



11 March 2019

C104180

BAW Russell  
[fyi-request-9448-5cb3c62f@requests.fyi.org.nz](mailto:fyi-request-9448-5cb3c62f@requests.fyi.org.nz)

Dear Mr Russell

Thank you for your email of 23 January 2019 requesting information regarding consultations done on three of your previous OIA requests. Your request has been considered under the Official Information Act 1982 (OIA).

You requested:

*In light of your response to my most recent OIA request, I am seeking all material on consultations undertaken in relation to my requests on cell sharing (<https://fyi.org.nz/request/7648-research-on-cell-sharing#outgoing-14295>), double bunking assessment protocols (<https://fyi.org.nz/request/7774-review-of-double-bunking-assessment-protocols#outgoing-14475>), and data on SACRA assessments (<https://fyi.org.nz/request/8428-data-on-sacra-assessments#incoming-27782>). This includes, but is not limited to:*

*\*all consultations undertaken in relation to these requests under s15(A)(1)(b) \*how the Department determined that consultations were required, who should be consulted and the length of time required for consultation \*any material on the appropriateness of using s15(A)(1)(b) \*the organisation and job title of each person consulted.*

Please find attached as Appendix One all email consultations on the above OIAs.

The following people were consulted:

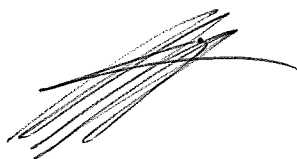
Chief Custodial Officer  
Principal Custodial Adviser  
Manager, Custodial Practice  
Director, Research and Analysis  
Manager, Corrections Policy  
Acting Senior Adviser to Deputy National Commissioner  
Senior Adviser to National Commissioner  
Principal Strategic Analyst, Research and Analysis  
Principal Research Adviser, Research and Analysis  
Principal Analyst, Service Development  
Ministerial Adviser  
Senior Ministerial Adviser  
Workforce Management Lead  
Programme Director

Acting Manager, Media and Communications  
General Manager, Public Affairs  
Manager, Ministerial Services

Note that only people based at the Department of Corrections have been consulted.

I hope this information is useful. If you have any concerns with this response, I would encourage you to raise these with the Department. Alternatively you are advised of your right to also raise any concerns with the Office of the Ombudsman. Contact details are: Office of the Ombudsman, PO Box 10152, Wellington 6143.

Yours sincerely

A handwritten signature in black ink, consisting of several overlapping, sweeping strokes that form a cursive, somewhat abstract shape.

Richard Waggott  
Deputy Chief Executive  
Corporate Services

9(2)(a)

**From:** 9(2)(a)  
**Sent:** 15 May 2018 10:51 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Review of double bunking assessment protocols

Hi 9(2)(a)

I'm sure you're already aware, but FYI, we've had another request for the SACRA review report which we recently released to 9(2)(a).

I assume the decision was that the report would not be published on the website?

Thanks,

9(2)(a).

-----Original Message-----

From: BAW Russell [<mailto:fyi-request-7774-7014ba34@requests.fyi.org.nz>]  
Sent: 06 May 2018 9:50 p.m.  
To: Info@Corrections  
Subject: Official Information request - Review of double bunking assessment protocols

Dear Department of Corrections,

In a media report from September 2017 a Corrections spokesman stated the double bunking protocols would be reviewed following a series of rapes (<http://www.radionz.co.nz/news/national/338967/double-bunking-under-review-after-cell-rapes>). I am requesting a copy of this review. If the review is not yet finalised I seek the most recent draft and the most recent timetable for completion of the review.

Given that the Corrections Amendment Bill is currently before the Justice Select Committee and includes changes to the management of cell sharing, I ask that a response be provided urgently.

Yours faithfully,

BAW Russell

-----  
This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:  
[fyi-request-7774-7014ba34@requests.fyi.org.nz](mailto:fyi-request-7774-7014ba34@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:  
[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:  
<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.

-----



9(2)(a)

**From:** 9(2)(a)  
**Sent:** 19 June 2018 09:48 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: SENS OIA going today - BAW Russell via FYI website requesting a copy of the review of the SACRA process - C95840  
**Attachments:** Response C95840.pdf

Morning 9(2)

FYI Ministerial Services are releasing the Operational Review of the SACRA process again. This time to a member of the public who has requested it via the FYI website. It is exactly the same response that was provided to the journalist 9(2)(a) in April this year (copy attached). The response was approved by Gillon & Richard, and signed out by Rachel.

Just wanted to give you a heads up in the event that Corrections get any follow-up questions about the review.

Please let me know if you've got any questions.

Many thanks,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a) |



---

**From:** S 9(2)(a)  
**Sent:** 19 June 2018 9:32 a.m.  
**To:** 9(2)(a)

**Cc:** 9(2)(a)  
**Subject:** SENS OIA going today - BAW Russell via FYI website requesting a copy of the review of the SACRA process - C95840

Kind regards,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)





19 June 2018

C95840

BAW Russell  
[fyi-request-7774-7014ba34@requests.fyi.org.nz](mailto:fyi-request-7774-7014ba34@requests.fyi.org.nz)

Dear Mr Russell

Thank you for your email of 6 May 2018 requesting information about Corrections review of the Cell Sharing Risk Assessment. Your request has been considered under the Official Information Act 1982 (OIA).

In response to incidents that identified prisoner safety may have been compromised by the policy or practice of the Shared Accommodation Cell Risk Assessment (SACRA) process, Corrections Deputy Chief Executive Jeremy Lightfoot directed the Chief Custodial Officer to undertake a review of the SACRA process.

The review found that these incidents were not the result of a systemic failing of the SACRA process and the root cause of the problem was determined to be staff performance failure.

The review also found that the current SACRA policy was achieving its intended purpose, which is to reduce the level of risk prisoners may pose to each other when placed in shared accommodation cells.

The review did identify that there was a lack of consistency and accountability in the application of SACRA in various parts of the prison estate. As soon as this became apparent, Regional Commissioners were made aware of the data provided by the review and immediately put in action plans to address the concerns.

Staff have been advised of the importance of completing SACRA assessments in a timely manner. For December 2017, 96.15 percent of SACRA assessments were completed on time. This is a significant improvement on the period covered by the review, which showed between 74.96 percent and 78.87 percent of SACRA assessments for the period 1 June to 31 August 2017 for 18 prisons had been completed on time. As described in the report and the Letter to the Chief Custodial Officer from me (Appendix 6), many of these assessments that were described as 'completed late' were completed 'on paper' and within minutes of the electronic cell allocation. In practice, this means the assessment still occurred before the prisoners are physically located in the cell together.

A copy of the final report dated 7 November 2017 is attached.

I trust this information is useful. If you have any concerns with this response, I would encourage you to raise these with Corrections. Alternatively you are advised of your right to also raise any concerns with the Office of the Ombudsman. Contact details are: Office of the Ombudsman, PO Box 10152, Wellington 6143.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Rachel Leota', with a long horizontal flourish extending to the right.

Rachel Leota  
National Commissioner



# Operational Review

<b>Date:</b>	7 November 2017
<b>Prepared By:</b>	Richard Symonds, Chief Custodial Officer (Acting)
<b>Review Commissioner:</b>	Jeremy Lightfoot, Deputy Chief Executive (Acting)
<b>Subject:</b>	Review of the Shared Accommodation Cell Risk Assessment (SACRA) process

## IN CONFIDENCE

This document is an IN CONFIDENCE Department of Corrections document. This report is forwarded to external agencies under the provisions of section 6, principle 11 (e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences. Error! Unknown document property name.

## TABLE OF CONTENTS

EXECUTIVE SUMMARY .....	3
PURPOSE .....	4
BACKGROUND.....	4
SCOPE OF REVIEW .....	5
METHODOLOGY / REVIEW PROCESS .....	5
FINDINGS .....	6
<i>Environment</i> .....	6
International best practice .....	6
<i>Practice Frameworks and Policies</i> .....	8
Compliance with policy.....	9
Alerts.....	11
Complaints.....	13
<i>People</i> .....	13
Staff understanding .....	13
Prison Director feedback.....	14
Prisoner feedback.....	15
<i>Tools and Resources</i> .....	16
Training .....	16
Legacy IOMS/Web IOMS.....	17
CONCLUSION .....	17
RECOMMENDATIONS .....	19
SIGN OFF .....	20
APPENDICES.....	20

### IN CONFIDENCE

This document is an **IN CONFIDENCE** Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.



## EXECUTIVE SUMMARY

The review of the Shared Accommodation Cell Risk Assessment (SACRA) process was commissioned to ensure it is fit for purpose in response to recent incidents that have identified prisoner safety may have been compromised by the policy or practice of SACRA. Some prison sites were visited and other regional staff contacted to seek custodial feedback about their understanding of the policy, training received, site practices and suggestions for improvement from staff and prisoners. Policy and practices in the United Kingdom (UK) and Australia were also canvassed for comparison and international best practices.

The policy for SACRA in the Prison Operations Manual (POM) aligns with the Chief Executive's instructions on shared cells issued under the Corrections Act 2004 and establishes the minimum requirements for current shared cell accommodation ('double bunking'). As demonstrated by data available from the new COBRA dashboard '12.1 Custodial Standards of Practice – Shared Accommodation Cell Risk Assessment (SACRA)', some practices were impacting on compliance with policy.

The data was provided to Regional Commissioners and action plans were promptly implemented to address the immediate compliance issues identified by this review. The full response and outcome is detailed in the letter to the Chief Custodial Officer from the National Commissioner dated 17 October 2017 and attached as an appendix.

It has also been identified that other operational systems and resources, such as the 'Alerts' system, the Integrated Offender Management System (IOMS) and training, could strengthen the risk assessment and recommendations are made to reflect this.

### IN CONFIDENCE

This document is an **IN CONFIDENCE** Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.

## PURPOSE

- 1 The purpose of this review is to report on the SACRA process and whether it is meeting its intended purpose to reduce the level of risk prisoners may pose to each other when placed in shared accommodation cells i.e. 'double bunked'.

## BACKGROUND

- 2 In 2008/09 the Crown Law Office raised concerns about the lack of a formal process for assessing the suitability of prisoner placement in a shared cell. In addition, a previous judgement in the United Kingdom regarding the murder of a prisoner by his cell mate found Her Majesty's Prison Service was in breach of Article 2 of the Human Rights Act, in that it failed to have in place an adequate risk assessment procedure.
- 3 In response the Department designed and implemented the Shared Accommodation Cell Risk Assessment (SACRA) process. Its purpose was to reduce the level of risk prisoners pose to each other when placed in shared accommodation by ensuring an objective and auditable assessment has been made on the suitability of prisoners in shared cells.
- 4 Recent incidents have made evident that the SACRA process has not always been followed as per policy, or despite being followed, still compromised prisoner safety in some instances.
- 5 A preliminary review of the circumstances relating to the shared cell placement of a violent sexual offender was undertaken in December 2016 and no systemic failing of the SACRA process was identified. The root cause of the problem was determined to be a staff performance failure and the inappropriate deactivation of the 'Not to Double Bunk' (NTDB) alert in the Integrated Offender Management System (IOMS).
- 6 Subsequently, an email was sent to all Prison Directors on 24 February 2017, seeking recommendations on how the SACRA process could be made more robust. It requested discussion with their key staff at the respective sites, and advised that any feedback received would be considered in the development of any SACRA training that may be developed in the future.
- 7 A Frontline article was published 27 February 2017<sup>1</sup> to all prison staff requesting they familiarise themselves with the SACRA process as described in the Prison Operations Manual and stipulated the deactivation of any key alerts must never occur in order to facilitate the compatibility of prisoners assessed under SACRA.

<sup>1</sup> See Appendix One, Frontline article 27 February 2017, available at [http://coronet.corrections.govt.nz/\\_data/assets/pdf\\_file/0010/880579/UPDATED\\_2.0\\_27\\_February\\_to\\_5\\_March\\_2017.pdf](http://coronet.corrections.govt.nz/_data/assets/pdf_file/0010/880579/UPDATED_2.0_27_February_to_5_March_2017.pdf) (last accessed 24 September 2017)

## IN CONFIDENCE

This document is an **IN CONFIDENCE** Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.



## SCOPE OF REVIEW

- 8 This review will determine and report on whether the SACRA process is being managed according to required policy, is understood by staff and appropriately integrates with the wider operations and safe management of prisoners.
- 9 In addition, it will report on whether the SACRA is meeting international best practice and where any potential improvements can be made. This will include how the Department can best ensure that staff fully understand and properly implement the process, incorporating an assessment of the training provided to staff in relation to the SACRA.
- 10 To make such recommendations, for the improvement of promulgated standards, procedures, operating systems, work practices and risk controls as may be necessary.

## METHODOLOGY / REVIEW PROCESS

- 11 Four sites were visited by two members of the Chief Custodial Officer's (CCO) team. They were chosen to include the lowest and highest achieving sites identified from the 'Prison Standards of Practice – Shared Accommodation Cell Risk Assessment (SACRA)' COBRA report, one women's prison and one other large prison.
- 12 The prisons visited between 13 and 18 September 2017 were:
  - Hawkes Bay Regional Prison (HBRP)
  - Mt Eden Corrections Facility (MECF)
  - Auckland Region Women's Corrections Facility (ARWCF)
  - Rimutaka Prison.
- 13 The site reviews were completed over one day at each site and included:
  - Interviews with custodial staff at all levels (approximately 28 staff)
  - Interviews with prisoners individually (12 male, 7 female).
- 14 To supplement the interviews conducted by the CCO staff, Regional Director's Practice Delivery were contacted to provide additional feedback from prisons in the two regions not visited.<sup>2</sup>
- 15 Responses were received from:
  - Christchurch Men's Prison (14 staff, six prisoners)
  - Spring Hill Corrections Facility (15 staff, 12 prisoners)
  - Waikeria Prison (nine staff, 19 prisoners).
- 16 In total, approximately 66 staff and 56 prisoners were interviewed.

<sup>2</sup> See Appendix Two for the questions sent for response from custodial staff and prisoners.

### IN CONFIDENCE



- 17 Eighteen Prison Directors were contacted for feedback.<sup>3</sup>
- 18 Process documentation and practice information was directly sought from Her Majesty's Prison and Probation Service (United Kingdom), Corrective Services - New South Wales Government and Corrections Victoria (Australia).
- 19 External research was sought regarding international best practice.

## FINDINGS

### *Environment*

- 20 As at 31 August 2017, 41 percent of prisoners were sharing a cell in New Zealand prisons.
- 21 As part of our short and longer term building programme we have added extra capacity at Hawkes Bay, Arohata, Christchurch Men's, Mount Eden, Whanganui, Northland and Waikeria prisons through double bunking, reopening units and bringing New Plymouth remand centre onto capacity. The deployment of three sets of 120 prisoner place modular units; two at Rolleston and one at Tongariro, and the large developments planned at Mt Eden Corrections Facility and Waikeria Prison all incorporate double bunking facilities.
- 22 Increased double-bunking, in manageable numbers, has proved to be a practical and cost effective solution to provide immediate accommodation for prisoners. Increases in double-bunking have been implemented by increasing staffing levels and supporting infrastructure accordingly. Corrections' operational procedures also support the safe, secure and humane use of double-bunking,<sup>4</sup> including, but not limited to, the SACRA.
- 23 The SACRA design was based on international best practice, particularly derived from the policy in the United Kingdom, and still compares favourably to current international policies and practices.

### *International best practice*

#### United Kingdom (UK)

- 24 Currently, Her Majesty's Prison and Probation Service (formerly the National Offender Management System) utilise the 41-page 'Cell Sharing Risk Assessment' instruction PS 20/2015.<sup>5</sup>

<sup>3</sup> Ibid, for the questions sent to the Prison Directors for response.

<sup>4</sup> The Department of Corrections Strategy, Policy and Planning *Prisoner double-bunking: Perceptions and impacts; Findings from a two-phase research investigation*, (April 2012) available at [http://www.corrections.govt.nz/resources/research\\_and\\_statistics/prisoner\\_double-bunking\\_perceptions\\_and\\_impacts\\_2012.html](http://www.corrections.govt.nz/resources/research_and_statistics/prisoner_double-bunking_perceptions_and_impacts_2012.html) found that so long as double bunking was carried out with good practice, processes and systems in place, there was no additional threat to prisoner or staff safety (last accessed 24 September 2017).

<sup>5</sup> See [https://www.justice.gov.uk/downloads/offenders/psipso/psi-2015/PSI\\_20\\_2015\\_Cell\\_sharing.pdf](https://www.justice.gov.uk/downloads/offenders/psipso/psi-2015/PSI_20_2015_Cell_sharing.pdf) (last accessed 21 September 2017)

## IN CONFIDENCE

This document is an **IN CONFIDENCE** Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.

