Department of Corrective Services
New South Wales
Prison Industries Division

Conference of Administrators
of Corrections
Hobart 1990

Prison Industry
'A Review of Developments
and Directions for the
Future'
1. INTRODUCTION

This compendium has been prepared to support the presentation entitled - 'Prison Industry - A Review of Developments and Directions for the Future' to the Conference of Administrators of Corrections in Hobart on Wednesday 14 November, 1990.

The compendium was prepared by officers of the Prison Industries Division of the Department of Corrective Services, New South Wales.

Whilst the contents concentrate upon the New South Wales situation it is considered that they also provide a typical overview of developments in other States. Some direct references to other States and New Zealand are however provided.

The imminent establishment of a Correctional Industries Association of Australia provides optimism that the knowledge shared through this presentation will provide an enduring and co-operative network between Prison Industry jurisdictions throughout Australia.

WAYNE RUCKLEY
Executive Director
Prison Industries Division
7 November, 1990.
"One of the clear cut goals in my administration is to ensure that the long term rundown in Prison Industries is reversed and that within the first term (of the Government) if at all possible, each and every prisoner in the system is given the obligation and the opportunity to do real and meaningful work."

-Hon. Nick Greiner, Premier of New South Wales.  
27th April, 1989.
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1. HISTORY

A concise and informative appraisal of the historical development of Prison Industry in New South Wales is provided in Chapter 6 of the publication "Corrective Services in New South Wales". In particular Chapter 6 deals with Prison Industry. The comments embraced in that Chapter are considered to closely replicate the development of Prison Industry in other States of Australia.

The Department of Prisons was established at a time when the community demanded retribution from those imprisoned. Convicted prisoners came to gaol for punishment as distinct from more liberal contemporary attitudes. This punishment was deemed to be executed in the form of penal servitude under Hard Labour with corporal punishment being reserved for those who rebelled against the penal system.

Utmost obedience was demanded from both officers and prisoners. Failure to conform was often met with harsh penalties. An entry in an Officer Punishment Book for the Central Industrial Prison recorded an officer being charged with galloping his mount when returning from the Maroubra Rock Quarry. The penalty imposed recorded that the officer was to report early for duty for the next three months in order to groom his mount and turn it out prior to escorting his gang to the Quarry on foot. This example highlights the absolute obedience the Department demanded of its staff and provokes thought on the severity of the rules and penalties that would have been applied to prisoners.

From its original charter the Department was required to provide all sentenced prisoners with workstations. Although not all these stations could be classified as "hard labour" the disciplinary environment at the time ensured that prisoners applied complete effort to their allocated tasks and maximised Institutional self-sufficiency wherever possible.
".....Throughout the 19th Century, it was firmly believed that prisoners should be compelled to work and work hard. One early Superintendent believed that prisons should be made self-supporting through the labour of inmates" (The More Things Change. J.A. Marony. p.23).

In addition to meeting the Courts requirements the Department also regarded labour as an essential gaol management tool. The operations of labour in an Institution segmented the gaol population into small groups, each of which was fully supervised by one or more accountable officers.

The daily routines of Institutions required the availability of work. Each morning, excluding Sundays, the maximum security prisoners would be mustered and taken to the cramped workshops. At the same time the more trustworthy prisoners would be marched out through the main gate to undertake the more strenuous work of farming or quarrying in proximity to the outer grounds of the Institutions. In other cases Institutional locations were based on provision of workstations e.g. Afforestation Camps.

Thus from its origins the Department has regarded the provision of prisoner workstations as being synonymous with its basic function of providing for the care and custody of prisoners. Work was also viewed as meeting the needs of all parties:

a. administration of gaols enjoyed good control since prisoners had a workstation to attend under the supervision of an accountable officer.

b. prisoners in general received satisfaction from engaging in full-time work activities.

c. supervising officers operated upon clear prison rules and regulations which ensured that each prisoner contributed a fair day's work.

d. community expectations regarding prisoner work were met,
graphically represented by the range of Public Works projects undertaken by prisoners.

e. the Department achieved a significant level of self-sufficiency and supplied low cost/quality products to other Departments.

Within two decades of its formation the Department replaced small regional gaols with three large Gaols at Bathurst, Maitland and Goulburn each of which included workshops. The workshops in these gaols were planned to provide employment for the small portion of the population that could not be trusted to work in more strenuous positions outside the main walls.

In response to an upsurge in the prison population during the 1950's extensions were annexed to Bathurst and Goulburn Gaols. Following the opening of these extensions in the 1960's, the outside workers were moved into the new accommodation Sections and the vacated internal cells were occupied by long term prisoners causing the internal workshops to become congested with workers to the extent that their effective operation broke down.

