

Delivering better public services

**REDUCING CRIME AND RE-OFFENDING
RESULT ACTION PLAN**

CONTENTS

OVERVIEW

Focusing on results	1
New ways of working	2
DIAGRAM Action plans and priority areas	3

MEASURING SUCCESS 4

ACTION PLANS

Reduce opportunities for crime	6
Target vulnerable youth and youth offenders	8
Reduce alcohol and drug abuse	10
Reduce re-offending	12

RESULTS IN CONTEXT 14

Focusing on results

New Zealand is a safe society with a strong justice system and falling crime. The recorded crime rate in 2011 was the lowest in 30 years, and volumes in our courts and prisons are decreasing. We have the opportunity to build on these trends. We can deliver sustained reductions in crime over the next five years, further reducing harm and the social and economic cost of crime.

The Government has set Better Public Services targets to reduce crime, violent crime, youth crime, and re-offending. Achieving these targets will benefit all New Zealanders and contribute to the Government's overall priorities. They will make a significant difference to people's lives. The progress we make will begin to deliver results for New Zealanders within the next 12 months. The primary measure of our success will be a lower recorded crime rate.

These targets will stretch the ability of the justice sector to deliver. But, importantly, they are a deliberately ambitious way to drive change across the justice sector and innovation at the front line. To achieve them, we will need to work differently, including further work with the social sector, communities and iwi to reduce crime and address the factors that lead to offending. Government agencies alone cannot reduce crime – this depends on the support of society as a whole. This, in turn, depends on public trust in the law and the integrity of the justice system. We will maintain this by delivering results, holding offenders to account, and providing modern, accessible and cost-effective justice services.

GOVERNMENT PRIORITIES

Responsibly manage the Government's finances

Build a more competitive and productive economy

Deliver better public services within tight financial constraints

Rebuild Christchurch

JUSTICE SECTOR OBJECTIVES

Reduce crime

Deliver accessible justice services

Work within fixed baseline to 2020

BETTER PUBLIC SERVICES TARGETS BY 2017

Reduce the crime rate by 15%

Reduce the violent crime rate by 20%

Reduce the youth crime rate by 5%

Reduce the re-offending rate by 25%

New ways of working

Justice sector agencies – the Ministry of Justice, Department of Corrections, NZ Police, Serious Fraud Office, Crown Law and Ministry of Social Development (for youth justice) – have worked together to reduce crime and numbers in the ‘criminal justice pipeline’. Recently, this collaboration has been formalised with the establishment of a Justice Sector Leadership Board comprising the Chief Executives of the Ministry of Justice, NZ Police, and the Department of Corrections, to drive performance across the pipeline and to deliver sector targets.

The Minister of Justice and the Chief Executive of the Ministry of Justice hold lead accountability for delivering these results. The Leadership Board provides the mechanism for focusing resources across the sector; and the new Justice Sector Fund, which allows savings to be transferred between agencies and across years, means money can be invested to best effect. The Leadership Board also supports collaboration between the justice sector and wider social sector agencies.

CRIMINAL JUSTICE PIPELINE



Success to date and lower numbers in the justice pipeline provide the opportunity to do more of what works; and to unlock fixed costs, simplify processes and shift resources to crime prevention and front-end services. Each agency has substantial change programmes underway to improve public safety and deliver more modern and accessible justice services.

We will target resources to what we know works: addressing the drivers of crime; crime prevention; addressing offenders’ problems; and stopping the escalation of criminal behaviour from low-level to more serious offending, and from youth to adult offending.

This Better Public Services action plan includes new actions, as well as expanding what works now. It highlights the critical few initiatives we will take, and will be put in place alongside longer-term initiatives to address the drivers of crime.

SIX ACTION PLANS WILL DELIVER RESULTS

Support repeat victims

Target repeat locations

Improve assessment and interventions for youth

Reduce availability of alcohol

Increase alcohol and drug treatment in the community

Strengthen rehabilitation and re-integration services to prepare and support people to live law-abiding lives

BETTER PUBLIC SERVICES PRIORITY AREAS

Reduce opportunities for crime

Target vulnerable youth and youth offenders

Reduce alcohol and drug abuse

Reduce re-offending

REDUCE THE VIOLENT CRIME RATE BY 20% BY 2017

REDUCE THE YOUTH CRIME RATE BY 5% BY 2017

REDUCE THE RE-OFFENDING RATE BY 25% BY 2017

REDUCE THE CRIME RATE BY 15% BY 2017

Measuring success

15%

**DECREASE IN THE
CRIME RATE**

The target is a 15% reduction in the overall crime rate from June 2011 to June 2017

The measure used to calculate the crime rate will be recorded crime relative to the New Zealand population (excluding traffic offences).

