

INQUIRY INTO PARKLEA CORRECTIONAL CENTRE AND OTHER OPERATIONAL ISSUES

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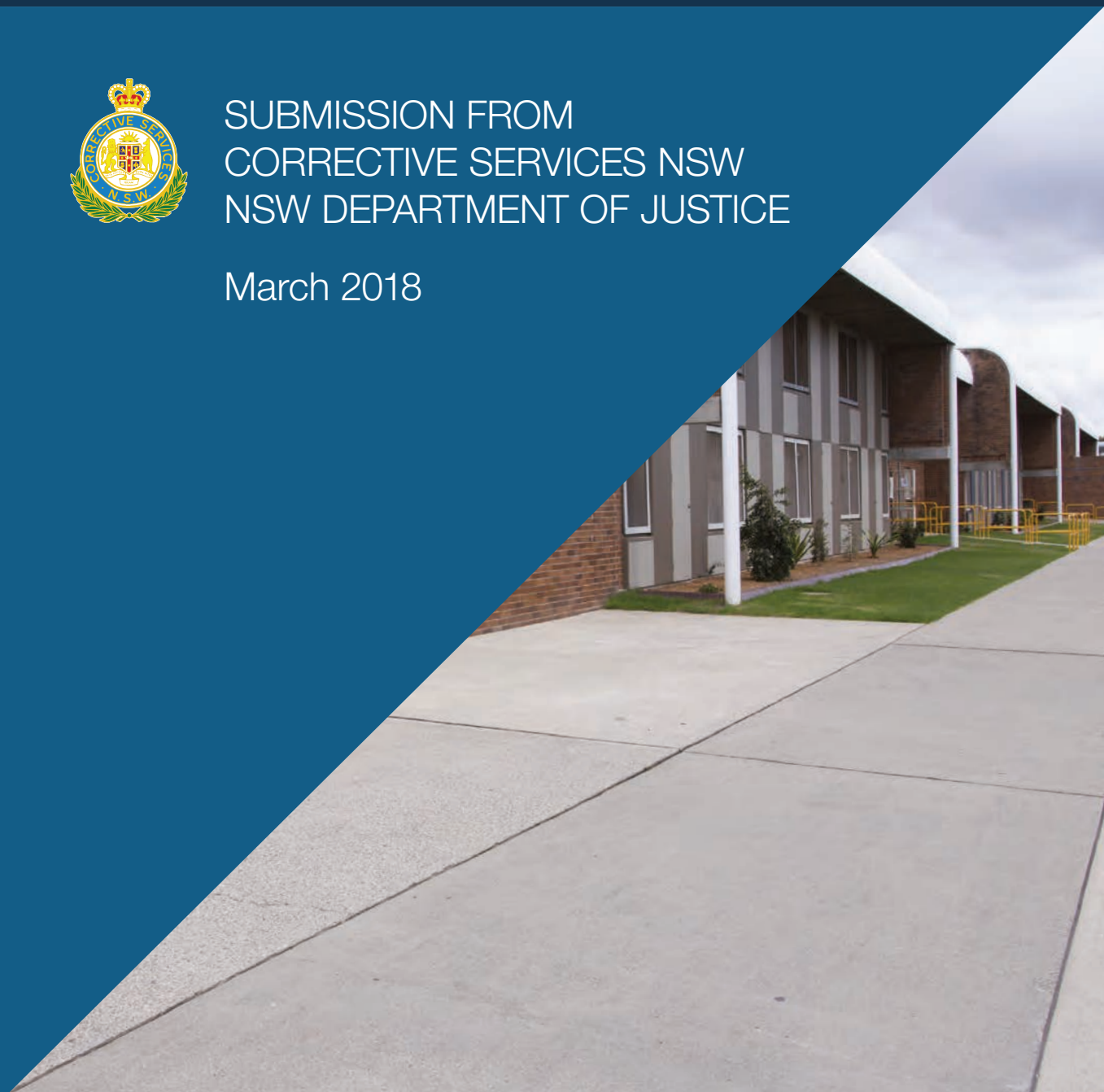
**Legislative Council Portfolio Committee No. 4 —
Legal Affairs**

**INQUIRY INTO PARKLEA CORRECTIONAL
CENTRE AND OTHER OPERATIONAL ISSUES**



SUBMISSION FROM
CORRECTIVE SERVICES NSW
NSW DEPARTMENT OF JUSTICE

March 2018





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9 March 2018

The Hon Robert Borsak MLC
Chairman
Legislative Council Portfolio Committee No. 4 - Legal Affairs
NSW Parliament House
Macquarie Street
SYDNEY NSW 2000

Dear Mr Borsak

Inquiry into the Parklea Correctional Centre and Other Operational Issues

Corrective Services NSW has prepared this submission in response to the Inquiry's terms of reference.

The submission has been prepared in three parts, providing a response to the terms of reference as they relate to the operation of the Parklea Correctional Centre (Part 1), Rapid Build Prisons (Part 2) and Benchmarking (Part 3).

Should you require any further information or assistance, please do not hesitate to contact Assistant Commissioner James Koulouris on telephone: or via email at:

Yours sincerely

PETER SEVERIN
COMMISSIONER

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Executive Summary

PART 1: Parklea Correctional Centre

1. Corrective Services NSW (CSNSW) appreciates the opportunity to respond to the terms of reference of the Inquiry into Parklea Correctional Centre (Parklea) and other operational issues.
2. As outlined in this report, CSNSW continues to be confident that the mixed model of publicly and privately operated prisons benefits the State by driving innovation and improvement across the correctional system, through indirect competition and exchange of good practice.
3. Under this model, CSNSW has strict oversight of privately operated prisons, which remain State owned and ultimately responsible to the State for their performance under their contracts.
4. This submission will demonstrate CSNSW has proactively monitored the performance of Parklea's operator, the GEO Group Australia (the GEO Group) and has intervened throughout the contract period to ensure it makes improvements where required.
5. The GEO Group has agreed to undertake measures that CSNSW has asked it to, to ensure the safety and security of all those working at or incarcerated in Parklea.
6. There is no doubt that prisons are difficult and often volatile places to manage, and that Parklea is one of the State's most complex prisons, in terms of its operations and the type of inmate it houses.
7. On most key measures of prison safety and security, Parklea has performed on par or better than comparable publicly operated prisons. As one example, Parklea staff are less likely to be assaulted by an inmate than staff at comparable publicly operated prisons.
8. As is widely known, contraband is a challenge for correctional jurisdictions and their prisons – publicly or privately operated – around the world, including in NSW.
9. Through its stringent oversight and proactive monitoring of Parklea, CSNSW has identified that contraband at the prison is of significant concern.
10. It would be incorrect to say this issue exists at Parklea simply because it is a privately operated prison. Indeed, the GEO Group has very successfully operated the only other privately run prison in NSW – Junee Correctional Centre – for 25 years. In addition, issues of contraband and other security breaches have also occurred in other, publicly run prisons.
11. Applying the same staff to inmate ratios across prisons that have different infrastructure, role and function, security classification and inmate cohort is unworkable. However, when Parklea's staff to inmate ratios are compared with public prisons with similar characteristics, the ratios are similar. Therefore it is CSNSW's view that Parklea's staffing levels are adequate.
12. CSNSW's reports into Parklea's operations have identified a complex mix of factors that may contribute to the contraband issue, and to other security failings. These include, but are not limited to, the inexperience of staff due to high staff turnover, poor staff perceptions about career advancement prospects, and a lack of leadership at the prison. These appear to be localised issues linked to the "culture" of the prison.
13. The GEO Group has accepted and acted on every one of CSNSW recommendations and CSNSW has supported it to do so.

14. Across all its performance, the GEO Group has been largely compliant with the terms of its contract (as it was framed when Parklea was privatised in 2009). When it has not complied, it has been forced to rectify any issues and on a number of occasions has been financially penalised. This has included several incidents related to key control, which is also addressed in this submission.
15. As is known, CSNSW has stepped up its interventions at Parklea in the past year. This was a result of issues picked up by CSNSW' monitoring regime (although media reporting on incidents has followed).
16. However, in CSNSW' view and upon advice it has received, there has never been justification under the terms of the contract for CSNSW to take the drastic move of stepping in and terminating the contract.
17. Learnings from the almost 12 years since the Parklea contract was originally signed have informed a new contract for Parklea's operation beginning March 2019. This will hold the provider much more accountable for achieving best practice outcomes, including for inmate safety, security and rehabilitation.
18. CSNSW is well advanced in a tender process to select a future operator for Parklea.
19. The vast improvements CSNSW has made in contracting for privately operated prisons aligns with improvements being made system-wide to lift performance standards, accountability for outcomes and the efficiency and effectiveness of all NSW prisons.
20. It aligns with the NSW Government's priority of reducing adult reoffending by five per cent, and the NSW Premier's Priority of reducing domestic violence reoffending by 25 per cent.
21. These reforms will also improve the transparency of all prison operations, whether they be privately or publicly operated, so that all prisons can be publicly measured and compared based on the same performance criteria.

PART 2: Rapid Build Prisons

22. Rapid Build Prisons are safe, secure, promote inmate rehabilitation and have allowed CSNSW to accommodate a significant increase in inmate numbers in a short timeframe.
23. The prison population decreased significantly from April 2010 to July 2012, resulting in the mothballing of three prisons and the downsizing of a fourth.
24. A significant increase in the NSW inmate population began in 2014 and continued through to 2017. This growth, in the order of 1,500 inmates per year, put major pressure on the NSW correctional system.
25. A \$3.8 billion prison infrastructure spend over four years, announced by the NSW Government in 2016, involves the supply of new immediate, short-term and long-term prison beds under a Prison Bed Capacity Program. It should be noted that Rapid Build Prisons comprise about 13 per cent of these new beds.
26. The two Rapid Build Prisons – the 400-bed Macquarie Correctional Centre in Wellington and the 400-bed Hunter Correctional Centre in Cessnock - were built in a dormitory style to save time over traditional construction timeframes. This is because there was an immediate need for prisons

that were new, fit for purpose and a suitable environment to engage inmates to support reducing reoffending.

27. Rapid Build Prisons are a safer alternative to double-bunking and triple-bunking existing cells, for both staff safety and inmate amenity.
28. Privacy is enhanced in a Rapid Build Prison, where inmates have their own cubicles and facilities such as touch screen televisions and lockable storage for their belongings. They also have lockable toilet, sink and shower cubicles where they can perform ablutions in private, compared to in front of cellmates as occurs in a traditional prison cell.
29. Noise reduction solutions were built into the fabric of Rapid Build Prisons and each inmate has their own earphones to watch television and block out other noise.
30. Rapid Build Prisons are as safe and secure as any maximum-security centre in NSW, with state-of-the-art technological security and design.
31. Officers can respond to incidents from above, via second-storey platforms, meaning they are not put in harm's way and gas can be deployed, then extracted, in the event of a major disturbance.
32. Security systems include motion sensors, infrared detection, and secure and controlled movements of inmates around the prison.
33. Inmates are carefully selected so that they have a history of good behaviour in prison. No misconduct, including bullying, is accepted. If misconduct occurs, the inmate responsible will be transferred to another prison.
34. The Rapid Build Prison is modelled on a structured day, which means inmates are occupied from 6.30am to 10pm. This ensures extensive time in programs to address their offending behaviour, industries work, education and vocational training. All these elements are designed to reduce adult reoffending. The structured day also adds to dynamic security, in that inmates are usefully occupied.
35. CSNSW has heavily engaged a range of stakeholders, including mental health experts, from the point of conceptualising Rapid Build Prisons through to thoroughly testing them once constructed.
36. Inmate and staff feedback to the first Rapid Build Prison to open – Macquarie Correctional Centre – has been overwhelmingly positive, in terms of amenity, safety and security. Inmates and staff have submitted written feedback which is included in this submission.
37. CSNSW expects the Rapid Build Prisons to deliver good value for money in rehabilitation outcomes. To ensure the Rapid Build Prisons deliver on its aims, the Government will conduct a five-year longitudinal study that will measure outcomes.

PART 3: Benchmarking of New South Wales prisons

38. Benchmarking has been introduced in NSW publicly operated prisons to improve the productivity, standards and accountability of prisons.
39. It is to ensure a process of continuous improvement, so that the NSW community and the NSW Government can be assured the system is delivering high-quality services efficiently and effectively – and crucially, at no cost to safety and security.

40. The community has a reasonable expectation that public services are run effectively, deliver value for money and are accountable for their results. Public funds are not inexhaustible. Public service providers must be able to show they are delivering good outcomes for the public spend.
41. However, historically NSW prisons have had no consistent performance measurements to show what outcomes they are delivering for the community.
42. This will change through benchmarking, which includes two key factors:
 - Key Performance Indicators (KPIs) that outline what prisons need to achieve to become the best they can be; and
 - Resources, including staffing, required for a centre to perform efficiently and effectively.
43. KPIs will be consistently applied across prisons, according to these outcomes:
 - safety and security;
 - rehabilitation and reintegration;
 - decency and respect; and
 - professionalism and accountability.
44. Once benchmarking is rolled out, individual publicly operated prison performance will be reported publicly for the first time across the system. In time, NSW privately operated prisons will also be compared.
45. The purpose of this is to drive innovation, reward and recognise prisons that are performing to best practice, and identify where prisons need to be improved.
46. Those prisons that need support to improve will get it, as benchmarking is about achieving a sustained improvement over time rather than a “big stick” approach that punishes prisons for poor performance.
47. Resources, including staffing, for each centre is being aligned with a centre’s size, role, function, security classification and other needs so all prisons are on a level playing field to achieve the outcomes required of them.
48. Crucially, benchmarking also introduces a new shift formula to increase the number of frontline officers available for shifts.
49. CSNSW is rolling out benchmarking in a very transparent, consultative and supportive manner.
50. All prison staff and managers have three months to consult at the local level on their draft staffing resource benchmarks and then propose their own staffing benchmarks.
51. They are encouraged to use innovation, including the use of new technology, to improve their operations. This is a “ground-up” exercise that gives every staff member the opportunity to contribute their local knowledge of their prison, and to positively influence the outcome under benchmarking. A safety and security assessment is a key part of achieving safety and security under benchmarking
52. The proof of it being genuine consultation is that in almost every case, a prison’s final staffing benchmarks exceed those in the draft benchmarks they are issued.

53. CSNSW has documented feedback from staff who have undergone the benchmarking process and this feedback has been that the process is genuinely consultative.
54. Benchmarking is bringing about staffing increases in some prisons, nil impacts in others and staffing decreases in yet others.
55. This is based on applying a formula for staffing 30 key activities that occur inside a prison, based on the best practice in publicly operated NSW prisons. This has then been moderated to account for differences between prisons in size, infrastructure type, role, function and other particular needs. It is not a one-size fits all approach. Indeed, it is CSNSW' view that simply applying standard staff to inmate ratios across NSW prisons regardless of their unique factors would not only be unfair, but it would result in adverse outcomes in many prisons.
56. Benchmarking also brings a leaner management structure with greater accountability and no duplication, that better reflects interstate publicly run prisons that have a higher ratio of frontline staff to management. This will be accompanied by new training packages for managers to support them implementing benchmarked operations.
57. Benchmarking is impacting a small proportion of prison staff members' roles, of the more than 5,700 roles which exist in NSW publicly operated prisons. This is largely at the middle management level, and growth will occur largely at the Correctional Officer level.
58. Many more roles have been created, and continue to be created, in the NSW prison system. More than 1,700 new roles have been created in NSW publicly operated prisons in 2016 and 2017, under new prison builds, prison expansions, reducing reoffending improvements and other initiatives.
59. In the context of this growth – which will continue in coming years – CSNSW is giving impacted staff every support and opportunity to find alternative roles in the system, so as to keep their valued skill and experience. This includes aligning the benchmarking rollout with infrastructure builds so that affected staff have the maximum opportunities for redeployment.
60. With the appropriate resources required by each individual prison to make these improvements in an efficient and effective manner, benchmarking will ensure a stronger publicly operated prison system that delivers quality outcomes for the community into the future.

Submission structure

61. This submission is arranged in terms of reference categories, however for the purpose of providing context first, CSNSW has addressed the terms in different order.

PART 1: Parklea Correctional Centre

Terms of reference addressed in Part 1:

- (a) the adequacy of staffing levels and staff safety,
- (b) the inflow of contraband,
- (c) the security at the facility, including access to gaol keys,
- (d) corporate governance of the GEO Group and the facility,
- (e) any possible contraventions of the contract between the NSW Government and the GEO Group,
- (f) the appropriateness and operation of private prisons in New South Wales; and
- (g) any other related matter.



Inmate accommodation area, Parklea Correctional Centre.

TERMS OF REFERENCE I: any other related matter

Context - the role of Corrective Services NSW

62. CSNSW' overriding focus is to ensure community safety and reduce the rate of reoffending.
63. CSNSW is responsible for ensuring that both sentenced inmates and remand inmates (those held in custody pending the outcome of a court hearing) are supervised and managed in a secure, safe and humane manner.
64. CSNSW provides programs designed to reduce reoffending and appropriate services to support the well-being of inmates and their families.
65. CSNSW also administers sentences and legal orders through its custodial and community-based services for adult offenders and provides advice to NSW courts and other statutory bodies such as the State Parole Authority that make decisions about offenders.
66. At 18 February 2018, the NSW inmate population was 13,383 and on 1 February 2018, CSNSW managed 18,797 offenders in the community.
67. CSNSW is now leading efforts in achieving the:
 - NSW Premier's Priority of reducing the proportion of domestic violence perpetrators reoffending by 25 per cent by 2021 (based on the 2019 cohort of perpetrators); and
 - NSW State Priority of reducing adult reoffending by five per cent by 2019.
68. The NSW Government has dedicated \$330 million in additional funding over four years (2016-17 to 2019-20) for the rehabilitation of offenders. This is allowing CSNSW to provide more programs and improved supervision to inmates in prisons and offenders in the community, to reduce their risk of reoffending.
69. Currently, CSNSW delivers 43 evidence-based rehabilitation programs aimed at addressing offending behaviours.
70. Evidence-based assessment is used to identify and target those inmates and offenders with the highest risk of reoffending.
71. In 2016, the NSW Government announced a \$3.8 billion program over four years to increase the prison system's operational capacity through a major expansion of prison infrastructure.
72. This program includes infrastructure expansions at existing publicly operated prisons, privately operated prisons (Parklea and Junee Correctional Centres), and the construction of new facilities, such as the two Rapid Build Prisons (Macquarie Correctional Centre in Wellington and Hunter Correctional Centre in Cessnock).
73. There are now 38 prisons in NSW as shown in Table 1 below.

Correctional Centre	Security Classification
Bathurst Correctional Centre	Medium and Minimum
Berrima Correctional Centre	Minimum
Brewarrina (Yetta Dhinnakkal) Centre	Minimum
Broken Hill Correctional Centre	Medium and Minimum
Cessnock Correctional Centre	Maximum and Minimum
Compulsory Drug Treatment Correctional Centre	Minimum
Cooma Correctional Centre	Medium and Minimum
Dawn de Loas Correctional Centre	Minimum
Dillwynia Correctional Centre	Medium and Minimum
Emu Plains Correctional Centre	Minimum
Glen Innes Correctional Centre	Minimum
Goulburn Correctional Centre	Maximum and Minimum
Grafton Correctional Centre	Medium and Minimum
High Risk Management Correctional Centre	Maximum
Hunter Correctional Centre	Maximum
Illawarra Reintegration Centre	Minimum
Ivanhoe (Warakirri) Centre	Minimum
John Morony Correctional Centre	Medium
Junee Correctional Centre (privately operated)	Medium and Minimum
Kariong Correctional Centre	Minimum
Kirkconnell Correctional Centre	Minimum
Lithgow Correctional Centre	Maximum
Long Bay Hospital (Areas 1 & 2)	Maximum
Macquarie Correctional Centre	Maximum
Mannus Correctional Centre	Minimum
Mary Wade Correctional Centre	Maximum
Metropolitan Remand and Reception Centre	Maximum
Metropolitan Special Programs Centre (Areas 1-4)	Maximum and Minimum
Mid North Coast Correctional Centre	Maximum, Medium and Minimum
Oberon Correctional Centre	Minimum
Outer Metropolitan Multi-Purpose Correctional Centre	Minimum
Parklea Correctional Centre (privately operated)	Maximum and Minimum
Silverwater Women's Correctional Centre	Maximum
South Coast Correctional Centre	Maximum and Minimum
Special Purpose Centre	Maximum
St Heliers Correctional Centre	Minimum
Tamworth Correctional Centre	Medium and Minimum
Wellington Correctional Centre	Maximum and Minimum

Table 1: NSW prisons and their security classification.

74. There are currently two privately operated prisons in NSW:
- Junee Correctional Centre (Junee) that began operations in March 1993; and
 - Parklea that opened in November 1983 and was transferred from public to private sector operational management in October 2009.
75. Junee was the first correctional centre in Australia to be designed, constructed and managed by the private sector under a single contractual arrangement.
76. In 2016-17, 14 per cent of the NSW daily average inmate population was managed in privately operated prisons.

System-wide improvement and the broader CSNSW strategy

77. CSNSW is advanced in implementing a series of reforms to improve prison standards, outcomes and accountability across the board.
78. Prisons have always been required to protect the community by housing inmates safely and securely. It is also becoming increasingly incumbent upon them to further protect the community by rehabilitating inmates so that they do not reoffend upon release.
79. NSW prisons have functioned effectively for more than two centuries. However, the correctional system has expanded during this time in an ad hoc manner. This has resulted in inconsistent resourcing, including for staffing, for comparable publicly operated prisons.
80. There has also been no consistent means by which to measure the performance of individual prisons across the board, including publicly and privately operated prisons.
81. The public has a reasonable expectation that public services are run effectively, deliver value for money and are accountable for their results.
82. To address this, the NSW Government announced the Better Prisons program in March 2016.
83. *Better Prisons* includes a series of measures to improve the efficiency, effectiveness and accountability of the NSW correctional system, while maintaining safety and security. This includes the introduction of processes known as benchmarking and market testing (achieved via a strategic commissioning and contestability approach).
84. The objective of this reform is not to outsource publicly run prisons, but to strengthen them. It is designed to continuously improve the correctional system's performance and to ensure that there is clear and consistent reporting of performance across the system.

Contestability

85. CSNSW is using contestability to improve its ability to identify best practice and to achieve the best possible operational and service delivery outcomes across the system.
86. This approach is allowing CSNSW to identify the optimal use of resources to achieve the outcomes that the NSW Government has set and the community expects it to deliver.

87. Contestability encourages innovation and continuous improvement through transparent competition, which is a clear benefit of a mixed model of public and private delivery used by all large Australian correctional jurisdictions. Its aim is not 'privatisation', but the delivery of the best services possible to the NSW community at good value for money.
88. It is therefore not based on an ideological viewpoint that outsourcing services is either good or bad, but that the provider should be the one that can deliver the best outcomes at good value for money for the State.

Market Testing

89. Market testing is one part of the Better Prisons program designed to improve standards, reduce reoffending and provide better value for money. It occurs when the Government decides to invite both the private and the public sectors to compete for the right to operate a prison.
90. CSNSW has market tested John Morony Correctional Centre (John Morony) through a competitive tender process to the public and private sector, to drive improvement through competition.
91. The process began in August 2016, when the NSW Government put the management and operation of John Morony to the market. CSNSW partnered with the NSW Justice Health & Forensic Mental Health Network (Justice Health), with the assistance of the NSW Public Service Association (PSA) which represents prison staff, to submit an in-house bid.
92. A number of private providers also submitted bids. After consideration of all bids, the NSW Government awarded the tender to CSNSW, keeping the operations of the prison in public hands.
93. The CSNSW in-house bid demonstrated that the public service could be competitive by improving the quality and value of their services, making operations more efficient and effective while maintaining safety and security.
94. John Morony has now transitioned to its new operating model that has a strong focus on improving rehabilitation outcomes. The model involves partnership with a range of well-regarded non-government organisations to assist with rehabilitation, as well as the reintegration of inmates into the community upon their release.
95. The new operating model has resulted in a modest reduction in staff numbers and reconfiguration of the staffing and management structure. CSNSW has assisted affected staff in finding alternative placement in the correctional system.

Benchmarking

96. CSNSW is also undertaking benchmarking as an alternative to market testing. This is designed to improve the efficiency, effectiveness and accountability of publicly run prisons. Benchmarking is complete or under way in about 90 per cent of publicly operated prisons.
97. Benchmarking includes two major components: performance targets (including KPIs) that outline what centres need to achieve to become the best they can be; and resources, including staffing, required to operate a centre efficiently and effectively.
98. Benchmarking is explained in the Executive Summary of this report, and in Part 3: Benchmarking of NSW prisons.

TERMS OF REFERENCE F: The appropriateness and operation of private prisons in NSW

Privately operated prisons in NSW

99. All large Australian correctional jurisdictions and those throughout the Western world have adopted the mixed model of public and private sector prison operations as a way to encourage improvement and innovation.
100. Since 1989, various Australian jurisdictions have introduced a mixed provider correctional service delivery model. In the first instance, this was driven by the desire to create indirect competition for the operation of prisons following years of systemic crisis and a standstill in the introduction of innovation by the public sector.
101. There was clear evidence that private sector prison operations, which at that stage were predominantly based in the United States of America, offered new models in prisoner management that were focused on pro-social engagement and rehabilitation.
102. In the mid 1980s, the United States – for the first time – contracted a private operator to manage the entire operations of a prison in Texas. Following this, the use of private operators to manage other prisons throughout the United States continued, and there were about 40 privately contracted facilities by 1989.
103. Having considered the concept of privately operated prisons in the mid to late 1980s, the United Kingdom passed legislation in 1991 that enabled the government to privately contract the operations of any prison. Shortly afterwards, in 1992, the first privately managed prison commenced operation, and a further privately operated facility was opened in 1994. Other private operations followed after the mid 1990s.
104. Scotland introduced privately operated prisons in 1999 and Canada and New Zealand did so in the early 2000s.
105. Queensland was the first state in Australia to engage a private sector operator, for the management of Borallon Correctional Centre. In 1993, NSW followed with Junee and today there are 10 prisons in four Australian states that are operated by the private sector.
106. By and large the model has worked, and has resulted in significant improvement in public sector operations through the transfer of innovation, knowledge and increased productivity.
107. As is well reported and undisputed, providing correctional services is a difficult area of public administration and over time most prisons, be they publicly or privately operated experience challenges, incidents and at times crises. What is important is how these situations are managed and proactively addressed.
108. In that context CSNSW continues to be highly confident that a mixed provider model for prison operations is superior as it offers the best opportunities for delivering ongoing improvement and innovation.

CSNSW experience and approach to contract management

109. CSNSW has 25 years' experience in overseeing the operational management of prisons under contract by the private sector.
110. In 1993, NSW was the second state in Australia (following Queensland) to contract out the operation of a prison (Jamez). South Australia, Western Australia and Victoria have subsequently introduced privately operated prisons.
111. In NSW, prisons operated by the private sector are appropriately described as being contract managed or contracted out as opposed to 'privatised' given that:
 - CSNSW retains full ownership of them;
 - they are operationally managed under contract on behalf of CSNSW;
 - inmates housed there are under the full responsibility of CSNSW and are transferred between public and privately operated prisons as required;
 - the NSW Government (via CSNSW) continues to fund their operations and retains the ultimate responsibility for their operations;
 - they are subject to the directions of the Commissioner of CSNSW (Commissioner) as prescribed under Section 241(2) of the Crimes (Administration of Sentences) Act 1999 (CAS Act);
 - CSNSW continues to monitor the operational performance of the provider and can intervene when required; and
 - the NSW Government can replace the operator in the case of outright performance failure, following a significant default of the contract.
112. There has been an erroneous view raised in some public policy debates that once a private sector entity assumes responsibility for the operational management of a prison that there is a loss of accountability on the part of CSNSW, as it is no longer responsible for its operational management.
113. When CSNSW contracts out the management of a prison it does not relinquish ultimate accountability for its efficient and effective performance, or the integrity, security and safety of its operations.
114. All privately operated prisons continue to function under the strict control of CSNSW and have a level of oversight which exceeds that in place for public prisons.
115. CSNSW ensures accountability on behalf of the private operator through:
 - robust and comprehensive service standards and specifications;
 - strong performance management, monitoring and reporting frameworks; and
 - mechanisms for ensuring a decisive response to any issues impacting on operational integrity and performance.
116. CSNSW has continued to enhance its approach to the management and oversight of its privately operated prisons.

Junee Correctional Centre and performance

117. For 25 years, the GEO Group has successfully operated Junee, a medium and minimum-security prison for male inmates (with a capacity to house four female inmates).
118. Junee was the first prison in Australia to be designed, constructed and managed by the private sector under a single contractual arrangement.
119. The main accommodation areas at Junee comprise:
 - medium-security accommodation for 713 inmates;
 - minimum-security accommodation for 140 inmates; and
 - multi-classification female accommodation - four beds (when required).
120. The original contract term for the operational management of Junee was five years, with an option to extend the contract for an additional three years. The option to extend the contract with the GEO Group was applied.
121. The GEO Group was granted a new contract in 2001 for seven years following a tender process.
122. In 2008, registrations of interest were invited from five capable potential proponents to undertake the operational management of Junee. Following the close of the tender, the GEO Group was the only proponent that lodged a proposal.
123. On 16 July 2013, CSNSW exercised its option to extend the contract for an additional five year period. This contract extension commenced in April 2014.
124. Junee continues to perform well operationally and consistently achieves high compliance levels to the 35 contractual Performance-Linked Fees (PLFs) and a suite of 74 Operating Specifications (specific service requirements).
125. Junee has a stable dedicated workforce and is a major employer in its region. The GEO Group has established strong external community links and its inmates work on a number of external community projects as well as internal projects that support charitable associations.
126. As a result of continued good performance and meeting contractual obligations for Junee, the GEO Group was awarded a five-year optional extension which commenced in April 2014 and is currently in negotiations with the State for a further five-year optional extension to commence 1 April 2019.
127. Junee is currently undergoing significant expansion under the Prison Bed Capacity Program. The current expansion project will allow Junee to accommodate 1,333 inmates and consists of an additional:
 - 480 maximum-security beds; and
 - modifications within the medium/minimum-security area, including an addition of a 10-bed female transition unit.

Parklea Correctional Centre – strategic context

128. Parklea is strategically important to CSNSW in that it is located in metropolitan Sydney, close to the courts, where remand beds are required. Parklea is critical to CSNSW managing the demand

for remand beds, and more than half its inmates are on remand. It also houses sentenced inmates.

129. The centre is also the second-largest prison in NSW, after the Metropolitan Remand and Reception Centre at Silverwater, and after a recent extension now has the capacity to hold 1123 inmates. By the end of 2019, another extension will enable it to house a total of 1623 inmates.
130. CSNSW sees it as critical that the performance of the centre is monitored closely and constantly, and that its operator is held to rectify any identified issues or incidents of non-compliance in a swift and effective manner.
131. While Parklea is operated by the GEO Group, it continues to remain under the strict control of CSNSW and is fully expected to achieve a standard of safety and security that is equivalent to or exceeds the public system.

Operations prior to the contracting of Parklea

132. Parklea started receiving inmates as a publicly operated prison in November 1983 and under public operation experienced significant incidents of disorder.
133. These include:
 - a major disturbance on 13 December 1987 in which inmates rioted and injured 10 correctional officers (one of whom was struck over the head with a typewriter). The riot was attributed to the consumption of 'gaol brew' by inmates; and
 - a riot on 23 September 1990 following the introduction of a new restrictive policy for inmates' private property. This incident caused significant damage to the prison.
134. Following these disturbances, Parklea's security classification was regressed from maximum security to medium security.
135. In February 1992, Parklea was designated as a centre for young offenders and in 2001 it was reclassified as a maximum-security prison.
136. In April 2005, the NSW Legislative Assembly Public Accounts Committee recommended that the NSW Government maintain at least one privately operated prison for the purpose of benchmarking the performance of publicly operated prisons and to encourage the development of innovative management techniques.¹

Transition of Parklea to private operational management

137. On 31 October 2009, the GEO Group commenced the operation of Parklea under an Operating Agreement (the contract) following a comprehensive tender process and transition.
138. Health services at Parklea are provided by Justice Health via a Tripartite Agreement entered into between Justice Health, the GEO Group and CSNSW.

¹ NSW Legislative Assembly Public Accounts Committee. Inquiry into the privatisation of prisons and prison-related services, Report No. 13/53 (No.156) 2005

139. Prior to the GEO Group assuming operational management of Parklea, CSNSW formed a specialist team to develop and implement a comprehensive plan to oversee the transition.

Current Parklea operations

140. During the time Parklea has been under the GEO Group's operation, it has undergone a major expansion in size, capability, role and function.
141. Since 2009, CSNSW has undertaken further building works at Parklea to increase the maximum inmate state to 1,123 inmates (from 823 in 2009), which comprises:
- long-term remand inmates;
 - sentenced inmates;
 - Special Management Area Placement (SMAP) remand and sentenced inmates; and
 - Protection Limited Association (PRLA) and Protection Non Association (PRNA) remand and sentenced inmates.
142. As at 1 January 2018, the main accommodation areas at Parklea comprised:
- maximum-security accommodation for 966 inmates; and
 - minimum-security accommodation for 230 inmates, including 80 beds in Area 4 for sentenced inmates approaching their release from custody.



Maximum-security pod, Parklea Correctional Centre.

Future expansion of Parklea operations

143. The GEO Group's contract to operate Parklea was renewed for 18 months when it expired in October 2017, as Parklea entered a program of major construction.
144. Prior to the expiration of the contract, the NSW Government decided to build an additional 650 beds in Parklea (in two stages) to increase NSW bed capacity:
 - stage 1 - 150 minimum-security beds that became operational in December 2017; and
 - stage 2 - 500 maximum-security beds that are currently under construction.
145. In light of several commercial risks and operational considerations, the NSW Government determined that the most appropriate action was to negotiate this contract extension to mitigate these risks.

Parklea operating environment

Growth in the Parklea maximum security inmate population

146. As previously noted, Parklea has experienced significant growth since the GEO Group commenced its operational management on 31 October 2009. At that time the inmate population at Parklea was 588 inmates.
147. Parklea has now become a more complex operation in terms of its role and function, including accepting remand inmates and other difficult inmate cohorts (which comparable public prisons have also experienced).
148. The inmate population at Parklea has increased by an average of four per cent per year. This growth has been almost exclusively driven by a large increase in the number of maximum-security inmates across the system.
149. The number of maximum security inmates at Parklea has grown from a daily average of 634 in 2009-10 to 906 in 2016-17.
150. Figure 1 below outlines the daily average inmate population at Parklea from 2004-05 to 2016-17.

Changing role and function of Parklea

151. The reception of inmates from the NSW Police Force or courts into Parklea largely ceased in October 2009 when the GEO Group took over its operational management.
152. In 2011 CSNSW re-commenced the housing of reception inmates at Parklea in response to emerging operational requirements and increased demand for remand beds in metropolitan Sydney.
153. In September 2013 CSNSW directed that Parklea commence transition to a full remand and reception centre that also housed sentenced maximum security inmates.

154. As a result of these significant changes to the operational role and function of Parklea, the number of new reception inmates have increased by more than 900 per cent, from 432 inmates in 2011-12 to 4,331 inmates 2016-17.
155. Figure 2 shows the number of reception inmates received each year at Parklea from the NSW Police Force or courts from 2004-05 to 2016-17.

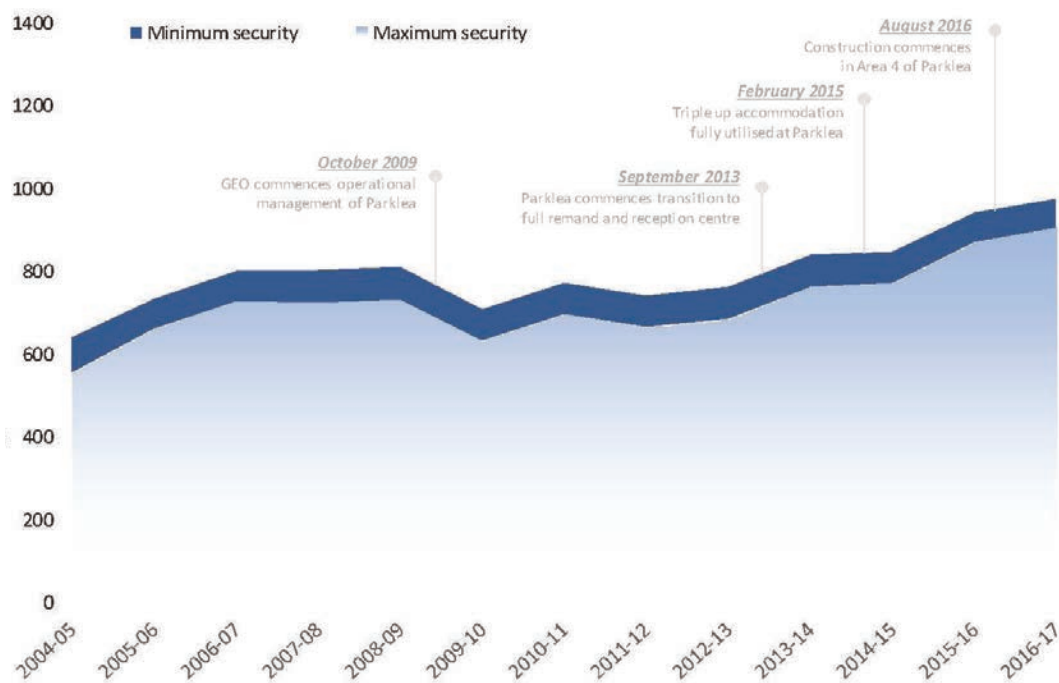


Figure 1: Daily average inmate population at Parklea from 2004-05 to 2016-17.

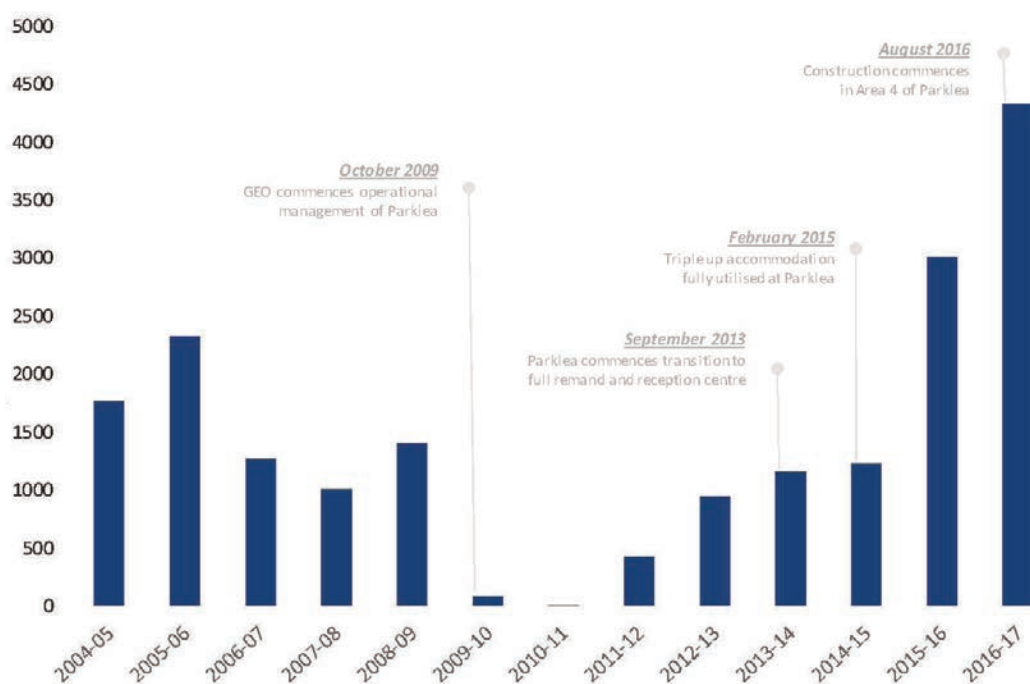


Figure 2: Number of inmates received at Parklea from the NSW Police Force or courts from 2004-05 to 2016-17.