At the same time the makeup of the gaol population was changing with a noticeable increase in the number of young offenders serving long sentences. This generation of prisoners possessing a more rebellious attitude to authority had a destabilising effect on the prison system. This culminated in the riots of the 60's and early 70's which saw many of the workshops in this type of gaol destroyed by fire.

In these Institutions the lack of work locations destroyed the traditional Gaol Management culture concerning work and the destructive influence of prisoner idleness came to the fore.

This was typified in comments by Justice Nagle in his report of The Royal Commission into New South Wales Prisons. It is
considered however, that the report neglected to develop an appropriate model covering the importance of Industry to successful Correctional administration.

It was in the period following the Royal Commission that major changes to Prison management procedures occurred. These included:

i) the dominance of economic considerations upon Prison Industry existence without recognition of other important criteria. This resulted in the culling of numerous work positions, without and before, replacement positions were identified;

ii) the elimination of workshop facilities;

iii) the access of prisoners to private cash and the consequent breakdown of the bonus payment system in acting as a positive incentive to work;

iv) the importance placed upon education programs as a replacement for Prison Industry;

v) the impact of technology upon labour intensive functions;

vi) a breakdown within prisoner discipline to participation in Industry.

As an example of the rundown which had taken place in Prison Industry in the decade to 1988 there is no clearer illustration than in the loss of work positions at the Central Industrial Prison shown below. The 278 positions referred to were reduced to 15.
For the greater part of its history the Department had a clear policy that "every able prisoner was to be provided with work". Thus it is intriguing to ponder on why a policy that was regarded as being so essential had been allowed to diminish in both extent and importance.

Prisoner work had been reduced significantly at older Institutions (Central Industrial Prison and Parramatta) and, prior to the current Government's policy, had become an option in all but the Department's Open Institutions.

The development of Prison Industry is therefore represented by a model where in its early days Industrial staff had clearly defined roles, their authority was undisputed and prisoners had a clear responsibility to conform. Work to a large measure was simply an extension of the punishment regime.
In observing the history of Prison Industry it is interesting to suggest that many of the current initiatives within New South Wales represents a 'back to the future' approach.

".....Hard labour was introduced in 1863, colonial road gangs, a common form of hard labour was rather looked upon by the prisoners as a pleasant alleviation of their incarceration." (Marony p. 27).

As a contrast to the above the following represents an article appearing in the Department of Corrective Services Information Bulletin on 31 October, 1990:

During his visit to the United States of America in December 1989 Minister for Corrective Services Michael Yabsley was impressed by work programs which employed prisoners on a range of road maintenance activities within the State of Florida. Upon his return the Minister requested that the Prison Industries Division investigate the opportunities for introducing such programs to New South Wales.

Senior officers of the Roads and Traffic Authority have been very enthusiastic about this concept. Discussions have now taken place to resolve the mechanics involved in establishing such projects, their likely scope, legal liability issues and industrial implications.

Following satisfactory resolution of all relevant issues and after discussions with Superintendent Provost and officers of the Glen Innes Aforestation Camp, who have been very supportive of this project, a pilot prisoner road maintenance program commenced operation on Wednesday 3 October 1990. Eleven
prisoners under the supervision of an Overseer began work to refurbish roadside guide posts on the Gwydir Highway.

This pilot project is important because it is being assessed by the Roads and Traffic Authority for both expansion and extension to other areas of the State. It provides another example of the Government's compulsory prison work program, particularly in relation to projects of value to the community, being brought to fruition in a creative fashion.
2. PRISON INDUSTRY PHILOSOPHY

The absence, historically, of a clear philosophic statement covering the underlying basis of Prison Industry operation undoubtedly contributed to the rundown of Prison Industry referred to earlier. In turn the infinite potential of Prison Industry to contribute positively to prisoner rehabilitation and prison management was, tragically, not realised.

It is of particular note, at this point, to reflect that the very clear commitment of the New South Wales Government to revitalising Prison Industry does not arise, as the Minister for Corrective Services, Michael Yabsley, M.P., recently observed "...... so that the Government can indulge in some kind of chest beating exercise and say that we have got them all working now and they were not working before. It is very deliberately a program directed at rehabilitation so as that great goal can be achieved that is referred to by so many observers and experts in the field of penology. That is, making prisoners come out of the system better people than when they went in ready to resume a law abiding life with skills that they did not have when first they entered the prison system".

