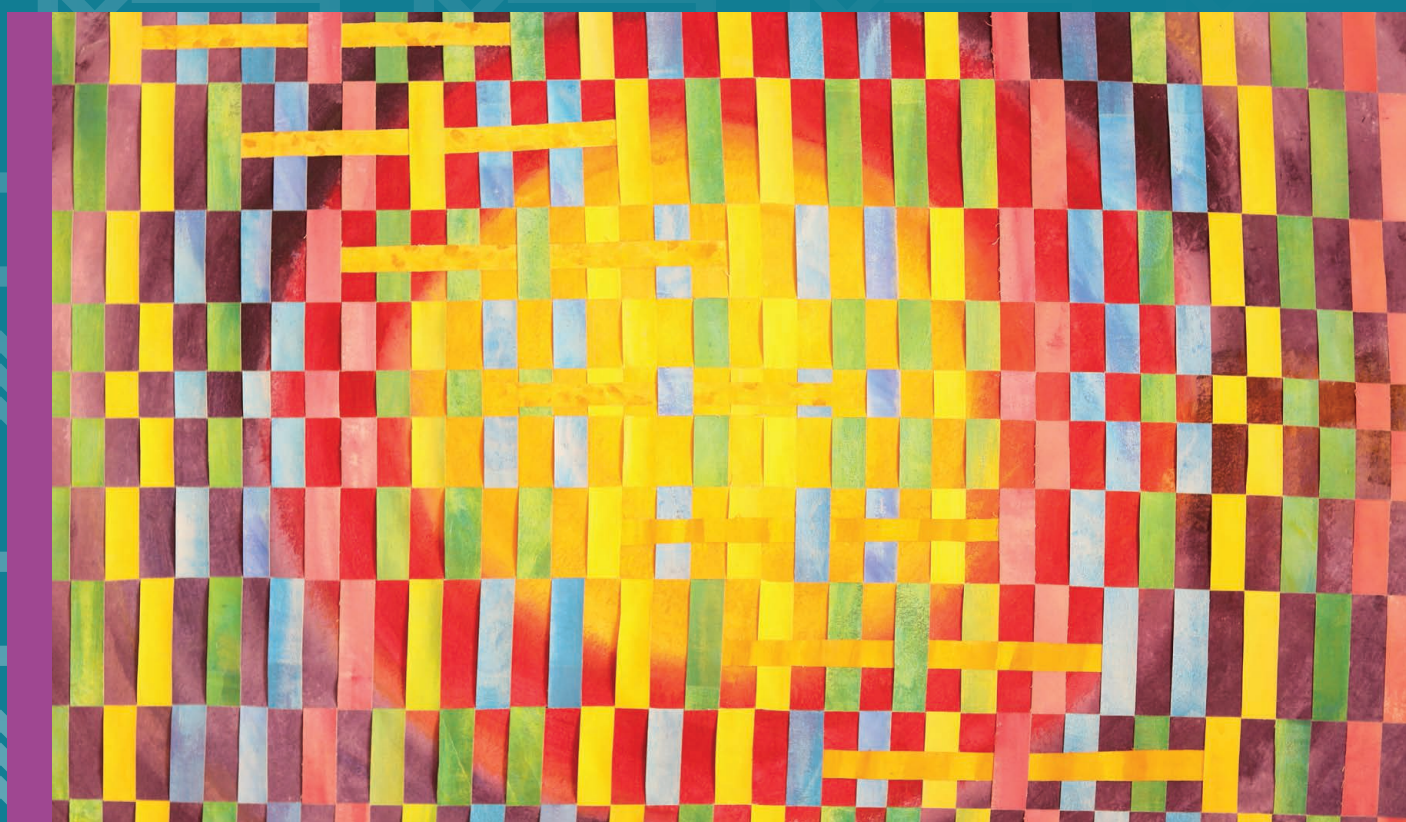


# ***Wāhine - E rere ana ki te pae hou***

*Women rising above a new horizon*

Women's Strategy | 2021 - 2025

*An oranga-focused framework for restoration and reclamation*



**ARA POUTAMA AOTEAROA**  
DEPARTMENT OF CORRECTIONS



## **Acknowledgements**

Women's strategies within criminal justice settings internationally acknowledge the communality of women, and so it has been in the consultation and engagement for this, *Wāhine – E rere ana ki te pae hou: Women's Strategy 2021 – 2025*.

This strategy, a guide for our workforce, our partners, and the women in our management would not have been possible without the passionate and knowledgeable people who formed our reference group. This group, guided by Rhonda Tibble, was made up of predominantly wāhine Māori, and represents our ongoing commitment to Te Tiriti o Waitangi and partnering with Māori to achieve better outcomes for those we manage. Together they guided and advised us on the development of this strategy, and their perspectives will remain important as we implement the actions set out in this document.

As well as expertise in tikanga<sup>1</sup> Māori, members of the reference group brought diverse skills and knowledge, and were able to advise from their everyday experience as providers, people with lived experience, whānau members, policy writers, and strategists. Along with individuals, members represented the following agencies:

He Korowai Trust

Te Rūnanga o Ngāti Whātua

Te Pūtahitanga o Te Waipounamu

Te Rōpu Wāhine Māori Toko i te Ora,  
Māori Women's Welfare League

Manatū Wāhine, Ministry for Women

Ara Poutama Aotearoa, Department of Corrections

Others who graciously provided time to consult with us included the following:

Ngāti Kahungunu Iwi Incorporated

Te Tari o te Kiingitanga

Choices – Kahungunu Health Services

Tangata Whenua Committee

Our heartfelt thanks to you all. Your manaaki in sharing your wisdom has enriched this strategy and will positively impact the lives of women and our communities.

Finally, our Corrections colleagues from around the motu were eager to share their experiences of how the Women's Strategy informs the valuable work they do on the frontline. Special thanks to everyone in the regions who organised and/or attended the meetings in their rohe.<sup>2</sup> Your passion to create change inspires us every day.

Front cover art: *TUITUIA*, created by women at Auckland Region Women's Corrections Facility in 2021. It is on display at the Department of Corrections National Office in Wellington.

Artist Statement: This Taonga is intended to symbolise the ideas and decisions that are made within the boardroom that get 'woven' together to create the pathway to positive change. We have used multiple colours and patterns on canvas to express this.

# Wāhinga Kōrero nā te Minita

## Foreword from the Minister



Hon Kelvin Davis

As Minister of Corrections, I am pleased to welcome the release of *Wāhine – E rere ana ki te pae hou: Women’s Strategy 2021 – 2025*.

