



Inspector of  
Custodial Services

# Inspector of Custodial Services

Inspection of Five  
Minimum Security  
Correctional Centres in  
Non-Metropolitan NSW



# Inspector of Custodial Services

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ISSN: 2207 0389

February 2020

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(02/2020)

# Table of Contents

- Table of Abbreviations ..... 5
- Foreword ..... 6
- Executive Summary ..... 7
- Recommendations ..... 9
- Chapter 1 ..... 11**
  - Introduction ..... 11
  - Office of the Inspector of Custodial Services ..... 11
  - This Report ..... 11
  - Methodology ..... 12
  - Acknowledgements ..... 13
- Chapter 2 ..... 14**
  - Overview of findings across the inspected facilities ..... 14
  - Minimum security ..... 14
  - Employment and community work ..... 15
  - Education and vocational training ..... 17
  - Programs and pre-release activities ..... 20
  - Classification and external leave programs ..... 25
  - Daily life ..... 28
- Chapter 3 ..... 37**
  - St Heliers Correctional Centre ..... 37
  - Introduction and overview ..... 37
  - Employment and vocational training ..... 37
  - Programs and pre-release activities ..... 40
  - Daily life ..... 43
- Chapter 4 ..... 49**
  - Mannus Correctional Centre ..... 49
  - Overview ..... 49
  - Employment and community work ..... 49
  - Education and vocational training ..... 51
  - Programs and pre-release activities ..... 53
  - Daily life ..... 55
  - Other Issues ..... 58

<b>Chapter 5.....</b>	<b>60</b>
Yetta Dhinnakkal Centre- Brewarrina .....	60
Overview .....	60
Employment and community work .....	60
Education and vocational training .....	61
Daily life .....	63
<b>Chapter 6.....</b>	<b>69</b>
Ivanhoe (Warakirri) Correctional Centre.....	69
Overview .....	69
Employment and community work .....	70
Education and vocational training .....	71
Daily life .....	74
Other matters .....	77
<b>Chapter 7.....</b>	<b>79</b>
Glen Innes Correctional Centre.....	79
Overview .....	79
Employment and community work .....	79
Education and vocational training .....	82
Programs and pre-release activities.....	83
Daily life .....	85
Other matters .....	89

## Table of Abbreviations

Aboriginal	'Aboriginal' when used in this report is inclusive of Aboriginal and Torres Strait Islander people
The Act	Crimes ( <i>Administration of Sentences</i> ) Act 1999 (NSW)
AVL	Audio visual link
CC	Correctional Centre
CSI	Corrective Services Industries
CSNSW	Corrective Services NSW
The ICS Act	<i>Inspector of Custodial Services Act 2012 (NSW)</i>
The ICS standards	<i>Inspector of Custodial Services, Inspection standards for adult custodial services in New South Wales</i>
EQUIPS programs	Explore, Question, Understand, Investigate, Practice and Succeed programs
Guiding Principles	Government of Australia through the Corrective Services Administrators' Council, <i>Guiding Principles for Corrections in Australia</i> , (2018)
JH&FMHN	Justice Health and Forensic Mental Health Network
LLN	Language, Literacy and Numeracy courses
Mandela Rules	United Nations Standard Minimum Rules for the Treatment of Prisoners
The Regulation	<i>Crimes (Administration of Sentences) Regulation 2014 (NSW)</i>
ROAMS	Remote Offsite After Hours Medical Service
SAPO	Services and Programs Officer
WDO	Work and Development Order

## Foreword

Minimum security correctional centres play an important role in any well-functioning prison system, in part as they generally allow greater opportunities for the rehabilitation and reintegration of inmates. One of the distinct features of the NSW correctional system is the number of minimum security correctional facilities located in regional and remote areas. It was for this reason that I felt it was essential to conduct an inspection focusing on these centres. Five centres were identified. Two of these centres are in remote locations which present unique challenges. The other three centres are located in regional areas; the Upper Hunter; Riverina; and the Northern Tablelands.

The inspection focused on looking at what opportunities are available to promote rehabilitation and reintegration, as well as the conditions of daily life for inmates. It was the first time any of these centres had been inspected by this Office, and therefore I thought it was important to include an individual report relating to each centre within this report. This has enabled the identification of positive practices and the unique challenges experienced by each centre, as well as the identification of systemic issues impacting minimum security correctional centres.

Regional and remote centres can face challenges that metropolitan centres do not. The recent bushfires across NSW have highlighted this further. Both Glen Innes Correctional Centre and Mannus Correctional Centre were required to evacuate due to the risk of bushfire.

In September 2019, prior to the finalisation of this report, it was announced by Corrective Services NSW that a decision had been taken to retire two of the centres that formed part of this inspection. The Yetta Dhinnakkal Centre in Brewarrina and the Ivanhoe (Warakirri) Correctional Centre will close in 2020. These are unique, small facilities, which encounter some challenges due to their remote location. They also have many positive features and their closure will no doubt significantly impact centre staff as well as the local community. These centres predominantly accommodate Aboriginal inmates and the recommendations within this report relating to these two centres remain applicable to wherever these inmates are relocated.

The recommendations in this report primarily target improvement in rehabilitation and pre-release activities, as well as the care and well-being of inmates.

Fiona Rafter

Inspector of Custodial Services

January 2020

## Executive Summary

In May 2019, the Premier of NSW announced 14 'Premier's Priorities'. Two of these relate to reducing reoffending in NSW, including a target to reduce reoffending by adults following their release from prison by 5 per cent, by 2023.<sup>1</sup> In NSW, one of the objectives of the *Crimes (Administration of Sentences) Act 1999* is to 'provide for the rehabilitation of offenders with a view to their reintegration into the general community'.<sup>2</sup> The United Nations Standard Minimum Rules for the Treatment of Prisoners (the Mandela Rules) also highlight that the purpose of a sentence of imprisonment is to protect society against crime and reduce recidivism. They state that this can only be achieved if a period of imprisonment is used to help an offender reintegrate into society and lead 'a law-abiding and self-supporting life'.<sup>3</sup>

Broadly speaking, two groups are generally accommodated in a minimum security setting in NSW: i) those assessed early in their sentence as suitable; and ii) those that have progressed through higher security facilities over the course of their sentence. Both cohorts need to prepare for release to the community, and centres should have a rehabilitative focus to address recidivism.<sup>4</sup>

Minimum-security correctional centres provide opportunities for inmate rehabilitation, for reparation to the community through community work, and for preparing people for reintegration into the community. Minimum security facilities should ordinarily provide the best opportunities for inmates, with the assistance of staff, to prepare for release. They should also provide opportunities to test a prisoner's capacity to respond to increasing trust, rather than moving straight from a high security environment to freedom.<sup>5</sup>

One of the features of the NSW correctional system is the number of stand-alone minimum security correctional facilities located in regional and remote areas. This inspection incorporated visits to centres in the Upper Hunter, Riverina/South West Slopes, the Northern Tablelands and the Far West.<sup>6</sup> These facilities often play a valued role in regional, rural and remote areas, contributing to the local economy and engaging with local services and communities. In inspecting these facilities for the first time, we wanted to observe what services and opportunities are available to inmates who are serving (and completing) their sentences at considerable distance from major metropolitan areas.

For the most part, the inspection team encountered staff and management who were positive about their facilities and their work there. We found many staff clearly valued the opportunity to work in a regional location, and were highly focused on the centre's productivity, efficiency and contribution to the wider correctional system. A high level of collegiality and motivation was observed.

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1 Department of Premier and Cabinet (NSW), 'Ambitious targets at the heart of new Premier's Priorities' (Media Release, 28 June 2019) <<https://www.nsw.gov.au/your-government/the-premier/media-releases-from-the-premier/ambitious-targets-at-the-heart-of-new-premiers-priorities/>> These priorities set targets to reduce the number of domestic violence offenders by 25 per cent and reduce reoffending by adults following their release from prison by 5 per cent, both by 2023.

2 *Crimes (Administration of Sentences) Act 1999* (NSW) s 2A (1) (d).

3 United Nations Standard Minimum Rules for the Treatment of Prisoners rule 4(1).

4 The most common offences for inmates at these centres were assault, deal or traffic in illicit drugs, import or export illicit drugs, unlawful entry with intent/burglary (break and enter), manufacture or cultivate illicit drugs, and dangerous or negligent operation of a vehicle. (Information provided by CSNSW November 2018). Where an individual had been sentenced for multiple offences, only the most serious offence was counted.

5 Office of the Inspector of Custodial Services, WA, 'The Flow of Prisoners to Minimum Security, Section 95 and Work Camps in Western Australia' (2012) 1.

6 The other stand-alone minimum security facilities currently holding male inmates are: Dawn de Loas Correctional Centre (Sydney area), the Illawarra Reintegration Centre (Wollongong/Illawarra Region, opened in 2017), Kirkconnell Correctional Centre (Central West/Bathurst region, reopened in 2015), Oberon Correctional Centre (Central West), and the Outer Metropolitan Multi-Purpose Correctional Centre (Greater Western Sydney).

Many inmates spoke positively about being accommodated in regional minimum security centres. This was often due to the physical surroundings in rural settings. Although much of the infrastructure was dated, most were relieved to be there (as opposed to elsewhere in the system). Inmates wanted to keep busy and take advantage of whatever opportunities were available for them. Nevertheless, there were several areas where improvement is needed.

The inspection found that the three larger regional centres, St Heliers Correctional Centre ('St Heliers CC'), Mannus Correctional Centre ('Mannus CC') and Glen Innes Correctional Centre ('Glen Innes CC'), were focused on raising revenue through industries, and being self-sufficient. This may be in part because centres were expected to operate without official yearly budgets, well into the financial year. The previous year's budget was used as a guide.

The facilities do a very good job of keeping inmates busy with work and contributing to the correctional system itself as well as the community, which should be acknowledged. The potential disadvantage, however, is that the demands of prison industries are not always aligned with further education, or gaining in-demand qualifications and skills, which can assist in reducing recidivism. It can also correspond with a reduced focus on general care and well-being.

The two smaller remote centres, Ivanhoe (Warakirri) Correctional Centre ('Ivanhoe CC') and Yetta Dhinnakkal Centre Brewarrina ('YDC') offered preferable physical conditions and treatment for inmates in many ways; however distance and isolation make it challenging to keep inmates fully engaged and usefully occupied. It is also difficult to attract and retain necessary staff. Ivanhoe CC and YDC were also both struggling with water supply issues due to long term drought conditions in western NSW.

In September 2019, a decision was taken to close YDC and Ivanhoe CC. These centres predominantly accommodated Aboriginal inmates. A renewed strategic focus on addressing recidivism is required to ensure Aboriginal inmates are adequately prepared for reintegration into the community. The recommendations within this report relating to these two centres are applicable to wherever this cohort is ultimately relocated.

The majority of inmates at the regional and remote centres were not from local communities. This impacted on their ability to maintain family supports through regular visitation. Retaining staff to deliver rehabilitative and other services was also challenging.

Regional and remote centres can face environmental, staffing and transport challenges that metropolitan centres do not. If inmates are placed at these centres, the correctional system as a whole must ensure that those centres are supported to deliver services to those inmates. The recommendations in this report are primarily targeted towards identifying areas for improvement in rehabilitation and pre-release activities, as well as the care and well-being of inmates. It is worth noting that in discussing potential gaps in services or treatment, or system improvements, we often obtained the perspective of inmates who were nearing their release, whose feedback was often intended for the benefit of others rather than for themselves.

## Recommendations

### The Inspector recommends:

1. Corrective Services NSW ensure prison industry employment at minimum security correctional centres prioritises skill development and work readiness for inmates.
2. The Mobile Outreach Program at St Heliers Correctional Centre should continue to be supported, as should other forms of community work at all regional centres where minimum security inmates are accommodated.
3. Corrective Services NSW review policy and practice around the use of non-worker yards, segregation or punishment cells to accommodate non-workers during working hours.
4. Corrective Services NSW ensure that adult education is available to inmates in every facility, including regional facilities, as an essential component in the rehabilitation of inmates.
5. Corrective Services NSW closely monitor education service delivery at all inspected centres.
6. Corrective Services NSW monitor and increase the number of traineeships and part qualification skill sets at minimum security correctional centres.
7. Corrective Services NSW regularly audit functionality of education computers in inspected centres.
8. Corrective Services NSW work to increase the number of inmates undertaking distance education at minimum security centres.
9. Corrective Services NSW improve record keeping in relation to the time taken to process C3 applications.
10. Corrective Services NSW request Justice Infrastructure to review adequacy and efficiency of insulation, ventilation, heating and cooling of inmate accommodation at St Heliers Correctional Centre, Mannus Correctional Centre and Glen Innes Correctional Centre, and ensure regular maintenance is undertaken.
11. Corrective Services NSW and local facility managers must ensure that adequate supplies of clothing appropriate to the climate and work requirements are maintained, replaced when damaged and issued to all inmates on arrival in accordance with Custodial Operations Policy and Procedures.
12. Corrective Services NSW review the standard for mattresses and pillows, to ensure they are fit for purpose and compliant with health and safety standards.
13. Corrective Services NSW and local facility managers must ensure adequate stock of mattresses and pillows that are compliant with the quality standard for mattresses and pillows is maintained, issued to all inmates on arrival, and replaced when damaged.
14. Corrective Services NSW and local facility managers must ensure adequate stock of warm bedding is available by winter each year at inspected facilities, and issued to all inmates as appropriate for the climatic conditions.
15. Corrective Services NSW work to increase awareness of digital communication policies among staff and inmates of inspected centres, and increase use of the existing audio-visual links to facilitate long distance, interstate and international family visits.
16. Justice Health and Forensic Mental Health Network ensure GP leave is covered and that GP and specialist services are provided on a regular and consistent basis at the inspected centres.

17. Corrective Services NSW ensure that Inmate Delegate Committees are run regularly at each inspected centre, and minutes recorded, as required by Custodial Operations Policy and Procedures.

### **Centre-specific recommendations**

#### **St Heliers Correctional Centre**

18. Corrective Services NSW should support and augment the successful work release program at St Heliers Correctional Centre.
19. Corrective Services NSW request Justice Infrastructure to conduct an audit of maintenance in inmate accommodation areas to ensure compliance with health and safety requirements.

#### **Mannus Correctional Centre**

20. Corrective Services NSW refurbish holding and segregation cells to appropriate standards and remove any hanging points.

#### **Yetta Dhinnakkal Centre, Brewarrina**

21. Corrective Services NSW support Yetta Dhinnakkal Centre to provide a renewed focus on cultural activities and programs for Aboriginal inmates.
22. Corrective Services NSW ensure cultural training is delivered to all staff.

#### **Ivanhoe Correctional Centre**

23. Corrective Services NSW identify additional educational, cultural and skilled employment opportunities to be targeted for inmates at Ivanhoe Correctional Centre.
24. Corrective Services NSW increase availability of in-person SAPO services at Ivanhoe Correctional Centre, ensuring staff are appropriately supported.
25. Corrective Services NSW review reception and orientation processes to ensure that the needs of non-English speaking inmates are not disadvantaged, and interpreter services are utilised for confidential communications.

#### **Glen Innes Correctional Centre**

26. The viability of the mill at Glen Innes Correctional Centre as a productive enterprise, and as the main source of inmate employment at Glen Innes Correctional Centre should be independently reviewed.
27. Corrective Services NSW broaden the range of basic education, certified vocational training and further education at Glen Innes Correctional Centre.

#### **Other**

28. This report is made public immediately upon being tabled in NSW Parliament, in accordance with section 16(2) of the *Inspector of Custodial Services Act 2012* (NSW).

# Chapter 1

## Introduction

### Office of the Inspector of Custodial Services

The office of the Inspector of Custodial Services was established by the *Inspector of Custodial Services Act 2012* ('the ICS Act') in October 2013. The mandate of the office is to provide independent scrutiny of the conditions, treatment and outcomes for adults and young people in custody, and to promote excellence in staff professional practice.

The principal functions of the Inspector, as set out in section 6 of the ICS Act, are as follows:

- to inspect each custodial centre (other than juvenile justice centres and juvenile correctional centres) at least once every 5 years,
- to inspect each juvenile justice centre and juvenile correctional centre at least once every 3 years,
- to examine and review any custodial service at any time,
- to report to Parliament on each such inspection, examination or review,
- to report to Parliament on any particular issue or general matter relating to the functions of the Inspector if, in the Inspector's opinion, it is in the interest of any person or in the public interest to do so,
- to report to Parliament on any particular issue or general matter relating to the functions of the Inspector if requested to do so by the Minister,
- to include in any report such advice or recommendations as the Inspector thinks appropriate (including advice or recommendations relating to the efficiency, economy and proper administration of custodial centres and custodial services),
- to oversee Official Visitor programs conducted under the *Crimes (Administration of Sentences) Act 1999* and the *Children (Detention Centres) Act 1987*,
- to advise, train and assist Official Visitors in the exercise of the functions conferred or imposed on them under those Acts,
- such other functions as may be conferred or imposed on the Inspector under this or any other Act.

The powers of the Inspector in exercising the Inspector's functions are detailed in legislation, set out in section 7 of the ICS Act.

### This Report

This report summarises key findings and observations of an inspection of minimum security correctional facilities in non-metropolitan NSW.

This inspection was undertaken at five CSNSW correctional centres holding adult male inmates:

- Glen Innes Correctional Centre, Glen Innes NSW ('Glen Innes CC')
- Ivanhoe (Warakirri) Correctional Centre, Ivanhoe NSW ('Ivanhoe CC')
- Mannus Correctional Centre, Tumbarumba, NSW ('Mannus CC')
- St Heliers Correctional Centre, Muswellbrook NSW ('St Heliers CC')
- Yetta Dhinnakkal Centre, Brewarrina NSW ('YDC')

This inspection considered the conditions and services in regional facilities, with particular reference to:

- a. Preparation of inmates for release, and how minimum security prison services contribute to this outcome (including employment and training opportunities, pre-release programs and services)
- b. Living conditions and treatment of inmates
- c. relevant standards, legislation, policies and procedures
- d. any other related matters.

This report was provided to Corrective Services NSW and Justice Health and Forensic Mental Health Network (JH&FMHN) for consultation and comment. In accordance with s 14(1) of the ICS Act, the Inspector provided the Minister for Counter Terrorism and Corrections with the opportunity to make a submission in relation to the draft report. Submissions were received from Corrective Services NSW and JH&FMHN. In accordance with s14(3)(b) of the ICS Act, the Minister's response was considered before the finalisation of the report for tabling.

## **Methodology**

The inspection consisted of on-site visits to the five correctional facilities.

### **St Heliers Correctional Centre**

St Heliers CC was inspected over a three day period, 28 to 30 November 2017, by the Inspector of Custodial Services, a Senior Inspection and Research Officer, and a Research Assistant. A visiting Inspection and Research Officer from the Office of the Inspector of Custodial Services, Western Australia, assisted on this inspection.

### **Mannus Correctional Centre**

Mannus CC was inspected over a three day period, 26 to 28 February 2018, by the Inspector of Custodial Services and three Senior Inspection and Research Officers. A visiting Principal Inspector from the Office of Chief Inspector Queensland Corrective Services, assisted with this inspection.

### **Yetta Dhinnakkal Centre, Brewarrina**

Yetta Dhinnakkal Centre was inspected over a two day period, 14 and 15 March 2018, by the Inspector of Custodial Services and one Senior Inspection and Research Officer. An Aboriginal Official Visitor assisted with this inspection.

### **Ivanhoe Correctional Centre**

Ivanhoe CC was inspected over a three day period, 17 to 19 April 2018, by the Inspector of Custodial Services, one Senior Inspection and Research Officer and one Research Assistant.

### **Glen Innes Correctional Centre**

Glen Innes CC was inspected over a three day period, 15 to 17 May 2018, by the Inspector of Custodial Services, one Senior Inspection and Research Officer and one Research Assistant. A visiting Inspection and Research Officer from the Office of the Inspector of Custodial Services, Western Australia, assisted on this inspection.

Structured and semi-structured interviews were conducted with senior management as well as uniformed and non-uniformed frontline staff. Interviews were also conducted on site with a variety of individuals with working relationships with the individual centres, including local private employers, Shire Council employees, Aboriginal Elder visitors, Legal Aid NSW, Community Corrections, RSL members and other volunteers.

A number of inmates were interviewed by the inspection team. Supporting documentation and data was provided by Corrective Services NSW, and from the individual centres.

For all of these centres, it was the first occasion to be inspected by this Office.

## **Acknowledgements**

The Inspector would like to acknowledge the assistance and input of staff at the inspected correctional centres and the contribution of inmates who agreed to speak with the inspection team. The Official Visitors for the inspected correctional centres and the NSW Ombudsman also provided the inspection team with valuable information and insights. In particular the Inspector would like to thank: Rod Bird (Official Visitor) for his contribution to the inspection of YDC; the Office of the Inspector of Custodial Services, Western Australia for allowing a staff member to contribute to the inspections of St Heliers CC and Glen Innes CC; and the Office of Chief Inspector Queensland Corrective Services, for allowing a staff member to contribute to the inspection of Mannus CC.

## Chapter 2

### Overview of findings across the inspected facilities

#### Minimum security

A central component of a prisoner classification system is to assign inmates with the lowest necessary security classification to accommodate their level of risk.<sup>7</sup> This is reflected in the Guiding Principles for Corrections in Australia ('Guiding Principles') which state that prisoner classification and placement should be based on 'an objective assessment of prisoners' security risk, rehabilitation and reintegration needs.'<sup>8</sup> Likewise inmates should be placed in accommodation 'compatible with their assessed risks and needs to ensure their safety and security and the good order of the facility.'<sup>9</sup> Some inmates will be assessed as suitable for a minimum security facility shortly after sentencing. Some will arrive there after progressing from higher security environments.

Minimum security correctional centres play a crucial role in any well-functioning prison system. They generally provide a less restrictive and more productive environment. This allows greater opportunities for rehabilitation, reparation to the community through community work and release preparation.<sup>10</sup> The United Nations Standard Minimum Rules on the Treatment of Prisoners ('Mandela Rules') state that open prisons provide the conditions most favourable to the rehabilitation of carefully selected prisoners, 'by the very fact that they provide no physical security against escape but rely on the self-discipline of the inmates'.<sup>11</sup>

They can also be a valuable behavioural incentive for inmates at higher security, more crowded facilities. An effective system of classification and progression through to minimum security provides incentives to promote appropriate behaviour and performance, and therefore contributes to inmate behaviour management in the correctional system.<sup>12</sup> It is also in the interests of community safety for inmates to have the opportunity to develop their sense of self-respect and responsibility prior to release.<sup>13</sup>

This inspection visited five centres in regional and remote NSW that are standalone minimum security correctional centres.<sup>14</sup> These included some open prisons without a secure external perimeter. The inspection focused on looking at what opportunities for rehabilitation and reparation to the community were available, as well as the conditions of daily-life for inmates.

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7 Inspector of Custodial Services NSW, *Lifers: Classification and Regression* (Report, September 2015) 12. See also Her Majesty's Inspectorate of Prisons for England and Wales, *Expectations: Criteria for assessing the treatment of and conditions for men in prisons* (2017) cl 83.

8 Corrective Services Administrators' Council, *Guiding Principles for Corrections in Australia* (February 2018) part 3.3.1.

9 Corrective Services Administrators' Council, *Guiding Principles for Corrections in Australia* (February 2018) part 3.3.2.

10 See Inspector of Custodial Services, Western Australia, *Inspection of Wooroloo Prison Farm* (Report, September 2018) iii-v.

11 United Nations Standard Minimum Rules for the Treatment of Prisoners rule 89 (2).

12 See Inspector of Custodial Services NSW, *Lifers: Classification and Regression* (Report, September 2015) 11.

13 Rule 91 of the Mandela Rules states that the treatment of persons sentenced to a period of imprisonment 'shall be such as will encourage their self-respect and develop their sense of responsibility.'

14 Some larger correctional centres in regional NSW are multi-sector, holding separate maximum and minimum security units within the prison, as well as separate male and female sectors. For example: Bathurst Correctional Centre, Mid North Coast Correctional Centre, Wellington Correctional Centre etc.

## Employment and community work

### Inmate employment

#### There were high rates of employment at the larger correctional centres

Correctional centres should provide a range of productive employment opportunities.<sup>15</sup> Work should enable inmates to spend their time constructively, reduce idle time, acquire skills that will benefit them in the community and increase employability.<sup>16</sup> Inmate employment benefits the correctional system as well, primarily through keeping inmates occupied as opposed to idle, which can decrease the management burden. It can also reduce prison costs, for example, through growing produce or the manufacture of products used in the correctional system.

The Mandela Rules provide that sentenced inmates shall have the opportunity to work, subject to their physical and mental capability to do so.<sup>17</sup> They also state that:

- inmates should be provided with ‘sufficient work of a useful nature’<sup>18</sup>
- so far as possible, work should maintain or increase the prisoners capacity to undertake employment after release<sup>19</sup>
- the organisation and methods of work should resemble as closely as possible those of similar work outside the community,<sup>20</sup> and
- the interest of inmates and their vocational training should not be ‘subordinated to the purpose of making a financial profit from an industry in the institution’.<sup>21</sup>

Minimum security correctional centres accommodate sentenced (and convicted) inmates. They do not accommodate remand inmates. They should provide inmates with work experience and training opportunities that help prepare them for successful re-entry into the community on release. Ideally, prison-based employment should provide the opportunity for inmates to gain work experience and certified training that collectively may help them obtain and hold employment on release.

Much of the employment of inmates detained in NSW correctional centres is managed by Corrective Services Industries (CSI).<sup>22</sup> The work available to inmates generally falls within the categories of service industries (roles that support the self-sufficiency of a centre, such as grounds and building maintenance, cleaning etc.), commercial industries (sometimes referred to as ‘CSI business units’) and community-based employment. Most community work is managed at a local level.

The larger centres we visited (St Heliers CC, Mannus CC and Glen Innes CC) all boasted high rates of employment, at or above 90%. This is essentially full employment in a custodial environment, where new arrivals take some time to be placed into a workplace. Undoubtedly these centres managed to keep their inmates busy through the working week, as well as maintaining significant industrial and agricultural operations. However the structure and range of employment differed greatly. A narrow rather than diverse industry focus may increase productivity in a particular area, but it can lead to reduced opportunities for vocational training and post-release employment.

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15 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) 128 (‘ICS standards’).

16 ICS standards 128, 131. See also Guiding Principles p. 24; Corrective Services Administrators Council, *Standard Guidelines for Corrections in Australia* (2012), p.33.

17 United Nations Standard Minimum Rules for the Treatment of Prisoners rule 96(1).

18 United Nations Standard Minimum Rules for the Treatment of Prisoners rule 96(2).

19 United Nations Standard Minimum Rules for the Treatment of Prisoners rule 98(1).

20 United Nations Standard Minimum Rules for the Treatment of Prisoners rule 99(1).

21 United Nations Standard Minimum Rules for the Treatment of Prisoners rule 99(2).

22 Corrective Service Industries (CSI) is the commercial arm of CSNSW and is responsible for managing inmate work opportunities in over 100 commercial business units and service industries in correctional centres throughout NSW.

Discussions with staff revealed many were motivated or encouraged by savings and efficiencies within corrective services. Staff took pride in having inmate labour contribute to products going in to the correctional system (e.g. production and processing of fruits and vegetables, construction of modular prison cells etc.) or to other useful government services, such as producing and refurbishing furniture for NSW schools.

