



Department of Corrective Services  
Government of Western Australia

## **ANNUAL REPORT 2006/2007**

Acacia Prison Services Agreement

This report covers the operation of  
Acacia Prison from September 2006 to  
August 2007.



## **ACACIA PRISON SERVICES AGREEMENT**

### **ANNUAL REPORT 2006/2007**

#### **TO THE MINISTER**

To The Hon Francis M Logan BA (Hons) MLA  
A/Minister for Corrective Services

To Hon Margaret M. Quirk MA LLB (Hons) MLA  
Minister for Corrective Services

In accordance with section 15G of the *Prisons Act 1981*, I hereby submit for your information and presentation to Parliament, the Annual Report of the Acacia Prison Services Agreement for the year ending 30 September 2007.

This report provides an overview of services provided by Serco Australia Pty Ltd under the Agreement for the management of Acacia Prison.

Ian Johnson  
Commissioner

September 2007

Department of Corrective Services  
141 St Georges Terrace  
PERTH WA 6000

Telephone: 9264 6184  
[www.correctiveservices.wa.gov.au](http://www.correctiveservices.wa.gov.au)

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The landscaped gardens overlooking the oval at Acacia Prison.

*Acacia is a good quality prison. Consultation with a number of key stakeholders suggests that whilst there are few objective comparative measures available, its performance places it easily among the top four or five establishments in Western Australia (Professor Alison Lieblich).*



## **FROM THE COMMISSIONER**

Operating a prison is a tough and challenging business. It is complex and demanding work, sometimes dangerous, and always exacting on staff and senior management.

It is also an essential service, both for the security and safety of our community and to provide services and programs to help prisoners address their offending behaviour so that they can rejoin society as law-abiding citizens. But it is not a perfect science and from time to time things can and do go wrong.

Just putting together in the confines of a prison environment, more than 760 male prisoners from diverse backgrounds presents unique challenges. Some arrive with unresolved tensions which are exacerbated with confinement. There are many potential hazards in managing a prison and good risk management is the key to dealing with and minimising the risk.

Further demands are placed on Acacia Prison as it has more Aboriginal prisoners than any other prison in the State. A number of these inmates are from remote communities and this isolation creates great cultural dislocation. In many instances people are in prison due to a variety of determinant factors including mental illness, substance abuse, personality disorders and intellectual disabilities, as well as a range of other circumstances.

The key to managing this melting pot of challenges is a dedicated and caring staff and the team at Acacia has continued to step up to the mark.

Acacia, as with all prisons, needs to mirror the community in the services it provides including health, education, employment, training, meals and social activities, while ensuring safety and security.

And while not understating the reasons and justification for their incarceration, it is important to point out that for many prisoners their term in prison is the only time they receive proper health care, education and an opportunity to address their offending behaviour. It is vital that these needs are addressed to lessen the chance of them returning to custody after release.

### **Background**

Acacia Prison, the State's first and only private prison was introduced six years ago, essentially to meet the need for additional prisoner beds and to introduce cost-effective and improved performance.

It came about after intense privatisation debate in WA and followed positive reports from the United Kingdom and the United States of America on the success of private prisons, which were out-performing their publicly-operated counterparts in a range of key areas.

The government of the day approved the introduction of Western Australia's first private prison on the basis of it providing better value for money, innovation and improved risk management.

Acacia Prison opened in May 2001 and was operated by Australian Integration Management Services (AIMS) Corporation. The first five years were challenging as AIMS and the Department broke new ground in operating corrections systems in WA.

In July 2005 the first five-year contract was allowed to expire and the *Acacia Prison Services Agreement* was re-tendered, resulting in the development of a new agreement and the appointment of a new private contractor, Serco Australia, who began operations at Acacia Prison on 16 May 2006.

### **Key issues and initiatives**

During the period 2006/2007, there was a steady increase in staff numbers, including the recruitment of an additional 71 prison officers and a number of professional staff. A lot of effort was also put into recruiting and training the prison's trade instructors to ensure prisoners receive appropriate work skills and employment development while serving their sentence.

Another important matter addressed by Serco was Acacia Prison's status as a Registered Training Organisation. Accreditation is required to enable the service provider to make training and programs available for prisoners and staff, but this had lapsed under the previous contractor. Serco was successful in its application and received RTO accreditation on 29 May 2007.

This year has seen a considerable improvement in the food standard with the introduction of choice menus. Its success is reflected in the drop in the number of complaints about food to external agencies as well as a significant reduction in food waste.

In May 2007 a new staff dining room was completed and during NAIDOC celebrations in July 2007 a prisoner cultural meeting centre was opened.

During the year Serco carried out a review of Acacia's protection prisoners which saw prisoners moving from kilo block to Juliet block, resulting in a number of improvements, including self care and employment opportunities and greater access to program delivery and recreation for protection prisoners.

There have also been improvements in the provision of education and industries, with the recruitment of additional education staff and a review and complete refit of the industries workshops.

During the year areas identified as needing some improvement included internal organisation, the lines of communication from Serco senior management to uniformed officers, staff training and development and the alignment or coordination of basic operational practices. Serco has responded positively to this criticism.

### **Monitoring and reviews**

The Department of Corrective Services employs on-site monitors and undertakes a number of specialist, peer and management reviews to ensure that the level of service provided at Acacia Prison achieves contractual and Departmental requirements.

These procedures are designed to measure the performance of the prison against the four cornerstones of prison management (custody and containment, care and well-being, rehabilitation and reintegration, and reparation). In conjunction with performance-linked fee measures they are also used to demonstrate overall performance. The focus on performance monitoring is essential to ensure a high standard of services is maintained and a similar concept is being developed for the public prison system.

The annual review of Acacia Prison was conducted in March 2007 and was undertaken by Professor Alison Liebling, from the United Kingdom. Professor Liebling, University Professor in Criminology and Director of the Prisons Research Centre at Cambridge University, has been involved in prison research for the past 15 years.

Professor Liebling highlighted Acacia Prison's pro-social environment including the quality of staff-prisoner interaction and relationships, and the use of first names, as its major strength.

In 2006/2007 there were no major disturbances, escapes or unnatural deaths in custody at Acacia Prison.

**The future**

One of the benefits of having at least one private prison in Western Australia is that it provides contestability, and a climate of competitive change among the other WA prisons. Ultimately, this leads to the sharing and transferring of continuous improvements between private and public prisons.

But well-planned and well-implemented reform takes time.

Acacia Prison is Serco's first prison in Australia so contracting and management processes are still relatively new. With Serco continuing to draw on its wealth of experience in running prisons in the United Kingdom, with particular strengths in prisoner education, programs, rehabilitation and supports for prisoners re-entering the community, we can look forward to more improved prisoner management practices.

Recent increases in staff numbers, improvements in training and programs, and a lack of major incidents and disturbances are all positive indicators in Acacia Prison's journey.

It is hoped that innovative change and successful experiences at Acacia Prison will impact positively in improvements across the entire prison system.

**Ian Johnson**  
**COMMISSIONER**

## REPORT DATA EXPLANATION

While this report covers events through September 2007, the most recent statistical data available at reporting time is up to July 2007. Consequently, in accordance with the *Prisons Act 1981*, this report covers the service period from 1 September 2006 to 31 August 2007. Tables and graphs do not display year to date figures as the figures in the report represent longer than an operation year.

It is now more than 14 months since Serco commenced service provision at Acacia Prison. Statistics reflect the overall performance and this report will provide a summary of performance and indicate whether the prison performance has progressed or regressed.



## ACACIA PRISON SERVICES AGREEMENT

The *Acacia Prison Services Agreement* is a contract for the management and operation of a publicly-owned prison in Western Australia. The prison, about 55km east of Perth near Woorloo, has a capacity of 800 medium-security male prisoners and is the only privately-managed prison in the State. Serco Australia Pty Ltd is the contractor.

The initial five-year contract under the *Acacia Prison Services Agreement* was awarded to AIMS Corporation to operate the prison from 16 May 2001. Following re-tender processes a subsequent five-year contract was awarded to Serco Australia. The contract began on 16 May 2006, with the option of extensions on one or more occasions for terms of three to five years. The maximum remaining period for the contract with Serco is 15 years.

The Commissioner of the Department of Corrective Services, as Chief Executive Officer under the *Prisons Act 1981*, is the principal to the agreement for, and on behalf of, the State of Western Australia.

### Fees

The Department pays the service provider an operational fee based on the prison's daily average population (DAP) over an operation month. A schedule of payment is defined within the agreement. The agreement provides for 5% of this fee to be withheld and aligned to performance and for \$250,000 of that 5% to be awarded for innovation.

The performance of the prison is measured against pre-determined measures (see Accountability), which are more relevant and robust than those in the previous contract. The Department of Corrective Services' Contracted Services Directorate verifies information and statistics provided by Serco, and also applies random sampling of data before payment of the performance-linked fees.

The fee for service is adjusted annually, based on the Consumer Price Index (CPI) and additionally to:

- allow for increases in staff pay rates (above CPI) up to the rate of equivalent public sector officers
- allow for increases in insurance costs.

The schedule of the population increments and associated payments for the contract are shown in Table 1. The figures represent the payments including a CPI factor of 7.9% from the starting point of March 2005 as prescribed in the contract.

The current daily average population per month is approximately 779.

Prison population breakdowns are shown in Table 2 and Graph 1.

**CONTRACT MANAGEMENT**

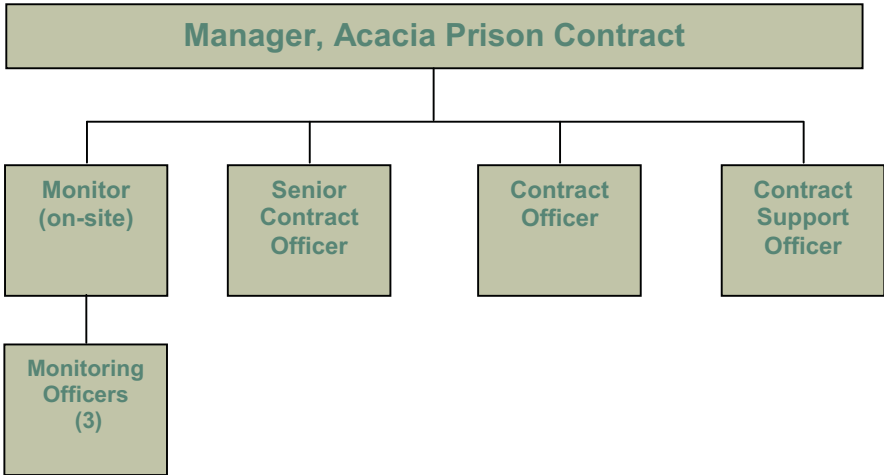
The contract is administered and monitored by the Department of Corrective Services' Contracted Services Directorate.

The Director Contracted Services is Tony DeBarro and the manager of the *Acacia Prison Services Agreement* is Brian Lawrence. They are assisted by a team of contract management, monitoring and support staff.

In June 2007, the Department's Contracted Services Directorate retained registration as a quality endorsed company through compliance with ISO9001. This indicated the continued high standard in preparing and documenting and adhering to its procedures.

**Contract Management Team Structure**

The Acacia Contract Management Team consists of eight staff. The Senior Contract Officer is also the Contract Manager for the Acacia Prison Maintenance Agreement.



## On-site monitoring

The sixth year of Acacia Prison's operational performance was monitored by the Department's on-site monitoring services team of four, to ensure contract compliance and service delivery.

On-site monitoring remained an essential component to effective contract management. The monitors are all Department of Corrective Services officers responsible for an on-site presence at Acacia Prison to observe and report, in a systematic way, on all aspects of the prison's operation. On-site coverage continued to be provided seven days a week.

A monitoring plan provided day-to-day feedback on the prison services and helped to determine compliance with legislative, policy and procedural matters embodied in the contract. The monitoring plan remains a flexible working tool that is continuously reviewed and improved.

The monitoring plan continues to be developed, based on the results of a risk assessment of all specifications in the *Acacia Prison Services Agreement*. The frequency of checks for each operation and activity is determined by risk assessment. The higher the risk, the more frequent the testing.

## Reporting framework

The Contracted Services Directorate uses a comprehensive, documented reporting process to keep the Commissioner and the Minister for Corrective Services well informed about Acacia Prison.

### Reporting framework

<b>Weekly Summary</b>	A weekly report (based on daily activity reports) from the Monitor to the Contract Manager relating to issues that have been brought to the attention of the Director of Acacia Prison by the Monitor or the Contract Manager during that period.
<b>Commissioner's Weekly Update</b>	A weekly report from the Contract Manager to the Commissioner relating to issues and statistical information from Acacia Prison.
<b>Minister's Quarterly Report</b>	Following Joint Board of Management meetings, a report detailing Acacia's performance during the quarter is prepared for the Minister for Corrective Services.
<b>Annual Report</b>	A yearly report from the Contracted Services Directorate, through the Commissioner to the Minister for Corrective Services to Parliament, relating to the operations of the contractor and its compliance with the contract.

The reporting framework is complemented by extensive consultation and regular meetings between representatives of the Department of Corrective Services and the contractor. The most senior forum is the quarterly meeting between the Department and Serco known as the Joint Board of Management meeting.

## Joint Board of Management

In accordance with the contract, a Joint Board of Management meeting is held quarterly to monitor and review performance and service delivery. The first meeting for the current contract was held in September 2006, followed by others in January, May and July 2007.

As well as reviewing performance, board meetings also seek to resolve disputes or matters of non-compliance. The board has an 'agreed to' escalation process for dealing with matters of non-compliance.



