



Report No.

60

April 2009

OFFICE OF THE INSPECTOR OF CUSTODIAL SERVICES

REPORT OF AN ANNOUNCED INSPECTION OF  
ALBANY REGIONAL PRISON



Report of an Announced Inspection of  
Albany Regional Prison

Office of the Inspector of Custodial Services  
Level 27, 197 St George's Terrace, Perth WA 6000

[www.custodialinspector.wa.gov.au](http://www.custodialinspector.wa.gov.au)

April 2009

ISSN 1445-3134

**This report is available on the Office's website  
and will be made available, upon request,  
in alternate formats.**



This document uses environmentally friendly paper, comprising  
50% recycled & 50% totally chlorine free plantation pulp.

# Contents

---

---

THE INSPECTOR'S OVERVIEW	
ALBANY REGIONAL PRISON: A WELL PERFORMING PRISON WITH FURTHER POTENTIAL .....	iii
SUMMARY OF FINDINGS AND RECOMMENDATIONS .....	v
CHAPTER 1	
INTRODUCTION .....	1
CHAPTER 2	
CUSTODY .....	3
Reception .....	3
Custodial Infrastructure .....	3
Dynamic Security .....	4
Procedural Security .....	5
CHAPTER 3	
CARE AND WELLBEING .....	6
Aboriginal Issues .....	6
Aboriginal Visitors Scheme .....	7
Peer Support Group .....	8
Protection Prisoners .....	8
External Contacts and Communications .....	10
Regionalisation .....	12
Recreation .....	13
Canteen .....	13
Food and Nutrition .....	14
Drug and Alcohol Issues .....	14
Health Services .....	15
CHAPTER 4	
REHABILITATION .....	18
Case management .....	18
Programs .....	18
Re-entry Services and Programs .....	20
Education .....	21
CHAPTER 5	
REPARATION .....	23
Prisoner Underemployment .....	23
Gratuities .....	25
Vocational Support Officers .....	26
Industries .....	27

---



---

<b>CHAPTER 6</b>	
RESOURCES AND SYSTEMS .....	33
Management .....	33
Staffing .....	34
Training.....	35
Sustainability .....	35
Environmental Health Assessment.....	36
Community Engagement .....	36
 <b>CHAPTER 7</b>	
WORK CAMPS .....	38
 <b>APPENDIX 1</b>	
THE DEPARTMENT’S RESPONSE TO THE 2008 RECOMMENDATIONS .....	41
 <b>APPENDIX 2</b>	
ALBANY LOCALLY REMEDIABLE ISSUES .....	44
 <b>APPENDIX 3</b>	
SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006 RECOMMENDATIONS .....	45
 <b>APPENDIX 4</b>	
THE INSPECTION TEAM .....	47
 <b>APPENDIX 5</b>	
KEY DATES .....	48

# The Inspector's Overview

## ALBANY REGIONAL PRISON: A WELL PERFORMING PRISON WITH FURTHER POTENTIAL

---

The inspection of Albany Regional Prison in November 2008 took place well before I took up the position of Inspector of Custodial Services on 30th March 2009. This is the first report to be published on my 'watch' and I have taken the opportunity to consider the findings and recommendations of this report, the way that our reports are structured and written, and the nature of the responses by the Department of Corrective Services.

Before commenting on the general findings of this report, it is important to note the context in which this report appears. Overcrowding in the State's prisons is getting worse, with the prison population increasing by around 160 prisoners in the last three months and over 400 in the last 12 months. It has increased by more than 1,000 (or around one third) from April 2004 levels. To put these numbers in context, Albany housed around 220 prisoners at the time of the inspection and was above its built capacity. The prison population is projected to increase significantly and rapidly over the foreseeable future. Thus, even if there is a substantial prison building program, overcrowding will be an issue for many years to come and Albany, like other prisons, will face challenges in housing prisoners and in providing services, employment, and programs. I will return to some of these issues later in this overview and in future reports.

The main findings of the report certainly reflect well on local management and staff at Albany Regional Prison. The prison has been managing an increased population of prisoners by way of double-bunking and the historically good relationship between staff and prisoners has provided a solid basis for minimising the strains and tensions that usually come with overcrowding. Prisoner surveys rated relationships with staff highly and there was clearly a sense of mutual respect. Health services were generally good, and there have been improvements in education. However, the report does express a number of concerns. These include the fact that the prison was not providing sufficient work for prisoners and was falling short in its services and support for Aboriginal prisoners from regional and remote areas (12% of the prison's population).

In line with other recent reports from this Office, this report makes a limited number of strategic recommendations (*Appendix 1*) which are directed to the Department of Corrective Services as well as the prison itself. It also lists a series of 'locally remediable issues' (*Appendix 2*) which are directed mainly to local management. I am pleased to record that our post-inspection visits found that the prison had made a good start on implementing many of these locally remediable matters.

I am obviously concerned that the increasing prisoner population will affect the capacity of Albany and other prisons to meet standards and targets that have been accepted best practice in recent years. In that regard, I draw attention to the Department's responses to Recommendation 4, which relates to work and skill development. We found that:

'Underemployment was a real issue for the prison, particularly for Aboriginal prisoners ... and those with little or no work skills. The majority of the unit-based and miscellaneous workers had little to do for the majority of the day, and the activities they undertook were generally unskilled and not supported by any training or skilling activities.'

Our recommendation was for all prisoners to be 'engaged in meaningful employment or skill development activities for a minimum of six hours per day.' Six hours per day (or 30 hours per week) has been the generally accepted target for many years, and is embedded in the State's contract with Serco Australia Pty Limited for the privately operated Acacia Prison.

Interestingly, the Department does not dispute our finding about underemployment but supports Recommendation 4 only 'in part'. This appears to mean that it does broadly accept the value of work and skill development. Indeed, it states that a 'corporate review' of prisoner employment has recently been commissioned with a view to future improvement. However, corporate reviews invariably take considerable time before there are concrete outcomes. The Department's response also contains an important caveat: '[t]he review ... will not necessarily ensure ... meaningful employment or skill development for a minimum of six hours per day.' Thus, even before the review is carried out, the Department seems to be contemplating a target for meaningful activities across all its prisons that is (i) lower than its previous targets and (ii) less than the State expects of its privately operated prison.

The Department goes on to say that Recommendation 4 involves an 'acceptable risk'. However, it is clear from the terms of our recommendation that I do not regard underemployment in prisons as 'acceptable'. Idle prisoners tend to become bored, disaffected, restless and more of a management problem. Furthermore, prison should provide an opportunity for prisoners to develop a work ethic and a sense of routine, and to learn skills that will help them obtain employment and avoid returning to prison.

In a similar vein, I was disappointed in the Department's total rejection of Recommendation 7, that 'the Department implement a strategy with a view to ensuring a proportionate number of Nyoongar Aboriginals are placed in work camps.' It seems clear from this that the Department will not be working on initiatives to make work camps (either the two existing camps at Walpole and Pardelup or a new camp) more accessible for Nyoongar prisoners. This seems to be at odds with its general policy settings which have targeted proportional representation of all prisoners in innovative initiatives.

The Department's rejection of Recommendation 7 is backed by an assessment that it only involves a 'low risk'. It may well be that the risk is low if the question that is asked is whether there will be a threat to security, safety and control within Albany Prison. However, viewed more broadly, there are very real risks. The system may miss an opportunity to better prepare Aboriginal prisoners for release and to reduce their chances of returning to prison; ultimately this poses risks to the public purse.

In conclusion, let me reiterate that this report shows that Albany Regional Prison was generally performing well at the time of the inspection. Our liaison visits and other sources show that it has continued to do so since then. However, a number of concerns arise from the Department's responses to our strategic recommendations. I believe that a positive response to those recommendations would further cement Albany's place as one of the leaders in the Western Australian prison system.

Neil Morgan  
Inspector of Custodial Services  
17 April 2009

# Summary of Findings and Recommendations

---

---

- The third Announced Inspection of Albany Regional Prison commenced on Sunday 2 November and concluded on Friday 7 November. The previous inspection undertaken in 2006 found that the prison was ‘performing to a good level, and is certainly one of the best in the state’.<sup>i</sup> It is encouraging to note that the overall findings of the current inspection were generally as positive; however, there were a number of key areas where issues needed to be addressed.
- Positive relations between staff and prisoners continued to be a strength of the prison. There had also been significant security improvements to bring the prison to the standard of other maximum security prisons in the state. The establishment of a visitors centre had significantly improved social visits. The conditions and treatment of protection and female prisoners had also improved considerably.
- Areas of concern include substandard and outdated conditions within Unit One, prisoner underemployment, gaps in available programs, lack of minimum-security options and increasing numbers of regional and remote Aboriginal prisoners being placed in the prison.

## CUSTODY

- At the time of the inspection, significant security enhancements were being implemented within the prison. These included remodelling the front gate area, the introduction of biometric identification technology and upgrading the inner perimeter detection system. These security improvements at the prison bring it in line with the state’s other maximum-security prisons.
- Dynamic security continued to be an area of success with good relations and positive interaction between staff and prisoners. The new intelligence collator position has resulted in an improvement in intelligence gathered and an increase in the number of information reports.

## CARE AND WELLBEING

- The prison was accommodating an increased number of regional and remote Aboriginal prisoners. This group has a unique set of cultural norms which require an approach different from that taken with Nyoongar Aboriginal or non-Aboriginal prisoners. The inspection found that there were gaps in the provision of care and wellbeing for this sub-population. The regional and remote Aboriginal prisoners were most likely to be accommodated in Unit One, which is the least desirable and oldest accommodation in the prison. They were also found to be on the lower gratuity levels, to be in less meaningful work (and therefore less likely to develop skills useful for post-prison employment) and to be less likely to understand ‘the system’.
- Good staff and prisoner relations have always been a real operating strength and continued to be so. There had been significant improvements to both the infrastructure and organisation of visits, particularly with the creation of a new visits centre. The prison also has a highly effective Aboriginal Visitors Scheme, Peer Support Group and general engagement with the community.

---

i Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006).

## SUMMARY OF FINDINGS AND RECOMMENDATIONS

---

---

- Albany Prison is central to the regionalisation of custodial management in the Great Southern region. However the substandard and outdated conditions within Unit One and the lack of minimum-security options present as a significant barrier to achieving this aim. Given the increasing demand for prisoner accommodation across the prison system, the replacement of Unit One and increasing minimum-security options should form part of the Department's strategic plan to increase and diversify accommodation in the region.

### *Recommendation 1:*

*That the Department schedule the replacement of Unit One within the next five years.*

### *Recommendation 2:*

*The Department should expand provision for minimum-security options at Albany Regional Prison.*

## REHABILITATION

- Case management was running well at the prison with systems being developed and implemented to better track the case management needs of prisoners. All of the prisoners had been allocated a case manager, with Individual Management Plans being up to date.
- There has been a significant lack of programs across the Department, with Albany being no exception. This situation was exacerbated by long-term staff vacancies and resulted in long waiting lists for offender treatment programs. The prison has sought to partially resolve this issue by recruiting a local agency to provide drug and alcohol programs.

### *Recommendation 3:*

*That the Department provide sufficient programs to enable all prisoners to meet all their pre-release requirements.*

## REPARATION

- Prisoner underemployment was an area of particular concern during the inspection. There was a significant shortfall of meaningful and constructive work and educational activities, particularly for Aboriginal prisoners and those with little or no work skills.
- There were high numbers of unit-based and miscellaneous workers in the prison, with these prisoners having little to do for the majority of the day, and the activities they undertook being generally unskilled and not supported by any training or skills development activities. There is a need for the prison to increase the variety and number of opportunities for employment to enable all prisoners to be involved in meaningful employment or skill development.

## SUMMARY OF FINDINGS AND RECOMMENDATIONS

---

---

### *Recommendation 4:*

*That all prisoners are engaged in meaningful employment or skills development activities for a minimum of six hours per day.*

## RESOURCES AND SYSTEMS

- The inspection found that Albany was a well-run prison, especially in managing its staff and prisoners and a significant effort had been made to address some of the issues identified in the previous inspection. However a more proactive approach is needed through the active anticipation of and treatment of risks, strategically, operationally and in project management.
- The inspection team included a representative from RiskCover, the State Government's Insurer, who offered to facilitate Albany management in workshopping the range of risks that need to be managed and develop strategies on how best to treat such risks.

### *Recommendation 5:*

*That Albany Regional Prison accept the opportunity offered to work with RiskCover and develop a risk-based approach to operations.*

- The notion of sustainability was made central to Western Australian government policy in 2004 with the release of the Sustainability Code of Practice for Government Agencies which required each agency to develop and report on three-year Sustainability Action Plans.
- Within Albany prison there was not any major strategy to reduce the environmental impact of custodial operations. Whilst there was effective sorting of waste and recycling, the prison lacked a comprehensive strategy to reduce energy usage and other wastage, manage other risks to environmental sustainability and promote the strategy to staff and prisoners.

### *Recommendation 6:*

*That Albany Regional Prison implement and report on a comprehensive sustainability strategy.*

## WORK CAMPS

- Both Walpole and Pardelup work camps, which were previously managed by Albany Prison, are now managed from Karnet Prison. They were inspected as part of the current Albany Regional Prison inspection both for logistical reasons and to ensure a level of continuity from the last inspection.
- The significant amount of reparation undertaken by the work camps and their acceptance and importance to the local community was impressive. However, it was disappointing to note the lack of investment in infrastructure at both sites and the fact that there were very few Aboriginal prisoners placed at either southern work camp.

## SUMMARY OF FINDINGS AND RECOMMENDATIONS

---

---

- The Department's 'Work Camps Future Directions' paper<sup>ii</sup> states that 'regional work camps are well suited to Aboriginal offenders who often struggle to cope with imprisonment in a standard custodial environment'. It was therefore disappointing that there have been very few Aboriginal prisoners placed at either southern work camp. Unfortunately, there is no specific work camp for Nyoongar Aboriginal prisoners from the South West region of the state, which is a missed opportunity for the Department.

