Long-Term Network Configuration Plan

2025–2045

ARA POUTAMA AOTEAROA
DEPARTMENT OF CORRECTIONS

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Contents

Foreword

The Department of Corrections, Ara Poutama Aotearoa has three organisational outcomes; to improve public safety, reduce reoffending and reduce the overrepresentation of Māori. We make the community safer, by supporting people to leave us better and with brighter prospects.

To do this, we need to provide environments that support stronger rehabilitation and reintegration outcomes for those we manage, and where our staff, service providers, and partners are safe, and have the tools they need to do their work. Our ability to deliver on this goal is underpinned by the quality of our facilities and infrastructure – a critical enabler for success.

The prison population is projected to grow in the long-term, and we need to plan for this now. Similarily, we acknowledge the need to invest in our prisons to ensure safety and security for our staff and those in our custody, as well as reduce re-offending through effective rehabilitation.

The Chief Ombudsman's report Kia Whaitake/ Making a Difference, released in 2023, and insights generated by other oversight bodies signals a clear priority for Corrections to address the poorest quality high security environments in the prison network. Upgrading prison infrastructure is crucial for safer working conditions for Corrections staff and improved living conditions for prisoners. These upgrades will enhance the overall effectiveness and safety of our prison system.

This LTNCP charts the course for a safer and more fit-for-purpose network that will enable us to meet the needs of a growing, more dynamic and complex prison population, while making prudent financial choices.

At the heart of the LTNCP is the Future Prison Network Framework which will enable us to drive decisions about prison infrastructure from a whole of network view. Strategic facilities form the backbone of the framework. These facilities will serve as focal points for dealing with population growth, quality issues, and our ongoing ability to staff facilities and deliver quality services.

Over the next two decades, the plan will provide a pathway to a network that balances regional needs, improves the quality of our prison infrastructure and ensures purposeful investment in facilities. The goal is to create a cohesive, more adaptable network that provides high-quality capacity and environments that support rehabilitation and reintegration, and at the same time provide safer, more effective and efficient working conditions for staff.

The LTNCP is born out of a thorough review of the prison network, identifying over 2,200 poor quality beds, including more than 1,300 in high-security units, that should be replaced over time. In response to this and long-term population growth, the plan includes the addition of over 5,100 new, mostly high-security beds. This will lead to the retirement of 2,200 poor-quality or end-of-life beds from the prison network. As a result, there will be a net gain of around 2,900 beds. The LTNCP provides a flexible plan to consider investment over time and restore resilience across the network. Its delivery is dependent on future budget decisions and related consideration alongside Government priorities.

The plan includes potential bed closures, upgrades to Hut Units, and a strategic approach to addressing uncertainty and the requirement for resilience. Initiatives will increase capacity in the regions where we need it, and explore new options for the long-term, such as focusing on areas like the Bay of Plenty.

The Government and infrastructure sector are calling for more effective long-term planning and improved management of infrastructure and existing assets by agencies. The LTNCP enables this and supports what we ultimately aim to achieve as an agency. It offers a comprehensive blueprint for a prison network that is prepared for the future.

Jeremy Lightfoot
Chief Executive

1 Executive summary

Executive summary

This Long-Term Network Configuration Plan (LTNCP) sets out the future path for Corrections' prison infrastructure. It is a credible plan informed by asset data, analysis and key stakeholders. It provides a prison network that will enable Corrections to continue to meet its legislative obligations and respond to the complex needs of a dynamic prison population, and the expectations of the New Zealand public and oversight entities.

Corrections has developed asset management and stewardship capability and maturity. This is evidenced in this plan which charts a course focused on what is genuinely needed, and where and when it is needed. It addresses current risks and issues including:

- Responding to demand increases and anticipated capacity shortages.
- Making the best use of public funds to get value for money for taxpayers.
- Aligning to the direction of Government priorities.
- Designing a fit-for-purpose prison configuration from a whole of network perspective.
- Aligning our funding priorities with a mix of internal and external sources to support the plan.
- Promoting alignment of short-term and long-term decision making.

This LTNCP delivers on all of these things by outlining recommendations and proposed changes to the prison network over a 20-year period.

1.1 What is the problem?

New Zealand's prison population has fluctuated up and down in the short-term but has steadily grown over time. Current projections, informed by input from Justice, Police, Corrections, Crown Law and the Judiciary, indicate that this trajectory will continue. The current proposed policy mix indicates a population that could grow to over 13,900 in the next ten years.

New Zealand's prison network consists of 18 sites, a number have poor quality beds or facilities, and are no longer fit-for-purpose for staff to work in or prisoners to live in. The LTNCP aims to achieve the following:

- **Optimising capacity:** expanding and improving the availability of the right types of beds in strategic locations to effectively meet growing demand and enhance network resilience.
- **Upgrading facilities:** replacing or upgrading over 2,200 beds identified as poor quality or end-of-life, including over 1,300 in high security settings.
- **Adapting to evolving needs:** Addressing the changing demographics and complexities of the population, including increased remand, mental health, addiction issues, and specific needs related to gang influence and age, to better support a diverse and dynamic population.
- **Creating a future-ready network:** Enhancing and reconfiguring the network to better align with the evolving needs of the population and to support staff in creating safe and effective environments. The LTNCP sets out the future path for potential infrastructure investment in the prison network. It is a key artefact in meeting government expectations around strong management of public assets, which aligns with Cabinet Office Circular CO(23) 9. It also signals investment intentions through long-term strategic asset management planning.

1.2 How do we fix it?

The development of this LTNCP included Corrections undertaking a review of investment requirements across the entire prison network. This incorporated the following steps:

- Bottom-up analysis of key problems, asset types, and requirements.
- Confirmation of five strategic priorities; Capacity, Quality, Resilience,

Purpose, and Connection, which have been used to guide the scoping and scoring of all proposed investments.
- Development of the Future Prison Network Framework.
- Mapping out a sensible 20-year development pathway to address current shortfalls and meet future capacity requirements and need.
- Identification of the immediate priorities for further development and investigation.

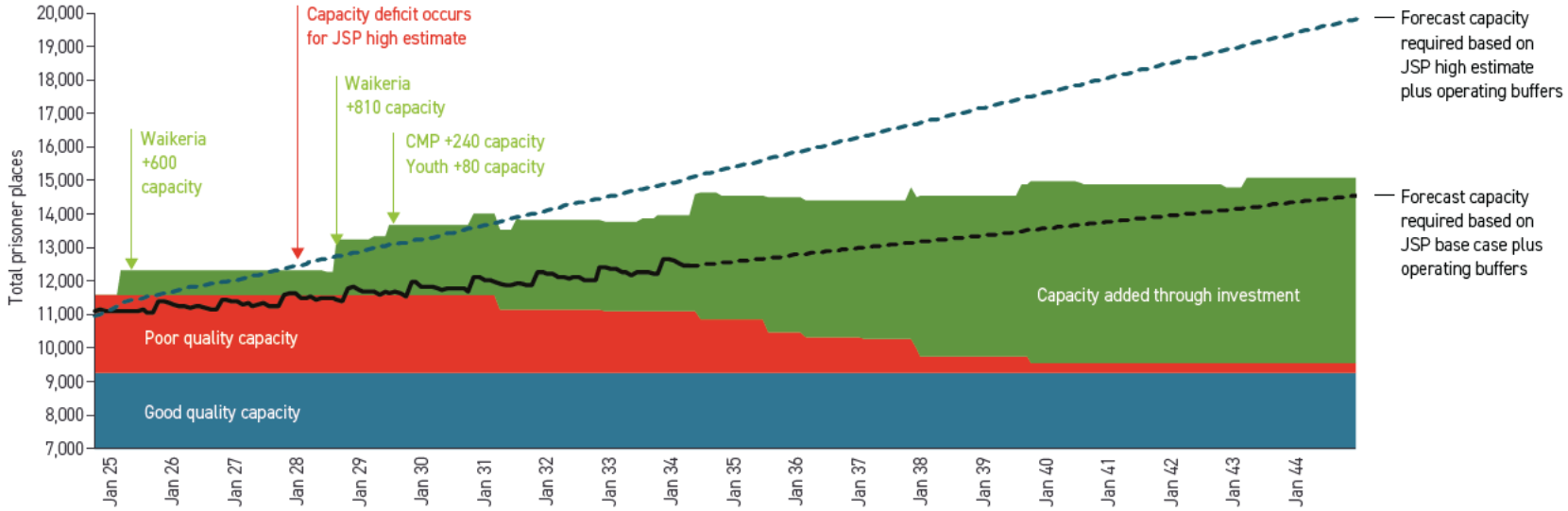
1.3 Challenges with demand

A primary driver behind the investments and decisions outlined in this LTNCP is projected growing demand for prison beds. Corrections faces the unique challenge of having little control over demand for the services it provides, and the future prison population pipeline is inherently uncertain and difficult to project. Volumes are also impacted by socio-economic factors, legislative change across political cycles, judiciary influences and policing emphasis. Corrections is required to respond to this uncertainty while also factoring in the extended lead times required to deliver new infrastructure.

Prudent long-term planning, via the LTNCP and building resilience in the network through operational reserves are crucial not only to respond to long-term demand and demand variability, but also for responding to unforeseen events and natural disasters. The LTNCP also enables a scalable demand response providing a flexible approach to uncertainty of projections.

Corrections can influence demand through the effective delivery of rehabilitation and reintegration services. Its ability to deliver these services effectively depends on having well-designed facilities that mitigate operational challenges and risks presented in a prison environment. Finally, the LTNCP aims to contribute to discussions around impacts of growing demand by offering clarity regarding the long-term costs associated with criminal justice settings and the implications of proposed policies.

Figure 1: Capacity and population correlation over time



1.4 The Future Prison Network Framework

The Future Prison Network Framework guides the development of prison infrastructure. It ensures that decisions are made with a view of the entire network's needs, guiding decision making by:

- **Framing future investment priorities:** Coordinating and sequencing development opportunities to inform investment planning and decisions at both the national and regional levels.
- **Balancing needs:** Helping to weigh individual site requirements against the network's overall demands.
- **Guiding updates:** Informing future revisions of the LTNCP.

At the heart of the framework are the Strategic Nodes, which are the:

- **Focus of investments:** The primary sites for upgrading facilities and managing growth.
- **Centres of specialisation:** Providing specialised and intensive services, and supporting nearby prisoners.
- **Resilience builders:** Strengthening the network against changes in population and workforce.

Focus on Strategic Nodes will future proof the investment programme:

- In high demand scenarios they provide a crucial point for capacity growth, minimising cost by providing economies of scale and scope.
- In low demand scenarios investment in strategic nodes will provide options to avoid costlier investment in other parts of the network and remove poor quality.

1.5 What might the network look like in 20 years' time?

The Future Prison Network Framework provides a blueprint for an effective future prison network. The change in status of some prisons may flex in response to prison population changes. For example, Figure 2 indicates a long-term desire for Spring Hill Corrections Facility (SHCF) revert to its original intent as sentenced only. Figure 3 (page 11) provides the 20 year Plan to work towards this possible blueprint.

Figure 2: Future Prison Network Framework

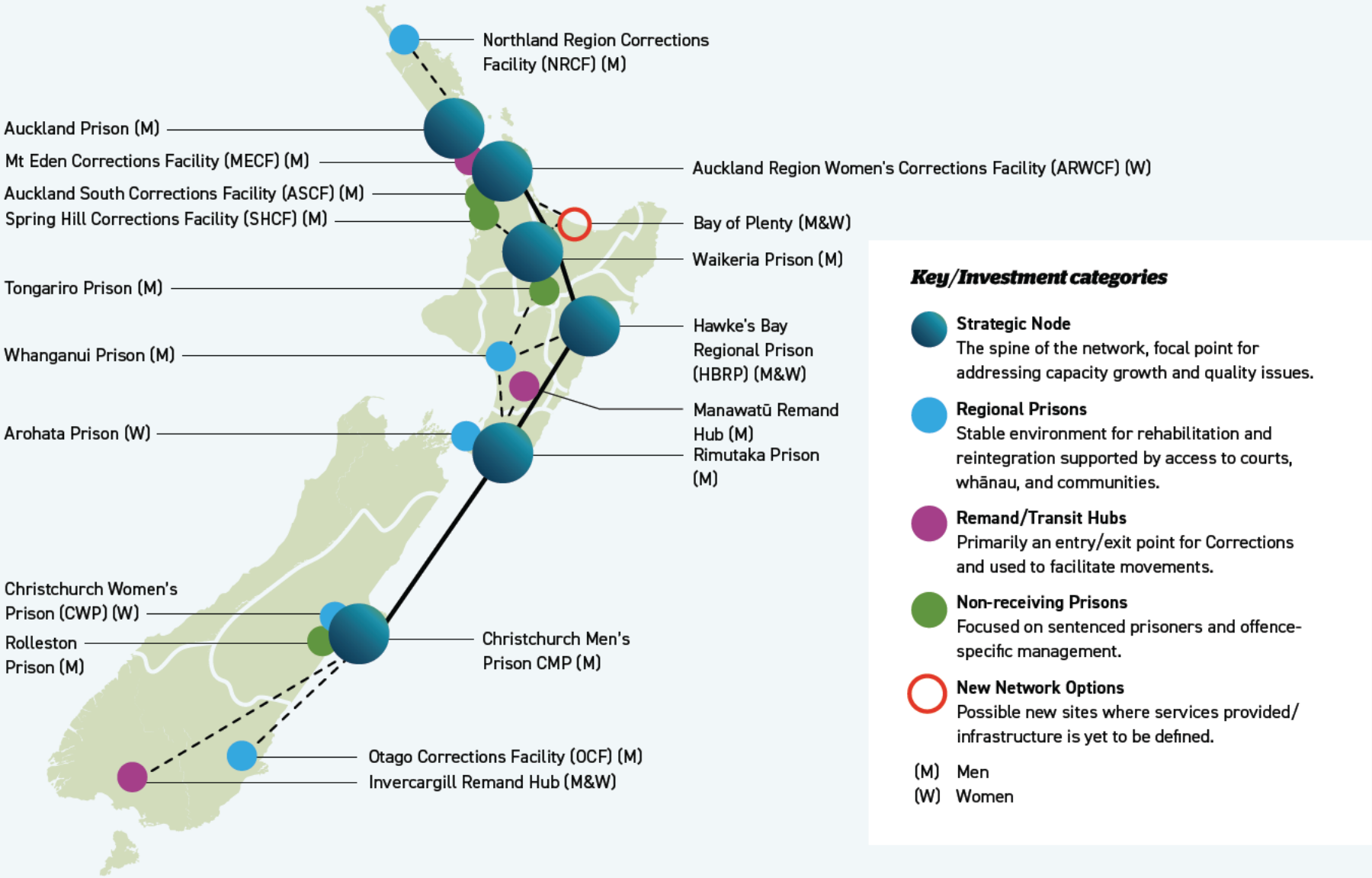
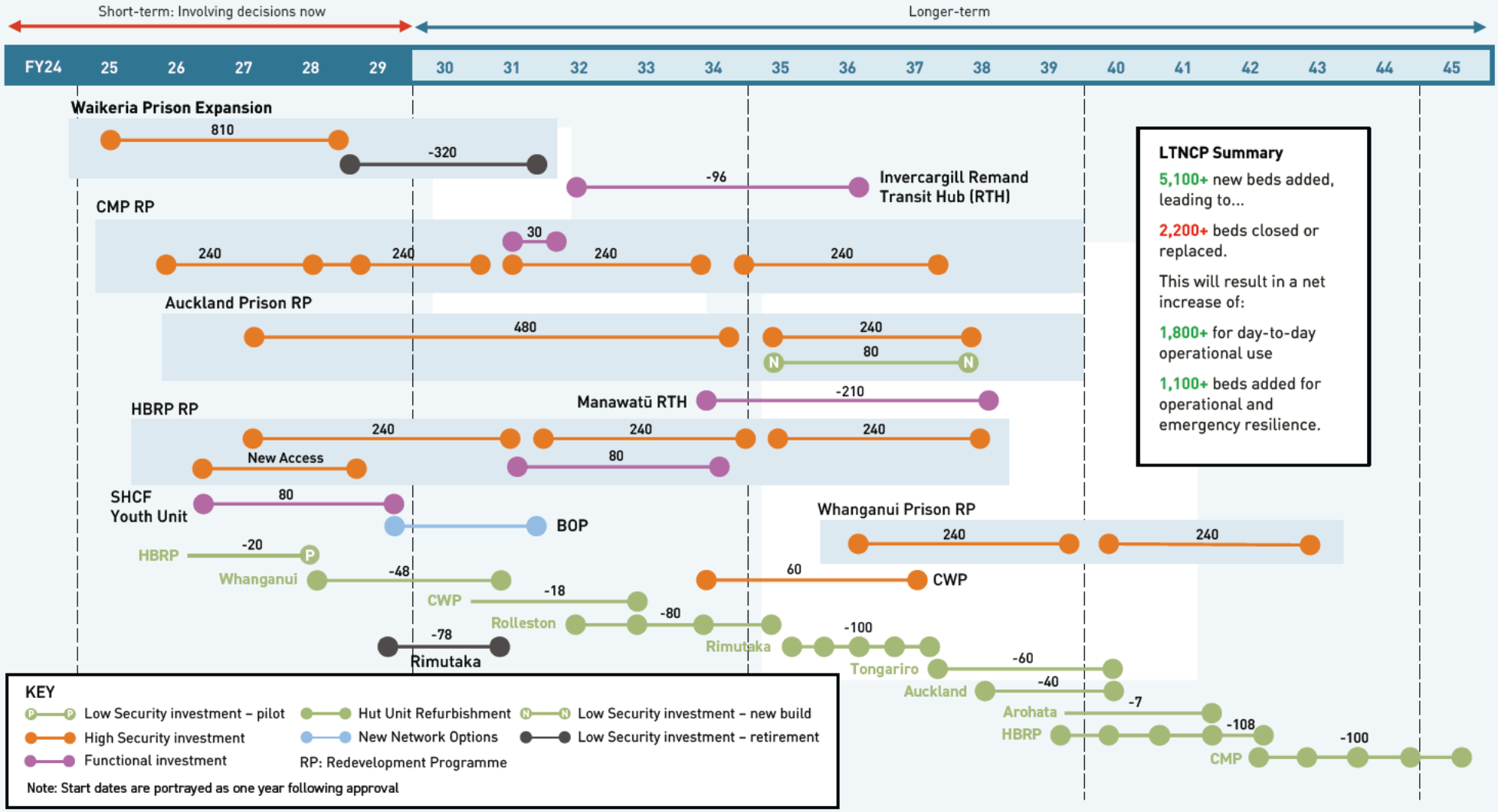


