TRAINING AND DEVELOPMENT

IN THE

NEW SOUTH WALES DEPARTMENT

OF CORRECTIVE SERVICES

A Review by Margaret Coffey

December 1997 - January 1998
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Summary of Recommendations attached.

Appendices A and B attached.
Margaret Coffey was seconded to the Department to undertake this review. Her professional background is in Human Resource Development and Human Resource Management and she has also managed Corporate Services Divisions at the Department of State and Regional Development, and at the State Library of New South Wales, where she was also responsible for two of its most successful commercial services.

She has co-authored publications with Professors Dexter Dunphy and Bill Ford (UNSW) on technological change, and has presented and published extensively in the areas of organisational change, training and development, and Total Quality Management.
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REVIEW OF DCS TRAINING AND DEVELOPMENT
(HUMAN RESOURCE DEVELOPMENT)

TERMS OF REFERENCE

Review the effective provision of human resource development functions within the Department with particular reference to:

* Training and professional (industry specific) education of both custodial and non-custodial officers in accordance with the Department’s Corporate Objectives and in response to the Department’s offender management philosophy.

* The development of training and professional education as will align formal qualifications in correctional management with promotion in the custodial ranks.

* The further development of the Department’s association with Southern Cross University for the provision of industry specific curricula in correctional management in the distance learning mode, supported by workplace (correctional centre) instruction.

* The possible development, by the Department, of a multi-campus, multi-functional "Human Resource Development Institute" providing both primary and in-service training with a correctional centre focus and delivery of a range of curricula including Competency Based Training (CBD).

This would be achieved with a view to closer integration with other corporate functions.

* The provision of in-service professional education support to both custodial and non-custodial officers on the basis of “Department sponsored own-time study”.

The Industrial Relations implications of this concept need to be explored.

* The exploration of technology supported training within correctional centres complemented by the provision of workplace training.

* The best use of existing facilities in the provision of human resource development.
Some corrections departments are attempting a systematic and coherent program of professional development for all officers, with a structured career path, and opportunities for further study right through to MBA level. New South Wales appears to have made significant progress in this regard, and the Committee commends their efforts for consideration by other jurisdictions.

The NSW Corrective Services Academy is involved in changing the corporate culture and climate of the Department by fostering professional growth through a whole-of-career learning approach or continuum. At every significant point of the correctional officer’s career there will be an industry specific training component ... to assist in giving [officers] the skills for the next promotional level. So they are pre-promotional type courses.

They are then articulated into formal vocational/educational awards at university level ... The important thing is that with such career learning pathways in place, committing the correctional officer to learning at all levels, it is expected they will then act as mentors and role models, encouraging a positive attitude to learning in their prisoner clients. That is the ultimate aim of where we are going. If they themselves are committed to learning, it is easier for them to encourage learning in others.¹

¹ Transcript of evidence presented by NSW Corrective Services to Senate Inquiry Into Education and Training Facilities, April 1996.
DCS TRAINING AND DEVELOPMENT

Background

A substantial gap is emerging between the perception of training and development presented to the 1996 Senate Inquiry and the reality that emerged during this review in January 1998. The 1996 evidence described a process keeping pace with the changing nature of correctional work and one that had integrated training and education with career promotion via its partnership with Southern Cross University. Implementation has since been jeopardised by mistrust between:

- Operations ( Custodial) Branch and the Academy;
- Personnel Services Branch and the Academy;
- a weakening of the model as it moved through the industrial negotiations;
- conflicting priorities between Head Office, the Academy and Correctional Centre Governors regarding training; and
- operational and budget constraints in releasing staff for training relating to the '209' staffing formula and a reduced overtime budget for replacement staff.

Overall, the picture that has emerged is of training and development as a fragmented activity which has many players, and is unco-ordinated and competitive in a negative way.

The Corrective Services Academy is perceived as the main source of formal training. In fact, training is provided increasingly by functional groups within the department, sometimes through the Academy, sometimes at the Academy, but at other times with minimal reference to the Academy.

When the Academy was established in 1969, it was envisaged "as an agent of radical change". These aspirations could not be met unless the changes were supported by a senior management group that held a shared vision for the Academy. This does not appear to be the case either then or at present. The Academy is perceived to have "lost its way" and has become isolated from the mainstream change program so that it is constantly playing "catch-up". Many of the criticisms are unfair, but the reality is that a redefined role for the Academy is a priority for the new senior executive, with a structured communication process within the department regarding its role and services, given the informal communication process within the department is currently conveying inaccurate information.

Current Situation

The Academy was established with training for Correctional Officers as its main objective, in support of the 'core business' of the department, i.e. to manage inmates. It provides:-

30.3.98.
primary training for new Correctional Officers and Overseers (11 weeks);

secondary training, e.g. a Senior Correctional Officers' course (10 days) and Staff Officer training (15 days) and extended programs of 4-6 weeks for Commissioned Officers;

specialised industry focused training such as "Women in Prison" and "Young Offenders" Courses;

computer training; and

a range of staff development courses.

The Academy has devolved the "personal development" courses such as Career Planning, Time Management etc. to the regions, but the infrastructure to manage this in the regions is largely missing. Only one of the three regions has filled its Training Officer position which means training plans fall somewhere between Staff Officers in the Corrective Centres/Regional HR Managers/Governors.

A shift in role for the Academy is proposed. It is currently designing courses, and in many cases still also attempting to provide the content expertise, and states that it is struggling to expand its target groups for courses on existing resources. Consequently, others have filled the gap by providing training initiatives resulting in fragmentation, and many staff, particularly among the non-custodial groups, feel disenfranchised.

A consequence of this decentralised training is varying degrees of understanding and attention to the process of training, i.e. design; delivery; assessment, i.e method as opposed to content. The implementation of the National Correctional Competencies will require a greater focus on on-the-job training. The new core business of the Academy should be to advise and assess on course design and co-ordinate competency assessment and quality control of the training process, with the specialists delivering the training.

The imminent launch in May 1998 of the National Corrections Competencies which encompasses custodial, community corrections and clerical functions, provides an excellent vehicle for consolidating and integrating training and development activities across the department; and for reviewing content of correctional courses as well as assessment methods, the latter being an area of concern to Governors.

There is much to praise in the work of Academy staff in bringing the National Corrections Competencies to fruition. Regrettably, there has been only minimal internal communication on the implications of the adoption of the National Qualifications Framework for the Department. This has resulted in the unfortunate situation of the Department having finalised negotiations on new industrial agreements with both Commissioned and Non-Commissioned officers without incorporating any identified competency-based program of training and promotion. The people responsible for communicating with each other regarding the impact of training/education and promotional issues within an industrial perspective are all part of the HR structure.
The current restructuring proposal to:-

- redesign the senior position at the Academy into a Director, Human Resource Development, providing a clear signal that its role is department-wide, and

- the proposal to have IR, HRM and HRD reporting to the Executive Director, HRM should result in better integration of these activities.

The effectiveness of these changes, though, will largely depend on areas working together and, more importantly, on an acceptance that they are a service and the staff of the department are their (internal) clients, as opposed to the enemy.

The focus of the Academy, and therefore of training and development, has been on Correctional Officers, yet forty percent of the Department comprises non-custodial staff, many of whom are located in Correctional Centres. Training and development needs of Correctional Centre Program Managers and clerical staff in Reception Centres are as much ‘core business’ as that of the Correctional Officers. Training and development strategy for these groups is minimal, with attendances at seminars, conferences and training courses approved on an ad hoc basis. Exceptions to this are the professional groups where structured professional development (versus management development) is occurring, and the Metropolitan Region which has a broad range of courses. The overall picture therefore is one of a reasonable level of activity but little strategy.

The lack of strategy has resulted in unco-ordinated programs emanating from a range of sources. In addition to the Academy courses listed in Appendix 1, current activity includes training in:-

- Good Working Relationships
- Performance Management
- Case Management
- Occupational Health and Safety
- Specialised Weapons and Emergency Response
- OMS (IT) and
- Job Evaluation

These programs are all competing for participants in an environment within Correctional Centres in which custodial staff routinely cannot be released for non-essential training because their post needs to be filled on overtime. In the light of the substantial departmental deficit, the recommendations in this report aim to identify alternative strategies for providing training and development that will reduce demands on the overtime budget.