*Recommendation 7:*

*The Department implement a strategy ensuring a proportionate number of Nyoongar Aboriginals are placed in work camps.*

---

ii Department of Corrective Services, *Work Camp Future Directions: A discussion paper on current issues and drivers that will influence planning for the future direction of work camps* (January 2008).

# Chapter 1

## INTRODUCTION

---

---

- 1.1 In November 2008 the third inspection of Albany Regional Prison was undertaken by this Office. The previous inspection undertaken in 2006 found that the prison was ‘performing to a good level, and is certainly one of the best in the state’.<sup>1</sup> It is encouraging to note that the overall findings of the current inspection were generally as positive; however, there were a number of key areas where issues needed to be addressed.
- 1.2 Regional and remote Aboriginal prisoners now make up a substantial sub-population within the prison; at the time of the inspection there were 28 such prisoners (12%). This group has a unique set of cultural norms which require an approach different from that taken with Nyoongar Aboriginal or non-Aboriginal prisoners. The inspection found that there were gaps in the provision of care and wellbeing for this sub-population. The regional and remote Aboriginal prisoners were most likely to be accommodated in Unit One, which is the least desirable and oldest accommodation in the prison. They were also found to be on the lower gratuity levels, to be in less meaningful work (and therefore less likely to develop skills useful for post-prison employment) and to be less likely to understand ‘the system’. It is important that these inequalities for regional and remote Aboriginal prisoners be addressed or they will become an entrenched prisoner underclass.
- 1.3 Prisoner underemployment was an area of particular concern during the inspection. There was a significant shortfall of meaningful and constructive work and educational activities, particularly for Aboriginal prisoners and those with little or no work skills. Not using the period that prisoners spend in custody for education or development of new skills represents a lost opportunity and is in conflict with the Department’s Strategic Plan<sup>2</sup> objective for ‘Offenders to Acquire Employment Relevant Skills and Qualifications’. There is a need for the prison to increase the variety and number of opportunities for employment to enable all prisoners to be involved in meaningful employment or skill development.
- 1.4 Albany Prison is central to the regionalisation of custodial management in the Great Southern region. However the substandard and outdated conditions within Unit One and the lack of minimum-security options present as a significant barrier to achieving this aim. Given the increasing demand for prisoner accommodation across the prison system, the replacement of Unit One and increasing minimum-security options should form part of the Department’s strategic plan to increase and diversify accommodation in the Great Southern region.
- 1.5 At the time of the inspection, the prison was undergoing extensive remodelling of the front gate area to enable the introduction of a range of security enhancements, including biometric identification technology. There had also been a recent upgrade to the inner perimeter detection system. These significant security improvements at the prison bring it in line with the state’s other maximum-security prisons.

---

1 Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006).

2 Department of Corrective Services, *Strategic Plan 2008–2011*.

## INTRODUCTION

---

---

- 1.6 Good staff and prisoner relations have always been a real operating strength and continue to be so. There have been significant improvements to both the infrastructure and organisation of visits, particularly with the creation of a new visits centre. The prison also has a highly effective Aboriginal Visitors Scheme, Peer Support Group and general engagement with the community.
- 1.7 Both Walpole and Pardelup work camps, which were previously managed by Albany Prison, are now managed from Karnet Prison. They were inspected as part of the current Albany Regional Prison inspection both for logistical reasons and to ensure a level of continuity from the last inspection. The significant amount of reparation undertaken by the work camps and their acceptance and importance to the local community was impressive. However, it was disappointing to note the lack of investment in infrastructure at both sites and the fact that there were very few Aboriginal prisoners placed at either southern work camp.

# Chapter 2

## CUSTODY

---

---

### RECEPTION

- 2.1 In a confidential pre-inspection survey of prisoners carried out by this Office, distress upon entering the prison was the only aspect of their imprisonment to which prisoners gave a below-neutral mean score and this was noticeably higher than that scored by prisoners at comparable maximum-security prisons.<sup>3</sup> Prisoners acknowledged that they were worried and confused upon entry to the prison and felt extremely alone during their first three days of imprisonment. The prisoner reception process is an important part of settling new prisoners on arrival. If done well, it can ease their adjustment to the prison and provide useful information that can reduce anxiety about the way the prison operates.
- 2.2 We observed the arrival and reception of new prisoners to the prison. The process was efficient and smooth, and staff were alert for trouble from potentially disgruntled prisoners arriving after a long and uncomfortable journey in a highly confined prison transport. Staff also demonstrated their understanding of prisoners' anxieties. The process was clearly explained and questions by prisoners were answered as they moved from one part of the reception process to the next. Relevant administrative work was completed quickly and information was checked. The admission pack given to these new prisoners was comprehensive and contained a range of guidance materials which included the prison rules, a canteen list and the procedure for resolving grievances.
- 2.3 The reception building lacked sufficient storage space. There was a wall of cardboard boxes stacked high in the reception sally port and there were a number of prisoner items that had been left unsecured in the office area. Extra storage space would alleviate this problem, which is likely to become more acute with an increase to the number of prisoners expected in the near future.

### CUSTODIAL INFRASTRUCTURE

- 2.4 Perimeter security is sound and fit for purpose and will not be described in detail here as it is largely unchanged from previous inspections.<sup>4</sup> However, at the time of the inspection, the prison was undergoing extensive remodelling of the front gate area to enable the introduction of a range of security enhancements, including biometric identification technology. There has also been an upgrade to the inner perimeter detection system. The expected completion date was early 2009 with this upgrade bringing the prison in line with other maximum-security prisons throughout the state.
- 2.5 The prison had been experiencing some teething problems with the new detection system as staff adjusted from the previous system. Whilst there were some issues that the Security Manager was notified about by the inspection team, with time, training and increased confidence, staff should become accustomed to the use of the new system.

---

3 OICS, *Report of an Announced Inspection of Casuarina Prison*, Report No. 49 (March 2008).

4 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 18 (September 2002).

## CUSTODY

---

---

- 2.6 Because the gatehouse and the perimeter security system were being upgraded at the same time, the risk of a security breach was significantly heightened. The prison had addressed this by completing comprehensive risk assessments prior to the commencement of the project and by implementing appropriate strategies to lower the risk levels. These included appointing an experienced project manager, modifications and procedural changes within the sally port entry point, increased staff and an additional camera at the gate, as well as having an overlap period between the old and the new perimeter detection systems.
- 2.7 It is planned at the completion of the gate project that visitors and staff will have to pass through a metal detector and there will be an x-ray machine to scan personal property. Biometrics will also be introduced in the form of iris scans. A drug detection dog is being used and is being assisted by the use of an atomiser.

## DYNAMIC SECURITY

- 2.8 An enduring strength of the prison has been the positive relationship(s) between prisoners and staff. An important aspect of managing a successful prison, as well as improving dynamic security, is supporting and encouraging this respectful relationship, which local management clearly do. The prisoner survey rated relationships between prisoners and staff highly. Prisoners felt they were treated fairly and with humanity by staff. This mutual respect was observed during the inspection week, even with those prisoners who were placed in the punishment cells. Staff are to be commended for their professionalism and efforts in this area.
- 2.9 The intelligence collator (a new pilot position), security officers and security managers have also adopted a high level of interaction with prisoners and are therefore keenly aware of incidents occurring in the prison. This interaction is producing a significant amount of quality intelligence within the prison. This improvement in information has been especially noticeable since the collator position has been put in place and has resulted in a significant increase in the number of information reports.
- 2.10 It is apparent that there is a good relationship between the staff and the security officers which results in good transfer of information and intelligence gathering. The fact that the security staff are made up of officers from the Albany Security Unit (ASU) and former Albany uniformed staff aids this process.
- 2.11 However, the flow of information between the prison and Justice Information System (JIS) is an area of concern. There have been a number of joint agency operations undertaken between the prison and local police to address the potential of drugs being trafficked into the prison. The practice of dealing directly with local police is not sanctioned by the Department as JIS and Police Intelligence seek to be in control of the information that is disseminated outside of their respective agencies. Often information regarding these operations is not forwarded to JIS until after the event. This results in JIS not having any input prior to an operation taking place. This could result in undercover operations by police or customs being compromised through uninformed actions by the prison or local police.

---

---

**PROCEDURAL SECURITY**

- 2.12 In the 12 months between 7 November 2007 and 7 November 2008 there were 1,342 searches of visitors undertaken upon entry to the prison.<sup>5</sup> Of these, 105 were strip-searches. Strip-searches must not be undertaken lightly and strict records are required to be kept on TOMS. Fifty-five of these searches were a result of the Passive Alert Drug Detection (PAD) dog giving an indication towards a particular visitor. Twenty-four of these searches were a result of the prison having information or intelligence regarding planned attempts to bring contraband into the prison. In only four of these incidents were there any items of contraband found. This included a syringe, nine cigarettes, \$50.00 cash and one balloon of cannabis. The fact that there are a large number of searches taking place and so few items found indicate the searches and use of the PAD dog present a significant deterrent for visitors considering bringing contraband into the prison. However, there are some concerns regarding the availability of the PAD dog: the current dog and handler work four random days a week and so it is not possible to cover all visits.
- 2.13 Overall there have been significant improvements to the security arrangements at the prison. Recommendation 3 from the previous Albany inspection report highlighted the need for the prison to bring its security up to a standard comparable to the state's other maximum-security prisons.<sup>6</sup> Albany has been successful in implementing this recommendation by its improvements to structural and procedural security; improved levels of dynamic security; as well as by increasing the number of staff, in particular the addition of the intelligence collator position.

---

5 As recorded on the Total Offender Management System (TOMS).

6 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006) recommendation 3.

# Chapter 3

## CARE AND WELLBEING

---

---

### ABORIGINAL ISSUES

- 3.1 The total population at the commencement of the inspection was 221 prisoners, 83 of whom were Aboriginal prisoners (37%). Further analysis showed that 55 were Nyoongar Aboriginal<sup>7</sup> (25% of the total prison population) and the rest of the Aboriginal prisoners were from regional and remote areas (12% of the total prison population). This means that the prison now has a significant sub-population of regional and remote Aboriginal prisoners.
- 3.2 The Aboriginal regional and remote prisoners present with a set of issues and cultural norms that require an approach different from that of the general prison population. The inspection found there were a number of gaps in the provision of care and wellbeing for this sub-population.
- 3.3 Within the prison, Unit One is the oldest and least desirable accommodation area. This unit invariably accommodates the majority of Aboriginal prisoners, particularly regional and remote Aboriginals. A common perception amongst prisoners was that once placed in Unit One it was difficult to be transferred to another unit. One of the main reasons behind this is the fact that prisoners must be in full employment to move as part of the incentive management system in the prison.<sup>8</sup>
- 3.4 Despite local management's comments that a focus in the prison was to encourage Aboriginal prisoners to engage in work and move out of Unit One,<sup>9</sup> Aboriginal prisoners (particularly those from regional and remote areas) find it most difficult to secure work. The inspection found that there was little evidence of strategies to actively encourage and support Aboriginal prisoners in starting and retaining work. Though some areas were having small successes in engaging Aboriginal prisoners (for example, the gardens party and some education classes), overall these tended to attract those prisoners in Albany for longer sentences rather than the more transient or short-term prisoners. Proactive engagement, particularly with regional and remote Aboriginal prisoners, is essential in overcoming some of the communication barriers faced by this group. Methods such as using peer supporters, facilitating information sessions in the units/during recreation or running information/promotional videos about work and education options through cell televisions during work time could be considered.
- 3.5 Lack of meaningful work was a significant issue for Aboriginal prisoners, in particular those from regional and remote areas. During the inspection a focus group was held with a number of regional and remote prisoners who expressed the view that they would like to work (particularly in the garden party), but that these opportunities were too limited.<sup>10</sup>

---

7 From the metropolitan, south west and southern parts of Western Australia.

8 Albany Regional Prison, *Standing Order B02- Hierarchical Management* identifies the requirement for full time employment before progressing to unit two or three.

9 Superintendent's briefing, 3 November 2008.

10 From the focus group of out of country Aboriginal prisoners held on 5 November 2008 and informal discussions with prisoners during recreation and in units. The Inspectorate notes that there was one Aboriginal prisoner in the metal shop from the Kimberley who the VSO commented was doing very well after starting as a workshop cleaner, and had begun to pick up other skills. Gardens also employ a number of Aboriginal prisoners (mostly Nyoongar) including one Aboriginal prisoner from Broome.

There was also a level of confusion amongst these prisoners regarding the process to undertake education and there appeared to be a lack of understanding that education is viewed as ‘work’ and is an opportunity to move to another unit and obtain higher gratuities.<sup>11</sup> Education actually had a good overall Aboriginal representation (56% of full-time students on 29 October 2008), but the majority of these were Nyoongar Aboriginal prisoners.

- 3.6 The communication style of regional and remote Aboriginals tends not to be direct so they are less likely to assertively seek out work positions if not assisted or encouraged. Those who had no skills but would like to learn had limited opportunity to do so as the industrial workshops generally required workers who could get on with production and could only take on one or two unskilled workers (commencing as a cleaner) at a time.
- 3.7 This lack of comprehension by regional and remote Aboriginal prisoners was also evident in relation to many other areas of the prison’s operation. These prisoners did not understand what case management was and expressed a reluctance to talk to prison officers to ask for help or explanations. This is not to minimise the efforts that staff currently make, but to recognise some of the cultural and communication barriers that exist. In terms of programs, given the increase in regional and remote prisoners, there is the opportunity for the Department to run an Aboriginal-specific program such as IMMASU,<sup>12</sup> in line with Aboriginal Inspection Standard A21.<sup>13</sup>
- 3.8 A progressive initiative noted in the previous inspection of Albany Regional Prison was the establishment of an Equal Opportunity Management Committee (EOMC).<sup>14</sup> This committee sought to look at deficiencies in its services to sub-populations and, in particular, address issues and concerns in relation to Aboriginal prisoners. It was disappointing to learn that this committee is no longer operational as it provided a way for management to ensure that a proactive approach was being taken in dealing with issues within the prison.