It is well understood that New Zealand’s corrections system has historically been designed for the management of men with insufficient attention given to the needs of women,

particularly wāhine Māori. While the previous women’s strategy made progress in addressing this, this updated strategy is a significant step forward to ensure we meet those needs through gender and culturally responsive programmes and services. It also acknowledges the underlying factors that lead women to offend, many of whom have been victims themselves, and have experienced lives of poverty, neglect, and violence.

It is encouraging to see this strategy has not been created in isolation, rather it is strongly aligned to the aims and aspirations of *Hōkai Rangī*, which outlines the strategic vision for all of Corrections. The core themes of oranga, partnership, and the role of whānau are clearly woven through each document. Like *Hōkai Rangī*, it must go beyond reshaping the lives of some of the most challenging women in our communities. It also must deliver better outcomes for their children, and for future generations who deserve to live free from cycles of crime and abuse.

A strategy alone will not be enough to create lasting change in the corrections system, or to support women to reshape their lives. Delivering its vision will require commitment from leadership; it will depend on support from the community and partners; and it will be reliant on the ongoing dedication of staff. Succeeding in this mahi will require new ways of working and cooperation. I am confident there is the will and ability to do what is right and to address the longstanding issue of how women are treated by our justice system.

There is great strength and mana in the wāhine of our country, and we have an obligation as a society to help lift those in darkness into the light. *Wāhine – E rere ana ki te pae hou. Women rising above a new horizon.*

Mōku e noho nei hei Minita mō Te Ara Poutama, e koa ana ahau ki te pōhiri i te tukunga o *Wāhine – E rere ana ki te pae hou: Te Rautaki Wāhine 2021-2025*.

E tino mōhiotia ana ko te pūnaha whakatika o Aotearoa he mea hoahoa mō te whakahaere i ngā tāne, kāore i tino nui te aro ki ngā hiahia o ngā wāhine, tatū noa ki ngā wāhine Māori. Ahakoa i whai hua te rautaki wāhine o mua ki te whakatika i tēnei āhuatanga, he hōkaitanga nui rawa tēnei rautaki hou ki te whakarite i te whakatutukitanga o aua hiahia mā roto i ngā hōtaka me ngā ratonga urupare ā-ira, ā-ahurea hoki. E whakamihī ana hoki tēnei ki ngā āhuatanga taketake e pā ana ki ngā mahi hara a ngā wāhine, ko te tokomaha o rātau he pāpūrenga hoki, ā, kua wheako i te pōharatanga, te tauware me tūkinu.

He mea whakatenatena te kite ake kāore tēnei rautaki i hanga taratahi noa, engari e pakari ana te hāngai ki ngā wāhinga me ngā wawata o *Hōkai Rangī*, e whakatakoto ana i te tirohanga rautaki mō Te Ara Poutama whānui. Ko ngā kaupapa pū o te oranga, te rangapūtanga, me te mahi a te whānau e mārakerake ana te rarangatia ki roto o ia tuhinga. Pērā me *Hōkai Rangī*, me tawhiti kē atu tana haere i te hanga anō i te oranga o ētahi o ngā wāhine pakeke rawa o ō tātou hapori. Engari me tuku hoki i ngā hua pai ake mō ā rātau tamariki, me ngā whakatipuranga e whai tika ana kia noho wātea mai i ngā hurihanga o te taihara me te tūkinu.

E kore e taea e te rautaki anake te hanga i te panonitanga mauroa i te pūnaha whakatika, ki te tautoko rānei i ngā wāhine ki te hanga anō i ō rātau oranga. Engari me pūmau tonu ngā kaiārahi i te wā e tuku ana i tana tirohanga; ka whirinaki hoki ki te tautoko a te hapori me ōna hoa rangapū; ka whirinaki hoki ki te manawanui o ngā kaimahi. E angitu ai tēnei mahi me whai huarahi hou mō te mahi me te mahi tahi. E whakapono ana ahau kei konā tonu te manawaroa me te āheinga ki te mahi i ngā mahi tika ki te whakatika i te take mauroa o te pēheatanga o te tiaki i ngā wāhine i roto i tō tātou pūnaha whakatika.

Tērā tonu te kaha me te mana kei ngā wāhine o tō tātou motu, ā, nō tātou te takohanga hei porihanga ki te āwhina ki te hiki i te hunga kei te pōuri e noho ana kia puta ki te māramatanga. *Wāhine – E rere ana ki te pae hou. Wāhine – E rere ana ki te pae hou.*

**Kelvin Davis**  
**Minister of Corrections**  
*Te Minita mō Ara Poutama Aotearoa*

# Wāhinga Kōrero nā te Tumu Whakarae

## Foreword from the Chief Executive



Jeremy Lightfoot

While women make up only six percent of the prison population and nineteen percent of people serving sentences and orders in the community, a high proportion of the women we work with have complex histories of severe trauma, mental health issues, substance abuse, sexual abuse, partner violence, and poverty that have contributed to their offending. On top of this, many of them are primary caregivers.

Since the launch of our inaugural women's strategy in 2017, we have done considerable work to ensure our services and support better recognise and meet the unique needs of women.

This renewed strategy, *Wāhine – E rere ana ki te pae hou: Women's Strategy 2021 – 2025* builds on the gains we have made over the past four years by setting out our plan to do more – and do better.

We know Māori are disproportionately represented in the criminal justice system, and we are working with other justice sector agencies to reduce this overrepresentation. *Hōkai Rangī* is our overarching strategy for achieving this, and *Wāhine – E rere ana ki te pae hou* sets out how we will achieve this for women.

Both place *oranga* [wellbeing] at the centre of our work. By improving people's wellbeing, we have a much better opportunity to break the cycle of reoffending, and keep our *whānau* and communities safe.

This strategy recognises the importance of children and *whānau* in the rehabilitation and reintegration journeys of women, and that treatment and support needs to be personalised, trauma-informed, and culturally responsive.

We are already making significant progress. We are re-designing the women's prison network to be more responsive to the specific needs of women. We have started a long-term programme to improve our physical prison environments and introduce new operating approaches that are focused on tailored pathways, greater family connectedness, and wellbeing. We have launched *Te Mana Wāhine Pathway* in Canterbury, with work already happening in Christchurch Women's Prison and Community Corrections sites to improve the visits experience for *whānau* and women's access to cultural programmes.

In developing this strategy, we have listened to the voices of many people, and I would like to acknowledge the reference group. The group's expertise in *tikanga* Māori, alongside the experience of providers, Corrections staff, *whānau* members, and women with lived experience both past and present informed this strategy.

None of our work would be possible without our staff who work 24/7 to serve New Zealanders, and who we are committed to supporting with additional training tailored to their roles.