The board for the contract is chaired by the Commissioner Mr Ian Johnson and is made up of senior representatives from the Department and Serco. The board consists of:

### **Serco**

Paul Mahoney  
Phil Edwards  
John Smith  
Rod MacFarquhar

Chief Operating Officer – Asia Pacific  
Managing Director – United Kingdom  
Operations Director – United Kingdom  
Director Acacia Prison

### **Department of Corrective Services**

Ian Johnson  
Roger Holding  
Graeme Doyle  
Tony DeBarro  
Brian Lawrence

Commissioner  
Deputy Commissioner Adult Custodial  
Assistant Commissioner Corporate Support  
Director Contracted Services  
Manager Acacia Prison Contract

The board's operating principles, developed jointly by the Department and Serco, are:

- Honesty
- Transparency
- Integrity
- Community engagement
- Teamwork
- Respect
- Fairness

### **CONTRACTOR COMPLIANCE WITH THE SERVICES AGREEMENT**

Under the service agreement the service provider must comply with the *Prisons Act 1981* and other legislative requirements, including operating manuals prepared by the service provider and approved by the Department of Corrective Services.

### **Monthly performance meetings**

Monthly meetings are held between Serco and the Contract Management Team. The meetings discuss the contractor's performance, with particular emphasis on performance-linked fee measures and issues of contract compliance and service delivery. The first meeting was held in June 2006, followed by monthly meetings.

### **Accountability**

The performance-linked fee measures in the contract are:

1. Number of serious assaults in each operation year
2. Number of prisoners each committing one or more acts of serious self-harm each operation year
3. Percentage of incident reports completed accurately and in accordance with the prescribed process in the Department of Corrective Services' Policy Directive 41
4. Percentage of random urine sample tests identifying a positive urine sample test result
5. Percentage of agreed staffing levels
6. Percentage of prisoners' sentence planning documents reviewed in accordance with their scheduled review date and in accordance with the Department of Corrective Services' Director General's Rule 18
7. Percentage of prisoners to whom program requirements, as approved in the prisoners' Individual Management Plans (IMP), are delivered as scheduled

8. Percentage of prisoners to whom education and traineeships requirements as approved in the prisoners' Individual Management Plans (IMP), are delivered as scheduled
9. Management of social visits in accordance with the requirements of the Department of Corrective Services' Director General's Rule 7
10. Percentage of prisoner grievances managed in accordance with the approved process
11. Percentage of prisoners involved in a structured activity for no less than 30 hours a week
12. Percentage of the population of Aboriginal prisoners accommodated in standard and enhanced accommodation levels.

### **CONTRACT PAYMENTS**

The agreement provides for contract payments made up of the base contract fee and the payable performance-linked fee (as shown in Table 3).

Payments were made in accordance with the agreement.

### **Other payments**

Other payments made in the period included \$2,533,306.00 to Serco for transition from the previous contractor. This was made in June 2006 and is shown in Table 4. Additional payments of \$38,840.06 are to be made each month. This amount reflects the difference between the charges incorrectly described in the Request For Proposal and the actual charges levied by agencies for gas and electricity.

### **Performance measures and linked fees**

The fee for performance levels is withheld from the monthly operation fee for service payable to the service provider.

When the Commissioner considers that the service provider has met the annual performance measures, the whole of the performance-linked fee (PLF) is paid. Should the performance level not be achieved there is capacity in some of the measures to pay a percentage of the total fee.

In 2006/2007, Serco was paid \$1,122,721.51 for performance or 72.4% of the available amount.

### **CONTRACT ABATEMENTS**

The abatement amount in the contract for each specified event is as follows:

- a) An escape — \$100,000
- b) A loss of control — \$100,000
- c) A death in custody other than from natural causes — \$100,000
- d) Breach of the contractor's obligations to report or provide information, or the provision of a report or information which is misleading or inaccurate, including by omission — \$20,000
- e) Failure to comply with a performance improvement request issued by the Department of Corrective Services — \$20,000

The amount of \$20,000 in (d) and (e) is the maximum sanction amount as a result of the occurrence described in those items. Following the occurrence of such an event, the State will

determine a reasonable abatement amount for the event by reference to the nature of the breach, of which the amount may be less than or equal to \$20,000.

### **Escapes, disturbances and unnatural deaths**

In 2006/2007, there were no major disturbances, unnatural deaths in custody or escapes. There were no unlawful releases during the reported period.

Acacia Prison received 1416 prisoners during 2006/2007 at an average of approximately 23 new prisoners each week, keeping the daily average prisoner population close to capacity (see Table 3 and Graph 2 for breakdown). The high number of prisoners reflected a State-wide trend across the prison system.

### **CONTRACT DEFAULT**

One of the outstanding matters Serco had to address on contract commencement was that Acacia's status as a Registered Training Organisation (RTO) had lapsed during the previous contractor's tenure. The accreditation is required to enable the service provider to make available training and programs available for prisoners and staff. Serco received RTO accreditation on 29 May 2007.

### **INSPECTOR OF CUSTODIAL SERVICES**

The Office of the Inspector of Custodial Services brings independent external scrutiny to the standards and operational practices relating to custodial services in the State. The office falls within the general portfolio responsibility of the Minister for Corrective Services and is answerable directly to the Parliament.

The office conducts reviews of prison operations and publishes a program of announced inspections for each year. Unannounced inspections can occur if the Inspector believes they are warranted.

The Office of the Inspector of Custodial Services coordinates the Independent Visitors Scheme on behalf of the Minister for Corrective Services. The functions of the visitors are to:

- provide a safeguard for the safety and rights of prisoners and detainees;
- provide information to prisoners and detainees concerning access to services such as grievance procedures and information on community support agencies;
- speak on behalf of prisoners and detainees, when asked, to senior prison officers or group workers and/or the Director;
- record any complaint made to them by a prisoner, detainee or staff member; and
- document and detail what happened during an independent visit and to forward a report to the Inspector's office.

Independent Visitors' reports are sent to the Acacia Prison Director and the Department for comment.

In 2006/2007, the major issues raised have been:

- health services
- dental services
- prisoner employment opportunities.

All issues are addressed by the service provider and then forwarded to the Department for comment.

The Inspector will perform an announced review Acacia in November 2007.

## **STAFFING**

There was a steady increase in the number of staff employed at the prison compared with the previous year. Serco has recruited 71 prison officers since 15 May 2006 and, following 38 resignations in the same period, the total number of prison officers is 194 (65 female and 129 male).

Overall, there is 314 staff employed at Acacia Prison of which 135 are female and 179 male (see Table 12 for breakdown of numbers).

Acacia staff offers a mix of experienced and new custodial officers who, through mentoring and training and assessment, must achieve Certificate III in Correctional Practices. At the time of preparation of this report there were 53 custodial officers who had attained their necessary qualifications. Delays in achieving accreditation were caused by the lapsed RTO status. Serco has engaged an external consultant to coordinate the attainment of qualifications for the remaining officers.

Custodial officers, who work as supervisors and above, must achieve Certificate IV in Correctional Practices.

## **PRISON OPERATIONS**

### **Emergency Response**

Serco has developed relationships with WA Police, Mundaring Fire Service and the Department of Corrective Services' Emergency Support Group (ESG). It has also signed a memorandum of understanding with the Fire and Emergency Services Authority, Volunteer Fire Brigade, WA Fire and Rescue Service, and the St John's Ambulance Service.

Some emergency exercises have been conducted with other agencies. These exercises test the prison's capacity to respond to emergency situations and provide the opportunity to work with the other emergency service organisations to ensure continuity of service during times of emergency. During 2006/2007 the prison undertook exercises to test response to a fire threat and to test response to a perimeter breach.

### **Individual Management Plans**

Before arriving at Acacia Prison, prisoners take part in a comprehensive assessment process culminating in the development of sentence plans. Individual management plans identify issues that contribute to the prisoner's offending behaviour and determine appropriate management and intervention strategies for each prisoner during their sentence.

In 2006/2007, Acacia Prison continued to provide an effective case management philosophy and process, supported by assessment documentation that was well managed and accounted for through a simple, user-friendly filing system. Custodial and case management staff worked closely with prisoners and sentence management staff when reviewing plans to seek input from unit staff. Prisoners had input into and were provided with a copy of, their individual management plan (see Table 13 and Graph 14).



## **Education**

Education courses for prisoners continued to range from basic numeracy and literacy through to secondary to university levels. Many prisoners have a past with little involvement in formal education which may hinder their capacity to gain meaningful and worthwhile employment. Prison studies offer a lifeline in this regard.

The contract provides for a performance measure centred on timeliness and accuracy of delivery of education courses.

The Education Centre at Acacia operates like a small school in terms of size and resources. There are specific areas for education in general maths and language classes, art, indigenous education and other courses as required. In addition to the school subjects, the centre is used for the theory component of traineeships. This function will soon be transferred to the light industries area.

Traineeships are provided to enable prisoners to develop a skill which is transferable to the community on release and this approach ties in with reintegration. Serco has started a process in the Light Industries area where prisoners with few skills are trained in theory and practice in purpose-built classrooms adjacent to theory-based work areas. From this process prisoners can gain Certificate 1 level qualifications in many trade areas that enable them to work on mine sites and construction sites. Once they have attained Certificate 1, prisoners can then work toward gaining higher qualifications in the main prison industries.

Serco has demonstrated a strong commitment to providing skills training to prisoners to assist with their re-integration (see Table 4 and Graph 3 show the breakdown of traineeships).



### **Health Services**

In December 2006, Serco appointed a new Health Manager who has set about addressing problems associated with retaining health staff. The Health Manager is responsible for resource management and coordination of the health centre and other full-time staff, including a mental health nurse and a health educator. The prison also appointed a full-time contracted dentist who has considerably reduced the waiting time for dental care. The long-term objective is to provide preventative care for prisoners.

The centre provides 24-hour nursing cover for all aspects of health care including routine nursing care, health status assessment and intervention, medication administration, annual health assessments, phlebotomy clinics and emergency care (see Graph 8 for breakdown in health services).

Acacia Prison uses iris scanning technology to manage the dispensing of methadone to prisoners. This technology has proven to be extremely accurate and reliable. This year the software for the system was upgraded and, coupled with staff training, has proven to be more efficient than manually dispensing.

On average the health centre staff treats approximately 22 patients daily, with complaints ranging from colds and sore throats, to diabetes and heart attacks. A general practitioner service, physiotherapy services, an optometrist, psychiatrist and a podiatrist also regularly visit the prison. Prisoners, like people in the community, can only access these services by appointment or by referral from the medical practitioner.

A health educator covers all aspects of health promotion and education. Serco is in the process of looking for a replacement Aboriginal health worker to work in collaboration with other staff, coordinating all Aboriginal health care needs and participating in annual health assessments of Aboriginal prisoners.



## **Mental health services**

A significant number of WA's prison population suffer some type of mental illness. As a consequence, it is critical to provide treatment options to those prisoners.

Psychologists are available to counsel prisoners and to deliver intervention programs designed to address prisoners' offending behaviour. There are also qualified mental health nurses who share the workload with a senior psychologist and other psychologists.

The psychologists who present treatment programs share some of the clinical work and provide support to the senior psychologist. Clinical debriefing, which is an important aspect of psychological care, is provided by external consultant psychologists.

## **Medication**

Medication to help in the treatment of mental illnesses is used in prisons and Acacia is no exception. Acacia Prison has the largest prison population in the State and, as such, dispenses a considerable amount of medication. A summary of some medications is shown at Table 7 and Graphs 6 and 7. The treatment given in a prison can often be the first instance where prisoners receive treatment for mental illnesses as they may have never attended a community clinic. It is often only their offending that has highlighted the need for treatment.



## **Physical education and recreation facilities**

Acacia Prison has several areas where prisoners can take part in active recreation and team sports. Outdoor areas are attached to all accommodation units. Team sports include football, soccer, basketball and volleyball. Competitions are managed by prisoners under the auspices of recreation officers and conducted on the oval and in unit facilities. A gymnasium can also be used for indoor cricket, basketball and other sports. A prison library is located in the programs and education centre, and prisoners have access to hobby, arts and craft activities.

Acacia Prison has an instructor fully qualified in physical education and the long-term objective is to ensure all physical education staff are fully qualified.



### **Food services**

All meals are prepared in accordance with Australian Dietary Guidelines. The menu is assessed every 6 months by a dietician/nutritionist. Food is prepared by prisoners under the guidance of qualified chefs. Prisoners working in the kitchen are able to undertake traineeships for Certificate II in Hospitality.

The food standard has improved considerably in the past year with the introduction of the choice menus, replacing the previous one-choice-only menu, and this is reflected in a fall in the number of complaints to external agencies. The past year has seen very few complaints to those agencies.

The prisoner meal ordering process has been enhanced by a computer-based process to collate meal requests and the development of prisoner work positions supported by clear job descriptions. Meals are ordered one week in advance.

A spin-off from the choice menu process has been the significant reduction in food waste. Serco completed construction of a staff dining room in May 2007 and prisoners will be given the opportunity to study hospitality via a traineeship, and work in the dining room in roles such as food preparation, food service and general cleaning duties.



### **Aboriginal and indigenous prisoners**

At the beginning of August 2007, Aboriginal prisoners made up almost 32% of Acacia Prison's population.

There were more Aboriginal prisoners at Acacia than at any other prison in the State. Wongai prisoners from the Eastern Goldfields and Yamatji prisoners from the Pilbara and Murchison regions represented approximately 6% of Acacia's Aboriginal population.

These prisoners, in particular, can experience cultural dislocation when isolated from their communities in the Pilbara, Murchison, Central Desert and Eastern Goldfields regions.

In August 2006, Vanessa Davies, the former CEO of Derbarl Yerrigan, was appointed Assistant Director Aboriginal and Indigenous Affairs at Acacia. The Department believes the initiative was a positive step toward more effective management of Aboriginal prisoners.

In 2006/2007, Aboriginal prisoners were able to prepare culturally-appropriate foods, while the practice of allowing tribal elders and respected persons to visit in the prison continued. Serco has continued to foster this arrangement and appeared to have developed a sound bond with various service providers from Aboriginal community groups, such as members of the Department of the Attorney General's Aboriginal Visitors Scheme.

