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# Offender Case Management:

# Tiaki Tangata – Project Kete

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Michelle McDonald  
Trevor Thomson  
Trudy Sullivan

June 2014



Project Kete is a Police and Otakou Runaka initiative that is strategically aligned with the Department of Corrections. This report has been prepared by:

**Michelle McDonald**

Kaihautu Operations Manager  
A3 Kaitiaki Ltd  
A subsidiary of Otakou Runaka

**Sergeant Trevor Thomson**

South Dunedin Neighbourhood Policing Team  
New Zealand Police

**Dr Trudy Sullivan**

Department of Economics  
University of Otago, Dunedin

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## Glossary

### A3Kaitiaki (A3K)

A3K, a subsidiary company of Otakou Runaka, is an organisation that delivers cultural programmes to offenders, at risk youth and whānau. It provides support and training for Māori clients, and also development and supervision for professionals working with Māori.

### Hui

A social gathering or meeting.

### Iwi

A set of people bound together by descent from a common ancestor or ancestors.

### Kaupapa

‘Kaupapa Māori’ is broadly defined as a particular plan of action created by Māori, expressing Māori aspirations and expressing certain Māori values and principles.

### Marae

A marae is a communal meeting house which is the basis of traditional Māori community life.

### NPT (Neighbourhood Policing Team)

NPTs are small teams of police officers who are based in areas where the number of people affected by crime is particularly high. An NPT’s primary focus is to protect and support victims of crime and to reduce the incidence and harm caused by crime and crash in their communities.

### OCF (Otago Corrections Facility)

A prison for male offenders located near Dunedin.

### Oranga Plan

A plan developed for an offender who is due to be released from prison. It includes a full assessment in terms of an offender’s likelihood to reoffend and specifies the support required for successful reintegration into the community.

### Reoffending; recidivism

These terms are used interchangeably in this report and refer to a convicted offender who commits a further offence or offences.

### Tane (a male Māori)

The male Māori prisoners participating in Project Kete are referred to as Tane.

### Tiaki Tangata

Tiaki Tangata is a programme delivered by A3K that provides intensive support for up to 12 Tane nine months’ pre-release and three months’ post release from the OCF. Project Kete is an extension of the Tiaki Tangata programme.

### Tikanga Māori

The general behaviour guidelines for daily life and interaction in Māori culture.

### Whānau

An extended family or community of related families.

## Executive Summary

In New Zealand, the number of offenders who continue to commit crime after leaving prison or completing community-based sentences is high. Over the last decade the rates of reconviction and reimprisonment 12 months' post-release from prison have remained above 41% and 26% respectively. The likelihood of reconviction and/or reimprisonment is even higher for Māori.

The New Zealand Police, Iwi and the Department of Corrections have set clear goals to reduce the level of crime and the rate of reoffending in New Zealand, particularly for Māori. The fiscal and social costs of crime are substantial. A decrease in the rate of reoffending will benefit society in terms of reduced costs to the justice system, less crime, safer communities and fewer victims.

There is growing international evidence that offender case management is an effective way to reduce reoffending. The collaborative approach brings together representatives from the justice system, local authorities and other organisations to work alongside offenders who are due for release from prison. The approach recognises that successful reintegration of newly-released prisoners into the community requires ongoing support and in some cases, intensive supervision from different support agencies.

Project Kete was initiated in September 2012 in response to a perceived gap in reintegration support for Māori prisoners being released from the Otago Corrections Facility. Representatives from the Police, A3K (an organisation that provides support and training for Māori clients) and the Department of Corrections joined together to provide intensive support and supervision for 16 high-risk offenders nearing the end of their sentences. All 16 prisoners have now been released and all remain out of prison suggesting that an offender case management approach, as piloted by Project Kete, is effective at reducing the rate of reoffending by Māori.

### Main findings:

1. Offender case management is an effective way to reduce reoffending.
2. A Māori organisation as the lead agency in the offender case management process is crucial for successful reintegration of Māori offenders into the community.
3. Management team members need to be carefully selected and given appropriate training to ensure successful collaboration between key agencies, and the development of trust with prisoners.