OPERATIONAL (CUSTODIAL) TRAINING

In regard to operational training, this review has concentrated on how training can be better delivered rather than what is delivered. To review the content of the Correctional Officer training requires more time than is available to this review, as well as substantial input from Operations Branch. A wide-ranging review of primary training was carried
out in 1991, the methodology including a survey of former recruits as well as a range of interviews. A further review was carried out in 1994 by a committee of Academy staff and Operations Branch. Many of the recommendations did not survive the subsequent industrial negotiations. An internal review of the Senior Correctional Officer course in the same year was partially implemented (see References).

Under the Australian Qualifications Framework, the initial period of training is recognised as the "off-the-job" component and is supplemented by "on-the-job" training and assessment, with the entire probationary period being fully utilised for training and assessment, and with both Academy and Correctional Centre staff being involved in certification.

Operations Branch generally reports a significant lack of consultation in recent years in developing programs such as the Governors' Course and this is partly responsible for the apparent antipathy within custodial ranks and management towards the Academy. Operations Branch needs to be recognised as a major stakeholder and it should immediately nominate a small group with operational credibility to act as an Advisory Team to the Academy regarding custodial training. Additionally, it is recommended that the policy of custodial staff being appointed to the Academy for no more than three years is more rigorously enforced. When Academy custodial staff receive promotions at the Academy their ability to subsequently successfully transfer to operational duties at the higher level is diminished. While both Academy and Operations management need to be confident that the right people are being selected to work in the Academy, successful re-entry into Operations Branch will require commitment by management and Governors. There has been a large measure of agreement to these suggestions by Governors and other senior custodial staff during the course of the review.

It is suggested that the Operations Advisory Team works with the Executive Director, HRM, Director, HRD and Academy staff in reviewing content rather than separately, which occurred recently in regard to the Operations' Review of the Governors' Course. It is essential to share knowledge and experience and to model 'working together' behaviours. Such co-operation regarding training would provide cohesive action on a departmental strategy.

**Primary Training**

In regard to how primary correctional training is delivered, a shift is recommended from the predominantly block training currently offered, to a modular learning approach, with Correctional Centre placements, designed around planned observation and training, incorporating feedback from custodial staff and the Staff Officers. A U.K. model for primary training has been identified as a '1-4-1-4-1' model:--

30.3.98

1 week observation at Correctional Centre
4 weeks training
1 week induction at Correctional Centre
4 weeks training
1 week induction at Correctional Centre

but variations to this should be considered. New Zealand, for instance, sends recruits
to work placements for the first four weeks which acts as a screening mechanism and saves a substantial amount of training expenditure. Indicative costings are that NSW is currently spending $8,000 per recruit on primary training. These patterns also need further discussion within the context of the competency framework, i.e. what skills could be taught at the Correctional Centres versus the Academy.

It is recommended that some maximum security gaols be designated as “training gaols for primary training”. This would assist in the “transfer of learning”, as although there will always be variations according to particular locations, it is maximum security procedures which are taught in the primary training and recruits should be able to see the same operational practice in action, instead of being advised to “forget all that stuff from the Academy ...”.

The design for the first day/week of the course should also be reviewed. Currently, the first session is a mix of information about the Credit Union, Police Citizens Boys’ etc. Consideration should be given to having an early motivational component by an experienced group of departmental staff. These recruits are still being “signed up”!

Currently, within the Primary Training Course no activities are provided after 5pm or on weekends, and metropolitan based students are not resident at the Academy. This raises the option of a renewed commitment to providing regional primary training to overcome the barrier to many potential recruits of needing to leave home for eleven weeks in Sydney in order to work for the department. It is worth noting that at least one region has identified a problem for participants of both genders in attending the Senior Corrections Officer course for the same reason.

The history of previously regionised training at Long Bay, Windsor and Goulburn, with a troublesome variation in standards, is acknowledged. The adoption of competency-based assessment, with a dual role for Academy and Corrections Centre staff, should address this. Most organisations accept staff already trained by a range of providers, and these difficulties are overcome by a certification process. A new approach for the Academy should include a substantial shift in favour of Academy staff going out to regions rather than regional staff coming in.

The Academy reports ongoing problems with scheduling primary training due to changes in strategy or timing by Recruitment. The Academy has proposed that Custodial Recruitment be moved to Eastwood and report to the Academy. Structural change is not supported, but improved co-operation and communication is required.

Weapons Training

Weapons training within primary training is currently provided by Academy staff with custodial experience, with follow-up training in weapons/emergency response, being provided by the Specialised Training Unit, Windsor. In line with the model proposal overall, it is proposed that the Specialised Training Unit be given responsibility for the primary training element as well.

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This is in no way a reflection upon the commitment and dedication of the current Academy weapons training staff. Indeed, they show outstanding dedication to their trainees, to the Academy, and to their own professional development. Their expertise is routinely sought by external groups, including other uniformed services.

However, there are structural and personal tensions between the Academy and the Windsor group that are not transitory and are dysfunctional. These need to be resolved decisively and it is suggested that two establishment positions from the Academy be transferred to the Specialised Training Unit, Windsor on the following conditions:

- that the Specialised Training Unit provides a water-tight guarantee that at least two trainers will be available for primary training purposes even when there are substantial operational pressures arising from security emergencies;
- that special attention be paid to the best outcome for the existing Academy staff as to where they should be transferred, as there may be options other than the Windsor group option which should be considered;
- that all Specialised Training Unit staff need to be accredited for:
  * Workplace Trainer Cat 1 plus Workplace Assessment +
- that appropriate national/international/enterprise standards covering weapons training and proficiency be agreed with the Academy and implemented;
- that these same standards be applied to the annual range shoots for existing Correctional Officers and that appropriate records be maintained by Windsor and submitted regularly to the Academy in its role of setting and maintaining standards.

Some areas of concern have been expressed by staff within the Department with this proposal:

- Commitment by the Specialised Training Unit to hold annual range shoots have not been met because of operational demands.

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_Sixty range shoots were held in 1997; NONE were held in 1996; and action to remedy this lack occurred primarily because of Union intervention._

- Concerns that female recruits were disadvantaged in the weapons training conducted at Windsor prior to 1992.

_This situation needs to be the subject of ongoing monitoring._

- The transfer of weapons training expands what is regarded as the 'Windsor Empire'.

_The reviewer makes no comment on this, but simply draws it to the attention of the Board of Management as an existing tension._
QUALIFICATIONS AND PROMOTION IN THE CUSTODIAL STREAM

Background:

The statement to the Senate Inquiry which opens this report reflects a policy of integrating industry specific and vocational education pathways linked to the promotional career path for custodial officers. The vocational education stream has been developed through the partnership between DCS and the Southern Cross University through the formation of the Centre for Professional Development - Corrective Services (CPD-CS). It is provided through distance education.

The CPD offers two programs, the Associate Degree in Correctional Education, and the Manager Development Program. The teaching modules have been prepared by experienced workplace (correctional) staff who wrote the modules or advised on them, supported by curriculum and instructional designers.

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The proposed pathways were:-

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<th>Vocational Education (via CPD)</th>
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<td>Master Business Administration (12 months)</td>
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<td>Graduate Diploma Management (12 months)</td>
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<td>Management Development Certificate (6 months)</td>
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<td>Associate Degree Correctional Admin (12 months)</td>
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<tr>
<td>Senior Correctional Officers' Course</td>
<td>Advanced Certificate Correctional Administration (12 months)</td>
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<tr>
<td>Correctional Officers' Primary Training Course</td>
<td>Certificate Correctional Administration (12 months)</td>
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The only component of the anticipated educational/promotional career path that has been successfully negotiated with the relevant unions is the requirement that primary
trainees complete three of the seven modules towards the Certificate in Correctional Administration before being appointed as permanent officers of the Department. Educational barriers were also proposed for First Class Correctional Officers, Senior Correctional Officers and Commissioned Officers (Assistant and Senior Assistant Superintendents and Governors and Deputy Governors).

THE CENTRE FOR PROFESSIONAL DEVELOPMENT - CORRECTIVE SERVICES (CPD-CS)

The CPD program listed above, with the addition of the Bachelor of Management and Professional Studies is extensive in its scope. Two major challenges currently face the CPD-CS:

- the high attrition rates for the courses, and
- the integration of the National Correctional Competencies.