While we must always hold people to account for their actions, it is equally our responsibility to help people change their lives for the better. *Wāhine – E rere ana ki te pae hou* and the accompanying action plan provides us a roadmap for achieving this to ensure the wellbeing and safety of the women we manage, our staff, and all New Zealanders. This will be a long-term transformation, but this strategy sets a solid foundation to make change.

Ahakoia he ono *ōrau* anake ngā *wāhine* o te taupori mauhere, ā, he tekau mā iwa *ōrau* anake o te hunga kawea ana i ngā whakawhiu me ngā whakahaui i roto i te hāpori, ko te nuinga o ngā *wāhine* e mahi tahi nei mātou, e whai ana i ngā hītorīa tuatini o te whētuki taumaha, ngā take hauora hinengaro, tūkinō ā-pūroi, tūkinō taitōkai, tūkinō *whānau*, me te rawakore i whai *wāhi* ana ki ngā mahi hara. Āpiti atu ki tērā, he tokomaha tonu *rātau* e noho ana hei kaitiaki matua.

Mai i te whakarewatanga o tā mātou rautaki *wāhine* tuatahi i te tau 2017, he nui ā mātou mahi ki te whakarite i a mātou ratonga me ā mātou tautoko kia pai ake te whakamana me te whakaea i aua hiahia ahurei a ngā *wāhine*.

Ka piki haere tēnei rautaki hou, a *Wāhine – E rere ana ki te pae hou: Rautaki Wāhine 2021 – 2025* i runga ake i ngā whiwhinga i puta ake i ngā tau e whā kua hipa mā te whakatakoto i tā mātou rautaki kia nui ake ngā mahi, kia pai ake hoki.

E mōhio ana mātou he nui rawa ngā Māori e whakakanohitia ana i roto i te pūnaha whakatika, ā, e mahi tahi ana mātou me ētahi atu tari *rāngai* whakatika ki te whakaiti i tēnei pāhikahikatanga. Ko *Hōkai Rangī* tā mātou rautaki hora *whānui* mō te whakatutuki i tēnei, ā, ko tā *Wāhine – E rere ana ki te pae hou*, he whakatakoto me pēhea tā mātou whakatutuki i tēnei mā ngā *wāhine*.

Ko tā ēnei e rua, he whakapūmau kē i te oranga hei pou mō ā mātou mahi. Mā te hiki i te oranga o te tangata, he nui ake te āheinga ki te aukati i te hurihanga o te mahi hara anō, me te tiaki i ō tātou *whānau* me ngā hāpori.

E whakamana ana tēnei rautaki i te hiranga o ngā tamariki me te *whānau* i roto i ngā tūāoma whakamātūtūtanga me te whakaurunga anō o ngā *wāhine*, ā, kia whaiaro te āhua tiaki, me ngā hiahia tautoko, ā, kia whai mōhio hoki i ngā whētukitanga, kia urupare ā-ahurea hoki.

He nui tā mātou ahunga whakamua. E hoahoa ana anō mātou i te whatunga mauhere *wāhine* kia urupare ake ki ngā hiahia motuhake o ngā *wāhine*. Kua tīmataria e mātou tētahi hōtaka mauroa ki te whakapai ake i ā mātou taiao whare herehere ōkiko me te whakauru mai i ngā huarahi whakahaere hou e arotahi ana ki ngā huarahi motuhake, ngā tūhonotanga ā-*whānau* pake ake, me te oranga. Kua whakarewahia e mātou Te Huarahi Mana *Wāhine* i Waitaha, otirā kua tīmata kē ngā mahi i roto i te Whare Herehere *Wāhine* o Ōtautahi me ngā *wāhi* Whakatika ā-Hāpori hei hiki i te wheako toronga mā ngā *whānau*, me te āheinga o ngā *wāhine* ki ngā hōtaka ahurea.

I a mātou e whakawhanake ana i tēnei rautaki, i whakarongo mātou ki ngā reo o ngā tāngata maha, ā, e hiahia ana ahau ki te whakamahi ki te rōpū tohutohu. Nā ngā mōhiotanga o te rōpū ki te *tikanga* Māori, i te taha hoki o ngā wheako o ngā kaiwhakarato, ngā kaimahi Ara Poutama, ngā *whānau* me ngā *wāhine* whai wheako o mua, o nāiane hoki, i whai mōhio ai ki tēnei rautaki.

E kore e taea e mātou ēnei mahi ki te kore a mātou kaimahi, te hunga i mahi i ngā hōra katoa o te rā, o te wiki, mā ngā tāngata o Aotearoa, ā, e pūmau ana hoki ki te tautoko, me ngā whakangungu tāpiri e motuhake ana ki ā rātau mahi.

Ahakoia me noho haepapa tonu te tangata mō āna mahi, nō mātou tonu te takohanga ki te āwhina i te tangata ki te panoni i ō rātau ake oranga mō te painga. E whakarato ana a *Wāhine – E rere ana ki te pae hou* me te mahere mahi e piri ana, i tētahi mahere huarahi mō te whakatutuki i tēnei, e whakarite ana hoki i te oranga me te haumaruru o ngā *wāhine* e whakahaeretia ana e mātou, ā, mātou kaimahi, me ngā tāngata katoa o Aotearoa. Ka noho tēnei hei panonitanga mauroa, engari e whakatakoto ana tēnei rautaki i tētahi tūāpapa kaha hei whakaū panonitanga.

**Jeremy Lightfoot**  
Secretary for Corrections and Chief Executive  
*Te Tumu Whakarae mō Ara Poutama Aotearoa*

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# Overview

If asked to reflect on prison and prisoners, we are likely to conjure up images that depict an entirely masculine world. Yet the experience of prison is highly gendered.<sup>3</sup>

In 2017, Corrections launched its inaugural *Women's Strategy - Wāhine - E rere ana ki te pae hou*. This was a guide for all parts of our organisation to think differently about the needs and services provided to the women in our management. We have made good progress over the past four years, but there is still much to do.

Factors such as poverty, peer influences, parental neglect, families with criminal associations, and impulsive personality traits continue to affect both men and women who offend. However, pathways to offending differ between the two, with evidence showing that, in general, women commit less serious crime and pose a lower risk to the community than men.