### Key Recommendations:

1. That the Department of Corrections commits to referring a minimum of 12 Tane each year from the Otago Corrections Facility to the Tiaki Tangata programme. This may require the transfer of Dunedin-based Tane, who are currently serving prison terms in other facilities, to the Otago Corrections Facility six to nine months pre-release.
2. That the Project Kete model is formalised into a five year contract to be contract-managed as a partnership model.

# 1 Background

In New Zealand, Māori are significantly over-represented in criminal justice statistics. Although Māori comprise about 12.7% of the general population over the age of 15, more than 40% of all police apprehensions are Māori, more than 50% of the prison population are Māori (see Table 1), and Māori have the highest reimprisonment rate for both first time and recidivist offenders (New Zealand Police 2013, Department of Corrections 2013).

**Table 1: Ethnic composition of the prison population as at January 2014**

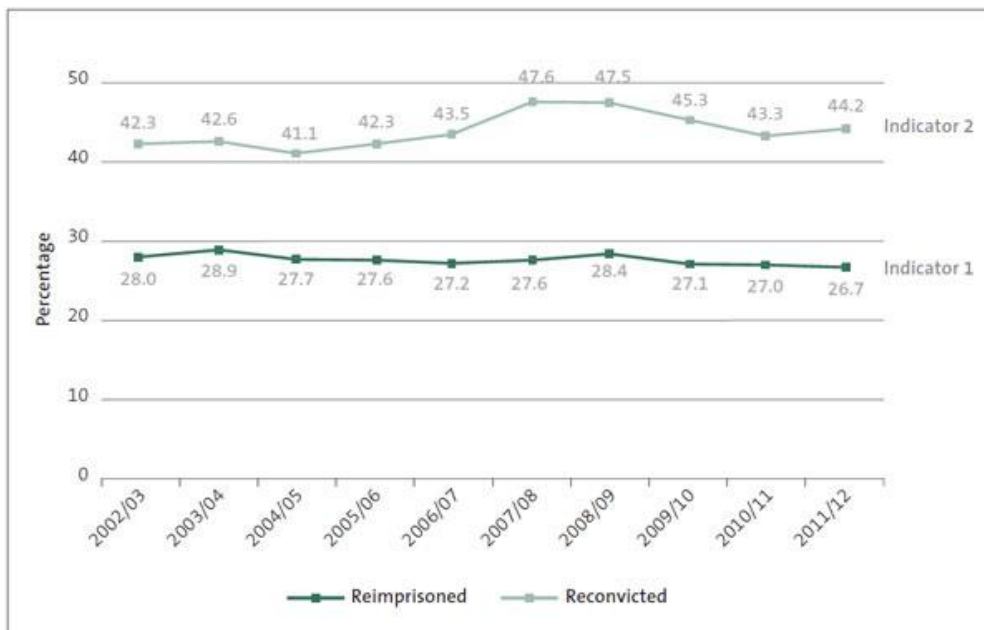
Ethnicity	Female		Male		Total	
	No.	%	No.	%	No.	%
Māori	287	57.2	3,918	50.1	4,205	50.5
European	168	33.5	2,646	33.8	2,814	33.8
Pacific peoples	26	5.2	918	11.7	944	11.3
Asian	14	2.8	229	2.9	243	2.9
Other/unknown	7	1.4	117	1.5	124	1.5
<b>Total</b>	<b>502</b>	<b>100</b>	<b>7,828</b>	<b>100</b>	<b>8,330</b>	<b>100</b>

Source: Department of Corrections

In 2012, Iwi and the New Zealand Police joined forces to address the high rates of offending, victimisation, and road fatalities and injuries among Māori. ‘The Turning of the Tide – a Whānau Ora Crime and Crash Prevention Strategy’ sets out the common goals Māori and Police want to achieve by 2018. One of the main goals is to achieve a 10% reduction in the proportion of repeat youth and adult offenders who are Māori.

The ‘Turning of the Tide’ strategy fits with the Police’s ‘Prevention First’ operating model, a proactive and preventive model focussing on the drivers of crime. The model encourages collaboration and cooperation amongst the criminal justice sector and other support agencies to meet a target of 13% reduction in reported crime by 2014/15 (New Zealand Police 2011). The Department of Corrections also has a strong focus on reducing reoffending. As can be seen in Figure 1, the reconviction and reimprisonment rates 12 months’ post-release from prison have been consistently above 41% and 26% respectively over the last decade. In line with the Government’s ‘Better Public Services’ programme, their goal is to reduce reoffending by 25% by 2017 (Lukkien & Johnston 2013).