It is important to note the recorded crime rate only measures crime that is reported to police. Extensive surveys are used to examine crime (including its reporting) to ensure measures are robust.

IN THE YEAR TO JUNE 2011, THERE WERE 433,597 RECORDED CRIMES, A RATE OF 980 CRIMES PER 10,000 PEOPLE – REACHING OUR TARGET IN 2017 WILL SEE THIS REDUCE TO 833 CRIMES PER 10,000 PEOPLE • THIS IS 45,000 FEWER CRIMES EACH YEAR FROM 2017

20%

**DECREASE IN THE
VIOLENT
CRIME RATE**

The target is a 20% reduction in the violent crime rate from June 2011 to June 2017

The measure used to calculate the violent crime rate will be recorded violent crime, relative to the New Zealand population. Violent crime includes homicides and related offences (attempted murder, manslaughter), acts intended to cause injury (ie serious assaults), and offences against the person (eg kidnapping and abduction, robbery). Violent crime is under-reported. Increased focus may result in some short term increases in recorded violent crime.

IN THE YEAR TO JUNE 2011, THERE WERE 47,944 RECORDED VIOLENT CRIMES, A RATE OF 108 CRIMES PER 10,000 PEOPLE – REACHING OUR TARGET IN 2017 WILL SEE THIS REDUCE TO 87 CRIMES PER 10,000 PEOPLE • THIS IS 7,500 FEWER VIOLENT CRIMES EACH YEAR FROM 2017

All of the justice sector Better Public Services results will be published alongside other Better Public Services results on the ssc.govt.nz website at six-monthly intervals from October 2012

25%

**DECREASE IN
RE-OFFENDING
RATES**

The target is a 25% reduction in the re-offending rate from June 2011 to June 2017

Two measures are used: the rate of re-imprisonment amongst prisoners within 12 months of release; and the rate of reconviction amongst community-sentenced offenders within 12 months of sentence commencement.

THE RE-IMPRISONMENT RATE OF PRISONERS WITHIN 12 MONTHS OF RELEASE IN THE YEAR TO JUNE 2011 WAS 27.1% – REACHING OUR TARGET IN 2017 WILL SEE THIS REDUCE TO 20.3% • THE RECONVICTION RATE OF COMMUNITY SENTENCED OFFENDERS WITHIN 12 MONTHS OF SENTENCE COMMENCEMENT IN THE YEAR TO JUNE 2011 WAS 30.4% – REACHING OUR TARGET IN 2017 WILL SEE THIS REDUCE TO 22.8% • THIS WILL RESULT IN 600 FEWER PRISONERS, 4,000 FEWER COMMUNITY OFFENDERS AND 18,500 FEWER VICTIMS EACH YEAR FROM 2017

5%

**DECREASE IN THE
YOUTH
CRIME RATE**

The target is a 5% reduction in the rate of court appearances for 14–16 year olds from June 2011 to June 2017

The measure used to calculate the youth crime rate will be youth offenders (14–16 years) appearing in court, relative to the youth population.

This is an interim measure. It lets us focus immediately on the more serious end of youth offending, with less serious offending managed using other interventions. Justice and social sector agencies are collaborating on a new suite of youth justice performance measures, and once a new measure of youth crime is identified, a new target will be set.

IN THE YEAR TO JUNE 2011, THERE WERE 6,187 COURT APPEARANCES BY 14–16 YEAR OLDS, A RATE OF 338 COURT APPEARANCES PER 10,000 14–16 YEAR OLDS • REACHING OUR TARGET IN 2017 WILL SEE THIS REDUCE TO 321 PER 10,000 14–16 YEAR OLDS • THIS IS 600 FEWER 14–16 YEAR OLDS APPEARING IN COURT EACH YEAR FROM 2017

Reduce opportunities for crime

Crime isn't evenly spread – it occurs repeatedly in some places, and repeatedly affects some people. We know where crime occurs and who is more at risk, so by **targeting repeat locations** and **supporting repeat victims** we will make it harder for offenders to commit crime and increase their risk of getting caught.