#### ABORIGINAL VISITORS SCHEME

- 3.9 The Aboriginal Visitors Scheme (AVS) is a highly efficient and integral part of the prison, which was highlighted by their recent nomination for the Department’s Achievement Awards. The AVS visits the prison three days a week and works closely with the Peer Support Officer (PSO). The AVS, with the help of volunteers, also prepare traditional food every four to six weeks for the prison, which consists of kangaroo stew and damper.
- 3.10 The AVS are highly respected throughout the prison. Positive feedback was received during the inspection from prisoners, prison officers and the administration team about the team of visitors, who had been visiting the prison for many years. The AVS are well trusted by prisoners and are able to deal with issues or problems in a relatively short period of time.

---

11 While all prisoners arriving at Albany were advised of the various work opportunities available in the prison during orientation and had an orientation interview in education shortly after arrival, some regional and remote prisoners may not understand all the information presented (depending on method and manner of presentation). These prisoners would be less likely to ask for clarification or seek assistance later.

12 Indigenous Men’s Managing Anger and Substance Use.

13 Aboriginal Inspection Standard A21: ‘Each prison with Aboriginal Prisoners should make available culturally appropriate offender programs, with the whole suite of programs calibrated to the offending profile and criminogenic needs of prisoners.’

14 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006) 20.

- 3.11 At the beginning of an AVS visit, the visitors are briefed by the PSO to ensure they are aware of current issues in the prison and for the PSO to direct them towards certain individuals or areas where their support may be of benefit. The AVS keep a record of their conversations and issues to be followed up. Prior to leaving the prison the AVS debrief with the Assistant Superintendent, which allows many of the identified issues to be dealt with immediately.
- 3.12 Another important role of the AVS is in relation to funeral attendance applications. The AVS work with prisoners and their families to obtain as much information as possible for these applications. Given that funeral attendance applications are approved by head office, the more information that is provided regarding the links between the prisoner and the deceased, the greater the chance that the application will be approved. One of the frustrations that AVS have regarding funeral attendance applications is the degree of detail that is sometime requested by head office. For example, exact dates of residence with the deceased are sometimes required.

#### PEER SUPPORT GROUP

- 3.13 Albany has a strong and effective peer support group (PSG). The experienced Peer Support Officer (PSO) manages this group and it was apparent that he had a positive rapport with prisoners, prison officers and prison management as well as the local community.
- 3.14 At the time of the inspection there were 17 peer support prisoners with representatives from most of the units and population with the exception of the regional and remote Aboriginal prisoners. Given the increase in prisoners from regional and remote areas, it would be of value to have a representative from this group. Whilst it is recognised that regional and remote Aboriginal prisoners are not a homogenous group, they do have some common concerns and challenges so their representation is important. The PSO was aware of this gap and was actively trying to recruit an appropriate representative from this group.
- 3.15 Peer support plays an important role with the induction and orientation of prisoners to Albany. The PSO attempts to 'settle' new prisoners as soon as they arrive at the prison by establishing links with the PSG and then dealing with some of the other issues such as arranging contact with family, organising identification, applying for a television and so on. There was a recognition that once family contact and the other more administrative processes were commenced this allowed prisoners to 'get on and do their time'.

#### PROTECTION PRISONERS

- 3.16 The previous inspection of Albany Regional Prison highlighted the inequality of treatment of protection prisoners, as compared to the general prisoner population. Recommendation 5<sup>15</sup> of the last inspection report stated that 'Albany Regional Prison's management should address the equality issues regarding access to services for protection prisoners and their general care and wellbeing issues raised in this report.' It is pleasing to note that there have been significant improvements in the conditions, treatment and opportunities for protection prisoners.

---

15 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006).

- 3.17 Whilst it is acknowledged that C yard in Unit One, where protection prisoners reside, has only a small communal area outside of the cells, this area was clean, well maintained and the floor had recently been resurfaced. The yard also had exercise and recreational equipment including a stepping machine, exercise bike, sit-up bench and a table-tennis table. There was also a computer located in the kitchen for all of the C yard prisoners to use. These were particularly important improvements to their conditions given the high level of segregation of these prisoners from the general population, which usually entails restricted access to the normal activities and services that are available to other prisoners.
- 3.18 There had been previous issues with the clothes of protection prisoners being damaged or tampered with. In order to deal with this issue, C yard now has a washing machine and dryer for prisoner use. To minimise the risk of food being tampered with, meals for protection prisoners are now pre-plated under supervision by the staff in the central kitchen prior to dispatch to the units by a prison officer. This reduces the opportunity for other prisoners to victimise protection prisoners.
- 3.19 Protection prisoners have also been given greater access to recreation. On Friday afternoons they have access to the oval, the library and the canteen when the rest of the prison is locked down. This is a considerable improvement from the previous inspection where recreational activities were severely curtailed due to concerns regarding the safety of protection prisoners.
- 3.20 Prison management have made significant efforts to improve employment and education access for protection prisoners. Whilst there is generally a shortage of employment across the whole prison, it was positive to note at the inspection that there was a protection prisoner undertaking Section 95 work outside of the prison with other general population prisoners. This demonstrates that management is taking a more flexible and pragmatic approach to the protection prisoner population. There are also plans within the education centre to section off a part of the building and create a rear entry, so that protection prisoners can have access to this part of the education centre more regularly.
- 3.21 Albany Regional Prison also endeavours where possible, to integrate protection prisoners back into the mainstream of the prison. There were only 10 prisoners under protection at Albany at the time of the inspection. This number is low given that there were about 166 violent offenders and 38 sex offenders in the prison at the time of the inspection. Some prisoners fall into both of these categories and yet were still able to remain in the mainstream prison population.
- 3.22 Overall, the prison management have implemented a number of significant and tangible improvements in relation to the treatment of protection prisoners. Most of the inequality issues have been addressed with these prisoners. The commitment of senior management to address the issues of protection prisoners is further highlighted by the fact that the Superintendent and the Assistant Superintendent meet with these prisoners on a weekly basis to determine if there are any issues or problems that need to be addressed. Local management are to be commended for their efforts in this area.

---

---

## EXTERNAL CONTACTS AND COMMUNICATIONS

- 3.23 The TOMS system does not sub-categorise Aboriginal prisoners into more specific regional or kinship groupings.<sup>16</sup> The PSO interviews all of the Aboriginal prisoners on entering the prison to determine if they are considered to be a regional and remote Aboriginal. Those that are from these areas receive an additional phone allowance of five dollars per week.
- 3.24 Since the last inspection of the prison there had been an additional video link machine provided. The video link is used frequently by the prison for the purpose of reducing the travel to and from court for prisoners (both local and other). This is a good practice that meets the Inspector's Aboriginal Standards A4.2.<sup>17</sup>
- 3.25 However, the video link is underutilised for social visits. There were only 38 video link social visits over a three-year period, highlighting an area where significant improvement can be made. The use of video links could be further developed if the technology was more freely available in the remote regions, especially in remote Aboriginal communities. Relatively cheap and widely available technology such as the use of web cameras and software such as Skype would give greater access to remote communities. The relative ease of accessing a laptop or a computer without the need to travel to larger centres, may increase the use of this technology. Aboriginal Standard A19.5 highlights the use of technology to reduce the difficulties in maintaining contact with family and communities.<sup>18</sup>

### Visits

- 3.26 Albany Regional Prison has made significant improvements regarding both the infrastructure and organisation of visits. Recommendation 6<sup>19</sup> of the last Albany inspection report stated that: 'The prison should review its ability to deliver a quality visits service and develop plans to address its deficiencies in regard to protection and restricted visits, activities for children, visitor facilities and services to visitors such as those provided by Outcare in the metropolitan area.'
- 3.27 Since this last inspection, a visits centre has been placed at the front of the prison. The centre opened in June 2007 to provide information, comfortable shelter, secure storage lockers, refreshments, toilets and play areas for children. It is run by volunteers from the Regional Counselling and Monitoring Services, some of whom also provide services within the prison and thus have a knowledge of some of the prisoners. This gives them a fuller understanding of the issues that families may be experiencing and consequently a greater ability to assist. Feedback from visitors indicated that the staff at the centre were always pleasant, polite and helpful.

---

16 For example, Wongai Aboriginals are considered to be from the Kalgoorlie/Goldfields/Nullarbor region.

17 OICS, Standard A4.2: 'Superintendents of all prisons where unsentenced prisoners are held should ensure that there is maximum use made of video technology to minimise the need for prisoners to appear in court in person, particularly if this results in long-haul transport of prisoners.'

18 OICS, Standard A19.5: 'Prisons with predominantly Aboriginal Population should provide free video or Skype contact to close family members in remote locations and establish a project to ensure the system is promoted as part of orientation to all eligible prisoners and their families...'

19 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006).

- 3.28 Although the visits centre can become crowded during busy periods, the prison is aware of the limited size of the centre and efforts are made to facilitate the timely movement of visitors into the prison visits area when numbers at the centre are expected to be high. This alleviates the pressure of overcrowding in the visits centre. The prison was also supportive in allowing visitors to be admitted into the prison if they arrived late to a visits session.
- 3.29 The main concern regarding the visits centre is in relation to security. The only form of contact that the centre has with the prison is by phone. There is no alarm or personal duress alarms in place to notify the prison staff that there is a problem at the centre. This oversight was raised during the inspection in order to have this issue addressed as soon as possible.
- 3.30 Visiting sessions are held daily, with weekday sessions being between 4.00 pm and 5.30 pm; weekend and public holidays having morning and afternoon sessions as well (9.00 am to 11.00 am and 1.00 pm to 3.30 pm). Visits are one hour in duration: prisoners living in units one and two are entitled to two visits per week, while prisoners living in unit three and the self-care unit are entitled to three visits per week. The prison also operates child-free sessions (Tuesday, Thursday and Sunday afternoon visits) to allow for protection prisoners, restricted visitors prisoners and mainstream prisoners to share the visits room. The amalgamation of visits of mainstream and protection prisoners has been managed very well and is a positive development.
- 3.31 The visits area consists of an indoor area and a smaller outdoor section. It is adequate in size and is quite a pleasant area being clean, bright and open. It also contains a children's play area inside which is fenced and contains toys, videos and television for the children. There are three non-contact visit booths, all of which are monitored via camera by staff.
- 3.32 Of some concern were the seating arrangements for prisoners and their visitors. In the visits area there are only three tables with chairs secured to floor. The rest of the tables and chairs are plastic outdoor furniture which can be moved by prisoners or the visitor. Whilst notices around the visits area state that these chairs should be evenly spaced, this arrangement results in officers having to continually ask prisoners and their visitors to separate as they frequently moved the chairs. While this may appear to be a relatively minor matter, it is a source of tension during visits because of the necessity of staff interruption of visits. This also creates a security issue as it makes it difficult to maintain visual contact should there be a security breach and contraband passed.

---

---

## REGIONALISATION

3.33 Albany Prison is central to the regionalisation of custodial management in the Great Southern region. There is a need for the Department to implement a strategic plan to increase and diversify accommodation in the Great Southern region, especially in the context of prison population pressures. The essential steps in this strategic plan is the replacement of Unit One and increasing minimum-security options.

### Unit One

3.34 The prison is in a poor state overall in terms of maintenance. Management need to take a more proactive approach in terms of ensuring that general building maintenance is undertaken in a systematic way on a regular basis. During the inspection, there were a number of situations in which maintenance issues were becoming security issues, and as such was a significant risk that needed to be mitigated.<sup>20</sup>

3.35 Perhaps the most affected area in the prison was the accommodation area of Unit One. The unsatisfactory conditions of Unit One have been highlighted on numerous previous occasions.<sup>21</sup> The unit is the oldest and most run down part of the prison. Colloquially, prisoners referred to Unit One as ‘the Bronx’, further highlighting the views that prisoners had regarding the poor standard of accommodation in this unit.

3.36 Whilst local management have made some improvements with basic refurbishment such as resurfacing the floors in the unit and painting the walls, the overall poor state of the unit remained evident. It would appear that these ‘cosmetic’ changes to the unit have achieved little in terms of improving the conditions for prisoners accommodated there. The problems actually go beyond the ‘cosmetic’ and are fundamentally in the structure of Unit One itself. Therefore, as previously stated,<sup>22</sup> the building of a new unit to replace Unit One is required. Whilst this is a significant financial cost, it should form part of the longer term infrastructural planning for the Department, especially in the context of increased demand for prisoner accommodation across the prison system currently being experienced.

### *Recommendation 1:*

*That the Department schedule the replacement of Unit One within the next five years.*

### Minimum-Security Options

3.37 Within the prison there is a lack of minimum-security options for prisoners. The last Albany inspection report highlighted a number of recommendations from the 2005 directed review that would have a bearing on the prison.<sup>23</sup> In particular the management of the vast majority of prisoners within their region and movement to a higher percentage of minimum-security prisoners. The expansion of this option at Albany would provide the Great Southern region

---

20 Due to security concerns, these issues have been discussed separately and confidentially with Albany management.

21 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006) 8.

22 *ibid.*

23 *ibid.*

with the capacity to increase minimum-security prisoners. This would not only alleviate some of the pressures of overcrowding at Albany, but also would allow community work to be undertaken by prisoners in Albany. The previous inspection report<sup>24</sup> also details the importance of an incentive system of privileges and accommodation, particularly for minimum-security prisoners. Therefore, the following recommendation is made for a minimum-security section at the prison.

*Recommendation 2:*

*The Department should expand the provision for minimum-security options at Albany Regional Prison.*

### Female Prisoners

3.38 At the time of the last inspection, female prisoners were held in what would otherwise be male punishment or observation cells, sometimes with male prisoners held in the same wing. Concerns were raised regarding this arrangement<sup>25</sup> and to the credit of prison management, significant improvements have been made in this area. Female prisoners are now accommodated in a two-bed 'women's suite' in a previously unused area of Unit One. This 'suite' includes shower and toilet facilities, and is equipped with fridge, toaster, kettle, and television, along with sufficient space for infants to be cared for as required. Whilst this accommodation would be unsuitable for longer periods of imprisonment, it is acceptable for short-term accommodation. During the 12-month period from October 2007, seven women were accommodated, most staying for one night with the maximum length of stay being three nights.

