

**Submission  
No 47**

**INQUIRY INTO THE CLOSURE OR DOWNSIZING OF  
CORRECTIVE SERVICES NSW FACILITIES**

**Organisation:** Corrective Services NSW  
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**Date received:** 15/11/2012

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# **Corrective Services NSW**

## **Submission to the Legislative Council**

**Select Committee Inquiry on the closure or  
downsizing of Corrective Services NSW facilities**

**14 November 2012**

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## **Background to the inquiry and this submission**

On 6 September 2012, the Legislative Council established a *Select Committee on the closure or downsizing of Corrective Services NSW facilities*. The Select Committee's terms of reference for the Inquiry do not stipulate the specific period of interest to the Committee during which closures and downsizings occurred. A subsequent approach to the Select Committee on behalf of Corrective Services NSW (CSNSW) established that the Committee is particularly interested in the period between 24 March 2007 and the present time.

On 20 September 2012, The Hon Paul Green MLC, Chair of the Select Committee, wrote to Mr Peter Severin, who commenced duty as the Commissioner of Corrective Services on 3 September 2012, to raise issues in respect of the Inquiry. In his letter to Commissioner Severin, the Chair of the Committee indicated that it was essential that employees affected by the decision to close or downsize CSNSW facilities feel able to come forward freely to make submissions and appear as witnesses. In response, on 4 October 2012, Commissioner Severin issued a memorandum informing CSNSW staff of the establishment of the Select Committee and its terms of reference. Commissioner Severin indicated that he was supportive of employees being able to make their own submissions to the Select Committee and to appear as witnesses.

The Chair of the Committee also invited Commissioner Severin to make a submission to the Inquiry. This submission has been prepared in response to that invitation and is divided into two parts. Part 1 provides the Select Committee with information to enhance its understanding of issues relating to the NSW correctional system relevant to the Committee's Inquiry. Part 2 provides responses to the Committee's specific terms of reference. The two parts of this submission should be read together, and not in isolation, as each part complements the other.

Owing to recent personnel changes in the CSNSW senior executive team, this submission has been prepared without the benefit of the considerable knowledge and input of former key executives. Mr Ron Woodham was appointed Commissioner of Corrective Services in January 2002 and retired on 3 August 2012. Mr Ian McLean was appointed Deputy Commissioner, Offender Management and Operations in January 2006. Prior to this, Mr McLean held the position of Senior Assistant Commissioner, Inmate and Custodial Services from June 2002. Mr McLean retired on 28 September 2012. Mr Gerry Schipp was appointed Deputy Commissioner, Corporate Services in January 2006. Prior to this, Mr Schipp had been Executive Director, Finance and Asset Management from January 1998. Mr Schipp ceased to be a CSNSW employee on 15 June 2012.

## **Introduction**

CSNSW is a division of the Department of Attorney General and Justice (DAGJ). Prior to 1 July 2009, CSNSW was a separate government department known as the NSW Department of Corrective Services. The use of the CSNSW abbreviation in this document should be interpreted as a reference to the current division of DAGJ and also to the former Department of Corrective Services (when referring to matters prior to 1 July 2009).

CSNSW is a downstream agency in the NSW justice system. The volume of offenders that it is required to manage is driven by factors outside the organisation's control, largely by 'upstream' factors such as legislation, sentencing practices and law enforcement practices. Consequently, CSNSW must make decisions to adapt to what is a constantly evolving operational environment.

An analysis of historical full-time custody data illustrates that between 1995/6 and 2009/10 the daily average inmate population in NSW increased by 65 per cent. The daily total population peaked at 10,492 inmates in May 2009. Such increases were equivalent in size to a new correctional centre every two to three years. In addition, year on year increases were not consistent, with some increases exceeding 500 inmates, or about the size of a modern NSW correctional centre.

To deal with the rising and fluctuating inmate population, over the past 15-20 years, CSNSW has had to increase the capacity of the correctional system. This has included re-opening decommissioned facilities, such as Cooma Correctional Centre, and constructing new correctional centres, such as the 600 bed South Coast Correctional Centre and a 250 bed expansion of Cessnock Correctional Centre (which has yet to open).

Following a decade long trend of increases in the inmate population, the inmate population has been declining moderately since early 2010, as newer facilities like South Coast came online. Between April 2010 and December 2011, the inmate population decreased from 10,482 to 9,626. As at 30 September 2012, the full-time inmate population in correctional centres stood at 9,485.

This decline has presented opportunities to review and restructure the correctional system to ensure that resources are efficiently allocated in line with the prevailing operational environment. Irrespective of inmate numbers, CSNSW must always ensure that it provides optimum conditions for the care and rehabilitation of inmates, in line with Government policy to reduce reoffending and recidivism. In such a complex operational environment, CSNSW needs to be able to respond to fluctuations in the overall volume of offenders by increasing or reducing overall capacity and, over time, modernise its facilities to maintain best practice standards. It is in this context that decisions were taken to close or downsize older, less efficient correctional centres at Berrima, Kirkconnell, Parramatta and Grafton.

## **PART 1**

There are many factors which impact on the correctional system and the decisions taken in respect to capacity. Part one of this submission focuses on three key factors:

1. The custodial and community based offender populations
2. The operating capacity of correctional centres
3. The cost to government.

### **Factor 1: Inmate population**

#### Trends in full-time custody population

As at 30 September 2012, there were 9,485 inmates in full-time custody in correctional centres, comprising 8,870 males and 615 females. Of these, 2,139 inmates (22.6 per cent) identified as being Aboriginal or Torres Strait Islanders. There were a further 139 inmates at police/court cell locations or in transitional centres, making a total of 9,624 people in custody. There were also 16,546 offenders subject to community-based orders.

As illustrated in Tables 1 and 2 below, both the full-time and remand population increased significantly between 1995/6 and 2009/10. To illustrate this upward trend, the increase over this period in the full-time average daily inmate population was approximately 65 per cent. In addition to overall trends, year on year increases were in some cases substantial. As one example, in 2004/05 the population was 560 higher than in the previous year. Increases of more than 500 inmates in a single year are significant given that modern correctional centres in NSW are designed to accommodate around 600 inmates.

The daily inmate population peaked in May 2009 when there were 10,492 inmates in full-time custody. However, since then the full-time inmate population has declined. The daily average in 2010/11 was 10,094 inmates, a decrease of 2.5 per cent on the daily average of 10,352 inmates in the previous year. In 2011/12, the daily average full-time inmate population decreased again to 9,752 inmates, a decrease of 3.4 per cent on the year before. Since April 2010, the inmate population has steadily decreased to 9,485 inmates in correctional centres (9,624 including inmates at police/court cell locations or in transitional centres), as at 30 September 2012. There has been a 5.8 percent decrease in the size of the daily average full-time inmate population in the past two years.

#### Trends in remand population

There has been no corresponding downward trend in the unsentenced (remand) inmate population. Persons on remand are people who are detained in a correctional centre by a court order until their next appearance at court. This includes persons who have not been granted bail or who have been convicted and not yet sentenced.

Between 1995/96 and 2011/12 the average remand inmate population increased from 793 inmates to 2,674 inmates. This represents an increase

over a 17 year period of 237 per cent, or more than 1,800 additional remand inmates.

The increase in the remand population accounts for 54 per cent of the overall increase in the full-time custodial inmate population. In this period, the male remand population increased by 231 per cent from 744 inmates to 2,462 inmates. While the female remand inmate population increased by 333 per cent from 49 inmates to 212 inmates.

The remand population went from representing 12.6 per cent of the inmate population in 1995/96 to representing 27.4 per cent of the population in 2011/12.

Within year changes in inmate population

Despite the overall downward trend in the inmate population since early 2010, CSNSW must maintain sufficient accommodation to cater for regular fluctuations in the size of the inmate population . For example, in 2010/11, the inmate population fluctuated by 505 between the highest and lowest daily inmate number. Similarly, in 2011/12 the inmate population fluctuated by 464 inmates. As such, the highest daily inmate population in each of the past two years has been 270 inmates and 260 inmates respectively above the average number of inmates. The extent of the fluctuations in the size of the inmate population in these years was equivalent to the operating capacity of a mid-size correctional centre.

**Table 1: Trends in daily average full-time custody population by gender; 1995/96 to 2011/12**

Financial year	Male	Female	Total	Lowest Daily Total	Highest Daily Total
1995/96	5964	323	6287	6142	6424
1996/97	5976	339	6315	6206	6409
1997/98	6026	332	6358	6216	6452
1998/99	6473	411	6884	6475	7240
1999/00	6849	462	7311	7107	7416
2000/01	7037	494	7531	7331	7825
2001/02	7269	519	7788	7503	7940
2002/03	7435	548	7983	7812	8171
2003/04	7787	580	8367	8038	8669
2004/05	8292	635	8927	8631	9160
2005/06	8454	649	9103	8895	9354
2006/07	8768	699	9468	9183	9729
2007/08	8918	716	9634	9471	9928
2008/09	9320	748	10068	9852	10492
2009/10	9575	778	10352	10124	10482
2010/11	9369	725	10094	9859	10364
2011/12	9089	663	9752	9548	10012



**Table 2: Trends in remand inmate population by gender;**  
**1995/96 to 2011/12 based on average remand population held in correctional**  
**centres on the 1st Sunday of each month**

Financial year	Male	Female	Total
1995/96	744	49	793
1996/97	809	62	871
1997/98	954	68	1021
1998/99	1150	87	1237
1999/00	1303	114	1417
2000/01	1450	132	1581
2001/02	1498	151	1649
2002/03	1585	148	1732
2003/04	1710	155	1865
2004/05	1830	174	2004
2005/06	1866	188	2054
2006/07	2016	214	2230
2007/08	2170	209	2379
2008/09	2305	228	2533
2009/10	2398	215	2613
2010/11	2430	200	2630
2011/12	2462	212	2674

Further detail on the inmate population is included in Appendix 1.

### **Factor 2: Operating capacity of correctional centres**

CSNSW must ensure that there is sufficient accommodation in correctional centres, of appropriate standard and classification, to house the full-time inmate population. Three terms are generally used when describing correctional centre accommodation: design capacity; operating capacity; and utilisation rate.

*Design capacity* is simply the number of inmates which a centre was designed to accommodate. In NSW, this is significant given that many of the State's correctional centres were built many years ago, including some in the mid-1800s.