Location is one of the strongest predictors of crime

Over two thirds of all crime is **property crime** (theft from vehicles, vehicle theft, burglary, shoplifting)

6% of adults experience 54% of all crime – this small group is victimised five or more times

ACTION: **TARGET REPEAT LOCATIONS**

LEAD AGENCY NZ Police

COST Funded through reprioritisation within existing baselines

MAIN MEASURE Reduction in the crime rate

- Police will target the locations and times when most crime occurs.
- Maintain the deployment of Neighbourhood Policing Teams to priority locations.
- Partner with the private sector to introduce situational crime prevention measures – such as insurance discounts for policy holders who target harden their property and coordination with private security providers.
- Embed Crime Prevention Through Environmental Design principles into the rebuild of Christchurch.
- Advance crime prevention standards for a range of products, so that consumers can make better choices.
- Develop regulatory reform proposals that will reduce crime – for example, vehicle immobilisers.
- Exploit the potential of new technology – for example, Automatic Number Plate Recognition to deny criminals the use of the road.
- Invest in the Safe@Home programme to support households affected by family violence (Ministry of Justice).

ACTION: **SUPPORT REPEAT VICTIMS**

LEAD AGENCIES NZ Police, Ministry of Justice, Ministry of Social Development/Child, Youth and Family

COST Funded through reprioritisation within existing baselines

MAIN MEASURE Reduction in the crime rate

- Pass and implement the Victims of Crime Reform Bill.
- Improve information sharing between the justice and social sectors so vulnerable victims can be better supported.
- Introduction by Police of a graduated response model for victims so that the level of response increases for repeat victims.
- Appoint a District Victims Manager in each Police District.
- Work with Victim Support and non-government organisations to target types of repeat victimisation (for example, family violence).
- Ensure specialist support services are available to victims of particularly traumatic crime – for example, sexual violence.
- Given that offenders often target the same victims, Police will introduce technology to predict where and when repeat victimisation is likely to occur.
- Consider options for end-to-end support for victims across the criminal justice pipeline.

Target vulnerable youth and youth offenders

14–16 YEAR OLDS

Risk of offending can be identified early in life and many at-risk children are known to social sector agencies. By strengthening the flow of information between the social and justice sectors, and working with families and whānau, we will improve assessment and interventions for vulnerable youth. For low-level youth offenders, being diverted out of the court system will likely lead to better long-term results. We will also seek to understand why other vulnerable youth do not go on to offend.

The **earlier** a person begins offending, the greater their odds of re-offending

17–19 year olds appearing in the adult court system for the first time are 2.3 times more likely to re-offend if they have a **youth court history**

ACTION: IMPROVE ASSESSMENT AND INTERVENTIONS FOR YOUTH

LEAD AGENCIES Ministry of Social Development/Child, Youth and Family, NZ Police

COST Funded through reprioritisation within existing baselines

MAIN MEASURE Reduction in the youth crime rate

To target Māori youth offenders over the next 1–2 years:

- Work with local iwi to develop joint responses to Māori youth.
- Explore opportunities to coordinate youth justice service delivery with Whānau Ora.

To improve decision-making and services over the next 1–2 years:

- Increase the use of alternative action plans and intention-to-charge Family Group Conferences by reducing imbalances in charging decisions between regions.
- Develop a Police decision-making model for responding to child and youth offenders that leads to better screening and interventions.
- Improve Police alternative action plans and improve Family Group Conferences (through Child, Youth and Family).

OTHER ACTIONS UNDERWAY ACROSS THE SOCIAL SECTOR TO SUPPORT A REDUCTION IN YOUTH OFFENDING

- Improve health and education responses for at-risk youth.
- Improve youth mental health pathways and services.
- Develop integrated school attendance services to respond to disengaged and truanting youth.
- Improve responses to children as, or before, they come to the notice of the criminal justice system.
- Develop tailored interventions across the social and justice sectors that respond to children who have been apprehended.
- Build on the successful implementation of Fresh Start initiatives.
- Further consideration of the role of Education Officers in Youth Court.
- Improve services to children in care or at risk of coming into care.
- Improve early identification and intervention of children with the highest risk of harm, including a propensity to develop offending behaviours (White Paper on Vulnerable Children).