Productivity of prisoner industry in these facilities was impressive, as was staff dedication and their hard work. However CSNSW and CSI need to ensure the profitability of industries is always balanced against the provision of work that benefits inmates and will help them secure post-release employment, and that these different priorities are not in competition with each other. Productivity is obviously important in terms of cost and system wide sustainability. However, correctional centres must also meet the broader public interest of improving inmates' chances of not returning to prison and the high costs of further imprisonment. At Glen Innes CC, for example, we would like to see a wider range of job opportunities available.

CSNSW advised in response that as a consequence of competitive neutrality, once self-sufficiency employment opportunities have been exhausted, CSI is restricted to 'import replacement' work only.<sup>23</sup> This means that some of the skills developed among the inmate workers will not find a use in domestic workplaces post-release. Their view is that their obligation to offset the costs of incarceration is compatible with striving for better post-release outcomes for inmates, and that they will continue to encourage inmates to develop work readiness skills at all centres as per 'existing priorities and available resources.' Ultimately it is important that CSNSW provide inmates with general transferable employability skills.

The smaller remote centres, YDC and Ivanhoe CC, had different challenges. These centres do not have any CSI commercial industries on site. This is not necessarily a negative, provided the centre has a different focus, and inmates are spending their time productively. Trainees at YDC are expected to focus more intensively on education and vocational training, as well as cultural and rehabilitative programs. Inmates at Ivanhoe CC primarily worked to keep the centre running, in traditional areas such as the kitchen, laundry, grounds maintenance and cleaning, as well as contributing to community projects. Despite the small population, many appeared to be engaged on a part-time or rotating basis, and few had full-time meaningful work.

**Recommendation: Corrective Services NSW ensure prison industry employment at minimum security correctional centres prioritises skill development and work readiness for inmates.**

### Community work

Wherever possible, inmates should participate in community work outside the correctional centre where this does not pose a risk to community safety.<sup>24</sup> Suitable community work can form an important part of allowing inmates to build employment skills and make reparation to the community before their release.

Section 6 of the *Crimes (Administration of Sentences) Act 1999* ('the Act') permits the Governor of a correctional centre to direct a convicted inmate to carry out community service work, or any work for CSNSW or a public or local authority, inside as well as outside the inmate's correctional complex.<sup>25</sup> Such work should only be undertaken for local non-profit groups or other government organisations.<sup>26</sup>

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23 Information provided by Corrective Services NSW November 2019. CSI's operations are monitored by the Correctional Industries Consultative Council (CICC), consisting of representatives from CSNSW and CSI, private operators of NSW correctional centres, the Australian Industry Group, NSW Business Chamber, Unions NSW and the community. The key role of the CICC is to ensure that correctional industries do not 'unreasonably impact upon other Australian businesses and, in particular, jobs ...' See further: Corrective Services NSW, *CSI Policy Manual: 4.5 Correctional Industries Consultative Council* (March 2019) 1. Corrective Services uses the term 'import replacement' to refer to work that would be performed off shore (i.e., not commercially in Australia) if not undertaken by a correctional centre.

24 ICS Standard 134.1

25 *Crimes (Administration of Sentences) Act 1999* s 6(2).

26 CSNSW Policy provides that Governors 'must not approve the use of inmate labour to maintain or enhance property owned by an individual or a trading company. Supervised community-based work projects should only be undertaken for government organisations and community non-profit organisations.' Corrective Services NSW, *Inmate Classification and Placement Policy and Procedures: Section 6 Orders* (2019) Part 6.

Most of the facilities visited supported some time type of external work in the community, although the frequency and structure varied. Inmates helped develop and maintain visitor amenities or trails in national parks, assisted with landscaping and mowing public parks, cemeteries and road verges, carried out event set-up and pack-up for local festivals, as well as general landscaping, painting, cleaning and other projects for community buildings or groups. In some centres this work was more or less 'full-time', with either a dedicated staff member(s) providing supervision and direction, or through formal collaboration with staff from the local council. In others it appeared to be part-time 'as needed', on an ad-hoc basis. This kind of community work can provide a useful step in community reintegration for inmates. It is not just the opportunity to contribute to a local community, but an opportunity to perform valued work 'outside prison walls' and see the results of that work, as well as interact with members of the community as appropriate.

St Heliers CC in particular had a 'Mobile Outreach Program' which had a history of 'mobile' community work projects, requiring short camp stays away from the correctional centre together with a staff member. This work has included assisting with installation of affordable housing as well as repairing flood damaged camping grounds. This work should continue to be supported where possible.

**Recommendation: The Mobile Work Camp at St Heliers Correctional Centre should continue to be supported, as should other forms of community work at all regional centres where minimum security inmates are accommodated.**

### Non-workers

The inspection team viewed segregation areas in the inspected facilities. It is where inmates who are being transferred back to a higher security facility are kept until an escort arrives, or for post-incident segregation or punishment. In some centres these areas were also used to hold 'non-workers' or dismissed workers during work hours for a period of days or up to two weeks. None of these segregation areas were in use at the time of inspection. A number of staff stated that the holding cells were an effective management tool for inmates who refused to work. Staff reported that inmates are usually 'ready' to go back to work after a few days, due to the conditions in the non-worker cells.

CSNSW have advised that inmates placed within these areas are not being punished, rather 'managed in accordance with supervision requirements, and in view of any orders that are currently in place.' Notwithstanding, the Inspector recommends that CSNSW review its policies and practice around this area to promote greater consistency, and conduct an assessment of the physical conditions of segregation cells in all inspected centres.

**Recommendation: Corrective Services NSW review policy and practice around the use of non-worker yards, segregation or punishment cells to accommodate non-workers during working hours.**

### Education and vocational training

#### Education was in a period of reform which impacted delivery of education services

Many inmates have had impoverished educational experiences, particularly those with learning deficits in literacy and numeracy.<sup>27</sup> Recent data collected from a sample of entrants to Australian prisons indicated that one-third (33%) of prison entrants had not completed Year 10, and less than one in five (19%) prison entrants had completed the equivalent of Year 12.<sup>28</sup> Re-engaging with learning inside prison has the potential to be transformative. Importantly, research shows that study in prison reduces post-release reoffending and has a positive relation to post-release employment.<sup>29</sup>

27 ICS standards, p. 94.

28 Australian Institute of Health and Welfare, *The Health of Australia's Prisoners 2018* (Final Report, 30 May 2018) 16. This report presents the results of the 5th national Prisoner Health Data Collection in Australia, which is the main source of national data about the health of people in prison in Australia. Data for this was collected from all states and territories in Australia except, unfortunately, New South Wales, which did not provide data for much of the report.

29 Margaret Giles, 'Study in prison reduces recidivism and welfare dependence: A case study from Western Australia 2005–2010' (Trends & Issues in Crime and Criminal Justice No 514, Australian Institute of Criminology, April 2016).

From mid-2017, a new model of education and training began operating in NSW correctional centres. Prior to this, education and training was delivered by approximately 150 teachers employed by CSNSW within NSW correctional centres.<sup>30</sup> With some exceptions, inmate education and training is now delivered by external education service providers – BSI Learning and TAFE NSW. The Education Services Coordinator role was created to coordinate the delivery of education services within each correctional centre and the Assessment and Planning Officer role was created to assess the education needs of inmates.<sup>31</sup> According to CSNSW, these changes aim to provide greater flexibility in the delivery of inmate education and training and place a greater focus on inmate needs and outcomes.<sup>32</sup>

To place NSW in context, in 2017–18 across Australia, 34% of eligible inmates participated in accredited education and training courses under the Australian Qualifications Framework.<sup>33</sup> In NSW the figure was 22.4%. All Australian jurisdictions except the Northern Territory had a higher percentage of total participants than NSW.<sup>34</sup>

### Literacy and numeracy education

From 1 July 2017, CSNSW contracted BSI Learning to provide Foundation Skills Programs, consisting of Digital Literacy and Language, and Literacy and Numeracy (LLN). Foundation Skills Programs are delivered in 10 week blocks. LLN courses are delivered for a minimum of 8 hours per week and Digital Literacy courses are delivered for a minimum of 4 hours per week.<sup>35</sup>

This inspection took place between November 2017 and May 2018, the first year of this new contract. Not all centres had an instructor in place at the time of the inspection.<sup>36</sup> Some had received an instructor part-way through the year. There were periods in this transition to the new education model during which no, or limited literacy or numeracy education was offered to inmates. It can sometimes be challenging to fill full-time positions at remote and regional centres, let alone part-time contract positions. Inmates needing literacy and numeracy education during the transition and in the early stages of this contract may well have missed out, which is a system failure.

Separately, this office has recommended CSNSW evaluate the implementation of the education and training reforms.<sup>37</sup> For regional centres in particular, careful and close monitoring of service delivery is required, to ensure no extended gaps like the one in 2017 to 2018 are experienced again. CSNSW have advised that the delivery of inmate education is being monitored and reported to the Commissioning and Contestability Board on a monthly basis, and that the delivery of Foundation Skills Programs has increased since these inspections.<sup>38</sup>

**Recommendation: Corrective Services NSW ensure that adult education is available to inmates in every facility, including regional facilities, as an essential component in the rehabilitation of inmates.**

**Recommendation: Corrective Services NSW closely monitor education service delivery in all inspected centres.**

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30 Corrective Services NSW, *Better Prisons: Inmate education and training, Factsheet #8*, undated, p 1.

31 Corrective Services NSW, *Better Prisons: New education and training model fact sheet*, undated, p 2.

32 Corrective Services NSW, *Better Prisons: New education and training model fact sheet*, undated, p 1.

33 Productivity Commission, *Report on Government Services 2019: Chapter 8 - Corrective Services* (Report, 24 January 2019) 8.11. (In this context, eligibility refers to those inmates who were not excluded from participation for reasons including legal status, ill health, or insufficient length of sentence. See table 8A.10.)

34 Productivity Commission, *Report on Government Services 2019: Chapter 8 - Corrective Services* (Report, 24 January 2019) table 8A.10.

35 Information provided by Corrective Services NSW on 12 March 2018.

36 See also Inspector of Custodial Services, *Programs, Employment and Education Inspection* (to be published 2020).

37 See also Inspector of Custodial Services, *Programs, Employment and Education Inspection* (to be published 2020).

38 Information provided by Corrective Services NSW on 26 November 2019.

## Vocational education and training

Vocational education and training 'provides inmates with opportunities to develop employability skills and attain recognised trade qualifications and skills [...].'<sup>39</sup> Vocational education and training includes licence and regulatory courses, and part qualification skills sets. The contract between CSNSW and BSI Learning specifies that BSI Learning will deliver vocational training in the areas of Hospitality, Cleaning Operations and Food Services.<sup>40</sup> From 1 January 2018, TAFE NSW was contracted to provide all other required vocational training.<sup>41</sup>

A recent study by the CSNSW research division has highlighted the valuable role prison-based vocational training can play. It was found to be: 'associated with greater employment opportunities and better general prospects of transition back into the community'.<sup>42</sup> Vocational training was also perceived as improving confidence and success of parolees in obtaining employment.

All of the regional centres inspected were facilitating vocational training to inmates to some degree, and staff (education, industrial, custodial and management) appeared to cooperate well in this regard. Education staff on the ground are to be commended for their efforts in facilitating and organising training in regional and remote locations. Nevertheless, as discussed in individual chapters, there is room to improve both the range and number of courses offered at several centres, with CSNSW support.

Vocational training opportunities tended to align with work available at the individual centres, where inmates can apply what they have learned in a related work environment. However there appeared very little opportunity for inmates to gain training opportunities in areas unrelated to CSI and a correctional centre's need for inmate labour.

Access to traineeships also varied considerably. As at 30 June 2018 a total of 53 inmates across the five centres were participating in traineeships, with 40 at St Heliers CC, 11 at Mannus CC and two at Glen Innes CC, with no access at Ivanhoe CC or YDC. It was disappointing to see levels so low at some centres.

CSNSW have advised that current contractual arrangements provide for an increase in the number and type of part qualification skills.<sup>43</sup>

**Recommendation: Corrective Services NSW monitor and increase the number of traineeships and part qualification skills sets at minimum security centres.**

## Further education and technology

### Almost no access to distance or tertiary education

While the proportion of inmates eligible for tertiary level study may be comparatively low at any given time (noting that many inmates have not completed Year 10 equivalent), a minimum security environment should allow some participation in distance or higher education for suitable inmates. We saw little evidence of distance education, self-paced learning, peer tutors, or learning software at the inspected centres. Information provided by CSNSW confirmed our observations on site: as at 30 June 2018 only two inmates across the five centres were undertaking distance education.<sup>44</sup>

This inspection did not comprehensively analyse digital learning technology available to inmates. We did not observe any inmates with standalone computers or laptops in cells or learning tablet devices. The majority of centres had a room set aside with computers available for inmate use. In some centres we

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39 Information provided by Corrective Services NSW on 12 March 2018.

40 Information provided by Corrective Services NSW on 12 March 2018.

41 Information provided by Corrective Services NSW on 12 March 2018.

42 Kym Lindeman and Abilio de Almeida Neto, 'Evaluation of Vocational Training in Custody: Offenders' Experiences of Training and Pathways to Post-Release Employment' (*Research Publication No. 58, Corrective Services NSW, August 2017*) i.

43 Information provided by Corrective Services NSW November 2019.

44 Both at Mannus CC.

regularly heard about the number of computers in the computer room that 'didn't work'. CSNSW have advised that staff submit monthly 'Offender Access to Computers Reports' to identify any issues with the network and computers.<sup>45</sup> CSNSW should ensure inmate computers are repaired or replaced to support inmate education.

Information provided by CSNSW for a 2017 review into access to digital technology by the Western Australia Office of the Inspector of Custodial Services stated that the NSW Offender Access Computer Network provided access to 'a range of software packages and programs to support participation in education and distance learning'.<sup>46</sup> However in response to enquiries for this inspection we were informed that support for participation in distance education is not considered core work of education services, and that requirements for internet/online access make it difficult to support inmate participation. CSNSW have also advised that inmates wishing to undertake higher studies must self-direct and self-fund. They have also advised that they will consider opportunities that arise for distance education as in-cell technology improves.<sup>47</sup>

There are obvious difficulties around providing distance education that requires online/internet access. However if this challenge is not adequately tackled by the correctional system, the more people in custody will be excluded. While society keeps moving towards digitised learning environments, the 'digital divide' will only get worse, increasing the already difficult challenge of reintegration into the community upon release.<sup>48</sup> Regional and remote minimum security centres should be supported to facilitate self-directed and self-paced learning through distance education. CSNSW should explore opportunities to support centres in this regard.

**Recommendation: Corrective Services NSW regularly audit functionality of education computers in inspected centres.**

**Recommendation: Corrective Services NSW work to increase the number of inmates undertaking distance education at minimum security centres.**

## Programs and pre-release activities

### Inmate programs

The *Crimes (Administration of Sentences) Regulation 2014* (the Regulation) provides that the Commissioner may offer an inmate services and programs that:

- a) offer the inmate an opportunity to develop skills, behaviours and attitudes that lessen the likelihood of the inmate reoffending, or
- b) contribute to the inmate living in society after release from custody, or
- c) promote the health, safety and well-being of the inmate.<sup>49</sup>

The ICS Standards provide that 'each correctional centre should provide a range of evidence-based programs', including offence-related and reintegration programs, that align with the needs of inmates.<sup>50</sup> Inmate needs should be identified through comprehensive assessment and a program pathway should be detailed in an inmate's case plan and program readiness and motivation need to be considered.<sup>51</sup>

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45 Information provided by Corrective Services NSW November 2019.

46 Office of the Inspector of Custodial Services Western Australia, 'The Digital Divide: Access to Digital Technology for People in Custody' (Report, February 2018) 20.

47 Information provided by Corrective Services NSW November 2019.

48 Office of the Inspector of Custodial Services Western Australia, 'The Digital Divide: Access to Digital Technology for People in Custody' (Report, February 2018) iii.

49 *Crimes (Administration of Sentences) Regulation 2014* cl 60(1).

50 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 116, 116.4.

51 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 116.1–116.2.

Many inmates arrive at minimum security facilities with ongoing program requirements. With the opportunity to work with inmates in the period prior to release, these facilities are important sites of program delivery within the correctional system. Specialised programs such as The Intensive Drug and Alcohol Treatment Program (IDATP), Violent Offender Therapeutic Program (VOTP), High Intensity Program Units (HIPU), and Sex Offender Programs are available at a range of specific locations in NSW, but they are not delivered at the regional and remote centres inspected. These centres deliver the Explore, Question, Understand, Investigate, Practice and Succeed ('EQUIPS') programs.

CSNSW uses the Level of Service Inventory-Revised (LSI-R) to assess the risk of reoffending and identify the criminogenic needs of individual inmates. The EQUIPS programs consist of four moderate intensity programs targeting offenders assessed as having a medium to high risk of reoffending as measured by the LSI-R. They have been developed in accordance with the Risks Needs Responsivity principles and primarily use Cognitive Behavioural Therapy and Dialectical Behaviour Therapy.

**Table 1: CSNSW EQUIPS programs**

<b>EQUIPS Program</b>	<b>Description</b>
<b>EQUIPS Foundation</b>	A general therapeutic program available to all offenders, regardless of their offence type. <sup>52</sup>
<b>EQUIPS Addiction</b>	Targets the addictive behaviours of offenders with a current Alcohol & Other Drug (AOD) domain score of 5 or above. <sup>53</sup>
<b>EQUIPS Aggression</b>	Targets both expressive and instrumental aggression and seeks to minimise aggressive behaviour by increasing the self-management abilities of offenders with a current criminal conviction for a violent offence. <sup>54</sup>
<b>EQUIPS Domestic Abuse</b>	Targets offenders with a current criminal conviction for an offence against their intimate partners or a history of such offending. <sup>55</sup>

Every centre is meant to offer each of these on an ongoing basis. The Manager Offender Services and Programs (MOSP), ordinarily covering a cluster of correctional centres, is required to submit their program schedule for their custodial and community sites before each half year commences, i.e. in December and June. Only then can bookings be made by Services and Programs Officers (SAPOs) for inmates to a particular program. We found that these programs were being offered regularly in all centres inspected except Ivanhoe CC.

SAPOs do program assessments and determine the program requirements for each inmate based on their LSI-R, and the Addiction Decision Tree. The SAPO also has to complete a program suitability review before an inmate commences a program. EQUIPS programs generally require offenders to attend two sessions per week for ten weeks.

Any system of offender programs has a number of challenges, including the scope of programs offered, the accuracy of assessments for programs, the quality of governance arrangements, the availability of trained facilitators, and the way in which inmate placements are matched with available programs during their custodial term. The simplicity and stability of the EQUIPS system is appealing due to its wide availability in almost all custodial and a number of community locations. But there is always a compromise between what is needed and what is delivered, and inmates are not always in the right place at the right time.

52 Corrective Services NSW, *Compendium of Offender Behaviour Change Programs in New South Wales* (June 2016) 10–12.

53 Corrective Services NSW, *Compendium of Offender Behaviour Change Programs in New South Wales* (June 2016) 15–17.

54 Corrective Services NSW, *Compendium of Offender Behaviour Change Programs in New South Wales* (June 2016) 40–2.

55 Corrective Services NSW, *Compendium of Offender Behaviour Change Programs in New South Wales* (June 2016) 43–5.

Ideally, the system should support bookings at the time of assessment, rather than at the beginning of each semester. Current arrangements can make it difficult for inmates to understand their prospects of accessing programs in time for their State Parole Authority hearings. It must also be difficult to arrange transfers on a last-minute basis to other centres if a program is not available locally.

While the ICS does not inspect post-release programs in the community or the work of Community Corrections, we note that the same EQUIPS programs can be provided to offenders in the community through Community Corrections. If an inmate is unable to do a program in custody, it is theoretically possible to do the program in community as part of parole requirements. Hence SAPOs also have responsibilities for program delivery in the community.

In addition, Community Corrections Officers (CCO) had a Program Guide for Intervention (PGI) to use with parolees and others under supervision. It includes structured interviews and various kinds of exercises. There are 40 lessons which could all be done over a 12 month period covering a range of offending issues. The CCO develops a case plan based on the LSI-R risk needs assessment, mapping out which of the lessons would be appropriate for that offender. For someone due to be released on parole, the CCO should do the first couple of exercises in custody, to set them up to continue post-release. For inmates not due for release, this is an area where new case management staff are expected to be operating with inmates in custody.

While EQUIPS programs appeared to be valued by many of those who had completed them, and program design appears sound, the inspection team was not in a position to quantify how many inmates had missed out, or were found unsuitable for a program.<sup>56</sup> Standard programs may be of limited value for many types of offenders, for example, for drug trafficking (as opposed to using), gambling or crimes related to fraud or theft. While EQUIPS is still relatively new, many returning to prison have done similar entry level programs in previous sentences, and may have little to gain through repetition.

## Individual case management

### Case management reforms were awaiting local implementation

Case plans developed at other facilities are implemented at regional minimum security centres. CSNSW have provisions for assessment, case planning while in custody, release preparation and through care for those released on parole. For the most part, assessment and case planning had already been undertaken for inmates in the regional minimum security facilities visited during this inspection. Staff at these facilities have more of a maintenance role, monitoring progress, making assignments to programs, reviewing security classifications, initiating transfers and other adjustments as required. This could include a classification regression and transfer out to a higher security facility if warranted by poor behaviour or performance. As an inmate approaches potential release, there is an increased focus on release preparation and parole.

This inspection was conducted at a time that reforms of the case management system had been initiated, but were not yet in place. A final 'Policy for Case Management in Correctional Centres' was approved by the Department in December 2017.<sup>57</sup> The stated purpose of this reform and policy was to introduce 'an improved structure and method of managing inmates'. New case management units were to be set up with 'specialist case management staff', recruited specifically for the non-custodial positions.

The key objective of the reform is to deliver 'whole of sentence' plans, targeting the needs of offenders and case planning from custody through to community. While this is positive, it was likely already a standard community expectation. Indeed the ICS Inspection Standards state that 'case management should begin immediately after sentence and provide a planned pathway and preparation for release.'<sup>58</sup>

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56 Separately, the ICS has recently conducted a themed-inspection on programs, employment and education in NSW correctional centres.

57 Offender Services and Programs CSNSW, *Policy for Case Management in Correctional Centres* (2017).

58 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 114.

However we recognise the genuine potential of specialist case management roles and staffing. We hope the new model of specialist Case Management Units will ensure continuous, consistent case plans for offenders, and ensure that offenders are properly targeted and have access to the right programs at the right time.

In many of the centres visited, these newly created positions had not been filled. In some instances recruitment had not started. Only one had a dedicated case management officer recruited and in place during the inspection period. Some centres had been informed how many roles their centre had been allocated, but had not yet recruited for the positions. We were informed at some centres that they were waiting for the 'benchmarking' process to be completed, (and hence whether any existing custodial staff would be interested in applying for the roles).<sup>59</sup> The inspection team was concerned at the time that recruitment of case management positions was not being prioritised at the local level, and that anxiety over benchmarking was delaying progress.

As of September 2018, CSNSW advised that 137 roles for the new model had been filled through recruitment, including 90 Case Manager roles and 35 Senior Case Manager Roles. Positions for the inspected centres were (almost all) filled by May 2019. It is too early to assess the impact of case management reforms, but the Inspector strongly recommends case management teams are supported locally and across the system, particularly at regional and remote centres.

## Release planning

### **CSNSW have developed an 'exit on entry' approach to release planning called NEXUS**

CSNSW have an 'exit on entry' approach to release planning whereby each inmate is interviewed by a SAPO in relation to their immediate reintegration needs as part of their intake interview.<sup>60</sup> It has created NEXUS as an offender-centric approach to reintegration in which staff assist inmates to plan their release to their chosen community.<sup>61</sup>

A service plan is developed that may address reintegration needs to help prepare for release. A brochure is provided to prompt the inmate to think about their life after custody. This is known as Stream 1 in NEXUS. In subsequent interviews, including in regional minimum security facilities inspected, the inmate is provided a worksheet, requiring the inmate to set goals, addressing proof of identity, housing, finances, transport, education, support, education and employment, health, property and clothing, parole and immigration. Following this, the service plan is updated. This is called Stream 2. NEXUS stream 3 seeks to engage inmates who are three to six months from release. This includes more detailed information, a checklist for planning release and making contact with external service providers.

Like the case management reforms, NEXUS was quite new and not fully implemented at the time of our inspections, but inmates had assistance from SAPOs and CCOs in preparing for their release.

### **Community based reintegration services were limited in some regional and remote facilities**

In the last 12 months before parole eligibility, inmates are interviewed by a CCO to help develop a parole plan, or prepare a pre-release parole report for the State Parole Authority. A community impact assessment has to be completed, which may impact on the level of supervision required for that offender in the community, along with additional assessments for particular needs that must be addressed.

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59 Throughout 2017 and 2018, CSNSW undertook a Government-driven reform program known as 'benchmarking', with the stated aim of achieving better value for money, performance and accountability. Benchmarking was described as a process of determining good practice, staffing levels and budget for its correctional centres, including establishment of key performance indicators and reporting timeframes.

60 Offender Services and Programs CSNSW, *Policy for Case Management in Correctional Centres* (2017) p.11.

61 Offender Services and Programs CSNSW, *Policy and Procedures for the Delivery of NEXUS* (2017).

Inmates at the inspected centres were often not from the local area, and intended to return to greater Sydney or larger regional towns across NSW. Information provided by CSNSW indicated that a minority of inmates released to parole were released to the supervision of the local District Community Corrections Office associated with each centre. Some inmates were transferred back to a metropolitan centre prior to release to the community.

**Table 2: Parolees released to supervision of District Community Corrections office associated with each correctional centre<sup>62</sup>**

Correctional Centre	Discharges (parole)		Parolees supervised by associated local district office
	Oct 2017	Sep 2018	
YDC		38	8
Glen Innes CC		196	14
Ivanhoe CC		11	1
Mannus CC		159	8
St Heliers CC		249	10

For a State Parole Authority or court-based release, a pre-release home visit is required by a CCO. However, there are limited options for those without family support who need accommodation on release. Inmates are assisted in making state housing applications. When an inmate is released they can stay in crisis accommodation for 2-3 nights during which time they must report to a state housing office. But it would be rare for such people to gain housing directly after that.

## Work and Development Orders

### Work and Development Orders are a positive initiative

Some inmates enter CSNSW custody with high levels of fine-related debt with Revenue NSW. This can include, for example, court fines, parking fines, fines for fare evasion or for littering. Some inmates may be eligible to reduce this debt through participation in certain courses or activities as part of a Work and Development Order (WDO), a scheme administered by Revenue NSW. WDOs enable people experiencing difficulty paying their fines due to their personal or financial circumstances to pay off or reduce a fine by performing unpaid work, undertaking a course or receiving treatment.<sup>63</sup> Approved activities within NSW correctional centres include financial or other counselling; drug and alcohol treatment; educational/ vocational or life skills courses, including most offender programs; and certain medical or mental health treatment.<sup>64</sup> The maximum amount of fine debt that can be paid through a WDO is \$1000 per month.<sup>65</sup>

The WDO scheme is a positive initiative. It encourages inmates to pay their fine-related debts through engaging with programs, education and other useful activities. Reintegration into the community is made more challenging when leaving prison with unpaid debts. While all centres inspected were registering eligible offenders to some extent, we did encounter some pockets of resistance to the concept. It is important to ensure all eligible inmates are registered for WDOs.

<sup>62</sup> Information provided by Corrective Services NSW November 2018.

<sup>63</sup> Revenue NSW, 'Can't pay your debt?', *Fines and fees* (Web Page) <<https://www.revenue.nsw.gov.au/fines-and-fees/cant-pay-your-debt>>.

