"We can believe what we choose, but we are answerable for what we choose to believe."

Cardinal Newman 1848.

"We believe that young offenders should be equipped with knowledge and skills, provided with alternative choices and encouraged to accept responsibility for the choices they will make through life."

Rosemary Caruana & David Allanson 1991
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In recent years the Department has altered its emphasis from inmate management regimes which are based on the principles of static security, to those which focus on dynamic security. This shift in emphasis reflects the need for the Department to provide programs which are cost-effective and in the longer-term interests of the community. The Young Offenders Program is an initiative with this new emphasis.

Currently there are almost 900 young offenders in correctional centres (including remandees) - a rise of approximately 16% on the figures of 1990. The Young Offenders Program is based on the assumption that the rate of re-offending can be reduced most significantly among this group. While the effect of separating young offenders from the mainstream prison population may, in itself, be beneficial, the proposal intends to do more than simply separate them. It will provide structured experiences to assist them to develop skills and attitudes which are necessary to live lawfully - especially in the current difficult economic circumstances.

The size of the proposal reflects both the complexity of developing a program suitable for all young offenders incarcerated in correctional centres and the scope of the proposal itself. The document provides an overview of the general issues which need to be addressed, as well as the practical details of how the program might operate. The proposal illustrates an option which, in the view of the Task Force, will satisfy the objectives for a Young Offenders Program. It also highlights those decisions which need to be made before any program can be implemented.

Despite the depth of analysis in the proposal, there are some issues which can only be indicated rather than resolved. Issues which can’t be fully canvassed in the proposal, but for which solutions must be found include: how to implement an effective programme for young female offenders; ways of managing young offenders with long sentences; and how the program can be extended to remandees.

It is important that this proposal, which incorporates activities at Neuenes and Parklea, be examined in its entirety as an integrated whole. If it accepted in principle, an analysis of the recommendations is needed to ensure the proposal is effectively implemented.
I fully endorse the proposal submitted in this document. All aspects are worthy of very serious consideration. We should not let our past emphasis on issues of static security cloud our judgements on the substantial benefits such a program can provide.

Finally, I commend the Young Offenders Task Force, Nimal De Silva, Rosemary Caruana and David Allanson for their efforts in producing this comprehensive document in such a short time.

June Heinrich
Acting Assistant Commissioner
Education & Human Resource Management

December 1991
ACKNOWLEDGMENTS

1. Members of The Young Offenders Correctional Committee

   Mrs J Heinrich (Chairperson)  Mr R Woodham
   Mr I Allpass                   Mr P Valley
   Dr A Gorta                    Ms E Torday
   Mr M Carter                   Ms J Kirby
   Mr S Tandy                    Mr B Green

   Task Force:
   Mr D Allanson                Ms R Caruana
   Mr N De Silva

2. N.S.W. Department of Corrective Services Divisional Heads and Staff:

   Corrective Services Academy  Building Services
   Classification              Community Corrections
   Computer Services           Human Resources
   Performance Review and Audit Unit  Prison Industries
   Prison Medical Services     Programs
   Psychology                  
   Strategic Services : Policy Branch
   Research and Statistics     
   Nathan Rothchild and Staff  

3. Superintendents and Staff from the following Adult Correctional Centres:

   Parklea                      Berrima
   Bathurst                     Cessnock
   St. Helier's                 Silverwater

4. Divisional Heads and Staff from the Office of Juvenile Justice

5. Superintendents and Staff from the following Juvenile Detention Centres:

   Mt Penang
   Kariong
   Reiby
   Minda
EXECUTIVE SUMMARY

The Young Offenders Program will include all male 18-21 year old (inclusive) offenders who have been sentenced to an adult correctional centre. Depending upon their suitability, offenders up to the age of 24 may also be included on the Program providing a vacancy exists. These young offenders will be separated from the mainstream prison population. The proposed Young Offenders Program provides a comprehensive program for the whole of an offender's sentence, which includes his period of incarceration and also supervision in the community.

At this point of time, women, developmentally disabled, offenders on methadone, remandees and fine defaulters will be excluded. This is necessary as Parklea and Newnes will not have sufficient accommodation for all these groups. Further, apart from female offenders, the needs of these groups will not be fully met by the proposed Program. However, recommendations have been included in this proposal regarding some alternatives which could be adopted and developed to effectively manage these groups.

The Young Offenders Program will include offenders traditionally classified with an A, B, C, E1 and E2 security rating. It is proposed to operate an internal security classification system which will be performance, rather than solely security based.

This Program will consist of six Stages. Offenders will not necessarily participate in all six Stages or progress through them in a sequence. Placement in the various Stages will depend largely upon the length of sentence and the offenders' performance on the Program. Stages 1-3 of the Program will operate from Parklea; Stage 4 (Adventure Challenge) is operating at Newnes and it is anticipated that Stage 5 (Work Experience) will initially operate from demountables pending the building of a permanent Work Experience Centre. Stage 6 involves the post-release component of the sentence which will be served in the community under Community Corrections' supervision.

The Program which has been developed is highly structured and focuses on six areas which are aimed at addressing the underlying needs of young offenders. They include work, educational, developmental, vocational, recreational and pre-release programs. They are fully integrated so that no program operates in isolation from the others, but they complement and reinforce the work being done in other areas.

As young offenders progress through the Program, more responsibility and therefore accountability will be placed on them. Wherever possible, community standards, values and expectations will be mirrored. The Program is aimed at beginning the process of changing attitudes and behaviour by addressing the underlying needs of the offender and not just the presenting problem.
Emphasis will be placed on assisting offenders to acquire knowledge, skills and coping strategies through a fully integrated program.

The success of the Young Offenders Program will, to a large degree, rely on all staff understanding the basic philosophy and also implementing management strategies proposed for this Program.

A range of management strategies have been proposed in order to achieve an acceptable degree of efficiency and effectiveness in the operation of the Young Offenders Program. These strategies include Unit/Case Management, direct supervision, a structured day for all offenders, multi-disciplinary teams and a hierarchy of privileges and sanctions.

All staff selected to work at a Young Offenders Correctional Centre will be required to successfully complete initial training courses provided by the Corrective Services Academy. Thus, all staff will complete courses in Unit/Case Management and also in Managing Young Offenders. Ongoing training should also be provided. Individual staff appraisals will form the basis for identifying the training needs of staff.

The effectiveness of any program achieving its objectives relies, to some extent, on the assessment procedures adopted. The proposed Young Offenders Program will conduct a detailed assessment and induction for offenders being received onto the program. A Short Term Management Unit, including a detoxification facility, will provide specialist intervention for offenders considered at risk.

As this proposal for the Young Offenders Program appears to be a unique initiative, it is anticipated that many people are likely to express an interest and request information about it. It is essential therefore, that up-to-date data can be provided. This will require the computerisation of all demographic, biographic and program-related data. The Program will need to be researched to determine if it is achieving its objectives.

The proposed Young Offenders Program places an emphasis on community involvement. This involvement can be through active participation on the programs or as a member of one of the proposed Committees or Councils. This strategy is aimed at promoting the concept of community responsibility for offenders.
1.0 INTRODUCTION

In August, 1991, the Minister for Justice, the Hon. Terry Griffiths, announced that he wished to provide a comprehensive program for young offenders for the whole of their custodial term, which would also include a post-release component.

The Minister also announced his intention of separating these young offenders from the mainstream prison population. He instructed the Director General to establish a team to develop such a program, with instructions for the team to complete the assignment by the 15th December 1991.

On the 26th August 1991, the inaugural meeting of the Young Offenders Correctional Program Committee took place, with representatives from various divisions within the Department. At this meeting a Task Force was established and given the responsibility of developing a comprehensive Young Offenders Program.

The World Health Organisation defines a young person as being between the ages of 18-25. Data obtained on this age group who were incarcerated within adult correctional centres, highlighted that over 50% of all adult offenders fell into this category. Statistics (December, 1991), also revealed that there were over 700 offenders in the 18-21 (inclusive) age group. The Young Offenders Correctional Program Committee believed that it was unrealistic to attempt to implement the Young Offenders Program involving over 2000 offenders. The Committee therefore submitted a recommendation to the Minister that for the purpose of the Young Offenders Program the definition of young offender be 18-21 year old (inclusive), but could include, where deemed appropriate, offenders up to the age of 24.

A literature search into the type of Young Offenders Programs operating in both Australia and overseas and their effectiveness has revealed that there is a dearth of research in this area. Some difficulty has also been experienced in accessing this research. The literature obtained to date tends to focus on juveniles and seems to concentrate on legislation and sentencing options, rather than programs per se. A number of papers have for instance reported on the impact of legislation on sentencing practices with juveniles (Schwartz, Steketee, and Schneider, 1990); (Feld, 1990 and Rutherford, 1981), others have focused on the difficulties experienced in implementing new sentencing mandates (Frazier and Bishop, 1990); some have contrasted on the various sentencing options available (Howard, 1991 and Lundman, 1984) and others have reported on techniques for working with juveniles (McGuire and Priestly 1985).

The literature search indicates that the type of programs for adult young offenders overseas, namely in America and New Zealand, tend to focus on building up discipline through physical activity. In these Boot Camp type of programs, young offenders are separated from mainstream adult offenders. These Boot Camps are an alternative method of managing young offenders and attempt to impact positively on their offending behaviour. Results from research in this area are conflicting (Bowery, 1991), with some studies indicating a positive effect in a young offenders’ behaviour and others highlighting that such an approach produces highly disciplined and physically fit criminals.
Another study investigated the possible advantages of separating young offenders from the mainstream adult prison population. Results indicate that there was little to be gained from this approach and that the young offender is no more at risk within the mainstream, than he is with his peers (Gilchrist, Young and Elliott 1989). This research was conducted whilst the young offender was in the mainstream adult prison population and was exposed to programs established for the general prison population.

In 1989, the Queensland Corrective Services Commission established a Young Offenders Advisory Committee to 'develop a strategy for the accommodation, management, programming and diversion of young offenders', (Young Offenders Advisory Committee, 1991, p 5). The final report was published in March 1991 and recommendations focused on changing the methods currently utilized in managing young offenders in custody and under community supervision. It further focussed on the need to develop programs to address the needs of these offenders.

The proposed Young Offenders Program for the NSW Department of Corrective Services is to some extent similar to others which have operated in Australia and overseas, and yet very different. These differences may be summed up in the following ways:

i) a total separation of young offenders from the adult mainstream;

ii) the Young Offenders Program is aimed at addressing the specific needs of young offenders in an integrated manner. The Program will focus on five major functional areas. These include work, vocational training, educational, psychological and recreational programs. Life skills and employment issues will be dealt with in these functional areas;

iii) it includes an Adventure Challenge and Work Experience component;

iv) the proposed Program is highly structured;

v) the proposed Program focuses on responsibility; coping strategies; building up skills, knowledge and discipline. More responsibility and accountability will be gradually placed on offenders as they progress through the Program;

vi) it is proposed that all young offenders will participate in a Pre-Release program in order to break down some of the barriers and feelings of alienation and anxiety they may experience as they approach the date of their release;

vii) it is intended to involve the community in the Young Offenders Program wherever it is appropriate;

viii) for those offenders being released into the community under supervision, it is intended that their program will be continued upon release.
2.0 TERMS OF REFERENCE

The Mission Statement and Terms of Reference (infra) were developed by the Young Offenders Correctional Program Committee and ratified by the Director General.

MISSION STATEMENT

Develop, oversight and monitor the Young Offenders' Correctional Program, commencing from point of reception until release and incorporating post-release supervision, where applicable.

TERMS OF REFERENCE

i) To establish and document a comprehensive Young Offenders Program.

ii) To identify appropriate facility/facilities for the accommodation of young offenders and implementation of the program.

iii) To determine appropriate strategies for the selection and ongoing training of staff to serve in the Young Offenders Program.

iv) To take into consideration the needs of special groups within the population of incarcerated young offenders including, Aboriginal, Non-English Speaking Background (NESB), developmentally disabled offenders, and female offenders.

v) Review the Newnes Program with regard to its incorporation into an overall Young Offenders Program.

The Task Force is recommending that the above Terms Of Reference be interpreted to mean that all 18-21 year old male offenders (inclusive) who meet the Classification Criteria will participate in the Young Offenders Program.

Young offenders are initially defined between the ages of 18 and 21 (inclusive), but the upper limit may extend depending on selection/suitability criteria being developed. These offenders may be sentenced and unsentenced persons, those on remand, appellants and deportees.
3.0 PHILOSOPHY

The NSW Department of Corrective Services has decided to adopt the policy of separating all young offenders from adult offenders in an attempt to minimise 'hardening' before they become part of the criminal sub-culture. The Department firmly believes that there are positive gains to be made from this approach, despite some contrary opinion regarding the efficacy of adopting this policy of separation.

The Department's determination to manage young offenders more effectively and achieve more positive outcomes, can be gauged by its acknowledgment of the need to concentrate resources in this area.

Simply separating young offenders from the adult offenders will not in itself necessarily impact on their offending behaviour. It is the management philosophy, strategies and programs offered, which are likely to have a positive effect on providing an appropriate learning environment for skills, knowledge and coping strategies to be acquired.

The effectiveness of the Young Offenders Program will depend on the level of integration between the management strategies adopted and the programs offered. No part of the Young Offenders Program should operate in isolation, but rather it should form part of the integrated whole. A failure to do this is likely to impact negatively on the Program objectives.

One of the cornerstones of the Young Offenders Program is to progressively place more responsibility and accountability onto each individual offender. All facets of the Program should be directed towards this end, where the young offender is held responsible for his decisions and behaviour. To assist in achieving this, a hierarchy of privileges and sanctions will operate. Young offenders will earn or forfeit privileges according to their performance, attitude and behaviour. The system of Unit/Case Management will further inculcate responsibility on the individual in everyday living by providing decision making and problem solving opportunities.

A pro-active, integrated approach to managing young offenders should be adopted. This will likely result in a more effective utilisation of resources and service delivery. It should encourage all staff to work towards common goals where attention is focused on achieving shared objectives.

The Young Offenders Program incorporates, where applicable, a component of post-release supervision. It is essential that this element of the Program interfaces with that operating in the Young Offenders Correctional Centres. Community Corrections will carry the responsibility of ensuring that the Program completed by the offender whilst incarcerated, is reinforced and where required, further developed.
A positive effort will be made to involve relevant community agencies, institutions, employers and individuals in the Young Offenders Program. This should assist in breaking down the isolation from society which many correctional centres experience and will provide a 'link' into community resources when offenders are released. This strategy will also actively promote the concept of 'community responsibility' for offenders, both during their period of incarceration and ultimately upon their release into the community.

The success of the Young Offenders Program will to a large extent depend on the expertise and the commitment of staff involved. For such a commitment to be maintained the staff must recognise that the Department is not only committed to providing initial basic training programs, but also ongoing in-service training and opportunities to obtain tertiary qualifications in appropriate areas.

The Young Offenders Program should not operate in a vacuum, but should mirror as far as is practicable, the practices, standards and expectations demanded by society of all its citizens. All facets of the Program therefore, should reflect contemporary community practices and values.
4.0 OBJECTIVES OF THE YOUNG OFFENDERS PROGRAM

The Young Offenders Program objectives have taken into cognisance the Departmental mission of 'Managing offenders in the prison and community' and also the organisational goals as set out in the Department's Strategic Plan.

The objectives listed below should be incorporated into all Young Offenders Programs operating in N.S.W.

a) To accommodate 18 - 21 year old (inclusive) offenders in separate institution/s from the mainstream adult prison population.

b) To provide young offenders with sufficient knowledge, skills and resources to assist them in surviving lawfully in the community upon their release.

c) To encourage offenders to accept responsibility for their actions and behaviour; to begin the process of changing negative attitudes and eventually behaviour.

d) To expose young offenders to a range of programs and strategies which will encourage them to be more self-directive in structuring their time to meet their individual needs.

e) To develop and implement throughout all of the Young Offenders Program, a relevant, structured and integrated program which addresses the underlying needs of young offenders.

f) To ensure that the six Stages of the Young Offenders Program interface with each other.

g) To introduce management strategies which encompass Unit Management, Case Management, team structures and a structured day.

h) To involve the community and community-based agencies, where appropriate, in all Stages of the Program.

i) To actively promote the concept of 'community responsibility' for offenders, both during their period of incarceration and ultimately upon their release into the community.

j) To ensure that all staff involved in the Young Offenders Program have received appropriate training in managing young offenders. This training to be provided on an ongoing basis.

k) To provide a secure and safe working environment which ensures the safety of staff, offenders and the community.
To develop appropriate management and information systems to enable access to relevant data: e.g., demographic, educational etc.

To provide ongoing monitoring and evaluation of the Young Offenders Program to facilitate the changes needed to maintain its effectiveness and efficiency.
5.0 PROFILE OF YOUNG OFFENDERS INCARCERATED IN ADULT CORRECTIONAL CENTRES

This section provides an outline of the characteristics of sentenced young offenders and the common problems they tend to exhibit. It also includes demographic data on young offenders presently sentenced.

This background information is essential if the NSW Department of Corrective Services is to operate a Young Offenders Program which is adequately resourced and relevant to the needs of the target group.

The profile of the targeted population is not based on one particular set of data, but has been extrapolated from various sources, (Gilchrist, Young and Elliot, 1989; Young Offenders Advisory Committee, Queensland, 1991; Allanson and Caruana, 1986).

The demographic data have been supplied by Computer Services, N.S.W. Department of Corrective Services. These data have been based primarily on incarcerated young offenders.

5.1 PROFILE OF YOUNG OFFENDERS

A significant number of young offenders are likely to present with the following profile:-

► Male
► History of poor educational achievement
► Poor literacy and numeracy skills
► Poor employment history
► Dysfunctional family background - often from single parent families
► Highly mobile - frequently change residence
► Impulsive/risk taking behaviour exhibited
► Lack of medium/long term planning
5.2 PROBLEMS CONFRONTING YOUNG OFFENDERS

Young offenders in general tend to experience problems in one or more of the following areas:

- Substance Abuse
- Obtaining employment
- Handling peer group pressure
- Obtaining accommodation
- Lack of motivation and self-direction
- Social skills - difficulties with relationships, communication, controlling anger and frustration
- Self esteem - low self esteem can lead to depression and suicidal tendencies
- Lack of knowledge in accessing educational and community-based programs
- Feeling isolated from mainstream society

The above are viewed as areas which the Young Offenders Program should target to provide relevant programs which will assist offenders whilst they are incarcerated and also for their re-integration into the community.