**Figure 1: Reconviction and reimprisonment rates within 12 months of release**



Source: Department of Corrections

There is growing evidence that a collaborative inter-agency approach is effective at reducing reoffending and reimprisonment (Rezansoff et al 2012, Dickson & Polashek 2013). Since 2008 the United Kingdom has followed an Offender Integrated Management (IOM) model where IOM teams have been established throughout the country to support existing Safer Neighbourhood policing, with the objective of reducing local crime, and in particular, reoffending. IOM is an overarching framework which brings together representatives from criminal justice agencies, local authorities, health services, the voluntary sector and any other relevant support agencies to identify, support and respond to the specific needs of offenders (especially those likely to reoffend) at the local level (British Home Office 2013). This coordinated approach has led to some encouraging results. For example, in North West Wales, there has been a reported 71% reduction in arrests of IOM offenders, and in Cardiff, a 50% reduction in burglary offences involving IOM offenders (Wales Probation Trust 2013). This reduction in reoffending has a huge impact on costs, particularly when it involves prolific offenders. One example given by the Wales Probation Trust is that the successful management of one prolific offender has led to an estimated savings of £350,000 to the community.

In 2003, the Department of Police in the City of Savannah, United States, developed the Savannah Impact Program (SIP) to tackle the problem of escalating violent crime committed predominantly by repeat offenders on probation or parole. The Police recognised that to reduce recidivism, a coordinated approach needed to be adopted whereby the core problems of offenders were identified and addressed – poor education, lacks of skills for employment, drug and alcohol problems and lack of community resources. The approach has been very successful. The reoffending rate for SIP offenders (i.e. offenders who are assessed as having a high risk of violent behaviour and/or have a history of drug usage) is much lower than the average reoffending rate for all parolees and offenders on probation,

with 83% of all adults in the programme employed. Moreover, there has been a significant decrease in violent crime in Savannah.

In February 2008 the Government of British Columbia (BC) launched a Prolific Offender Management Project to test the effectiveness of using an integrated approach as a way to reduce crime. Though most prolific offending in BC relates to property crime, the impact on the justice system and the wider community is substantial. Enforcement agencies (police, corrections and Crown) and health and social services joined forces to provide intensive supervision and support for a small group of identified prolific offenders in six communities. The results of the project, concluded in September 2012, indicate a significant decrease in recidivism among participants.

In New Zealand, the Waikato Police in collaboration with Community Probation are currently trialling a multi-agency approach to managing medium to high-risk recidivist offenders. The Integrated Offender Prevention and Support (IOPS) project commenced in July 2013 and will be evaluated throughout a 12 month period.

**Table 2: Total cost, and cost per offence, by category of crime**

2003/04	Total cost (\$ million)	Share (%)	Estimated number of actual criminal acts	Share (%)	Cost per criminal act (\$)
Offences against the person	4,120	45%	334,300	19%	12,320
- Violent offences	2,771	30%	311,000	17%	8,910
- Sexual offences	1,192	13%	16,500	1%	72,130
- Robbery	157	2%	6,800	0%	23,100
Offences against private property	3,744	41%	1,334,600	74%	2,800
- Burglary	942	10%	133,400	7%	7,060
- Theft	1,233	14%	946,600	53%	1,300
- Property damage	398	4%	184,300	10%	2,160
- Fraud	1,170	13%	70,300	4%	16,650
Offences with no direct or intended victim	1,273	14%	123,400	7%	10,310
- Drug offences	129	1%	22,200	1%	5,780
- Serious traffic	988	11%	31,700	2%	31,210
- All other	156	2%	69,500	4%	2,240
<b>Total</b>	<b>9,136</b>	<b>100%</b>	<b>1,792,400</b>	<b>100%</b>	<b>5,100</b>

Source: Roper & Thompson 2006



One of the main reasons for the international increase in the use of offender case management systems is cost. Crime is costly. In the latest figures available (see Table 2 above), the New Zealand Treasury estimates the overall cost of crime in New Zealand is \$9.1 billion per year, of which \$7 billion falls on the private sector and the general public (Roper & Thompson 2006). This figure includes preventative costs (e.g. security systems), property, income and productivity losses, and also intangible costs such as the physical and emotional harm resulting from crime. With a prison population that is continuing to grow and a high rate of recidivism these costs will continue to increase.