### RECREATION

3.39 Results from the prisoners' pre-inspection survey highlighted recreation and sport as the most positive aspect of life in Albany Prison. The oval was open for recreation on a daily basis, with protection prisoners having access on Friday afternoons. There were a number of organised sporting competitions such as football and cricket taking place in the prison. Within the units there was a range of sporting equipment available, including pool tables, dart boards, gym equipment, punching bags, table tennis and so on. The range and standard of this equipment varied from unit to unit throughout the prison.

### CANTEEN

3.40 The canteen is well organised with a systematic and clear process for prisoners to purchase goods. There was an extensive range of goods, including food and non-food items such as shoes and stereos. In addition to these items, prisoners had access to town spends. All of the items in the canteen were barcoded with all prisoner purchases being recorded. This was a useful system that allows for accountability and tracking of purchases.

---

24 *ibid.*, 35.

25 *ibid.*, 22.

### FOOD AND NUTRITION

- 3.41 A major upgrade of the central kitchen, which included provision of new equipment and re-sealing of the floor, was completed in 2007. Meals for prisoners (with the exception of self-care) are freshly prepared in the central kitchen and conveyed to the various units in hot boxes ready for serving. Meals for protection prisoners are now pre-plated under supervision in the central kitchen, prior to despatch to the units by a prison officer.
- 3.42 Prisoners interviewed during the inspection week, generally expressed a high level of satisfaction with the quality and quantity of the meals. The kitchen areas in units two and three each feature a microwave and sandwich-maker enabling snacks to be made outside of designated meal times. However, an area of concern was the lack of cleanliness of unit kitchen areas and in particular the self-care kitchen. Varying amounts of food debris, liquid stains and grease were noted on all surfaces, cupboard fronts and interiors, on the floor, and in food storage areas (such as refrigerators and under-sink shelves). From a risk management point of view, structured cleaning systems and processes similar to those in the central kitchen should be implemented in the unit kitchen areas.

### DRUG AND ALCOHOL ISSUES

- 3.43 Overall, the management of alcohol and drug issues and the rate of positive test results is average when compared to other prisons. In some areas the prison is doing very well; for example, the health services provide an excellent blood-borne viruses program which is probably the best within the prison system. Other areas, such as offender treatment programs, were found to be severely deficient. This deficit is occurring across the whole prison system and is not a reflection of the work of Albany Regional Prison.
- 3.44 Just over 60 per cent of pre-inspection surveyed prisoners reported that they had had an alcohol and drug problem. This is about average for prisons in Western Australia. The results of the survey highlighted that the majority of prisoners believed that drugs were controlled within the prison. This is a good result. Most prisons rate worse and in some, drug control is among the worst of the surveyed dimensions. Eighty per cent of surveyed prisoners did not believe that there was a significant drug problem in Albany. Of the surveyed staff, only 41 per cent felt that the drug control policies and practices in the prison were effective.<sup>26</sup> When asked to rate the positive things about the prison, being drug free and having better health was rated third of 10 positive factors about life in Albany.

#### Smoking Cessation

- 3.45 February 2008 saw the introduction of a smoking cessation program at the prison. Communal living areas within the prison are smoke free but smoking is allowed in cells and designated smoking areas. Plans are underway to establish two smoke-free units within the prison but this is being hampered by overcrowding.

---

26 Results of the staff survey should be treated with caution as there was only 17% response to the survey.

- 3.46 During the inspection it rained heavily and as the designated outdoor smoking areas are uncovered, both prisoners and staff were observed smoking in the undercover gym area. This undermines the whole purpose of the program and all smoking in this area should stop. It is somewhat ironic that prisoners can and have been charged with smoking<sup>27</sup> in prohibited areas but smoking in the gym (by prisoners and staff) is tolerated.
- 3.47 There is a lack of clarity within the prison about who is in charge of implementing the smoking policies. The overall direction comes from head office and there is a sense among prison staff that it is being ‘inflicted’ upon the prison. There is a need for a senior staff member to take responsibility for developing a smoking cessation plan for the prison and ensuring that it is implemented. It is also critical that staff abide by the smoking restrictions and do not unwittingly undermine the process.
- 3.48 Smoking cessation at the prison has been well supported by health services through the provision of nicotine patches and a group support program known as Fresh Start. Prisoners wishing to quit are given a Fagerstrom test to assess their level of dependency before a patch of the appropriate dose is issued. Only those prisoners agreeing to enrol in the Fresh Start program are able to use patches. This is appropriate practice and should maximise positive outcomes.

#### Home Brewed Alcohol

- 3.49 In the past the prison has had a lot of home brews, particularly in Unit One. In the period leading up to Christmas 2007, 10 separate brews totalling 52 litres were seized. In March 2008 sugar rationing was introduced and this has been partially successful in reducing the number of brews. From September 2007 to August 2008 there were 32 charges for alcohol out of a total of 115 alcohol and drug related charges (28%). This is very high when compared to other prisons. The majority of these offences occurred before or during March (30 charges). The sugar rationing has reduced the numbers of brew to an average level for prisons within Western Australia.

#### Urinalysis

- 3.50 Urinalysis results showed that between 1 September 2007 and 31 August 2008 there were 730 tests completed, of which 72 tests were positive. The positive test result return rate of 10 per cent was average for the state prison system. Of the positive tests, the majority (66) were for cannabis. There was one positive result for amphetamines, three for benzodiazepines and two for opiates. These results are unremarkable.

#### HEALTH SERVICES

- 3.51 The medical centre offers appointments from 9.00 am to 11.45 am and from 1.00 pm to 3.45 pm daily. In addition, before 9.00 am nursing staff organise and distribute prescribed medications, including methadone. A nurse is available on site until 8.30 pm in the evening. Beyond this time, the medical assistant is reliant on a well-organised access system to local community services for emergencies only. The nursing staff conducts medication distribution to the units up to three times a day. A general practitioner from Southern Regional Medical Group attends the health centre twice a week for three-hour sessions. A doctor is also accessible via e-consult facilities.

---

27 Three prisoners have been charged with smoking in a prohibited area.

- 3.52 Health services at the prison are generally good. Medical staff have worked hard to maintain standards and prisoners interviewed were satisfied with the service provided. There were some focal points of concern, including dental health provision, the requirement to transfer to prisons in the Perth metropolitan area for certain specialist services and the lack of specific Aboriginal-focused services. However, these areas need to be contextualised in comparison with the broader community's access to such services and the situation at other prisons within Western Australia.
- 3.53 Prisoners access the health service by way of an appointment system, whereby the prisoner places a written request on a form and posts it in a locked letterbox situated in each unit. This system was implemented in 2007 and replaced the previous system of accessing appointments through unit officers. Overall, both medical staff and prisoners preferred the new system; however, there were concerns some Aboriginal prisoners, particularly those prisoners from regional and remote areas, were not accessing medical services. This mainly stemmed from the fact that most of the medical staff are white and female. A number of the general practitioners visiting the prison are male. It is likely that the aforementioned group of prisoners would be more willing to consult health services if more male and/or Aboriginal health staff were available, particularly with sexual health or 'men's business' issues. Health staff have also not received any cross-cultural training, nor was there a specific emphasis on the provision of Aboriginal health care. Given the increasing numbers of regional and remote Aboriginal prisoners, this is an important issue that the prison will need to address.
- 3.54 Predictably, there was an over-representation of prisoners with psychiatric disorders: approximately 30 per cent had a documented psychiatric diagnosis. At the time of the inspection, there was confusion over the availability of the visiting psychiatrist. A new contract allowing a local psychiatrist to assume responsibility for mental health provision had not been finalised and visits from psychiatrists organised by the Department meant the prison was only visited two days per month by a fly-in fly-out psychiatrist. This situation had been improved by the recent employment of a co-morbidity nurse, whose role specifically includes mental health provision, but there needs to be consistent psychiatrist input.
- 3.55 Problems remained with dental health provision which depended upon a community-based service (Oral Health Services). This service was supposed to visit weekly but on average provided two-and-a-half hours every fortnight. Emergency dental services can be accessed if required, but the prison remains dependent upon external public services. A particular issue was raised by a small number of prisoners with regard to delays in denture fitting.
- 3.56 Access to external health services did not appear to be such a problematic issue compared with other prisons. Statistics provided for the most recent year indicated approximately 20 per cent of external health appointments were cancelled. However, 28 per cent of these cancellations were described as 'patient refusal'; only eight per cent were ascribed to transport (AIMS/GSL) withdrawal. It was encouraging to hear that the prison itself tried to provide transport if there had been a cancellation by one of the formal transport providers.

- 3.57 Albany prison has a full-time comorbidity nursing position that takes responsibility for the pharmacotherapy patients. Although this is an excellent initiative on behalf of the Department, this nurse has been expected to perform her new role with no training, orientation or ongoing support from the central health services. Concerns regarding a lack of continuing professional development and training opportunities were also raised by the nursing staff during the inspection. This is an important issue that needs to be addressed.
- 3.58 Alcohol and drug issues are central to the comorbidity role and it is concerning that there is a failure to acknowledge that specialised skills and knowledge are required to deal with alcohol and drug issues. Expecting these comorbidity nurses (who usually have mental health expertise) to pick up the alcohol and drug aspects of their work on the job is highly unsatisfactory. Only providing written training material on this aspect of their work is not adequate.
- 3.59 An area where the health services are doing an excellent job is in the management of blood-borne viruses (BBV), in particular Hepatitis C. There is a designated nursing position with the BBV and sexual health portfolio providing 24 dedicated clinic hours per fortnight. The position takes responsibility for BBV testing and education of prisoners and staff and has set up an excellent Interferon program utilising the services of an Albany-based physician. Access to Interferon, which is the only treatment available for Hepatitis C, is extremely limited within the prison system. Patients on the program need to be carefully assessed and monitored as the drug has a range of side effects including severe depression. The BBV nurse also works in the community for Population Health performing a similar role, thus enabling a seamless transition for prisoners returning to the community during or post-treatment. The work in this area is to be congratulated.
- 3.60 At the time of the inspection there were 21 prisoners on methadone and one on buprenorphine. Prisoners interviewed by the inspection team reported that they were treated well by the health services team and did not suffer any prejudice or problems from the staff as a whole. The dosing procedures were reviewed and found to be satisfactory. At the meeting of the community-based providers the General Practitioner (GP) attending highlighted that better communication was needed between the prescribing GP and the prison when prisoners on pharmacotherapies were released.

# Chapter 4

## REHABILITATION

---

---

### CASE MANAGEMENT

- 4.1 Case management is one of the real strengths of Albany Regional Prison. The Case Management Coordinator (CMC) position is new since the last inspection, one of many similar positions rolled out across the state in 2006. This is a substantive position, assisted by two Assessment Integrated Prison Regime (AIPR) writers (custodial officers on 6–12 month expression of interest appointments). The CMC had developed numerous systems to better track the case management needs of prisoners, and was a finalist in the Corrective Services Awards in 2008 for this work.
- 4.2 The inspection confirmed that the case management process was running well at Albany, with all contact reports, Individual Management Plans (IMPs) and case conferences generally up to date. All eligible prisoners had been allocated to a case officer (all shift officers had a case load of up to three prisoners), and at the time of the inspection only three regular case contacts were waiting to be completed – short delays in completing these were usual considering officers' leave and roster cycles.

### PROGRAMS

- 4.3 Across the entire Department there is a significant lack of available programs, with Albany being no exception. There was only one programs officer at the prison at the time of the inspection, with a long-term vacancy in the second programs officer position (which had been vacant for over 18 months and received no response to several advertisements). The programs officer had run three VOTP<sup>28</sup> courses in three years (with a senior officer co-facilitating). VOTP and Think First were the only programs run during 2008. The Building Better Relationships (BBR) short program delivered internally also ceased in February 2007 when the last MOFD ran. There are also no SOTP<sup>29</sup> programs delivered at Albany and so prisoners requiring that program must compete for a place at another prison, thus requiring local prisoners to transfer away from family/support if regularly receiving visitors.
- 4.4 Locally, there were only a small percentage of those coming up to their earliest eligibility dates who had not completed a program of some kind. However, there were long waiting lists for offender treatment programs and at Albany there were about 45 prisoners assessed as requiring each program, with some needing multiple programs.<sup>30</sup> While there were few cases of parole being affected by lack of program completion reported by local management, they acknowledged that in many cases delays in programs meant delays in prisoners being assessed for a security reclassification down to medium- or minimum-security, thus affecting transfers to other (lower-security) prisons.
- 4.5 The Local Drug Action Plan is dated July 2006. The plan needs to be updated as it refers to Keeping Safe and the Manager Anger and Substance Abuse programs, both of which are no longer offered. The delivery of substance abuse programs at Albany is seriously deficient, as it is throughout the whole prison system. Normally, Albany would have a Moving on From Dependency (MOFD) program scheduled for each quarter. No MOFD programs were delivered in 2008 and only one MOFD ran in 2007.<sup>31</sup>

---

28 Violent Offender Treatment Program.

29 Sex Offender Treatment Program.

30 This is from the locally-developed spreadsheet showing current population and assessed program needs.

31 Information provided by Offender Programs Branch.

## REHABILITATION

---

---

- 4.6 In the absence of any departmental programs, management at Albany have recruited a local agency, Regional Counselling and Mentoring,<sup>32</sup> to provide some alcohol and other drugs program content for prisoners. As highlighted in previous inspections, the Inspectorate has concerns about the lack of adequate governance processes to ensure that the content and program delivery is appropriate and of a good standard. It is also important to note that these locally recruited programs do not meet prisoners' IMP requirements.
- 4.7 A document received prior to the inspection<sup>33</sup> showed two MOFD programs scheduled for facilitation in 2009 – one in quarter one and another in quarter three. The same document states that a 'service gap of [MOFD] has been identified; however the program facilitation has been contracted to an external agency. This means that the MOFDs will be caught up by this time next year'. Some prisoners had been nominally scheduled for the program due to commence in quarter one (although no start date had been set); however, at the time of the inspection the program contract had not been awarded.<sup>34</sup>

### *Recommendation 3:*

*That the Department provide sufficient programs to enable all prisoners to meet all their pre-release requirements.*

## Drug Free Unit

- 4.8 The previous inspection recommended that Albany Regional Prison's management should clarify the role and function of its drug-free unit (DFU) and the Department should undertake a comprehensive outcome evaluation of all its DFUs.<sup>35</sup>
- 4.9 An evaluation of DFUs across the entire prison system was conducted by the Crime Research Centre (CRC) at the University of Western Australia and the final report was released in July 2007.<sup>36</sup> Key findings from the CRC evaluation included:
- an under representation of Aboriginal people in the DFUs; and
  - only a minority of prisoners in the DFUs had a drug-related offence as their most serious offence, however between half and two thirds scored in the high and highest risk categories on the Assessment Integrated Prison Regime system.
- 4.10 The CRC report made only one Albany-specific finding: that prisoners thought that with the expansion of the DFU, the unit had become too large. There were also some prisoners' concerns over the lack of incentives available to reward compliance with the unit rules. This inspection found that the lack of facilities to cook for themselves was still a concern for prisoners as they thought that this was not comparable to self-care.<sup>37</sup>

---

32 MOFD was previously run by the Great Southern Community Drug Service Team (GSCDST). There are differing accounts from the Department and GSCDST as to why this arrangement was not continued.