<sup>64</sup> Corrective Services NSW, *Policy for Supporting Offenders to Manage Fine-Related Debts through Work and Development Orders* (22 August 2017) 10 and Annexure 6.

<sup>65</sup> Corrective Services NSW, *Policy for supporting offenders to manage fine-related debts through Work and Development Orders* (22 August 2017) 10–11, 29–32.

**Table 3: Work and Development Orders at inspected centres as at 10 January 2019**

Facility	Current no. active WDO's	Current value WDO
YDC	17	\$72,952.24
Glen Innes CC	6	\$14,898.22
Ivanhoe CC/Broken Hill CC <sup>66</sup>	25	\$97,611.27
Mannus CC	27	\$154,659.13
St Heliers CC	20	\$160,562.48

## Classification and external leave programs

### Inmates at the larger centres perceived delays in the classification process

The five centres inspected held inmates with a security classification C2 or C3. These are the lowest security classifications (for male inmates) within the NSW system. The Regulation defines categories as follows:

‘Category C2, being the category of inmates who, in the opinion of the Commissioner, need not be confined by a physical barrier at all times but who need some level of supervision by a correctional officer or some other person authorised by the Commissioner.’

‘Category C3, being the category of inmates who, in the opinion of the Commissioner, need not be confined by a physical barrier at all times and who need not be supervised.’<sup>67</sup>

Male inmates with a C2 classification and, and what is known as a ‘Section 6 (2) Order’ may undertake work with other inmates outside the secure perimeter of a correctional centre under the supervision of a correctional officer.<sup>68</sup> In a separate report, the Inspector has recommended that CSNSW review the procedure for the approval of section 6 (2) orders with a view to making this process more efficient.<sup>69</sup>

A C3 classification is a pre-requisite for unescorted day and weekend leave, as well as Work Release. It means an inmate may be (temporarily) permitted off the complex without supervision from correctional staff. CSNSW policy states that inmates should be encouraged to participate in unescorted external leave toward the end of their sentence. Priority should be given to inmates facing significant barriers to reintegration into the community after release from custody, for example, inmates serving long sentences, those with little or no previous employment history or a long history of recidivism.<sup>70</sup> CSNSW policy also states that participation in unescorted and escorted external leave programs is a significant component of through care for the inmate returning to community life after discharge from custody.<sup>71</sup>

C3 classification is based on progress (for example targeted program completion) and behaviour, and judged on a case by case basis. To be eligible for a C3 security classification, and subsequently unescorted external leave programs, inmates must have a fixed term or non-parole period of at least 12 months, have completed half the minimum term of their sentence and have not been found guilty of a positive result from target urinalysis in the three months immediately prior to the date of consideration.<sup>72</sup> In addition, inmates

<sup>66</sup> Separate data for Ivanhoe CC was not available. (Offender programs for example are not run at Ivanhoe CC, rather at Broken Hill CC).

<sup>67</sup> *Crimes (Administration of Sentences) Regulation* 2014 cl 12 (1).

<sup>68</sup> Section 6 of the Act permits the Governor of a correctional centre to direct a convicted inmate to carry out community service work, or any work for CSNSW or a public or local authority inside as well as outside the inmate’s correctional complex.

<sup>69</sup> Inspector of Custodial Services, ‘Programs, Employment, and Education Inspection’ (to be published 2020).

<sup>70</sup> Corrective Services NSW, *Inmate Classification and Placement Policy and Procedures: Progression to C3/Category 1 and External Leave Programs* (2019) 8.

<sup>71</sup> Corrective Services NSW, *Inmate Classification and Placement Policy and Procedures: Progression to C3/Category 1 and External Leave Programs* (2019) 6.

<sup>72</sup> Corrective Services NSW, *Inmate Classification and Placement Policy and Procedures: Progression to C3/Category 1 and External Leave Programs* (2019) 16.

with sentences (or non-parole periods) of longer than four years at open camp placements such as Mannus CC and Glen Innes CC are expected to complete at least 12 months as a C2 at the centre, in preparation for progression to C3.<sup>73</sup>

The classification profile of the centres following completion of the inspections was as follows:

**Table 4: Classification profile of inspected centres as at 1 September 2018<sup>74</sup>**

Correctional Centre	C2	C3	Total
YDC	25	1	26
Glen Innes CC	155	21	176
Ivanhoe CC	29	-	29
Mannus CC	139	19	158
St Heliers CC	215	42	257

Inmates at several centres perceived delays in the C3 classification process. Requirements (conduct reviews, urinalysis) can take time to arrange, and changes would have to be approved both at a local level as well as by the regional manager for classification. The inspection team heard that it was difficult to obtain C3 unless programs have been completed, however a low LSI-R score might mean an inmate is ineligible for programs and should not be held back. The inspection team also heard that sentenced inmates classified quickly to a minimum security centre may arrive without their LSI-R being completed, which can also cause issues in the system.

Hopefully, the arrival of case management staff will lead to earlier detection of issues and improved ‘whole of sentence’ planning, so inmates are well-aware of the opportunities that will be open to them as they progress through their sentence. While centres were tracking eligibility dates and classification review dates, it appeared there was no centralised recording of wait lists, making it difficult to assess any suggestion of unreasonable delay. CSNSW was unable to provide data on the average time taken to process applications from C2 to C3, or for 6.2 clearances at the relevant centres. Nor for C3 waiting lists at a point in time, as calculation of these indicators was not recorded in the Offender Integrated Management System (‘OIMS’).<sup>75</sup>

It is important that rigorous security checks are undertaken before allowing inmates to work outside a secure perimeter. However it is good practice to periodically review procedures. Acknowledging each individual circumstance is different, a ‘one size fits all’ standard time for a response to every application would not work. However, better record keeping of application dates and time taken to process applications may assist in identifying any concerning backlogs or delays.

**Recommendation: Corrective Services NSW improve record keeping in relation to the time taken to process C3 applications.**

## Work Release

### St Heliers CC had a successful work release program

Work release allows selected inmates to attend employment in the community prior to their release from custody. Once an inmate has received a C3 classification, they may apply for a ‘local leave permit’ under section 26 of the Act. That is, permission to leave the correctional centre temporarily for a specific purpose, such as engaging in employment. The Corrections Intelligence Group (CIG) will conduct security checks on both the inmate and their prospective employer, and inmates undertaking work release are subject

<sup>73</sup> Corrective Services NSW, *Inmate Classification and Placement Policy and Procedures: Progression to C3/Category1, and External Leave Programs* (2019) 15.

<sup>74</sup> Information provided by Corrective Services NSW November 2018.

<sup>75</sup> Information provided by Corrective Services NSW, November 2018.

to electronic monitoring.<sup>76</sup> Inmates contribute to the costs of administering their work release and their imprisonment during the employment period.<sup>77</sup>

At its best, inmates on work release continue in their jobs after release, and have considerable savings to facilitate their reintegration. St Heliers CC for example had a highly successful work release program. This included a number of Aboriginal men working at a mine site through the Gundi program. Good work release opportunities were also available from Mannus CC for a small number of inmates. Work release was not available at the three other centres.

The Inspector acknowledges there are challenges to increasing work release opportunities, as highlighted by CSNSW. These can include:

- a lack of suitably qualified candidates for some work release opportunities
- a lack of viable transport options between correctional centres and workplaces
- reluctance by employers to hire inmates rather than other members of the community, particularly in regional areas experiencing high unemployment
- employers wishing to employ inmates for a minimum of six to 12 months to justify the training required for the role.

Nevertheless, work release has the potential to provide some inmates with real world employment experience and work that might continue following release. A recent Australian study of the experiences of ex-prisoners seeking employment as well as practitioners working with ex-prisoners seeking employment, found that most viewed work release programs positively. In addition to the obvious benefits of leaving custody with some savings, they have the opportunity to develop their 'soft skills', that is, 'their ability to cope with the personal demands of a workplace environment.' And they can do this while still supported by the structures of prison life (accommodation, staff interventions etc.).<sup>78</sup> We reiterate a recommendation made by this office that CSNSW should continuously work to identify new opportunities across the NSW correctional system.<sup>79</sup>

### Day Leave/Weekend Leave

Unescorted Day and Weekend Leave Programs permit the temporary absence of an inmate from a correctional centre, accompanied by an approved sponsor, in the final phase of an inmate's sentence. Only inmates who have progressed to a C3 classification may be eligible for these programs, which are governed by a number of criteria.

These programs are particularly important for inmates who have been in custody for many years, to aid supervised reintegration into society.<sup>80</sup> These programs can be an opportunity for inmates to re-establish family relationships and gradually reintegrate as a family unit. We were unable to gain a representative picture on whether inmates at the inspected centres were participating in these leave programs due to the way CSNSW collects this data.<sup>81</sup> This requires improvement.

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76 Corrective Services NSW, *Inmate Classification and Placement: Progression to C3/Category 1 and External Leave Programs* (2019) 17, 31, 38.

77 Authorised under section 7A of the *Crimes (Administration of Sentences) Act 1999*.

78 Hardcastle, L., Dowse, L., McGillivray, J., Newton, D., Rowe, S., Crosbie, J. (2018). A qualitative study on the experiences of ex-prisoners who are seeking employment, the experiences of practitioners who work with ex-prisoners who are seeking employment and the models of practice used. Sydney: UNSW Sydney, p.41.

79 Inspector of Custodial Services, 'Programs, Employment, and Education Inspection' (to be published 2020).

80 See also Lord Farmer, *The Importance of Strengthening Prisoners' Family Ties to Prevent Reoffending and Reduce Intergenerational Crime*, (Report, August 2017), Ministry of Justice UK.

81 In response to a request for data on unescorted day leave and unescorted weekend leave, CSNSW provided a total figure including numbers for work release, external supervised work, medical and dental leave etc.

## Daily life

### Hours out of cell and lock-in times

#### NSW reports the lowest average out of cell hours in Australia

The Regulation provides that each inmate (other than those confined to cell under disciplinary measures) is to be allowed at least two hours each day for exercise in the open air.<sup>82</sup> This is subject to the 'practical limitations that may from time to time arise in connection with the administration of the correctional centre concerned'.<sup>83</sup>

Open centres such as Mannus CC, Glen Innes CC and YDC are very different to large, high security institutions in other parts of NSW. It is not helpful to compare vastly different facilities, and it is expected that the minimum legal requirements are met there. Rather the inspection team was interested in the amount of time inmates in less restrictive regimes in NSW were confined to their cells, or shared units.

A report by HM Inspectorate of Prisons (UK) on living conditions outlined their expectation that prisoners spend at least 10 hours out of their cells on weekdays.<sup>84</sup> While time out of cell includes 'purposeful activity' such as education and work, it also reflects the time available to inmates to make phone calls, exercise, interact with staff and other inmates and use any communal facilities. A stand-alone minimum security facility should reflect higher levels of freedom of movement for inmates, as they prepare for return to the community.

NSW has the lowest reported average out of cell hours in Australia. Across all states and territories, the average number of hours out of cell per prisoner per day was 10.1 in 2016-2017 and 9.9 in 2017-2018.<sup>85</sup> NSW recorded averages 8 and 8.4 hours over the same period. The picture for lower security 'open prisons'<sup>86</sup> is even starker. Compared to a national average of 12.5 hours, the NSW average for 2017-2018 was 10.1 hours.<sup>87</sup> This is the lowest reported in the country.

With the exception of YDC, our on-site observations in 2018 were consistent with these statistics. We observed facilities where inmates were trusted (and classified) to work in unfenced areas, or even off-site, and yet were locked in to their units at 4.45 or 5pm. Limiting access to outdoor recreation, organised sport, library or group activity so early, particularly in summer daylight savings, does not seem conducive to a minimum security environment and resettlement in the community.

Different facilities and jurisdictions have unique characteristics that do not lend themselves to simplistic comparisons. However it is worth noting that the kind of conditions reported in some of the lowest security facilities in other jurisdictions were not observed in this inspection, with the exception of YDC to some degree. Routines that allow freedom of movement and activities after evening meal such as the gym, the library, the art room, or the computer room, with lock-ins through to 8.30pm or even 10.30pm, have existed and do exist in other jurisdictions. These kinds of conditions are more comparable to life in the community, where inmates are preparing to return.

In NSW this type of routine appears to be limited to transitional centres, which provide a community-based placement for women in the final stages of their custodial sentences. Yet early lockdown times are at odds with the role of minimum security facilities in developing inmate self-discipline as part of their preparation for release. Obviously careful security and safety assessments are paramount, and such

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82 *Crimes (Administration of Sentences) Regulation 2014* cl 53(1).

83 *Crimes (Administration of Sentences) Regulation 2014* cl 53(3).

84 Her Majesty's Inspectorate of Prisons for England and Wales, *Life in Prison: Living conditions* (Findings Paper, October 2017) 10.

85 Productivity Commission, Australian Government, *Report on Government Services 2018* (Report, January 2018) Table 8A.12, and Productivity Commission, Australian Government, *Report on Government Services 2019* (Report January 2019) Table 8A.12.

86 Defined in the Report on Government Services as 'a custodial facility where the regime for managing prisoners does not require them to be confined by a secure perimeter physical barrier, irrespective of whether a physical barrier exists.' Report on Government Services 2018, 8.24.

87 Report on Government Services 2019, Table 8A.12.

routines likely impact on staffing. This is not something that can be addressed by any particular centre alone. CSNSW should consider whether there is room to work towards modern best practice regimes in the minimum security estate.

## Accommodation

Each facility had variances in accommodation and are described in individual chapters. Cell standards were relatively good at YDC and Ivanhoe CC, being smaller and more recently established facilities. The older centres and the compound in St Heliers CC in particular were of a fairly basic standard, with maintenance challenges and fewer single rooms. Poor insulation and inconsistent options for heating and cooling were evident, noting that temperatures could be extreme in both winter and summer. CSNSW have advised that these issues are a matter for Justice Infrastructure.<sup>88</sup>

The inspection team was impressed by the freedom of movement at YDC. It was appropriate for a rehabilitative regime where inmates are expected to self-manage to a high degree. For inmates at Mannus CC and Glenn Innes CC, both camp locations close to forest areas, the general layout of the single story facilities, surrounding green space and countryside, and ease of movement are positive aspects which contribute to well-being.

**Recommendation: Corrective Services NSW request Justice Infrastructure to review adequacy and efficiency of insulation, ventilation, heating and cooling of inmate accommodation at St Heliers CC, Mannus CC and Glen Innes CC, and ensure regular maintenance is undertaken.**

## Clothing and bedding

In 2015 and 2016, this Office conducted a themed inspection into the suitability and adequacy of inmate clothing and bedding in correctional centres in NSW.<sup>89</sup> The resulting report outlined a number of inconsistencies and concerns, and proposed 21 recommendations designed to improve the standards and distribution of clothing and bedding supplied.<sup>90</sup> It was therefore disappointing to observe inadequate standards during some of the inspections.

## Clothing

ICS Inspection Standards state that inmates should be provided with presentable clothing suitable for the climate and adequate to keep them in good health. Inmates should be provided with various sets of clothing suitable for general use, work and recreation.<sup>91</sup>

We had concerns that some centres were not complying with Custodial Operations Policy and Procedures ('COPP'), which sets out clothing to be issued at reception, and allows discretion for additional other items subject to climate, inmate health, age or employment status.<sup>92</sup> Trusted inmates worked in reception, but distribution did not appear to be always supervised. At some centres we were advised of a practice of clothing supply being 'open' for new inmates at certain times to request items, as opposed to a consistent practice of ensuring clothing supply under the COPP upon arrival. At one centre we were told (by both staff and inmates) that the cost of new work boots was not justified for inmates with less than 12 months to serve, given budget pressures. Those inmates would have to make do with used ones, hopefully in the right size. At another centre, brand new jackets were sitting in storage, but had not been distributed to new inmates despite cold temperatures.

At follow up visits to a number of centres in mid-2019, inmates were observed wearing winter jackets.

88 Information provided by Corrective Services NSW November 2019. Justice Infrastructure & Assets is the delivery agency established to deliver the Prison Bed Capacity Program on behalf of Corrective Services NSW.

89 See NSW Inspector of Custodial Services, *Prison Greens: The clothing and bedding of inmates in NSW* (Report, 2017) ('Prison Greens Report').

90 Prison Greens Report, 11-12.

91 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 71, 71.1.

92 CSNSW, Custodial Operations Policy and Procedures 1.5 'Issuing correctional centre clothing and linen' cl 1.2-1.3.

At one centre, inmates had successfully proposed adding approved work boots to their 'buy up' list. The inmates own initiative, therefore, was to pay for their own rather than wear second hand boots at work, which suggests supply remained a factor. At another centre newly arrived inmates reported being told that they could return to clothing reception (open one hour per week) if they did not receive clothing entitlements on arrival. The first recommendation from the Prison Greens Report was to ensure that all inmates are issued with the clothing and bedding entitlements stipulated in CSNSW policy. While we generally observed the clothing inmates were wearing to be in decent condition, we are not satisfied policy was being consistently followed at all inspected centres.

**Recommendation: Corrective Services NSW and local facility managers must ensure that adequate supplies of clothing appropriate to the climate and work requirements are maintained, replaced when damaged and issued to all inmates on arrival in accordance with Custodial Operations Policy and Procedures.**

## Bedding

### **Standard issue bedding is not adequate for the winter climate in several inspected centres**

Inmates should be provided with a bed and bedding suitable for the climate and adequate to keep them in good health.<sup>93</sup> In addition, mattresses and bedding should be clean, in good order, washed regularly, durable, and meet health and safety requirements.<sup>94</sup> The Guiding Principles state that prisoners should be provided with bedding 'appropriate to the climate [and]...to ensure decent living conditions in prison.'<sup>95</sup>

CSNSW policy provides that the minimum issue of bed linen for each inmate at the time of reception into a correctional centre is: 2 x pillowcases; 2 x sheets; 2 x blankets. It also states that Governors have discretion to issue bed linen in excess of these entitlements depending on factors such as the climate or the inmate's health.<sup>96</sup>

The 'hospital' open-weave cotton blankets provided are unsuitable for a cold winter climate such as Glen Innes, Tumbarumba (Mannus CC) or Muswellbrook (St Heliers CC). Doonas can be purchased through the inmate buy-up system, but orders are restricted to once per month, and are not always in stock for immediate issue. In addition, new inmates may not have any accumulated savings or family assistance. Doonas should be available for immediate issue to every new inmate who arrives between 1 April and 30 September at these centres.

### **Mattresses and pillows were poorly managed, and at times not decent**

Beyond the mention of pillow cases, CSNSW operational policy appears silent on the issue of pillows and mattresses. Mattresses observed were low density foam, likely providing little back support. In general beds were in the style of a metal bed frame and metal bed nets/springs. New mattresses were issued with a vinyl cover, which compressed the foam into a firmer matt. But we observed many uncovered mattresses, or covered with an extra bed sheet. It was unclear whether the vinyl cover had been ripped off by the current or previous inmates, but we heard anecdotally that the covers were prone to tearing, and that some inmates had removed covers in summer.

At one centre, we observed new inmates being issued with stained, uncovered foam mattresses, some with pieces torn out. At several others we saw a good number of inmates with makeshift pillows instead of commercial ones. That is, ripped mattress foam inserted into a pillow slip. It was unclear why a seemingly basic matter of issuance of pillows was not being managed.

CSNSW have advised that Governors must purchase cell furniture from CSI, which is designed to meet

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93 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 73.

94 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 73.2–73.3.

95 Guiding Principles part 4.2.4.

96 Custodial Operations Policy and Procedures 1.5, Part 1.7 Bedding.

CSNSW requirements in the areas of security, safe custody and cost management. The CSI mattress has been constructed to their requirements, using hospital grade foam and material that meets the required fire resistance, tear resistance, anti-bacterial properties, stain resistance and fluid absorbency requirements. They advise that it also uses a fabric that offers a benefit in noise factor, and that it has been tested for ignitability.<sup>97</sup>

Notwithstanding, the mattress and pillow system should be reviewed. The number of damaged mattresses observed causes the Inspector to query whether they are fit for purpose. Seeing so many uncovered mattresses suggests that the current covers are fairly readily removed. Moisture in unprotected mattresses can harbour mould. Such foam can also potentially include fire retardant chemicals. The soft foam is unlikely to provide good back support for inmates, particularly those at minimum security facilities who are ordinarily working a full week. It may be that a different fabric cover is appropriate for low security centres.<sup>98</sup>

**Recommendation: Corrective Services NSW review the standard for the quality of mattresses and pillows, to ensure they are fit for purpose and compliant with health and safety standards.**

**Recommendation: Corrective Services NSW and local facility managers must ensure adequate stocks of mattresses and pillows that are compliant with the quality standard for mattresses and pillows are maintained, issued to all inmates on arrival, and replaced when damaged.**

**Recommendation: Corrective Service NSW and local facility managers must ensure adequate stock of warm bedding is available by winter each year at inspected facilities, and issued to all inmates as appropriate for the climatic conditions.**

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97 Under BS 6807:2006 –British Standard Methods of Test for Assessment of the Ignitability of Mattresses, Upholstered Divans and Upholstered Bed Bases. Information provided by CSNSW, November 2019.

98 In Western Australia, for example, prisons are supplied with mattresses from a workshop at Albany Regional Prison on the South Coast. A high-density foam is used which is treated with fire-retardant chemicals. These mattresses are covered either with a thicker vinyl-type cover (for use in higher security or special purpose cells or remand cells) or with cotton fabric for general use.



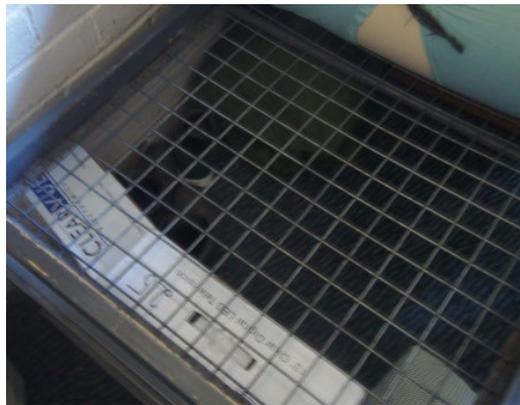
Makeshift pillow, St Heliers CC compound



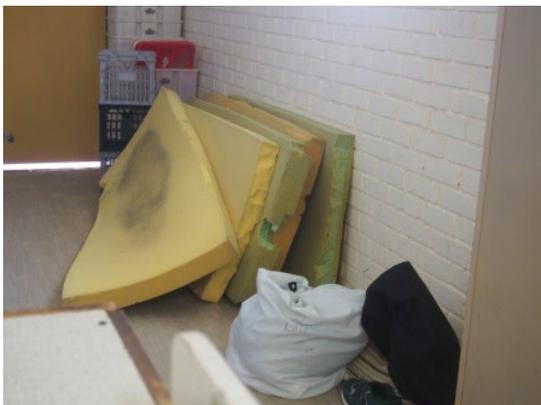
Inmate using a piece of uncovered foam as a pillow, St Heliers CC compound



Inmate bed, Mannus CC (uncovered foam mattress wrapped in bed sheet, cardboard used as barrier against metal frame)



Inmate bed, Mannus CC (uncovered foam mattress wrapped in bed sheet)



Mattresses in reception for distribution, Glen Innes CC



Newly arrived inmate issued mattress, Glen Innes CC

## Food

### **Inmates at regional minimum security facilities had opportunities to supplement meals by purchasing and preparing their own food, but not true ‘self-catering’.**

CSI Food Services provides food to most inmates across NSW. CSI Food Services uses a 4 week menu control plan, reviewed annually, which is approved by the Corrective Food Services Working Party. Evening meals are generally prepared in central locations, distributed across various facilities, and reheated for service at the individual centres. St Heliers CC, Mannus CC and Glen Innes CC generally receive most of their evening meals through this centralised system, and prepare fresh sandwiches and lunch packs on site. Some salad dinner meals are also prepared on site.<sup>99</sup>

Inmates are entitled to provision of sufficient nutritious food at normal meal times.<sup>100</sup> At minimum security facilities, there should ideally be opportunities for at least some inmates to develop essential independent living skills through self-catering arrangements, or some level of daily meal choice complemented by kitchen/hospitality training and accreditation.

Inmates at Mannus CC, Glen Innes CC and the Dumaresq wing of St Heliers CC had the opportunity to purchase and cook certain foods to supplement (or replace) CSI meals. Shared accommodation houses had simple kitchen equipment, with some variety between the centres. For example some had electric frypans and a microwave, others had stovetop/hotplates and pots and pans, and some had an oven. In general houses were equipped with shared fridges, freezer, kettle and toaster.

Inmates living in these areas had varying versions of a ‘perishable buy-up’. This allows inmates to use their own money to buy a limited list of products including meat and vegetable items, dairy and staples such as rice and flour. These items are generally sourced by the correctional centre from local or regional supermarkets. The ability to prepare some foods was highly valued by inmates.

The kitchens are not, however, designed for multiple people to cook separate meals. Although inmates did not report specific complaints, it is likely inmates jostle for time and space. Further, these systems are not true self-catering. Self-catering generally involves fresh foods such as meat, eggs and milk being issued to each household on a per-head basis, and vegetables and dry goods are also either issued or purchased by inmates. This requires development of skills in planning, co-operation, budgeting, as well as food handling and cooking, all essential life skills for people approaching release.<sup>101</sup> In the centres inspected inmates are not only spending their own money to supplement or replace meals; there is also wastage of CSI meals.

Some consideration should be given to identifying units in the minimum security correctional system that could be quarantined from CSI meals. Such units should provide hygienic, properly equipped kitchens, so that inmates can develop independent living skills needed for their release. Ideally, there should be a balance in all minimum security regional facilities between those units which can fully self-cater, and which need to be centrally catered. The former provides opportunities for hospitality training, which is of potential value for regional employment.

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99 CSI Food Services (Fact Sheet) DRAFT

100 See: Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 91-93; Guiding Principles p. 22 (4.2.2) and United Nations Standard Minimum Rules for the Treatment of Prisoners rule 22(1).

101 See, e.g., Office of the Inspector of Custodial Services Western Australia, *Inspection of Boronia Pre-Release Centre for Women* (Report, 2018) 16-19; Report of an Announced Inspection of Bunbury Regional Prison (June 2015) 60-61; Report of an Announced Inspection of Acacia Prison (2016) 35-37; Chief Inspector of Criminal Justice in Northern Ireland et al, *Report on an Unannounced Inspection of Magilligan Prison 12-22 June 2017* (Report, December 2017) 41.

## **Inmates at YDC and Ivanhoe CC valued access to freshly prepared food on site**

Due to their remote location, the smaller remote centres were not part of the CSI meal distribution network. Both operated small kitchens which are managed efficiently by staff and inmates. The availability of meals freshly prepared on site was generally appreciated very much by inmates. Inmates at Ivanhoe CC also prepared meals for a local Meals on Wheels Service. Trainees at YDC ate meals communally in the seated kitchen area/dining room, a simple, decent concept that is rarely seen in NSW correctional centres. Unfortunately, while inmates were gaining valuable experience working in the kitchen, there were no opportunities for accredited training.

## **Visits and outside contact**

### **Good in-person visit arrangements, but access to ‘digital’ visits should be prioritised for regional and remote centres.**

The Mandela Rules provide that prisoners shall be allowed, under necessary supervision, to communicate with their family and friends at regular intervals by: a) corresponding in writing and using, where available, telecommunication, electronic, digital and other means; and b) receiving visits.<sup>102</sup>

Maintaining family ties is an important part of rehabilitation and ensures that inmates have appropriate and stable connections within the community when they are released. It also contributes to a more stable institutional environment. Positive family relationships and support can be an important part of inmates’ release plans.<sup>103</sup> Ongoing contact between inmates and family and friends plays an important role in assisting successful reintegration back to the community upon release. Well-run visits facilities (for example, incorporating children’s play area, refreshments, and bathrooms) can help normalise contact despite strained circumstances.<sup>104</sup>

At the inspected centres in-person visits generally took place on weekends, with good visiting hours. Most centres had reasonable visiting facilities, with a particularly high standard observed at Glen Innes CC.<sup>105</sup> For inmates with friends and family based locally or regionally, visits facilities or access were not notable areas of complaint.