Serco has also established an Indigenous and Cultural Affairs Advisory Board. The Board meets monthly. Its members are:

- |                 |   |
|-----------------|---|
| Dennis Egginton | Chair Aboriginal Legal Service                                |
| Colin Garlett   | President Derbarl Yerrigan Board                              |
| Mary Cowley     | Principal Indigenous Advisor Department of Indigenous Affairs |
| David McLean    | CEO Derbarl Yerrigan  |
| Rod MacFarquhar | Serco (Acacia)  |
| Vanessa Davies  | Serco (Acacia)  |
| Peter Hall      | Serco (Acacia)  |
| Paul McMullan   | Serco (Acacia)  |
| David Loutit    | Serco Australia   |

In addition to generic treatment programs for substance abuse, substance abuse programs catering specifically for Aboriginal prisoners are regularly delivered at Acacia.

The programs include the Nyoongar Alcohol Substance Abuse Program (NASA), delivered by external providers, and the Corroboree substance abuse programs, delivered by Aboriginal prisoners.

During Naidoc celebrations in July 2007, Acacia officially opened a meeting centre which allows prisoners from all cultural groups to meet at a central place of cultural significance and also to watch sporting and other events on the prison oval.

### **MAINTENANCE AGREEMENT**

The servicing, repair and replacement of prison equipment and general maintenance of the prison is undertaken through the *Acacia Prison Maintenance Agreement*.

The Maintenance Agreement is between the Department of Housing and Works and AIMS Corporation. AIMS continued to administer the maintenance agreement throughout 2006/2007 through their nominated sub-contractor, Altys Multi-Services Pty Ltd.

The 2005/2006 operating year was the fifth year of the maintenance agreement, and approximately \$1,200,000 was spent to ensure that the prison was maintained in line with the agreement. Some prison equipment was upgraded and approximately \$170,000 was spent on this.

In August 2007, an upgrade of the master control room at Acacia was also completed. The upgrade provided for the installation of new equipment in the control room and the remedial upgrade of ergonomic failures in the original design. Approximately \$380,000 was spent on the project and was totally funded by government.

The industries facility in h block was revamped by the construction of internal classrooms and other industry facilities. Prisoners with little in the way of employable skills can now learn both theory and practice in one contained area and, when qualified to Certificate 1 level, can seek employment in the main prison industries. One half of the building has been rebuilt to provide duplication of mainstream industries for protection status prisoners.

Acacia is the first prison to have similar work and trainee opportunities for both mainstream and protection status prisoners.

The work was funded by government at a cost of \$400,000.

### **Maintenance Agreement Annual Inspection**

The annual maintenance inspection of Acacia Prison was carried out by consultant company Sinclair Knight Merz in February 2007.

The inspection report indicates the maintenance is being performed to an appropriate level but the contractor is not keeping suitable records. This matter is being addressed and 2007/2008 should see considerable improvement.

### **Environmental considerations**

The Acacia Prison waste-water treatment plant is operated by Altys under an agreement with AIMS Corporation, in accordance with Department of Environmental Protection operating licence No 7718/4.

Altys have since commissioned ITT Flygt Australia to manage the plant and provide specialist advice on improvements and maintenance.



Instances of inappropriate effluent discharge were reported to the Department of Environment and Conservation and at no stage did the plant cause concern for that Department.

The maintenance contractor acted quickly to ensure any problems were rectified and the licence terms complied with.

Altys installed a process of measuring the level of nutrient uptake by trees in the woodlots that are watered with treated effluent. The woodlot is a test-bed for the water and all nutrient levels were within allowable limits.



## **THE ACACIA PRISON CULTURE**

The prison continues to operate with little tension between staff and prisoners, however during the period staff and Serco management were at odds at times over staffing numbers. The matter was resolved between the two groups with little conflict.

Despite some periods of low staffing levels, inexperienced staff and, in some cases, a lack of effective management, the Department believed the prison continued in a positive vein and maintained a 'pro-social' environment. Certainly the fact that Acacia Prison continues to have the lowest self-harm rate per capita is indicative of a strong pro-social environment.

Serco has committed to maintaining active pro-social modelling through its actions and attitudes. Prisoners' pro-social behaviour will be recognised, while anti-social behaviour will be challenged and rejected.

Serco is also committed to involving all prisoners in work and projects that benefit prisoners in general. From the projects prisoners gain a sense of personal achievement and worth which contributes to higher self esteem and to reducing re-offending.

## THE OPERATION OF ACACIA PRISON

### Leadership and Management

The management structure at Acacia Prison addresses the critical functions of the prison operations and Assistant Directors are responsible for managing each area. This structure is meant to provide support to the Director and also to staff but there were some initial communication problems in the early days of the structure as cultural changes occurred. Senior management has worked with staff and industrial organisations to improve communication levels and effectiveness.



The Acacia management team (left to right: *Back*: Mark Walters, Deputy Director; Paul Hartley, Assistant Director Human Resources; Paul McMullan, Assistant Director Resettlement, *Middle*: Rod MacFarquhar, Director; Vanessa Davies, Assistant Director Health and Indigenous and Aboriginal Affairs; Peter Hall, Assistant Director Organisational Development; *Front*: Mark Oldfield, Assistant Director Business Services.

### Prisoner population 2006/2007

The daily average prison population remained steady, averaging 763 in 2006/2007 with a maximum and a minimum of 788 and 79 respectively (see Table 3 for monthly breakdown).

Of the 1,477 prisoners discharged from Acacia Prison, 768 (52%) of those were released back to the community.

At 31 August 2007, the daily average population at Acacia Prison was 773, which included 39 prisoners rated as minimum security.

The percentage of Aboriginal prisoners remained consistently above 30% throughout the year, and, at 31 August 2007, Aboriginal prisoners made up nearly 32% of the Acacia population.

There are double bunks in 37 cells spread across accommodation blocks. As staffing levels improved in 2006/2007, the prisoner population increased to a cap of 785, allowing for a contingency of 15 beds.



## Population snapshot

On 31 August 2007, Acacia Prison's actual population was 738 and included:

- 19 appeal class prisoners
- 620 long-term prisoners
- 41 minimum-security prisoners
- 0 remand class prisoners
- 237 Aboriginal prisoners.

## Protection status prisoners

Protection status prisoners require protection from mainstream prisoners for a range of reasons. Acacia maintains one of the largest protection accommodation units in the State and is the unit is constantly at capacity.

Serco has improved the provision of work opportunities for protection prisoners by creating an area containing specific workshops for protection prisoners. The work opportunities mimic those available for mainstream prisoners, such as concrete products and horticulture. In addition, a programs building is planned and will provide an "in-house" program capacity for protection prisoners.



## Prisoner incentives and privileges

Prisoners at Acacia have access to a range of incentives and privileges. Most of these are associated with the level of accommodation within the prison, with level two being the entry point and level three offering the most privileges.

The level of privilege at which a prisoner is placed is based on the principle of rewarding good behaviour with increased privileges, and penalising unacceptable behaviour with reduced privileges.

Serco has committed to an enhanced incentives and privileges scheme which will see more beds available for higher privilege levels. Another tier will be added to the top of the scale. Serco also plans to provide specific programs to prisoners undergoing punishment for prison offences and, by doing so, offer an alternative behaviour style to the prisoner.



### **Assisted-care unit**

As in the community, prisons face the dilemma of an ageing population, with the number of aged prisoners increasing. Specific accommodation is provided at Acacia for the management of these prisoners.

Serco has proposed the use of day care staff to assist prisoners who, in turn, will assist those prisoners who are more dependent. At present one or two prisoners voluntarily assist frail prisoners in daily tasks such as shaving, ablutions and recreation.

As at 31 August 2007, the 20-bed Assisted-Care Unit, for aged and frail prisoners and those in need of special care, was at capacity. The crisis-care area is now located in the health centre which is better able to manage prisoners in crisis.

## ANNUAL PERFORMANCE REVIEW

Maintaining a pro-social environment is one of Serco's operational philosophies for Acacia Prison and the 2007 annual peer review of the prison again identified this as one of its major strengths.

The 2007 review was conducted in March 2007, under the leadership of Alison Liebling, University Professor in Criminology and Director of the Prisons Research Centre at Cambridge University.

In her findings Professor Alison Liebling wrote: "Acacia's major strengths include its pro-social environment (e.g. the quality of staff-prisoner relationships, and the use of first names), its improving education provision and numerous programs, the enthusiasm and loyalty of staff, prisoner management, the layout of the prison, the number of self-care beds, and its grounds (design), and food services. It is a well-maintained and clean environment, with good facilities and equipment. The pro-social environment clearly supports high levels of individual level support by officers for prisoners (e.g. in crisis) in individual cases."

In compiling the report, Professor Liebling and her team consulted with senior Department staff, staff of the Office of the Inspector of Custodial Services, monitoring staff and drew on Measuring the Quality of Prison Life (MQPL) comparative data (see below). The review team members were:

Paul Beckton	Monitor Acacia Prison
Andrew Daniels	Professional Standards & Integrity
Patricia Davis	Bandyup Women's Prison
Nadia Donatelli	Contracted Services Directorate
Brad Gilchrist	Wooroloo Prison Farm
Keith Johnson	Casuarina Prison
Penny Kennedy	Professional Standards & Integrity
Linda Leske	Contracted Services Directorate
Alison Liebling	Cambridge University, UK
Greg McKeaig	Contracted Services Directorate
Francine Mair	Hakea Prison
Peter Robinson	University of Western Australia
Leonie Sinclair	Contracted Services Directorate
Graeme Stockden	Boronia Prison
Linda Tait	Hakea Prison
Wendyl Tennent	Bandyup Women's Prison

The 2007 review comprised two major elements. In February MQPL surveys were conducted with staff and randomly selected prisoners. (The MQPL is a well-tested quality of prison life survey based on discussion with prisoners about "what matters most" in the prison experience, and in staff working lives.) The survey resulted in 332 completed usable MQPL questionnaires.

The team then conducted a review week in the prison from March 18 to 23. There were also additional visits by several team members before and after the review week. Interviews with key staff and prisoners and focus groups with staff and prisoners formed part of the process.

Professor Liebling described Acacia as a good quality prison saying, "Its good performance is reflected in its lack of major incidents, such as serious assaults, disturbances and escapes, and its relatively low rate of self-harm. Its pro-social environment is remarked upon by prisoners and is reflected in its MQPL scores."

Among the report's main findings:

- Prisoners evaluated most of 19 aspects of the quality of life fairly positively.

- Areas for improvement include internal organisation and security (e.g. searching frequency and type), staff training and development, At Risk Management System/Prisoner Risk Assessment Group procedures, prisoner orientation, health services, internal quality assurance, the alignment or coordination of basic operational practices, communication, and resettlement.
- Acacia is ten months into a new contract, managed by a new company. The acquisition process is rare, and complex. The prison is still in transition. Renovation work has been necessary to align the design of the prison with Serco's philosophy (for example, physical refurbishment, replacement of computers, the recruitment of specialist staff and the training of trade instructors). Evaluations of some aspects of the prison's performance should be made in the light of these facts, and the learning involved should inform any future acquisition processes.
- Acacia is not the best prison in Western Australia, and its innovative practices are as yet, relatively limited. Examples of best practice that could be transferred into the public sector include its pro-social environment, the use of smart cards and teller-machines, officer name badges and the use of first names, the three choice menus, iris scanning and its delivery of services to a 'misplaced' population (e.g. video links, continuing to drive initiatives arising from the recommendations of the Staples report, such as visits by indigenous elders). As yet, little cross-fertilisation into the public sector has taken place. A more realistic appraisal of the extent to which these aspirations are being met should be made in the next review.
- The contracting out and contract management processes are relatively new to Western Australia. Contract management is tight and there is substantial attention paid to process. This is providing necessary assurance and pressure towards compliance (for example on practices relating to ARMS). As the first private prison in Western Australia, and Serco's first prison in Australia, the opportunity should be taken by both parties to develop and model best practice in relation to contract management.

The next performance review is scheduled for 2009.

## PERFORMANCE AGAINST THE CORNERSTONES OF PRISON MANAGEMENT



Custody and Containment  
Care and Well-being  
Rehabilitation and Reintegration  
Reparation

The four cornerstones of prisoner management are: custody and containment, care and well-being, rehabilitation and reintegration, and reparation. The Department's Contracted Services directorate has established set performance requirements within the contract for these cornerstones.

### ▣ CUSTODY AND CONTAINMENT

#### **Assaults**

There are inherent difficulties in accommodating almost 800 men from vastly different backgrounds in one place and sometimes this can lead to disagreements and even violence. Assaults in prison range from loud arguments that can lead to pushing and shoving through to assaults that result in serious harm.

Assaults can occur for many reasons and often relate to unresolved issues stemming from outside the prison, such as family related issues. The breakdown for the assaults record is in Table 8 and Graph 9.

Five serious assaults were reported for the period 1 July 2006 to 31 August 2007. Three serious assaults were prisoner to prisoner, and two were prisoner to staff.

A serious assault (including prisoner on prisoner, prisoner on staff and prisoner on visitor) is an act of physical violence resulting in actual bodily harm including assaults:

- requiring medical treatment and assessment by a medical officer resulting in overnight hospitalisation in a medical facility (e.g. prison clinic/infirmary/hospital or an external hospital)
- requiring extended periods of ongoing medical treatment
- all acts of sexual assault.

An act of physical violence that does not result in bodily harm or require medical intervention is termed an 'other assault'.

All assaults are monitored at Acacia as they can be an indicator of the level of order and safety in the prison.

#### **Substance abuse**

Despite the most stringent security measures drugs can make their way into prison and searches and drug testing help to minimise the incidence. Cannabis is the most prevalent substance found at Acacia but, from time to time, other substances, such as amphetamines and opiates, are detected.

The *Prisons Act 1981* provides for urine samples to be taken from prisoners and these can be tested to determine any substance and level. In addition to positive results, the contract provides for a prisoner's refusal to provide a urine sample to be counted as a positive result.