156. In 2015-16 Parklea re-emerged as the second largest reception centre in NSW. The Metropolitan Remand and Reception Centre is the largest reception centre, receiving 5,753 inmates from the NSW Police Force or courts in 2016-17.
157. As noted, Parklea also manages a large percentage of sentenced maximum-security inmates (an average of 368 in 2016-17).
158. This makes Parklea distinct from other prisons in NSW by virtue of its dual function as both a remand and reception centre, managing large volumes of both remand and sentenced inmates and a high proportion of inmates requiring protection.

The operational challenges posed by remand and reception inmates at Parklea

159. The significant increase in the number of remand and reception inmates received into Parklea following its transition into a full remand and reception centre in 2013 has presented the GEO Group with operational and management challenges and risks that it must continually and actively address.
160. Remand and reception inmates often present with very complex issues, including intoxication, chronic drug use and mental illness, as well as the trauma associated with incarceration and the uncertainty of their future.
161. It is considered that the first few days of custody is a particularly vulnerable period for new inmates. Often remand inmates who commit self-harm or suicide do so within the first 24 hours of admission to custody, potentially as a result of sudden isolation, the shock of imprisonment or insecurity about the future.
162. Reception into custody is therefore highly stressful and volatile and one of the most resource intensive stages in the incarceration process. It also represents a high risk period for both inmates and staff.
163. Each time an inmate is received into custody in NSW, they are comprehensively screened, assessed and monitored before being referred to any required medical, psychological and welfare services. This requires a significant use of resources and is operationally intensive. This screening is undertaken to identify and reduce any potential risks to the inmate, staff and other inmates.
164. Remand inmates require more frequent escorts to court and greater access to legal visits and this also presents a considerable demand regarding their management.

Parklea inmate cohort

165. Parklea manages a large number of inmates who have been convicted or remanded into custody for murder or serious violent or sexual offences.
166. As outlined in Figure 3, as at 30 June 2017 53 per cent of inmates who were in custody at Parklea were there for murder, or a serious violent or sexual offence, including:
 - 33.7 per cent of inmates in custody for committing a violent offence;

- 9.3 per cent of inmates in custody for a child sexual offence;
- 5.2 per cent of inmates in custody for other sexual offences; and
- 4.8 per cent of inmates in custody for murder.

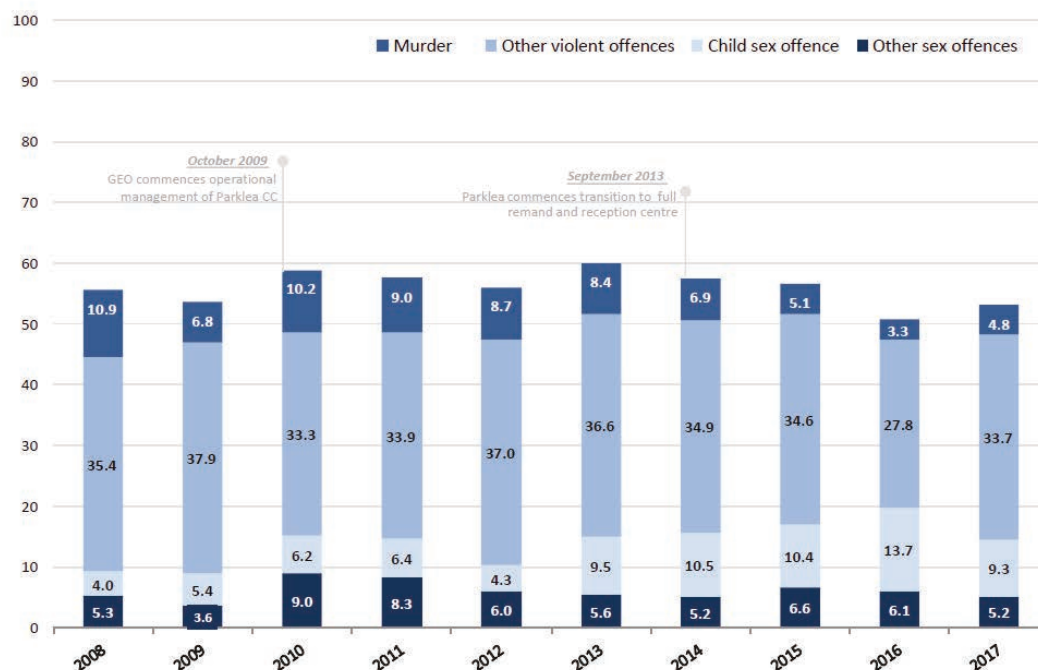


Figure 3: Offence profile of inmates managed at Parklea as at 30 June 2017.

Bed utilisation at Parklea

167. The NSW prison population rose from a low of 10,384 in July 2014 to 13,120 in July 2017 (an increase of 26 per cent).
168. Figure 4 shows the number of inmates in NSW increased rapidly over this period.
169. Major contributing factors to this growth included higher arrest rates, a higher proportion of convicted offenders receiving a prison sentence and a higher rate of bail refusal.
170. Additional capacity has also been commissioned through the building of new accommodation, the repurposing of existing facilities and the recommissioning of mothballed facilities.
171. The additional short-term beds, while providing short-term capacity to deal with the unprecedented surge in inmate populations, are not considered 'fit for purpose'.
172. The Prison Bed Capacity Program is reducing CSNSW' reliance on these beds and return the network to a more efficient network.
173. Operational capacity utilisation is the extent to which a centre's operational capacity meets demand for inmate accommodation. It is defined as the annual daily average inmate population as a percentage of the number of single-occupancy cells and designated beds in shared-occupancy cells that form the approved operational capacity of the prison.

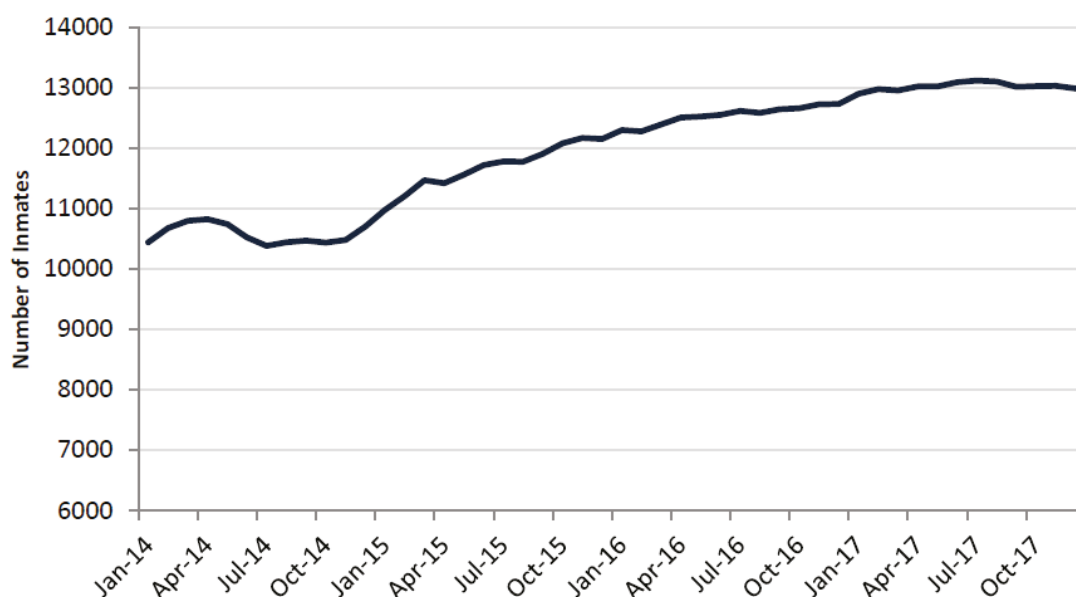


Figure 4: Long-term trend in the total inmate population in NSW

174. It is generally accepted that prisons require spare capacity to cater for the transfer of inmates, inmates on protection, inmates of different security levels, and short-term fluctuations in inmate numbers. Percentages close to but not exceeding 100 per cent are therefore considered desirable.
175. As Figure 5 shows, the operational capacity utilisation rate at Parklea has remained above 90 per cent since 2012-13. The utilisation rate peaked in 2012-13 at 97.4 per cent.

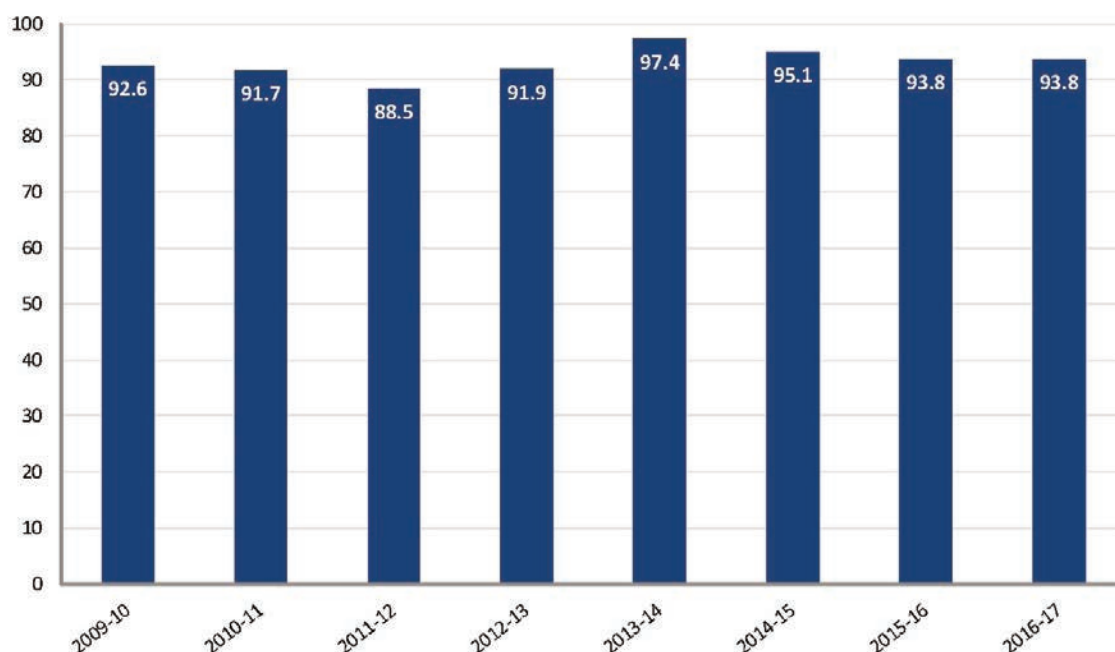


Figure 5: Operational capacity utilisation at Parklea from 2009-10 to 2016-17.

Inmate placement challenges

176. The complex inmate cohort at Parklea makes cell placement for inmates challenging.
177. Although there are a defined number of beds at Parklea, the ways in which they can be used are limited by the characteristics of the inmate profile.
178. The centre houses a number of inmate classifications including SMAP, PRLA, PRNA, new reception inmates and high-security inmates.
179. Area 5 at Parklea also accommodates a high proportion of inmates with links to Outlaw Motorcycle Gangs (OMCGs).
180. Inmates of different classifications and profiles are often unable to associate with one another for legislative, safety and security reasons.
181. Specific inmate cohorts also need access to various facilities throughout a centre, such as inmate industries for employment, and classrooms for programs and services.
182. The complex inmate cohort has led to a situation where mainstream remand inmates, including those with OMCG associations, are accommodated in Area 5.
183. Area 5 is also the newest accommodation area in Parklea (aside from the new 150-bed Area 4 minimum-security facility) and holds the highest number of inmates.
184. Area 5 was previously used to accommodate SMAP inmates, and prior to that inmate industry workers. However, when Parklea became a full remand centre in September 2013 and was subsequently required to accept up to 30 new reception inmates per day, the centre required reconfiguration. This reconfiguration led to mainstream remand inmates, including those with OMCG associations, being accommodated in Area 5.
185. In January 2014, in response to growing inmate numbers, CSNSW requested an increase in the inmate state at Parklea by 30 additional inmates. Due to the number of inmates deemed at risk from association with other inmates and the need to separate this inmate cohort from the main population, the GEO Group needed to utilise all 54 designated three-out cells in Area 5 to house its number of mainstream inmates.
186. On 24 December 2015, the construction and subsequent commissioning of 80 additional cells in the modular accommodation Block 5D provided much needed additional cell capacity at Parklea.

Impact of the construction of new bed capacity at Parklea

187. As mentioned, the GEO Group has also had to manage on-site construction during its period managing Parklea (as have other public prisons, due to the need for expanded prison bed capacity due to inmate population growth).
188. The construction at Parklea can be described in two broad areas of work: the minimum-security expansion (150 new beds completed) and the maximum-security expansion (500 new beds due for completion in mid 2019).
189. The GEO Group has been actively involved throughout the construction project to ensure that all stakeholders are informed of the progress of the project and to minimise any impact on security operations. Representatives of the building contractors, Justice Infrastructure, the Prison Bed

Capacity Program, the GEO Group and the onsite CSNSW monitoring staff meet onsite regularly to discuss staging plans and other matters relating to the project.

190. The construction of the Parklea minimum-security expansion was completed on 29 September 2017 and operational commissioning was completed in December 2017.
191. The construction of the minimum-security facility was outside the main centre causing minimum operational impact on Parklea.
192. The Parklea 500 maximum-security beds project includes significant construction both within and external to the existing perimeter. By the end of the project, a new, expanded secure perimeter will enclose the new area of the prison.
193. The GEO Group provides separate security services to the construction project to ensure the continuity of secure operations. This ensures that the additional movements in and out of the existing centre (by contractors, for example) are facilitated and to provide security services to the external construction zone.
194. The GEO Group currently deploys an average of between five and seven staff Monday to Friday and four to five on weekends. As construction continues in 2018, this may increase to 10 staff during the week and four on weekends.
195. The GEO Group has been proactive in the provision of these additional positions and has implemented a strategy for both permanent and casual staff to be seconded on six-month contracts to ensure that officers engaged in this service have appropriate experience.



Parklea Correctional Centre minimum-security wing opened in December 2017.

TERMS OF REFERENCE D: Corporate governance of the GEO Group and the facility

Monitoring and oversight of Parklea and Junee

196. CSNSW stringently and proactively monitors the performance of the GEO Group in operating Parklea.
197. Parklea is the most monitored prison in the state. This regime includes the deployment of a CSNSW monitor onsite to actively oversight performance and report back on incidents and issues.
198. When non-compliance with the contract or any other incident or issue of concern has been identified, CSNSW has taken action including, but not limited to:
 - the issuing of formal notices requiring the immediate improvement of performance in a particular area and/or the rectification of a particular issue;
 - financial penalties; and
 - sending of a CSNSW Intervention Team into Parklea.
199. Incidents of concern have occurred at Parklea in recent times, and those incidents have been reported in the media (including the video filmed by an inmate of contraband inside the centre, which was uploaded to YouTube). CSNSW' monitoring regime worked as it was already aware of those incidents and taking action. This is a sign that the monitoring regime is successful.
200. There are systems in place to reduce the risk of incidents occurring in the first place, and to ensure when they do, they are detected, reported, and examined so that any failings can be addressed and systems are continuously being improved.
201. That is the role of CSNSW in managing the contract and performance of the GEO Group. To date the arrangement has worked robustly.
202. It should be noted that the range of interventions available to CSNSW under the contract include the ultimate step of CSNSW taking over operation of the prison.
203. This is a step that, in CSNSW' view, has not been warranted by the GEO Group's performance.

Legislative and Policy Compliance of Privately Operated Prisons

204. The GEO Group is not immune from the requirements placed on publicly run prisons.
205. In operating Parklea and Junee, the GEO Group must adhere to all:
 - legislative requirements that apply to the functioning of all other NSW prisons;
 - most CSNSW policy and procedures relating to operational management; and
 - service requirements contained in the contract.
206. Parklea and Junee remain under the strict oversight of CSNSW and all their operational activities and inmate services and programs are consistent with those provided by publicly operated prisons.

207. Operational issues impacting on the delivery of correctional services are considered by the CSNSW Assistant Commissioner, Custodial Corrections who has operational oversight and responsibility for prisons (including those privately operated) in NSW.
208. The CSNSW Assistant Commissioner, Custodial Corrections is responsible for approving operational procedure, practice and staff deployment plans at Parklea and Junee on behalf of CSNSW and holds fortnightly meetings with the General Managers of Parklea and Junee to discuss key operational risks and issues.

Monitoring and reporting on the performance of prisons

209. CSNSW has a comprehensive, robust governance structure to ensure compliance of the GEO Group with both its contracts.
210. It is managed by CSNSW' Governance and Continuous Improvement division (G&CI).
211. G&CI is responsible for developing and implementing high quality governance systems and continuous improvement strategies across CSNSW. This includes developing performance specifications and monitoring the operational performance of all prisons via G&CI's Operational Performance Review Branch (OPRB).
212. The OPRB consists of a highly qualified team of correctional staff with extensive operational experience, who monitor and report on correctional centre operational performance and delivery. This includes onsite CSNSW monitoring at Parklea and Junee.
213. The OPRB comprises the following teams (in relation to the monitoring of publicly and privately operated prisons):
- Custodial Corrections Review Team (for all publicly operated prisons) – containing 3.5 full time equivalent staff (FTE); and
 - Private Contract Monitoring Team (for Parklea and Junee) – 3 FTEs.
214. The Private Contract Monitoring team includes one CSNSW on-site monitor at both Parklea and Junee. These monitors are on duty for an eight hour shift five days per week.
215. This team also provides contract management and performance monitoring and reporting activities for a number of contracted security services including perimeter and boomgate security, electronic monitoring functions and facility security.
216. These teams and senior CSNSW contract management staff have a combined total of more than 285 years of front line operational service with CSNSW and have worked across a number of operational and specialist custodial roles within CSNSW.

Payment to GEO Group linked to performance

217. CSNSW pays the GEO Group for its operation of Parklea each month an Operational Service Level Fee (the OSL Fee) for its operation of Parklea under Clause 25 of the contract.

218. The OSL Fee is adjusted on a quarterly basis where the number of inmates at Parklea (calculated on a daily average basis) exceeds or is less than the agreed level of 973 inmates.
219. To provide a financial incentive to the GEO Group to achieve the highest possible performance, 2.5 per cent of the OSL Fee is withheld monthly as a Performance-Linked Fee (PLF).
220. The amount of the PLF (paid annually in arrears) is entirely dependent on the performance of the GEO Group against 34 KPIs.
221. Under the contract, each KPI has documented assessment criteria that establish the “base level performance” and “best practice performance” that is required in the centre’s operation.
222. To receive the PLF component that is linked to a particular KPI, the GEO Group must meet the assessment standard of base level performance, with a sliding scale of payment up to that which is set under the contract for best practice performance.
223. The contract also requires that the performance of the GEO Group is assessed against 74 individual operating specifications. These outline the specific service requirements that CSNSW considers necessary for the efficient, effective and transparent management of Parklea.
224. Table 2 shows the major PLF assessments, which are payment-linked KPIs, under the current contract.

Percentage of 2.5% Contract Value	Key Performance Indicator
20%	Asset management plan – maintenance and replacement of major assets with a cost greater than \$5,000 is completed in accordance with the Asset Management Plan.
10%	Preventative maintenance is completed in accordance with the preventative maintenance schedule.
5%	Staff deployment plan is maintained as approved by the Commissioner.
5%	All criminogenic program interventions should target sentenced offenders who are medium to high risk of reoffending and where the specific domains within the risk assessment indicate medium to high needs.
5%	Services and programs must be reported in the appropriate data system (currently the CSNSW Offender Services & Programs reporting system).
4%	Percentage of target group inmates assessed as having AOD (Alcohol and Other Drugs) issues who have received or are receiving an AOD treatment intervention at the Correctional Centre.

Table 2: Sample of Major PLF KPIs under the contract.

225. Financial abatements and penalties may also be imposed on the GEO Group for particular adverse events that occur in the operational management of Parklea as shown in Table 3 below.
226. The OPRB ensures the ongoing assessment and reporting of Parklea operational performance and contractual compliance (including against the operating specifications and PLFs).
227. This work is underpinned by a comprehensive contract management framework that allows greater flexibility, such as the capacity to increase monitoring in response to emerging risks.

Outcomes	Key Performance Indicator
A serious incident not reported by the GEO Group to the Commissioner promptly after they occur or are brought to the attention of the GEO Group. For example, suicide, death, escapes from custody, riot, and hostage situations.	\$100,000 per instance not reported.
Death in custody for which a material adverse finding has been made against the GEO Group by the NSW Coroner.	\$100,000 per incident.
Intervention by the Commissioner to resolve an inmate disturbance which has escalated due to the GEO Group failing to take timely and appropriate action (which may include asking CSNSW for assistance) in accordance with the approved Operating Manual.	\$100,000 per incident.
Erroneous detention in custody (where an inmate is held in custody beyond the date from when they should have been legally released) due to a failure of the GEO Group's procedures. (For the avoidance of doubt, for the purposes of calculating the Fixed Element of the PLF, an erroneous detention in custody of one inmate comprises one incident).	\$10,000 for each day that an inmate is held in custody beyond the date when they should have been legally released. (capped at \$50,000).
Erroneous release from custody (where an inmate is released from custody prior to the date on which they were legally entitled to be released) due to a failure of the GEO Group's procedures. (For the avoidance of doubt, for the purposes of calculating the Fixed Element of the PLF an erroneous release from custody of one inmate comprises one incident).	\$10,000 per incident.

Table 3: Contractual penalties under the contract for Parklea.

228. This provides a structured system for the review, assessment and reporting of operational performance and contractual compliance of the GEO Group in operating Parklea. Its general principles are based on the United Kingdom Inspectorate of Prisons approach.
229. CSNSW uses risk assessment to determine the frequency and focus of its operational monitoring, but also uses random testing so that it does not become excessively reliant on the GEO Group's self reporting.

CSNSW monitors at privately operated prisons

230. One of the ways CSNSW monitors compliance and incidents at Parklea is to have CSNSW staff on site.
231. The responsibilities of CSNSW monitors at privately managed prisons are prescribed at Section 242 of the CAS Act.
232. The CSNSW monitors at Parklea and Junee are responsible for assessing and reviewing operational performance and contractual compliance. This includes all services and activities covered by the contract. The monitors operate on a roster that covers five days in seven (over an eight hour shift).
233. Under the CAS Act, the CSNSW monitors are required to report their findings in writing at least annually and to undertake any additional functions as required.

234. CSNSW monitors have unrestricted access to all correctional centre records, employees and inmates and may freely move about each area of the correctional centre at all times.
235. Each CSNSW monitor is appointed for a term of not more than two years to any particular correctional centre but is eligible for re-appointment.

Operational integrity testing activities

236. OPRB staff regularly conduct operational integrity testing activities at Parklea that cover key operational areas including (but not limited to):
- inmate reception and screening;
 - inmate accountability and movement control;
 - contraband prevention and detection;
 - staff deployment;
 - static, dynamic and electronic security systems;
 - serious incidents and incident reporting; and
 - accountability and control of security keys, armoury, weapons and security equipment.

Performance monitoring

237. Any non-compliance identified through review and assessments by CSNSW Monitoring staff against operating specifications, PLFs or operational integrity testing activities are reported to the GEO Group and its implementation of remediation action is monitored.
238. CSNSW holds regular monthly operational meetings with GEO Group's corporate staff. These meetings include Justice Health personnel pursuant to the GEO Group/CSNSW/Justice Health Tripartite Agreement.
239. Formal reports are submitted to the CSNSW Senior Executive biannually. In addition an annual report (aligned to the contract year) is submitted to the Commissioner and includes any recommendations for withholding any part of the PLF.
240. Under section 242(6) of the CAS Act, information gathered by the CSNSW monitors on the performance of Parklea is included in the NSW Department of Justice Annual Report.
241. CSNSW monitoring staff apply an evidence based model to assess and report on the GEO Group's contractual and operational performance.
242. This includes on-site observations and inspections; discussions with staff and management; review and analysis of data, documents and reports; interviews with inmates; and review of policy and procedures.
243. CSNSW assesses the performance of the GEO Group against its specific contractual requirements detailed in the 74 operating specifications. This assessment includes cross referencing Parklea operating procedures and local operating orders against relevant legislation and CSNSW policy and procedures.

244. Reviews of operational activities include:

- monitoring of closed circuit television (CCTV) footage;
- unannounced visits to assess performance of hospital escorts; and
- attendance at Parklea and Junee during overnight shifts.

Sanctions available to CSNSW under the Parklea contract

245. From a financial penalties perspective, the original contract as it was framed in 2009 provided a relatively limited range of financial abatements and penalties to respond to any service failure by the GEO Group as the operator.

246. In recognition of these contractual limitations, CSNSW has greatly enhanced its approach to contract management and introduced several positive changes to its contracting practices and documentation to improve accountability, performance and transparency. These enhancements are detailed further below.

247. Nevertheless, under the contract there are an extensive and escalating scale of measures that are available to CSNSW to respond to any instances of underperformance or failure in operational service delivery. These range from the issue of Performance Improvement Notices (PINs) right through to CSNSW stepping in and taking over its operational management (although the GEO Group's performance has never warranted such a drastic step).

248. CSNSW can also withhold performance-related payments to the GEO Group.

Improvements to CSNSW contracts for privately operated prisons

249. CSNSW is greatly strengthening its contract model for private operators of NSW prisons. This is to ensure more stringent performance measures and penalties for non-compliance. It is also to focus strongly on the delivery of security, safety and inmate rehabilitation outcomes rather than on the execution of process, which typified the contract model when Parklea's operations were originally outsourced in 2009.

250. These enhancements encourage international best practice and innovation and align with current NSW Government policies and procedures around contracting of public services.

251. The new contract model is intended to provide greater comparability between publicly and privately managed prisons and a more transparent picture of performance across the prison system in order to ensure community safety and reduce the rate of reoffending.

252. This new contract model is in place for the new Clarence Correctional Centre (a public-private partnership prison that is under construction and will begin operating in 2020), and John Morony (which is now operated by CSNSW under a Management Agreement following market testing of the prison).

253. The model will also apply to the future operations of Parklea after the existing contract expires on 1 April 2019. CSNSW is currently well advanced in a tender process to select the future operator of Parklea.

Stronger financial penalties

- 254. As noted previously in this submission, the existing Parklea contract has limited financial penalties that can be enforced in cases of serious contractual non-compliance.
- 255. The new contract for the operation of Parklea provides for much higher financial penalties if the operator has incidents such as escapes from custody, unnatural deaths, erroneous detention or releases (when an inmate is not released according to the timing specified by a court order) or major disruptions to correctional operations.
- 256. The financial abatements in the contract offer a much stronger performance incentive to an operator, and can be applied month by month (rather than annual PLF under the current Parklea contract).
- 257. Further, the new contract contains mechanisms to escalate repeated service failures regardless of whether or not the failure was material.

Focus on outcomes

- 258. The contract contains a number of enhancements to the measurement and management of performance through the use of new service delivery outcome-based service specifications.
- 259. The outcome specifications that apply to prison management will provide an improved system of accountability and transparency for the provision of prison services in NSW. They are intended to focus the operator on the delivery of strong outcomes and an innovative approach to service delivery.
- 260. The performance of Parklea's future operator will be measured on four key outcome areas: safety and security, rehabilitation and reintegration, decency and respect, and professionalism and accountability.
- 261. For each outcome area, there are KPIs that set the standards the provider must meet.
- 262. These KPIs and outcome areas are also being applied to publicly operated prisons under benchmarking (see Part 3: Benchmarking of NSW Prisons). Parklea's performance under these criteria will then be able to be measured against the performance of individual publicly operated prisons, providing greater transparency and accountability on performance outcomes across the prison system.
- 263. The new Parklea contract also retains a number of positive features of the current contract, including joint governance structures between CSNSW and the future operator.

June Correctional Centre contract changes

- 264. CSNSW is currently in negotiations with the GEO Group to extend June's operating contract by another five years when the current term expires on 1 April 2019. This will be the final extension of the contract before the operation is put to tender.

265. CSNSW is revising the existing Junee contract for this extension, so that as of 1 April 2019 it will include the new KPIs, charge events and outcome specification applied to other contract managed prisons.



Segregation cells, Parklea Correctional Centre.

TERMS OF REFERENCE E: any possible contraventions of the contract between the NSW Government and the GEO Group

CSNSW action on breaches of the contract

- 266. As noted in the Executive Summary of this report, prisons often experience challenges and incidents. These occur within publicly run centres as well as privately operated ones.
- 267. CSNSW has taken proactive action to hold the GEO Group accountable for breaches of its contract. This has been through a mix of PINs and financial penalties (along with further action in 2017 regarding a review of the prison and a CSNSW intervention).
- 268. PINs require the GEO Group to develop a Remedial Action Plan and provide timeframes in which it will be implemented.
- 269. The Remedial Action Plan must be endorsed by CSNSW and its effectiveness validated once implemented and assessed as being completed.
- 270. If a CSNSW monitor identifies that a response has not been effective, performance issues are escalated.
- 271. A PIN is usually applied after issues have been raised in an operational context and have not been resolved. PINs can also be issued if further performance issues occur once an issue is believed to have been resolved through earlier remediation by the GEO Group.
- 272. PINs outline the components of an issue that CSNSW requires to be addressed, as a minimum, for CSNSW to be satisfied that service provision is adequate.
- 273. PINs also provide a timeframe in which rectification must occur and alert the GEO Group that issues may be escalated if left unaddressed.
- 274. If actions prescribed by a PIN are not completed within the requested timeframe a deduction from service fees may be applied or a Default Notice may be issued.
- 275. However, a PIN is not a prerequisite for a Default Notice and neither a financial deduction nor a Default Notice can arise from a PIN if all actions requested by CSNSW have been completed within the required timeframes.
- 276. CSNSW has issued 13 (PINs) to the GEO Group during the eight and a half years of the contract. In addition, CSNSW has issued the GEO Group with one Default Notice for non-compliance with the contract.

Escalating action directed by the CSNSW Commissioner – 2017

- 277. Prior to the media reporting the posting of the 'YouTube contraband video' at Parklea in July 2017, the Commissioner ordered that CSNSW conduct a 'deep dive' into its operations as a result of proactive monitoring of the performance of the centre.
- 278. This was because during the 2016-17 contract year, CSNSW monitoring staff identified a number of trends in relation to the operational performance at Parklea for contraband prevention and detection, staff deployment, and security processes that required further detailed examination.

279. Specifically, CSNSW' OPRB had identified a number of key performance issues including:
- a lack of capacity to conduct screening and Risk Intervention Team activities over weekend periods;
 - lapses of thorough identification and screening processes during peak time in the gatehouse;
 - intermittent use of biometric screening to confirm the identity of persons entering the prison;
 - some poor work practices in the gatehouse in relation to staff searching processes;
 - at times, ineffective searching of inmates;
 - routine removal and reinstatement of waste bins at the prison lack security controls;
 - a lack of supervision of inmate workers in the kitchen;
 - significant contraband entering the prison, including gaol made weapons and mobile phones;
 - unavailability of security equipment including handcuffs and search kits;
 - perimeter and staff duress alarms not resulting in audible alarms and response times by control room issues;
 - improvement required in post-incident management;
 - inmate breaches of discipline not resulting in inmates being charged;
 - K9 (sniffer dog) handlers being redeployed to the detriment of proactive security measures;
 - inexperienced staff being deployed to key security posts and an increase in attrition rates; and
 - some staff raised concerns that the GEO Group would not be happy if they spoke to monitoring staff.
280. The Commissioner determined that the completion of a comprehensive evidence-based review was necessary in order to ensure that the integrity, safety and security of operational management at Parklea was appropriately maintained at all times.
281. In March to April 2017, CSNSW conducted the Parklea Correctional Centre Well-Being Review (the Review).
282. The scope of the Review was deliberately broader than the specific contractual requirements detailed in the contract and included the 'deep dive' into aspects of correctional centre management, including:
- contraband prevention and detection;
 - security processes;
 - staff supervision, oversight, and retention;
 - staff deployment strategies;
 - interactions between staff and inmates;
 - inmate discipline and management; and
 - gatehouse operations.

283. The operational and functional areas that were assessed during the Review are aligned with the United Kingdom HM Inspectorate of Prisons Expectations as well as operational requirements detailed in the Contract. The United Kingdom HM Inspectorate of Prisons Expectations is based on the United Nations World Health Organisation (WHO) Healthy Prisons Expectations, which rest upon four key tests: safety, respect, and inmate purposeful activity and resettlement.
284. The WHO Healthy Prisons Expectations are broadly accepted as a standard for good practice in custodial environments and can be used as a 'litmus test' to help assess correctional centre performance and service delivery.
285. To ensure a balanced view, the Review engaged subject matter experts from across CSNSW including from the OPRB, Custodial Corrections, Security & Intelligence and Offender Management and Programs.
286. The scope of the Review included broad consideration of safety at Parklea for staff and inmates, as well as general inmate well-being.
287. The methodology adopted for the Review included data analysis, examination of key documents, on-site observation of work practices and interviews with key stakeholders (including Parklea staff and inmates) covering the period from 2014 to 2017.
288. Additional information regarding inmates' experiences was gathered through a survey of inmates from across Parklea. Approximately 100 inmates were randomly selected to undertake the survey anonymously. Thirty inmates agreed to undertake the survey.
289. The Review included the analysis of Parklea records and staff rosters, inmate interviews and the critical observation of the work practices of the GEO Group's staff.
290. While the Review did not find any evidence that Parklea was an inherently unsafe workplace, there were several operational practices that were identified as contributing to an increase in the overall risk to the good order and security of the centre. These included:
- approaches to staff supervision and oversight;
 - redeployment of staff posts; and
 - deployment of less experienced staff in critical security functions and posts.
291. No significant cases of contractual non-compliance were identified during the Review.
292. The key findings of the Review were:
- Parklea was assessed as inherently safe; and
 - some work practices were identified that contribute to an increased level of risk to the good order and security of Parklea.
293. The Review found the following issues to be of concern:
- Parklea experienced ongoing staff vacancies and low retention rates which compounded difficulties with staff deployment;
 - there was a high number of less experienced staff who had limited supervision and were being deployed to key security posts including the gatehouse;

- Parklea was found to strip key posts as a contingency for temporary staff vacancies including the K9 and intelligence posts which may have contributed to the capacity to detect and prevent contraband;
 - opportunities for the introduction of contraband including some staff entering and exiting the prison without being properly searched; and
 - poor security practices employed in inmate work areas including waste management (bins).
294. The Review also identified risks associated with key control systems, noting a number of manual processes for key accountability.
295. In response to the Review, the GEO Group engaged with the OPRB to discuss the key findings and consideration of appropriate remedial actions.
296. Prior to the completion of the Review, CSNSW initiated the development of new protocols with Justice Health and the GEO Group to mitigate risks associated with Parklea receiving new reception inmates – especially over weekends. The protocols were approved on 14 March 2017 by senior executives in CSNSW, Justice Health and the GEO Group.

Commissioner orders CSNSW intervention

297. Notwithstanding that the GEO Group was already working with CSNSW to develop a response to the Review's findings, on 10 July 2017 the Commissioner directed a CSNSW intervention (the intervention) at Parklea.
298. The decision for this intervention was made in response to a number of incidents at Parklea, including the YouTube contraband video in July 2017 (to which CSNSW had become alerted prior to media reports surfacing).
299. The video posted to YouTube was recorded in August 2016 by a man who had previously been an inmate at Parklea.
300. Following the discovery of the video on YouTube, CSNSW successfully pursued his prosecution over this incident. He was convicted of three counts of possessing an offensive weapon/instrument in a place of detention and one count of using a mobile phone/SIM card in a place of detention.
301. The offender pleaded guilty and was sentenced in the Downing Centre Local Court on 25 January 2018 to a total of six months' imprisonment.
302. The Commissioner directed that the GEO Group continue in its role as operator of Parklea and exercise day-to-day management control during the intervention.
303. The Commissioner also instructed that a CSNSW Intervention Team accompany GEO Group staff at Parklea in the exercise of their functions and at the same time, conduct an operational review. The Intervention Team was led by an experienced CSNSW Governor and included CSNSW operational experts.
304. The Commissioner determined the associated costs for the intervention were to be met by the GEO Group.

305. The Intervention Team was given the Commissioner's authority to act if deemed necessary to ensure the centre operated in accordance with requisite regulations and operating procedures.
306. The Terms of Reference for the intervention were comprehensive and included:
- a review of operational routines and practices in all areas of the centre to establish their adequacy and general staff compliance;
 - assess the confidence and competence of staff to perform their roles professionally;
 - identify any requirement to amend or modify prisoner management arrangements and regimes to ensure safety and security;
 - establish if prisoners felt safe;
 - identify any gaps in prisoner management practices;
 - assess the adequacy of program and welfare services to inmates; and
 - identify any other issue which may require improvement to ensure the sustained safe and secure operation of the prison and the optimal provision of offender services.
307. The Managing Director of the GEO Group provided advice to the Commissioner that Parklea management and staff would fully cooperate with the Intervention Team and offer whatever assistance was necessary for the team to fulfil its brief.
308. Additionally, protocols for the Intervention Team were developed and discussed with the GEO Group. Daily briefings were held between Parklea management and the Intervention Team ensuring that the review was clearly communicated and allowed for the effective operation of Parklea.
309. The Intervention Team was onsite at Parklea for five weeks. It produced a detailed report with findings that built on those made in the Review conducted in March to April 2017 and previous CSNSW monitoring and reporting activities.
310. Importantly, 28 of the 34 recommendations made by the Intervention Team reinforced the findings of the Review. Where findings differed, it is noted that the Intervention Team identified issues beyond the scope of the Review and reflected a snap-shot of the critical operations of Parklea including gatehouse operations, contraband detection and prevention and risks of screening new reception inmates.
311. The Intervention Team identified that contraband was a significant issue at Parklea and noted a number of risk areas for contraband introduction and movement throughout the centre.
312. On 29 September 2017, following the development of the Intervention Team's report, the GEO Group developed a comprehensive plan to ensure it could implement all 34 recommendations in a timely manner. This plan is called the GEO Group Remedial Action Plan.