Figure 3: LTNCP 'Plan on a page'



Summary of key projects / programmes

Waikeria Prison Expansion	CMP RP	Auckland Prison RP	HBRP RP	Whanganui Prison	CWP RP	Hut Unit Refurbishment
810 beds	960 beds	720 beds	720 beds	480 beds	60 beds	Refurbish 28 + Hut Units

1.6 What could the LTNCP achieve by 2045?

By the year 2045, it is anticipated that the LTNCP will have:

- Informed investment decisions to address capacity pressures.
- Supported necessary investments to address population pressures.
- Helped resolve known network issues.
- Contributed to building greater resilience into the network.
- Facilitated the strategic distribution of capacity to areas of greatest need.

Capacity

- Prison capacity developed to meet projections
- Over 4,000 new mostly high security beds for day to day use over the next 20 years
- New capacity directed primarily at Strategic Nodes
- Distribution across the network matching demand

Quality

- Assets are in good condition, safe, and compliant
- Over 2,200 poor quality beds removed
- This includes over 1,300 high security beds
- Address poor condition and functionality of Hut Units

Resilience

- Capacity to respond to unexpected events and changing conditions
- Over 1,100 new beds available as Disaster Reserve
- Appropriate occupancy buffers and disaster reserves across all prisons
- Adaptable strategy allows investment to scale up or down

Purpose

- Facilities for key populations are located in the right places (e.g., maxi, youth)
- The role of some facilities is reduced where it makes sense
- Capital planning is guided by the long-term vision
- Have more facilities suitable for the remand population

Connection

- Reducing the need to hold prisoners away from their home regions
- Increasing capacity in Auckland Prison and Christchurch Men's Prison
- Initiative to develop a new network option in the Bay of Plenty
- Options to further distribute the women's prison network

The result will be a more enhanced network, one that is well-equipped to navigate both current and future challenges, leading to a more effective and adaptable system. Having enough high-quality facilities is essential to enable Corrections' staff to provide safe, secure, and humane conditions, that support the delivery of rehabilitation and reintegration services.

1.7 Future investment overview

This document contains indicative cost estimates based on the cost of recent major developments and the knowledge of necessary site improvements when adding capacity. Some LTNCP figures (particularly those for which approval may be sought in the next five years) have already been used to inform Quarterly Investment Reporting to Treasury. Other capacity and indicative intentions planned between 2030 and 2045 have been signalled to allow for considered, long-term planning.

1.7.1 Budget decision dependencies

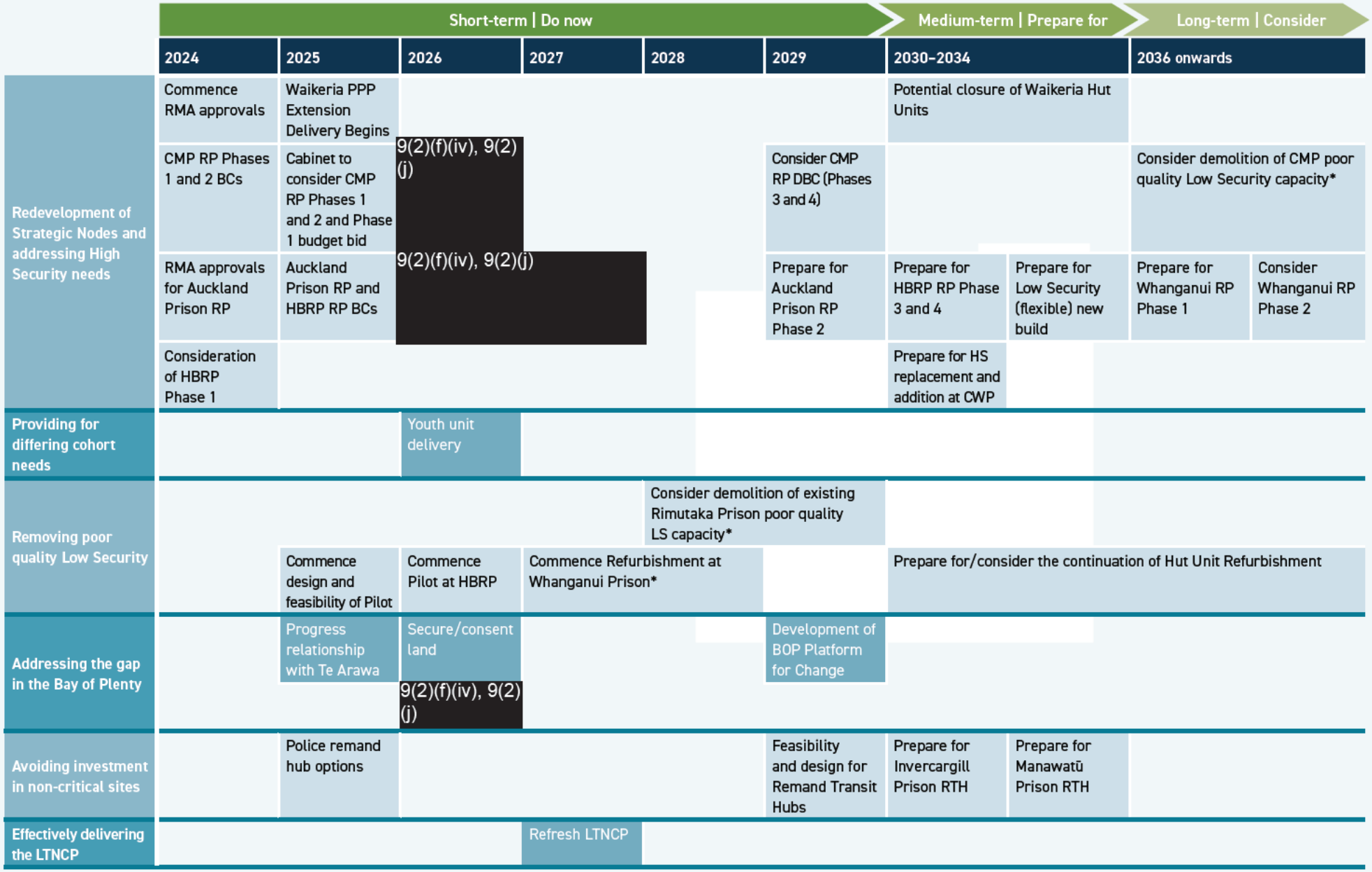
The LTNCP provides a strategic plan for the sequencing of major prison capacity asset additions, replacement and/or renewals across the network. To service a projected growth in prisoner population the need for an increased asset base forms a key driver for the LTNCP. At the same time, it addresses asset quality and condition issues for a changing prisoner demographic. The LTNCP seeks to promote flexible and scalable developments to maximise value for money and avoid unnecessary spend on non-critical facilities.

The delivery of the LTNCP will be dependent on future Budget decisions and related consideration alongside all Government priorities. Informed by the LTNCP, Corrections is working on an indicative multi-year funding profile out to 2030 to inform the level of capital self-funding that can be made available, and associated costs and trade-offs.

1.7.2 The LTNCP's role

The LTNCP offers an opportunity to plan for these investments more effectively. A summary of the next steps to realise the LTNCP is detailed in Figure 4.

Figure 4: LTNCP next steps



*As capacity constraints allow

2 Introduction and approach

Introduction and approach

2.1 How did we get here and why did we create this?

Over the last twenty years Corrections has seen significant changes to the size, make-up, and complexity of the prison population. Increasingly those Corrections manage have health, alcohol, and addiction challenges. The levels of gang influence and violence are rising, and increased numbers of people are being held on remand.

At the same time, Corrections has moved from a narrowly focused custodial environment to one that promotes better rehabilitative outcomes and a broader range of services, providing a catalyst for change.

> *The LTNCP provides the opportunity to strategically plan for a future-focused national network that is fit-for-purpose and contributes more effectively to Corrections' legal requirements and organisational outcomes.*

Corrections acknowledges that future planning comes with a level of uncertainty, with the likelihood of unknown or unforeseen events occurring increasing as the timeline extends outward. Making deliberate, strategically prioritised, and financially prudent investment and divestment decisions is critical to ensuring New Zealanders have a high quality, fit-for-purpose future prison network.

2.2 Background

In December 2018 the Prison Network Development Strategy (PNDS) was completed and presented to Cabinet. It set a direction for the future development of New Zealand's prison network. This laid the groundwork for ongoing work across the Department in the network configuration, asset management and infrastructure space.

The 2019 Asset Management Change Programme resulted in the establishment of a new Asset Management Planning group, including Network Configuration and Strategic Asset Management, with a focus on strategy and long-term planning.

In February 2020 the Network Configuration team presented its first paper to the Corrections Infrastructure Portfolio Governance Committee (IFPGC). This outlined challenges with the existing male and female networks – 'the burning platform'. The paper, along with the condition and functionality assessments completed in 2015 and 2018, provided the first of the foundational building blocks for the LTNCP.

The LTNCP building blocks, supporting the delivery of the first draft of the LTNCP in March 2023, also included a range of tools, frameworks, and data models. These enable Corrections to think about the prison network and the impact of a more dynamic prison population in a more nuanced way– not just 'beds and heads'.

The Strategic Asset Management Plan (SAMP) outlines how Corrections will implement management practices. It links Corrections' strategic goals with asset management outcomes, including more streamlined capital and investment planning.

The Department's asset performance data and reporting has fostered informed decision-making and strategic resource allocation. This is highlighted by a quantified improvement in the condition of custodial assets due to focused renewal efforts in recent years. The recent detailed assessment and targeted action for projects such as the Waters Infrastructure Programme further reflect Corrections' focus on delivering safe, reliable, and compliant services through careful planning and investment.

The LTNCP builds on the base of good asset management hygiene outlined previously, instiling the investment discipline being asked of Government agencies. It provides coordinated direction and prioritisation guidance for the continued stewardship of the prison network. It integrates planning at a network level and prioritises working within the current footprint of the prison network.

Long-term approaches to planning and the ability to make prudent fiscal choices are increasingly expected by Government. The LTNCP is Corrections' primary vehicle to guide long-term infrastructure planning across the physical assets of its prison network. This includes guiding significant investment proposals associated with Waikeria Prison and Christchurch Men's Prison (CMP), based on a whole of network view and considering impacts and implications, dependencies, costs and investment priorities.

Corrections is facing short-term challenges around a growing population, demand uncertainty and potential capacity shortfalls. This is driving current capacity and investment choices. It does not, however, negate the need to continue long-term planning – the challenges are not going away.

2.2.1 Purpose

The LTNCP provides the pathway to deliver and maintain a quality fit-for-purpose prison network that will enable Corrections to meet the needs of a more dynamic and complex prison population. It will also provide appropriate facilities to support staff, while making prudent financial choices.

The SAMP, detailed more in Section 2.2.3, provides the guidance for **how** Corrections manages assets and how infrastructure planning can be developed consistently. The LTNCP articulates the plan for **what** Corrections need, **where** it's needed, and **when** it will be delivered.

The LTNCP captures all proposals for significant property and infrastructure opportunities related to the prison network. It provides a coherent, holistic view of possible future investment planning and decision. It articulates the high-level benefits, trade-offs, and key considerations, enabling decision makers to make informed decisions around the prioritisation of investments. The LTNCP will also provide direction and guidance for other pieces of work within Asset Management as noted in Section 2.3.1.

2.2.2 Scope and key assumptions

The development of the LTNCP has been guided by Government priorities, Corrections' strategic objectives, legislative obligations and organisational priorities. This includes meeting obligations under Section 5(1) of the Corrections Act 2004, including the provision of more normalised, humanising and healing environments, that support and enable stronger rehabilitative and reintegrative outcomes and staff health, safety and wellbeing.

The LTNCP covers the next 20 years, informed by Justice Sector Projections (JSP), noting the high degree of uncertainty with long-term projections. The Capacity Settings Framework (CSF), identified as a foundational building block for the LTNCP, provides a more strategic lens through which to view the complexities of the prison population. It supports the aim of the LTNCP to build resilience into the network beyond addressing more immediate capacity needs.

The LTNCP also looks to provide opportunity for future thinking on what the prison network could look like through the new network options planning category.

Each investment signalled within the LTNCP will be subject to future funding approval (external and internal, as required) processes, and will necessarily consider impacts, implications, dependencies, and cost. Within the planning phase for potential investments, Corrections will evidence the benefits it intends to realise based on its Organisational Performance Framework and Organisational Roadmap. Fundamentally these will be considered against how well it enables Corrections to

make the community safer by supporting people to leave better and with brighter prospects.

Whilst the LTNCP will call out operational change needed to enable success of the investments proposed, this work does not specifically cover extensive changes to Corrections operating model.