*Operating capacity* is determined by the physical limitations of correctional centre design, that is, the number and size of cells; the accommodation demands placed on the centre, or units and wings within the centre; and agreed staffing levels required to manage the inmate population safely and securely within the centre. Operating capacity is a more flexible measure of the ability of the correctional system to meet the demand for inmate accommodation, at any given time.

The operating capacity of a correctional centre can be altered by way of the centre's management plan. Management plans enable correctional centre managers and staff to regulate their work environment consistent with their respective needs and the needs of inmates. The plans detail staff establishments and correctional centre operations. The plans ensure the consistent implementation and operation in correctional centres of the CSNSW 'The Way Forward' management model. Management plans provide for variable operational routines, the correctional centre structured day, and staff rosters, all of which can impact on operating capacity.

*Utilisation rate* is referred to in the Productivity Commission's Report on Government Services (ROGS). It is defined as the annual daily average prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that are provided for in the design capacity of the prisons.

The ROGS notes that utilisation percentages close to, but not exceeding, 100 per cent indicate better performance towards achieving efficient resource management. Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. As noted in ROGS, a high utilisation per centage, for example, can impact adversely on effectiveness indicators such as 'assaults'.

#### Current capacity

There are currently 33 operational correctional centres in NSW. Two of the correctional centres, Junee Correctional Centre and Parklea Correctional Centre, are privately managed and operated, and Kariong Juvenile Correctional Centre caters for juvenile inmates. As at 30 September 2012, there were 9,485 full-time inmates accommodated in correctional centres. The operating capacity of the 33 correctional centres at this time was 10,562. The difference between the correctional centre inmate population and operating capacity was 1,077 inmate beds or 10.2 per cent (suggesting a utilisation rate of 89.8 per cent). However, if special purpose accommodation is excluded, the utilisation rate for mainstream accommodation is consistently in excess of 90 per cent. CSNSW maintains that spare capacity of approximately 5 per cent is required to provide the ideal buffer, for mainstream operational purposes, for the efficient and effective management of the inmate population.

All spare operating capacity, however, should not be viewed as oversupply. In order to effectively operate a correctional system, it is generally accepted that correctional centres require spare capacity to: cater for inmate transfers; provide special-purpose accommodation such as segregation and protection units, aged care units, medical and mental health units, and therapeutic program units; provide separate facilities for male and female inmates; provide separate facilities for different security classifications; to manage short-term fluctuations in the size of the inmate population; and to avoid the need for 'hot bedding'. Spare capacity is required throughout the correctional system in order to meet operational, rehabilitative and program requirements and cannot be limited to certain locations.

### Modernisation of the correctional system

CSNSW has had an active capital works program over the past two decades owing to the increasing inmate population and the age and condition of some of its facilities. CSNSW has been progressively modernising the State's correctional centre accommodation to ensure that all correctional centres maintain acceptable operating environments, meet operational requirements, meet operational performance standards and achieve cost efficiencies.

As mentioned above, an essential requirement for the capital investment strategy of CSNSW is to provide sufficient accommodation of appropriate standard and classification to accommodate the full-time inmate population. This necessitates the provision of new accommodation facilities; the renovation of existing accommodation facilities, wherever feasible; and the decommissioning of existing facilities, where appropriate.

The *Standard Guidelines for Corrections in Australia* state that each inmate should be provided with suitable living accommodation. The Standard Guidelines represent a statement of national intent, around which each Australian State and Territory jurisdiction must continue to develop its own range of relevant legislative, policy and performance standards.

CSNSW accepts that cells or rooms that are designed for single or multiple occupancies should be consistent with the standards relating to size, light, ventilation, etc., as set out in the *Australasian Correctional Planning Framework (2001)*. Correctional centre inmate accommodation constructed well prior to 1990 (as in the case with parts of Kirkconnell Correctional Centre), and in some cases in the mid-1800s (as in the case of Grafton, Berrima and Parramatta Correctional Centres), without modification is not likely to satisfy such guidelines.

The provision of modern and efficient correctional facilities is a critical part of correctional management. The design of new correctional centres and the renovation of existing centres must produce facilities that allow best practice in corrections.

The opening of new correctional centre accommodation delivers tangible benefits to the correctional system, as less satisfactory accommodation is able to be decommissioned. Generally speaking, correctional centres such as those constructed in the mid-1800s were multilevel and containing a large number of cells. The design of these old centres requires a high staff to inmate ratio in order to provide adequate and safe supervision. Past correctional centre design paid little regard to the delivery of inmate programs and work opportunities. Older facilities generally lack the infrastructure necessary to complement best practice in corrections.

Under past design practices, inmate activity was generally restricted to free movement between accommodation wings and adjacent external yards. This warehousing of inmates required both areas, and separate shower facilities, to be under custodial supervision, adding to operating costs. Inmate movements between one part of a correctional centre and another part required staff participation, again adding to operating costs. Perimeter security was also

reliant on the staffing of towers.

Heritage requirements make the refurbishment of older correctional centres a costly exercise. The final outcome of such refurbishments will, by necessity, be a compromise in terms of competing elements and be less than ideal in terms of the use of modern correctional centre management practices. Other factors which impact on refurbishment decisions, and the need to ensure that an asset remains fit for purpose, include: hazardous materials, 'dark and gloomy' environments, ongoing reactive maintenance costs, and the various difficulties associated with altering the function of an existing building.

By contrast, the planning, design and construction of new correctional centres takes into account modern concepts and requirements and future possibilities in correctional management. Modern design takes into account operating and lifecycle costs, and responsibilities in respect of inmate care, custody and rehabilitation.

New facilities are designed to provide better visual supervision and movement control. This is enhanced through the use of modern technology such as closed circuit television systems and electronic locking systems. The need for towers to be staffed by correctional officers has been superseded by the use of high-tech perimeter security systems using electronic surveillance and detection systems.

In modern design, the size of correctional centre accommodation units has been reduced to provide for the ability to separate inmates into smaller groups. These smaller group sizes help to minimise tensions and incidents within centres. Inmates are also more easily occupied in work, program or other activities.

Overall the benefits delivered by new facilities include: lower recurrent maintenance costs, improved officer safety, lower staff to inmate ratios, environments more conducive to rehabilitation, improved inmate employment activities, and better amenities for both staff and inmates.

#### New correctional centres

The planning and construction of a new correctional centre generally takes up to five years. At the beginning of 1990, there were 26 correctional centres in NSW and by 2010 there were 36 correctional centres. Following earlier closures, and the closure of three correctional centres in 2011, there are now 33 operational correctional centres in NSW. Twenty of the 33 correctional centres are located outside of the Sydney metropolitan area, including Kariong Juvenile Correctional Centre which is on the Central Coast.

Over the past two decades, CSNSW has opened 14 new correctional centres, which remain operational. These centres were constructed to cater for the increasing inmate population and to modernise the correctional system including in terms of providing an environment conducive to program delivery. These facilities are outlined at Appendix 2 (Table 6)

The NSW correctional system now has correctional facilities which essentially have been designed to cater for Indigenous inmates (Brewarrina and Ivanhoe,

which have a combined operating capacity of approximately 100 inmates), female inmates (Dillwynia, 200 inmates), high risk inmates (HRMCC, 75 inmates) and drug addicted inmates (Compulsory Drug Treatment, 72 inmates).

In relation to drug addicted inmates, prior to the 2011 State Election, the current Government undertook to establish a 300 bed Metropolitan Drug Treatment Facility. CSNSW is implementing this commitment with the establishment of the Intensive Drug and Alcohol Treatment Program (IDATP) for male and female inmates at the John Morony Correctional Centre and Dillwynia Correctional Centre (250 male beds and 50 female beds respectively). The IDATP is based on the successful Compulsory Drug Treatment Program conducted at the Compulsory Drug Treatment Correctional Centre at Parklea. However, whilst Compulsory Drug Treatment Orders are imposed and supervised by the Drug Court, eligibility for the IDATP is assessed by CSNSW, although referrals from NSW courts will also be accepted.

CSNSW's most recent major capital works programs have been the 600 bed South Coast Correctional Centre, which officially opened in late 2010, and the recently completed 250 bed expansion of Cessnock Correctional Centre. The tendering process for the Cessnock expansion commenced in June 2009 at which time the inmate population was around 10,430 inmates. The Cessnock beds are yet to be commissioned but are expected to allow older less satisfactory correctional centre accommodation to be withdrawn from service in other locations, including the accommodation that was affected by the downsizing of Grafton Correctional Centre.

Further detail on NSW correctional centres is outlined at Appendix 2. The geographical location of NSW correctional centres is illustrated at Appendix 3.

#### Closures in response to excess operating capacity

In his 2011/12 Budget speech the Treasurer announced that the Government was addressing the surplus inmate bed capacity within the State's correctional system. To address this surplus capacity and align the State's correctional system with community needs, the Berrima, Parramatta and Kirkconnell Correctional Centres were to be closed and the inmates relocated to other facilities.

The reducing inmate population has enabled CSNSW to scale down its capital works program and review its older facilities. At the time of the announced closures, Berrima Correctional Centre, on which construction began in 1835, had an operating capacity of 75 beds for female inmates. Berrima is located in the Southern Tablelands, 125 kilometres south-west of Sydney and 70 kilometres from Goulburn, at which CSNSW has a significant presence. Berrima was converted to a facility for women inmates in December 2001, owing to a shortage of female inmate accommodation at the time. Following a staged reduction of inmates, on 7 October 2011, all remaining inmates were transferred from Berrima. Most of the female inmates held at Berrima were transferred to Dillwynia Correctional Centre, Emu Plains Correctional Centre or Silverwater Women's Correctional Centre. The Illawarra ABS Statistical Division has only the South Coast Correctional Centre at Nowra, which has a

current operating capacity of approximately 600 inmate beds. This particular centre was opened in late 2010.

Kirkconnell Correctional Centre, which opened in 1961, had an operating capacity of 250 beds. Some of the accommodation was constructed in the 1990s. Kirkconnell is located in the Sunny Corner State Forest about 180 kilometres west of Sydney and 30 kilometres from Bathurst. Following a staged reduction of inmates, on 7 October 2011, all remaining inmates were transferred from Kirkconnell. Most of the inmates held at Kirkconnell were transferred to the minimum security wings at Bathurst Correctional Centre and Parklea Correctional Centre. The Central West ABS Statistical Division has three correctional centres (Bathurst, Lithgow and Oberon) with a current combined operating capacity of approximately 1,100 inmate beds.