- 25 The instruction states “the CSRA is an essential tool in the identification of prisoners at risk of seriously assaulting or killing a cell mate in a locked cell”.<sup>6</sup>
- 26 Similar to the SACRA, it is intended to be based on the latest information and to support staff judgement about cell allocation but not to replace staff judgement, provide an actuarial risk score or rule out cell sharing by prisoners who pose a risk.
- 27 One comparable difference to the SACRA is the requirement for “every prisoner held in closed conditions [to] have an up to date Cell Sharing Risk Assessment, even where there is no shared accommodation.”<sup>7</sup> The aim of the CSRA is to assess the risk posed by one prisoner to another in any unsupervised closed space, including locked cells.
- 28 Another difference is the policy determination that a small number of prisoners are deemed to be ‘mandatory high risk prisoners’ because they have committed offences which are so significant in cell sharing risk terms, they should always be initially categorised as high risk. The offences are:
- Murder or manslaughter of another prisoner
  - Assisting in the suicide of another prisoner
  - Committing a life threatening assault on another prisoner
  - Raping or committing a serious sexual assault on an adult victim of the same sex
    - For Young People only (aged 15 to 17) the victim may be any age and either male or female.<sup>8</sup>
- 29 Notably, even the risk rating of the prisoners who have committed these offences can be downgraded based on an evidenced reduction in risk.
- 30 Anecdotal feedback about custodial practice in the UK referred to non-standardised quality assurance practices and personnel nominated to check outstanding CSRAs daily.

#### Australia

- Corrections Victoria

- 31 Feedback from the Operations Directorate relating to the Deputy Commissioner's Instructions (DCI) regarding prisoner placement and reviews confirmed there is no template completion required to capture the considerations of staff determining shared cell compatibility. An entry in the system comparable to IOMS is required and compliance reviews can be undertaken by senior prison management. The feedback specifically advised “we also place some trust in staff” and aligns with the intent of the SACRA, in part, to support staff judgement.

<sup>6</sup> Ibid, ‘Operational Instructions’, page 3.

<sup>7</sup> Ibid, ‘Purpose’, page 4.

<sup>8</sup> Ibid, ‘Risk Categories’, page 5.

### IN CONFIDENCE



- Corrective Services New South Wales (NSW)
- 32 'Section 7.17 Inmate Accommodation' of the Operations Procedures Manual details considerations and policy requirements for assessing cell sharing. The NSW government made regulatory changes in 2016 permitting two prisoners to a cell, and even two-person cells being used to accommodate three prisoners. In January 2017, it was reported that assaults on prison premises had increased by 37 per cent over the past two years. Considering their current prison capacity has been exceeded, and is impacting on their practice, NSW has not been further researched for potential best practices regarding cell sharing.

### Practice Frameworks and Policies

- 33 The policy for SACRA in the Prison Operations Manual (POM), *1.08 Shared Accommodation Cell Risk Assessment*,<sup>9</sup> aligns with the Chief Executive's instructions on shared cells effective 1 December 2010<sup>10</sup> issued under section 196(1)(b)(i) of the Corrections Act 2004 (CE instructions).
- 34 The CE instructions "establish[ed] the minimum requirements for the safe, secure, humane and effective containment of prisoners in shared occupancy cells and...are necessary for the Department to be able to use shared occupancy cells under regulation 66(2A)."<sup>11</sup>
- 35 The policy derived from these instructions is supplemented by *1.08.Res.01 SACRA compatibility guidelines*<sup>12</sup> (compatibility guidelines), which are reflected, in part, in the *1.08.Form.01 Shared accommodation cell risk assessment* (SACRA report) that is completed in IOMS.
- 36 In summary, current policy requirements are:
- Complete an IOMS SACRA report for prisoners required to share a cell
  - Prisoners must be assessed using the SACRA process before being placed in a shared accommodation cell, preferably by custodial staff rostered in the unit/wing where the prisoners will be placed
  - Both prisoners must be reviewed for compatibility before placement with reference to the SACRA report and the compatibility guidelines
  - The resources provided serve as a guide only and do not replace staff judgement at the time of assessment
  - If a prisoner is assessed as not suitable to be placed in shared accommodation, a NTDB alert must be entered in IOMS.
  - If relevant information becomes known to staff at a later date that may impact on the prisoner's placement, their placement must be immediately reviewed.

<sup>9</sup> See <http://cornet.corrections.govt.nz/pmg/prisons/PSOM/Induction/I.08-Shared-Accommodation-Cell-Risk-Assessment> (last accessed 24 September 2017)

<sup>10</sup> See Appendix Three for the 'Chief Executive's instructions on Shared Cells'.

<sup>11</sup> See 'Frequently asked questions about Chief Executive's instructions on Cell Sharing' at [http://cornet.corrections.govt.nz/data/assets/pdf\\_file/0003/485382/I.08.Res.04-FAQ-CE-Instructions-on-cell-sharing-171110.pdf](http://cornet.corrections.govt.nz/data/assets/pdf_file/0003/485382/I.08.Res.04-FAQ-CE-Instructions-on-cell-sharing-171110.pdf) (last accessed 24 September 2017)

<sup>12</sup> See Appendix Four, available at [http://cornet.corrections.govt.nz/data/assets/pdf\\_file/0019/407431/I.08.Res.01-v.04-280817.pdf](http://cornet.corrections.govt.nz/data/assets/pdf_file/0019/407431/I.08.Res.01-v.04-280817.pdf) (last accessed 28 September 2017)

## IN CONFIDENCE

- 37 Accounting for the recent incidents identified, the compatibility guidelines include specific reference to sexual/violent 'Offending History' by directing staff to consider, among other things:

*How vulnerable is the prisoner likely to be based on age, offending history, offence type, and experience in any form of custody?*

- 38 Additionally, other factors include reference to 'Sex Offender' and a consideration of whether they are at high risk of harm if placed with mainstream prisoners (child sex offenders) and to consider if they could be placed with another sex offender if safe to do so.
- 39 In total, 19 'other factors' and related considerations are detailed for staff to refer to when assessing the compatibility of prisoners to share a cell. Taken in their totality, they are an expansive assessment of potential risk factors that support staff to make professional judgements when assessing prisoner compatibility. Note the only mandatory compatibility directives relate to security classifications, youth, segregated and transgender prisoners.
- 40 The current design and application of the SACRA acknowledges and incorporates staff judgement, on a case by case basis, and supports professional decision making; there was no available evidence that staff decisions are a systemic issue that are increasing risks to prisoners.

#### *Compliance with policy*

- 41 Available to all custodial staff from 7 September 2017, the new COBRA dashboard '12.1 Custodial Standards of Practice - Shared Accommodation Cell Risk Assessment (SACRA)' provides data about the timeliness and completion of SACRA across the estate. The purpose of this Standard of Practice is to ensure the timeliness of the Shared Accommodation Cell Risk Assessment (SACRA), with the aim of reducing the level of risk prisoners pose to each other when placed in shared accommodation cells.
- 42 The current assurance tool that sites use to report SACRA compliance is the quarterly Checkpoint report. The Prison Directors utilise information from the current first line of defence assurance tools on their site to complete the survey. Checkpoint includes a request for assurance regarding SACRA, as below:

*I give assurance that all prisoners sharing a cell have a SACRA completed before placement in a shared cell.*

- 43 Prior to the development of the new dashboard, the assurance provided by manual reporting to Prison Directors was insufficient to robustly capture SACRA practices in individual prisons. Residential Managers were made aware of the new dashboard and advised to communicate this to all Principal Corrections Officers and Senior Corrections Officers by a member of the Chief Custodial Officer's team.
- 44 It was apparent from the site visits, and responses from two Prison Directors, that the existence and availability of the dashboard was not well known at the

### **IN CONFIDENCE**



time. See the tables below for data extracted from the dashboard<sup>13</sup> for the period 1 June to 31 August 2017 across the estate.

Table 1.1 SACRA assessments for the period 1 June to 31 August 2017 for 18 prisons<sup>14</sup>

Sharing Start Date	On time %	Completed Late+	Completed on time	Not Started	Total
June 2017	78.87%	843	4494	361	<b>5698</b>
July 2017	74.96%	965	3903	339	<b>5207</b>
August 2017	76.28%	1080	4648	365	<b>6093</b>
Grand Total		<b>2888</b>	<b>13045</b>	<b>1065</b>	<b>16998</b>

- 45 Feedback from some staff illustrated a misinterpretation of policy timeframes that would impact adversely on site performance. It was not uncommon for staff to advise they would document the completed IOMS SACRA within their rostered shift, as one of the operational requirements they are subject to, instead of the policy requirement to complete SACRA *before* they are placed in a shared cell.
- 46 The 'completed late' data includes all SACRAs processed in IOMS after electronic cell allocation and it is apparent from manual review of the late data that many of them are completed within minutes of the 'cell sharing started' (cell allocation) action; this could be interpreted as evidence of sequential processing errors.
- 47 Site practices differed but some practices identified during the review period included:
- completing SACRA within 24 hours of cell placement
  - "when possible", dependent on staff availability
  - more experienced staff being tasked with the assessment to maximise the input of staff knowledge
  - the use of templated text to enter in the SACRA assessment to provide the commentary required in IOMS
  - use of tactical communications by staff to facilitate prisoner acquiescence to cell sharing
  - active management of cell sharing arrangements determined by gang affiliation
  - attempts by staff to ensure discussion with, and introduction of, prisoners prior to completing a SACRA

<sup>13</sup> 'Completed on Time': SACRA created from 4 hours before cell sharing commenced up to the time that cell sharing commenced.

'Completed Late': SACRA created after cell sharing commenced but within 24 hours from the time cell sharing commenced.

'Not Started': SACRA created more than 4 hours before cell sharing commenced or SACRA created more than 24 hours after cell sharing commenced or SACRA not created at all.

<sup>14</sup> Auckland Prison, Tongariro Prison, Rolleston Prison, and Christchurch Women's Prison were not 'double bunking' during this period.

## IN CONFIDENCE

This document is an IN CONFIDENCE Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.

- attempts to place prisoners in shared cells before the end of the day shift so late arrivals could be placed in single cells
- a nominated resource, the 'Prisoner Placement Officer', responsible for actioning SACRAs in the Receiving Office to ensure standardisation and compliance with policy requirements (Mt Eden Corrections Facility (MECF)).

48 Additional non-standardised SACRA compliance checks and risk controls identified during the review included:

- Sample checks coordinated by the Practice Manager Custodial from at least two sites in the Central region undertaken in April, May, June, and July 2017, reviewing practice and compatibility of prisoners
- Use of unit logbooks to record reports have been completed (MECF, Hawkes Bay Regional Prison and Auckland South Corrections Facility (ASCF)) and movement towards having this information attached to the daily tension tool from each area (ASCF)
- Principal Corrections Officer (PCO) requests for reports to be printed for manual review
- Security Manager review of reports to ensure compatibility.

49 Although there were obvious attempts of varying value to monitor compliance and review staff judgements about prisoner cell sharing compatibility, there was a lack of consistency and accountability identified.

50 The Regional Commissioners were made aware of the data provided in this paper and immediately put action plans into place to address the highlighted concerns.

#### Alerts

51 As per POM policy *1.08.05 Prisoners assessed as not suitable to be placed in shared accommodation*, staff are specifically directed to enter a NTDB alert when a prisoner is assessed as not suitable.

52 No other guidance or directive is explicitly provided to staff to categorically determine a prisoner is 'not suitable' and there are no risk variables, such as prior offending in custody, that trigger a mandatory requirement to enter a NTDB alert. Feedback from staff identified some confusion about who should be entering alerts, whether they were even allowed to and in what circumstances they were obligated to do so.

53 Conversely, overwhelming staff feedback during site visits was the fundamental importance of reference to active alerts when assessing a prisoner's risk for cell sharing, most notably the NTDB alert.

54 The NTDB alert was made available during the SACRA pilot in April 2007; 732 have been entered to date<sup>15</sup> and 261 were active for offenders in custody of a total muster of 10,512 as at 25 September 2017.<sup>16</sup>

<sup>15</sup> As at 25 September 2017.

<sup>16</sup> Ibid.

### IN CONFIDENCE



- 55 Considering the throughput of prisoners for the financial year 2016/17 alone was 24,443,<sup>17</sup> a very small number of prisoners have been deemed 'not suitable' to share a cell since April 2007.
- 56 This may demonstrate the robustness of the SACRA to assess compatibility and manage placement or infer staff are hesitant to utilise the NTDB alert; no determinant can be extracted from Departmental systems to evidence the reason for the number of NTDB alerts entered to date.
- 57 Other directives for entering alerts, such as the transgender alert,<sup>18</sup> are distributed throughout POM but there is no single guidance document about who can, or should, enter alerts in IOMS and under what circumstances.
- 58 A preliminary review commissioned by the Chief Custodial Officer of the IOMS alerts system more generally has identified a number of issues relating to how staff understand and use the system. The volume of alert types, which has increased to 68 without any guidelines for reference, seems to be causing confusion among staff that is potentially a risk. A paper is being drafted to seek approval to conduct a more detailed review and restructure of the alerts system to more effectively manage the risk identified.
- 59 In the interim, the deactivation of alerts process for eight alerts deemed 'key', including NTDB, was formalised and published in the Frontline article published 27 February 2017 for all custodial staff:<sup>19</sup>

*Deactivation of any of the above key alerts must never occur in order to facilitate the compatibility of prisoners assessed under SACRA. Any deactivation of key alerts should be carefully considered and only occur following consultation with the Principal Corrections Officer or Residential Manager of the unit in which the prisoner(s) are to be accommodated.*

- 60 To further mitigate the risk identified, Prison Circular '2017/01 Directive to Manage Prisoner Alerts on IOMS'<sup>20</sup> was issued as a permanent instruction on 17 August 2017 with the purpose of defining:

*...who is responsible for the management of IOMS Alerts to ensure accountability for the accuracy, timeliness and applicability of any information regarding a prisoner that warrants an Alert being activated on IOMS.*

- 61 The Circular directed that only PCOs are to de-activate any IOMS Alert generated for a prisoner and they are to check all prisoner alerts on reception into their unit to ensure they are applicable, current and accurate. It was

<sup>17</sup> Regarding prisoner throughput data, it is important to note the number contains both sentenced and remand prisoners, and will include some offenders more than once in each offender status. Note also that if a remand prisoner is cell sharing, they will require a review of placement, and potentially another SACRA, when they are remand convicted or sentenced.

<sup>18</sup> See *M.03.05.01 Initial determination of prisoner's placement* at <http://cornet.corrections.govt.nz/pmg/prisons/PSOM/Movements/M.03-Specified-gender-and-age-movements/M.03.05-Transgender-and-intersex-prisoner> (last accessed 24 September 2017)

<sup>19</sup> See Appendix One, available at [http://cornet.corrections.govt.nz/\\_data/assets/pdf\\_file/0010/880579/UPDATED\\_2.0\\_27\\_February\\_to\\_5\\_March\\_2017.pdf](http://cornet.corrections.govt.nz/_data/assets/pdf_file/0010/880579/UPDATED_2.0_27_February_to_5_March_2017.pdf) (last accessed 24 September 2017)

<sup>20</sup> Available at [http://cornet.corrections.govt.nz/pmg/prisons/ps-circulars/201701\\_directive\\_to\\_manage\\_prisoner\\_alerts\\_on\\_ioms](http://cornet.corrections.govt.nz/pmg/prisons/ps-circulars/201701_directive_to_manage_prisoner_alerts_on_ioms) (last accessed 27 September 2017)

## IN CONFIDENCE

directed that duplicate alerts should be consolidated into one alert and multiple alerts of the same nature should be managed as one alert. An immediate alert review was required to fulfil the directive and all Regional Commissioners subsequently confirmed the completion of the review.

- 62 There was general comprehension of this limitation to deactivating alerts among staff interviewed, although it would engender a manual review of all key alerts deactivated since this date to determine compliance with the recent directive.
- 63 Overall, there was encouraging feedback from staff that they were confident to escalate any concerns about a prisoner's cell sharing risk and/or discuss the need for an appropriate alert to be entered by higher ranked staff.

### *Complaints*

- 64 In accordance with the CE instructions, the SACRA POM policy section 1.08.08 *Prisoner Complaints* explicitly refers to managing complaints regarding cell placement through the POM prisoner complaints process.<sup>21</sup>
- 65 Current reporting capabilities cannot provide data, either through the PC.01 complaint entries in IOMS, or the secondary Complaints Response Desk resolution option to quantify or qualify prisoners' complaints about cell sharing, or the reasons for the complaints.
- 66 Nevertheless, the provision of the complaints process, and access to external complaint hearers, such as the Inspectors and the Ombudsman, are a robust Departmental system to enable prisoners to raise issues as required.
- 67 Varying levels of confidence were expressed by prisoners interviewed about issues with cell mates being addressed if they approached staff but generally they reported staff were responsive if they requested to move. It was apparent that, due to a high number of movements and the increasing muster, there was a high turnover of cell mates and this may be mitigating relationship issues that would otherwise become problematic.

### People

#### *Staff understanding*

- 68 Discussions and feedback from staff illustrated an understanding of the intent of the SACRA and its importance as an operational requirement. Although this feedback was not fully supported by the data available, the general practice across sites of tasking more experienced staff with the process is interpreted as an acknowledgement of their greater capability to utilise staff knowledge and judgement.
- 69 It was widely reported that staff knowledge of individual prisoners is fundamental to the quality of the risk assessment and that the current policy and process enables their capacity to use their professional judgement.