Persons on a low income such as Centrelink, or those suffering financial hardship, may be eligible for financial assistance with costs for travel and accommodation (if you live more than 100km from the correctional centre). This service is funded by CSNSW and facilitated through the CRC (Community Restorative Centre).

However, many (non-local) inmates were not receiving regular visits, most likely due to distance, time and cost for family and friends. We also encountered foreign nationals who received no family visits at all. All the centres (apart from YDC) had Audio Visual Link (AVL) suites, primarily used for court and legal matters, that were fairly recently installed at the time of the inspection. These units present an opportunity to assist inmates maintain links to families and communities either at long distance or internationally. However we found little evidence of regular usage or awareness on the ground during the inspections.

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<sup>102</sup> Mandela Rules, Rule 58.

<sup>103</sup> See also Lord Farmer, *The Importance of Strengthening Prisoners’ Family Ties to Prevent Reoffending and Reduce Intergenerational Crime*, August 2017, (Ministry of Justice UK).

<sup>104</sup> See further ICS Inspection Standards 109-111; Guiding Principles for Corrections in Australia 2.1.10.

<sup>105</sup> Visitor areas at Brewarrina were quite basic, and while the outdoor bushland setting was pleasant, they were not complemented by a cooler indoor or shaded area that inmates felt would be more comfortable for young children and older visitors during summer.

Relevant CSNSW policy provides that:

'CSNSW understands the importance for inmates of maintaining links to their families and communities whilst in custody. AVL studios may be used to assist inmates in maintaining these links where distance, disability, lack of transport and/or funds or other factors inhibit physical contact with family and community.'<sup>106</sup>

In a 2015 report, the former Inspector of Custodial Services found that the availability of family video contact was not widely known to inmates or staff. Consequently, it was recommended that CSNSW review and fully implement the family video conferencing policy.<sup>107</sup> CSNSW have advised that infrastructure constraint has slowed the release of the pilot for local family and friends using smart devices to visit inmates via video conferencing. They advised this pilot will commence in early 2020. Additionally, a policy for overseas and interstate family to use video conferencing to visit family members is in the final stages of being approved, and a pilot is underway.<sup>108</sup>

Data requested from CSNSW confirmed that none of the centres was regularly facilitating audio visual family contact during the inspection period.<sup>109</sup> Usage appeared to improve at the end of 2018, primarily at Mannus CC. In 30 June 2019, CSNSW advised 440 family visits had been facilitated using video conferencing across the system in the previous 12 months. In addition, CSNSW had facilitated 60 visits via personal devices for overseas and interstate visitors.<sup>110</sup> A September 2019 visit to Mannus CC confirmed that the practice was in regular use. Other centres need to follow suit.

**Recommendation: Corrective Services NSW work to increase awareness of digital communication policies among staff and inmates of inspected centres, and increase use of the existing audio-visual links to facilitate long distance, interstate and international family visits.**

The number of inmate telephones was too low for the population in two of the centres. In another centre the hours for telephone use was too restricted. A 2015 report from the former Inspector of Custodial Services recommended that CSNSW include in their *Facility Standards* the provision of a standard ratio of one handset to 20 inmates in all accommodation areas.<sup>111</sup> In response to this recommendation CSNSW indicated this ratio would be adhered to, and considered in all new and expanding correctional centres. More recently, CSNSW advised that additional handsets have been installed if needed and at locations approved by centre management. Phone access in accommodation areas (outside of employment areas and hours) could still be improved in some cases.

## Health services

Inmates must be cleared by Justice Health and Forensic Mental Health Network ('JH&FMHN') prior to placement at all of the centres, apart from St Heliers CC.<sup>112</sup> This effectively means only inmates who are medically fit for work can be classified there, and they are not suitable for inmates who are medically unstable or have high needs medical conditions.

Generally, the small clinics on site were easily accessible by inmates, and had good access to nursing staff, aided by the relatively low populations. Clinics were generally well equipped for the size of the facilities.<sup>113</sup> Centres also have access to ROAMS, a 24 hour on call telephone service to provide medical advice to nursing staff.<sup>114</sup>

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106 Corrective Services NSW, *Custodial Operations Policy and Procedures:8.10 Family video contact* (Policy and Procedures, 24 April 2018) 1.

107 NSW Inspector of Custodial Services, *Full House: The growth of the inmate population in NSW* (Report, April 2015) 63.

108 Information provided by Corrective Services NSW November 2019.

109 In 2018 there were five contacts at Mannus CC, one contact at Ivanhoe CC, one contact at Glen Innes CC, nil at St Heliers CC.

110 Information provided by Corrective Services NSW June 2019 (Monitoring of Recommendations).

111 NSW Inspector of Custodial Services, *Full House: The growth of the inmate population in NSW* (Report, April 2015) 61.

112 Corrective Services NSW, Inmate Classification and Placement, *Placement Guide for Correctional Centres* (Guide, October 2017, draft ed).

113 As an exception, Ivanhoe CC had a nurse on site on a part-time basis only, who travelled from Broken Hill Correctional Centre.

114 A Remote Offsite After Hours Medical Service (ROAMS) operates 24-hours per day, linking health centres with drug and alcohol, mental health

At the time of the inspections, some centres struggled with availability of regular GP services, sometimes going without a doctor visit for extended periods of time if a GP was on leave or if a local GP was no longer available. Access to specialist services including optometry was raised as an issue in some centres. JH&FMHN have advised that waiting lists for GPs and specialist services are managed centrally, with resources allocated according to clinical need. Tele health (remote consultation with doctors through audio visual equipment) has also been used to fill gaps at times.

**Recommendation: Justice Health and Forensic Mental Health Network ensure GP leave is covered and that GP and specialist services are provided on a regular and consistent basis at the inspected centres.**

### **Inmate Delegate Committees**

Each correctional centre should establish a staff-inmate forum at which inmates can draw attention to issues of concern before they become the source of complaints. The COPP requires Governors to ensure that an IDC is established in each correctional centre.<sup>115</sup> Positively, each centre had a functioning committee, many with delegates who were well able to articulate issues and concerns on behalf of fellow inmates. Some practice improvements were suggested to enhance the operation of these committees.

**Recommendation: Ensure that Inmate Delegate Committees are run regularly at each inspected centre, and minutes recorded, as required by Custodial Operations Policy and Procedures.**

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and population health specialist nurses as well as senior operational managers.

115 Corrective Services NSW, *Custodial Operations Policy and Procedures: 9.8 Inmate development committee.*

## Chapter 3

### St Heliers Correctional Centre

#### Introduction and overview

St Heliers Correctional Centre is a minimum security facility for males situated on the outskirts of Muswellbrook in the Hunter Valley, 242 kilometres north of Sydney. In 1945 the then Child Welfare Department of NSW established a 'rural training home' for teenage boys on the site, which included agricultural and farming land. It was later converted to a care facility for boys and girls, operating through to 1986.<sup>116</sup> An adult correctional centre was constructed on site and opened in 1989.

St Heliers CC is a 'standalone' minimum security facility, and accommodates male offenders with a C2 and C3 classification. It has a maximum bed capacity of 286 inmates. On the first day of our inspection, the population was 267 men. Of this number, 24 were recorded as Aboriginal, and 97 were foreign nationals.<sup>117</sup> Regarding movement and turnover of population, we were advised that the centre facilitated approximately 294 releases and 500 transfers out in the preceding 12 months.

As with most of these inspections, staff encountered on site were positive about the centre, and displayed pride in the work being done. Inmates are expected to work while at St Heliers CC and most do. The inspection focused on learning about the opportunities available regarding training and skills, employment and general living conditions. The inspection team observed a number of busy and productive prison industries, with many incorporating related training. There were also very good opportunities for pre-release work in the community. Some of the accommodation infrastructure for the inmates is however aging and out-dated, with ongoing maintenance needed. Some living conditions were not reflective of a modern minimum security correctional environment.

#### Employment and vocational training

##### **St Heliers CC offered a diverse range of work experience and related vocational training**

Inmates should have access to a range of productive employment opportunities, to use their time constructively, to learn and develop skills, and increase employability.<sup>118</sup> During the inspection St Heliers CC was operating at effectively full employment, with a range of opportunities available in:

- agriculture, including vegetable production, hay production and beef cattle.
- furniture production, including refurbishment of school furniture such as desks and chairs, production of noticeboards and whiteboards for on-sale in the government sector and security screen doors.
- engineering/construction, including constructing modular cell blocks for the corrections system.
- affordable housing/construction, including construction of modular housing for Land and Housing Corporation NSW.
- horse rehabilitation, working with retired racehorses in partnership with Racing NSW.
- traditional prison industries such as laundry and grounds maintenance.
- vegetable processing, including preparation and packing of raw vegetable produce for distribution through the correction system.

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116 'St Heliers (1945-1986)', *Find and Connect, History and Information about Australian Orphanages, Children's Homes and other institutions* (web page) <<https://www.findandconnect.gov.au/guide/nsw/NE00433>>.

117 Data provided by St Heliers Correctional Centre, Tuesday 28 November 2017.

118 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 128-134.

**Table 5: Employment profile of St Heliers CC as at 31 December 2018<sup>119</sup>**

<b>Employment</b>	<b>Profile</b>	<b>Actual</b>
Centre Maintenance	15	15
Clerks	3	3
Community Projects	15	10
Education Clerks	1	2
Ground Maintenance / Hygiene	22	23
St Heliers Agriculture	60	26*
Affordable Housing	30	30
St Heliers Food Service / Laundry	15	14
St Heliers Furniture	45	42
St Heliers Vegetable Processing	30	36
St Heliers Engineering	45	32*
<b>Total Employed</b>	<b>281</b>	<b>233</b>

\* Lower than average population affected inmate employment numbers

The diversity of useful on-site work experience offered at St Heliers CC is one of its strengths. Construction skills in particular are in demand for employment in the community. While agricultural work experience and training is perhaps not as sought after in the community, it can be preferred by inmates who wish to return to regional areas. The farms provide a range of specific skills that may well be useful for some such as horse handling, chemical handling, land care and animal welfare. At St Heliers CC, a proportion of foreign nationals not likely to remain in Australia after release gravitated towards agricultural activities. The furniture business unit has a series of large workshops and incorporates basic industries in which people without any industry experience can develop basic skills to improve employability.

The Gundi program in particular, together with the affordable housing business unit, is designed to provide Aboriginal inmates with a direct pathway to employment, including where possible through a work release program. Construction work is centred on creating demountable houses for particular Aboriginal housing agencies from different parts of NSW. At the time of our visit, inmates and staff were building a community centre and clinic for the Department of Family and Community Services. Gundi has partnerships with Nortec, an Aboriginal training agency, and Blackrock, a local Aboriginal mine personnel agency. Four Aboriginal men had been placed on work release at the time of the inspection. The program is a credit to all involved and similar programs should be developed elsewhere in NSW correctional centres.

### **Inmates accessed traineeships and other certified vocational training**

Certified industrial training was also offered, including courses such as first aid, carpentry, dogging, test and tag, welding and chemical handling. In late 2017 St Heliers CC reported having 38 traineeships in Construction (Certificates II and III), Agriculture (Certificate II), Food Processing (Certificate II) and Laundry Operations (Certificate III).<sup>120</sup> The Food Processing Certificate relates to vegetable processing and packaging from farm produce. The inspection team observed several industrial courses taking place during the inspection, including a classroom component for Certificate II in construction, a crane course and a dogman (crane assistant) course. St Heliers CC has the benefit of a large crane as well as forklifts on site which facilitate industrial training. Additional animal welfare training was being mooted for inmates involved in the

<sup>119</sup> Information provided by Corrective Services NSW, May 2019.

<sup>120</sup> CSI Strategic Review St Heliers CC 29 November 2017

Racing NSW thoroughbred rehabilitation program.

As at 30 June 2018, 40 inmates at St Heliers CC were undertaking a traineeship.<sup>121</sup> These were in areas such as agriculture, carpentry and construction. This is positive and commendable. However there is always room to improve. In the year ending 30 June 2018, 98 individuals accessed some form of vocational training.<sup>122</sup> While rates will inevitably be affected by transfers, releases, length of sentence, disciplinary matters and inmate choice, more inmates at a minimum security facility such as St Heliers CC should be accessing certified vocational training.<sup>123</sup>

## Community work

### **A small team of inmates performed regular valuable community work outside the correctional centre**

St Heliers CC has an active and organised community projects unit that has helped various community agencies over the years. One example is ongoing responsibility for maintenance of the ANZAC and Vietnam War Memorials for the RSL sub-branch in Muswellbrook. During the inspection we spoke to inmates on the work crew who appreciated working outside the prison and contributing to the local area. Members of the local RSL spoke very highly of the collaboration with St Heliers CC and the inmates' work. The crew also assists in grounds maintenance work around local cemeteries and churches, painting and maintenance at community facilities, as well as annual activities such as both setting up and cleaning the showground in Aberdeen for the highland games each July.

St Heliers CC has also facilitated a genuinely mobile community outreach program, sending a mobile work crew, together with supervising staff, off-site for longer periods for bigger projects. For example, the team has assisted in the installation of affordable housing (constructed at the centre) in Collarenebri. This work included clearing the block with a bobcat, preparing concrete paths, fencing and landscaping. Inmates and staff set up camp during this period. The mobile team has also assisted in reparation work on flood-damaged camping grounds (for example replacing traffic bollards and signs, and constructing new stairs), and refurbishments to property managed by Community Corrections (e.g. installing new doors and window grills). The inspection team would like to see this work continuing to be supported.

## Other education

### **Participation rates for literacy and numeracy classes were low at the time of inspection**

At the time of the inspection St Heliers CC was staffed with an education coordinator and an assessment and planning officer. They were responsible for conducting core skills assessments and referrals.

A BSI Learning trainer had recently began delivering Foundation Skills programs, with approximately eight hours per week of LLN and eight hours of Digital Literacy classes. Priority was given to those with high literacy and numeracy needs identified by the core skills assessment. As with most centres, there were no longer full time teaching staff based at the centre, and there was a sense of reduction in education delivery to inmates.

Information provided by CSNSW indicated that a total of 39 inmates had participated in a foundational skills program in 2017-2018. This was less than 10% of eligible inmates.<sup>124</sup>

The relatively large number of foreign nationals at St Heliers CC were unable to access TAFE courses due to different funding practices for international students. Students who had the means (for example through family support) to pay the additional fees could be an exception to this.

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121 Information provided by Corrective Services NSW May 2019.

122 Information provided by Corrective Services NSW May 2019.

123 Information provided by Corrective Services NSW November 2018 indicated that there were 922 episodes of incarceration during 2017-2018.

124 Information provided by Corrective Services NSW in November 2018 indicated that 30 out of 490 eligible inmates participated. This was revised to 39 in information provided in May 2019.

As at 30 June 2018, no inmates were undertaking distance education at St Heliers CC. This feature was common to most inspected centres.

## Programs and pre-release activities

### **EQUIPS programs were regularly available at St Heliers CC**

The four EQUIPS programs, namely Foundation, Addiction, Aggression and Domestic Abuse were running relatively regularly, and the centre was fully staffed with Services and Programs Officers (SAPOs) at the time of the inspection.<sup>125</sup> The following were delivered in 2017-2018:

**Table 6: EQUIPS programs delivered at St Heliers CC in 2017/18**<sup>126</sup>

Program type	Number of programs
Addiction	5
Aggression	3
Domestic Abuse	2
Foundation	7

A total of 219 inmates participated in at least one of the above programs that year, including 148 with an LSI-R risk of Medium, Medium-High or High. In addition, there was a voluntary addiction support group with rolling entry and exit points for participants.

While case management reforms had not yet been implemented, inmates had good assistance from SAPOs and CCOs in preparing for their release. A phone was available in the compound for calls at set times from Centrelink and for links to other agencies. The new case management team was in place during a visit to the centre in June 2019, and was busy with inmate case plans. The team was located in a centrally located demountable building that had been constructed at St Heliers CC since the inspection.

Long term inmates are tracked by the Serious Offenders Review Council, and need special help to reintegrate in to the community. St Heliers CC offered a living skills program for these inmates, working with them for 12 months before release, assessing what they need, and preparing a schedule. It could involve having day leave with relatives, visiting a bank to set up an account, planning and buying groceries, visiting a Job Active Provider, housing providers or other support agencies.

### **St Heliers CC had a highly successful work release program including for Aboriginal men**

St Heliers CC is less remote than some of the other centres inspected, and some inmates were able to have day leave with family in the Hunter region prior to release. It is also sufficiently close to Muswellbrook to take advantage of a variety of town-based, mining and agricultural employment opportunities.

All inmates at St Heliers CC are asked if they are interested in work release when their C3 classification is due to be considered. It appeared that the centre received timely support from the Work Release Team in Sydney regarding assessment of employer and inmate suitability.

At the time of the inspection 10 inmates were on work release, which is impressive. This included a number of Aboriginal men working at a mine site through the Gundi program. Crucially, the Gundi program incorporates 6 months post-release support to help participants maintain employment and housing, and had dedicated support from an Aboriginal projects officer.

<sup>125</sup> Additionally, as at 31 December 2018 there were no vacant SAPO positions.

<sup>126</sup> Information provided by Corrective Services NSW May 2019.

A few also sought to transfer to Sydney correctional centres where other work release opportunities were available. A total of 47 inmates undertook work release at St Heliers CC in 2018, including 11 Aboriginal men.<sup>127</sup>

Ideally, inmates on work release continue in their jobs after release, and have considerable savings to facilitate their reintegration. There were a number of success stories at St Heliers CC of inmates settling locally, sometimes bringing their families, after release. Nortec and Blackrock were working hard on bringing social and community supports to entice Aboriginal workers to stay on.

The successful program at St Heliers CC was unfortunately over reliant on a single SAPO who handled administration alongside their substantive responsibilities, including program facilitation. This meant that the potential of the program could not be maximised, and the degree of contact with existing employers and inmates on work release is potentially compromised. This is not ideal. A dedicated position should be established at a minimum security facility like St Heliers CC in a region where there are good employment opportunities.

**Recommendation: Corrective Services NSW should support and augment the successful work release program at St Heliers Correctional Centre.**

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<sup>127</sup> Information provided by Corrective Services NSW on 12 April 2019.



Affordable housing under construction



Inmates working in furniture industries



Engineering workshop and modular cell construction



Forklift instruction



Inmates performing community work in Muswellbrook



Stables, St Heliers CC property



Agriculture crops, St Heliers CC property



Inmates returning to accommodation after farm work

## Daily life

### Accommodation

There are two main accommodation areas. Area 1, known generally as the 'Compound', which is in a contained area (surrounded by a security fence) that houses new receptions and other inmates who require assessment of their suitability to progress. Area 2, known as 'Dumaresq' is a privileged housing location, with a higher standard of accommodation.

The living units in the compound are mostly incorporated in a series of aging, two-storey brick buildings. Four main buildings are each divided into two living units, with up to 22 inmates sharing each living unit.<sup>128</sup> Rooms were a mixture of single and shared cells, with approximately two thirds of inmates sharing a room with one other person, and one third in a single room. Each living unit had shared facilities such as showers, toilets and a common room. Inmates are locked into the units (but not individual cells) of an evening, allowing some freedom to shower and eat after lock-in. Inmates had no facility to lock their doors. In addition there is one single storey unit ('Pages') for up to 12 inmates, who share slightly larger rooms, and is generally used as a transition to the Dumaresq area.

While group-style housing is preferred for a minimum security facility, many areas in the Compound were dilapidated, visibly in need of repairs and dirty. The inspection team observed broken windows, doors with fraying or exposed wood and chipped tiling. Many areas were in need of refurbishment and repainting. Several inmates plugged holes in the fly screens and wire with toilet paper or other items, and used blankets or sheets for curtains.

Management here and at other centres acknowledged maintenance was a challenging issue. We did observe a unit (Hunter) that had received recent maintenance work, with communal bathrooms refurbished and internal walls painted. Inmates reported to us that the recently refurbished areas were significantly improved. CSNSW have advised that maintenance of inmate accommodation areas is a matter for Justice Infrastructure.

Common rooms were equipped with a television and basic kitchen area and some plastic chairs or bench seating. Despite being a minimum security facility, there were no basic lounges or sofas to sit on as seen in some other facilities. Some individual rooms were too small to accommodate a small desk. Despite cold temperatures in winter and hot temperatures in summer, some common rooms were fitted with a simple bar heater, with no air conditioning. The Official Visitor for St Heliers CC has reported concerns over extreme high summer temperatures in the compound accommodation on a number of occasions. Overall the accommodation in the compound was of a low standard for a minimum security environment, and will likely have ongoing maintenance needs.<sup>129</sup>

Accommodation in the Dumaresq area, which sits outside the secure fence, is more suitable for a minimum security facility. It is a series of single storey group houses, each containing thirteen rooms and accommodating up to 14 inmates. Most rooms are single occupancy (12 single occupancy rooms and one double occupancy room per unit) although they lacked a basic desk for reading and writing. Each unit contains a shared kitchen, common room, shower block and laundry. This area allows good freedom of movement and ease of access to staff, gym equipment and recreation area, as well as green space.

The centre had an Inmate Delegate Committee although there was some suggestion it lacked consistency regarding frequency and record keeping. In 2019 the Official Visitor reported that the IDC was running well.

**Recommendation: Corrective Services NSW request Justice Infrastructure to conduct an audit of maintenance in inmate accommodation areas to ensure compliance with health and safety requirements.**

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<sup>128</sup> For example, '1 Hunter', '2 Hunter', '1 Patterson', '2 Patterson'.

<sup>129</sup> According to a recent report of the NSW Auditor General, the average annual maintenance cost per inmate is approximately 133 per cent higher for facilities with a high risk of obsolescence. Audit Office of NSW, Managing Growth in the NSW Prison Population, (Report, May 2019) 23.

## Clothing and bedding

### Some inmates had inadequate bedding

All inmates should be provided with a bed and bedding suitable for the climate and adequate to keep them in good health. Mattresses and bedding should be clean, in good order, durable, fire retardant, and meet health and safety standards.<sup>130</sup>

The inspection team observed inmates on uncovered foam mattresses at St Heliers CC. While these mattresses arrive at centres covered in vinyl covers, several were damaged. Some inmates covered the foam mattress with additional sheets. Inmates and staff informed the inspection team that inmates often remove the vinyl coverings because of the heat. This may be the case; however, damaged non fire retardant mattresses are a fire safety hazard and a hygiene issue. They should be replaced. Under no circumstances should they be issued to another inmate.

Inmates also spoke of a 'pillow shortage'. In both accommodation areas we observed 'makeshift pillows' made from foam ripped from a mattress and placed inside a pillow case. Sometimes the foam was breaking up into fine particles. Our inquiries about pillows with staff revealed the centre did not have any pillows in stock at the time.

This broader issue is discussed in further detail in Chapter 2, as it was an issue observed at other facilities as well. It is also true that sometimes inmates can be vulnerable to actions of other inmates (e.g. demanding hand-over of newly issued property), and will not raise a call for assistance from staff for fear of reprisal. Regardless, proper pillows should be standard issue across the system.<sup>131</sup> It is core business for correctional centres to ensure adequate supply of decent mattresses and pillows. That such straightforward issues were apparently not being reported to senior management for their attention, or addressed, was a matter of concern.

## Food and nutrition

### To complement or replace the ready meals provided by CSNSW, inmates in the privileged accommodation wing could purchase meat for self-food preparation, but not fresh vegetables.

As in most correctional centres, CSI meals are available. This inspection did not focus in detail on the adequacy of CSI meals. Noted at St Heliers CC in particular, is that Dumaresq inmates had the privilege of being allowed to purchase up to \$27 worth of meat (from their own funds) each week that they would then cook themselves. However, the only vegetables they could obtain were canned mixed vegetables. The ability to cook meat without corresponding access to fresh vegetables is perplexing.

As discussed below, fresh produce is grown at St Heliers CC for the corrections system. There is also a vegetable processing work unit, where vegetables are peeled/chopped and packed for distribution through the correctional system. Inmates acknowledged that some had been disciplined for 'smuggling' vegetables from the farm or from the kitchen. Some staff referenced a concern that fresh vegetables would be trafficked between Dumaresq and the compound if allowed. It does not seem unreasonable to allow minimum security inmates to purchase fresh vegetables. As discussed in Chapter two, it would be better to see some privileged accommodation blocks in minimum security areas such as Dumaresq quarantined from CSI cook chill or cook-freeze food, and focus entirely on a self-catering basis.

Some inmates admitted to occasionally 'picking and choosing' from CSI supplied meals which incorporated vegetables, and throwing the rest away. Some others alleged that there was an insufficient supply of CSI meals to Dumaresq inmates. We were not able to investigate whether this was solely due to a presumption that many will cook for themselves (as many do). Potentially it is exacerbated by a lack of control on who

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<sup>130</sup> Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 73.1-73.4.

<sup>131</sup> Custodial Operations Policy and Procedures 1.5, 1.7 Bedding requires 2 x pillow cases to be issued to each inmate at reception into a correctional centre.

collects the meals, i.e. one person ordering a meal, but another collecting the meal first. We raised this as an issue requiring investigation and assessment by management.

### Visits and contacts

As was the case for most facilities inspected, visits to inmates were facilitated on Saturdays and Sundays. The visits area comprised an outdoor and indoor area. While a fairly simple and non-descript facility, it appeared adequate in space for the population. We did not observe a visit session but we did hear that inmates enjoyed the longer hours (9.30am-2pm) and the ability to cook lunch on a BBQ for their family. This kind of quality interaction with partners and families is of great value to inmates and likely to help maintain and enhance family relationships.

At the time there was no formal visits booking system. We understood this to be because not every inmate received regular visitors, which reduced pressure on access. Some who received regular family visits were concerned that a new proposal to formalise bookings would prove restrictive. While it is appropriate to require bookings and to monitor numbers (to ensure a fair approach for the inmates), it would be unfortunate to restrict the opportunity for inmates to regularly play with their children and cook a BBQ with their family. Positive family relationships and support can be an important part of inmates' reintegration planning.

### **There is room to consider increasing the number of phones and improving privacy.**

Inmates should have access to telephones that permit reasonable privacy.<sup>132</sup> All six phones for the compound area were placed under a covered area used for population counts (referred to as 'musters'). There were three phones on each side, mounted on flat boards on poles, beside each other. There was no privacy – conversations could be heard by other phone users and those waiting for the phone. Particularly where inmate phones are grouped together like this, we would suggest mounting some sort of suitable barrier/attachment that could partially reduce sound travel.

There should also be a sufficient number of telephones for the population to communicate with family, friends, and the outside world. The NSW Inspection Standards include a de-facto standard of 1:20 inmates.<sup>133</sup> At capacity of 176 inmates,<sup>134</sup> there is one phone for every 29 inmates in Area 1. While there are three additional phones inmates may use in the industries and employment areas if needed, these would generally not be accessible following completion of the inmate working day and before lock-in, or on weekends. While not a specific recommendation in this report, CSNSW should consider whether an additional phone could be added to Area 1, and whether privacy could be improved.