In the context of the above a very clear and definite Prison Industry philosophy has been established. That philosophy underpins the current comprehensive program of revitalisation, and embraces:

(a) **Prisoner Rehabilitation**
   i) To develop the 'work ethic'
   ii) To develop vocational/life skills of prisoners complimentary to education/training programs.

   as a basis of enhancing:
   (a) Prison Industries employment, and
   (b) Post-release employment.
(b) **Prison Management**
   i) To enhance the personal development and employment skills of prisoners.
   ii) To alleviate boredom and/or the pursuit of undesirable activities.
   iii) To provide labour to facilitate various prison service functions.

(c) **Economic**
   i) To enable prisoners to contribute to reducing the cost of their imprisonment.
   ii) To maximise the self-sufficiency of institutions.
   iii) To select and manage Prison Industries which in connection with other objectives will provide a satisfactory economic return as a basis of reducing public funding of Corrections.

(d) **Community Expectations**
   i) To provide work responsibilities to all prisoners to meet community expectations and reduce the need for public funding of Correctional Services.
   ii) By the provision of prisoner workers undertake community projects as a means of enhancing the public perception of Corrections.
3. **PRISON INDUSTRY DEFINITION**

Prison Industry is provided through Prison Service functions, Community Projects and a diverse range of commercially based facilities trading as "Corrective Services Industries".

i) **Prison Services**

Prisoners carry out a wide range of prison service functions such as catering, laundering, landscaping, building maintenance and construction.

It is unfortunate that over the last two decades a great deal of 'feather-bedding' has been allowed to occur in this area of prisoner work. Many positions have not provided 'full-time' work responsibilities nor in many cases has an adequate degree of supervision been provided to ensure prisoners are gainfully employed.

Also there has been a reluctance within the Department to maximise prisoner involvement in a number of functions. A clear example is the area of building maintenance and construction where despite outstanding examples of what can be achieved resistance, to prisoner involvement, has been apparent. Similar comment could be made in respect of effective Prison housekeeping.

Every effort is now being made to remedy this position. Positions of Assistant Superintendent of Industries (Prisoner Employment) now have a clear responsibility to more effectively co-ordinate the utilisation of prisoner labour on prison services functions.

However, the continued and unrealistic heavy reliance upon Prison Services functions for prisoner employment will continue until the Prison Industries expanded employment program takes full effect.
ii) Community Projects
There is little doubt that extensive, creative and effective work programs can be devised for prisoners through community projects. Importantly these programs provide unique opportunities for prisoner development whilst enhancing the public perception of Corrections.

A pilot road maintenance program was recently introduced at the Glen Innes Afforestation Camp utilising prisoners on various highway maintenance projects eg. painting of guide posts, weed control and rubbish removal. The Roads and Traffic Authority will be remunerating the Department of Corrective Services for these services. Further it is expected these services will be extended throughout the State.

Other services such as park and cemetery maintenance and construction projects have been carried out on a voluntary basis.

Extensive expansion of community based work programs have been projected.

iii) Corrective Services Industries (C.S.I.)
Commercially based facilities are structured through six (6) Product Divisions, namely:

- Metal Products
- Timber Products
- Plastic Products
- Textiles, Canvas, Leather and Upholstery Products
- General Services
- Agricultural Services.

Each facility provides responsibilities to prisoners which replicate commercial operating expectations in relation to work habits, output and quality assurance.

The Product Division concept has an important role in linking a marketing strategy which can successfully optimise the competing demands of Prison Industry operation.

Also the linking of each workshop through a Product Division structure provides a co-ordination of vocational pursuits to enable prisoners to gain progressive skill development as they 'track' through security classification.
4. WORK PROFILING

The concept of prisoner work profiling is an essential component of the records infrastructure necessary to implement the New South Wales compulsory prisoner work program. Prior to the introduction of work profiling there was no objective basis to determine the extent of prisoner employment or the relevance of individual positions in meeting Prison Industry program objectives.

In respect of each Prison a Prison Service Work Profile exists designating work positions, their daily duration, day status and skill classification. This information is then utilised to determine the number of work positions required in commercially based facilities and on community projects.
5. COMMERCIALISATION

Along with the expanded prisoner work program commercialisation of Corrective Services Industries is at the essence of the Prison Industry revitalisation in New South Wales. In its fundamental form "commercialisation" is simply ensuring that prisoners, when allocated to work positions, are gainfully employed for a full working day and meet acceptable standards of output and quality assurance.

This represents, in general terms, a significant departure from the historical trend and culture of Prison Industry operation. Commercialisation embraces:

(a) ensuring, as far as practicable, that the vocational structure of Production Industries meets actual employment market needs.

(b) expectations are applied to prisoners which replicate commercial operating environments and hence develop habits and skills which will enhance prisoner post-release employment.