5.3 DEMOGRAPHIC DATA ON YOUNG OFFENDERS

The data in this section deal with various demographic information concerning 18-21 year old (inclusive) offenders incarcerated in NSW Adult Correctional Centres, at a particular point in time. Obtaining this information is viewed as necessary in developing a Young Offenders Program which is both operationally viable and designed to meet the young offenders’ needs.
### Table 1

**IMPRISONMENT STATUS OF MALE YOUNG OFFENDERS BY AGE AS AT 8TH DECEMBER 1991**

<table>
<thead>
<tr>
<th>Type of Sentence</th>
<th>18</th>
<th>19</th>
<th>20</th>
<th>21</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sentenced</td>
<td>49</td>
<td>132</td>
<td>194</td>
<td>241</td>
<td>616</td>
</tr>
<tr>
<td>Appellant</td>
<td>3</td>
<td>16</td>
<td>18</td>
<td>19</td>
<td>56</td>
</tr>
<tr>
<td>Remand</td>
<td>8</td>
<td>19</td>
<td>25</td>
<td>15</td>
<td>67</td>
</tr>
<tr>
<td>Trial</td>
<td>9</td>
<td>19</td>
<td>29</td>
<td>27</td>
<td>84</td>
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<tr>
<td>Deportees</td>
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<td>0</td>
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<td>0</td>
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<tr>
<td>Extradition</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Fine Defaulters</td>
<td>0</td>
<td>7</td>
<td>2</td>
<td>4</td>
<td>13</td>
</tr>
<tr>
<td>Life</td>
<td>1</td>
<td>0</td>
<td>3</td>
<td>0</td>
<td>4</td>
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<tr>
<td>Forensic Patient</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>70</td>
<td>194</td>
<td>271</td>
<td>306</td>
<td>841</td>
</tr>
</tbody>
</table>

Table 1 indicates that on the 8th December 1991, there was a total of 841 male offenders in the 18-21 (inclusive) age range incarcerated in NSW correctional centres. The breakdown indicates that 616 of these individuals were sentenced, whilst 151 individuals were on remand and awaiting trial. A further 56 offenders were classified as appellants and 13 were imprisoned for fine default. Table 1 also indicates that there were 4 young offenders imprisoned for life, 1 forensic patient and no deportees or offenders awaiting extradition.
<table>
<thead>
<tr>
<th>Sex</th>
<th>18</th>
<th>19</th>
<th>20</th>
<th>21</th>
<th>Total</th>
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</thead>
<tbody>
<tr>
<td>Male</td>
<td>53</td>
<td>156</td>
<td>217</td>
<td>263</td>
<td>689</td>
</tr>
<tr>
<td>Female</td>
<td>1</td>
<td>8</td>
<td>8</td>
<td>9</td>
<td>26</td>
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<tr>
<td>TOTAL</td>
<td>54</td>
<td>164</td>
<td>225</td>
<td>272</td>
<td>715</td>
</tr>
</tbody>
</table>

Table 2 shows the breakdown of sentenced male and female offenders by age as of the 8th December 1991. This indicates that 4% of the sentenced young offenders incarcerated are females. This is lower than the overall rate of incarceration for females in NSW correctional centres which is 5.6%.

<table>
<thead>
<tr>
<th>Previous Incarceration</th>
<th>18</th>
<th>19</th>
<th>20</th>
<th>21</th>
<th>Total</th>
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<td>Previous History</td>
<td>6</td>
<td>33</td>
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<td>137</td>
<td>259</td>
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<tr>
<td>No Previous History</td>
<td>47</td>
<td>123</td>
<td>134</td>
<td>126</td>
<td>430</td>
</tr>
<tr>
<td>TOTAL</td>
<td>53</td>
<td>156</td>
<td>217</td>
<td>263</td>
<td>689</td>
</tr>
</tbody>
</table>

The majority (62%) of young male offenders have no known previous history of incarceration in an adult correctional centre.
<table>
<thead>
<tr>
<th>Minimum/Fixed Term</th>
<th>Age 18</th>
<th>Age 19</th>
<th>Age 20</th>
<th>Age 21</th>
<th>Total</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sentence (months)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0 &gt; 6</td>
<td>18</td>
<td>37</td>
<td>32</td>
<td>49</td>
<td>136</td>
<td>20%</td>
</tr>
<tr>
<td>6 &gt; 12</td>
<td>21</td>
<td>54</td>
<td>56</td>
<td>47</td>
<td>178</td>
<td>26%</td>
</tr>
<tr>
<td>12 &gt; 24</td>
<td>8</td>
<td>33</td>
<td>61</td>
<td>62</td>
<td>164</td>
<td>24%</td>
</tr>
<tr>
<td>24 &gt; 36</td>
<td>2</td>
<td>13</td>
<td>28</td>
<td>44</td>
<td>87</td>
<td>13%</td>
</tr>
<tr>
<td>36 &gt; 48</td>
<td>1</td>
<td>7</td>
<td>19</td>
<td>28</td>
<td>55</td>
<td>8%</td>
</tr>
<tr>
<td>48 &gt; 60</td>
<td>0</td>
<td>3</td>
<td>8</td>
<td>15</td>
<td>26</td>
<td>4%</td>
</tr>
<tr>
<td>Over 60</td>
<td>2</td>
<td>5</td>
<td>7</td>
<td>13</td>
<td>27</td>
<td>4%</td>
</tr>
<tr>
<td>Life</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td>0</td>
<td>6</td>
<td>0.9%</td>
</tr>
<tr>
<td>Forensic</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>0.1%</td>
</tr>
<tr>
<td>Unknown</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>5</td>
<td>9</td>
<td>1%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>53</td>
<td>156</td>
<td>217</td>
<td>263</td>
<td>689</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 4 indicates that the majority (46%) of young male offenders were serving a sentence of 0 to 12 months as of the 8th December 1991. The next highest category (24%) is from 12 to 24 months. Figures indicate that as of the 8th December 1991, only 60 young offenders had a sentence of four years or more and of these, six were serving life and one was a forensic patient. Nine of the offenders had unknown lengths of sentences. This was likely due to this data not having been entered on the Prime computer at the time they were collated.
### Table 5

**Most Serious Offence Category by Age**

**For Young Male Offenders**

30th June 1990 and 1991

<table>
<thead>
<tr>
<th>Offence Category</th>
<th>1990</th>
<th>1991</th>
</tr>
</thead>
<tbody>
<tr>
<td>Break, Enter &amp; Steal</td>
<td>173</td>
<td>237</td>
</tr>
<tr>
<td>Other Steal</td>
<td>144</td>
<td>194</td>
</tr>
<tr>
<td>Major Assault</td>
<td>34</td>
<td>75</td>
</tr>
<tr>
<td>Other Assault</td>
<td>42</td>
<td>73</td>
</tr>
<tr>
<td>Robbery (Major)</td>
<td>39</td>
<td>70</td>
</tr>
<tr>
<td>Other Robbery</td>
<td>34</td>
<td>44</td>
</tr>
<tr>
<td>Other Offences</td>
<td>28</td>
<td>53</td>
</tr>
<tr>
<td>Driving/Traffic</td>
<td>23</td>
<td>49</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>517</td>
<td>795</td>
</tr>
</tbody>
</table>

**Source:** Corrective Services Research and Statistics (1991)

Table 5 depicts the most common type of offences for which young offenders are incarcerated. The percentage breakdowns in Table 5 have been calculated on the total range of offences for which young males are incarcerated, rather than only those categories outlined in this table. For 1990 and 1991 the majority (55% and 47% respectively) of young offenders were incarcerated for break, enter and stealing offences. Assault, robbery and driving/traffic offences were the next highest categories of offences committed by young offenders (see Table 5). Anecdotal evidence from correctional staff would suggest that these types of offences are often drug-related.
### TABLE 6
SENTENCE TYPE FOR YOUNG MALE OFFENDERS BY AGE AS AT 8TH DECEMBER 1991

<table>
<thead>
<tr>
<th>Sentence Type</th>
<th>Age</th>
<th></th>
<th></th>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>18</td>
<td>19</td>
<td>20</td>
<td>21</td>
<td></td>
</tr>
<tr>
<td>Fixed</td>
<td>30</td>
<td>83</td>
<td>76</td>
<td>95</td>
<td>284</td>
</tr>
<tr>
<td>Additional</td>
<td>22</td>
<td>71</td>
<td>138</td>
<td>164</td>
<td>395</td>
</tr>
<tr>
<td>Commonwealth: non-parole period</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>53</td>
<td>155</td>
<td>217</td>
<td>264</td>
<td>689</td>
</tr>
</tbody>
</table>

Table 6 shows a breakdown of the number of male offenders who will have a period of supervision once released into the community. This Table indicates that 57% of young male offenders will be released into the community under the supervision of Community Corrections.

### TABLE 7
LAST KNOWN AREA OF RESIDENCE FOR YOUNG MALE OFFENDERS AS AT 8TH DECEMBER 1991

<table>
<thead>
<tr>
<th>LOCATION</th>
<th>NUMBERS</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sydney Metropolitan Area</td>
<td>290</td>
<td>42%</td>
</tr>
<tr>
<td>Metropolitan Fringe Areas</td>
<td>91</td>
<td>55%</td>
</tr>
<tr>
<td>Country Areas</td>
<td>246</td>
<td>36%</td>
</tr>
<tr>
<td>Other States</td>
<td>20</td>
<td>3%</td>
</tr>
<tr>
<td>Unknown Abode</td>
<td>18</td>
<td>3%</td>
</tr>
<tr>
<td>No Fixed Abode</td>
<td>24</td>
<td>3%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>689</td>
<td>100%</td>
</tr>
</tbody>
</table>
Table 7 indicates that the last known address for the majority (55%) of young offenders as of the 8th December 1991, was the Sydney Metropolitan, and the Metropolitan fringe areas, (includes Central Coast, Blue Mountains and Illawarra areas). This was closely followed by country locations (36%). The country locations were spread throughout the state of NSW with no particular area being more prominent than any other.

If the last known address is taken as an indicator of the area young offenders are likely to return to upon release from custody, then it is anticipated that the majority will return to the Sydney Metropolitan or Metropolitan fringe areas. The remainder are likely to return back to various country locations throughout the state.
<table>
<thead>
<tr>
<th>Place of Birth</th>
<th>Age 18</th>
<th>Age 19</th>
<th>Age 20</th>
<th>Age 21</th>
<th>Total</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Australia: Australian</td>
<td>38</td>
<td>107</td>
<td>147</td>
<td>170</td>
<td>462</td>
<td>67%</td>
</tr>
<tr>
<td>Aboriginal/Torr. St. Is.</td>
<td>10</td>
<td>38</td>
<td>44</td>
<td>55</td>
<td>147</td>
<td>21%</td>
</tr>
<tr>
<td>China</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Colombia</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>England</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>Fiji</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Germany West</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Holland</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Jordan</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Laos</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Lebanon</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td></td>
<td>8</td>
<td></td>
</tr>
<tr>
<td>Malta</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>New Caledonia</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>New Zealand</td>
<td>1</td>
<td>3</td>
<td>7</td>
<td>7</td>
<td>18</td>
<td>3%</td>
</tr>
<tr>
<td>Northern Ireland</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Papua New Guinea</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Poland</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Portugal</td>
<td>2</td>
<td>2</td>
<td></td>
<td></td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Romania</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>South Korea</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Turkey</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>4</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td>Vietnam</td>
<td>2</td>
<td>5</td>
<td>11</td>
<td>18</td>
<td>36</td>
<td>6%</td>
</tr>
<tr>
<td>Wales</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Unknown</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>1</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>53</td>
<td>156</td>
<td>217</td>
<td>263</td>
<td>689</td>
<td>100%</td>
</tr>
</tbody>
</table>
Table 8 indicates that as of the 8th December 1991, 67% of young male offenders were born in Australia and 21% of offenders were Aboriginal/Torres Strait Islanders. This figure is higher, by 11%, than that for the total incarcerated Aboriginal/Torres Strait Islanders in adult NSW correctional centres. The next highest categories (3%) were for young offenders whose place of birth was New Zealand and Vietnam.

5.4 CURRENT METHODS OF MANAGING YOUNG OFFENDERS

During the last decade some correctional institutions in NSW have attempted to introduce programs aimed at young Offenders. Three institutions in particular; Emu Plains, Berrima and Parramatta, have developed and operated educational and pre-release programs for such groups. Despite the apparent success of these programs, they were all confronted with a similar problem. They were obliged to rely on the commitment and enthusiasm of individuals working within the institution, rather than on structures and processes developed from Departmental policy. This often resulted in a lack of continuity in programs when staff were replaced, or a new Superintendent appointed.

Berrima and Parramatta Correctional Centres have continued to operate programs in this particular area. They include components of educational, vocational, life skills and self-awareness programs. Offenders participating are not separated from the mainstream adult population. Their involvement in the program generally tends to be for only part of their sentence. Both Berrima and Parramatta accept male offenders between the ages of 18 and 24 years on the program.
6.0 CLASSIFICATION CRITERIA FOR STAGES 1-5 OF THE YOUNG OFFENDERS PROGRAM

This section will outline the Classification Criteria for the selection of all offenders onto the Young Offenders Program. The criteria for selecting young offenders currently in adult correctional centres has been proposed, together with the criteria for those who are likely to be sentenced to prison in the future. Stages 4 and 5 of the Program require additional criterion for selection. The Program proposes to include an input from a select group of adult offenders and the criteria has also been developed for this group.

6.1 CLASSIFICATION OF YOUNG OFFENDERS

6.1.1 CHANGEOVER PERIOD

The Young Offenders Program will be gradually phased in at Parklea between February and September 1992. Young offenders currently placed in Adult Correctional Centres will be classified and transferred to Stages 1, 2 and 3 of the Program at Parklea as each is phased in by September 1992. All Stages of the Program at Parklea are expected to be fully operational by September 1992. Receptions for all 18–21 year old male offenders (inclusive) will take place at Parklea, together with the classification of those young offenders still remaining within adult Correctional Centres.

The Classification Committee should consider the following criteria when deciding the suitability of an offender for the Young Offenders Program:

- age 18 to 21 (inclusive);
- up to 24 years of age, provided offender assessed as in need of such a program and there is a vacancy available;
- sentence - effectively serving an aggregate minimum and/or a fixed term of 4 years or less;
- exclusion of developmentally disabled, remandees, inmates awaiting trial, fine defaulters and women;
- methadone free;
- no protection inmates.

Young offenders with an aggregate and/or a fixed term of more than 4 years will not be placed on this Program, but sent to a separate correctional centre. For more information see 7.2.
6.1.2 CLASSIFICATION CRITERIA

6.1.2.1 PARKLEA

All newly sentenced young offenders (18-21 inclusive) will be received at Parklea when Stage 1 of the Young Offenders Program becomes operational in September 1992.

Offenders sentenced in remote areas, such as Grafton, Mannus and Broken Hill and serving less than two months, will be received by the institution in that locality. The local Program Review Committee, within one working day of receiving the offender will need to assess him and contact Parklea’s Reception Committee to determine the viability of placing him on the Young Offenders Program. (see Appendix 1).

The Classification Criteria (see Section 6.1.2), will apply for all young offenders received at Parklea. However, if vacancies are available offenders up to the age of 24, who could benefit from the Program and meet the remaining Classification Criteria can be accepted into the Young Offenders Program.

An internal classification system will operate at Parklea. This will be performance-based and offenders will progress through the Stages of the Program based on their meeting pre-determined objectives, which are formed by way of an agreement negotiated with the Case Management Teams, (see Appendix 1).

6.1.2.2 NEWNES

Until Parklea is fully operational the Classification Committee, Long Bay, will be responsible for classifying young offenders for the Newnes program.

Classification criteria that have already been developed for Newnes will be used by the Parklea Classification Committee when the Program becomes fully operational, (see Appendix 2).

Classification criteria for Stage 4 Newnes Program:-

- Age 18 to 21 years (inclusive)
- May include offenders up to 24 years old, provided they are assessed as needing such a program and a vacancy is available
- Classification - equivalent of C2 or C3
- Methadone free
Voluntary participation on programs

Medical clearance to be issued by the Prison Medical Service

Psychological clearance to be issued by a Psychologist

Minimum 5 months sentence remaining

If an offender is on protection he must sign off protection prior to transfer

Must not be an appellant or have further charges outstanding

6.1.2.3 WORK EXPERIENCE

Below are the Classification Criteria which apply to the three levels of the Work Experience program for young offenders.

It is not anticipated that adult offenders will be involved in this Stage of the Program.

The following are the proposed Classification Criteria for each Level:-

LEVEL I

- Equivalent to C3 classification

- Minimum of 6 months to serve

- Maximum of 2 years to serve

- Eligible for one day leave per month

LEVEL II

- Participated on Level I for a minimum of twelve weeks

- Minimum of 3 months to serve

- Eligible for one Weekend Leave/Day Leave per month after successfully completing all Day Leave at Level I

- Eligible for weekly Weekend/Day Leave after successfully completing three successive monthly Weekend/Day Leaves
Voluntary participation on programs

Medical clearance to be issued by the Prison Medical Service

Psychological clearance to be issued by a Psychologist

Minimum 5 months sentence remaining

If an offender is on protection he must sign off protection prior to transfer

Must not be an appellant or have further charges outstanding

6.1.2.3 WORK EXPERIENCE

Below are the Classification Criteria which apply to the three levels of the Work Experience program for young offenders.

It is not anticipated that adult offenders will be involved in this Stage of the Program.