Parramatta Correctional Centre was around 170 years old at the time of its most recent announced closure (parts of the centre are thought to date back to 1837). Three of its six wings were closed in September 2010. Prior to this, the operating capacity of Parramatta was 580 beds. Following the closure of the three wings, it had an operating capacity of 240 beds. On 8 October, 2011, all remaining inmates at Parramatta were relocated to vacant beds at other correctional centres. It is noted that Parramatta was previously closed in 1997 and reopened owing to a rise in the inmate population. There are 14 correctional centres in the ABS Sydney Statistical Division, which includes the Central Coast, with a current combined operating capacity of approximately 4,850 inmate beds.

Information on other more minor correctional centre closures, for reasons including refurbishments and escapes, periodic detention centre closures and Community Offender Services closures is included at Appendix 4.

### Downsizing

In 2009, Cessnock Correctional Centre was temporarily downsized. As part of The Way Forward package of reforms, the then Government had decided to outsource the operations of the Parklea and Cessnock Correctional Centres. The then Minister for Corrective Services subsequently announced that Cessnock Correctional Centre would remain a publicly-operated correctional facility rather than be contracted out to the private sector. Prior to this announcement, however, minimum security inmates were transferred from Cessnock Correctional Centre as part of CSNSW contingency plan to reduce staffing levels. The minimum security operating capacity was subsequently restored.

On 29 June 2012, the former Commissioner announced that Grafton Correctional Centre was to be downsized. Grafton Correctional Centre was first proclaimed on 15 September 1893 (an earlier correctional centre had been established in the area in 1862). The Centre which provided medium and minimum security accommodation was downsized from an operating capacity of 243 inmates (both sentenced and unsentenced) to 64 inmates. The Grafton Correctional Centre has become an intake and transient centre. It manages inmate movements to and from courts in the region.

### **Factor 3: Cost to Government**

CSNSW must deliver value for money correctional services. In recent years, the primary cost driver for CSNSW has been the size of the offender population both in custody and under supervision in the community.

#### Financial Overview

In the 2009/10 Budget speech, the then Treasurer confirmed that in 2008/09, NSW would incur its first deficit since 1996. The then Treasurer also announced that the then Government would embark on a program of efficiency improvement through its *Better Services and Value Plan*. The plan included the creation of a Better Services and Value Taskforce (BSVT) to, among other things; critically examine government agency spending 'line-by-line'. The *Better Services and Value Plan* was to sustain a new program of efficiency dividends.

As part of this process, NSW Treasury commissioned a number of independent reports on the financial and operational management of CSNSW. It was found that the CSNSW Net Cost of Services (NCoS) was growing in an unsustainable way between 2007/08 and 2010/11 (reflected in budget overspends in each relevant financial year), mainly driven by the staffing costs associated with increased correctional centre capacity. These costs had not been offset by closure of older, less efficient facilities despite there being in excess of 10 per cent spare capacity, which exceeded the management target buffer of five per cent.

The 2010/11 budget papers noted that the Government would oversee progress with implementing the *Better Services and Value Plan*.

In the 2011/12 budget papers, it was acknowledged that the previous government identified efficiency opportunities for agencies in reviews undertaken by the BSVT over the period 2009/10 to 2010/11. The budget papers noted, however, that the current Government is now implementing agency savings plans that build on the BSVT reviews.

In accordance with the *Better Services and Value Plan*, in 2009/10 an agency expenditure review of the Department of Attorney General and Justice (DAGJ) including CSNSW was undertaken.

In keeping with the BSVT, Expenditure Review Committee, and current government agency savings plans processes, CSNSW and NSW Treasury have worked to identify ways in which the financial requirements of CSNSW can be managed within its budget allocation. The process included the engagement by Treasury of a consultant to provide advisory assistance. Proposals concerning organisational reforms and the closure or downsizing of correctional facilities have been considered during these processes.

The closures and downsizing of correctional centres and other workplace reforms are not the only changes affecting CSNSW at present. CSNSW is currently undergoing major organisational reform. As part of the NSW Government's Program Prioritisation Review, DAGJ commissioned an independent review of aspects of CSNSW functioning. Within the context of achieving efficiencies, the focus of this review was to identify the most

appropriate organisational structure for CSNSW to meet the Government's policy objectives, including reducing reoffending.

This independent review was conducted by Knowledge Consulting, which submitted its report to DAGJ in January 2012. The report made 61 recommendations. Knowledge Consulting produced a supplementary report in August 2012 which made further recommendations in relation to CSNSW's organisational structure.



## **PART 2: TERMS OF REFERENCE**

Part 2 addresses each of the Select Committee's Terms of Reference. The Select Committee was appointed to inquire and report on the closure or downsizing of Corrective Services NSW facilities and in particular:

**(a) The basis for the decision to close or downsize any facility including the documents and other records that were considered by the Minister, such as economic or financial analysis**

### Overview

As noted in the Introduction and Part 1 of this submission, decisions about the capacity of the correctional system are driven by three key factors: the inmate population; operational capacity; and cost to government.

The significant increase in the inmate population between 1995/96 and 2009/10 necessitated a sustained capital program in the 1990s and 2000s, involving the construction of new facilities and the re-opening of previously decommissioned facilities. Newer facilities provide improved conditions for the care and rehabilitation of inmates, in line with government policy to reduce reoffending and recidivism. They also provide for greater operational efficiencies in terms staff to inmate ratio and improved infrastructure.

Since early 2010, the inmate population has been declining moderately. This has resulted in excess capacity at a time when the fiscal environment is demanding greater savings in operational costs across the sector. As outlined above, independent reviews of CSNSW found that CSNSW's NCoS was rising between 2007/08 and 2010/11 leading to overspends on budget at the same time as opportunities were arising to reduce older, less efficient correctional centre capacity in line with a declining prison population.

It is within this environment that, on 6 September 2011, the Government announced the closure of Berrima Correctional Centre, Kirkconnell Correctional Centre and Parramatta Correctional Centre. On 29 June 2012, it was announced that the Government had approved the downsizing of Grafton Correctional Centre. The creation of newer facilities like South Coast Correctional Centre and the new 250 bed section at Cessnock Correctional Centre coupled with the decrease in the inmate population created the opportunity for CSNSW to review its operational priorities and this logically focussed on the older, less efficient facilities.

It should however be noted that a decrease in the inmate population on its own does not produce significant savings to the correctional system. It is only when the inmate population is accommodated in fewer and / or downsized correctional facilities, and staff numbers are revised accordingly, that substantial savings are able to be achieved.

Details of other CSNSW facilities that have been closed or downsized are included at Appendix 4.

**(b) Each Rural Impact Statement completed before the decision to close or downsize any rural or regional facility.**

CSNSW did not commission an independent rural impact statement prior to the 2011 closure of Berrima and Kirkconnell Correctional Centres or to the 2012 downsizing of Grafton Correctional Centre. The impact of the closures and downsizing were assessed internally.

In mid-2011 CSNSW undertook a Savings Strategies Risk Analysis to determine which correctional centres, if any, should be considered for closure or privatisation.

The risk analysis took into account the following factors:

- cost per inmate per day
- facility maintenance implications
- facility related security matters
- inmate placement and management logistics
- industrial and staffing impact
- likely community impact
- overall level of difficulty in effecting closure/outsourcing in the context of maintaining operational continuity (security and safety).

Given CSNSW has a strong regional and rural presence, built up over a substantial period of time, any withdrawal of service will of course have an impact on inmates, staff and the surrounding communities. This is a critical consideration when developing proposals to close or downsize facilities in rural and regional areas.

The 2011 closure of three correctional centres resulted in the decommissioning of 240 inmate beds in the Sydney metropolitan area and a further 325 beds in regional NSW. These closures, along with the downsizing of Grafton Correctional Centre (180 beds), are not expected to distort the division of correctional accommodation between the Sydney metropolitan area and regional and rural areas, to the detriment of regional and rural NSW. There are 250 recently completed new maximum security beds at Cessnock Correctional Centre which are yet to be commissioned, offsetting the impact of a reduction of CSNSW's presence in the Grafton community by providing employment and economic opportunities in Cessnock. When the new accommodation is commissioned, the overall net result of the closures of Berrima and Kirkconnell, and the downsizing of Grafton will be a loss of 255 beds in regional and rural areas.

As at 30 September 2012, some 4,810 inmate beds were located in the Sydney metropolitan area, or 45.5 per cent of the total NSW correctional centre operating capacity. Whereas, some 5,750 inmate beds were located in regional or rural areas, which represents 54.5 per cent of the total NSW correctional centre operating capacity.

Although there are currently more operational inmate beds outside of the Sydney metropolitan area, a higher proportion of the CSNSW workforce is employed in the metropolitan area owing to such things as the location of the CSNSW head office and Brush Farm Corrective Services Academy.

As at 28 August 2011, approximately 43 per cent of the CSNSW workforce was employed outside of the Sydney metropolitan area. As at early October 2012, this increased to just over 44 per cent even though the overall number of staff employed outside of the Sydney metropolitan area was reduced. There was a 9 per cent reduction in the overall size of CSNSW workforce, however, only a 5.75 per cent reduction in the workforce outside of the Sydney metropolitan area.

The figures in respect of inmate bed location and workforce deployment demonstrate that CSNSW continues to have a strong presence in rural and regional NSW despite recent decisions to close and/or downsize facilities.

**(c) All consultation that was undertaken prior to the decision with stakeholders, including local government, chambers of commerce, industrial bodies, prisoner welfare groups and staff**

CSNSW does not generally consult outside of government about closures and downsizings until such time as the Government of the day has made a decision in respect of a closure or downsizing proposal. CSNSW maintains that to do otherwise would potentially risk disturbing communities unnecessarily given that not all proposals are ultimately approved.

Consultations with staff

In mid-2011, Public Service Association delegates representing the Prison Officers Vocational Branch (POVB) met with CSNSW management to discuss issues that may avoid further outsourcing of CSNSW operations. The operations of Parklea Correctional Centre had been outsourced by the former Government to a private operator, namely The GEO Group Australia Pty Ltd, which assumed control of the centre on 31 October 2009.

Parklea Correctional Centre and Junee Correctional Centre are the only privately managed correctional centres in NSW. Junee has been under private management since it commenced operations on 5 April 1993. In May 2009, the former Government announced that its planned outsourcing of Cessnock Correctional Centre was not to proceed. The decision was made in light of uncertainty being experienced by the Cessnock community with other industries cutting jobs in the region.