(c) provision of full-time, creative work environments to negate the destructive influences and implications of prisoner idleness.

(d) ensuring that the commercial responsibilities of Prison Industries to customers in relation to on-time deliveries, quality assurance and general credibility are met.

(e) maximising the potential of efficient economic operation of Facilities.

Steady progress is being made in achievement of the foregoing principles. Examples of initiatives include:
(a) extension of prisoner working hours.

(b) introduction of production scheduling to maximise the utilisation of Facility capacity and to co-ordinate capacity with marketing opportunities.

(c) progressive introduction of a 'Hierarchy of Privileges' to ensure only those prisoners who work receive a range of rewards and privileges.

(d) introduction of performance reporting parameters to provide objective assessment of Facility Performance.

The establishment of a Prison Industries Administration Complex formed a key aspect of the commercialisation program. The Complex provides modern administration, showroom and warehousing facilities to support the operation of Corrective Services Industries. The ability to supply a range of products in an 'off-the-shelf' mode is an important feature of the current marketing strategy. It has compelling positive implications in providing a continuity of production expectations upon workshops and in significantly improving customer service.
6. MANAGEMENT

Apart from the question of Prison Industry philosophy there is little doubt that the rundown of Prison Industry which had occurred in NSW was contributed to by an ill-defined and ineffective functioning of the central Prison Industries Division. That role prior to 1988 had oscillated from one of complete central control of Commercial Industries to one of complete Institutional control. Neither approach was appropriate or logical.

The current role of the central Prison Industries Division is to develop the overall philosophy and direction of Prison Industries to provide full-time commercially based work responsibilities to prisoners in accord with Government policy. The Division is therefore directly responsible for:

- planning and implementation of Prison Industry development including oversight of work profiling;

- providing technical support to Institutional personnel

- developing an overall marketing strategy and realising market opportunities;

- co-ordinating the scheduling of workshop production capacities;

- providing Industries staff training and development programs;

- developing and co-ordinating the implementation of an effective and efficient Prison Industries commercial infrastructure;

- establishing and monitoring implementation of program evaluation parameters.
In turn the role of Industries personnel, through each Superintendent, is responsibility for Prison Industries 'operations'. At an operational level, Superintendents, at most Institutions, are supported by; a Manager, Corrective Services Industries, responsible for commercial facility operation, and an Assistant Superintendent of Industries (Prisoner Employment) responsible for prisoner labour allocation and Prison Services Industry operation.

The underlying principle in this responsibility mix is to ensure that the overall development and operation of Prison Industry is based on a common philosophy and a common and coordinated operational basis. Further, that Institutional Industries staff are able, as far as practicable, to concentrate their efforts directly on the day-to-day operational responsibilities of their positions.

The effective management of commercial facilities is linked to the authority provided to Industry Managers in responding to commercial expectations of customers. There is considerable doubt as to whether the required level of authority can be provided in a non-corporatised public sector environment.

Another important aspect is recognition that commercial facilities cannot operate effectively unless appropriate commitment is given by Institution Management and staff of Prison Industry operational needs. In this regard a Corrective Services Industries Management Accord has been developed. The Document constitutes an agreement between the Executive Director, Prison Industries and the Superintendent at whose Institution Corrective Services Industries facilities are domiciled. The Accord (Attachment 1) seeks to formalise an arrangement whereby Corrective Services Industries policy objectives and commercial responsibilities to customers can be realistically attained within a framework of co-operative endeavour.
7. MARKETING

The marketing strategy selected and implemented is fundamental to ensuring that the competing interests of Prison Industry operation are successfully optimised. Apart from Prison Industry philosophy criteria implications such as prisoner attitudes and skills, prisoner turnover in workshops and prison routines must be considered in the selection of a successful and realistic marketing strategy.

In the above context the emphasis in New South Wales is firmly directed to placing production expectations upon Facilities based on centrally secured high volume/long term contracts and in servicing Corrective Services Industries warehousing requirements. This approach provides a continuity of production requirements together with the flexibility of alternating production between workshops. It is believed to be the only realistic means to counter the constraints peculiar to operating a commercial enterprise in a prison environment.

Implicit in the servicing of market opportunities is the obligation to satisfactorily meet customer requirements, particularly on time deliveries and quality assurance. Whilst pleasing progress has been made in this regard, there still remains considerable pessimism as to whether commercially based enterprises, operating within a public sector environment, can ever satisfactorily fulfil commercial expectations and therefore secure their survival. The need however to honour commercial responsibilities to clients is fundamental to the Corrective Services Industries revitalisation.