In this report we show that an integrated collaborative approach between Police, Corrections, Justice and other support agencies enables appropriate plans to be put in place so that with support and supervision, newly-released prisoners are less likely to reoffend.

## 2 Project Kete

“Told you so – he ain’t worth the effort.”

*Commonly reported response*

“Without Project Kete support, I’d be back in prison by now.”

*Project Kete participant*

“It’s not so much the offenders I’m working for but the victims.”

*Project Kete member*

### 2.1 Introduction

Neighbourhood Policing Teams (NPT) were established in New Zealand in 2010 to support the New Zealand Police’s Prevention First strategy. NPTs are small teams of police officers who are based in areas where the number of people affected by crimes and/or crashes is particularly high. An NPT’s primary focus is to protect and support victims of crime and by using a preventive policing approach, reduce the incidence and harm caused by crime and crash in their communities (NZ Police). Key to this approach is the forming of partnerships within the community. The information and knowledge gathered from the community better equips NPTs to focus on known offenders, and appropriately direct resources to where they are needed the most. There are now 34 NPTs throughout the country.

In September 2012 the South Dunedin NPT Sergeant (second author) was exploring different ways to support male offenders being released from the Otago Corrections Facility (OCF) into the South Dunedin community. At the same time, A3Kaitiaki (A3K) (an organisation that provides support and training for Māori clients and led by the first author) were working with Māori men (hereafter referred to as Tane) due for release from the OCF. A3K’s Tiaki Tangata programme provides intensive support for up to 12 Tane nine months’ pre-release and three months’ post-release from prison. It became apparent that the NPT and A3K had goals in common. The Tiaki Tangata programme supports the Police’s Prevention First strategy and the NPT concept of working alongside communities to better understand their needs, and provides a pathway for Police to work with Tane. A series of hui, led by the first and second authors, were held with the Department of Corrections to explore the possibility of developing coordinated reintegration plans that would increase the resources and support available to Tane leaving prison. Project Kete, an extension of the Tiaki Tangata programme designed to achieve long term outcomes for the wider community, commenced in December 2012.

## 2.2 Objectives

A3 Kaitiaki Ltd is contracted by The Department of Corrections to provide the Tiaki Tangata programme in the OCF. As part of this contract specific performance measures are required to be met. These include the following:

1. Navigation to community resources and services to assist reintegration (95% target)
2. Appropriate accommodation is secured (80% target)
3. Support with accommodation (80%)
4. Appropriate employment is in place (80%)
5. Support with employment (100%)
6. Ensure sentence compliance (75%)

In terms of Project Kete, which is an extension of the Tiaki Tangata programme, the overarching objective is to foster a collaborative partnership between key agencies to ensure that prisoners due for release receive the support they need to assist them in their rehabilitation and reintegration into the community. Prison release plans that identify and address an offender's individual needs such as employment, accommodation and health services, are associated with a reduced rate of reoffending and accompanying reimprisonment (Dickson & Polaschek 2013). The specific objectives of Project Kete are presented in Table 3.

**Table 3: Project Kete objectives**

1. Reduce the rate of re-offending in identified individuals.
2. Improve social outcomes for the offenders and their whānau.
3. Protect the community.
4. Reduce costs associated with the offending.
5. Improve inter-agency collaboration.

## 2.3 Methodology

### 2.3.1 Who is involved?

As depicted in Figure 2, the Tane is at the centre of the case management process. A3K is the lead agency supported by the Police (including the Iwi liaison, the Neighbourhood Policing Team and the Criminal Investigation Bureau) and the Department of Corrections. They work with Housing NZ, Work and Income, drug and alcohol services, health providers, mental health services, and other support agencies -as required, to support the Tane. With the agreement of Tane (and their whānau) three whānau hui are held (two while the Tane is in the OCF and one post-release) to re-establish and strengthen the relationship between a Tane and his whānau.

**Figure 2: Agencies involved in Project Kete**



### 2.3.2 Eligibility

At this stage all Dunedin-based Tane serving prison sentences in the Otago Corrections Facility are eligible to participate in Project Kete regardless of the offence(s) they have committed, or their likelihood of reoffending (which is discussed in the next section). The Tane need to be Dunedin-based as the supervision provided post-release is only available in the Dunedin area.

