otago	13	12	6	6	1	38
Southland	9	9	3	9	3	33
Total	620	930	707	1,001	495	3,753

Appendix 4 – Community Probation Service Pacific Forecast for 2013

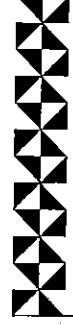
REGION	15–19	20–24	25–29	30–39	40+	Total
Northland	7	23	17	17	16	80
Auckland	651	943	609	793	431	3,427
Waikato	29	46	27	36	8	146
Bay of Plenty	17	33	17	30	9	106
Gisborne	4	2	5	-	2	13
Hawkes Bay	6	42	21	30	30	129
Taranaki	7	6	2	16	2	33
Manawatu/Wanganui	12	25	17	44	12	110
Wellington	125	196	139	146	127	733
Tasman/Marlborough	31	9	11	8	4	63
Canterbury	20	33	34	52	15	154
Otago	12	10	6	11	2	41
Southland	6	11	4	13	2	36
Total	927	1,379	909	1,196	660	5,071



Appendix 5 – Recommended Reintegrative Services Model for Pacific Offenders

This Integrated Offender Management Reintegrative Services Model (RIS) has been revised to ensure that reintegrative services are responsive to the needs of Pacific offenders.

Reintegrative Service	Self-help	Case Management
<p>Accommodation: Pacific offenders often prefer to live in extended groups, in which case their housing needs are for large homes with numerous rooms. Accommodation will be close to extended family.</p>	Information will be available in a range of Pacific languages and will recognise communal living needs.	Use Pacific providers where possible. Note that Pacific offenders often have difficulties with overcrowding and affordability of housing.
<p>Employment: Create a linkage and relationship with employer groups.</p>	Information will be available in a range of Pacific languages.	Note that Pacific offenders are likely to have been unemployed prior to imprisonment and that they are likely to have difficulties in obtaining employment post release.
<p>Finance:</p>	Information will be available in the six main Pacific languages.	Note that Pacific offenders are likely to have had significant financial issues prior to imprisonment.
<p>Relationships: Note that Pacific offenders live a lifestyle where harmonious relationships with other members of their community are a crucial component.</p>	Information will be available in a range of Pacific languages.	Note that the healing of any relationships damaged by the offence is a major re-integrative need of Pacific offenders and that mechanisms exist within Pacific communities for dealing with these issues, for example, extended family and church (ifoga, faaleleiga, soro). This may include face-to-face meetings, attendance at counselling sessions with Pacific providers, and family meetings. Elders and community leaders may need to be involved. Extended family support is likely to be available.
<p>Community Support: There is likely to be a high level of community support for Pacific offenders within existing community structures. The objective of this re-integrative service is to link the offender effectively to this support.</p>	Information will be available in the six main Pacific languages.	Use existing Pacific providers and focus case management services on the needs of the offender as a Pacific person. Pacific advisory groups will be useful in this regard.
<p>Health: Relationships with community providers will be addressed in advance of release especially where the inmate had a medical condition while in prison.</p>	Information will be available in the six main Pacific languages.	Note that Pacific offenders have considerably worse health than European New Zealanders do and that specialist providers exist in some areas. Specific issues included diabetes and heart disease.
<p>Victim Related Issues:</p>	Information will be available in the six main Pacific languages.	Healing of relationships with victims is a basic rehabilitative and re-integrative need of Pacific offenders.
<p>Mental Health:</p>	Information will be available in the six main Pacific languages.	Note that Pacific peoples are not always fully conversant on issues relating to mental illness and view mental patients as almost social outcasts. Mental illness is sometimes viewed as a punishment from God for wrong doing by the patient or parents.



Targeted Interventions	Residential RIS	Community Support
Service Level Agreements with Housing NZ to assist the transition of Pacific offenders released from prison into the community.	If Pacific offenders are allocated to self-care units or rehabilitation centres, the unique needs of Pacific offenders will be integrated into the programme. Rules for daily operations will reflect cultural responsiveness. Consider likelihood of large visiting families, church, and community groups. Allow opportunities for evening prayers.	Use existing providers of accommodation services who have experience in dealing with Pacific community accommodation needs.
Job skills courses, job skills training while in prison, release to work especially for eligible inmates, job skills training as part of release on parole conditions.	Maintain prison employment preferably in jobs where the inmate will continue to learn and improve job skills, and obtain skills that are transferable outside prison.	Use existing providers of employment services to Pacific offenders, for example, Pacific Island Chamber of Commerce (Auckland), MPIA regional employment Initiatives, Ministry of Social Development community employment networks.
Budgeting, life-skills courses looking at prioritising financial commitments.	If in a residential unit, inmate to be encouraged to practice budgeting skills in regard to shopping activities.	Financial management and budgeting to be continued as part of parole conditions to reinforce skills.
Cultural intervention process is an option. Violence prevention programmes delivered by Pacific service providers involving offender and family and community members are likely to have impact and success.	Allow members of family, community and church to be involved in the rebuilding of the relationship with the offended party, especially if the victim is a Pacific person, or family.	Use existing mechanisms within Pacific communities, for example, church. Focus on: <ul style="list-style-type: none"> • Communication skills – including cross cultural communication and family therapy programmes. • Relationship counselling. • Violence prevention, reconciliation counselling and cultural protocols of apology to family members.
Note that services provided to Pacific offenders are likely to be most effective if Pacific people deliver them.	Residential RIS will seek the specialised input of Pacific community providers to ensure that their programmes and practices are responsive to Pacific offenders. Note that unless this occurs, residential placements will be less than effective for Pacific offenders.	Use existing providers of services to Pacific offenders.
Services to be in line with departmental health strategy. Note that Pacific offenders will be unlikely to discuss issues relating to sexual diseases.	Residential RIS will encourage offenders to maintain a healthy diet and exercise while in prison. This could be part of a holistic integrative package.	Ensure that relationships are developed with local health staff, for example, district nurse, GP, local health clinics (diabetes, family planning, obesity, high blood pressure, sports activities, traditional and alternative service providers).
Use community links and providers to facilitate the healing process in a culturally appropriate manner.	Allow for family, community and church to be involved in mending the relationship with the victim, especially if the victim is from the Pacific community or a family member.	Community processes exist for healing relationships with victims, and will be used. This will be supported by community based violence prevention, parenting and communication skills programmes.
Referral to Pacific mental health provider preferable, especially where language is a barrier; also where cultural issues need to be involved in the treatment.	Ongoing referral and assessment by Pacific mental health provider; also allow for church ministers and elders to visit.	Develop relationships with Pacific health providers for post release treatment.