The following are the proposed Classification Criteria for each Level:-

LEVEL I

- Equivalent to C3 classification

- Minimum of 6 months to serve

- Maximum of 2 years to serve

- Eligible for one day leave per month

LEVEL II

- Participated on Level I for a minimum of twelve weeks

- Minimum of 3 months to serve

- Eligible for one Weekend Leave/Day Leave per month after successfully completing all Day Leave at Level I

- Eligible for weekly Weekend/Day Leave after successfully completing three successive monthly Weekend/Day Leaves
LEVEL III

- During last 1-3 months of sentence, eligible to reside in approved accommodation provided by approved sponsor. This could include community-based agencies being accepted as sponsors.
- Participate at Level II for a minimum of 6 months
- Must have successfully completed all Weekend/Day Leaves
- Minimum of 1 month and maximum of 3 months to serve
- Must have full-time employment or study
- Must have displayed above average performance

6.2 ADULT OFFENDERS ON THE YOUNG OFFENDERS PROGRAM

An adult offender is any offender who does not fit the definition of Young Offender as outlined in the terms of reference. (see Section 2.0.)

6.2.1 RATIONALE FOR THE INCLUSION OF ADULT OFFENDERS

- Adult offenders can provide a balanced perspective to the peer group-dominated attitudes of young offenders.
- Young offenders are at a particular stage of their psycho-social development, which can limit their outlook on life. The inclusion of a select group of adult offenders can positively assist in broadening the limited viewpoints of young offenders.
- They can provide continuity and stability to the daily routines and operations of the Young Offenders Correctional Centres in areas such as Unit Management, Industries and domestic areas.
- They can provide positive reinforcements in all areas of the program: i.e., education, work and vocational programs.
- They can assist staff by passing on their knowledge and skills to young offenders. This should have a positive effect in vocational training programs and in maintaining productivity and efficiency in the various industries.
LEVEL III

- During last 1-3 months of sentence, eligible to reside in approved accommodation provided by approved sponsor. This could include community-based agencies being accepted as sponsors
- Participate at Level II for a minimum of 6 months
- Must have successfully completed all Weekend/Day Leaves
- Minimum of 1 month and maximum of 3 months to serve
- Must have full-time employment or study
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- They can provide continuity and stability to the daily routines and operations of the Young Offenders Correctional Centres in areas such as Unit Management, Industries and domestic areas.

- They can provide positive reinforcements in all areas of the program: i.e., education, work and vocational programs.

- They can assist staff by passing on their knowledge and skills to young offenders. This should have a positive effect in vocational training programs and in maintaining productivity and efficiency in the various industries.
6.2.2 CONDITIONS FOR REMAINING ON THE PROGRAM AND RATIO OF ADULTS INVOLVED

- The number of adult offenders selected for a young offender institution should not exceed 10% of the total offenders population.

- Conditions regarding the length of involvement should be fixed and not exceed a period of twelve months.

- An agreement is to be signed between the adult offender and management stipulating the areas of anticipated involvement on the Young Offenders Program and the written rules and regulations. Any breach of these will result in expulsion from the Program and loss of privileges and status in accordance with Departmental policy.

- There should be no repeat agreement.

- A recognised certificate should be awarded upon successful completion of the agreement.

6.2.3 CLASSIFICATION CRITERIA

- Placement on the Program must be voluntary.

- Adult offenders should generally be 35 years of age and over, however, offenders between 25 to 35 who are deemed to be particularly suitable, can also be placed on the Program.

- Offender must hold a B or C classification.

- At least 18 months of a prison sentence remaining.

- No history of convictions or institutional offences of violence, sexual assault, drug taking, trafficking and/or possession whilst incarcerated unless there are exceptional circumstances whereby the inmate is likely to benefit from such a move.

- Must demonstrate a record of stability in current sentence.

- Offenders should demonstrate an acceptance of responsibility; positive attitude to life, maturity and leadership.
6.2.2 CONDITIONS FOR REMAINING ON THE PROGRAM AND RATIO OF ADULTS INVOLVED

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- An agreement is to be signed between the adult offender and management stipulating the areas of anticipated involvement on the Young Offenders Program and the written rules and regulations. Any breach of these will result in expulsion from the Program and loss of privileges and status in accordance with Departmental policy.
- There should be no repeat agreement.
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6.2.3 CLASSIFICATION CRITERIA

- Placement on the Program must be voluntary.
- Adult offenders should generally be 35 years of age and over, however, offenders between 25 to 35 who are deemed to be particularly suitable, can also be placed on the Program.
- Offender must hold a B or C classification.
- At least 18 months of a prison sentence remaining.
- No history of convictions or institutional offences of violence, sexual assault, drug taking, trafficking and/or possession whilst incarcerated unless there are exceptional circumstances whereby the inmate is likely to benefit from such a move.
- Must demonstrate a record of stability in current sentence.
- Offenders should demonstrate an acceptance of responsibility; positive attitude to life, maturity and leadership.
Recommendations by the Serious Offenders Review Board will be considered for placement on the Young Offenders Program. These recommendations will need to be placed before the Parklea Classification Committee.

No current psychiatric problems or disorders.

The Chief Superintendent of young offenders correctional centres will have the right to refuse the entry of adult offenders into the Program.
- Recommendations by the Serious Offenders Review Board will be considered for placement on the Young Offenders Program. These recommendations will need to be placed before the Parklea Classification Committee.

- No current psychiatric problems or disorders.

- The Chief Superintendent of young offenders correctional centres will have the right to refuse the entry of adult offenders into the Program.
7.0 MANAGING YOUNG OFFENDERS WHO FAIL TO MEET THE CLASSIFICATION CRITERIA

If the proposed Classification Criteria (see Section 6.1) for the Young Offenders Program are adopted, four distinct groups of offenders in the targeted age range will be excluded from it. It is however, the Minister's intention to separate these groups (apart from the developmentally disabled, see Section 7.3) from adult mainstream offenders.

This section will identify the four main groups excluded from the Young Offenders Program and will offer the Department some recommendations in regards to methods for managing them.

7.1 UNSENTENCED OFFENDERS

Section 5.3 identified a total of 151 young offenders in the targeted age groups who were on remand or awaiting trial on the 8th December 1991. There is not sufficient accommodation available on the Young Offenders Program (Parklea and Newnes) to house both sentenced and unsentenced offenders.

Prison Operations are presently examining the possibility of separating this targeted group of unsentenced offenders from the mainstream. One of the correctional centres that is currently being considered for this purpose is Parramatta.

If this separation of unsentenced offenders occurs, then, it is suggested that a task force be established to develop a program which would best meet the needs of these unsentenced offenders. The program for this group will need to take into consideration the instability of this population and the extreme fluctuations in emotions and expectations triggered through frequent court appearances. The proposed Young Offenders Program has not taken these factors into account, since these needs are not as predominant in the sentenced offender population.

7.2 LONG-TERM SENTENCED YOUNG OFFENDERS

The proposed Classification Criteria for the Young Offenders Program excludes offenders who have a minimum and/or fixed term sentence of more than four years in incarceration. The rationale for this was twofold:

- the needs of long-term sentenced offenders are compounded by the nature of the offence and the length of the sentence to be served;

- the proposed Young Offenders Program focuses on preparing the offender for release. This is perceived as an achievable target for offenders sentenced to four years or less. It is however perceived as being too distant and unattainable for individuals serving four years or more. It is not envisaged that these offenders will be placed on the Young Offenders Program.
7.0 MANAGING YOUNG OFFENDERS WHO FAIL TO MEET THE CLASSIFICATION CRITERIA

If the proposed Classification Criteria (see Section 6.1) for the Young Offenders Program are adopted, four distinct groups of offenders in the targeted age range will be excluded from it. It is however, the Minister's intention to separate these groups (apart from the developmentally disabled, see Section 7.3) from adult mainstream offenders.

This section will identify the four main groups excluded from the Young Offenders Program and will offer the Department some recommendations in regards to methods for managing them.

7.1 UNSENTENCED OFFENDERS

Section 5.3 identified a total of 151 young offenders in the targeted age groups who were on remand or awaiting trial on the 8th December 1991. There is not sufficient accommodation available on the Young Offenders Program (Parklea and Newnes) to house both sentenced and unsentenced offenders.

Prison Operations are presently examining the possibility of separating this targeted group of unsentenced offenders from the mainstream. One of the correctional centres that is currently being considered for this purpose is Parramatta.

If this separation of unsentenced offenders occurs, then, it is suggested that a task force be established to develop a program which would best meet the needs of these unsentenced offenders. The program for this group will need to take into consideration the instability of this population and the extreme fluctuations in emotions and expectations triggered through frequent court appearances. The proposed Young Offenders Program has not taken these factors into account, since these needs are not as predominant in the sentenced offender population.

7.2 LONG-TERM SENTENCED YOUNG OFFENDERS

The proposed Classification Criteria for the Young Offenders Program excludes offenders who have a minimum and/or fixed term sentence of more than four years in incarceration. The rationale for this was twofold:

- the needs of long-term sentenced offenders are compounded by the nature of the offence and the length of the sentence to be served;

- the proposed Young Offenders Program focuses on preparing the offender for release. This is perceived as an achievable target for offenders sentenced to four years or less. It is however perceived as being too distant and unattainable for individuals serving four years or more. It is not envisaged that these offenders will be placed on the Young Offenders Program.
Data as of the 8th December 1992, indicated that 60 young offenders fell into this category. Of these, 26 had a sentence of 4 to 5 years; 27 had a sentence in excess of 5 years; 6 were lifers and 1 was a forensic patient.

It is recommended that a task force be established to develop a program with a heavy emphasis on coping with long-term incarceration and also dealing with any severe psychological and/or psychiatric problems.

7.3 DEVELOPMENTALLY DISABLED

It has been difficult to obtain accurate data in regard to the number of developmentally disabled young offenders presently in the adult correctional system.

This particular group has special needs which the Department has already identified. A facility has been established at the John Morony Correctional Centre to meet these needs. There is little point in separating this group of young offenders from adult developmentally disabled offenders, as the fact that they are developmentally disabled, is more of an issue than their chronological age.

It is recommended that this group of young offenders be managed in the Unit for Developmentally Disabled, located at the John Morony Correctional Centre.

7.4 WOMEN

Data obtained through Computer Services indicated that there were twenty-six 18-21 year old female offenders, as of the 8th December 1991, in NSW adult correctional centres.

An attempt has been made to identify facilities which would enable the Department to separate young female offenders from the mainstream prison population. The small number of young female offenders identified has made this a difficult task. Past experience at Bathurst and Goulburn has revealed that any program for small groups of female offenders must be located at a Metropolitan correctional centre if it is to be successful.

It is important that the Department establishes a Young Offenders Program for females. The proposed Young Offenders Program for males, with some minor modifications, would readily lend itself to meeting the needs of young female offenders. It is suggested that any re-development of Mulawa should include a separate unit from which to operate a Female Young Offenders Program.

As an interim measure the Department might consider the possibility of approaching another government Department with a view to leasing suitable accommodation for the operation of such a Program.
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8.0 MANAGEMENT PHILOSOPHY AND STRATEGIES ADOPTED FOR THE EFFECTIVE MANAGEMENT OF YOUNG OFFENDERS THROUGH STAGES 1-5

8.1 INTRODUCTION

It is desirable that management should adopt a philosophy and rationale which underpins all processes and operations in order to effectively manage young offenders in a correctional environment. It gives meaning to the existence of the correctional centre and encourages staff and offenders to work towards common organisational and individual goals.

The management philosophy of the Young Offenders Program through Stages 1-5 focuses on a number of interconnecting strategies. The key management strategies adopted for the Young Offenders Program will be:-

- Unit Management;
- Case Management;
- Direct supervision;
- Structured day for offenders;
- Hierarchy of privileges and sanctions;
- Multi-disciplinary team approach.

8.2 UNIT MANAGEMENT

Stages 1-5 of the Young Offenders Program, apart from Stage 4 at Newnes, will operate under the system of Unit Management. This system will allow Parklea Correctional Centre to be divided into four separate functional Units (Stages) which will operate independently of each other. These Units (Stages) will be divided further into smaller units. This division of the Centre into smaller units will reduce the number of offenders to be managed by individual staff members. It will also encourage them to adopt a pro-active role in managing offenders and also to interact with other staff members.

The Unit Management model adopted should be that which is being developed by the Working Party on Prison Management.

The two main factors in the Unit Management process are:-

- Constructive interaction between staff and inmates and between staff and staff
- Decentralised management - unit autonomy
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- Constructive interaction between staff and inmates and between staff and staff
- Decentralised management - unit autonomy
Each Unit will operate in an autonomous manner taking into account relevant legislation and regulations. Decision making should be delegated to the lowest appropriate level and where possible, involve inmate participation.

The Unit Manager will be responsible for all operations and processes within his/her Unit. He/she will be responsible to the Manager of Inmate Development for inmate programs and processing and to the Manager of Security for security matters.

To ensure that each Unit operates in an autonomous manner, the following responsibilities (including delegated authority from Manager of Inmate Development and Manager of Security) should be placed on the Unit Managers:

i) Rostering

It is critical to the success of any Unit Management system, that permanent and consistent staff are assigned to the Unit for a fixed period of not less than 12 months. Staff should not be rostered between units.

Rostering will be prepared by the Unit Manager according to the rostering principles of the Department. However, rosters can be changed as per staff wishes with the approval of the Deputy Superintendent in charge of rosters.

ii) Unit Rules And Regulations

These should be developed by unit staff with minimum acceptable standards for the Unit emphasised. All offenders should be provided with a written copy of Unit rules and regulations with provisions being made for non-English speaking offenders, or those with a literacy deficit.

iii) Case Loads

All Correctional Officers II (CO II), will be allocated a caseload. Each Correctional Officer II should be allocated a caseload of a maximum of twenty offenders.

iv) Budgeting

Unit Managers should work to a budget which will cover offenders' accommodation and expenses; staff training; maintenance and repair and also program costs, that is, employment of teachers, facilitators and equipment etc. The Unit budget should be reviewed on a monthly basis.
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v) Staff Appraisal

This will be covered later in this proposal (see Section 15.3.2.)

vi) Staff Training And Development

This will be covered later in this proposal. (see Section 16.0.)

vii) Meetings

Intra and inter-Unit meetings should operate regularly. They will provide a vehicle which can assist in ensuring that operations, processes and programs are carried out according to policy; that problems are solved within the unit and that all Stages of the Young Offenders Program dovetail and interface with each other. They can be facilitated by regular monthly Senior Management meetings involving Superintendent, Manager Inmate Development, Manager of Security and Unit Managers.

Agendas and minutes of all meetings should be kept and distributed to relevant persons.

The Unit Manager will have the responsibility for deciding which custodial officers should be members of the various teams. However, all officers and where appropriate, inmates, should be encouraged to have an input into deciding upon the individual who should represent them.

Unit meetings should be as follows:

a) Unit Officers’ Meetings should be held weekly to deal with policy implementation; problem-solving and other relevant issues.

b) Unit Staff/Inmate Meetings should be held fortnightly; to include three inmate representatives; dealing with problem solving and issues involving everyday affairs of the Unit.

c) As Units will operate autonomously, inter-Unit Staff Meetings should be held monthly to ensure that there is consistency in implementing policy, common problem-solving, and exchange of ideas and strategies.

d) Three multi-disciplinary teams will also meet on a regular basis.

- Case Management Team (C.M.T) - it will convene at least weekly and more frequently if demand requires, (see Sections 8.5.2).

- Work Experience Review Team - will operate in Stage 5 and convene weekly and more frequently if required, (see Section 8.5.4).
Program Development and Evaluation Team (P.D.E.T.) - it will meet fortnightly intra Unit, and every ten weeks with the P.D.E.T.'s from other Stages of the Young Offenders Program. (see Section 8.5.3.)

viii) Develop Management/Action Plans

Each Unit, will be required to develop an annual Management/Action Plan. These must take account of Departmental and the Centre's Strategic Plans.

8.2.1 CASE MANAGEMENT

Case Management personalises Unit Management through the allocation of case loads to individual Correctional Officers. It is anticipated that Case Management will operate through Stages 1-6 of the Young Offenders Program. It is an ongoing process which encourages interaction between the Correctional Officer and offender. Through this interaction, offenders are assisted in setting specific goals which are drawn from the agreed action plans developed by the offenders and Case Management Team. It is through this process that offenders are encouraged to accept more responsibility for their program.

The Case Management model adopted will be that which is being developed by the Working Party on Prison Management.

Until any recommended changes are implemented, the present Case Management Forms (Data form, Checklist, Case Review form and Case Notes) should be used.

The Unit Management Team in each Unit responsible for the implementation of Case Management comprises of:

Unit Manager
Case Manager Supervisor
Correctional Officer II
Correctional Officer I

The Case Management Team - will also have a defined role in case management, (see Section 8.5.2.)

Although the Unit Manager has the ultimate responsibility for ensuring that the policy and procedures for Case Management are implemented, the Case Manager Supervisor will carry the main responsibility for this area. He/she will allocate caseloads and be responsible for implementing and monitoring all facets of this system.
Correctional Officers II (CO II), will be allocated caseloads of a maximum of twenty offenders.

Correctional Officers I (CO I), will be responsible for the static security of the Unit, however it is advisable that they are allocated a small caseload. This will have a dual benefit. It will enable the CO I to be trained in casework and enable him/her to effectively substitute for the CO II should he/she be absent; it should also improve security as the CO I will be required to interact with the offenders and therefore, be more able to anticipate problems before they become too serious.

Support staff such as Psychologists, Education Officers, Welfare Officers, Chaplains and where relevant, Probation and Parole Officers, will provide specialist services and also be members of the Case Management Teams.

The Program Review Committee Clerk will assist the Case Manager Supervisors in administrative work related to the Case Management Team as well as his normal duties associated with the Program Review Committee.

It is expected that:

i) every offender will be formally interviewed by his case officer on a regular basis to monitor and review plans and goals;

ii) Case Officers will provide relevant information, either written or verbal to the Case Management Team, or any relevant team or committee;

iii) Case Officers will refer offenders to relevant specialist staff;

iv) Case Officers will attend Case Management Team (CMT) interviews to support offenders should the CMT or offender so require;

v) Case Officers will ensure that all aspects of the offenders’ action plans are followed through, monitored and reviewed.