### Health services and other issues

The clinic at St Heliers CC is newer than other facilities there, being approximately ten years old at the time of the inspection. It was well organised with good equipment, and staffed from 08.00am to 4.30pm, seven days per week. Outside of those times there is after hours telephone support,<sup>135</sup> and for injuries or emergencies an ambulance would be called. JH&FMHN, custodial staff and management all reported good cooperation and communication regarding health matters.

Inmates had good access to the clinic and there was no wait list for primary health nursing. Clinics for vaccinations and population health were run regularly.<sup>136</sup> Ordinarily GP attendance was one day per week, which was adequate; however the position was not covered during leave periods, which could create gaps. Nurse Practitioners sometimes filled in when the GP was unavailable, as we saw during the inspection.

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<sup>132</sup> Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 106.3.

<sup>133</sup> Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 106.2.

<sup>134</sup> Not including any use of segregation or safe cells.

<sup>135</sup> A Remote Offsite After Hours Medical Service (ROAMS) operates 24-hours per day, linking health centres with drug and alcohol, mental health and population health specialist nurses as well as senior operational managers. These services may be utilised by primary health nurses seeking specialist advice, and by CSNSW staff in the absence of JH&FMHN staff.

<sup>136</sup> A population health nurse was ordinarily present two days per week.

St Heliers CC does not manage inmates with acute psychiatric or mental health needs, 'unless very stable on medication'.<sup>137</sup> If an otherwise stable inmate becomes very unwell, they will be transferred to another facility, usually Cessnock Correctional Centre. Nevertheless, there was a mental health gap for support and counselling, with a need expressed for a part-time mental health nurse. At a subsequent visit in June 2019, a mental health nurse was consulting to St Heliers CC through telehealth fortnightly, which was an improvement, although still not ideal.

JH&FMHN have since advised that telehealth clinics have been established and GP leave is covered according to clinical need. They also advise that a mental health model of care has been established to enable GPs to delineate which patients would be better managed by psychiatry and mental health nursing.

### **St Heliers CC had difficulty retaining a psychologist based in the centre**

At the time of the inspection, the psychologist position was vacant and recruitment had attracted little interest. A psychologist based at Cessnock Correctional Centre was trying to support two additional centres, including St Heliers CC in the interim. The visiting psychologist was able to triage and refer, whereas a full-time psychologist could potentially address anxieties and issues. At a subsequent visit in June 2019, St Heliers CC had still been unable to hire a psychologist. This Office has recommended separately that CSNSW investigate innovative recruitment initiatives for vacant psychology staff positions.<sup>138</sup> We reiterate this recommendation, specifically for regional centres such as St Heliers CC. The Chaplain at St Heliers CC filled an important gap in this environment, as inmates who 'needed to talk' were often referred to him. The Chapel was a relaxed space where inmates could drop in and talk, play guitar etc.

### **Recreation**

Inmates had access to fairly old but adequate gym equipment, which was well used during the inspection period. Although no structured sporting activities or competitions were apparent, there was a tennis court on site and men also indicated they could self-organise to play touch football on the weekends. Dumaresq inmates also had access to a recreation room with a table tennis table and billiards table. The relatively early lock-in at 4.45pm daily limit use of these spaces.

At a follow up visit in June 2019, it was noted that a fitness 'boot camp' was running three afternoons per week. This was part of a pilot program with the Red Cross, who were providing first aid training and 'Red Cross Accreditation' to inmate volunteers, as well as mentoring. While we were not able to observe this program, the Official Visitor has reported it to be an excellent initiative well received by inmates.

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<sup>137</sup> CSNSW Offender Classification and Case Management Policy and Procedures Manual, Chapter 8.1, Placement Guide, p 5.

<sup>138</sup> Inspector of Custodial Services, Programs, Employment Education Inspection (to be published 2020).



Patterson Unit, St Heliers CC compound



Inmate cell, compound



Common room and kitchen area, inmate accommodation



Recently refurbished bathroom



Visits facility, external area



Inmate phones, compound



Dumaresq centre, grounds and inmate accommodation



Inmate cell, Dumaresq centre



Gym, Dumaresq centre



Outdoor recreation area, compound

## Chapter 4

### Mannus Correctional Centre

#### Overview

Mannus CC is a minimum security facility for C2 and C3 male offenders located near Tumbarumba. The centre is approximately 515 kilometres south of Sydney and 115 kilometres south-east of Wagga Wagga. The centre has a maximum inmate population of 164, and maintained an average daily population of 158 during the inspection period.<sup>139</sup>

The property was originally established as Brookfield Afforestation Camp, Mannus and proclaimed as a prison in 1927. The original stated purpose was to provide male prisoners with a 'modified form of prison life' and the opportunity to acquire skills that could be used on release. Records of its early years indicate prisoners carried out tree-planting and related activities, dairy farming and vegetable growing.<sup>140</sup>

Mannus CC is located in a rural setting, a short drive (approximately 10km) from the Tumbarumba town centre. Mannus CC has developed a productive relationship with the local community, which is a strength. Management and staff were justifiably proud of their community relations, which meant the centre was supported by, rather than isolated from its neighbours.

Staff, and some inmates, considered Mannus CC to be a privileged environment. Work opportunities, motivated staff, a relatively low inmate population and a pleasant physical environment (green space) contribute to this perception. The centre is an appropriate 'incentive' location for those inmates who are trying to prepare for release, or who have demonstrated good behaviour throughout their prison sentence. At the same time, we caution against an approach that does not strive for continuous improvement in education and training opportunities, rehabilitation and living conditions, simply because being at Mannus CC is considered 'better' than being at a medium or maximum security centre.

#### Employment and community work

##### **Mannus CC has a relatively diverse range of employment opportunities for inmates, both on and off-site.**

Mannus CC affords close to or effectively full employment, at approximately 90%.<sup>141</sup> In addition to traditional prison industry employment such as laundry and kitchen work, unit cleaning, and grounds maintenance, the centre facilitates significant inmate employment in its busy agriculture and timber industries:

- Two apple orchards are managed by approximately 20 inmates plus staff, which involves maintenance, harvesting, pruning, fertilizing etc. 'First class' graded apples are sold commercially, while second grade apples are grown for the CSNSW food supply. The newer orchard is a substantial enterprise established and developed by staff and inmates at Mannus CC, including grafting and growing trees.
- Mannus CC has a number of farming properties, primarily raising Angus cattle as well as lambs. A large portion of livestock is sold to market. Inmates gain experience in farm maintenance, animal husbandry, hay and silage production and other aspects of farm work.
- A timber mill employs approximately 40 inmates in producing pallets and firewood/kindling for external sale, as well as items for local use such as apple storage bins. Inmates are engaged in predominantly manual labour (for example pallet manufacture, stacking and grading timber), but

<sup>139</sup> For the 12 months between 1 October 2017 and 30 September 2018. Information provided by CSNSW November 2018.

<sup>140</sup> NSW State Government Archives & Records, accessed via <https://www.records.nsw.gov.au/agency/2482>.

<sup>141</sup> On the first day of the inspection, 16 inmates (10%) had not been placed to a workplace.

the industry incorporates a variety of workplace skills such as logistics, administration and forklift operations.

- Mannus CC also tenders for forestry contracts, which incorporates planting, fertilizing and clearing.

**Table 7: Mannus Correctional Centre employment profile as at 31 December 2018<sup>142</sup>**

Employment	Profile	Actual
Aboriginal Delegate	1	1
Administration / Warehouse	4	2
Centre Maintenance	15	22
Education / Library	2	5
Hygiene	15	18
Activities	2	0
Afforestation	15	0*
Agriculture	45	19**
Food Service Business Unit	10	9
Laundry	5	3
Timber Processing	30	39
Apple Orchard	15	18
<b>Total Employed</b>	<b>159</b>	<b>136</b>

\* Inmates employed in alternative work locations whilst awaiting further orders from customers

\*\* Inmates employed in alternative work locations whilst workload in Agriculture is low

The timber processing work was popular with inmates as it offered the chance of the highest wages. Additionally, there are timber companies in the region, so some skills could potentially transfer through to employment for a small number of inmates. Likewise inmates interested in regional employment in agriculture had the opportunity to perform productive farming work. During the inspection we observed inmates assisting contracted sheep shearers (cleaning, stacking wool, guiding sheep etc.) harvesting and packing apples and fencing. Mannus CC and CSNSW have clearly invested in busy, productive industries, producing goods for internal consumption as well as external market sale. Positively, Mannus CC facilitated some paid roles in education as well as a librarian role.

A constant concern raised by staff however was aging equipment, and maintenance of same.

## Community work

### Inmates at Mannus CC provide valuable work to the local community

Some inmates are given the opportunity to participate in community projects. Mannus CC has a memorandum of understanding with the local council and supplies selected inmates to assist with the beautification of the local township, reclamation work, new construction and maintenance of existing spaces and enhancing publically accessed assets around the shire. During the inspection we met with a team of inmates working under the supervision and direction of an employee of Snowy Valleys Council, performing parks and garden maintenance (mowing, whipper snipper etc.) around Mannus Lake. Maintenance of the Hume and Hovell walking track was a regular project, as well as other projects in the community, such as assisting in the set up and clean up for local festivals and events.

<sup>142</sup> Information provided by Corrective Services NSW May 2019.

The productive working relationship between Mannus CC and the local council was admirable, and provided a regular, structured opportunity for some inmates to perform work in the community prior to their release date. Some inmates expressed a desire for more variety of work (outside of grounds maintenance), and others expressed a concern (heard at other locations) that C3 clearances, needed for unsupervised work in the community, were taking too long, or only being timed towards the very end of a sentence. Inmates also felt that the responsibility of work in a community setting should be rewarded with pay matching the pay available in the higher paid industry employment.<sup>143</sup> Inmates trusted to work in the community should not be financially disadvantaged as compared to inmates working for CSI industries.



Timber industries area



Inmates assisting at shearing time



Orchards, Mannus CC



Apples packed for distribution

## Education and vocational training

### **New foundational skills courses were up and running, but completion rates were low at the time**

Mannus CC was running an efficient education centre, with two employees and one trainer contracted from BSI Learning. Mannus CC had a BSI Learning trainer on site who was delivering Language, Literacy and Numeracy Courses (LLN) and Digital Literacy Courses for a total of 16 hours training delivered per week. At the time of the inspection in February 2018 there were six students enrolled in each course (Foundational courses are targeted at inmates assessed as high needs).

Most regional centres visited in this inspection reported difficulty recruiting and retaining BSI Learning trainers. Mannus CC also reported that recruitment had taken a relatively long time, although they fortunately had secured a teacher on site from October 2017. Information subsequently provided by CSNSW indicated that for the year through to 30 June 2018, a total of 62 inmates had enrolled in a

<sup>143</sup> We were advised that inmates on the community projects crew were earning between \$55 and \$75 per week for five days' work.

Foundation Skills Program (either LLN or Digital Literacy courses or both),<sup>144</sup> This was high compared to other inspected centres. Actual completion rates for the ten-week courses were extremely low. Information provided by CSNSW indicated that only 2 inmates completed a Foundation Skills Program at Mannus CC that year, effectively in a 9 month period.<sup>145</sup> Given the recent overhaul of the CSNSW education system, primarily to focus on providing literacy and numeracy skills to high needs inmates, this figure was dispiriting. It reflected the gap in services observed across all inspected centres during the initial transition to a new education model.<sup>146</sup>

### **A range of vocational training was available, and a small number could access traineeships**

Mannus CC was facilitating a good range of vocational training, usually coordinated with industry work. While the education centre proposes a course delivery plan that is then approved by CSI education, this does not necessarily mean that all instructors for each course (e.g. from TAFE) have been located and arranged. These factors are generally outside of the individual centres' control. The course plan for the first half of 2018 included agricultural skills, chainsaw operations, chemical applications, forklift use, logistics and horticulture, as well as other short courses such as first aid, test and tag and workplace safety (induction). Information subsequently provided for the 2017/2018 year indicated that inmates also participated in vocational training programs in kitchen operations, warehousing operations and automotive maintenance. Overall, Mannus CC reported high levels of participation in some form of vocational training in the 2017/2018 year, with 382 individuals participating in at least one (and sometimes more) course (this figure includes high numbers for workplace health and safety and first aid courses). Some other figures are included in the table below:

**Table 8: Vocational Training offered at Mannus Correctional Centre in 2017/2018<sup>147</sup>**

<b>Name of course</b>	<b>Number of participating individuals<sup>148</sup></b>
TAFE short course Automotive/Mechanical Training	11
TAFE short course Forestry/Sawmilling	8
TAFE short course Transport & Distribution (Warehousing)	13
VTP Agriculture	53
VTP Automotive	8
VTP Chainsaws	31
VTP Chemical Handling Certification	26
VTP Kitchen Operations	7
VTP Logistics	16
VTP Warehousing Operations	15
WPT First Aid	51
WPT Forklift	26
WPT Test and tag	24
WPT Tractor Driving	17
WPT White Card	8

144 Information provided by Corrective Services NSW, May 2019.

145 Information provided by Corrective Services NSW, November 2018.

146 Discussed in Chapter 2 of this report.

147 Excluding workplace health and safety related training and induction.

148 Information provided by Corrective Services NSW, May 2019.

During the inspection period Mannus CC was facilitating eight traineeships in Business, and Laundry Operations.<sup>149</sup> As at 30 June 2018, a total of 11 inmates were undertaking a traineeship there. The Inspector would like to see this figure higher at a centre like Mannus CC.

### **Small numbers of tertiary or distance education could be facilitated**

Mannus CC was the only inspected centre where we found inmates participating in any form of tertiary or distance education, and those numbers were small. At the time of the inspection, one inmate was undertaking a Bachelor of Business and one was undertaking a course in Tertiary Preparatory Studies.<sup>150</sup> Positively, at a follow up visit in September 2019, this number had increased to four. The education centre estimated it could support a maximum of five inmates through distance education, due to resourcing and time constraints. Essentially, as courses are pursued on-line, and inmates are not permitted general internet access, education staff need to regularly print out all course materials for inmates, and negotiate/administer submission of assessments and testing with education providers. While we did not receive feedback from inmates to suggest that there was significantly higher demand for distance education at the time, there are clearly only limited resources available to dedicate to higher education. This was a structural gap for all the centres inspected.

The library worked well at Mannus CC, with good opening hours and an inmate librarian who had coded and registered all the books. While the librarian was able to order books from other correctional centres, inmates raised concerns about restrictions on ordering and receiving educational books and materials, as well as out-dated stock. It also appeared the small library was at capacity during the inspection, with books stacked behind those on display. At a visit to the centre in September 2019, the inmate library was transitioning to a new, larger and more accessible location.

Staff emphasised good communication and relationships with industry staff, which facilitated inmate participation in education. As with other centres, education staff were conscientious to ensure that education plans do not interfere with or hold up essential industry work. While good communication between departments within a working prison is naturally important, it was a pattern observed across the regional centres that Industries tended to have influence over inmates' education opportunities. It appears that education will be supported to the extent that it does not negatively impact on the available inmate workforce. For example, at least in relation to vocational training, relevant documents state that 'priority will be given to inmates who have support from their work manager to enrol in courses.'<sup>151</sup> Many inmates were grateful for the opportunities available, but felt that further education and training that was not related to prison industry employment was generally not encouraged or available, regardless of its usefulness post-release.<sup>152</sup>

## **Programs and pre-release activities**

### **EQUIPS programs were being delivered regularly**

Mannus CC was running all four moderate intensity EQUIPS programs on site (General Offending/ Foundation, Aggression, Aggression Domestic Abuse and Addiction), with a total of nine EQUIPS programs delivered in the 2017/2018 year. These programs target offenders assessed as having a medium to high risk of reoffending. We were advised that the programs were largely run over an 11 week period, with one week allowed for post-program individual feedback sessions. A review of figures provided by CSNSW for the 12 months to June 2018 revealed a reasonable proportion of participating inmates were completing their programs. This is particularly important at a minimum security centre, which may be a final stop before

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149 Statewide Traineeships Report provided by Corrective Services NSW, 24 May 2018. Certified traineeships required a minimum of 12 months' stay at Mannus CC.

150 While a third inmate had been approved by the centre for participation, his enrolment was ultimately not successful.

151 Mannus Correctional Centre Vocational Training Delivery Plan, 8 January to 30 June 2018.

152 See Chapter 2 of this report for further discussion.

release to the community. Inmates however reported that earlier and more frequent access to programs was desirable to facilitate applications for C3 security classification.

**Table 9: Offender program participation and completion Mannus CC, 2017-2018<sup>153</sup>**

Program	Addiction (Alcohol and drugs)	Aggression	Aggression (Domestic Abuse)	General Offending/ Foundations	Total individuals <sup>154</sup>
Participated	60	23	16	53	111
Completed	52	13	14	45	94

Programs staff reported good working relationships across the centre facilitated inmate participation in programs, and motivation appeared high. Staff felt the designated program room was not a good therapeutic space, and by agreement were using the visits area, which is larger and has more natural light. Unfortunately, there did not appear to be any voluntary well-being programs (such as addiction support, parenting or lifestyle programs) at Mannus CC during the inspection period.<sup>155</sup>

Additionally the centre was ensuring inmates had the opportunity to complete WDOs while in custody, working to pay off state debts. We were advised that 25 inmates were on WDOs at the time of the inspection. Staff also referred clients to Legal Aid NSW for their Clean Slate initiative, which started at Mannus CC in September 2017. A representative from Legal Aid NSW (Wagga Wagga branch) was visiting monthly with a view to encouraging inmates to focus on clearing any existing civil debts they might have (e.g. child support debt, commercial debt) before their release. If eligible for support, Legal Aid work with the inmates to reduce civil debts prior to their release, to enable successful transition to the community. This was a commendable initiative that had been taken up enthusiastically by inmates. At the time of the inspection there was a 20-30 person waitlist for an appointment, after running for approximately six months.

Inmates also had access to monthly visits by Centrelink and Housing NSW for reintegration purposes, as would be the case in a metropolitan facility. Of 159 releases to parole in the 12 months to September 2018, eight were recorded as supervised by the local relevant District Office for Community Corrections. This suggests that many persons granted parole from Mannus CC do not intend to reside in the surrounding region after release.

### **Case management reforms were awaiting local implementation**

Three case management positions (one Senior Case Management Officer and two Case Management Officers) were allocated to Mannus CC through the case management reforms. No recruitment had progressed at the time of the inspection, and thus the reforms had not yet been implemented on site. The last role was filled over 12 months later, in March 2019.<sup>156</sup> During a visit in September 2019, it was positive to see the members of the case management team in place and centrally located in the facility. As was the case in other centres, inmates complained about perceived delays in accessing C3 classification for unsupervised leave.

### **Work Release**

#### **Positive pre-release employment arrangements were in place**

Four inmates from Mannus CC were engaged in full-time employment with two local employers, returning to and from the centre on a daily basis. The primary work in these roles was forklift operation, administration

<sup>153</sup> Information provided by Corrective Services NSW, November 2018.

<sup>154</sup> This figure is the unique count of offenders, as some inmates may participate in more than one EQUIPS program in one year. (It may not equal the sum of disaggregated categories).

<sup>155</sup> Information provided by Corrective Services NSW in May 2019 indicated there were no programs outside of EQUIPS delivered at Mannus CC in 2017/2018.

<sup>156</sup> Although this has been impacted by extended sick leave absence.

and manual labour. Inspectors visited one of the businesses, and spoke to supervisors who reported satisfaction with the standard and quality of work performed by inmates. It appeared that genuine post-release employment opportunities were available, which can significantly increase the chances of a successful transition from custody to the community.

## Daily life

### Accommodation

Mannus CC accommodates inmates in a series of 15 single storey accommodation units, with between 8 and 12 inmates per unit. Most units comprise a mixture of shared and single cell rooms, although there are two units where all cells are single occupancy. They incorporate shared bathroom and shower facilities as well as a common room and kitchenette. The general layout style of small group housing as observed at Mannus CC is preferable for a minimum security facility. Smaller living communities are 'better able to promote cooperation and responsible choice by inmates', as opposed to large multi-storey cell blocks.<sup>157</sup>

Living units were aging and rundown, and furnished very simply. While units do have heating due to the cold winters in the area, staff and inmates reported ongoing issues with maintenance and repair of these units. Several inmates also reported extremely hot temperatures in the summer, and associated difficulty with sleeping. Inmates had access to small fans in their cells but there was no air conditioning.

General structures and common areas such as showers and kitchen areas appeared in reasonable condition during the inspection.

Let go and lock-in times are 7am and 5pm in winter, and 7.30am and 6pm in summer (daylight savings hours). Inmates have good freedom of movement at the centre, with ease of access to relevant areas such as the clinic, education, programs and other areas. Access to green space was a positive feature.



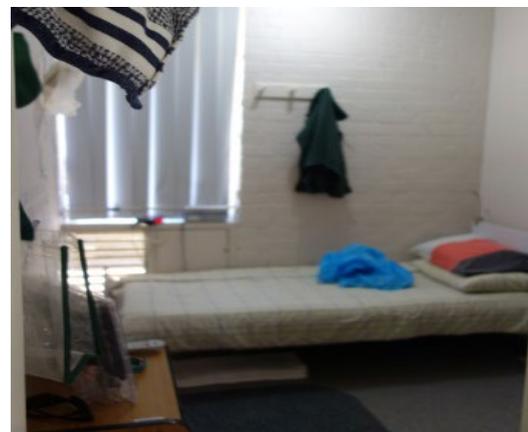
Accommodation area and grounds buildings



Inmate accommodation and grounds



Inmate cell (double up)



Inmate cell (single)

<sup>157</sup> Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 19.

## Clothing and bedding

We consistently heard complaints regarding supply of proper fitting work boots in reasonable condition (which are required to be worn at the 8am head count). While we did not see any inmates working without boots, it was striking that such a straightforward matter was raised so consistently. Comments from inmates and staff reflected a common understanding that if an inmate would be serving a short time at Mannus CC, e.g. less than 12 months, the cost of a new pair of work boots could not be justified. Availability of correct sizes was described as terrible, and something that had been reported to the inmate delegate committee. The clinic had received complaints regarding the provision of old, used boots that were considered unhygienic.

We were informed that an order of new boots in most commonly requested sizes had been authorised not long before our visit. That this was a development of note possibly reflects the pressure of cost-saving and the drive for self-sufficiency that we observed across most centres during this inspection. Correctional centres should not be in a position where budget concerns impact on core service delivery, that is, ensuring all clothing and footwear supplied to inmates is clean, well-maintained and durable. There should be no arbitrary assessment regarding provision of such items.

Most inmates described the bed frames and mattresses as uncomfortable. Beds used were old-style steel frames with metal springs that sometimes sagged. Some inmates had placed empty crates underneath their beds to 'prop up' the springs. Some inmates were using bits of timber or cardboard under their mattresses and on top of the bed frames to make the beds more comfortable as many of the frames have sagged in the middle and some mattresses lacked proper covers. Inmates advised that such items would be removed as contraband if detected in a cell search. Mannus CC's health clinic had also received complaints from inmates that the mattresses contributed or aggravated back pain or caused rashes if they were simply foam without covers.

Mattresses and bedding should be durable, clean and in good order. We observed poor standards in this area in a number of centres, and have made recommendations related to this in Chapter 2.

## Food and nutrition

CSI was contracted to provide one meal per day to Mannus CC. This was generally an evening meal, with lunch prepared on site by kitchen workers the day before. Similar to other centres, most inmates indicated they avoided CSI meals if possible. Inmates have access to an additional grocery buy-up from their own funds, which is then sourced by the centre from the local supermarket. Basic kitchen equipment in the shared housing units (e.g. sink, stovetop, pots and pans etc.) allows some self-preparation of meals. This opportunity was strongly valued by the inmates and an appropriate incentive for minimum security inmates who are generally working five days per week. Similar to St Heliers CC though, inmates would have preferred an additional buy-up allowing a greater variety of fresh vegetables.<sup>158</sup> Being able to construct some meals allows for inmates to develop skills in food preparation and healthy living. It would be good to see some accommodation blocks in minimum security areas quarantined completely from CSI cook-chill or cook-freeze food, and focus entirely on a self-catering basis. This serves primarily as preparation for self-sufficiency in the community, but also to eliminate some of the food waste that results from CSI meals being provided.

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<sup>158</sup> The fresh vegetables on the Mannus CC perishable buy-up sighted in September 2019 permitted orders of lettuce, cabbage, onion, garlic, and potato or sweet potato.



Kitchen area, inmate accommodation



Storage area, inmate accommodation



Inmate cell



Work boots in reception

## Visits and contacts

Mannus CC has a pleasant visits facility, allowing a decent space and environment for inmates to receive visitors. Visits were scheduled on Saturdays and Sundays, between 10am and 2pm. Mannus CC stated that basic BBQ/picnic food items were permitted to be consumed during these visits, allowing families and friends to have a weekend meal together.<sup>159</sup>

As with other centres inspected, many if not the majority of inmates serving their sentence at Mannus CC are not from the local or regional area. The distances, and therefore time and costs involved (e.g. from Sydney area) can be a barrier to regular visits for some inmates, rather than any concerns regarding Mannus CC visits facilities or bookings systems.

## The number of inmate phones was too low for the population

As discussed in the St Heliers CC chapter, there should also be a sufficient number of telephones for the population to communicate with family, friends, and the outside world. The centre has capacity for 164 inmates; however there were only four general inmate phones. This is a ratio of approximately 1:40, while the NSW Inspection Standards include a de-facto standard of 1:20 inmates.<sup>160</sup> While we were advised that there are three additional staff handsets that can be used to connect inmates to the OTS system, this likely does not suffice, both in terms of access and privacy. We were informed in October 2019 that an additional handset is being installed within the Timber Processing Business Unit. This would benefit inmates working in those areas, however it is unclear whether they would be accessible at the most desirable times to contact family and friends: after work and on weekends. CSNSW should improve phone access.

<sup>159</sup> The inspection team did not attend a family visit session.

<sup>160</sup> Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 106.2.

## Health services

Inmates at Mannus CC had good access to nurses at the clinic, which was staffed seven days a week from 8am-4.30pm. Inmates whose health needs cannot be met will be escorted (or taken by ambulance in an emergency) to hospital at Tumbarumba or Wagga Wagga. Common health issues arose from workplace injuries for example muscle and back strain and finger cuts, as well as monitoring and follow-up for inmates with Hepatitis B and C.

Inmates had access to psychologists who visited the centre on a regular basis. By all accounts clinic staff, psychologists and SAPOs cooperated well in coordinating support for inmates.

Local systems and equipment appeared in good order, and inmates had few complaints regarding access.<sup>161</sup> Nevertheless the following potential issues were raised:

- GP access: at the time of inspection there were 22 persons on the wait list to see a GP. We were advised that a GP was coming to Mannus CC clinic every three months, but that intervals between GP visits had reached as long as six months in the past. Inmates were of the impression that a GP came on site 'every three to four months'. Positively the AVL link recently established at Mannus CC allowed telehealth capability, although this room is not accessible from within the clinic, and would not be suitable for all consultations. JH&FMHN should ensure GP access at this centre is closely monitored centrally.
- Lack of a visiting psychiatrist: can create issues for the assessment of inmates who may require a review of psychiatric medication. (For example, stable inmates on antidepressants or antipsychotics) There are limitations to the amount of medication that can be prescribed by the on-call psychiatrist through JH&FMHN. While mental health nursing follow-up is provided to support inmates, it was considered an on-site visit by a psychiatrist every two to three months would improve things considerably.
- Lack of optometry service: A previous practice of escorting inmates to the optometrist in Tumbarumba had ceased. Serious eye concerns would be addressed by referral to hospital; however for general eyesight issues the clinic was limited to dispensing reading glasses available in pharmacies. Patients needing an optometry appointment have to be transferred to Goulburn, which is likely destabilising for inmates who have progressed to Mannus CC.
- At the time of the inspection an AVL link had recently been established at Mannus CC, allowing telehealth consultations, which had the potential to improve access in certain areas.