On 25 July 2011, the former Commissioner of Corrective Services met with 130 union delegates to discuss proposed reductions in staffing levels and the closure of between 600 and 650 correctional centre beds, as cost saving measures. At that point in time, no decision had been made by the Government as to which correctional centres were to close.

Meetings were subsequently held with the Public Service Association's corrections-related branches which represent commissioned officers, general managers and managers of security, correctional officers and non-custodial officers. The POVB representing correctional officers put forward a counter proposal in respect of cost savings.

Local Government, Chambers of Commerce, and Prisoner Welfare Groups

CSNSW acknowledges that the closure and downsizing of regional or rural facilities can have a significant impact on regional and rural communities. As such, Community Consultation Plans are developed for implementation as soon as correctional closures are announced.

As a general practice, CSNSW establishes and maintains Community Consultative Committees wherever a correctional centre is located to develop partnerships across government and community agencies, and to build mutually beneficial relationships. These Committees are a vehicle through which community consultation on all issues relevant to a correctional centre can be facilitated.

The first community meeting to discuss the closure of Berrima Correctional Centre was held in Berrima on 22 September 2011. A representative of the local residents association and two members of the Berrima Business Houses Group, among other, were present at the meeting.

A meeting to discuss the closure of Kirkconnell Correctional Centre was held in Bathurst on 6 September 2011. The General Manager of Bathurst Regional Council and members of Council were present at the meeting.

A community meeting to discuss the announced downsizing of Grafton Correctional Centre was held in Grafton on 3 July 2012. A member of the Salvation Army and Kairos; a representative of the Chamber of Commerce; the General Manager of Clarence Valley Council; and a representative of the Maclean/Yamba Aboriginal Community Justice Group, Department of Attorney General and Justice, among others, were present at the meeting.

CSNSW acknowledges that there is also an impact on local communities in terms of the community projects which are often carried out by correctional centre inmates. In this regard, CSNSW conducted an assessment as to whether existing CSNSW resources could maintain the community projects being undertaken by female inmates from Berrima Correctional Centre and male inmates from Kirkconnell Correctional Centre. The review indicated that CSNSW resources could maintain such projects in the Berrima, and Bathurst and Lithgow areas. In relation to Grafton Correctional Centre, minimum security inmates continue to undertake community project work.

**(d) The costs associated with the closure or downsizing of each facility and the relocation of the prisoner population to other locations**

In respect to each facility, there are three main types of costs:

- one off costs associated with the closure or downsizing itself
- one off costs associated with the relocation of inmates
- ongoing costs associated with the ongoing security and maintenance of decommissioned facilities that remain in government ownership.

Details of the one off costs and the ongoing costs are provided below. These costs are insignificant compared to the net savings achieved from the closure of Parramatta, Kirkconnell and Berrima Correctional Centres, and the downsizing of Grafton Correctional Centre.

One off costs

*Inmate relocation*

The combined cost of fuel for additional escort vehicle operations, officer accommodation, meals, incidentals and overtime expenses associated with the closures of Berrima, Kirkconnell and Parramatta Correctional Centres, and the downsizing of Grafton Correctional Centre amounted to approximately \$120,000. The inmate escort costs per centre were as follows

- Berrima: \$203
- Kirkconnell: \$982
- Parramatta: \$1918
- Grafton: \$116,055

*Infrastructure costs*

Infrastructure costs associated with decommissioning centres include the establishment of a permanent security presence at the site and general relocation costs (packaging materials, equipment hire to relocate usable assets, freight and rubbish removal). These costs were funded from the 2011/12 facilities maintenance budget for each correctional centre. The costs per centre are below:

- Berrima - \$61,440
- Kirkconnell: \$88,372
- Parramatta: \$46,403

*CSI relocation costs:*

The closure of Berrima, Kirkconnell and Parramatta Correctional Centres necessitated the relocation of some Corrective Services Industries (CSI) business units at a cost of \$103,217.

Upon completion, the relocation of CSI business units following the downsizing of Grafton Correctional Centre is expected to cost approximately \$134,000.

Ongoing costs

Ongoing costs include security and internal and external grounds maintenance. The ongoing costs for each centre are set out in the table below.

<b>Correctional Centre</b>	<b>2011/12 costs</b>	<b>2012/13 maintenance budget</b>
<b>Berrima</b>	\$162,513 (grounds maintained by offenders subject to community based orders, with gardening contractor)	\$80,000 for provision of services until site is handed over to Department of Primary Industries, Catchments and Lands (Crown Lands Division)
<b>Kirkconnell</b>	\$252,628 (grounds maintained through Bathurst Correctional Centre)	\$475,000 provision of security only - site to be mothballed
<b>Parramatta</b>	\$116,425 (up until 23 March 2012 when vested to the State Property Authority)	n/a
<b>Grafton</b>	n/a	\$388,632 (this budget is for the entire centre and was established prior to the downsizing)

**(e) The impact on staff and their families, and on families of Indigenous inmates, of any closure or downsizing**

Berrima, Kirkconnell and Parramatta Correctional Centres and organisational reforms

The 2011 closure of three correctional centres impacted on 249 staff positions: Berrima (49); Kirkconnell (57); and Parramatta (143). A further 340 staff positions were impacted upon by organisational reform. In total, 589 staff members were affected by the three closures and the organisational reforms. The position deletions included senior management positions, commissioned officers, offender services and programs staff, industries and correctional officers and clerical/administrative staff.

A voluntary redundancy program was used in conjunction with lateral transfers and a major internal redeployment program and recruitment freeze to resolve staff issues. The workplace reform strategy was supported by a series of staff meetings, attended by senior CSNSW management and senior Human Resources (HR) division staff. HR shop fronts were established at the three centres that were closing down, and affected staff met individually with HR management to discuss redeployment, recruitment and voluntary redundancy options. Additional psychological support from Staff Support Programs and the Employee Assistance Program were made available. A CSNSW intranet site was established for the information of all staff.

Of the 589 staff members affected by the closures and organisational reforms: 385 accepted voluntary redundancies; 163 were transferred to other positions within CSNSW; 9 resigned; and 32 were placed temporarily in funded positions.

Employees not placed at the end of this process in either a permanent or temporary position have been managed in accordance with the “Managing Excess Employees in the NSW Public Sector” policy issued by the Department of Premier and Cabinet in November 2008.

Grafton Correctional Centre

Some 114 staff members were affected by the downsizing of Grafton Correctional Centre. A HR shop front was established at the correctional centre for five weeks, and affected staff met individually with HR management to discuss redeployment and voluntary redundancy options. Additional support was provided by Staff Support Programs and the Employee Assistance Program.

An assessment process was conducted from 6 August 2012 to 10 August 2012 in respect of the positions remaining at the downsized Grafton Correctional Centre. The assessment process was conducted by a panel comprising a CSNSW General Manager and a HR practitioner from the Attorney General’s Division of DAGJ. The assessment process was required only for custodial officer and senior custodial officer positions, as there were more staff wanting placements than positions available. Staff were notified of the outcomes of the assessment process on 14 August 2012 and 15 August 2012.



Of the 114 staff members affected by the downsizing: 39 remained at Grafton; 41 were granted voluntary redundancies, including redundancies facilitated by job swaps (position exchanges); 28 were transferred to other positions within CSNSW; and 6 are yet to be finalised. Of the 6 yet to be finalised, 4 are on temporary appointments in funded positions, 1 has received an offer of voluntary redundancy and the other is yet to be determined.

#### Murwillumbah, Deniliquin, Katoomba, and Narrabri Community Offender Services offices

Eight staff were affected by the 2008 closure of the Murwillumbah COS office. Prior to its closure, staff meetings were held involving senior executive staff and a PSA representative.

Nine staff were affected by the closure of these three COS offices in 2010. Senior HR staff attended each COS Office along with the relevant CSNSW Regional Executive Director to provide staff with the opportunity to discuss redeployment and voluntary redundancy options. Following consultation with staff, three transfers were approved, five staff chose to take voluntary redundancy, and one staff member was placed in a temporary position and continues in that placement.

#### Dubbo COSP

In relation to the proposed Dubbo COSP, which was originally intended to open in 2011, 10 staff were recruited prior to the decision to seek an alternative location for the facility. Of these, eight have since been placed substantively in vacant positions within CSNSW. Placement arrangements are underway for the remaining two staff members.

#### Regional Offices

Fourteen staff were affected by the closure of the Outer Metropolitan Regional Office at Blacktown in January 2012. Forty-eight staff were affected by the redesignation of three regional offices into operations support offices. The redesignations was announced on 3 September 2012 and applies to the South West Regional Office located at Goulburn, the Inner Metropolitan Regional Office located at Malabar, and the North West Regional Office located at Muswellbrook.

Senior HR staff attended each Regional Office along with the relevant senior CSNSW management representatives to provide staff with the opportunity to discuss redeployment and voluntary redundancy options.

As at October 2012, 11 staff from the Outer Metropolitan Regional Office had been substantively placed. Negotiations are ongoing in respect of the three remaining staff.

Of the 48 staff affected by the redesignation of regional offices as operations support offices: 11 staff were granted voluntary redundancies, including redundancies facilitated by job swaps (position exchanges); 22 staff were transferred to other positions within CSNSW; five staff are being considered for alternative positions within CSNSW; five senior executive service contracts expired; and arrangements for five staff are yet to be finalised.

### Inmates

All inmates, both Indigenous and non-Indigenous, accommodated at Berrima, Kirkconnell, Parramatta and Grafton Correctional Centres were addressed by correctional centre management and a representative of the CSNSW Inmate Classification and Case Management Branch in respect of the impending closures and downsizing of those facilities.

All inmates were invited to discuss placement options with an Inmate Classification and Case Management Branch representative. Inmates at Kirkconnell were specifically asked to nominate in writing the centre to which they wished to be transferred, as the inmate profile at Kirkconnell meant that many of the inmates would have required a protection placement at other centres.

CSNSW can advise that efforts were made to accommodate all requests from inmates, both oral and written, unless reasons existed which prevented the inmate's preference from being granted. Within the correctional system a number of factors are taken into account when determining an inmate's placement including medical needs, protection status, and non-association alerts involving other inmates. Inmates are aware that, if their requested placement is not granted, they can ask for a review of the decision by a classification team that was not involved in the original placement decision. Such teams are led by an Assistant Director, Classification.

There were no requests for review of allocated placements from inmates (Indigenous or non-Indigenous) formerly held in Berrima, Kirkconnell, Parramatta or the Grafton Correctional Centres.