Women's pathways to offending commonly stem from experiences of trauma – we know from what women are telling us that this includes individual events or experiences, and, for wāhine Māori, intergenerational trauma stemming from colonisation. Departmental research indicates three quarters of women in New Zealand's prisons have been victims of family violence, rape and/or sexual assault as a child or adult.<sup>4</sup> In addition to these traumatic experiences, women are more commonly affected by:

- mental health issues including high rates of post-traumatic stress disorder, comorbidity, and substance addictions that mask and manage their trauma
- financial pressures stemming from low educational achievement, being from economically disadvantaged backgrounds, un- or under-employed, and recipients of state benefits
- parenting difficulty and stress associated with difficult relationships, poor physical and mental health, and child custody issues.

Experience also tells us that the pathway into prison is different for women than it is for men, with the decision to be remanded in custody by the Courts generally occurring after a higher number of breaches or offending. This is due to the range of factors a judge must consider, including the direct impact a woman's imprisonment may have on whānau. Equally, there are often unique challenges, including the potential for violence in the home, that can affect a woman's ability to meet their bail conditions.

The inaugural strategy was launched at a time when the number of women in prison, particularly wāhine Māori, was at an all-time high. Despite a steady decrease since in the overall number of women in the corrections system – both in prison and in the community – the overrepresentation of wāhine Māori continues. This strategy aims to reduce reoffending through gender and culturally responsive programmes and services that provide holistic support. It will also achieve this by ensuring our workforce, at all levels, works in ways that respond to the unique needs of women.

***“We are the facilitators of the process - we do not need to be the ones that determine what the best approach is.”***

- Service Manager

*Wāhine - E rere ana ki te pae hou: Women's Strategy 2021 - 2025* recognises the need to empower women to strengthen the *orange*<sup>5</sup> of themselves and their whānau, *tautoko*<sup>6</sup> their decisions, and provide holistic and personalised support throughout their rehabilitation and reintegration. This four-year strategy and action plan builds on our previous successes, is guided by *Hōkai Rangī*<sup>7</sup>, and will further develop each year.

3 McIntosh, T. (2017). Behind the wire: Māori women and prison. *Women's Studies Journal*, 31(1), 114-116.

4 The Department of Corrections. Practice: The New Zealand Corrections Journal, Volume 5 Issue 1: July 2017. *New Zealand prisoners' prior exposure to trauma*. [https://www.corrections.govt.nz/resources/research/journal/volume\\_5\\_issue\\_1\\_july\\_2017/new\\_zealand\\_prisoners\\_prior\\_exposure\\_to\\_trauma](https://www.corrections.govt.nz/resources/research/journal/volume_5_issue_1_july_2017/new_zealand_prisoners_prior_exposure_to_trauma)

5 Welfare, health.

6 Support, backing.

7 Hōkai Rangī is our overarching organisational strategy, adopted in 2019. [https://www.corrections.govt.nz/resources/strategic\\_reports/corrections\\_strategic\\_plans/hokai\\_rangi](https://www.corrections.govt.nz/resources/strategic_reports/corrections_strategic_plans/hokai_rangi)

## Key statistics



**62%**

of women in prison have had both (comorbid) mental health and substance disorders across their lifetime  
*(41% of men in prison)*



**52%**

of women in prison have suffered post traumatic stress disorder across their lifetime  
*(22% of men in prison)*



**44%**

of women in prison have experienced drug dependence disorders across their lifetime  
*(37% of men in prison)*



**68%**

of women in prison have been the victim of family violence



**46%**

of women in prison have lifetime alcohol dependence  
*(35% of men in prison)*



**75%**

of women in prison have had a diagnosed mental health condition in the last 12 months  
*(61% of men in prison)<sup>8</sup>*



**6%**

of the total prison population are women



**66%**

of women in prison are Māori



**46%**

of women in prison are on remand

**Women on community sentences**



**19%**

of the total number of people on community sentences are women



**54%**

of women on community sentences are Māori

# Our vision and approach

*Wāhine - E rere ana ki te pae hou: Women's Strategy 2021 - 2025 sets out our plan to build, strengthen, and empower the oranga of women in our management.*

It acknowledges the pathway that women are on and that they are much more than the sum of their offending. It also recognises that women enter our system with unique and varying needs.

The strategy and action plan provide a clear direction on how we will better support women in a way that incorporates the aspirations of the women we manage, their whānau and staff. Central to this is an oranga-focused framework for a woman to reclaim her mana and restore herself to her rightful place in her whānau and society. This will better enable us to provide individualised rehabilitation and reintegration support in humanising environments. By doing this, we can help break the cycle of reoffending and improve the wellbeing and safety of women, their whānau, and our wider communities as well as contribute to intergenerational transformation.

The Action Plan set out on pages 20 - 23 will allow us to track progress, ensure we are accountable, and continuously improve.

This strategy also reinforces our commitment to playing our part in reducing the overrepresentation of Māori across the justice system. In 2017, the Waitangi Tribunal released *Tū Mai Te Rangī!*. The report found the Crown had breached its obligations under Te Tiriti by failing to prioritise the reduction of the high rate of Māori reoffending, contributing to the disproportionate imprisonment rates of Māori. Furthermore, the Tribunal noted the specific consequences for tamariki when parents are imprisoned, highlighting particular concern of the disproportionate numbers of wāhine Māori in prison and removed from their whānau.<sup>9</sup> We stepped up to the call to do better, launching *Hōkai Rangī* in 2019.

We remain committed to ensuring alignment with the expectations set out by the United Nations in the *Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (the 'Bangkok Rules')*.<sup>10</sup> We also remain committed to supporting the relationship between Māori and the Crown and adhering to the principles set out within Te Tiriti o Waitangi, the Treaty of Waitangi.

We also acknowledge that the Waitangi Tribunal is currently undertaking the Mana Wāhine Kaupapa Inquiry (Wai 2700), which is considering the outstanding claims which allege prejudice to wāhine Māori as a result of Treaty breaches by the Crown.<sup>11</sup> The claimants involved in this inquiry have submitted that the central question is the alleged denial of the inherent mana<sup>12</sup> and iho<sup>13</sup> of wāhine Māori and systemic discrimination, deprivation, and inequities experienced as a result.<sup>14</sup>

When consulting on how we could improve our support for women in the corrections system, we were consistently told that *Hōkai Rangī* provides a vision of people reaching their full potential. This strategy provides the roadmap to achieving this for women.