JH&FMHN have since advised that GP, Psychiatrist and optometry wait lists are managed centrally and based on service demand.

## Other Issues

### Holding and segregation cells

#### **Holding and segregation cells were in poor condition**

The holding and segregation cells in Mannus CC were in poor condition. They contained potential hanging points, were dirty, lacked functioning lighting and had poor quality mattresses. As inmates can be placed there while waiting for transport back to a higher security facility, (for various reasons, but including disciplinary reasons) this is a concern. Perhaps due to low usage and short stays, it was not considered a high priority for maintenance or repair.

**Recommendation: Refurbish holding and segregation cells to appropriate standards and remove any hanging points.**

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<sup>161</sup> Inmates who are acutely unwell or suffering from serious chronic conditions would likely not pass medical clearance to be transferred to Mannus CC.

## Inmate Delegate Committee

At the time of the inspection Mannus CC had a functional IDC and a number of conscientious inmate delegates who understood their role and were very capable of articulating inmates' concerns. Not all monthly meetings had minutes recorded and the centre was reminded of this as an area to achieve good practice.



Common room, inmate accommodation



Visits room, Mannus CC



Outdoor recreation area



Gym

## Chapter 5

### Yetta Dhinnakkal Centre- Brewarrina

#### Overview

The Yetta Dhinnakkal Centre ('YDC') is a minimum security facility located in the north west of NSW, approximately 65 kilometres south of the town of Brewarrina. It is an 'outdoor' correctional centre sitting on large pastoral and bushland property (over 10 hectares), and has no secure perimeter. The nearest NSW correctional facility is Wellington Correctional Centre ('Wellington CC'), some 360km by road.

YDC primarily accepts young male offenders serving their first time in adult custody, with young Aboriginal men a priority. At YDC inmates are referred to as 'trainees' and all are required to participate in some form of work and education. It accommodates up to 30 trainees, and had a daily average population of 25 at the time of inspection.<sup>162</sup> Selection criteria for the program include:

- Sentenced male inmate classified C2 or C3
- Serving first custodial sentence in adult custody
- Non parole period or fixed term custody of two years or less remaining to serve at time of sentence
- Aged between 18 and 30 years<sup>163</sup>
- Must not be convicted of an offence involving the use of a dangerous weapon or a sex offence
- Must not be on an opiate substitution program

YDC is a unique facility in CSNSW. Many aspects of centre philosophy, routine and living conditions positively promote a pro-social environment, allowing inmates good levels of self-determination and focus on self-improvement. Staff operate in a challenging environment due to its remote location, and it has clearly been a labour of love for many who have worked there since it opened in 2001.

As this was the first inspection by this Office, this report does not offer a comparison or evaluation of progress from earlier years of operation. However, many staff did reflect their view that the centre no longer provided the same level of cultural and work opportunities for trainees as it once did. Long term staff reflected that the centre had not been the same since a storm in 2008, which damaged the centre so seriously that the property (and trainees) had to be evacuated for several months to allow for rebuilding. The inspection in May 2018 took place at a time of low trainee morale, and pockets of poor trainee -staff relationships. It was generally accepted that the centre was not meeting its full potential, particularly in Aboriginal cultural activities. YDC needs sustained, continuous support from CSNSW in order to flourish and meet its objectives.

#### Employment and community work

As the philosophy at YDC is centred on education and cultural activities, it is not a location for CSI industries similar to the larger centres visited in this inspection. Rather trainee employment is a 'whole of centre' endeavour. Primarily trainees work with staff on upkeep and improvement of the centre and large adjacent property. This includes farming related activities or facility services such as working in the kitchen, cleaning and maintenance. As all food is freshly prepared on site, the trainees working in the kitchen gain a broader range of food preparation skills.

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<sup>162</sup> For the 12 months between 1 October 2017 and 30 September 2018. Information provided by Corrective Services NSW November 2018.

<sup>163</sup> Inmates outside the age criteria may be accepted on case by case basis, if determined program will be of benefit.

All trainees are expected to participate and rotate at some point through work crews on the property, under the supervision of staff overseers. Farming operations include cattle (around 90 at the time of inspection) and rangeland goats which are periodically mustered for training purposes, as part of vocational training in agriculture and animal husbandry. Managing the large land holdings also involves various tasks at different times such as fencing construction or maintenance, weed control and machine maintenance. As discussed further below, YDC manages to coordinate a good range of vocational training opportunities through the various work activities. However it was unclear whether there was enough skilled work being generated to keep trainees busy when not accessing education or programs.

## Community projects

### **Trainees felt there was not enough community work or projects available**

YDC trainees have performed some valuable community work. For example, in 2017, trainees worked on a project coordinated by Western Local Land Services (LLS) to protect some traditional meeting grounds and burial sites of the Ngemba community. Trainees worked on fencing construction and erosion control through protective matting, under the guidance of Aboriginal communities officers from Western LLS. In 2015, trainees enrolled in construction training and built a number of picnic tables for Brewarrina Shire swimming pool.

It appeared that the opportunities for work on community projects had dwindled in 2018, and there was no regular scheduled work or projects. Trainees were particularly disappointed about this during our visit. They felt that there was 'nothing happening' in this regard, and that external work for the community should be a centre priority.

## Education and vocational training

### **Vocational training is a key component of placement at YDC, and the centre facilitates regular courses for trainees.**

Education and vocational training is a key feature of the centre, and courses are run regularly. YDC appears to have a productive relationship with TAFE Western NSW. Due to the distances involved, TAFE instructors and teachers (often based in Dubbo) are provided with accommodation on site during course delivery. During our inspection we observed two courses in progress under TAFE instruction: conservation and land management, and cultural arts. Trainees were generally positive about access to courses delivered on site by TAFE teachers. We commend the planning and cooperation between YDC, CSNSW and TAFE Western NSW to deliver meaningful training to trainees in a remote location.

In 2018 the following vocational training courses were scheduled for delivery:

- Heavy machinery skill sets 1, 2 and 3 (each one week duration, covering, for example, civil construction excavator operations, front end loader operations etc.)
- Certificate II in Agriculture
- Certificate II in Conservation and Land Management
- Aboriginal and Torres Strait Islander Cultural Arts skill sets (including understanding of own Aboriginal and Torres Strait Islander Identity, basic drawing techniques and creative work)
- Certificate II in Building and Construction
- Automotive Servicing and Automotive Spray Painting.

Short one or two day courses such as first aid, food safety hygiene and white card are also delivered on a regular basis. A total of 73 trainees participated in some form of vocational training in the 2017/2018 year.<sup>164</sup>

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<sup>164</sup> Information provided by Corrective Services NSW, May 2019.

**Table 10: Vocational Training offered at Yetta Dhinnakkal Centre in 2017/2018<sup>165</sup>**

Name of course	Number of participating individuals <sup>165</sup>
TAFE short course Agriculture/Rural Skills	13
VTP Aboriginal Cultural Programs	35
VTP Agriculture	24
VTP Construction	42
WPT First Aid	32
WPT Food Safety	28
WPT White Card	14
	Total individual trainees = 73

### **There was insufficient provision of Foundation Skills Programs**

At the time of the inspection in March 2018, BSI Learning was contracted to deliver Foundation Skills Programs (Language Literacy and Numeracy, and Digital Literacy) at YDC, but no teacher had commenced delivery. As discussed in Chapter 2, remote locations need active support in identifying and/or recruiting education staff. For the 2017/2018 year 17 trainees participated in at least one foundation skills course. There were no completions, as the first courses were still underway mid-year after the BSI Learning trainer commenced. While course delivery has improved, a newly arrived trainee serving their sentence at YDC in the second half of 2017 and early 2018 would have had little to no access to literacy and numeracy education.

### **The library was of a high standard, however access was a source of unnecessary tension**

YDC has a decent library facility adjacent to the education office. We heard conflicting reports about access to this facility, with trainees claiming limited access was a major concern despite a sign displaying reasonable opening hours, 1pm-4pm Monday to Thursday. We reported these concerns to prison management, noting it was an area of tension in a small facility. We recommend staff and trainees be supported in managing this issue to maximise access.

### **Programs**

YDC was running EQUIPS Foundation at the time of inspection. This was facilitated by a SAPO who would travel from Wellington CC to deliver the course on a Monday. As this centre was supported by staff based at Wellington (who also require accommodation when delivering training at YDC), two sessions were being delivered on the same day, as opposed to the more regular schedule of two days per week. Of two identified SAPO positions for the centre, both were vacant.

The small population at YDC at any one time (average daily population of 25, with differing program requirements), as well as staff vacancies, present challenges to running more than one criminogenic or behaviour change program at a time.<sup>167</sup> For a remote centre it may be a reasonable approach to quarantine one day of the week for program participation, provided trainees remain busy with employment, training and cultural or social activities at other times. The following information was provided by CSNSW for the period 1 July 2017 to 30 June 2018:

<sup>165</sup> Information provided by Corrective Services NSW, May 2019.

<sup>166</sup> Individuals may complete multiple courses.

<sup>167</sup> 'Criminogenic needs' is a term which refers to those dynamic risk factors that, when addressed, are associated with a reduced likelihood of recidivism. Examples of criminogenic needs identified in the literature include anti-social behaviour, values and relationships; substance use; and problematic circumstances relating to home, school or work.

**Table 11: Offender program participation and completion Yetta Dhinnakkal Centre, 2017-2018<sup>168</sup>**

Program	Addiction (Alcohol and drugs)	Aggression <sup>169</sup>	Aggression (Domestic Abuse)	General Offending/ Foundations	Total individuals
Participated	36	0	6	17	52
Completed	18	0	6	9	27

One well-being program ‘Dads and Family’ was also delivered that year.<sup>170</sup>



YDC Library



Good facility for library and education



Building artwork



Compound and grounds

## Daily life

### Centre philosophy

YDC originally opened in 2001 as a special program facility, originally designed to provide tailored educational and training opportunities and cultural awareness for young Indigenous men. Yetta Dhinnakkal is from the language of the traditional owners of the land, the Ngemba people, meaning ‘Right Pathway’. The stated objectives of YDC were to:

- recognise and restore cultural links of trainees with their land and history through protection of Aboriginal sites on the property
- develop activities and programs on the property that have positive trainee educational/vocational training and cultural awareness benefits that contribute to the social and economic independence of the trainees
- undertake enterprises and activities that utilise Yetta Dhinnakkal’s natural resources within their limits and enhance the property’s environmental, pastoral and asset value.

<sup>168</sup> Information provided by Corrective Services NSW, November 2018.

<sup>169</sup> An EQUIPS aggression program commenced in July 2018.

<sup>170</sup> Well-being programs include parenting programs and programs that aim to assist inmates experiencing grief and trauma. These programs are designed to develop pro-social skills and address responsibility factors that can impede an inmate’s capacity to engage with therapeutic programs.

In the centre's early years an Elder had been a very important member of staff, and a guiding role model for the young trainees. Since that person's retirement several years ago, we heard there had not been a regular Aboriginal Elder as part of YDC staff or through contracted arrangements. Staff and especially trainees felt this absence. Trainees expressed disappointment that no fishing or other cultural activities were taking place on weekends contrary to their expectations. An outdoor camp where trainees used to hike and stay overnight, accompanied by staff, had not been used for years and needed maintenance. It was also not clear that there was enough general work for the trainees in the absence of programs and courses, in addition to the lack of regular community project work.

Prior to the Inspection an Aboriginal SAPO had been based at YDC for approximately 12 months, delivering cultural activities related to dance and didgeridoo making. In his absence there was an even greater gap at the centre. Attracting permanent staff to relocate to a remote location like YDC presents challenges, particularly as the majority of staff reside on centre property during their roster period.<sup>171</sup> A centre such as YDC needs sustained, ongoing support to deliver cultural activities to the trainees. This may include more creative or flexible approaches to employment and delivery of services, whether through rostering, provision of accommodation or contracted service delivery. When we visited the centre again in June 2019 an Aboriginal SAPO had just commenced at the facility and was working to increase cultural activities at the centre. This was a positive development.

While CSNSW is committed to providing culturally based services and have a number of culturally based programs across NSW, it was felt that YDC needed renewed support.

**Recommendation: Corrective Services NSW support Yetta Dhinnakkal Centre to provide a renewed focus on cultural activities and programs for Aboriginal inmates.**

### Treatment of inmates

In terms of trainee and staff population, YDC is a small centre. When the centre opened it was perhaps envisaged that staff would be based locally or regionally. At the time of the inspection, the majority of staff were not local. Most of the permanent and temporary staff lived on the complex during their roster period, in CSNSW provided accommodation. They would return to their home base for longer periods of leave. Some staff, including the Governor, were based at Wellington CC, and travelled to YDC on a part-time basis, an approximate 700km round trip, which is demanding. A very small number of permanent staff were residing locally. It is a unique working environment, with challenges and pressures relating to environmental factors and relative isolation.

During the inspection the staff demonstrated considerable pride in the centre and desire for positive outcomes for trainees. However, there was concern regarding unprofessional and disrespectful language from a small minority of staff. Some of the men acknowledged that (as a group of young men who find themselves in custody) the disrespectful language was negatively impacting on them. Although this did not concern the majority of staff, the importance of staff modelling respectful behaviour at all times was stressed.<sup>172</sup> Aboriginal Cultural Awareness Training (ACAT) is coordinated by the Aboriginal Strategy and Policy Unit to new custodial and non-custodial recruits at the CSNSW Brush Farm Academy and state-wide.<sup>173</sup> Notwithstanding, given the uniqueness of YDC, the Inspector believes CSNSW should explore how to better support local and regional management in this regard.

**Recommendation: Corrective Services NSW ensure cultural training is delivered to all staff.**

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171 Staff rent supplied accommodation, including a prefabricated multi-room mixed unit, purchased second hand from the 2000 Olympic Village, which houses eight staff. Another staff amenities building is used to accommodate TAFE teachers, visiting contractors and other staff shift workers. The centre had submitted a business case for additional staff accommodation, stating that there was little to no possibility for staff to have spouses or partners and families to visit.

172 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 67.

173 Information provided by Corrective Services NSW, November 2019.

## Complaints and grievances

Inmates must have an opportunity to make requests, lodge complaints and where these are not satisfactorily resolved in a timely manner, be able to take matters to an independent competent authority, without being victimised.<sup>174</sup> However, there were concerns raised with the inspection team that there can be 'retaliation' for making complaints by some staff. The Inspector reminded management and staff that it was an offence under the ICS Act to take reprisal action against staff or inmates for speaking with us.<sup>175</sup>

We were also advised that trainee telephones were only 'turned on' after 4pm on weekdays, limiting access to oversight bodies such as the Ombudsman, ICAC or the HealthCare Complaints Commission. While our advice to rectify this was acted on swiftly, it was concerning that this practice had developed locally, and had not previously been reported to the Governor or Acting Governor based at Wellington Correctional Centre.

## Accommodation and living areas

### **YDC provides a decent standard of accommodation for trainees, and there is ease of movement**

Small group housing units, with small group living areas, are preferable to large multi-storey cell blocks, as small communities are better able to promote cooperation and responsible choice by inmates.<sup>176</sup> This is particularly important for minimum security facilities, which should be a final placement before release to freedom. This concept is reasonably well demonstrated in the YDC design. Trainees are housed in a series of accommodation blocks, progressing from a dorm style 3-person room with separate shared shower and bathroom block, small single rooms with ensuite to group accommodation houses where trainees have their own room and share a living/lounge area. There was also a shared common room for these units which has a TV and was open until 11pm.

Temperatures around Brewarrina can be extreme in summer months, and average daily temperatures exceed 30 degrees for five months of the year. It was therefore necessary for accommodation blocks to have air conditioning in living areas.

The living and accommodation units also facilitate incentives appropriate to the inmate profile.<sup>177</sup> Should a trainee maintain good behaviour, in time he might progress to the honour unit ('Wombat') which has its own lounge and kitchen facilities. This unit is set back from the main complex, and is out of bounds for other trainees. Rooms within the house were simple but spacious, and each room had its own small fridge to store perishable items. There was an additional room off the common room that appeared to be used for painting and art.

Essentially, accommodation was of a decent standard, with a built-in incentive of progression through to more privileged rooms over time. Apart from stage 1, the majority of inmates do not have to share sleeping quarters, which is desirable for both safety and privacy. Trainees also have considerable freedom, and a curfew, rather than mandatory lock-in times, which requires self-management and discipline.

### **Some common areas were in poor condition and required attention**

Some of the common areas however, such as the common lounge/TV room, and the bathroom facilities for Stage 1 trainees, were in poor and/or damaged condition. The shared common room had inadequate seating for trainees to watch TV, and the seating they did have was dilapidated. Some of the bathrooms were in poor and unsanitary condition. These were reported to the centre for remedial action at the time. While always possible that some current or prior trainees had caused the damage (e.g. holes and rips in furniture, or due to failure to maintain basic cleaning routines), the conditions were not appropriate.

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174 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 47.

175 *Inspector of Custodial Services Act 2012*, (NSW) s 20.

176 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards, 19.1 - 19.2.

177 See Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 19.3.

Correctional centres must implement practices to ensure that sufficient day to day cleaning is conducted to maintain proper standards of hygiene.<sup>178</sup>

On a follow up visit in June 2019, it was noted that the centre had acted on interim feedback, and placed new seating in the common room.

## Food and nutrition

### Food was freshly prepared on site, and appreciated by trainees

When visiting correctional facilities, it is rare not to receive a complaint about food. At YDC, trainees were positive about this aspect of life at the centre, and we heard no complaints. All food is freshly prepared on site, and there is a proper dedicated dining room where trainees can sit and eat meals together. On the day of our visit we observed the weekly food delivery including meats and fresh fruit and vegetables. The staff kitchen worker indicated she was working to an average budget of \$12 per day to provide three meals a day to trainees, which still enabled trainees to eat well and potentially learn skills. The simple fact of freshly prepared meals on site, and sitting in a decent designated dining room to eat, contributed to the well-being of the trainees.

While two trainees assisted in the kitchen, there were no kitchen or hospitality courses offered, other than necessary food hygiene. It was considered that the kitchen facilities were too small to facilitate formal vocational training; however we would recommend exploring this opportunity if at all possible. Workers were gaining valuable skills in the kitchen, and it would be preferable to allow some to leave YDC with some hospitality certification.

## Visits and contacts

Visits are conducted on weekends. At the time of the inspection, the trainee population came from all different areas of NSW. While some had a home residence recorded in the central and far west regions, several were from as far as the Newcastle and Hunter regions, as well as New England and the North Coast. We expect many would not receive regular family visits due to these distances.<sup>179</sup> Despite this, access to visits was not raised by trainees at the time of the inspection.<sup>180</sup>

For those that did receive visits, the facilities are essentially outdoor picnic style tables and benches. While not in poor condition *per se* (simple, relaxed outdoor facilities are usually a welcome part of a visits centre), the centre lacks any additional indoor or air conditioned visits facilities, or even a larger shaded area. Given the heat in summer months, this was raised by trainees as a concern, particularly for any young children visiting. This would equally apply to older visitors. CSNSW should make the visits area more comfortable for visitors. On a subsequent visit, we observed some updated amenities for visitors (refurbished bathroom and benches).

Trainees were able to access telephones to contact family. Concerns were raised about limited hours of phone access, (turning on at 4pm weekdays and 10am weekends) and this was raised with centre management at the time for action. YDC does not have audio visual facilities to facilitate family contact.

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178 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 75.3.

179 At the time of the inspection, YDC was unable to advise the number of inmates who had not received a family/friend visit over a 12 month period as it was not recorded.

180 Persons on a low income such as Centrelink, or those suffering financial hardship, may be eligible for some financial assistance with costs for travel and accommodation (if normally residing more than 100km from the correctional centre).

## Health services

Trainees had relatively good access to basic health services, particularly given the remote location. Trainees did not raise any particular concerns regarding health services, and were generally satisfied with their access to the clinic. There is nursing coverage at the on-site clinic from 6.30am to 4pm Monday to Friday, with hours covered by two JH&FMHN nurses who job share. Outside of these hours officers may call ROAMS for advice.<sup>181</sup> Nursing staff felt supported through colleagues and supervisors based in Wellington or elsewhere in JH&FMHN, and that communication was positive. They indicated their main focus for trainees was primary health (monitoring and treating diabetes, blood pressure, kidney disease and heart disease), as well as support regarding diet, exercise and general health. YDC does not accept inmates with ongoing serious mental health issues, and if a trainee requires access to a psychiatrist they will generally be transferred to a larger centre.

Trainees who require a GP will be escorted to Brewarrina town if and when needed. For dental care, YDC uses the services of a community dentist in Nyngan. Given the small population the dental waiting list was approximately two months at the time of the inspection, which compares favourably with other centres. Additionally, a psychologist from the Aboriginal Medical Service was attending the centre once per fortnight for a half day, usually seeing 3-4 trainees per visit. Overall, considering the remote location, we were impressed with the health services for trainees.

The major area of concern for staff was computer and phone outages, which was a local infrastructure issue. While telehealth could play a useful role for remote centres, there were no audio visual units at YDC. JH&FMHN have since advised that telehealth was explored previously, but was not considered viable at YDC due to the unreliable network and phone service. Unreliable phone and computer operation was raised by several other staff during the inspection. If YDC is to continue operations and thrive, CSNSW should regularly monitor and assess such outages and provide appropriate support.

## Recreation

Trainees have access to some very basic outdoor exercise equipment, although there was no indoor gym. A small stock of leisure and sports equipment including board games, cricket bats, tennis rackets, tennis balls and frisbees was observed, although trainees noted a need for new footballs. Unlike other centres, trainees are not locked in their units in the late afternoon, and therefore access to time for recreation is a positive feature. More organised pro-social recreational activities could better occupy trainees.

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<sup>181</sup> A Remote Offsite After Hours Medical Service (ROAMS) operates 24-hours per day, linking health centres with drug and alcohol, mental health and population health specialist nurses as well as senior operational managers. These services may be utilised by primary health nurses seeking specialist advice, and by CSNSW staff in the absence of JH&FMHN staff.



Entry to property



Fire pit



Trainee dining room



TV and recreation room



Exercise equipment



Kitchen area, shared accommodation



Trainee dorm room (Stage 1)



Trainee single room in Honour House

## Chapter 6

### Ivanhoe (Warakirri) Correctional Centre

#### Overview

Ivanhoe (Warakirri) Correctional Centre ('Ivanhoe CC') is a small minimum security facility for male offenders located in far western NSW. It is near the small town of Ivanhoe, some 210 km north of Hay.<sup>182</sup> The centre was established on land formerly associated with servicing the railways, across from the (now unmanned) Ivanhoe railway station.<sup>183</sup> According to the 2016 Census, 10.1% of all employed people in Ivanhoe reported working in Correctional and Detention Services. The corresponding state and national averages for this industry were 0.2% and 0.3% respectively.<sup>184</sup>

The closest neighbouring correctional centre is at Broken Hill, approximately 320 km away via Menindee, on unsealed roads. Health, programs and education at Ivanhoe CC are all at least partially supported by staff based at Broken Hill, who either travel to Ivanhoe CC part-time, or otherwise support the centre remotely. At the time of the inspection the Governor of Broken Hill Correctional Centre ('Broken Hill CC') was also the Governor of Ivanhoe CC, and travelled to and from both centres.

The centre has a stated maximum capacity of 45 inmates, and at the time of the inspection the population was 38. The recent average daily population was somewhat lower, at 30.<sup>185</sup> Various factors can impact on population levels. For many inmates, visiting Ivanhoe CC on a regular basis is either a burden or simply not feasible for their families. We also heard that the centre's water supply and infrastructure can struggle to support a full population, particularly given long-term drought conditions in western NSW. At the time of the inspection 16 out of 38 men present (approximately 42%) were Aboriginal or Torres Strait Islander (ATSI) status. Some 14 (approximately 37%) were foreign nationals, likely destined for deportation after completion of their sentence.<sup>186</sup>

Inmates had reasonable freedom of movement within the centre, and during the inspection a relatively calm atmosphere was noted. Particularly positive was the general level of respectful interactions and good communication between staff and inmates. Staff morale also appeared positive, with effective cooperation essential for working in small locations at considerable distance from major towns.

While many things worked well at Ivanhoe CC, inmates did not really have enough to do. Work (including work beneficial to the local community) was available but often effectively part-time. Staff had clearly worked hard to make the small education centre a positive space, but there were systemic gaps in service delivery, outside the control of staff on the ground. Essentially, it appeared to accommodate an inmate population who either did not object to or were in favour of serving their sentence in a small remote location. It would be preferable for them to have more opportunities to occupy themselves productively while serving their sentence here. Very few centres in NSW are unburdened by crowding. If CSNSW and the NSW Government continue to place inmates here, strategic planning is required to determine what activities can realistically be targeted and enhanced on a regular basis.

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182 Recorded population of 327, per 2016 Census. See Australian Bureau of Statistics, '2016 QuickStats' [https://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/SSC11991](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/SSC11991).

183 Ivanhoe was formerly a change-over point for rail crews, and the area taken over by the correctional centre was a once a base for track and locomotive maintenance depots, workshops and worker housing.

184 Australian Bureau of Statistics, '2016 QuickStats' [https://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/SSC11991?\\_sm\\_au\\_=i5VM41SHvF0DGnjN](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/SSC11991?_sm_au_=i5VM41SHvF0DGnjN)

185 In the 12 months to 30 September 2018, the average daily population was 30. In the 12 months before that, 27. Information provided by CSNSW.

186 The CSNSW website describes the centre as having a population that is 'approximately 80% aboriginal.'

## Employment and community work

### Inmates primarily worked to support the self-sufficiency of the centre, and to support the local community

Inmates should have access to a range of productive employment opportunities, and employment should be constructive and beneficial.<sup>187</sup> Where constructive work is available, it should be of a reasonable length.<sup>188</sup> At the time of the inspection it appeared work was available but it could not all be described as full-time. This gap would be better filled with education, training and cultural activities.

Unlike the larger centres inspected, Ivanhoe CC does not have a CSI commercial business unit on site. (For example, agriculture, sawmill, furniture etc.). Inmates worked in the kitchen and laundry, as domestic cleaners, and in building and grounds maintenance. Essentially, inmates worked together with staff to support the self-sufficiency of the centre and 'keep the centre running' while serving their time. Selected inmates also participated in community projects such as beautification work at the local cemetery and hospital. During the inspection, inmates told us there was not enough work to keep everyone occupied. Community projects work for example was not available every day, so inmates 'took turns' participating.

Unlike most correctional centres, evening meals were freshly prepared on site by kitchen workers, as Ivanhoe is too remote to form part of the state-wide CSI meal distribution. While this was certainly considered an advantage by inmates, this positive work was not paired with any related vocational training, such as catering or hospitality. At the time of the inspection, the kitchen and laundry were predominantly staffed with foreign nationals, generally not eligible for traineeships.<sup>189</sup>

Inmates were performing work that provided specific benefits to the local community, as well as work that offset the costs of imprisonment.<sup>190</sup> For example:

- The inspection team saw areas in town where grounds and lawns were maintained by the community projects team, for example the hospital grounds, war memorial and cemetery.<sup>191</sup>
- Kitchen workers were preparing regular meals for a number of elderly people in Ivanhoe, through a longstanding arrangement between Ivanhoe CC and Meals on Wheels.
- Inmates had recently assisted in installing a new roof for staff accommodation.<sup>192</sup>



Kitchen workers



Meals on Wheels collection from Ivanhoe CC

187 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standards 128, 128.3.