2.2.3 Strategy, planning and delivery hierarchy

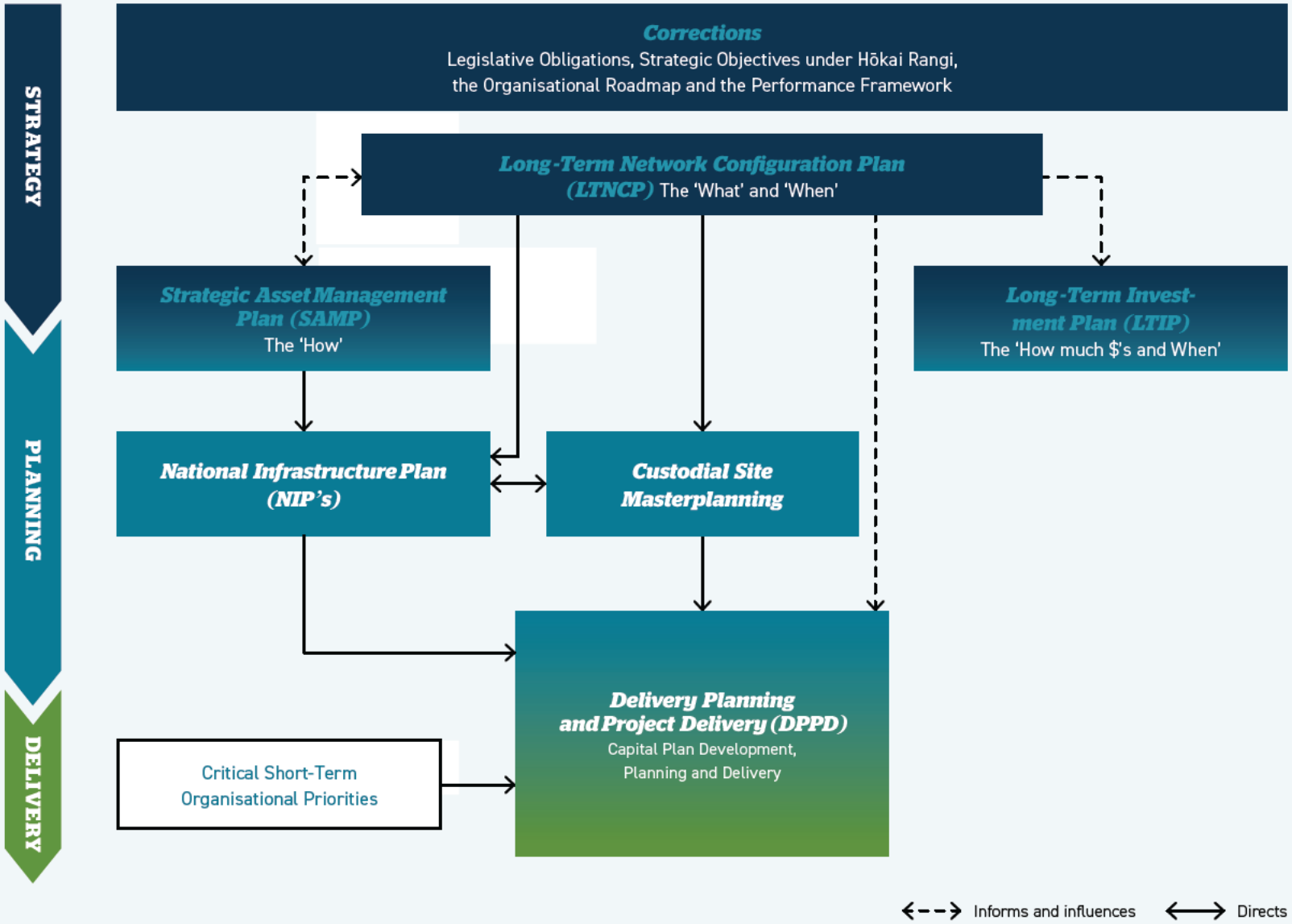
The SAMP, developed and approved in January 2023, provides a high-level understanding of how Corrections existing assets need to and are performing in terms of condition, utilisation, and strategic and operational functionality. It outlines **how** Corrections should manage its assets and **how** infrastructure planning can be developed consistently to deliver a fit-for-purpose and future-focused national network.

Within the context of wider Corrections key documents, the LTNCP will be informing strategic decisions described within documents such as the SAMP and Long-Term Investment Plan (LTIP). Figure 4 illustrates these connections and demonstrates the flow on effect of the LTNCP through strategy, planning, and delivery.

Key hierarchy going forward:

- The LTNCP defines the tangible plan and overall direction for the network's infrastructure – the **what**, **where**, and **when**.
- The SAMP supports the LTNCP (as well as the National Infrastructure Plan (NIP) and planning and feasibility) to understand priorities and trade-offs (the 'how to') through intelligence and policy guidance (the 'theory').
- The LTNCP defines requirements which will be reflected within the LTIP.
- The LTNCP will guide the work programme of custodial site masterplanning, with individual masterplans driven by the scope and prioritised sequence of the LTNCP.
- Project Planning and Feasibility guides project planning, which drives the priorities of the capital plan and guides investment case development.

Figure 5: Strategy, planning, and delivery hierarchy



2.2.4 Key drivers and current state

Corrections acknowledges that operational and strategic risk due to age, asset condition and inflexibility to population changes must be mitigated. The LTNCP responds to highlighted risks to ensure future network resilience. In addition, the environment continues to change with growth in the flow heading into the system, new Government policy likely to further impact the prison population, and a more mature response to staff health, safety and wellbeing. The key drivers, identified in Figure 6 provided the catalyst for the development of this plan.

Figure 6: Key drivers and current state

Long-term prison capacity shortages

Mismatched supply and demand of high and low security capacity has led to surplus low security capacity serving other cohorts, and continued pressure on high security capacity in deficit.

Even with the planned addition of 1,400 beds at Waikeria, there are not enough good quality beds for a population of 11,500 by 2034 or over 13,900 in high demand scenarios (two scenarios contained within the most recent Justice Sector Projection – 'JSP'). Decisions now will help us plan for these scenarios.

Increasing population complexity

Growing complexity of the prison population requires consideration of differing needs, including gender, age, a growing remand population and mental health and addiction.

There has been a 44% increase of the male remandee population in the last two years

Not fit-for-purpose

The network was not designed or configured to meet the needs of the current population, including the need to support staff to operate safely and effectively in those environments.

Poor quality

Around 20% of total capacity is poor quality and most to all Low Security Hut Units are expected to reach End-of-Life within the next 20 years. High security resilience is a priority.

- 57% of poor quality beds in the network are High Security.
- Older units within the network are not suitable for modern workplaces and have structural/seismic issues with frequent complaints from independent oversight bodies.
- Hut Units do not meet modern standards and risk reaching failure state all at once.

Over 2,200 poor quality beds*

Historic underinvestment

Past approaches to infrastructure investment planning have had to react to the pressures of a rising population and insufficient capacity.

Reactive approaches to Corrections' infrastructure may contribute further to New Zealand's infrastructure deficit estimated at $210 billion[1]

Lack of flexibility

A lack of flexibility in current unit size and configuration impacts Corrections ability to manage multiple cohorts without constraints. Uncertainty in the size and configuration of future populations adds further complexity.

Resilience and balancing long-term goals

Public sector fiscal constraints require Corrections to balance immediate needs and long-term priorities, including resilience to increased frequency of unexpected events and changing staff expectations.

Integral to the network are occupancy buffers for day-to-day resilience, surge, and disaster reserve. These are reserved in case of time limited population surges or unplanned events that render on-capacity beds unusable in natural disasters. Uncertain forecasts lead to compounding difficulties in project delivery.

Without adequate planning, there are significant lead-in times to deliver quality capacity

Sustainability

Legacy infrastructure is associated with significant emissions (e.g., coal and gas-powered boilers).

Corrections has an emissions reduction target of 42% by 2030

Increasing costs to maintain

The cost to maintain a network that is no longer 'fit-for-purpose' continues to increase.

Hut Units face increasing maintenance costs and degrading asset condition

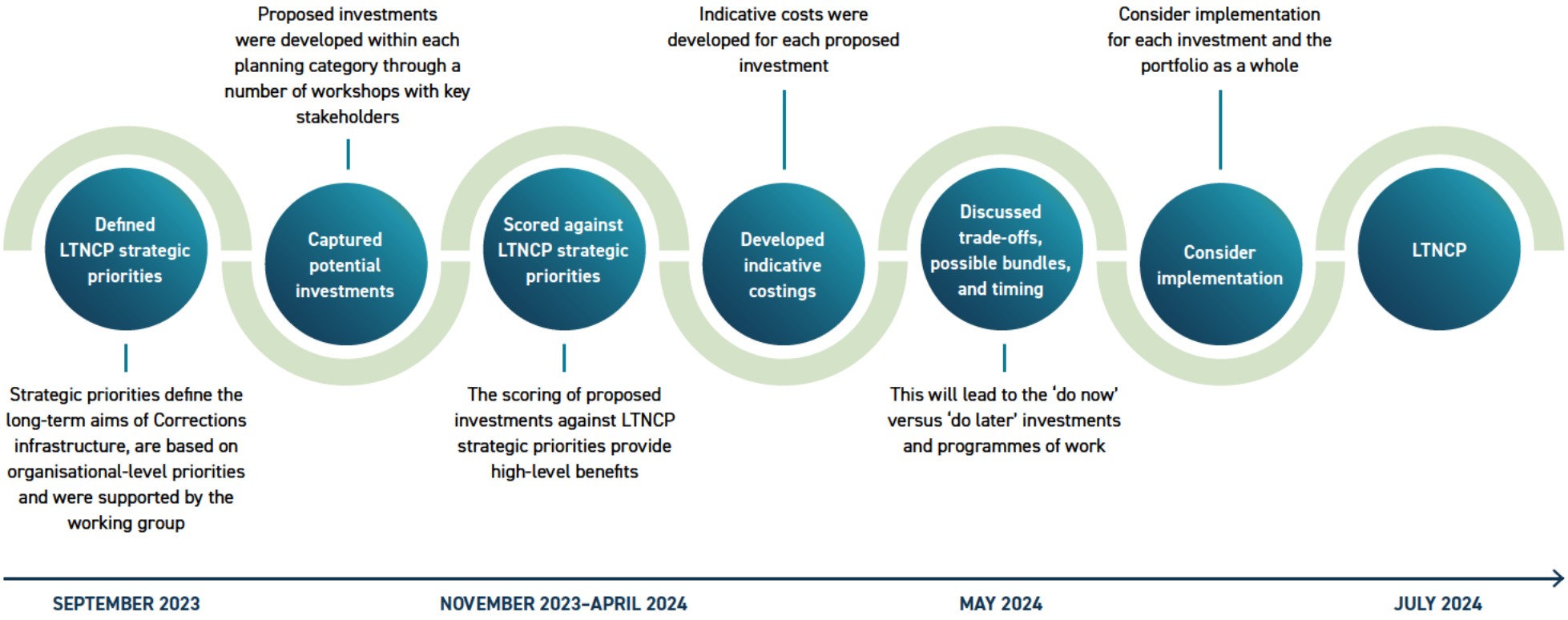
*Based on quality assessments in 2015, 2018, 2022 and 2024

1. Infrastructure-NZ-Policy-Position-Better-Use-of-Current-Tools-.pdf

2.3 What was the process for developing the LTNCP?

The first draft of the LTNCP was presented to the Corrections Executive Leadership Team (ELT) in March 2023. A cross-business working group was established to progress work on a fully integrated and indicatively costed LTNCP that could guide future infrastructure/property related decisions. The process for developing the LTNCP is outlined in Figure 7.

Figure 7: Process for developing the LTNCP



2.3.1 Planning categories

Assets across the prison network have been grouped by planning category to ensure decisions were being considered holistically and key asset types – such as High Security capacity – were given appropriate focus. These planning categories are referenced throughout the LTNCP and were used as the basis for identifying key drivers and potential investments.

The planning categories are intrinsically linked and therefore some investments may overlap. Some planning categories are analysed slightly differently due to the work already completed by teams within the Department. It is expected that in the future, major programmes of work within these categories will be anchored to the LTNCP.

Figure 8: LTNCP planning categories

Purposeful Prisons

Ensuring prisons are equipped with the facilities required to deliver effectively and efficiently on their desired function, aligned to population needs and wider Corrections' strategy.

High Security

Enabling the High Security Network to have sufficient, flexible, and good quality capacity that is fit-for-purpose and in the right place.

Low Security

Ensuring Low Security and Hut Units are good quality, flexible, fit-for-purpose, of the right type, amount, and placement within the network.

Enabling Infrastructure

Prioritising the upkeep and development of enabling assets to continue to keep the network running efficiently and effectively and meet the Department's obligations.

New Network Options

Enabling future network options for additional resilience and options within the existing network and supporting a broad range of services in the justice sector.

2.3.2 The problem to solve and the opportunities to explore

The first step was identifying the Department's strategic priorities for the network's infrastructure configuration. Five strategic priorities were identified and weighted based on their current importance to Corrections (as outlined below). Acknowledging infrastructure as an enabler, investment in these areas will support Corrections' purpose and three organisational outcomes of public safety, reducing reoffending and overrepresentation of Māori and the intent that everyone leaves better and with brighter prospects.

Figure 9: LTNCP strategic priorities and their weightings

PURPOSE: Each facility has a defined clear purpose/criticality, which reflects its role in the broader network, and the needs of the population and has the assets to fulfil this purpose. **10%**

CAPACITY: Prison capacity aligns to projected demand including changes in need and is comprised of or in close proximity to facilities and services that support the needs of the prison population (including sub-populations). **40%**

QUALITY: Assets are in good condition, safe, compliant, cost effective, and achieve sustainability and strategic commitments. **30%**

CONNECTION: Facilities are connected to their communities and local strategic partners whilst enabling populations to better maintain a connection with their culture, community, whānau, and rehabilitative supports. **5%**

RESILIENCE: The Corrections infrastructure network has sufficient capacity to effectively respond to unexpected events and changing conditions and will continue to meet staff and prisoner needs. **15%**

3

The Future Prison Network – what could the prison network look like in the next 20 years

The Future Prison Network Framework

The Future Prison Network Framework categorises all prisons into five types. The Future Prison Network Framework anchors the LTNCP – driving tough, yet necessary prioritisation considerations.

The Future Prison Network Framework (the Framework) is a top-down design of the network, driven by the bottom-up examination of planning categories to create a holistic and purposeful view of the network as a whole. The Framework provides a tool to guide purposeful and flexible future investment. For ease of reading, this section starts with the Framework, before going into the investment streams.

3.1 The Future Prison Network Framework – a smart approach to developing the prison network

The Framework drives purposeful configuration and development decisions about prison infrastructure from a 'whole of network' view. It is neither efficient nor affordable to provide every possible service at each individual site across the network. Therefore, investments need to be purposeful, and ensure the correct balance between this challenge and others (e.g. connection).

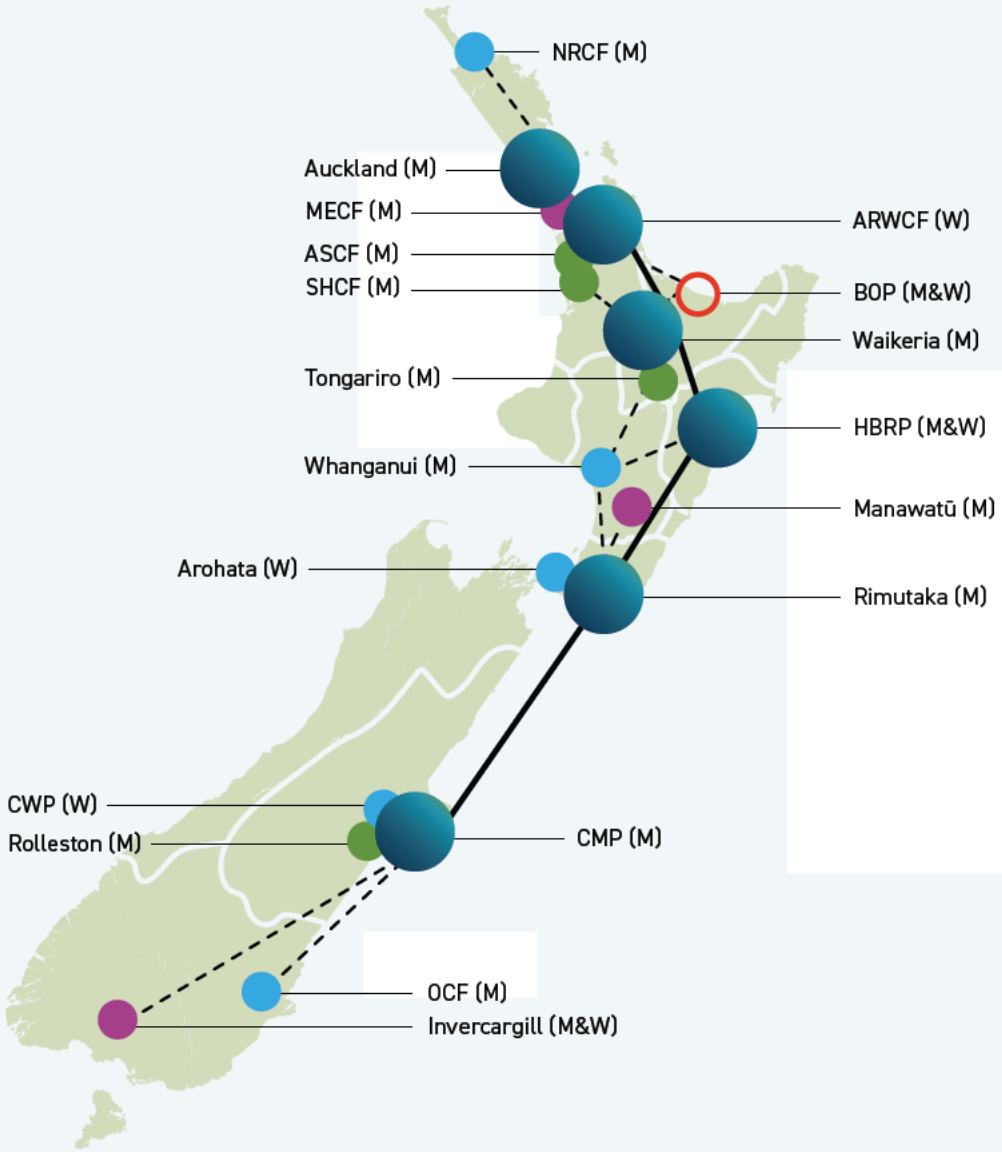
This tool will prioritise and guide investment proposals and decisions at national and regional levels. It supports Corrections to balance the need of individual sites with their potential impact on needs across the network. The flexibility embedded within the Framework will make for better investment choices as illustrated in Section 6. There is always a level of uncertainty about future demand and need, and the Framework supports adjustments to changing circumstances.