Attrition rates are higher for the CPD program than those reported generally for Southern Cross, for UNE, Armidale or for Deakin University, Victoria:

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<tr>
<td>Deakin University, Geelong, Victoria</td>
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<td>12%</td>
<td>20%</td>
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<tr>
<td>University of New England, Armidale</td>
<td></td>
<td></td>
<td>25% (no year specified)</td>
</tr>
<tr>
<td>Southern Cross University, Lismore, NSW</td>
<td>18%</td>
<td>23%</td>
<td></td>
</tr>
<tr>
<td>CPD-CS</td>
<td></td>
<td>42%</td>
<td>41%</td>
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The CPD has identified the following issues specific to the correctional environment:

- CPD-CS programs accept students who are academically disadvantaged, in that the majority of CPD-CS students have a limited educational background.

- Officers are not only employed full-time, but their conditions of employment involve rostered shifts.

- Extra shifts, representing attractive remuneration, are frequently available and chosen by officers sometimes to the detriment of their educational commitments.

- Officers are not required to make any financial contribution towards CPD-CS courses. An up-front fee such as the $4,000 required to enrol in the Certificate from the Real Estate Institute of NSW is a disincentive to withdrawal.
The inherent problems associated with distance learning are aggravated for many correctional officers located in rural areas where educational resources are limited and fellow students are few.

The workplace culture experienced by many correctional officers is antagonistic towards formal education, particularly of the kind associated with conceptual capabilities.

The CPD-CS Board of Management has sought to address these issues of motivation and commitment by staff enrolled in the course through the assistance of two Student Development Officers to provide assignment and tutorial support in the workplace. This strategy is in line with local research on factors influencing withdrawal from distance education, which indicates that, apart from changes in employment or family circumstances, difficulty in communicating with tutors was a significant factor in the decision to withdraw. There is also some evidence of the importance of a ‘block’ face-to-face component in motivating students to continue. This may account for the lower attrition rate of the Management Development Program in comparison with Associate Degree.

It is recommended that the Department should endorse the current partnership as an appropriate strategy for providing distance-based education.

Linking qualifications to promotion

To the extent that the pathways model encouraged in trainees to adopt the notion of continuous or life-long learning, the developmental aim was sound. However, as it cannot be demonstrated that completing these educational programs is an essential requirement for competent performance in the promotional structure, it is recommended that the proposal be revised so that the department strongly encourages staff to participate in these programs. This will require the development of strategies for workplace assistance to encourage participation. Therefore the Department would not proceed further with negotiations with the relevant unions for the qualifications to be essential for appointment.

This is not to say that the conceptual and analytical skills developed through such study are not highly relevant. However, advertisements can capture these abilities without resort to qualifications, and in due course, as the National Competencies and the associated National Qualifications Framework are implemented for levels above the primary training intake, an agreed competency basis assessment process probably will be a pre-requisite for promotion. In this context, the Centre for Professional Development should continue to offer Recognition of Prior Learning (RPL) and articulation from the agreed competency assessment process into higher level studies.

The commitment to study needs to be demonstrably with the student to minimise wasted resources. In regard to the current requirement for trainees to complete three of the modules of the Certificate in Corrective Management, it is suggested that the CPD undertakes intensive follow-up of the remaining 1997 intake to encourage them to complete the modules. It is a relatively modest requirement in terms of time and level of difficulty, and it does introduce trainees to the process of continuous learning.
It is suggested that the matter be reviewed in July 1998 when the 1997 intake results will be available.

**Pre-Promotional Courses**

Two courses, The Senior Correctional Officers' Course (10 working days) and the Staff Officers' Course (15 working days) are widely understood to be an essential requirement prior to appointment and to constitute a promotional “barrier”, but as this would place the onus on the Department to make the training available more frequently, then they are sometimes advertised with the courses as “desirable” only.

It is understood that currently people may complete these courses up to two years before being successful in gaining the promotions. This is not “Just-in-Time” training, which in terms of educational practice would be the preferred strategy.

These courses are currently a mixture of:-

- technical/procedural matters, e.g. gatekeeper duties;
- managerial, e.g. leadership, people management.

A considerable amount of procedural material for the Senior Correctional Officers’ Course is already distributed as pre-reading and tested on arrival at the Academy.

The feedback from all levels of custodial staff (with the exception of the Emergency and Special Response Unit at Windsor, who believe certain recommended procedural matters, e.g. post ER Briefings, should be incorporated into the Governors’ Course) is that the emphasis in development courses should be on managerial competencies rather than procedural matters.

It is recommended that:-

The Senior Correctional Officers’ Course be reviewed in the light of the National Correctional Competencies and be redesigned into:

- technical/procedural instruction which would be delivered locally (either at the workplace or regionally), led by an experienced custodial officer with Train-the-Trainer credentials, and followed by competency assessment jointly arranged between the regions and the Academy;
- people management and leadership components appropriate to this level which would be incorporated into the department-wide supervisory and managerial training modules.

Successful completion of these requirements would lead to the awarding of the proposed Certificate IV within the National Qualifications Framework through the Academy. These processes can replace the existing course, with an appropriate mix of learning modules and replacing the block teaching with the more effective modular approach. It would also assist the staff relief problems faced by Governors in trying to release staff for block attendances.
The Staff Officers' Course

Staff Officers appear to be the most flexible or least defined group within the system in terms of the way in which they are deployed within each Correctional Centre. Their role varies according to their ability and interests, the nature of their relationship with their own Governor and with the priority given within their particular Correctional Centre to training and development issues or Occupational Health and Safety, or the EAP program. They are also frequently withdrawn from Staff Officer duties to fill custodial posts of absent officers. Equally, they are the positions most frequently nominated as Site Co-ordinator for the OMS (IT) system.

The introduction of the National Corrections Competencies will have a substantial impact on the role and responsibilities of Staff Officers. Initially, this will be focused on trainee Correctional Officers completing their first year of training. However, it will subsequently include analysing training and assessing competencies of staff at higher levels.

A review of the Staff Officer role is considered by many senior staff to be long overdue. It is recommended that this occur, with consideration of whether this position should remain as a custodial position or be available to all other classifications of staff. The outcomes of the review will then inform the process of reviewing the course content and the delivery and evaluation of the Staff Officers' Course.

Commissioned Officers' and Governors' Courses

The Governors' Course has been the subject of a review process within the Operations Branch. The existing course is widely acknowledged to be unsuitable, and it is recommended that it be discontinued. The need for managerial competencies has been identified by the Operations Branch along with a preference for modular training. They also prefer not to link educational qualifications to promotion, albeit recognising the value of management training and education.

There is also agreement on the importance of planned managerial secondments, both within and outside the Department. Corrective Service Industries, for example, would be a suitable internal secondment with an appropriate mix of new and familiar issues. In other instances, an attachment to work with a senior officer on a particular project or to 'acquire' new 'skills' is also recommended. "External secondments need careful planning but are supported.

Recommendations on managerial training are made elsewhere in this report. In regard to the future of the Commissioned Officers' Course and the Governors' Course, it is recommended that the team already formed within Operations Branch works with HR staff to review the content of the proposed department-wide managerial courses, and then identifies any specific contextual issues relating to custodial service and appropriate strategies for providing developmental opportunities. It may be more appropriate to do this by planned secondments and project opportunities, rather than more course work.
NON-CUSTODIAL STAFF TRAINING

Probation and Parole Services

Probation and Parole Service has its own regional structure covering 70 offices State-wide. The return of these services to the Corrective Services portfolio is relatively recent, and to a large extent, Probation and Parole is still operating as an autonomous division.

There are some obvious cultural and professional differences between the mainstream custodial culture of Corrections (where the aim "to keep them in") versus Probation and Parole (where the aim is to "to keep them out").

This review has had only limited time and access to consider Probation and Parole training issues. Parole staff in the Correctional Centres do not report to Governors, as IDS staff do on day-to-day matters, but have a traditional independence by reporting to the Parole Board. However, an issue that emerges is the view that the longer Parole staff stay in the Centres, the more institutionalised they become and so may be inappropriately influenced by the attitudes of custodial staff to particular inmates. The community based Probation Officers rarely accept an institution-based appointment and so there is a problem even in integrating these services.

The cultural differences between Probation and Parole and custodial staff, as well as within the Division itself, impact on attitudes to joint training and development activities within Corrections, including secondments and rotations. Probation and Parole see other agencies within the Justice portfolio as their professional colleagues. There may however be a window of opportunity in regard to Alcohol and Other Drug (AOD) workers, or maybe other IDS workers within DCS, who could be offered a two-step secondment firstly to an institution parole position and then to a community based opportunity. This would be supported by both groups and is recommended for implementation.