### Indigenous Inmates

Two positions within the Inmate Classification and Case Management Branch are identified Indigenous positions. The holders of these two positions have responsibilities to Indigenous inmates in all correctional centres. The positions, and staff members, are well known contact points within CSNSW for the Indigenous inmate population, and to many of their families. A Manager Classification and Placement, Aboriginal Programs, attended both Kirkconnell and Grafton Correctional Centres during the closure and downsizing of these centres.

### Visits to inmates general information

CSNSW recognises the potential rehabilitative and other benefits from inmates maintaining contact with their family and friends, and makes every effort to place inmates in a correctional centre that will facilitate such contact.

A number of factors are taken into account when determining inmate placements, including:

- the nature of the inmate's offence;
- the length of the inmate's sentence;
- the inmate's conduct, and participation in treatment or rehabilitation programs;
- the availability of accommodation in a correctional centre suited to the inmate's security classification; and

- CSNSW' operational requirements.

In 2010, CSNSW established its Children and Families of Offenders Steering Committee to co-ordinate policy and project initiatives in relation to contact between offenders and their families. The Committee monitors the level and quality of service provision to families and children of offenders. The Committee includes representatives from the community agencies SHINE for Kids and the Community Restorative Centre, which both advocate for the well-being of families and children of offenders.

#### Visitor survey

A CSNSW research publication titled *Maintaining the Link: A Survey of visitors to NSW Correctional Centres* was published in April 2012. The publication notes that maintaining family ties during imprisonment has been found to serve important functions for inmates, their family members, correctional centre administration, and the community as a whole. The publication is based on a correctional centre visitors' survey conducted in 2011. CSNSW conducted earlier visitor surveys in 1994 and 1999.

A profile of the 2011 survey respondents found that 74 per cent were female, 11 per cent identified as being Aboriginal or Torres Strait Islander (9 per cent of respondents did not respond to this question), and 34 per cent reported that they were caring for one or more children. The most common reasons identified for visiting an inmate included maintaining relationships and keeping family together. Other reasons included moral support and to plan for the inmate's release.

Travel distance and cost of travel was the most common 'problem' cited by respondents to the survey with 42 per cent of respondents referring to this as 'often' or 'always' a problem for them. Survey respondent comments indicate that the majority of those who regard distance and cost as an issue are those travelling to regional correctional centres. The most frequent travel time reported by respondents was 2 hours.

Only 14 per cent of respondents reported that they were aware of the CSNSW Travel and Accommodation Assistance Scheme for visitors to correctional centres.

#### Travel and Accommodation Assistance Scheme (the Scheme)

Under the Scheme, financial assistance is provided for travel and accommodation expenses to family members of inmates who experience financial hardship, which may prevent them from travelling long distances to visit the inmate. The Travel and Accommodation Assistance budget for the 2012/13 is \$30,000. In each of the past three years, CSNSW has distributed more than \$26,000 under the Scheme.

To qualify for assistance:

- the inmate who the family member is wishing to visit must be serving a term of imprisonment of at least six months;
  - the visitor must be receiving a Commonwealth benefit and have not received assistance under the Scheme within the previous twelve weeks;
- and

- the visitor must need to travel more than 200 kilometres to reach the correctional centre accommodating the inmate.

Assistance for travel costs is provided equivalent to the value of an economy/concession train or bus fare for the journey. If public transport is not available or practicable, financial assistance is provided at \$10.00 per 100 kilometres travelled to offset motor vehicle fuel costs. Assistance for accommodation costs is for the actual room rate charge or to a maximum of \$110 per night for one night only. Receipts are required and assistance is not provided if accommodation is provided by family or friends. Food and beverage costs are not reimbursed.

#### Video conferencing

In December 2001, the NSW Cross Justice Video Conferencing System became operational. The primary function of the video conferencing system is to facilitate court matters without the necessity for an external inmate movement.

In March 2003, CSNSW commenced a trial of family video contact in association with SHINE for Kids and inmates accommodated at Bathurst Correctional Centre. In July 2004, a pilot program encouraging family video contact commenced in several correctional centres linking inmates with family members attending external video conferencing studio locations situated in TAFE and University premises, CSNSW corporate locations, and in the premises of private service providers.

In July 2012, a remodelled and expanded program called Family Video Contact commenced at 20 correctional facilities with an Audio Visual Link. In co-operation with the Attorney General's Division of DAGJ, the Family Video Contact program is also facilitated at three court locations focussing on families of Indigenous inmates. The court locations are Walgett, which encompasses Collarenebri, Lightning Ridge, Goolooga and surrounding areas; Moree, which encompasses Boggabilla, Narrabri and surrounding areas; and Wagga Wagga, which encompasses Narrandera, Griffith and surrounding areas.

The Family Video Contact program is run in conjunction with two non-government organisations: SHINE for Kids and the Community Restorative Centre. To date, more than 470 applications for family video contact have been approved, including more than 70 applications in 2011/12.

#### Community Funding Program

In relation to the interests of children of imprisoned parents, CSNSW administers a Community Funding Program (CFP) on a triennial basis to support non-government agencies that assist offenders, ex-inmates and their families. In 2011/2012, CSNSW distributed approximately \$3.35 million under its CFP.

Funded agencies assist inmates maximise post-release opportunities by providing a network of support services throughout their incarceration, extending that care to their transition back into the community, and supporting offenders' families and children throughout this process.

CSNSW recognises that having a parent or carer in custody can have a negative impact on children. As such, it is important for children to maintain contact with their incarcerated parent or carer. In addition to a wide range of mother and children programs and specially organised children's visiting days, CSNSW works with the not-for-profit organisation SHINE for Kids to provide services to the children of incarcerated parents.

SHINE for Kids has received funding under the CFP for the current 2011-2014 triennium in the amount of \$781,489 per annum for the Children's Support Service project. SHINE for Kids provides a range of services for children and families with a parent or carer in custody. These services include the transporting of children and young people to visit their imprisoned parents and the co-ordination of video conferencing visits for children and families.

CSNSW has established SHINE for Kids facilities at 8 correctional complexes, including the Parklea, Silverwater and John Morony correctional complexes in Sydney. Other facilities are located at Bathurst, Cessnock, Junee, Kempsey, and Wellington.

CSNSW also provides funding to the Community Restorative Centre (CRC). CRC receives funding under the CFP Family and Children of Offenders Support stream for family support workers (\$174,644) and a family transport service (\$132,203). CRC, among other things, operates a subsidised transport service to assist family members to visit inmates.

**(f) The long-term plans for each closed facility including maintenance and / or management arrangements**

In relation to Berrima Correctional Centre, on 24 February 2012, the NSW Aboriginal Land Council lodged a claim over Crown Land occupied by the decommissioned Berrima Correctional Centre under the provisions of the *Aboriginal Land Rights Act 1983*. The Act requires the Minister for Lands to determine claims having regard to whether or not the land is claimable. The Department of Primary Industries (Catchment and Lands) undertakes the investigation of land claims and advises the Minister accordingly. The land claim process has not yet been finalised.

In relation to Kirkconnell Correctional Centre, the centre has been 'mothballed' until such time as a decision is made in respect of its future.

In relation to Parramatta Correctional Centre, the property was vested to the State Property Authority on 23 March 2012.

**(g) The management of any heritage values of each of the closed facilities**

Under the *Heritage Act 1977* (the Act), Government agencies have specific obligations to manage their assets on behalf of the community. CSNSW owns and manages some of the most significant heritage properties in Australia.

Under Section 170 of the Act, all government agencies are required to establish and maintain a Heritage and Conservation Register that details each item of environment heritage that the agency owns or occupies.

The NSW Heritage Council recognises two rankings of significance; State heritage significance and Local heritage significance. The first denotes significance to all the people of NSW, the second to a local community or group.

The location of the assets and the assessed levels of significance of the assets on the CSNSW Heritage and Conservation Register are detailed at Appendix 6. Note the asset of significance may form part of a correctional centre, or be located at a correctional complex, and not be the entire centre or complex.

The future of any asset on the CSNSW Heritage and Conservation Register is determined according to the relevant legislative requirements.

**(h) The process used to identify any public sector employment opportunities that could be re-located to rural and regional communities to replace job losses due to the closure or downsizing of a Corrective Services NSW facility**

The Government is implementing a 'decade of decentralisation' policy which is designed to support regional communities through strategies and policies which encourage decentralisation in order to achieve steady and strategic growth in regional NSW. A key element of this policy is to identify public sector jobs and services which can be decentralised from the Sydney CBD to other locations in metropolitan Sydney and regional NSW. The Government will also determine whether any agencies with state-wide functions in metropolitan Sydney can be decentralised.

An example of the policy being implemented is the recent decision to locate 105 new public sector jobs in Grafton for a range of functions carried out by Roads and Maritime Services, the Crown Lands Division of the Department of Primary Industries, Renting Services, and the Office of Environment and Heritage.

The Department of Finance and Services and the Department of Trade and Investment, Regional Infrastructure and Services are the agencies best equipped to provide the Select Committee with additional information in respect of this issue, if required.