3.1.1 The Framework

The Future Prison Network Framework is comprised of five categories as defined in Figure 8 and detailed further in Figure 10. Figure 11 outlines the intended outcome of the investments and decisions recommended by the LTNCP.

The Framework is intended to drive planning and investment development or placement of functions. It is not expected to drive wholesale change to the operation of a unit or prison (which will be subject to ordinary approval and decision-making).

Figure 10: Future Prison Network Framework



Key/Investment categories

Strategic Node
Specialist and intensive supports with resilience to capacity, cohort changes, and workforce availability.

Regional Prisons
Stable environment for rehabilitation and reintegration supported by access to courts, whānau, and communities.

Remand/Transit Hubs
Primarily an entry/exit point for Corrections and used to facilitate movements.

Non-receiving Prisons
Similar to Local/Regional Prisons, but with a focus on sentenced prisoners and offence-specific management.

New Network Options
Possible new sites where services provided/ infrastructure is yet to be defined.

(M) Men
(W) Women

Figure 11: Key attributes of the planning categories

Planning categories	Function	Implications for network development
Strategic Node	Provide specialist and intensive services. Support resilience in relation to capacity, cohort changes, and workforce availability.	• Prioritised for building new capacity in response to population growth or poor quality • Build adaptable designs, take advantage of scale to respond to population growth, and enhance resilience • Purposeful investment in specialist/intensive service-related requirements • Holds facilities that service the whole network e.g., the Prisoners of Extreme Risk Unit and High Dependency Unit • Essential services (e.g., laundry or kitchen) may be utilised by nearby prisons
Regional Prisons	Focus on day-to-day reinforcement of rehabilitation and transitions to and from community.	• Second priority for building new capacity in response to population growth or poor quality • Purposeful investment in service-related requirements as appropriate • Higher potential for significant community involvement throughout all stages of investment planning • Consideration given to whether some central facilities are needed or if they can be serviced elsewhere
Remand/Transit Hubs	Primarily short-term accommodation for remandees and to facilitate movements.	• Purposeful investment for service-related needs • Additional technology given the short-term nature of the accommodation to provide flexibility to services, and access to more resources • Consideration given to whether some central facilities are needed or if they can be serviced elsewhere
Non-receiving Prisons	Similar to Local/Regional Prisons but managing sentenced prisoners to enable more offence-focused management.	• Purposeful investment for service-related needs as appropriate • Consideration given to whether some central facilities are needed or if they can be serviced elsewhere
New Network Options	The initial phase to identify/secure land and commence RMA processes to support a broad range of activities across justice system pathways.	• Higher potential for new ways of working, approaches and services/delivery, with strong links to community and whānau

3.2 What are the future priorities for High Security?

High Security infrastructure currently holds both High Security sentenced prisoners and most of the remand population. As of 31 March 2024, approximately 47% of the total prison population are either remand or High Security sentenced (not including Maximum Security) and 85% of the total 4,217 remand population (male and female) were held in High Security beds.

3.2.1 High Security key drivers and problem statements

For the next 20 years, the key drivers for this planning category as described by the Working Group and other key stakeholders are:

Figure 12: High Security key drivers and problem statements

Poor quality

Of the 5,064 High Security beds at least 1,300 are poor quality.

Insufficient capacity

The total High Security sentenced, and remand population could be greater than 6,900 based on the JSP 2024 base case extrapolated out to 2045. This compares to a current maximum capacity of 5,064 High Security beds.

Not fit-for-purpose

High Security infrastructure holds a population comprised of both remand and High Security sentenced prisoners. These cohorts have differing requirements that need to be addressed within the same environment.

Lack of flexibility

Most High Security infrastructure lacks the flexibility required to manage multiple cohorts given current unit size and configuration.

3.2.2 Potential future developments

Development of High Security across the network is aimed at 'shifting the dial' by creating a future network that prevents the need for Corrections to make reactive decisions under capacity constraints. The priority for investments (as listed in Figure 13) was workshopped within Corrections, initially based on an understanding of their contribution to strategic priorities, then refined as the investments were looked at as a 'set'.

Figure 13: Potential future investments (High Security)

Waikeria Prison expansion

An additional 810 Beds

As part of the overall Waikeria Prison Development. Leverages significant existing central infrastructure as part of existing Public Private Partnership (PPP) and provides significant medium-term capacity response.

New high security capacity at CMP

An additional 480–960 high security beds

Addresses existing quality issues and capacity gap at the Strategic Node of the South Island prison. Additional growth capacity for base and high demand scenarios (and/or prevents inefficient investment at Invercargill Prison).

New high security capacity at Auckland Prison

480–720 high security new beds supporting replacement of 240 beds

Supports eventual replacement of 240 poor quality beds and addresses core demand growth at the Strategic Node within the area of the highest supply/demand mismatch.

New high security capacity at Hawke's Bay Regional Prison (HBRP)

240–720 high security new beds supporting replacement of 256 beds

Supports eventual replacement of 256 poor quality beds and addresses core demand growth though investment in a Strategic Node (and/or prevents inefficient investment at Manawatū Prison).

New High Security capacity at Whanganui Prison

480 beds high security new beds supporting replacement of 187 beds

Supports eventual replacement of 187 poor quality beds and helps address demand growth. May support closures at Manawatū Prison.

Replace poor quality high security beds at Christchurch Women's Prison (CWP)

Build 60 new high security beds to replace existing poor quality

Supports eventual replacement of poor quality beds at CWP (quality issues noted – including by the Ombudsman).

Detail informing cost estimates, strategic impact, and implementation assessments are available on request. Strategic Priority scores are provided in Figure 14 with the largest scores displayed as the furthest from the centre point. Cost estimates are high-level but factor in requirements beyond accommodation costs. The implementation assessment reflects an initial view of confidence associated with infrastructure delivery, Corrections' readiness to delivery, and ability to deliver the service out of the infrastructure. The Waikeria Prison Expansion (an additional 810 beds) is already approved so was not assessed.

Figure 14: Strategic priorities scoring

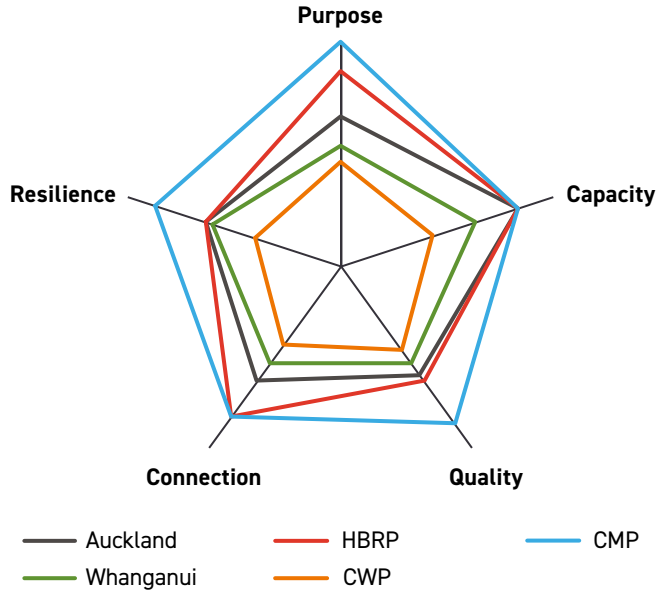


Table 1: Summary of scores

Investment	Total Weighted Strategic Priority score	Implementation assessment
Waikeria Prison Expansion	Not assessed	
New High Security capacity at CMP	82	2
New High Security capacity at HBRP	62	1
New High Security capacity at Auckland Prison	56	1
New High Security capacity at Whanganui Prison	38	1
Replace poor quality High Security beds at CWP	16	1

Key: Highest implementation difficulty (-3)
Some implementation difficulty (0)
Lowest implementation difficulty (+3)

The scores highlight several factors. Firstly, there is an opportunity to invest in key sites to deliver new quality and address significant quality issues (CMP, Auckland Prison, and HBRP). As Strategic Nodes, investment in these sites highly aligns to their overall purpose. Investment at CMP scores highest across all priorities – highlighting the importance of addressing the issues at this site. Auckland Prison and HBRP both score closely to each other – making the case they are equally important and that (if required) prioritisation between the two investments should be considered at a later time.

3.3 What are the future priorities for Low Security?

Low Security capacity is still secure but typically less restrictive and 'hard' than High Security. The Low Security planning category refers to a range of capacity types across Corrections estate, including Low Security Hut Units, modular builds, and Minimum Security capacity, each with differing quality and condition ratings.

For the purposes of defining investment in the LTNCP, Low Security infrastructure has been split into two categories:

- **Hut Units** are a specific asset class within Low Security capacity.
- **Non-Hut Units** refer to all other types of Low Security capacity, including units built in recent developments such as the Modular Build Programme, and the Regional Prison Development Programme (RPDP).

3.3.1 Low Security key drivers and problem statements

The key drivers for investment within Low Security as described by the Working Group and key stakeholders are:

Figure 15: Low Security key drivers and problem statements

Degrading quality and fit-for-purpose

The majority of Hut Units (2,304 beds) will need to be addressed in the next 20 years due to degrading condition and reaching End-of-Life. There are also 199 poor quality beds (7%) in the Low Security network that are non-Hut Unit capacity, including undersized double bunked cells but excluding minimum security capacity.

Mismatch of supply and demand

While a decline in the Low Security sentenced population has contributed to a significant surplus of 3,178 beds, a deficit in minimum security and high security (largely due to remand), has resulted in low security capacity being used for differing cohorts.

Change in need

Due to changes in demand over time, including the high growth of Remand prisoners, there may be a continued need for Low Security capacity to be used by other cohorts.

In parallel to the drafting of the LTNCP, Corrections has been developing the plans for Low Security Hut Unit upgrades and Low Security new builds (for non-Hut Units). Detail of these designs can be made available upon request.

Hut Units are dispersed across most of the prison network and suffer from two issues. Firstly, their asset condition is degrading at an increasing rate. This is to be expected based on their age and construction materials, building began back in 1960 using timber. Secondly, their design has significant functionality issues, including the lack of in-cell showers, frequently criticised by oversight and monitoring entities, as is the lack of ventilation, which creates issues in both summer and winter.

Investment in only addressing the asset condition issues would lock-in the significant functionality issues. However, in the absence of asset condition investment – the alternative is a slow-moving wave of the most common capacity type in the prison network approaching an end-of-life cliff at the same time. **For these reasons, an innovative approach is proposed where the existing units are refurbished, changing three cells into two (leading to a reduction in capacity), extending asset life, adding functionality (in-cell showers, ventilation, technology and programme rooms) and utilising the existing footprint.**

The pace of refurbishments and closures will respond to network and regional need assessments, and closure of capacity (temporary or permanent) will only be feasible when capacity pressures allow.

The proposed suite of Low Security development is a quality focused activity. Noting with many of these units needing attention, an approach that not only addresses asset condition but also makes the units more flexible, better for rehabilitation, and ultimately public safety is recommended.

The preferred way forward will be decided on a case-by-case basis and there may be occasions where specific unit size (such as for Special Treatment Units (STUs)) mean refurbishment needs to be approached in a project specific manner.

3.3.2 Potential future investments (by indicative priority)

Figure 16: Potential future development plans

Refurbish six Hut Units at HBRP

Improve quality and decrease from 380 to 252 beds

Improve the quality of infrastructure at a key strategic node.

Refurbish two Hut Units at Whanganui Prison

Improve quality and decrease from 140 to 92 beds

Improve the quality of infrastructure and enable the closure of Manawatū Prison low security.

Refurbish degrading Hut Unit at CWP

Improve quality and decrease from 54 to 36 beds (assuming refurbishment)

Improve the quality of infrastructure at CWP (the only Women's Prison in the South Island) where it has been signalled infrastructure is not fit-for-purpose.

Refurbish four Hut Units at Rolleston Prison

Improve quality and decrease from 240 to 160 beds

Improve the quality of infrastructure at Rolleston Prison.

Refurbish five Hut Units at Rimutaka Prison

Improve quality and decrease from 300 to 200 beds

Reduce quality issues at Rimutaka Prison, however could be a lower priority given the availability of surplus low security beds at Rimutaka Prison (which are currently filling in gaps across the network).

Refurbish two Hut Units at Auckland Prison

Improve quality and decrease from 120 to 80 beds

Improve the quality of infrastructure at a key strategic node.

Replacement new build of a Hut Unit at Auckland Prison

Replace 40 bed hut unit with a new build unit (80 beds)

One Hut Unit is located where a build platform would be required for any significant redevelopment of this prison. As Auckland is the only region with a significant low security capacity deficit, it is judged that a replacement of this unit is needed to support the same level of low security capacity across the site.

Refurbish two Hut Units at Tongariro Prison

Improve quality and decrease from 180 to 120 beds

Investment to reduce quality issues, however Tongariro capacity is less critical to the network and therefore is of lower priority.

Refurbish the Hut Unit at Arohata Prison

Improve quality and decrease from 20 to 13 beds

Investment to reduce quality issues, however considering the women's network as a whole this work would not be prioritised at this time.

Refurbish five degrading Hut Units at CMP

Improve quality and decrease from 300 to 200 beds

Hut Units at CMP are of medium criticality to the Low Security network but are of poor quality. This investment assumes refurbishment at this stage.

Closure of low security capacity at Waikeria Prison

Decrease from 380 to 320 beds

The assumption being that the Waikeria Prison Expansion will hold Low Security prisoners. Noting the closure of Te Ao Marama Unit (60 beds) will only be undertaken in agreement with local iwi.

Closure of Low Security poor quality beds at Rimutaka Prison

Decrease by 78 beds

Units at Rimutaka Prison could be retired or repurposed once the prison network is re-balanced and Rimutaka Prison is no longer an overflow site for Northern regions.

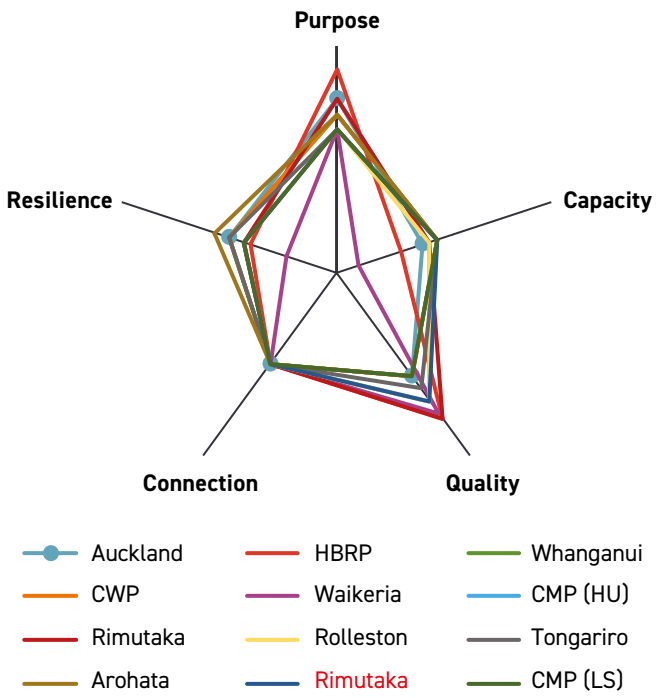
Closure of Low Security poor quality beds at CMP

Decrease by 20 beds

Reduces quality issues and regional surplus of 799 beds shared by Rolleston Prison.

Decrease of over 1,000 low security beds due to refurbishment or closure

Figure 17: Strategic priorities scoring



The Strategic Priorities scorings shown above are all similar. This is intuitive – a similar approach (refurbishment of Hut Units) occurs for most investments, driving what are primarily quality improvements. As the Low Security network has a 'surplus' (compared to the population classified as 'Low Security'), there is more potential for a pro-active and strategic approach that provides good long-term value through quality improvements and asset renewal – while not requiring 'new builds' or 'replacement' as the only answer.