It appears that the primary training, which is substantially modular, and spans the full first year of service, is functioning well. Two Probation and Parole staff are located at the Academy and report within the Probation and Parole structure, unlike the custodial staff at the Academy. There is a substantial amount of fieldwork training, usually within the regions. Probation and Parole staff located at the Academy have been closely involved in developing the Community Corrections Competencies within the National Correctional project. This service is better geared for the on-the-job training and assessment components required by the introduction of the National Competencies because of its tradition of supervised case work practice.

This model of primary training for specialised staff placement could be used also for the probationary period for the IDS staff, who may have a tertiary degree (compulsory for psychology) but require specific forensic or correctional training, and it is recommended that this be further considered by the Assistant Commissioner, Inmate Management. Probation and Parole also have a structured process in place for identifying professional training priorities, as well as mandatory departmental requirements such as training in Performance Management, Job Evaluation etc.
Team building, team leadership and managerial development are areas of potential if the Academy develops these as a training as well as an educational process.

**Clerical Staff**

The clerical staff of the Department and others have been disadvantaged by the lack of comprehensive strategy for training and development insofar as the focus of the Academy has been on correctional training, with computer training the only area of training matched to clerical needs. Some of the training needs of clerical staff have been addressed via one-off attendances at seminars and conferences.

A menu of courses (e.g. career development, communication skills, project management, time management, etc) has been suggested by some staff. However, this is a traditional approach to staff training which is not dissimilar to the current practice of the Academy in providing courses that do not have an inbuilt process to confirm that organisational priorities are reflected in the Academy's program.

The National Correctional Competencies have the capacity to incorporate the National Public Sector Public Administration Standards. Ancillary (Clerical) Staff can complete a Certificate III by combining elements of the correctional competencies with modules available through TAFE. This would be appropriate for relatively junior clerical staff working in Correction Centres who are seeking a portable qualification.

It is recommended that an exercise be undertaken to test the Administrative Competencies against the specific needs of NSW Corrective Services staff which would result in the establishment of appropriate training programs. This would be developed with the assistance of the Academy, with training delivery being provided from a range of internal and external sources. Such an exercise could be led by the Director Human Resource Development or other positions responsible for Needs Analysis. One gap that has been identified across the NSW Public Service is Procurement, and will be covered under Competitive Tendering.

It is also recommended the needs of clerical staff in regional operations are to be specifically addressed by Staff Officers and Regional Training Officers as part of their Regional Training and Development Plan.

In addition, clerical staff have been critical of the Department's policy of providing financial support for mainly postgraduate study, and point out that custodial staff have access to undergraduate educational programs through CPD-CS. Their resentment of the priority given to custodial staff is exacerbated by a perception that because the CPD administers the Fee Reimbursement Scheme, that the CPD is protecting the Southern Cross "turf". In 1997 enrolments were taken and funded for the (undergraduate) Bachelor of Professional and Management Studies, via the CPD-CS program to go some way to meeting the demand.

The philosophy appears to be that the courses offered through Southern Cross University meet the corporate objectives of the Department, whereas undergraduate degrees from other tertiary providers primarily meet the needs of the individual. While this is a logical position, this criterion is not applied with any great rigour to the other available staff development programs. As a demonstrable sign of commitment to
training and education, it is recommended that the Department should adopt a more flexible approach to providing financial support via the Fee Reimbursement Scheme (which currently reimburses up to $3,000 per year) for undergraduate programs at a range of tertiary institutions. This is in line with practice in most government agencies. If this is approved, then it is also recommended that the Department review whether the CPD is still the most appropriate source for this administrative function. Devolving it to the regions would be one option.

Specialised Professional Groups

Although based on a limited number of interviews of legal and IDS staff, the overall picture is one in which it was apparent that their professional development is managed largely within their own Units or Branches with the Academy program being regarded as largely irrelevant.

Welfare staff identified appropriate induction (i.e. at least one week) prior to commencing duty to be spent with Senior Welfare Officers/Welfare Officers in other Centres, including “referral” Centres, such as Long Bay, and access to supervision as being the major issues, along with lack of resources to pay for appropriate training.

All groups report problems with the lack of Security Awareness (for non-custodial staff in Centres) training. It is recommended that Staff Officers review the needs of non-custodial staff as a matter of priority. This training is supposed to be available in each region.

However, all groups interviewed responded positively to suggestions regarding supervisory and managerial development and team leadership programs, which are discussed elsewhere in this report.

All of the Inmate Development Services (IDS) staff - Psychology, AOD, Welfare and Health Promotion require a structured program to develop the skills (e.g. the writing of Court Reports) to work within the Correctional environment. There are always conflicts inherent in professional groups working within bureaucracies. In this instance, there is an additional reality associated with working within and accepting the authority of a security organisation and developing strategies for resolving professional/organisational conflicts.

The Academy has begun to develop a course for Program Managers. It is recommended that in line with the other recommendations in this report, that the way in which such a program might be delivered is reviewed, especially in regard to the recommended management and team development programs. +

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Industries Staff

Corrective Services Industries (CSI) is an example of a area of activity that has prioritised its training and development needs in line with a clear picture of its business goals.

When appropriate department-wide programs were not available, it filled the gap, for
example, with a Leadership Skills Program for upcoming managers. The CSI
development program encourages cross-fertilisation of ideas between CSI and industry
and provides a practical example of innovation and adaptation.

The Academy was perceived not to be offering any development programs relevant to
CSI needs, so the Director of CSI recently negotiated with the CPD-CS to offer a
customised educational program via the Bachelor of Professional and Management
Studies. This process was indicative of the perception that the CPD was a separate
body from the Academy. This perception needs addressing early in 1998 and it is
recommended that a facilitated session for all Academy/CPD staff address some of the
operational issues, and perceptions by staff that the two are competing with each other
as opposed to working together.

**ORGANISATION DEVELOPMENT**

**Supervisory and Managerial Training**

The period of time spent in formal education represents only a small fraction of the
average life-span. For many, formal learning is completely over before their
organisational work life begins. So, from an organisational point of view, most of the
workplace learning that takes place will be as a result of experience and informal
application rather than from formally organised learning experiences. This conclusion
has contributed to the use of experiential learning techniques such as role plays to
enhance the learning process. However, the ongoing difficulty with a predominantly
experiential approach (which is the basis of most of the "team building" training
segments run by Academy staff) is that the transfer of learning into the actual work
environment may be only marginal. First and second line supervisors have an
important role in achieving results through others, and they need specific training to
develop the appropriate supervision skills. Providing this training is crucial in ensuring
adequate accountability and levels of competence.

This is a *department-wide* need that is currently being partially addressed by a
combination of locally funded seminar/conference attendances and the Management
Development program beginning with Corrections Management 1 and 2. Corrections
Management 1 and 2 are 'block' courses of eight and five days respectively. They were
designed with custodial staff as the target audience, but places are now being made
available to other staff in the Department.

It is recommended that the 'block' training is replaced by modular training to alleviate
the difficulty replacing custodial staff, in particular, and also to maximise transfer of
learning back into the workplace on a progressive rather than an intensive basis.

The development work which has gone into the Correctional Management courses can
be extended to quickly produce a series of supervisory and managerial development
modules which would be suitable for all classifications of staff.

Staff who complete the modular training requirements would then be offered the
opportunity to articulate into the CPD courses.
Team Building and Team Leadership

The development of these skills has also been identified as a common need across all classifications. The Academy currently favours an experiential approach involving outdoor activity and provides this to primary trainees and also for instance, all the Senior Correctional Officers at a specific Correctional Centre. This approach is not sufficiently focused to achieve demonstrable outcomes. It is recommended that team building, with the exception of primary training, should be targeting 'natural' teams, e.g. Area Management teams, Program Managers and IDS staff, Regional Commanders and regional office staff, Governors and their executive team, or cross-functional teams such as Taskforce Groups. Team building with people who are not together as a team regularly provides enjoyable activities, but limited learning.

It is also recommended that the processes used by Academy staff for team building be closely matched to the group’s preferred way of learning. Outdoor 'challenge' games sometimes reflect the trainer's preferred mode of teaching rather than the team's optimal learning mode.

Organisation Development Advice and Assistance

People who are competent at managerial development training could be expected to be helpful advisors on organisational problem-solving at local levels. Currently, there does not appear to be an expectation by Governors and managers within the Department that a consultancy/advisory service could be provided by the Human Resource Development as opposed to Human Resource Management (Personnel Services) function, yet such a service could be closely aligned with the work of team development.