<sup>21</sup> See Prisoner complaints at <http://cornet.corrections.govt.nz/pmg/prisons/PSOM/Prisoner-complaints> (last accessed 24 September 2017)

### **IN CONFIDENCE**



- 70 The assessment is considered to be of more limited value when new staff action the policy or when new prisoners, with no custodial history, have to be assessed with less information, if any, available. Staff reported these potential risks are mitigated, in part, by discussions with more experienced staff and the prisoners individually.
- 71 A particular concern expressed by staff about their capacity to fulfil SACRA policy requirements was when prisoners were received after hours. These circumstances provided less capacity for staff to discuss cell placements with both prisoners prior to placement, less access to staff knowledge due to the reduced staff numbers, other competing processing requirements and less capability to make multiple prisoner movements if required to more appropriately place a prisoner in a shared cell.
- 72 A frustration articulated by staff was the 'domino effect' SACRA assessments could have on cell allocations; to ensure the compatibility of prisoners sharing cells could necessitate up to six movements. Although obviously frustrating for staff, this is perhaps more a reflection of the considered staff judgements that are being employed to ensure risk is minimised.
- 73 Overall, staff tasked with completing SACRAs expressed confidence in using the current decision framework supported by the compatibility guidelines and did not identify any policy or administrative changes that could improve the assessment of risk.

*Prison Director feedback*

- 74 All Prison Directors were emailed for their input,<sup>22</sup> the responses received included:
- No concerns with the current policy or process (two)
  - The experience and capability of the staff member actioning the assessment determines its quality
  - The current assurance process [Checkpoint] does not provide for quality
  - Two requests for a SACRA data report (the link to the new Standards of Practice SACRA report was forwarded in response)
  - Requests for further staff training to ensure they understand why SACRAs need to be completed to a high standard and confidence in making decisions
  - A suggestion that a flow chart model may be a useful resource to drive decision making
  - References to similar assurance processes to complete the Checkpoint survey quarterly and some non-standardised monitoring activities.
- 75 Generally, the lack of quality controls over SACRA decisions was highlighted as a facet of the decision framework that could be addressed to improve safety.
- 76 Notably, increasing the administrative accountability, such as requiring additional template information or sign off, was absent from the Prison Directors suggestions for improvement; staff understanding of the intent of the SACRA was communicated as the fundamental dependency.

<sup>22</sup> See Appendix Two for the questions sent to the Prison Directors for response.

**IN CONFIDENCE**

### *Prisoner feedback*

- 77 Considering the concern expressed by staff about receiving prisoners after hours, the review team asked prisoners what time they had been received to the prison. Although a very limited amount of interviews contributed to the observation, it was apparent their experience of cell placement markedly differed from other prisoners interviewed who had been received during the day shift.
- 78 Predominantly placed in a cell that already had an occupant, there was no prior discussion (or introduction) before their physical entry to the cell about their potential compatibility. Some prisoners reported their placement was subsequently reviewed within the next few days or they reported issues to the staff about their cell mate that facilitated their movement.
- 79 Confidence in requesting staff review their cell placement varied between units and prisons; some prisoners alerted the reviewers to the risks more submissive prisoners were subject to if they weren't confident to alert staff to issues with cell mates.
- 80 Nevertheless, all prisoners seemed to be confident that a major incident with a cell mate would be immediately addressed by staff.
- 81 Generally, though dependent on the relationships with unit staff, prisoners would identify other prisoners they would prefer to share a cell with and request to move.
- 82 There was a general perceptible resignation among prisoners interviewed that "this is prison" and therefore you could not have an expectation you would get a single cell. Discussion about how their own risk mitigation tactics were employed to get along with their cell mate demonstrated real effort on behalf of some prisoners to minimise issues without involving staff.
- 83 Suggestions from prisoners for minimising risks between cell mates included mandatory cell movement after a period of time (so one cell mate could not accuse another of requesting to move), regular private meetings with a staff member to provide an opportunity to discuss issues they would not raise in the unit, longer unlock hours and more activities outside the cell.
- 84 Overwhelmingly prisoners, and staff, reported that side by side beds in shared cells relieved much of the tension as no one was relegated to the top bunk. In addition, a slight majority of prisoners interviewed stated they would prefer single cells, but were prepared to manage in a shared cell, and some expressed a preference for cell sharing, primarily to relieve the boredom.<sup>23</sup>

<sup>23</sup> See Strategy, Policy and Planning *Prisoner double-bunking: Perceptions and impacts; Findings from a two-phase research investigation*, April 2012 available at [http://www.corrections.govt.nz/resources/research\\_and\\_statistics/prisoner\\_double-bunking\\_perceptions\\_and\\_impacts\\_2012.html](http://www.corrections.govt.nz/resources/research_and_statistics/prisoner_double-bunking_perceptions_and_impacts_2012.html) (last accessed 24 September 2017) for a more detailed study of double bunking, including prisoner feedback.

### **IN CONFIDENCE**



## Tools and Resources

### *Training*

- 85 Currently the training available to Corrections staff is delivered at the National Learning Centre during Phase Two: Safety and Security of the Corrections Officer Development Pathway (CODP).
- 86 The objectives of the training are for staff to be able to:
- describe SACRA policy
  - apply the SACRA compatibility guidelines tool to assess the risk of placing prisoners in a shared cell
  - enter SACRA data on IOMS.
- 87 A training facilitator guide,<sup>24</sup> a PowerPoint presentation, and eight scenarios are the resources available to deliver SACRA training in approximately 45 minutes. This is not a topic that is currently refreshed on a regular basis however, new documentation has recently been drafted for SACRA training delivery, pending approval, but there are no substantive changes to the information.
- 88 Feedback from staff during the review was mixed about the training received. It is not uncommon for staff to report they recall some training on a topic delivered during their initial training phase but their recollection is not detailed enough to claim it was 'useful'.
- 89 Generally staff advised they were trained one on one by more experienced custodial staff to become familiar and confident with the SACRA process and making decisions about placement. There was an acknowledgement that experience in the custodial environment and knowledge of prisoners were the most important factors in actioning quality risk assessments for shared cell placement.
- 90 Staff self-reported that more facilitated training would assist them to use the SACRA process confidently and staff who had been working in custodial positions for longer periods of time did not recall any training at all. There was general support for additional facilitated training, including the perception that this mode of delivery made them feel "invested in" by the Department.
- 91 The SACRA timeliness and completion data presented in this paper infers the policy regarding SACRA being processed *before* placement in all circumstances is not well enough understood by all custodial staff to be a driver of operational practice.
- 92 The absence of any readily available on-site refresher training identified, particularly for staff who may have been working in facilities that have only commenced, or increased, their double bunking capacity in the last few years, is potentially a training deficiency that needs review.
- 93 Auckland South Corrections Facility (ASCF) has confirmed they will be scheduling SACRA refresher training for all staff and this will include formal

<sup>24</sup> See Appendix Five, for the current facilitator training guide.

## **IN CONFIDENCE**

competency assessment for sign off by the training manager to improve compliance and understanding.

- 94 For Corrections staff, all of the CODP content is also scheduled to go online for reference and the pending Frontline Learning Hub will make the refreshed content available and trackable to confirm staff completion.

*Legacy IOMS/Web IOMS*

- 95 Parallel to self-reported deficiencies in SACRA training, staff were discussing some of the issues they were having adopting the use of the new Web IOMS platform with minimal to no training.
- 96 It was identified that staff could 'drag and drop' prisoners into cells electronically via Legacy IOMS to allocate their placement. This meant completing the SACRA report could be circumvented by the electronic capacity to allocate a prisoner to a cell. The subsequent completion of the report would be captured as 'completed late'.
- 97 Although the new Web IOMS platform does not have the capacity to 'drag and drop' prisoners this way, it does not electronically enforce the completion of the SACRA report prior to cell allocation. There is a prompt to alert staff that a SACRA has not been completed but this can be overridden and the cell allocation completed.

## CONCLUSION

- 98 The current SACRA policy aligns with the relevant legislation and does not require amending to meet its intended purpose to reduce the level of risk prisoners may pose to each other when placed in shared accommodation cells.
- 99 Current practices being used to fulfil SACRA policy requirements differ across the estate.
- 100 Further review of the current compatibility guidelines to ensure they provide for all relevant considerations could potentially increase their value.
- 101 A lack of written guidance about when a NTDB, or other high risk, alert should be considered mandatory is potentially the weakness of the current policy.
- 102 The provision to all custodial staff of the new 'Prison Standards of Practice – Shared Accommodation Cell Risk Assessment (SACRA)' COBRA report from 7 September 2017 equips staff with a robust reporting tool to monitor SACRA compliance.
- 103 Compliance with completing SACRA before shared cell placement could potentially be enforced with a technical solution through Web IOMS and requires further investigation.

## IN CONFIDENCE

- 104 The lack of reporting capability to monitor the quality of SACRA assessments, such as cross referencing incident reports, is a deficiency that impedes the visibility of potential practice failures.
- 105 Staff self-reported training deficiencies in SACRA process, policy and Web IOMS. Although no systemic issue relating to staff decision making for shared cell placement was identified, most notably because more experienced staff are tasked with the SACRA, additional training may increase the quality of the risk assessments.
- 106 A lack of meaningful notes entered into the SACRA assessment to provide a record for future reference about the risk variables considered devalues the assessment and infers a lack of staff understanding about their importance.
- 107 Further research into international best practice could be of value in identifying processes and practices that could not be adequately researched for this review.

RELEASED UNDER THE  
OFFICIAL INFORMATION ACT

#### **IN CONFIDENCE**

This document is an **IN CONFIDENCE** Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.




## RECOMMENDATIONS

a)	<b>Note</b> the contents of this review, that a draft copy of the review was provided to the National Commissioner and that the National Commissioner's response is attached	Yes / No
b)	<b>Agree</b> the National Commissioner will monitor the improvement in performance generated by the Regional Commissioners' action plans	Yes / No
c)	<b>Agree</b> to the compilation of guidance on the use of the 'Not to Double Bunk' alert to staff for approval and distribution	Yes / No
d)	<b>Agree</b> to task the Chief Custodial Officer to conduct a more detailed review and restructure of the alerts system to more effectively manage the risk identified with a lack of guidance <i>- initial briefing required prior to commencing work on this.</i>	Yes / No
e)	<b>Agree</b> to scope the potential for a Web IOMS solution that necessitates SACRA completion prior to cell allocation to resolve the timeliness and completion issues	Yes / No
f)	<b>Agree</b> that Learning and Development review and address current staff training requirements to ensure SACRAs are completed to a high standard and to support staff decision making	Yes / No

### IN CONFIDENCE

This document is an **IN CONFIDENCE** Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.

## SIGN OFF

Approved By: (Review Commissioner)			13/11/2017
	Jeremy Lightfoot	Deputy Chief Executive (Acting)	(Date)

## APPENDICES

*Appendix One: Frontline article published Monday 27 February 2017*

*Appendix Two: Questions sent for response from custodial staff, prisoners and Prison Directors*

*Appendix Three: Chief Executive's instructions on Shared Cells*

*Appendix Four: I.08.Res.01 SACRA compatibility guidelines*

*Appendix Five: SACRA Facilitator Guide*

*Appendix Six: Letter to the Chief Custodial Officer from the National Commissioner*

## IN CONFIDENCE

This document is an **IN CONFIDENCE** Department of Corrections document: This report is forwarded to external agencies under the provisions of section 6, Principle 11(e) of the Privacy Act 1993 to avoid prejudice to the maintenance of the law by any public sector agency, including the prevention, detection, investigation, prosecution, and punishment of offences.

## **Appendix One: Frontline article published Monday 27 February 2017.**

### **Shared Accommodation Risk Assessment (SACRA)**

To: All prison staff.

From: Corrections Services, National Office.

When: Immediate.

In short: The purpose of the Shared Accommodation Cell Risk Assessment (SACRA) is to reduce the level of risk prisoners may pose to each other when placed in shared accommodation cells ie double bunked.

When conducting a SACRA, staff should access all relevant information on the compatibility of a prisoner and not solely rely on the results of the IOMS SACRA report to identify potential risks to a prisoner's placement.

Action: Staff are to action the following –

Familiarise themselves with the SACRA process as described in the Prison Operations Manual

<http://corrnet.corrections.govt.nz/pmg/prisons/PSOM/Induction/I.08-Shared-Accommodation-Cell-Risk-Assessment>

Staff should also familiarise themselves with the various locations where additional relevant information is stored on IOMS. This can assist in the robust assessment of risk and further aid in the determining of the suitability and compatibility of prisoners and their placement.

These may include but are not limited to the following:-

- I.08.Form.01 IOMS SACRA Report
- I.08.Res. 01 SACRA Compatibility guidelines
- IOMS Alerts
- IOMS File notes
- IOMS SDAC (Structured Dynamic Assessment Case-management)

SACRA compatibility guidelines serve only as a guide and do not replace staff judgement based on the information available at the time of assessment. If at any stage staff become aware of additional information that may impact on a prisoner's placement, their placement must be immediately reviewed.

Particular attention should be paid to alerts such as:-

- NTDB
- Non Association
- Aggression
- Threat to Others
- Forensic Concerns
- Assault Sexual
- Risk of Suicide
- Risk of Self Harm

Deactivation of any of the above key alerts must never occur in order to facilitate the compatibility of prisoners assessed under SACRA. Any deactivation of key alerts should be carefully considered and only occur following consultation with the Principal Corrections Officer or Residential Manager of the unit in which the prisoner(s) are to be accommodated.



[http://cornet.corrections.govt.nz/data/assets/pdf\\_file/0019/407431/I.08.Res.01-SACRA-compatibility-guidelines-010711.pdf](http://cornet.corrections.govt.nz/data/assets/pdf_file/0019/407431/I.08.Res.01-SACRA-compatibility-guidelines-010711.pdf)

Contact: If you have any questions, please contact [s9(2)(a)] Senior Practice Adviser (ext: [s9(2)(a)]) or via email: [mailto:\[s9\(2\)\(a\)\]](mailto:[s9(2)(a)])

Approved by: Christopher Lightbown, Acting Chief Custodial Officer.

RELEASED UNDER THE  
OFFICIAL INFORMATION ACT

**Appendix Two: Questions sent for response from custodial staff, prisoners and Prison Directors**

**To custodial staff who action SACRA:**

*Does the current policy add value to the safety and security of the prison?*

*Are you confident the current policy is sufficiently robust, or have any suggested changes?*

*What is the practice/process of actioning a SACRA at the prison? For example, movement from RO to unit; discussion with prisoners; IOMS checks etc*

**To prisoners:**

*What discussions did you have with staff about sharing a cell before placement?*

**To Prison Directors:**

*Checkpoint includes a request for assurance regarding SACRA, as below:*

**SACRA**

*I give assurance that all prisoners sharing a cell have a SACRA completed before placement in a shared cell.*

*Can you identify the process(es)/practices/tools you use as Prison Directors to provide that assurance?*

*Do you have any particular concerns about the current policy/process that you would like to be addressed?*

*Can you identify any potential improvements that could be made to "to best ensure that staff fully understand and properly implement the process"?*

## **Appendix Three: Chief Executive's instructions on Shared Cells**

### **Introduction**

- 1 These instructions are issued under section 196(1)(b)(i) of the Corrections Act (2004) by the Chief Executive of the Department of Corrections and are particular to cell sharing and do not replace existing responsibilities or arrangements for prisoner management, except where something specific to the contrary is expressly mentioned.
- 2 The overall guiding principle is to provide a safe, secure, effective and humane environment for prisoners.
- 3 These instructions on cell sharing must be read together with regulation 66 of the Corrections Regulations 2005, amendments to which came into force on 1 January 2010.

### **Commencement Date**

- 4 These instructions come into effect on 1 December 2010.

### **Conditions**

- 5 The Prison Manager must ensure that all cells that are to be used to hold two or more prisoners are first assessed to determine their suitability for cell sharing. Such cells are to:
  - provide prisoners with adequate privacy (in particular when using toilets or showers). Modesty screens must be installed around the toilet if space allows. Cells without modesty screens should not be used as shared cells if other cells are practicably available
  - have working cell alarms/call buttons. Cell alarms and call buttons should be positioned so that prisoners can get to the alarm/call button without being stopped
  - be subject to adequate monitoring, having regard to the risks particular prisoners and cell conditions present.
- 6 Prison managers must also, so far as reasonably practicable:
  - use post-1999 shared cells or single occupancy cells in preference to pre-1999 cells, and
  - place prisoners who will get less out of cell time in post-1999 shared cells or single occupancy cells.
- 7 Prison managers must also prioritise maintenance of call buttons/alarms, modesty screens and ventilation for shared cells.



### **Prisoner placement**

- 8 The Prison Manager must ensure that, prior to being placed in a shared cell, all prisoners are assessed to determine their suitability for placement in a shared cell. This assessment shall be by way of the approved Shared Accommodation Cell Risk Assessment (SACRA).
- 9 Prisoners who are assessed as being unsuitable for placement in a shared cell must be housed in a single cell.
- 10 In addition:
  - prisoners classified as maximum security must be placed in a single cell
  - prisoners classified as high security must not be placed with prisoners classified as minimum security
  - prisoners classified as low or low medium security can be placed with any other security classification, except maximum security prisoners
  - prisoners identified as "at risk" of self harm must be accommodated in a single cell, unless it is determined that the prisoner would benefit from being accommodated in a shared cell. Health staff must be consulted before placing an "at risk" prisoner in a shared cell
  - prisoners under 18 years of age must be placed in a single cell unless both prisoners are under that age or when the exceptional grounds in regulation 180 of the Corrections Regulations apply
  - transgender prisoners are entitled to single cell accommodation if they choose, or to share a cell with other transgender prisoners if suitable to do so.
- 11 Prisoners' placement in shared cells will not affect their ability to access rehabilitation and reintegration programmes.