Tane become aware of the programme through their prison case manager, word-of-mouth or A3K's presence within the prison. Tane are either referred to the programme through their prison case manager or they can self-refer. Not all Tane wish to enter the programme and the Tane who are involved, tend to be those who are most likely to reoffend.

Tane are eligible for one year's support (nine months' pre-release and three months' post-release). Exactly how long a Tane is on the programme depends on when they are referred and their needs post-release. In some circumstances additional support may be required beyond the three months. Approximately 12 Tane participate in Tiaki Tangata – Project Kete at any one time.

For the case management process to be successful a Tane has to be a willing participant who is prepared to accept help and is motivated to change. When offenders are ready to make positive changes to their lives, and are encouraged and supported to do so, their risk of reoffending is reduced (Day et al 2013).

### 2.3.3 The participants

Since Project Kete started in December 2012, 16 Tane have participated in the programme. In Table 4 the number of times each Tane has been imprisoned is presented alongside the total cost associated with their imprisonment, their age, their RoC/Rol score (which will be discussed shortly), and the date they were released from prison.

The number of times a Tane has been imprisoned ranges from one to 12, with two of the Tane serving 10 prison terms and one Tane serving 12. The total cost of imprisonment for the 16 Tane is almost \$6.65 million. Six of the Tane have incurred costs of over \$500,000 with two Tane each incurring costs close to \$1 million.

Every Tane is allocated a RoC\*RoI score by the Department of Corrections. Factors such as a Tane's age at first conviction, time between offences, and the seriousness and type of previous offences are used to predict the likelihood of their reoffending. The score is calculated by multiplying the risk of reconviction by the risk of reimprisonment, and ranges between zero and one with scores closer to zero indicating a very small chance of reoffending, and scores closer to one indicating a very high chance of reoffending. The likelihood of reoffending for most of the Project Kete participants is relatively high with 12 of the 16 Tane scoring 0.6 or above.

**Table 4: Project Kete participants**

Tane	Number of terms of imprisonment	Cost of imprisonment to date	Age	RoC/RoI*	Date of release
1	2	\$279,468	34	0.6	07/05/2014
2	1	\$72,324	25	0.4	15/05/2013
3	12	\$648,900	44	0.6	19/12/2012
4	1	\$268,380	24	0.6	10/11/2013
5	8	\$472,752	34	0.6	18/07/2014
6	6	\$590,436	53	0.6	02/03/2014
7	2	\$60,228	23	0.5	31/03/2014
8	1	\$131,544	21	0.6	20/10/2013
9	10	\$992,376	36	0.8	27/03/2013
10	10	\$490,392	57	0.4	11/12/2012
11	1	\$57,708	31	0.4	26/02/2013
12	8	\$744,912	33	0.8	29/10/2013
12	3	\$158,760	24	0.7	05/01/2014
14	2	\$52,668	23	0.6	21/01/2013
15	8	\$654,444	32	0.7	09/02/2014
16	4	\$974,232	36	0.6	09/04/2014
<b>Total Cost</b>		<b>\$6,649,524</b>			

\*Risk of reconviction × risk of reimprisonment (Department of Corrections)

### 2.3.4 The case management process

Nine months before leaving prison Tane have the option to join the Tiaki Tangata programme where they receive intensive support to assist them in re-joining the community. An Oranga Plan (i.e. a reintegration plan) is developed for each Tane which includes a full assessment in terms of their likelihood to reoffend and the support required upon release. Approximately four weeks' pre-release a member of the NPT (usually the Sergeant) visits the Tane in prison. The purpose of this visit is to initiate a relationship between the Tane and the NPT member.


Applying a 'one-size-fits-all' approach to case management is largely ineffective, especially when the cultural needs of Māori are ignored (Nakhid & Shorter 2013). An Oranga Plan needs to be tailored to a Tane's specific needs with a strong emphasis on improving the social outcomes for Tane and their whānau, and protecting the community from further crime. To this end, Oranga Plans are solution-focussed. As access to services from within prison can be problematic – for example arranging housing, seeking employment, contacting health professionals – A3K work with, and advocate on behalf of, the Tane to ensure that barriers to services are eliminated. For instance, although there is evidence that employment reduces the likelihood of reoffending, there are often significant barriers for newly-released prisoners to find and to stay in work (UK Ministry of Justice, 2013).