Corrective Services Industries in New South Wales have no mandatory market sources. All market opportunities are required to be won on the open market in a competitive manner.
The New South Wales Government has however provided Corrective Services Industries with a level of marketing authority believed to be unparalleled throughout the world. Comments by the Premier of New South Wales, Hon Nick Greiner, at the official opening of the Prison Industries Administration Complex on 27 April, 1989 reflect the level of authority:

"This Complex is about Prison Industries being fully commercial, being fully professional and it is about Prison Industries standing up and saying to the world: we have got something to sell, we have got something to sell that is comparable in terms of quality, in terms of price, in terms of service, with what is available elsewhere. We are proud of what we are doing."

Absolute commitment is however given to ensuring that this authority is applied in a sensible and sensitive fashion. Every effort is made to access markets which do not antagonise employers or employees. Import replacement products are therefore a high priority.

The Prison Industries Consultative Council (PICC) was established in 1978. Its function is to maintain the formal interface between the Department, employers and employees. The Council monitors and responds to representations over Corrective Services Industries development and operations.

The Council currently comprises two representatives of employer associations (ie. Metal Trades Industry Association and Chamber of Manufactures) and two representatives of the Labour Council of New South Wales. The Executive Director, Prison Industries is the Chairman.

The Council can take great credit for the fact that during a period of unprecedented Corrective Services Industries expansion the rapport which exists with the private sector is extremely positive.
A marketing policy statement has been issued to provide a clear enunciation of Corrective Services Industries commercial operations. This statement is shown as Attachment 2.
8. PRISONER REMUNERATION

The prisoner wages system in New South Wales was modified in April 1990 to facilitate the implementation of Government Policy covering extended prisoner working hours. The basic wage rates are:

- proficient worker 57c per hour
- skilled 47c per hour
- semi-skilled 40c per hour
- unskilled 30c per hour.

Attachment 3 sets out a more detailed format of the system including the productivity allowance component.

The new system is firmly designed to encourage positive prisoner participation in work programs by providing a graduated incentive system to those prisoners who meet expectations in relation to work attendance, productivity and quality assurance. This will ensure that prisoners are remunerated for hours actually worked and importantly removed an inequity where, under the former system, prisoners working longer hours were disadvantaged.

Principal features of the new system include:

a) converting the existing 'weekly wage rate' structure for workers to 'hourly rates'.

b) progressive introduction of bundy clocks to all prisoner work locations.

c) reduction of the unemployed rate from $7.00 to $4.50 per week.

d) abolition of the weekly allowance of $3.50 to non-workers and terminated workers. Non-workers
and terminated workers are to receive no privileges under the prisoner wages system.

Prisoner wage payments are made within the confines of budget allocations. Increased payments take place only as a result of extended working hours and improved productivity. In Prison Services employment increased payments are offset by reduced payments in positions which do not provide full-time work.

The prisoners wages system is intended to provide a positive incentive to prisoners to be conscientious and quality conscious workers. Importantly the system is but one component of an overall hierarchy of privileges available to encourage positive work participation.

The Hierarchy of Privileges is designed to encourage prisoners to perceive and understand a direct relationship between their own behaviour and performance, and the conditions under which they have to serve their sentence. The Hierarchy of Privileges will provide a system of incentives for co-operative behaviour. Disincentives in the form of the loss of specified privileges will result from non-co-operative behaviour. This will ensure that privileges are earned and will contribute to a more orderly and productive Institutional environment.

An understanding of the real meaning of privileges will be restored. Distinction is made between privileges that must be earned, and the entitlements arising from statutory obligations of the Department to prisoners. There will be an emphasis on the reciprocal obligations of the prisoner as an inmate member of the prison community.

The system of sanctions for disruptive behaviour is documented in new regulations and local rules may be developed at Institutional and Unit level. These must be consistent with
the purpose of the overall approach.

An important change in what is required of prisoners is that prisoners must work. Major strategies are being implemented to increase the number of work positions available. Prisoners who refuse to take up work opportunities will be confined to certain areas during work hours and will lose privileges. Reward elements will include extra visits, personal clothing and cell items, access to internal and external programs and more desirable units or cells. Prisoners will be assessed regularly by the unit Case Management Review Team to determine suitability for positive movement in the system to an improved level of privilege or more desirable gaol. Conversely movement may occur to a lesser level or loss of privilege or to a less desirable classification. Prisoners will be assessed on the basis of their productivity, conduct, co-operation, punctuality, cleanliness, program attendance and achievement.