### **Complaint and Review**

- 12 Before prisoners are placed in a cell together, SACRA requires an assessment of their compatibility. A complaint received by one or both prisoners about sharing a cell should be taken into account in assessing their compatibility.
- 13 Prisoners and staff must be able to raise concerns about particular instances of cell sharing, and access the internal complaints system in the prison in doing so, as well as having the opportunity to complain to external complaint hearers, such as the Inspectors and Ombudsmen. Staff must fairly and thoroughly consider prisoner concerns about cell sharing and, where justified, prisoner placements must be altered.

14 As the assessment of risk and prisoner compatibility has the potential to change frequently, it is necessary to review prisoner placement in shared cells if there is an event that might affect either prisoner's level of risk, or that triggers any other concerns. Such events include, but are not limited to the following situations:

- a change of cellmate
- deterioration in behaviour of one or both prisoners in the shared accommodation cell
- deterioration in the relationship between the two prisoners required to share a cell
- legitimate complaint from one prisoner regarding their cell mate
- being the perpetrator of an assault
- being the victim of an assault
- intelligence obtained that increases the level of cell sharing risk.

15 In situations where an event has occurred or additional information becomes available that presents a particular risk with regard to sharing a cell or sharing a cell with a particular prisoner, placements in shared cells must be reviewed immediately.



**Appendix Four: SHARED ACCOMMODATION CELL RISK ASSESSMENT - COMPATIBILITY GUIDELINES**

The following table summarises prisoner categories and attributes to consider before placing two prisoners in a shared cell.

Prisoner Category	Details	Prisoner Category Compatibility
Remand - Accused	Remanded in custody for trial or further court appearances	Remand Accused Prisoners only (Co-accused prisoners should not share a cell)
Remand - Convicted	Convicted and remanded awaiting sentence	Remand Convicted Awaiting Sentence Prisoners preferred (Sentenced prisoners may be considered as a second option)
Sentenced	Convicted and sentenced to imprisonment	Sentenced Prisoners preferred (Remand Convicted Awaiting Sentenced Prisoners may be considered as a second option)
Youth	Prisoner is aged 17 years or under	Youth and Vulnerable Young Adult Prisoners only
Vulnerable Young Adult	TBI of 18 or 19 year old determines Youth Unit placement	Youth and Vulnerable Young Adult Prisoners only
Young Adult Under 20	TBI of 18 or 19 year old determines mainstream placement	Young Adult Under 20 and Adult Prisoners only
Adult	20 years or older	Young Adult Under 20 and Adult Prisoners only
Segregation Section 58	Segregation for "Security, Good Order or Safety"	Single Accommodation Cell only
Segregation Section 59	Segregation for "Protective Custody"	"Protective Custody" Prisoners only
Segregation Section 60	Segregation for the "Purpose of Medical Oversight"	Single Accommodation Cell only
Transgender	Transgender Prisoner	Trans people must be placed in a cell on their own and not double-bunked with another prisoner. This may be overridden by the Prison Director if two trans people with the same gender identity choose to be placed in a shared cell. The Prison Director must consider the suitability of the two trans people to be placed in the same cell using the Shared Accommodation Risk Assessment (SACRA).

Other Factors	Details	Considerations
Prisoner Request	Prisoner requests a particular person to share a cell with	Are there any risks identified that would prevent these two prisoners from sharing a cell together?
Prisoner Confirmation	Confirm with the prisoners whether they know their potential cell mate	Are there any risks identified that would prevent these two prisoners from sharing a cell together?
Security Classification	Confirm Security Classification of the prisoner	Prisoners classified maximum security must be placed in a single cell. Prisoners classified high security must not be placed with prisoners classified as minimum security. Prisoners classified as low/low medium security can be placed with any other security classification, except maximum security prisoners.
At Risk	Prisoner is deemed to be "At Risk" of self harm and requires regular staff observation	The prisoner is to be placed in a single cell. There may be situations where the prisoner will benefit from having a suitable cell mate. Consult with Health staff before making this decision.
Sex Offender	Check SACRA report - Prisoner has historical or present sexual offending against children.	Is there a high risk of harm if placed with mainstream prisoners? Does the prisoner need to be on Segregation, Section 59? Can the prisoner be placed with another sex offender if safe to do so?
Offending History	Confirm offending history (sexual/violent only)	How vulnerable is the prisoner likely to be based on age, offending history, offence type, and experience in any form of custody? Would they benefit from a non-threatening cell mate as a 'buddy'? Would they gain more confidence on their own?
Prison Experience	1st time prisoners may have difficulty adjusting to prison life or prisoner culture	How vulnerable is the prisoner likely to be based on age, offending history, offence type, and experience in any form of custody? Would they benefit from a non-threatening cell mate as a 'buddy'? Would they gain more confidence on their own?
Age Group	Check SACRA report - Confirm relative age groups. Similar aged offenders may have similar interests or life experience in common	Is there risk of one prisoner standing over or threatening the other prisoner because of a significant age difference?
IOMS Alerts / Other Risks	Check SACRA report and current crime prevention information	How is the alert relevant to sharing cell accommodation with others? e.g. Non Association Alert - "Not to associate with Prisoner X"
Gang Affiliation	Check SACRA report - Evidence of gang association from records, knowledge of staff, CPIC and evidence such as gang related tattoos	Least suitable for shared cell accommodation with rival gang members, more vulnerable prisoners, or sex offenders. Be wary of strengthening gang factions with your cell sharing placement decision.
Prisoner's physical characteristics	The prisoner is slightly built, frail or heavy set/muscular	Is there a risk of one prisoner standing over or threatening the other prisoner because of a significant difference in size or strength?
Cultural or Religious Identity	Prisoner clearly identifies with a cultural or religious group that may give them positive support in a prison environment.	Like with like whenever possible to encourage positive interactions on the basis of common understandings. Especially useful to identify a suitable cell mate when English is a second language.
Violence to Others	Prisoner has been involved in incidents in prison involving actual or threatened violence toward others.	May present a violent risk to others. Must consider any available evidence or analysis that the prisoner presents a risk to other prisoners. Considered least suitable for sharing cell accommodation with others.
Alcohol/Drug Abuse	Check IDU status - A prisoner's alcohol or drug dependency could pose a risk to a cell-mate if they continue to pursue its use in prison.	Like with like whenever possible - Non IDU together, IDU together. Always consider if the IDU prisoner is likely to coerce or stand over their cell mate into trafficking or using contraband?
Mental Health	Prisoner has a current mental health need that causes concern. Prisoner has been remanded for a psychiatric assessment. Under current management in the Unit or placed in a location to manage the mental health need.	Vulnerable to being intimidated and/or stood over by others. Is there also a risk of escalation? May potentially be violent toward others. Consult with Health staff before making cell placement decision.
Special Needs	Prisoner has a physical or intellectual disability. Ongoing conditions only.	Disability may mean the prisoner is vulnerable from others. Depending on the disability a greater need for privacy, cell space may be required, or assistance from a helpful cell mate. Consult with Health staff before making this decision.
Health Needs	Prisoner has significant health risks i.e. Infectious diseases (such as Hepatitis or HIV).	The prisoner may have to be accommodated separately or be more appropriately accommodated in a shared cell. Refer to 'HS 6-1-1 Advice of Prisoner Health Status form' provided by Health or consult with Health staff before making cell placement decision.
Employment	Prisoner required to work in Industries or other work related areas that require early unlock on a regular basis.	The prisoner may have to be accommodated separately or be more appropriately accommodated with another prisoner taking into consideration their employment activity.
Significant Personal Event	A significant personal event is brought to staff attention such as the death of a family member, a prisoner may benefit from separation from others or having a cell-mate to support them in such a personal crisis. Explore these options with the prisoner when completing the POM M.05 Prisoners at risk of self harm (assessment) generated by such an event.	Consider the risk of self harm or suicide as the most significant risk first. If not at risk, determine if sharing a cell or not having a cell mate will benefit the prisoner as support through their personal crisis. Ask the prisoner open ended questions regarding the situation and their personal preference.

Appendix Five: Current SACRA Facilitator Guide

# Shared Accommodation Cell Risk Assessment (SACRA)

<b>Purpose</b>	The purpose of this topic is to train new staff in using the Shared Accommodation Cell Risk Assessment (SACRA).
<b>Objectives</b>	By the end of this topic staff will be able to: describe SACRA policy apply the SACRA compatibility guidelines tool to assess the risk of placing prisoners in a shared cell enter SACRA data on IOMS.
<b>Resources</b>	Required for this module are: PowerPoint presentation IOMS Scenarios for eight prisoners Flipcharts and pens Access to POM
<b>Duration</b>	This topic takes approximately 45 minutes to deliver.



## How to deliver this topic

Time	Instructional component	Resources/ references
	<p><b>Introduction</b></p> <p>Using the objectives give a brief overview of this topic.</p> <p>Explain that you will be using a PowerPoint presentation.</p>	
10 min	<p><b>Current Practice</b></p> <p><b>Activity 1</b> Split the class into groups of 4 or 5. Ask each group to answer the following question on flipchart paper and report back to the class or run as a whiteboard session.</p> <p><b>What key risk factors do you consider when determining a prisoner's placement in a shared cell?</b></p> <p>Summarise the main points from each group.</p> <p><b>Lead discussion</b> Emphasise that SACRA does not replace staff judgement. SACRA is an assessment tool which is a collation of current practices that staff use to determine which prisoners should share a cell. The SACRA process provides evidence that supports your decision.</p>	Flipchart
	<p><b>Background</b></p> <p><b>Explain</b> The Crown Law Office raised concerns about the lack of a formal process for assessing the suitability of prisoner placement in a shared cell.</p> <p>A recent judgement in the United Kingdom regarding the murder of a prisoner by his cell mate was a breach of Article 2 of the Human Rights Act, in that it failed to have in place an adequate risk assessment procedure.</p>	
	<p><b>Reasons for Policy</b></p> <p><b>Ask</b> What is the shared accommodation cell risk assessment?</p> <p><b>Talking points include</b> SACRA does not replace staff judgement or provide an actual risk score. SACRA identifies risk factors that need to be considered</p>	



Time	Instructional component	Resources/ references
	<p>when placing two prisoners in the same cell and recording them on IOMS.</p> <p>Supports staff's decisions – providing evidence and protection for the decision you have made based on the information at the time.</p> <p>SACRA is completed using an automated process on IOMS, drop down boxes, search functions and comments field.</p> <p>Outlines a process to manage prisoners deemed not suitable to share a cell.</p> <p>Provides a record of cell sharing risks as a prisoner moves between wings or prisons</p> <p><b>Ask</b> What is the risk of not documenting the reasons for placing two prisoners in the same cell?</p> <p>Although the number of shared cell incidents are relatively low, recording the reasons for placing prisoners in the same cell outlines that potential risks have been considered and reasons that supports staff's decisions.</p>	
	<p><b>Policy Presentation</b></p> <p><b>Take staff through the SACRA presentation.</b></p> <p><b>Show slide 1 — Purpose</b></p> <p><b>Talking points</b></p> <p>The emphasis of the SACRA report is to reduce the level of risk (it does not eliminate the risk). Reduce the level of risk by considering key risk factors in a consistent way.</p> <p><b>Show slides 2 and 3 — General Requirements</b></p> <p><b>Talking points</b></p> <p>The SACRA report is only generated if the prisoner is required to share a cell.</p> <p>The reason unit staff should complete the assessment is they will have a better understanding of prisoners they deal with on a daily basis. Therefore they will have a better knowledge of possible risks and mitigation.</p> <p><b>Show slide 4 — Determining Prisoner Compatibility</b></p> <p><b>Talking points</b></p> <p>The Compatibility Guidelines is a tool developed as a result of feedback from focus groups around the country. It lists the key risks that staff identified should be considered.</p>	<p>SACRA PPT</p>

Time	Instructional component	Resources/ references
	<p><b>Show slide 5 — Prisoners assessed as not suitable</b></p> <p><b>Talking points</b>            The PCO of the unit where the prisoner is residing must be informed of the decision within 72 hours to validate the decision. The review period must be no longer than three months, unless approval has been granted by the PCO.            The prisoner assessed as not suitable to 'double bunk' must be placed in a single accommodation cell.</p> <p><b>Show slide 6 — Single cell unavailability</b></p> <p><b>Ask</b>            How often do you think this occurs?</p> <p><b>Talking points</b>            Feedback received from Prison Services indicates that this situation does not occur often.</p> <p>Mitigation strategies may include but not limited to—            Transfer the prisoner to another unit where a single cell is available.            Transfer the prisoner to another unit where a suitable cell mate can be located.            In extenuating circumstances, transfer the prisoner to another prison to locate either a single cell or suitable cell mate.</p>	
	<p><b>Show slide 7 — Reviewing prisoner placement</b></p> <p><b>Talking points</b>            Prisoners are monitored on a daily basis as part of Active Management. Prisoner compatibility should be monitored as part of the daily Active Management process.            A review of a prisoner's placement in a shared cell will also occur under the following circumstances.</p> <ul style="list-style-type: none"> <li>– A change of cell mate.</li> <li>– Deterioration in behaviour of one or both prisoners</li> <li>– Deterioration in the relationship of the two prisoners.</li> <li>– Legitimate complaint from of the prisoners.</li> <li>– Being the perpetrator or victim of an assault.</li> <li>– Intelligence obtained that increases the level of risk.</li> </ul> <p><b>Show slide 8— Prisoner complaints</b></p>	

Time	Instructional component	Resources/ references
	<p><b>Talking points</b>            "Ideally" complaints about the allocation of a double cell should be resolved before the placement occurs. Information should be given to prisoners about the procedure for objecting to a cell allocation or advising officers why they believe they are unsafe in a double cell. (Crown Law report)</p> <p><b>Show slide 9 — Youth Prisoners</b></p> <p><b>Show slide 10 — Transgender prisoners</b></p> <p><b>Show slide 11 — Recording results</b></p> <p><b>Talking points</b>            Provides a level of protection.            Process easy to follow on IOMS.</p> <p><b>Show slides 12 and 13 — Quiz</b></p> <p><b>Answers to Quiz</b></p> <p>Question one            False — The SACRA report does not provide a risk score.</p> <p>Question two            False — The SACRA report identifies key risks to consider. However, there will be some things that must be followed e.g. legislative or departmental policy e.g. offender status or security classification.</p> <p>Question three            True</p> <p>Question four            False — A transgender prisoner may be accommodated with another transgender prisoner, or in a Single Accommodation Cell. However, if they choose, and it is safe to do so, they may be accommodated with a non-transgender prisoner.</p> <p>Question five            False</p> <p>Question six            True</p> <p>Question seven            True</p> <p>Question eight</p>	<p>POM I.08.10</p>



Time	Instructional component	Resources/ references
	<p>True</p> <p>Question nine False — Prisoners are assessed prior to being placed in a cell with another prisoner.</p>	
	<p><b>Health Staff</b></p> <p>Health staff that are visited by a prisoner should consider the prisoners suitability for double bunking and notify custodial staff through Advice of Prisoner Health Status form.</p>	<p>SACRA Policy document</p>
	<p><b>SACRA Report and Compatibility Guidelines</b></p> <p>Take learners through the report. Explain where the risk factors for the report are retrieved from.</p> <p>See next page.</p>	<p>POM 1.08 Shared Accommodation Cell Risk Assessment</p>

RELEASED UNDER THE  
OFFICIAL INFORMATION ACT

## Shared Accommodation Cell Risk Assessment

Prisoner: Joe BLOGGS

PRN: 8765786

Key Risk Factors	IOMS Information	Prisoner Compatibility Guidelines
Offender Status	Information pre-populated from IOMS	Must be placed like with like <ul style="list-style-type: none"> <li>• Remand accused</li> <li>• Sentenced, including remand convicted</li> </ul>
Age	If under 18 – 'Youth Prisoner' will pre-populate If 18-19 – 'Young Adult' will pre-populate If 20 and over – 'Adult' will pre-populate	Must be placed like with like <ul style="list-style-type: none"> <li>• Youth, including vulnerable young adult (18 -19yrs old)</li> <li>• Adult, including young adult under 20 (not vulnerable)</li> </ul> Note: Age should be considered when determining placement within each category
Offence Type	Information pre-populated from IOMS	Current offence type should be considered when determining placement
Sexual and Violent Offending History	Information pre-populated from IOMS <i>Only Violent and Sexual history</i>	Historical offence type should be considered when determining placement
Active IOMS Alert	Information pre-populated from IOMS	Active IOMS Alerts should be considered when determining placement
Active Charges	Information pre-populated from IOMS	Active Charges should be considered when determining placement
Gang	Information pre-populated from IOMS	Gang Affiliation should be considered when determining placement
Is there any pre-reception information about the offender that gives you cause for concern?	Information pre-populated from IOMS Yes/No and the comments from the NARA will pre-populate.	Does this information impact on the prisoner's ability to safely share a cell with another prisoner?
Is this your first time in prison?	Information pre-populated from IOMS Yes/No and the comments from the NARA will pre-populate.	A prisoner's first time in prison should be considered when determining placement
Have you ever seen a psychiatrist or psychologist for any problems?	Information pre-populated from IOMS Yes/No and the comments from the NARA will pre-populate.	Does this information impact on the prisoner's ability to safely share a cell with another prisoner?
Is there anything special about you that we need to know so that we may be able to help you?	Information pre-populated from IOMS Yes/No and the comments from the NARA will pre-populate.	Does this information impact on the prisoner's ability to safely share a cell with another prisoner?  Note: Consider if the prisoner is a smoker or a non-smoker.