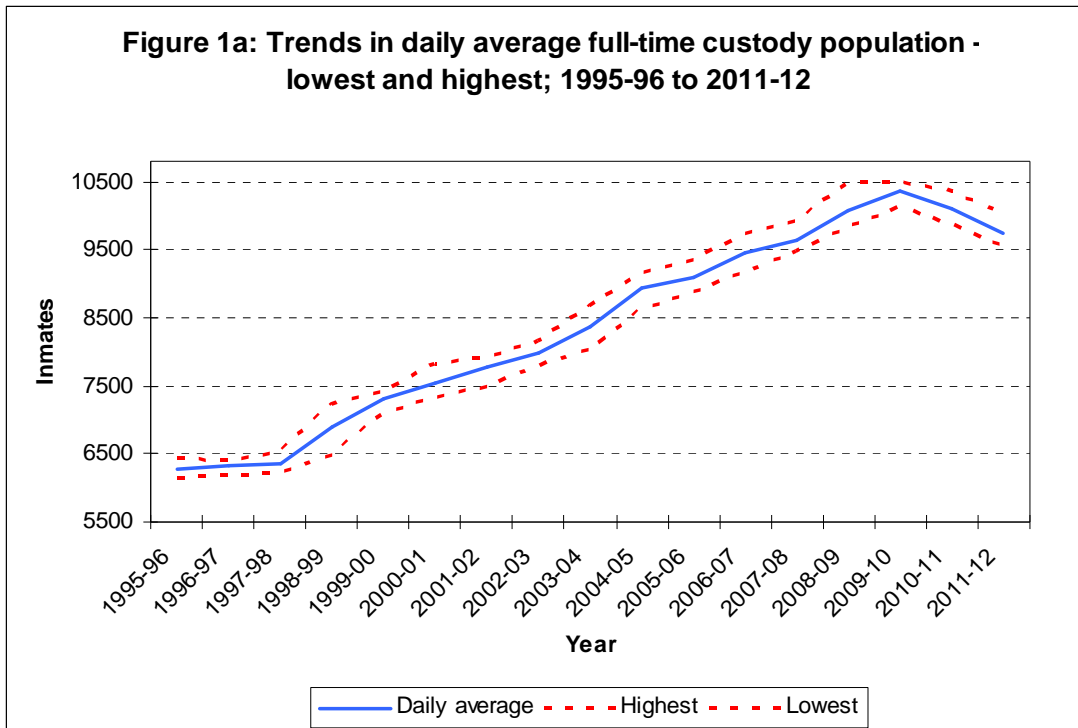


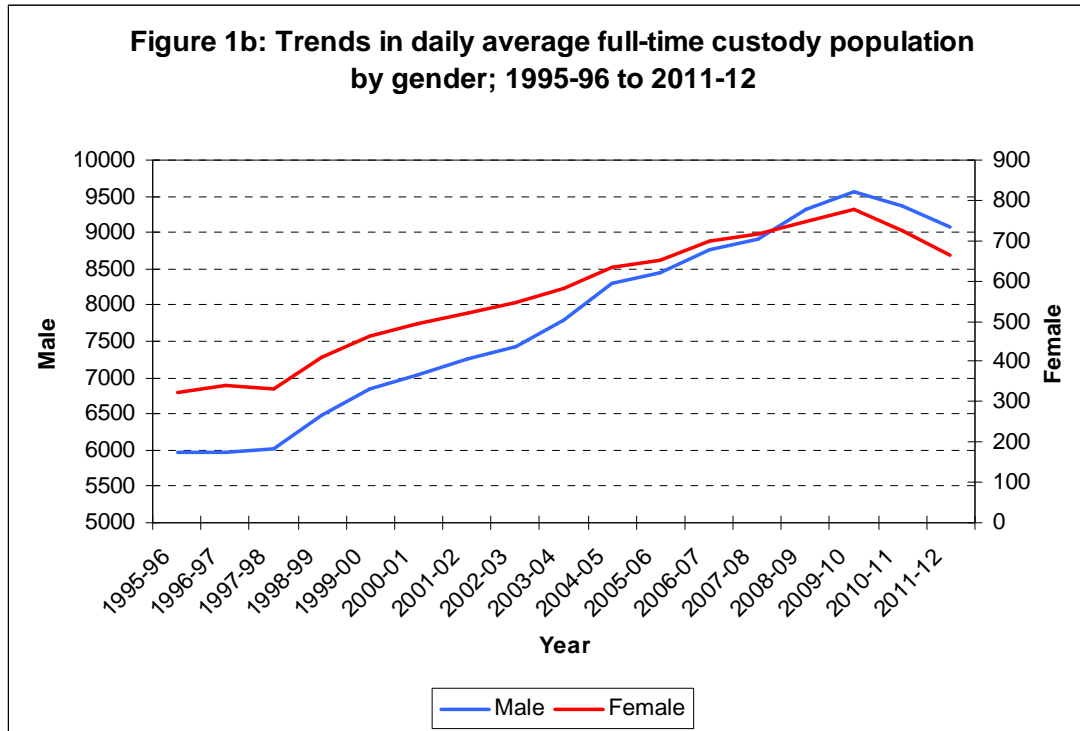
## APPENDICES

### **APPENDIX 1: Trends and fluctuations in NSW inmate population**

**Table 1: Trends in daily average full-time custody population by gender; 1995/96 to 2011/12**

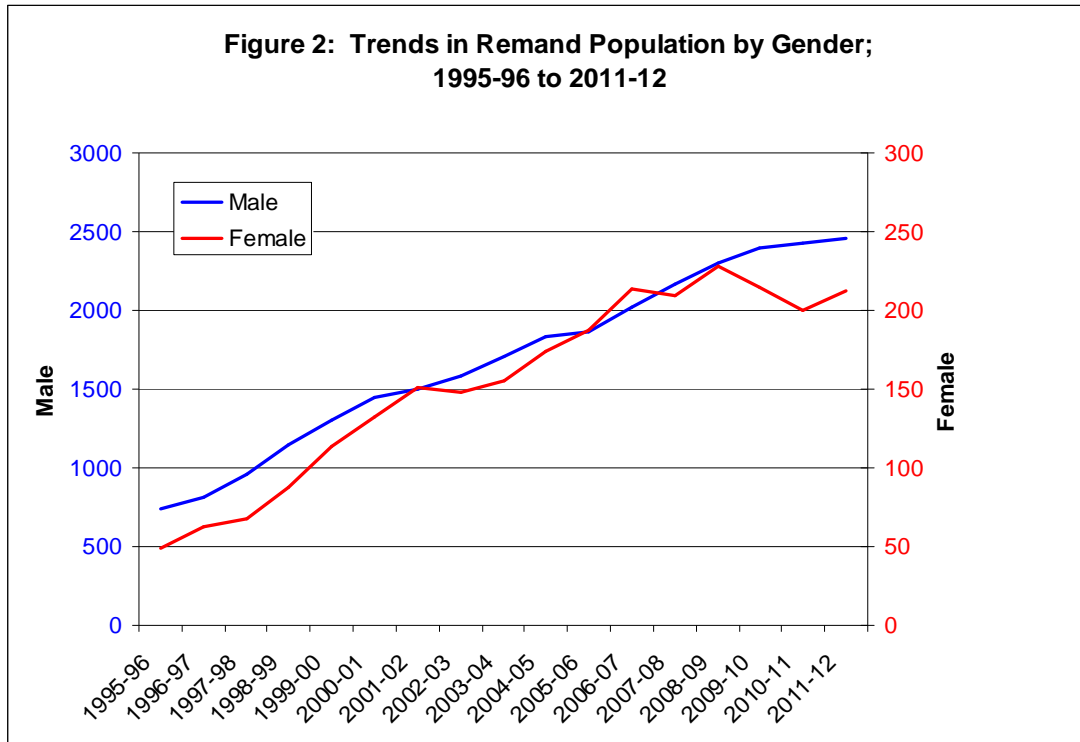
Financial year	Male	Female	Total	Lowest Daily Total	Highest Daily Total
1995/96	5964	323	6287	6142	6424
1996/97	5976	339	6315	6206	6409
1997/98	6026	332	6358	6216	6452
1998/99	6473	411	6884	6475	7240
1999/00	6849	462	7311	7107	7416
2000/01	7037	494	7531	7331	7825
2001/02	7269	519	7788	7503	7940
2002/03	7435	548	7983	7812	8171
2003/04	7787	580	8367	8038	8669
2004/05	8292	635	8927	8631	9160
2005/06	8454	649	9103	8895	9354
2006/07	8768	699	9468	9183	9729
2007/08	8918	716	9634	9471	9928
2008/09	9320	748	10068	9852	10492
2009/10	9575	778	10352	10124	10482
2010/11	9369	725	10094	9859	10364
2011/12	9089	663	9752	9548	10012





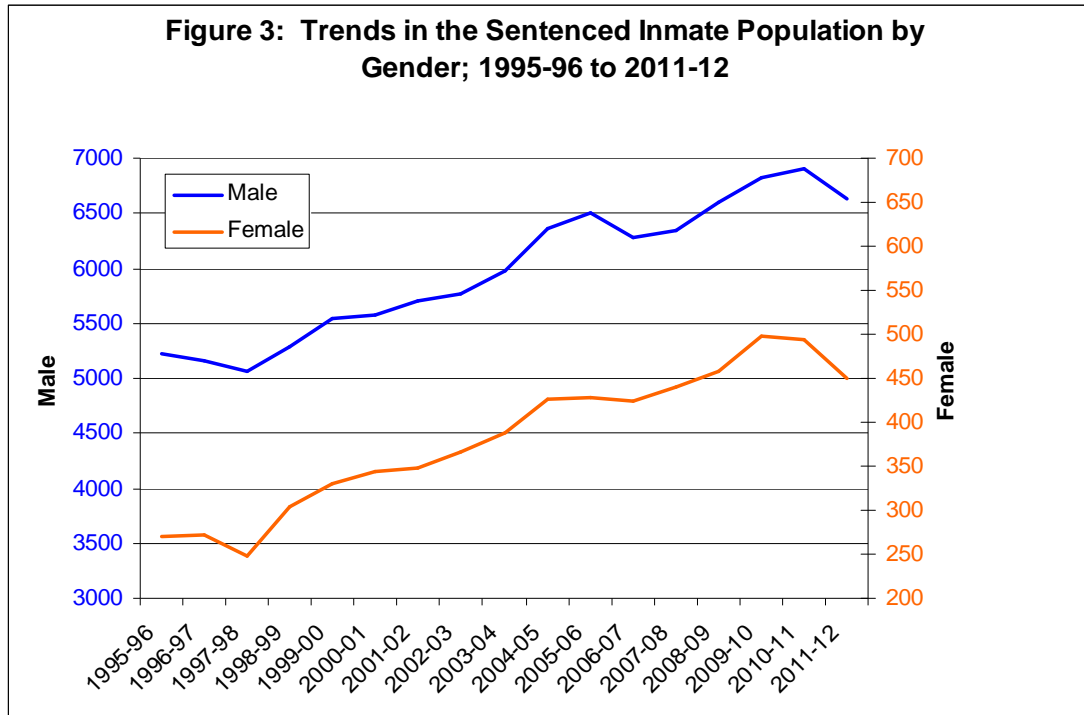
**Table 2: Trends in remand inmate population by gender; 1995/96 to 2011/12 based on average remand population held in correctional centres on the 1st Sunday of each month**

Financial year	Male	Female	Total
1995/96	744	49	793
1996/97	809	62	871
1997/98	954	68	1021
1998/99	1150	87	1237
1999/00	1303	114	1417
2000/01	1450	132	1581
2001/02	1498	151	1649
2002/03	1585	148	1732
2003/04	1710	155	1865
2004/05	1830	174	2004
2005/06	1866	188	2054
2006/07	2016	214	2230
2007/08	2170	209	2379
2008/09	2305	228	2533
2009/10	2398	215	2613
2010/11	2430	200	2630
2011/12	2462	212	2674