It is recommended that the incoming Executive Director HRM and Director HRD consider this issue further as part of developing an HR Strategy Plan.

COMPUTER TRAINING

Computer training is provided for:

- Corporate Systems (e.g. OMS training) by a training unit within the IT Branch
- Desktop systems (e.g. Word, Excel) by the Computer Services Unit at the Academy.

Consideration was given some time ago to transferring the IT Training Unit to the Academy but this did not proceed. There is a compelling logic in having IT Branches responsible for successfully implementing when they design or purchase the systems, so no further recommendations in that regard are made in this report.

The Academy has been challenged previously on why it is offering training in an area which is now readily supplied by alternative providers.

The Academy claims that the Computer Training Unit is operating at a profit, or at worst is cost neutral, due to the revenue received from external participants. Financial
Services Branch has assisted in analysing the various sets of figures supplied. Unfortunately, there are substantial discrepancies between the figures provided in the 1996/97 Annual Report as well as between the figures supplied by the Computer Studies Unit versus the Academy administration.

Despite several attempts at providing a fully costed budget, the total costs supplied still did not include corporate overheads such as time spent by administrative staff in taking course bookings, providing invoices and receiving payments. More significantly, the cost of the hardware was underestimated by $15,000 and meals for external students were underestimated by more than 50%. The revenue figures may well require similar scrutiny, as they were not provided in detail, but on the figures presented the Unit made a “profit” of approximately $36,000 in 1996/97.

The Academy is charging $150 per day to external participants. This is below the cost of providing the service, but could be addressed by increasing the size of the classes which currently comprise only 8 per class.

The Academy has quoted $250 to $300 per day from alternative providers as their costing benchmark. However, more competitive prices are negotiable and other Government agencies report very satisfactory services from $150 to $180 per day for regular customers.

If a decision is to be made on a cost-effective basis regarding in-house versus contracted out computer training, then the Academy will need to accurately assess its costs. Primary training costs are another case in point. An internal report in 1995 by Peter Marks, then of the Finance Services Branch, reported that the Centre for Professional Development (CPD-CS) was able to supply valid financial information regarding the design and delivery costs of each one of its courses, but the Academy was unable to do so. Further correspondence between Financial Services and the Academy occurred during 1996 with the matter remaining unresolved.

Option 1: The Computer Services Unit be market tested for competitiveness.

The difficulty with this option is that external participants are more “valuable” to the Academy than departmental participants. There is some evidence that the computer training needs of regional staff have not been clearly identified because of expenses involved in travelling to the Academy and the lack of awareness regarding the mobile training lab available through the Academy.

In January 1998, the mobile lab had not been out for three months. Long Bay reported that the Academy had declined their request to take the lab to Long Bay for training as “they were in the metropolitan area and should go to Eastwood”. There may have been other factors here but it was not on the surface a customer-focused approach.

Option 2: Allocate funds to the regions for computer skills training.

Under this option it is feasible for a particular region to use its allocation to have one of the Computer Studies Unit positions transferred there as a resource for training regional staff.
Alternatively, option 2 gives Regional Commanders/Managers the flexibility to have DCS staff join computer training occurring in their regions and run by other Government Departments, which is increasingly common.

The overwhelming concern with Option 2 is that even if the funds were “protected”, it is likely that they would be spent on activities other than computer training.

Although the Unit is providing training that can readily be negotiated with other providers, the question for the departmental executive to resolve is, if the Unit is providing a cost effective service, whether there is concern that such training is not “core business. The first step in considering that question is to get correct financial information.

It is recommended that the capture of accurate financial information should be addressed under the supervision of Financial Services Branch during April to May 1998 in preparation for the next budget year.

It is also recommended that all Academy staff be involved in the process so that they understand the purpose of the exercise and to ensure valid data is provided, particularly in the area of overhead expenses.

**INDUCTION AND ORIENTATION**

Induction and orientation processes are often overlooked with the consequence that new staff are frequently trained in their immediate duties but subjected to only ‘ad hoc’ introductions to corporate departmental policies and procedures. Therefore important policies do not have an immediate impact.

Research on employee attitudes has shown that the first two weeks are critical in the “bonding” process between the individual and the organisation and is a major influence on employee attitudes towards the organisational goals. Given the importance of understanding and co-operation in the implementation of Departmental policy, the induction and orientation process is worthy of more attention than it is currently receiving.

Personnel Services Branch has circulated a draft Induction Booklet for comment, and it is recommended that the development of this resource is expedited. It is also recommended that wherever possible joint orientation workshops be held in the regions for all new staff so they can meet as people rather than as classifications in their working life. In the metropolitan region, this could be incorporated into the Primary training course without difficulty with A&C, IDS and P&P staff undertaking Security Awareness training and an Organisational Overview session within that week. It is also recommended that senior departmental staff are closely involved in making presentations to such a multidisciplinary group about corporate strategies. This is one of the few opportunities for new staff to fit the “organisational jigsaw” together and to make sense of their role within the organisation.
PLANNING AND BUDGET

A Skills Audit process has been suggested during the review, but is not supported. Skills Audits were introduced into the NSW Public Service under the Structured Efficiency Principle industrial negotiations some years ago. Departments spent large amounts of money to produce reports that mapped the existing skills of staff. Regrettably, most of them did not construct the audit within the framework of what the organisation currently needed and what its future needs were projected to be. As a result, the audit was of limited use for training and development and has been largely discredited as an expensive and time-consuming process with limited outcomes.

Needs Analysis does not need to be a highly sophisticated process in order to be useful. Structured discussions will identify gaps in training. However, the real skill comes in analysing the information to identify whether it is a “training problem” or not, and this should be undertaken by staff with some experience in training and development, rather than by Policy staff. There is a temptation for training to be seen as both a “fix” and a panacea for deeper organisational problems. Managers typically identify a wide range of issues as needing training solutions when they are, in fact, performance management issues requiring more open and effective communication between the players.

A current proposal to create Head Office policy positions within the HRM (rather than the HRD stream) to undertake Training Needs Analysis is premised on the view that the Academy’s role as training provider should be separate from developing the training strategy. However, it is feasible for the Academy to be involved in the Needs Analysis methodology/process, so long as departmental management is setting the priorities for the Training and Development Program.

“Ownership” of the training and development function by managers at all levels and locations is best achieved by involving the three regions in a substantial way. The Regional Business Plans currently include performance measures for training and development at a basic level, in that they report on number of days spent in various types of training. It is suggested that the way forward is to work with the regions to make these more operationally strategic.

The Regional Training Officer positions (of which only one out of three is currently filled) need to work closely with the Staff Officers in the Correctional Centres to develop Training and Development Plans that are clearly focused on departmental (e.g. Good Working Relationships, Performance Management and Offender Management System IT Training) and local (e.g. computer training, CPR and on-the-job training) priorities. Needs Analysis for Head Office positions also needs to be undertaken.

“Just-in-Time” training is proposed instead of the current approach of “Just-in-Case” training. Staff in Correctional Centres are even more inclined to see training courses as a needed respite from the work environment than staff in other agencies. This needs to be recognised, along with the reasonable reluctance of Governors to release staff for courses and seminars that are primarily for the benefit of the individual rather than the department.
Clearly, some mechanism is needed to set overall priorities and identify resource issues. It is proposed that a Training and Development Committee be established for a period of one year, with responsibility to oversee the changes agreed to by the Board of Management arising from this review. This Training and Development Committee would also identify changes in the external environment and new policy directions that will impact on the program. It should include a sizeable representation of non-HR staff and be evaluated after a year. Alternatively, the CPD Board, with current representation from the Academy, Southern Cross University and the Centre for Professional Studies could be expanded and meet for this purpose.

**Planning Information**

A Quality Self-Assessment program was launched in 1997 by Premier’s Department, with a requirement that all departments undertake either an organisation-wide survey or identify a particular segment for the pilot study. The survey and analysis is designed around the criteria for Australian Quality Council awards and focus on:-

- Leadership
- Policy and Planning
- Information and Analysis
- People
- Customer Focus
- Quality of process
- Organisational Performance

Feedback is sought from three organisational levels: executive, middle management and staff across all seven areas. Given the scope of the criteria and the identification of “opportunities for improvement” this tool, while enjoying all the baggage that accompanies central agency initiatives, has the capacity to provide important information to the planning and prioritisation of training and development. It provides a snapshot of the perceptions of all levels of staff, and includes suggestions by all groups as well as the input of the Australian Quality Council on how to implement improvements.