Time	Instructional component	Resources/ references
	<p><b>Compatibility Guidelines</b></p> <p><b>Explain</b></p> <p>The Compatibility Guidelines summarises prisoner categories and attributes to consider before placing two prisoners in a shared cell.            Consultation with field staff identified key risk factors currently considered when we place prisoners in a shared cell.</p> <p>The Compatibility Guidelines provides a trigger point to investigate further areas of risk, such as:</p> <ul style="list-style-type: none"> <li>Health.</li> <li>Smokers or non smokers.</li> <li>Physical characteristics.</li> </ul> <p>Take staff through the Prisoner Cell Sharing Matrix poster.</p> <p><b>Talking points:</b></p> <p>Where the guidelines say 'must' or 'only' this refers to either legislative or departmental policy, otherwise there is a level of discretion.</p> <p>Where you have a level of discretion, justify your decision in the comments field in IOMS.</p>	
	<p><b>Using SACRA in IOMS</b></p> <p>Ask learners to locate the Using SACRA in IOMS resource within POM.</p> <p>Advise that while a copy is included in workbooks learners should always check POM first for most up to date resource.</p> <p>Refer learners to SACRA IOMS Guide in their workbooks.</p>	<p>POM – I.08.Res.02</p>



Time	Instructional component	Resources/ references
10 min	<p><b>Scenarios</b></p> <p><b>Explain</b></p> <p>Split staff into groups of 4 or 5. Distribute the SACRA Scenario handout to each group.</p> <p><b>Task</b></p> <p>Assess and place eight prisoners into four cells. Use the SACRA report for each prisoner and Compatibility Guidelines to complete the SACRA Results to outline your decision based on information known to you at the time of assessment.</p> <p>Allow 10 minutes for each group to complete the activity. At the end of the exercise, go through the SACRA Results report.</p> <p>The prisoners SACRA reports are real examples but names have been changed. Several prisoners do share the same cell. They are as follows:</p> <p style="padding-left: 40px;">Prisoner BLACK and SMITH share a cell. Both voluntary segregation and smokers</p> <p style="padding-left: 40px;">Prisoner RONALD and DAWN share a cell. Both similar ages, offence and non smokers.</p> <p style="padding-left: 40px;">Prisoner SMYTH and TAMA share a cell. Both voluntary segregation and non smokers.</p> <p style="padding-left: 40px;">Prisoner BAKER Should not be placed in a shared cell. He has stated he wished to share a cell with another transgender only. There are no single cells available, where does he go? What is his health concern? Further investigation revealed he was HIV positive.</p>	Handout: SACRA Scenario
5 min	<p><b>Summary</b></p> <p><b>Revisit</b> learning objectives</p> <ul style="list-style-type: none"> <li>describe SACRA policy</li> <li>apply the SACRA compatibility guidelines tool to assess the risk of placing prisoners in a shared cell</li> </ul>	

## Appendix Six: Letter to the Chief Custodial Officer from the National Commissioner



17 October 2017

Richard Symonds  
Chief Custodial Officer

Dear Richard

### **Re: Review of the Shared Accommodation Cell Risk Assessment (SACRA) process**

Thank you for carrying out the Operational Review of the Shared Accommodation Cell Risk Assessment (SACRA).

I am pleased there were no systemic issues relating to staff decision making for shared cell placement identified. It was also good to see staff completing SACRAs were confident using the current framework, that prisoners seemed confident a major incident would be addressed immediately by staff and that some prisoners prefer sharing a cell.

#### *Immediate actions*

The data presented on SACRA timeliness and completion was of concern. Upon receipt of the information we took immediate steps to address this.

The Regional Commissioners were provided with data on Thursday 28 September and by Monday 2 October, all regions provided assurance that there were no known safety risks associated with cell sharing arrangements.

On Wednesday 4 October all regions provided action plans to me. These plans detailed the corrective measures put in place at each site to ensure improved compliance with the SACRA policy. While the plans differed between sites, key themes were regular reviewing of SACRA completion and timeliness and enhancing staff capability in relation to SACRAs.

#### *Performance improvements*

There have since been significant performance improvements. Data from 12 October, demonstrates this with an increase to 83.81% of 210 SACRA completed on time. While there were still 29 instances of SACRA being completed late all of these were completed within one hour after electronic cell allocation. Much of the performance improvements can be attributed to the action plans and staff having visibility of the data in COBRA.

The dashboards in COBRA provide a reliable report for staff to readily identify any instances where SACRAs are not completed or completed late. Visibility of these cases enables remedial work to occur and provides learnings to contribute to continuous improvement. It is important to note that when exceptions are identified and rectified, the remedial work will not alter the results in COBRA.

While the results have significantly improved, there remains room for continuous improvement. All sites continue to work through instances of SACRA being completed late or not being started in line with their action plans.



Sites have identified the following circumstances as contributing to SACRAs being completed late or not being started:

- Allocating prisoners to cells electronically before completing a SACRA. The electronic cell allocation assists to ensure the site's capacity will not be exceeded and therefore may be considered a priority task in the moment. After the electronic cell allocation, the SACRA is completed to ensure the prisoners are compatible for cell sharing. The SACRA still occurs before the prisoners are physically located in the cell together and there is the ability for the cell allocation to change if the SACRA does not support the pairing.
- Completing the SACRA 'on paper' and then completing the electronic cell allocation before completing the SACRA in IOMS. This relates to the sequential processing errors identified in the report.
- Two prisoners relocating to a new cell together (as an unbroken pairing) for reasons such as the original cell needing maintenance. It is unlikely staff would deem it necessary to complete a new SACRA and this would produce a result of a SACRA not being started.
- Not electronically removing a departing prisoner from a cell before electronically assigning a new prisoner. This would present as a SACRA not being completed but the two prisoners would not have been physically placed in the cell together.

Work is ongoing to overcome the above and further improve results. It is expected that Prison Directors are able to justify any discrepancies and that no prisoners are physically placed in a cell together without a SACRA being completed.

*Recommendations and ongoing monitoring and assurance*

I endorse the recommendations outlined in the review. Strengthening the alerts process, assessing an IOMS solution and reviewing staff training requirements will be beneficial.

Improvements in performance generated by the action plans will be monitored by the National Findings and Recommendations Oversight Group (NFROG) on my behalf and will be reported to the Corrections Services Leadership Team monthly. In addition NFROG will develop a consistent approach to second line of defence checks to be used as a tool by the Operational Performance teams.

In the short to medium term, the Senior Adviser to the National Commissioner will also monitor the SACRA results in COBRA weekly and alert the respective Regional Commissioner's Senior Adviser to any concerning results identified.

Any future compliance issues identified through these processes will be included in operational performance reporting to the Deputy Chief Executive.

NFROG will monitor progress against all recommendations in the review on my behalf.

  
Rachel Leota  
Acting National Commissioner



9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 19 June 2018 09:52 a.m.  
**To:** 9(2)(a)  
**Subject:** RE: SENS OIA going today - BAW Russell via FYI website requesting a copy of the review of the SACRA process - C95840

Thanks 9(2)(a).

---

**From:** 9(2)(a)  
**Sent:** 19 June 2018 9:48 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: SENS OIA going today - BAW Russell via FYI website requesting a copy of the review of the SACRA process - C95840

Morning 9(2),

FYI Ministerial Services are releasing the Operational Review of the SACRA process again. This time to a member of the public who has requested it via the FYI website. It is exactly the same response that was provided to the journalist 9(2)(a) in April this year (copy attached). The response was approved by Gillon & Richard, and signed out by Rachel.

Just wanted to give you a heads up in the event that Corrections get any follow-up questions about the review.

Please let me know if you've got any questions.

Many thanks,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a) |



---

**From:** 9(2)(a)  
**Sent:** 19 June 2018 9:32 a.m.  
**To:** 9(2)(a)

**Cc:** 9(2)(a)  
**Subject:** SENS OIA going today - BAW Russell via FYI website requesting a copy of the review of the SACRA process - C95840

Kind regards,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a) |



9(2)(a)

**From:** 9(2)(a)  
**Sent:** 06 August 2018 09:37 a.m.  
**To:** 9(2)(a) 9(2)(a)  
**Cc:** 9(2)(a) 9(2)(a)  
**Subject:** Sens OIA - BAW Russell - FYI.org.nz - C98772  
**Attachments:** Official Information request - Data on SACRA assessments; Letter C95840.pdf

Morning 9(2) and 9(2)(a)

We've received the below OIA. Attached is the 19 June response he refers to. Mr Russell wants to know whether we are completing SACRA assessments on time and whether we are following their results correctly.

9(2)(a), I remember you looking into the results of SACRA, do you still do this? Or has then gone to BAU?

Am I able to get the answers to the below by the end of this week?

In your response of 19 June 2018 to my request for the review of the SACRA tool you also provided information on the timely completion of SACRA assessments. I am interested in better understanding this information. For each prison for the last financial year please provide me with:

- \* the total throughput of prisoners
- \* the total number of prisoners held in shared cells (throughput view)
- \* the total number of SACRA assessments undertaken
- \* the total number of SACRA assessments completed on time
- \* the total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell
- \* the total number of times the SACRA assessment indicated the prisoner could be held in a shared cell

My aim is to determine what number and percentage of prisoners at each prison are held in a shared cell without having a SACRA completed on time. I am happy to discuss changes to the request to accurately capture this information.

Happy to discuss

9(2)(a) | Senior Ministerial Adviser | Ministerial Services  
National Office | Department of Corrections *Ara Poutama Aotearoa* |  
Mayfair House, 44-52 The Terrace, Wellington | PO Box 1206, Wellington 6140 |  
9(2)(a)





**From:** BAW Russell <~~@~~>  
**Sent:** 03 August 2018 10:42 a.m.  
**To:** Info@Corrections  
**Subject:** Official Information request - Data on SACRA assessments

Dear Department of Corrections,

In your response of 19 June 2018 to my request for the review of the SACRA tool you also provided information on the timely completion of SACRA assessments. I am interested in better understanding this information. For each prison for the last financial year please provide me with:

- \* the total throughput of prisoners
- \* the total number of prisoners held in shared cells (throughput view)
- \* the total number of SACRA assessments undertaken
- \* the total number of SACRA assessments completed on time
- \* the total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell
- \* the total number of times the SACRA assessment indicated the prisoner could be held in a shared cell

My aim is to determine what number and percentage of prisoners at each prison are held in a shared cell without having a SACRA completed on time. I am happy to discuss changes to the request to accurately capture this information.

Yours faithfully,

BAW Russell

-----  
This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:  
[fyi-request-8428-26fc7ee0@requests.fyi.org.nz](mailto:fyi-request-8428-26fc7ee0@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:  
[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:  
<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.

-----



19 June 2018

C95840

BAW Russell  
[fyi-request-7774-7014ba34@requests.fyi.org.nz](mailto:fyi-request-7774-7014ba34@requests.fyi.org.nz)

Dear Mr Russell

Thank you for your email of 6 May 2018 requesting information about Corrections review of the Cell Sharing Risk Assessment. Your request has been considered under the Official Information Act 1982 (OIA).

In response to incidents that identified prisoner safety may have been compromised by the policy or practice of the Shared Accommodation Cell Risk Assessment (SACRA) process, Corrections Deputy Chief Executive Jeremy Lightfoot directed the Chief Custodial Officer to undertake a review of the SACRA process.

The review found that these incidents were not the result of a systemic failing of the SACRA process and the root cause of the problem was determined to be staff performance failure.

The review also found that the current SACRA policy was achieving its intended purpose, which is to reduce the level of risk prisoners may pose to each other when placed in shared accommodation cells.

The review did identify that there was a lack of consistency and accountability in the application of SACRA in various parts of the prison estate. As soon as this became apparent, Regional Commissioners were made aware of the data provided by the review and immediately put in action plans to address the concerns.

Staff have been advised of the importance of completing SACRA assessments in a timely manner. For December 2017, 96.15 percent of SACRA assessments were completed on time. This is a significant improvement on the period covered by the review, which showed between 74.96 percent and 78.87 percent of SACRA assessments for the period 1 June to 31 August 2017 for 18 prisons had been completed on time. As described in the report and the Letter to the Chief Custodial Officer from me (Appendix 6), many of these assessments that were described as 'completed late' were completed 'on paper' and within minutes of the electronic cell allocation. In practice, this means the assessment still occurred before the prisoners are physically located in the cell together.

A copy of the final report dated 7 November 2017 is attached.

I trust this information is useful. If you have any concerns with this response, I would encourage you to raise these with Corrections. Alternatively you are advised of your right to also raise any concerns with the Office of the Ombudsman. Contact details are: Office of the Ombudsman, PO Box 10152, Wellington 6143.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Rachel Leota', with a long horizontal flourish extending to the right.

Rachel Leota  
National Commissioner



9(2)(a)

**From:** 9(2)(a)  
**Sent:** 08 August 2018 02:52 p.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** FW: RA3048: Sens OIA - BAW Russell - FYI.org.nz - C98772

Information as requested

1. Total throughput of prisoners  
Total prison throughput, meaning number of prison sentences plus remand periods started in a year, totals around 20,000; however, this figure bears no meaningful relationship to the number of occasions that prisoners are assessed for, or commence, cell-sharing, as a single prisoner may be assessed and placed in a cell-sharing situation on multiple occasions over the course of a remand or sentence period.
2. Total number of prisoners held in shared cells (throughput view)  
It is not possible to calculate such a number on an annual "throughput" basis.
3. Total number of SACRA assessments undertaken
4. Total number of SACRA assessments completed on time  
The table below provides number of SACRAs completed between 01/07/2017 and 30/06/2018, as well as a split by timeliness.

PRISON	Completed on time	% Completed on time	TOTAL
AROHATA PRISON	623	81.8%	762
AUCKLAND REGION WOMEN'S CORRECTIONS FACILITY	4278	91.7%	4667
AUCKLAND SOUTH CORRECTIONS FACILITY	2894	92.3%	3137
CHRISTCHURCH PRISON	4674	88.9%	5258
HAWKES BAY PRISON	2239	76.5%	2925
INVERCARGILL PRISON	606	90.4%	670
MANAWATU PRISON	832	74.7%	1114
MT EDEN CORRECTIONS FACILITY	22647	95.7%	23669
NORTHLAND REGION CORRECTIONS FACILITY	4391	93.7%	4688
OTAGO REGION CORRECTIONS FACILITY	2663	92.2%	2888
RIMUTAKA PRISON	3618	71.4%	5068
SPRING HILL CORRECTIONS FACILITY	6397	93.1%	6869
WAIKERIA PRISON	4639	94.2%	4927
WHANGANUI PRISON	946	83.1%	1138
<b>TOTAL</b>	<b>61447</b>	<b>90.7%</b>	<b>67780</b>

5. Total number of times the SACRA assessment indicated the prisoner could be held in a shared cell
6. Total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell  
The outcomes of individual SACRAs, concerning whether the person is or is not suitable for cell-sharing, are not recorded in a manner that would allow these questions to be answered.

NB - as per the OIA, the requestor states that their interest is annual numbers and percentages of prisoners at each prison held in shared cells without having a SACRA completed on time. This is adequately addressed by the table above.

9(2)(a) | Director Research & Analysis |  
Mayfair House | Department of Corrections Ara Poutama Aotearoa |  
44 The Terrace | PO Box 1206 | Wellington

9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 06 August 2018 9:37 a.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** Sens OIA - BAW Russell - FYI.org.nz - C98772

Morning 9(2) and 9(2)(a),

We've received the below OIA. Attached is the 19 June response he refers to. Mr Russell wants to know whether we are completing SACRA assessments on time and whether we are following their results correctly.

9(2)(a), I remember you looking into the results of SACRA, do you still do this? Or has then gone to BAU?

Am I able to get the answers to the below by the end of this week?

In your response of 19 June 2018 to my request for the review of the SACRA tool you also provided information on the timely completion of SACRA assessments. I am interested in better understanding this information. For each prison for the last financial year please provide me with:

- \* the total throughput of prisoners
- \* the total number of prisoners held in shared cells (throughput view)
- \* the total number of SACRA assessments undertaken
- \* the total number of SACRA assessments completed on time
- \* the total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell
- \* the total number of times the SACRA assessment indicated the prisoner could be held in a shared cell

My aim is to determine what number and percentage of prisoners at each prison are held in a shared cell without having a SACRA completed on time. I am happy to discuss changes to the request to accurately capture this information.