In developing their ongoing strategy to deter substance trafficking into the prison Serco is moving toward having its own detection dogs thus avoiding the reliance on the DCS Canine Squad. Drug detection dogs are used inside and outside the prison.

Substance testing results for the reporting period are in Table 11 and Graph 12.

### **Prison charges**

While prison charges are not measured in the contract for performance purposes, they are reported in this report as they can be an important indicator of prisoner behaviour and prison environment.

Charges can be preferred under the *Prisons Act 1981* and can range from minor misconduct to serious incidents such as assault, escapes and substance associated matters. Charges are preferred by custodial officers.

During the year a total of 905 charges were laid against 166 prisoners. Charges for minor offences, such as disobeying a rule, property damage, misconduct and swearing, increased slightly on 2004/2005. The number is expected to decrease next year with other more positive prisoner management methods, such as loss of privileges, being applied by the contractor.

Minor prison charges were heard by the Superintendent Wooroloo Prison, while aggravated prison offences were heard by a visiting justice of the peace.

## **■ CARE AND WELL-BEING**

Prisoners are sentenced to spend time in custody and the community expects that this time is used constructively and includes addressing offender behaviour. It is important that prisoners' emotional, physical, spiritual and cultural requirements are also acknowledged and met to help them rebuild their lives.

Acacia Prison has duties and obligations to the Western Australian community and, more importantly, to the victims of crime to ensure prisoner needs are addressed in keeping with community expectations.

Serco implemented the concept of the "responsible prisoner", the philosophy of a prisoner being actively involved in their schedule during imprisonment making them more responsible for their behaviour.

### **Complaints to external agencies**

Acacia Prison operates a grievance process under which prisoners can lodge a grievance that can be dealt with internally. The process allows for a range of issues to be locally resolved, reducing the workload on external agencies. On some occasions prisoners choose to lodge a complaint with an external agency as they feel their initial complaint was not necessarily dealt with effectively. Typically, complaints to agencies included matters of prisoner mail, prisoner visits and issues over food services.

The prisoner grievance process has considerably reduced the number of complaints made to external agencies.

As with anyone in the community, prisoners can take their complaints to a range of agencies including:

- Minister for Corrective Services
- Chief Executive Officer
- Ombudsman (State)



- Commonwealth Ombudsman
- Human Rights & Equal Opportunity Commission (Federal)
- Equal Opportunities Commission (State)
- Commonwealth Attorney General (in the case of a prisoner charged or convicted of federal offences)
- Corruption & Crime Commission of WA
- Director, Office of Health Review
- Office of the Inspector of Custodial Services

Data for grievances is provided in Table 17 and Graph 18.

### **Self harm**

Self harm can range from minor to serious including attempted suicide. Any act of self harm has a severe impact on all concerned, prisoners and staff alike.

While all acts of self harm are considered serious by prison administration, some physical acts are extremely severe and require emergency treatment.

These types of acts, often requiring overnight stays in an external hospital, are classified as serious. The definition of 'serious' as detailed in the counting rule for the measure is:

- requires medical treatment and assessment by a medical practitioner resulting in overnight hospitalisation in a medical facility ( prison clinic/infirmary/hospital or a public hospital) or
- requires medical treatment.

See Table 9 and Graph 10 for details of self-harm acts in the operation year.

### **Incident Reporting**

The Acacia Prison Services agreement includes a performance measure based on quality of reporting (see Table 10 and Graph 11). The primary focus of the measure is incident reporting, but can include reports such as notifiable incidents and reports for other areas of prison operation.

Accurate incident reporting is extremely important as it enables a complete profile of all prisoners and any event in which they have been involved. Incident reports can contain preferred charges and also form the basis of evidence presented into the hearing of the charge.

## **REHABILITATION AND REINTEGRATION**

A focus on rehabilitation and reintegration (resettlement) is a guiding principle in Acacia Prison. The Assistant Director Resettlement at Acacia Prison has a mandate to ensure specialist service delivery to prisoners to help them in addressing their offending behaviour and assist their reintegration into the community. Reintegration services include case management, health care, food services, rehabilitation and treatment programs, education, prisoner admission and induction, sentence management, family support, accommodation, employment after prison and community support.

Since May 2006 Acacia has reinvigorated community involvement. The 2007 Annual Performance Review cited the prison's industries provision of new equipment for a number of local community agencies as an example of "good practice".

Other initiatives described as good practice included:

- The maintenance contract provider employing a local grounds maintenance firm for external prison work
- Family visit days
- The range of services provided from external agencies
- Aboriginal Visitors Scheme.

At Acacia, the Assistant Director Resettlement works closely with the Department, which has implemented a range of strategies to address re-offending. Two components of the Department's 're-entry strategy' are the Community Re-entry Coordination Service (Re-entry Link) and the Community Transitional Accommodation and Support Service (TASS). Both of these programs are offered to all WA prisons.

### **TASS**

The Transitional Accommodation and Support Service provides support and accommodation to prisoners and their families to help settle them back into the community.

Contractors from not-for-profit organisations across the State provide re-entry support and mentoring services to referred offenders approximately one month prior to leaving custody and for a transitional period of 6 months, around accommodation provided by the Department of Housing and Works (DHW). The program has 10 units of accommodation for men in the metropolitan area.

Centrecare provides TASS support to male prisoners throughout the metropolitan area including those at Acacia prison.

The fixed-term rental agreement for the property is taken out in the client's name and clients are subject to the standard Homeswest tenancy agreement.

The Service provides the following support to clients:

- Tenancy maintenance for the term period
- Compliance with community based orders
- Accessing employment/ training
- Development of appropriate networks
- Advocacy
- Counselling
- Reunification of family and friends
- Acquiring long-term accommodation by the end of the transitional period.

### **Nominations to the program**

One Hundred and Eleven prisoners at Acacia Prison applied to participate in the TASS program for the financial year 2006/2007.

### **Placement on the TASS program**

Nine applicants released from Acacia Prison were placed on the program in 2006/2007 and were supported by Centrecare in the metropolitan area.

### **Re-entry Link**

The Community Re-entry Coordination Service provides support to prisoners and their families and assists offenders in their re-entry back into the community. Contact is totally voluntary on the part of offenders and their families.

Support is provided up to three months before leaving prison and six months after leaving prison by (8) eight non-Government community support agencies across the State.

Outcare provides services to male prisoners throughout the metropolitan area including those at Acacia prison.

The program provides:

- Development and implementation of transitional services to support prisoners/offenders' re-entry into the community, which are sensitive to their specific needs, Aboriginal offenders and those living in remote communities
- Improved education, employment and training referral
- Formation of valuable partnerships with services in the community in order to support prisoners post-release, offenders on community based orders and their families through linking with community organisations
- Life Skills information sessions in prisons
- Development of a Re-entry plan
- Support to clients in such areas as –
  - Accommodation
  - Advice on Centrelink payments
  - Budgeting
  - Health issues
  - Using government and community services
  - Living and home skills
  - Help accessing community services
  - Using public transport
  - Coordination of transport back to communities
  - Reintroducing sports and hobbies
  - Education training support

Access to the program is available by contacting the Peer Support Officer, education officer or unit manager within the prison.

### **Life Skills**

Life skills sessions continued to run for one day a week on a rolling four week basis. Attendance at each session was, on average, 16-20 prisoners. Every three months an abridged one-day session was run for "protection prisoners" however one-on-one appointments were arranged as necessary.

The session topics included:

- accommodation
- Centrelink and Job Network
- budgeting
- communication – (at home and in the workplace)
- life skills – acknowledging cycles and avoiding the pitfalls.

### **Treatment and development programs**

The suite of intervention programs for offenders at Acacia Prison is consistent with public prisons. The new *Acacia Prison Services Agreement* reflects an increase in the number of programs including sex offenders' treatment program and violent offenders' treatment program. The additional programs reflect the need created by a large number of prisoners who spend the majority of their sentenced time at Acacia Prison.

Treatment programs include:

#### Addictions Offending

- Moving on from dependency — high intensity
- Preventing and managing relapse — low intensity
- Aboriginal education preventing and managing relapse program — low/medium intensity
- Managing anger and substance use — medium intensity

#### Cognitive Skills

- Reasoning and rehabilitation — medium intensity
- Think first — medium intensity

#### Sex Offending

Medium program — medium intensity

#### Violent Offending

- Violent intensive program — high intensity
- Building better relationships (DV) — medium intensity
- Skills training for aggression control (STAC) — medium intensity

#### Voluntary programs include:

- Men without hats (voluntary support group)
- Alcoholics anonymous
- Narcotics anonymous
- Sycamore tree project

The prison makes good use of prisoner peer support team workers (prisoners who support other prisoners). Serco ensures that within a week of arrival all new prisoners participate in the “motivation to change” program designed to expose the change potential in each person and how they can change their offending habits. The program includes introduction to education, programs and community corrections officers. Prisoners also play a key role in presenting the motivation to change program.

#### **Program delivery**

In the contract, Serco has to achieve program delivery to at least 90% of those scheduled in order to earn any performance fee. Table 14 and Graph 15 demonstrate that Acacia Prison achieved and exceeded this requirement during the past operation year.



### **Education and Vocational Training**

At the end of the period there were 127 traineeships in asset maintenance (cleaning) hospitality, engineering, carpentry, furniture and horticulture. Serco has introduced new traineeships in work areas such as cleaning.

Table 20 and Graph 17 detail the percentages achieved.

### **REPARATION**

#### **Percentage of prisoners employed or in programs (on the last working day)**

Prisoners are expected to be involved in meaningful activities. This is one aspect of their 'repayment' to the community. Prisoners are expected to maintain a working week of five days in accordance with community norms. Prisoners are typically involved in the following activities:

#### **Production**

Metal work  
Cabinet manufacturing  
Horticulture  
Treatment program attendance  
Leather goods  
Toy manufacturing  
Traditional art

#### **Service**

Laundry  
Cleaning  
Food services  
Facilities maintenance  
Grounds maintenance

#### **Other**

Recreation  
Education  
Programs

Serco has assessed the idea of having two shifts for prisoner employment which will enable an increase in the number of work places.

While the measure is difficult to achieve Serco has renovated workshops in order to provide a two-pronged approach to prisoner work. It will integrate traineeships into prisoner work by also ensuring that prisoner skill levels can be enhanced by theoretical and practical training in a dedicated area. H Block has been converted to accommodate prisoners in both classrooms and practical work areas. This has required considerable infrastructure change and has significantly reduced the work options for prisoners.

Refer to Table 6 and Graphs 4 and 5 for employment breakdown.



Serco also introduced a Core Day designed to provide meaningful activity for prisoners for a specified period every day. The program is in its infancy and will be assessed and reported on in the next 12 months.

### **Prisoner work provisions**

Prisons must provide work opportunities which help prepare prisoners for reintegration into the community. Some of these include traineeships. Prisoners' existing skills are used and enhanced where possible.

Prisoners are credited a gratuity for working and can spend the gratuity at the prison canteen. Visitors can also provide limited funds into a prisoner's private cash account and this money is generally used to buy items such as joggers and other 'luxury' goods. Some prisoners save from this money and Serco introduced a scheme to match savings for each prisoner on release up to \$50. This will enable prisoners to re-enter the community with personal funds and not be totally reliant on Centrelink payments.

## **DEFINITIONS**

### **Enabling legislation**

The enabling legislation that allows private sector involvement in the management of prisons in Western Australia is the Prisons Act 1981 and Prisons and Sentencing Legislation Amendment Act 2006, which incorporates the amendments passed by the Parliament in late 1999. The amendments allow for private sector involvement in the management of a prison within strict guidelines and with appropriate safeguards for the State.

### **Department**

Department of Corrective Services (formerly Department of Justice to 31 January 2006).

### **Contracted Services**

A directorate within the Department of Corrective Services.

### **Operation year**

1 July 2006 to 30 June.

Performance-linked fee measures are recorded over the operation year.

### **Reporting year**

1 October 2006 to 30 September 2007.

The annual report covers events in the 12 months up to 30 September 2007.

### **Contracting parties**

The principal to the agreement is the Commissioner of the Department of Corrective Services in his capacity as Chief Executive Officer under the *Prisons Act 1981*, for and on behalf of the State of Western Australia.

The contractor is Serco Australia Pty Ltd.

### **Service requirements**

Under the terms of the agreement, Serco provides for the management, control and security of Acacia Prison and the custody, care, and rehabilitation of prisoners at the prison.

### **Contract duration**

The term of the agreement is for five years from the start date of 16 May 2006. The principal has the option to extend the term of the agreement on one or more occasions, and for terms of not less than three years and not more than five years, but cannot extend the operation period beyond the expiration of 15 years from the start date.

**Regulatory framework**

<b>Prisons Act 1981 and Prisons and Sentencing Legislation Amendment Act 2006</b>	Passed by Parliament
<b>Prison Regulations 1982</b>	Approved by Executive Council
<b>Director General's Rules</b>	Approved by the Minister for Corrective Services
<b>Policy Directives</b>	Authorised by the Commissioner
<b>Operational Instructions</b>	Authorised by the Commissioner
<b>Services Agreement</b>	Entered into by the Commissioner
<b>Operating Manual</b>	Developed by Serco and approved by the Commissioner

Serco must adhere to the same legislation, policies and procedures as publicly operated prisons in delivering services. The table above shows the hierarchical relationship between legislation, policies, the agreement, and Acacia Prison-specific operational procedures developed by AIMS Corporation. Serco has twelve months from the commencement date to produce a new Prison Operating Manual.