It should be noted that the support staff should include, where required, an Aboriginal Liaison/Welfare Officer.

8.2.2 DIRECT SUPERVISION

Direct Supervision requires the removal of physical barriers between staff and offenders. All unit staff should be placed in the accommodation Units where they have direct contact with offenders. Staff would be required to remain in the Unit living area, rather than retreat to their offices. This will place more emphasis on officers using their interpersonal communication skills, rather than relying on physical barriers to manage offenders.
8.2.3 ROLE OF CO-ORDINATOR OF UNIT MANAGEMENT

It is recommended that the Co-ordinator of Unit Management oversees and monitors the implementation of all aspects of Unit Management/Case Management through Stages 1-5 of the Young Offender Program during the first twelve months of its operation. Thereafter, monitoring should be carried out on a regular basis.

8.3 STRUCTURED DAY

The introduction of a structured day for offenders will enable management, staff and the offenders themselves to utilise their time more effectively. Staff and offenders will have a daily routine which will be divided into distinct time periods for work, education, recreation and the case management of prisoners. Weekends will be structured differently to allow for visits and other activities not normally operating during the week.

This approach will enable management to co-ordinate all program activities and movement within the Centre. It will increase security as it should be possible to account for the location of any offender at any specific time.

8.4 HIERARCHY OF PRIVILEGES AND SANCTIONS

A hierarchy of privileges and sanctions form an integral part of the strategy of thrusting responsibility and accountability onto offenders. They will be required to 'learn the lesson' regarding the demands and expectations society places on its members: that is, all privileges must be earned and only basic entitlements should be given to non-performers.

A hierarchy of privileges and sanctions for Stage 4 has been outlined in the Newnes Management Plan. An interim hierarchy of privileges and sanctions for Stages 1-3 has been developed. Also a hierarchy of privileges and sanctions will be developed by staff who are selected to operate Stage 5 (Work Experience) and will include Day Leave and Weekend Leave.

The main aims of this strategy is:

- to make offenders aware that the Young Offenders Program is performance-based, rather than security-based;
- to reward achievement of goals and standards and provide disincentives for poor performance, or unco-operative behaviour;
- to make a distinction between privileges which can be earned (e.g. additional visits, accommodation, telephone calls, etc) and entitlements which prison authorities are obliged to provide.

Each Unit Management Team will further develop the privileges and sanctions which should operate at that particular Stage of the Young Offenders Program.
8.5 MULTI-DISCIPLINARY TEAM APPROACH

Each Unit will adopt a team approach for managing their units. It has many advantages not the least of which is, that it creates a sense of team spirit, it prevents offenders from 'setting up staff' against each other and it utilises staff resources more effectively.

There will be three main multi-disciplinary teams functioning in each Unit.

- Unit Management Team
- Case Management Team
- Program Development and Evaluation Team

There will also be a Work Experience Review Team operating in Stage 5 of the Program.

8.5.1 UNIT MANAGEMENT TEAM

This team comprises of all Unit Management staff and includes custodial and non-custodial officers.

The main function of this team is to ensure the smooth operation of all aspects of Unit Management.

8.5.2 CASE MANAGEMENT TEAM

The Case Management Team will consist of the Case Manager Supervisor, Psychologist, Education Officer and Industrial Officer and where appropriate, an Aboriginal Welfare Officer, Parole Officer, or medical staff.

In the Induction/Assessment facility in Unit 1, a Nursing Officer and Aboriginal Welfare Officer will be included on the Case Management Team.

The main functions of this team are to process offenders and monitor their progress from the point of reception until they are released. It will assess the needs of individual offenders and negotiate agreed action plans with him to address those needs.

At each Stage of the Young Offenders Program an individual Case Management Team will operate. The exception to this will be at Stage 1 where two Case Management Teams will operate. This will enable one Case Management Team to devote itself to Receptions, Assessments and Inductions and also to the Short Term Management and Segregation facility, (see Section 9), whilst the other Case Management Team will deal with the remainder of offenders placed on Stage 1.
The team’s main responsibilities will be to:

- be involved in the initial reception process;
- assess and induct all receptions within 14 days of arrival;
- negotiate with offenders on an agreed action plan for remainder of their sentence and monitor action plan;
- assign offenders to appropriate accommodation Units in accordance with agreed classification recommendations;
- provide reports to relevant committees and managers as required;
- to set interview dates and times;
- to develop a specific release program for offenders;
- to make recommendations regarding the classification of each offender in the Unit to the Program Review Committee;
- to obtain and collate information on offender before interviewing him;
- to interview every offender at least every four months;
- to ensure offenders’ program is regularly monitored and prioritised according to need;
- recommend re-classification of unsuitable offenders on Young Offenders Program to the Program Review Committee.

The Case Management Supervisor should chair the Unit Case Management Team. In the event of this person not being available, the Unit Manager or his/her delegate should be the chairperson.

8.5.3 PROGRAM DEVELOPMENT AND EVALUATION TEAM (PDE T)

This multi-disciplinary team will operate at Stages 1-5 of the Young Offenders Program. A Psychologist, Education Officer, Case Management Supervisor Industrial Officer and Aboriginal Welfare Officer should be included on it.

The main functions of this team are to accredit all programs either operating within the Unit, or directly related to it, such as vocational programs at the work location; to develop and oversee the implementation of programs and ensure that they are formally evaluated.
It follows that no program should operate within the Unit without being formally accredited by the PDET.

The main functions of the PDET are:

- to accredit all programs operating in, or directly related to the Unit;
- to allocate responsibility to an individual, or teams for developing programs with specific aims and objectives;
- to ensure that all programs remain relevant and are based on identified offender needs;
- to ensure that programs for specialist groups are relevant and culturally acceptable;
- to ensure that all programs are evaluated;
- to prioritise the implementation of programs according to need and available resources;
- to advise Unit Manager on annual budget requirements for programs;
- to ensure that Unit programs interface with other Stages of the Young Offender Program.

The Program Development and Evaluation Team should meet fortnightly. The chairing these of meetings will be rotated.

A set agenda and minutes of each meeting should be provided and distributed to relevant staff including the Manager of Inmate Development and Unit Manager.

A nominated representative from each Program Development and Evaluation Team from each Stage of the Young Offenders Program and the Managers of Inmate Development from Parklea and Newnes, should meet every ten weeks. These meetings should be used for an exchange of ideas; as a forum for problem-solving and to ensure that programs at each Stage complement each other and interface.

Agendas and minutes of these meetings should be provided to relevant staff including the Manager of Inmate Development and all Unit Managers.
8.5.4 WORK EXPERIENCE REVIEW TEAM

This team will operate at Stage 5, (Work Experience) of the Young Offenders Program. It should meet weekly and be chaired by the Co-ordinator of Work Experience. The team should include a Field Liaison/Project Officer, Psychologist, Education Officer, Parole Officer and if possible, Industrial Officer.

As this is the most innovative part of the Young Offenders Program, it is recommended that both the composition of this team and its functions are reviewed by the Co-ordinator of Work Experience and Manager of Inmate Development as soon as is practicable. However, it is expected that the functions of this team will include the following:

► Review of performance and behaviour of offenders with a view to recommending placement on the next Level of the Program, or removal from Stage 5

   Recommending full student status for offenders

► Review and recommend sponsors for day/weekend leave and for offenders selected for Level III of this program

► Interview offenders regarding employment placement

► Review and if required interview prospective employers with a view to formally accepting them as bona fide

► Review and recommend day/weekend leave
9.0 STAGES OF THE YOUNG OFFENDERS PROGRAM

9.1 INTRODUCTION

This section of the paper will outline the six Stages of the Young Offenders Program; the projected time frame when they will become operational; the main functions, and operations of each Stage, together with the maximum number of offenders involved.

9.2 BACKGROUND

It is envisaged that Stages 1-4 will accommodate approximately 480 young offenders who meet the recommended classification criteria. A further 90 offenders will be accommodated in the Work Experience Program (Stage 5). It is anticipated that a further 10%, approximately 50 adult offenders, will have an input into the Young Offenders Program. The final Stage (6) will involve offenders who are released into the community under supervision. Data from the Department of Corrective Services Research and Statistics division (1991) indicates that 57% of all sentenced young offenders are likely to be released to community supervision.

All the projected commencement dates mentioned below are based on the required building modifications having been completed prior to each Stage of the Young Offenders Program becoming operational. However, should the building of facilities for Stage 1 and Stage 2 be delayed, attention will need to be given to the using the multi-purpose building as an interim measure. This would necessitate modifying the Program at Parklea, as the multi-purpose building would be unable to cope with the extra demand for office space and group rooms that the Young Offenders Program would place upon it.

Failure to obtain building permission for a Work Experience facility at Parklea will also jeopardise the targeted commencement date for this Stage of the Young Offenders Program.

Offenders will not necessarily progress sequentially through each Stage of the Program. Their progress will be dependent upon a variety of factors, such as length of sentence, performance, attitude and behaviour. It will be possible therefore, for an offender to be assessed and classified at Stage 1 and progress to Stage 2, then Stage 4 of the Young Offenders Program. It is also possible for an offenders to forfeit privileges and status and eventually regress through the Stages.

An internal classification system for Stages 1-3 and 5 of the Young Offenders Program will operate at Parklea. This will facilitate movement up and down the Stages of the Program at Parklea without the need to await a decision from the Long Bay Classification Committee. These Stages will accommodate offenders traditionally classified with an A, B, C, E1, or E2 security ratings. Each Stage of the Program will reflect the offenders security rating. Thus, Stage 1 will contain
high security risk and/or substandard performers, whilst Stage 5 will accommodate minimum security rated offenders who are proven performers.

A number of locations were investigated as possible venues from which to operate the Work Experience program. After careful consideration the Task Force recommends that Parklea be the preferred location for the Work Experience program, provided building approval can be obtained. If building approval is granted then it is proposed to operate an interim Work Experience program using demountables from Silverwater. It is also recommended that the 1992-93 budget for the Young Offenders Program includes funding for the construction of permanent accommodation for this stage of the Program.

Should building approval be refused then consideration should be given to establishing a Work Experience Centre at the John Marony Correctional Centre. The vacated Periodic Detention Centre could be renovated and expanded to provide this facility.

The Task Force has experienced some difficulty in obtaining accurate data for the 18-21 year (inclusive) age group who would be suitable for Work Experience. However, the figures that have been obtained would suggest that initially this Stage of the Program could sustain approximately 50 - 90 offenders.

The locations and anticipated operational dates for all Stages of the Young Offenders Program are listed in the table below in chronological order.
<table>
<thead>
<tr>
<th>Date</th>
<th>Stage</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>November, 1991</td>
<td>Stage 4</td>
<td>Newnes Young Offenders Correctional Centre</td>
</tr>
<tr>
<td>February, 1992</td>
<td>Stage 3</td>
<td>Parklea Correctional Centre</td>
</tr>
<tr>
<td></td>
<td>Stage 5</td>
<td>Parklea Correctional Centre or John Marony Correctional Centre</td>
</tr>
<tr>
<td></td>
<td>Stage 6</td>
<td>Community Corrections</td>
</tr>
<tr>
<td>July, 1992</td>
<td>Stage 2</td>
<td>Parklea Correctional Centre</td>
</tr>
<tr>
<td>September, 1992</td>
<td>Stage 1</td>
<td>Parklea Correctional Centre</td>
</tr>
</tbody>
</table>

9.3 FUNCTION AND CAPACITY OF EACH STAGE

An outline of the functions of each Stage of the Young Offenders Program and the maximum number of offenders who could be involved is included below.

i) STAGE 1

This Stage of the Young Offenders Program will be divided into six distinct functional facilities which are as follows:

► Reception

All 18-21 year old (inclusive) male offenders will be received at Parklea Correctional Centre, except for those excluded in the Classification Criteria (see Section 6.1.3.).

► Induction and Assessment Facility

Rigorous assessments in medical, psychological, educational and vocational areas will occur. Offenders will then be inducted into the Program (see Section 10.2.).

► Short Term Management Facility

This will provide a facility for dealing with offenders who upon reception present with possible behavioural, psychological or psychiatric problems. Facilities for detoxification will also be provided. (see Section 10.3.)
Six stages of the Young Offenders Programme
NSW Department of Corrective Services
Segregation Facility

This facility is designed to deal with offenders who present with behavioural problems and require segregation or isolation from other offenders (see Section 10.4.)

Level A Facility

This facility will accommodate offenders traditionally classified with a maximum security rating. A heavy emphasis will be placed on vocational training. Educational, recreational and developmental programs will also be offered as part of their daily routine, (see Section 11.2). These should interface with programs offered at Stages 2 to 4. Work will be offered to these offenders as they near the end of their placement at this Level.

Privileges will be such as to reflect the Stage of the Program the offender has attained. (see Section 8.4).

Level B Facility

Level B is the next Level up from Level A in the internal security rating. All offenders at this Level will be required to follow a daily routine which will include work, educational, vocational, developmental and recreational programs (see Section 11.2.) These programs will interface with those offered at Stages 2 to 4. Work will be offered to these offenders as they near the end of their placement at this level.

Privileges will be such as to reflect the Stage of the Program the offenders has attained (see Section 8.4.)

Due to the complex nature of the various functions operating at this Stage, it is not possible to provide exact numbers for each facility within this Stage. It will therefore be the Unit Managers responsibility to allocate accommodation according to needs.

The maximum bed capacity in Stage 1 is 192, plus 26 in the Short Term Management and Segregation facilities. It is anticipated that the number of offenders held at any one time will be in excess of 150.
ii) STAGE 2

This Stage will accommodate offenders who have been internally classified to the next level up from those accommodated in Stage 1 (B).

Offenders at this Stage of the Program will be involved in work, educational, vocational, developmental and recreational programs (see Section 11.2). These programs will interface with those operating at Stages 1, 3 and 4.

Privileges will be such as to reflect the Stage of the Program the offenders has attained. (see Section 8.4.)

This Stage will accommodate approximately 128 young offenders and 14 adult offenders.

iii) STAGE 3

This will accommodate offenders who have been internally classified to the next level up from those accommodated at Stage 2 of the Young Offenders Program.

The programs at this Stage will interface with those operating at Stages 1, 2 and 4, i.e.; educational, work, developmental, vocational and recreational programs, (see Section 11.2). Emphasis will also be placed on Pre-Release programs.

Classification for Stage 4 (Newnes) will be conducted at this Stage. It is possible that some young offenders who have only a short period of their sentence remaining after completing the Newnes program, will return to this Stage before being released.

Privileges will be such as to reflect the Stage of the Program the offenders has attained (see Section 8.4).

This Stage will accommodate approximately 86 young offenders and 10 adult offenders.

iv) STAGE 4

Offenders at this Stage of the Program will have been classified at Parklea at a security rating which will be equivalent to the traditional C2 and C3 classification.

This Stage will focus on Adventure Challenge and Outdoor Pursuits. Educational, work, developmental and vocational programs will run in conjunction with the above and interface with programs operating at Stages 1, 2 and 3 (see Section 11.3). Not all young offenders will be selected for this Stage of the Program. It will operate over an 16 week period with an
intake of 16 offenders every four weeks.

Privileges available to offenders on this Stage of the Young Offenders Program have been outlined in the Newnes Management Plan.

This Stage will involve up to 80 young offenders. A further 15 adult offenders will make up the nucleus group to assist in the Centre’s operation.

v) **STAGE 5**

Offenders placed on the Work Experience program will have been classified at Parklea. This Stage will receive offenders from Stages 2, 3 or 4 of the Young Offenders Program.

This Stage will operate at three Levels and provide opportunities for full-time/part-time employment and community/voluntary work. It will also include full-time students who are enrolled in approved external tertiary courses. *(see Section 11.4)*

Privileges will be such as to reflect this Stage of the Young Offenders Program, *(see Section 8.4).*

vi) **STAGE 6**

This Stage involves input from Community Corrections with offenders who have been sentenced to an additional term of supervision upon release into the community.

It is proposed that Community Correctional Officers be involved with those offenders who will be placed under their supervision prior to and upon their release into the community *(see Section 11.5).*
10.0 RECEPTION, INDUCTIONS AND ASSESSMENTS

Young offenders will be inducted into the Program and undergo a detailed assessment upon reception. Facilities will also be available for offenders requiring detoxification or who are assessed as being at risk.

10.1 RECEPTIONS

Reception procedures for the Young Offenders Program will follow the guidelines established by the Department of Corrective Services.

All sentenced 18-21 year olds (inclusive), male offenders, except those who have been sentenced in remote areas will be received at Parklea. This latter group will be received by the correctional centre which is closest in proximity to the court from which they have been sentenced. It will be the responsibility of the Reception Committee at that institution to contact the Reception Committee of Stage 1 of Parklea within one working day of receiving the young offender in order to determine his suitability for the Young Offenders Program (see Classification Criteria, Appendix 1).

Those who do not meet the Classification Criteria for the Young Offenders Program (see Section 6.1), will be classified and transferred to appropriate correctional centres.

Offenders will be immediately screened for any medical and/or psychological problems and appropriate action will be taken to address these needs. Facilities will be available in the Short Term Management Unit for such offenders requiring detoxification, or presenting with psychological or behavioural problems.

The Case Management Team (Stage 1, Parklea) will carry out the initial reception. There will be no protection facilities. However, offenders requiring initial protection will be placed in the Short Term Management Unit and counselled. (see Section 10.3).

Those offenders identified as suitable for the Young Offenders Program will be accommodated in the Induction and Assessment facilities provided in Stage 1. This facility is separated from other facilities operating in this Stage.
10.2  INDUCTION AND ASSESSMENT

The Induction and Assessment phase may require a two to three week period to complete.

The Induction Program will explain the following:

- Stages of the Young Offenders Program;
- systems of Unit/Case Management;
- privileges and sanctions;
- offenders’ responsibilities;
- opportunities offered to offenders on the Program;
- role of adult offenders on Program;
- role of various officers involved with the Program, i.e., Case Managers, Psychologists, Education Officers, Industrial Officers, etc;

- A brief video and information kit will be presented to the offenders. This will be followed up by the Case Management Team (Stage 1) and an input from adult offenders;

- detailed assessments by appropriate staff from Stage 1 will be conducted in the following areas:
  
  Educational
  Psychological
  Medical
  Vocational/Work

Written assessment reports will be completed and made available to the Case Management Team.