Prisoner wages/bonuses vary from state to state throughout Australia and New Zealand. Some States function on the basis of a daily payment and the supply of essential day-to-day items such as tobacco, shampoo etc. The common trend in these cases seems to be a review of the existing system towards a less complicated one where a wage is paid and the prisoner supplies his/her own requirements.

The various wage rates are:

**N.S.W.**
from 30c to 57c per hour. Prisoners can earn up to 57c per hour productivity allowance. Maximum payment $40.00 per week.

**VICTORIA**
range from $4.50 to $6.50 per day depending on factors including performance, type of work,
attitude and directives from prison Governors.

**QUEENSLAND**

Generally a maximum rate of $2.00 per day but in areas where a sufficient "profit" can be identified they can earn from $40.00 to $90.00 per week.

**WESTERN AUSTRALIAN**

From $11.00 to $35.00 per week, graded on performance, proficiency, level of supervision required and responsibility.

**TASMANIA**

From $1.00 to $2.00 per day.

**NORTHERN TERRITORY**

From 10c to 40c per day. All hygiene items and tobacco or sweets issue are provided free. (Currently in the process of being reviewed).

**SOUTH AUSTRALIA**

Currently all prisoners receive an allowance of 10c per day. There are six classes of work where prisoners can earn $2.20 to $3.15 per day. They can also earn overtime at the rate of 75c per hour. The prisoner pay system in South Australia is currently under review in an attempt to simplify it and to reward those who display skill in production activities.

**NEW ZEALAND**

The range of rates is much broader in New Zealand than it is in other areas. Prisoners are paid on an 11 point scale which ranges from 16c per day to 72c per day for highly proficient
workers. The system in New Zealand is currently under review.
9. VOCATIONAL DEVELOPMENT

The introduction of a comprehensive prisoner vocational development program is an important component of Prison Industry rehabilitation objectives being accomplished. The program recognises and implements the correlation between vocational development and work.

Further, the program emphasises the employment needs of Prison Industries and the community as well as the need to develop in prisoners a 'work ethic' and basic pre-employment/employment skills.

The Program seeks to:-

(a) recognise the need for and complement basic literacy and numeracy educational programs.

(b) provide practical pre-employment skills of relevance to Prison Industry operation and in the provision of 'employability competency' facilitate post-release employment.

(c) fulfil the vocational training needs of Prison Services and Corrective Services Industries work positions.

(d) provide a co-ordinated balanced implementation of development and production needs,

(e) establish a mechanism to identify and realise post-release employment opportunities.

Implementation of the policy re-enforces the importance of prisoner vocational development to the effectiveness of Prison Industries and in particular in implementing aspects of Prison Industry commercialisation. Prison Industry staff have both
an integral and fundamental responsibility for the operational implementation of the Program.

In reality many prisoners have never developed good work habits or acquired vocational skills. For a variety of reasons many have failed in the education system and have not established a work history.

The major thrust of the Vocational Development Program is to establish a strategy whereby prisoners can develop these skills and thereby conform to society's expectations of the 'employable individual'.

Vocational Development encompasses a range of skills designed to assist prisoners to acquire good work habits and a work history. These skills include basic literacy/numeracy, self worth, how to become employed and stay employed and therefore become financially independent.

The Program is designed to:-

- Train prisoners for employment in Prison Industries.
- Assist prisoners to develop good work habits.
- Be part of a prisoner's broader case management program.
- Encourage workshop/industry safety procedures.
- Fulfil community employment shortages.

Implementation of the Program began with the introduction of Pre-work skills early in 1990. Full implementation of the Program will take place over a two year period with different aspects of the Program being introduced concurrently in various institutions. The Vocational Development Policy is
The Pre-work skills Program has been implemented in three Institutions and is due to commence in another. In many cases T.A.F.E. teachers have been used to deliver the Program but wherever possible and where Prison Industries staff have completed the Prison Industries 'Train-The-Trainer' Program, they have been given the opportunity to conduct the Program. This not only assists a positive relationship between Industries Officers and prisoners but gives Industries Officers the opportunity to expand their work experience.

In conjunction with the Pre-work skills program a system of job application and interview has been introduced. Vacant prison work positions are advertised on notice boards posted in Reception areas and in Industry Facilities. Prisoners complete the job application form to apply for vacant positions either on arrival in the Institution or for a change of employment. A job application form must be completed before a prisoner can gain employment in the Institution.

The job application is completed by the applicant, preferably in the presence of a staff member. This assists in the detection of illiteracy. If a prisoner is found to have a literacy problem then he/she is referred to education staff at the Institution. The form contains information regarding previous employment in the prison system and in the community as well as education and training commenced or completed before or since entering prison. The form allows for prisoners to express choices in areas of employment as well as to give employment references from work in the community.