9 Ministry of Justice. *Tū Mai Te Rangī! Report on the Crown and Disproportionate Reoffending Rates*. [https://forms.justice.govt.nz/search/Documents/WT/wt\\_DOC\\_121273708/Tu%20Mai%20Te%20Rangi%20W.pdf](https://forms.justice.govt.nz/search/Documents/WT/wt_DOC_121273708/Tu%20Mai%20Te%20Rangi%20W.pdf)

10 United Nations. 2010. *United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules)*. <https://www.ohchr.org/EN/ProfessionalInterest/Pages/BangkokRules.aspx>

11 Ministry of Justice. *Mana Wāhine Kaupapa Inquiry*. <https://waitangitribunal.govt.nz/inquiries/kaupapa-inquiries/mana-wahine-kaupapa-inquiry/>

12 Prestige, influence, status, spiritual power.

13 Heart, essence, inside, inner core, essential quality, nature.

14 Ministry of Justice. *Mana Wāhine Kaupapa Inquiry*. <https://waitangitribunal.govt.nz/inquiries/kaupapa-inquiries/mana-wahine-kaupapa-inquiry/>



# Our goals for the future for women within Corrections

- We are known as a world-leading centre of excellence for the management and care of women in the corrections system.
- We understand the importance of positive relationships - we work in partnership and we seek the knowledge - Whaea te Mātauranga.
- We establish a new norm of whānau-centred practice.
- We are empowered to make decisions, underpinned by an oranga-informed and principle-based framework.
- We hold ourselves to account, as we know what's expected of us.
- People are encouraged to bring the best of themselves to work – training is tailored to their role and focused on what matters and what works for women.
- We create a legacy of positive change and what works for women to reduce reoffending and keep our communities safe.



*Whakataetae kapa haka at ARWCF. ARWCF placed second overall in the competition.*

## WHAKATAETAE KAPA HAKA BRINGING WHĀNAU TOGETHER

Auckland Region Women's Corrections Facility (ARWCF), Arohata Prison, and Christchurch Women's Prison were among the 16 sites to compete in the annual prison kapa haka competition in 2021.

The whakataetae kapa haka is part of our ongoing work to create a positive rehabilitative environment. The competition brings participants closer to their culture, identity and language, alongside teaching them the importance of belonging and discipline. Staff and participants work together for hundreds of hours to ensure performances are a success.

The theme in 2021 was whānau. At Arohata Prison, the women wrote their own waiata and haka for their children who attended the performance on site.

Kapa haka tutors from the community, iwi, and mana whenua supported the participants in their learning and preparation.

# Achievements to date

The inaugural *Wāhine – E rere ana ki te pae hou: Women's Strategy 2017 – 2021* was implemented at a time when the population of women within the corrections system was increasing. There was a recognition our system had largely been built around the needs of men, but research had shown women responded differently to treatment and management.

The primary focus of the previous strategy was to introduce a gender-responsive approach, designed specifically for women, based on evidence of what works to reduce their reoffending.

***“People have more understanding of the need to work with women differently, their different pathways to offending.”***

- National Office staff member

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We made some significant changes during that time. This included developing new or enhanced programmes, increasing staff training and capability, introducing kaupapa Māori services, refurbishing spaces, and enabling easier access to items specific to women. Below is a summary of some of the work undertaken under the previous strategy.

## ***Programmes and support for women***

- Te Waireka: an innovative “by Māori for Māori” residential therapeutic community that provides reintegrative support for Māori women
- He Kete Oranga o te Mana Wāhine: a residential alcohol and other drug treatment service in Christchurch for women in the criminal justice system
- Community Kowhiritanga programmes that are more responsive to the needs of women, running during school terms, offering childcare support, and holding programmes in neutral and supportive environments to increase engagement
- Kia Rite: a culturally responsive information and skills training programme designed for women who are new to prison. This programme is designed to help women learn the skills and coping strategies they need during their time in prison, and these skills can be utilised in the community as well
- Kaupapa Māori parenting support services in the Mothers with Babies units to support mothers and their babies while residing in prison, and support their reintegration back into the community
- Te Ira Wāhine: a trauma-informed kaupapa Māori addictions treatment programme designed specifically for women in prison
- The Dress for Success Resilience programme for women about to leave or who have recently left prison. This teaches participants skills for interviews and applying for jobs, communication styles and personal presentation

***“If I can build some self-belief then I feel like I've done well.”***

- Programme Facilitator

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- Partnering with Home Ground, a project that uses creative art forms to address the issues women and whānau face in the justice system
- Extension of The Mothers Project to support mothers in prison or the community to build and maintain meaningful connections with their children, as well as understanding their legal rights and obligations as parents
- Kimihia: a programme designed to meet the needs of high risk/high need women who are serving a term of imprisonment for violent offending and/or have a prior history of persistent violent behaviour, and/or have engaged in violence during incarceration
- Baby boxes supplied to new parents to help keep babies warm and safe for the first 100 days of life and beyond
- Te Whāriki Maanaki programme in Taranaki; a three day noho marae for women on community based sentences, supported by Community Corrections staff, which aims to provide information, ideas, and tools that will help them introduce positive change to their lives and those of their families
- Community Corrections teams with a dedicated focus working with women on sentences
- Period products made more easily accessible in the community
- Te Waharoa Whakatautangata unit at ARWCF ensures women have time and support to adjust to the custodial environment and get more robust inductions
- Whānau Ora Navigators supporting women in prison and in the community
- The strategy has informed important pieces of work, such as being used as a pillar for Te Mana Wāhine pathway design, alongside *Hōkai Rangī*

### **Staff roles and capabilities**

- Social Worker and Trauma Counsellor roles implemented in women's prisons
- Pou Tūhono at each women's prison to support women to maintain connections or reconnect with their whānau, hapū and iwi, and provide kaupapa Māori support and tools to women
- Kia Rite facilitators as navigators to support women
- Additional staff for the National Office Women's team to provide centralised support for our staff across women's prisons and the community
- Trauma-informed practice training for staff in prisons and the community
- Women specific practice tools to support staff completing brief interventions with women
- Arohata Prison decoupled from Rimutaka Prison to allow a more dedicated focus on the management of women

***“It gave us a greater understanding of why we have to work differently.”***

- Corrections Officer

### **Prison industries and environments**

- New playgrounds in the Mothers with Babies Units
- Refurbished visits space in Christchurch Women’s Prison
- Refurbished feeding and bonding spaces to support women maintaining attachment with their babies
- Increased industries options based on what women said they wanted – barista, hairdressing, Pertronics and design

We would like to acknowledge our staff who picked up the wero<sup>15</sup> to work in a responsive way with women by investing in initiatives, resources and workforce changes at their local level to respond to the unique needs of those they work with.



*Carving presented at the official opening of He Kete Oranga o te Mana Wāhine on 5 June 2019.*

### **HE KETE HELPING WOMEN OVERCOME ALCOHOL AND DRUG ADDICTION**

Based on the outskirts of Christchurch, He Kete Oranga o te Mana Wāhine (He Kete) is a 16-week alcohol and drug therapeutic residential programme for women on bail, parole, or community-based sentences or orders. It supports women to understand their substance abuse issues to help break the cycle of addiction and offending.