Following assessment, the Case Management Team, in discussions with the offenders, will formulate an action plan for the duration of his incarceration. An agreement will be drawn up and signed by the offender and Case Management Team and will include the action plan, rules and regulations etc.
10.3 SHORT-TERM MANAGEMENT UNIT

This Unit will deal with offenders on reception who present with initial behavioural and other problems such as, violent and aggressive behaviour, depression and suicide risks. It will also provide a detoxification facility and will manage offenders presenting with possible psychiatric problems, or who believe they will be at risk in the general offenders population. It is anticipated that the maximum duration of time any offender will remain in this Unit will not exceed four (4) weeks.

An intensive intervention program will be developed by the Case Management Team (Stage 1) and appropriate individuals, e.g., psychologist, psychiatrist and medical staff. The type of intervention and its duration will be influenced by the offender's presenting problem. If the offender is assessed as unsuitable for the Young Offenders Program he will be classified and transferred to an appropriate correctional centre. Should he be assessed as suitable he will proceed to the Induction and Assessment facility operating in Stage 1 of the Young Offenders Program. (see Section 9.3 and Section 10.2).

10.4 SEGREGATION OF PROBLEM OFFENDERS

A nine (9) cell segregation area is located in Stage 1 of the Young Offenders Program. This will provide a facility for dealing with offenders' presenting with behavioural problems, or who require to be segregated and/or isolated from other offenders. The main objective of the unit will be to discourage offenders from remaining in segregation and encourage them to deal with their behavioural problem/s and return back into the mainstream Young Offenders Program.

The Case Management Team responsible for offenders in segregation will be that team operating from Stage 1 of the Young Offenders Program.
11.0 PROGRAM STRUCTURE THROUGHOUT THE SIX STAGES OF THE YOUNG OFFENDERS PROGRAM

11.1 INTRODUCTION

In this section the word 'program' is used to denote the composite parts which make up the Young Offenders Program. This includes an offender's total experience and interaction during the whole period of his incarceration. Thus, for any meaningful learning to occur and to begin the process of changing attitudes, the various components of the Program need to be integrated. To achieve this outcome, it is necessary for all six Stages of the Young Offenders Program to be fully co-ordinated.

Stages 1-4 of the Young Offenders Program will deal with similar components of the program areas. The main thrust of programs throughout these Stages is to provide a basis for developing skills and knowledge in work, vocational, educational, developmental and recreational areas. Stages 5 and 6 of the Young Offenders Program begins the process of gradually placing the offenders into the community where he can put into practice the skills, knowledge and coping strategies developed in Stages 1-4 of the Program.

It will be the responsibility of the staff at each Stage of the Young Offenders Program to develop an Action Plan detailing objectives and intended outcomes for the programs operating at that Stage. These Action Plans must take into account the need to interface with other Stages of the Program.

The objectives for programs operating at the specific Stages are detailed in the latter part of this section.

11.2 PARKLEA: STAGES 1-3

11.2.1 INTRODUCTION

Stages 1 to 3 of the Young Offenders Program will operate at Parklea. This section will outline the six program areas which will function throughout these Stages, that is, work, vocational, educational, developmental, recreational and pre-release.

Each program area will include a set of objectives and a sample outline of subjects/activities.

11.2.2 WORK PROGRAM

Work will be provided for all offenders in Stages 1-3 of the Young Offenders Program. This section will deal with objectives for the work program; the type of employment available through these Stages; and policy and operational procedures which will require consideration in implementing it.
11.2.2.1 OBJECTIVES

- To introduce a regular working pattern.
- To promote self-discipline in attendance and behaviour at work.
- To provide opportunity of acquiring working skills.
- To promote an interest in maintaining working habits in the community.
- To promote job satisfaction in gaining productive and meaningful work.
- To recognise that productive work is rewarded by financial gains.

11.2.2.2 EMPLOYMENT OPPORTUNITIES

Listed below are employment opportunities which will be available to offenders on Stages 1-3 of the Young Offenders Program. These positions have been influenced by industries already established within Parklea Correctional Centre. Some of these industrial areas will operate a double shift in order to provide employment opportunities for all offenders.

It is envisaged that all offenders will be allocated work positions. Should an offenders wish to change his work within a particular location or obtain promotion then he will be required to apply for the position and be interviewed.

Tabled below are the areas of employment at Parklea:

- Gaol Maintenance
  - Plumbing
  - Building
  - Painting
  - Electrician
  - General maintenance

- Print Shop

- Timber Products Division

- Cabinet shop

- Metal Work Shop

- Vibramatic Systems
  - This is a Private company in the institution.

- Smith Family
  - Sorting clothing
Market Garden
Parklea intends to establish a market garden outside the main walls. Negotiations are currently in process to sell produce at Parklea Markets.

Domestic
Cooks
Laundry

11.2.2.3 POLICY AND OPERATIONAL ISSUES TO CONSIDER

The following points should be considered in developing policy and operational procedures for the work program:

- all offenders will be required to work. Those refusing to work will lose all privileges and be held in the non-workers’ yard during working hours. No offenders should be disadvantaged or lose privileges should work not be available;

- attention should be given to providing meaningful work which will promote job satisfaction and self-esteem. Mundane and repetitive jobs will be offered to offenders, however, this merely reflects the situation in the wider employment market to which the offender is likely to return;

- when there is a scarcity of work priority should be given in the following order to:
  a) Stage 2 and 3 offenders
  b) Stage 1 (Level B) offenders
  c) Stage 1 (Level A) offenders

- offenders not employed at these times will receive a heavier emphasis on Vocational Training; 'On The Job Training' and 'Work Experience' in the prison industries workshops;

- all offenders should be formally trained in safe working practices which should be related to their work area and the centre in general;

- vocational training should be viewed as a mandatory component of the work program;
industries should be competitive. Contracts negotiated for industries in the Young Offenders Program, should take into account the high percentage of unskilled offenders in this age group and adjust productivity levels accordingly;

base salaries should be set in accordance with Departmental policy. Any increase in productivity should be rewarded financially. Salaries should be commensurate to responsibilities and skills required for the position;

as in the community, offenders should be penalised for tardiness; excessive sick leave; inadequate work; breaching of rules and continued absence from work without a valid reason. Penalties will include deduction of pay and eventual job loss.

11.2.3 VOCATIONAL PROGRAM

Some of the vocational training through Stages 1-3 will be influenced by the types of industries already established at Parklea. This section of the report will deal with objectives and components of the vocational program and policy and operational procedures which will require consideration when implementing it.

11.2.3.1 OBJECTIVES

To provide the opportunity to acquire relevant employment and/or technical skills for employment during the term of imprisonment and after release.

To train offenders to become commercially viable employees.

To encourage offenders to expand their work skills and continue training as they progress through the various Stages of the Program.

To ensure vocational programs are based upon identified offender needs.

To ensure education and employment formally interface at the workplace level.

To provide offenders with vocational training that is accredited and recognised in the community.
11.2.3.2 COMPONENTS OF PROGRAM

Below is a list of programs currently operating at Parklea. However it is likely that there will be a need to develop further vocational programs to meet the changing needs of offenders.

- Welding - Rural
  18 weeks duration

- Fitting & Machining
  1 year duration

- Small Offset Printing
  18 weeks duration

- Plumbing/Industry Skills
  18 weeks duration

- Painting & Decorating Modules
  12 weeks each

- Wood Machining Modules
  12 weeks each

- Small Motor Maintenance
  18 weeks duration

- Bricklaying Trade
  2 year trade course

11.2.3.3 POLICY AND OPERATIONAL ISSUES TO CONSIDER

The following points should be considered when developing policy and operational procedures for the vocational program.

- The equivalent of one working day per week should be allocated to vocational or workplace education programs.

- At times of low demand for production the period allocated to vocational or work education can be extended.

- Vocational programs should take into account the needs of long, medium and short-term sentenced offenders by providing appropriate programs. Long term offenders should be encouraged and selected to participate in longer vocational courses such as bricklaying. Shorter, modular courses of between six to twelve weeks should be offered to short sentenced offenders.
Vocational programs should be of a limited duration and developed in modular form. Offenders should successfully complete a module before progressing to the next module.

There should be no loss of wage for attendance on either a vocational or work education program.

Networking with community/government agencies and institutions is essential. TAFE should be approached to negotiate the possibility of providing bridging courses (Motor Mechanics) and pre-apprenticeship and apprenticeship courses.

Local companies and business people should be encouraged to have an input into the program by giving short seminars.

11.2.4 EDUCATIONAL

This section deals with the more formal, academic aspect of the Program through Stages 1 to 3. Educational programs will be offered at primary, secondary and tertiary levels.

Outlined in this section are the objectives, components of the educational program, policy and operational procedures which will require consideration in implementing it.

11.2.4.1 OBJECTIVES:

- To develop an effective assessment package to identify young offenders who require specialist remedial assistance with literacy and numeracy.

- To develop an effective literacy/numeracy program for Stages 1 to 3 at Parklea. Ensure there is continuity as the offenders progresses through each Stage of the Program.

- To provide English as a Second Language program for offenders whose first language is not English and who are unable to function effectively due to this language deficit.

- To develop and implement programs for specialist groups which are culturally acceptable to that group, for example, Aboriginals/Islanders.

- To identify and encourage offenders with ability to participate in a tertiary program.

- To develop a Preparatory Study Program for offenders prior to enrolling them in any form of correspondence or tertiary course.
To provide structured tutorial assistance to every offender enrolled in an external distance learning program.

To provide a certificate of accreditation upon the successful completion of any course.

To introduce TAFE bridging courses.

To adopt where appropriate student-centred, problem based learning.

11.2.4.2 COMPONENTS OF PROGRAM

Listed below are programs which will form the nucleus of the education program.

- **Basic Education (Numeracy/Literacy)**

  Individual programs should be addressing deficits highlighted in the assessment.

  The Basic Education Program should concentrate on literacy/numeracy tasks commonly required at Stages 1-3. e.g. Stage 1 should concentrate on forms, regulations, rules buy-ups etc; Stages 2 & 3 should develop programs in consultation with the offender and Case Officer.

  Basic Education Programs which are computer based, such as "Roadtester". This assists and prepares people for the computerised knowledge test at the Road Traffic Authority.

  Operate literacy/numeracy classes as part of vocational training program.

- **English As A Second Language (ESL)**

  Should be delivered by specialist ESL tutors.

  E.S.L. classes should operate separately from Basic Education classes.

- **Distance Learning Courses**

  Tutorial assistance must be provided.
Culturally Sensitive Programs

These programs could include Aboriginal Studies; Aboriginal Art and Culture.

Computer Awareness And Skills Program

To operate in all three Stages of Program.

Part-time Courses

TAFE, or University Courses.

11.2.4.3 POLICIES AND OPERATIONAL ISSUES TO CONSIDER

The following points should be considered when developing policy and operational procedures for the education programs.

➤ All offenders will be involved in Education programs.

➤ These programs will operate over a five day period.

➤ All staff with expertise in particular areas can be involved in delivering this program.

➤ Adult offenders should be encouraged to involve themselves in assisting in delivering education programs. These offenders will only be used as auxiliary assistants and not as primary trainers or facilitators.

➤ No offender in Stages 1-3 is to be placed on full-time student status.

➤ The need to network with government, community-based agencies and institutions.

11.2.5 DEVELOPMENTAL PROGRAM

The developmental program outlined (below) has been designed to meet the individual needs of offenders and has taken into account the following:

➤ varying lengths of sentences offenders have to serve;

➤ the fact that offenders will not necessarily progress through the stages in a sequential manner;

➤ that offenders present with differing needs;
that some offenders will be placed on the Young Offenders Program for a second or third time.

This section will outline the objectives of the Developmental program; components of this program and policy and operational issues which will need to be considered.

11.2.5.1 OBJECTIVES

► To encourage offenders to accept responsibility for their actions and behaviour.

► To develop problem-solving techniques and decision-making skills.

► To build up self-esteem and confidence.

► To develop conflict resolution skills.

► To develop and improve communication skills.

► To initiate the process of changing negative attitudes which will lead to a change in negative behaviour patterns.

► To develop a relevant, structured and integrated program which addresses not only the presenting problem, but also the underlying causal factors.

► To develop programs in a modular form with a fixed beginning and ending.

► To create a structured, controlled and ‘safe learning’ environment which promotes accountability for behaviour and encourages participation.

11.2.5.2 COMPONENTS OF PROGRAM

The program (group work) in this developmental area has been designed to operate on two levels in modular form.

LEVEL 1

Introductory broad based subjects; subjects aimed at raising levels of awareness; relatively non-threatening; interesting and eliciting some degree of inquisitiveness; begin the process of communication through the expression of thoughts and feelings; differentiating between thoughts and feelings; encouraging self-directed learning; increase motivation.
LEVEL 2

Focuses on offence-related area; begin the process of working through denial; at times may need to be confronting; intensive, therapeutic skills-based programs; self-directing. Offenders must have completed Level 1 modules before progressing to those in Level 2.

Level 1 Modules should not exceed more than eight units/sessions, each of 2 hours duration. The eighth unit is the formal evaluation session. To ensure offenders gain maximum benefit through the process of group dynamics it is important that the group remains intact for the whole module.

Level 2 programs should comprise of a minimum of ten units/sessions each of 2 hours duration. The tenth unit is the formal evaluation session. Once again the group needs to remain intact for the duration of the modular.

Level 1 modules will operate at Stages 1-3. This will give flexibility to the Developmental program, since some offenders, due to their short sentence, may by-pass a Stage. This will enable all offenders to participate in Level 1 subjects prior to moving into Level 2 modules.

Level 2 modules are to be offered at Stages 1 (B), 2 and 3 of the Young Offenders Program.

The subject matter for these two Levels will be influenced by:

▶ the needs of offenders;

▶ the effectiveness of assessment procedures;

▶ the resources available.
Listed below are some examples of subjects from which modules at Levels 1 and 2 can be developed.

**LEVEL 1**
- Communication
- Sexually Transmitted Diseases:
  - AIDS
  - Hepatitis
  - VD etc.
- Sex Education
- Health
- Hygiene
- Legal Rights and Responsibilities
- Relationships
- Handling Rejection
- Living Skills
- Depression
- Separation
- Conflict Resolution
- Peer Group Pressure
- Relating to Authority
- Team work
- Problem Solving
- Basic Interviewing Skills

**LEVEL 2**
- Dependencies:
  - Drug
  - Alcohol
  - Gambling
- Drink Driving
- Alcohol and the family
- Anti-Social Attitudes
- Conflict Resolution Skills
- Stress Management Skills
- Communication Skills
- Anger Management
- Assertiveness Skills
- Self-Esteem
- Personal Relationships
- Parenting Skills
- Handling Rejection
- Handling Depression
- Rational Emotive Therapy
- Problem Solving Skill
- Decision Making Skills
- Coping Strategies
- Handling Peer Group Pressure
- Dealing with Grief/Separation
- Handling
- Loneliness/Alienation
- Living within the Law.

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4.2 - Although some of the topics in Level 1 and 2 are similar in subject-matter, they differ in relation to the depth they cover.
11.2.5.3 POLICY AND OPERATIONAL ISSUES TO CONSIDER

The following is a list of issues which should be taken into consideration when developing policy and implementing the Developmental program for Stages 1-3:

- this program will operate from Monday to Friday;
- that all programs be evaluated formally. Both facilitators and offenders should have an input into the evaluation;
- that evaluations be collated by the facilitators, at the completion of each module. These should then be presented to the Program Development and Evaluation Team;
- that group work should be activity based rather than lecture mode;
- that facilitators adhere to the set aims and objectives contained in each unit of the module;
- that the Developmental program is addressed mainly through group work. It is however anticipated that this will generate the need for more in-depth one to one counselling which will probably require psychological intervention;
- offenders and staff should be made aware of the consequences of revealing sensitive information at the outset of each module.

11.2.6 RECREATIONAL

Recreational and hobby-type activities will form an integral part of the Young Offenders Program. They will provide a balance to it and enable many young offenders to build up confidence and self esteem by demonstrating their abilities in areas where many of them may be competent performers.

Parts of this program should be directed at building up team work and an 'esprit de corps' for each Unit. Healthy competition, such as touch football or debating, between and intra Units, will provide the ideal vehicle for achieving this. Other parts of this program will meet the more individual needs of offenders, whether it is in the physically oriented area, or through non-physical pursuits.

Some attention should be given to the more individual pursuits and activities to provide the non-sports oriented offender with the opportunity of participating in more sophisticated activities which cater for individual needs. Activities offered could include painting, photography, or music.
External agencies and sporting bodies should be approached to have an input into this program. Some of the following agencies and societies might be prepared to be involved: Australian Council for Health and Physical Recreation; NSW Rugby League; NSW Soccer Federation; Toast Masters; local photographic society.

Young offenders should be encouraged to participate in courses which lead to recognised qualifications and awards, i.e., NSW Rugby League Coaching and Referees Certificates; NSW Soccer Federation Coaching and Referee Certificates; Competent Toastmaster's Certificate.

Young offenders need to be exposed to as many programs in this area as possible and made aware of the innate skills and abilities they may possess. These should also be developed with a view to providing a possible source of income when they are released. Painting, leatherwork, refereeing are some examples which could achieve the above objectives.

This segment of the Young Offenders Program will devote some time to health and fitness programs for all offenders. This will not only augment the developmental and educational programs, but also ensure that they maintain their general health and well being.

It is important that in the latter stages of the Young Offenders Program, opportunities are provided for offenders to participate in external sporting and non-sporting competitions and group activities.

Recreational programs should be divided into structured and unstructured activities. Young offenders will be responsible for making their own choices regarding the activities they undertake. Structured programs will generally be more formal activities with a member of staff, or other person involved in taking that program. Unstructured programs will be less formal and will not rely as heavily on a group leader or facilitator. Examples would include personal fitness programs, reading and board games.