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## General data

### Prison population

Table 1: Population increments and payments

Daily average population for operation month	Original operating sum for operation month	Annualised operation payment	Performance-linked fee withheld for operation month	Annualised performance-linked fee withheld	Band entry costs
0 – 600	\$2,280,346	\$29,525,922.17	\$123,024.34	\$1,476,292.12	0
601 - 625	\$2,298,425	\$29,760,006.90	\$123,999.76	\$1,487,997.11	0
626 - 650	\$2,390,448	\$30,951,515.31	\$128,964.24	\$1,547,570.86	0
651 - 675	\$2,426,563	\$31,419,136.65	\$130,912.91	\$1,570,954.94	0
676 - 700	\$2,472,142	\$32,009,297.85	\$133,371.95	\$1,600,463.44	0
701 - 725	\$2,514,950	\$32,563,572.60	\$135,682.09	\$1,628,185.10	0
726 - 750	\$2,544,685	\$32,948,578.14	\$137,285.49	\$1,647,425.83	0
751 - 775	\$2,583,920	\$33,456,596.16	\$139,402.48	\$1,672,829.81	0
776 - 800	\$2,596,880	\$33,624,406.56	\$140,101.68	\$1,681,220.11	0
801 - 825	\$2,655,873	\$34,388,245.76	\$143,284.73	\$1,719,416.71	\$41,978.50
826 - 850	\$2,720,883	\$35,229,994.16	\$146,791.48	\$1,761,497.71	\$38,944.35
851 - 875	\$2,787,731	\$36,095,545.30	\$150,398.57	\$1,804,782.88	\$43,495.57
876 - 900	\$2,859,131	\$37,020,033.58	\$154,250.60	\$1,851,007.24	\$46,023.67
901 - 925	\$2,981,528	\$38,604,823.47	\$160,853.00	\$1,930,236.05	\$89,520.31
926 - 950	\$3,052,838	\$39,528,145.35	\$164,700.72	\$1,976,408.62	\$51,588.07
951 - 975	\$3,102,763	\$40,174,577.48	\$167,393.90	\$2,008,726.82	\$24,276.42
976 - 1000	\$3,172,064	\$41,071,890.07	\$171,132.64	\$2,053,591.64	\$19,219.15

Note: Band entry costs are costs expected to be incurred by the contractor as it moves to a higher population band. The Department of Corrective Services would compensate the contractor accordingly.

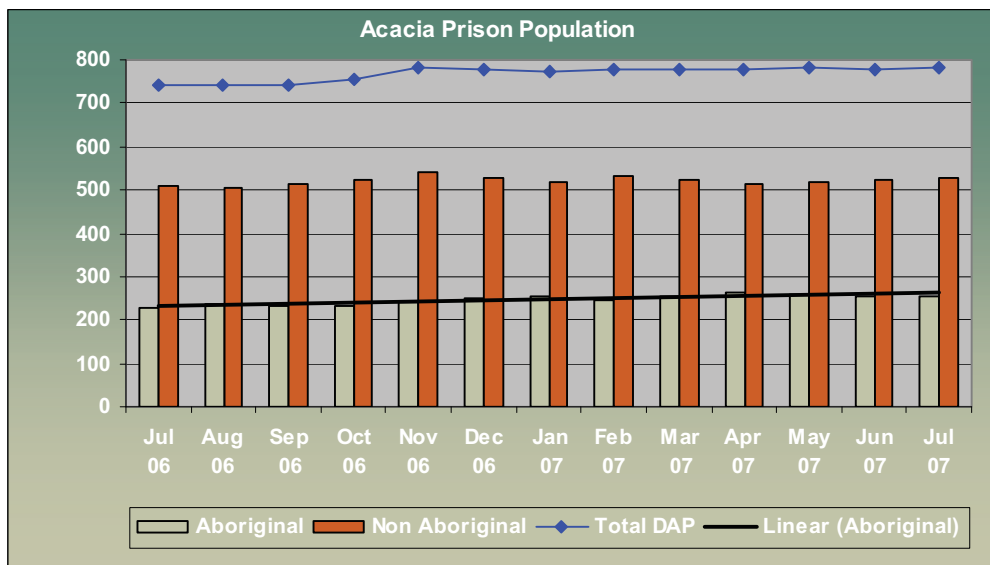


Table 2: Daily average population (DAP) and associated fee for service

Month	Aboriginal	Percentage of Total DAP	Non-Aboriginal	Total DAP	Monthly Operation Payment (excluding GST)	Cumulative	Additional payments (excluding GST)
Jul 06	230	31.1%	510	740	\$2,417,451.00	\$2,417,451.00	\$0.00
Aug 06	239	32.2%	504	743	\$2,620,516.88	\$5,037,967.88	\$101,532.94
Sep 06	232	31.2%	512	744	\$2,518,983.94	\$7,556,951.82	\$0.00
Oct 06	231	30.6%	525	756	\$2,557,822.41	\$10,114,774.23	\$0.00
Nov 06	241	30.9%	539	780	\$2,570,651.51	\$12,685,425.74	\$0.00
Dec 06	249	32.1%	527	776	\$2,562,185.15	\$15,247,610.90	\$0.00
Jan 07	254	32.8%	520	774	\$2,549,483.38	\$17,797,094.28	\$0.00
Feb 07	247	31.9%	530	777	\$2,557,822.41	\$20,354,916.68	\$0.00
Mar 07	254	32.6%	525	777	\$2,570,651.51	\$22,925,568.20	\$0.00
Apr 07	263	33.9%	513	776	\$2,570,651.51	\$25,496,219.71	\$0.00
May 07	260	33.3%	520	780	\$2,570,651.51	\$28,066,871.22	\$0.00
Jun 07	256	32.9%	523	779	\$2,562,403.99	\$30,629,275.21	\$38,840.06

Month	Comment
Jul 06	
Aug 06	CPI increase 4.2% plus back-pay for July 2006.
Sep 06	
Oct 06	This increase is due to higher DAP
Nov 06	This increase is due to higher DAP
Dec 06	Discounted \$8,466.36 for early payment.
Jan 07	The Dec payment was made in December (early by 31 days) to facilitate the EOF year for Serco. A discount was agreed. The DAP proved to be less than anticipated and fell a band. Consequently, the January payment is reduced to allow for that.
Feb 07	
Mar 07	
Apr 07	
May 07	
Jun 07	The Jun payment was made in June (early by 31 days) to facilitate the EOF year for the prison. A discount was agreed. The DAP proved to be as anticipated.
Jul 07	The additional payment is a monthly compensation for higher electrical and gas costs than those described in the RFP.

Graph 1: Acacia Prison population



### Prisoner intake

The Prisoner Intake section shows the number of prisoners who arrive at Acacia Prison from other prisons each month. It is reasonable to assume a similar number of releases and transfers from Acacia Prison. The numbers do not include prisoners returning to Acacia from external escorts such as court attendance and medical treatment escorts.

Table 3: Prisoner intake

Month	Prisoners
Jul 06	112
Aug 06	102
Sep 06	106
Oct 06	160
Nov 06	119
Dec 06	97
Jan 07	109
Feb 07	105
Mar 07	124
Apr 07	101
May 07	93
Jun 07	92
Jul 07	96

Graph 2: Prisoner intake statistics



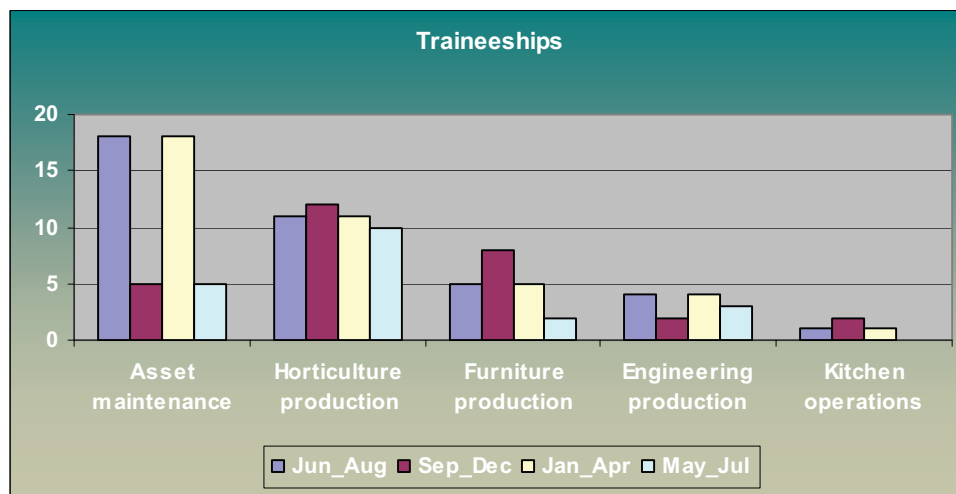
### Prisoner traineeships

Prisoners are often disadvantaged in terms of employment skills so it is valuable for them to undertake skill traineeships while in prison to enable them to be more marketable on release. Employment contributes to enabling a prisoner to avoid re-offending.

**Table 4: Prisoners in traineeships at Acacia Prison**

Traineeships	Jun-Aug	Sep-Dec	Jan-Apr	May-Jul	Total
Asset maintenance	18	5	18	5	46
Horticulture production	11	12	11	10	44
Furniture production	5	8	5	2	20
Engineering production	4	2	4	3	13
Kitchen operations	1	2	1	0	4

**Graph 3: Prisoners in traineeships**



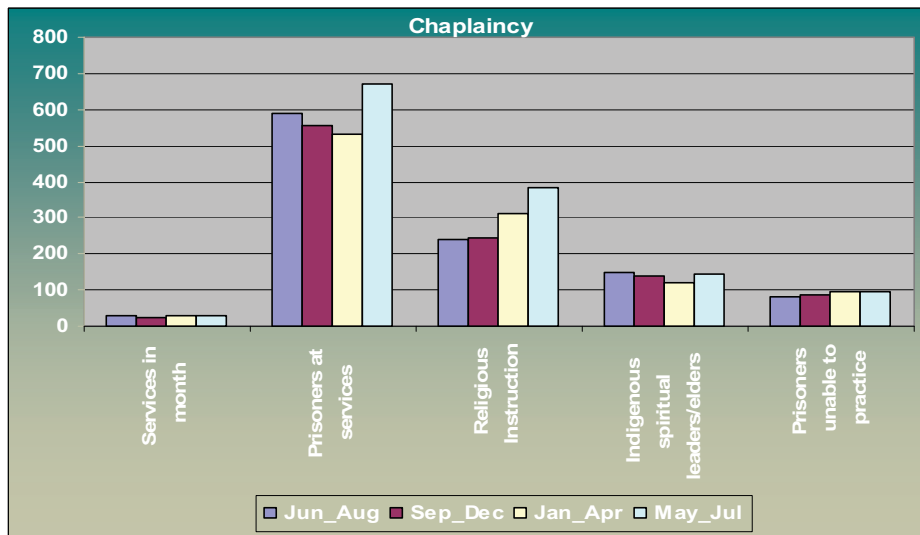
## Chaplaincy

Prisoners' religious needs are met in prison in many ways and the focus is on enabling all prisoners to move toward taking up opportunity for change and to experience the spiritual aspect of their lives. The services are generally ecumenical and accessible by all prisoners.

**Table 5: Chaplaincy services**

CHAPLAINCY	Jun-Aug	Sep-Dec	Jan-Apr	May-Jul	TOTAL
Services in month	28	25	29	31	113
Prisoners at services	590	554	532	670	2346
Religious Instruction	238	245	313	383	1179
Indigenous spiritual leaders/elders	147	138	121	143	549
Prisoners unable to practice	80	87	96	95	358

**Graph 4: Religious services**



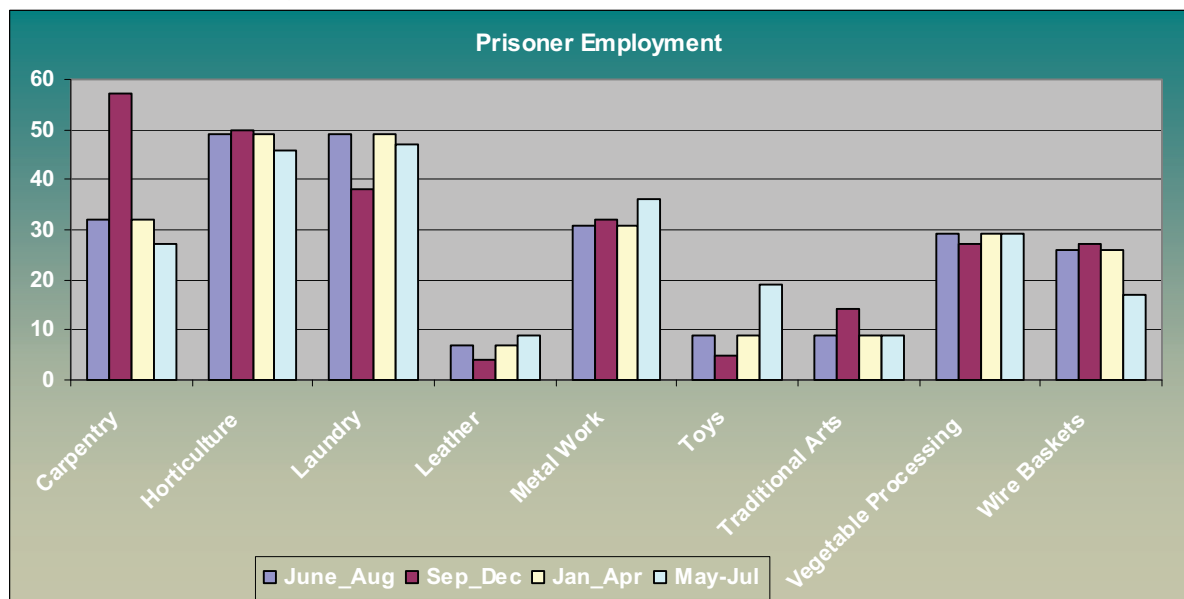
## Prisoner employment

All prisoners are expected to be involved in meaningful activities when in prison involving employment, program involvement and education. Employment is also designed to equip prisoners with marketable skills for use on re-entry to the community.