Copies of the job application form and details of the Pre-work skills Program are kept on warrant files so that they are available as a record of the prisoners' individual work history as he/she tracks through the classification system.
Interviews are held for the positions with the interview panel consisting of the Assistant Superintendent of Industries responsible for employment and the relevant Facility, OIC, or their representatives. Positions are allocated on the basis of the results of the interview. Eligibility lists are held at some Institutions. This program replicates a community based system of gaining work.

Prisoners are encouraged to establish a stable work history by maintaining their employment in a common vocational area. This assists the development of a 'work history' to enhance post-release employment opportunities.

In all States of Australia and New Zealand vocational/skills training is a vital part of the prisoners' day to day life. The type of training in each State or Prison varies with the types of Industries conducted in the prison. In New South Wales the majority of training programs are conducted by T.A.F.E. to gain the advantage of the accreditation which is readily acceptable in the community. They are administered and supervised by Departmental education staff as part of the Programmes Division in the Institutions and are under the control of the Superintendent. The Vocational Development Manager is based in the Prison Industries Division but works closely with the Programmes Division.

Common throughout Corrections in Australia and in New Zealand is the emphasis placed on the training of prisoners. In some areas training forms part of Prison Industries and in others it is the responsibility of other sections while in some it is the responsibility of different Government Departments.

In Prisons in all states on-the-job training is provided by Industrial Staff supervising and instructing in on-the-floor machine use, safety issues and in basic skills.

In prisons in the State of Victoria training opportunities are
varied. They include forklift licence training, welding, furniture making, upholstery, typing, textiles and many others. Training programs are accredited by the State Training Board and T.A.F.E. and jointly funded by the Victorian Prison Industries Commission and the Prison Education Centres.

"In January 1989, responsibility for the education of prisoners was transferred to the State Training Board. As a result of this change, the focus in prisoner education has moved toward providing vocational training which is more appropriately linked to Commission Industries wherever possible." (from 1988/89 Annual Report, Victorian Prison Industries Commission).

In the Queensland Corrective Services Commission, the training of prisoners is well advanced but where in New South Wales and Victoria there is a direct link between the Prison Industries Divisions and vocational training, in Queensland training is organised through the Manager, Programs, of the individual Correctional centres. The Manager is responsible for the organisation of apprenticeships, work training skills and certificates of proficiency. T.A.F.E. Colleges also provide additional training opportunities for prisoners in industry and farming.

Western Australian training opportunities are similar to those in other areas. They are supplemented by T.A.F.E. staff who instruct prisoners undertaking apprenticeships and pre-apprenticeships and general basic skills courses. In Western Australia they are in the process of expanding full time training opportunities and increasing the work areas accordingly. Arrangements are being made for independent certification of these courses.

In the South Australian Correctional Services the Department has developed a comprehensive work/education policy consistent
with its philosophy. As in other States it recognises that training enhances the overall quality of work. The Department has a written education/work interface statement (Attachment 5) along similar lines to the Vocational Development Policy of New South Wales.

In Tasmania training opportunities are available in approximately 14 recognised trade skills areas through the Tasmanian T.T.A. and Technical and Further Education. Tasmania is in the process of expanding training including an appointment to a new position of Manager, Industry and Training.

In the Northern Territory training opportunities are limited by the size of the Department and are available through accredited courses run by T.A.F.E. or through their own workshops. The workshops in the Northern Territory have formal Apprenticeship Board certification.

The majority of training opportunities available in New Zealand are through on-the-job training provided by qualified instructors. The acquisition of useful skills and attitudes are seen as important. They include the self-discipline of working regular hours, the skills involved in working as part of a team and the self-esteem that comes from mastering a task successfully.

A major development is taking place in New Zealand involving the provision of vocational skills training which for the most part will be supplied by community organisations.

New Zealand is different from the Australian States in that the Manager, Programs and the Instructor of the Programs team are responsible for Industries in Prisons.

In New South Wales the trend in vocational training is moving away from a formal apprenticeship system towards shorter
skills training programs. This is not so in other States, apprenticeships and pre-apprenticeships are encouraged. In New South Wales the move away from apprenticeships is because not only do prisoners not normally stay in any one Prison for the length of time required to complete the apprenticeship but prisoners tend to not complete them even if they do have the opportunity. Our research indicates that prisoners prefer shorter term specific skills courses which they can complete in one Prison.
The establishment and implementation of a comprehensive human resource development program is a key support strategy which aims to assist Prison Industries staff to address their contemporary technical, managerial, training and commercial responsibilities.