Developing strong relationships between a Tane, his whānau and appropriate support agencies is a crucial part of the case management process. Strengthening a Tane's connection with their whānau and the community will help to produce long term sustainable changes that enable a Tane to positively contribute to their own whānau and community (Te Puni Kōiri 2008, 2011, Department of Corrections 2014).

Typically an Oranga Plan will include the following components: income/financial support, accommodation, relationship building between Tane and their whānau, support from specialised Kaupapa Māori organisations, and other employment, training and education organisations (e.g. Work and Income New Zealand, Otago Polytechnic Māori Trades Training, and work brokers), health care provision (including mental health services) and recommended courses to address anti-social behaviour. In addition there may be conditions imposed by the Parole or Probation service where a Tane is required to attend programmes such as "Stopping Violence", "Medium Intensity Rehabilitation Programme", and specific drug and alcohol programmes.

Intensive support and supervision is required just prior to and during the first few days of a Tane's release. Figure 3 is an example of a typical release plan. The Project Kete team (NPT, A3K and the Community Probation Service) maintains daily contact with a Tane to ensure that he is meeting his responsibilities in terms of his Oranga Plan and community-based sentence (if applicable). This level of support is vital if the Tane is to successfully reintegrate into the community.

Figure 3: Example of a Tane’s release plan for the first two days’ post-release



**Release Plan\***

Ingoa: Percy Ranui  
Kaitiaki: Jack Smithe

Date	Time	Location	Activity	Resource Required
10/02/2014 Monday	09.00	Collect from RO <i>(Department of Corrections Regional Office)</i>	Pick-up	
	10.00	Bank	Kiwi Bank	Has bank card
	10.30	Work & Income	Steps 2 Freedom: Rebecca Cameron	Birth Certificate, IRD, CV, Jobseeker Support Application Letter from Birch Lodge
	13.30	Salvation Army	Food parcel	Colin
	14.00	City	Kai with Whanau	A3K / PK <i>(Project Kete)</i>
	14.30	Accommodation	Settle him in to the Lodge	A3K / PK
11/02/2014 Tuesday	09.00		Check in. Discuss the night and prepare for CPS <i>(Crown Prosecution Service)</i>	A3K / PK
	10.00	Birch Lodge	Meeting to CPS	A3K / PK
	11.00		Navigation around city – medical	A3K / PK
	12.00	City	Kai	A3K / PK
	13.30	City	Shopping – food and budgeting, cell phone	A3K / PK
	14.30	Birch Lodge	Review of the day and how he is feeling/tracking.	A3K / PK

\*Names and places have been changed to protect the identity of participants

The Project Kete team meet fortnightly to monitor and discuss each Tane’s progress. In addition to the team members directly involved with the offenders, other representatives from the Police and Corrections occasionally attend the meetings. The data collected by the team are used to ‘life map’ a Tane’s progress. The team focusses on when life is ‘good’ and when it is ‘bad’ for a Tane and tries to identify what is going on in their life at that time. When things go wrong for a Tane it is often partner- or employment-related. The team continues to provide ongoing support and mentoring as required.

Monthly reports are compiled for each Tane using the data from the fortnightly meetings and other information from the Project Kete members. As part of the final progress report an exit interview is conducted with the Tane and he is acknowledged for his successes to date. (‘Success’ in this instance is measured according to the Key Performance Indicators (KPIs) set by the Department of Corrections and relate to components of the Oranga Plan, e.g. employment, attending recommended programmes, appropriate accommodation etc).

## 2.4 Results

To assess the effectiveness of Project Kete, the performance measures set by the Department of Corrections are considered alongside the objectives of Project Kete, within a kaupapa Māori framework.

In regard to the contractual performance measures set by the Department of Corrections (specified in Section 2.2), A3K have met all targets, and in terms of the Project Kete objectives (discussed below), the results are promising.