Table 2: Low Security summary of scores

Investment	Total Weighted Strategic Priority score	Implementation assessment
Refurbish five Hut Units at Rimutaka Prison	12	2
Address five degrading Hut Units at CMP	8	2
Closure of Low Security poor quality beds at Rimutaka Prison	8	3
Refurbish four Hut Units at Rolleston Prison	6	2
Refurbish two Hut Units at Tongariro Prison	6	3
Refurbish the Hut Unit at Arohata Prison	6	3
Refurbish two Hut Units at Auckland Prison	5	3
Refurbish six Hut Units at HBRP	5	2
Refurbish two Hut Units at Whanganui Prison	4	3
Address degrading Hut Unit at CWP	4	3
Replacement new build of a Hut Unit at Auckland Prison	4	3
Closure of Low Security poor quality beds at CMP	2	2
Closure of Low Security capacity at Waikeria Prison	-16	3

* Included in CMP high security costings

Key: Highest implementation difficulty (-3)
Some implementation difficulty (0)
Lowest implementation difficulty (+3)

Purposeful development options

3.4 What are the future priorities for locating key functions?

The Purposeful Prisons planning category led to the development of the Future Network Framework. This focuses on driving decisions from a 'whole of network' view and prioritises strategic nodes for investment.

However, there are other purposeful development options that respond to specific cohort, conditions or context. These include repurposing of facilities or providing for key population cohorts where there is a location specific requirement or demand. These have been called out in the Ombudsman reviews and Inspectorate's thematic reports on aged care, women and young adults, that needs to be met within the network.

3.4.1 Potential purpose-driven development options

Potential purposeful development options are provided in Figure 18. The LTNCP also recognises that the men's and women's prison networks have differing needs. Whilst some of the potential investments for particular cohorts do not explicitly call out the women's network, a gender lens will be applied for any further analysis, if it is determined those investments apply to both the men's and the women's prison network.

3.4.2 Insights or Corrections' policy positions developed through the LTNCP process

- It is not Corrections' long-term intention to manage prisoners who would benefit from more specialised care in a community-based facility. Investment in new high dependency aged care or mental health and addictions infrastructure will therefore not be prioritised beyond what already exists.
- It is suggested that Corrections work with other agencies and the wider community to determine the best way forward to care for patients with acute health needs.
- Future prison design should factor in mobility for the aged care cohort, specifically wider, larger disability cells, and more general therapeutic spaces.
- Current units (specifically units at Waikeria and Rolleston Prison) would benefit from some investment so that 'ad hoc' alterations made to units suitable for aged care are more formalised.
- Hikitia is a progression of an Intervention and Support Unit (ISU) and will inform future development of ISUs.
- Around 53% of the prison population identify as Māori (51% of men and 70% of women). All new investments will consider the needs of Māori prisoners and enabling healing environments (both in terms of constructive activity areas and personal spaces).
- Future investments should be comprised of therapeutic environments and enable the involvement of community.

In addition to these proposed investments, stakeholders suggested that Corrections:

- Undertake quality assessments of beds and supporting facilities within dedicated women facilities.
- Address Maximum Security through the provision of a Maximum Security unit at CMP, for long-term stays. In addition to formalising the use of the management unit at Rimutaka Prison to hold Maximum Security prisoners for short periods of time as they transition to Auckland or CMP. It is proposed that agreement with unions is sought to enable an appropriate refurbishment to support this change – noting it will not be a designated Maximum Security facility.

Figure 18: Purpose-driven potential investments

Remand Transit Hub at Manawatū Prison

Transition Manawatū Prison to a Remand Transit Hub.

As described in the Invercargill rationale, Manawatū Prison has significant quality challenges and plays a less critical role within the prison network. In the long run Manawatū Prison's role may reduce and focus on remandees alone. Neighbouring sites may need to account for residual demand for cohorts other than remand (linking to proposed investments at Whanganui Prison and HBRP).

Potential women's satellite unit

A separate 'wing' for women remandees at future remand facilities should be explored due to the significant geographic separation from nearest facility. The exact location is yet to be determined but has been indicated as HBRP.

For operational reasons, it is proposed that housing women at other existing Corrections facilities (which are currently predominantly men facilities) is explored, with research carried out to determine where this could create the most value across the network, and where it is practical. This investment has been prioritised lower as there does not seem to be significant capacity constraints in the women's network. HBRP is a possible site due to its location in relation to demand (court data), including being close to the East Coast – bridging the biggest geographic gap in capacity for the female cohort.

Maximum Security Unit at CMP

30 bed Maximum Security Unit should be factored into future infrastructure planning and likely the proposed CMP Redevelopment Programme.

A Maximum Security Unit in the South Island would reduce operating costs, including transporting maxi prisoners, improving the ability to manage and distribute those trying to manipulate security classifications (which has staff safety implications), and giving resilience to Auckland Prison in the event of a natural disaster. Additionally, Rimutaka Prison currently holds transiting maximum security prisoners when required. It will continue to do so but may require an upgrade to the management unit (costs not included as relatively minor).

New Youth Unit

An additional/new, self-contained, youth facility in the upper North Island (potentially at SHCF).

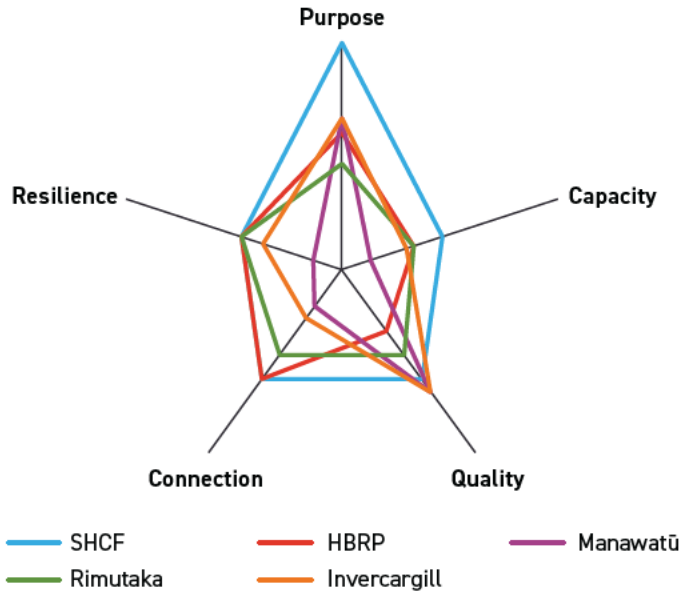
There are currently Youth Units at Manawatū Prison and CMP, neither of which were purposefully designed for youth. Furthermore, most youth in Corrections' custody come from the upper North Island. A solution in the upper North (notionally identified as SHCF, as 'Regional Prisons' would be more suitable environments for Youth Specific facilities) is required, noting service design is required across Corrections and the sector as a whole. Additionally, youth currently held at Manawatū Prison are expected to be re-located within the medium-term due to the adjustment of Manawatū Prison, lower demand in the area, and the individualised needs of youth as indicated in the June 2023 Ombudsman report.

Remand Transit Hub at Invercargill Prison

Transition Invercargill Prison to a Remand Transit Hub (assume smaller site), exploring the option to provide a separate wing for women.

This site (alongside Manawatū Prison) has long been identified as having significant and broad quality issues, while playing a less critical role in the prison network. Addressing quality issues would be extremely costly (due to the lack of scale and site characteristics). To support the focus of investment on Strategic Nodes and an ultimately smarter network in the long run, it is proposed that Invercargill Prison's role be decreased and focused to remandees alone. Given current capacity pressures, this is not viable in the next four years. However, feasibility work could explore what a Remand Transit Hub for this area could look like (e.g., use the existing facilities assuming significant closures, versus assuming a greenfield solution is needed and supports the full closure of the existing site). This long-term planning work will also be informed by discussions with the workforce. Note, this change may be conditional on whether the CMP development enables remandees to be relocated from OCF to CMP allowing OCF to account for residual demand (for cohorts other than remand).

Figure 19: Summary of scores and costs



Development of a new solution for Youth in the Upper North Island scores highest. There is a mismatch between the main location of this cohort and where existing facilities are, and a lack of quality of existing facilities.

The relatively low score of Remand Transit Hubs and the Satellite Unit for Women reflects the high weighting given to 'capacity' in overall scoring. The Remand Transit Hubs are about avoiding costly investment in non-critical facilities but will result in a loss of capacity. Viewed alone, carrying out these investments is not advisable at a time of capacity pressure or without offsetting through capacity addition elsewhere in the network.

Similarly, investment in a fourth facility for Women scores low given there is no current overall capacity pressure in the women's network – but is recommended in time given the geographic concentration of the woman's network at present.

Table 3: Summary of scores

Investment	Total Weighted Strategic Priority score	Implementation assessment
Maximum Security Unit at CMP	Consolidated into the CMP High Security investment in Section 3.2.2	
Youth facility (<20's) in upper North Island (location TBC, indicatively located at SHCF)	35	-1
Transition Invercargill Prison to a Remand Transit Hub (RTH) (assume smaller site)	17	-1
Potential women's satellite unit (location TBC, indicatively located at HBRP)	9	-1
Transition Manawatū Prison to a RTH (assume smaller site)	3	-1

Key: Highest implementation difficulty (-3)
Some implementation difficulty (0)
Lowest implementation difficulty (+3)

3.5 New network option in Bay of Plenty

Corrections needs to think about responding to requirements around growth and asset renewals, as well as supporting strategic resilience, over the long-term. The Bay of Plenty Platform for Change is an existing project that responds to these problems and forms part of the LTNCP.

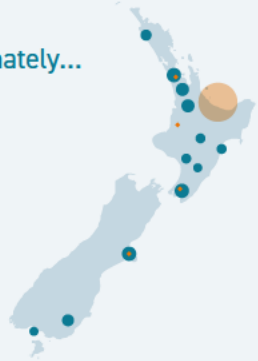
Why Bay of Plenty?

The Bay of Plenty has been **identified as a gap in Corrections' infrastructure network for many years.** It is one of New Zealand's more populous regions and is expected to have significant growth over the next 30 years.

Bay of Plenty courts contribute to approximately...

13% of total sentenced to prison, and

10% of total community-based sentences and orders



The Bay of Plenty is already home to a significant number of people managed by Corrections, yet there is no facility for people sentenced or on custodial remand. There is also need for temporary housing solutions for those on remand or released from custody. This initial project phase aims to identify and secure land, and identify processes to support a broad range of activities across justice system pathways to facilitate transition to the community. It is not yet known how many additional beds, if any, this will bring to the prison network as Corrections continues to work with iwi and to assess the need. This project is prioritising solutions to be worked through with Māori.

To this end, a Strategic Relationship Agreement with Te Pūkenga Kōeke o Te Arawa (who are acting as a mana whenua advisory body for this phase of the project), was signed on 30 April 2024. Corrections will work with iwi to identify potential land parcels (both iwi Māori land and privately owned Māori land), as well as identify privately owned land parcels in parallel.

3.5.1 Potential future investments

The intent for the Bay of Plenty Platform for Change is to secure access to utilise land by 2027. In the short to medium term, the only potential cost of this investment relates to securing, but not purchasing relevant land parcels and Resource Management Act processes.

Figure 20: Potential future investments

Bay of Plenty Platform for Change

Securing a site of at least 18 hectares and consenting the site to support a range of solutions

Securing and consenting the site (based on broad parameters) prior to service design will enable a wide range of potential solutions for new forms of services overseen by Corrections. This will create the potential to:

- Plug the gap in the Bay of Plenty that exists
- Create scope for new ways of working
- Create another option to deal with poor quality prison network and demand/capacity mismatches

Given the unspecified nature of the final service to be supported by the site, it is difficult to apply a Strategic Priorities score, but ultimately there are clear links to capacity (creating possibly more remand capacity), connection (by keeping more people in region), and resilience (by creating longer-term options for Corrections to work with people in its management).

The Bay of Plenty Platform for Change represents a potential adaptable response to higher demand scenarios over the long-term – meaning this intervention may need to take on a capacity emphasis if necessary.

3.6 New network options – housing on Corrections land

Currently, there are 33 existing 'Housing on Corrections Land' beds in operation, with an additional eight beds in the design and construction phase, meaning a total of 41 beds will be available under current approvals. These beds are typically for people with lengthy histories of high-harm sexual or violent offending, with no access to other suitable housing. This includes people that need direct oversight by Corrections (including some with programme or intensive monitoring conditions).

However, there is a need for additional housing for high-risk individuals under community sentences:

- Current capacity is consistently full, with numbers in this cohort expected to rise
- The shortage of safe housing poses a risk to public safety and Corrections' trust and confidence with the public. Corrections previously agreed to explore increasing capacity by 48 beds and has budget to develop a Treasury Business Case to explore this. Corrections has already begun feasibility at Northland Region Corrections Facility and will develop a programme that responds to capacity demand of the service at four prisons (SHCF, Waikeria, HBRP, and Whanganui Prison).

3.6.1 Potential future investments

Figure 21: Potential future investments

Housing on Corrections land

An additional 48 'Housing on Corrections Land' beds

Increase capacity by 48 beds to meet a growing population and reduce risk to public safety and Corrections' trust and confidence with the public.

This investment does not focus on prisoners and therefore scoring against strategic priorities is less applicable and capacity additions are not included. However, it is still included within the LTNCP given the fundamental linkages.

3.7 Approach to enabling infrastructure investment

The final planning category – Enabling Infrastructure – considers existing programmes and business as usual (BAU)/capital planning that propose investment into the upkeep and development of enabling assets. Existing Enabling Infrastructure programmes in the LTNCP include the Environmental Programme, Modern Prisons (Digital) Programme, and Water Infrastructure Programme (WIP).

Where it makes sense, these programmes will be re-shaped to align to other investments within the LTNCP. This includes bundling Enabling Infrastructure investments into possible redevelopment programmes, re-apportioning the cost. Where a new investment has been proposed as above, any enabling infrastructure upgrades required are included within the investment itself. This is described further in Section 5.

4

Future delivery

Future delivery

4.1 Moving from planning categories to delivery programmes

Planning category options are necessary to identify the best way to address challenges with quality, population growth, and functional requirements over the next 20 years. However, they should not be progressed as projects themselves – this would be:

- **Inefficient and disruptive at a site level** – it would not factor in site limitations, the need to minimise disruption, and the need to work to a cohesive overall masterplan. Failure to group all significant future investments in the site may result in situations where the left hand does not know what the right hand is doing.
- **Unfeasible from a network perspective** – due to the current state of demand versus supply for prison beds, Corrections cannot do everything everywhere at once. On a related note, there are interrelated investments and decisions that need to be informed by the whole picture (e.g., the ability to avoid significant reinvestment in Manawatū Prison is likely to be enabled by redevelopment at HBRP and Whanganui Prison).
- **Undeliverable and lack scale** – there is a significant cost and disruption to any Corrections facility subject to redevelopments. Holistic redevelopment plans need to reduce this overhead.

To move from planning categories to a plan for delivery, a four-part process was followed – informed by a workshop with key representatives within Corrections from asset management, finance and prison capacity areas.

This largely resulted in 'site-based' Redevelopment Programmes, as underway in detail at CMP, and planned in the next two to three years for HBRP and Auckland Prison.

The Hut Unit Refurbishment was also seen as optimal – these units can be upgraded on a 'unit by unit' basis, and as they are limited to a single footprint this approach is more available and flexible. Beginning with a pilot site then confirming the wider approach would make sense.

Figure 22: Future delivery steps

1 Identify key possible bundles

Bundles	High Security	Low Security	Other
Auckland	+720 beds	New Build	
HBRP	+720 beds		Women's satellite unit
Whanganui Prison	+480 beds		
CWP	+60 beds		
CMP	Over 960 beds	Closure of poor-quality Low Security	30 bed Maximum Security Unit
Hut Unit Refurbishment		Refurbishment of 29 Hut Units	

2 Consider site-based constraints

An initial discussion to understand site specific factors was undertaken. This helped drive understanding of how a site could be redeveloped (e.g., HBRP is suitable for a staged redevelopment, whereas Auckland Prison is less suitable and is more likely to require a single or two stage redevelopment). Similarly, a prison can only handle a degree of redevelopment at a given time, and minimising or spreading out impact should occur where possible.