Appendix 6 – Recommended Framework Identifying Elements of Effective Corrections Programmes for Pacific Offenders

This framework:

- is based on the Cunningham framework together with work done by the International Research Institute for Māori and Indigenous Education and information from the Māori Cultural Related Needs Assessment Project;
- was revised by the Department of Corrections for Pacific offenders in 1999, and reproduced in the research paper titled O le Fogatai Sousou O Tagata Pasefika I Aotearoa;
- is also referred to in the Pacific Strategy in the discussion on Characteristics of Programmes Targeting Pacific Offenders.

Elements of Effective Corrections Programmes for Pacific Offenders		
Technical Competence	Systemic Responsiveness	Individual Enablement
Key Principle Acknowledges the values and beliefs of Pacific offenders as well as their cultural similarities and differences	Key Principle Acknowledges support for Pacific programme design, delivery and evaluation	Key Principle Supports the positive re-integration of Pacific offenders into their families and communities
Pacific providers to have the appropriate skills, experience and qualifications	Uses Pacific languages and concepts	Recognises the different cultural re-integrative processes for Pacific offenders
Supports cultural needs	Addresses Pacific cultural values and processes	Recognises the diversity of Pacific offenders while identifying the generic cultural values and beliefs of Pacific offenders
Develops a model for working with Pacific families	Acknowledges the importance to Pacific offenders of immediate and extended families	Provides information to the Pacific offenders' immediate and extended family
Uses cognitive-behavioural approaches alongside community/family approaches	Consults with local church and community leaders	Involves significant members of the offender's family in the rehabilitation programme delivery and design
Supports and recognises community consultation processes	Consults with and supports the development of Pacific offenders	Involves the Pacific offender in meetings with significant community members. Where appropriate, facilitates the Pacific offender's participation in the meetings
Supports a critique of colonisation and acculturation	Recognises the effects of stress, unemployment, low income and inequitable access to education and adequate health care as major influences in Pacific offending	Facilitates discussion with the Pacific offenders and their families on historical/traditional lifestyles and the application to contemporary New Zealand
Considers factors that place Pacific offenders at risk of offending and re-offending	Supports the re-orientation of roles and relationships	Encourages Pacific offenders to participate in activities that promote employment and improve educational qualifications, for example, workplace assessments, recognition of prior learning credits





Appendix 6 continued

Technical Competence	Systemic Responsiveness	Individual Enablement
Considers criminogenic and non-criminogenic needs	Supports the promotion of correctional programmes to Pacific offenders as opportunities for promoting more positive outcomes rather than as a punishment	Provides information to offenders on accessing health care with minimal cost
Considers the effect of migration, colonisation and acculturation on Pacific offenders in New Zealand	Recognises that reconciliation and restoration issues are part of the cultural framework for reducing re-offending by Pacific offenders	Respects that the identity of the offender is related to their roles and relationships
Develops a model of non-intrusive intervention approaches	Supports research into offending and re-offending by Pacific offenders	Maintains programme integrity
Supports Pacific programme providers through the provision of technical advice	Follows programme integrity principles	Respects and maintains the mana of offenders and their desire to be accepted as a legitimate and contributing member of the community
Resources Pacific programmes, including follow up programmes		Recognises that Pacific providers are vulnerable to funding, staff and organisational changes
Supports family and community processes that promote the positive re-integration of Pacific offenders		Involves the offenders in community activities. Encourages offenders to consider restorative processes
Supports the culturally appropriate monitoring and evaluation of programmes		Facilitates offender and Pacific provider input into research activities
Resources Pacific programmes		Maintains programme integrity

Sources:

Chris Cunningham (1997: 31) Framework.

International Research Institute for Māori and Indigenous Education, University of Auckland, 1999.

Māori Cultural Related Needs Assessment Project, Department of Corrections, 1999