313. The GEO Group Remedial Action Plan was considered and endorsed by CSNSW following a detailed review and assessment.
314. The GEO Group Remedial Action Plan identified a number of changes to work practices as well as strategies and new technologies to enhance the detection and prevention of contraband.
315. As part of the GEO Group Remedial Action Plan, the GEO Group committed to deploying additional staff in high risk operational areas including the Clinic, gatehouse and Area 5 accommodation, due to:
- an increase in the Parklea risk profile;
 - changes over time to the inmate cohort;
 - the impact of increased new receptions and increased inmate movements; and
 - demands on resources (via the need for security escorts) following the ongoing construction of an additional 650 inmate beds at Parklea.
316. Further, CSNSW agreed to fund six additional staff posts until the completion of the construction work at the centre.
317. CSNSW also agreed to fund one position, an inmate risk intervention position, on an ongoing basis as a result of changes to CSNSW policy regarding inmates at risk of self-harm or suicide.
318. CSNSW has monitored the implementation of the actions that the GEO Group has undertaken to mitigate the risks identified through both the Review and the Intervention.
319. While most of the actions from the Remedial Action Plan have been implemented, those that are in progress include the finalisation of a Staff Retention Strategy.
320. However, importantly the GEO Group has engaged Gallup to conduct a staff survey across all GEO Group sites in Australia, including Parklea in November 2017.
321. This survey is part of a broader GEO Group Human Resources Plan for 2018.
322. The GEO Group's Human Resources Plan includes not just a recruitment and retention plan but also a number of personnel-focused areas such as workplace safety and governance and compliance.
323. As well as the GEO Group addressing recruitment and retention issues, Parklea has also reviewed staff deployment to ensure that an even spread of experienced staff are located in key operational areas.
324. A number of Parklea operating procedures have been reviewed and amended to capture the key findings of both the Review and Intervention reports specifically related to security functions and activities.
325. Between January and March 2018, the GEO Group began training 65 new recruits.

326. A specific Security Support Team has also been established to provide specialist security and emergency response skills.
327. The GEO Group has also recently deployed an experienced correctional officer from its Queensland site for the express purpose of ensuring the implementation of all remediation actions at Parklea.
328. Experienced managers from other GEO Group operated prisons have also been transferred to Parklea to embed improved correctional practices, deliver structured training and mentor and guide staff, supervisors and managers. To support and sustain consistency among supervisors and managers, changes have also been made to policies and guiding manuals.
329. The GEO Group has also engaged a subject matter expert in correctional practice to independently inspect and report on operations at Parklea.
330. The GEO Group has also committed to further training of staff in critical security functions and training for specialised roles including the K9 and intelligence roles.
331. In response to the issues identified regarding contraband, the GEO Group introduced and funded new technologies.
332. These technologies support the GEO Group in limiting the introduction and movement of contraband and include:
- Body Orifice Security Scanner chairs (BOSS chairs),
 - handheld non-linear junction detection units; and
 - mobile telephone proximity sensor technology.
333. In relation to recommendations regarding changes to infrastructure, such as the relocation of waste management facilities, the GEO Group has introduced interim controls to mitigate risk while infrastructure issues are discussed.
334. CSNSW monitoring frequency and focus reflects the key findings of the Review report and the Intervention report and the commitment by the GEO Group to undertake and sustain remedial actions. Remedial actions that remain in progress are scheduled for review and verification and are discussed at monthly operational meetings with the OPRB staff.

TERMS OF REFERENCE C: Security of the facility, including access to gaol keys

- 335. The CSNSW Governance and Continuous Improvement division (G&CI) has completed a detailed analysis of the performance of Parklea with comparable publicly operated prisons in relation to important security and safety indicators.
- 336. For the purposes of this Inquiry, CSNSW has used data from Parklea's maximum-security areas as these house the vast majority of inmates, as well as the most difficult inmate cohort. Minimum-security inmates are largely unproblematic, do not pose anywhere near the same risks, and including them would present a skewed picture for the Committee.
- 337. The two CSNSW-operated prisons selected for comparison purposes are the Metropolitan Remand and Reception Centre (MRRC) and Wellington Correctional Centre (Wellington).
- 338. The MRRC and Wellington were selected as comparators to Parklea, as their inmate cohorts share the same characteristics and they have similar operational roles and functions as described further in this section.
- 339. Again, CSNSW collated data only for the maximum-security sections of Wellington (the MRRC is entirely maximum-security).
- 340. This allows for meaningful comparison of how Parklea has performed in ensuring security and safety outcomes relative to similar CSNSW-operated prisons, whereas comparing to other centres without these similar characteristics would be like comparing 'apples with oranges'.
- 341. This submission also makes comparisons between the performances of all privately and publicly operated NSW prisons.

Metropolitan Remand and Reception Centre

- 342. The MRRC is a 1,100-bed maximum-security facility for male inmates. It is one of three correctional facilities on the Silverwater Correctional Complex.
- 343. The MRRC is a purpose-built reception centre and primarily receives inmates directly from court on remand or inmates who are transferred from other correctional facilities throughout NSW who need to attend court in the Sydney metropolitan area.
- 344. Parklea became a full remand and reception centre in 2013. Parklea and the MRRC are now the two largest remand and reception facilities in NSW and receive approximately two-thirds of all inmate receptions from police and the courts.
- 345. As Figure 6 shows, the MRRC and Parklea combined received more than 10,000 fresh reception inmates in 2016-17.

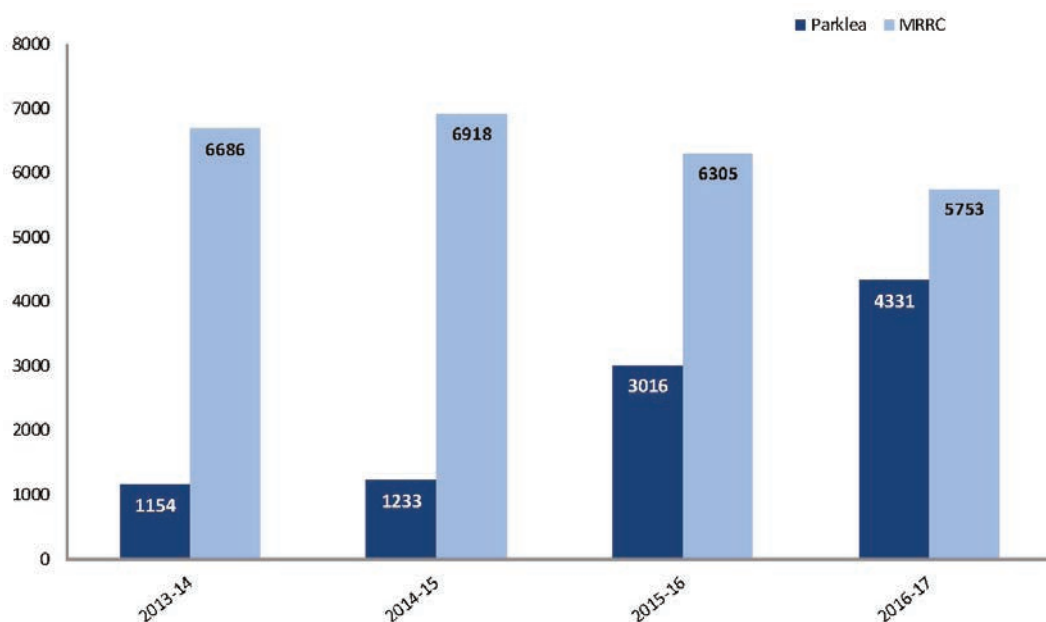


Figure 6: Number of reception inmates received from NSW Police and courts by Parklea and the MRRC.

Wellington Correctional Centre

- 346. While the remand and reception inmate population at Parklea is comparable to the MRRC, Parklea also manages a large maximum-security sentenced inmate population.
- 347. In this respect, Parklea has a similar inmate profile to Wellington, a 750 bed multi-security facility in regional NSW.
- 348. As Figure 7 shows, Wellington and Parklea manage a comparable maximum-security sentenced inmate population.

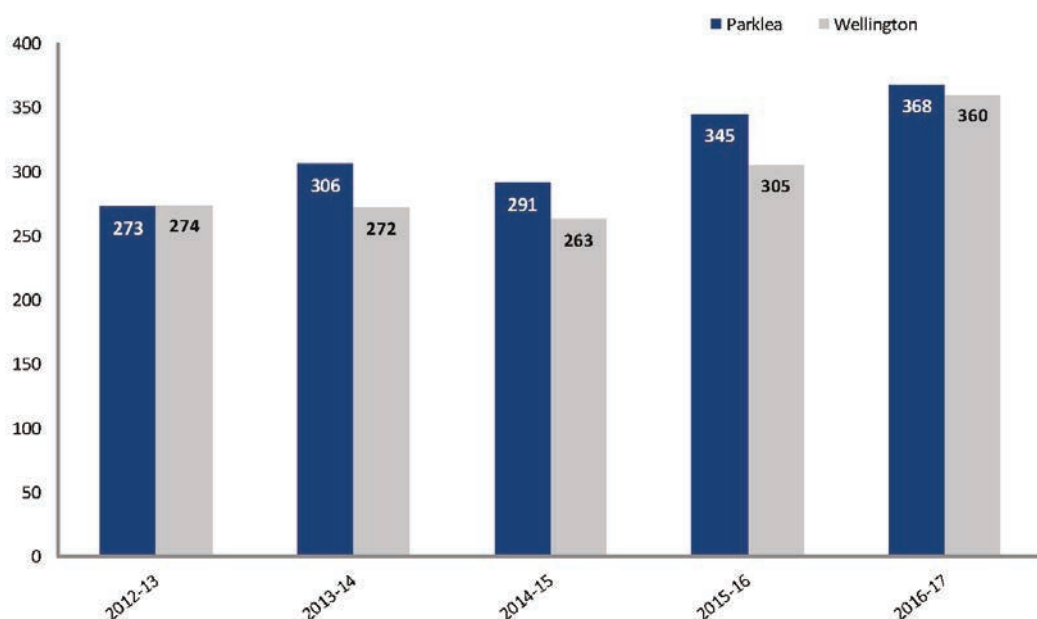


Figure 7: Number of maximum-security sentenced inmates managed at Parklea and Wellington.

349. Parklea and Wellington also receive a large proportion of longer-term inmates who are transferred from other prisons.
350. As Figure 8 shows, almost half of all inmates transferred from other prisons to Parklea and Wellington spend more than one month at these prisons.

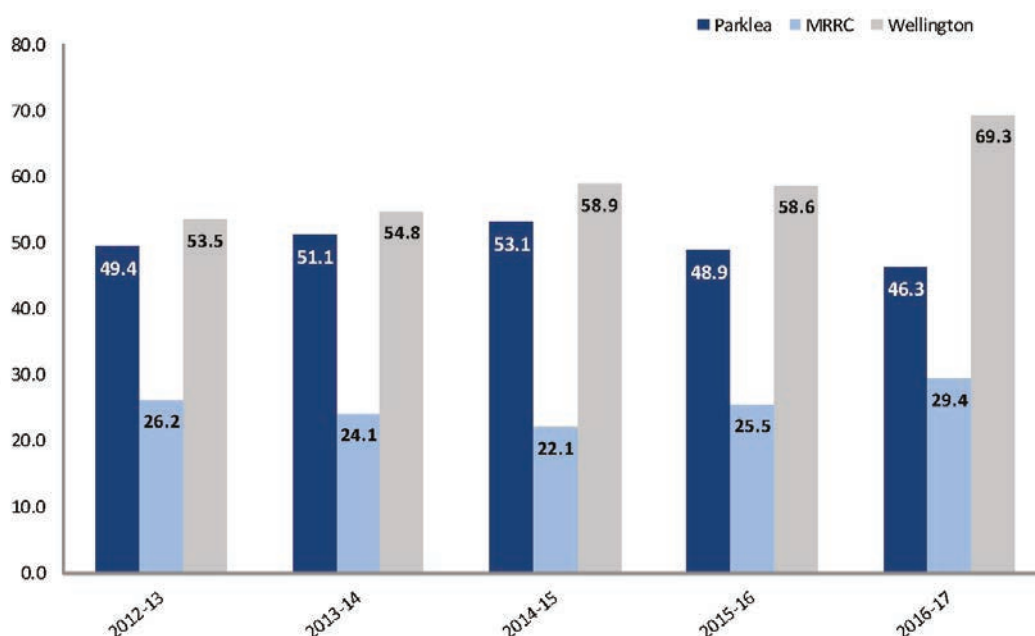


Figure 8: Percentage of transferred inmates who remain at Parklea, MRRC and Wellington for longer than one month.

351. In contrast, less than a quarter of inmate transfers to the MRRC stay for longer than one month – where most inmates are transferred to the MRRC for short-stays to attend court.

Other similarities in the inmate cohort at Parklea, the MRRC and Wellington

Inmates with a history of prior imprisonment

352. As mentioned previously, the prevalence and risk of safety and security incidents occurring in custody is strongly influenced by the cohort and characteristics of the inmates at prison. This included them having previous episodes of incarceration.
353. Figure 9 shows the percentage of inmates at Parklea, MRRC and Wellington with a history of prior imprisonment.
354. Since 2009-10, on average two-thirds (65.2 per cent) of Parklea inmates had a prior episode of imprisonment. Over the past five years, those inmates with prior imprisonment has generally increased at Parklea, and in 2016-17, they represented 68.3 per cent of Parklea's inmate population.
355. Parklea has held a slightly higher proportion of inmates with a prior imprisonment history than the MRRC, but less than Wellington where in 2016-17, three quarters (76.1 per cent) of inmates had had previous episodes of incarceration.

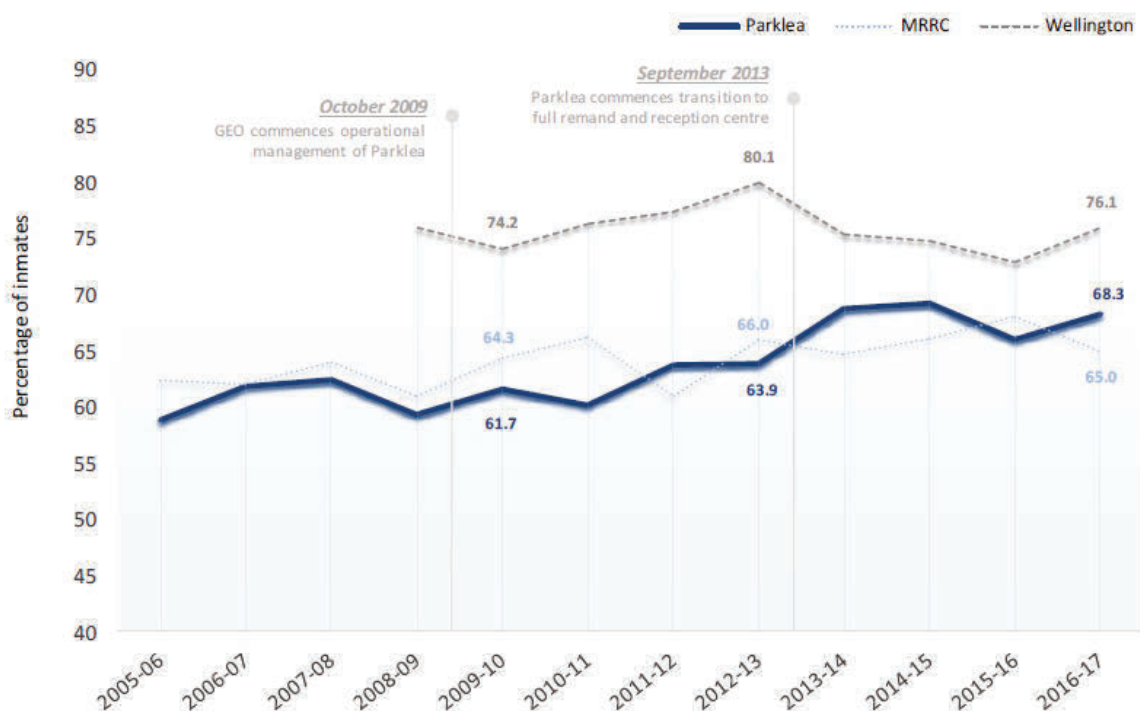


Figure 9: Percentage of Parklea, MRRC and Wellington inmates with a history of prior imprisonment.

High-risk inmates

356. The prevalence and risk of safety and security incidents occurring in custody is also strongly influenced by the number of high-risk inmates at a prison.
357. Inmates of a higher risk are those who are affiliated with an Outlaw Motorcycle Gang (OMCG), Organised Criminal Network (OCN) or Security Threat Group (STG).
358. CSNSW defines an OMCG as a:

"group of persons who identify themselves through gang names, patches and tattoos, abide by a written constitution and bylaws, and have an elected hierarchy and membership structure".
359. An OCN is a structured group of three or more people existing for a period of time and acting in concert with the aim of committing one or more serious crimes or offences in order to obtain, directly or indirectly, a financial or other material benefit.
360. A STG is defined as a group of inmates who, acting together, engage in illegal activities and/or pose a threat to the security and safety of staff, prisons and other inmates.
361. Figure 10 shows the percentage of Parklea, MRRC and Wellington inmates who are affiliates of this group.
362. For Parklea, the percentage of inmates affiliated with an OMCG, OCN or STG increased from 2.8 per cent in 2009-10 to 10.1 per cent in 2015-16. This represents an increase of 266 per cent.
363. This shows a shift in the inmate composition at Parklea and a change in the risk profile of inmates at the prison since 2009-10.



Figure 10: Percentage of Parklea, MRRC and Wellington inmates affiliated with an OMCG or OCN, or STG.

364. Over the same period the percentage of inmates affiliated with an OMCG, OCN or STG at the MRRC increased from 4.6 per cent in 2009-10 to a peak of 8.9 per cent in 2014-15, which is an increase of 92 per cent.
365. Like Parklea, at Wellington the percentage of inmates affiliated with an OMCG, OCN or STG increased significantly by 271 per cent between 2009-10 (2.5 per cent) and 2015-16 (9.3 per cent).
366. The GEO Group has advised that due to the structural configuration of Parklea, inmates affiliated with an OMCG, OCN or STG can only be housed in Area 5. The additional 500 maximum-security beds being constructed at Parklea under the Prison Bed Capacity Program may provide alternative housing arrangements for these inmate cohorts.
367. The MRRC has greater flexibility in its placement of OMCG or OCN inmates as it has more accommodation areas available to house these specific inmates.

Inmates transferred to another prison following misconduct

368. The prevalence and risk of safety and security incidents occurring in custody is also influenced by inmate tendencies towards violent behaviour and drug use in custody. A reflection of this type of cohort are inmates who have been regressed in security classification due to incidents of misconduct and transferred to another prison as a result.
369. Figure 11 shows the percentage of inmates who have been regressed in their security classification from a previous prison due to violent or drug-related misconduct and transferred to Parklea, the MRRC or Wellington and stayed more than one month at any of these prisons.

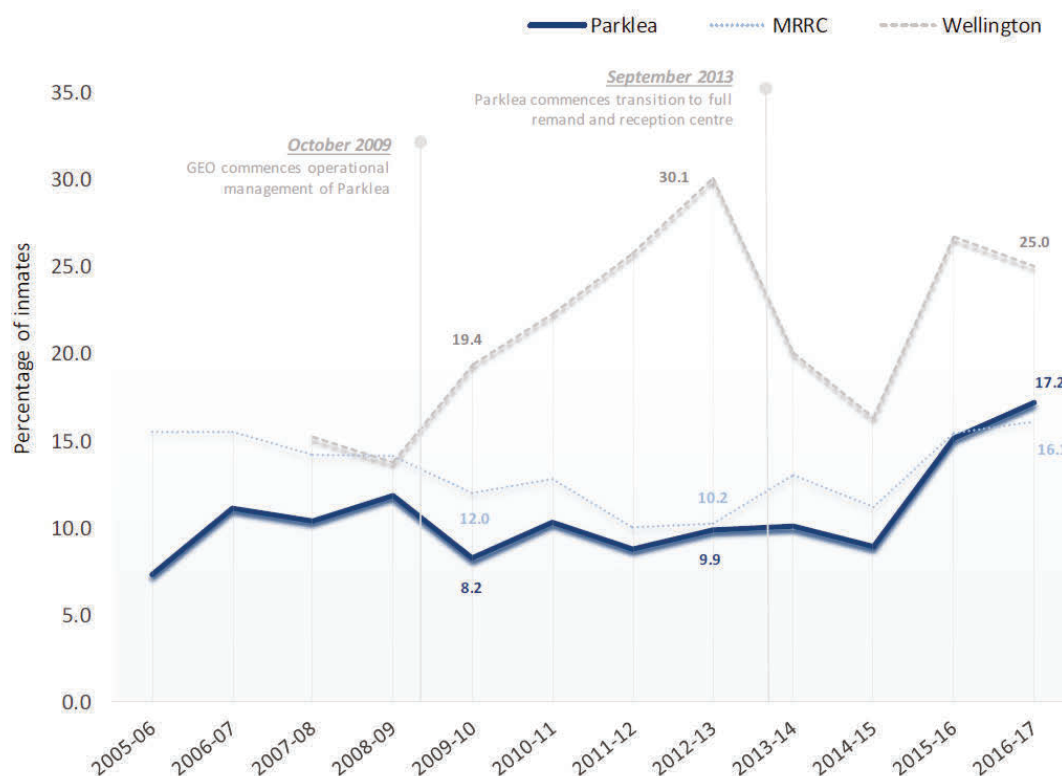


Figure 11: Percentage of inmates transferred to Parklea, the MRRC and Wellington following misconduct at another prison.

370. The percentage of inmates who have been transferred to Parklea, following violent or drug-related misconduct or a regression in security classification has increased since 2014-15 from 8.9 per cent to 17.2 per cent in 2016-17.
371. This represents a significant increase of 93 per cent.
372. In 2016-17, 25 per cent of inmates at Wellington had been transferred there following violent or drug-related misconduct or a regression in security classification.
373. Since 2009-10, similar historical trends in inmate transfers due to security classification regressions are also shown for the MRRC.
374. However, the MRRC's rate from 2009-10 to 2016-17 increased by 34 per cent, compared to a 109 per cent increase at Parklea over the same period.

Vulnerable inmates

375. The prevalence of security and safety incidents occurring in custody is also strongly influenced by the proportion of vulnerable inmates at a prison.
376. Within the prison environment there is close interaction between diverse inmate populations with a range of demographic and social characteristics, some of which may signal that an individual is more vulnerable and potentially at greater risk of stand-over or threats by other inmates.
377. Section 11(1) of the CAS Act, authorises the Commissioner to direct that an inmate be held in protective custody if he is of the opinion that the association of the inmate with other inmates constitutes, or is likely to constitute, a threat to the personal safety of the inmate.

378. CSNSW manages more vulnerable inmates through specialised placements, including PRNA, SMAP, PRLA, segregation and in the mainstream.
379. As Figure 12 shows, in 2016-17 almost half of all inmates at Parklea were held in protective custody. The proportion of inmates held in protective custody at Parklea has increased over the past nine years, from 37.8 per cent in 2009-10 to 49.6 per cent in 2016-17.

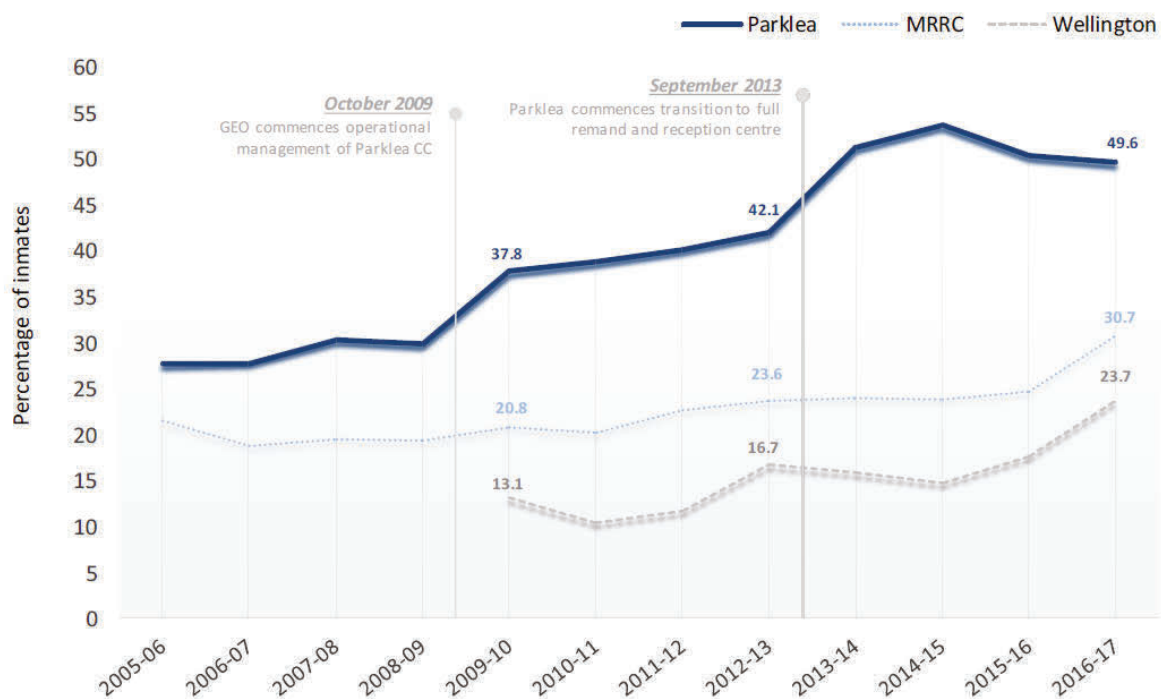


Figure 12: Percentage of inmates managed under protective custody.

Security and safety outcomes at Parklea

380. The vast majority of inmates at Parklea are held in maximum security (with only a small proportion of inmates held in minimum security). As minimum-security inmates also have the lowest security risk profile, minimum security inmates have been excluded from Parklea's operational statistics presented in this submission.
381. For the purpose of this submission and to ensure that comparable operational statistics and robust statistical analyses are presented for Parklea and publicly-operated prisons:
- "Parklea" refers to inmates held in secure custody (maximum security only).
 - "All public secure custody" refers to inmates held in publicly operated prisons classified as secure custody (medium and maximum security).
382. The differences with security classification equates to Parklea managing a greater proportion of inmates that pose considerable operational challenges relating to safety and security compared to minimum security inmates (who have progressed to the lowest security risk classification).

383. For these reasons, there are 14 minimum-security prisons that have been excluded from this analysis.
384. Figure 13 below shows the percentage of inmates in privately and publicly operated prisons that are classified as medium or maximum-security.

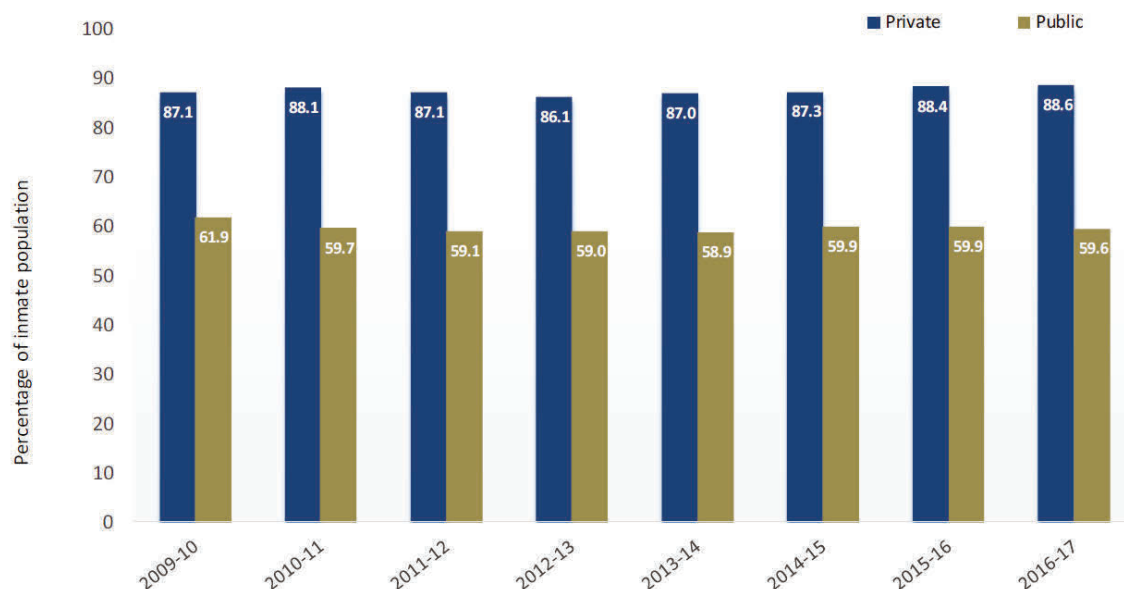


Figure 13: Percentage of inmates in privately and publicly operated prisons that are classified as medium or maximum security.

How Parklea compares

385. On a range of key security and safety indicators, Parklea is performing comparably and in some cases better than comparable publicly run prisons – specifically the MRRC and Wellington.
386. Contraband, however, will be addressed separately in the Contraband section further in this report.
387. It should be noted that prisons across NSW are staffed with some of the most committed and talented law enforcement professionals in the world. They work in an environment that is challenging and which at times may require them to deal decisively but fairly with inmates who are dangerous or violent.
388. Correctional staff are routinely called upon to respond professionally to security and operational incidents, whilst ensuring that inmates are treated humanely and in accordance with legislative and CSNSW policy requirements.
389. CSNSW strives to ensure that all prisons within NSW (both privately and publicly operated) are safe and secure for staff, visitors, inmates and the community. This is a substantial task considering the characteristics of imprisoned populations. Inmates are often maladjusted individuals with histories of violence and other antisocial tendencies who are being incarcerated against their will.²

² Homel, R. and Thomson, C. (2005). Causes and Prevention of Violence in Prisons. In S. O'Toole and S. Eyland (Eds.) *Corrections Criminology* (pp. 101-108.) Sydney: Hawkins Press

390. Prisons see individuals of diverse social and other backgrounds being required to very closely interact on a continual basis which at times can lead to conflict and violence.
391. Security and safety at Parklea and other NSW prisons can be reasonably measured by several KPIs that are consistently measured across national and international jurisdictions. These measure the rate of certain safety and security incidents that can occur within a prison. These are:
- assaults on staff;
 - assaults on inmates;
 - unnatural deaths in custody;
 - inmate self-harm;
 - escapes from custody; and
 - spontaneous use of force on inmates.
392. The prevalence and risk of these safety and security related incidents occurring in custody is strongly influenced by the cohort and characteristics of the inmates at a correctional centre including their:
- security level – as inmates within maximum security custody display much higher levels of violence compared to those in minimum security;
 - length of incarceration – as reception inmates often present with very complex issues and may be agitated, anxious and withdrawing from drugs;
 - gang affiliations;
 - violent behaviour in custody, including where they have been regressed in security classification and transferred to another prison; and
 - previous episodes of incarceration.³

Dealing with violent incidents in prisons

393. Violence in any NSW prison poses a significant operational risk and can negatively impact on community safety.
394. Prisons house many inmates that have been deemed too dangerous to live in the community as a result of the violent criminal acts they committed. Therefore, the risk of violence is ever present in a prison given the aggregation of some inmates with antisocial tendencies being confined in close proximity and with limited freedom.⁴
395. Violence in prison can result in injury to staff and inmates, and may negatively impact on the delivery of services and programs that are designed to reduce an inmate's risk of reoffending.

³ Cunningham, M.D. and Sorensen, J.R. (2006). Nothing to lose: A comparative examination of prison misconduct rates among life-without-parole and other long-term high-security inmates. *Criminal Justice and Behavior*, 33(6), pp. 683-705

⁴ Schenk, A.M. and Fremouw, W.J. (2012). Individual characteristics related to prison violence: A critical review of the literature. *Aggression and Violent Behavior*, 17, pp. 430–442

396. Violence within the NSW correctional system is not acceptable in any form.
397. CSNSW requires that any violent behaviour is immediately challenged by correctional staff as it occurs. Correctional staff also ensure that they decisively apply the appropriate sanctions against inmate perpetrators of violence in a fair and consistent manner, and that any necessary referrals to other law enforcement entities such as the NSW Police Force occurs swiftly.
398. CSNSW has policies and various processes in place to ensure that the victims of violence within a prison are supported. In addition, it carefully monitors and manages the safety and security of all prisons across NSW.
399. CSNSW requires that all assault incidents in all prisons (publicly and privately operated) are reported and recorded on its Offender Integrated Management System (OIMS).

Assaults on Staff

400. The majority of assaults in custody occur during times when inmates are out of cells, which makes it difficult to compare the performance across prisons that vary in the number of hours inmates are out of cell. Therefore, performance is represented as a rate per 100 inmates per hour out of cell as this provides a meaningful way to compare assaults across prisons which have differing population sizes and different hours out of cell.
401. The trends in the performance of Parklea, comparable prisons (the MRRC and Wellington) and all public secure custody over the past nine years is shown in Table 4.
402. In 2016-17 Parklea recorded a significantly lower rate of assaults on staff than comparable public prisons and a much lower rate than all public secure custody prisons.
403. Since 2010-11 Parklea has consistently recorded a lower rate of inmate on staff assaults than comparable public prisons and a lower rate compared to all public secure custody prisons (with the exception of 2012-13 only).
404. Overall staff at Parklea are statistically less likely to be assaulted than staff working in public secure custody prisons, or comparable publicly operated prisons.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	0.04	0.20	0.13
2009-10	0.13	0.14	0.12
2010-11	0.04	0.04	0.08
2011-12	0.10	0.25	0.16
2012-13	0.17	0.14	0.13
2013-14	0.06	0.18	0.14
2014-15	0.09	0.14	0.11
2015-16	0.37	0.42	0.46
2016-17	0.19	0.41	0.36

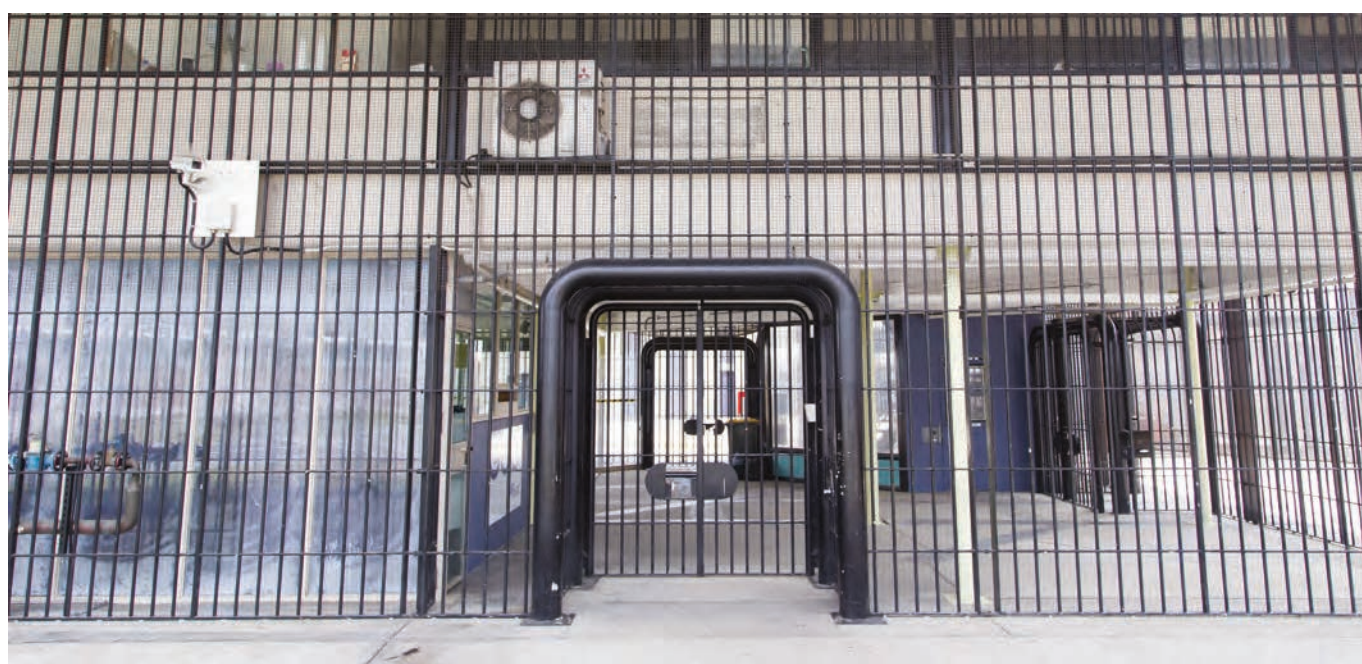
Table 4: Rate of inmate on staff assault per 100 inmate hours out of cell.

Inmate on inmate assault

405. The rate of inmate on inmate assault is measured by the number of inmate victims per 100 inmates per hour out of cell.
406. The trends in the comparative performance of Parklea, comparable publicly operated prisons and all public secure custody prisons over the past nine years is shown in Table 5.
407. In 2016-17 Parklea recorded a rate of assaults on inmates about the same as comparable public prisons and a slightly higher rate than all public secure custody prisons.
408. In the past two years, Parklea, comparable public prisons and all public secure custody prisons have all experienced increases in rates of assault on inmates.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	2.2	2.7	1.9
2009-10	2.5	2.8	2.3
2010-11	2.5	3.2	2.3
2011-12	2.6	3.1	2.2
2012-13	3.1	3.2	2.8
2013-14	3.0	3.3	2.3
2014-15	3.7	3.5	2.6
2015-16	6.7	5.6	4.2
2016-17	6.8	6.3	5.0

Table 5: Rate of inmate on inmate assault per 100 inmate hours out of cell.



Central movement control, Parklea Correctional Centre.

Escape from secure custody

409. Escapes from prisons are very infrequent. NSW as a whole has had an excellent record over recent years in preventing escapes from secure custody facilities. This is evidenced by the significant reduction in escapes and lower escape rates than the Australian national average.
410. In 2016-17, NSW experienced a record low escape rate of 0.26 per 100 inmates from open custody. The national average was 0.38. The secure custody escape rate for NSW of 0.04 per 100 inmates aligns with the national average of 0.03.
411. This sustained community safety outcome is the consequence of a concerted strategy incorporating dynamic and static security measures. Physical security in prisons is maintained through the provision of a secure perimeter, robust cell construction and the use of technology.
412. The most important dynamic security element is the inmate classification and placement process. Rigorous and objective assessment of the security risk posed by an inmate is used as the basis for ensuring that inmates are appropriately placed in a prison that matches the level of security required. The classification process is controlled centrally by an independent CSNSW unit and decision making is not the responsibility of private prison operators.
413. Intelligence gathering, diligence in adhering to security protocols and effective inmate case management also contribute to effective dynamic security.
414. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody prisons over the past nine years is shown in Table 6.
415. Since 2011-12, Parklea has recorded no escapes from secure custody. Comparable publicly operated prisons recorded only one escape during this same period (in 2013-14).
416. The rate of escape from all public secure custody prisons has been higher than Parklea since 2011-12.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	0.00	0.00	0.07
2009-10	0.00	0.00	0.02
2010-11	0.14	0.00	0.00
2011-12	0.00	0.00	0.08
2012-13	0.00	0.00	0.02
2013-14	0.00	0.08	0.08
2014-15	0.00	0.00	0.04
2015-16	0.00	0.00	0.06
2016-17	0.00	0.00	0.02

Table 6: Rate of escapes from secure custody per 100 inmates.