OTHER BETTER PUBLIC SERVICES RESULT ACTION PLANS WILL ALSO HAVE AN IMPACT ON YOUTH CRIME

Supporting vulnerable children

- Increase participation in early childhood education.
- Reduce the number of assaults on children.

Boosting skills and employment

- Increase the proportion of 18 year olds with NCEA level 2 or equivalent qualification.

REDUCING THE MĀORI YOUTH CRIME RATE

- The rate of appearances in court for Māori 14–16 year olds is four times the non-Māori rate.
- Youth crime is strongly correlated to youth population. The youth population (14–16 year olds) will grow significantly from 2018 (with Māori youth growing at a faster rate), which provides a six year window of opportunity to address this disparity.

New work will be initiated to deliver improved results during the next five years. The refreshed Drivers of Crime work will support this through its longer-term focus on improving achievement for Māori youth.

Reduce alcohol and drug abuse

Alcohol plays a key role in offending and is a major contributor to violent crime. Alcohol and drug treatment is both effective and cost-effective. It reduces substance use and improves health and well-being; and for every dollar spent on alcohol and other drug treatment programmes, there is a \$4–\$7 reduction in the cost of associated alcohol and drug-related crimes. Increasing alcohol and drug treatment in the community and reducing the availability of alcohol will reduce crime – particularly violent crime.

51% of crimes are committed under the influence of alcohol and other drugs

Alcohol is implicated in **35%** of apprehensions for assaults, **18%** of apprehensions for sexual assaults and **49%** of apprehensions for disorderly conduct

ACTION: INCREASE ALCOHOL AND DRUG TREATMENT IN THE COMMUNITY

LEAD AGENCIES Ministry of Justice, Ministry of Social Development/Child, Youth and Family, Department of Corrections, NZ Police, Ministry of Health

COST Funded through reprioritisation within existing baselines

MAIN MEASURE Reduction in the crime rate

- Increase availability of screening and brief alcohol interventions for New Zealanders.
- Provide nationally consistent, enhanced youth alcohol and other drug services.
- Support locally accessible programmes for drink drivers.
- Provide low cost, high volume community-based treatment for offenders with alcohol and other drug problems.
- Fund alcohol and other drug treatment services to support a pilot Alcohol and Other Drug Court for adult offenders in greater Auckland.

ACTION: REDUCE AVAILABILITY OF ALCOHOL

LEAD AGENCIES Ministry of Justice, NZ Police, Ministry of Health

COST Funded through reprioritisation within existing baselines

MAIN MEASURE Reduction in the crime rate and violent crime rate

- Pass and implement the Alcohol Reform Bill, as currently drafted, which will help minimise alcohol related harm by:
 - making alcohol licences harder to get and easier to lose
 - tightening restrictions on the types of premises that can sell alcohol and when they can sell it
 - giving local communities more say about when and where alcohol can be sold
 - supporting parents and guardians to take responsibility for their children's drinking
 - putting more restrictions on the irresponsible promotion of alcohol
 - creating a system that is self-funded and where licenced premises that are deemed to be higher risk pay more.
- Pro-active policing of licensing restrictions to limit consumption by young people or people who are already intoxicated.

Reduce re-offending

People who have had education and training, and who are in work, are less likely to offend. Re-offending is reduced when offenders address behaviours that lead to their offending – by changing their attitudes and beliefs towards offending; learning pro-social life skills; gaining the education, skills and experience that employers find valuable; and engaging with family and whānau as part of their re-integration and return to the community. By strengthening rehabilitation and re-integration to prepare and support people to live law-abiding lives we can reduce re-offending and contribute to reducing overall crime.

Over 60% of prisoners are **unemployed** prior to imprisonment and 90% of prisoners have **literacy needs**. Unemployment is also very high among offenders serving their sentence in the community

65% of sentenced offenders have a **drug or alcohol problem**

ACTION: STRENGTHEN REHABILITATION AND RE-INTEGRATION SERVICES TO PREPARE AND SUPPORT PEOPLE TO LIVE LAW-ABIDING LIVES

LEAD AGENCIES Department of Corrections, Ministry of Social Development/Child, Youth and Family

COST Funded through reprioritisations as a result of the Department of Corrections' Expenditure Review

MAIN MEASURE Reduction in the re-offending rate

- Expand alcohol and drug treatment for offenders in prison and the community.
- Expand rehabilitation programmes that are proven to reduce re-offending.
- Enhance rehabilitation services provided directly by probation officers for offenders on community sentences.
- Deliver rehabilitation in partnership with iwi and community groups and contract for results.
- Implement working prisons and increase prisoners' participation in education and employment.
- Work with employers and industry to provide real jobs for offenders after release from prison.
- Partner with iwi and communities to establish re-integration centres that support offenders' social and accommodation needs.