**Table 3: Trends in sentenced inmate population 1995/96 to 2011/12;**  
*based on average sentenced inmate population held in correctional centres  
on the 1st Sunday of each month*

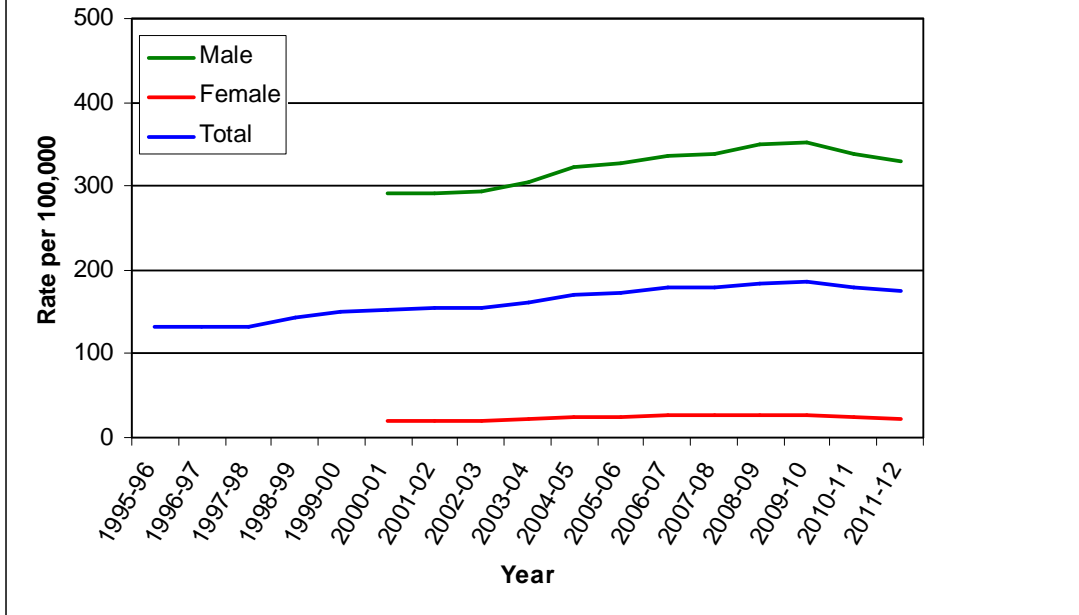
Financial year	Male	Female	Total
1995/96	5219	270	5489
1996/97	5167	273	5440
1997/98	5071	249	5320
1998/99	5285	304	5589
1999/00	5537	331	5868
2000/01	5573	345	5918
2001/02	5705	348	6053
2002/03	5765	367	6132
2003/04	5979	388	6367
2004/05	6367	427	6794
2005/06	6509	429	6938
2006/07	6284	425	6709
2007/08	6348	440	6788
2008/09	6598	458	7056
2009/10	6825	499	7324
2010/11	6899	495	7394
2011/12	6627	451	7078



**Table 4: Trends in the NSW imprisonment rate; inmates per 100,000 adults in NSW 1995/96 to 2011/12**

Financial year	Male	Female	Total
1995/96	n.a	n.a	133.3
1996/97	n.a	n.a	132.2
1997/98	252.1	13.5	133.0
1998/99	274.2	16.9	143.4
1999/00	286.0	18.7	150.3
2000/01	290.4	19.8	153.2
2001/02	292.3	20.4	155.1
2002/03	294.2	21.0	155.2
2003/04	305.3	22.1	161.4
2004/05	321.9	24.0	170.6
2005/06	327.0	24.4	173.3
2006/07	337.3	26.0	178.6
2007/08	339.1	26.2	179.5
2008/09	349.0	26.9	184.8
2009/10	351.1	27.5	186.3
2010/11	338.8	25.3	179.2
2011/12	330.0	23.2	173.8

**Figure 4: Trends in the NSW Imprisonment Rate; 1995-96 to 2011-12**



**APPENDIX 2: Correctional centres in NSW**

**Table 5: All NSW correctional centres and operating capacity**

<b>Correctional Centres, current as at September 2012</b>		
<b>Correctional Centre</b>	<b>Security Rating</b>	<b>Operating Capacity</b>
Bathurst	Medium / Minimum	609
Cessnock	Maximum / Minimum	495
Brewarrina	Minimum	44
Broken Hill	Medium / Minimum	89
Cooma	Medium	160
Compulsory Drug Treatment (Parklea)	Minimum	72
Dawn de Loas (Silverwater)	Minimum	180
Dillwynia (Berkshire Park)	Medium / Minimum	200
Emu Plains	Minimum	196
Grafton	Medium	64
Glen Innes	Minimum	168
Goulburn	Maximum / Minimum	518
High Risk Management (Goulburn)	Maximum	75
Ivanhoe	Minimum	55
John Morony (Berkshire Park)	Medium	275
Junee	Medium / Minimum	790
Kariong Juvenile*	Medium	44
Lithgow	Maximum	337
Long Bay Hospital	Maximum	92
Mannus	Minimum	164
Metropolitan Special Programs Centre (Long Bay)	Maximum / Minimum	1196
Metropolitan Remand & Reception Centre (Silverwater)	Maximum	934
Mid-North Coast (Kempsey)	Medium / Minimum	528
Oberon	Minimum	130
Outer Metropolitan Multi-Purpose (Berkshire Park)	Minimum	250
Parklea	Maximum / Minimum	828
Silverwater	Minimum	300
Silverwater Women's	Maximum	228
South Coast (Nowra)	Maximum / Minimum	596
Special Purpose Centre (Long Bay)	Maximum	60
St Heliers (Muswellbrook)	Minimum	286
Tamworth	Medium / Minimum	89
Wellington	Maximum / Minimum	510
<b>Total Operating Capacity</b>		<b>10,562</b>

CSNSW took over the management of Kariong Juvenile Correctional Centre (formerly known as Kariong Juvenile Justice Centre), which opened in 1991 in late 2004

**Table 6: Correctional centres opened since 1990**

Correctional Centre	Opened	Operational Capacity when Opened	Operational Capacity 2012
Lithgow	1990 (December)	298	337
John Morony	1991 (December)	250	275
Tamworth	1991 (December)	66	89
Junee	1993 (April)	612	790
MRRC*	1997 (July)	900	934
Ivanhoe *	1999 (September)	10	55
Brewarrina*	2000 (June)	50	44
OMMPC*	2000 (September)	300	250
HRMCC*	2001 (June)	75	75
Mid North Coast	2004 (July)	500	528
Dillwynia	2004 (July)	200	200
CDTCC*	2006 (August)	100	72
Wellington	2007 (September)	500	508
South Coast	2010 (November )	600	596
<b>Total capacity</b>		<b>4,461</b>	<b>4,753</b>

\*MRRC = Metropolitan Remand and Reception Centre

Ivanhoe = Ivanhoe (Warakirri) Centre

Brewarrina = Brewarrina (Yetta Dhinnakkal) Centre

OMMPC = Outer Metropolitan Multi-Purpose Correctional Centre (formerly part of John Morony Correctional Centre, and colloquially know as 'John Morony 2' and opened in September 2000)

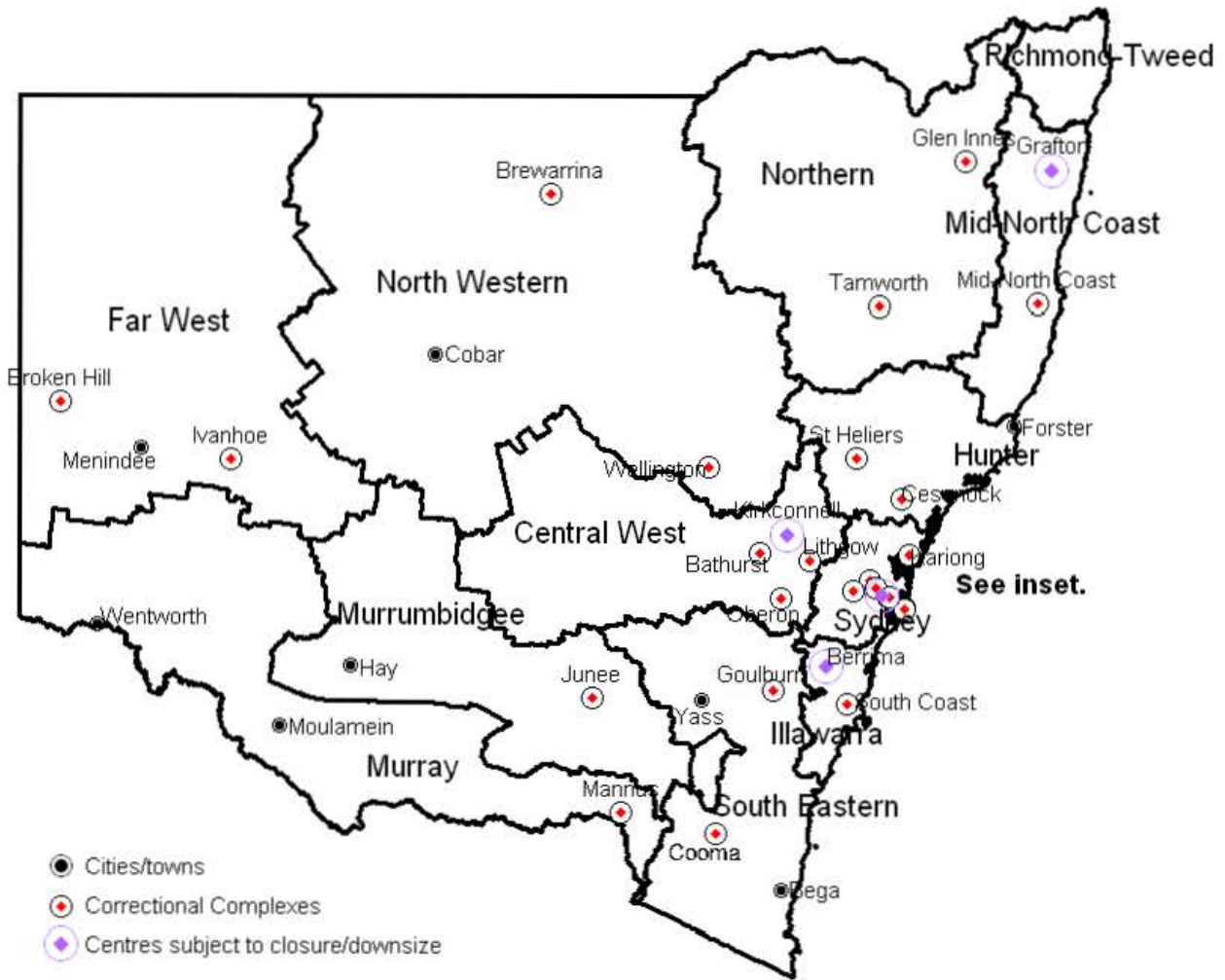
HRMCC = High Risk Management Correctional Centre (colloquially referred to in the media as 'Supermax' and formerly part of Goulburn Correctional Centre but proclaimed as a separate correctional centre in July 2009)