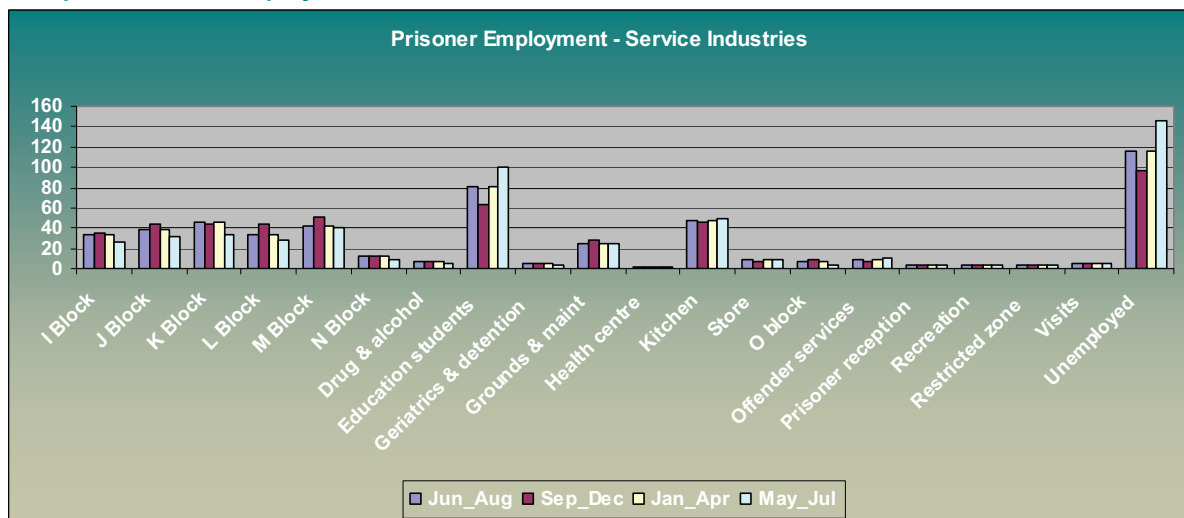
Table 6: Prisoner employment

Prison Employment	Jun - Aug	Sep - Dec	Jan - Apr	May - Jul
Carpentry	32	57	32	27
Horticulture	49	50	49	46
Laundry	49	38	49	47
Leather	7	4	7	9
Metal Work	31	32	31	36
Toys	9	5	9	19
Traditional Arts	9	14	9	9
Vegetable Processing	29	27	29	29
Wire Baskets	26	27	26	17

Graph 4: Prisoner employment



Graph 5: Prisoner employment – service industries





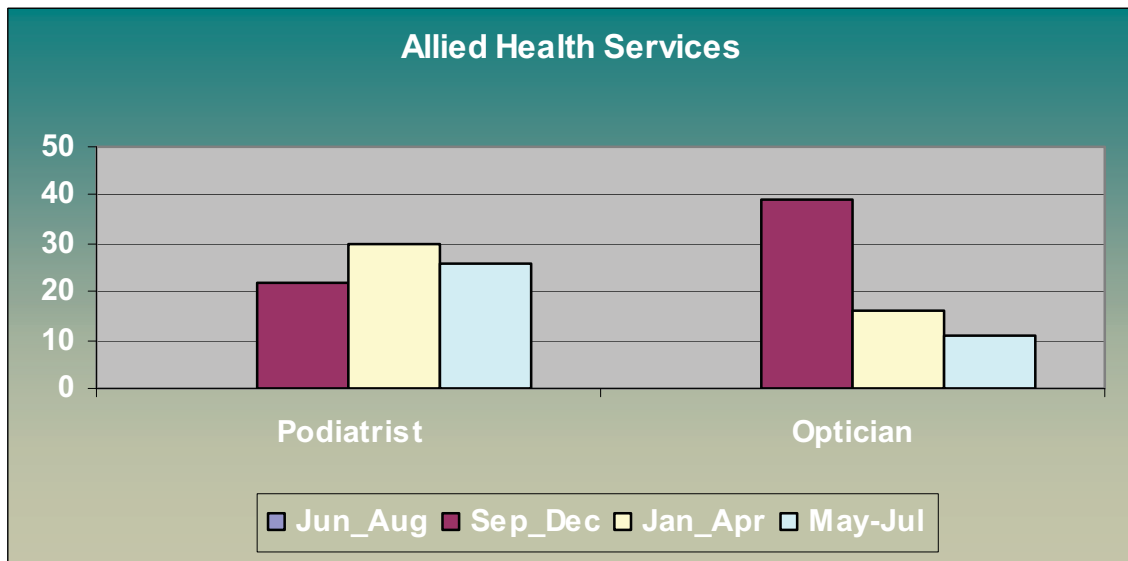
**Prisoner health services**

Prisoners are treated for a similar range of complaints as people in the community, however a large number require treatment for lifestyle related ailments such as hepatitis and substance abuse ailments. The Department works toward reducing reliance on drugs of dependency by counselling prisoners and providing access to accepted substitutes treatments.

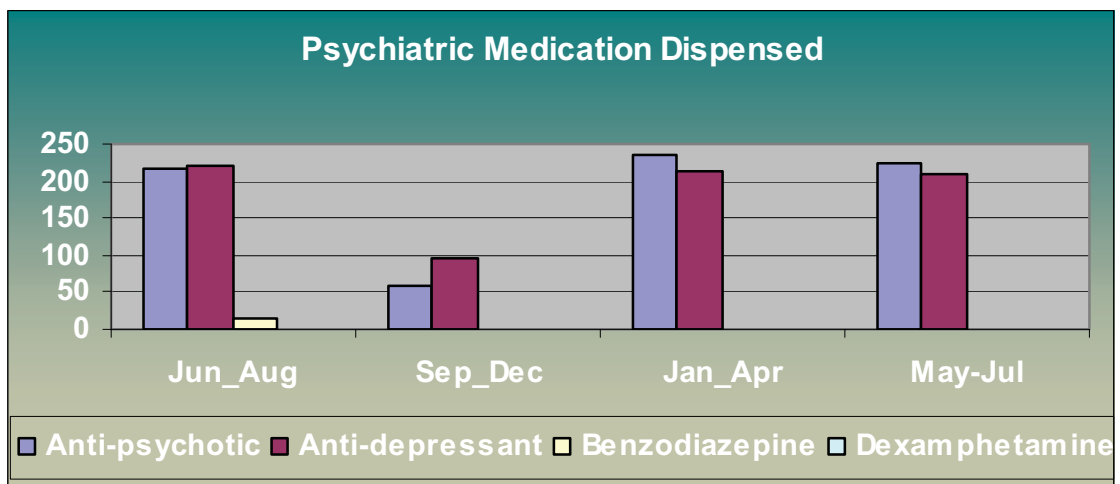
**Table 7: Prisoner medication**

TYPE OF MEDICATION	Jun - Aug	Sep - Dec	Jan - Apr	May - Jul
Anti-psychotic	216	59	237	225
Anti-depressant	222	94	213	208
Benzodiazepine	15	0	0	0
Dexamphetamine	0	0	0	0

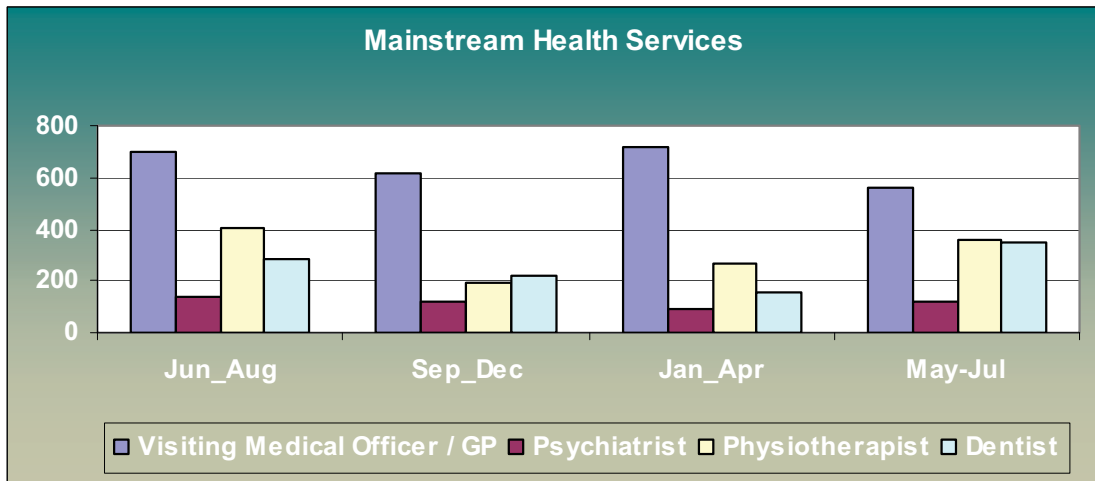
**Graph 6: Prisoner medication**



**Graph 7: Psychiatric medication dispensed**



Graph 8: Mainstream health services



## Performance Measure 1

### Assaults

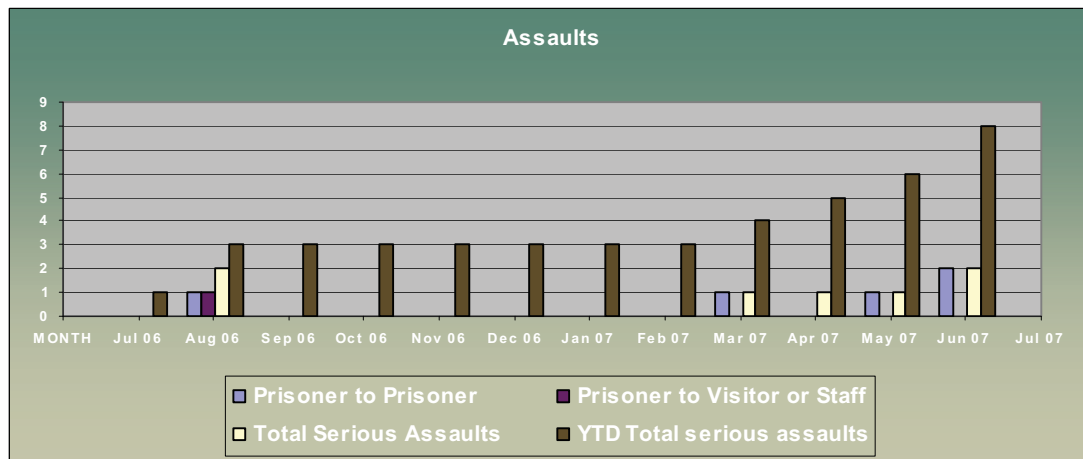
- This measure addresses serious assaults and does not include any other assaults.
- Assaults of a sexual nature are included in this figure.

Targets	Potential Earning
0 - 3	100%
4 - 5	90%
6 - 8	80%
9 - 12	60%
> 12	0

Table 8: Assaults

Month	Prisoner to Prisoner				Prisoner to Visitor or Staff					Total Serious Assaults
	Serious assaults	Assaults	Other assaults	Pr to Pr total	Serious assaults	Assaults	Other assaults	Pr to Vis total	Total assaults	
Jul 06	0	3	4	7	0	0	2	2	9	0
Aug 06	1	8	6	15	1	3	1	5	20	2
Sep 06	0	3	0	3	0	0	0	0	3	0
Oct 06	0	1	1	2	0	0	0	0	2	0
Nov 06	0	12	1	13	0	1	1	2	15	0
Dec 06	0	14	0	14	0	1	2	3	17	0
Jan 07	0	5	6	11	0	3	0	3	14	0
Feb 07	0	10	1	11	0	2	0	2	13	0
Mar 07	1	0	0	1	0	0	0	0	1	1
Apr 07	1	11	0	11	0	0	0	0	11	1
May 07	1	7	0	8	0	3	1	4	12	1
Jun 07	2	3	0	5	0	0	1	1	6	2
Jul 07	0	4	2	6	0	0	0	0	6	0

Graph 9: Assaults



## Performance Measure 2

### Self-Harm

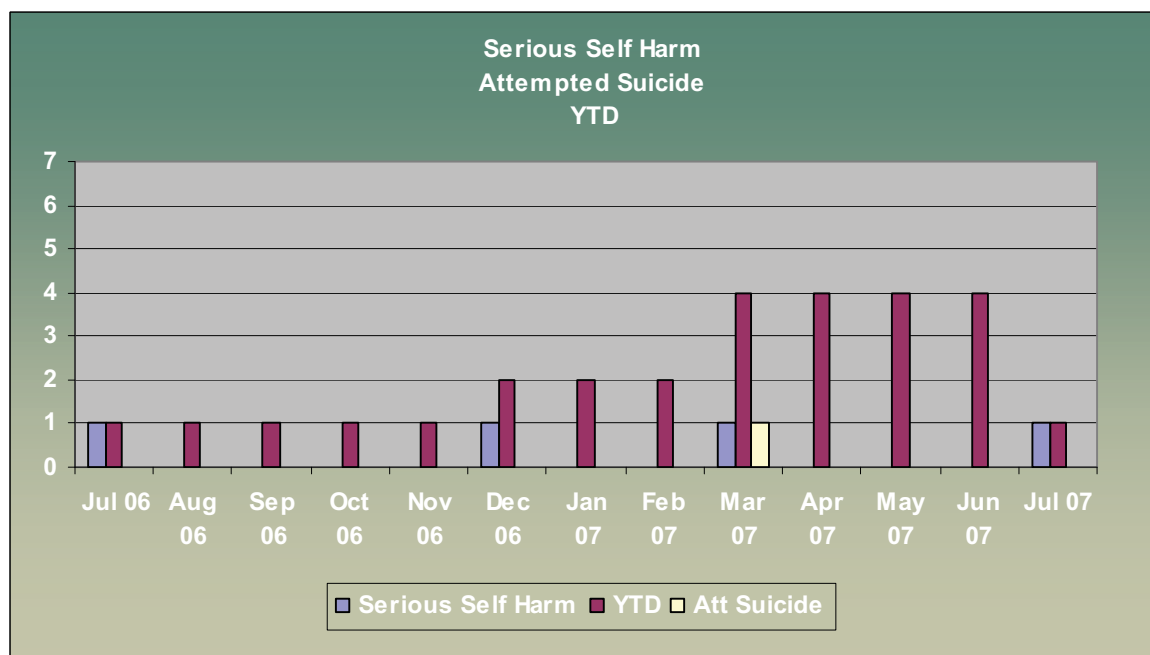
- This table shows serious self harm and attempted suicides.