3 Consider network linkages

The current state of Manawatū and Invercargill Prisons frames a desire to reduce the footprint and role of these sites to Remand Transit Hubs. However, this is not feasible if muster pressures are at a critical point. Accordingly, it is acknowledged that investment in nearby prisons may offer a scaled, efficient investment opportunity to avoid costly reinvestment in these sites (e.g., redevelopment of CMP will free up capacity at OCF, allowing Invercargill Prison to retrench; similar to HBRP and/or Whanganui Prison Investment in the Central North Island).

4 Consider flexible deployment over time

Overall demand for prison beds is uncertain. There is also a requirement to consider constraints in terms of redevelopment of a prison and overall market appetite. Accordingly, a portfolio approach that plans for a base scenario, but allows flexible decision-making across the network is required. For example, major redevelopment programmes will be split up into phases. This provides the ability to flex in response to the most current view of likely future demand, while progressing the investments that need to occur under any scenario.

4.2 Potential 20-year view

The initial timing of the LTNCP spans over 20 years. Bundled investments will be spread over this time period, considering the weighted LTNCP Strategic Priority score, indicative cost, and the implementation rating. The potential 20-year view as detailed in Figure 23 notes the indicative net capacity change of each investment, leading to the addition of over 5,100 beds and targeting the replacement of over 2,200 poor quality beds across security classifications.
The size, scope and timing of investments may move in response to changing drivers such as demand. Note Figure 15 does not include enabling infrastructure investments outside of key redevelopments, as these timings are outlined in their respective programmes.

Investments where planning begins in the shorter-term (2024–2029) will involve action from Corrections in the next 2–3 years, for which further explanation is detailed in Section 7.

4.2.1 What could the network look like by 2045?

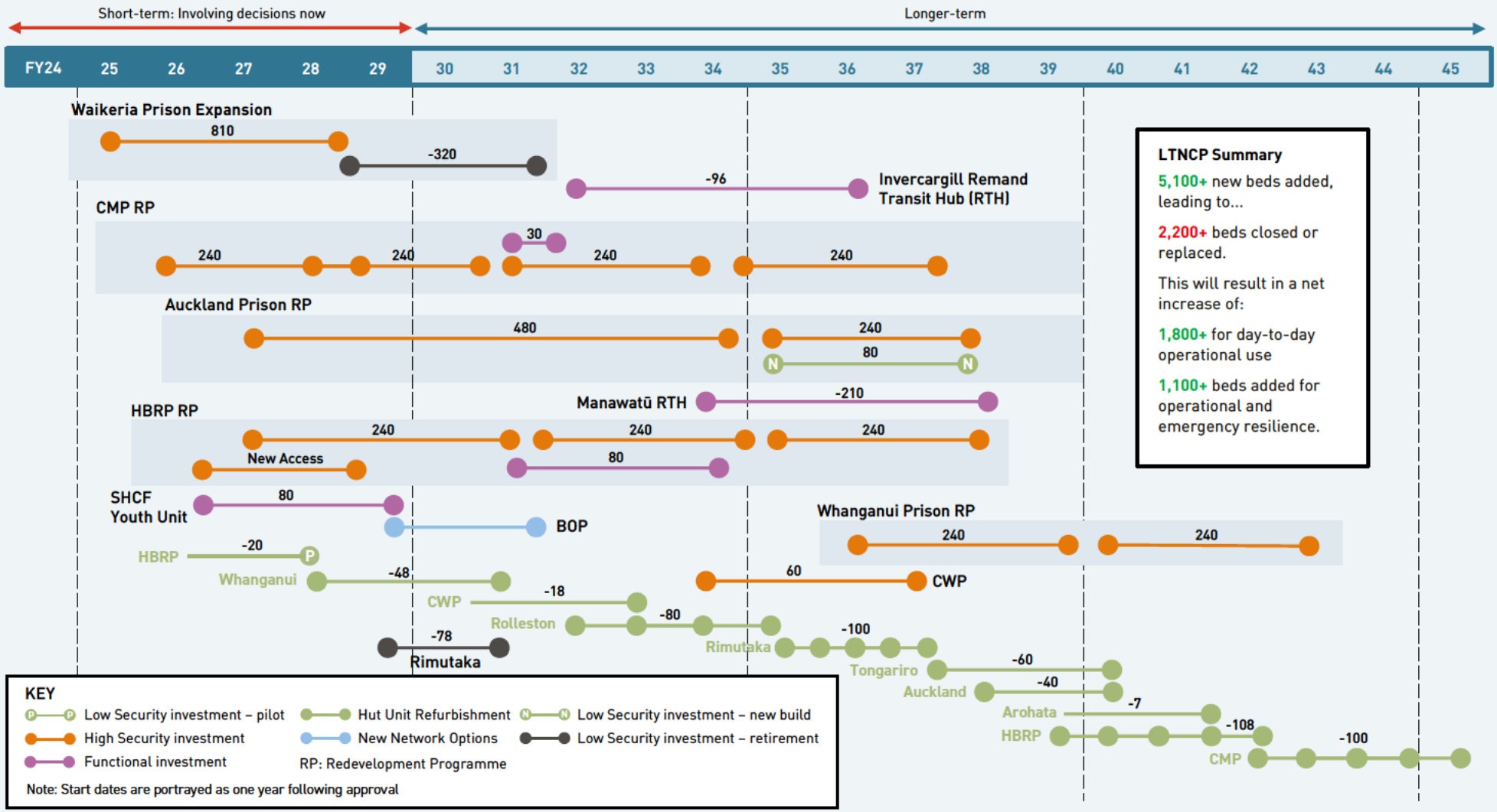
In the short-term, there is an emphasis on planning and preparation for Redevelopment Programme budget bids, specifically targeting CMP, Auckland Prison, and HBRP. This time period focuses on the removal of capacity identified as poor quality[2] or 'end-of-life' within the network and adding new capacity to ease demand pressures. The Bay of Plenty New Network Option could be secured, and the Hut Unit Refurbishment pilot also takes place during this time. If successful, the Refurbishment Programme will begin across the network, signalling the start of a broader transformation.

From 2026/27, Corrections enters a major phase of delivery across the estate, where significant programmes of work begin, large amounts of capacity are added, and the closures of identified poor quality or end-of-life facilities occur. Corrections will closely monitor demand pressures and adjust planning and delivery as necessary. By the end of 2037, the majority of the Redevelopment Programmes are wrapping up, with the exception of Whanganui Prison, marking a milestone in the network's development and modernisation.

By 2045, most of known quality issues within the Corrections network are expected to be addressed, with population pressures alleviated, and short-term and long-term resilience added, and capacity placed where it is needed most. The result is a cohesive, healthier network that is better equipped to handle current and future challenges, enabling a more effective and adaptable system for the future.

2. Based on Quality and Functionality assessments carried out in 2015 and 2018

Figure 23: LTNCP 'Plan on a page'



Summary of key projects / programmes

Waikeria Prison Expansion	CMP RP	Auckland Prison RP	HBRP RP	Whanganui Prison	CWP RP	Hut Unit Refurbishment
810 beds	960 beds	720 beds	720 beds	480 beds	60 beds	Refurbish 28 + Hut Units

5

Context for funding the LTNCP/ funding considerations

5.1 The need to address capacity demand in a fiscally responsible manner is fully acknowledged

Prison capacity planning requirements are significantly driven by Justice Sector Projections as to prison population. To service a projected growth in prisoner population, the need for an increased asset base for Corrections forms a key driver for the LTNCP, alongside addressing asset quality and condition issues for a changing prisoner demographic.

The LTNCP's delivery is dependent on future Budget decisions and related consideration alongside all Government priorities.

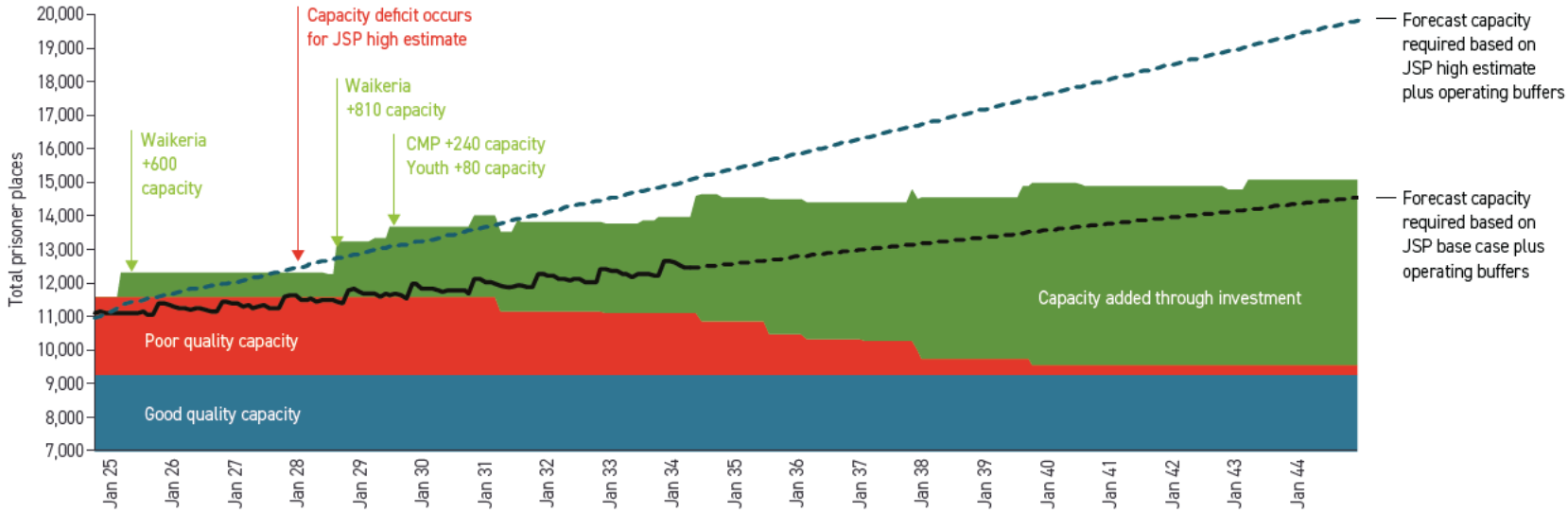
Given the significant lead times for adding new capacity to the network, the decisions related to adding new capacity need to be made with sufficient lead time to mitigate the risk of insufficient infrastructure. Accordingly short-term network intentions out to 2030 are signalled as requiring investment consideration over the next three years.

In order to allow for robust Cabinet consideration of these proposals, any investment decision will be subject to subsequent business case approval. Other capacity intentions and indicative intentions planned between 2030 and 2045 have been included to allow for considered, long-term planning.

5.2. Fiscal benefits of network level capacity planning

As a central strategy the LTNCP provides coordinated direction and prioritisation guidance for the continued stewardship of the prison network. Consistent with the network level approach taken in Budget 24 (prison demand cost pressure initiative), the LTNCP further enables integrated planning at a prison network level and prioritises working within the current footprint of the prison network.

Figure 24: Capacity and population correlation over time



The identification of Strategic Nodes is in part intended to minimise the capital requirements associated with building new prison capacity. Previous experience shows that the 'cost per new bed' is reduced, the greater the scale of the development (although this cannot be taken to extremes – prisons can become significantly more difficult to manage once their size passes a certain point). Focusing on dealing with quality and capacity issues through a distributed spine of Strategic Nodes across New Zealand emphasises scaled new build investment responses and will likely support more effective prison operations.

The LTNCP will also be used to avoid spend on less critical, poor quality facilities to avoid unnecessary, costly and disruptive expenditure that could result from a site rather than network level planning.

While Manawatū and Invercargill Prisons have significant quality issues, the LTNCP does not signal a like for like replacement of this capacity (these two sites scored low in both quality and criticality (reflecting low proximity to the population) per the Quality Definition Framework). The LTNCP reflects a long-term intention to focus and reframe the role of these facilities to Remand Transit Hubs. This means a continuation of the 'connection' and court servicing benefit, while increased capacity decisions are focused on Strategic Nodes where scale can be created.

Some of the complexities associated with the LTNCP include the uncertainties associated with any long-term plan. The key driver for the custodial network is the expected prison population for which its uncertainty is illustrated further in Section 6.

It is acknowledged that the LTNCP will need to adapt over time and that fluctuations in demand will have a tangible impact on the timing and scope of implementation. The flexibility inherently designed within the LTNCP and Future Prison Network Framework will provide options to cater to uncertain demand environments and needs.

5.3 The LTNCP and the Investment Management System

There are increasing expectations around long-term infrastructure planning and asset management. Corrections needs to be at the forefront of this planning. Cabinet Circular 23 (9) outlines a requirement for "Agencies [to] identify in their investment reporting as early as possible all investment intentions (over a minimum of ten years) that would require Cabinet consideration." Similarly, the Infrastructure Commission is increasingly advocating for more certainty and transparency over future pipeline, while stressing the need for a greater focus on maintenance and use of existing asset bases.

Quarterly Investment Reporting (QIR) through to the Treasury has reflected the latest information now available from the LTNCP, this includes sequencing and indicative costing estimates for key capacity projects and programmes. Indicative capital costings are based on benchmark costs understood from recent prison developments as well as some new designs. The variability of other costing factors was also included when deriving indicative capital estimates such as support buildings/functions, secure perimeters, external works, ground conditions, demolition, enabling works/sitewide infrastructure, construction impact during operations, and locality.

5.4 Delivery of the LTNCP is dependent on future Budget decisions

The most significant funding considerations will relate to demand led high security capacity additions, as these tend to require a new build approach. This is largely because this is either in response to core demand growth, or because decant then refurbishment is not viable given network pressures, and uplifting the quality and condition would be extremely expensive and difficult.

Corrections is progressing work to establish more detailed costing assessments for business case purposes. This work is primarily focused on the CMP RP (with a submission due to Cabinet late 2024), followed by proposed Auckland Prison and HBRP Redevelopment.

These redevelopments are characterised by a strong planning signal about the final operating size of each site, combined with phasing towards that final state. This retains the advantages of scale across the site while allowing for staged decision-making in response to uncertainty.

As a capital-intensive organisation, Corrections has carefully stewarded its capital reserves. The ability to prioritise internal capital funding will be considered at each investment point of the LTNCP. It will include the prioritisation of existing capital plan intentions, as well as existing funded programmes. Delivery of the LTNCP to meet the anticipated prison population demand will, however, be dependent on funding being available through future Budget processes and the need to account for Government priorities.

Informed by the LTNCP, Corrections is working on an indicative multi-year funding profile out to 2030 to fully inform decision makers as to the level of capital self-funding that can be made available (along with the associated opportunity cost), the capital injection profile and operating cost implications. New capacity will require associated operating expenditure in relation to both the asset (capital charge, depreciation, maintenance) and its operation (staffing and offender related costs). Following Budget 24 Corrections is funded through the Operating baseline for a rise in prison population up to 10,000 prisoners with a 10% resilience/operating buffer (11,000 beds) by 30 June 2025.

Significant components of the LTNCP

Table 4: Significant components of the LTNCP

Components	Potential phasing	Indicative total cost (Budget 25–29)			Timing
		Total capital	Annual ongoing operating costs*		
		Capital (escalated value)	Depreciation/ capital charge/ asset maintenance	Operating costs (personnel etc.)	
Waikeria Prison Expansion	**Building on the existing Waikeria Prison Development** • Additional **810** beds	Budget 24 tagged contingency		9(2)(f)(iv), 9(2)(j)	2024–2028/29
CMP Redevelopment Programme	• Phase 1: **240** high security beds • Phase 2: **240** High security beds	9(2)(f)(iv), 9(2)(j)			Main contract by 2026. All phases potentially out to 2038
Auckland Prison Redevelopment Programme	• Phase 1: **480** high security beds				Main contract in 2027–2028. All phases potentially out to 2037
HBRP Redevelopment Programme	• Phase 1: New access • Phase 2: **240** high security beds • Phase 3: greater than **240** beds (supporting replacement of 256 beds)				Main contract in 2027–2028. All phases potentially out to 2038 Main contract in 2033–2034. All phases potentially out to 2044
Whanganui Prison Redevelopment Programme	**Up to two phases:** • Phase 1: **240** beds (replacement of 207 beds) • Phase 2: greater than **240** beds				Main contract in 2033. All phases out to potentially 2037
CWP Redevelopment Programme	**One phase including the replacement of 44 beds:** • Smaller scale – accommodation block (replacement of 44 beds)				2025–2044
Hut Unit Refurbishment	**Rolling approach consisting of:** • Upgrade of **20–30** low security units over the next 20 years – either on a unit by unit or site-by-site basis.				2025–2044

*Operating costs are indicative only as funding will be sought on a network basis aligned to prisoner volumes and will be moved around the network to reflect prison capacity

6

Strategic factors for planning and delivery

Strategic factors for planning and delivery

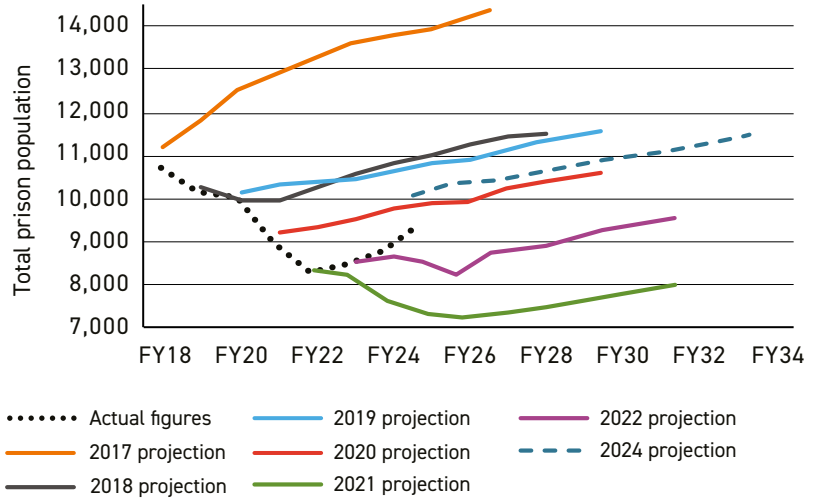
6.1 How will variations in demand impact the portfolio?