33 Document request (electronic documents) – Rehabilitation item 4.

34 At the time of writing, this contract had been awarded to Regional Counselling and Mentoring Services.

35 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006) recommendation 4.

36 Crime Research Centre, University of Western Australia, *Final Report Outcome Evaluation of Drug Free Units for the Department of Corrective Services* (31 July 2007).

37 During an inspection of the DFU, the Minister at the time found that the extraction fans were not adequate for full-scale cooking. These cooking restrictions continue. It is important to note that it was not intended for the DFUs to have the same privileges as self-care.

## REHABILITATION

---

---

- 4.11 The Albany DFU opened in July 2004, occupying one-half of unit three. It expanded to fully occupy unit three (60 beds) in May 2006. There are no special staffing arrangements or training for the DFU staff and no specific programs run for the DFU residents. The only difference for prisoners living in the DFU is that they are required to have additional urine tests.
- 4.12 Unlike other prisons, Albany (by Local Order 20)<sup>38</sup> had introduced graduated drug testing for DFU prisoners. Upon placement in the DFU a prisoner is tested every six weeks for the first six months. If the drug tests are returned clean, this may be reduced to every three months. If still drug free after 12 months this may be reduced to every six months. Breach of rules, including a positive urine test, is supposed to lead to regression for at least 12 weeks. This is not being rigidly enforced as there is overcrowding pressure in the other units and prisoners are returned to the DFU before the full 12 weeks expire. Six to eight weeks is average.
- 4.13 Under the pressure of overcrowding, the DFU has become a de facto unit for housing vulnerable prisoners. The unit also houses long-term prisoners. Generally between 40 per cent and 50 per cent of the residents are long termers, thus causing a bottle-neck for new entrants. Prisoners undertaking the Violent Offenders Treatment Program also reside in the unit.
- 4.14 In summary, there is really nothing about unit three that would qualify it as a DFU. It would more accurately be understood as a special purpose unit. The Department has never really committed to establishing true DFUs and in Albany, as in other prisons, there is little reason to retain the title of DFU. It is suggested that the title be dropped.

## RE-ENTRY SERVICES AND PROGRAMS

- 4.15 The Department has implemented the newly created position of Transitional Manager (TM) across a number of prisons in the state. As part of re-entry services, the role of the TM is to coordinate services for prisoners leaving custody. The Albany TM position commenced in mid-2008 and is still developing; however, there has been a collaborative approach between senior local management and the Transitional Manager which has been highly positive. There are a number of good initiatives that had been earmarked for the near future, such as meeting with local Aboriginal Elders to link them into the prison, linking with Narcotics Anonymous (Alcoholics Anonymous is already established in the prison through the efforts of a prisoner), and working with the PSO to assist out-of-country prisoners with video visits and other contact with their families and communities. The TM position has good potential but at the time of the inspection had not been established long enough to test its effectiveness.
- 4.16 During the inspection, evidence confirmed that all prisoners approaching their release are being routinely interviewed and have been placed into re-entry workshop programs. Prisoners are offered assistance with Centrelink payments, identification, accommodation, travel, referral to support services, Medicare, clothing, counselling, family support, employment, and parole planning. In addition, prisoners can access individualised programs around effective thinking, behaviour, positive choices, anger management, changing automatic responses, and counselling. Overall, the re-entry services for prisoners at Albany Regional Prison appeared to be functioning very well.

---

38 Dated 9 August 2006.

## REHABILITATION

---

---

- 4.17 The Prisoner Employment Program (PEP) is not available for Albany prisoners,<sup>39</sup> though education is planning to create one Employment Coordinator position to support prisoners leaving secure prisons. PEP is also not available yet for work camps, as the Department has decided to establish the program in the minimum-security prisons first. When this takes place it may be managed by Karnet's Employment Coordinator; however, there may be a different model for managing work camps in the future so at this stage this is unclear.

## EDUCATION

- 4.18 A number of positive changes had taken place regarding education since the last inspection, including a new campus manager and the establishment of a significant casual staff contingent (mostly new tutors, more diversity of staff with an increase in TAFE and contracted tutors). There had also been physical changes within the education centre, to de-clutter and remodel the available area to provide more useable space, and the vocational skills workshop had been reopened. However, an issue of concern was the low number of prisoners on traineeships, particularly as a maximum-security prison has prisoners for a longer period and is the most feasible type of prison for such traineeships.
- 4.19 Overall, the education centre at Albany Regional Prison was performing well. Although, the percentage of the prison population enrolled in education declined from a high of 53 per cent in September 2007 to 31 per cent in March 2008. The Department's service level agreement notes the average for 2006–2007 was 48.1 per cent.<sup>40</sup> The 2007–2008 target is 50 per cent and it is unclear whether this target will be met.
- 4.20 The 2008 overview of correctional education provided to the Office states that the average participation rate to 31 August 2008 was 38 per cent. Results for November 2008 comparing enrolments to the total prison population showed that Albany had improved to 46 per cent of the population participating for the month and so was once again at a similar level to Bunbury, Eastern Goldfields, Karnet and Wooroloo. In fact, this evidence shows that at the time of the inspection Albany had the highest participation rate of all prisons, except for the two female prisons. These figures are supported by tutors' accounts of a marked increase in student participation over recent months in comparison to the numbers in their classes when most of the tutors first taught at the prison earlier in 2008. Hence the low participation could be a temporary glitch that is now resolved.
- 4.21 Staff in education are well qualified and are strongly focused on providing a good quality education service with a strong culture of professional development. Previous staff conflicts had abated, although many of the staff were new and most were on short-term contracts or in acting arrangements. Three new classrooms had been built in the main education area (completed earlier in 2008 by workers from carpentry) which previously held around 50 computer corrals. There was a bank of 12 computer corrals moved to line the wall adjacent to the three classrooms and also a dedicated computer room in the centre. The education centre provides a positive environment and adequate space for training except for some issues with ventilation in the computer room.

---

39 This is also stated in Policy Directive 68 1.8 'Prisoners shall not undertake the PEP from ... Albany Regional Prison ... except where the Superintendent and the Director Sentence Management determine otherwise'.

40 Based on statistical data provided by the Department.

## REHABILITATION

---

---

- 4.22 Short courses are offered for a wide range of health and safety issues. Besides the mandatory occupational safety and health (OSH) (for which all prisoners receive weekly call ups until they have completed it), there is also first aid, Blue Card, chemical handling, Foodstars, and some external students doing higher level OSH training. All the students involved in traineeships or other Vocational Education and Training (VET) certificates also do industry-specific OSH. There is also a strong art program – focused on ensuring students are well connected to art competitions and business development. This area is experiencing the highest enrolments in particular units with groups of up to 12 prisoners.
- 4.23 The service level agreement with the Department specifies traineeships are to be delivered in 2008 for kitchen (two hospitality traineeships at Certificate II level), gardens (Cert II Horticulture), metals (Cert II Engineering Production), cabinet making (Furniture making Cert II and III) and upholstery (Cert II level). Six traineeships were completed during 2008; there were six current trainees at 31 August 2008 and a further five had registered up to the end of the inspection period. Current enrolment data shows that there were few students participating in vocational programs at the time of the inspection. This meant that there were few trainees at the prison. Although traineeships require more resources and place more demand on VSOs, this is an important area in skilling up prisoners to improve their chances of gaining meaningful employment on release.
- 4.24 As highlighted in the previous inspection report<sup>41</sup> the prison continues to offer a strong external education program due to its well maintained local links to Great Southern TAFE. With the mining industry in the Great Southern region, it was suggested prisoners be given the opportunity to learn relevant skills such as a Plant Operator Course (which includes the WorkSafe Certificate). A similar program exists in the north of the state where mining companies assist with prisoner skill development, maximising their employment potential. Negotiations with TAFE and industry may see this become a reality in Albany. Another suggestion is formal recognition for market gardening skills and the produce prisoners grow. Given the work camps have prisoners orally assessed, a similar process could be implemented at the prison.
- 4.25 Albany performs well in the area of developing or implementing new courses. The centre keeps a waiting list that includes a section for other areas of interest not currently offered. Tutors are also able to offer new ideas. Since Albany offers more units/modules than there are prisoners in the prison (280 units/modules for a population of 218), new delivery is less of an issue than increasing the numbers involved in the courses already on offer. A recent example highlighting this was a request to the education centre for chainsaw training required to safely prune trees. Within three weeks the course was offered by TAFE at Pardelup and it was commenced within four weeks.
- 4.26 The long overdue re-opening of the vocational skills workshop in 2007 is a real positive. This workshop provides space and an opportunity to provide pre-workshop skills to those prisoners who have little or no work skills and no other opportunity to gain them. This is pertinent given the need for more employment opportunities for prisoners and the industrial workshops needing skilled workers for production. However, relatively few prisoners had accessed training in the workshop in an area that had potential for expansion.

---

41 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006) 29.

# Chapter 5

## REPARATION

---

---

- 5.1 The situation regarding prisoner work opportunities at Albany Regional Prison was strikingly similar to that observed at the previous inspection.<sup>42</sup> The main points of difference were the increased numbers of regional and remote Aboriginal prisoners increasing the (already existing) Aboriginal underemployment; the increased disconnection and disgruntlement of VSOs; and (more positively) the reopening of the vocational skills workshop in 2007.

### PRISONER UNDEREMPLOYMENT

- 5.2 Prisoner underemployment was an area of particular concern during the inspection. Departmental figures for the 2007–2008 year recorded that 79.6 per cent of Albany’s population were employed, which was 93.6 per cent of those eligible to be employed.<sup>43</sup> The percentage participating (whether in work, education or programs) on average was recorded as 99.38 per cent.<sup>44</sup>
- 5.3 However, these figures are somewhat misleading because whilst there was a range of constructive work and educational activities available within the prison and very few prisoners recorded as not working, there were high numbers of unit-based and miscellaneous workers in the prison.<sup>45</sup> This indicates a shortage of meaningful and constructive activity available elsewhere in the prison. Most of the unit-based and miscellaneous workers had little to do for the majority of the day, and the activities they undertook were generally unskilled and not supported by any training or skills development activities. The Inspectorate’s Standard 134 requires that ‘Prisoners should have access to a range of productive employment opportunities’<sup>46</sup> and in particular that such employment should be constructive and beneficial and not be afflictive.<sup>47</sup> This standard was only partially met at Albany Prison.
- 5.4 Unemployment and underemployment had a number of negative consequences for prisoners, including no opportunity to progress through hierarchical accommodation<sup>48</sup> and no up-skilling to improve chances of gaining work after release. Unemployment also placed prisoners at a financial disadvantage, which impacted upon their ability to keep in touch with family by phone, purchase items from the canteen, pay off fines or put aside money in prison savings account. Furthermore, lack of work or other constructive activity led to boredom, which in turn can lead to assaults, fighting, brews, standover (particularly where those standing over have low gratuities) and other management issues.

---

42 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006) 36–38 and Chapter 6.

43 Prisoners are deemed ineligible for employment if they are in full-time education or programs, a remandee who chooses not to work, hospitalised or aged prisoners, protection prisoners, short-term fine defaulters or if they have been received at the prison in the last 10 days.

44 Department of Corrective Services, Adult Custodial, *Prisons Monthly Performance Report* (June 2008).

Note that this figure is the average percentage participating on the last working day of the month.

45 From TOMS on 6 November 2008, there were 55 unit-based workers (20 on level 4, 25 on level 3, 4 on level 2 and one in unit three paid level 1 gratuities – most on the lower pay levels were Aboriginal) including those in protection (bar one employed on Section 95); and 26 miscellaneous workers (22 Aboriginal) who were all on level 5 pay.

46 OICS, Standard 134: ‘Prisoners should have access to a range of productive employment opportunities’.

47 OICS, Standard 134.3.

48 Albany Regional Prison, *Standing Order B02 – Hierarchical Management* identifies the requirement for full-time employment before progressing to unit two or unit three.