JUSTICE AND SOCIAL SECTOR ACTIONS TO CONTRIBUTE TO REDUCTIONS IN RE-OFFENDING

- Proactively target recidivist criminal groups engaged in violent offending. **POLICE**
- Explore the possibility of expanding the criteria for pre-charge warnings and introducing conditional pre-charge warnings. **POLICE**
- Expansion of restorative justice services. **MINISTRY OF JUSTICE**
- Increased availability of stopping violence programmes in the Family Court. **MINISTRY OF JUSTICE**
- Welfare reform to increase employment of 19 year olds. **MINISTRY OF SOCIAL DEVELOPMENT**

Results in context

These Better Public Service results will be delivered alongside other work to improve the performance of the justice sector

Wider government initiatives

Better Public Services
delivering results in the short to medium term

Drivers of Crime
working together for long-term change

Accessible Justice
delivering better justice services

**ACHIEVING BETTER PUBLIC SERVICES TARGETS
REDUCING CRIME**

DELIVERING ACCESSIBLE JUSTICE SERVICES

WORKING WITHIN FIXED BASELINES

IMPROVING SECTOR GOVERNANCE

SUPPORTING MINISTERS

WIDER GOVERNMENT INITIATIVES

There are a range of cross-government programmes that link to and support the longer-term achievement of justice sector Better Public Services targets. These include:

- cross-sector initiatives to reduce economic crime
- Methamphetamine Action Plan
- the White Paper on Vulnerable Children
- social sector trials
- Ministry of Social Development's welfare reform programme
- Whānau Ora
- Family Violence Task Force.

Achieving results in other Better Public Services will also improve justice sector results, specifically:

- reducing long-term welfare dependency
- supporting vulnerable children
- boosting skills and employment.

These initiatives will also be delivered in new ways, including through contracting for results across the social and justice sectors.

DRIVERS OF CRIME WORKING TOGETHER FOR LONG-TERM CHANGE

- A programme of work, shared by justice and social sector agencies, to identify the drivers of crime and initiate specific interventions that will support long-term and intergenerational changes.
- Work identified in the Drivers of Crime programme is implemented by a range of agencies.

Results are expected within a 10-year timeframe. New areas of focus will have a particular emphasis on hard to reach youth, Māori youth and engagement in education.

BETTER PUBLIC SERVICES DELIVERING RESULTS IN THE SHORT TO MEDIUM TERM

BY JUNE 2017:

Reduce the crime rate by 15%

Reduce the violent crime rate by 20%

Reduce the youth crime rate by 5%

Reduce the re-offending rate by 25%

To deliver Better Public Services results in the next five years, the justice sector will:

- **reduce opportunities for crime** by targeting repeat locations and supporting repeat victims
- **target vulnerable youth and youth offenders** by improving intervention for vulnerable youth
- **reduce alcohol and drug abuse** by increasing alcohol and drug treatment in prison and in the community, and reducing availability of alcohol
- **reduce re-offending** by strengthening rehabilitation and re-integration services to prepare and support people to live law-abiding lives.

ACCESSIBLE JUSTICE DELIVERING BETTER JUSTICE SERVICES

- A programme of initiatives to deliver smarter, modern and efficient justice services.
- Identifying savings that can be invested to support the reduction of crime and the achievement of Better Public Services targets.
- A suite of initiatives is currently under way, that will deliver results in the next 1–5 years.

2012 © Crown copyright

ISBN 978-0-478-32417-4 ONLINE

PUBLISHED BY THE MINISTRY OF JUSTICE

Although all reasonable steps have been taken to ensure the accuracy of the information contained in this document, the Ministry of Justice disclaims any and all responsibility for any inaccuracy, error, omission, or any other kind of inadequacy, deficiency, or flaw in, or in relation to, the information; and fully excludes any and all liability of any kind to any person or entity that chooses to rely upon the information.