Death by apparent unnatural causes

417. CSNSW uses comprehensive policies and procedures to ensure that all inmates are assessed and screened on reception into custody to identify and manage individuals at risk of suicide or self-harm.
418. The current Parklea contract provides for a \$100,000 penalty against the GEO Group for any adverse findings made against them by the NSW Coroner in relation to an inmate's death in custody.
419. Since the GEO Group began operating Parklea in October 2009, there have been no significant adverse findings made by the NSW Coroner in relation to inmate deaths in custody.
420. The Coroners Act 2009 requires that the NSW Coroner undertake a mandatory inquest into all deaths in custody.
421. The NSW Coroner is required to investigate the:
 - cause and circumstances of the death;
 - quality of care, treatment and supervision of the deceased prior to death; and
 - whether correctional staff observed all relevant policies and instructions.
422. Every death in custody is subject to a comprehensive independent investigation by CSNSW' G&CI via the CSNSW Investigations Branch, and the NSW Police Force via the Corrective Services Investigations Unit which has a role assisting the NSW Coroner with the preparation and submission of a coronial brief of evidence.
423. The GEO Group also conducts an investigation of any deaths in its custody via its Office of Professional Integrity Unit.
424. All deaths in custody are subject to review by the CSNSW Management of Deaths in Custody Committee. This Committee is chaired by the Assistant Commissioner, G&CI and includes senior executives from CSNSW, the Department of Justice's Office of the General Counsel, Justice Health and the NSW Police Force.
425. The Committee also reviews all deaths in custody, associated investigations and coronial findings and recommendations to ensure that the risks of future deaths in custody are minimised.
426. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody prisons over the past nine years is shown in Table 7.
427. In 2016-17, Parklea recorded a higher rate of apparent unnatural inmate deaths than comparable public prisons and a higher rate than all public secure custody prisons.
428. During three financial years of its privately run operations, Parklea has recorded a lower rate of apparent unnatural inmate deaths than comparable public prisons and all public secure custody prisons. During these periods, Parklea recorded zero unnatural inmate deaths in custody.
429. CSNSW has initiated an operational review of all unnatural inmate deaths in custody since 2016, through a taskforce comprising subject matter experts from multiple disciplines.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	0.00	0.15	0.07
2009-10	0.32	0.07	0.07
2010-11	0.29	0.16	0.12
2011-12	0.15	0.09	0.06
2012-13	0.00	0.32	0.14
2013-14	0.13	0.08	0.04
2014-15	0.00	0.08	0.04
2015-16	0.11	0.07	0.06
2016-17	0.44	0.13	0.09

Table 7: Rate of unnatural deaths per 100 inmates.

Inmate self harm

430. Deliberate self harm and suicide attempts by inmates under custodial authority is a major issue for correctional systems.
431. Self harm is defined as a behaviour that causes minor to moderate physical injury, with or without suicidal intent.
432. The highest risk of self harm comes during the initial period of an inmate's reception into custody.
433. CSNSW screens all inmates upon reception into custody to identify inmates at risk of self harm or suicide. Parklea is required to comply with the reception screening and assessment procedures contained in CSNSW's Custodial Operations Policy and Procedures (formerly the Operational Procedures Manual).
434. Timeframes for the completion of reception screening and assessment activities are consistent for both publicly and privately operated prisons.
435. Reception screening and assessment processes inform inmate management and cell placement.
436. Reception processes at all NSW prisons include risk assessments, inmate screening questionnaires and medical screening.
437. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody prisons over the past nine years is shown in Table 8.
438. In 2016-17, Parklea recorded a lower rate of inmate self harm than comparable public prisons and a lower rate than all public secure custody prisons.
439. Since 2009-10, Parklea has consistently recorded a significantly lower rate of inmate self harm than both comparable public prisons and all public secure custody prisons.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	4.6	8.8	9.2
2009-10	3.9	8.5	7.9
2010-11	4.6	9.3	9.0
2011-12	4.2	7.7	9.6
2012-13	5.0	10.6	11.6
2013-14	6.3	10.5	11.1
2014-15	8.7	11.7	11.4
2015-16	9.6	15.1	14.4
2016-17	10.6	15.1	15.0

Table 8: Rate of self harm per 100 inmates.



Gatehouse as seen from inside the perimeter, Parklea Correctional Centre.

Spontaneous use of force

440. The use of force can be necessary to ensure the safety of staff and inmates and to maintain the security and integrity of operations at prisons.
441. However, spontaneous use of force can put staff and inmates at risk of physical harm. High rates of spontaneous use of force can indicate security concerns and inmate non-compliance.
442. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody prisons over the past nine years is shown in Table 9.
443. In 2016-17, Parklea recorded a slightly lower rate of spontaneous use of force on inmates than comparable public prisons and a slightly higher rate than all public secure custody prisons.
444. In 2015-16, the rate of spontaneous use of force on inmates at Parklea was slightly lower than all public secure custody prisons.
445. Since 2009-10, Parklea has consistently recorded a lower rate of spontaneous use of force on inmates than comparable public prisons.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	6.6	12.1	9.1
2009-10	5.7	10.4	8.3
2010-11	5.6	12.5	10.2
2011-12	9.9	13.8	10.1
2012-13	6.6	12.2	9.8
2013-14	8.2	13.2	10.2
2014-15	12.4	13.0	10.5
2015-16	13.8	16.9	14.0
2016-17	16.3	17.6	14.7

Table 9: Rate of spontaneous use of force incidents per 100 inmates.

Key control

446. Key control incidents are not recorded in their own category by CSNSW, but are recorded either as miscellaneous incidents or lost property, meaning Parklea cannot be compared to other prisons. However, CSNSW has identified a number of issues of key control at Parklea and has taken action to ensure the GEO Group has addressed the issue.
447. Key control refers to the systems which govern the use and safekeeping of prison keys. Effective key control ensures that only authorised people have access to keys within a prison and also ensures that keys can be accounted for at all times.

- 448. Key control protects the safety of inmates, staff, the community and the government's assets because it contributes to the control of inmate and staff movements to, from and throughout a prison.
- 449. Under the Parklea contract, and the prison's operating specifications, The GEO Group is required to develop and implement procedures to ensure all aspects of key control are maintained, including compliance with relevant CSNSW policy.
- 450. CSNSW monitors use a number of covert and overt methods to monitor key control processes and practices.
- 451. Following ongoing inspection and monitoring by the OPRB, Parklea was found to have local policies and procedures for effective key control and contractual compliance.
- 452. Since the commencement of the contract with the GEO Group for the management of Parklea in 2009, 13 incidents involving security keys have been identified at the prison. Of these incidents, four involved Justice Health staff.
- 453. It was determined that all reported incidents related to individual officer error or individuals failing to comply with Parklea policy, procedures or equipment failure, rather than systemic issues with key accountability.
- 454. The OPRB has addressed all identified instances of non-compliance with these policies and procedures with the GEO Group.
- 455. As a result of these incidents relating to key control, Parklea management instigated staff disciplinary action as appropriate, in line with the GEO Group's policy for failure to adhere to operational procedures.
- 456. In one case, the GEO Group did not report a key control incident in a timely manner. CSNSW took strong action requiring the GEO Group to review its work practices for serious incident reporting to remediate this issue.

TERMS OF REFERENCE B: The inflow of contraband

457. Contraband is a major issue for correctional jurisdictions around the world. Parklea now has one of the most comprehensive suite of measures to detect and seize contraband, as a result of CSNSW working with the GEO Group to improve systems.
458. Contraband can enter a prison in a variety of ways. It can be brought in by visitors or in some cases staff, it can be smuggled in with equipment, or it can be thrown over external fences into prison yards.
459. In recent years, CSNSW has increased its proactive measures to combat contraband, bringing in new means of detection and placing a greater focus on searches.

The difficulty in interpreting current contraband data

460. The difficulty with interpreting contraband statistics is that they can be an indicator of a prison's good performance (staff conduct rigorous, regular searches and therefore find more) or poor performance (fewer contraband finds means prison staff are lax in searching).
461. Alternatively, high levels of contraband finds can mean a prison's perimeter security, screening and use of resources such as detection technology needs improvement.
462. Perimeter security, such as external fencing, varies from prison to prison, according to a prison's security classification. Therefore this, as well as the prison layout, infrastructure and its surrounding environment, can all impact the ability for contraband to enter a prison via external boundaries.
463. In addition, trends in contraband can change according to technological developments (such as mobile phones becoming much more easy to secrete because they have become much smaller) or indeed by defining additional items as contraband (tobacco being banned in NSW prisons in August 2015, and therefore becoming contraband).



Contraband searches in progress, Parklea Correctional Centre.

CSNSW improvements to measuring contraband

464. To improve performance monitoring of contraband, CSNSW is implementing the *Better Prisons* performance regime, which includes a key performance indicator that measures contraband detection. To ensure this KPI provides a comparable measure of performance across all correctional centres (public and private) it will measure the number of contraband items detected by an independent search team, within CSNSW Security & Intelligence division.
465. This search team will undertake routine searches of randomly selected cells and inmate accommodation areas at every prison. The independent search team will conduct searches in line with specific protocols to ensure consistency and comparability of this performance indicator across the prison system.
466. Existing searching protocols and practice will remain in place to ensure the presence of contraband in NSW prisons is minimised.

Measures used to combat contraband

467. NSW prisons employ a range of static and dynamic security measures to minimise the amount of contraband in a prison.
468. These include effective strategies and regimes to ensure the integrity of prison perimeters, searching of inmates and visitors, screening of staff upon entry and exit to a prison, targeted drug testing of inmates, effective inmate monitoring, and the use of intelligence, detection technology and K9 sniffer dogs.
469. Contraband is detected and seized by prison staff as part of routine and targeted searches, and by the Security Operations Group (SOG) within CSNSW' Security & Intelligence division as part of specialised search operations. Searches apply to inmates, their cells, prison common areas and prison visitors.
470. These strategies are designed to both prevent the entry of contraband into a prison as well as to detect and remove contraband.

Technology used to prevent and detect contraband

471. As previously mentioned, in response to findings from the Review, the GEO Group has employed a number of new contraband detection technologies.
472. These technologies support the GEO Group in limiting the introduction and movement of contraband and include:
 - BOSS chairs;
 - handheld non-linear junction detection units; and
 - mobile phone proximity sensor technology.
473. BOSS chairs offer quick, non-intrusive and highly sensitive detection of metal objects concealed in body cavities.

474. BOSS chairs can be used to scan inmates and visitors.
475. BOSS chairs are able to detect mobile phones, razor blades, paper clips, knives, shivs/shanks and tools and have demonstrated a higher capacity to detect smaller objects than walk-through metal detectors.
476. Handheld non-linear junction detection units can identify cellular signals for 2G, 3G and 4G devices as well as Wi-Fi and Bluetooth devices.
477. Unlike older handheld mobile phone detection technology, which is based on metal detection, handheld non-linear junction detection units detect mobile phone circuitry and non-ferrous materials.
478. This technology is similar to that used to detect improvised explosive devices.



BOSS chair.

479. It is better adapted to detect newer mobile phones, which have fewer metal components.
480. Mobile phone proximity sensor technology acts by detecting signals that are transmitted to mobile cell towers.
481. Sensors identify the strength of the signal, the service provider and can identify the type of phone being used (2G, 3G, 4G or analogue).
482. Mobile phone proximity sensors are used in inmate accommodation areas at Parklea.
483. The technology is precise enough to isolate the location of a mobile phone to a particular cell which supports targeted searching.
484. Parklea is the first prison to use this technology within NSW.
485. The GEO Group is currently examining the use of further detection technology to combat contraband.



Cellsense detector.

486. Parklea has also used Cellsense mobile phone detection technology for some time.
487. Cellsense detects contraband items containing ferrous metals through the use of ferromagnetic detection technology.
488. However, only ferrous metal objects that are moving past the Cellsense device are detected.
489. As well as new technologies, additional Cellsense devices have also been purchased by the GEO Group for use at Parklea in response to findings made in the Review.
490. Other metal detection systems (both static and handheld) are also in use at Parklea.
491. The combination of technology in use at Parklea is not replicated at any other prison in NSW.

492. While other CSNSW sites have Cellsense and metal technology, the only other BOSS chair is located at Goulburn Correctional Complex.
493. CSNSW does not currently use mobile phone proximity detection or handheld non-linear junction detection units. However, a range of different methods, including mobile phone jamming, are in place in the system.

Incidents of contraband detection at Parklea

494. Contraband detection is measured as the rate of incidents of contraband detection per 100 inmates as detailed in Table 10 below.⁵ To improve comparability of contraband data across prisons, incidents of contraband detection were counted at the category level of contraband type.
495. To improve comparability, incidents of contraband detection have been restricted to secure custody areas of the prisons⁶ and are represented as a rate per 100 secure custody inmates (to control for differences in the size of the inmate populations at Parklea, and the comparable prisons).
496. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody prisons over the past nine years is shown in Table 10.
497. In 2016-17, Parklea recorded a higher rate of contraband detection than comparable publicly operated prisons and a lower rate than all public secure custody prisons.
498. Contraband detection results for Parklea compared to all public secure custody, varies from year to year. However, results at Parklea have been lower in the past two years.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	14.8	17.4	22.8
2009-10	24.8	18.4	27.6
2010-11	44.5	16.6	33.0
2011-12	42.5	21.9	38.8
2012-13	41.1	19.0	37.9
2013-14	47.8	23.6	39.1
2014-15	51.4	28.2	44.2
2015-16	49.5	29.2	50.2
2016-17	49.4	38.2	60.1

Table 10: Rate of contraband detection incidents per 100 inmates.

⁵ Multiple contraband items found in one incident is counted as a single incident.

⁶ Excludes incidents of detection that occurred in minimum security areas of Parklea and Wellington.

Contraband finds – drug-related

499. Drug-related contraband includes illicit drugs⁷ and drug-related paraphernalia, such as syringes. It is measured as a rate of incidents of contraband detection per 100 secure custody inmates.
500. The trends in the comparative performance of Parklea, comparable publicly operated prisons and all public secure custody prisons over the past nine years is shown in Table 11.
501. In 2016-17, Parklea recorded a higher rate of drug-related contraband finds compared to the comparable publicly operated prisons and a lower rate than all public secure custody prisons.
502. While all prisons have recorded a higher rate of drug-related contraband in 2014-15, Parklea's rate is lower for the subsequent two years.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	8.3	9.9	13.4
2009-10	10.9	8.7	15.7
2010-11	20.7	9.4	19.6
2011-12	18.9	13.4	23.4
2012-13	15.9	11.2	23.5
2013-14	21.9	11.0	23.3
2014-15	26.9	17.0	28.2
2015-16	16.7	12.5	25.5
2016-17	20.6	18.3	31.7

Table 11: Rate of drug related contraband detection incidents per 100 inmates.

Contraband finds – weapons-related

503. Weapons-related contraband is measured as a rate of incidents of detection per 100 secure custody inmates.
504. Weapons-related contraband includes improvised gaol-made weapons such as sharpened or pointed knife-like weapons, commonly known as 'shivs'; and blunt instruments, such as metal bars or batons.
505. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody over the past nine years is shown in Table 12.
506. In 2016-17, Parklea recorded a higher rate of weapons-related contraband finds than both the comparable public prisons and all public secure custody prisons.
507. In the past year Parklea's recorded rate of weapons-related contraband finds has decreased.

⁷ Tobacco has been counted as an illicit drug since the introduction of the Smoke-Free Initiative in August 2015.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	3.0	3.3	3.2
2009-10	5.2	2.7	3.6
2010-11	9.3	2.7	5.0
2011-12	7.1	3.9	5.8
2012-13	11.2	2.9	5.2
2013-14	9.4	4.0	5.2
2014-15	10.2	2.9	5.6
2015-16	15.5	5.7	7.7
2016-17	12.6	8.3	9.6

Table 12: Rate of weapon related contraband detection incidents per 100 inmates.

Contraband finds – mobile phone and electronics-related

508. This contraband category includes mobile phones, phone components (such as batteries, SIM cards and chargers) and other prohibited electronic devices.
509. Mobile phone and electronics-related contraband is measured as a rate of incidents of detection per 100 secure custody inmates.
510. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody prisons over the past nine years is shown in Table 13.
511. In 2016-17, Parklea recorded a higher rate of mobile phone and electronics-related contraband finds than both comparable publicly operated prisons and all public secure custody prisons.
512. Since 2012-13, Parklea's recorded rate of mobile phone and electronics-related contraband finds has fluctuated, similar to the comparable publicly operated prisons.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	0.7	1.0	1.3
2009-10	2.1	1.8	1.7
2010-11	2.9	0.6	1.6
2011-12	1.4	0.6	2.1
2012-13	3.4	1.5	3.1
2013-14	6.9	4.7	3.6
2014-15	6.5	4.7	4.2
2015-16	7.9	4.2	4.8
2016-17	7.7	5.0	6.0

Table 13: Rate of mobile phone and electronics-related contraband detection incidents per 100 inmates.

513. As discussed above, in the 2013-14 financial year the GEO Group introduced mobile phone signal detection technology at Parklea and Junee. This technology (much of which is not currently deployed in publicly operated prisons) has increased the likelihood of contraband mobile phones being detected.

Operation Purge

514. In August 2017, CSNSW launched a state-wide contraband operation called Operation Purge. It was aimed at detecting and removing mobile phones, drugs and weapons from all NSW prisons. As part of this operation, 8,377 inmates, 5,079 cells and 576 common areas and industries were searched across all NSW prisons.
515. As a result of this operation, 34 mobile phone-related items, 44 weapons, 114 illicit drug tablets or strips, 669 grams of illicit drugs and 10 litres of gaol-made brew were detected and seized, as detailed in Table 14 below.

Item Description	Quantity
Mobile phone related items	34
Weapons	44
Drug quantities (tablets/strips)	114
Drug quantities (in grams)	669
Alcohol (litres)	10
Drug paraphernalia	30
Other	5

Table 14: Quantity of contraband detected and seized as part of Operation Purge.



Cell searches as part of Operation Purge.

516. Three contraband items were seized from Parklea as part of Operation Purge, including three gaol-made knives (two metal and one plastic).
517. The results of Operation Purge for Parklea, MRRC and Wellington are detailed in Table 15 below.

Correctional Centre	Number of Items Found	Description of Items
MRRC	1 weapon	Metal gaol made knife
Parklea	3 weapons	2 x gaol made knife 1 x plastic knife
Wellington	2 drugs	Buprenorphine (1/8 strip and 1cm square)

Table 15: Contraband detected and seized from Parklea, the MRRC and Wellington as part of Operation Purge.

NSW Police - Strike Force Iraga

518. Strike Force Iraga has been established by the NSW Police Force Corrective Services Investigation Unit (CSIU) to identify and investigate potentially corrupt behaviour of employees at Parklea.
519. In December 2017, a GEO employee was arrested by detectives from the CSIU and attached to Strike Force Iraga and charged with the following criminal offences after allegedly supplying tobacco to an inmate at Parklea. The charges are:
- introduce contraband into place of detention (two counts); and
 - agent corruptly receive benefit.
520. This matter is currently before the court and the GEO Group immediately terminated the officer's employment.
521. The investigations of Strike Force Iraga are continuing with the support of CSNSW, via G&CI's CSNSW Investigations Branch.

TERMS OF REFERENCE A: the adequacy of staffing levels and staff safety

Staff to inmate ratio

522. The GEO Group has adequate staffing levels to maintain the security and safety of the prison.
523. As previously mentioned, comparisons should not be made on staffing ratios for prisons that do not share similar characteristics. For this purpose, CSNSW has made comparisons between Parklea and comparable publicly operated prisons, the MRRC and Wellington.
524. In 2016-17 the ratio of operational staff to inmates at Parklea was 1 to 4.9, which is slightly higher than the comparison prisons (1 to 3.2), as detailed in Table 16 below.

Year	Parklea	Comparable Prisons
2016-17	4.9	3.2
2017-18	4.4	3.3

Table 16: Rate of operational staff to Inmates at Parklea and comparable prisons.

525. Since then, Parklea has increased the ratio of its operational staff to one operational staff per 4.4 inmates and commenced operations as a 'benchmarked' facility in October 2017, with its operational staff to inmate ratio increased to 1 to 4.0; as detailed in Figure 14 below.

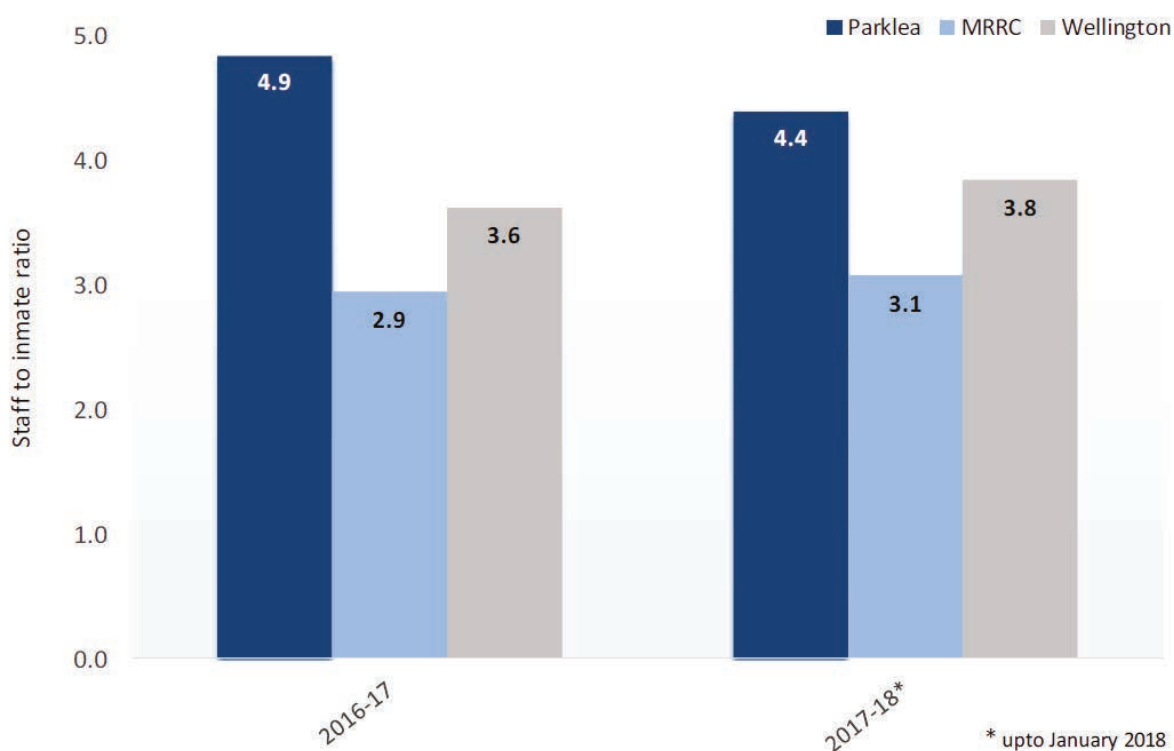


Figure 14: Ratio of operational staff to inmates at secure custody centres.

Comparison between Parklea's Area 5 and the MRRC's G Block

- 526. Comparing similar inmate accommodation areas at different prisons gives a valid indicator of staffing equivalency.
- 527. A comparison of the MRRC's G Block and Parklea's Area 5 demonstrates that levels of staffing and supervision are similar at both prisons.
- 528. Both G Block and Area 5 accommodate maximum-security inmates and have a small number of inmate workers. G Block has 11 staff present when inmates are out of cells while Area 5 has 13 staff during these periods.
- 529. G Block holds 344 inmates across four pods. Of the 11 staff present during inmate out of cell hours, five are of supervisor or manager ranks. These employees either directly supervise other staff or lead activities such as inmate case management.
- 530. Some G Block staff are dedicated to specific pods, while others move across the four pods. G Block also has staff dedicated to specialist activities such as offender services and programs and clinic duties.
- 531. Area 5 holds 356 inmates across four pods. Of the 13 staff present in this area, there are five staff in supervisory or management roles. These include two additional supervisory staff rostered to Area 5 in response to the findings of the Well-Being Review.
- 532. Parklea does not have staff who specialise in case management or offender services and programs in each inmate accommodation area, meaning that all staff are involved in general inmate management activities.

Staffing levels

- 533. Under Clause 5.7 of the contract, the GEO Group has an obligation to deploy sufficient staff to maintain safety and security of the prison and deliver agreed services to inmates.
- 534. Staff must be suitably qualified and authorised, and the GEO Group must develop plans to demonstrate that they are deployed effectively.
- 535. Staffing is reflected in Schedule 9 of the contract and is subject to comprehensive monitoring by CSNSW.
- 536. Staffing levels and staff deployment at Parklea have been reviewed by the State on a number of occasions over the life of the contract.
- 537. Staffing levels were first determined as adequate to maintain safety and security by the tender evaluation panel and contract negotiations team before the GEO Group began operating the prison in 2009.
- 538. At the commencement of the GEO Group's management of Parklea, staffing levels and deployment at Parklea were endorsed by the former Commissioner.
- 539. Since this time staffing levels have been adjusted to respond to operational changes and changes to the inmate cohort at Parklea. However, staffing levels have never reduced below the numbers that were originally approved.

- 540. Each time there is a change to the number of staff employed at Parklea or a change to the approach used by the GEO Group to deploy staff, a proposal is submitted to CSNSW for review.
- 541. Staffing proposals are reviewed by CSNSW staff with operational, security and contractual expertise. Before a change can be made, CSNSW must review and approve the relevant proposal.
- 542. At the commencement of the contract, the GEO Group employed 168 FTE custodial officers. This was a change from 273 custodial FTE posts held by CSNSW prior to the commencement of the GEO Group's management.
- 543. This change in staff was in line with a significant reduction in the inmate population that occurred when the GEO Group's management of Parklea began. Prior to the GEO Group's management, Parklea accommodated 823 inmates. At the start of the GEO Group's management, there were 588 inmates at Parklea.
- 544. Parklea was also transitioning to a new operating model under the GEO Group's management.
- 545. At the commencement of the contract, Parklea was designated as a prison that would hold a predominantly sentenced inmate population. Parklea also received significantly fewer reception inmates and facilitated the Violent Offenders Therapeutic Program and Custody Based Intensive Treatment Program.
- 546. The Violent Offenders Therapeutic Program and Custody Based Intensive Treatment programs were staffed by CSNSW. This is an important consideration when comparing staffing levels before and after the commencement of the GEO Group's management.
- 547. The GEO Group used a combination of eight and twelve hour shifts in deploying staff at the start of the contract, which further explains some of the difference in staff posts.

Staff experience and deployment

- 548. The Review identified that Parklea did not have a high average staff length of service. It was identified that the average length of service across all custodial staff (permanent and casual) was around four years.
- 549. However, at the time of the Review 38 per cent of all current custodial staff had been employed at Parklea for less than one year.
- 550. The Review noted that less experienced staff creates a high demand for robust operational supervision.
- 551. Rostering challenges that result from high numbers of less experienced staff were also noted because it is critical to ensure that operational experience and supervision is spread throughout the prison.
- 552. Staff attrition was identified as a contributing factor to the low average length of service among Parklea's staff.
- 553. In response to the findings of the Review, the GEO Group reviewed rostering practices to provide a better spread of experienced staff throughout the prison, particularly in key security posts.

CSNSW support

- 554. There are a number of CSNSW services that can be accessed by the GEO Group to support staff and inmate safety at Parklea.
- 555. Some of these services are funded through a fee-for-service arrangement, while others are provided across NSW to both publicly and privately operated prisons.
- 556. Services include the support of the SOG during critical incidents and targeted search operations.
- 557. Training for K9 (sniffer dog) handlers is also provided through CSNSW and the GEO Group also uses other resources such as the CSNSW firing range to train staff.
- 558. CSNSW support services contribute to staff safety at Parklea.

Staff deployment

The GEO Group staff deployment plan

- 559. The Staff Deployment Plan explains how the GEO Group will use its staff resources to provide services and maintain safety and security throughout the prison.
- 560. It is used by the GEO Group to organise staff resources and provides CSNSW with assurance that there is adequate staff coverage across all operational areas.
- 561. The Staff Deployment Plan shows how staff resources are deployed across different shift times and locations throughout the prison.
- 562. Changes to the Staff Deployment Plan can occur when there are changes in the number of staff posts or changes in how staff posts are used.
- 563. The GEO Group must resubmit an amended Staff Deployment Plan each time a change is proposed.
- 564. CSNSW reviews Staff Deployment Plans prior to endorsing the implementation of any change to staffing levels or deployment approach.

Timeline of changes to staffing levels and staff deployment

- 565. There have been a number of changes to the Staff Deployment Plan since the commencement of the contract in 2009.
- 566. Between August and November of 2010, CSNSW approved increases to staffing levels at Parklea because the prison was experiencing a higher than expected number of inmate receptions.
- 567. The number of inmates engaged in employment and education activities and the work around facilitating inmate visits entitlements was also higher than expected, which resulted in additional demands on staffing.

568. In February 2011, CSNSW approved additional posts so that the GEO Group could take over perimeter patrols, 24 hours per day, 7 days per week. These changes were formalised in a contract amendment (the Third Amendment Deed) in March 2011.
569. An amended Staff Deployment Plan was resubmitted to CSNSW in June 2011, and all staffing changes were formalised in a contractual amendment (the Fourth Amendment Deed) in August 2011. Further, it was agreed that staffing levels would be reviewed in six months.
570. In November 2011, a review of staffing levels at Parklea was undertaken.
571. The review involved a reconciliation of all custodial posts. The review looked at the start and finish time for each shift, as well as staff deployment strategies used by the GEO Group.
572. Consideration was given to whether the deployment strategies supported service delivery and maintained a safe environment.
573. During the review, the GEO Group's Staff Deployment Plan was supported by the Commissioner after it was reviewed and endorsed by the then:
- Chief Superintendent of Security & Intelligence;
 - Assistant Commissioner, Office of the Commissioner; and
 - Deputy Commissioner, CSNSW.



Maximum-security two-out cell, Parklea Correctional Centre.

- 574. In September 2014, after an upgrade of security at Parklea, the GEO Group ceased providing perimeter security patrols.
- 575. This resulted in the removal of perimeter patrol posts, however, at the same time approval was given to establish two additional custodial rover positions.
- 576. The additional rover positions were established in recognition of changes to the inmate cohort at Parklea.
- 577. Increases to staffing were also made in late 2014, when Area 3 was converted to a reception unit and the Violent Offenders Therapeutic Program was relocated to another prison.
- 578. These additional positions reflected the increase in reception inmates, recognised as a high risk cohort. Positions included a case management support post, a psychologist and counsellor and a number of custodial staff.
- 579. In January 2015, construction of an 80 bed maximum-security unit commenced, requiring an additional two rover positions.
- 580. In March 2015, the GEO Group submitted an amended Staff Deployment Plan.
- 581. This amended Staff Deployment Plan was reviewed and endorsed by CSNSW contract management staff.
- 582. When the 80 bed unit was commissioned in December 2015, there was a requirement for additional custodial staff and CSNSW approved 12 additional FTE positions.
- 583. In March 2017, staffing in the control room and reception area was increased due to the continued increase in reception inmate receptions.
- 584. In December 2017, following the CSNSW intervention, seven additional positions were approved to support security in critical operational areas, including increased custodial presence in the gatehouse, clinic, reception and inmate accommodation areas.
- 585. The GEO Group also established a Security Support Team.

Staffing contingencies

- 586. Prisons, like other workplaces, from time to time experience unexpected gaps in the roster when staff take unexpected leave, such as sick leave.
- 587. Staffing contingencies outline the strategies that are used when a prison has gaps in the roster.
- 588. In April 2013, the GEO Group submitted a request to introduce a Staff Deployment Contingency Plan at Parklea.
- 589. The proposed Staff Deployment Contingency Plan at Parklea was similar to the Variable Operational Routine (VOR) used at CSNSW-operated prisons.
- 590. In CSNSW-operated prison, a VOR means that the standard daily routine of a prison may be altered if there is not enough staff on a particular shift.
- 591. VORs allow prisons to minimise disruptions to services while maintaining safety and security.

592. Some of the strategies that may be used under a VOR include:

- leaving less critical posts vacant;
- redeploying staff to areas of higher operational need;
- managing inmates to meet the available staffing profile, including inmate lockdowns; and
- employing casual correctional officers.

593. CSNSW considers safety and security, operational continuity, inmate service delivery and budgets when using a VOR.

594. The GEO Group's proposed Staff Deployment Contingency Plan covered a range of strategies including:

- filling vacant posts with casual officers;
- using overtime;
- redeploying staff from identified posts only to areas of higher operational need;
- adjustment of centre operations; and
- partial lockdowns of inmate accommodation areas.

595. CSNSW endorsed the Parklea Staff Deployment Contingency Plan on a trial basis. A condition of CSNSW's endorsement was that the GEO Group must prioritise strategies to minimise any disruption or risk to the operations of Parklea.

596. This meant that the prison must first attempt to fill vacant posts with overtime or casual officers before redeployment or lockdown is considered.

597. In 2017, the Staff Deployment Contingency Plan was reviewed. The list of identified posts that could be redeployed was amended to remove canine handler positions, as this was considered an important activity to detect contraband.



GEO Group staff.

Staff recruitment and authorisation

598. The GEO Group staff are employed through a merit selection process and the GEO Group's recruitment strategies must ensure that all staff are trained and qualified to undertake their roles.

599. Under Section 240 of the CAS Act and Clause 5.7 of the contract, the GEO Group staff must also be authorised by CSNSW to work at Parklea.

600. The process that CSNSW uses to provide staff authorisations to work in any prison includes:
- national criminal records checks;
 - risk assessments;
 - intelligence checks;
 - inmate association checks;
 - assessing the suitability of applicant qualifications for the prospective role; and
 - ensuring that all custodial employees are recognised as Custodians of Offenders under the CAS Act.
601. CSNSW can refuse or withdraw staff authorisation to work in a prison for a number of reasons including failure to complete the appropriate training, a criminal record, concerning personal characteristics or any other reason which the Commissioner thinks is in the public interest.
602. CSNSW also approves the deployment of the GEO Group staff to Parklea or Junee following assessments to ensure alignment of their qualifications against their role and duties (e.g. psychologists must have appropriate tertiary qualifications).

Staff training

603. All GEO Group staff must be appropriately trained, skilled and qualified to undertake their roles, including the satisfactory completion of an accredited pre-service training program.
604. Part of the successful completion of a pre-service training program includes being deemed competent in a range of activities that may be required in a prison.
605. The GEO Group's staff training programs must be at a standard which is at least equivalent to CSNSW and must be delivered by a Registered Training Organisation (RTO).
606. The GEO Group is a RTO and complies with requirements to maintain records of delivery and assessment of staff training.
607. As is the case with CSNSW officers, the GEO Group's officers are required to complete a Certificate III in Correctional Practice. This is a nationally recognised training package for correctional officers.
608. All staff must complete the Certificate III in Correctional Practice within 12 months of appointment as a permanent full-time correctional officer, and two years of appointment as a casual correctional officer.
609. All supervising officers who are permanently employed at Parklea must complete the Certificate IV in Correctional Practice within 12 months of their appointment.
610. CSNSW provides some specialised training is provided to the GEO Group's staff, such as firearms training, training for K9 handlers and training in sentence administration.
611. In cases where CSNSW provides training, the achievement of competency is also assessed by CSNSW.

Monitoring of staffing levels and staff deployment

612. CSNSW monitors the maintenance of staffing levels and the deployment of staff in a number of ways.
613. A PLF in the Parklea contract applies to the maintenance of an approved level of qualified, competent and authorised staff.
614. Another PLF applies to the appropriate deployment of these staff.
615. The review of the PLF related to staff deployment includes:
- comprehensive assessment of rosters on randomly selected days;
 - review of notifications for use of the Staff Deployment Contingency Plan;
 - inspection of overtime and casual call in sheets;
 - analysis of accommodation lock down records; and
 - confirmation that only staff posts identified within the Staff Deployment Contingency Plan are redeployed.

Monitoring of staff training

616. CSNSW monitoring staff also review training records to ensure that the GEO Group staff are appropriately qualified to undertake their roles.
617. CSNSW monitors staff training by:
- confirming that all relevant custodial staff have completed the mandatory qualifications within required timeframes;
 - reviewing and assessing the suitability of the annual staff training plan;
 - checking that the training curriculum and delivery of training meets contractual requirements;
 - ensuring that training courses provided by the GEO Group are at a standard that is at least equivalent to that provided by CSNSW;
 - confirming that the GEO Group continue to hold current RTO authorisation; and
 - confirming staff duties allow for a half day training component each week.

Corruption prevention, staff misconduct and discipline

618. Parklea has an Anti-Corruption Plan which outlines current and planned corruption and prevention strategies and activities.
619. This document was reviewed and endorsed by CSNSW and is periodically updated by the GEO Group. Each update is reviewed by CSNSW.
620. Some of the GEO Group's current and planned activities include training, promotion of incident reporting and a review of the code of conduct.

621. While the GEO Group maintains the authority to manage employment issues, any suspected corruption at Parklea is referred to the relevant area within CSNSW such as G&CI (particularly, the CSNSW Investigations Branch) and the Corrective Services Investigation Unit (NSW Police Force).
622. CSNSW also maintains the power to withdraw staff authority at any time, under the provisions of the CAS Act.
623. The GEO Group also has corporate investigations and anti-corruption functions that are used concurrently with CSNSW processes.
624. Depending on the nature of the issue, it may also be reported to the NSW Police Force and/or the Independent Commission Against Corruption.

Staff equipment

625. Ensuring that staff are adequately equipped is also critical to ensuring staff safety.
626. There are a number of checks to ensure that the GEO Group staff are adequately equipped.
627. The CSNSW State Armourer audits the Parklea armoury annually.
628. The GEO Group also completes a Daily Security Report (DSR), which is a daily evaluation of the key areas of the prison's safety and security activities.
629. DSR checks are divided into five focus areas, each with several specific security elements:
- static security, including gates, grilles, internal and perimeter fences and legal and box visit areas;
 - electronics, including CCTV, metal detectors, infra-red imaging, microphonics, cell and duress alarms, and biometric systems;
 - cells, including bars and locks;
 - equipment, including chemical agents, keys, radios, restraints, video cameras and weapons; and
 - records, including a Security Compliance Journal and registers which account for inmates and document cell accommodation.
630. The GEO Group's compliance with accurately completing the DSR is checked by CSNSW and forms the basis of a PLF.

TERMS OF REFERENCE I: any other related matter

Inmate rehabilitation

631. Another key measure of how a prison is performing is the hours out of cells it provides its inmates. The greater the number of hours out of cells, the better the environment is for rehabilitation if they are engaged in purposeful activity.

Hours out of cell

632. The number of hours that inmates are not confined in their cells, or hours 'out of cell' is a critical measure of the health and rehabilitation outcomes achieved within a correctional centre.
633. Hours out of cells includes the amount of time that inmates can directly engage in purposeful activity such as rehabilitation programs, education and work, to reduce their risk of reoffending and provide them with the motivation and skills to reintegrate into the community upon their release.
634. Hours out of cell also includes the time spent in exercise, in association with other inmates, participating in programs and in the engagement of other basic tasks such as showering and using shared telephone facilities.
635. The more time inmates spend out of cells is also a crucial part of the dynamic security of a correctional centre as it allows correctional staff greater opportunity to interact with, manage and motivate inmates.
636. CSNSW is working towards ensuring a minimum of seven hours out of cell for secure custody inmates.
637. In NSW the two privately operated prisons deliver approximately 25 per cent more hours out of cells when compared to publicly operated prisons as detailed in Figure 15 below.