- 
- 
- 5.5 Underemployment was a real issue for the prison, particularly for Aboriginal prisoners (most noticeably for regional Aboriginal prisoners) and those with little or no work skills. The large numbers of miscellaneous and unit-based workers, increasing with the burgeoning population, indicated underemployment within the prison at the time of the inspection. During the inspection week there were 26 miscellaneous workers, all on the lowest level of gratuities (level 5). Almost all of these miscellaneous workers were Aboriginal prisoners housed in Unit One. There were also 28 unit-based workers in Unit One (including protection prisoners), 17 in unit two and 10 in unit three.<sup>49</sup> Not utilising the period these prisoners spend in custody to learn new skills is a lost opportunity for the Department and is inconsistent with the Department's Strategic Plan<sup>50</sup> to 'Reduce Reoffending' and for 'Offenders to Acquire Employment Relevant Skills and Qualifications'.
- 5.6 The structure of the daily routine did not lend itself to extended periods of constructive activity. At best, the constructive day was 5.5 hours with a lunch shutdown of at least 1.5 hours. In reality the working day was also often shortened due to operational imperatives. There was also no work or skilling activity undertaken on weekends (with the exception of kitchen activities).

*Recommendation 4:*

*That all prisoners are engaged in meaningful employment or skills development activities for a minimum of six hours per day.*

- 5.7 Whilst the underemployment of prisoners is an area of concern, it also presents an opportunity for more creative employment options to be considered. The idea of having a sustainability or recycling work party to promote and manage recycling efforts within the units and workplaces has been mooted. This would not only create employment opportunities, but would also assist with targets related to environmental sustainability.<sup>51</sup>
- 5.8 Other areas of suggested employment expansion include:
- Additional prisoner employment within recreation to assist with the planning, setting up, delivering or caretaking of recreational activities and equipment.
  - The creation of a 'maintenance work party' to assist the Maintenance Vocational Support Officer on various jobs around the prison. Considering the extensive need for maintenance and cleaning around the prison, this area would also benefit from additional staff resources.
  - The Stores Officer did not have prisoner workers attached to him, likely because much of his work occurred outside the prison in the external stores area. This could offer an additional Section 95 position and relieve some of the strain on the officer currently managing the movement of all deliveries into the prison alone.

---

49 TOMS records, 6 November 2008.

50 Department of Corrective Services, *Strategic Plan 2008–2011*.

51 OICS, Standard 154: 'Waste generation should be kept to a minimum and handled in a safe, legal and environmentally responsible manner'; OICS, Standard 154.1: 'Where possible, waste should be recycled and reused'.

## REPARATION

- 5.9 Considering the number of prisoners requiring meaningful employment, there is a need to undertake a coordinated strategy to resolve the overall underemployment situation in the prison. Substantial consideration of industry expansion, new industries or modification of the working day structure (possibly including weekend activities) may be required to increase prisoner work and skills development opportunities.

### GRATUITIES

- 5.10 The prison had a 'Prisoner Constructive Activity Profile' as required under Departmental Policy Directive 25.<sup>52</sup> The profile had been modified by the Business Manager when the prison's official population increased to 220 (previous profile was for 186 capacity), but would need to be reviewed again in light of another recent increased capacity to 230.
- 5.11 Some Aboriginal prisoners complained that they did not have equitable access to some work locations (especially heavy industries and kitchen) and believed they ended up as unit cleaners or garden workers on lower pay. Upon examination, Aboriginal representation at the lower pay rates had increased since the previous inspection, as shown in the comparative table below.<sup>53</sup> This is linked with the high Aboriginal representation in unit-based and miscellaneous work and is influenced by the increased number of regional and remote Aboriginal prisoners. The proportion of non-Aboriginal prisoners at each pay bracket has not changed, with the Aboriginal proportion of the population having increased slightly overall.

Gratuity level	February 2005 Aboriginal		October 2008 Aboriginal		February 2005 Non-Aboriginal		October 2008 Non-Aboriginal	
Basic Pay Level 5&6	20	28%	35	37%	8	8%	10	8%
Standard Pay Level 3&4	40	56%	49	52%	42	39%	50	39%
Enhanced Pay Level 1&2	12	17%	10	11%	50	53%	68	53%
<b>Total</b>	<b>72</b>	<b>39.5%</b> (of total)	<b>94</b>	<b>42.3%</b> (of total)	<b>110</b>	<b>60.5%</b> (of total)	<b>128</b>	<b>57.7%</b> (of total)

(Total population 2005: 182, 2008: 222)

- 52 This Policy Directive allocated numbers of places on each gratuity level per work area, and could be modified by the prison within the 'change management' process in 2006 involving the head office change management team and negotiations with Vocational Support Officers regarding the needs within their individual workplaces.
- 53 Figures for February 2005 are taken from OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006) 38; figures for November 2008 are taken from the TOMS *Aboriginal Employment Profile – Facility* report run on 29 October 2008 for the inspection.

## REPARATION

---

---

- 5.12 At the time of the inspection there were no Aboriginal prisoners receiving level 1 gratuities. This, combined with the disproportionate representation at the lower gratuity levels, does not appear to meet one of the elements of the Inspectorate's Standard 109,<sup>54</sup> which states that 'the awarding of different scales or levels of gratuities should be applied equitably, based upon skill and workload. Particular care must be taken to ensure that ethnic or cultural groups are not disproportionately represented in the lowest gratuity scales'.<sup>55</sup>
- 5.13 However, at Albany it was more the case that the level 1 positions went to prisoners with existing trade experience in the workshops or long-term prisoners who had been in their positions for some time, rather than that Aboriginal prisoners were intentionally prevented access to highest-paid positions. Given that there were insufficient employment opportunities for prisoners, VSOs were able to choose from a large pool of prisoners, and so tended to pick those already higher functioning or skilled workers. This meant a number of prisoners did not have the opportunity to develop skills and therefore help them prepare for life back in the community. The issues regarding lack of access to skills development and work opportunities for the bulk of the Aboriginal (often regional) prisoners in relation to underemployment are the most important here. Access to higher gratuities follows from access to constructive work and encouragement to stay in that work.
- 5.14 Those prisoners who did meaningful work of high quality were remunerated for it. There could, however, be more flexibility regarding gratuities or bonuses for short projects of high value to the prison, and for short courses and other activities undertaken with good effort by prisoners involved. There was a disparity of representation for Aboriginal prisoners at the higher levels of pay. Low gratuities impacted on prisoner quality of life by limiting phone calls and canteen spends.

## VOCATIONAL SUPPORT OFFICERS

- 5.15 The prison had 20 full-time equivalent Vocational Support Officers at the time of the inspection.<sup>56</sup> While many of the VSOs had worked long-term at the prison, there had been turnover particularly in the metal shop and upholstery workshop since the previous inspection. An issue of concern was the increasing sentiment amongst VSOs that they were underappreciated, under-resourced and underpaid.<sup>57</sup>
- 5.16 A clear example of the lack of communication and integration of VSOs with the rest of the operational staff in the prison occurred during the inspection. The Inspectorate had scheduled a meeting with custodial officers for a particular day at 7.30 am, requiring a delayed unlock of prisoners (around 8.15 – 8.30 am) to facilitate access to the meeting for shift staff. All custodial staff coming in that morning were advised of the meeting and the late unlock by gate staff (a notice was also posted at gate control saying officers were to attend the meeting at 7.30 am). However, VSOs were not notified in advance about the late

---

54 OICS Standard 109.3: 'An equitable gratuity system should reward prisoners for work completed according to level of skill and hours worked'.

55 OICS Standard 109.3.

56 The Dog Handler was also classified as a VSO (according to VSOs at meeting 3/11/08) but was considered part of the Security team of the prison.

57 At the time of writing the report, local management had made significant efforts (post-inspection) to improve communication and conditions for VSOs. For example, a VSO representative now attends the daily debrief, monthly meetings have recommenced and a lunch room is now available.

## REPARATION

---

---

unlock, nor did gate staff tell VSOs about the late unlock upon their arrival around their usual start time of 8.00 am, despite this having a direct effect the commencement of work activities that day (particularly for the kitchen with the preparation of meals).

- 5.17 This lack of communication is further highlighted by the fact that VSOs are not represented at daily debriefs, and consequently are often unaware of changes to routine in the prison or other information needed for managing particular prisoners.<sup>58</sup> Monthly meetings with their manager appear only to have occurred in the exception and are not minuted. It was also claimed that senior managers rarely visit the workshops, making it difficult for VSOs to be fully informed and updated on management or operational issues.
- 5.18 More generally, the VSO team, many of whom have significant trades skills, industry experience and training certificates, are keenly aware that their salaries are behind not only those in industry, but also base-grade prison officers.<sup>59</sup> Their shift arrangement means that access to overtime is much more limited than other prison officers, which in any case is only available to those who have completed the three-week Essential Training Program (ETP).
- 5.19 Given the importance of VSOs in engaging prisoners in meaningful employment and traineeships, this lack of involvement in prison operations needs to be rectified. With prisoner underemployment being identified as one of the disappointments of Albany prison, involving VSOs in identifying potential solutions may assist in addressing this concern.

## INDUSTRIES

- 5.20 Albany Prison lacks an industry plan which would detail the scope and goals of industries in the prison, the nature of activities in each area, costs and outputs (previous and projected) for each area, risks and opportunities for the future and options for ongoing development. Customer relations, budgeting, purchasing, invoicing, staff management, head office relations and maintenance are some of the other activities that are required to be addressed in such a plan. The absence of an industry plan is an important oversight that needs to be rectified.
- 5.21 Prisoner labour and products manufactured by prisoners in the workshops were areas of great cost saving for the prison. Many internal projects around the prison utilised prisoner labour to meet urgent needs (which otherwise would have required external contractors to undertake the work – an expensive and often delayed option). For example, prisoners from the carpentry workshop built and installed the new bunks and cell furniture in Unit One in 2007 and built and installed internal walls to create three new classrooms in the education centre (with some components made by prisoners in the metal shop); re-painting of prisoner living areas and prison administration was undertaken by prisoners with painting experience; a substantial amount of vegetables were produced for the prison by the gardens party; and the metal shop and carpentry shop have produced various articles for maintenance and repair around the prison.

---

58 VSOs used to have representation by closing workshops for an hour on a rostered basis to attend; for a while after this ceased the unit three SO used to visit the workshops after the debrief (according to one of the long-term VSOs) to advise VSOs what was discussed but this also has ceased.

59 Most workshop VSOs are on Level 3, starting at \$52,276 and rising to \$57,268 after five years of service, while a first-year prison officer on shift starts on \$53,271 rising to \$62,235 after seven years of service.

- 
- 
- 5.22 Unfortunately, the methods for recording the cost savings and revenue raised from prisoner work activities have been haphazard. Items sold outside the prison were recorded as external revenue and the products from gardens and textiles recorded as internal revenue on the Department's electronic Prison Industry Catalogue (PIC). For the 2007–2008 financial year, Albany recorded \$157,912 external revenue and \$59,668 internal revenue, for a total of \$217,580, not quite offsetting industries' recorded expenditure of \$232,879.<sup>60</sup> However, the Department's Manager of Prison Industries advised that 'generally we do not identify (or put a dollar value on) the maintenance work, laundries, or kitchen meal production unless specifically ordered through PIC'.<sup>61</sup> Therefore, much of the cost-saving work undertaken within the prison is unaccounted for and the figures above for revenue would likely be much higher if other internal work was taken into account. This area would warrant particular attention for the Department in light of the current government's announcement requiring three per cent productivity cuts across all departments, the Department should pay more attention to these cost savings. Better recording of the value of work done within prisons would (on paper) highlight the savings to the taxpayer.
- 5.23 The four industrial workshops – carpentry, metals, textiles and upholstery (not including vocational skills) – all produce products for sale or distribution outside Albany Prison. The carpentry workshop and metal shop primarily produced articles for sale to community members or businesses (for example, furniture made in the carpentry workshop is sold to Plantation Pine, while horse floats made or repaired by prisoners in the metal shop are offered for sale to the community), though were often tasked on internal maintenance and construction work. The upholstery workshop takes one-off items to repair/recover for community members and had recently commenced a range of canvas products for sale; while the textiles workshop manufactured prisoner clothing for Casuarina and local use. The vocational skills workshop also employed two prisoners on the engraving machine and had produced various engraved products for the prison locally (with interest from elsewhere), such as drink coasters, plaques and signs. The vocational skills workshop offered some unskilled prisoners the opportunity to develop skills and gain a basic industry certificate, but only limited numbers could access this. More was needed to address the needs of prisoners with a low skill base.
- 5.24 The revenue raised from external sales, while credited to the annual prison budget, did not go directly back into the prisoner employment locations it was produced from (and none taken into account for internal work done without 'revenue' recorded). Therefore, VSOs and prisoner workers did not benefit directly from the money raised or saved by their efforts. While the prison spent considerable funds on refurbishing the carpentry workshop and purchasing requested equipment for the metal shop and vocational skills workshop, VSOs found it difficult to get simple administrative equipment or infrastructure to improve their productivity and were unhappy about having to justify all requests for essential or useful equipment or repairs. At the time of the inspection, there was a need to improve printer access and install a fax machine in the workshop area.

---

60 Information from spreadsheets provided by Manager Prison Industries. Note that for the 2008–2009 year, the total budget for the prison's operations was approx. \$12.8 million.

61 Information provided by Manager Prison Industries.

## REPARATION

---

---

- 5.25 Broadly speaking, Albany is meeting Inspectorate Standard 139,<sup>62</sup> although an improvement would be to channel workshop revenue into specifically developing additional work and skilling placements within the prison to address the growing need within the increased population (rather than such revenue simply being subsumed within the overall budget).

---

62 OICS, Standard 139: 'Wherever possible, prisoner work should be made available to offset the costs of imprisonment to the community'; Standard 139.1: 'Wherever possible, prisoners should be employed to undertake the cooking, cleaning, gardening and routine maintenance of the prison'; Standard 139.2: 'Part of any revenue generated from prison industries should be channelled back into prison infrastructure and programs for prisoners'.