1. *Reduce the rate of re-offending in identified individuals*

One of the Government's 'Better Public Services' targets is to reduce the reoffending rate by 25%. The Department of Corrections estimates that 30.1% of Māori offenders will be reimprisoned within 12 months of release and 48.4% will be reconvicted. (Over 24 months the reimprisonment rate for Māori is 41.8% and the reconviction rate is 63.5%). Since Project Kete started in December 2012, 16 Tane have been released from prison and remain out of prison. Six Tane have been released for over a year (i.e. 100% success in terms of the one year reimprisonment rate) and two Tane have been reconvicted. One Tane was reconvicted within seven days of release and one Tane was reconvicted within 11 months. However, the reconviction rate over one year (33%) is still less than the expected reconviction rate of 48.4%.

2. *Improve social outcomes for the offenders and their whānau*

Reconnecting with whānau is an important part of the Tiaki Tangata – Project Kete programme. Positively engaging with whānau helps Tane to successfully reintegrate into the community, and contributes to a reduction in intergenerational offending. Many of the Tane who participated in Project Kete have re-established relationships with their whānau and are now taking an active role on the marae.

3. *Protect the community*

Reducing crime and the rate of reoffending will lead to safer communities. Offenders need to be given the resources and support to lead a life without crime. The Tiaki Tangata – Project Kete programme helps Tane to find employment (or education/training), to re-establish and strengthen relationships with whānau and to address behaviours that have led to their offending. This has led to a reduction in the expected rate of reoffending and provided Tane with the skills to successfully reintegrate back into the community.

4. *Reduce costs associated with the offending*

From both a fiscal and a social perspective, supporting Tane to live a life without crime has a significant impact. For example, the costs incurred by the Project Kete Tane, reported in Table 4, are solely in terms of the cost of imprisonment. Based on an expected reimprisonment rate of 30.1% within one year of release, two of the six Tane who have been out of prison for one year, would be reimprisoned. Given all six have remained out of prison \$194,180 has been saved in prison costs alone. These costs do not include judicial costs such as the cost of apprehension, investigation and court hearings. They also do not include other costs associated with crime such as the loss of property, income and productivity, and the financial and emotional impact on victims, whānau and the wider community.

5. *Improve inter-agency collaboration*

The collaborative working relationship developed between the key agencies has been a major contributor to the success of Project Kete. The implementation of an offender case management approach has facilitated the sharing of information between the agencies



leading to an effective working relationship being established between Project Kete's three partner agencies.

Meeting the performance targets set by the Department of Corrections and the objectives agreed to by the Project Kete team, is an important measure of success but for A3K, as an organisation that supports and works with Māori clients, it is equally important that the project is delivered within the world of tikanga (i.e. acknowledging the culture, customs and traditions of Māori.) A3K staff work with Tane throughout the programme to ensure that trust is created, nurtured and maintained between Tane and the Project Kete team. A3K, as the lead agency and the provider of Tiaki Tangata, has played a fundamental role in the success of Project Kete.

## 2.5 Discussion

For offender case management to be effective, trust needs to be established between a Tane and the management team, and key agencies need to be able to work together. It is therefore important that management team members are carefully selected and given appropriate training. It is also imperative that the 'right' people are included in the management team. Participants need to have the same goal in mind – to actively assist in the reintegration of Tane into the community – and to have some knowledge and experience of what is involved in achieving this. For instance, probation staff from the Department of Corrections are better placed than prison staff to be on the team as they have practical experience in reintegrating prisoners into the community. As the needs of Tane are complex, flexibility is required in terms of what support is provided and for how long. As Project Kete progressed, some gaps were identified in terms of the support required by Tane. This led to the forming of working relationships with agencies such as Work and Income and Housing New Zealand.

Project Kete members recognise that the changes required to stop reoffending necessitate a significant change in lifestyle and for even the most motivated Tane, this can be overwhelming and very challenging. For some Tane this results in reoffending and possibly reimprisonment. To ensure a smooth transition of Tane back into the community it is crucial that a comprehensive Oranga Plan is in place prior to release and that intensive supervision involving daily contact, is provided in the first week post-release. The Project Kete team has found that it is in the first seven days' post-release that Tane are at their most vulnerable and are likely to reoffend. For example, the Tane who reoffended within seven days of release had just finished serving his 10<sup>th</sup> sentence, had minimal whānau support and was under a lot of pressure to re-establish a life without slipping into old habits.

A reduction in the rate of reoffending will have a significant effect on the costs associated with crime. For example, in Table 5 the potential annual savings (in terms of reduced prison costs) resulting from Tiaki Tangata - Project Kete are presented.