Happy to discuss

9(2)(a) | Senior Ministerial Adviser | Ministerial Services  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | PO Box 1206, Wellington 6140 |

9(2)(a)



9(2)(a)

**From:** 9(2)(a)  
**Sent:** 13 August 2018 09:23 a.m.  
**To:** 9(2)(a)  
**Subject:** RE: RA3048: Sens OIA - BAW Russell - FYI.org.nz - C98772

This is the number of prisoner receptions in 2017/18 (remands, sentenced, recalls)

SITE	STARTS
AROHATA PRISON	383
ARWCF	1713
AUCKLAND PRISON	285
CHRISTCHURCH PRISON	2314
CHRISTCHURCH WOMENS	325
HAWKES BAY PRISON	1482
INVERCARGILL PRISON	510
MANAWATU PRISON	965
MECF	5989
NRCF	1346
OCF	713
RIMUTAKA PRISON	1810
SHCF	2298
WAIKERIA PRISON	2492
WHANGANUI PRISON	1032
<b>TOTAL</b>	<b>23,657</b>

---

**From:** 9(2)(a)  
**Sent:** 13 August 2018 8:42 a.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** RE: RA3048: Sens OIA - BAW Russell - FYI.org.nz - C98772

Morning 9(2) ,

Is it possible to get a more specific answer for the total throughput of prisoners for 17/18?

Thanks

9(2)(a) | Senior Adviser, Ministerial Services |  
9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 08 August 2018 2:52 p.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** FW: RA3048: Sens OIA - BAW Russell - FYI.org.nz - C98772



Information as requested

1. Total throughput of prisoners

Total prison throughput, meaning number of prison sentences plus remand periods started in a year, totals around 20,000; however, this figure bears no meaningful relationship to the number of occasions that prisoners are assessed for, or commence, cell-sharing, as a single prisoner may be assessed and placed in a cell-sharing situation on multiple occasions over the course of a remand or sentence period.

2. Total number of prisoners held in shared cells (throughput view)

It is not possible to calculate such a number on an annual "throughput" basis.

3. Total number of SACRA assessments undertaken

4. Total number of SACRA assessments completed on time

The table below provides number of SACRAs completed between 01/07/2017 and 30/06/2018, as well as a split by timeliness.

PRISON	Completed on time	% Completed on time	TOTAL
AROHATA PRISON	623	81.8%	762
AUCKLAND REGION WOMEN'S CORRECTIONS FACILITY	4278	91.7%	4667
AUCKLAND SOUTH CORRECTIONS FACILITY	2894	92.3%	3137
CHRISTCHURCH PRISON	4674	88.9%	5258
HAWKES BAY PRISON	2239	76.5%	2925
INVERCARGILL PRISON	606	90.4%	670
MANAWATU PRISON	832	74.7%	1114
MT EDEN CORRECTIONS FACILITY	22647	95.7%	23669
NORTHLAND REGION CORRECTIONS FACILITY	4391	93.7%	4688
OTAGO REGION CORRECTIONS FACILITY	2663	92.2%	2888
RIMUTAKA PRISON	3618	71.4%	5068
SPRING HILL CORRECTIONS FACILITY	6397	93.1%	6869
WAIKERIA PRISON	4639	94.2%	4927
WHANGANUI PRISON	946	83.1%	1138
<b>TOTAL</b>	<b>61447</b>	<b>90.7%</b>	<b>67780</b>

5. Total number of times the SACRA assessment indicated the prisoner could be held in a shared cell

6. Total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell

The outcomes of individual SACRAs, concerning whether the person is or is not suitable for cell-sharing, are not recorded in a manner that would allow these questions to be answered.

NB - as per the OIA, the requestor states that their interest is annual numbers and percentages of prisoners at each prison held in shared cells without having a SACRA completed on time. This is adequately addressed by the table above.

9(2)(a) | Director Research & Analysis |

Mayfair House | Department of Corrections Ara Poutama Aotearoa |

44 The Terrace | PO Box 1206 | Wellington

9(2)(a)



---

**From:** 9(2)(a)

**Sent:** 06 August 2018 9:37 a.m.

**To:** 9(2)(a)

**Cc:** 9(2)(a)

**Subject:** Sens OIA - BAW Russell - FYI.org.nz - C98772

Morning 9(2) and 9(2)(a),

We've received the below OIA. Attached is the 19 June response he refers to. Mr Russell wants to know whether we are completing SACRA assessments on time and whether we are following their results correctly.

9(2)(a), I remember you looking into the results of SACRA, do you still do this? Or has then gone to BAU?

Am I able to get the answers to the below by the end of this week?

In your response of 19 June 2018 to my request for the review of the SACRA tool you also provided information on the timely completion of SACRA assessments. I am interested in better understanding this information. For each prison for the last financial year please provide me with:

- \* the total throughput of prisoners
- \* the total number of prisoners held in shared cells (throughput view)
- \* the total number of SACRA assessments undertaken
- \* the total number of SACRA assessments completed on time
- \* the total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell
- \* the total number of times the SACRA assessment indicated the prisoner could be held in a shared cell

My aim is to determine what number and percentage of prisoners at each prison are held in a shared cell without having a SACRA completed on time. I am happy to discuss changes to the request to accurately capture this information.

Happy to discuss

9(2)(a) | Senior Ministerial Adviser | Ministerial Services

National Office | Department of Corrections *Ara Poutama Aotearoa* |

Mayfair House, 44-52 The Terrace, Wellington | PO Box 1206, Wellington 6140 |

9(2)(a)



DEPARTMENT OF  
CORRECTIONS  
ARA POUTAMA AOTEAROA



9(2)(a)

**From:** 9(2)(a)  
**Sent:** 06 August 2018 10:04 a.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** RE: Sens OIA - BAW Russell - FYI.org.nz - C98772

Morning all,

I can confirm SACRA has been BAU since the review last year and I have not been actively involved.

9(2)(a) team will hopefully be able to provide you with the information requested re throughputs and undertaken/on time (data requests could pull the non-throughput info/numbers from COBRA if required).

Re the last two:

- \* the total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell
- \* the total number of times the SACRA assessment indicated the prisoner could be held in a shared cell

I'm not aware of whether IOMS would capture and retain data that could be extracted regarding the first request, and NTDB alerts can be added for numerous reasons so would not be an ideal way of cross-referencing numbers of prisoners who were assessed as not being suitable for sharing a cell.

Regarding the second, again, I would defer to the analysts in 9(2)(a) team who would be able to identify numbers.

Thanks all,

9(2)(a) | Principal Custodial Adviser  
9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 06 August 2018 9:37 a.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** Sens OIA - BAW Russell - FYI.org.nz - C98772

Morning 9(2) and 9(2)(a),

We've received the below OIA. Attached is the 19 June response he refers to. Mr Russell wants to know whether we are completing SACRA assessments on time and whether we are following their results correctly.

9(2)(a), I remember you looking into the results of SACRA, do you still do this? Or has then gone to BAU?

Am I able to get the answers to the below by the end of this week?

In your response of 19 June 2018 to my request for the review of the SACRA tool you also provided information on the timely completion of SACRA assessments. I am interested in better understanding this information. For each prison for the last financial year please provide me with:

- \* the total throughput of prisoners
- \* the total number of prisoners held in shared cells (throughput view)
- \* the total number of SACRA assessments undertaken
- \* the total number of SACRA assessments completed on time
- \* the total number of times the SACRA assessment indicated the prisoner should not be held in a shared cell
- \* the total number of times the SACRA assessment indicated the prisoner could be held in a shared cell



My aim is to determine what number and percentage of prisoners at each prison are held in a shared cell without having a SACRA completed on time. I am happy to discuss changes to the request to accurately capture this information.

Happy to discuss

9(2)(a) | **Senior Ministerial Adviser** | Ministerial Services  
National Office | Department of Corrections *Ara Poutama Aotearoa* |  
Mayfair House, 44-52 The Terrace, Wellington | PO Box 1206, Wellington 6140 |  
9(2)(a)



9(2)(a)

**From:** 9(2)(a)  
**Sent:** 24 April 2018 05:46 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

The statement re cell-sharing research was based on the Department's research from 2012 (the executive summary of that research report sets it out well). That research was done by 9(2)(a) team, so if you have any more questions about it he might be better placed to help you out, but happy to assist further as needed too.

Cheers, 9(

---

**From:** 9(2)(a)  
**Sent:** 20 April 2018 10:10 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

Ministerial Services has received the below OIA request about research supporting an explanatory note to the Corrections Amendment Bill, which is currently before Select Committee.

The aspect of the bill that Mr Russell refers to is:

**Cell sharing**

*Although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed. The regulations provide rules for cell sharing under the regulation-making power of the Act, subject to some exceptions.*

He has asked for all research that the statement specifically refers to, and any other research Corrections has done.

I know that this is probably our biggest piece of research available on the website:

[http://www.corrections.govt.nz/resources/research\\_and\\_statistics/prisoner\\_double-bunking\\_perceptions\\_and\\_impacts\\_2012.html](http://www.corrections.govt.nz/resources/research_and_statistics/prisoner_double-bunking_perceptions_and_impacts_2012.html)

and that we've also released this report by the Ombudsman:

[http://www.corrections.govt.nz/\\_data/assets/pdf\\_file/0005/900896/COTA\\_Report\\_-\\_Spring\\_Hill\\_Corrections\\_Facility\\_Double\\_Bunking\\_May\\_2010\\_Redacted.pdf](http://www.corrections.govt.nz/_data/assets/pdf_file/0005/900896/COTA_Report_-_Spring_Hill_Corrections_Facility_Double_Bunking_May_2010_Redacted.pdf)

If you're able to provide some guidance on what exactly the explanatory note refers to, that would be great. Please also let me know if this requires consultation with 9(2)(a) team.

I would appreciate a response by **27 April 2018**.

Many thanks,

9(2)(a) | Ministerial Services Adviser |

National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |



-----Original Message-----

From: BAW Russell [<mailto:fyi-request-7648-86524700@requests.fyi.org.nz>]

Sent: 18 April 2018 1:09 p.m.

To: Info@Corrections

Subject: Official Information request - Research on cell sharing

Dear Department of Corrections,

In the explanatory note to the Corrections Amendment Bill you state that "although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed". I seek all research referred to in this statement and any other research the Department has considered in reaching the conclusion in the statement.

Given that the Justice Select Committee is currently calling for submissions on the Bill I ask that this request be treated as urgent.

Yours faithfully,

BAW Russell

-----  
This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:  
[fyi-request-7648-86524700@requests.fyi.org.nz](mailto:fyi-request-7648-86524700@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:  
[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:  
<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.



9(2)(a)

**From:** 9(2)(a)  
**Sent:** 01 May 2018 04:02 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi - yes, my team are the wonders of the report. Am not aware of any others with an interest in it.

---

**From:** 9(2)(a)  
**Sent:** 01 May 2018 4:00 p.m.  
**To:** 9(2)(a)  
**Subject:** Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

I've just realised he is indeed requesting a **copy** of this report....

Are your team the "owners" of the report internally within Corrections? Aside from legal, are you aware of others who should be consulted about this release?

I imagine the best way to proceed would be to release a summary as we have done previously, as the security concerns will still be relevant.

9(2)(a)

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |

9(2)(a) |



---

**From:** 9(2)(a)  
**Sent:** 01 May 2018 3:12 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)

Thanks – I've checked our records and talked to a colleague about the report. Looks like we've released a summary but never the full report because of security concerns. At this stage I intend to mention it in my response given that it's supporting evidence for our statement in the explanatory note.

9(2)(a)

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |

9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 27 April 2018 4:00 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi there - the notion that "*although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed*" is mainly based on findings from the 2012 study that you have the link for, below; it is however also endorsed by another (2015) report which I have attached - e.g., from p.39: *All prisoners reported feeling safe within their current double-bunking situation, and staff without prior experience of single-bunking, considered the double-bunked arrangement normal.*

Unfortunately I am unable to recall if we have ever released the 9(2)(a) report before, I know there were some sensitivities about it as it was commissioned in response to a legal action initiated by 9(2)(a) who alleged all manner of nefarious things associated with cell sharing.

---

**From:** 9(2)(a)  
**Sent:** 27 April 2018 3:48 p.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)

Sorry to email you so late on a Friday. This can wait til next week.

Policy have mostly given me the information I need to answer an OIA about research on cell sharing noted in the Corrections Amendment Bill (please see [below](#)). However, I thought I'd run it past you to double-check.

When I go back to the requester, is it sufficient to say that the research informing the statement he refers to is from Corrections 2012 research? Is there anything else I should mention?

Cheers,

9(2)(a).

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |

9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 24 April 2018 5:46 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

The statement re cell-sharing research was based on the Department's research from 2012 (the executive summary of that research report sets it out well). That research was done by Peter's team, so if you have any more questions about it he might be better placed to help you out, but happy to assist further as needed too.

Cheers, 9(

---

**From:** 9(2)(a)  
**Sent:** 20 April 2018 10:10 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

Ministerial Services has received the below OIA request about research supporting an explanatory note to the Corrections Amendment Bill, which is currently before Select Committee.

The aspect of the bill that Mr Russell refers to is:

**Cell sharing**

*Although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed. The regulations provide rules for cell sharing under the regulation-making power of the Act, subject to some exceptions.*

He has asked for all research that the statement specifically refers to, and any other research Corrections has done.

I know that this is probably our biggest piece of research available on the website:

[http://www.corrections.govt.nz/resources/research\\_and\\_statistics/prisoner\\_double-bunking\\_perceptions\\_and\\_impacts\\_2012.html](http://www.corrections.govt.nz/resources/research_and_statistics/prisoner_double-bunking_perceptions_and_impacts_2012.html)

and that we've also released this report by the Ombudsman:

[http://www.corrections.govt.nz/\\_data/assets/pdf\\_file/0005/900896/COTA\\_Report\\_-\\_Spring\\_Hill\\_Corrections\\_Facility\\_Double\\_Bunking\\_May\\_2010\\_Redacted.pdf](http://www.corrections.govt.nz/_data/assets/pdf_file/0005/900896/COTA_Report_-_Spring_Hill_Corrections_Facility_Double_Bunking_May_2010_Redacted.pdf)

If you're able to provide some guidance on what exactly the explanatory note refers to, that would be great. Please also let me know if this requires consultation with Peter Johnston's team.

I would appreciate a response by **27 April 2018**.

Many thanks,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)



-----Original Message-----

**From:** BAW Russell [<mailto:fyi-request-7648-86524700@requests.fyi.org.nz>]  
**Sent:** 18 April 2018 1:09 p.m.  
**To:** Info@Corrections  
**Subject:** Official Information request - Research on cell sharing

Dear Department of Corrections,

In the explanatory note to the Corrections Amendment Bill you state that "although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed". I seek all research referred to in this statement and any other research the Department has considered in reaching the conclusion in the statement.

Given that the Justice Select Committee is currently calling for submissions on the Bill I ask that this request be treated as urgent.

Yours faithfully,

BAW Russell

-----

This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:  
[fyi-request-7648-86524700@requests.fyi.org.nz](mailto:fyi-request-7648-86524700@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:  
[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:  
<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.

-----



9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 03 May 2018 08:27 a.m.  
**To:** 9(2)(a) 9(2)(a) 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Nothing to add from me.

9(2)(a) | Acting Senior Adviser to Deputy National Commissioner |  
9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 03 May 2018 7:49 a.m.  
**To:** 9(2)(a) 9(2)(a) 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a),

Thanks for checking.

I don't see an issue, especially if we've released it before. We may however have to make mention on whether our proportion of double bunked cells has increased since the report was originally prepared.

9(2) and 9( ) – just wanted to check whether you have any views on 9(2)(a) proposed response to this OIA?

Thanks,  
9(2)

9(2)(a) | Senior Adviser to National Commissioner  
9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 02 May 2018 10:36 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)

We've received an OIA request for information about cell sharing and double-bunking via the FYI website.

I've run this past policy and research and it appears that there are two reports in scope of the request.

One is our publicly available research on the website (the 2012 study). The other is a report by 9(2)(a) that was done in response to legal action from 9(2)(a).

We've previously released a summary of the report (response attached), and given our reasons for withholding, I imagine this would be the best course of action in this case too.

Given the subject matter, I thought I'd get your view on releasing a summary again.

Sorry, if any of this is confusing, please give me a call ☺

Many thanks,

9(2)(a) Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 01 May 2018 4:02 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi - yes, my team are the wonders of the report. Am not aware of any others with an interest in it.

---

**From:** 9(2)(a)  
**Sent:** 01 May 2018 4:00 p.m.  
**To:** 9(2)(a)  
**Subject:** Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

I've just realised he is indeed requesting a **copy** of this report....

Are your team the "owners" of the report internally within Corrections? Aside from legal, are you aware of others who should be consulted about this release?

I imagine the best way to proceed would be to release a summary as we have done previously, as the security concerns will still be relevant.

9(2)(a)

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 01 May 2018 3:12 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)

Thanks – I've checked our records and talked to a colleague about the report. Looks like we've released a summary but never the full report because of security concerns. At this stage I intend to mention it in my response given that it's supporting evidence for our statement in the explanatory note.