The programme runs seven days a week with participants taking part in structured activities each day. Alongside residential treatment and aftercare support, He Kete helps participants with parenting, relationships, trauma, abuse, self-esteem, and identity-support.

The service was set up through our High Impact Innovation Team and is now run in partnership with Odyssey House Christchurch and Pathway Trust.

# Our focus areas

Our evidence-based research and consultation informed what support for women should look like. We listened to the voices of our staff, partners, and the women in our system.

As we reviewed the feedback from all stakeholders and received continued guidance from our reference group, the areas of focus for the next four years became clear.

These encompass the original principles of the inaugural strategy in a context which is unique to New Zealand, align with *Hōkai Rangī*, and provide a guide to a new way of working with women and their whānau.

<b>Wāhine – E rere ki te pae hou: Women’s Strategy 2017 – 2021 Focus Areas</b>	<b>Wāhine – E rere ki te pae hou: Women’s Strategy 2021 – 2025 Focus Areas</b>
<b>Providing women with interventions and services that meet their unique risks and needs</b>	<b>Tautoko</b>
<b>Managing women in ways that are trauma-informed and empowering</b>	<b>Holistic approaches</b>
<b>Managing women in a way that reflects the importance of relationships to women</b>	<b>Reclaim and restore</b>
	<b>Whānau and whānaungatanga</b>

## Tautoko – “Do what’s right for me”

We will uphold mana and dignity by working in a strengths-based way. Programmes, policies, and interventions will be gender informed and culturally responsive.

Pathways through Corrections will be seamless so that support is maintained and continuity of care is upheld. Wrap-around support from external agencies, including iwi partners, will be enabled, supported, and actively encouraged by Corrections.

Prison and community staff will work closely together to provide a seamless end-to-end service where women do not need to tell their stories over and over.

Programmes, policies, and interventions, including agencies we partner with, will share our commitment to reducing the overrepresentation of Māori women in the corrections system.

**“Now I am stepping in the right direction for me, and they are not telling me which direction to go in, they’ve just guided me, and I am choosing the direction or path I want to take.”<sup>16</sup>**

- interview with person with lived experience

16 Morrison, B., Hamilton, K., & Lyndon-Tonga, L. (2021, June). “It’s the right path for me”: Findings from an aromatawai (assessment) of Te Ira Wāhine. *Practice: The New Zealand Corrections Journal*, 8(1), 32-37.

# Our focus areas

## **Holistic approaches - “See the whole of me”**

Each woman who comes into our system is unique, with different life experiences. Recognising diversity and being inclusive is fundamental when addressing their specific needs. Women are more than “just an offender.” If we are to give them the best possible chance of changing their lives for the better, then we need to see and work with them in their entirety.

Many women we manage present with complex needs, including traumatic experiences, addiction issues, and parenting responsibilities. Programmes, policies, and interventions need to consider all these factors to support oranga, as does the physical environment.

Access to culture is a fundamental right, not a privilege; connecting with culture is important and we must take the time to understand and honour a woman’s right to her culture.

Our workforce also need their culture valued and celebrated in the workplace. Their life experiences can positively influence their work with women.

**“Culture is not a privilege, it must be a priority.”**

- Probation Officer



*Concept of the community hub area.*

### **HOUSING TO SUPPORT SAFE, SUCCESSFUL REINTEGRATION**

Te Mauri Paihere Ki Mangakootukutuku (previously known as Collins Road) is looking to accommodate women who have recently completed a prison sentence.

The wider housing and community hub proposal is being led by Kāinga Ora – Homes and Communities who intend to provide 31 homes to individuals and families on the Housing Register.

This is a unique kawenata relationship, with Te Kiingitanga, Waikato-Tainui, Kāinga Ora and Corrections working in partnership to provide 16 additional homes for women and their children.

Women will receive support from a service provider, who will help them with employment and training opportunities, and to develop life skills in areas like budgeting and parenting.

## **Whānau and whānaungatanga - “Take time to get to know me”**

We recognise the importance of whānau for women. In te ao Māori it is recognised that women carry whakapapa<sup>17</sup> with them as whare tangata,<sup>18</sup> and pass their knowledge on to their tamariki.

Women continue to be involved in whānau activities from within prison, for example, making sure homework is completed, finding jobs for their partners, and caring for others in their role as daughter, sister, mokopuna,<sup>19</sup> cousin and so forth. Practice and policies will support women to maintain whānau connections where this is safe for all involved, and whānau will be supported to walk alongside women on their rehabilitation and reintegration journey. Staying connected with whānau is a priority for women who want visits to happen easily. The use of new technology will help make this more achievable.

Women need to feel comfortable and trust those they are working with. This means providing our staff with the time to know the women they are working with and connect in a humanising way.

Our staff also need the opportunity to actively reflect on their work to problem solve, improve practice, and maintain their wellbeing.

***“What I got out of it was that it brought me back to my roots ... where I’m from, you know, my people. I identified that I’m a Māori, and I lost that.”<sup>20</sup>***

- interview with person with lived experience

## **Reclaim and restore - “Acknowledge my journey”**

Many of the women who come into the corrections system have had traumatic experiences. They want to heal and move forward from these experiences, and must be in control of the pace at which this happens.

Women should develop their own pathway with support from staff and alongside their whānau. There is no one approach that works for everyone, and there needs to be the ability to offer choices in treatment programmes, education, and industry. Women must be able to share their new skills and knowledge with their whānau.

Our workforce have the opportunity for continuous learning throughout their careers. We will support them to work in a culturally appropriate, trauma-informed way to support healing and restoration.

***“It was mending my wairua, because my wairua was broken. Everything in my Te Whare Tapa Whā was broken.”***

- interview with person with lived experience

<sup>17</sup> Genealogy, lineage, descent.

<sup>18</sup> House of humanity, womb, uterus.

<sup>19</sup> Grandchildren, grandchild.

<sup>20</sup> Morrison, B., Hamilton, K., & Lyndon-Tonga, L. (2021, June). “It’s the right path for me”: Findings from an aromatawai (assessment) of Te Ira Wāhine. *Practice: The New Zealand Corrections Journal*, 8(1), 32-37.



*Te Mana Wāhine builds on the work already happening to make spaces more welcoming for children and whānau. The whānau room at Rangiora Community Corrections (pictured) is an example of a safe, friendly space created for children to play while their mothers meet with staff.*

## CHANGING LIVES THROUGH TE MANA WĀHINE

Te Mana Wāhine Pathway is a series of initiatives designed in partnership with Māori to achieve better outcomes for women being managed by Corrections in the Canterbury region.