6.1.1 Demand uncertainty

There are many unknowns in the context of a long-term plan, which may change aspects of potential investment, or the direction of the LTNCP more generally. While the LTNCP cannot account for all of these uncertainties, overall demand has been focused on as the key driver of change to account for Corrections' future network. This is due to the strong relationship between infrastructure investment and the amount of replacement and/or additional capacity investments provide. Fluctuations in demand and variability have a tangible impact on decisions made in the LTNCP and the scope and speed of investment.

Long-term planning for network capacity* is informed by ten-year projections released annually by the Ministry of Justice, following collaborative development with the sector. Figure 25 provides a comparison of projections from 2017 to 2022 against actual population figures. These projections incorporate trends and growth rates. Historical actual figures have typically varied from projections, reflecting uncertainty associated with social trends, Government focus areas, and legislation. Justice Sector Projections cannot account for all communicated policy positions of a current government, tending to reflect only policies that are funded and/or have a developed implementation plan. This results in significant variance between year-on-year projections, making it difficult to make long-term investment decisions with a high degree of certainty.

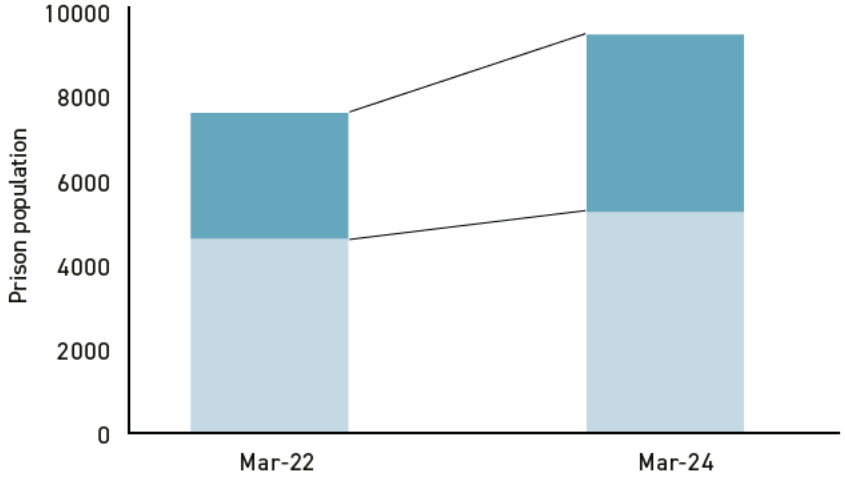
Figure 25: Prison population projections



*References to capacity in this sense are not related to the 'capacity' Strategic Priority for which potential investments are ranked against in a quantitative manner.

As per the figure below, the remand population has driven much of the increase in the prisoner population in recent years.

Figure 26: Remand populations have increased



Remand populations have risen

The remand population has increased

40%

over the past 24 months to **4,196** as of March 2024

The total onsite population has increased

25%

over the past 24 months to **9,442** as of March 2024

Corrections will continue monitoring trends, and developing our response accordingly. If the use of low security accommodation for remandees continues or grows, this may drive a change in either the total investment needed or the mix of capacity type. The use of the Remand Management 2 Tool (RMT2) is discussed further in Section 6.5.

The LTNCP is designed to address this uncertainty, by designing investments that flex capacity upwards or downwards at the portfolio level.

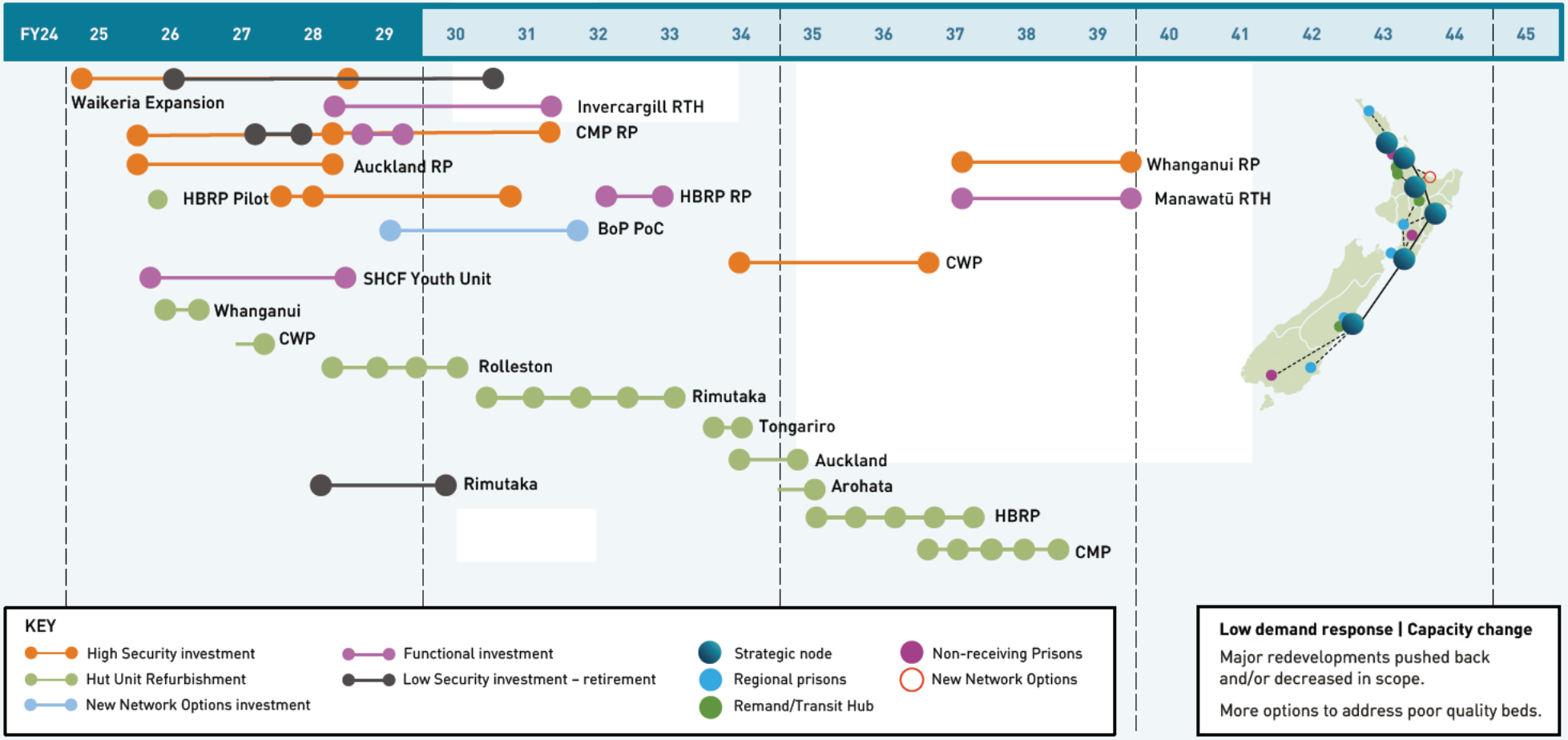
The LTNCP aims to create the ability to increase capacity in stages, providing opportunities to pause or accelerate development in response to shifting demand, or to pursue other opportunities (closures of poor quality or end-of-life capacity at low criticality sites). An overview of differences in this investment across the network is noted in Figures 27 and 28.

6.1.2 How will low demand impact the portfolio?

If demand is lower than what the population projections (the base case) assume, the LTNCP will allow for less and slower investment with a focus on addressing poor quality or end-of-life capacity (while still catering to underlying population demands). Lower demand limits the extent of capacity focused investment required, allowing investment in Strategic Nodes to support addressing quality issues and allowing for a refocussed purpose at some prisons. A potential view of low demand investment over the next 20 years is depicted in Figure 27.

Unlike the Base Case and higher demand responses, there is less overall investment and investments involving the closure of poor-quality capacity can be brought forward. It should be noted that even though there is essentially no added capacity to the network under this response, significant investment in CMP, Auckland Prison, HBRP, Whanganui Prison and CWP will occur. This indicates that starting these investments (noting they could be scaled up) will be required regardless – even if anticipated demand growth does not occur.

Figure 27: Low demand potential investment view

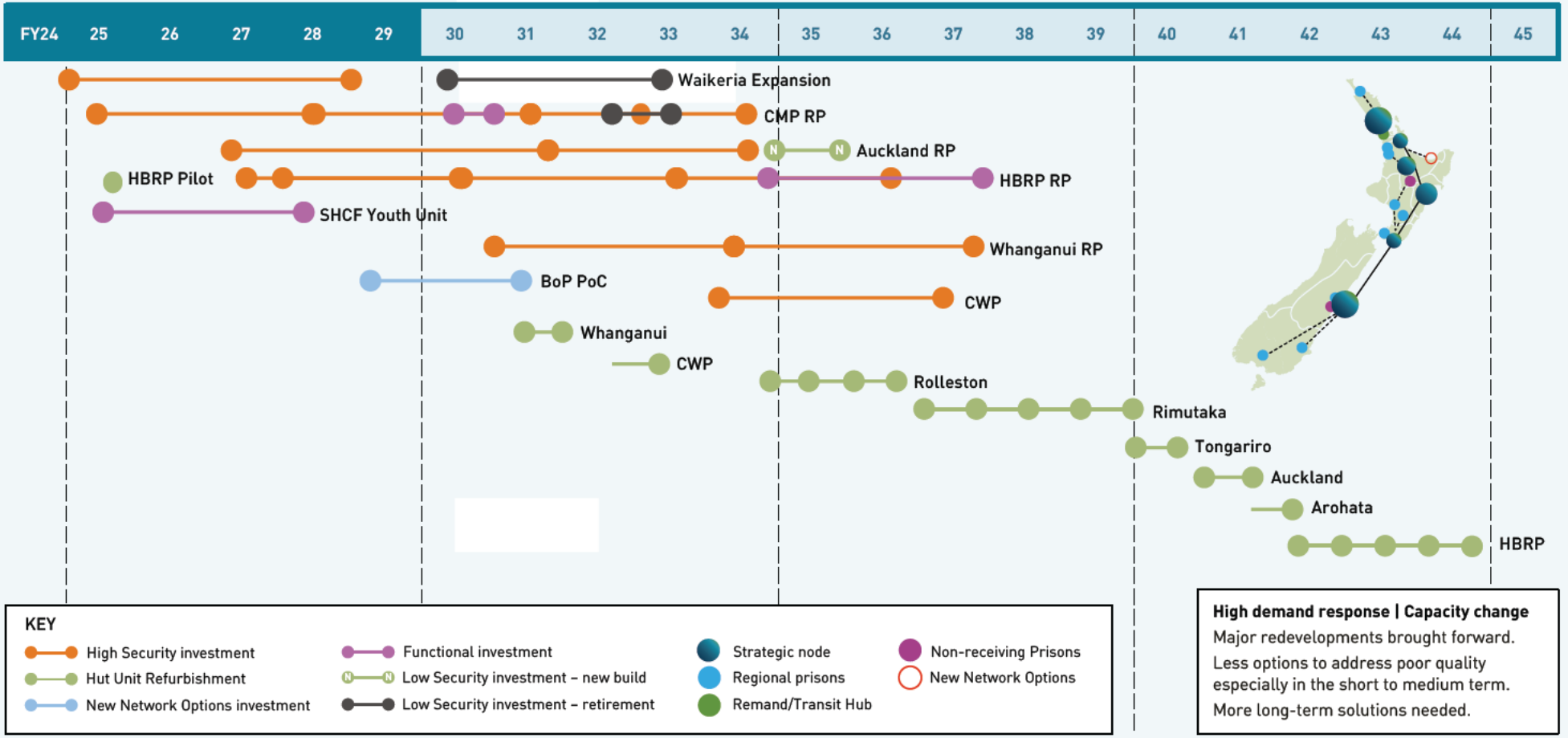


6.1.3 How will high demand impact the portfolio?

A higher demand response relative to the Base Case will require faster approvals and therefore investment as depicted by Figure 28. Investment increases capacity more broadly across the network, with larger Strategic Node icons representing the higher population. Under this demand scenario, there is less ability to flex other sites and refocus the purpose of the sites (e.g., the scope and scale of Manawatū and Invercargill will continue for a greater period). While a higher demand response may provide a similar number of beds to the Base Case, capacity-oriented investments can be prioritised while those that involve closures can be delayed. The Bay of Plenty Platform for Change – and its ability to provide a 'capacity response' – becomes more important in responding to high volumes.

The Ministry of Justice has noted that the Base Case of a total prison population of over 11,500 in the next ten years has the potential to increase to over 13,900. This is due to other policy changes that are being proposed but are yet to be formally approved. A substantial deviation from the Base Case may trigger a refresh of the LTNCP.

Figure 28: High demand potential investment view



6.2 Commercial approaches

The Government and New Zealand Infrastructure Commission have recently expressed a desire to provide more certainty and communications about the infrastructure pipeline across New Zealand. Similarly, industry bodies are also communicating that certainty of pipeline will support increases in productivity (e.g., Infrastructure New Zealand report: Estimating the Costs of an Uncertain Infrastructure Pipeline – September 2023).

This LTNCP is an example of a Government agency looking at its pipeline over the long-term and prioritising its effort based on scenarios. With this long-term view comes opportunities not just for Corrections, but for New Zealand as a whole, to explore approaches to more proactive planning and delivery.

6.2.1 New Zealand's infrastructure pipeline

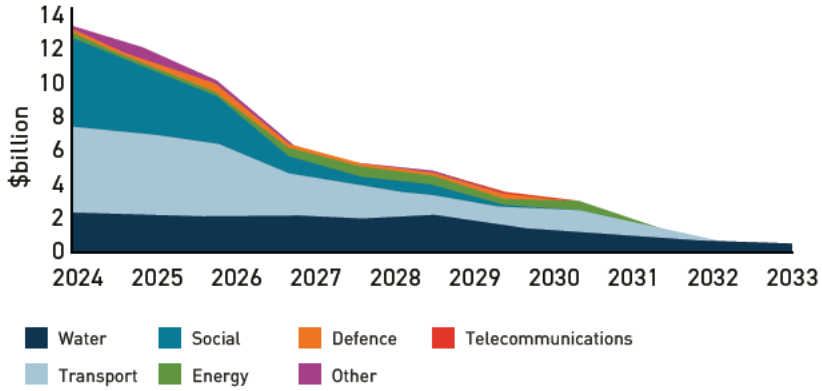
The projects in the National Infrastructure Pipeline, administered by Te Waihanga, are valued at $108.5 billion as of Q4 2023, with a total of $13 billion in projected annual spend for 2024 (as noted in Figure 29), with some on a scale and complexity never seen before in the New Zealand market.[3] While fiscal constraints will likely limit the draw on market capacity, ability to deliver must still be factored in for both Corrections at an agency level, and at a national level.