188 ICS standards provide a guideline that full-time work should comprise at least six hours a day for five days a week. (129.1)

189A person seeking to undertake an apprenticeship or traineeship in NSW must be an Australian citizen or a foreign national with permanent residency or a New Zealand passport holder who has been resident in Australia for at least six months or hold a visa sub-class on the Visa Information for Apprenticeships and Traineeships list: see NSW Department of Industry, *Training Services NSW: Citizenship and Residency Status Requirements to Undertake Apprenticeship or Traineeship* (8 May 2018).

190 ICS standards 133 and 134 state that wherever possible, inmates should be employed in work that provides specific benefit to the community as well as work that offsets the costs of imprisonment to the community.

191 Through arrangement with Central Darling Shire Council.

192 Staff predominantly reside on site during their roster period, renting accommodation supplied by CSNSW adjacent to the centre.



Ivanhoe Health Service grounds maintained by Ivanhoe CC Community Projects



Ivanhoe cemetery grounds maintained by Ivanhoe CC Community Projects

## Education and vocational training

### Short courses in vocational training were offered

Ivanhoe CC was staffed with an Assessment and Planning Officer on site (appointed in January 2018), and by an Education Coordinator based in Broken Hill. Considering its location and resources, Ivanhoe CC was making good efforts to provide some vocational training instruction to inmates. Sometimes inmates travelled to Broken Hill CC to join instruction there. At other times instructors would travel to Ivanhoe CC for on-site instruction. There were a total of 38 participants in the various vocational training programs over the 2017-2018 financial year, noting that number may reflect the same individuals completing more than one course. 25 of those participants (66%) were Aboriginal.

Most were short courses over a period of days, as opposed to full certificates. Inmates gained 'Statements of Attainment' in various subject areas, such as Excavator and Wheeled Front End Loader Operations (Civil Construction), Welding and Thermal Cutting, Chainsaw Operations and Food Safety. The following overview was provided by CSNSW for the 1 July 2017 to 30 June 2018 financial year:

**Table 12: Vocational Training at Ivanhoe CC, 2017-2018<sup>193</sup>**

Vocational Training area	Number of participants
Workplace Health and Safety	3
Chainsaws	11
Construction	17
Engineering	6
Welding	6
Asbestos Removal	12
First Aid	11
Food Safety	9
Test and Tag	10
White Card	12
<b>Total individuals</b>	<b>38</b>

Ivanhoe CC did not offer traineeships to inmates. We were advised this was due to the lack of a CSI business unit to provide the scope of work for participation in traineeships.

<sup>193</sup> Information provided by Corrective Services NSW, May 2019.

## There was no provision of Foundation Skills Programs

At the time of the inspection, there had been no teacher or BSI Learning presence at Ivanhoe CC since August 2017. This meant that there had been no literacy and numeracy classes over an eight to nine month period. This situation has persisted. CSNSW are of the view there is no demand for Foundation Skills Programs (LLN and Digital Literacy) at Ivanhoe CC, either due to inmates having been assessed as having adequate levels of literacy and numeracy, or due to the numbers of inmates from a Non-English speaking or linguistically diverse backgrounds, who may not be eligible. During the inspection it was suggested that a Digital Literacy course (generally four hours per week) was not viable, presumably due to resources required in providing on-site instruction.

While some inmates at Ivanhoe CC may not be eligible for Foundation Skills Programs in accordance with current CSNSW policies, there was certainly a demand expressed to the inspection team for English language education, or other literacy programs. CSNSW approved literacy programs may not be designed for inmates with good levels of literacy and numeracy in a language other than English. However, if CSNSW continues to place a specific and small population at Ivanhoe CC, more effort should be put into providing education and courses relevant to that population.

In the absence of formal literacy and numeracy classes and full-time work options, the Education Office was holding informal conversational English sessions for interested inmates. The Centre was also offering inmates the opportunity to complete their Drivers Knowledge Test.<sup>194</sup> During the inspection we heard from inmates that the education centre was a positive and welcoming environment and this is commendable.

## Programs and pre-release

No rehabilitative programs (either criminogenic or general well-being) were run at Ivanhoe CC and it appeared there is no intention to do so. We were advised that at least half the population at the time of the inspection were not eligible, and a small number were still waiting for assessment. The small population also affected the likelihood that a sufficient quorum of eligible inmates would ever be present at the same time to run a program.<sup>195</sup> Staff advised that inmates needing to complete a program were usually sent to Broken Hill CC to join a group there. (Although that centre has also reported sometimes struggling to identify enough inmates to participate in EQUIPS programs). Other voluntary or well-being programs that do not require specific offence-mapping, for example, dads and family, or addiction support were also not available.

There is not necessarily a structural gap in the absence of EQUIPS program delivery through Ivanhoe CC, on the basis that inmates i) have already completed required programs; ii) are ineligible; or iii) will access what they need through cooperation with Broken Hill CC.<sup>196</sup> However, this reinforces a lack of opportunities in other areas. Absent the need to deliver regular programs, what is the focus for these inmates as they serve the remainder of their sentence at Ivanhoe? This was unclear to the inspection team.

The centre lacked the regular presence of a SAPO.<sup>197</sup> At the time of the inspection a SAPO from Broken Hill CC was traveling to Ivanhoe part-time and monitoring remotely from Broken Hill CC. While this was supposed to be one day per fortnight, generally coinciding with new arrivals at the centre, inmates and staff indicated that this was sometimes only one day per month. Broken Hill CC staff also support the centre

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194 If an inmate passes the test, their result is passed onto NSW Roads and Maritime Services (RMS). Upon release an inmate is able to go to RMS, show their identification and receive their learner's permit. So far three inmates have passed this test and another three were learning their theory so that they can undertake this test in the near future.

195 A minimum of 10 offenders is required to commence an EQUIPS program and a maximum of 12 inmates may be allocated to an in-custody program group at any one time. Once the program has commenced, a minimum of six offenders is needed to maintain the integrity and standard delivery of the program. Per Corrective Services NSW, *Policy for Implementation, Delivery and Integrity Monitoring of the EQUIPS Suite of Programs*, (Policy, July 2017) 11.

196 Travelling for programs, which may require leaving your settled accommodation and environment and adjusting to a new centre environment and routine, while also participating in intensive rehabilitation, can understandably be unpopular with and challenging for inmates.

197 Services and Programs Officers deliver services and behaviour change programs to offenders. They complete a range of assessments and contribute to case planning so that the right services and programs are provided to offenders.

remotely (via telephone) while maintaining their own workloads at Broken Hill. As at 31 December 2018, the SAPO position based at Broken Hill CC that also supports Ivanhoe CC part-time was vacant, following a resignation.

While Broken Hill CC SAPO staff are available remotely by telephone, naturally inmates at Ivanhoe CC felt the absence of in-person support. The lack of an on-site SAPO is compounded by the general isolation of the facility, and is an issue that continues to be raised by inmates through the Official Visitor. Recruitment to Ivanhoe CC is an ongoing challenge. Safety (driving) issues can come into play for staff expected to regularly travel between the two centres. As with YDC, CSNSW needs to explore more creative or flexible approaches to employment and delivery of services.

At the time of the inspection, the new case management system was not yet operating. CSNSW reported that the case management officer role dedicated for Ivanhoe CC was filled in September 2018. We hope with time the new dedicated case management roles across the system will result in better case planning for inmates at Ivanhoe CC.

Ivanhoe CC was not operating as a traditional pre-release facility. There was no works release at Ivanhoe CC, nor any other unescorted leave. As at 1 September 2018, the entire inmate population (29) were C2 classification, and not C3.<sup>198</sup> Inmates must achieve a C3 classification in order to be eligible for the range of unescorted leave programs, including works release, offered by CSNSW. We were advised that inmates are rarely released directly from Ivanhoe CC and that they will ordinarily be transferred to another correctional centre and released from there. Figures provided by CSNSW confirmed this.<sup>199</sup> Inmates classified as likely to be deported after serving their sentence, for example, are generally transferred to a Sydney metropolitan correctional facility before the end of their non-parole period. Staff from Griffith District Office for Community Corrections attend Ivanhoe CC on a monthly basis to provide pre-release parole related services.<sup>200</sup>

Ivanhoe CC's location (affecting local off-site employment or educational opportunities as well as proximity to family networks) may well mean external leave programs are simply not feasible. However, some responsibility must be taken for placing people in this centre. Inmates themselves were relatively content, in the sense they did not wish to be sent to another facility, but wanted more to do, and preferably more 'in person' support. Staff on the ground do the best they can with limited resources available. Additional strategic focus towards educational and cultural activities for inmates while they spend time here is required. Otherwise this is a lost opportunity to provide rehabilitation and prepare predominantly Aboriginal inmates for reintegration into the community.

**Recommendation: Corrective Services NSW identify additional educational, cultural and skilled employment opportunities to be targeted for inmates at Ivanhoe Correctional Centre.**

**Recommendation: Corrective Services NSW increase availability of in-person SAPO services at Ivanhoe Correctional Centre, ensuring staff are appropriately supported.**

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198 Information provided by Corrective Services NSW, November 2018.

199 Of the 19 persons released on parole from Ivanhoe CC between October 2016 and September 2018, only two were supervised by the District Office of Community Corrections associated with the centre (Griffith District Office). Information provided by Corrective Services NSW.

200 Ivanhoe is some 350km from Griffith via Hay (sealed roads) or 260km via Hillston.



Education room



Library

## Daily life

**Inmates were serving their sentence in a relatively calm environment, in basic living conditions**

### Living areas

There were two main accommodation areas at Ivanhoe CC, with 'A wing' reserved for inmates demonstrating good behaviour. Although basic, the rooms were single occupancy with their own shower and toilet, providing privacy. The A Wing also had a small common kitchenette where inmates could prepare some food, as well as a very basic common area containing a ping pong table and bench seating etc.

The B and C Wings were located in a demountable that was previously used as athletes' accommodation at the Sydney 2000 Olympics before its relocation to Ivanhoe CC. There were some toilets inside the wing, and a separate shared ablutions structure outside, meaning that inmates have to leave the accommodation building to shower. While these facilities were in reasonable condition, an outdoor ablutions block (as opposed to a separate bathroom within the living quarters) is something seen in older, out-dated corrections facilities. It removes any freedom for minimum security inmates to shower in the evenings after lock-in (4.45pm in winter, 5.45pm in daylight savings). Inmates complained that with the higher than usual population at the time of the inspection (38), the hot water for showers was always running out. Some rooms in B and C wing were dual occupancy with two beds, although the population is not always high enough to require inmates to share.

Summer temperatures in Ivanhoe can be extreme. Rooms had air conditioning units installed, and inmates had access to a small refrigerator in their units to keep water and other drinks cool, and to store perishable food items appropriately to avoid illness.

### Clothing, laundry and bedding

Clothing packs were issued at reception. Spare jackets were kept in the laundry and available to all inmates at no cost. There were also a number of pre-used boots stored in the laundry that were used as 'back up' pairs. Spare mattresses were wrapped in plastic and also stored in the laundry. One inmate was employed in the laundry to launder inmates' clothes and bedding.



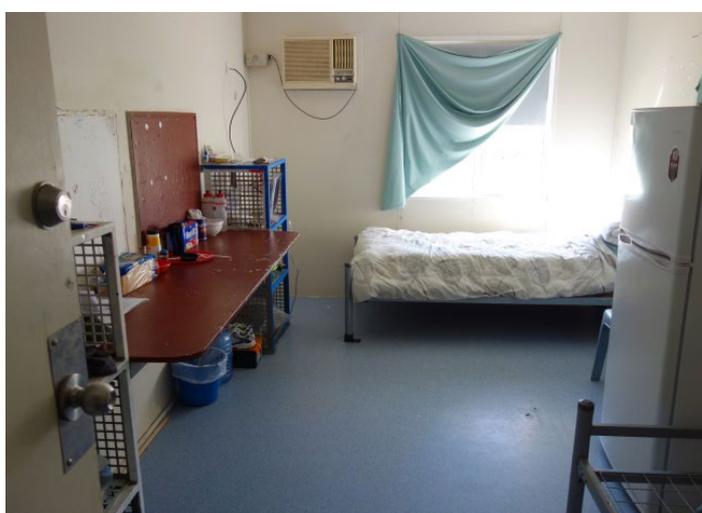
Grounds, Ivanhoe CC



Inmate accommodation building to the left, bathroom block to the rear and staff compound office to the right



Inmate accommodation area, A wing



Inmate cell, B Wing

## Food

### **Food was freshly prepared on site, and appreciated**

Due to the remote location, Ivanhoe CC is not included in the state-wide distribution of 'CSI meals'. This means that all food except the breakfast cereal packs is cooked fresh each day. The small kitchen ran a four-week cyclic menu with most days affording sandwiches for lunch and a hot meal in the evening. Fruits and salads were incorporated. Dietary requirements (for example halal or gluten free) were catered for. There are up to five paid positions for inmates in the kitchen in the centre's employment profile. We observed inmates and staff working efficiently in the small kitchen, preparing evening meals of a standard accepted by Meals on Wheels for distribution to some persons in the local community.

Some of the vegetables and eggs used in the meals were sourced from the Centre's small vegetable garden and chickens kept on site. During the inspection several inmates praised the food, and most were pleased that they did not have to eat CSI meals. There was also a meat buy-up for barbeques held each Saturday night, which inmates paid for and cooked for themselves. Clearly the availability of freshly cooked food contributed to inmates' sense of general well-being.

## Recreation

Recreational infrastructure at Ivanhoe CC included an undercover outdoor gym, two barbeques, and a small library. There was also an adjacent field area where inmates with permission could play improvised golf.

The Education Room (open between 8:30 am and 3:30 pm on weekdays) was an inviting space utilised by many of the inmates for passive recreation. For example, inmates would come to the Education Room in groups of five to do crosswords and play games together. Aboriginal inmates also accessed an Aboriginal cultural program on the inmate computer system in the Education Room. There was also talk of an inmate possibly teaching other inmates how to play the guitar in the near future. An inmate also recently won the far-west Aboriginal art prize.

At the time of inspection, there was no one employed to facilitate cultural activities for Aboriginal inmates. It was explained that an art program that was run by TAFE was no longer running as the teacher had moved. Despite this the centre encouraged inmates to engage in cultural activities such as making didgeridoos and carving eggs. Every Tuesday an art buy-up form was circulated so that inmates could purchase what they needed for their art activities that week. Art supplies were also put aside for those inmates who could not afford to buy their own supplies.

The library was open between 1:30 pm and 2:00 pm every day and contained a range of games, magazines and books available to loan. There was also a selection of foreign language books for the foreign language population. Unfortunately, as with many centres, the library is usually locked and unattended outside of borrowing time, and there was no inmate librarian. The physical location of the library (in the services building, which includes staff offices) requires a staff member to facilitate and supervise inmate access. It is not equipped with seated reading areas or otherwise available for inmates to drop in and out.

## Visits and contacts

### **Increasing opportunities to contact family and friends via phone and other technologies must be prioritised.**

Inmates serving their sentence at Ivanhoe CC were generally agreeable to their placement there, primarily due to the calm environment and positive staff/inmate relationships. Inmates told us that they rarely had visitors due to Ivanhoe's remote location and the expense of travelling there. This aspect of life at Ivanhoe CC was 'understood'. At the time of inspection there appeared to be no local men incarcerated at Ivanhoe CC. We also heard that some foreign national inmates are sent to Ivanhoe CC specifically because they did not expect to receive any in-person family visitors. It was considered that they were therefore not disadvantaged by the centre's isolated location.

Inmates were not satisfied with their ability to contact family via telephone. We heard numerous complaints that two telephones were not enough to cater for the inmate population at the Centre. In addition, foreign national inmates with family in other countries found it very costly to make international phone calls.<sup>201</sup> The ICS Inspection Standards include a de-facto standard of 1 phone for 20 inmates, and therefore in principle Ivanhoe CC had sufficient phones.<sup>202</sup> However restrictions on use (available after 12 noon) limited flexibility, particularly if calling other time zones. An isolated centre such as Ivanhoe CC should be maximising inmates' opportunity to contact family and friends.

Ivanhoe CC had two relatively recently installed AVL suites which are in soundproofed rooms. These AVL suites were used approximately once a month, mainly for court matters. The potential for these suites to be used as an alternative means for inmates to contact their families had not yet been effectively explored. There are several 'Community Corrections' hubs where families can book centralised facilities to contact an inmate via video conference.<sup>203</sup> Awareness of these possibilities needs to be increased among inmates and staff, and use of the existing AVL to facilitate family visits should also be increased.

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201 Anecdotally, inmates reported costs of at least \$5-10 per call to contact China, Taiwan.

202 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 106.2.

203 Courts at Wyong, Walgett, Bateman's Bay, Bourke, Broken Hill, Moree, Wagga Wagga, Wilcannia, Burwood, have such facilities, as well as the CRC in Sydney.

Foreign nationals were particularly interested in using this technology to contact family overseas, which was not happening, and staff seemed unsure about the practice. Audio visual family visits are still being trialled in the system, particularly with own-use devices. Remote centres like Ivanhoe CC should be prioritised for support in exploring the possibility of utilising the AVL for family and social visits.

For those inmates who did get visitors, there was a visitors' area open Saturdays and Sundays, from 9:00 am to 2:00 pm. The centre also has an apartment that can be booked by families who have travelled and wish to stay over the weekend for extended visits. In previous years the official visitor had drawn attention to this accommodation falling into poor and neglected condition. It was in good condition at the time of inspection.

Ivanhoe CC has a longstanding relationship with two local Aboriginal women who provide visiting and cultural support to Aboriginal men, and who attend the centre on weekends during visiting hours. The long standing commitment of the women in support of the incarcerated population is impressive. Additionally, an Aboriginal Official Visitor visits Ivanhoe CC on a monthly basis.

### **Staff – inmate relationships**

We observed positive interactions between staff and inmates. Inmates told us that the staff at Ivanhoe CC are 'better than at most jails'.

We were also told by staff in the Operations Room that inmates were able to approach the room at any time. These officers told us that they appreciated that the inmates were far away from their families and that if they treated the inmates 'the way you would like to be treated' then the less problems they had. While we were in the Operations Room we saw inmates coming to the door and communicating respectfully and confidently with staff.

### **Other matters**

#### **Inmate Delegate Committee**

There was a functioning IDC, composed of one Aboriginal delegate and one foreign national delegate. The two delegates were able to articulate their role and the general issues experienced at Ivanhoe CC well. They highlighted that the IDC meetings occur every three months and are also attended by two to five staff members, including the Manager of Security. Despite this, the delegates suggested that these meetings should occur monthly, as the inmate population was growing. According to the IDC delegates, the lines of communication between local management and the IDC were good. Nevertheless, it is good practice to hold monthly IDC meetings.

#### **Reception**

New inmates arrive from Broken Hill CC or Wellington CC every second Tuesday. Ivanhoe CC appeared to have sufficient clothing stock and other supplies on hand. While we did not observe new arrivals, the IDC was reportedly informed of new arrivals and the Aboriginal delegate provided orientation support for Aboriginal men arriving.

There was a gap regarding the population of inmates with little English language ability, which was growing. Officers sometimes relied on other inmates to assist in translating, which is inappropriate for a reception meeting in terms of privacy and confidentiality (and also runs the risk of missing vital information). When it was highlighted that officers could use an interpreter service, they were concerned about the cost. CSNSW have advised that it is the responsibility of all CSNSW staff to access and utilise the most effective range of available language services.<sup>204</sup> Ivanhoe CC should be notified as a priority if a non-English speaker is arriving, to at least allow (telephone) interpretation assistance to be booked in advance.

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204 Information provided by Corrective Services NSW November 2019.

**Recommendation: Review reception and orientation processes to ensure that the needs of non-English speaking inmates are not disadvantaged, and interpreter services are utilised for confidential communications.**

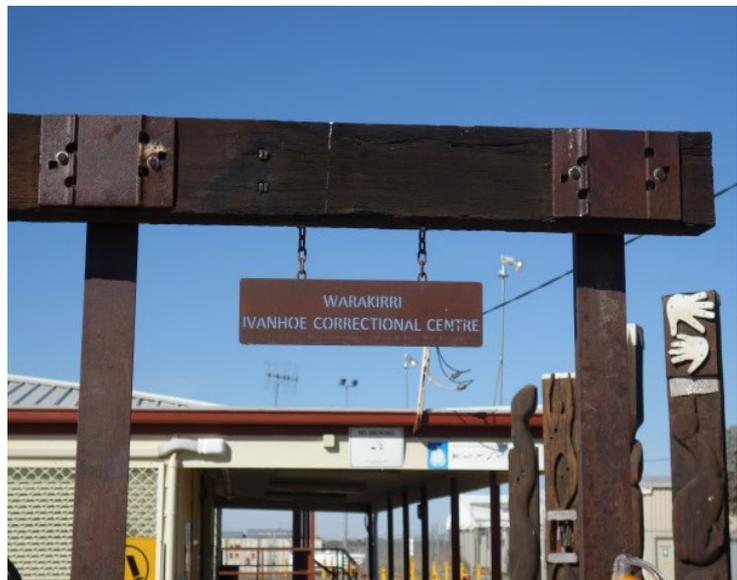
### Health services

Inmates require JH&FMHN clearance to be placed at Ivanhoe CC. There had been a nursing vacancy at Ivanhoe CC for some time, and the centre was supported by a relief nurse travelling from Broken Hill CC on a part-time time basis, two to three days per week. In addition to tending to the medical needs of inmates, the nurse prepares any required medication in envelopes for each inmate for the Centre's staff to dispense when required. The Nursing Unit Manager from Broken Hill CC attended every 6-8 weeks for oversight. Out of business hours, officers consult ROAMS for advice and other services were available through Royal Flying Doctor Service, Broken Hill Hospital or the local medical centre if required. The centre clinic was clean and professionally presented.

Recruiting a permanent JH&FMHN nurse may not be feasible to a location as remote as Ivanhoe. This is another area where alternative recruitment incentives or methods need to be explored to ensure delivery of services to inmates.<sup>205</sup>



Vegetable gardens



Entry sign

<sup>205</sup> JH&FMHN advised that a substantive RN was employed in November 2019.

## Chapter 7

### Glen Innes Correctional Centre

#### Overview

Glen Innes Correctional Centre ('Glen Innes CC') is a minimum security facility for men approximately 45 kilometres east of the town of Glen Innes, in the Northern Tablelands of NSW. It opened in 1928, originally known as the Mount Mitchell Afforestation Camp and subsequently the Glen Innes Afforestation Camp. The site chosen for building the prison camp was reportedly virgin forest, which had to be cleared and built on by the original inmates and staff.<sup>206</sup> The current facility was constructed in 1996.<sup>207</sup>

Glen Innes CC holds C2 and C3 minimum security inmates, with a maximum inmate population of 208. We heard that the centre is rarely if ever at full capacity. Figures provided by CSNSW confirmed this, with a daily average population of 167 between October 2016 and September 2017, and 173 between October 2017 and September 2018.<sup>208</sup> Suggested reasons for this varied, including the number of other centres able to accommodate the same cohort of inmates. Distance and isolation from Sydney and other larger population hubs is also a factor; the ability to receive regular visits from family naturally impacts on inmates' willingness to transfer.

The majority of inmates are employed in the centre's sawmill, dry mill and timber products industries. They can also work in the centre's kitchen, as well as do cleaning, building and ground maintenance work. Some community work is also available on an occasional basis. The centre is pleasantly surrounded by trees and green space, and has a reasonable layout with regards to accommodation. As with many regional centres, staff displayed positive motivation and goodwill towards the facility and its role within the correctional system. Inmates broadly felt it was better than elsewhere in the system. While there was an impressive focus on industry and productivity, opportunities for pre-release leave and community work were limited. Standards for certain basic matters affecting the care and well-being of inmates required improvement.

#### Employment and community work

##### **There is enough work for inmates at Glen Innes CC, but it has a narrow focus.**

Glen Innes CC reported essentially full employment. It also had a relatively high proportion of inmates employed with a CSI Business Unit, and relatively low numbers with service industries such as cleaning, laundry and maintenance. An employment profile requested for the centre as at 31 December 2018 confirmed this.

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206 Information from NSW State Archives and Records, accessed via <https://www.records.nsw.gov.au/agency/480> on 9 July 2019.

207 See NSW Inspector of Custodial Services, *Full House: The growth of the inmate population in NSW* (Report, April 2015) 26.

208 Information provided by Corrective Services NSW, November 2018.

**Table 13: Employment profile of Glen Innes CC as at 31 December 2018<sup>209</sup>**

Employment	Profile	Actual
Clerks	2	3
General Service	3	4
Ground Maintenance	15	11
Dry Mill	45	34
Food Service / Laundry	13	13
Saw Mill	60	59
Saw Mill Maintenance	15	7
Timber Products	30	20
<b>Total Employed</b>	<b>183</b>	<b>151</b>

As the profile indicates, CSI Business Units at Glen Innes CC were almost all related to the timber mill, including the sawmill, dry mill, timber products, and sawmill maintenance. Various types of work are conducted around the mill: logs are cut into beams and planks, which often end up as pallets; workers on the floor sort and stack products, sweep and bin waste timber, and low grade material is stacked and dried for kindling, which is sold on commercially. In the dry mill, newly dried timbers were fed through rollers and compressed into smooth slats for use in making beds at other correctional facilities. It is a significant industrial operation and hard work for the staff and inmates.

New inmates are often expected to work there at first, and there was a sense expressed by many inmates as well as staff that the mill was all consuming to life at Glen Innes CC. A revised structured day had recently been implemented at the centre, involving inmates working longer hours over four days, instead of five days, so that a fifth day (Monday or Friday) could be better dedicated to education and training, EQUIPS programs or other voluntary programs.<sup>210</sup> While recognising the utility of a localised and negotiated solution between different areas, it suggests that time for non-work related rehabilitative activity had to be specifically 'carved out' of the working week, and that prison labour requirements for the mill tend to take priority over other rehabilitative activities. It also suggests that staff at this centre feel pressure or obligation (whether through the requirements of meeting production targets, performance targets or commercial contracts) to maintain the working hours at the mill.

Inmates should have access to a range of productive employment opportunities. Ideally, prison based employment should provide the opportunity for inmates to gain work experience, maintain work-readiness, and certified training, which together may help them to obtain and hold onto work on release from prison.<sup>211</sup> The timber mill and related work provides generic factory and industrial work experience, and contributes to inmates' general work readiness and knowledge of workplace health and safety. Some will also get experience on operating heavy machines, maintenance, welding, forklifts etc. However, industrial experience is most useful when seeking employment of a similar nature.<sup>212</sup> There is not a high demand for timber mill workers, particularly in major population hubs.<sup>213</sup> Related certified training was also limited, as discussed further below.

209 Information provided by Corrective Services NSW, May 2019.

210 This arrangement was still in place as at June 2019.

211 ICS standards 131.

212 Research by CSNSW on the relationship between post-release employment and training in custody found that a high proportion of offenders obtained post-release employment in industries that were congruent with the type of training received: see Kym Lindeman and Abilio de Almeida Neto, 'Evaluation of Vocational Training in Custody: Offenders' Experiences of Training and Pathways to Post-Release Employment (*Research Publication No. 58, Corrective Services NSW, August 2017*) 3.