In Budget 2021, \$10.1 million was allocated over four years for the programme, which will provide a seamless end-to-end kaupapa Māori pathway responsive to the specific needs of women in the criminal justice system.

It involves:

- a new kaupapa Māori whānau-centred operating model across prisons and the community
- culturally appropriate spaces for women and their families

- wrap-around support delivering whānau-centred services to women and their whānau
- increased cultural practice for frontline staff working in prisons and the community
- kaupapa Māori programmes that are whakapapa and whānau-centred for women
- kaupapa Māori accommodation services.

Te Mana Wāhine has been designed with input from mana whenua Te Taumutu Rūnanga and Te Ruahikihiki ki Taumutu, kaupapa Māori providers He Waka Tapu and Te Rūnanga o Ngā Maata Waka, and Te Pūtahitanga Whānau Ora Commissioning Agency Southern Region.

This service will lay the foundation for longer-term system changes that can be implemented across the other two women's prisons.



# Wāhine - E rere ana ki te pae hou

**Hōkai Rangi**

**Reclaim and restore**  
Acknowledge my  
journey

**Tautoko**  
Do what's right for me

**TĒNEI  
AU**

**Holistic approaches**  
See the whole of me

**Whānau and  
whānaungatanga**  
Take time to get to  
know me

**Our Values**

This model has been developed to represent the three influences to our work – *Hōkai Rangi*, our values, and the strategy itself.

By working from our values, focusing on the intent of the strategy, and meeting the vision of *Hōkai Rangi* we can create transformative change.

# An Oranga-focused framework

## **Tautoko** “Do what’s right for me”

### **For women this means...**

- Do the right thing for me, with me.
- I am mana wahine – use mana-enhancing and empowering approaches.
- Awhi me.
- The programmes I attend are designed with women and whānau in mind.
- Everyone works together, I don’t need to tell my story over and over.
- I want to build on the skills and strengths I already have.



### **For our workforce this means...**

- Tika, pono, aroha.
- I am supported by my managers to make the right decision.
- I work in a strengths-based way uplifting mauri.
- I am able to tailor programmes/sentences and reintegration pathways to provide the best opportunity for the women I am working with to succeed.
- I have a strong network that supports me and the work I am doing.



## **Holistic approaches** “See the whole of me”

### **For women this means...**

- I am seen in the context of my whole.
- I get to know people before I work with them.
- I am part of a family, whānau, hapū, iwi, community, village.
- I am a mother, a giver of life, a daughter, a provider, a nurturer, and much more.
- My culture is woven into the programmes I have available to me.
- My family needs are considered too.



### **For our workforce this means...**

- I am more than a staff member. I belong to a family, and am involved in the community too. I bring my life experience to my role.
- I enjoy working with women.
- I want to be the best I can at my job.
- My culture is valued in the workplace.
- I have skills I would like to use more in my role that can make a positive difference.
- I problem-solve to support the women I am working with.



## **Whānau and whānaungatanga** *“Take time to get to know me”*

### **For women this means...**

- I get to know people before I work with them.
- I feel comfortable and trust those working with me.
- Whakawhānaungatanga - staff take the time to get to know me and my circumstances.
- Manaakitanga - staff I work with are welcoming and encouraging.
- Family are brought along on my journey too.
- I have autonomy.



### **For our workforce this means...**

- I have the time to build strong working relationships with the women I am working with.
- Manaakitanga.
- I have thought about the environment and how this impacts on our engagement and connection.
- I connect with women and other colleagues in a humanising way.
- I have the opportunity to regularly reflect on how we work with women.



## **Reclaim and restore** *“Acknowledge my journey”*

### **For women this means...**

- Consider my past, my whakapapa, my present, and future journeys.
- I want to heal from my trauma, which most likely led to me being here.
- We create a plan that is individualised to me. I know what I want and need and sometimes I need help on how to get there.
- I want to be able to share my new skills and knowledge with my whānau.
- Corrections is a guide walking alongside me.



### **For our workforce this means...**

- I have been equipped with the skills to respond effectively to the needs of women.
- I am able to learn te reo Māori and tikanga Māori.
- I take up training opportunities to strengthen my practice. I know what I need and want.
- I know how to work in a culturally appropriate trauma-informed way.
- Consider my past, my whakapapa, my present, and future journeys.



***Incorporating our values into our everyday work will allow us to achieve transformational change.***

# The Action Plan

This strategy has been informed by the four focus areas outlined on pages 13 - 15, underpinned by *Hōkai Rangi*. Below is our initial action plan that sets out some key changes we will be making over the next four years to achieve our vision. We have grouped these actions into eight areas, which represent the key features of a person's journey with Corrections, and the oversight and monitoring required to hold us to account for these actions.



This action plan contributes to our overall aim of delivering great outcomes with, and for, wāhine Māori and their whānau so we can address the overrepresentation of Māori in the corrections system.

## WĀHINE: E RERE ANA KI TE PAE HOU – WOMEN RISING A


### 1 Transitions

### 2 Safe & Humanising Treatment

#### Do now (2021 - 2023)

- WS1.1 Double bail support services to better meet the needs of women going through the Courts.
- WS1.2 Enhance the Release to Work and Guided Release processes to provide women with a pathway back into work and the community.
- WS1.3 Better prepare women for Parole Board hearings by familiarising them with what to expect, and guidance around the process.
- WS1.4 Pilot using Te Pae Oranga panels to use tikanga, kaupapa Māori, and restorative justice practices to support women. 
- WS1.5 Increase the use of cultural reports for women to support alternatives to a prison sentence. 


#### Do now (2021 - 2023)

- WS2.1 Pilot additional options to reduce the need for physical strip searching, while maintaining safety for all.
- WS2.2 Review the maximum security classification and operating model to develop an oranga approach to working with women.
- WS2.3 Enable easier access to the complaints process, and establish wāhine panels to ensure women's voices can be better heard by prison leadership.
- WS2.4 Prototype Nā Wai Au to connect wāhine Māori to their cultural identity and whakapapa. 
- WS2.5 Provide culturally responsive trauma training to staff to provide staff with extra skills to do their jobs.

#### Do next (2023 - 2025)

- WS1.6 Explore safe alternatives to prison for women to give them the best chance of remaining in the community.
- WS1.7 Tailor services to meet the needs of women and their whānau in the community.
- WS1.8 Increase support and accommodation for women in the community (especially women with children) to ensure the best chances of a woman remaining in the community.