All staff should be encouraged to join in competitions and other activities. Adult offenders on the Young Offenders Program, and young offenders with skills in specific areas, should be encouraged to run various programs, e.g., music, leatherwork, glass painting, etc.

Some form of recognition should be given to offenders who take on the responsibility of running programs in this area. Each unit should take this into consideration when developing their Strategic/Action Plan.

11.2.6.1 OBJECTIVES

- To maintain the health and general well-being of offenders.
- To provide some balance to the Young Offenders Program by incorporating a recreational component which is less intensive than other parts of the Program.
To ensure leisure time activities are an integral component of the Young Offenders Program.

To provide both structured and unstructured leisure and recreational activities.

To promote team work and self-discipline.

To demonstrate ways in which offenders will be able to make constructive use of their leisure time when released.

To broaden offenders' perception of activities classified as recreation.

To mirror some of the leisure and recreational type of activities operating in the community.

To establish links with community associations and societies.

To provide the opportunity to participate in external competitions and group activities at Stages of the Young Offenders Program where the offenders' classification and performance permits.
11.2.6.2 COMPONENTS OF PROGRAM

Recreational activities can be divided into structured and unstructured programs. Below are listed some possible examples.

► **Structured:**

- health and fitness program
- weight training
- circuit work
- aerobics
- team sports, competitions, e.g.,
  - volleyball
  - darts
  - touch football
  - 5-a-side-soccer
  - quizzes
  - basketball
  - debating
  - paddle tennis
  - table tennis
  - chess
- hobby/handicrafts, e.g.,
  - painting and drawing
  - leathercraft
  - music
  - woodwork
  - model making
  - silk screen printing
  - drama
  - video filming and editing
  - photography

► **Unstructured:**

- personal/individual fitness program
- weights
- board games
- reading
11.2.6.3 POLICY AND OPERATIONAL ISSUES TO CONSIDER

The following points should be taken into consideration when developing the Recreational Program.

- Where possible offenders should be allowed to choose the areas of participation depending upon the Stage of the Young Offenders Program and the resources available at the time.

- Offenders should be encouraged to have an input in developing recreational programs.

- Consideration should be given to daylight saving and inclement weather when operating recreational programs. Substitute programs should be immediately available in such circumstances.

- A nominal charge should be levied on offenders for any materials required for specific activities such as leatherwork, painting and woodwork.

- Offenders should be required to contribute towards the cost of certificate courses such as a Referees Certificate or Coaching Award.

11.2.7 PRE-RELEASE PROGRAM

All Parklea young offenders will participate in a Pre-Release program. This program has been designed to operate in modular form on three levels.

This section outlines the objectives and possible components for the Pre-Release program. It also highlights areas which will need to be considered when developing this program.

11.2.7.1 OBJECTIVES

- To prepare young offenders for re-integration into society.

- To break down unrealistic expectations about the society into which they are being released.

- To provide offenders with links into the community through the involvement of relevant community agencies and establishments.

- To ensure adequate and appropriate release arrangements have been made by the offender.

- To begin the process of minimising feelings of alienation offenders may be experiencing in regard to re-entering the community.
11.2.7.2 COMPONENTS OF THE PRE-RELEASE PROGRAM

The Pre-Release program has been designed to operate at three levels to ensure that all young offenders participate in at least a basic Pre-Release program. Some offenders, due to their length of incarceration will have the opportunity to participate at a more intensive level.

Level 1 of this program will deal with the more basic components of Pre-Release, whilst Level 2 is more intensive and places a heavy emphasis on community involvement. Level 3 of the Pre-Release program is directed at meeting the needs of offenders who will be placed under the supervision of Community Corrections upon their release. Pre-Release programs at each Level should operate in modular form.

Levels 1, 2 and 3 of the Pre-Release program will operate in Stage 3 of the Parklea Young Offenders Program.

Listed below are some examples of subjects which should operate at each level of the Pre-Release program.

LEVEL 1: BASIC PRE-RELEASE PROGRAM

Employment:
Current Job Market
Knowing Yourself
Applying for a Job - Initial Process
Interviewing techniques
Alternatives to Full-Time Employment
Relationships at Work

Money Management:
Budgeting
Consumerism
Accommodation and Rent/Tenancy Rights and Taxation
Economic Use Of Leisure Time
Accessing Government and Community Agencies

Relationships:
Re-entering family relationships
Tensions involved in re-establishing relationships
LEVEL 2: INTENSIVE PRE-RELEASE PROGRAM

Job Search
Skillshare
Second Chance Register
CES
Employers’ Point of View
Nutrition and Health
Re-integration into society: Problems and coping strategies

Involvement of Relevant Community Agencies and Establishments:
Sydney City Mission
GROW
Oasis
Civil Rehabilitation Committee

Rehabilitation Centres:
AA; NA; Gamblers Anonymous
D & A agencies/services
TAFE/Tertiary Institutions
Rotary, Lions Clubs
"Link Program" - based on the 'Riverwood' experiment, a community-based project in eastern Sydney; networking Police, Rotary etc.
Offenders to develop individual release programs.

LEVEL 3: SUITABLE FOR YOUNG OFFENDERS WITH COMMUNITY SUPERVISION

Essential elements involved in being under community supervision: e.g., the role of the Community Corrections Officer, reporting conditions. Outline programs available in the community. Offenders to develop individual release program.

11.2.7.4 POLICY AND OPERATIONAL ISSUES TO CONSIDER

The points below should be taken into consideration when developing the Pre-Release program.

- That all young offenders should receive some preparation for release back into the community.
- Offenders will be released into the community either under the supervision of Community Corrections or without supervision. The Pre-Release program has taken this into account and various components of the program should address the needs of both types of releasees.
The few offenders who will be released from Stages 1 and 2 should be placed on the Pre-Release Program operating at Stage 3. These offenders will still remain in Stages 1 and 2 for all other purposes.

All Levels of the Pre-Release program will operate in Stage 3 and 5, since the majority of offenders will be released from this Stage.

All offenders will be provided with a pre-release kit containing all the information which they have gathered during this program.

11.3 NEWNES: STAGE 4

11.3.1 INTRODUCTION

Stage 4 (Newnes) of the Young Offender Program places an emphasis on Outdoor, Adventure/Challenge activities. It is this which distinguishes it from other Stages of the Program. However, it also incorporates work, educational, developmental, recreational and vocational programs which complement those operating in the other Stages. Stage 4 is therefore, an integral part of the Young Offenders Program. Not all young offenders will participate in this Stage of the Young Offenders Program. Only those meeting the selection criteria (see Section 6.1.2.2) and assessed as being able to benefit from an Adventure Challenge type of program will be placed on it.

11.3.2 PROGRAM

This section briefly outlines the various components of the Young Offenders Program operating at Stage 4. An attempt has been made to maintain the integrity of the Newnes Program as outlined in its own Management Plan. However, attention has been given to the need to fully integrate this Stage of the program with the other five Stages of the Young Offenders Program. Below is a brief outline of the Stage 4 Young Offender Program.

The Adventure Challenge program for Newnes is outlined in detail in the Newnes Management Plan. This section therefore will not deal with this component of Stage 4 of the Young Offenders Program.

Offenders' educational and vocational programs will be a continuation from the previous Stages (see Sections 11.2.3 and 11.2.4).

The developmental program operating at Newnes will comprise of Level 1 modules, similar to those operating through Stages 1-3 (see Section 11.2.5). Offenders will only be able to participate in Level 1 programs as they will only be a Newnes for a relatively short period of time.

Newnes should also operate a Pre-Release program for offenders who may not have enough time remaining of their sentence to complete such a program. It is suggested that this program should be made up of subject matter from Levels 1 & 3, (See Section 11.2.7 and Appendix 3).
11.4 YOUNG OFFENDERS WORK EXPERIENCE PROGRAM: STAGE 5

11.4.1 INTRODUCTION

At this Stage of the Young Offenders Program more responsibility and therefore accountability will be placed on young offenders. They will be given the opportunity to apply in a practical manner, skills and knowledge gained from previous Stages. This opportunity will however be provided whilst the offender is under the direct supervision of the Department of Corrective Services. The community can therefore be assured that only offenders assessed as suitable will be placed on this program. Therefore, the nature of this program demands a more flexible, less traditional approach to managing these young offenders.

Fluctuations in the employment market are likely to impact on the young offenders' Work Experience Program. At times of high unemployment the young and unskilled are those that seem to be most effected. This program will attempt to counteract this by building into it components of part-time employment and also community and voluntary work. This Stage of the Young Offenders Program will provide the opportunity for offenders to participate in a full-time external tertiary course in lieu of employment.

Level III of Stage 5 is perhaps the most innovative part of the Young Offenders Program. It will require the Department to liaise with community agencies and groups to establish Halfway Houses to accommodate young offenders who will be completing the final part of their sentence, (see Section 11.4.3.3).

This section will outline the three Levels of the proposed Work Experience Program, its objectives and operational and policy issues which will require consideration when establishing the program.

11.4.2 OBJECTIVES

- To assist offenders in obtaining employment and maintaining a job.
- To begin the process of re-integration into the community, whilst under the supervision of the Department of Corrective Services.
- To progressively expose the offender to a range of life situations which he is likely to encounter upon his eventual release into the community.
- To assist offenders to renew family ties and social relationships.
11.4.3 WORK EXPERIENCE PROGRAM, POLICY AND OPERATIONAL ISSUES TO CONSIDER

The proposed Work Experience program has been structured to facilitate the gradual re-integration of young offenders into the community. To achieve this it is proposed to operate this program at three Levels.

The first level of this program is a Pre-Work Experience component; the second Level is the main component of the Work Experience Program where offenders will obtain part or full-time employment in the community and the third Level, which will involve the offenders working and living in the community under the supervision of the Department of Corrective Services and a suitable sponsor.

It is important that all young offenders are provided with the opportunity to continue educational and vocational programs commenced at other Stages of the Young Offenders Program. Psychological and other specialist services should also be available to them. Offenders will also be provided with opportunities of participating in approved external competitions and activities.

11.4.3.1 LEVEL I

This Level is the Pre-Work Experience component of this program and encompasses the following:

► All offenders will participate in a Pre-Work Experience program which is made up of relevant components from the Pre-Release Program operating in Stages 3 and 4 (See Section 11.2.7 and Appendix 3)

► Work for young offenders will be provided on site at the Correctional Centre: e.g., market gardening

► Offenders will begin the process of attempting to secure employment towards the end of their program at this Level. Job Search, Second Chance Register and the Community Employment Advisory Council can assist them in this task

► Regular urinalysis and breathalysing will be randomly conducted

► Offenders at this level will be eligible for Day Leave

► Offenders should remain on this Level of the program for a minimum of twelve weeks
11.4.3.2 LEVEL II

This Level of the Work Experience Program involves Young Offenders working in the community and encompasses the following:

- Offenders will be employed full time/part time, or undertake community/voluntary work;

- The location of employment should be flexible. Officers to work with offender in determining reasonable distance for travel. Care should be taken that the offender is not setting himself up for failure;

- All offenders to 'clock in and out' of the Correctional Centre, individual times should be worked out to allow for travel time;

- Police checks on prospective employer should be conducted prior to offender commencing work;

- A percentage of the wage should be paid to the Department for board;

- Offenders to be responsible for the handling a weekly sum of money for incidentals: e.g., transport, lunch, etc.;

- Regular checks on workplace and also offender's performance should be conducted by officers of the Department of Corrective Services.

- Urinalysis and breathalysing will be randomly conducted;

- If offender loses employment through no fault of his own he should remain on this Level and be placed on community/voluntary work. Assistance will be given to obtain further employment in the community;

- Offenders at this level should be given the opportunity to participate in full-time external study in lieu of employment;

- Offenders at this Level should be eligible for one Weekend Leave, or one Day Leave per month. After successfully completing three Weekend Leaves, they should then be eligible for leave every weekend.
11.4.3.3 LEVEL III

It is proposed that this Level of the Work Experience Program provides offenders with the opportunity of living and working in the community. Outlined below are the main components of this Level.

► Not all offenders will be assessed as suitable for this level, (see Section 6.1.2.3).

► This Level of the program will operate for a minimum of 4 weeks and a maximum of 12 weeks.

► The offenders can be sponsored by the family, community agencies and organisations.

► Stringent checks of nominated sponsor to be conducted.

► Intensive monitoring of both home and work situation to apply.

► Consideration should be given to establishing curfew hours which are flexible to accommodate working patterns.

► This Level of the program will initially only be offered to offenders who will reside in the Sydney Metropolitan area.

► Urinalysis and breathalysing will be randomly conducted.

11.5 COMMUNITY CORRECTIONS: STAGE 6

11.5.1 INTRODUCTION

It will be critical to the success of the Young Offenders Program that support systems are provided in the community. This will ensure that the Young Offenders Program will be reinforced and further developed upon his release.

Young offenders placed under a supervision order, once released from the correctional centre, will become the responsibility of Community Corrections. It is anticipated that Community Corrections will have an active role to play in the Young Offenders Program.

Community Corrections will have the responsibility of ensuring that the program completed by the offender whilst incarcerated, will be reinforced and where required developed further.

The inclusion of Community Corrections as an integral part of the Young Offenders Program will ensure that 'through care' will be provided for young sentenced offenders from the point of entry into a correctional centre, until the sentence is completed.
11.5.2 OBJECTIVES

- To ensure that Community Corrections are an integral part of the Young Offenders Program.
- To ensure the Community Corrections program is integrated with the individual program/s the offender has undertaken during his incarceration.
- To assist the offender to re-integrate into the community.
- To develop a post-release program with the offender prior to his release.
- To assist the offender in linking up with various community agencies and organisations as the need arises.

11.5.3 AREAS REQUIRING CONSIDERATION

The Community Corrections Service will need to consider the following points:

- the active participation of Community Corrections Officers in the latter Stages of the Young Offenders Program;
- the possibility of identifying specific officers in Community Corrections Offices who will have the responsibility of managing offenders released from the Young Offenders Program;
- to provide identified officers with training to increase their knowledge and understanding of the Young Offenders Program.
12.0 MANAGING YOUNG OFFENDER MINORITY GROUPS

The Department of Corrective Services has a duty to care for all offenders who are placed under its supervision. This places a responsibility on the Department to be sensitive to the requirements of offenders with special needs.

The Young Offenders Program is a fully integrated Program which has been developed to address offenders' needs. It is, however, flexible enough to provide relevant and culturally sensitive programs for specific groups of offenders such as Aboriginals, or people from non-English speaking backgrounds.

It is estimated that 21% of the 18-21 year old (inclusive) young male offenders will be Aboriginal. This estimate is based on a census conducted by Computer Services on the 8th December 1991. At present it is not possible to obtain a breakdown of young male offenders from a non-English speaking backgrounds. The data which can be obtained only indicates an offender's birthplace, and suggests that a relatively small percentage of these are born outside Australia, (see Section 5.3 ). However, this does not necessarily indicate that there is a correspondingly small number of young offenders from non-English speaking backgrounds.

12.1 ABORIGINAL

It is essential that management plans developed for Young Offenders correctional centres, draw on the relevant recommendations contained in the NSW Department of Corrective Services' response to the Royal Commission into Aboriginal Deaths in Custody Report of 1990. This response will be presented for examination to the Justice Committee of NSW early in 1992.

The Department needs to take the following into consideration to ensure that the needs of Aboriginal young offenders are adequately addressed:

- provision of dry cells and anti-suicide blankets;
- intercom systems in cells;
- availability of Oxyviva resuscitation equipment;
- visiting rights should extend to primary carers and take into account the extended family;
- provisions made for financial assistance to families from outlying areas for transport when visiting offenders;
- provision for out of hours visits for families from outlying areas;
- culturally sensitive programs to be provided;
need to liaise with Tranby Aboriginal College;

- library at each Stage to purchase culturally sensitive reading material;

- provision for visits from Aboriginal organisations and groups, including the Aboriginal Legal Service;

- input into all Pre-Release Programs by the Co-ordinator of the Aboriginal Pre-Release Program;

- establish an Aboriginal Welfare/Counsellor's position. This officer must be present for all receptions of Aboriginal offenders;

- training of key staff in Aboriginal issues culture and networking of services and resources;

- the appointment of an Aboriginal Official Visitor;

- Aboriginal representatives on community councils involved with the Young Offenders Program.

12.2 OFFENDERS FROM NON-ENGLISH SPEAKING BACKGROUNDS

The Young Offenders Program has to take into cognisance the Department's policy on Ethnic Affairs. To further meet the needs of young offenders from non-English speaking backgrounds, the following should be taken into consideration:

- need for access to interpreter services;

- all assessments when required must involve a qualified interpreter, either by telephone (conference line) or in person. Under no circumstances should an offender be used for this purpose;

- multi-lingual information leaflets to be available naming staff and their functions, the rules and regulations, and general information concerning the Young Offenders Program;

- the provision of English as a Second Language (ESL) classes - qualified ESL Tutor required;

- library at each Stage to contain dual English and foreign language dictionary and books;

- provision of culturally sensitive programs;

- all programs should adopt the policy being developed for Ethnic Affairs by the Corrective Services, Strategic Services Division;
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- training of key staff in the use of interpreter services; the networking of services and resources providing support for offenders of non-English speaking backgrounds; and cultural characteristics and issues;

- community representatives from non-English speaking backgrounds to be involved with the Young Offenders Program Community Councils.
13.0 PROGRAM FOR ADULT OFFENDERS INVOLVED IN THE YOUNG OFFENDERS PROGRAM

13.1 INTRODUCTION

The rationale and selection criteria for including a small group of adult offenders on the Young Offenders Program has been outlined in a previous section of this report (see Section 6.2).

Consideration must be given to the needs of adult offenders, both for their personal development, and also the skills and knowledge they will need to acquire to fulfil their role within the Centre.

The needs of the adult offenders will vary and will be dependent upon the composition of that group at any one time. It will be the responsibility of each Program Development and Evaluation Team at Stages 1 to 4 of the Young Offender Program, to ensure that programs are offered to meet these offenders' needs.

It is not anticipated that adult offenders will be required to have an input in Stage 5 of the Young Offenders Program.