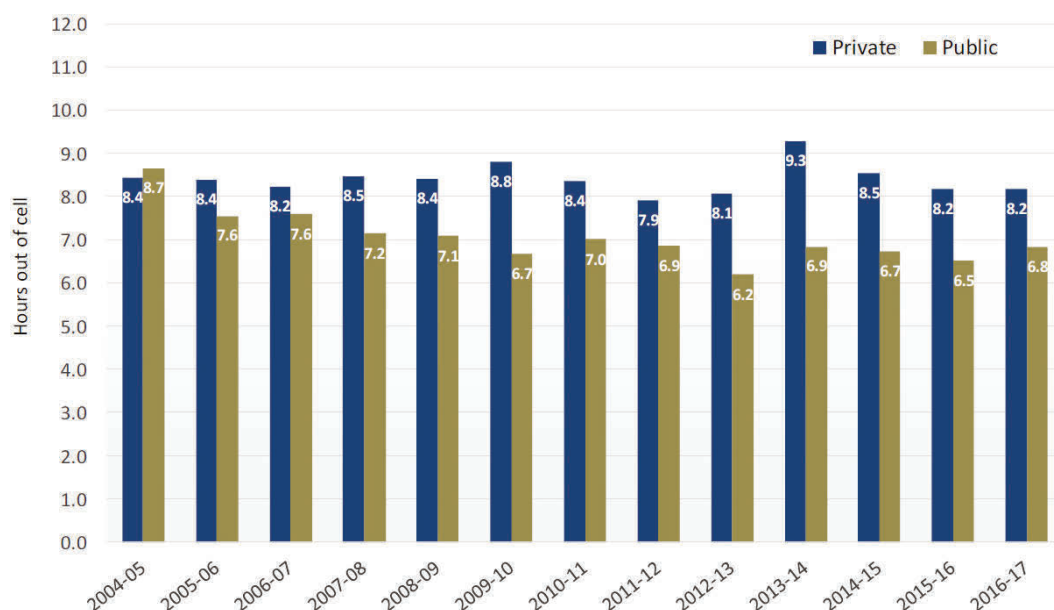


Figure 15: Average daily hours out of cell for secure inmates in publicly and privately managed prisons.

638. The trends in the comparative performance of Parklea, comparable publicly operated prisons (the MRRC and Wellington) and all public secure custody prisons over the past nine years are shown in Table 17 below.
639. In 2016-17, Parklea recorded a slightly higher daily average time out of cells than comparable public prisons and the same rate as all public secure custody prisons.
640. Since 2013-14, Parklea has consistently recorded a higher daily average time out of cells than comparable public prisons. Between 2013-14 and 2015-16, Parklea recorded a higher daily average time out of cells than all public secure custody.

Year	Parklea	Comparable Prisons	All Public Secure Custody
2008-09	7.0	6.9	7.1
2009-10	7.4	6.1	6.7
2010-11	6.9	5.9	7.0
2011-12	6.2	5.4	6.9
2012-13	5.9	5.9	6.2
2013-14	8.1	6.1	6.9
2014-15	7.3	6.2	6.7
2015-16	6.8	6.2	6.5
2016-17	6.8	6.6	6.8

Table 17: Average daily hours out of cell per inmate.

Education, programs, employment and training

641. Successful reintegration into the community following a term of imprisonment is a complex and challenging process, and one that is experienced by the growing number of individuals managed by CSNSW.
642. A large number of NSW inmates lack basic literacy and numeracy skills and have not successfully completed secondary schooling. Almost one-third (32 per cent) of inmates who entered custody in 2015 had not completed year 10, while 15 per cent had completed year 8 or below.⁸
643. Almost half (48 per cent) of inmates who entered custody in 2015 were unemployed in the 30 days prior to imprisonment.
644. Significant international research and operational experience within CSNSW confirms that an inmate's prospects for successful rehabilitation and reintegration into the community are enhanced where they are able to engage in meaningful employment following their release.

⁸ Australian Institute of Health and Welfare (2015). *The Health of Australia's longer terms 2015*. Australian Institute of Health and Welfare: Canberra.

645. Employment has been associated with benefits that extend beyond the ability to support oneself financially without resorting to offending. Employment may influence the development of healthy social relationships, attachment to a conventional lifestyle, positive use of free time, enhanced self-worth and planning for the future.
646. A key CSNSW objective is to provide education, programs, employment and training opportunities to inmates that:
- directly address the causes of their offending behaviour;
 - maximise the chances of their successful reintegration into the community upon their release from custody; and
 - encourage and assist them to adopt a law-abiding way of life.
647. In 2016-17, 3,031 inmates participated in education in a privately operated correctional centre, as detailed in Table 18 below.

Correctional Centre	Inmates Participating	Inmate Hours
Parklea	2,017	23,318
Wellington	541	22,448
Junee	1,014	69,336
Bathurst (Included as a comparable prison to Junee).	511	12,728
Total*	3,918	127,831

* Total - is number of individual inmates, not the sum across each centre

Table 18: Inmates participating in education, comparison between publicly and privately operated centres.

648. CSNSW delivers the EQUIPS suite of programs that targets criminogenic needs at both publicly and privately operated prisons. EQUIPS is a group of therapeutic and educational program developed by CSNSW to reduce the risk of reoffending for a wide range of offenders. It is designed to increase participation opportunities for offenders in both custodial and community settings.
649. The percentage of eligible⁹ inmates participating in the EQUIPS¹⁰ suite of criminogenic programs in privately operated prisons is comparable to that of publicly operated prisons.

⁹ An eligible inmate is defined as one who is sentenced with at least three months remaining on their sentence and who has a current LSIR risk of Medium, Medium/High or High.

¹⁰ Explore Question Understand Investigate Practice (EQUIPS)

	Daily Average Eligible Population	Daily Average EQUIPS Participants	Percentage Participating
Private	362	29	8.0%
Public	1611	118	7.3%
Total	1973	147	7.5%

Table 19: Percentage of eligible inmates participating in EQUIPS Programs in 2016-17.



Perimeter security, Parklea Correctional Centre.

PART 2: Rapid Build Prisons

Terms of reference addressed in Part 2:

(g) Rapid Build dormitory prisons.



Rapid Build Prison dormitory, Macquarie Correctional Centre, Wellington.

“The security measures in place here ... make me feel very safe coming to work each day.”

Education Services Officer, Macquarie Correctional Centre

“The viewing platforms allow for staff to view what is going on inside the Inmate Accommodation areas without putting staff at risk...this centre is extremely beneficial for staff and inmates.”

Senior Correctional Officer, Macquarie Correctional Centre

Context - inmate population growth

650. In its 2015 NSW Prison Population Forecast, the Bureau of Crime Statistics and Research (BOCSAR) stated prison population forecasting is “fraught with difficulty”.
651. The report stated: “Many factors affect the size of the prison population, including levels of crime, the number of arrests, the proportion of arrestees convicted, the proportion refused bail, the proportion given a prison sentence, the average length of prison sentences, the proportion of offenders released to parole at the end of their non-parole period and the rate at which parole is revoked. Most if not all of these factors are hard to predict”.
652. CSNSW therefore needs to flexibly respond when determining its operational capacity, based on the trends it is experiencing.
653. The NSW prison population decreased from a high of 10,482 in April 2010 to a low of 9,574 in July 2012 (a decrease of 8.6 per cent).
654. As a result of this decline, the NSW Government decided to decommission or “mothball” three prisons in 2011: Parramatta, Berrima and Kirkconnell Prisons. This was followed by the downsizing of the historic Grafton Correctional Centre in 2012.

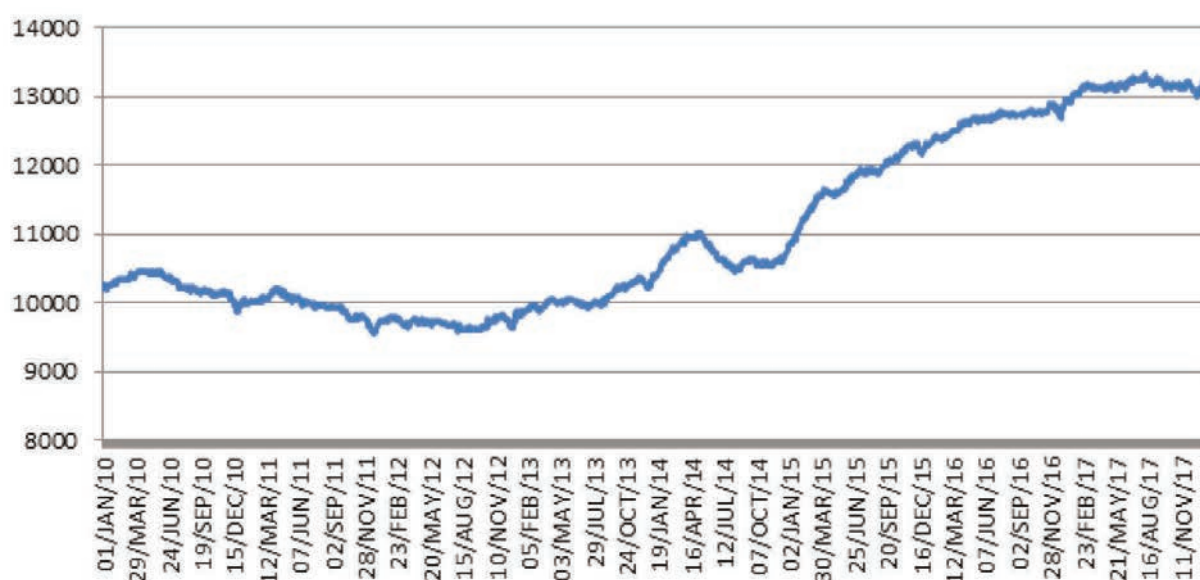


Figure 16: The NSW inmate population 2010 - 2017.

655. The population then increased gradually until May 2014, when there was another, significant decline. Between May 2014 and August 2014, inmate numbers dropped from 11,015 to a low of 10,451 (a decline of 5.1 per cent).
656. Just as the inmate population decline was not predicted, nor was the significant increase in the NSW inmate population that began in 2014 and continued through to 2017.
657. In this period, growth in the order of 1,500 inmates per year occurred, putting major pressure on the NSW prison system. The population rose from its low of 10,451 in August 2014 to 12,897 in November 2016 (an increase of 23 per cent).

- 658. Operational capacity needed to be increased to cope with demand, and not only because CSNSW is obliged to accept all new prisoners and house them safely and securely.
- 659. A lack of operational capacity leading to overcrowding also can result in other adverse outcomes, such as occupational health and safety risks to prison staff, sub-optimal inmate management practices, and a lack of prisoner access to rehabilitation programs.
- 660. This is important to note in the context of the NSW Government's priority to reduce the rate of adult reoffending by five per cent by 2019, and the increasing focus on prisons rehabilitating offenders.
- 661. Expanding CSNSW' capacity to house inmates was required, in the shortest possible timeframe, to avoid overcrowding and the negative impacts it has on both correctional staff and inmates.

Prison Bed Capacity Program

- 662. Prior to the surge in inmate numbers, CSNSW already had a 20-year infrastructure strategy, based on previous population forecasting.
- 663. In its report in April 2015, BOCSAR found: "Other things being equal, NSW appears likely to experience further significant increases in the size of its prison population both in the short-medium term and over the longer term. This outcome is likely even if age-specific rates of imprisonment remain constant at current levels, instead of steadily increasing as they have over the last 30-odd years."
- 664. To increase capacity, the NSW Government reopened Kirkconnell Correctional Centre in July 2015 and Grafton Correctional Centre's operations were expanded in November 2015. Parramatta Correctional Centre was unable to be reopened due to urban planning issues.
- 665. In late 2015, the Department of Justice began a project to examine potential short-term solutions for additional beds and to identify options for the acceleration of CSNSW' infrastructure strategy. This project involved a phased set of projects to address immediate needs, establish greater short-term capacity and develop longer-term options.
- 666. In December 2015 a number of workshops were facilitated by Infrastructure NSW (INSW) to deal with the issue of inmate accommodation if the growth trajectory continued at around 1,560 inmates per year as revised modelling suggested. It was identified in these workshops there was limited capacity to recommission old facilities and install double-up and triple-up cells in existing facilities. Further, it was identified that the traditional approval, procurement and construction methodologies for prisons would not allow enough new accommodation to be built in the time it was needed.
- 667. This resulted in the Prison Bed Capacity Program, which the NSW Government announced in June 2016. The Government dedicated \$3.8 billion over four years to expand the prison system's capacity through various measures.
- 668. These included introducing some additional double-ups and triple ups in existing cells and recommissioning mothballed facilities (within the limited capacity to do so), repurposing existing facilities, building modular cells, and expanding existing prisons. Rapid Build Prisons were included in the program, however they are only part of the solution to increase capacity.

669. The following breakdown shows Rapid Build Prison bed numbers comprise about 13 per cent of bed numbers funded under the Prison Bed Capacity Program:
- immediate future needs beds (such as doubling up and tripling up cells in existing centres): 1,400 (completed);
 - recommissioned beds (mothballed Berrima Correctional Centre): 75 beds (completed);
 - repurposed facilities (Illawarra Reintegration Centre, Mary Wade Correctional Centre): 154 beds (completed);
 - Rapid Build Prisons (Wellington and Cessnock): 800 beds (commissioning completed or under way); and
 - construction of new builds or upgrades on existing correctional centre sites: 150 beds (completed), more than 3,300 beds (under construction or in design or procurement phase).
670. In addition, a new 1,700 bed privately run Grafton Correctional Centre will be built by 2020 under a public-private partnership.
671. Recommissioning Berrima Correctional Centre was required but not ideal. Such centres are not only more resource-intensive to run, but they provide little amenity for inmates. Nineteenth century, often heritage-protected buildings cannot be retrospectively wired, for example, to provide the sorts of modern technology that allow inmates to plan their visits and activities and to access educational material. Privacy is also limited, with cells designed with a single shower and toilet which inmates must use in front of their cellmate or cellmates.
672. Additional doubling up or tripling up of cells was also required to inject beds into the correctional network in the immediate term, and to ensure the uninterrupted operation of courts and the NSW Police. It is intended that these beds be decommissioned gradually as new, fit-for-purpose beds come online.
673. As the ability to double up or triple up was exhausted, Rapid Build Prisons provided the best short-term option to comfortably and safely house inmates, with a shorter construction timeframe (18 months from start to completion) than the traditional prison construction timeframes of 36 to 48 months.

Why Rapid Build Prisons?

674. The concept of a Rapid Build Prison came about due to two key drivers: the need to provide additional capacity in a short time frame, and the desire to deliver facilities that are modern, fit for purpose and suited to inmate rehabilitation programs and activities.
675. The dormitory style and the preconstructed nature of the pods, as well as being sited on existing prison grounds, reduced the delivery timeframe from that of a traditional prison, or a modular prison with individual cells.
676. Construction of both 400-bed Rapid Builds began in August 2016. It was completed at the Wellington site (Macquarie Correctional Centre) on 23 August 2017, and following commissioning activities the prison accepted its first inmates on 16 December 2017.

677. The Cessnock site (Hunter Correctional Centre) had construction completed on 25 October 2017. The prison has undergone commissioning activities, and accepted its first inmates in February 2018.
678. Because the two 400-bed Rapid Builds were built on sites already owned by CSNSW, this reduced time incurred with planning or site acquisition, and significantly reduced construction complexity, site service and infrastructure installation requirements, with the aim of minimising capital costs.
679. While they were initially planned to be five to seven year facilities, the strength and quality of the materials chosen for construction mean they can comfortably service CSNSW's future needs for the next 20 to 30 years.
680. Rapid Build Prisons are safe, secure and well-suited to rehabilitation activities by allowing inmates more control over their own lives, which better equips them to function upon release. In addition, they are able to perform ablutions in lockable areas with toilet, shower and sink, giving them a greater degree of privacy and protection from assault than exists in a traditional prison.
681. The design of the prison is important, but equally if not more important in the Rapid Build Prison is the operational routine that has been designed to maximise inmate's hours "out of cell", activities and rehabilitation.
682. Therefore, placement in a Rapid Build Prison is offered as a privilege to inmates. Inmates are carefully screened for suitability for placement in that environment and likelihood of maximising the positive rehabilitation opportunities that Rapid Build Prisons offer. The cohort will be based largely on:
- a recent history of good behaviour and compliance;
 - a willingness to participate in work and training;
 - basic literacy and numeracy to ensure capacity for program & training participation; and
 - criminogenic program suitability.



Rapid Build Prison gatehouse, Hunter Correctional Centre, Cessnock.

Australian standard guidelines for managing inmates

683. The Rapid Build Prisons concept aligns with the Standard Guidelines for Corrections in Australia, which state:
- “Accommodation should be provided to respond effectively to the actual needs and risk status of a prisoner. In some cases, single cell accommodation may be provided, in other cases multiple or dormitory accommodation may be more appropriate.”
 - “Where prisoners are accommodated in multiple occupancy cells or rooms, the prisoners are to be carefully assessed and selected as being suitable to associate with one another in those conditions. Particular care should be taken to avoid prisoners being subjected to intimidation or bullying.”
 - “Prisoners should be provided with access to programmes and services, including education, vocational training (and employment), that enable them to develop appropriate skills and abilities to support reduced re-offending when they return to the community.”

Research

684. CSNSW conducted extensive research on the use of dormitory style accommodation in Australia and overseas jurisdictions.
685. While this type of dormitory-style accommodation for maximum-security inmates is a first in Australia, they are commonly used overseas, but in different ways.
686. This research enabled CSNSW to contextualise the risks that could occur in dormitory-style prison accommodation and a comprehensive risk assessment was compiled to develop strategies to address and reduce those risks.
687. The intent of the risk assessment was to ensure the Rapid Build Prisons provided equivalent or better levels of safety and security than any other CSNSW maximum-security prison.
688. One of the major decisions made in this process was to limit the number of inmates in any one dormitory pod to 25, and the overall inmate population to 400, to improve safety and amenity for inmates, ensure that industries and programs could be provided to the vast majority of inmates, and create a manageable environment for CSNSW.

Assumptions underpinning pre-risk control likelihood ratings

689. The identification of the likelihood ratings in the risk assessment was based on research that has been undertaken of dormitory-style environments and crowding in the US, Canada and Australia. This style of accommodation is used in the US for all security classifications from minimum to high security. In Australia it is used mainly for indigenous inmates.
690. The State of Alabama is currently the subject of a US Department of Justice investigation into its prison conditions. According to a statement from the Department:

691. "The investigation will focus on whether prisoners are adequately protected from physical harm and sexual abuse at the hands of other prisoners; whether prisoners are adequately protected from use of excessive force and staff sexual abuse by correctional officers; and whether the prisons provide sanitary, secure and safe living conditions."
692. A report in The New York Times on St Clair Correctional Facility, which will be one of the facilities subject to this investigation, is a 1,500 bed male facility built in 1983 with 200 cells and the remainder dormitory style accommodation. Reports indicated that the facility was well managed prior to 2010. In that year the warden was replaced with one who had a different attitude to correctional management. Prior to 2010, it is reported that "politicians visited and spoke, religious volunteers were constantly on site, inmates (were) taught anti-violence classes, and rewards such as meals from outside were given". Post 2010, "cutbacks began — of chapel nights, programs, rewards, volunteer visits. The staff steadily began withdrawing from the population, officers and inmates said. Prisoners were left to themselves".¹¹
693. A US Department Justice report into sexual violence in Texas¹², the biggest State system in the US, found that Texas had a rate of sexual assault four times the national average. The rate of sexual assault in Texas in cell blocks was higher than in dormitories as:
"Solid cell fronts, while permitting privacy for the inmates and reducing noise within the unit, also provides the degree of privacy that permits sexual assaults to occur.... Incidents are much more likely to occur in a cell than in a more public place such as a shower or dorm environment".¹³
694. The major findings in research conducted by Paul Paulus et al, titled Prisons Crowding: A Psychological Perspective, published in 1988, on prison crowding across many correctional systems throughout the US include:
- changes in population of prisons are associated with changes in death rates, psychiatric commitments, suicides, and disciplinary infractions;
 - open dormitories housing 30 or more inmates are associated with negative inmate evaluations and increased illness rates. The strongest differences in complaints tend to be for those that are potentially verifiable or pain-related;
 - doubles (two-out cells) are associated with negative evaluations but not an increased rate of illness complaints;
 - the amount of space in dormitories, multiple-occupant housing, and singles does not appear to be a strong factor in predicting inmate reactions to housing. However, there is some suggestion that when inmates are confined for a large part of the day, very low levels of space can be associated with health-related reactions such as high blood pressure;
 - privacy cubicles that provide partitions or walls around one's sleeping area appear to be quite beneficial in reducing negative reactions to open dormitory living, but may not necessarily reduce illness rates; and
 - increase of numbers of inmates in multiple-occupancy cells are associated with increased negative reactions and illness complaints.

¹¹ An Alabama Prison's Unrelenting Descent into Violence, The New York Times, March 2017

¹² Austin, J., Fabelo, T., Gunter, J. & McGinnis, K., Sexual Violence In The Texas Prison System, US Department of Justice, 2006

¹³ Op cit p. vi

695. It should be noted that the study did not differentiate between purpose-built dormitories, and those that were created to address critical bed shortages, such as conversion of halls into dormitories. This study also presented the following in regards to practical implications:
- when prisons increase in population and/or exceed designed capacity, a variety of negative effects ensue. This suggests that it is important to maintain population at moderate levels or in line with design capacity;
 - smaller prisons appear to be desirable since they are associated with fewer health related problems. In particular, prisons with 500 or fewer inmates evidence much fewer problems than large ones;
 - the impact of prison size and the degree of crowding will depend on a variety of factors such as inmate characteristics, inmate staff relations, design of the housing quarters, inmate programming and policies that influence inmate movement and interaction. Even a relatively crowded prison may be tolerable if it has a number of positive features including programs and privacy.

Conclusions on issues identified in the research

696. According to the research conducted, CSNSW arrived at assumptions that underpin the pre-risk control likelihood ratings based on the standard dormitory style accommodation that is found in many, but not all, states in the US. This research indicates there have been high levels of incidents in some dormitories that have the following characteristics:
- dormitories used to warehouse inmates awaiting trial;
 - dormitories used for sentenced inmates that have limited access to criminogenic programs;
 - low levels of activities in which inmates can engage;
 - dormitories accommodating 50 to 300 inmates;
 - high levels of crowding in dormitories with double or triple bunks and spatial requirements not in accordance with industry standards;
 - high noise levels in the dormitories;
 - shared ablutions;
 - no privacy in either the accommodation or the ablutions when getting changed after a shower;
 - limited screening of the inmates coming to the dormitory environments;
 - low staffing levels;
 - inmates left to their own devices for much of the day;
 - limited response capability from staff in the event of an incident;
 - low levels of engagement between inmates and staff;
 - low levels of searching;
 - multiple areas for contraband concealment within the dormitory; and
 - no areas for inmates to secure their personal property which can be stolen when they are out of the unit.



Accommodation interior featuring inmate cubicles, common areas and lockable toilets, Hunter Correctional Centre.

Issues and mitigation – design and operations of a Rapid Build Prison

697. In May 2016, the Gowdie Management Group working with Phillips Smith Conwell Architects and Webb Australia Group (electronic security and communications) developed draft architectural and security drawings in conjunction with CSNSW' Custodial Corrections division. Key stakeholders were then engaged in a series of individual consultation processes. This was combined with a number of full day seminars involving all key internal stakeholders.
698. Mitigation strategies employed in Rapid Build Prisons to address issues identified in the research are outlined below.

Issue: Dormitories used to warehouse inmates awaiting trial.

Mitigation: Rapid Build Prisons will not warehouse inmates but provide high levels of industry, activity, and programs. They will house predominantly sentenced inmates. All inmates will be of medium or maximum-security classification.

Issue: Dormitories used for sentenced inmates that have limited access to criminogenic programs

Mitigation: Inmates have access to a suite of criminogenic programs and up to two hours per day engagement in these programs.

Issue: Low levels of activities in which inmates can engage.

Mitigation: Under the structured day for Rapid Build Prisons, inmates have three hours of activities per day which include time on the oval, running track, gym, library, study time, games room and Chapel. Inmates have access to up to five hours' work per day and up to five hours of programs, education and training. With all these activities, they are actively engaged for 12 hours per day which is higher than in any other maximum-security prison in NSW.

Issue: Dormitories accommodating 50 to 300 inmates.

Mitigation: There are no more than 25 inmates per accommodation pod to promote a healthy, pro-social environment and enable incidents to be controlled effectively, and no more than 400 inmates per centre to ensure that incidents can be managed effectively.

Issue: High levels of crowding in dormitories with double or triple bunks and spatial requirements not in accordance with industry standards.

Mitigation: Rapid Build Prison dormitories are of international best practice design. They have large footprints to comfortably accommodate 25 inmates each in their own private cubicles. The dormitories have two-storey ceiling heights. Each pod has an internal floor space of 388.7 square metres and an external floor space of 203.9 square metres. The dormitories have ventilation systems.

The inmates' individual cubicles are 4.3 square metres and they are partitioned to a height of almost 1.5 metres.

Issue: High noise levels in the dormitories.

Mitigation: Each inmate has a screen to watch television programs with earphones to reduce noise and a range of other noise attenuation solutions have been incorporated into the building fabric of each dormitory to reduce noise and therefore aggravation to inmates.

Inmates are able to access the recreation yards attached to the accommodation pods after hours to ensure that if they wish to have conversations after hours they do not disturb others trying to sleep.



Accommodation interior, Macquarie Correctional Centre.

Issue: Shared ablutions.

Mitigation: Lockable individual toilet, hand basin and shower cubicles in accommodation pods to eliminate the possibility of assault in shared ablutions, with duress buttons in case an inmate experiences a medical emergency.

There are high levels of air replacement in the toilet, hand basin and shower cubicles to ensure that steam and smells are removed rapidly. This measure is unusual in traditional prisons where inmates sharing a cell are required to shower or use the toilet while their cellmate is present. A significant issue in current high security accommodation in prisons around the state is the use of communal showers and toilets in some cell environments and in residential style accommodation. The inclusion of eight lockable self-contained rooms in each 25 bed accommodation pod means that inmates will be able to lock themselves in these rooms with no fear of assault. Sufficient ablutions have been included in each unit to manage competition for this resource during peak periods, such as prior to attending industries in the morning.



Lockable shower and toilet cubicle.

Issue: No privacy in either the accommodation or the ablutions when getting changed after a shower.

Mitigation: Aside from having individual lockable shower cubicles where inmates can get changed after a shower, each of the accommodation cubicles are designed to be visually discrete and allow an inmate to change in privacy.

Issue: Limited screening of the inmates coming to the dormitory environments.

Mitigation: Only inmates who have good behaviour records and are willing to participate in the activities that the centre offers are selected for admission.

Inmate inductions cover:

- consequences of misconduct;
- comprehensive assessment for suitability for programs and education;
- assessment of work readiness;
- training in the use of the inmate information portal;
- explanation of the structured day and enrolment in education, programs and work;
- health information and protocols for access to clinic; and
- fitness testing.

There will be zero tolerance of bad behaviour by inmates who will be removed to another prison rather than managing their behaviours and removing privileges as would occur in other maximum-security prisons.

Issue: Low staffing levels.

Mitigation: Rather than having day shifts with a higher staffing complement than overnight shifts due to inmates being locked in cells in a traditional prison, both Rapid Builds will have full custodial staffing over a 24 hour period. Rapid Build Prisons have a higher staffing complement than a traditional maximum-security prison so as to appropriately manage a dormitory-style accommodation and the lengthy structured day, and to engage frequently with inmates to deliver better rehabilitation outcomes. Including Custodial, Offender Services and Programs and Corrective Services Industries staff, the ratio of inmates to staff is one staff member to every 1.76 inmates. Including Custodial Staff only, the ratio is one staff member to 1.88 inmates.

Issue: Inmates are left to their own devices for much of the day.

Mitigation: Rapid Build Prisons have high levels of structured activity to ensure that inmates are engaged during the entire day.

Issue: Limited response capability from staff in the event of an incident.

Mitigation: All movement around the prison is controlled by electronic doors, intercoms and cameras and facilitated by secure covered walkways. The Central Control Room staff have situational awareness of the movement of groups around the prison so that movement conflicts can be managed. There are multiple routes to gain access to critical buildings on the site including accommodation pods. In the case of emergencies, the Central Control Room has visibility and control of groups in various secure walkways and can redirect responding staff. Duress alarms are issued to all staff and there is 24/7 custodial staffing to enable appropriate incident responses. There is 24/7 Immediate Action Team presence. There is a full CCTV coverage of all inmates 24/7 apart from when they are in toilets (there is no CCTV of inmates in cells in other prisons, except for observation cells specifically used if an inmate is assessed as at risk of self harm). A second-storey catwalk where staff are situated allows a high level physical observation of pods from corridors. There are short distances from the Central Support unit to the accommodation pods.



Accommodation viewed from secure staff walkway.

Issue: Low levels of engagement between inmates and staff.

Mitigation: Rapid Build Prisons have high levels of interaction with industries, custodial, programs, case management, education and medical staff to reduce the likelihood of self-harm and an enhanced role for custodial officers which will involve delivery of activities during the structured day and after hours.

Issue: Low levels of searching.

Mitigation: Each prison is required to have regular searches for contraband. In addition, the Rapid Build Prisons have high levels of contraband control from the perspective of:

- prevention of items thrown over the fence;
- ability of inmates to retrieve contraband thrown over the fence;
- 45 metres between the outer perimeter fence and any area where inmates are unsupervised in an external area;
- random searching of staff entering the facility supervised by the Senior Assistant Superintendent in charge of security;
- security checking and searching of visitors coming into the centre;
- checking of contractors' tools as they come in and out of the centre;
- best practice intelligence systems in place to advise the management team of contraband countermeasures and potential contraband pipelines;
- tool control in Industries regularly audited and metal detectors used upon entry and exit to the industries area;
- portable Magneto Static Detector for use across the prison;
- X-ray of Corrective Services Industries (CSI) meals coming into the centre;
- metal detection for inmates entering and exiting industries
- no external laundry contracts;
- minimising external delivery drivers coming into the prison by having all deliveries take place in the external stores and CSI personnel delivering items to the industries complex;
- inmates working on ground maintenance outside the secure covered walkways to be supervised at all times;
- strip searching of all inmates after visits;
- inmates to wear overalls in visits; and
- all inmates to be clear of the visits room and accounted for before visitors leave the visiting area.

Issue: Multiple areas for contraband concealment within the dormitory.

Mitigation: Rapid Build Prisons provide inmates with lockable cupboards under their bed to store personal items which will reduce areas of concealment. Inmate personal property can only be held in two lockable cupboards beneath their beds to ensure that searching requirements are minimal and ownership of contraband located cannot be disputed.



Lockable storage.

Issue: No areas for inmates to secure their personal property which can be stolen when they are out of the unit.

Mitigation: Inmates have a lockable area under their bed for their private property.

Living conditions in a Rapid Build Prison

699. One of the benefits of a Rapid Build Prison is that it offers new, fit-for-purpose accommodation for inmates who would otherwise be placed in traditional prison infrastructure in a cell shared with a cellmate.

Traditional maximum-security environment

700. Traditional maximum-security cells typically have double bunks, limited and open (not lockable) storage areas for inmate belongings, and a toilet with sink which both inmates share and that is not screened from view. Modern cells also have a shower, however in 19th century prisons such as Goulburn and the Metropolitan Special Programs Centre at Long Bay, there are communal showers. Some cells have desks. In this environment, inmates are allowed a television to share, a radio and a kettle. There is no telephone inside the cell and no computer technology.
701. In these prisons, inmates are typically let out of their cells from 8am and generally locked in their cells from 3.30pm.

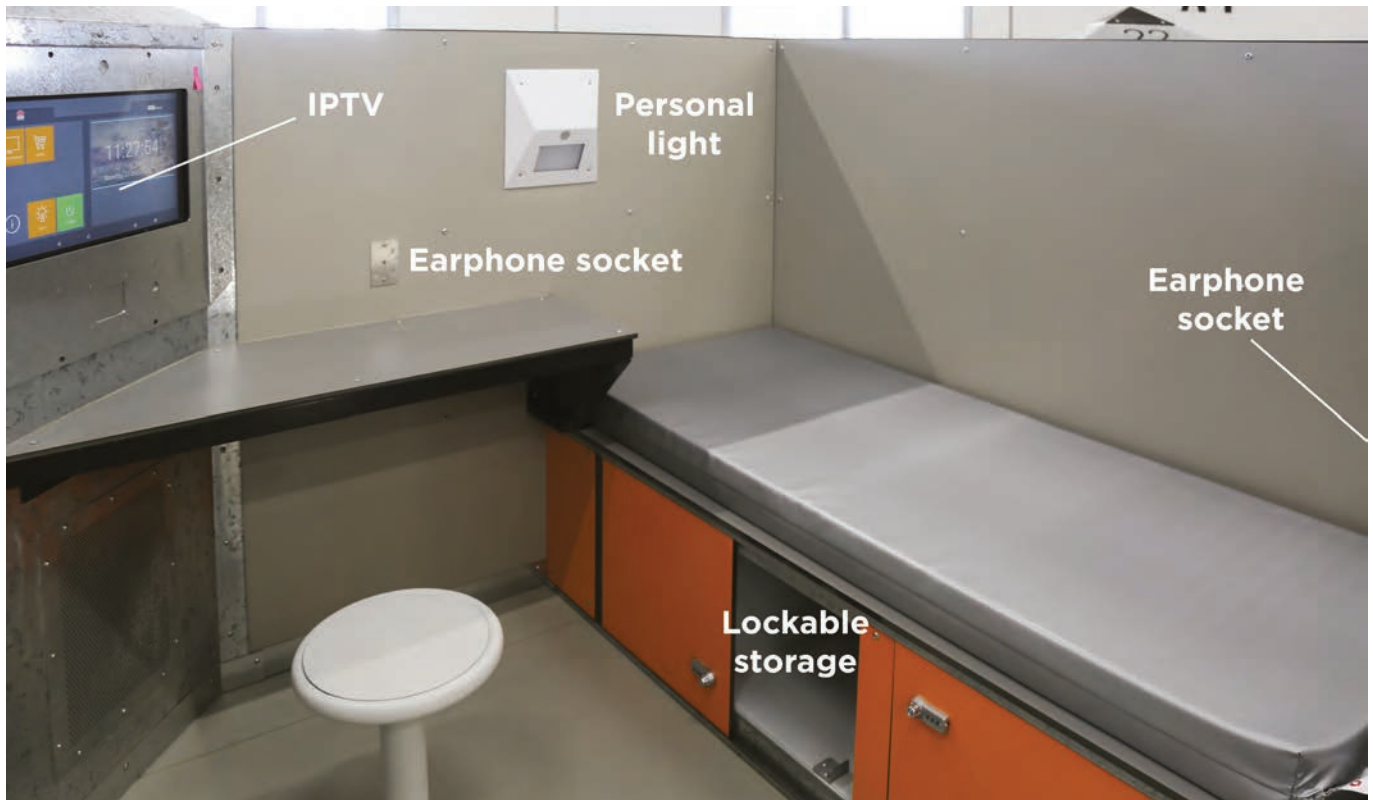


Two-out cell in Long Bay Correctional Centre.

Rapid Build Prison living

702. Rapid Build Prisons have four accommodation blocks. Inside each block are four separate dormitories, each with 25 cubicles.
703. Eight lockable cubicles with combined toilet, shower and sink are in a row at one end of the dormitory.
704. In each dormitory there are two inmate telephones that can be used until 10pm and ample tables and seating for inmates. Additional phones are situated in the industries and programs areas.
705. Individual cubicles comprise a bed, desk, fixed stool, lockable under bed storage, headphones, and night/reading light.

706. Each inmate's cubicle has a touch screen internet protocol digital TV with kiosk functionality. This provides inmates with increased autonomy regarding personal tasks and enquiries through Offender Digital Services in cubicles. This includes but is not limited to, checking schedules such as visits and court appearances, trust account balances, allocation of funds for inmate phone calls, and access to classification information and reviews, disciplinary history, weekly buy-up purchases, educational courses and program activity. The system is a secure internal network and the inmates do not have traditional internet access.



Accommodation cubicle, Macquarie Correctional Centre.

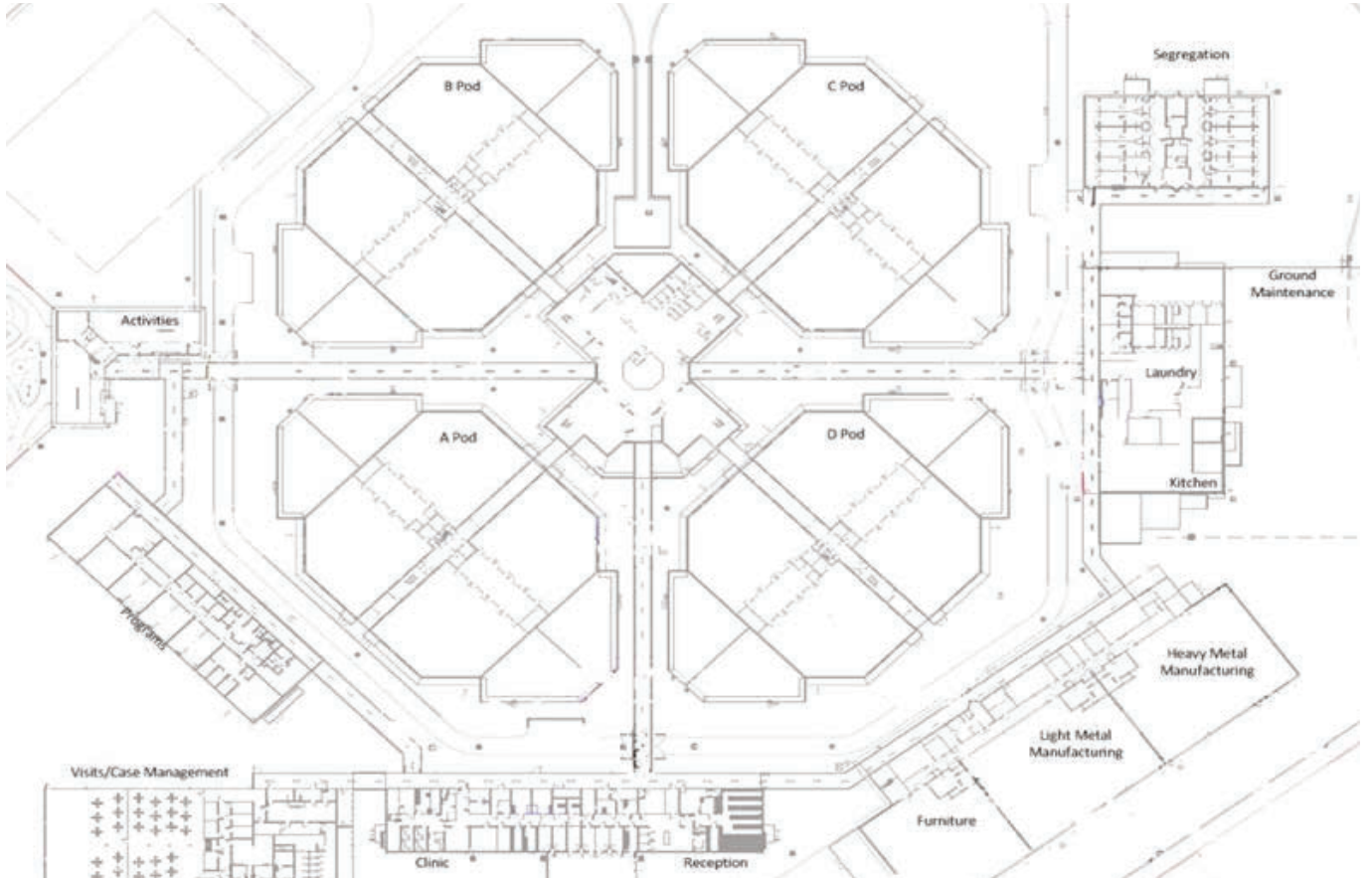


Eight toilet cubicles in each pod of 25 inmates.