PHOTOGRAPHS

---



*The reception / sally port area lacks storage and is crowded with cardboard boxes stacked high along the wall [2.3].*



*This shower cubicle is an example of the poor maintenance and unsatisfactory conditions in Unit One [3.34] – [3.36].*

## PHOTOGRAPHS

---



*The visits area consists of an indoor area and a smaller outdoor area. There is also a fenced children's play area containing toys, videos and a television [3.30]– [3.32].*



*The opening of the visitors centre in June 2007 has resulted in significant improvements to the infrastructure and organisation of visits. The centre provides information, comfortable shelter, secure storage lockers, refreshments, toilets and play areas for children [3.26]– [3.29].*

## PHOTOGRAPHS

---



*Significant improvements have been made in relation to female prisoner accommodation. The women's 'suite' includes shower and toilet facilities with sufficient space for infants to be cared for as required [3.38].*



*Walpole work camp prisoner caravan accommodation. There has been significant underinvestment in the work camps, particularly in terms of accommodation, which presents no incentive for prisoners to engage in this important re-entry option [7.5] – [7.6].*

# Chapter 6

## RESOURCES AND SYSTEMS

---

---

### MANAGEMENT

- 6.1 Albany shares with Bandyup the distinction of being a maximum-security prison attempting to manage a complex custodial operation with a small administrative team, especially in comparison to the other two maximum-security prisons: Hakea and Casuarina.<sup>63</sup> At the time of the inspection, senior administration at Albany comprised of the Superintendent, Assistant Superintendent Prisoner Management, Assistant Superintendent Security, Business Manager, Case Management Coordinator and Human Resources Manager. This team is assisted by clerical staff and senior officers for security and training. At the last inspection the entire management team were acting in their positions, which remained the case during this current inspection.
- 6.2 There are also local managers and coordinators for areas answerable directly to head office, such as offender services, education and vocational training, health services and re-entry coordination (Transitional Manager). As with most other smaller prisons, following recent staffing reviews, Albany administration is expected to be bolstered in the near future by establishment of the new positions of Finance Officer, Purchasing Officer and Human Resources Officer.
- 6.3 None of this is to suggest that management at Albany was performing poorly. On the contrary, in most respects, Albany was a well run prison, especially in managing its staff and prisoners and a significant effort had been made to address some of the issues identified in the previous inspection. In our pre-inspection survey, staff reported significantly higher levels of satisfaction with senior management and line managers than at Casuarina, the comparator prison. Prisoners surveyed also reported a significantly higher quality of life than at the comparator prison.
- 6.4 However, only so much can be achieved through temporary management and there were areas that warrant attention from incoming permanent managers if Albany is to maintain its high status. In particular, a more proactive approach is needed through the active anticipation of and treatment of risks, strategically, operationally and in project management. A change in management process, facilitated from head office in early 2006 created an opportunity for staff to raise ideas with management about modifications to prison operations. Resulting changes, however, were modest and it eventually gave way to more traditional communications processes such as staff meetings and consultative meetings between management and local union representatives. Annual business plans do identify risks and issues for the prison, but the current plan did not systematically examine each of these in its detail and its outlook did not extend beyond the present financial year.<sup>64</sup>

---

63 See OICS, *Report of an Announced Inspection of Bandyup Women's Prison*, Report No. 57 (December 2008). Hakea and Casuarina have to manage three times the number of prisoners, but the smaller maximum-security prisons still have to administer a range of prisoner regimes – in the case of Albany, this includes an ESG-style Security Unit.

64 Adult Custodial Division, *Albany Regional Prison Annual Business Plan 2008–2009*.

- 6.5 Assets management and maintenance was a case in point. The acting maintenance officer had his ideas about what maintenance was required, the Industries Manager at head office had his own list as to what machinery in industries needed major maintenance or upgrading, the Department of Housing and Works representative had a different list of building maintenance and plant issues that had to be addressed, and the assets section in the Department's head office had its own priorities for capital upgrades at Albany Prison. However, there was no coordinated approach at prison management level across these areas, no assignation of risk levels or priorities, no cyclic maintenance programs, and no medium- or long-term development plans. Such issues appeared to be resolved as they came to attention, but had to be juggled with other current needs. For example, at the time of the inspection the hot water system for units one and two, and for kitchen use, was breaking down and required urgent maintenance.
- 6.6 The inspection team included a representative from RiskCover, the State Government's Insurer, who offered to facilitate Albany management in workshopping the range of risks that need to be managed and develop strategies on how best to treat such risks. This offer was accepted. It was also positive that two of Albany's acting managers had recently engaged in study and other training to enhance their knowledge and skills in business management.

*Recommendation 5:*

*That Albany Regional Prison accept the opportunity offered to work with RiskCover and develop a risk-based approach to operations.*

## STAFFING

- 6.7 At the time of the inspection 16 operational positions were vacant, partly offset by five officers not yet assigned to permanent items. Operational staff were also backfilling positions: two administration positions; two seconded outside the prison; two seconded into VSO roles (having to cover positions on the gatehouse project); and an approved, but not yet established, senior officer role as part of the peak prison population agreement. What this meant in practice was that many shift lines each day had to be covered through overtime, in addition to any not covered due to sickness or other leave.
- 6.8 The numbers of lines needing to be covered on overtime was often as high as 13 operational staff, which of a weekend was over 20 per cent of staff on site. A recently implemented incentive payment for overtime work had increased the number of staff willing to do shift work, or to perform extra duties to some degree, which made it possible to cover the deficit on most days. However, with only five new officers allocated to Albany of the latest recruits to graduate from the academy in December, management needs to consider whether overtime levels in this prison are sustainable.

- 6.9 In general terms it has to be said that morale on the part of staff was good. There is real pride among staff in the work they do and good support for the idea that there is an ‘Albany way’<sup>65</sup> in prisoner management that is worth preserving. The workforce at Albany is mature relative to other prisons, with a strong senior officer team soon to be increased by five more appointments. The number of new recruits is low in comparison to other prisons, so these senior officers are well positioned to help new staff grow positively into their career as prison officers.

### TRAINING

- 6.10 Albany Prison has a Satellite Trainer Senior Officer position which coordinates local training and links with the Department’s training academy. Training at Albany is complicated to some degree by the presence of the Albany Security Unit (ASU), which has significant extra training needs. Nevertheless, with assistance from other local and Perth trainers, it was clear that good systems were in place to ensure that all operational staff were engaged in essential training and other training appropriate to their roles. Respondents to the staff survey reported especially high levels of satisfaction with training in relation to security, and in first aid and emergencies.
- 6.11 The range of training provided was impressive and there was fair balance of both custodial training (such as resuscitation, breathing apparatus, use of force) and corporate training (anti-bullying, PADS). Training was available for most staff during Friday lockdowns, for ASU staff on three-weekly training days and for special needs as required.<sup>66</sup> Training for nominated OSH representatives is held off-site at TAFE. However, a significant gap in training is the lack of generic OSH training for staff. Staff also raised on a number of occasions their desire for further training on TOMS, particularly to ensure consistency in the recorded data.
- 6.12 The Training Officer also engaged with civilian staff in orientation training, anti-grooming training and in emergency procedures – an evacuation exercise was recently conducted in the medical centre. He also has responsibility for orientation training for probationary officers and will be responsible their performance appraisals as part of the new appraisal and development system.

### SUSTAINABILITY

- 6.13 The notion of sustainability was made central to Western Australian government policy in 2004 with the release of the Sustainability Code of Practice for Government Agencies which required each agency to develop and report on three-year Sustainability Action Plans. No such plan can be found on the website of the Department of Corrective Services, but the last published Annual Report indicated that the Department had focused in its plan on corporate sustainability through leadership development, on environmental sustainability through adoption of appropriate principles in future building design and refurbishment, on economic sustainability through prison farms and social sustainability through reparative work.<sup>67</sup>

---

65 Document provided to OICS detailed the ‘Albany Regional Prison Philosophy’ or otherwise termed ‘the Albany way’.

66 This training occurs every Friday from 1.00 pm to 3.15 pm.

67 Department of Corrective Services, *Annual Report 2006–2007*, 116.

- 6.14 What was missing was any major strategy to reduce the environmental impacts of custodial operations. Modern prisons have enormous ecological impacts in their use of energy, food and other materials. Levels of waste are high and efforts to conserve, minimise and recycle are limited and uneven. This is very much in contrast to HM Prison Service in England and Wales which publishes a Sustainable Development report annually which outlines initiatives and measures of progress in relation to waste management, environmental management systems, transport, biodiversity and procurement in all public prisons.<sup>68</sup>
- 6.15 Albany in this respect is no worse than other Western Australian prisons, and indeed we were told that there was effective sorting of waste and recycling, with a prisoner job established for this in each unit. Papers, cans and plastics were fed into the council recycling system and cardboard and food scraps sent to the gardens. However, the prison lacked a comprehensive strategy to reduce energy usage and other wastage, manage other risks to environmental sustainability and promote the strategy to staff and prisoners alike.

*Recommendation 6:*

*That Albany Regional Prison implement and report on a comprehensive sustainability strategy.*

#### ENVIRONMENTAL HEALTH ASSESSMENT

- 6.16 As part of the announced inspection our authorised officer carried out an Environmental Health Assessment of the prison. Although the prison was generally well maintained, there were a number of issues that require further attention.
- 6.17 The four principal areas of concern were:
- Infrastructure – the kitchen hot water system needs to be replaced.
  - Occupational Health and Safety – additional power points are needed.
  - General maintenance and cleanliness.
  - Training programs – food safety/manual handling.
- 6.18 A detailed report outlining the specific areas that require attention as identified in the Environmental Health Assessment was provided to the Department for action. These items are being addressed and will be followed up at subsequent reviews by our authorised officer.

#### COMMUNITY ENGAGEMENT

- 6.19 Community engagement is a source of strength for Albany Prison. While many prisons only offer family days at Christmas and during NAIDOC week, Albany welcomes families of prisoners four times per year. Daylight savings also made it possible early in 2008 to offer an open night for adult family members of staff, which was seen as positive in breaking down misconceptions and fears they may have had about where their loved ones work.

---

68 HM Prison Service, *Annual Sustainable Development Report 2005–2006* (September 2006).

## RESOURCES AND SYSTEMS

---

---

- 6.20 The prison is a key participant in a regular interagency meeting with Community Justice Services, Homeswest and Regional Counselling, with a focus on re-entry issues. The prison has also participated in quarterly meetings with the broader group of departments and agencies involved in Aboriginal affairs to address issues relating to families, social conditions, feuding and prevention of juvenile offending.
- 6.21 The prison was also represented at AEETC<sup>69</sup> which included Departments and providers involved in Aboriginal education. Prison security managers also participate in the Rainbow Coast Intel interagency meeting which involved state and federal police, immigration, customs, Centrelink, and the Department of Planning and Infrastructure. A strong link has also been established with the Albany Chamber of Commerce, which is has had value for prison industries and prisoner employment on release. Overall, the prison was making good efforts to connect with, and stay connected to, the local community. Representatives from the prison attended various community agency meetings, management welcomed contact from outside agencies and service providers were very positive about relations with the prison.

---

69 Aboriginal Employment, Education and Training Committee.

# Chapter 7

## WORK CAMPS

---

---

- 7.1 On 1 May 2008 the Department transferred the responsibilities of the southern two work camps (Pardelup and Walpole) from Albany Regional Prison to Karnet Prison Farm. The rationale behind this change was to align the work camps with a minimum-security prison that could more easily facilitate the transfer of prisoners, with the overall aim being to increase the work camp population.
- 7.2 The Department's Annual Business Plan for the work camps 2008–2009<sup>70</sup> states that increasing work camp participation is seen as a priority. At the pre-inspection presentation by the Department it was stated that there were only 96 prisoners in work camps throughout the state which is less than 10 per cent of the 1,096 eligible minimum-security prisoners. At the time of the inspection a proposed strategic plan regarding work camps was being considered by the Adult Custodial Deputy Commissioner, which would later be presented to the Commissioner's Executive Team. This plan proposed to increase the number of prisoners in work camps, meaning additional resources will need to be provided. The proposal will see additional staffing positions at each of the above two camps (comprising of at least one senior officer and at least one prison officer).
- 7.3 In Recommendation 32, 33 and 34 of Report 30<sup>71</sup> it was proposed that work camp policy development and management should be under the direction of a person whose status is at least equivalent to that of a superintendent with control over staffing levels, budgets, as well as over which prisoners should be placed in work camps. The Department's proposed changes would appear to be moving towards this direction; however, it is too early to determine if the new structure and direction achieves this goal.
- 7.4 The Department's 'Work Camps Future Directions' paper<sup>72</sup> states that 'regional work camps are well suited to Aboriginal offenders who often struggle to cope with imprisonment in a standard custodial environment. Outcomes for Aboriginal prisoners are surpassing that of the general prison population'. It was therefore disappointing that there have been very few Aboriginal prisoners placed at either southern work camp. Inspectorate Aboriginal Standards related to work camp placement were not being met at the time of the inspection.<sup>73</sup> Unfortunately, there is no specific work camp for Nyoongar Aboriginal prisoners from the South West region of the state, which really is a missed opportunity for the Department. It also represents a significant structural disadvantage for Nyoongar Aboriginal people in the prison system that needs to be addressed.

### *Recommendation 7:*

*The Department implement a strategy with a view to ensuring a proportionate number of Nyoongar Aboriginals are placed in work camps.*

---

70 Department of Corrective Services, Adult Custodial Division, *Work Camps Annual Business Plan 2008–2008*.

71 OICS, *A Directed Review of the Management of Offenders in Custody*, Report No. 30 (November 2005).

72 Department of Corrective Services, *Work Camp Future Directions: A discussion paper on current issues and drivers that will influence planning for the future direction of work camps* (January 2008).

73 OICS, Standard A31: 'External work opportunities should be maximised so that minimum-security Aboriginal prisoners have the opportunity to do reparative work in the Aboriginal community'.