6.2.2 Better approaches enabled by more strategic long-term planning

The challenge associated with delivering the LTNCP is significant and requires an uplift in productivity. Broadly, there are things Corrections could do to achieve this:

- **Adoption of strategic partnerships and longer-term contracting models** with transparent costs and provisions for specific work segments could foster more consistent relationships and better financial planning.
- **Greater use of panel type arrangements** – this could involve awarded contracts for construction, or for other services, such as design. Panel membership could be based on scale, suitability, past performance, and/or other metrics depending on Corrections priorities – with the intent of reducing friction and timelines associated with on-boarding services for delivery.
- **Bundling services and aligning work programmes within Corrections** – to promote better internal coordination between Procurement, Finance, and Legal Services.
- **Long-term planning** in areas such as Resource Management Act (RMA) consenting and community engagement, aligning better with community's long-term vision.
- **Addressing challenges** including limitations of the Public Finance Act on long-term funding commitments, the need for improved governance and programme-based funding, contract management maturity, and the necessity of locking in profit margins for industry when considering procurement models.

Figure 29: Projected project spend by sector, 2024–2034, Te Waihanga



3. https://tewaihanga.govt.nz/the-pipeline/pipeline-snapshot

One of the key takeaways of unlocking these productivity gains is for Corrections to work with the market to invest in the skills and supply chain needed to deliver the LNTCP. Vital to this will be greater certainty of pipeline and continuity. This could involve mechanisms such as continuity across project phases, collaborative approaches, or other strategic commercial approaches.

> *As part of the Cabinet engagement on the LTNCP, Corrections will ask for Ministers' appetites on signalling certainty of pipeline – particularly flagging the likelihood of significant development at HBRP and Auckland Prison within the next five years, and whether the CMP RP procurement approach could pivot into longer-term relationships across the estate.*

6.2.3 Lessons learnt from other uses of alternative commercial approaches

Strategic approaches have been delivered at scale at comparable jurisdictions in recent history, such as the Programme Delivery Approach (PDA), as established by the Victorian State Government.

The CMP RP is potentially the first major project in a pipeline of significant capital investment across Corrections' prison network. Like the PDA, for major redevelopment programmes, Corrections can take lessons learnt from initial projects, as well as adopting similar delivery approaches, such as through having a long-term strategic partner, or other approaches such as using standardised design.

The employment of strategic commercial approaches will likely achieve efficiencies in delivery across the LTNCP. Exploring options during procurement phases of investments and understanding the market's appetite for longer-term strategic arrangements is likely to be beneficial for both Corrections, and its suppliers.

Victoria State Government Programme Delivery Approach

In 2019, the Victoria State Government established a Programme Delivery Approach (PDA), which combined relationship procurement principles with design-build contracting, supported by an incentivised target cost regime to deliver nearly $5 billion worth of projects across metropolitan Melbourne and regional Victoria.[4]

The PDA involved employing strategic delivery mechanisms, such as establishing multiple contractor and designer panels with upfront agreed commercial terms. Projects under the PDA are awarded to contractors from the appropriate panel, based on past performance, capacity, and capability. Analysis found the PDA allocates project risk in a fairer, more reasonable manner, enhancing cost and schedule certainty.[5] It encourages a culture of collaboration, knowledge sharing, and problem solving, facilitated by a shift away from fear of negative financial outcomes.[6]

6.2.4 Prefabrication and other opportunities for innovation

Prefabrication or modular construction is one possible innovative approach that could be explored. If the Government is willing to express commitment to the significant Redevelopment Programmes signalled in the nearer term (CMP, Auckland Prison, and HBRP RPs, as well as the already approved Waikeria Prison Expansion), there is an opportunity to invest in the capacity to create modular or prefabricated cells (and other components of the Redevelopment Programmes).

4. https://bigbuild.vic.gov.au/about/vida/major-road-projects-victoria/about-us/program-delivery
5. www.deakin.edu.au/about-deakin/news-and-media-releases/articles/deakin-researchers-count-the-cost-of-victorias-major-projects#::text=In%202020%2C%20Major%20Road%20Projects,%245%20billion%20worth%20of%20projects
6. https://law.unimelb.edu.au/__data/assets/pdf_file/0004/4759672/MRPV-and-its-Project-Delivery-Approach-September-2023.pdf

This may significantly bolster the broader construction industry by enhancing the overall supply chain for prefabricated construction. This investment may also drive advancements in manufacturing techniques, increase production efficiency, and foster innovation in modular building materials and methods. As the demand capacity to deliver prefabricated cells grows, this may drive a scale up in operations, leading to cost reductions and shorter project timelines. These improvements may then be applied to other sectors, such as residential, commercial, and education, where modular solutions are increasingly sought after for their speed and efficiency. By strengthening the supply chain infrastructure, the LTNCP and its delivery programmes might promote industry-wide benefits, including job creation, skills development, and economic growth.

Prefabrication is a subset of Modern Methods of Construction (MMC). MMC is a term used to describe a number of processes that improve upon traditional design and construction approaches. This can include design standardisation, use of technology and onsite innovations. There is an opportunity for Corrections to incorporate aspects of MMC to bring about benefits to the current and future build programmes, including accelerated delivery, reduced cost, and increased cost certainty.

The Hut Unit Refurbishment is another opportunity where MMC-type methods could be explored. As it is looking at refurbishing units across 20–30 sites in the prison network, and given the repeatable nature of this work, investment in a long-term partner or capability may be the most effective way of delivering this work.

The potential value of such an approach is clear but it will only be unlocked by the commitment to the scale of investments signalled within the LTNCP.

6.3 What impacts the LTNCP and what is driven by the LTNCP?

The LTNCP cannot be developed in isolation of what's going on in Corrections, the wider Justice Sector, and other government agencies. The LTNCP will be informed, influenced and in some cases directed by work, groups, or activities both inside and outside of Corrections. Changes to legislation, for example, may have a direct impact on proposed investments in the LTNCP. Likewise, the LTNCP will inform and influence internal and external work, groups, or activities and more specifically direct work or activity within Corrections. It is expected that from January 2025 onward, the below approach will be integrated into ways of working within Corrections.

6.4 Possible strategic considerations

While the scope of the LTNCP is limited to infrastructure and property decisions, it is subject to decisions made in other parts of Corrections, including changes to policy and working approaches. Those considered notable to the LTNCP at the time of writing are as noted in Figure 31.

Figure 30: What impacts the LTNCP and what is driven by the LTNCP

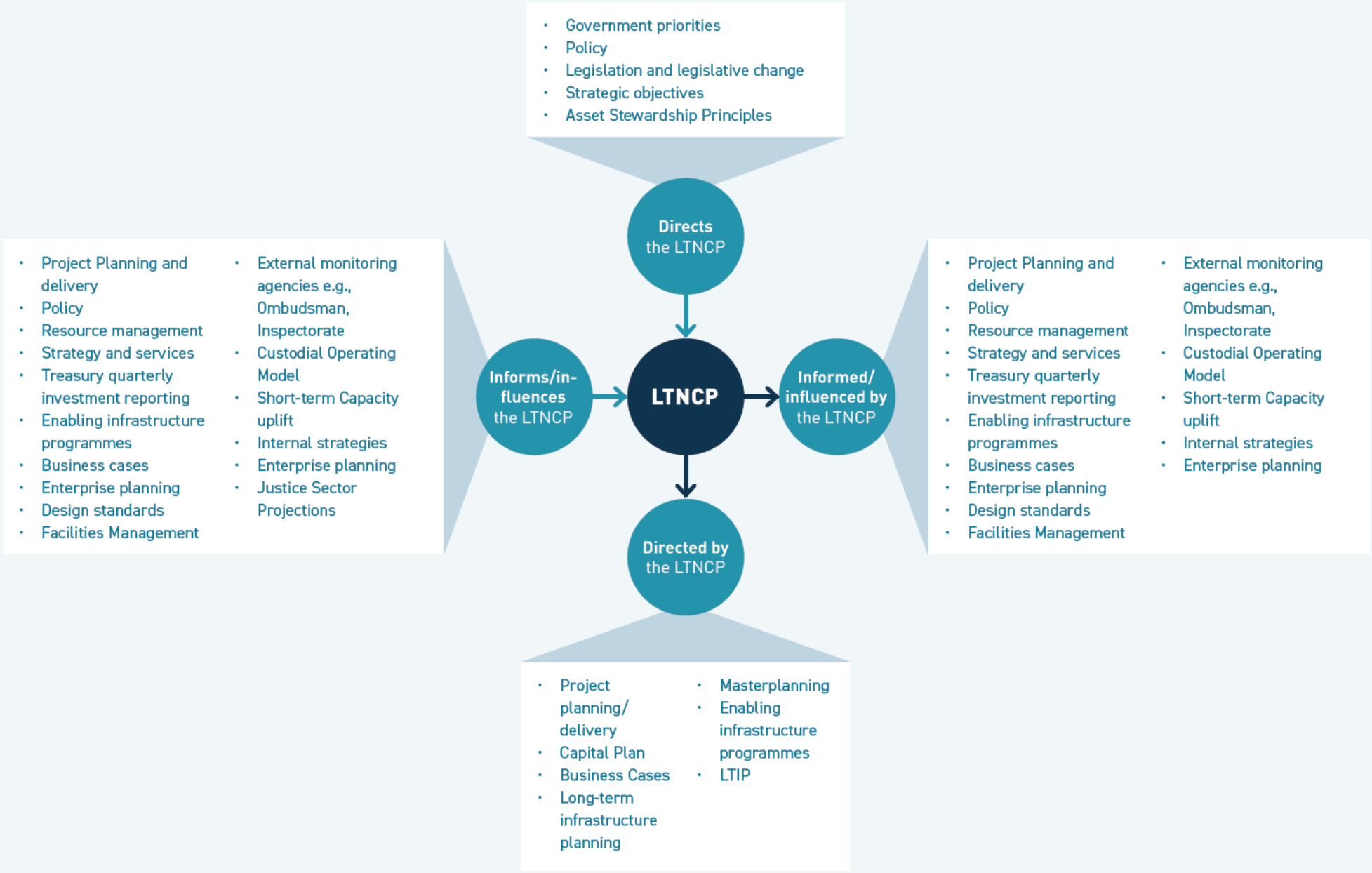


Figure 31: Policy considerations for the LTNCP

Confirm policy and projections for using Low Security capacity for remandees

A consistent assumption has been that remandees are to be held in high security environments. In recent times however, Corrections has successfully used lower security accommodation for remandees, including at the CMP Modular Units. The Remand Management 2 Tool has been used to assess the suitability of prisoners for this. Low security capacity has been in 'surplus' in recent years, and a change in settings or further increased use of low security capacity for remandees may provide opportunities to reduce the requirement for investment in the high security estate (through the use of refurbished hut units, for example).

Explore feasibility of ASCF development, which might displace other investment requirements

There is a potential opportunity for development of the current ASCF PPP. Dependent on the timing and feasibility of this going ahead, some current investment requirements could be covered by this. This could impact on the capacity certain Redevelopment Programmes (such as those in the same/close regions) would otherwise provide.

Compare cost of an alternate design to the Waikeria PPP 'X-Wing'

LTNCP costings have been derived from a modified design similar to the Waikeria PPP 'X-Wing' accommodation building. This design envisions accommodation buildings comprising four wings, with each wing containing 40 cells. It is anticipated that each wing will house 60 prisoners. However, feedback has consistently indicated that smaller wing sizes would lead to substantially improved operational outcomes, enhancing the ability to segregate and manage different prisoner cohorts more effectively, as well as future-proof the facilities against shifts in demand and inmate needs.

It would be beneficial to conduct a study comparing the costs of a smaller-winged accommodation building design to that of the Waikeria Prison PPP 'X-Wing' model. The findings from such a study could provide valuable insights for future high security developments.

Explore design with a view to enabling Modern Methods of Construction

As discussed at 6.2.4, MMC has the potential to support faster, less disruptive delivery of prison redevelopments. However, this is an approach untested at the scale of redevelopment considered by the LTNCP. Further study, informed by conversations with private sector construction and production specialists, will better allow Corrections' to determine the benefits (and trade-offs) associated with an MMC approach.

7

Next steps

Next steps

7.1 What are the next steps?

The LTNCP is designed to drive and focus action, while being flexible to uncertainty. For this reason, actions have been divided into three categories.

Figure 32: LTNCP next steps

Short-term

2024–2029
The most definite activities where planning begins now, with delivery intended to begin by 2029.

Medium-term

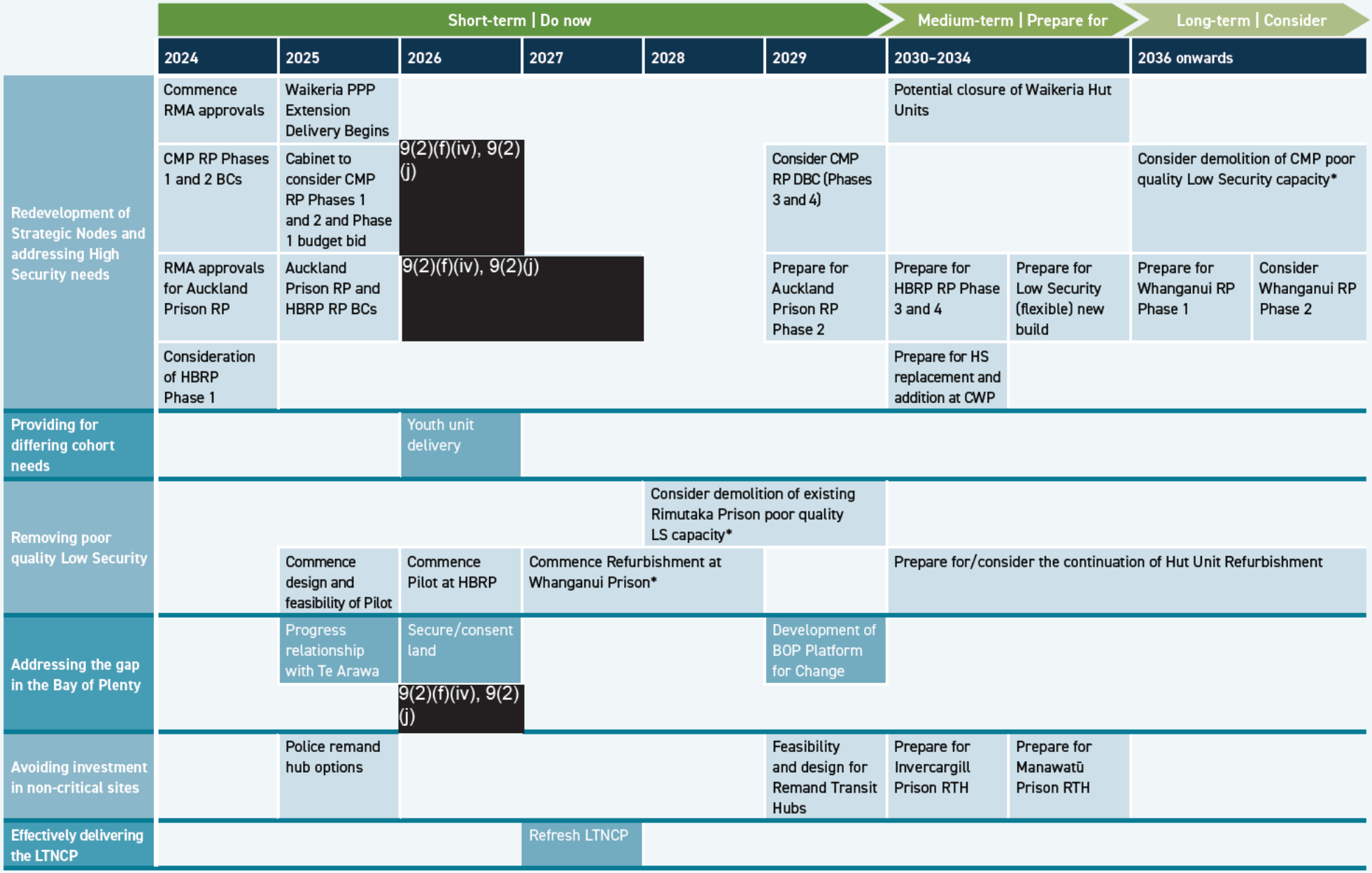
2030–2034
The activities Corrections should look to prepare for, noting a degree of flexibility needed due to the potential outcomes of prior actions, and future uncertainties.

Long-term

2036 onwards
The activities that have the highest degree of uncertainty. Corrections should act at present, while considering these activities, noting that these are likely to change and evolve as time progresses.

Actions associated with the LTNCP are depicted in Figure 33.

Figure 33: LTNCP next steps



*As capacity constraints allow

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