707. Supporting facilities include kitchen and laundry, a clinic, audio-visual suites, legal visits facilities, family and friends visits areas, holding yards, oval, gym facilities, library, medication dispensary, and games room. The exercise yards have partial shade as does the main oval.



Rapid-Build Prison exercise yard - Macquarie Correctional Centre.



Rapid-Build Prison layout.

Healthcare

- 708. Justice Health provides healthcare to inmates within CSNSW-run prisons, and will provide similar hours and services to inmates at the Rapid Build Prisons, including mental health, primary health, drug and alcohol and population health care.
- 709. In the case inmates are identified as infectious, such inmates can be isolated in the clinic to avoid spread of the diseases until they have recovered. Should larger containment of infectious inmates be required, Justice Health will work closely with CSNSW to implement existing sophisticated protocols around infectious disease management, including the ability to quarantine areas of a prison, restrict inmate movements, and isolate individual inmates. These protocols have been previously developed and tested by Justice Health and CSNSW in other NSW prisons.
- 710. Justice Health will work with CSNSW to closely monitor the impact of the Rapid Build Prisons on environmental health and communicable disease transmission and ensure the ability of both agencies to manage any actual or potential risk.

Security features and staff safety

- 711. With a full custodial staff complement around the clock, and the dynamic security provided by inmates being occupied over the extensive structured day, Rapid Build Prisons are as safe and secure as any maximum-security prison in NSW.
- 712. Elevated catwalks overlook the dormitories so that staff can observe what is occurring within, without having to enter the dormitory, offering them a protection not available in any other NSW prison.
- 713. Safety features include a perimeter which has 45 metres between the outer fence and any internal building or yard, an inmate free zone at the front of the facility, and use of covered secure walkways for all inmate movement around the prison.
- 714. Rapid Build Prisons rely on a state-of-the-art Security Management System and cameras using video analytic thermal and motion detection, so that inmate movements can be monitored around the clock, even when it is dark inside a dormitory. They also utilise 360 degree cameras. This surveillance is higher than in a traditional prison, limiting the risk of assaults.
- 715. Each Rapid Build Prison has three perimeter fences each made of a different material to prevent being defeated using a single methodology or tool. There are three sterile perimeter zones, each with cameras and motion and thermal detection systems surrounding the prisons.
- 716. Full Immediate Action Teams are on site 24/7, made up of four officers trained in emergency response to critical incidents. These teams are supported by two armouries.
- 717. Streamlined entry and egress for staff is supported by security screening systems.
- 718. In the unlikely case of a large-scale incident that cannot be otherwise de-escalated, staff can deploy CS gas munitions into a dormitory to quell the incident (gas being used throughout the correctional system for serious incidents if de-escalation strategies do not work). The CS gas is a powerful chemical agent which is capable of immediately disabling an individual or large group of people upon exposure. It does not cause injury but instigates a tear and pain response localised

to the mucus membranes of a person's body. Responding officers are rendered immune from the effects of the CS agent via their issued gas mask and other protective equipment.

- 719. The dormitories have powerful extraction fans to clear areas quickly of the gas once an incident is quelled and inmates can also be relocated to another area in the event of a serious incident in a dormitory.
- 720. From a decontamination perspective, Rapid Build Prisons have powerful extraction fans to remove this gas from a dormitory. Also, Rapid Build Prisons have specialised decontamination processes which include a bespoke vacuum arrangement. The method for decontamination of CS gas is simply soapy water and a number of exercises have occurred to test these processes at the prisons.
- 721. Each Rapid Build Prison holds sufficient clothing and linen reserves in the event a pod is contaminated. Cubicles have been designed so that all surfaces are easy to clean. For example, the inmate televisions are housed in a 'tower' and cannot be contaminated.



Accommodation area viewed from staff level.

722. Features include:

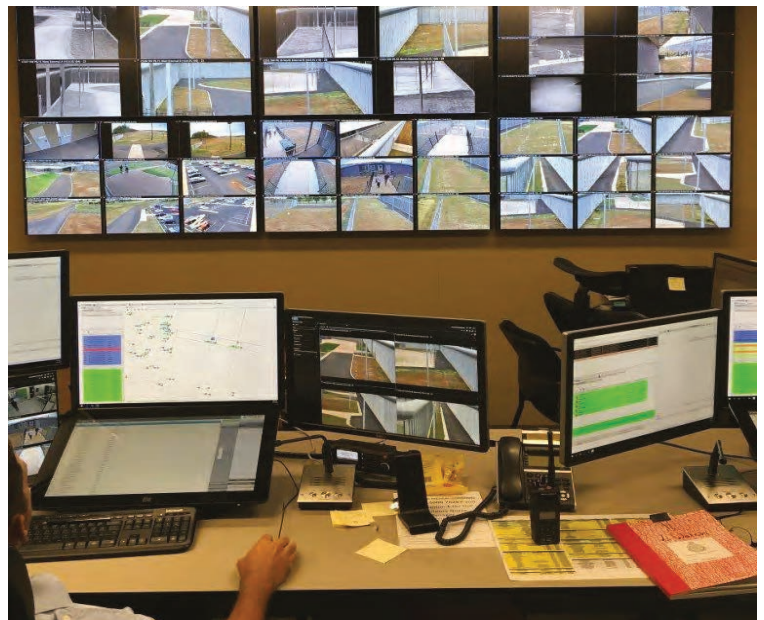
High-tech comprehensive CCTV and alarm system covering all areas. This includes a suite of hundreds of high definition cameras, including 360 degree cameras covering all areas occupied by staff and inmates. The system uses both visible light, infra-red and thermal imaging which facilitates full CCTV capacity even in total darkness.

Inmates are informed of the level of surveillance taking place over their activities. This is a powerful deterrent to misbehaviour which is almost 100 per cent detectable as all the cameras on the system have a 30-day recording capacity. This allows investigating officers to fully track a disturbance or offence back from its discovery to point of origin.

The surveillance capacity is in place 24 hours a day. Inmates are not confined to cells with no camera coverage in the evenings, which occurs in traditional prisons, and all areas are under surveillance aside from the toilets.



Ultra-high definition optical/
infra-red camera.



One of two control rooms operating 24/7 in the centre.

Mobile personal duress system. Each staff member is issued and wears a personal mobile duress unit. This unit requires a simple push of a button to activate. Once activated, the system alerts control room operators to a staff related emergency. The system automatically tracks the staff member's location. The location is displayed on a large graphic user interface and nearby cameras automatically display the staff member. Control room operators then guide an organised response team to the staff member's location. This all happens in several seconds. This system also works autonomously in the event a staff member is rendered unconscious via an inbuilt tilt-sensing mechanism. Similarly, the system activates if the duress unit is grabbed by an aggressor.

Two-way radio system. Each custodial staff member and a number of non-uniformed staff are issued with a two way radio. These two-way radios operate effectively anywhere in the centre and allow a high degree of situational awareness to be added to the overall system.

Command and control. A control post with a full camera array is installed in the administration building directly near the Governor's office. In the case of a major emergency, the Governor can take full control and maintain complete situational awareness of the response.

Two separate control rooms. The centre has two separate control rooms, each capable of fully operating the centre. These are both staffed 24/7 and provide more than twice the situational awareness and response co-ordination of a traditional centre.

Immediate Action Team (IAT). The specially trained IAT team operates 24 hours a day. The centre constantly trains and drill IAT members and times and assesses various responses to different areas.

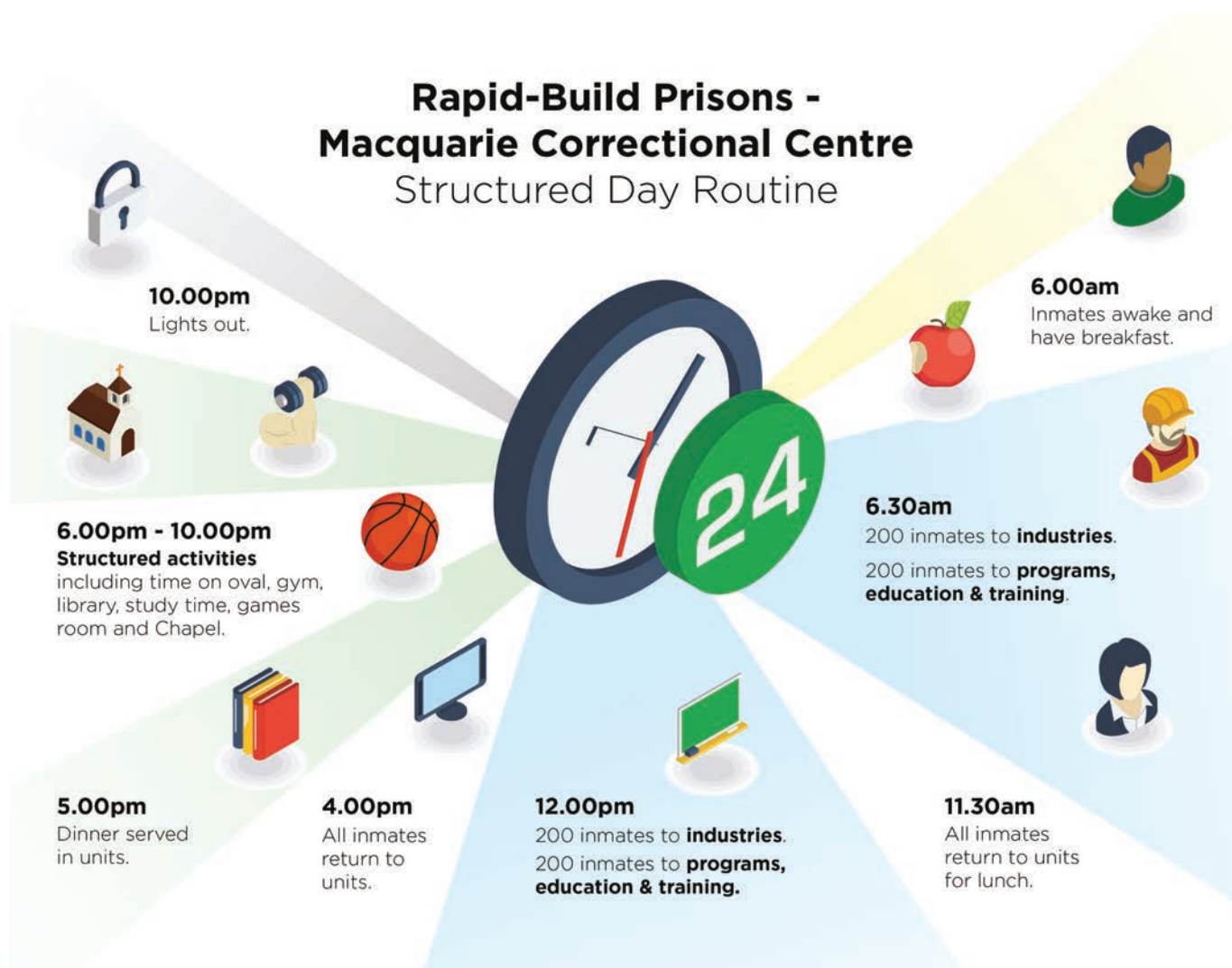


Mobile duress unit and two way radio – standard issue for all staff.

Structured day – importance of operational routine

723. The intent is to achieve as close as possible to a 100 per cent engagement of inmates over the purposeful day. This will be achieved by the provision of employment, life-skills, criminogenic programs to address offending behaviour, education and programmed leisure activities from 6.30am to 10pm. This will not only ensure inmates make the best use of their time in custody, but also ensures dynamic security because inmates are engaged in productive, rather than harmful, activity and are ready to rest at the end of a full day.
724. A total of about 200 inmates will undertake industries of a morning, while the remainder will undertake criminogenic programs, education and training. They swap these activities in the afternoon.
725. Criminogenic programs at Macquarie Correctional Centre and Hunter Correctional Centre will include:
- EQUIPS Foundations;
 - EQUIPS Addiction;
 - EQUIPS Aggression;
 - EQUIPS Domestic Violence;
 - RUSH Training (Real Understanding of Self Help);
 - Health Survival Training – to help inmates manage their health and safety in custody; and

- NEXUS, which prepares inmates for release and helps them form links with the community and external support services to assist with successful reintegration into the community.



Rapid Build Prison structured day routine.

726. Education and vocational training programs at the Macquarie Correctional Centre include:

Foundational Skills Programs
Language, literacy and numeracy
Digital literacy
Full Qualification
Certificate III in Business
Certificate III in Cleaning
Certificate III in Fitness
Certificate III in Warehousing
Certificate III in Hospitality



Regulatory and license courses
First Aid
Test and Tag
Chemical Handling
Construction Induction
Part Qualification Skill Set
Ground Maintenance 1 & 2
Hygiene
Chemicals
Welding 1, 2 & 3
Engineering 2 & 3
Building Maintenance
Laundry 1 & 2
Painting



727. Employment opportunities at Macquarie Correctional Centre include:

- light engineering;
- heavy engineering;
- facilities maintenance;
- food services;
- furniture;
- laundry;
- centre hygiene/recycling;
- ground maintenance; and
- clerical

728. Education and vocational training programs at the Hunter Correctional Centre include:

Foundational Skills Programs
Language, literacy and numeracy
Digital literacy
Full Qualification
Certificate III in Business
Certificate III in Cleaning
Certificate III in Fitness
Certificate III in Warehousing



Regulatory and license courses
First Aid
WHS / White Card
Test and Tag
Chemical Handling
Construction Induction
Food Safety
Part Qualification Skill Set
Ground Maintenance 1 & 2
Hygiene
Processing
Kitchen 3
Welding 1, 2 & 3
Engineering 1 & 2
Building Maintenance
Upholstery
Laundry



729. Employment opportunities at Hunter Correctional Centre include:

- light engineering;
- heavy engineering;
- facilities maintenance;
- food services;
- upholstery;
- vocational training business unit;
- centre hygiene/recycling;
- ground maintenance; and
- clerical.

730. In addition, custodial staff will deliver training to small groups of offenders in fitness, first aid, men's shed activities, and refereeing.

Inmate incentive regime

731. A viable and genuinely valued set of privileges is considered an important inmate management strategy for a prison. The concept of earning and retaining privileges in response to adhering to required behaviours, is a proven effective conditioning strategy to maximise a required behaviour.

Conversely, the risk of these privileges being reduced or withdrawn as a response to undesired behaviours is proven to strengthen the behavioural effect.

732. In Rapid Build Prisons, inmate incentives may include:

- employment opportunities;
- weekly buy up limit increases; and
- additional access to prison phones.

Importance of staff culture in a Rapid Build Prison

733. While the facility and activities offered will contribute to the ultimate success of the Rapid Build Prison concept, it is the staff that has the biggest part to play in delivering the best outcomes from the perspectives of safety, security and rehabilitation. As mentioned, Rapid Build Prisons have a higher ratio of staff to inmates than a traditional prison. All staff members are made aware of the objectives of the prison and the important part they play both individually and as a group in achieving those objectives. While it is to be expected that staff will embrace change at different rates, all should understand that these prisons are a departure from old practice and should be treated as such.

734. The Rapid Build Prisons have attracted major interest from existing prison staff wanting to transfer to work in this type of environment. All staff at Rapid Build Prisons have asked to work there. All have received specific training induction relating to the desired culture of the centre. All staff are acutely aware of the unique inmate management model used in a Rapid Build Prison and have expressed genuine desire to take part.



Inmate accommodation area and inmate phone access, Hunter Correctional Centre.

Staff feedback

- 735. Staff feedback at the Macquarie Rapid Build Prison has been overwhelmingly positive.
- 736. Samples are below, however staff members' names have been removed to protect their privacy.

Senior Assistant Superintendent:

"I have been with Corrective Services NSW for 16 years and during that time I have worked in several centres, I have spent the majority of my time working within maximum security centres. I applied to transfer to Macquarie Correctional Centre because I believe that its concept will work and it will achieve what we as an organisation want to achieve. It has been an honour to be part of the team that has prepared this centre to such a high level. In my time I have never seen the high level or quality of preparation and training provided to staff that has occurred at Macquarie CC.

All areas have been looked at and procedures put in place to ensure the highest level of inmate and staff safety possible. An example of that training is that at Macquarie CC we have the highest ratio in the state of staff that has undergone the specialised Immediate Action Team (IAT) training. We have held countless training scenarios within the centre to ensure that staff are ready to deal with whatever incident may or may not occur within the centre. I am proud that at Macquarie CC we as a centre are attempting to better address reoffending of inmates (something that hasn't always been a high priority within NSW prisons in the past).

We are offering real employment training for inmates, offering real life skills that will one day assist inmates to gain employment on release. On top of employment skills training we have numerous life style and educational courses available to inmates to address their offending behaviour. As a NSW tax payer I want value for money for my tax dollar and I understand that just locking inmates away does not solve a problem it just creates a bigger problem. 99 percent of all inmates serving a custodial sentence will one day be released to the community, I want to be part of the team that will ensure that each inmate is a better and more productive member of society once released, the team I am part of at Macquarie are committed like no one ever has been on achieving this.

I have heard people talk negatively about the rapid build project in recent times and sadly those who have spoken usually have very little or no first-hand experience at either centre. I strongly believe that in future years what we have achieved at Macquarie will be copied at centres not only in Australia but also in other countries."

Senior Correctional Officer:

"I believe Macquarie Correctional Centre has major benefits for both Staff and Inmates. Macquarie is focused on targeting recidivism by enhancing opportunities for Inmates to participate in targeted specialised programs to assist them address their offending behaviour. Rapid Build Centres have an effective management model that maximises the resources available to assist staff in their role to rehabilitate offenders before they are released into our community. Staff are currently on cyclic rostering of 122 hour shifts which allows them to plan their personal time around their working lives. Staff safety is maximised by the layout and design of the Rapid Build Centres. The viewing platforms allow for staff to view what is going on inside the Inmate Accommodation areas without putting staff at risk. The culture at Macquarie Correctional Centre is positive and lowers burn out rates amongst staff working here. This centre is extremely beneficial for Staff and Inmates.

Senior Correctional Officer

“Macquarie CC shows a forward direction to address re-offending with the strong focus to deliver programs to meet and address their offending behaviour. All of the work units have amazing specialty equipment that will offer inmates employment and training in the use of the machinery which will give them the knowledge, tools and accreditation to gain employment after release. The security system now seems to be functioning well, although had many issues until most recently and now seems to be very effective, the security system has some amazing equipment like infra-red cameras which allow visibility into housing locations when they are totally dark, this gives inmates security and safety while in a dormitory style living. Inmate bathrooms are private and personally I feel inmates are much sager rather than use of shower or toilet in in a small 2 or 3 out cell, they now have privacy.

Operationally this centre is just starting with split shifts in industries to commence in the near future. I feel quite safe in this centre, response times are extremely fast and all staff have undertaken response training and scenarios, there is a more relaxed attitude to offenders so far and this promotes reciprocated behaviour and less aggression. There is an IAT presence 24/7. Staff are able to have input into the running of the centre with so far open door policy, so far there has not been a boys club forming. In this style of gaol inmates have the opportunity to think more for themselves.”

Education Services Officer

“I commenced working at the Macquarie Correctional Centre (MQCC) in September 2017. I have had extensive experience working across various facilities prior to this with my 13 years’ experience with the Department of Justice. Please see below my view/feedback in relation to the centre’s safety, security and operational effectiveness.

Safety: The security measures in place here at MQCC make me feel very safe coming to work each day. In particular I would highlight the Correctional Officers general attitude to safety. I have observed Correctional Officers undertaking lots of training exercise. The Officers are friendly and take time to explain the safety measures in place. Part of my role here this far has been introducing a number of external service providers to the centre. The Functional Managers have been extremely helpful in offering safety inductions. At this point none of the external service providers have expressed any safety concerns working in our centre.

Security: Speaking from a non-custodial standpoint (I have experienced as a Correctional Officer earlier in my career) it appears the security is tight. I think the layout of this centre is easy to follow. The immense amount of cameras around the centre also adds to the security. Speaking from experience Long Bay (MSPC 1-4) is an old prison with lots of blind spots and minimal camera coverage. This is not the case here at MQCC, all areas (to my knowledge) have sound camera coverage with makes me feel secure coming to work. During our ramp up stage I personally witness many security scenarios also. The staff appear well trained to handle any potential security concerns.

Operational Effectiveness: I will comment from an education viewpoint in relation to this point. I think that MQCC is well equipped to make meaningful change to offender behaviour with the suite of programs/education we have on offer here. I think the most innovate part of this would be the variety of interventions on offer here at MQCC. The Programs/Education part of the structured

day will run a lot like a high school, Inmates will be responsible for coming to their class. I like that the onus is placed onto the offender. It has been challenging and rewarding working toward a structured day as nothing like this has ever been done before. I believe this centre will achieve some major outcomes in the future because the centre is offender centric. The ability for offenders to have a stake in the education/training/work is intrinsically motivating.

I believe the ongoing success of this centre will come down to engaging interventions where inmates see value in the services we offer.”

Key performance indicators

737. Both Rapid Build Prisons began operations with KPIs in place, as part of the benchmarking program being rolled out across all prisons. This means both will be required to meet performance targets that are focused on outcomes, measured by KPIs, in four key areas:

- safety and security (KPIs include searches and contraband detection);
- rehabilitation and reintegration (KPIs include inmate participation in programs, education and training);
- decency and respect (KPIs include time out of cells and purposeful activity); and
- professionalism and accountability (KPIs include staff training).



Central movement control, Hunter Correctional Centre.

Value for money

738. Both Macquarie Correctional Centre and Hunter Correctional Centre were funded as part of the \$3.8 billion Prison Bed Capacity Program.
739. In addition to the design and prefabrication, costs were reduced by:
- no land acquisition required;
 - no substation relocation or new substation required;
 - level grading of site, meaning minimal bulk earthworks; and
 - all services are within 6 metres of the 400 bed site and no upgrades to existing infrastructure were required.
740. The net operating expenditure per prisoner per day for a Rapid Build Prison is below the Australian average for secure facilities but 15 per cent higher than a traditional maximum-security facility due to a much more extensively structured day and 24-hour emergency response coverage. Operationally, a Rapid Build delivers good value for money with added benefits in amenity for inmates and more extensive rehabilitation activities to reduce reoffending and enhance community safety.

Facility	Net Operating Expenditure per prisoner (\$/day)
Rapid Build Prison Facility	\$208
Secure prison facilities (NSW average)	\$190
Secure prison facilities (Australian average)	\$230
All prison facilities (NSW average)	\$181
All prison facilities (Australian average)	\$224

Table 20: Comparison of net operating expenditure per prisoner. Source: Department of Justice, Productivity Commission.

Procurement process

741. The Department of Justice requested tender submissions for the role of managing contractor to deliver the two Rapid Build Prisons in June 2016. The objective of the procurement process was to identify potential design and construction partners that have the necessary capacity, capability and experience to meet the project objectives.
742. An evaluation committee comprising representatives of the Prison Bed Capacity Program evaluated the submissions on the basis of the following evaluation criteria set out in the request for tender submissions.
743. Project-specific evaluation criteria included the applicant's experience, capability and strategy to deliver, margin estimate and preliminary estimate.

744. The evaluation committee identified the applicants that best satisfied the evaluation criteria and recommended those companies be invited to participate in an Early Contractor Involvement (ECI) process. Submissions were then reviewed with Hansen Yuncken selected as preferred for the Wellington project and Lendlease for the Cessnock project in July 2016. The preferred tenderers were required to submit a final Guaranteed Construction Sum in late July 2016 and were subsequently awarded the respective contracts for construction.
745. This form of procurement follows the established Managing Contractor form of procurement which is commonly used across NSW and also nationally on federally funded projects.
746. In a December 17 Case Study Report by the University of Technology Sydney, which examined the Rapid Build Prison project, the authors concluded:
“The Cooperative Based Contracting ... achieved the necessary flexibility for such an innovative project and Corrective Services NSW can be commended for adopting this approach. In tandem with the leadership components, the professionalism exercised by the stakeholders including Lendlease, Hansen Yuncken, Justice Infrastructure and Corrective Services NSW is to be commended”. The full report is contained in Appendix A.

Governance and oversight

747. The Rapid Build Prison project had a high level of governance and oversight. The governance structure developed included oversight by the Prison Bed Capacity Board, chaired by the Secretary of the Department of Justice and comprising departmental staff, central agency representatives, a representative from Infrastructure NSW and external experts. The Board reports to the Minister for Corrections and the Justice Reform Ministerial Council.
748. Key governance bodies providing oversight of the Rapid Build projects include the Integrated Delivery and Commissioning Steering Committee (IDC), which was established under the Prison Bed Capacity Program. Meeting monthly, key members include Department of Justice, including its Digital and Technology Services arm, CSNSW, Justice Infrastructure, and Justice Health.
749. The IDC is responsible for achieving the agreed success factors and business requirements for the Prison Bed Capacity Program. It also has responsibility for the full lifecycle of activities across each sub-program and individual project, from specifying business need, development and construction through to commissioning and facility opening.
750. The Operational Commissioning Project Control Group (OCPCG) is a group established under the Prison Bed Capacity Program. Its members comprise senior representatives from the Department of Justice and Justice Health. The OCPCG provides direction and leadership across all of the operational readiness activities including staff recruitment, risk management, development of operating models and procedures, staff training and induction, testing of security systems and processes, inmate selection and placement and change management. The objective of these activities is to ensure that each prison within the scope of the Prison Bed Capacity Program, including the Rapid Build Prisons, is ready to accept inmates and operate effectively, according to the identified business needs, approved business plans, client requirements and proposed benefits.
751. Furthermore the OCPCG provides direction and oversight of the operational implementation activities for each project including development of the operational commissioning plans,

operational policy development, industrial and workforce activities, readiness assessments and facility opening.

752. In addition, INSW has conducted regular Health Checks on both Rapid Build Prison projects as appropriate for public projects of this scale.

753. A fifth, pre-commissioning INSW Health Check upon Macquarie Correctional Centre made the following findings:

Service Delivery: Satisfactory

Affordability and Value for Money: Strong

Sustainability: Satisfactory

Governance: Satisfactory

Risk Management: Satisfactory

Stakeholder Management: Strong

Change Management: Satisfactory

A fifth, pre-commissioning INSW Health check upon Hunter Correctional Centre made the following findings:

Service Delivery: Strong

Affordability and Value for Money: Strong

Sustainability: Satisfactory

Governance: Strong

Risk Management: Satisfactory

Stakeholder Management: Strong

Change Management: Strong

Planning process and community consultation

754. The construction work of Rapid Build Prisons within existing centres was undertaken in accordance with the *State Environmental Planning Policy (Infrastructure) 2007*. In determining the proposals, the Department of Justice was required to consider their impacts in accordance with the *NSW Environmental Planning and Assessment Act, 1979*. The potential impacts were documented in a Review of Environmental Factors (REF), which considered such matters as socio-economic impacts, impacts on the amenity of neighbours, and traffic impacts. The REF process was undertaken in consultation with NSW Planning. NSW Planning considered that the REF was compliant for planning approval purposes.

755. The surrounds of the existing Wellington and Cessnock Correctional Centres are very different. Cessnock is in a well developed residential area, while Wellington is isolated, which had implications for the community consultation needs.



Cessnock Correctional Centre site prior to Rapid Build Prison construction.



Wellington Correctional Centre site prior to Rapid Build Prison construction.

756. The Department of Justice and its consultants consulted with and informed the community and stakeholders, including local councils, during the planning, construction and opening of the new facilities. The Justice website has been updated regularly, and information disseminated via local letterbox drops, newspaper advertisements and articles as well as community information sessions where required.

757. A freecall telephone hotline and email was established for enquiries from the public and other stakeholders.

Activity	Start date	End date
Engage REF head consultant	19/07/16	19/07/16
Specialist studies commence	20/07/16	05/08/16
Stakeholder and community consultation & media announcement	25/07/16	22/08/16
Draft REF preparation	12/08/16	18/08/16
PEER Review of REF	18/08/16	20/08/16
Update REF from peer review and stakeholder & community consultation	20/08/16	23/08/16
Final REF submitted to JI	19/10/16	19/10/16
REF determined	24/10/16	24/10/16
Stakeholder meetings about the determined REF	03/11/16	03/11/16
Media announcement and website update about the availability of the REF	04/11/16	04/11/16

Table 21: External stakeholders and community consultation process for Hunter Rapid Build.

758. CSNSW' consultants delivered a letter to surrounding properties on 22 July 2016 which provided local residents with information about the proposed expansion and a map of the proposed expansion.
759. A project specific email address and telephone number were set up to provide local residents and stakeholders with an outlet to ask questions and provide feedback.
760. Between 22 July and 22 August the project email address post box received 163 emails and letters. The project telephone number received five calls.

Activity	Start date	End date
Engage REF head consultant	16/06/16	16/06/16
Specialist studies commence	22/06/16	11/07/16
Stakeholder and community consultation & media announcement	28/06/16	18/07/16
Draft REF preparation	18/07/16	19/07/16
PEER Review of REF	19/07/16	21/07/16
Update REF from peer review and stakeholder & community consultation	21/07/16	22/07/16
Final REF submitted to JI	22/07/16	22/07/16
REF determined	01/08/16	01/10/16
Website update about the availability of the REF	01/08/16	01/08/16

Table 22: External stakeholders and community consultation process for Macquarie Rapid Build.

761. CSNSW' consultants mailed letters to stakeholders that contained information about the proposed expansion, as well as a map of the proposed expansion. Stakeholders were encouraged to make a submission during the REF process.

Water tanks and waste management

762. Bulk water storage tanks are constantly running as they supply the day to day needs of a Rapid Build Prison. These tanks are topped up nightly to reduce impact on the local reticulation.
763. Both Rapid Build Prisons conform to the Corrective Services Industries' Waste Management Strategic plan which meets NSW 2021 targets.

Jobs generation for regional communities

764. The Rapid Build Prisons have provided local benefits for communities nearby. The primary local benefit is increased employment. Based on NSW Treasury industry multipliers, for \$1 million spent on infrastructure it is estimated that the project generated between 300 and 320 jobs during the construction phase. Upon completion, the additional operational jobs provided an additional 226 FTE roles each to the Wellington and Cessnock communities.

Other stakeholder engagement

765. CSNSW conducted extensive stakeholder engagement in the development of the Rapid Build Prison Design. Stakeholders engaged included:
- Custodial Corrections, CSNSW;
 - Offender Services and Programs, CSNSW;
 - Corrective Services Industries, CSNSW;
 - Security & Intelligence, CSNSW;
 - Corrections Strategy and Policy, CSNSW;
 - Community Corrections, CSNSW;
 - Digital Technology Services, Department of Justice;
 - Infrastructure and Platforms, Department of Justice;
 - Justice Infrastructure, Department of Justice;
 - Prison Bed Capacity Unit, CSNSW;
 - Justice Health & Forensic Mental Health Service, NSW Health;
 - Public Service Association;
 - Video Conferencing Unit, CSNSW;
 - Inspector of Custodial Services; and
 - NSW Ombudsman.

Commissioning and testing – Macquarie Correctional Centre

766. Each correctional centre must undergo a commissioning and testing process after it is constructed. Commissioning and testing consisted of an exhaustive process taken over a period of three months. This commissioning and testing included all the Macquarie custodial, industrial, program and health services staff. Also heavily involved were the Prison Bed Capacity Unit, the Operational Assessment Team and the Security Operations Group.
767. Testing involved realistic simulations of all day-to-day correctional centre activities which were in turn closely observed and scrutinised by Prison Bed Capacity Unit assessors. In addition to the day-to-day operational aspects, emergency response procedures were drilled and tested on hundreds of occasions. Such procedures and drills included fire response and serious incident response (riot, disturbance, fight, serious assault, medical emergency, security breach and attempted escape). The prison performed very well in all testing and commissioning activities and was assessed as operationally ready to take inmates in early December 2017.
768. From early November 2017, a team of up to 20 minimum-security inmates from the nearby Wellington Correctional Centre were moved to Macquarie Correctional Centre on a daily basis to perform critical employment roles as well as to assist in testing various inmate-related systems throughout the centre.
769. On 16 December 2017, 38 minimum-security inmates were classified and placed into Macquarie Correctional Centre to facilitate intensive testing of systems. This cohort of inmates assisted in identifying day-to-day minor operational issues (movement control, structured day, employment, inmate technology services such as Internet Protocol TVs, and inmate amenities). Minor operational issues were identified by these inmates and this identification formed the basis for adjustments to routine prior to maximum-security inmates being admitted. The first 31 maximum-security inmates arrived on 29 January 2018. This intake will be followed with several additional intakes of maximum-security inmates each week until the centre is fully populated by the end of February 2018.
770. The inmates who tested the centre reported a good degree of satisfaction with the accommodation, amenities, programs and employment. This result is important as these minimum-security inmates were volunteers who gave up less restrictive routines which were available to them in their previous minimum-security locations.
771. Improvements made as a result of the testing included modification to inmate pod amenities, minor changes to daily and weekend routines, the purchase of the most appropriate gymnasium equipment and minor changes to movement control practices.
772. Populating the centre with a small number of minimum-security inmates also allowed for comprehensive testing of the highly complex electronic security system. This was extremely valuable with multiple issues around network architecture and system integration being detected and addressed before the centre became fully operational. Large scale and significant improvements to the electronic security system were made as a result of this activity.
773. As at 2 March, Macquarie Correctional Centre was on its way to full capacity with 340 inmates. Hunter Correctional Centre has undergone a similar commissioning and testing process as Macquarie Correctional Centre and as at 2 March had 160 inmates.

Inmate feedback

774. For the purposes of this Inquiry, on 1 February 2018, CSNSW sought feedback from the first maximum-security inmates to occupy Macquarie Correctional Centre.
775. Inmates were issued a form from CSNSW which stated:
“This form is to give your feedback on the facilities at Macquarie Correctional Centre. What you write may be used in a Corrective Services submission to a NSW Parliamentary Inquiry which includes an examination of Rapid Build Prisons. If what you write is used, your identity will not be used, only your age. Please write your feedback below.”
776. Below is a sample of responses:

1. INMATE A, aged 31

“The upside of this jail is what we have more freedom and in a good clean environment away from all the problems in jail and that we are able to work towards the future of our release and to keep us in contact with our families as we can call then till late and it’s a jail for good inmates that wanna do the right thing.”

2. INMATE B, aged 32

“I think the jail is very good. The opportunities it offers are great. The accommodation is great. Not a bad thing to say about the jail. The extra freedom is excellent for all us privileged inmates. Thank you for the chance to excel.”

3. INMATE C, aged 26

“I have done about 6 years in jail and this jail is probable one of the best jailz I have been 2. The programs and education they are offering are really encouraging to turn my life around. The facilities are more than efficient.”

4. INMATE D, aged 48

“The facilities a MCC are exceptional, and I have positive feedback from other inmate’s. At this stage there are only 16 inmates with a further 10 [CSNSW correction: 9] still to come, but I have no doubt that the pod will run as smooth as it does now. The work facilities are also exceptional with a good variety of jobs available. At this stage I cannot comment on programs, but I am sure they will be of high standard with positive outcomes to inmates. The staff are happy to help inmates adjust with prompt and honest answers to their questions.”

5. INMATE D, aged 36

“The facilities at Macquarie gaol are excellent. Great sleeping quarters great toilets/showers and kitchen I can’t complain.”

Making sure Rapid Build Prisons deliver

777. A robust research and evaluation project will be conducted over five years to measure the outcomes and benefits realised by the Rapid Build Prison approach, compared with results achieved by traditional prison builds. This will be longitudinal study undertaken by CRES.

778. The evaluation framework is aligned with the Program Logic Model of the Rapid Build model, which articulates how the features and innovations built into the model act as mechanisms of change that in turn have an impact on outcomes of interest: social climate, operational outcomes, purposeful activity, cost/benefit analysis and reoffending outcomes. The full evaluation framework is contained in Appendix E.



Visits area - Macquarie Correctional Centre.

PART 3: Benchmarking of NSW prisons

Terms of reference addressed in Part 3:

- (h) the benchmarking of prisons in New South Wales.



Gatehouse, South Coast Correctional Centre.

Improvements to Productivity and Accountability

779. Benchmarking improves the productivity and accountability of prisons, so the community and Government can be assured prisons deliver good outcomes at good value for money.
780. The public has a reasonable expectation that public services are run effectively, deliver value for money and are accountable for their results.
781. Benchmarking of the NSW prison system began in July 2016 and about 90 per cent of prisons are undergoing benchmarking consultation, or have had their benchmarks finalised. It is anticipated all publicly run prisons will transition to benchmark performance by the end of 2019.
782. Benchmarks include two major components:
- KPIs that outline what prisons need to achieve to become the best they can be; and
 - resources, including staffing, required for a prison to perform efficiently and effectively.
783. The KPIs are being applied across all prisons, and these lift performance standards for crucial outcomes such as safety and security and inmate rehabilitation.
784. This will be the first time individual prison performance outcomes are measured in such a transparent way, and individual prison performance will be publicly reported, encouraging the take-up of best practice across the system.
785. Benchmarking introduces a leaner, more efficient prison management structure focused on accountability, which is more in line with management structures in interstate publicly run prisons.
786. Crucially, it also introduces a new shift formula to increase the number of frontline officers available to be deployed on any one shift.
787. It also aims to create consistency in staffing levels for 30 key activities inside a prison, across the system, based on the identification of best performance of publicly run NSW prisons. For example, one efficient prison may have three staff operating the prison's gatehouse on a shift, while a less efficient but similar prison may have five staff operating its gatehouse. Benchmarking aims to address such inconsistencies, while allowing for differences in a prison's infrastructure, size, role, function, and unique needs. This is a far more reliable staffing measure to use than simply inmate to staff ratios. Comparing such ratios across prisons is not a reliable measure due to the differences in prison infrastructure, size, role, function, and other needs.
788. CSNSW is not inflexibly forcing staffing benchmarks on prisons and it is very conscious that no two prisons are alike – and therefore each prison's resourcing needs to take those differences into account.
789. Indeed, it has adopted a transparent, consultative process in which every manager and staff member of a prison, and also their union representatives, are invited to be involved in examining how they can make improvements to their prison's operations, based on their own local knowledge and experience. Innovation is encouraged, including the use of new technology which may help cut down workloads and improve outcomes.
790. A prison's managers and staff examine draft staffing benchmarks issued to a prison, then devise their prison's final staffing benchmarks which, in their view, will allow them to achieve the KPIs.