Only a handful of staff within the Department were aware of the survey which Corrective Services carried out in the North-West Region, yet the results are very relevant to programs such as Performance Management and Good Working Relationships. The North-West Region undertook some Action Planning in May 1997 based on the results, but activity appears to have been overtaken by other priorities in the region.

This is an interesting example of the way a change in management intervention has been handled within the Department. It has been led by Corporate Planning and at the regional level the liaison person is the Business/Administration Manager. This may account for the lack of follow-through from the results, in that with the best will in the world, neither Corporate Planning staff nor Business/Administration staff would be expected to have the necessary conceptual and experiential base to analyse the results, identify appropriate action and negotiate their implementation. In this instance, the Australian Quality Council facilitators fulfilled this role, but it points particularly to a significant gap in the Department’s current structure. While the involvement of Corporate Planning is appropriate, there is no identifiable Organisation Development
function within the Department, although it was clearly envisaged as part of the Academy’s role at its inception.

This exercise, while focused at this stage on the North-West Region, reveals lessons for the whole department and needs the assistance of appropriately qualified staff. As the Premier’s Department will be requiring an Action Planning Report which includes a plan to undertake the survey across the whole agency, this project requires attention in the near future. It is recommended that this matter be referred to the incoming Executive Director, HRM as an early priority. Given the scope of the survey, Corrective Services Industries (CSI) might have been a useful internal benchmark and champion of the process.

The Training and Development Budget

Currently, the Department's known training expenditure is $6.2 million and comprises:

- Academy, including the CPD and salaries of recruits $5,000,000
- Training allocations non-Academy $ 900,000
- Good Working Relationships $ 100,000
- Specialised Training Unit, Windsor $ 280,000

Elsewhere, it is reported that one of the difficulties in releasing custodial officers for training is the flow-on effect on overtime budgets, as the ‘209’ staffing formula does not make provision for this. It has not been possible to obtain figures more specific than “Detached Duty” from within the rostering and pay systems. The estimates prepared for negotiations regarding the revision of the ‘209’ formula make provision for 8 days for Detached Duty/Training at a cost of $5.27 million.

If, however, these officers were replaced by using overtime, which is the current situation, then the Budget becomes:

Overtime Replacement costs $8,100,000
Travel and accommodation $ Unknown

This range indicates the importance of collecting more accurate information on these costs, and recommendations are made in the next section in this regard.

How Much Training is Enough?

The Department’s training agenda can be substantially influenced by external bodies, such as the ICAC, the Ombudsman’s Office, or reports from the Coroner’s Officer or governmental inquiries, State and Federal.

The introduction of Area and Case Management as the underlying philosophies of inmate management have had a substantial and continuing impact on the training of existing and new staff. As one person pointed out during the course of the review:
“It is within living memory for many custodial staff that prisoners were not allowed to look at officers in the eye - it was a disciplinary offence. That gives you some idea of how far we have come in adopting case management principles.”

The sensitive nature of the correctional environment, the ambivalent attitudes of the community to inmate management issues, contemporary correctional practice, and the requirement to implement government policy of the day will all continue to impact on the need for training.

The introduction of the Structured Day for inmates potentially provides a two hour overlap between custodial shifts that could be made available for staff training at the Correctional Centres. However, many staff have commented that this was marketed internally as “time out”, not time for more training.

Governors have been supportive of the proposed introduction of competency-based assessment, but have indicated a need for a continuous updating process which would include ongoing assessments of existing ranked officers, in effect, a re-accreditation process.

Although there is no official policy on the number of days spent in training and development (8 days per annum has been built into the negotiations regarding a revision of the ‘209’ Staffing Formula), the Government requires the contractor managing the Junee Correctional Centre to provide:-

- 40 hours pre-employment training plus 40 hours annual re-training for support staff, and
- 160 hours pre-employment (including 40 hours on-site training) plus 40 hours annual re-training.

(Reference: Contract B - Management, p15, Junee Correctional Centre)

The Regional Commanders are currently collecting data on training days from each of their Correctional Centres. The Governors’ Monthly Report is currently being standardised and it is recommended that these figures are dissected and forwarded to the Executive Director, Human Resources on a quarterly basis. Currently, there is no accurate information on the replacement costs (usually at overtime rates) incurred when staff are away on training courses, as this data is being reported only as “Detached Duty” which is too wide a category to be accurate for training costing purposes. As this question is posed with some regularity, it is recommended that the Monthly Governors’ Report reports on replacement staffing costs as well as the number of days spent in training.

It is understood that the proposed National Corrections Indicators include all States, reporting on the amount of training and development undertaken. No doubt, national standards will emerge from this process. In the meantime, it is recommended that the Department measures itself against the baseline set for the private contractor at the Junee Correctional Centre.
Contracting out of Academy Support Services

The report on the Departmental Restructure by Paul Stewart of Premier’s Department (June, 1997) referred to an imminent process of market testing or contracting out the catering, grounds and buildings maintenance and housekeeping functions at the Academy. No progress has occurred on these matters, and this appears to be due to insufficient commitment at the Academy to that process.

It is recommended that the matter be referred to the Director, Finance and Assets for action.

THE EASTWOOD SITE

Background

The NSW Corrective Services Academy was established at Eastwood in 1989 to service the staff education and training needs of the NSW Department of Corrective Services. Prior to that, correctional officers received induction training at the Officers’ Training School which had been located at Long Bay, Goulburn and Windsor. Other staff development training was provided by a separate Staff Development Division within the Department.

The Eastwood site was purchased from the then Department of Family and Community Services in 1986. It had previously been used as a home for young people in custodial care. Modest investment has been made to convert it into a functional training facility providing both primary and secondary training for Corrective Services, the NSW Fire Brigade Services and also specialised training for specific program needs.

The historic house of Charles William Wentworth (Brush Farm House) occupies the South Western corner of the property. It was purchased from the Department by Ryde Municipal Council. The building has fallen into disrepair. Council, seemingly, is not in a position to fund restoration.

The buildings at the Academy consist of residential blocks, a canteen, an education block of classrooms and the DCS library; administration/training buildings, and a cottage now used for the Centre for Professional Development. The grounds are extensive, including a sports oval which is used as a parade ground.

The Special Audit Division of the NSW Audit Office examined the training facilities of the three uniformed services in 1991/1992. The recommendation was the relocation of the Ambulance, Fire Brigade and Corrective Services training to Goulburn Police Academy. This proposal was to deliver by a cost savings and the return from the sale of valuable property. The Fire Brigade training moved to Goulburn Police Campus, but Corrective Services and the Ambulance Service retained their respective facilities at Eastwood and Rozelle. Corrective Services argued against the move and showed that, on a recurrent basis, the travel costs would prove prohibitive. The Fire Brigade training has been transferred back from Goulburn to the Corrective Services Academy at Eastwood. A commercial agreement returns $100,000 per annum over a period of three years.
Current Situation

The Eastwood site is valuable. A report by the Valuer General in June 1997 gives a valuation of

- $6.5 million on the existing Special Uses Schools zoning; and

- a highest and best use estimate of $10 million if rezoned Residential.

The sale of the site could make a sizeable contribution to the current departmental deficit. The availability of distance learning and technology-assisted instruction, and the option of providing more training at regional and local levels, raised the question of whether an “Academy” was needed in the future. Alternatively, a smaller Academy in another location as part of a multi-campus Institute of Human Resources within the Department was suggested in the terms of reference.

Many senior custodial staff identify strongly with the Academy at Eastwood and one spoke of it as the “glue that holds us together”. However, the current situation is that less than half of the custodial probationers actually live in the residential blocks during the primary training period, with the metropolitan recruits travelling in and out each day. No activities are scheduled after 5pm or on weekends. As the recruits are DCS staff, the Department fulfils its obligation to the country staff to provide accommodation via the Academy’s facilities, plus $8 per day for incidentals. The nominal charge is $30 per day plus $21 for three meals ($6, $7 and $8). However, the actual costs to the Academy need to be assessed. +

Action is required in the near future by the Academy to accurately capture the costs of providing these facilities in order to assess the benefits of alternatives. In the interim, the Department should investigate the cost of accommodating country-based staff in motel accommodation. Such an arrangement should include regional accommodation for Academy staff. This exercise should incorporate anticipated recurrent savings from household and catering positions and expenses currently incurred at the Academy.