CDTCC = Compulsory Drug Treatment Correctional Centre

**Table 7: Correctional centres accommodating female inmates**

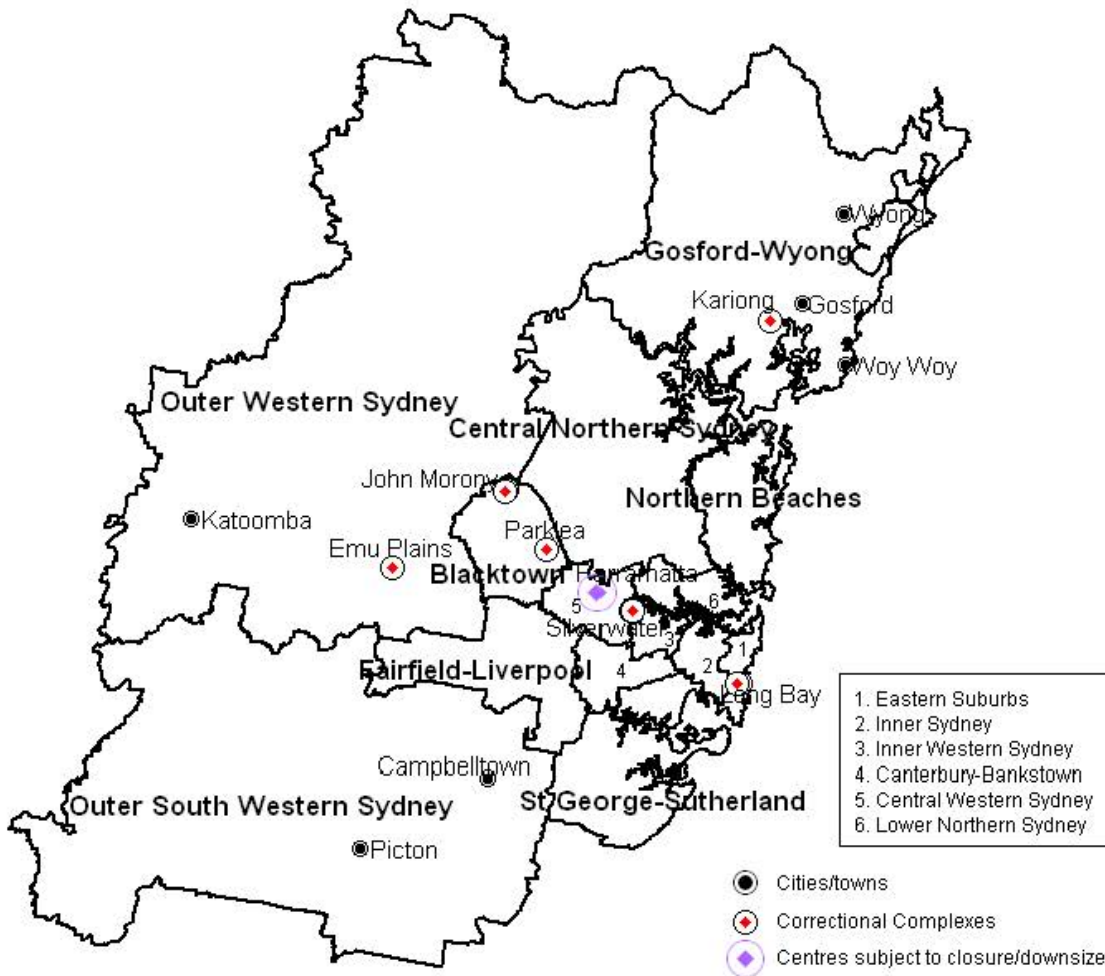
Correctional Centres accommodating female inmates, current as at September 2012		
Correctional Centre	Security Rating	Operating Capacity
Broken Hill	Minimum	12
Dillwynia	Medium/Minimum	200
Emu Plains	Minimum	196
Mid-North Coast (Kempsey)	Minimum	42
Silverwater Women's	Maximum	228
Wellington	Minimum	50
<b>Total capacity</b>		<b>728</b>

**APPENDIX 3: Locations of NSW correctional centres**





The map immediately below shows the ABS Sydney Statistical Division and the correctional complexes located within the Statistical Division.



## ***Appendix 4: Information on other facility closures***

### Other correctional centre closures

Apart from the three closures in 2011, a number of correctional centres or parts thereof, have closed and reopened during the period subject to the Select Committee's Inquiry. The most significant closure occurred in September 2007 when part of John Morony Correctional Centre (colloquially known as John Morony 2) was closed. The facility, which could accommodate 250 inmates, was closed and refurbished. The closure was timed to coincide with the opening of Wellington Correctional Centre (September 2007). The facility was reopened as the Outer Metropolitan Multi-Purpose Correctional Centre in March 2009.

The minimum security section of Parklea Correctional Centre was closed in January 2011 following an escape by inmates and was reopened in September 2011 following improvements to security.

The Brewarrina (Yetta Dhinnakkal) Centre, which was opened in the year 2000, was temporarily closed and reopened on two occasions in recent years. On one occasion it was temporarily closed after suffering substantial storm damage and on the other occasion it was closed following an escape by inmates. Following the most recent closure in December 2011, the centre was reopened in July 2012.

There have been other closures such as parts of Long Bay Hospital and the Metropolitan Special Programs Centre at Long Bay Correctional Complex. Some of the closed facilities have been reopened and others have remained closed at this point in time. In October 2011, the June Baker Unit for female inmates (which opened in 1996/97 utilising existing facilities) at Grafton Correctional Centre was closed. Female inmates are now held in modern accommodation at the Mid North Coast Correctional Centre, which opened in 2004.

There have been other closures of a minor or temporary nature within existing correctional facilities for operational reasons during the period subject to the Select Committee's Inquiry.

### Periodic detention centre closures

Since 1 October 2010, when periodic detention ceased as a sentencing option, the periodic detention population has reduced significantly. On 30 September 2012, the periodic detainee population had reduced to 16 detainees from 74 in the previous 12 months. Of the remaining 16 detainees, 10 are part of the Stage 2 non-residential periodic detention program and 6 are long-term absent detainees who were sentenced under Commonwealth legislation and whose orders can only be cancelled by appearance (in person) in court.

All periodic detention centres have been closed. Periodic detention centres had been located at Bathurst, Grafton, Mannus, Parklea, Parramatta (Norma Parker), Tomago, Silverwater, Tamworth and Wollongong.

#### Community Offender Services facilities closures

Four Community Offender Services offices (COS offices) have been closed during the period subject to the Select Committee's Inquiry. There are now 60 COS offices throughout the State. The offices that were closed were the Murwillumbah office (July 2008), the Deniliquin and Katoomba offices (June 2010), and the Narrabri office (July 2010).

CSNSW purchased a property in Dubbo in October 2010 with the intention of utilizing it as a Community Offender Support Program centre. CSNSW no longer intends to use this property for that purpose and it will be sold. An alternative site is being investigated.

**APPENDIX 5: CSNSW employment figures**

**Table 8: Average number of CSNSW employees by Category**

Average Number of CSNSW Employees by Category						
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
<b>CUSTODY OF INMATES AND DETAINEES</b>						
Operational staff, correctional centres and courts	4405.60	4668.37	4537.39	4729.74	4823.10	4,284.67
Administrative, management and other staff	1176.99	1269.23	1334.11	1315.95	1295.30	1,240.48
<b>INTENSIVE COMMUNITY SUPERVISION</b>						
Operational staff	25.92	13.68	6.53	43.00	101.20	122.26
Administrative, management and other staff	7.73	3	16.71	25.01	33.40	34.09
<b>COMMUNITY SUPERVISION</b>						
Operational staff	633.27	652.92	781.87	740.66	724.50	721.36
Administrative, management and other staff	150.76	155.20	183.23	171.14	177.70	170.99
<b>TOTAL</b>	<b>6400.27</b>	<b>6762.41</b>	<b>6859.84</b>	<b>7025.5</b>	<b>7155.20</b>	<b>6573.85</b>

**CUSTODY OF INMATES AND DETAINEES**

Operation Staff: are those involved in the custody or care of inmates and periodic detainees. Includes Governors and all custodial staff, industries staff, court security and transport, inmate development, psychological services and welfare staff. Includes casual Court Correctional Officers, Teachers and Sessional Specialists.

Admin Mgt & Other Staff: Includes all support staff in correctional centres, head office, regional offices, Corrective Services Industries and the Corrective Services Academy.

**INTENSIVE COMMUNITY SUPERVISION**

Operational Staff: are those involved in the direct supervision of inmates on external leave programs, offenders sentenced to home detention, and high risk offenders on parole or another community based orders.

Admin Mgt & Other Staff: Includes all Intensive Community Supervision support staff who are not involved in the direct supervision of offenders.

**COMMUNITY SUPERVISION**

Operational staff: are those involved in direct supervision of offenders, including probation and parole officers.

Admin Mgt & Other Staff: Includes all staff who are not involved in the direct supervision of offenders, including all support staff in Community Offender Services offices.

## APPENDIX 6: CSNSW heritage information

**Table 9: CSNSW Heritage and Conservation Register**

<b>Asset Location</b>	<b>Level of Significance</b>
Bathurst Correctional Centre	State
Berrima Correctional Centre	State and Local
Broken Hill Correctional Centre	State and Local
Cooma Correctional Centre	Local
Emu Plains Correctional Centre	Local
Goulburn Correctional Centre	State
Grafton Correctional Centre	State and Local
Kirkconnell Correctional Centre	Local
Long Bay Correctional Complex	State and Local
Silverwater Correctional Complex	State and Local
Norma Parker Periodic Detention Centre	State and Local
St Heliers Correctional Centre	Local
Tamworth Correctional Centre	Local