13.2 OBJECTIVES

- To utilise the skills and knowledge of the adult offender for the benefit of the Young Offenders Program.
- To identify the needs of these adult offenders and develop programs to meet them.
- To encourage adult offenders to gain qualifications which will assist them with their input into the Young Offenders Program and also for their own personal development.
- To ensure that the adult offenders have the opportunity of earning privileges commensurate with their performance and involvement in the Young Offenders Program.
- To ensure that adult offenders are not disadvantaged by their involvement in the Young Offenders Program.
13.3 SUGGESTED PROGRAM FOR ADULT OFFENDERS

In developing programs for adult offenders the following points must be considered.

► Training programs should be offered in specific areas and related to the input which the adult offender will have at any particular Stage of the Young Offenders Program.

► All adult offenders involved in the Young Offenders Program should be offered training in Basic Counselling and a Train the Trainer course.

► All adult offenders must be included in the Case Management process. Particular attention should be given to the planning of their future program following their involvement with the Young Offenders Program.

► Adult offenders must be given the opportunity of participating in programs of their choice: i.e., educational, vocational and therapeutic counselling.

► Where possible, training courses offered to adult offenders should result in the gaining of accredited qualifications such as, coaching awards, referee and umpire's qualifications, TAFE Literacy Student Tutoring Course and music awards.

► Consideration should be given to providing this group of offenders with the opportunity of gaining extra privileges. These must be earned and linked to their attitude, behaviour and performance. These privileges can be withdrawn should their performance be considered sub-standard.

► The Case Management Team must review the classification of these adult offenders at least twice during their period on the Young Offenders Program and recommend a re-classification to the Classification Committee.

► Adult offenders, irrespective of classification on the Young Offenders Program, should be given the opportunity of meeting as a group at least once a week. This will assist in preventing them feeling isolated; it will enable them to discuss matters regarding their input into the Program and allow them to socialise with others of their own age group.

► It will be the responsibility of the Unit Manager and Case Management Team to discuss the adult offender input into the Young Offenders Program. This will vary from offender to offender, depending on the strengths he displays. An agreement will be signed outlining this involvement.
At the conclusion of their input into the Young Offenders Program, the adult offender should be awarded a certificate which should be recognised by the Department when considering future classification.
14.0 COMMUNITY INVOLVEMENT IN THE YOUNG OFFENDERS PROGRAM

14.1 INTRODUCTION

The Young Offenders Program, where possible and appropriate, will involve community participation in all facets of its operations. This should have many positive benefits:

- it will actively promote the concept of community responsibility for offenders;
- it will assist in breaking down social isolation often experienced by staff and offenders of a correctional centre;
- the local community will become more informed and therefore aware of the positive work being done by staff and offenders in the Centre and also in the local community;
- it can provide a reservoir of expertise and skills across many areas;
- it can facilitate offenders' accessing community support networks by providing a link between the Centre and the community;
- community involvement in the program can be either on an individual basis, or through community groups or agencies such as Rotary, Lions Club, Sydney City Mission, or the Salvation Army;

The remainder of this section provides an outline of community involvement in the proposed Young Offenders Program.

14.2 PARKLEA CORRECTIONAL COMMUNITY COUNCIL

This Council has been operating at Parklea since July 1991. It acts in an advisory capacity and also provides a sounding board between the institution and community. It includes the Superintendent, Deputy Superintendent, Official Visitor, and representatives from Department TAFE, University of Western Sydney, Chamber of Commerce, and also a community representative, an Alderman and Council Member.

14.3 YOUNG OFFENDERS' COMMUNITY EMPLOYMENT ADVISORY COUNCIL

It is recommended that the Young Offenders Program examine the viability establishing such a Council. It should attempt to include a well known public figure such as Dick Smith and local business persons and members of Chambers of Commerce.
Terms of reference would need to be developed, taking into account the main functions of the council which would be:

- assisting in establishing and promoting the Second Chance Register to all companies and small businesses;
- advising on vocational training programs and apprenticeships;
- advising on changing trends in the employment market;
- to advise and have an input into Job Search and Pre-Release program.

14.4 COMMUNITY AGENCIES

Where appropriate, established and accredited community agencies should be invited to participate in the Young Offenders Program. It is suggested that the following agencies could be approached to have an input into the Young Offenders Program:

- Salvation Army - Oasis Program
- Sydney City Mission
- South Sydney Community Aid
- Aboriginal agencies and community groups

14.5 NETWORKING AND RATIONALISING COMMUNITY RESOURCES

It is recommended that the Department identifies an officer to be involved in assisting various agencies and community groups to rationalise their input into the Young Offenders Program. It could also have enormous benefits to the Department in providing accommodation and programs for offenders released into the community.

The Riverwood Project, in Sydney, should be studied and a report on it be submitted to the Director General to assess its potential for providing support for offenders when they are released.
15.0 STAFFING FOR STAGES 1-5

15.1 INTRODUCTION

This section will deal with staffing for Stages 1-5 of the Young Offenders Program.

Staffing for Stage 6 has been excluded as further negotiations will need to take place with Community Corrections regarding their input into the Young Offenders Program. Their input and staffing requirements will be influenced by three factors:

- the number of young offenders being released under community supervision;
- where they will reside;
- the intensity of supervision required.

It is not possible to determine staffing levels for Stage 5 (Work Experience) of the Young Offenders Program until a decision as to its location has been made. Staffing levels will also be influenced by the accommodation available. At this point it is not known how many demountables will be available (see Section 9).

Stage 4 of the Young Offenders Program is already operational and its staffing levels have been previously determined.

A staffing profile for Stages 1-3 (Parklea) of the Young Offenders Program has been submitted to A/Assistant Commissioners R. Woodham and J. Heinrich.

In order to successfully implement the Young Offenders Program and meet its objectives, a change in the traditional methods of managing offenders will be required. A multi-disciplinary team approach will be adopted throughout Stages 1-5 and a system of Unit Management (Newnes excluded) and Case Management will operate. Further, a heavy emphasis will be placed on detailed assessments and team work between all staff members. Ongoing liaison and co-ordination between staff from each Stage of the Program will be necessary if it is to become fully integrated.

15.2 INSTITUTIONAL HIERARCHY

The Young Offenders Program will rely heavily on the skills provided by multi-disciplinary teams. Therefore, the structure is based on the assumption that skill sharing will occur widely throughout the program. While this will generate informal interaction it will be set in a structure that will give clear lines of command and identified accountabilities.
Emphasis has been placed upon delegation of authority and power sharing. The
delinations will be formalised in writing and bring with them an equivalent
amount of accountability. These delegations will complement this structure.

This organisational structure will make the overall management of the Stages more
effective. It will enhance the planning process and allow performance indicators
to be more readily prepared and monitored. The reduction of conflicting goals
will allow a more efficient use of resources within the Stages.

It will be seen in the organisational structures for both Newnes and Parklea that
each Superintendent has four managers reporting to him or her. These four
managers are Team Leaders and are responsible for the performance of their
Teams and the achievement of predetermined performance criteria in their
functional areas. These teams are Security, Inmate Development, Industries and
Administration.

At Parklea the Unit Managers also report to the Superintendent as part of the
institutional management team but are responsible to the Managers of Security and
Inmate Development for the day to day management of their Units (Stages).

15.3 STAFFING

The role of staff members, a staff appraisal system and staff welfare
considerations are outlined below. They all relate to Stages 1-5 of The Young
Offenders Program and should be incorporated into the management plans for
Stage 4 (Newnes), Stages 1-3 (Parklea) and Stage 5 (Work Experience).

15.3.1 ROLE OF STAFF MEMBERS

The broad outlines of the main responsibilities and functions of identified staff
positions for Stages 1-5 of the Young Offenders Program are listed below.

PARKLEA CORRECTIONAL CENTRE

- The Superintendent

This officer will be responsible for the overall management of the centre.
This will include planning, budget control and ensuring that the objectives
of the Young Offenders Program are achieved. This person will also be
responsible for setting the objectives and evaluating the performance of
each functional area.

- The Manager of Security

This person is the Team Leader of the Security Team with responsibility
for collating rosters, movement of offenders, provision of services to
offenders, electronic security systems, static security posts, all weapons
and security equipment. This person will be responsible for preparing emergency procedures, responding to emergencies and to advise staff members on matters relating to security.

Manager of Inmate Development

This officer is responsible for overseeing all programs, case management and classification of inmates. This person will Chair the Program Review Committee and be responsible for the Case Management Teams and Program Development and Evaluation Teams. This person will also be responsible for overseeing the performance of all support staff and Case Management Supervisors.

Staff Officer

This officer has the main responsibility of co-ordinating and developing all training and developmental programmes for officers. They provide career counselling and guidance and oversight Probationary Custodial Officers. They also have the responsibility of providing support systems for staff. Staff Officers should have an input into establishing a systematic staff appraisal system and appraising staff performance.

Business Manager

This officer is responsible for the provision of efficient services from the General Office and institutional store. This person will be the Cost Centre manager, subordinate to the Superintendent and will advise Unit Managers and team leaders on the management of their budgets. This person will prepare all financial statements on behalf of the institution in line with the Annual Management Plan and the Departmental planning cycle.

Manager of Industries

This officer will be responsible for the operation of all industry and maintenance carried out within the institution. This officer shall ensure that each industry meets high standards of efficiency and safety. Also that production targets are met and inmate wages are paid according to Departmental policy. This person will also share the responsibility for vocational training courses with the Manager of Inmate Development.

Unit Managers

Unit Managers will be responsible for the operation of Units within the guidelines laid down for Unit Management. They will ensure that Case Management is carried out with respect to every inmate and that these reports are acted upon. Under the control of the Manager of Inmate
Development they will be responsible for the provision of programs to inmates within the Unit. Also that dynamic security is maintained, the Unit operates within budget, rosters are prepared and all privileges and sanctions are applied to their Unit.

NEWNES YOUNG OFFENDERS CORRECTIONAL CENTRE

- **The Superintendent**

  This person is responsible for the overall management of the centre. Also for ensuring that inmates taken onto Stage 4 of the Young Offenders Program do not escape, are kept safe from injury, participate in the program and maintain a high standard of behaviour. This person will manage the institution according to the Newnes Management Plan, within budget and within Departmental Policy and Procedures.

- **Manager of Security**

  This person will take charge of the institution in the absence of the Superintendent. He/she will oversee the rosters, prepare the post duties, develop contingency plans, supervise all security equipment and the procedures necessary for the movement and management of inmates. Subordinate to the Superintendent this person will be responsible for the training and direction of all staff in matters relating to security.

- **Manager of Inmate Development**

  This person is responsible for development and implementation of all inmate programs. This person will direct officers in all activities relating to personal development under the Young Offenders Program. He/she will prepare plans to meet the requirements of the program and evaluate the achievements of inmates and officers responsible for specific activities.

The roles of the following non-custodial staff members are applicable for Stages 1 to 5.

- **Psychologists**

  These officers will be responsible for psychological assessments; one-to-one therapy; developmental programs, including dependencies; group work in the developmental program and also staff counselling. They will also be required to be members of the multi-disciplinary teams (see Section 8.5) and committees.
Education Officers

These officers will be responsible for educational programs; tutoring offenders; liaising with tertiary and educational institutions and with industrial officers for vocational programs. They will be expected to be members of the multi-disciplinary teams (see Section 8.5) and committees.

Welfare Officers

As custodial officers expand their roles it should provide Welfare Officers with the opportunity of becoming actively involved in various program areas. They can assist in developing and facilitating developmental, educational and recreational programs. However, they will still continue their welfare role by dealing with offenders referred to them. It is recommended that a position is identified for an Aboriginal Welfare Officer (see Section 12.1). These officers, where appropriate, will be required to be members of the multi-disciplinary teams (see Section 8.5) and committees.

Parole Officer

These officers will be involved in the assessments at reception; one-to-one counselling prior to young offenders being released; liaising with the Community Corrections Officer who will be supervising the young offender upon release and involvement in the Pre Release Program. These officers will be involved where appropriate, in the various multi-disciplinary teams (see Section 8.5) and committees.

Group Facilitator

It is recommended that these individuals be employed on a permanent part-time basis. Initially they should be placed on a short-term contract for twelve months. Their main responsibilities will be to facilitate groups; assist in developing and evaluating programs. They should be required to have an input into educational, developmental and recreational programs.

Chaplains

Provide services to meet the spiritual and welfare needs of offenders and their families. Any involvement in group activities must be ratified and accredited by the Program Development and Evaluation Team.

15.3.2 STAFF APPRAISAL

Staff appraisal should not be seen as an inspectorial process which is used as a management tool to identify sub-standard performance, or a deficiency in an individual's knowledge or skills. Rather it should be seen as a co-operative exercise in which both staff and management agree upon a set of objectives and performance indicators. It becomes a tool which assists in revealing deficiencies
either in the system, or areas in which the individual officer requires training. Appraisal therefore, must be complemented by a willingness to provide support, either through training for officers to address deficit areas, or by modifying the system itself. Staff appraisal should also recognise individual officers' strengths and expertise and the officers should be made aware of these.

A general policy for staff appraisal should be developed and included in the strategic plan for each young offenders correctional centre. The Strategic Plan should consider the following:

- Unit Managers with the Staff Officer should have the responsibility of appraising the performance of all staff functioning within the Unit. This will include all custodial and non-custodial officers;
- the Unit Manager should liaise with the Staff Officer and relevant professional supervisors to develop and establish a systematic staff appraisal program for the Unit. This is to be in accordance with the Correctional Centres' appraisal policy which should reflect the objectives of the Young Offenders Program;
- each staff member should have an input into establishing agreed objectives and performance indicators which will form the basis of the appraisal;
- the performance indicators developed for each individual officer should not set unrealistically high standards which officers are unable to attain;
- appraisal should take into account the Stage of the Program in which staff are working;
- appraisal should be in the form of a structured interview;
- the Manager of Inmate Development will arbitrate should there be disagreement regarding establishing performance indicators or the outcome of the appraisal;
- all staff should be appraised within the first twelve months of the Young Offenders Program becoming fully operational: thereafter, appraisal should be carried out annually.

15.3.3 STAFF WELFARE

All officers working in such an intensive environment should be made aware of the support network both within the Correctional Centre and external to it.

Within the Correctional Centre the Staff Officer has a responsibility for staff welfare. This person will also be supported by the psychologist at the Centre. The support network is strengthened further by the peer support which is built into the team approach being adopted at the young offenders correctional centres.
Some consideration should also be given to setting up a formal Staff Support Team to deal with staffing issues and problems. This team should comprise of the Staff Officer, a Psychologist and the Manager of Inmate Development.

The Department's Staff Psychologist should be consulted in establishing these teams and for any ongoing consultation as required.
16.0 STAFF TRAINING AND DEVELOPMENT FOR THE YOUNG OFFENDERS PROGRAM

It is the policy of the Department of Corrective Services to ensure that no officer will assume duties at a young offenders correctional centre before undergoing the initial training program in Unit Management/Case Management and in managing young offenders.

The Primary Training Program for custodial officers will incorporate a segment dealing with the Young Offenders Program. This is aimed at making officers aware of how the Department is managing young offenders and also the philosophy, objectives and the Stages of the Program.

16.1 INITIAL TRAINING FOR MANAGING YOUNG OFFENDERS

Initial training for the Young Offenders Program will operate over a ten day period. All officers (including both custodial and non custodial) will be required to undertake this training.

The initial training program is intended to provide a basic understanding and awareness of the characteristics of young offenders and the techniques and strategies to manage them effectively.

It is anticipated that the training program will incorporate the following:

► philosophy/objectives of the Young Offenders Program;

► an understanding of the special psychosocial and developmental needs of young offenders;

► Stages of Development;

► pro-active strategies/techniques for managing young offenders;

► characteristics of young offenders;

► peer group pressure;

► crisis management;

► dealing with issues of disadvantaged groups;

► problem solving;

► Train the trainer;

► group work skills;
minimising and managing unresolved conflict.

16.1.1 INITIAL YOUNG OFFENDERS' TRAINING PROGRAM FOR ALL PARKLEA STAFF

Parklea staff have already completed a five day training program in Unit Management /Case Management.

A training team comprising of three officers has been seconded to the Academy to develop an initial training package, and train staff from Parklea. This training package will be based on feedback from staff at Newnes who have completed a pilot training program.

The first training will begin in early January 1992 and all staff will be required to successfully complete the initial training course. The specialised training program for staff from each Stage of the Young Offenders Program will commence prior to offenders entering that Stage of the Program.

It is anticipated that all staff at Parklea will have completed the initial training program by July 1992.

Further training in specialist areas for selected staff will be required to ensure that the overall Program operates efficiently and effectively.

Priority should be given to training in the following areas:

- reception procedures/techniques;
- facilitating groups and group dynamics;
- assessment procedures and techniques;
- developing and evaluating programs.

16.2 ONGOING TRAINING AND DEVELOPMENT

It is essential that ongoing training and developmental opportunities are provided for all officers (custodial and non-custodial) employed in young offenders correctional centres.

This training should be needs-based and an analysis of such needs be conducted on a regular basis (every 6 months). A structured training and development program for staff of each Unit should be developed by the Staff Officer in conjunction with the Unit Managers, the Manager of Inmate Development and Manager of Security. The Corrective Services Academy and the Program Development and
Evaluation Teams should also be involved in this process.

Emphasis should be placed on 'on the job training'. The Corrective Services Academy should target officers who exhibit ability and train them to train officers in such areas as Unit Management, Case Management techniques and handling difficult offenders.

Officers who have been identified as experiencing difficulties in performing their duties should be provided with local support: i.e., from Staff Officers and the members of the Program Development and Evaluation Team. Academy staff should also be prepared to augment local support if so required.

The Corrective Services Academy should explore the possibility of providing officers with the opportunity of obtaining tertiary qualifications in managing young offenders.

Ongoing training should ensure that officers working on the Young Offenders Program:

- will become more skilled and knowledgeable in working with young offenders;
- are more able to meet the intended Program outcomes;
- understand the the Program remains dynamic and relevant to the needs of the offenders;
- are provided with coping skills which will minimise burnout.