In regard to the notion of “replacing” the Academy with distance learning facilities, there would be no guarantee of the success of such a training process for the following reasons:-

- Much of the training currently provided deals with attitudinal and behavioural issues, e.g. the Young Adult Offenders and Women in Prison staff training, Code of Conduct/Duty of Care instruction, such programs better suit face-to-face methods or, at a minimum, facilitated group discussions to support and extend technologically delivered training, such as that provided by Case Management CD-ROM;

- People learn differently. The Department should aim to provide alternative methods of training wherever possible in order to accommodate different learning styles;

- The creation of Open Learning Access Centres (OLACs) by the Centre for Professional Development (CPD-CS) in seven Correctional Centres as a location
providing PC and CD-ROM facilities for searching the DCS library catalogue on CD-ROM and doing word processing has not been sufficiently supported in the workplaces, and some of the facilities are now being used for other purposes. 30.3.98

The currently high (42%) attrition rate for the distance-based educational programs offered by the CPD-CS is discussed elsewhere in this report, but indicates that the Correctional Centres as workplaces are not currently supportive environments for this mode of learning.

Options

The following options have been identified during the course of the review:-

• Negotiate an agreement with a motel chain for accommodation in Sydney and the regions for DCS staff which could also be used by Academy staff conducting regional training;

• Sell the half of the site consisting of the residential/canteen blocks. Ryde Council, the owners of Brush Farm House, are likely to be interested in a joint project (see for details);

• Sell the entire site and move the Academy elsewhere in the metropolitan area (60% of DCS staff live in metropolitan city, predominantly in the western area); or

• Upgrade the Eastwood site with a view to marketing it more aggressively to external users,

As a result of a request for some upgrading of the facilities a Demand Management Workshop regarding the Academy’s needs was convened by Public Works and Services in January 1997 and looked at various options for the Eastwood site, including moving the Academy to other government property.

Without the need for the residential blocks and/or the sports oval, a number of other alternatives have been identified by Public Works and Services and the DCS Capital Works Unit, such as:-

* The former Norma Parker Correctional Centre at North Parramatta;

* A heritage building at on the with river frontage and capacity to share existing canteen and residential facilities;

* The former Metropolitan Emergency Unit building at Long Bay.

Public Works and Services has advised against consideration of a building of this scale at Windsor. This is due to the flora and fauna conservation issues recently encountered at that location and the current agreement to retain a buffer zone, and the fact that the Resident Action Group already considers the site to be over-developed, so community
opposition could be expected. An equally significant consideration for staff travel is the poor public transport to the Windsor location.

The preceding options regarding the Eastwood site all assume that "an Academy" will continue to exist in the metropolitan area. At this stage in the Department's organisational life, having a "bricks and mortar" statement of support for the training and development function is an important message to staff as well as to the community. Other proposals such as increasing the amount of training in regional locations need to be evaluated before final decisions are made about the facilities needed in the metropolitan area in the future.

Earlier it was argued that the current "Academy" model may be an anachronism, and the terms of reference refer to the concept of "a multi-campus, multi-functional Human Resource Development Institute".

Although for some the term "Academy" has military overtones, it traditionally and equally applies to places of learning for literature and the arts, as much as to military institutions.

This review does not make any recommendation relating to a change of name but does recommend that a new model including regional training with designated "Training Gaols/Centres". In this way, the Academy at Eastwood also functions as a Metropolitan Regional Training Centre.

FUTURE OPTIONS

Training Others:-

The continuing deregulation of the educational environment offers the potential for alternative providers to offer even the Pre-Service training of custodial officers in due course. Equally, it offers opportunities for the Department to be a competitive provider of training to other jurisdictions. The Centre for Professional Development (CPD-CS) has a commercial agreement with South Australia for use of its courses, and the Academy has recently provided Pre-Service training for custodial recruits in the A.C.T. There is also demand from the Pacific Rim countries for places in managerial programs.

To move into such an environment will require a greater focus on financial management, and cost accounting in particular at the Academy. The track record is this area is not good, and it is recommended that the accountabilities of the position of Director, HRD include specific responsibilities in this regard.

The Academy has a position of Business Manager as well as a range of support staff, which needs to be reconsidered as various decisions are made regarding the future role of the Academy. If, for instance, it is decided to accommodate country-based staff at motels rather than upgrading the residential blocks, and if it is decided to decentralise and/or contract out the Computer Studies courses, then a large volume of activity associated with taking bookings and processing payments will no longer exist.
In the interim, it is recommended that Financial Services Branch be closely involved in reviewing the accountabilities of the Academy Business Manager position and be involved in the selection process when the position is advertised.

**Modes of Learning and Technological Issues**

Flexible learning options are the goal. New information technologies are causing major changes to traditional ways of learning but they bring a different set of challenges regarding equitable delivery. It is necessary, for example, to ensure equal access to the technology and student support for distance learners.

The new technologies enable a powerful combination of highly interactive stand-alone material with two-way asynchronous (delayed response) communication between teacher and student. Some of these will be able to be exploited by the Centre for Professional Development (CPD-CS) and the Department generally when Intranet and Internet access is provided department-wide, recognising that many individual staff, particularly in the regions, do not have easy access to a computer.

The DCS Intranet will provide a single electronic source for a wide range of information that is usually dispersed and frequently only available in a paper format. Amongst other things, it will include the DCS Library Catalogue, and the Training and Development courses schedule and application forms.

Internet access is essentially “the world looking in” and DCS “looking out”. It will also enhance internal communication facilities including the asynchronous two-way communication referred to above, allowing the student to interact directly and flexibly with a teacher or other students, either in ‘real time’ or asynchronously. When this is combined with learning material such as a CD-ROM or a World Wide Web site, learners will be operating in a very powerful learning environment.

Unless the technology provides opportunities for interaction, then it is simply a replacement of paper technology by electronic technology. Distance learning is a lonely occupation. It is recommended that as the Department moves towards a greater use of technologically driven material, appropriate provision for student support must be a priority. The Case Management interactive CD-ROM is an example in point. It is excellent teaching tool, but the design team does not support its use on a stand-alone basis. People learn from each other, other students as well as teachers, and facilitated discussion either face-to-face or delivered electronically, is an essential element in providing a successful outcome.

**The Importance of Training and Development**

There is a lot of “lip-service” paid to training and development across both public and private sectors. Everyone agrees on its importance, yet it is frequently an early target for budget cuts and/or placement for “difficult” staff.

As organisations become more dependent upon people the awareness grows that a sizeable investment in the human capital is required for the organisation to have the capacity to perform effectively over time. The organisation must plan for, recruit, manage, develop, measure and replace staff in line with the organisation’s needs. It
should be a key assumption held by everyone in the organisation that the nature of jobs will change over time. Ideally, there is a match between the career goals of the industrial and the organisational needs.

Corrective Services spends over 70% of its recurrent budget on staffing. As a human services organisation which has adopted Area and Case Management as the underlying philosophy for inmate management. The Department must help the existing workforce to make that very significant change. This change constitutes a move towards the "professionalism" of the custodial role, with an expectation that officers exercise increased levels of judgement and decision-making. Training alone cannot deliver this outcome. It requires attention also to broader issues such as job satisfaction, pay structures etc.

And a spoonful of theory...

Peter Senge’s seminal writings on the “learning organisation” have challenged the ways organisations are managed and led:

"In a learning organisation, leaders’ roles differ dramatically from that of the charismatic decision-maker. Leaders are designers, teachers... responsible for building organisations where people are continually expanding their capabilities to shape their future - that is, leaders are responsible for learning.”

"Training" is a process that organisations do to people. To move explicitly from a training to a learning strategy would involve looking at broader organisational issues than were relevant to this review, but could be incorporated into a Departmental Human Resource strategy for moving the organisation into the future.

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REFERENCES

All these reports, which were assembled with some difficulty, along with the useful articles from the literature reviewed are available as part 2 of this Review file (98/0217).

COURSE CONTENT REVIEWS:


4. Senior Prison Officers Pre-Promotion Course Review. Department of Corrective Services, November 1994.

5. Evaluation of the Associate Degree in Correctional Administration. University of Southern Queensland, November 1996.


OTHER REVIEWS:


OTHER INFORMATION:

The DCS library staff provided a wide range of material relevant to this review which included U.K, U.S. and Australian correctional literature.