Targets	Potential earning
0 - 3	100%
4 - 5	90%
6 - 8	80%
9 - 12	60%
> 12	0

Table 9: Prisoner self harm

MONTH	Distinct prisoners who self harm		No. of occurrences of self-harm		No. of distinct prisoners who attempted suicide	No. of Occurrences of attempted suicide	Total occurrences	Total distinct prisoners involved
	Self harm	Serious self harm	Self harm	Serious self harm				
Jul 06	0	1	0	1	0	0	1	1
Aug 06	1	0	0	0	0	0	0	1
Sep 06	0	0	0	0	0	0	0	0
Oct 06	0	0	0	0	0	0	0	0
Nov 06	0	0	0	0	0	0	0	0
Dec 06	0	1	0	1	0	0	1	1
Jan 07	6	0	7	0	0	0	7	0
Feb 07	2	0	2	0	0	0	2	0
Mar 07	0	1	0	1	1	1	2	1
Apr 07	2	0	3	0	0	0	3	2
May 07	0	0	0	0	0	0	0	0
Jun 07	6	0	6	0	0	0	6	6
Jul 07	0	1	0	1	0	0	0	1

Graph 10: Serious self harm



### Performance Measure 3

#### Accuracy of reporting

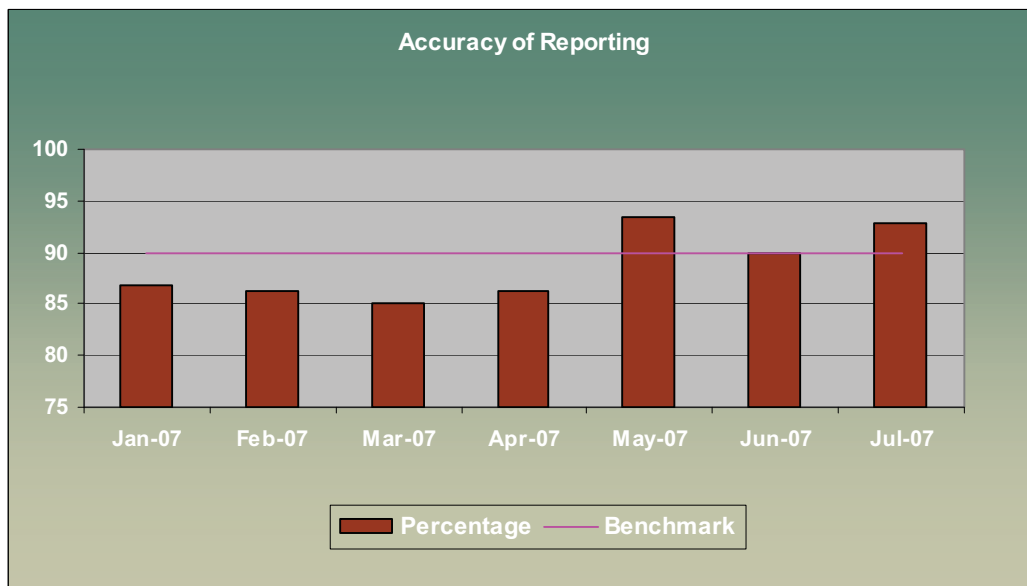
- This measure assesses the accuracy of incident reports entered on TOMS.
- This performance measure was commenced from 1 October 2006.

Targets	Potential earning
>95	100%
90 - 94	90%
<90	0

Table 10: Accuracy of reporting

Month	Number of Reports Sampled	Number of Reports Correct	Number of Reports Inaccurate	Percentage Correct
Jan 07	320	278	42	86.88
Feb 07	248	214	34	86.29
Mar 07	321	273	48	85.05
Apr 07	358	309	49	86.31
May 07	318	297	21	93.40
Jun 07	320	288	34	90.00
Jul 07	280	260	20	92.86

Graph 11: Accuracy of reporting



## Performance Measure 4

### Substance testing

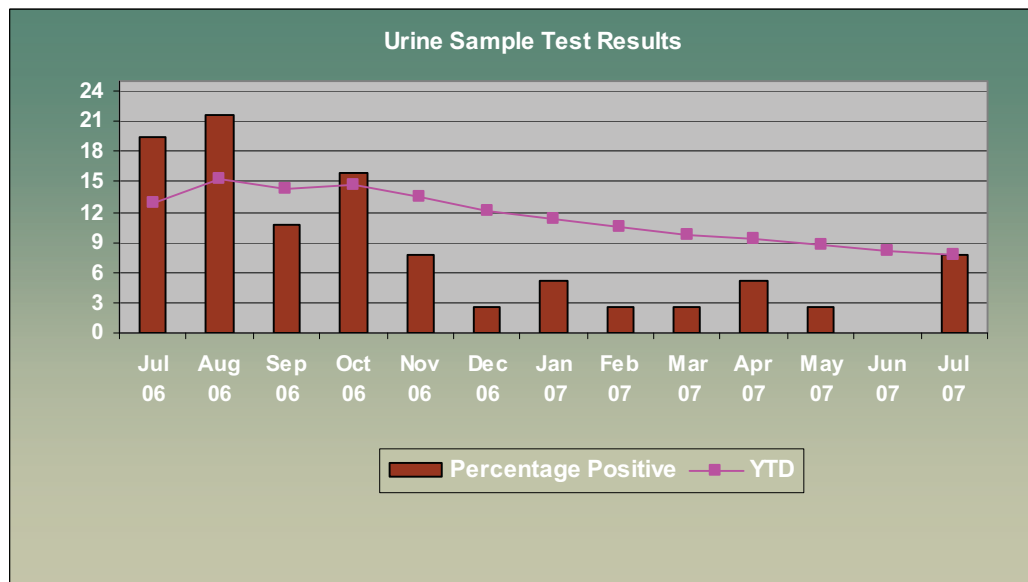
- Urine samples are randomly taken monthly from 5% of the prisons population and tested for illicit substances.
- Refusal to supply a sample is regarded as a positive sample test result.

Targets	Potential earning
0 - 9	100%
10 - 13	60%
>13	0

Table 11: Substance testing

MONTH	DAP	Tested	% of DAP tested	No. refused	No. of tests positive	Total positives	% of samples positive	Baseline
Jul 06	736	36	4.89	1	6	7	19.44	13
Aug 06	741	37	4.99	3	5	8	21.62	13
Sep 06	743	37	4.98	0	4	4	10.81	13
Oct 06	756	38	5.03	1	5	6	15.79	13
Nov 06	781	39	5.00	0	3	3	7.69	13
Dec 06	776	38	4.90	0	1	1	2.63	13
Jan 07	774	39	5.04	1	1	2	5.13	13
Feb 07	774	39	5.04	0	1	1	2.56	13
Mar 07	780	39	5.00	0	1	1	2.56	13
Apr 07	780	39	5.00	0	2	2	5.13	13
May 07	783	39	4.98	0	1	1	2.56	13
Jun 07	779	39	5.01	0	0	0	0.00	13
Jul 07	779	39	5.01	0	3	3	7.69	13

Graph 12: Substance testing





## Performance Measure 5

### Staffing levels

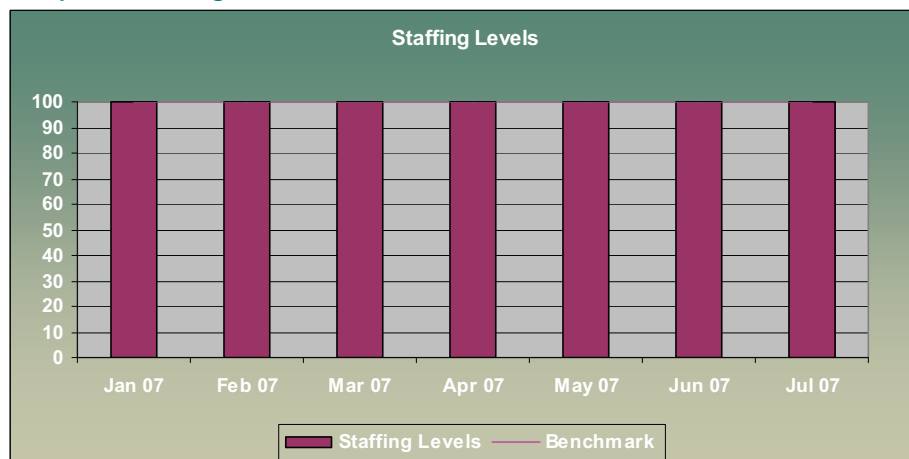
- This measure was designed to ascertain if the contractor had sufficient staff appropriately deployed throughout the prison to ensure the safety of the community, staff and prisoners, and the security of the prison.

Targets	Potential Earning
>98	100%
>95 - 98	90%
90 - 95	85%
0 - 89	0

**Table 12: Staffing numbers and distribution**

TITLE	FEMALE	MALE	TOTAL
Accountant	1		1
Administration Officer	13	3	16
Assistant Director	1	4	5
Bus Driver		1	1
Caterer	1	4	5
Chaplain		1	1
Cleaner	1		1
Compliance and Quality Manager	1	1	2
Deputy Director		1	1
Director		1	1
Drug and Alcohol Counsellor	2		2
Education Facilitator	5	7	12
Education Manager	1		1
Facilities Coordinator		1	1
Facilities Manager		1	1
Finance Manager	1		1
Intelligence Manager		1	1
Intelligence Officer	1		1
IT Support Officer		1	1
Medical Manager		1	1
Nurse	21	3	24
Offender Services Secretary	1		1
Operations Manager	2	2	4
Physiotherapist		1	1
Prison Officer	63	116	179
Prisoner Peer Support Counsellor	1		1
Programs Facilitator	1		1
Psychologist	4	2	6
Senior Systems Administrator		1	1
Sentence Management	8		8
Sport and Recreation Administrator		1	1
Sport and Recreation Facilitator		1	1
Stores Coordinator		1	1
Stores Person		1	1
Trade Instructor		10	10
Unit Manager	3	13	16
Visits Support Officer		2	2
<b>TOTAL</b>			<b>314</b>

**Graph 13: Staffing levels**



## Performance Measure 6

### Sentence plan reviews

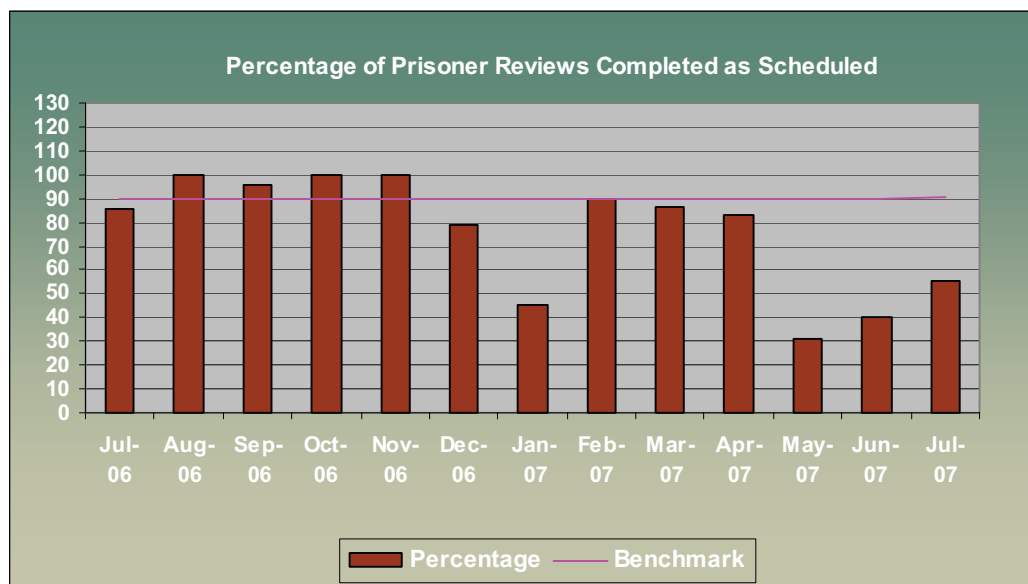
- Prisoners all have a Sentence Plan that details their security rating, placement, with education and program requirements being detailed in plans for prisoners who have Individual Management Plans.
- Each plan has a scheduled review date and compliance with this date is critical.
- This measure assesses the timeliness of the review of sentence plans.