This is an opportunity for the Department to display in a tangible manner the fact that it recognises that staff are a valuable resource who must be provided with opportunities to further develop their knowledge and skills.

16.3 EXCHANGE TRAINING PROGRAM

Officers at Parklea and Newnes should be given the opportunity of exchanging positions for a set duration. This could be for a period of 16 weeks, which would enable an officer from Parklea to progress through Stage 4 (Newnes) of the Program from start to finish with one group of young offenders. It will provide officers with a developmental opportunity and will also benefit the Program, as it will enable the officers from both of these establishments to have a more informed understanding of other Stages of the Program.
17.0 COMPUTERISATION OF DATA

17.1 RATIONALE AND OBJECTIVES

The innovative nature of the Young Offenders Program makes access to accurate data imperative. Demographic, biographic and program-related information needs to be collected and collated on an ongoing basis to determine the efficiency and effectiveness of the Young Offenders Program. This process will also enable management to access information on young offenders and the program at any point in time.

17.1.1 OBJECTIVES

- To establish Management Information Systems (database) which will provide immediate relevant information about offenders.

- To establish comprehensive information systems for both young offender profiles, program monitoring and evaluation in custodial corrections. (To include demographic and biographic information; program participation; program evaluation).

- To establish a system which co-ordinates information between the various Stages of the Young Offender Program.

- To establish a system which co-ordinates information between all Departments and Divisions of the Ministry for Justice (Office of Juvenile Justice; Department of Courts Administration and Department of Corrective Services). This will lead to a co-ordinated Case Management system and a continuity of program management.

- To adopt standard coding of data for the collection and collation of information.

- To establish efficient data collection and recording procedures and systems to ensure information is reliable.
17.2 DATA REQUIRED FOR COLLECTION AND COLLATION

Assessment Stage:

- Personal History - demographic and biographic data
- Medical History
- Needs Analysis - Literary/Numeracy; educational; psychological, vocational, recreational, and work

Program Participation:

- Educational; Psychological; Work; Vocational and Educational.

Evaluation:

- Pre-evaluation at initial assessment stage and post-evaluation upon completion of the sentence at the Correctional Centre.
- Developmental and Pre-release programs.

Discharge information in regard to recommended 'follow-up' for those being supervised by Community Corrections.

Community Corrections:

- Breakdown rates
- Reason for breakdown
- Continuity of Program upon release

This data collection and collation needs to be consistent between all Stages of the Young Offenders Program. The recording of these data should occur at time of collection to ensure that the data can be accessed at any time it is required with a minimum of difficulty. Some of these data will be recorded on the Prime computer in line with other data collected and recorded by the Department of Corrective Services. Other data required for ongoing collation can be recorded on personal computers, which should be available at each Stage of the Young Offenders Program.

The collection and collation of data will need to be prioritised. In many instances new forms and procedures will need to be developed so that there is a phasing in of such processes and procedures. This work will need to be carried out with the assistance of Computer Services.
RESEARCH AND EVALUATION

The type of Young Offenders Program being proposed is very different to those which have previously operated in Australia and overseas. Considering the dearth of research available in this area and the contradictory results available (see Section 1), it is viewed as essential that the NSW Young Offenders Program be researched from the time it commences full operation.

An evaluation of the NSW Young Offenders Program should both monitor the implementation of the new management program for young offenders and examine the outcomes that exposure to this Program has both for the individual offenders and prison management as a whole.

It is suggested that the evaluation focuses on the objectives of the Young Offenders Program. Specific programs within the Young Offenders Program such as the work, vocational, psychological, educational and recreational components also have objectives which could be researched.

In order to determine the impact the Young Offenders Program has on these individuals a three to six month follow-up, following their release into the community is also recommended.
19.0 RECOMMENDATIONS

This section will put forward recommendations which will require consideration and action by the Minister for Justice and the Department of Corrective Services in order to fully implement the proposed Young Offenders Program.

The recommendations are as follows:

i) that the proposed Young Offenders Program, including the philosophy, objectives and the six Stages be accepted;

ii) that the proposed management philosophy and strategies as outlined in Section 8, be adopted;

iii) that the proposed criteria for inclusion or exclusion of offenders on the Young Offenders Program outlined in Section 6, be accepted;

iv) that Stages 1-5 of the Young Offenders Program accept A,B, C, E1 and E2 security rated offenders. Those who traditionally hold an A or B security rating will be accommodated at Parklea;

v) that the Department drafts a proposal for a change in legislation to enable offenders participating in Level III, Stage 5 (Work Experience) of the Young Offenders Program to complete the last one to three months of their sentence in the community, under the supervision of both the Department and an approved sponsor;

vi) that the Department liaises with community agencies and organisations to explore the feasibility of establishing Halfway Houses and Post-Release Houses. The Halfway Houses would provide accommodation and support for offenders on Level III of the Work Experience program). Post Release Houses would provide similar services for offenders, who have completed their sentences and are no longer under the supervision of the Department.

vii) that an internal classification system, based on performance, be established at Parklea;

viii) that a small nucleus group of adult offenders (maximum 10%) be involved in the Young Offenders Program;

ix) that the role of staff members and the institutional hierarchy outlined in Section 15 be adopted;

x) that there is ongoing staff appraisal based on the proposal in Section 15, to ensure that staff training is needs based and aimed at assisting them in meeting the objectives of the Young Offenders Program;

xi) that all staff selected to work in the Young Offenders Program will be
required to have successfully completed training in Unit/Case Management and Managing Young Offenders;

xii) that the Department makes adequate provision for ongoing training of all staff involved in the Young Offenders Program;

xiii) that a full staffing appraisal for Parklea and Newnes be carried out by the Department six months after the Young Offenders Program becomes fully operational;

xiv) that at least one and possibly two positions are identified for a Aboriginal Welfare Officers;

xv) that six permanent part-time Group Facilitator positions be established on a permanent/part time basis. These positions should be reviewed after twelve months;

xvi) that a person be seconded from the Department of Sport and Recreation for a period of 3-6 months to assist in establishing the Recreational Program for Stages 1-3;

xvii) that a person be seconded from TAFE for a period of 3-6 months to establish an effective assessment package to identify offenders who require specialist remedial assistance;

xviii) that a person be seconded from the Department of Employment Education and Training for a period of 3-6 months to assist in establishing the Job Search Program for Stages 3 and 5;

xix) that a position of Co-ordinator of Work Experience (Stage 5) be established. This position should be equivalent in grade to that of Unit Manager, but open to both custodial and non-custodial staff;

xx) that the Department identifies an officer whose duties will include the networking of community resources for offenders who will be released into the community without further supervision (see Section 14);

xxi) that custodial officers involved in Stage 5 (Work Experience) of the Program be provided with different uniforms;

xxii) that Strategic/Action Plans be developed annually for Stages 1-6 of the Young Offenders Program;

xxiii) that the Department explores ways of informing the Judiciary and Corrective Services staff about the Young Offenders Program. (Cognisance should be taken regarding the dangers of netwidening);

xxiv) that Computer Services be involved in the processes of computerising all
data for the Young Offenders Programs to enable immediate access to this data and for ongoing program evaluation (see Section 17);

xxvi) that the Young Offenders Program be researched to determine the outcome this Program has for both the individual offender and prison management (see Section 18);

xxvi) that the Chief Research Officer submits a staffing proposal for the research of the Young Offenders Program (Stages 1-6) which will incorporate current research intended for Stage 4 (Newnes);

xxvii) that the following Committees be established:

- Young Offenders Advisory Committee - representatives from relevant Departments, personnel to assist in the implementation of the Young Offenders Program.

- Joint Consultative Committee - representatives from Juvenile Justice and Parklea for the purpose of reviewing and making recommendations to the Minister for the transfer of young offenders from the Juvenile Justice System to Corrective Services and vice versa.

- Joint Selection Committee for Stage 4 (Newnes) - representatives from Newnes and Parklea to determine which offenders will undertake Stage 4 of the Young Offenders Program.

- Young Offenders Employment Advisory Council (see Section 14).

Other relevant recommendations have been made throughout this proposal. These also need to be considered and acted upon.
BIBLIOGRAPHY

1. Allanson, D. & Caruana, R. "Time Out Program". NSW Department of Corrective Services 1986


8. Gilchrist, Young and Elliott. "The Young Offender Project". Research and Statistics Division, NSW Department of Corrective Services, Publication 18, 1989


APPENDICES

1. CLASSIFICATION CRITERIA FOR YOUNG OFFENDERS

2. SELECTION CRITERIA FOR STAGE 4 (NEWNES)

3. PRE-RELEASE PROGRAM OPERATING FOR OFFENDERS BEING RELEASED FROM STAGES (3, 4 AND 5) OF THE YOUNG OFFENDERS PROGRAM
APPENDIX 1
CLASSIFICATION CRITERIA FOR STAGES 1-5
OF THE YOUNG OFFENDERS PROGRAM

CLASSIFICATION OF YOUNG OFFENDERS

CHANGEOVER PERIOD

The Young Offenders Program will be gradually phased in at Parklea between February and July 1992.

Young offenders currently placed in adult correctional centres will be classified and transferred to Stages 1, 2 and 3 of the program at Parklea as each is phased in by June/July 1992. All Stages of the program at Parklea will be fully operational by July 1992. Receptions for all 18-21 year old male offenders (inclusive) will take place at Parklea, together with the classification of those young offenders still remaining within adult correctional centres.

Young offenders who fail to meet the classification criteria will be classified and transferred to a selected institution which will offer specialist programs.

The Classification Committee should consider the following criteria when deciding the suitability of an offender for the Young Offenders Program.

CRITERIA

Age 18-21 (inclusive)
Target group - under 22 years
Select offenders up to 24 years old who could obviously benefit from the program may be considered, e.g. immature inmates, only if vacancies are available.

SENTENCE

All inmates under the age of 22 and effectively serving four years or less are eligible for the Young Offenders Program (exceptions see 3.0).

However, inmates sentenced in remote areas and serving two months or less may not have time to benefit from the program in any significant way especially inmates received into locations such as Grafton, Mannus and Broken Hill where it is likely that the inmate has strong family ties. A further consideration would be the economics of transporting an inmate from these areas.
If, however, the local Program Review Committee or Reception Committee feels that an inmate serving 2 months or less could benefit from the Young Offenders program they should immediately contact the Program Review Committee (Case Management) at Parklea and discuss the case. If both parties agree that it could benefit the inmate, then he should be moved to Parklea according to procedures contained in this document.

EXCLUSIONS

- Inmates effectively serving more than four (4) years
- Remands and trials
- Developmentally disabled
- Forensic patients
- Inmates on methadone (inmates on community based methadone should be detoxified as soon as possible and then considered for the Young Offenders Program)

Fine defaulters

Note: E1 and E2 inmates will be eligible for the program but will be curtailed initially by the current policy under regulation 9(a) which prohibits inmates progressing beyond medium security.

It is proposed to amend regulations to enable young offenders to be classified as an E category inmate to progress through all the stages of the program if considered suitable.

PROCEDURAL REQUIREMENTS FOR IDENTIFYING (NOT CLASSIFYING) PRISONERS TO THE YOUNG OFFENDERS PROGRAM (Y.O.P.)

RECEPTION LEVEL

Superintendents are to ensure that any inmate received under the age of 22 is reviewed by the Reception or Program Review Committee within 24 hours of reception for entry to the Young Offenders Program.

Those inmates under 22 who meet the criteria are to be identified only (not classified). The Classification escort request form should be completed without delay so that the inmate is moved to Parklea where he will be assessed and classified at that correctional centre.
Those inmates under 22 at Reception level who do not meet the criteria as laid down in this paper are to be classified in the usual way, however, care must be taken that they are classified to a facility that offers them support to enable them to be placed in the Young Offenders Program if they become eligible, at a later date.

Inmates currently classified in the system who are under 22 years of age, must undergo a program review. Those who meet the criteria are to be transferred to Parklea for assessment for the Young Offenders Program.

If an inmate received at Parklea proves to be entirely unsuitable he may be classified as such and transferred from Parklea to another correctional centre in the usual way.

JUVENILE JUSTICE INMATES

Inmates coming from the Juvenile Justice System will initially be accommodated at Parklea Young Offenders Centre. After a period of assessment the Program Review Committee (Case Management team) will decide a future program and location for these inmates.

These inmates will not be subject to exclusion criteria contained in this document but will be assessed individually as to whether they remain at Parklea or be placed elsewhere in the prison system.

JOINT COMMITTEES

A Joint Consultative Committee, comprising of representatives from Parklea Correctional Centre and Juvenile Justice System is to be established for the purpose of reviewing and making recommendations to the Minister for the transfer of young offenders from the Juvenile Justice System to Corrective Services or vice versa.

A Joint Committee for Newnes Young Offenders Program is to be established comprising representatives from Newnes and Parklea so that it can determine what inmates undertake the Newnes program. Once the Parklea facility is fully operational, all inmates for the Newnes program will be selected from Parklea.

CLASSIFICATION OF ADULT OFFENDERS TO PARKLEA

An adult offender is any offender who does not fit the definition/criteria of a young offender.
Rationale

Adult offenders can provide a balanced perspective to the peer group dominated attitudes of young offenders.

Young offenders are at a particular stage of their psychol-social development which can limit their outlook on life. The inclusion of a select group of adult offenders can positively assist in broadening this limitation.

They can provide continuity and stability to the daily routines and operations of the Young Offenders Program, e.g. Unit Management Industries, Kitchen, etc.

They can assist staff by passing on their knowledge and skills to young offenders. This should have a positive affect in vocational training programs and in maintaining productivity and efficiency in the various industries.

CONDITIONS FOR REMAINING ON THE PROGRAM
AND RATIO OF ADULTS INVOLVED

The number of adult inmates selected for a Young Offenders Institution should not exceed 10% of the total inmate population.

Conditions regarding the length of involvement should be fixed and not exceed a period of twelve (12) months.

An agreement is to be signed between adult offenders and management stipulating the areas of anticipated involvement in the Young Offenders Program's written rules - any breach will result in expulsion from the program and loss of privileges and status in accordance with departmental policy.

ROLE OF CASE MANAGEMENT TEAM & P.R.C.
IN THE CLASSIFICATION PROCESS

Inmates in the Young Offenders Program will be managed according to Unit Management principles and a Case Management team will be attached to each unit to develop programs for individuals inmates as well as participating in the classification process. The inmates' programs will be continually reviewed by the Case Management team. However, a Program Review Committee will be established to make decisions concerning classification and placement. This Committee will consist of the following personnel chosen from the correctional centre staff:
Psychologist
Education Officer
Assistant Superintendent Industries
Manager of Prisoner Development and a representative from the
Case Management Team in each Unit.

The rationale for this approach is to ensure:

(i) that consistency and fairness prevails throughout the program at Parklea;
(ii) that no unit transfer unfairly, its troublesome inmates;
(iii) that inmates are not in a situation where they can manipulate unduly those with whom they are in daily contact;
(iv) that classification procedures are followed according to Departmental policy.

NEWNES

Until Parklea is fully operational the Classification Committee will be responsible for classifying young offenders for the Newnes program.

Once Parklea is fully operational all classification for 18-21 year olds (inclusive) offenders to Newnes will take place from that centre.

The classification criteria for Newnes are the same as that outlined in 6.1.3 except for the following:

There will be no repeat agreement

A recognised certificate should be awarded upon successful completion of the program.

CLASSIFICATION CRITERIA FOR ADULT OFFENDERS TO PARKLEA

Placement on program must be voluntary.

Adult offenders should be 25 years of age and over.

Offenders must hold the same classification as that required by the Young Offenders Correctional Centre to which has been classified.
At least 4 years of a prison sentence remaining.

No history of convictions or institutional offences of violence, sexual assault, drug taking, trafficking and/or possession whilst incarcerated unless there are exceptional circumstances whereby the inmate is likely to benefit from such a move.

Must demonstrate a record of stability in current sentence.

Offenders should demonstrate an acceptance of responsibility, positive attitude to life, maturity and leadership.

Recommendation by the Serious Offenders Review Board will be considered for placement on the Young Offenders Program. These recommendations will need to be placed before the Parklea Classification Committee.

Day leave and weekend leave will be available to appropriate inmates.

CLASSIFICATION OF YOUNG OFFENDERS AT PARKLEA

Performance Based

Inmates will be eligible to progress through all stages of the program based on their performance and in meeting predetermined objectives/goals which will be formed at the centre by way of a contract or agreement.

To ensure consistency, an objective rating scheme will be developed which will be performance based.

Classification criteria for Stage 4 Newnes program.

Classification - C2 or C3.

Note: Medical clearance to be issued by the Prison Medical Service.

Psychological clearance to be issued by a Psychologist.

Minimum 5 months sentence remaining.

If a protection inmate, he must sign off protection prior to transfer.

Must not have further charges or been an appellant.
WORK EXPERIENCE

Criteria need to be developed with Classification Committee; however, following needs to be considered:

Classification C3

Minimum - 6 months to serve
Maximum - 2 years to serve
APPENDIX 2
SELECTION CRITERIA FOR STAGE 4
NEWNES YOUNG OFFENDER PROGRAM

Age: 18-21 years
   (i) Includes up to 32 years 364 days
   (ii) Will include up to 24 year olds when full program operates

Classification: C2 or C3

Informed Consent: Inmate must agree to participate in program. Must have reasonable knowledge of program.

Medical Clearance Certificate: To be issued by Prison Medical Services. Should include any relevant conditions which need to be taken into consideration by Newnes staff.

Psychological Clearance Certificate: To be issued by Psychologist. Should include any relevant conditions which need to be taken into consideration by Newnes staff.

Release date: Not less than four (4) months from entering into program.

Note: Inmate should be qualified to be placed on the Works Release Program at the completion of the Stage 4 Newnes program.
PRE RELEASE PROGRAM OPERATING FOR OFFENDERS

BEING RELEASED FROM STAGES (3, 4 AND 5) OF THE YOUNG OFFENDERS PROGRAM

LEVEL

AGES 3 4 5

STAGES 3 5

STAGES 3 4 5

ALL OFFENDERS

OFFENDERS PLACED ON COMMUNITY SUPERVISION ONLY