9(2)(a)

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a) |



---

**From:** 9(2)(a)  
**Sent:** 27 April 2018 4:00 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi there - the notion that "*although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed*" is mainly based on findings from the 2012 study that you have the link for, below; it is however also endorsed by another (2015) report which I have attached - e.g., from p.39: *All prisoners reported feeling safe within their current double-bunking situation, and staff without prior experience of single-bunking, considered the double-bunked arrangement normal.*

Unfortunately I am unable to recall if we have ever released the 9(2)(a) report before, I know there were some sensitivities about it as it was commissioned in response to a legal action initiated by 9(2)(a) who alleged all manner of nefarious things associated with cell sharing.

---

**From:** 9(2)(a)  
**Sent:** 27 April 2018 3:48 p.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2) ,

Sorry to email you so late on a Friday. This can wait til next week.

Policy have mostly given me the information I need to answer an OIA about research on cell sharing noted in the Corrections Amendment Bill (please see [below](#)). However, I thought I'd run it past you to double-check.

When I go back to the requester, is it sufficient to say that the research informing the statement he refers to is from Corrections 2012 research? Is there anything else I should mention?

Cheers,

9(2)(a)

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a) |



---

**From:** 9(2)(a)  
**Sent:** 24 April 2018 5:46 p.m.

To: 9(2)(a)

Subject: RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

The statement re cell-sharing research was based on the Department's research from 2012 (the executive summary of that research report sets it out well). That research was done by 9(2)(a) team, so if you have any more questions about it he might be better placed to help you out, but happy to assist further as needed too.

Cheers, 9(

---

From: 9(2)(a)

Sent: 20 April 2018 10:10 a.m.

To: 9(2)(a)

Subject: FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

Ministerial Services has received the below OIA request about research supporting an explanatory note to the Corrections Amendment Bill, which is currently before Select Committee.

The aspect of the bill that Mr Russell refers to is:

**Cell sharing**

*Although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed. The regulations provide rules for cell sharing under the regulation-making power of the Act, subject to some exceptions.*

He has asked for all research that the statement specifically refers to, and any other research Corrections has done.

I know that this is probably our biggest piece of research available on the website:

[http://www.corrections.govt.nz/resources/research\\_and\\_statistics/prisoner\\_double-bunking\\_perceptions\\_and\\_impacts\\_2012.html](http://www.corrections.govt.nz/resources/research_and_statistics/prisoner_double-bunking_perceptions_and_impacts_2012.html)

and that we've also released this report by the Ombudsman:

[http://www.corrections.govt.nz/data/assets/pdf\\_file/0005/900896/COTA\\_Report\\_-\\_Spring\\_Hill\\_Corrections\\_Facility\\_Double\\_Bunking\\_May\\_2010\\_Redacted.pdf](http://www.corrections.govt.nz/data/assets/pdf_file/0005/900896/COTA_Report_-_Spring_Hill_Corrections_Facility_Double_Bunking_May_2010_Redacted.pdf)

If you're able to provide some guidance on what exactly the explanatory note refers to, that would be great. Please also let me know if this requires consultation with Peter Johnston's team.

I would appreciate a response by **27 April 2018**.

Many thanks,

9(2)(a)

| Ministerial Services Adviser |

National Office | Department of Corrections Ara Poutama Aotearoa |

Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |

9(2)(a)





-----Original Message-----

From: BAW Russell [<mailto:fyi-request-7648-86524700@requests.fyi.org.nz>]

Sent: 18 April 2018 1:09 p.m.

To: Info@Corrections

Subject: Official Information request - Research on cell sharing

Dear Department of Corrections,

In the explanatory note to the Corrections Amendment Bill you state that "although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed". I seek all research referred to in this statement and any other research the Department has considered in reaching the conclusion in the statement.

Given that the Justice Select Committee is currently calling for submissions on the Bill I ask that this request be treated as urgent.

Yours faithfully,

BAW Russell

-----  
This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:  
[fyi-request-7648-86524700@requests.fyi.org.nz](mailto:fyi-request-7648-86524700@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:  
[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:  
<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.

9(2)(a)

**From:** 9(2)(a)  
**Sent:** 14 May 2018 09:00 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - C95403  
**Attachments:** Draft response C95403.docx; Summary of the report into double-bunking at NRCF.DOCX

Morning 9(2),

This OIA will be for Jo's sign-out.

I have attached our proposed response (it is currently with the DCE for review). Please let me know if you have any additional comments/feedback.

Kind regards,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)



-----Original Message-----

From: BAW Russell [<mailto:fyi-request-7648-86524700@requests.fyi.org.nz>]  
Sent: 18 April 2018 1:09 p.m.  
To: Info@Corrections  
Subject: Official Information request - Research on cell sharing

Dear Department of Corrections,

In the explanatory note to the Corrections Amendment Bill you state that "although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed". I seek all research referred to in this statement and any other research the Department has considered in reaching the conclusion in the statement.

Given that the Justice Select Committee is currently calling for submissions on the Bill I ask that this request be treated as urgent.

Yours faithfully,

BAW Russell

-----  
This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:  
[fyi-request-7648-86524700@requests.fyi.org.nz](mailto:fyi-request-7648-86524700@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:

[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:

<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.

-----





In order to measure the impact of the increased use of double bunking, two phases of research were undertaken. The resulting report is available on our website here: [http://www.corrections.govt.nz/resources/research\\_and\\_statistics/prisoner\\_double-bunking\\_perceptions\\_and\\_impacts\\_2012.html](http://www.corrections.govt.nz/resources/research_and_statistics/prisoner_double-bunking_perceptions_and_impacts_2012.html). The research found no measurable increase in the rate of incidents involving prisoners in those units during periods when the proportion of double-bunking increased. The research also found that while around 60 percent of prisoners preferred to be housed in single cell accommodation, other thought that sharing a cell could help with their literacy skills and provide some support, particularly for young prisoners accommodated together. Currently, around 30 percent of our prison capacity is double bunked.

Prior to being double bunked, prisoners are comprehensively assessed for their suitability to share accommodation. A tool called the Shared Accommodation Cell Risk Assessment tool (SACRA) guides trained custodial staff to consider a significant range of information about the prisoner including their offending history, prison experience, physical characteristics, gang affiliations, mental health needs, and history of violence toward others. The information enables staff to consider the risk that the prisoner may present to another prisoner, or be subject to themselves, if placed in a shared cell. The SACRA process does not replace staff judgement.

You may also be interested to know that the newly implemented POM I.10.07 Support Plan for Trans Prisoners policy stipulates that a transgender prisoner must be placed in a cell on their own and not double-bunked with another prisoner. This policy gives consideration to the safety of all prisoners, although it may be overridden by the Prison Director if two transgender prisoners with the same gender identity choose to be placed in a shared cell, in which case their suitability would be assessed using the SACRA.

The statement that *“although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed”* is mainly based on findings from the 2012 study mentioned above. Therefore, your request is declined under section 18(d) of the OIA as the information requested is publicly available.

This notion is also endorsed by another report into double bunking completed in May 2015 by Julian King & Associates. The document is titled “Northland Region Corrections Facility Double-Bunking Review”. The document cannot be released in full as it contains security information relating to prison infrastructure. We are also concerned that release of these types of reviews would hinder the flow of information for future similar reviews. It is important that such reports are conducted in a way that encourages frank examination of all matters under review.

Therefore, we have prepared a summary of the report in accordance with section 16(1)(e) of the OIA, which provides that where the information requested by any person is comprised in a document, that information may be

made available by giving an excerpt or summary of the contents. A copy of the summary is enclosed for your reference.

I hope this information is useful. If you have any concerns with this response, I would encourage you to raise these with the Department. Alternatively you are advised of your right to also raise any concerns with the Office of the Ombudsman. Contact details are: Office of the Ombudsman, PO Box 10152, Wellington 6143.

Yours sincerely

Jo Field  
Deputy Chief Executive  
Service Development

## **Summary of the Northland Region Corrections Double-bunking review**

### **Background**

The Department of Corrections (the Department) faces short and long-term needs to accommodate an increasing number of prisoners in cost-effective ways. This is due to a number of factors including changes in government policy, legislation, sentencing practice, actual offending rates and the New Zealand Police crime resolution. Since 2009, a number of options that add capacity to the prison estate have been introduced, including increased double-bunking in existing prison cells. Double-bunking is common throughout prisons in western jurisdictions, as a response to rising prisoner numbers.

The Department has long-term experience in operating multi-occupant prison cells. In the past few decades, the proportion of shared-cells has varied between 21 percent and the current 32 percent of the total prison system. Between 2009 and 2011 an extension of double-bunking represented a 75 percent increase in shared cell accommodation. During the expansion, approximately 350 additional prison staff were recruited, and a number of supportive policies and procedures developed to guide decision-making about who to double-bunk and with whom. These included the implementation of the Shared Accommodation Cell Risk Assessment (SACRA) tool.

In February 2015, the Department engaged an independent researcher to undertake a review of double-bunking at Northland Region Corrections Facility (NRCF). The objective of the review was to:

- place the current cell sharing practices in the comparative context of single-cells;
- examine aspects of NRCF's current operations under conditions of expanded cell sharing and increased operating capacity;
- and to identify stakeholder suggestions for enhancing the site's capacity to operate at maximum capacity.

The review focused on the effect of double-bunking in the areas of prisoner wellbeing, staff and prisoner safety, staffing, gang activity, access to programmes, and observance and promotion of tikanga Māori principles.

The review included interviews conducted by two researchers with management, staff and prisoners over four days. Analysis provided by the Department included a review of incident, programme, staffing and gang affiliation data. Literature on international perspectives on double-bunking and the affidavit were also reviewed.

## Findings

Overall, the results of the research suggest that the expansion of double-bunking and subsequent increased muster at NRCF have had positive and negative effects on the areas covered by the review.

Please note that the research report was prepared with input from a small sample size of prisoners and staff members. It is not within the scope of the report to verify the veracity of the comments made by the interviewees. Although the prisoners and staff members have made attributions between their experiences and the impacts of shared cell accommodation, it would require a wider study of multiple prison sites to provide clearer evidence of any causal connections.

### *Prisoner wellbeing*

Reported positive effects on prisoner wellbeing included decreased loneliness, increased social and emotional support, improved monitoring of cellmates' physical and emotional health, and reductions in self-harm.

In contrast, there were reports that double-bunking facilitates abuse and bullying between cellmates, particularly overnight. However, data suggests that those housed in single-bunked accommodation are more likely to be involved in these types of incidents.

### *Prisoners and staff safety*

There were no recent reports of major incidents in which custodial or non-custodial staff safety was compromised. However, some staff perceived that double-bunking had increased risks to their safety. Some concerns were specific to double-bunking, such as the potential for prisoner assault on staff during lockup and unlock. Whereas, other concerns were associated with the increased muster. Training and a staff safety forum focused on processes for managing staff safety in the context of double-bunking have been implemented to mitigate these risks.

Numerous processes are in place at NRCF to support prisoner safety, including the risk assessment through the SACRA tool. All prisoners interviewed reported feeling safe in their current double-bunking arrangement. Nevertheless, some staff and prisoners raised concerns that the increased muster could occasionally impact on the administration of the SACRA risk assessment processes.

### *Staffing*

The reported main effects of double-bunking on staffing related to the increased administrative burden from matching cellmates and managing the additional muster,



as well as managing standard operational tasks. These tasks were reportedly detracting from the time Corrections Officers had to engage in relationship management and pro-social modelling with prisoners. Staff felt that even though the prison operates at 105 percent staffing level and prisoner to staff ratios are being maintained, ongoing staff attendance and retention issues had been exacerbated by the increased muster. In combination, these factors were said to contribute to staff turnover.

### *Access to programmes*

Staff reported that the expansion of double-bunking has been accompanied by an increase in optional programmes and improved access to recreational facilities such as the gym. However, data show that programme waitlists have increased. The review could not determine whether this reflected a growth in demand exceeding the increased programme capacity or improved referral processes. In any case, problems of programme access appear to be compounded by staff attendance and retention issues, and limited meeting space to accommodate the needs of the expanded muster. Most stakeholders felt that double-bunking could enhance or impinge upon prisoners' engagement with programmes depending on who they were celled with and the quality of that relationship.

### *Gang activity*

Stakeholders acknowledged that gangs are active in a prison environment regardless of bunking status. At the same time, they generally perceived that double-bunking facilitated gang related activities, as lockdowns provide uninterrupted opportunities for recruitment, tattooing and standover tactics. Data indicates that there has been an approximate 10 percent increase in gang membership since the expansion of double-bunking.

### *Observance and promotion of tikanga Māori principles*

Feedback suggests that double-bunking and increased muster have a positive effect on promoting tikanga Māori values. Reportedly, interest in tikanga programmes has increased and there is more tikanga activity within the units since the expansion of double-bunking. Findings also suggest that double-bunking impinges negatively upon some cultural values such as rangatiratanga (self-determination and self-management), and things tapu, such as reaching over someone which is unavoidable in a double-bunked cell.

### *Other key findings*

In addition to identifying mixed effects of double-bunking and the associated increase in muster, the results of the review highlight the following four key findings:

- the review found that there are inconsistencies between the qualitative interviews and quantitative data.
- feedback from management tends to align with the quantitative data suggesting that there is a divergence between the views of management and some staff on the perceived effects of double-bunking on staffing, safety and prison operations.
- the effects of double-bunking and the associated increased muster reported by prisoners and staff seem to be compounded by infrastructure and staffing issues mentioned above.
- many of the concerns recently brought to the Department's attention were supported by feedback from prisoners and front-line staff.

### *Literature review*

A review of the literature also presents mixed findings for the effects of double-bunking on staff safety, programmes and prison operations. However, it suggests that double-bunking may be managed effectively with appropriate risk assessment processes, appropriate resourcing for programmes and other services and maintenance of appropriate prisoner to staff ratios.

### *Opportunities for improvement*

Stakeholder feedback indicates there are opportunities for improvement in regards to staff recruitment and development or restructure of infrastructure at NRCF. In turn, these improvements might help to alleviate some of the concerns that staff have about safety as well as their concerns about workload, which may have flow on effects on work quality and staff retention.

For the most part, staff and prisoners have accepted the reality of double-bunking despite a preference for single-bunked cells. With some improvements, negative impacts of double-bunking on safety, staffing, programme access and engagement and tikanga Māori could be reduced.

9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 14 May 2018 09:09 a.m.  
**To:** 9(2)(a) 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** SENS OIA - BAW Russell requesting research considered by Corrections in the note to the Corrections Amendment Bill - C95403  
**Attachments:** Background info C95403.docx; Draft response C95403.docx; Summary of the report into double-bunking at NRCF.DOCX

Good morning all,

Can you all please review the attached documents for **C95403** and confirm via return email, within 24 hours, if you are happy with this release.

In the event that we do not hear back from you, the correspondence will proceed through the sign off process.

If you have any questions, please ask.

Many thanks,

9(2)(a).

9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 14 May 2018 01:44 p.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** FW: Summary of the report into double-bunking at NRCF  
**Attachments:** Summary of the report into double-bunking at NRCF.DOCX

Hi 9(2)(a), we are broadly happy with what is there. 9(, who was involved with the work, has raised an issue in relation to the summary. In the one respect noted she thinks it could be fuller. I leave it you to decide how to deal with that.

Cheers

9(2)(a)

9(2)(a) | Principal Strategic Analyst | Research & Analysis

Service Development | Department of Corrections *Ara Poutama Aotearoa*  
Mayfair House, 44-52 The Terrace | Wellington | 6140

9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 14 May 2018 10:40 a.m.  
**To:** 9(2)(a)  
**Subject:** Summary of the report into double-bunking at NRCF

This is largely a cut and paste of the executive summary of the report, with a minor sentence structure issue introduced and slightly liberal paraphrasing introduced, which I have highlighted.

9(



## Summary of the Northland Region Corrections Double-bunking review

### Background

The Department of Corrections (the Department) faces short and long-term needs to accommodate an increasing number of prisoners in cost-effective ways. This is due to a number of factors including changes in government policy, legislation, sentencing practice, actual offending rates and the New Zealand Police crime resolution. Since 2009, a number of options that add capacity to the prison estate have been introduced, including increased double-bunking in existing prison cells. Double-bunking is common throughout prisons in western jurisdictions, as a response to rising prisoner numbers.

The Department has long-term experience in operating multi-occupant prison cells. In the past few decades, the proportion of shared-cells has varied between 21 percent and the current 32 percent of the total prison system. Between 2009 and 2011 an extension of double-bunking represented a 75 percent increase in shared cell accommodation. During the expansion, approximately 350 additional prison staff were recruited, and a number of supportive policies and procedures developed to guide decision-making about who to double-bunk and with whom. These included the implementation of the Shared Accommodation Cell Risk Assessment (SACRA) tool.

In February 2015, the Department engaged an independent researcher to undertake a review of double-bunking at Northland Region Corrections Facility (NRCF). The objective of the review was to:

- place the current cell sharing practices in the comparative context of single-cells;
- examine aspects of NRCF's current operations under conditions of expanded cell sharing and increased operating capacity;
- and to identify stakeholder suggestions for enhancing the site's capacity to operate at maximum capacity.

The review focused on the effect of double-bunking in the areas of prisoner wellbeing, staff and prisoner safety, staffing, gang activity, access to programmes, and observance and promotion of tikanga Māori principles.