Targets	Potential earning
>95	100%
90 - 95	75%
0 - 90	0

Table 13: Sentence plan reviews

Month	Scheduled	Late review no mitigation	% achieved	Minimum Benchmark %
Jul 06	76	11	85.53	90
Aug 06	120	0	100.00	90
Sep 06	93	4	95.70	90
Oct 06	85	0	100.00	90
Nov 06	62	0	100.00	90
Dec 06	137	29	78.83	90
Jan 07	118	65	44.92	90
Feb 07	123	13	89.43	90
Mar 07	122	17	86.07	90
Apr 07	94	16	82.98	90
May 07	107	74	30.84	90
Jun 07	100	60	40.00	90
Jul 07	100	45	55.00	90

Graph 14: Sentence plan reviews



## Performance Measure 7

### Program delivery

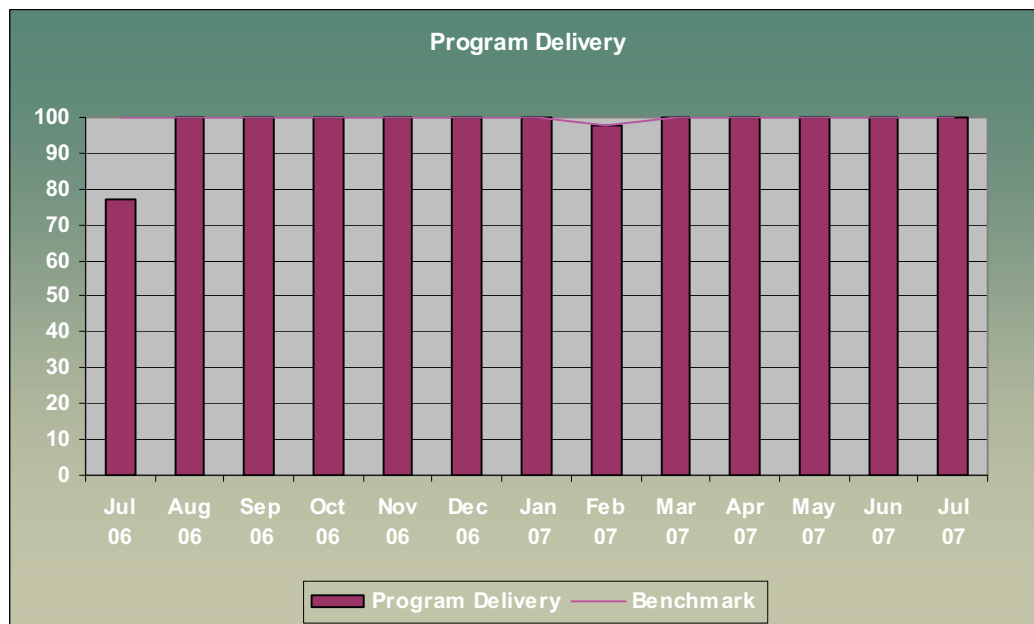
- Program delivery must be in accordance with the prisoner's sentence plan and the AIPR schedule.
- The measure is activated for months wherein a program was scheduled for delivery.

Total achieved	% earned
100	100%
0 - 100	0

Table 14: Program delivery

Month	Benchmark	No of programs commenced	Percentage of required delivery achieved
Jul 06	100%	4	77.00
Aug 06	100%	5	100.00
Sep 06	100%	1	100.00
Oct 06	100%	Nil required to commence	100.00
Nov 06	100%	7	100.00
Dec 06	100%	Nil required to commence	100.00
Jan 07	100%	Nil required to commence	100.00
Feb 07	100%	7	97.50
Mar 07	100%	Nil required to commence	100.00
Apr 07	100%	Nil required to commence	100.00
May 07	100%	5	100.00
Jun 07	100%	1	100.00
Jul 07	100%	Nil required to commence	100.00

Graph 15: Program delivery



## Performance Measure 8

### Education and traineeships

- This measure assesses the compliance with the education and traineeship needs of prisoners as described in their IMP.
- The measure commenced in January 2007

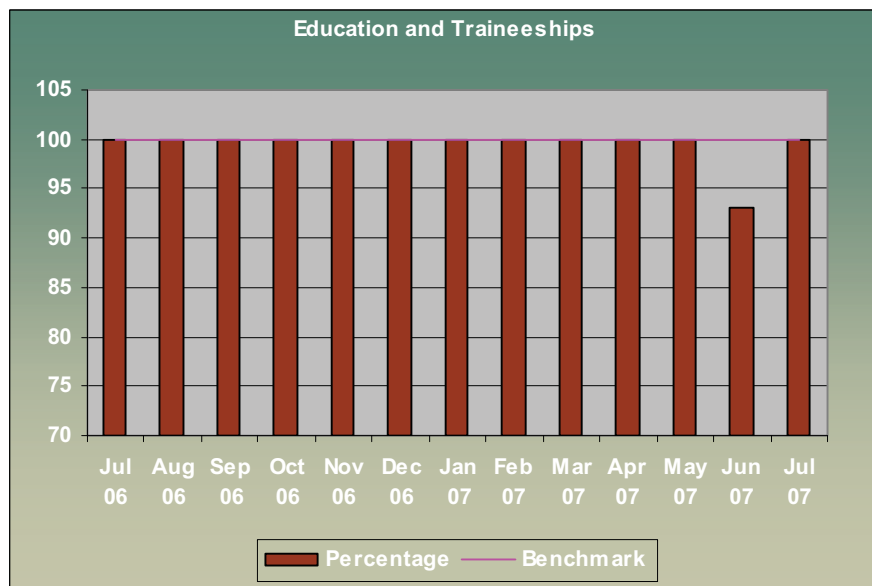
Total achieved	% earned
100	100%
0 - 100	0

Table 15: Education and traineeship provision

Month	Data Assessed	Successful Enrolment	Percentage Achieved
Jan 07	18	18	100
Feb 07	23	23	100
Mar 07	29	29	100
Apr 07	21	21	100
May 07	22	22	100
Jun 07	29	27	93
Jul 07	34	34	100

Data measurement commenced in January 2007

Graph 16: Education and traineeship provision



**Performance Measure 9**

**Management of social visits**

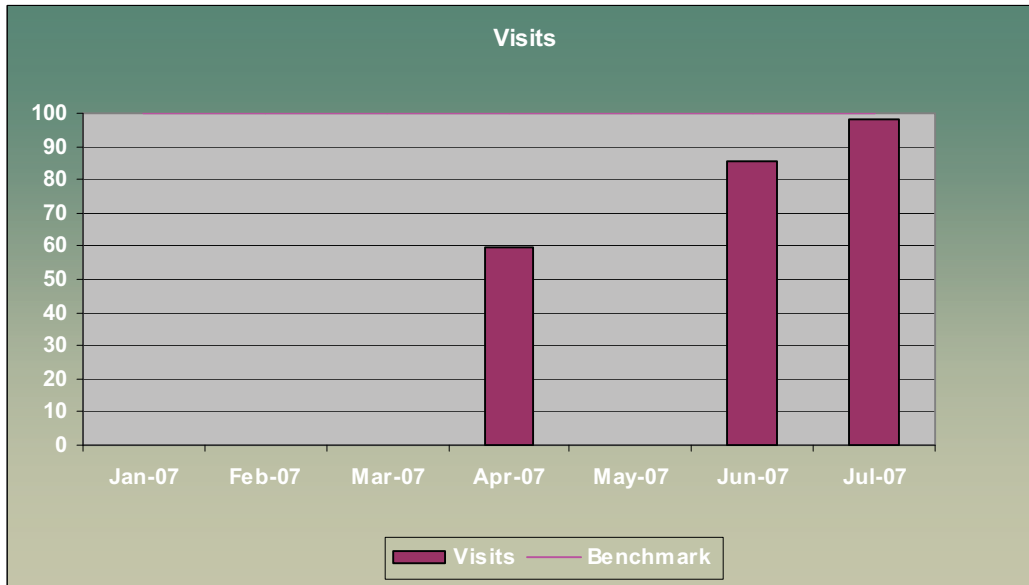
- This measure has been structured to determine if prisoners were receiving social visits or family contact in the case of prisoners from remote regions, in the period three months prior to release.
- The purpose of this measure is to ensure that prisoners are receiving some re-socialising contact prior to release.

Total achieved	% earned
100	100%
0 - 100	0

**Table 16: Management of social visits**

Month	Prisoners released this month	Prisoners with 'visits'	Prisoners without	Percentage of Prisoners with Visits
Jul 06	0	0	0	Under development
Aug 06	0	0	0	Under development
Sep 06	0	0	0	Nil data submitted
Oct 06	69	41	28	59.42
Nov 06	0	0	0	Nil data submitted
Dec 06	70	60	10	85.71
Jan 07	59	58	1	98.31
Feb 07	51	50	1	98.04
Mar 07	64	60	4	93.75
Apr 07	52	47	5	90.38
May 07	51	51	0	100.00
Jun 07	54	54	0	100.00
Jul 07	65	60	5	92.31

**Graph 17: Management of social visits**



**Performance Measure 10**

**Grievances correctly managed**

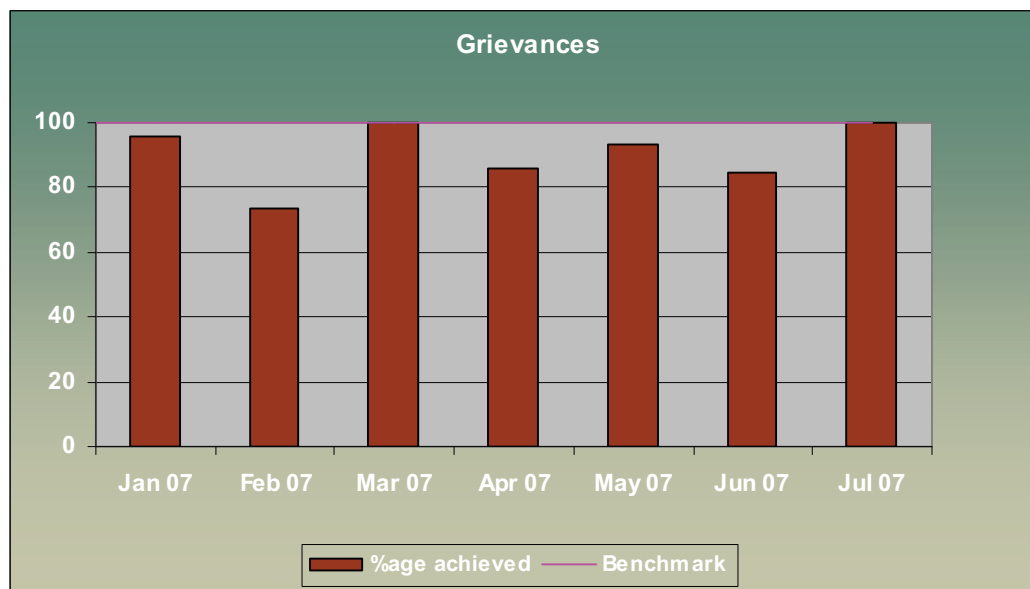
- The measure for Grievances is to check that correct process is followed and focuses on that aspect of the grievances lodged at the prison.

Total achieved	% earned
>95	100%
90 - 95	75%
<90	0

**Table 17: Prisoner grievances**

Month	Grievances lodged	Satisfactorily managed	Unsatisfactory	Percentage	Benchmark
Jul 06	2	2	0	100.00	100
Aug 06	9	9	0	100.00	100
Sep 06	7	4	-3	57.14	100
Oct 06	18	15	3	83.33	100
Nov 06	15	14	-1	93.33	100
Dec 06	8	7	-1	87.50	100
Jan 07	22	21	-1	95.45	100
Feb 07	15	11	-4	73.33	100
Mar 07	10	10	0	100.00	100
Apr 07	14	12	-2	85.71	100
May 07	15	14	-1	93.33	100
Jun 07	13	11	-2	84.62	100
Jul 07	8	8	0	100.00	100

**Graph 18: Prisoner grievances**





## Performance Measure 11

### Prisoners involved in structured activity

- The Structured Activity measure is designed to test the number of prisoners actively engaged in a meaningful activity.
- The measure commenced in January 2007

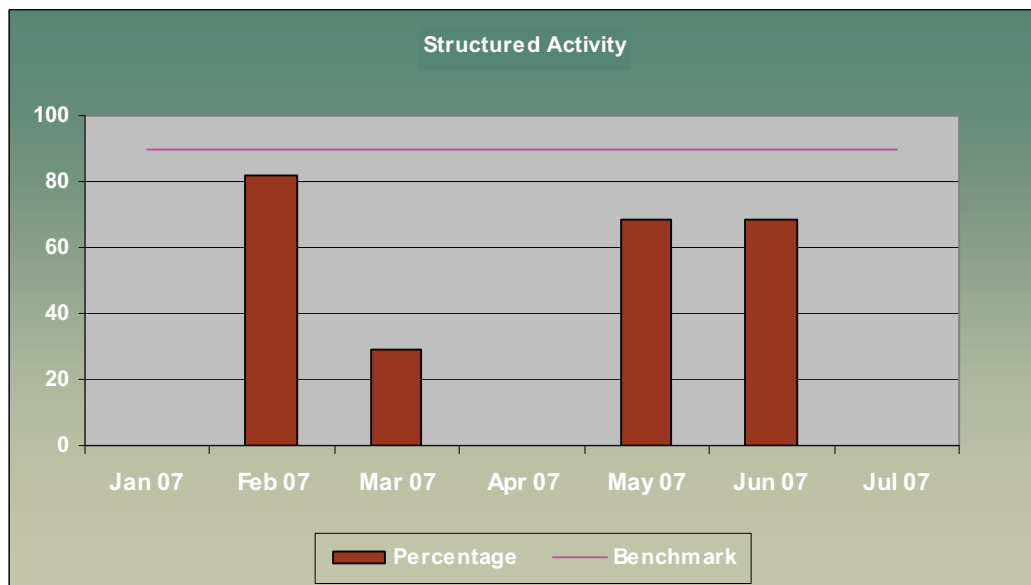
Total achieved	% earned
90 - 100	100%
0 - 89	0

**Table 18: Prisoners involved in structured activity**

Month	DAP	Prisoners	Percentage
Jan-07	774		0
Feb-07	777		81.58
Mar-07	779		28.95
Apr-07	776		0
May-07	780		68.42
Jun-07	779		68.42
Jul-07	782		0

Data measurement commenced in January 2007

**Graph 19: Prisoners involved in structured activity**



**Performance Measure 12**

**Aboriginal prisoner accommodation**

- This measure is aimed at assessing whether indigenous prisoners are being provided with the opportunity to access enhanced accommodation.
- Measurement commenced in January 2007.

Total achieved	% earned
30	100%
less than 30	0

**Table 19: Aboriginal prisoner accommodation**

Month	DAP	Aboriginal Prisoners	No in standard/enhanced accommodation	% of Aboriginal Prisoners in enhanced/standard accommodation
Jan 07	774	254	254	32.82
Feb 07	777	247	247	31.79
Mar 07	779	254	254	32.61
Apr 07	776	252	252	32.47
May 07	780	250	250	32.05
Jun 07	779	256	248	32.86
Jul 07	779	251	251	32.22

Data measurement commenced in January 2007

**Graph 20: Aboriginal prisoner accommodation**