In addition, the following paper by two of the Academy management team provides an excellent precis of a number of issues, and is included in the working papers of this review:-

GREEN, Brian and HARRISON, Stephen:
SUMMARY OF RECOMMENDATIONS

GENERAL:-

- A new role for the Academy: course design; quality control of training, competency assessment processes and evaluation; functional areas to deliver the training. +

- Concept of continuous learning to be adopted as departmental policy and strategy for developing and maintaining a skilled and committed workforce. The concept to be based on competency-based assessment and the Australian Qualifications Framework certification (incorporating prior learning/work experience). Further educational qualifications such as those offered through the DCS-CPD partnership with Southern Cross University are to be strongly encouraged in all career streams.

- Concept of 'just-in-time' (versus 'just-in-case') training be introduced in recognition of the difficulty of releasing staff and the associated overtime for replacement staff.

- Training and development programs to be delivered at regional locations in preference to the Academy, including pre-service custodial training in due course.

- Endorse the current partnership between DCS and Southern Cross University as an appropriate strategy for providing distance-based education.

- Review the eligibility for the CPD-CS courses to ensure that all staff of the Department have access to the courses, accepting that priority should continue to be given to some classifications of staff.

- Expand the Fee Reimbursement Scheme to provide financial support for a broad range of undergraduate degrees.

- Identify additional strategies for supporting Correctional staff involved in CPD-CS courses to reduce the current attrition rate (over 40%); e.g. with on-site study groups.

OPERATIONS (CUSTODIAL) TRAINING

Pre-Service (Primary) Training:-

- Endorsement of Academy’s current process of redesigning the program into a competency-based curriculum within the Australian Quality Framework.

- Primary training to be considered as pre-service training with a substantial component of on-the-job training and assessment incorporated into the first year of service. The entire probationary period to be used for screening and
assessments of suitability for permanent appointment. AQF Certificate III to be issued only when permanency is approved.

- Design of the pre-service training to be reviewed to move to a ‘sandwich’ or ‘modular’ learning approaching integrating off-the-job and workplace training more closely, with additional workplace training and assessment. Assessment to be jointly carried on by both the Academy and the Correctional Centre, with the Staff Officer and Governor as signatories. Some maximum security gaols to be designated as ‘staff training gaols’.

- While in the Correctional Centres trainees to be additional to the staff establishment and to be in an observer capacity (i.e. civilian status only) and to be under the direction of a custodial officer. Senior Assistant Commissioner, Operations to issue a direction that without exception trainees are to be released for punctual return to Academy.

- Weapons training to be provided to probationary officers by the Specialised Training Unit, Windsor, with 2 establishment positions from the Academy being transferred to Windsor. Weapons staff to be appropriately certified as trainers under the new competency arrangements. Evidence of certification to be held by the Academy.

Operations (General):-

- Operations Branch to be closely involved in decisions regarding appointment to Academy custodial positions, and to assist the transition of staff moving back into Operations work, with a more rigorous enforcement of the ‘3 year rule’ relating to custodial positions at the Academy.

+ “Downtime” between courses for Academy custodial staff to be seconded to Correctional Centres for re-familiarisation. Placements in therapeutic units such as Malabar Special Programs Centre to be a priority for placements.

- Operations Branch to immediately nominate a small group with operational credibility to act as an Advisory Team to the Academy regarding custodial training.

- Operations Advisory Team to work with appropriate Human Resource staff to review the proposed management development modules as replacements for aspects of the Senior corrections Officers’ and Commissioned Officers’ Courses and to identify strategies for teaching and assessing relevant technical knowledge and procedures.

- No further development of the proposal to link educational qualifications to promotion in the custodial stream.
Review the role of Staff Officers in the Correctional Centres to identify role and responsibilities under Competency Based Training, and to include a review of the classification of the positions.

ORGANISATION DEVELOPMENT:-

- Priority to be given to first-line Supervision and Management Development modular training programs. These could draw on existing CPD-CS modules, with articulation into the appropriate certificate/diploma/degree. This should replace aspects of the Senior Correctional Officers' Course the Commissioned Officers' Course and the Governors' Course.

- Priority to be given to developing and delivering team building and team leadership programs, working with 'natural' teams to improve their effectiveness: e.g. Regional Commanders and Regional Office Managers; Governors and their executive staff; Program Managers and their IDS groups; and Area Management teams. Probation and Parole Service to be closely involved in the development of the team-building modules to ensure their particular needs are addressed.

- Incoming Executive Director, HRM to consider the question of an Organisation Development internal consultancy service.

NON CUSTODIAL TRAINING:-

- IDS to review the suitability of the Probation and Parole Service model of primary training for IDS staff.

- IDS and Probation and Parole Service to investigate options for rotations and secondments.

- Needs of IDS staff (particularly Welfare Officers) for induction and ongoing supervision to be negotiated with Regional Commanders.

- Staff Officers to immediately review the needs of non-custodial Correctional Centre staff for Security Awareness training and co-ordinate its delivery on a regional basis.

- Public Sector Clerical Competencies to be tested against Departmental needs, and appropriate training provided.

- Training needs of clerical and IDS staff to be specifically addressed in Regional Training and Development Plan.

- Facilitated workshop for Academy and CPD-CS staff to be held to address areas of mutual concern.
COMPUTER TRAINING:-

- Computer training to continue to be available from the Academy for another twelve months, with the proviso that a Business Plan based on Activity Based Costing and which has been signed off by Financial Services is prepared; marketing within the Department is undertaken; and that it meets its revenue targets.

INDUCTION/ORIENTATION:-

- Priority to be given to integrating non-custodial and custodial induction and orientation processes both in regions and at the Academy, e.g. a redesigned week of the Pre-Service Training to incorporate Security Awareness training for non-custodial staff, and senior staff to present an Organisational Overview and provide opportunities for staff to relate to each other as people rather than as classifications.

- Draft Induction Booklet/Checklist to be finalised by Personnel Services Branch.

PLANNING AND BUDGET:-

- Training and development activities to be based on organisational priorities. The suggested process is:-
  
  * Regional Training and Development Plans to be developed by regional HR Managers/Training Officers in line with corporate priorities.
  
  * Head Office staff needs to be assessed by an HR position with experience in training and development.
  
  * Departmental Training and Development Committee to set priorities for the Academy program. This could be an internal group or be formed by using the CFD Board in an advisory capacity with 1-2 additional "experts".

- Regional Commanders to review the need to fill their Training Officer positions as a support to Staff Officers in Correctional Centres in developing, implementing and evaluating Regional Training and Development Plans, and implementing competency-based assessment.

- Operations Branch to capture the actual costs of Training and Development in the monthly Governors' Reports, in particular the replacement costs for custodial staff.

- Financial Services Branch to oversight Activity Based Costing exercise at the Academy as part of preparing a Business Plan for computer training, and to improve the financial information available regarding primary and other training.
• The Director, Finance and Assets to investigate the feasibility of contracting out the catering, grounds and building maintenance and housekeeping functions at the Academy.

• Responsibilities relating to production of appropriate financial data be added to the Position Descriptions for Director, HRD and Business Manager, Academy, subject to the decisions made about contracting out accommodation and other services.

• The Department benchmark itself against the training and development requirements set for the private contractor at the Junee Correctional Centre.

THE EASTWOOD SITE:-

• Investigate the cost of accommodating country-based staff in motel accommodation as an alternative to Eastwood (this exercise should include anticipated recurrent savings from household and catering positions and expenses at the Academy).

OPTION 1: Retain the entire Eastwood site and progressively upgrade the facilities with a view to marketing it as a conference venue.

OPTION 2: Sell the Eastwood site and build a smaller Academy in the metropolitan area (recognising that 60% of DCS staff work in the metropolitan area).

OPTION 3: Divide the Eastwood site, selling the accommodation and education blocks possibly as a joint development with Ryde Council as the owner of Brush Farm House; and upgrade the existing training facilities.

+ The preceding options regarding the Eastwood site all assume that “an Academy” will continue to exist in the metropolitan area. At this stage in the Department’s organisational life, having a “bricks and mortar” statement of support for the training and development function is an important message to staff as well as to the community. Other proposals such as increasing the amount of training in regional locations need to be evaluated before final decisions are made about the facilities needed in the metropolitan area in the future.

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FUTURE OPTIONS

• Explore the opportunities for a corporatised Academy to become a provider of accredited competency-based training to other jurisdictions.

• As the Department moves into the use of technologically-delivered training, appropriate support is offered to students in the learning process as well as improved access to computers.