The review included interviews conducted by two researchers with management, staff and prisoners over four days. Analysis provided by the Department included a review of incident, programme, staffing and gang affiliation data. Literature on international perspectives on double-bunking and the affidavit were also reviewed.

## Findings

Overall, the results of the research suggest that the expansion of double-bunking and subsequent increased muster at NRCF have had positive and negative effects on the areas covered by the review.

Please note that the research report was prepared with input from a small sample size of prisoners and staff members. It is not within the scope of the report to verify the veracity of the comments made by the interviewees. Although the prisoners and staff members have made attributions between their experiences and the impacts of shared cell accommodation, it would require a wider study of multiple prison sites to provide clearer evidence of any causal connections.

### *Prisoner wellbeing*

Reported positive effects on prisoner wellbeing included decreased loneliness, increased social and emotional support, improved monitoring of cellmates' physical and emotional health, and reductions in self-harm.

In contrast, there were reports that double-bunking facilitates abuse and bullying between cellmates, particularly overnight. However, data suggests that those housed in single-bunked accommodation are more likely to be involved in these types of incidents.

### *Prisoners and staff safety*

There were no recent reports of major incidents in which custodial or non-custodial staff safety was compromised. However, some staff perceived that double-bunking had increased risks to their safety. Some concerns were specific to double-bunking, such as the potential for prisoner assault on staff during lockup and unlock, [w-  
w](#)hereas, other concerns were associated with the increased muster. Training and a staff safety forum focused on processes for managing staff safety in the context of double-bunking have been implemented to mitigate these risks.

Numerous processes are in place at NRCF to support prisoner safety, including the risk assessment through the SACRA tool. All prisoners interviewed reported feeling safe in their current double-bunking arrangement. Nevertheless, some staff and prisoners raised concerns that the increased muster could occasionally impact on the administration of the SACRA risk assessment [processes](#).

### *Staffing*

The reported main effects of double-bunking on staffing related to the increased administrative burden from matching cellmates and managing the additional muster,

**Comment [BJ(1):** The report actually says that "Nevertheless, some staff and prisoners raised concerns about risk assessment processes. For example, corrections officers reported that pressure to fill cells meant that short cuts were sometime being taken in the SACRA assessment." Prisoners' concerns around SACRA were slightly different.

as well as managing standard operational tasks. These tasks were reportedly detracting from the time Corrections Officers had to engage in relationship management and pro-social modelling with prisoners. Staff felt that even though the prison operates at 105 percent staffing level and prisoner to staff ratios are being maintained, ongoing staff attendance and retention issues had been exacerbated by the increased muster. In combination, these factors were said to contribute to staff turnover.

#### *Access to programmes*

Staff reported that the expansion of double-bunking has been accompanied by an increase in optional programmes and improved access to recreational facilities such as the gym. However, data show that programme waitlists have increased. The review could not determine whether this reflected a growth in demand exceeding the increased programme capacity or improved referral processes. In any case, problems of programme access appear to be compounded by staff attendance and retention issues, and limited meeting space to accommodate the needs of the expanded muster. Most stakeholders felt that double-bunking could enhance or impinge upon prisoners' engagement with programmes depending on who they were celled with and the quality of that relationship.

#### *Gang activity*

Stakeholders acknowledged that gangs are active in a prison environment regardless of bunking status. At the same time, they generally perceived that double-bunking facilitated gang related activities, as lockdowns provide uninterrupted opportunities for recruitment, tattooing and standover tactics. Data indicates that there has been an approximate 10 percent increase in gang membership since the expansion of double-bunking.

#### *Observance and promotion of tikanga Māori principles*

Feedback suggests that double-bunking and increased muster have a positive effect on promoting tikanga Māori values. Reportedly, interest in tikanga programmes has increased and there is more tikanga activity within the units since the expansion of double-bunking. Findings also suggest that double-bunking impinges negatively upon some cultural values such as rangatiratanga (self-determination and self-management), and things tapu, such as reaching over someone which is unavoidable in a double-bunked cell.

#### *Other key findings*

In addition to identifying mixed effects of double-bunking and the associated increase in muster, the results of the review highlight the following four key findings:

- the review found that there are inconsistencies between the qualitative interviews and quantitative data.
- feedback from management tends to align with the quantitative data suggesting that there is a divergence between the views of management and some staff on the perceived effects of double-bunking on staffing, safety and prison operations.
- the effects of double-bunking and the associated increased muster reported by prisoners and staff seem to be compounded by infrastructure and staffing issues mentioned above.
- many of the concerns recently brought to the Department's attention were supported by feedback from prisoners and front-line staff.

#### *Literature review*

A review of the literature also presents mixed findings for the effects of double-bunking on staff safety, programmes and prison operations. However, it suggests that double-bunking may be managed effectively with appropriate risk assessment processes, appropriate resourcing for programmes and other services and maintenance of appropriate prisoner to staff ratios.

#### *Opportunities for improvement*

Stakeholder feedback indicates there are opportunities for improvement in regards to staff recruitment and development or restructure of infrastructure at NRCF. In turn, these improvements might help to alleviate some of the concerns that staff have about safety as well as their concerns about workload, which may have flow on effects on work quality and staff retention.

For the most part, staff and prisoners have accepted the reality of double-bunking despite a preference for single-bunked cells. With some improvements, negative impacts of double-bunking on safety, staffing, programme access and engagement and tikanga Māori could be reduced.



9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 14 May 2018 09:47 a.m.  
**To:** 9(2)(a) 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** RE: SENS OIA - BAW Russell requesting research considered by Corrections in the note to the Corrections Amendment Bill - C95403

No issue with this response.

9(2)(a) | Manager Custodial Practice |  
9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 14 May 2018 9:09 a.m.  
**To:** 9(2)(a) 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** SENS OIA - BAW Russell requesting research considered by Corrections in the note to the Corrections Amendment Bill - C95403

Good morning all,

Can you all please review the attached documents for **C95403** and confirm via return email, within 24 hours, if you are happy with this release.

In the event that we do not hear back from you, the correspondence will proceed through the sign off process.

If you have any questions, please ask.

Many thanks,

9(2)(a)

9(2)(a)

**From:** 9(2)(a)  
**Sent:** 20 May 2018 04:25 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - C95403

Hi 9(2)(a)

I am fine with the response and will pass on to Jo to sign.

Out of Scope I don't think she has seen it so far. When you sent me the earlier draft, I redirected you to 9(2)(a) and 9(2) to review before it went to Jo, and that was the last I heard of it. Out of Scope

Cheers, 9(2)

9(2)(a) | Service Development –Principal Analyst |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
44 – 52 The Terrace, Wellington 6140 | Private Bag 1206 |  
9(2)(a) |



---

**From:** 9(2)(a)  
**Sent:** 18 May 2018 4:44 p.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - C95403

Hi 9(2),

As discussed, please find attached all documents for SENS OIA C95403.

Please note that this has been extended under the OIA so the official due date is now 15 June 2018. However, the requester is asking that this be treated as urgent given that the bill is currently before Select Committee, so we are aiming to get a response to him as soon as possible.

Please let me know if you are happy with this release and I can arrange a copy on letterhead for Jo's signature.

Kind regards,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a) |



---

**From:** 9(2)(a)  
**Sent:** 14 May 2018 9:00 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - C95403

Morning 9(2),

This OIA will be for Jo's sign-out.

I have attached our proposed response (it is currently with the DCE for review). Please let me know if you have any additional comments/feedback.

Kind regards,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |

9(2)(a)



-----Original Message-----

From: BAW Russell [<mailto:fyi-request-7648-86524700@requests.fyi.org.nz>]

Sent: 18 April 2018 1:09 p.m.

To: Info@Corrections

Subject: Official Information request - Research on cell sharing

Dear Department of Corrections,

In the explanatory note to the Corrections Amendment Bill you state that "although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed". I seek all research referred to in this statement and any other research the Department has considered in reaching the conclusion in the statement.

Given that the Justice Select Committee is currently calling for submissions on the Bill I ask that this request be treated as urgent.

Yours faithfully,

BAW Russell

-----  
This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:

[fyi-request-7648-86524700@requests.fyi.org.nz](mailto:fyi-request-7648-86524700@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:

[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:

<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.



9(2)(a)

---

**From:** 9(2)(a)  
**Sent:** 24 May 2018 11:58 a.m.  
**To:** 9(2)(a)  
**Cc:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

The exact percentage of cells that are double bunked is 31.2%. Our communications still say approximately 30% which is accurate.

9(2)(a) | Workforce Management Lead |  
9(2)(a) |

---

**From:** 9(2)(a)  
**Sent:** 24 May 2018 9:38 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

For your response please

9(2)(a) | Programme Director |  
9(2)(a) |

---

**From:** 9(2)(a)  
**Sent:** 24 May 2018 9:15 a.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Morning 9(2)(a),

Sorry were you able to come back to me today on the below?

We are hoping to get our response out asap.

Cheers,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 23 May 2018 9:55 a.m.



To: 9(2)(a)

Subject: RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)

So sorry, just to clarify, even with the increase in muster the % of double-bunking is still currently at about 30%?

That is the percentage we've stated in our response.

Thanks,

9(2)(a)

9(2)(a) | Ministerial Services Adviser |

National Office | Department of Corrections Ara Poutama Aotearoa |

Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |

9(2)(a) |



---

From: 9(2)(a)

Sent: 03 May 2018 11:23 a.m.

To: 9(2)(a) 9(2)(a) 9(2)(a)

Subject: RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

No problem from me. The muster numbers will need to be updated yes, the % of double bunking is still around 30%

Cheers

9(

9(2)(a) | Programme Director |

9(2)(a)

---

From: 9(2)(a)

Sent: 03 May 2018 7:49 a.m.

To: 9(2)(a) 9(2)(a) 9(2)(a)

Subject: FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

Thanks for checking.

I don't see an issue, especially if we've released it before. We may however have to make mention on whether our proportion of double bunked cells has increased since the report was originally prepared.

9(2) and 9( – just wanted to check whether you have any views on 9(2)(a) proposed response to this OIA?

Thanks,

9(2)

9(2)(a) | Senior Adviser to National Commissioner

9(2)(a)

9(2)(a)

---

**From:** 9(2)(a) [REDACTED]  
**Sent:** 02 May 2018 10:36 a.m.  
**To:** 9(2)(a) [REDACTED]  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2) [REDACTED]

We've received an OIA request for information about cell sharing and double-bunking via the FYI website.

I've run this past policy and research and it appears that there are two reports in scope of the request.

One is our publicly available research on the website (the 2012 study). The other is a report by 9(2)(a) [REDACTED] that was done in response to legal action from a 9(2)(a) [REDACTED]

We've previously released a summary of the report (response attached), and given our reasons for withholding, I imagine this would be the best course of action in this case too.

Given the subject matter, I thought I'd get your view on releasing a summary again.

Sorry, if any of this is confusing, please give me a call ☺

Many thanks,

9(2)(a) [REDACTED] | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a) [REDACTED]



---

**From:** 9(2)(a) [REDACTED]  
**Sent:** 01 May 2018 4:02 p.m.  
**To:** 9(2)(a) [REDACTED]  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi - yes, my team are the wonders of the report. Am not aware of any others with an interest in it.

---

**From:** 9(2)(a) [REDACTED]  
**Sent:** 01 May 2018 4:00 p.m.  
**To:** 9(2)(a) [REDACTED]  
**Subject:** Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

I've just realised he is indeed requesting a **copy** of this report....

Are your team the "owners" of the report internally within Corrections? Aside from legal, are you aware of others who should be consulted about this release?

I imagine the best way to proceed would be to release a summary as we have done previously, as the security concerns will still be relevant.

9(2)(a) [REDACTED]

9(2)(a) [REDACTED] | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |

9(2)(a)



---

**From:** 9(2)(a)

**Sent:** 01 May 2018 3:12 p.m.

**To:** 9(2)(a)

**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)

Thanks – I've checked our records and talked to a colleague about the report. Looks like we've released a summary but never the full report because of security concerns. At this stage I intend to mention it in my response given that it's supporting evidence for our statement in the explanatory note.

9(2)(a).

9(2)(a) | Ministerial Services Adviser |

National Office | Department of Corrections Ara Poutama Aotearoa |

Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |

9(2)(a)



---

**From:** 9(2)(a)

**Sent:** 27 April 2018 4:00 p.m.

**To:** 9(2)(a)

**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi there - the notion that "*although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed*" is mainly based on findings from the 2012 study that you have the link for, below; it is however also endorsed by another (2015) report which I have attached - e.g., from p.39: *All prisoners reported feeling safe within their current double-bunking situation, and staff without prior experience of single-bunking, considered the double-bunked arrangement normal.*

Unfortunately I am unable to recall if we have ever released the 9(2)(a) report before, I know there were some sensitivities about it as it was commissioned in response to a legal action initiated by 9(2)(a) who alleged all manner of nefarious things associated with cell sharing.

---

**From:** 9(2)(a)

**Sent:** 27 April 2018 3:48 p.m.

**To:** 9(2)(a)

**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)

Sorry to email you so late on a Friday. This can wait til next week.

Policy have mostly given me the information I need to answer an OIA about research on cell sharing noted in the Corrections Amendment Bill (please see [below](#)). However, I thought I'd run it past you to double-check.

When I go back to the requester, is it sufficient to say that the research informing the statement he refers to is from Corrections 2012 research? Is there anything else I should mention?

Cheers,

9(2)(a)

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)



---

**From:** 9(2)(a)  
**Sent:** 24 April 2018 5:46 p.m.  
**To:** 9(2)(a)  
**Subject:** RE: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

The statement re cell-sharing research was based on the Department's research from 2012 (the executive summary of that research report sets it out well). That research was done by 9(2)(a) team, so if you have any more questions about it he might be better placed to help you out, but happy to assist further as needed too.

Cheers, Ed

---

**From:** 9(2)(a)  
**Sent:** 20 April 2018 10:10 a.m.  
**To:** 9(2)(a)  
**Subject:** FW: Official Information request - Research on cell sharing - Corrections Amendment Bill - C95403

Hi 9(2)(a)

Ministerial Services has received the below OIA request about research supporting an explanatory note to the Corrections Amendment Bill, which is currently before Select Committee.

The aspect of the bill that Mr Russell refers to is:

**Cell sharing**

*Although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed. The regulations provide rules for cell sharing under the regulation-making power of the Act, subject to some exceptions.*

He has asked for all research that the statement specifically refers to, and any other research Corrections has done.

I know that this is probably our biggest piece of research available on the website:

[http://www.corrections.govt.nz/resources/research\\_and\\_statistics/prisoner\\_double-bunking\\_perceptions\\_and\\_impacts\\_2012.html](http://www.corrections.govt.nz/resources/research_and_statistics/prisoner_double-bunking_perceptions_and_impacts_2012.html)

and that we've also released this report by the Ombudsman:

[http://www.corrections.govt.nz/\\_data/assets/pdf\\_file/0005/900896/COTA\\_Report\\_-\\_Spring\\_Hill\\_Corrections\\_Facility\\_Double\\_Bunking\\_May\\_2010\\_Redacted.pdf](http://www.corrections.govt.nz/_data/assets/pdf_file/0005/900896/COTA_Report_-_Spring_Hill_Corrections_Facility_Double_Bunking_May_2010_Redacted.pdf)

If you're able to provide some guidance on what exactly the explanatory note refers to, that would be great. Please also let me know if this requires consultation with 9(2)(a) team.

I would appreciate a response by **27 April 2018**.

Many thanks,

9(2)(a) | Ministerial Services Adviser |  
National Office | Department of Corrections Ara Poutama Aotearoa |  
Mayfair House, 44-52 The Terrace, Wellington | Private Bag 1206, Wellington 6140 |  
9(2)(a)



-----Original Message-----

From: BAW Russell [<mailto:fyi-request-7648-86524700@requests.fyi.org.nz>]  
Sent: 18 April 2018 1:09 p.m.  
To: Info@Corrections  
Subject: Official Information request - Research on cell sharing

Dear Department of Corrections,

In the explanatory note to the Corrections Amendment Bill you state that "although it is recognised that single-cell accommodation can be preferable, research has shown that cell sharing is acceptable if properly managed". I seek all research referred to in this statement and any other research the Department has considered in reaching the conclusion in the statement.

Given that the Justice Select Committee is currently calling for submissions on the Bill I ask that this request be treated as urgent.

Yours faithfully,

BAW Russell

-----  
This is an Official Information request made via the FYI website.

Please use this email address for all replies to this request:  
[fyi-request-7648-86524700@requests.fyi.org.nz](mailto:fyi-request-7648-86524700@requests.fyi.org.nz)

Is [info@corrections.govt.nz](mailto:info@corrections.govt.nz) the wrong address for Official Information requests to Department of Corrections? If so, please contact us using this form:

[https://fyi.org.nz/change\\_request/new?body=department\\_of\\_corrections](https://fyi.org.nz/change_request/new?body=department_of_corrections)

Disclaimer: This message and any reply that you make will be published on the internet. Our privacy and copyright policies:

<https://fyi.org.nz/help/officers>

If you find this service useful as an Official Information officer, please ask your web manager to link to us from your organisation's OIA or LGOIMA page.