213 According to the Australian Government Job Outlook, accessed in July 2019, Timber and Wood Process Workers is a very small occupation, with the number of people working having declined in the past five years, and expected to continue to decline. It is also an industry experiencing higher unemployment. <https://joboutlook.gov.au/Occupation?search=alpha&code=8394>

## The level of workplace injuries was concerning

An area of concern at Glen Innes CC was workplace health and safety. While on site we were informed of a number of kickback and splintering incidents in which inmates' hands or arms had received cuts, and one serious incident in which a saw operator's torso was impaled. We were advised that work safe inspectors and CSI representatives reviewed safety operations at the mill after major incidents and changes had been made, both to processes and guarding of machinery.<sup>214</sup>

Information subsequently requested from CSNSW revealed a high level of workplace related injuries or incidents reported to CSNSW and JH&FMHN. Glen Innes CC reported a total of 91 incidents 2016 and 90 in 2017. By comparison Mannus CC and St Heliers CC reported 12 or less in the same years.<sup>215</sup> It also revealed that there had been no external safety reviews in the previous five years. Workplace safety audits were last carried out in January 2016 by CSI employees.<sup>216</sup>

Every new inmate at Glen Innes CC has a morning-long safety induction delivered by a TAFE lecturer. This was observed in part by the inspection team. It was thorough and included learnings from major incidents at the mill, along with multiple other examples from many industries. Safety signage at entry to workshops was good, and staff and inmates reported that safety is the number one emphasis in daily meetings. The Work Health and Safety (WHS) committee was meeting monthly (adjusted from quarterly) and incorporated proactive site visits and inspections. Based on observations during the inspection, WHS record-keeping and monitoring of statistics and injury rates required improvement.

But timber milling and associated operations are inherently dangerous, made more so by the limited automation in the plant and the high density of workers in some areas.<sup>217</sup> This may be exacerbated by the longer working days. The stacking area where many new workers start is one of elevated risk, particularly for new workers unaccustomed to a workplace requiring high levels of safety diligence. Some newly inducted workers we spoke to were concerned about the safety risks in the mill, opining that safety tends to take second place when a business is under pressure to produce. There also appeared to be room to better demarcate safe pedestrian access within the mill, and increased safety signage within the workplace.

Some level of risk may be acceptable on the grounds of strong employment outcomes for released inmates, which seems unlikely to be the case as the timber was reportedly shipped in from other areas of NSW, and was not local. Looking long-term, we would like to see a greater variety of employment and training options at Glen Innes CC, as the centre has many other positive aspects. The saw mill's viability as a productive enterprise, and as the main source of employment at Glen Innes CC should be independently reviewed.

**Recommendation: The viability of the mill at Glen Innes Correctional Centre as a productive enterprise, and as the main source of inmate employment at Glen Innes Correctional Centre should be independently reviewed.**

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214 In the 2010/2011 Annual Report of the NSW Department of Attorney General and Justice, Corrective Services reported that CSI had started a major capital works upgrade on the Glen Innes Sawmill, which 'will address safety hazards and significantly improve productivity': see Attorney General and Justice, NSW Government, *2010/11 Annual Report: A Just and Safe Society* (Report, October 2011) 117.

215 Information provided by Corrective Services NSW, November 2018.

216 Information provided by Corrective Services NSW, September 2019. We were informed that the CSNSW employees who conduct the audits have successfully completed accredited safety auditor training courses by external organisations, and that audits are conducted in accordance with Australian and New Zealand Standard 4801.

217 Commercial mills are likely far more mechanised, with fewer workers.



Timber mill and industries



Timber mill and industries

### Community work

Glen Innes CC had a small community work program, which is ad-hoc rather than full-time. This included helping set up the annual Celtic festival, developing visitor amenities at Beardies Plain, and during the inspection period, landscaping the Community Corrections Office in Glen Innes. We also note several instances in 2018 of inmates and staff supporting local community members affected by drought, which is commendable.

### Education and vocational training

#### No literacy or numeracy education at the time of inspection

The new education contractor had not placed anyone at Glen Innes CC at the time of inspection in May 2018. No Foundation Skills Programs (Language, Literacy and Numeracy, and Digital Literacy) ran in the 2017-2018 year.<sup>218</sup> We heard (as we had elsewhere) that it is challenging to recruit part-time individual contractors to smaller regional locations like Glen Innes.

Notwithstanding the background, the lack of means to provide basic education was concerning. Many inmates are disadvantaged in their educational background, and prison can be an excellent opportunity to develop essential literacy and numeracy skills. We were informed that the contractor ultimately provided resources for delivery of Foundation Skills Programs at Glen Innes CC in August 2018. Careful and close monitoring of service delivery in this area is required, to ensure no extended gaps like the one in 2017-2018 are experienced again.

#### Vocational training was available, but a wider range of training is needed

As mentioned above, new inmates at Glen Innes CC receive a thorough TAFE-instructed WHS program in their first week, which includes a safe food handling component. Information requested from CSNSW revealed that 351 inmates participated in some form of vocational training in the 2017-2018 year. This is a high number, boosted by WHS instruction. TAFE offered short courses in Forestry/Sawmilling and Engineering, and other certified training was offered in chainsaws, welding, and forklift.

Industrial training provided at Glen Innes CC (e.g. timber grading, forklift, chainsaw and welding) related primarily to the requirements of production, and not necessarily for the benefits of inmates on release. Inmates were also interested in construction white card, traffic management, truck licences, and senior first aid. While acknowledging that some of the training provided is relevant in many industries (e.g. forklift and welding), a wider and more comprehensive suite of vocational programs is recommended.

Some of the maintenance work carried out by inmates and staff across the centre incorporates construction and renovation activities and had potential to be complemented by certified training. Likewise for some mill activities, such as working at heights, skid steer and operating certain forms of heavy machinery.

<sup>218</sup> Information provided by Corrective Services NSW, May 2019.

The Vocational Training Course Delivery Plan at Glen Innes CC for 2017 and 2018 included working at heights, carpentry, traffic management, construction white card, and civil construction courses, but none of these were actually able to be delivered.

As at 30 June 2018, only two inmates were participating in a traineeship and no one was participating in distance or tertiary education.

CSNSW have advised that the volume and range of education and vocational training delivered at Glen Innes CC has increased since the inspection period. However CSNSW maintain that the range of vocational training available is dependent on the scope of work to meet the training and assessment requirements. Notwithstanding, the Inspector is concerned both here and elsewhere, about a perception that the purpose of education, and particularly vocational training, is to provide skilled workers for CSI Industries at the expense of the provision of education generally. This perception can inform how the relationships between education and industry operate at a centre level.

**Recommendation: Broaden the range of basic education, further education and vocational training at Glen Innes Correctional Centre.**

Glen Innes CC has a computer room that was not physically connected with education offices and was generally observed as locked during the inspection. Staff indicated that they were old refurbished computers with up to half not working. There appeared to be no facility for independent study. As discussed in Chapter 2, we have recommended an audit of computer and technology stock across the inspected sites.

**Programs and pre-release activities**

**EQUIPS programs were running regularly**

Glen Innes CC was facilitating all four EQUIPS programs at the time of the inspection, and appropriately staffed with three SAPOs and one Senior SAPO.<sup>219</sup> The following programs were delivered in the 2017-2018 year:

**Table 14: EQUIPS programs delivered at Glen Innes CC in 2017/18** <sup>220</sup>

Program type	Number of programs
EQUIPS Addiction	3
EQUIPS Aggression	2
EQUIPS Domestic Abuse	1
EQUIPS Foundation	5

A total of 147 eligible<sup>221</sup> offenders participated in at least one of these programs through the year, and 101 eligible offenders completed at least one.<sup>222</sup> Staff advised that they tried to prioritise inmates with shorter sentences, with parole eligibility on the horizon. They also tried to prioritise inmates who had potential eligibility for a C3 classification, to ensure lack of program completion was not a hindrance.

The working week at Glen Innes CC had been restructured shortly prior to the inspection, to reduce impact on industry from losing workers to required programs. Industries had commenced a four-day per week operation, with longer working hours on those days. While the intention was to dedicate one day a week to program participation, this could extend the delivery period of each program, impacting the ability of inmates to complete programs in a timely manner. This will need to be carefully monitored. As will the impact of this arrangement on other support services provided by services and programs officers.

219 A follow up enquiry relating to SAPO vacancies at all centres revealed there were none at Glen Innes CC as at 31 December 2018.

220 Information provided by Corrective Services NSW, May 2019.

221 That is, an assessed LSI-R risk of Medium, Medium-High or High.

222 Information provided by CSNSW November 2018.

Glen Innes CC also offered some well-being programs to inmates, which have rolling entry and exit points for participants, and are non-compulsory. These included an addiction support group and a positive lifestyle program. We encourage continued focus on the voluntary programs. We also note a volunteer AA counsellor regularly gives his time to run a group once a week at Glen Innes CC for interested inmates.

### **Inmates perceived slow processing of the C3 classification.**

Inmates were generally accepting and appreciative of support from staff, but naturally many wanted their C3 classification. This is not only a pre-requisite for day leave and works release, but is an avenue for progression to the honour houses, the lower security accommodation that sits outside of the main compound.

A notable number of inmates spoken to during the inspection perceived applications as being held up or delayed. They were suspicious that the centre did not want them to transfer out to a centre with an active works release program prior to their release, which would deprive the mill of workers.<sup>223</sup> While nothing untoward was indicated in discussions with staff, it was acknowledged that the process could be protracted.<sup>224</sup> In response to a request for information from CSNSW, we were advised that data enabling the calculation of C3 waitlists and average waiting times is not recorded in OIMS. As discussed in Chapter 2, the Inspector has recommended improved record keeping in relation to the length of time taken to process C3 and 6.2 “off complex” clearances. This should assist centre and departmental managers to identify any undue delay.

### **Case management reforms were awaiting local implementation**

The inspection was conducted at a time that reforms of the case management system had been initiated, but were not yet in place. Some staff were in Sydney undergoing initial training in the new system at the time of the inspection. The three staff positions dedicated to case management at Glen Innes CC as part of these reforms (one Senior Case Management Officer and two Case Management Officers) were all filled from 10 September 2018. We were also advised that a total of 238 staff across NSW had undertaken case management training as at 8 October 2018.<sup>225</sup>

### **Work Development Orders**

In NSW eligible inmates with active Crown debts may reduce the amount owing through registered participation in programs and education.<sup>226</sup> At the time of the inspection Glen Innes CC was ensuring eligibility for WDOs was verified as part of facilitating program participation, but this was not happening systematically for CSI education. This was raised during the inspection and has been addressed. As at 10 January 2019, six inmates were on a WDO at Glen Innes CC. It is important to ensure education staff at regional centres are supported in this regard.

### **Work Release**

Inmates had no opportunity for work release at Glen Innes CC. This is a downside of the location of the centre. While there was potential interest from employers in Guyra and Inverell (local farms and an abattoir) the centre took the view that logistics were prohibitive, primarily due to the 100km distance to transport inmates there and back. It was unclear whether any suitable employment had been explored in the town of Glen Innes itself, which is closer although still some 45km with no regular public transport options. Together with the Sydney-based work release and monitoring team, we would encourage renewed focus on whether any realistic options are available.

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223 For example, Dawn de Loas Correctional Centre or Outer Metropolitan Multi-Purpose Correctional Centre.

224 See also Chapter 2 for general discussion.

225 Information from Corrective Services NSW, November 2018.

226 Approved inmates can work off \$50 per hour for participation in programs and education, and a maximum of \$1000 per month.

## Daily life

### Staff-inmate relationships

On the whole, inmates spoke positively about the centre, and indicated they would rather be where they were than at any other centre. Several inmates said they were ‘treated as humans’ at Glen Innes CC. While it is not necessarily helpful to compare a minimum security centre with more secure environments, it is very important for inmates to feel self-confident in communicating with staff and others prior to their release and reintegration into society. Incarcerated persons must always be treated with respect for their inherent dignity as individual human beings.<sup>227</sup> We note at the outset that despite the issues and concerns discussed below, the majority of inmates acknowledged respectful relations between staff and inmates.

### Reception and orientation process

Glen Innes CC receives new inmates arriving from other centres twice per week. Those arriving at a minimum security facility such as Glen Innes CC are transferred from other correctional facilities in NSW, and have been through reception processes designed to identify any immediate risks. Nevertheless there is still an intake of information, and the small reception room lacks any privacy. This left inmates being asked intake questions in the presence and effective hearing of other new arrivals, which is not good practice.

### Good induction practice

More positively, Glen Innes CC had good general practice for providing new inmates with information about the centre. All new inmates were invited to an individual meeting with the ‘reception committee’, which comprised of a custodial officer, a SAPO and the Chaplain. Inmates received information about the centre in this meeting, with the opportunity to raise concerns and ask questions. The Chaplain (and the on-site Chapel) played an important role in the induction process, as well as the life of the centre.

## Accommodation

### Accommodation is aging but layout and design appropriate for minimum security

The main compound accommodation at Glen Innes CC is a series of single storey residential style units within a perimeter. They sit broadly in a quadrangle formation with common grassed areas, gym exercise equipment and a tennis court in the centre. There are ten units, with a maximum capacity of ten inmates per unit, with the majority in single rooms. There is a good line of sight from the officer’s area, as well as proximity to the clinic, AVL suites and SAPO’s offices. The ease of access to these areas, as well as to the library (which opens on to the compound) is a positive feature. There are five inmate phones available for use, which is an appropriate ratio.

Units in the compound have a common room with basic kitchen facilities, a TV, dining table and plastic chairs. Despite being a minimum security facility, there were no basic lounges to sit on as seen in some other facilities. Nor was there enough plastic seating for everyone to sit and eat a meal at the table or watch TV at the same time. Common rooms were fitted with air conditioning units, but individual rooms were not. Overnight temperatures in winter can be extremely cold and below freezing in the Glen Innes area. Inmates’ rooms were cold and had poor insulation.

While the accommodation had a good layout, as in most correctional centres, units were in varying states of repair and cleanliness. Some common facilities were in need of repair. At a subsequent visit in June 2019, we observed one unit that had recently been refurbished and one undergoing improvements. The Official Visitor has monitored and reported on this issue independently, noting that the centre is slowly repairing the accommodation units.

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<sup>227</sup> Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 67.

Glen Innes CC also has ten units that are separate to the compound and outside the secure perimeter. Rooms in these 'honour houses' are larger in size and it is a slightly higher standard of accommodation.

### Positive access to green space

Acknowledging that most inmates are required to work hard for long hours four days per week, one of the positive features of Glen Innes CC is the accessibility to green space and the residential style layout of buildings. Visible nature (birds, kangaroos, forests) in the surrounding areas and grounds can promote well-being, and is a welcome contrast to secure prison environments. Grounds were very well maintained prior to our visit.



Accommodation and recreation area, compound



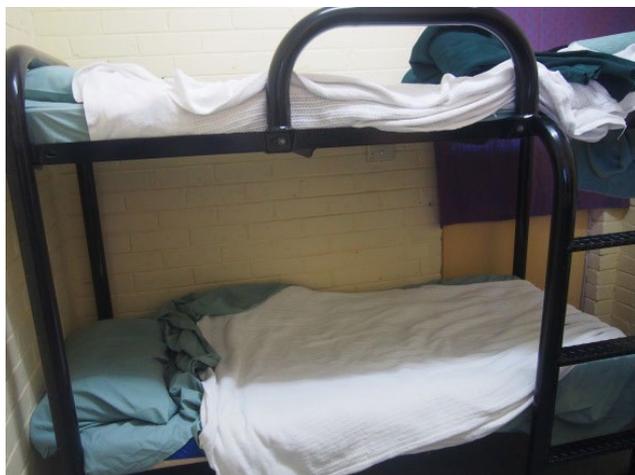
Honour Houses, external view



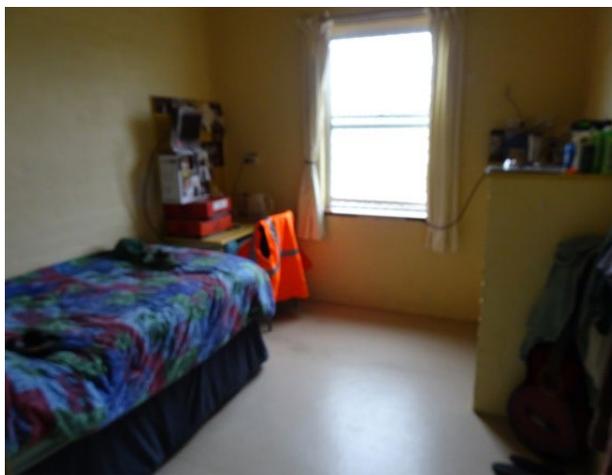
Inmate accommodation



Inmate accommodation



Double bunks, inmate cell



Larger single room, Honour House

## Clothing, laundry and bedding

### Issues with supply of clothing

Inmates must be issued with clothing suitable for the climate and adequate to keep them in good health. It should also be suitable for purpose, including general use, work and recreation.<sup>228</sup> CSNSW policy sets out the base level clothing to be supplied to inmates on reception.<sup>229</sup> This policy also allows discretion to each centre to establish protocols for certain items depending on factors such as climate, inmate health, inmate age or employment status within the centre.<sup>230</sup>

Arrangements observed during the inspection did not conform to the COPP. Inmates were not supplied with a full set of initial clothing on arrival. Instead, inmates were required to collect clothing from the laundry. We observed a crate of sundry clothing received from cell searches and departing inmates that had not yet been sorted through. The clothes in this crate appeared to be in poor condition and included underwear. There was a small stock of clothes on the shelf, all in extra-large sizes. It was doubtful that there would have been enough clothes available to equip new inmates with seven days' worth of clothes. We heard clothes were traded in the compound.

The distribution of such clothing appeared to be left to key workers in the laundry, and did not appear to be directly overseen by staff. We were informed that three crates of new clothes, as well as winter jackets, had been ordered by the centre and delivered, but there appeared no urgency to distribute those despite the cold weather. The winter jackets were in a locked storage area which also contained ample supplies of new clothing.

Laundry was only available on a weekly basis per inmate, which is arguably inadequate to ensure access to a daily change of clean clothes, even if given a full issue on arrival.<sup>231</sup>

### The supply of bedding at Glen Innes CC was inadequate for the climate

Arrangements at Glen Innes CC broadly conformed with the minimum requirements of the COPP.<sup>232</sup> The inspection team observed new inmates being supplied with two blankets, two sheets and one pillowslip (although the policy specifies two). What was missing was adequate provision for the cold climate. The open-weave cotton blankets issued are unsuitable for the local climate in winter. Doonas can be purchased through the inmate buy-up system, but these are placed on a monthly order, and can take some four to six weeks to issue. Overnight temperatures were already touching 0 degrees at Glen Innes in May, and Governors or Functional Managers do have discretion to issue bed linen in excess of the minimum entitlements depending on factors such as climate and the inmate's health. It would be preferable if doonas were available for immediate issue to all new inmates.

### Some mattresses and pillows were not decent

During the inspection we observed new inmates being issued stained foam mattresses without covers at reception. Some were mouldy, and many had pieces torn out. We did not see any commercial pillows provided. Here and elsewhere, we observed torn mattress fibres inserted into pillow cases, creating makeshift pillows, which was a likely explanation for some of the torn mattresses. Staff appeared conscious of the poor condition of the mattresses and regretful that was all they had to issue. Yet we had also heard that centre management had recently spent considerable funds on new bedding supplies, with more items on order. On request, we were shown to a locked storage shed, where we found new mattresses stacked.<sup>233</sup> This was a troubling lack of concern for inmate welfare that was reported immediately to centre

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228 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 71.

229 Corrective Services NSW, Custodial Operations Policy and Procedures: 1.5 *Issuing Correctional Centre Clothing and Linen* 1.2.

230 Corrective Services NSW, Custodial Operations Policy and Procedures: 1.5 *Issuing Correctional Centre Clothing and Linen* 1.3.

231 Inspector of Custodial Services, *Inspection standards for adult custodial services in New South Wales* (August 2014) standard 71.5.

232 Corrective Services NSW, Custodial Operations Policy and Procedures: 1.5 *Issuing Correctional Centre Clothing and Linen*.

233 We counted 18.

management, who undertook to take immediate action. At a subsequent visit in June 2019 we did not observe similar issues.

## Food

The kitchen was preparing daily sandwiches for the inmates, as well as one hot lunch meal per week and two cold evening meals per week. CSI evening meals were otherwise available to inmates, which were reheated by kitchen workers. We also observed afternoon tea being prepared and delivered to mill workers. This was a positive recognition of the longer work day inmates were adjusting to.

Many of the inmates opted to purchase their own food items through buy-ups and prepare their own meals. Inmates at Glen Innes CC were allowed to spend up to \$30 per week from their own funds on a 'perishable buy-up'. The order list included a modest variety of meat, vegetables and dairy products in addition to staples such as rice, pasta and flour. Inmates preferred to use this option rather than rely completely on CSI meals. The accommodation in the compound was equipped with electric frypans and the honour houses had access to slow cookers as well.

The kitchen has a sandwich room, which is a cool room with three cooling fans overhead. The walls in the sandwich room were deteriorating with paint and plaster flaking off the walls, which could potentially harvest mould and bacteria. The room should be assessed for maintenance and food safety requirements.

## Recreation

Inmates had access to basic gym equipment, an oval and a tennis court. Some units in the honour houses had an exercise bike inside. While there were no structured sporting activities or competitions, inmates had good access to outdoor spaces for physical activity.

Inmates are able to hire a television for a cost of \$5.50 per week. Those inmates who are able to purchase a television can also access pay TV for an additional fee per week. Access to a television and pay TV may seem like a luxury, but they can alleviate boredom and help pass the time while locked into cells overnight. It can also diffuse potential tensions with inmates living together in common houses.

### Good access to the small library

There was also a small library, to which inmates had good access. It opened directly onto the compound and operated on an informal basis, without dedicated staff. The collection in the library appeared to be dated and there were very few books available in languages other than English. Inmates told us that at other correctional centres they had been able to order newspapers and magazines in languages other than English, but this option was not available to them at Glen Innes CC.

Following the inspection, we note the IDC, with the support of the Official Visitor, pursued the issue of non-English reading material. In March 2019 the Official Visitor reported that books in Vietnamese, Italian and Chinese had begun arriving from the CSNSW central library at Brush Farm, and that this was very well received by inmates.

## Visits and contacts

### Very good facilities for in-person visits

The visitor centre at Glen Innes CC is a spacious hall with numerous six and four person tables, an officer's station and vending machines. There were approximately ten covered picnic table settings outside, children's play equipment and three BBQ hotplates.

Visiting hours are from 8:30 am to 3:00 pm, every Saturday, Sunday and on public holidays (except Christmas Day). There was reportedly no need for visitors to reserve a visit spot in advance, presumably as visit sessions are never full. A bus departed from the Tourist Information Centre at Glen Innes each visits day, although bookings did need to be made for this and children under seven years were not permitted to travel on the bus.

Although we were not able to observe a visits session, inmates spoke highly of the visiting arrangements at

Glen Innes CC. This was good to hear, as healthy contact between inmates and family and community is crucial when preparing for reintegration back into the community.

### **Longer work days during the week decreased access to telephones**

Inmate delegates reported that they had successfully negotiated a later lock-in (5.30pm instead of 5pm), to compensate for the recently extended work day in the mill. However as winter approached this was not being respected, with lock-in reportedly taking place before dark at 5pm. Information provided by CSNSW in November 2018 stated that lock-in time at Glen Innes CC was 5.30pm all year round. Limited time to access to phones between end of shift and lock-in was a feature at most of the facilities. Long distance calls were also reportedly expensive.

Glen Innes CC had AVL facilities installed for court appearances, legal calls and other matters. It was not clear whether use of the facility was being encouraged for social and family contact.



Indoor area, visits facility



Outdoor area, visits facility

## **Other matters**

### **Health services**

Inmates must be cleared by JH&FMHN to be placed at Glen Innes CC, needing to be effectively 'medically fit for work'.<sup>234</sup> There is a clinic on site staffed by a full-time Nursing Unit Manager and 1.5 FTE other nursing staff. They no longer had a dedicated part-time mental health nurse or population health nurse, but all current staff had done 'models of care training' (mental health, public health, drug and alcohol). JH&FMHN have advised that Population health support and interventions are managed via the Cluster population health nurse.<sup>235</sup> They also advised that provisions are made to ensure that necessary mental health nursing follow up is provided between psychiatry clinics.<sup>236</sup>

The centre had arrangements with a local GP who visited once per week, and there was weekly access to a dentist. While this was reasonable access for a centre of this size, these were effectively half-day arrangements, so there were waitlists at the time of the inspection, 13 for the GP and 31 for the dentist. In addition, the gap during periods of leave for the GP was not necessarily filled.<sup>237</sup> Chronic conditions are screened for regularly. The primary health wait-list, which is not for day-to-day issues but required appointments, was 57 at the time of the inspection. Nursing staff triage each week and indicated the wait list took about 6 weeks to clear. Inmates wanting to consult a nurse if they were not feeling well could approach the clinic any morning.

<sup>234</sup> CSNSW *Inmate Classification and Placement Part 8: Placement Guide for Correctional Centres* (Guide, October 2017, draft ed).

<sup>235</sup> Cluster refers to a group of correctional centres in a certain region, which may share certain services.

<sup>236</sup> Information provided by JH&FMHN, November 2019.

<sup>237</sup> See July-December 2018 OV Report.

It appeared that tending to and reporting workplace injuries was a regular feature of the clinic. JH&FMHN staff complete a "Justice Health Incident Form" when there is an accident or injury on site, and recent records were viewed. We were informed that there are a lot of work-related injuries, a result of using relatively unskilled workers in a busy and potentially dangerous work place.

Inmates also reported that it was very difficult to be allowed the day off work if feeling unwell which was reported to the centre at the time as a concern, particularly given the long hours and the nature of the work.

Lack of optometry services was raised as an issue, as there was no visiting optometrist. Official Visitors have reported on this issue independently to the centre and JH&FMHN.

### **Holding and segregation cells**

There is a segregation area including four camera cells. Inspection staff heard staff and inmates refer to this area as 'The Pound'. We have heard similar language at other centres. Colloquial terms such as this do not reflect contemporary professional language.

The inspection team also viewed one of the holding cells used to hold workers sacked or refusing to work during work hours. It was of grey brick construction, with an L-shaped concrete bench. There was no privacy for the toilet, either from staff or from CCTV. No mattresses were in place, and there was no TV or other form of entertainment to pass the time. No heating or cooling was observed, and the winter temperatures were reportedly extremely cold. Although no one was in these areas when staff inspected, inmates expressed concern on behalf of others who had been placed there, that it was freezing in winter and uncomfortable.

As discussed in Chapter 2, this office recommends CSNSW review its policies and practice around this area to promote greater consistency, and conduct an assessment of the physical conditions of segregation cells in all inspected centres.

### **Inmate Delegate Committee**

The centre had a functioning IDC at which inmate representatives are able to raise issues. We met with inmate delegates during the inspection who were well-able to articulate issues and concerns. The IDC had played a role in seeking inmate consensus for spending funds raised through recycling. Positively, agreed items included art supplies, guitars and toys for the visits area. Meetings had been sporadic at times, and at a follow up visit in June 2019 we were advised that a new benchmark has been set to have a meeting every third Wednesday of the month.

### **Financial planning**

The centre was not provided with an annual budget, but was rather given monthly stretch targets, to assist them to manage budget and spending. The Finance coordinator generally attended the IDC, which is good practice, to keep abreast of issues raised by inmates. We hope the new benchmark of meeting every third Wednesday of the month, rather than meeting sporadically, has improved internal communication around inmate welfare. For example, while significant orders for new mattresses had been placed at management level, inmates were still being provided with unacceptable items on the ground.



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