#### Do next (2023 - 2025)

- WS2.6 Develop and implement minimum manaaki standards for women to support the wellbeing and safety of women and staff.
- WS2.7 Increase cultural and gender-informed interventions to support women while on remand.
- WS2.8 Join up services so women do not need to tell their story multiple times. 


Implementing this action plan will require a shift in values, policy, design, delivery and workforce skills within Corrections, leveraging off the learnings from our Te Mana Wāhine pathway in Canterbury.

This is not an exhaustive list of all work underway or to be carried out. These actions will be updated and reviewed periodically to ensure we are on track to achieve our goals. Further planning at a more detailed level will take place at local sites as needed and, as we learn and review, these actions may change. We will also work with key partners as needed.

## ABOVE A NEW HORIZON WOMEN'S STRATEGY 2021 – 2025

### 3 Environment

#### Do now (2021 - 2023)


- WS3.1 Further develop our procurement approach to enable partnership with Māori, and an equity focus in delivering services.
- WS3.2 Enhance play areas and environments in the Mothers with Babies Units to support the development of the babies in our care.
- WS3.3 Design ARWCF yards and separation cells to allow more recreation time in the fresh air.
- WS3.4 Provide flexibility in the use of double bunking to support wellbeing and a sense of autonomy.
- WS3.5 Develop a kaupapa Māori community space within Canterbury Community Corrections as part of Te Mana Wāhine pathway. 

#### Do next (2023 - 2025)

- WS3.6 Ensure national consistency to strengthen our approach to relationships between women in prison.
- WS3.7 Review policies and practice in relation to default environments for women on remand so women are placed in the most appropriate accommodation.
- WS3.8 Implement the ARWCF yards and separation unit enhancements to allow more recreation time in the fresh air.

### 4 Health & Wellbeing

#### Do now (2021 - 2023)

- WS4.1 Improve the menu for pregnant women in conjunction with dietitians.
- WS4.2 Increase access to library books and services on site to support women to learn and have meaningful activities.
- WS4.3 Provide better connections to cultural networks to enable greater access to, and practice, of tikanga. 
- WS4.4 Develop a pregnancy health care pathway in conjunction with the College of Midwives and Nga Maia to ensure women and staff have the support they need.
- WS4.5 Increase access to mental health and addictions support for women to better address their health needs.

#### Do next (2023 - 2025)

- WS4.6 Ensure continuity of health care between the custodial environment and the community to support better health outcomes.
- WS4.7 Improve access to medical screening for women to enable improved health outcomes.
- WS4.8 Increase women's access to interventions through the consideration of physical health needs and different learning styles.
- WS4.9 Explore a Library Management system across the women's network to provide increased access to support learning.



- These action points include Te Mana Wāhine pathway prototypes co-designed with our partners in Ōtautahi.

# The Action Plan


## WĀHINE: E RERE ANA KI TE PAE HOU – WOMEN RISING A

### 5 Rehabilitation & Interventions

#### Do now (2021 - 2023)



- WS5.1 Review Kowhiritanga, a rehabilitative programme for women to ensure it is effective for wāhine Māori.
- WS5.2 Better use of intervention spaces to enable optimal access to education and rehabilitation programmes.
- WS5.3 Enhance reintegrative and parenting assessment services for women in prison and community to ensure they get the support they need.
- WS5.4 Tailor plans to suit the individual needs of each woman and their whānau to achieve better outcomes.

#### Do next (2023 - 2025)


- WS5.5 Strengthen our existing partnership approach with Māori service providers to support better outcomes for wāhine Māori. 
- WS5.6 Expand rehabilitation, education, training, and work opportunities for women to give them more opportunities on their release.
- WS5.7 Increase the technology available to support education, rehabilitation, and wellbeing opportunities.

### 6 Relationships, Family & Whānau

#### Do now (2021 - 2023)

- WS6.1 Provide information packs to whānau so people understand the prison system and how they can support their whānau member. 
- WS6.2 Strengthen policies and practice guidance to better support mothers with babies in prison.
- WS6.3 Work with whānau to increase their involvement in each women's journey (including links to whānau support service) where safe and appropriate. 
- WS6.4 Run a kaupapa Māori healthy relationships pilot to help women build positive connections.


#### Do next (2023 - 2025)

- WS6.5 Develop the role of connectors/navigators within Te Mana Wāhine pathway to support better outcomes for wāhine Māori. 
- WS6.6 Develop community based mother and baby centres in partnership with whānau, hapū, iwi, and social sector agencies to increase the support women receive in the community.
- WS6.7 Provide digital and technology solutions to enable women to maintain contact with whānau, particularly children and support people.

## GOVERNANCE ABOVE A NEW HORIZON WOMEN'S STRATEGY 2021 – 2025

### 7 Staffing

#### Do now (2021 - 2023)


- WS7.1 Improve processes to enable staff to spend more time with the women we manage.
- WS7.2 Dedicated women practitioners available at selected Community Corrections sites to work with women on community-based sentences and orders.
- WS7.3 Strengthen strategic and operational leadership across the women's network.
- WS7.4 Create a new recruitment approach to better target and select the right candidates to work with the women we manage. 
- WS7.5 Strengthen training for staff working with women, especially around use of force, segregation practice search, and management of difficult situations.

#### Do next (2023 - 2025)

- WS7.6 Incorporate a gender and cultural lens across all training to support those working with women.
- WS7.7 Enhance our practice support and supervision for staff to better support them in the workplace.
- WS7.8 Provide digital and technological solutions to support staff with their day-to-day duties.
- WS7.9 Explore a new operating model and staffing ratios across the women's network to allow for a safer and more oranga-focused workplace.

### 8 Assurance

#### Do now (2021 - 2023)

- WS8.1 Increased prioritisation of monitoring the complaints of people we manage to ensure we respond in a timely manner.
- WS8.2 Pilot a women's network (including health) assurance framework that prioritises the key risks
- WS8.3 Ensure ongoing partnership with kaupapa Māori community providers and mana whenua to design Māori pathways. 
- WS8.4 Regularly update the Wellness and Wellbeing Advisory Board and Women's Strategy Reference Group on progress to ensure external accountability.
- WS8.5 Evaluate the effectiveness of the temporary assurance/practice positions at the three women's prisons to inform future recruitment processes.

#### Do next (2023 - 2025)

- WS8.6 Implement the women's network assurance framework to improve national consistency and encourage continuous improvement.
- WS8.7 Work with our assurance partners to proactively identify and remedy potential risks.
- WS8.8 Strengthen our assurance relationship with iwi and mana whenua to development a te ao Māori assurance view.



- These action points include Te Mana Wāhine pathway prototypes co-designed with our partners in Ōtautahi.



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