**Table 5: Estimated savings from a reduction in reimprisonment**

	100% success	~70% success	~43% success
Referrals to Project Kete per annum: 12 Estimated reimprisonment: 7 Tane (i.e. 60%)	12 Tane	10 Tane	8 Tane
Prison costs averted (\$)	679,630	485,450	291,270
Cost of Tiaki Tangata programme (\$)	246,000	246,000	246,000
<b>Total annual savings</b>	<b>\$433,630</b>	<b>\$239,450</b>	<b>\$45,270</b>

The estimated annual savings are based on a referral rate to Project Kete of 12 Tane each year. A large proportion of Tane in the OCF are from regions outside Dunedin and return to their usual place of residence when they leave prison. Therefore to maintain a caseload of at least 12 Tane the Department of Corrections may need to transfer Dunedin-based Tane who are currently serving sentences in other prisons to the OCF six to nine months prior to release.

The average reimprisonment rate for Project Kete participants is estimated at 60% (i.e. seven of the 12 Tane are likely to be reimprisoned within one year). This estimate is based on the RoCRoI scores of the participants and information gathered by the Project Kete team. Although the average reimprisonment rate for Māori is less than this (30.1% one year post-release and 41.8% two years' post-release), the Tane who participate in Project Kete are considered to be high-risk offenders and as such 60% is a conservative reimprisonment estimate.

The cost of imprisonment is \$97,090 per prisoner per year. If all 12 Tane remain out of prison \$679,630 will be averted in prison costs (i.e. the seven Tane who were expected to return to prison in the first year, will remain out of prison). Acknowledging that a success rate of 100% is unlikely to be sustainable, if two of the seven Tane return to prison within 12 months (i.e. a success rate of approximately 70%), \$485,450 will be averted in prison costs and if four of the seven return to prison within 12 months (i.e. a success rate of approximately 43%), \$291,270 will be averted in prison costs.

The cost of the Tiaki Tangata programme (supervision and support provided nine months' pre-release and three month's post release) is \$246,000. (Additional administration costs of approximately \$2200 for Project Kete are shared between A3K, the Police and the Department of Corrections.) Given the success of the Project Kete pilot, potential savings in terms of averted prison costs could be substantial. For example, at a success rate of 100%, \$433,630 could be saved annually or at the lower end of the scale, at a success rate of 43%, \$45,270 could be saved. If the average reimprisonment rate is more than 60% (which is probable given the repeat offenders entering Project Kete) the savings are even greater. In addition, Project Kete has demonstrated that an offender case management approach can also reduce the rate of reconviction. This too generates savings in terms of reduced judicial costs.

Of course, judicial cost is just one component of the total cost of crime. Although difficult to quantify, a reduction in reimprisonment and reconviction also produces substantial benefits in terms of increased productivity, less victimisation and safer communities.

An offender case management approach, as piloted by Project Kete, appears to be effective at reducing the rate of reoffending in Māori. However, to assess the longer-term effectiveness of the programme, the progress of Tane would need to be monitored over the next few years.

### **3 Conclusion and Recommendations**

The results from Project Kete are promising – of the 16 Tane who took part in the project over the last 18 months, no Tane have been reimprisoned and only two Tane have been reconvicted. The results suggest that offender case management, as piloted by Project Kete, is effective at reducing the rate of reoffending in Māori.

#### **Main findings:**

1. Offender case management is an effective way to reduce reoffending.
2. A Māori organisation as the lead agency in the offender case management process is crucial for successful reintegration of Māori offenders into the community.
3. Management team members need to be carefully selected and given appropriate training to ensure successful collaboration between key agencies, and the development of trust with prisoners.

#### **Key Recommendations:**

1. That the Department of Corrections commits to referring a minimum of 12 Tane each year from the Otago Corrections Facility to the Tiaki Tangata programme. This may require the transfer of Dunedin-based Tane, who are currently serving prison terms in other facilities, to the Otago Corrections Facility six to nine months pre-release.
2. That Project Kete model is formalised into a five year contract to be contract-managed as a partnership model.

#### **Other Recommendations:**

1. That the offender case management approach is implemented in other regions and possibly extended to include non-Māori, and female participants.
2. That the Tane involved in Project Kete are followed up in 12 months, and two years to monitor their progress.

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