791. The system-wide improvements under benchmarking are part of CSNSW's commissioning and contestability strategy known as *Better Prisons*, to strengthen the public system's operations into the future and achieve strong outcomes for community safety and inmate rehabilitation.
792. CSNSW has chosen benchmarking as an alternative to market testing more public prisons. Prisons will be given extensive support to continuously improve and meet their performance targets. While a sustained and serious failure of a prison to meet its performance outcome targets could ultimately result in market testing, it has been communicated very clearly to staff that this would be a last resort and that a series of escalating support measures would be exhausted before any such decision is made.
793. Benchmarking is used in the public sector as a means to identify best practice, reduce costs, standardise the distribution of staff resources, identify operational efficiencies and promote innovation.
794. Benchmarking is complemented by the NSW Government's Strategy to Reduce Reoffending, which is significantly boosting resources and protocols to reduce reoffending across the prison system. This is anticipated to contribute to the NSW Government's priority of reducing adult reoffending by five per cent by 2019, and the NSW Premier's Priority of reducing domestic violence reoffending by 25 per cent by 2021.

Overall growth of CSNSW and impact of benchmarking

795. Benchmarking is increasing the total number of full-time equivalent roles at some centres, leaving it static at others, and reducing it at others.
796. Regardless of whether staffing levels stay the same, increase or decrease, benchmarking is bringing about changes in staffing at various ranks and levels, due to it introducing a new management structure and different ways of operating.
797. This is impacting a small proportion of prison staff. CSNSW takes this impact very seriously and has a strategy in place to support and place as many affected staff as possible into alternative roles, including through promotion.
798. Overall the NSW prison system has been undergoing major jobs growth including with a \$3.8 billion prison build program and a \$330 million reducing reoffending program.
799. Across 2016 and 2017, CSNSW created more than 1,700 new positions in prisons. This is many times the actual or anticipated impact on roles where benchmarks have been finalised or are under consultation and new creation is continuing as CSNSW grows.
800. Further, CSNSW has aligned its phased benchmarking rollout as much as possible with this growth so that when centres reach benchmarked operations, affected staff can more readily swap to different roles at their own prison, or a nearby location. CSNSW needs to retain as many of its skilled and experienced staff affected by benchmarking as possible, as it grows.
801. Examples of where this has occurred include, but are not limited to, the alignment of Wellington Correctional Centre's benchmarking with the new 400-bed Macquarie Correctional Centre and Cessnock Correctional Centre's benchmarking with the new 400-bed Hunter Correctional Centre.

802. Further jobs growth will continue with major prison expansions occurring at prisons across the state under the Prison Bed Capacity Program.

803. These are below:

Site & new beds	Project stage
Bathurst CC – Maximum-security expansion (220)	Planned
Cessnock CC – Minimum-security expansion (Cessnock) (280)	Planned
Cessnock CC– Maximum-security expansion (Cessnock) (330)	Construction
Dillwynia (Windsor) - Maximum-security (248)	Planned
Goulburn	Planned
Junee CC – Maximum-security expansion (480)	Construction
Long Bay – Segregation Cells (10)	Construction
Mid-North Coast CC (Kempsey) –Maximum-security expansion (440)	Construction
MRRC (Silverwater) - Maximum-security (440)	Planned
OMMPCC - John Morony 2, Minimum and Medium-security repurpose	Planned
Parklea CC – Maximum-security expansion (500)	Construction
South Coast Correctional Centre (Nowra) – Minimum-security (200) Maximum-security (160) expansion	Construction
Completed	
Berrima – recommissioning	75-bed male minimum-security
Illawarra Re-Integration Centre (Wollongong) – repurpose	60-bed male minimum-security
Macquarie CC (Wellington)	400-bed male maximum-security
Mary Wade CC (Juniperina) – repurpose	94-bed female maximum-security
Parklea CC – expansion	150-bed male minimum-security
Hunter CC (Cessnock)	400-bed male maximum-security

Table 23: Prison Bed Capacity Program - planned, under construction and completed projects.

Benchmarking - rationale for change

804. As a 2016 report by the Auditor-General of NSW found, while CSNSW reported on outcomes across the organisation, there was no clear means of measuring the performance of individual centres.

805. In the report, *Performance Frameworks in Custodial Centre Operations*, the Auditor-General found: “CSNSW did not set clear KPIs or targets for public correctional centre General Managers [or as they are now called, Governors]. As a result, General Managers were unclear about centre KPI expectations, individual centre performance could not be assessed, and it is difficult to vary performance expectations in response to changing operating environments”.
806. Key findings of the report include:
- the effectiveness of CSNSW’ performance framework was limited because organisational KPIs did not cascade to publicly run prisons;
 - individual publicly run prisons could not be assessed on how well they contributed to overall CSNSW’ objectives, and it was difficult to vary performance expectations in response to changing operating environments; and
 - CSNSW did not publicly report on publicly run prison performance and provided only limited information for privately operated prisons, which limited transparency and accountability.
807. The Auditor-General found CSNSW’ commissioning and contestability project (*Better Prisons*, including benchmarking) was designed to address these issues.
808. In addition, publicly operated prisons have developed staffing levels in an ad hoc manner over the years, creating inconsistency of staffing for key activities and posts.
809. The community and the Government have a reasonable expectation that they get good outcomes at good value for money. Therefore, benchmarking includes transparency around outcomes and an alignment of staffing to what is reasonable to achieve these outcomes, in an efficient and effective way, without compromising safety and security.

Focus on outcomes

810. As part of benchmarking, the CSNSW G&CI division developed performance targets, linked to KPIs, which will be consistently applied across the correctional system. This includes all public prisons through the benchmarking process, John Morony Correctional Centre which has been market tested and transitioned to a new operational model under public management, existing privately operated prisons (Parklea and Juneee) under future contracts, and the new Grafton Correctional Centre which will begin operating in 2020.
811. The focus of this model is on outcomes delivered for the community, rather than the historical focus of being overly prescriptive about “input”, so that prisons can bring innovation to achieving their outcomes.
812. The central objective of this is to ensure continuous improvement in the delivery of custodial services. It is important to be able to clearly identify areas in which prisons are performing well and areas in which improvement is required. This will ensure the prison system is delivering the best outcomes for community safety and a reduction in reoffending.
813. The KPIs reflect four key outcomes of safety and security, rehabilitation and reintegration, decency and respect, and professionalism and accountability. There are 17 KPIs and they include completion of case plan intervention for inmates, inmate time out of cells, compliance with release dates, accuracy of reporting, escapes, unnatural deaths and assaults.

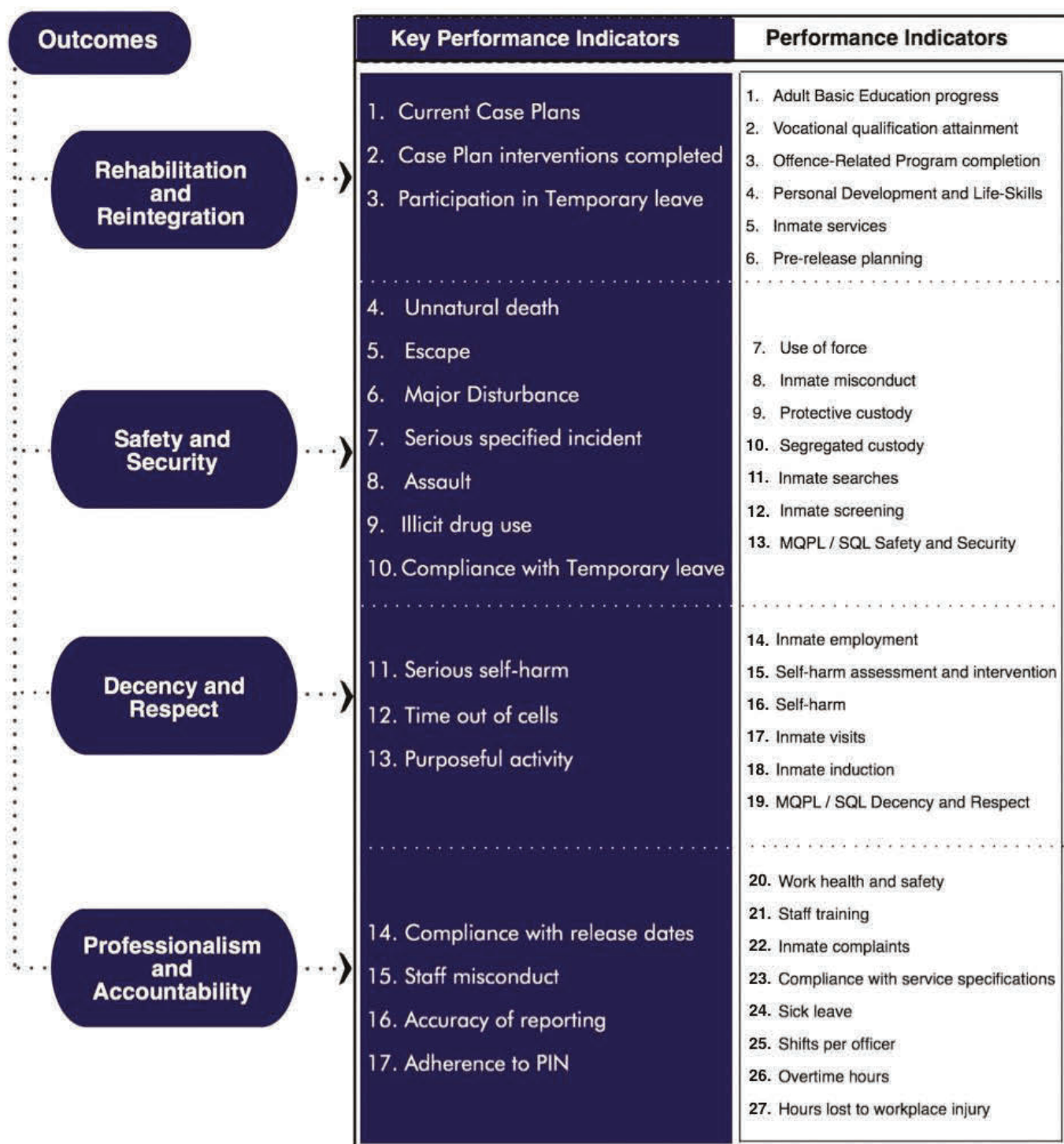


Table 24: Outcomes and Key Performance Indicators.

814. While the same KPIs will apply to all prisons, the performance thresholds have been moderated to reflect a prison's size, security classification, and role and function so that the expected performance is realistic for that prison.
815. For example, it is common for a prison with maximum-security remandees to have a higher assault rate than a minimum-security facility for sentenced inmates, due to the inmate cohort. In such cases the level of acceptable performance is moderated to allow for these differences.

816. Greater weighting will be given to outcomes critical to a prison's performance, such as safety and security.
817. In addition, new service specifications - which outline the minimum outcomes required for all types of prison operations, including services and programs for inmates - have been developed to assist prisons to reflect best practice in correctional operations and to meet targets and KPIs.
818. Each prison will report monthly on its success in meeting these targets and KPIs. After benchmarking is complete, each prison's performance will be publicly reported and compared.
819. CSNSW is currently developing a formal framework to monitor and evaluate each prison's performance against the KPIs and ensure accountability for outcomes. This will ensure prisons that need support to improve get that support, and that good performance is rewarded.

Activities of a prison

820. Staffing benchmarks are based on 30 key activities which represent the key functions of a prison.
821. These include security, inmate accommodation, visits, programs to address offending behaviour, and inmate work and education.
822. Most, but not all, are measured by the size of the inmate population at a prison, which is an indicator of the workload level in managing these activities.

Activity	Workload indicator
Management	
Management Custodial	Prison population
Management Non-Custodial	Prison population
Administration	
Administration	Prison population
Visits processing	Prison visitor numbers
Custodial - Security	
Operations - afternoon	Prison population
Operations - night	Prison population
Escort	Prison population
Tower	Prison population
Immediate Action Team	Prison population
Gatehouse	Prison population
Master control	Prison population
Reception	Prisoner movements
Prisoner property	Prisoner movements
Video	Prison population

Activity	Workload indicator
Visits – 2 days	Prison visitor numbers
Visits – 7 days	Prison visitor numbers
Medical clinic	Prison population
Programs security	Prison population
Activities	Prison population
Custodial - Accommodation	
Secure Accommodation	Prison population
Open Accommodation	Prison population
Industries and Maintenance	
Maintenance and Grounds	Prison population
Heavy industry	Heavy industry
Light industry	Light industry
Catering	Prison population
Programs and Education	
Psychologist	Prison population
Welfare	Prison population
Education	Education individual students
Sentence Management	
Case management and sentence administration	Prisoner movements

Table 25: Prison activities and work load indicators.

Point in time to which staffing benchmarks are applied (datum point)

823. The moderated draft staffing benchmarks for each centre apply to the prison's staffing as it was in July 2016 for Custodial Corrections, Corrective Services Industries and Offender Services and Programs.
824. Any additional roles created at a centre since July 2016, such as increased staffing to accommodate extra inmate beds or new roles created under Reducing Reoffending initiatives, are not impacted by benchmarking.
825. Further, the functions of administration, education, classification, sentence administration, Custodial Administration and Stores, and the Operations Scheduling Unit are all out of scope.

Setting staffing benchmarks

826. There are four phases in the development of staffing benchmarks to meet KPIs: initial desktop benchmarks, moderated benchmarks, consultation with staff and managers at each individual prison, and the transition to benchmarked operations.

1. Desktop benchmarks

Independent collation and analysis of data

Reflect centre size and current roster and management structures

2. CSNSW-moderated benchmarks

Consultation with business partners to establish draft benchmarks

Exceptions considered based on operational need, role and function

3. Consultation at the local level, prison by prison

Three-month consultation period

Stakeholder consultation: local centre staff, unions, business units

4. Transition and implementation

At least 12 months' transition and implementation

Gradual transition to benchmarked operations and KPI reporting

Desk-top benchmarks

827. To identify best-practice benchmarks for publicly managed correctional centres, CSNSW engaged correctional services specialist consultant Macksam Consulting to undertake a desk-top analysis of staffing levels for like functions across all NSW prisons.
828. This report provided a general review of staffing and other requirements in publicly-run NSW prisons.
829. The report's observations included:
- There were great inconsistencies between the staffing of activities in NSW publicly operated prisons;
 - NSW publicly run prisons had a significantly higher ratio of management to staff than interstate publicly run prisons;
 - Unplanned activities, such as the requirement for prison staff to conduct medical escorts of inmates, regularly occurred and needed to be resourced through the use of overtime or casual staff; and
 - The existing shift formula which presumed staff would work 209 shifts per year did not accurately reflect the availability of staff, leading to staff shortages on prison rosters.
830. Macksam Consulting developed desk-top benchmarks for publically operated prisons in NSW based on general operational information for each prison, measured across a prison's 30 key activities.
831. While the desk-top benchmarks take into account staff numbers, they do not reflect the operational requirements of individual prisons, including:
- the infrastructure limitations in older prisons versus new fit-for-purpose prisons;
 - the role and function of the centre, including whether the centre is a maximum, medium or minimum-security facility;

- the demands of special-needs prisoners;
- the existence of specific, dedicated units in correctional centres that provide services or programs to inmates across the state (such as mental health units or intensive program delivery areas); and
- whether a facility has watch towers.

832. The report also did not take into account the fact that some prison staff work across multiple correctional centres, or work across custodial and community settings (as is the case for some programs staff).

833. All these factors heavily influence the staffing requirements for key activities within a prison. Therefore, following the Macksam Consulting report, CSNSW conducted an intensive body of work to moderate the desk-top benchmarks to appropriately take into account these and other factors.

CSNSW-moderated benchmarks

834. The CSNSW benchmark moderation process involved putting the desk-top benchmarks to the relevant CSNSW areas of Custodial Corrections, CSI and Offender Services and Programs and consulting with these units as to whether variations to the desk-top benchmarks were required.



Gatehouse, Wellington Correctional Centre.

835. Each unit considered whether a prison in which they operated had any specialist needs or functions that required a deviation from the desk-top benchmark staffing levels.
836. This process resulted in changes to the desk-top benchmarks, and the development of more robust draft benchmarks for each prison.

New shift formula

837. During the moderation process, CSNSW also changed the out-dated staffing formula used to inform roster development and predict staffing needs. This formula had been in place for many years despite the system changing greatly over time.
838. This formula operated on the basis that a prison officer would be available to perform 209 shifts per year, when in reality most officers were not available for that many shifts, taking into account leave entitlements, including sick leave, and regular staff training requirements.
839. The reality was staff performed around 190 shifts per year. The difference between predicted and actual attendance regularly resulted in staff shortages on the roster and subsequent lockdowns of inmates in prisons, which is a problematic operational issue that decreases inmates' time out of cells.
840. It was determined that coverage of 195 shifts per officer per year was more appropriate. This actually adds staff to every prison's establishment, while setting a productivity improvement target that is considered achievable according to the experiences of other jurisdictions.
841. This will give better staff coverage, increase time out of cells through reduced lockdowns and limit the need to move staff to different posts during a shift to cover staff shortages.

New custodial management structure

842. Benchmarking introduces a new prison management structure to streamline the ratio of managers to staff, making it more consistent with interstate management structures in public prisons and introducing greater accountability for key prison functions.
843. Under the old CSNSW prison model, the Custodial Corrections rank structure was as follows:
1. Governor;
 2. Manager of Security;
 3. Senior Assistant Superintendent;
 4. Assistant Superintendent;
 5. Senior Correctional Officer;
 6. First Class Correctional Officer; and
 7. Correctional Officer.
844. Large-sized prisons will have a Governor and a Manager of Security, while medium-sized centres will have a Governor, and smaller prisons will be managed by a manager of the rank of Manager of Security. This management structure reflects the differing complexity of running large, medium and small prisons.

845. After consultation with the PSA, CSNSW decided the rank of Assistant Superintendent would no longer be used in NSW prisons under the new model. It has, in effect, been “rolled up” to the Senior Assistant Superintendent rank (to minimise duplication) and more roles created at that higher level.
846. Instead, dedicated functional and support manager roles have been created at the Senior Assistant Superintendent rank. These managers will be responsible for specific prison functions of accommodation, security and the structured day, and specialist support roles in intelligence and case management.
847. These positions will be filled by one ongoing occupant per role, rather than the previous model of significant rotation through managerial roles.
848. These specialised managers will allow the Governor and Manager of Security to maintain a more strategic focus. The Managers will be integral to prisons meeting performance targets and supporting Senior Correctional Officers who will be responsible for supervising small teams.
849. This model represents a new way of operating, and attaches redefined responsibilities, particularly in the roles of Senior Assistant Superintendent and Senior Correctional Officers. CSNSW has provided clarity around what is expected under the new model in this regard in terms of roles and managerial responsibility, including through the development of new role descriptions.

Consultation at the local level, prison by prison

850. When benchmarking comes to a prison, all managers and staff at a prison, as well as the PSA, are involved in a three-month consultation process to test and further refine the prison’s draft benchmarks.
851. Prison staff are asked to bring innovation, including the use of new technology, and their own local experience and expertise, to consider whether the draft benchmarks issued to the prison are realistic to achieve the required performance outcomes.
852. The consultation phase is intensive. It includes but is not limited to:
- an initial consultation session (delivered by senior CSNSW staff representing Custodial Corrections, Offender Services and Programs and Corrective Services Industries);
 - a discussion with the prison’s Local Board of Management and Prison Officers Vocational Branch and Commissioned Officers Vocational Branch representatives;
 - small group workshops to review local operational areas; and
 - a ground-up review of all the prison’s activities.
853. During the initial consultation session, all the prison’s staff are invited to attend a presentation of the benchmarking process, which provides the draft benchmark figures for the prison, and a detailed explanation of the consultation, transition and implementation processes under benchmarking.
854. A CSNSW Benchmarking Team provides extensive support and information to prison management and staff throughout the consultation process. However, the process is very much driven locally, with a prison’s staff meeting regularly to review current operations, consider

the impact the KPI requirements may have on their operations and prepare their own local benchmarking proposal.

855. CSNSW has documented the experiences of Wellington Correctional Centre staff and managers in undertaking benchmarking consultation and devising their own local benchmarking plan. The overwhelming feedback from staff is that the process was genuinely consultative and that staff felt ownership in positively influencing outcomes for their prison.

Safety and security risk assessments

856. A critical part of this process is a risk assessment to ensure safety and security is maintained, or enhanced, by what is put forward by the prison.
857. In discussions with the PSA it was agreed that an expert from within CSNSW would be used lead and support prison staff to undertake security and safety risk assessments.
858. These risk assessments are done on-site at the prison to inspect the infrastructure, witness the operational routine, and engage with and draw on the knowledge of local prison staff including Health and Safety representatives, throughout the assessment.
859. The risk assessor must focus on the proposed new operations under benchmarking and may recommend additional controls (such as more staff, changes to operational routine, additional technology, more training) to manage any risk. As a result of risk assessments, more staff may be added to the benchmarks, or alternatively CSNSW may need to install additional security technology such as CCTV.
860. The risk assessment forms part of the package of material that the prison's staff and management present for the CSNSW Commissioner's consideration at the end of the benchmarking consultation process. Other documents include, but are not limited to:
- their own proposed final staffing benchmarks;
 - their local benchmarking implementation plan;
 - Correctional Centre Management Plan;
 - a change management plan, including a staff placement strategy for staff whose roles are affected;
 - a business continuity plan;
 - rosters; and
 - management agreement and management support agreements.

Management and management support agreements

861. Governors and business unit managers are expected to take responsibility for their centre meeting KPIs and the Service Specifications. Governors will have a Management Agreement with the Assistant Commissioner – Custodial Corrections that clearly sets out what is required to meet benchmarks and what support will be offered to the Governor to achieve this outcome.

862. Management Support Agreements will be implemented between the Governor and business unit managers at a centre, such as Offender Services and Programs and Corrective Services Industries, to define the responsibilities of each in achieving a prison's KPIs. This will ensure business units work cooperatively to support a prison in achieving its KPIs.

Advanced training to support the new management structure

863. Staff will be equipped to adapt to the new role descriptions via a suite of new, advanced training packages developed to support the benchmarking model.
864. To support managers in implementing the new model, the Corrective Services Academy has developed a 12-month training program for those who fill a Senior Assistant Superintendent Functional Manager or Support Manager role. Each of these Managers will be provided with generalist training and further specialist training dependent upon the portfolio, or stream, the Senior Assistant Superintendent is responsible for. This training is also available to Senior Correctional Officers who will act up in Senior Assistant Superintendent management roles.
865. Upon completion of this training program, each successful participant will achieve an Advanced Diploma in Correctional Management, which is a nationally recognised qualification.
866. For those filling Governor or Manager of Security rank post-benchmarking, CSNSW has contracted Western Sydney University to deliver a specialist training package. This package will be delivered to participants by way of four learning clusters, each four to five days in duration, over a 12-month period.
867. In addition, each prison has regular training days for staff onsite, and this will continue.

Engagement with the Public Service Association

868. CSNSW recognises staff and managers are the biggest stakeholders in the benchmarking process and for benchmarking to be effective, their input is vital. For this reason, both are consulted on the draft benchmarks and their feedback is carefully considered in the approval of the final benchmarks.



Gatehouse, Metropolitan Special Programs Centre, Long Bay Correctional Complex.

869. The PSA as the industrial representative of prison staff is also a significant stakeholder. The PSA includes the Prison Officers Vocational Branch and the Commissioned Officers Vocational Branch. PSA representatives are invited to all local benchmarking consultations.
870. CSNSW is also meeting its obligations under policy, legislation and awards throughout the benchmarking process, including through its extensive consultation process, and through the use of benchmarking implementation plans.
871. These obligations includes Government policy requirements on managing change in the workplace, work health and safety obligations and specific award obligations affecting its staff in prisons.
872. The Crown Employees (Safe Staffing Levels – Department of Attorney General and Justice – Corrective Services NSW) Award requires each prison to have a management plan identifying safe procedures for the operation of the prison. The plan includes the staffing establishment, maximum inmate numbers and classification, the inmate number and classification for each wing/pod/unit and the post structure for each area.
873. Local centre level consultations, which include changes to staffing levels, are supplemented by a central consultation process, with regular (generally fortnightly) peak consultative meetings on benchmarking and other reforms between CSNSW and the PSA.
874. This forum addresses issues of concern, such as staff placement strategies and risk assessments, and is a point of escalation for local matters that remain unresolved.
875. Extensive documentation is provided to the PSA for consideration and comment prior to its submission to the Commissioner for approval, and this includes draft benchmarks and final benchmark proposals for prisons.
876. The PSA is advised of the final local benchmark decision made by the Commissioner and is also provided with responses to issues it has raised.

Draft benchmarks and final approved benchmarks often differ

877. As a result of the genuine consultation process and the rigour around examining impacts of draft benchmarks, the final local benchmarking proposal submitted by a prison and signed off by the Commissioner often differs from the draft figure.
878. This reflects the importance of local participation to identify relevant factors unique to each location, that cannot be identified looking at the system as a whole, or through setting arbitrary inmate to staff ratios for prisons that are not alike.

Staffing impacts and support

879. CSNSW takes seriously the impact benchmarking has on individual staff whose roles are affected, and the process includes extensive support for staff. Even where staffing FTE levels do not change overall, there are changes to the number of roles at different ranks.
880. There is no doubt one of the most significant impacts of benchmarking is on Assistant Superintendents across the system. CSNSW is particularly conscious of the need to retain

	Centre	Launch date	Pre-benchmark FTE# as at July 2016	Change under draft benchmarks	Change under approved benchmarks (post consultation)	Approved benchmark FTE*	New jobs created**	Net impact on roles with new jobs creation ^	Comments
Approved Benchmarks	South Coast Correctional Centre	20-Jul-16	187	-12	-9	178	191	+ 182	New jobs includes Illawarra Reintegration Centre
	Mid North Coast Correctional Centre	25-Jul-16	172	-7	-4	168	147	+ 143	
	Wellington Correctional Centre	17-Mar-17	188.5	-19	-15	173.5	276	+ 261	New jobs includes Macquarie Rapid Build
	Silverwater Women's Correctional Centre	20-Mar-17	186	-21	-17	169	97	+ 80	New jobs includes Mary Wade Correctional Centre
	Broken Hill Correctional Centre	22-Mar-17	43	+2	+6	49	2	+ 8	
	Ivanhoe Correctional Centre	23-Mar-17	18	-1	0	18	1	+ 1	
	Brewarrina Correctional Centre	29-Mar-17	19	+1	+3	22	1	+ 4	
	Berrima Correctional Centre	6-Jun-17	40	-4	0	40	2	+ 2	
	Kariong Correctional Centre	6-Jul-17	52	-1	+1	53	1	+ 2	
	St Heliers Correctional Centre	31-Jul-17	68	0	+2	70	5	+ 7	
	Mannus Correctional Centre	10-Aug-17	41	-4	-2	39	4	+ 2	
	Glen Innes Correctional Centre	11-Oct-17	43	+2	+2	45	3	+ 5	
Not Approved									
	Tamworth Correctional Centre	19-Jul-17	47	+2	Not final	Not final	6	+ 8	
	Cessnock Correctional Centre	4-Aug-17	296	-36	Not final	Not final	423	+ 387	Includes new jobs at Hunter Rapid Build
	Cooma Correctional Centre	8-Aug-17	54	-1	Not final	Not final	11	+10	
	Emu Plains Correctional Centre	26-Sep-17	75.5	-5	Not final	Not final	4	-1	
	Dillwynia Correctional Centre	28-Sep-17	148	-18	Not final	Not final	12	-6	Additional jobs will be created for the expansion at Dillwynia. Staffing numbers yet to be finalised.
	Grafton Correctional Centre	10-Oct-17	91	0	Not final	Not final	8	+ 8	
	Metropolitan Special Programs Centre	19-Oct-17	416	-46	Not final	Not final	29	-17	
	Special Purpose Centre	25-Oct-17	57	+3	Not final	Not final	2	+ 5	
	Long Bay Hospital	26-Oct-17	228	-29	Not final	Not final	3	-26	
	Dawn De Loas Correctional Centre	31-Oct-17	128	-6	Not final	Not final	18	+12	
	Outer Metropolitan Multi-Purpose Correctional Centre	1-Nov-17	108.5	-1.5	Not final	Not final	7	+ 5.5	Additional beds will come on line with proposed hardening of the facility.
	Oberon Correctional Centre	13-Feb-18	42	-5	Not final	Not final	3	-2	
	Lithgow Correctional Centre	14-Feb-18	159	-13	Not final	Not final	6	-7	
	Kirkconnell Correctional Centre	15-Feb-18	53	0	Not final	Not final	5	+ 5	
	Bathurst Correctional Centre	16-Feb-18	191.8	-22.8	Not final	Not final	98	+ 75.2	
	TOTAL				-211.3^^		1365	+1153.7&	

Table 26: Benchmarking versus new role creation.

NOTES:

- # This refers to the combined full-time equivalent roles as at July 2016 in Custodial Corrections, Offender Services and Programs and Corrective Services Industries, which are the only business units subject to benchmarking
 - * This refers to combined full-time equivalent roles under approved benchmarks in Custodial Corrections, Offender Services and Programs and Corrective Services Industries, which are the only business units subject to benchmarking.
 - ** This include prison new builds, expansions, reducing reoffending reforms and other role creation over and above July 2016 benchmarks.
 - ^ Figures are based on presumed impact of draft benchmarks which have not been finalised and will vary if final benchmarks differ.
 - ^^ Based on finalised benchmarks and unfinalised benchmarks listed in table.
 - & Growth compared to finalised and unfinalised benchmarks listed in table.
- Figures do not include Goulburn, HRM CCs or MRRC.

as many of these skilled and experienced officers as possible, in addition to other custodial, programs and industries staff whose roles are affected.

881. For this reason, CSNSW has a benchmarking staff placement process in place and has heavily involved its human resources and recruitment teams to workforce plan and place staff in alternative roles created by overall major jobs growth across the system.
882. The impact on staff as indicated in the table above has been further mitigated by CSNSW adopting a strategy not to permanently fill many vacancies while benchmarking is being rolled out. This means that while a role may exist on paper, it may not be occupied or is temporarily occupied and therefore there is no impact on a permanent staff member if that role should be deleted.
883. Human Resources staff attend each initial consultation session and are available to staff by phone and in person throughout the consultation period. Human Resources staff work with centres to develop a staff placement plan that reflects the impacts on staff and to provide individual advice and support to those staff on their options.
884. This support is complemented by support from the Governor and relevant regional Custodial Corrections Director.
885. CSNSW also advertises vacancies internally to staff at the same or equivalent level in the first instance to ensure affected people have the opportunity to maintain their pay levels and entitlements if their roles are affected by benchmarking.
886. Assistance and support to apply for roles is available through on-line courses, and personal assistance from Human Resources staff as well as local senior staff.
887. Employee Assistance Program support is available to staff and further services are provided in some locations where it is requested or is considered necessary by regional Directors or Governors.
888. Staff whose roles are impacted by benchmarking have a number of options for placement. These may include moving to a different role at their current prison or a role at a different location.
889. Opportunities for placement for staff, including Assistant Superintendents, have included but are not limited to:
- promotional opportunities to newly created functional and support manager roles at Senior Assistant Superintendent level (with Assistant Superintendents given priority consideration for promotion to such unfilled roles);
 - application for other vacant roles at the same prison or location;
 - CSNSW' new Rapid Build Prisons, or other prisons that are being expanded;
 - placement in about 150 new Custodial Case Management roles created in prisons (with impacted Assistant Superintendents and Senior Services and Programs Officers at Clerk Grade 7/8 given priority for consideration for transfer at rank/grade to senior Custodial Case manager roles); and
 - movement to other areas of CSNSW operations, such as the Court Escort Security Unit or Community Corrections.

890. In only 12 cases, impacted staff have chosen to seek a voluntary redundancy at prisons where a voluntary redundancy program has been approved, out of more than 5,700 CSNSW prison staff.

Benchmarking is complemented by Reducing Reoffending initiatives

891. Reducing Reoffending reforms will help achieve strong outcomes for inmate rehabilitation, which are set out under KPIs introduced through benchmarking.
892. As part of the Reducing Reoffending reforms, CSNSW has been rolling out an improved Custodial Case Management model.
893. Case management involves the development and implementation of case plans for individual offenders to address their offending behaviour and provide the support services they may need.
894. Historically, custodial case management in NSW prisons relied largely on custodial staff to undertake case management duties in addition to their security functions. To a great degree, Assistant Superintendents were responsible for case management under this model.
895. Alongside benchmarking, CSNSW has created more than 150 new dedicated Custodial Case Manager positions in prisons across the state.
896. While custodial officers will still be required to have a case load and document significant interactions with offenders, new dedicated prison Case Managers will be an additional devoted resource and report to the new Functional Manager for Case Management created under benchmarking.
897. These Case Managers will undertake continuous case management for inmates. Through their one-one-one interaction with inmates, these case managers will engage in techniques to address offending behaviour and plan supports to help their rehabilitation.
898. This will provide better individualised offender management, and stronger integration of case management in prisons and Community Corrections, providing consistency for offenders who shift between prison and community-based supervision.



Custodial Case Management staff from the Illawarra Reintegration Centre.

Improved Custodial Case Management

Current Case Management	Future Case Management
Case planning/management occurs in Case Management Teams (CMT) meetings. →	Case planning conducted by non-custodial staff working in a dedicated case management unit (CMU).
CMTs address classification, placement, and case planning in one meeting. →	Classification and placement will be completed by classification and custodial staff separately as case planning will be completed by the CMU.
Separation of Community and Custodial Case management →	An offender will now have one case plan for life resulting in integrated community and custodial case management.
Remand inmates do not receive a case plan →	Remand inmates will be provided with a basic case plan called a service plan. The information on the service plan is gathered from the Intake Screening Questionnaire.
Case plans reviewed when classification and placement is reviewed. →	Case plans will be reviewed based on the inmates level of risk and need.
Custodial Officers receive a case management allowance →	No Change – Correctional Officers will still receive a case management allowance
Custodial Officers have case loads and case note interactions with offenders →	No Change - Custodial Officers will have case loads and case note interactions

Table 27: The improved Custodial Case Management model.

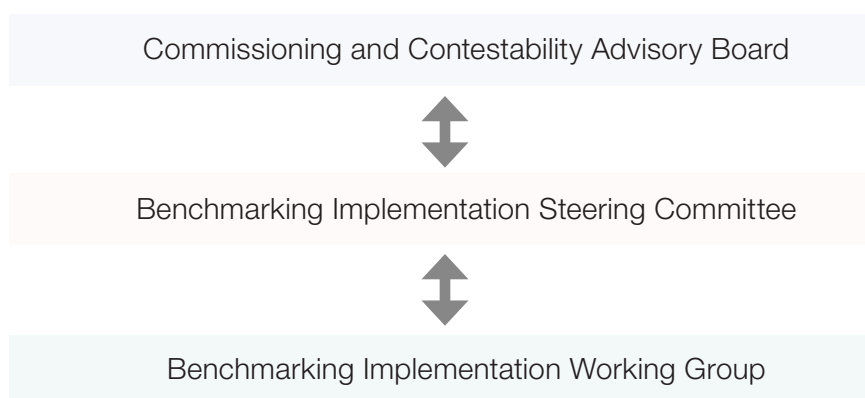
High Intensity Program Units

899. In addition, 10 High Intensity Program Units (HIPUs) have been established in seven NSW prisons to deliver intensive rehabilitation services, programs and enhanced release planning to inmates serving short sentences of less than six months.
900. It is expected that the HIPU programs will treat up to 1,200 inmates across the correctional system each year and will focus on domestic violence offenders, offenders with general violence and aggression tendencies, female inmates and Aboriginal inmates.
901. Both the improved Custodial Case Management model and HIPUs will contribute to the Government priorities of reducing reoffending.

Governance

902. Benchmarking has a strong governance structure to ensure stringent oversight of this reform. Each layer of the structure is provided with updated risk assessments, both financial and project, on a regular basis. Each structure also has a terms of reference under which it operates.

903. The Governance structure has three levels:



Commissioning and Contestability Advisory Board

904. This Commissioning and Contestability Advisory Board is chaired by Professor Gary Sturgess, and includes the CSNSW Commissioner, the Assistant Commissioner of CSNSW' G&CI division, other representatives from the Department of Justice, and representatives from the Department of Premier and Cabinet, and NSW Treasury (including from NSW Industrial Relations).
905. The Board meets monthly to review the progress on the *Better Prisons* reforms, provides advice to Government around these reform agendas and provides advice and endorsement on a range of reform-related elements to the Benchmarking Steering Committee. The Board is focused on managing the higher-levels risks associated with the project, both proactively and responsively. The CSNSW Benchmarking Team provides monthly progress and financials updates to the Board around the benchmarking rollout. The Board also regularly requests additional information regarding key drivers and dependencies of the benchmarking project, including recruitment, training, KPI counting methodology and stakeholder management.

Benchmarking Steering Committee

906. The Benchmarking Steering Committee is primarily made up of senior representatives from CSNSW, including Assistant Commissioners, Human Resources and Industrial Relations, in addition to the Benchmarking Team. The Committee meets on a fortnightly basis and serves as an intermediary to escalate and communicate project progress and issue up to the Commissioning and Contestability Advisory Board and back down to the Benchmarking Implementation Working Group.
907. The Committee also acts as a body to provide endorsement to matters arising through the Working Group, in addition to acting as the body to draw together the operational and strategic needs and focus of the project, across each division.

Benchmarking Implementation Working Group

908. The Benchmarking Implementation Working Group primarily constitutes CSNSW managers at Director level, with representatives from each operational area subject to benchmarking (Custodial Corrections, Offender Services and Programs and Corrective Services Industries). It also has representatives from key business partners such as Human Resources, Industrial Relations, Governance & Continuous Improvement, Communications, Workplace Health & Safety, the Prison Bed Capacity Program and the Benchmarking Team. It focuses on identifying, managing and, where necessary, escalating matters of concern and risk up to the higher governance structures for resolution.

GLOSSARY

BOCSAR:	Bureau of Crime Statistics and Research (Department of Justice)
CAS Act:	<i>Crimes (Administration of Sentences) Act 1999</i>
FTE:	Full-Time Equivalent
G&CI:	Governance and Continuous Improvement Division (CSNSW).
HIPU:	High Intensity Program Unit
IAT:	Immediate Action Team (CSNSW)
Intervention:	CSNSW Intervention Team sent to Parklea
KPI:	Key Performance Indicator
OCN:	Organised Criminal Network
OIMS:	Offender Integrated Management System
OPRB:	Operational Performance Review Branch (CSNSW)
PIN:	Performance Improvement Notice
PLF:	Performance-Linked Fee
PRLA:	Protection Limited Association
PRNA:	Protection Non Association
Review:	CSNSW' Well-Being Review into Parklea Correctional Centre
RTO:	Registered Training Organisation
SMAP:	Special Management Area Placement
STG:	Security Threat Group
VOR:	Variable Operational Routine

APPENDIX A: Case Study Report



CASE STUDY REPORT

December 2017

Delivery of the Rapid Build Correctional Centres.

- The Macquarie Correctional Centre at Wellington and
- The Hunter Correctional Centre at Cessnock.