## WORK CAMPS

---

---

- 7.5 If the Department is to increase the number of prisoners at both work camps then significant investment at both sites is required. Over the years, the work camps have been under-resourced, particularly in relation to infrastructure and maintenance. If the work camps' numbers are to be increased, they need to be fully resourced, maintained and staffed. The Walpole camp, although clean and tidy, was well overdue for an upgrade, and the Inspectorate welcomes the recent allocation of funding for the upgrade of the accommodation units at the camp. Currently, the prisoners are still accommodated in caravans and aged donga-style accommodation, both of which are in need of replacing. It was positive to see the addition of a multipurpose extension to the existing work shed at Walpole to create a space for visits, training and recreation at the camp. Accommodation at Pardelup has seen recent minor improvements; however, it still appears somewhat dated with some of the units requiring structural improvements to make them safe and inhabitable again. Both the Walpole and Pardelup Action Plans for 2008–2009 identify this issue by highlighting one of their priorities as being the 'upgrade of prisoners' accommodation'.
- 7.6 The poor state of the accommodation presents no incentive for a minimum-security prisoner to transfer to a work camp. The allocation of funding to the work camps also represents an opportunity to organise a construction project in partnership with outside agencies (such as TAFE). This may provide prisoners with skills and qualifications regarding building construction, which could also be used in further reparative activities.
- 7.7 In order to increase the number of prisoners at both camps, the issue of visits will need to be addressed. Prisoners were reluctant to be placed at the work camps as their isolated location may mean that they would not receive family visits. In order to resolve this issue, the Department implemented a system which entitled prisoners to return to Karnet at the end of the month for five days so they could receive visits. However, this system was not functioning as intended, as there were only five places in the vehicle and five beds in the prison held for prisoners returning for visits. Therefore, given the population at Pardelup and Walpole, the prisoner could only hope to return to Karnet approximately once every four to five months if all prisoners take their turn for visits. The waiting period will become even longer if numbers are increased in either camp. If the above arrangements are used as an incentive to encourage more prisoners to undertake placements at the work camps, then suitable arrangements need to be made.
- 7.8 Of the two work camps, home leave is only facilitated from Pardelup, due to the inability for Walpole to drug test prisoners on their return. This is not a valid reason as the camps have two positions that could undertake this task – the relief Work Camp Officer and the Senior Officer in Pardelup. The home leave dates are known well in advance and, with minimal planning, either of these positions could attend the camp to carry out this duty. It is disappointing that prisoners at Walpole are disadvantaged in this way, particularly when the Department is trying to encourage more prisoners to be placed at the work camps.

## WORK CAMPS

---

---

- 7.9 An impressive achievement for both work camps was the amount of reparation undertaken. Walpole undertook 8,103 hours of reparation in the community, whilst Pardelup undertook 13,683 hours of reparation. Pre-inspection community consultations in Walpole and Mt Barker confirmed that the two camps are still viewed with positive regard by the agencies and communities they provide workers for. Much of the work undertaken by work camp prisoners would not occur otherwise and this saves the local communities many thousands of dollars each year.<sup>74</sup> Walpole won a state Tidy Town title in 2007 and a national Protection of the Environment Award at the Australian Tidy Towns Awards in 2008. The consultation group stated the gardening crew was directly responsible for how good the town looks. Both work camps should be commended on the amount of reparation completed and the positive relations and acceptance they have within the community.

---

74 For example, the Mt Barker Turf Club uses Pardelup work camp prisoners between September and March on track and rail maintenance and estimated this saves the Club (a community resource) \$20,000 – \$25,000 per year.

# Appendix 1

## THE DEPARTMENT'S RESPONSE TO THE 2008 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
<p><b>Unit One</b></p> <p>1. That the Department schedule the replacement of Unit One within the next five years.</p>	<p><b>Supported in Principle, Subject to Funding/Moderate</b></p> <p>Replacement of Unit One is currently scheduled as part of the Department's approved 10 year Capital Investment Plan for commencement in 2013/14, with an estimated completion date of 2016/17. The current (un-escalated cost) is \$72 million which will require a full business case, evaluation and consequent funding approval by Department of Treasury and Finance.</p> <p>Adult Custodial facilities have a high demand given their 24 hour occupancy and the maintenance program at Albany Regional Prison is composed of routine maintenance, (which is assessed annually in conjunction between the prison, strategic assets and Department of Building, Maintenance and Works), and breakdown and repairs which is conducted on an as needs basis in order to meet the operational requirement of the prison. Due to current funding constraints all maintenance is prioritised in accordance with the sites operational needs.</p>
<p><b>Minimum Security Options</b></p> <p>2. The Department should expand the provision for minimum-security options at Albany Regional Prison.</p>	<p><b>Supported in Principle/Acceptable</b></p> <p>External options are currently being examined in order to support Albany Regional Prison's requirements for a minimum security section. Pardelup work camp is currently being upgraded as part of the Department's overall prisoner accommodation strategy which will provide Albany Regional Prison with additional options for the placement of minimum security prisoners.</p>
<p><b>Rehabilitation</b></p> <p>3. That the Department provide sufficient programs to enable all prisoners to meet all their pre-release requirements</p>	<p><b>Supported in Principle/Moderate</b></p> <p>The Department of Corrective Services supports the recommendation in principle and is committed to delivering programs to meet the identified treatment needs of prisoners. The recommendation however calls for all pre-release requirements to be met. While recognising this as a valuable goal, it will require a long timeframe and considerable additional resources. To address the previous lack of program availability the Department has engaged in a recruitment process which has resulted in twenty-one psychologists and social workers obtaining employment within the Clinical Services Branch. This will result in immediate improvements to program delivery,</p>

THE DEPARTMENT'S RESPONSE TO THE 2008 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
	<p>however not at the level suggested by the recommendation. There is a recruitment process currently underway for Albany Regional Prison so it is anticipated that the position at Albany will be filled within the next two months.</p>
<p><b>Reparation</b></p> <p>4. That all prisoners are engaged in meaningful employment or skill development activities for a minimum of six hours per day</p>	<p><b>Supported in Part/Acceptable</b></p> <p>The Department recognises and understands the value of meaningful employment in both volume and duration. The Department has recently approved a corporate review of offender employment across the Department and is committed to a policy of self sufficiency which will inform the level of employment across all sites. The review of offender employment will increase opportunities Statewide for prisoner employment but will not necessarily ensure all prisoners are engaged in meaningful employment or skill development activities for a minimum of six hours per day.</p> <p>However, Albany Regional Prison will continue to work proactively to improve work options for prisoners.</p>
<p><b>Resources and Systems</b></p> <p>5. That Albany Regional Prison accept the opportunity offered to work with RiskCover and develop a risk-based approach to operations.</p>	<p><b>Supported/Low</b></p> <p>As acknowledged in the report, the prison has accepted an offer of assistance from RiskCover to workshop and mitigate operational risk. No further action proposed.</p>
<p><b>Resources and Systems</b></p> <p>6. That Albany Regional Prison implement and report on a comprehensive sustainability strategy.</p>	<p><b>Supported in Part/Low</b></p> <p>Albany Regional Prison has already taken steps to address sustainability issues in relation to decreasing the use of gas, water and electricity on site. The prison already utilises a market garden which provides fresh vegetables to the kitchen and surplus vegetables are sent to other prisons. Kitchen scraps are composted and all paper, cardboard and cans are recycled or shredded for mulch. The prison will draw on the experience of Acacia Prison's sustainability plan.</p> <p>The Department is currently producing an energy management plan for the entire Department and will be assessing previous energy audits undertaken at prisons to</p>

THE DEPARTMENT'S RESPONSE TO THE 2008 RECOMMENDATIONS

---

---

<b>Recommendation</b>	<b>Acceptance Level/Risk Rating/Response</b>
	create an action plan. This will be lodged with the Sustainable Energy Development Office (SEDO) and monitored at an Executive Level within the Department.
<b>Work camps</b>	<b>Not Supported/Low</b>
7. The Department implement a strategy with a view to ensuring a proportionate number of Nyoongar Aboriginals are placed in work camps.	Placement at work camps is voluntary. The Work Camps Coordinator works to promote the benefits of work camps to all prisoners. In assessing a prisoner's suitability for placement at a work camp, the Assessment and Classification tool is used in conjunction with the prisoner's Individual Management Plan. The prison continues to promote work camps to all prisoners however only those volunteering and considered suitable for placement will be transferred.

## Appendix 2

### ALBANY LOCALLY REMEDIABLE ISSUES

---

The prison was not being adequately maintained and there was little coordination or recording of maintenance. Registers of maintenance must be kept up to date and include details of maintenance requests, when maintenance is scheduled, tasked and completed. Such registers should be kept for gardens, grounds, workshops, prisoner accommodation areas, service and administrative areas [3.34].

There was an absence of systematic and regular cleaning of the prison (particularly the self-care kitchen). The prison should urgently remedy this situation. A systems approach should be examined; perhaps based upon the model systems implemented at many public places such shopping centres and airports whereby cleaning duties for prisoners are clearly displayed and include frequent notated and signed checks [3.42].

Local management to consider rotating the higher gratuity paying prisoner positions (e.g. reception, canteen, administration, etc) so that different prisoners are offered these opportunities [5.13].

There are no duress alarms at the front of the prison or in the visits centre. This should be remedied or alternative alarm or monitoring systems urgently implemented [3.29].

There is insufficient storage areas in reception and sally port area. Additional storage capacity should be provided to relieve the current level of clutter [2.3].

Intelligence reports to be sent to Justice Information System before local police are informed or involved in local investigations [2.11].

There is inadequate communication between management and Vocational Support Officers. Ways of improving communications should be identified and implemented [5.16].

Management to ensure sufficient security arrangements in the rear education classroom(s) once this area has been separated for use by protection prisoners [3.20].

A system to monitor and control staff access the garden shed after hours to be implemented.

Management innovate and implement ways to assist regional and remote Aboriginal prisoners to access health services [3.53].

Management to look closely at staffing requirements over the coming 18 months to quantify likely staffing and overtime requirements to ensure sustainable operations at Albany [6.8].

The Drug Free Unit to be renamed to better reflect the actuality of its use [4.14].

There is a need for an industrial washing machine in Unit Two.

All operational staff should undertake training regarding working with regional and remote Aboriginal prisoners [3.2] – [3.8].

# Appendix 3

## SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006 RECOMMENDATIONS

Recommendation Number	Report No. 38, <i>Report of an Announced Inspection of Albany Regional Prison.</i>  By type of Recommendation / Duration	Assessment of the Department's Implementations				
		Poor	Less than Acceptable	Acceptable	More than Acceptable	Excellent
1.	<b>Care and Wellbeing</b> The Department should develop a medium-term plan for the custodial management of prisoners at Albany Regional Prison which incorporates addressing the significantly poorer and substandard accommodation and facilities in Unit One.		•			
2.	<b>Administration and Accountability</b> The Department needs to identify and articulate the good practices unique and inherent to Albany Regional Prison and to develop a methodology for transferring these practices to other prisons.		•			
3.	<b>Custody and Security</b> Without disturbing the positive operational culture with contributes significantly to staff and prisoner safety in Albany Regional Prison, the Department needs to develop a planned and staged approach to bring its physical, procedural and dynamic security up to a standard comparable to the state's other maximum-security prisons. This should be resourced as a matter of priority.				•	
4.	<b>Rehabilitation</b> Albany Regional Prison's management should clarify the role and function of its Drug Free Unit and the Department should undertake a comprehensive outcome evaluation of all its drug free units.			•		
5.	<b>Care and Wellbeing</b> Albany Regional Prison's management should address the equity issues regarding access to services for protection prisoners and their general care and wellbeing issues raised in this report.				•	
6.	<b>Care and Wellbeing</b> The prison should review its ability to deliver a quality visits service and develop plans to address its deficiencies in regard to protection and restricted visits, activities for children, visitor facilities and services to visitors such as those provided by Outcare in the metropolitan area.				•	

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE  
2006 RECOMMENDATIONS

Recommendation Number	Report No. 38, <i>Report of an Announced Inspection of Albany Regional Prison.</i>  By type of Recommendation / Duration	Assessment of the Department's Implementations				
		Poor	Less than Acceptable	Acceptable	More than Acceptable	Excellent
7.	<b>Administration and Accountability</b> The Department should begin master planning for the expanded provision for minimum-security options at Albany Regional Prison.		•			
8.	<b>Administration and Accountability</b> The Department should address the identified policy and procedure impediments to the optimum performance and functioning of these work camps. In doing so the Department should take heed of recommendations 32, 34 and 110 from the Directed Review.			•		
9.	<b>Custody and Security</b> Where access to relevant background information is lacking, the Department should review its decision to routinely classify prisoners to lower grades of security. It should also review the placement of such prisoners (illustrated here by the Indonesian foreign nationals) into work camps.	No Longer Relevant				

## Appendix 4

### THE INSPECTION TEAM

---

---

Bill Cullen	Acting Inspector of Custodial Services
Jason Donaldson	Acting Principal Inspections and Research Officer
Fiona Paskulich	Inspections and Research Officer
Cliff Holdom	Inspections and Research Officer
Jim Bryden	Inspections and Research Officer
Janina Surma	Inspections and Research Officer
Elizabeth Re	Inspections and Research Officer – Environmental Health
Joseph Wallam	Community Liaison Officer
Heon Jeong	Observer, Corrections Bureau, Ministry of Justice, Korea
Dr Mike Jordan	Expert Adviser, Department of Health
Cheryl Wiltshire	Expert Adviser, Department of Education and Training
Jim Hodges	Expert Adviser, RiskCover
Dace Tomsons	Expert Adviser, Drug and Alcohol Office
Diane Broadby	Manager Community Relations

# Appendix 5

## KEY DATES

---

---

Formal notification of announced inspection	8 August 2008
Pre-inspection community consultation	23 September 2008
Start of on-site phase	10 August 2008
Completion of on-site phase	2 November 2008
Inspection exit debrief	7 November 2008
Draft Report sent to the Department of Corrective Services	16 February 2009
Draft Report returned by the Department of Corrective Services	30 March 2009
Declaration of Prepared Report	17 April 2009





OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES

[www.custodialinspector.wa.gov.au](http://www.custodialinspector.wa.gov.au)

Level 27, 197 St George's Terrace, Perth, Western Australia, Australia 6000  
Telephone: +61 8 9212 6200 Facsimile: +61 8 9226 4616