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Our thanks are extended to Corrective Services NSW (CSNSW), Justice Infrastructure NSW- NSW Department of Justice; Lendlease; Hansen Yuncken and to all those who agreed to be interviewed.

Special thanks to Sean Sweeney and Mathew Dalmau.

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Executive Summary

The Rapid Build Prison Project involved the primary stakeholders: Corrective Services NSW (CSNSW), Justice Infrastructure NSW- NSW Department of Justice; Lendlease; Hansen Yuncken and the Communities of Cessnock and Wellington and more broadly NSW. The deliverables sought and delivered were the rapid design and delivery of a new concept maximum-security prison for the Australian setting.

The prison design, accommodating 400 hundred male inmates, was duplicated in two regional settings and achieved in one quarter of the time usually taken to blueprint and build a conventional prison. The concept model was a response to the NSW Government's undertaking in 2016 to embark on a major expansion of infrastructure within the state prison system, to accommodate present and future increases in prisoner numbers. A bed shortage crisis existed and the need to implement urgent stopgap accommodation via the Prison Bed Capacity Program was a major driver.

A particular focus of the design was the provision of facilities that as well as ensuring security and community safety would facilitate the dispensing of programs, to improve prospects of re-education and socialisation, with the end goal of reducing recidivism. A team of Megaprojects researchers from the UTS Business School and the Faculties of Design Architecture and Building and the Faculty of Engineering at UTS were invited to undertake an independent analysis of the significant variables and practices that distinguished the building of these two prisons. In particular, the task was to identify the critical lessons that could be learnt and applied to future building projects. The UTS team conducted interviews with members of the key stakeholder groups and undertook site visits to both of the rapid build prison locations: the Macquarie Correctional Centre at Wellington and the Hunter Correctional Centre at Cessnock. Strong leadership of the projects was a compelling factor in achieving success. An innovative tender process was applied and a high level of trust and transparency prevailed amongst the stakeholders. A speedy turnaround time by the Client in response to requests for information by the builders was critical. The client's retention of risk for purposes of the build and the application of even more risk sharing between the client and building companies facilitated mutual engagement with problem solving. New benchmarks were set for the speed of delivery for Government projects through collective commitment and the dedication of all involved. As a project with the highest level risk profile in terms of the demand for speed plus quality the Rapid Build Prisons are an exemplar for innovation in project delivery. The Rapid Build Prison projects began with a sketch drawing in May 2016 transitioning to completion in late 2017.

The Setting.

The 400 bed dormitory-style accommodation in the rapid build prisons has 16 dormitory pods and 25 individual cubicles in each pod. The pods have parallels with the panopticon model promoted by Jeremy Bentham in the late 1780's, from a concept developed by his brother in his workplace, that has been influential in prison design. The essential principle of the panopticon was of a central tower in the middle of a structure with surrounding cells where the positioning of the tower enabled the watchman to observe each individual in their cell but the watchman was unable to be seen (McMullan, 2015¹). In the two maximum security Rapid Build Prisons the design has been modified to a warehouse style dormitory pod with very high ceilings.

The design began with a conceptual drawing by Assistant Commissioner of Custodial Corrections, Kevin Corcoran. Rather than being in the centre, security staff are positioned on the top level which allows them to look through windows down into the pod space, as they move across the top of the pods. As well, the ceilings of the pods have state of the art security cameras which facilitate visual and physical tracking analytics of the inmates, including infra-red and thermal capabilities for night surveillance linked to monitored central control areas to ensure the safety of all of the occupants in the pods as well as the security staff and other personnel. The technology involves advanced biometrics.

Each of the accommodation blocks houses 100 prisoners in four quadrants each containing 25 prisoners. Every prisoner is assigned a petitioned cubicle which includes a bunk style bed, a small desk and light and interactive television. At the front of the cubicle area are larger communal metal tables and chairs which are secured to the floor. Along the length of the front of the pods are individual shower and toilet cubicles. Alarms in the shower and toilets sound if an inmate lingers beyond the specified time or if more than one inmate enters.

Inmates will spend the bulk of their time (16 hours) outside of the pods engaged in work, educational and sporting activities in line with the rehabilitation focus. When prisoners return to the pods, ideally, having completed a full day's worth of activities, the plan is that they will be tired and not focused on considering anything untoward. If

¹ McMullan, T. (2015). 'What does the panopticon mean in the age of digital surveillance', theguardian.com, 23rd July, 2015, <https://www.theguardian.com/technology/2015/jul/23/panopticon-digital-surveillance-jeremy-bentham>,

an extreme situation does occur there is an option for tear gas and security response teams to be deployed into the pods.

It is understood that expressions of interest will be sought from prisoners across New South Wales wishing to relocate to the new concept prisons and a video has been produced for this purpose. Prisoners wishing to move to the new facility will be put through a selection process to screen for any potential adverse issues. Originally the two Rapid Build Prisons were intended to have a shelf-life of five years, now expanded to twenty years. Sean Sweeney saw that the inherent strength and robustness of the build in the context of its maximum security brief offered longer term potential and asked the builders to identify which components would not last for the extended duration now envisaged. Although the adjustments “caused a few headaches” for the builders the design life of the Rapid Build Prisons is now estimated by one of the builders to be 50-70 years. An example of where an adjustment was made was in relation to the ground slabs with more money being allocated to this aspect of the design. Due to the modular design, refurbishment could be done one block at a time.

The concept of the design and construction were articulated by Correctional Services NSW. Mr Sean Sweeney from Justice Infrastructure NSW was instrumental in the selection of the companies with the appropriate capabilities. After a tender process Mathew Dalmau was appointed by Sean Sweeney as Project Director. Mathew came to the project with Tier 2 experience in national project management and Tier 1 in state level projects. Mathew also has thirty three years of experience in the commercial building industry.

HOW WAS THE SUCCESS OF THESE PROJECTS MADE POSSIBLE?

THROUGH THE LEADERSHIP, INNOVATION AND RISK STRATEGIES THAT WERE EMPLOYED.

INNOVATIVE TENDER PROCESS

The Briefing

The mandate for the Rapid Prison Build program required producing two working prison facilities without conceding design quality and safety. The first company outreaches about the Rapid Build Prisons were made on the 10th June 2016 and a request was made for the parties to attend a meeting on Monday the 20th June 2016 with the briefing being delivered to approximately twelve companies. Scepticism on the part of the builders was evident, particularly with respect to the undertaking that the client would not hinder the progress of the build projects. Six potential tenderers were flagged as not understanding the innovative nature of what was being proposed. Expressions of interest were sought by Friday the 24th June 2016. The final location of the Rapid Build Prisons was not yet determined. Contractors were shortlisted over the weekend 25-26th, June, 2016 and advised on Monday the 27th June. On the 29th June the two site locations were confirmed as Cessnock and Wellington. The pace of these processes dispelled disbelief and doubt on the part of the builders that the approach would be different.

The tender process met legislative guidelines but applied an innovative interpretation. Prior to developing the justification for the variation in the tender process the approach was workshopped. To accelerate the delivery process the design of the prisons was developed as a reverse brief for the client, Corrective Services NSW, to review and provide acceptance as each milestone was reached.

The briefing session to tenderers outlined that the client would be adopting a non-conventional process and delivery model. The builders were encouraged to view this project as an exemplar that could demonstrate the dynamic capabilities of the Australian construction industry. The nominated firms were notified in July 2016.

The emphasis of the project brief was on the collaborative focus of project stakeholder relations. For example, the Co-operative Contracting charter signed by the Principal

and Lendlease for the Cessnock site was developed at the GC21 Start-Up Workshop in July 2016 and reads:

We will work together to develop and maintain collaborative relationships built on shared objectives, open and honest communications, commitment, fairness, mutual respect and trust in order to deliver an innovative and time-critical Correctional Centre at Cessnock.

“Sean (Sweeney) is very much more and his history is very much along the lines of alliance contracting. So as much as this is not a true alliance contract, we did develop a charter of what we wanted to achieve for the project”

The two construction companies were selected on the following criteria:

1. They demonstrated that they were taking the challenge seriously
2. Innovative suggestions were supplied to facilitate the speed of build required.

The Construction Companies

Hansen Yuncken was appointed the Managing Contractor for delivery of the Macquarie Correctional Centre at Wellington in July 2016.

The Macquarie Correctional Centre at Wellington completed 494 500 hours of site work which were injury free. The site workforce peaked at 467 onsite personnel. Fourteen separate structures were built within a 7.5 hectare boundary. This entailed 23 km of buried conduit, 360 precast concrete panels, 9000 m³ of poured concrete (which involved about 1800 concrete truck deliveries) and 5.5km of fencing was installed. Corrective Services New South Wales addressed over 700 requests for information and reviewed over 438 product samples.

An ecological contingency on site was addressed; a passageway on the land used by flying foxes was protected.

Lendlease Building Pty Ltd was appointed the Managing Contractor for delivery of the Hunter Correctional Centre at Cessnock in July 2016.

The Hunter Correctional Centre at Cessnock was completed in 476 478 hours. The site workforce peaked at 403 onsite personnel. Only one single loss time

injury of eight hours was recorded when a worker sustained a sore back and returned subsequently to work. Corrective Services New South Wales addressed 268 requests for information and reviewed 100 samples. Fourteen separate structures were built within a boundary of 7.5 hectares. The Hunter Correctional Centre was the second Rapid Build Prison to be delivered.

In the case of both councils no Development Applications were required for the Rapid Build Prisons as the buildings were being built on correctional land. They came under the auspices of government planning instruments. Mathew Dalmau and colleagues did, however, have to attend both Councils and endure criticism from Councillors. The relationship with the Councils was important due to the infrastructure needs of the prison builds.

SPEED ENABLERS

There were key factors enabling a speedy build:

- The holding of alignment workshops to ensure that there was universal understanding concerning the very clear mandate on the need for speed.
- Building trust with the two appointed builders by providing:
 1. The supply of a clear outline of what was wanted by the client.
 2. Prompt client responses to requests for information and the provision of helpful information were critical. The client did not attempt risk reduction. "Whereas a contract would say they've got the right to respond within 14 days they would respond within 14 minutes. They've been exceptional". The practice employed in these two projects was for the builders to specify the time frame within which they required a response and this was met unconditionally. Showing discernment and judgement in terms of what is questioned and addressing only those issues that require such address. To do this effectively requires an educated consumer achieved by selecting experienced industry personnel with strong experience in project life cycles. An example of an issue that was queried related to a builder's request for a ten-week extension to deal with the completion requirements of the electronic security system, a request that was challenged by asking the team to find an innovative answer.

3. A higher density of supervision in the field than usually applies to job sites with similar numbers of personnel characterized the project. The ratio at peak personnel times was one supervisor per fifteen people or, if the workers were spread across a larger area of more rooms, one supervisor per ten people. The subcontractors were left to determine the required ratios of supervisor to workers. If issues were identified then it was demanded of the subcontractors that they decrease the ratio of supervisor to worker numbers. An electrical contractor with 100 people on site was asked to implement a supervision ratio of 1:15. There were also very thorough induction processes:

“We had 3 and at one stage 4 fulltime safety officers”.

STRONG LEADERSHIP

The Project Director, Mathew Dalmau, attributes the most critical element and the single defining difference for the successful completion of these Rapid Build Prison Projects to leadership.

“Followers have agency. They do not have to follow, they choose to follow. Followers in effect grant a leader licence to lead” “...For them to want this they had to believe in the quest, believe it was possible and they had to believe in what I said. For them to believe my words they had to witness my behaviour, correlate it with my words and form the judgement that my words could be trusted” (Mathew Dalmau, 2017).

Organizationally, employing competent people at every level and empowering them and trusting them was seen as vital especially in a context in which government is most mindful of risk management, minimization and monitoring.

“So this is one of the first times that a client will actually take risks, because we didn’t have time to shed it, we didn’t have time to package up the risk and sell it to the market. The moment you transfer your risk, you then set up a position where the builder has to protect their commercial position because they have got that risk to manage”.

There are times where a judgement call has to be made as to what is best for the project and customer service as against what is best for shareholders. Making decisions and standing by them is difficult for governments in which many of the subject matter

experts are no longer employed as a result of expertise having been outsourced to project management firms. “All you have left is risk managers who fill in a risk matrix”.

Additional leadership components included:

1. Waterline approach. Staff were empowered to engage only with the Project Director in relation to issues that had the potential to “sink the boat”, issues that could create “holes in the boat below the waterline”. As well as having the effect of empowering staff, “they felt the respect and trust such an approach engendered”. Mathew Dalmau had to be able to trust in the discernment of his staff to judge when things needed to be elevated to him. Mentoring was a large part of his role, which he saw as “to mentor my project managers, not to do their job”.
2. Another significant component was that when the staff made mistakes Mathew Dalmau gave them 100% support. One example was where a project manager “was morally outraged at something a governor had written at 8’oclock at night” and sent a “phenomenally beautiful email late at night” to a cohort in Corrective Services. The next day someone was going to lose his or her job. Mathew’s response was “congratulations that is full of integrity that email and I never would have sent it. So fantastic that you did. You shouldn’t have, but it doesn’t matter”. For the rest of the day Mathew went into damage control. It appears that politics were in play on the part of the individual governor concerned with regard to an aspect of security. “Part of my job was to make people like this ‘counter-cultural’” and there were enough people around of good character and integrity” to ensure that “kind of behaviour didn’t get anywhere”.
3. Decision-making was participatory. Issues were canvassed in team meetings and the facts of the matter and the known data pertaining to it aired in decision-making. Scenario planning and ‘what if’ models of different decision paths were used to explore the political and stakeholder perceptions relating to a decision: would it be harmful? The significance of issues that arose was explored for the broader project context. Whether the decision recommended was consonant with the requirements of speedy completion was a key criterion in choosing what to do. Decisions did not rely on total certainty – the decisions were not made on the basis of ‘perfect rationality’ but ‘bounded rationality’: “If you have around 60% of the information required to make a decision, proceed”

Client Relationships were exceptional as the following statements collected in the field attest:

“New South Wales Justice is quite possibly the best client – the easiest to get on with client I’ve probably ever had”...

”The whole process was made as easy as possible for us”.

“...Collaboration, honesty and just being friendly towards each other”...

“There’s been no standoffish behaviour from the client at all. They understand that to achieve a rapidly built product, they need to act to our queries rapidly”.

“Yeah with the Justice Infrastructure client and Corrective Services New South Wales clients it didn’t take long to build a culture of trust. I think that just naturally comes out of being honest with each other”.

“The most outstanding thing for me here was the relationship between us and Justice. I have not seen it in 35 years in this industry where we had a client whom was absolutely in lock step with what we were doing. Just wanted to resolve issues, not looking to play politics. If there was a solution that suited the parties they would certainly help to get there, it was a terrific relationship”

“This was due to good will on both sides and proper setting up if the project”

“Certainly the success of this project is just as much the result of Justice Infrastructure and the way they’ve managed themselves and even Corrective Services. Dan Jordan and Mathew Dalmau rate special mention”.

“I think Sean Sweeney has done an exceptional job, under difficult circumstances, walked into an organisation that didn’t exist at a point in time, that had no processes or procedures, and through trust and giving people autonomy has managed a process where the target was set to

build these two facilities in twelve months and the fact that the market has actually done it is quite exceptional”.

“They were incredibly, I guess, adaptive, and they had a unique ability to get us the decisions we needed in the time frames because there was no other way to achieve this thing”.

“Sean was good. He’s a smart, straight talker. He says things as he sees them so there was value in that. There was value in dealing with these guys because they weren’t politically driven, shall we say. There was not the politics as there usually is in these things.

An additional example of leadership was the responsiveness shown to the legitimate concerns of members of the public. Towards its completion the Wellington site experienced one complaint. A residence located a kilometre away from the prison, was affected when the night perimeter lights were switched on, making the night almost equivalent to daylight. Mathew Dalmau went to visit the residence and saw first-hand the impact the lights were having on quality of life. It was agreed that \$35, 000 worth of mature trees would be planted to shield the residence.

LEADERSHIP LESSONS

- Trust and not being judgemental were raised as critical components of the project success. “Trust in one another is a key element and the fact that you can’t be judgemental. Every decision we make is correct”. “No one in the team has ever said ‘Oh we should have done that differently’. We’ve owned the decisions we’ve made. For me if you can demonstrate that you won’t be judgemental towards a person, then the person will be more willing to stick their neck out the next time and make a good decision”.
- A greater degree of control over the design consultants in terms of proposals to minimise changes was suggested. “There was a lot of change required by the client which I think – really do think we should have pushed back on to start with”. “It was generally the client’s design consultant dictating change”. “A consolidated 3D model would have been invaluable – with all trades” as there were “a lot of issues with services co-ordination”
- Better management and coordination with the contractor regarding prefabrication and design. “So through better management; us knowing how those people work;

those people now having a better understanding of scope we would be able to compress the timeframe”.

“If you can maintain a client relationship, client and builder relationship that is positive all the way through the project, it is very difficult for a project to fail”.

SPEEDY TURNAROUND TIMES

- A critical component to the facilitation of speedy timings was relationship management. Justice Infrastructure played a key role as the intermediary between Corrective Services as the Client and the builders which simplified processes for the builders.
- The nature of a rapid build is that everything is being done simultaneously. For example, construction was already proceeding when the guaranteed construction contract had yet to be signed. As the builders were not able to commit to letting contracts until the money was confirmed, Justice Infrastructure agreed to upfront spending by the builders of up to \$15 million for preliminary work such as bulk earth works, site establishment and plant and equipment necessary for these establishment stages. The client and the certifying authorities undertook regular site visits which, at the earlier stages of the build were further apart but from the 50% mark of the project the frequency increased to weekly visits. In addition, the contractual arrangements were equally thorough.
- “Use was made of a construction management contract and managing contractor contract that had a special condition to a GC21 and then both builders came back with minor departures to the special conditions for the managing contractor overlays, to the GC21 which were negotiated and it resulted in some agreement around the wording of the contract. “The first stage milestone one was for the builders to produce price prelims including profit were they have enough design done to be able to give you a guarantee that they will not exceed the price. If it comes under that number then there is a regime for sharing-shared savings”. The second stage is milestone two where they price their work to project manage cost plan and design the building to a point that they can get confidence around that number and that’s independently vetted”. “Dedicated people were deployed at the prefabrication sites in Melbourne to monitor progress by the subcontractors”

RISK SHARING

The client did not require a defect free completion, the usual requirement of the GC21 contract with respect of defects that did not compromise the functionality and safety aspects of the prisons. The requirement reflected the definition of completion that was included in the contract. The delivery agency was responsible for validating about 30% of the overall product; “validating that the product that you asked for is the product you got”. The role of Corrective Services was to focus on Operational Readiness and Training. “I wanted to educate the client around that paradigm”.

SPEEDY DELIVERY

In a win-win scenario both the Corrective Services NSW client and the builders benefited as both prisons were delivered on time and below cost so the shared savings components of the contracts were enacted and benefited all stakeholders. The Co-Operative Contracting Charters entered into by the Principal and the builders facilitated the necessary flexibility to achieve the build speed.

“Government can move fast when it wants to and it can still maintain probity and ensuring value for money for the taxpayer”

SITE SPECIFIC VARIABLES

Wellington site.

Hansen Yuncken began work at the Wellington site on the 9th August, 2016. Hansen Yuncken employed a Site Manager who had significant experience in fast moving projects in the mining sector and was also a local. Over fifty other local workers were also part of the build when personnel numbers peaked.

Prefabricated materials were used at this site and this introduced some constraints. At times issues occurred with the suppliers such that the prefabricated components were not finished, which meant that they had to be completed in situ. For example the four modular buildings at the Wellington site should have been delivered prefabricated but “there were supplier performance issues”...”they failed to meet the schedule”. “Towards the end of their delivery process the buildings were coming virtually just a

skeleton and they were actually meant to come here kitted out. "...They were supposed to be pre-plumbed. At the end and I will tell you they were just bare bones and we ended up having to do virtually all the building work onsite which was not the original intent of that contract". Bringing trades on site is a lot more expensive than prefabricated production done in Smithfield in Sydney as was intended

The bathrooms were also a modular construction made in Sydney and shipped to the site as completed bathrooms. Strategies were developed to fit the prefabricated bathrooms into the buildings. The subcontractor identified this as facilitating a thirty per cent increase in building speed.

Eighty-eight oversized truckloads needed to be navigated from Sydney, with some requiring police escorts. "When you bring oversized loads over the Blue Mountains, they have to pull up at Mount Victoria. They're not allowed to travel prior to 9am down Mount Victoria".

"I would think that logic tells me that there is still a future for that stuff (prefabricated materials), especially with regional work. If we try to do all that work out here, you could have easily needed another couple hundred people. Where are they going to come from?"

Cessnock site

Lendlease began work at Cessnock on the 22nd October 2016. They found that 1600 portable classrooms were stored on the land for the Department of Education. Asbestos detritus had slowly been falling off them over the years contaminating the top 100mm of the topsoil. 150, 000 cubic metres of soil had to be cut to fill, that then had to be moved another 150 metres further into the hill, because the place the builders wished to place it, was in a space in which an endangered plant was located.

These factors delayed Cessnock but in a very professional approach the time was used to continue to develop the design and get procurement in place.

GENERIC ISSUES IDENTIFIED BY THE BUILDERS

- Difficulties around getting subcontractors to understand the nature of the rapid build and management of the time frames required.
- The Client's design consultant made things problematic at times, in ways that were perceived by the builder's designers as unnecessary or not linked to the mandated security issues and safety of the build. As one of the builders said, "Look I think they've handled it pretty well. We made it pretty clear to the client at what stage the extra works were starting to impact us. We made sure that the client was well aware that if you keep making changes it's going to affect your dates. So that was about the only real recent negotiation I had to worry about".
- One builder was allowed to use a different material from the other builder in relation to the segregation blocks and this was a surprise as the first builder had requested this material for use. "It would have been super easy, super quick" to use reinforced concrete block walls instead of these stainless steel panels, really expensive, really complicated".
- There was no down time. "It was 7 days a week, we didn't have a full-on night shift but we had a night shift available for bits and pieces, public holidays, it was just go all the time". Most accepted it although "some of the more difficult ones were the locals... for them it was just a normal project. So getting them to work past 3:30pm in the afternoon or even to come in for work on a Saturday, was really difficult". Clocking off occurred when it got dark. "There was a general feeling that once the sun had gone down it got a little bit more dangerous and we didn't push as hard. Christine had a really good idea of rostering because of her background in mining and she was "a big believer in giving people time off"
- The screens for the individual pods were to be supplied by Corrective Services but delivery was late and so the builder couldn't complete the wiring so Corrective Services said that they would complete that part of the job. "I think they're called CSI Correction Services Industries, they probably didn't have enough, let's say commercial savvy. The product was okay but I don't think they quite understood that when you sign a contract the obligations you have with those contracts to deliver at a particular time and that stuff. So that took a bit of managing but I think they'll get better at it and they came through in the end. So here they made the fences, the big steel fences and including the drums over the top of them. They did the accommodation furniture".

- Regarding the steel fencing a modification was required. “Normally you tie off every 300 millimetres of fencing to the steel structure but Corrective Services wanted every single diamond tied off. There is about 1.7 kilometres of fencing across the site so we had 4 or 5 guys for about a month tying them off. “I think we believed that if we control the design through consultants we’d get better buy-in power. I don’t think that was a good decision, now that I am in the thick of things. Sub-contractors do better design than consultants. And I think when a sub-contractor has a Design and Construct responsibility the onus is more on them so it’s more practical and potentially there are some cost savings as well”.
- The bed cubicles were also prefabricated. “The componentry for the bedrooms is made by Corrective Services Industries but that was through a competitive tender process”. “It was made by the prisoners at John Maroney Correction Centre at Windsor; I think there was one up at Tamworth; there is one over at Kerr Connell Correction Centre which I think is a prison farm the other side of Bathurst. So I think there were four correctional centres where the stuff was made including up here at Wellington”. The subcontractor for these was shared between the two prison sites- “actually there was a bit of a tug of war between us and Lendlease as well”.
- “If you can maintain a client relationship, client and builder relationship that is positive all the way through the project, it is very difficult for a project to fail”.

CONCLUSION

In delivering its report card on the Rapid Build Prisons, Infrastructure NSW has stated that: “What has been achieved in the time frame is industry leading and sets a new benchmark in project delivery in terms of time and meeting the user’s expectations”. The project highlighted the benefits of wise leadership selections both at the macro and operational levels. Some team formulations happened serendipitously but the bulk of these were very considered decisions, as was the choice of builders. The Cooperative Based Contracting afforded by the GC 21 contracts achieved the necessary flexibility for such an innovative project and Corrective Services NSW can be commended for adopting this approach. In tandem with the leadership components the professionalism exercised by the stakeholders including Lendlease Hansen Yuncken, Justice Infrastructure and Corrective Services NSW is to be commended.

Another significant contributor to the project success was the practice of not attempting to adopt a no-risk formula, encouraging risk sharing among the stakeholders and focusing on creating trust, being candid, and engendering team relations rather than blame. Those engaged in the project do feel a sense of pride, especially the build teams from Hansen Yuncken and Lendlease. “Yes 100%. The way it’s evolved relatively smoothly, yes it will definitely be up there amongst our most successful projects for sure”. “There are subcontractors who are looking to get professional photos of what they delivered”. “It’s been a privilege to lead such a collaborative and enjoyable process. The builders have enjoyed it. They’ve taken huge pride in what they’ve achieved” “...I just think the whole concept it’s a good concept and if Corrective Services are satisfied with the function of the gaols – if it goes to plan this particular design could be modularised in any sort of configuration. So rather than a 400 bed you could go to a 600 bed, 800 bed with multiple security levels. So, on a cost per bed basis obviously the more modules you build the lower the cost per bed”. The stakeholders can also be proud in terms of what has been achieved on behalf of the citizenry of New South Wales.

APPENDIX B: Evaluation Framework - Rapid Build Prisons

Evaluation Framework

Corrective Services NSW Rapid Build Centres

EDRMS: d17/838367

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Introduction

As part of prison bed capacity project Corrective Services NSW has commissioned the development of two Rapid Build correctional centres in Wellington (Macquarie Correctional Centre) and Cessnock (Hunter Correctional Centre). The centres are currently scheduled to be opened in December 2017 and February 2018 respectively.

The Rapid Build correctional centres represent a substantial investment for Corrective Services NSW and will deliver innovations in inmate management relative to traditional correctional centres. The primary structural innovation relates to dormitory style housing for inmates in a maximum security environment, accompanied by intensive and technologically advanced surveillance. In conjunction with the prevailing structural features, the Rapid Build centres also incorporate a range of innovations to correctional management philosophy associated with inmate routine, purposeful activity and interaction with staff.

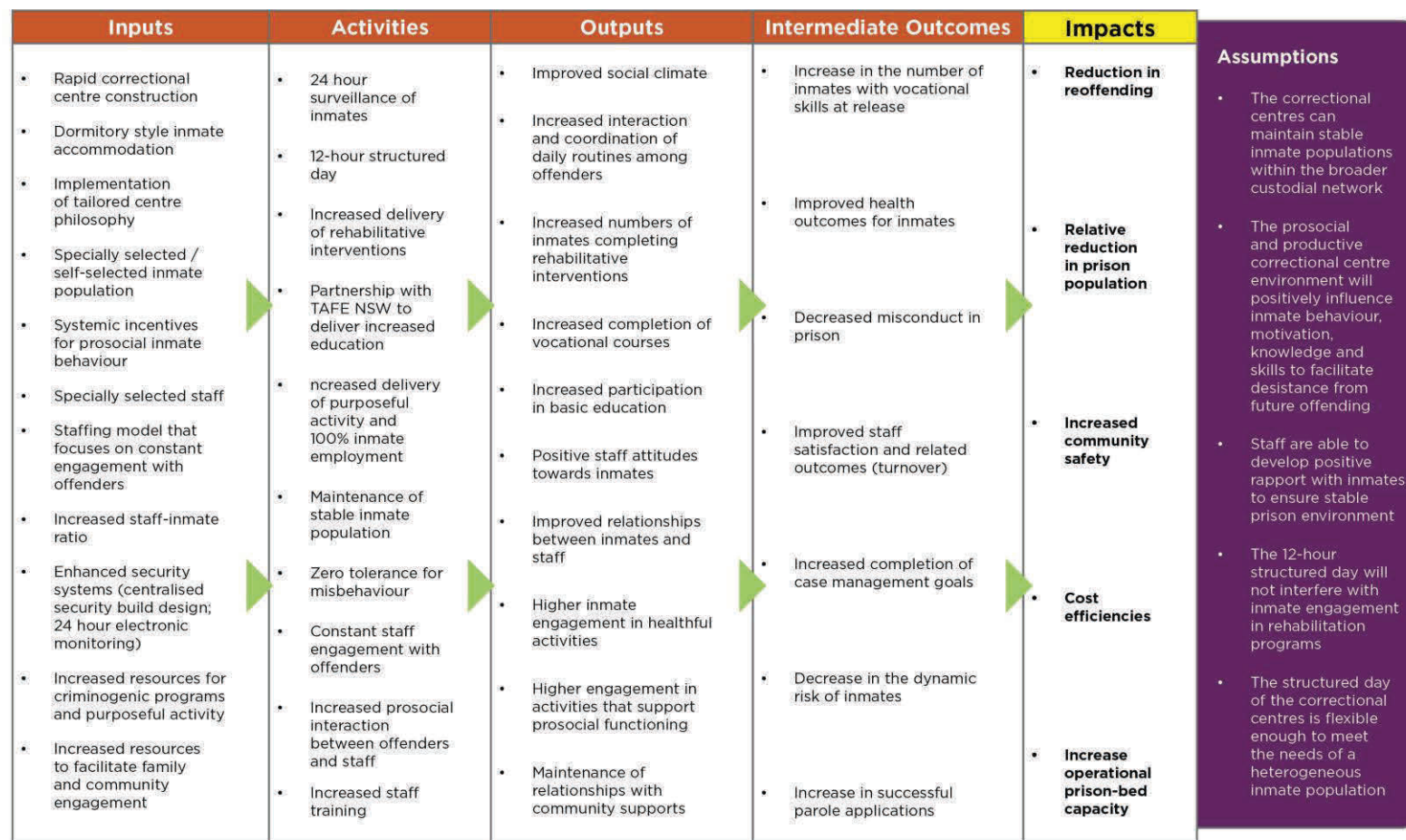
Corrections Research Evaluation and Statistics (CRES) have been commissioned by the Prison Bed Capacity Project (PBCP) division to conduct an evaluation of the Rapid Build centres. The evaluation framework is aligned with the Logic Model of the Rapid Build model, which articulates how the features and innovations built into the model act as mechanisms of change that in turn have an impact on outcomes of interest. The Logic Model for the Rapid Build centres is illustrated on page 5.

The aim of this document is to outline key areas of evaluation to be conducted by CRES, scope research questions that are relevant to those areas of evaluation, and provide an indication of the research designs and resources that may be used to address those research questions. Broadly, there are five key areas of evaluation, which are shown in Figure 1.



Figure 1: Five areas of evaluation

Program Logic Rapid-Build Prisons



Areas for Evaluation

Social Climate

The social climate of a prison refers to the social, emotional, organisational and physical characteristics of a correctional institution as perceived by the staff and prisoners. Prison dynamics that contribute to social climate can have a direct impact on the rehabilitation and personal growth opportunities provided to prisoners (Ross, Diamond, Liebling, Saylor, 2008; Liebling, 2011). It is reasonable to expect that variation in prison climates, both physical and moral, may have an impact on prisoner behaviour in prison (self-harm, violence) as well as re-offending post release (Ross, Diamond, Liebling & Saylor, 2008). Social climate also has an impact on the productivity, job satisfaction and wellbeing of staff that can influence the level of turnover and absenteeism.

Innovations in prison design and operation delivered through the Rapid Build correctional centres provide an opportunity to explore the impact on social climate as well as inmate and staff wellbeing. The key evaluation questions include:

- ❖ How do inmates and staff perceive the social climate (including relationships with other inmates and staff, safety, respect) at the Rapid Build centres relative to traditional centres?
- ❖ From the perspective of staff and inmates, what characteristics of correctional centre structure and routine contribute to factors of social climate at their respective centres?
- ❖ From the perspective of inmates, how do factors such as stability of the inmate population, routine activities, privacy and proximity to other inmates, contact with the community, and level of surveillance contribute to behaviour and climate at their respective centres?
- ❖ From the perspective of staff, how do factors such as regularity of routine and intensity of inmate activity affect perceptions of prison climate and satisfaction with their role?
- ❖ How do staff perceptions of and attitudes towards offenders differ between Rapid Build and traditional centres? Is there evidence that such differences in such attitudes are a precondition of the Rapid Build centres or a result of working in the Rapid Build environment?
- ❖ What is the relationship between subjective perceptions of social climate among inmates and their experience of psychological distress and externalising behaviours (e.g. self-harm)?

Operational Outcomes

The safe and secure management of inmates is a key outcome for any correctional centre. The design and operation of the Rapid Build correctional centres may be expected to improve operational outcomes through a range of factors including provision of less confined and stressful living environments; improved relationships with staff; and enhanced opportunities for gainful activity on a daily basis. The key evaluation questions include:

- ❖ How do rates of assault among inmates at the Rapid Build centres compare to equivalent control inmates at traditional centres?
- ❖ How do rates of misconduct among inmates at the Rapid Build centres compare to equivalent control inmates at traditional centres?
- ❖ How do rates of self-harm among inmates at the Rapid Build centres compare to equivalent control inmates at traditional centres?
- ❖ How do rates and qualitative features (e.g. timing relative to assaults) of use of force by staff at the Rapid Build centres compare to equivalent controls at traditional centres?

Purposeful Activity

There is limited empirical evidence to guide policy and expected outcomes regarding the optimal number of hours inmates should spend out of their cells and in purposeful activity each day. Available literature in this area recognises that the time inmates spend out of cells must balance:

- Participation in constructive and purposeful activity
- Allowance for leisure time
- Maintenance of order and security through a structured operating routine.

The research evidence indicates that having a structured inmate routine that includes purposeful participation in work, programs and activities whilst reducing excessive spare time can decrease the amount of violence and disorder within a correctional facility (e.g. Howard, Corben & Galouzis, manuscript in preparation). Furthermore, purposeful activity provides inmates with socially acceptable and productive ways to occupy their time and energy and contributes towards the goal of reducing re-offending.

The number of hours of purposeful activity delivered at the rapid build correctional centres is unprecedented in NSW and has the potential to facilitate increased treatment dosage and

increased skill development among the inmate population. Therefore, this will be a key focus of evaluation:

- ❖ How does treatment dosage (time spent in treatment programs) for Rapid Build inmates compare to an equivalent control sample at traditional centres?
- ❖ How does the rate of rehabilitative program completion for Rapid Build inmates compare to equivalent controls at traditional centres?
- ❖ How does the rate of employment and vocational training achievement for Rapid Build inmates compare to equivalent controls at traditional centres?
- ❖ How do measures of social functioning, health, and mental health change over time for inmates housed at Rapid Build centres? How does this compare to changes at traditional centres? Can the influence of relevant moderators (average time spent in structured leisure activity; average time in programming; frequency of contact with family) account for variance in these outcomes?
- ❖ For those offenders with relevant post-release information (e.g. those released to parole), how does the rate of employment and rate of successful reintegration with social support for inmates in Rapid Build centres compare to controls at traditional centres?

Cost / Benefit Analysis

Economic evaluation will determine whether the Rapid Build correctional centres have been cost-effective and whether the benefits exceed the costs associated with centre construction and operation. A central rationale for the construction of the Rapid Build Correctional Centres was to provide significant and urgent capacity in the correctional system within a relative short timeframe (compared with traditional construction timeframes). This increased capacity will be a key expected benefit that will be considered in this analysis.

This work will rely on comparing economic indicators to the expected benefits as well as to findings of outcome and impact evaluations. The key evaluation questions include:

- ❖ What benefits in operational capacity to the rapid construction of these correctional centres deliver to the broader prison bed network compared with a traditional construction?
- ❖ How do findings for differences in reoffending rates at Rapid Build centres contribute to projected cost outcomes in terms of reduced flows through CSNSW and other sectors of the NSW criminal justice system?

- ❖ What are the costs and benefits associated with the temporal efficiencies associated with construction of the Rapid Builds?

Reoffending Outcomes

As articulated in the Logic Model of the Rapid Build correctional centres, it is anticipated that the various structural, operational and cultural innovations associated with these centres may contribute to a measurable impact on reoffending outcomes for inmates who spend a substantial proportion of their custodial episode in the centres. In terms of evaluating the ultimate impact of Rapid Build centres on post-release outcomes, the following request questions are considered:

- ❖ For a selected sample of inmates who spend the majority of their sentence at the Rapid Build centres, how do their reoffending rates compare to those who spend the majority of their sentence at a control traditional centre?
- ❖ How do identified moderating factors that are expected to differ between Rapid Build and traditional centres (completion of programming; vocational training; improvements in health and social functioning; regulation of institutional misconduct) contribute to variance in reoffending outcomes?

Design and Analysis

To address research questions of interest across the five areas of evaluation, a number of research designs and analytical strategies will be considered for implementation. The majority of designs will aim to examine whether inmates who are housed at Rapid Build centres for a large proportion of their sentence have different immediate, intermediate and post-release outcomes compared to those expected if they spent the majority of their sentence housed at a traditional centre.

A central component to the research strategy is to identify samples of inmates from traditional centres that can serve as equivalent sources of comparison to those housed at the Rapid Build centres. This will be achieved by selecting inmates who are housed at suitable traditional sites and also have similar demographic, sentence, risk and other characteristics to the populations of inmates housed at the Rapid Build centres. Further specification of control inmates may be achieved by exploiting the data collection and selection processes used by CSNSW when initially allocating inmates to the Rapid Build centres.

Research designs currently under consideration include:

- 1) In depth interviews of inmates and staff at Rapid Build and comparison traditional sites. This will involve collection of qualitative data from relatively small samples at each site.
- 2) Assessment of social climate. This would likely require sampling of larger groups of inmates and staff at comparison sites, using an empirically validated psychometric tool for assessing prison climate. We are currently engaged in a review of social climate measures to assess an appropriate strategy (e.g. self-report vs external assessments)
- 3) Repeated assessment using psychometric and other measures (e.g. medical) at induction into sites, and again after a period of placement at the site. Measures include those for health, mental health and psychosocial functioning. This will require relatively large samples and careful selection of controls, in addition to methods of implementing repeated measurements (possibly involving uptake of new arrivals over an extended period of time).
- 4) Analysis of operational outcomes. This would involve retrospective and prospective analysis of OIMS data (e.g. Incident Report Modules) for large cohorts of offenders at the Rapid Build centres and identified controls at traditional sites. An important consideration is to achieve comparability across sites in terms of factors that may affect the likelihood with which inmate behaviours are detected and reported (e.g. surveillance and other security levels).
- 5) Evaluation of reoffending outcomes. This will involve follow up of the abovementioned cohorts of Rapid Build and comparison inmates. Inclusion criteria will also involve stable placement at the site for a determined majority of the inmate's sentence.
- 6) Analysis of within-cohort variance in reoffending outcomes. This will examine statistical relationships between factors that are relevant to the Rapid Build model (e.g. health, perceived social climate, vocational training, programming) and reoffending after release.
- 7) Economic modelling and evaluation. The design and analysis for this phase will be commissioned to agencies with relevant econometric expertise.

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