Each Prison Industries officer has an important role to play in providing a quality human resource framework upon which to build a corporate entity which lives up to the Quality Assurance policy of Corrective Services Industries: "to provide products and services exactly as specified, defect free, priced competitively and delivered on time".

It is through the knowledge and skills of each officer that the benchmarks for the standards of our operations are set - be it in management, workshop floor or administrative and support services.

The quality of the end product or service supplied by inmate labour, and the vocational life skills which they acquire through working in Prison Industries, are clearly linked to the quality of the officer whom we recruit and the quality of the ongoing training and development opportunities which are provided and of which they avail themselves.

The need for a human resource development program which caters for the specific needs of Prison Industries staff was identified as a key component of the revitalisation of Prison Industries, both to redress the training deficiencies of preceding years and, importantly, to support the expansion and commercialisation of Prison Industries. In mid 1989 the position of Professional Development Manager was established and a comprehensive human resource development program developed. Since then a range of initiatives have been progressively implemented.
The following factors have been taken into account when implementing programs:

- Prison Industries staff are located statewide and at some locations are few in number; access to training should not be hindered because of location.

- Officers of Prison Industries also have access to the general Departmental staff training and development programs.

- Training of staff should remain a line management responsibility. Accordingly, resources for training courses have initially been mostly channelled into the training of the more senior officers, those whose roles require staff development responsibilities.

The major challenge of the New South Wales' needs based Prison Industries Human Resource Development Program is to cultivate and inspire a positive "Can Do", customer-oriented attitude amongst staff throughout the entire organisation.

Pursuing this goal within the confines of existing public sector staffing structures is indeed an enormous challenge.

Two major issues which need to be addressed creatively, and not hamstrung by policies and practices which stifle initiative and development are:

(i) the recruitment of positive minded officers with the ability to implement and maintain the standard commercial practices which commonly apply in a competitive industry.

(ii) recognition in all positions, at all levels, that ongoing, needs-based, staff training and development programs are both a necessity and a privilege.
A necessity in the sense that:

- they are not a luxury or disposable item, nor an activity to be avoided or treated flippantly;

- a professional attitude and an open mind towards each program are needed;

- the attitude that a staff training or development activity is a guise for a 'rest', or that it is simply an expedient way of acquiring additional income through expense claims, cannot be tolerated.

A privilege in the sense that:

- if an appropriate staff training or development activity is on offer, the officer may need to make some personal sacrifices in terms of eg. time and/or commitment in order to participate and benefit from it.

- whilst staff training and development activities certainly should benefit the organisation, they also, of course, represent a valuable opportunity for personal development for individuals.

To date the programs implemented fall broadly into either a mass circulation type or a training course activity type, as follows:

MASS CIRCULATION

CSI Newsletter - as a staff communication tool, regular bi-monthly distribution of a 4 page, printed newsletter to all officers and Departmental managers. The CSI Newsletter provides up-to-date information on new initiatives. It also recognises good work performance of individuals and workplaces
and provides an opportunity for officers to submit articles of interest for publication.

CSI Corporate Excellence Awards - a system of awards designed to recognise and encourage excellent performance by Prison Industries officers and workplaces. Corporate sponsorship from key suppliers and supporters of Prison Industries has been obtained. The 1989/90 winners will be presented with their CSI Awards and sponsored gifts in November 1990.

Video Library - a library system of video training packages in "improving customer service", "Occupational Health and Safety" and "Skills Training" has been established. A catalogue has been compiled for issue to all officers and workplace training programs will be undertaken by officers with training expertise.

TRAINING COURSE ACTIVITIES

Train-the-Trainer - an in-house 6-day program targeting the specific needs of Prison Industries Officers has been completed by over 40 officers throughout New South Wales. These officers will be utilised in on-the-job staff training such as the video package programs.

Production Planning and Control - an in-house 6-day training course, for which a University of Technology Certificate is awarded, has been established and 37 Prison Industries officers have completed the course. The second stage of this training program will be in total quality assurance.

Negotiations are underway with the lecturer for the review of CSI's current practices and the establishment of an efficient production planning and control system which meets the specific needs of Prison Industries.

Prison Industries Orientation - An overview of Prison
Industries' role and operations is included in Departmental "Orientation" and "Probation and Parole Primary Training" courses. It is planned to extend this program to the custodial primary training course and to also further develop it to provide a suitable induction program for all new recruits to Prison Industries.

**External Training Courses** - Specific needs have been addressed by the attendance of individual officers at courses such as, eg. Public Sector Management, Strategic Marketing, Milk Pasteurisation, Organic Farming, Grazing Management and Telephone Techniques.

Whilst maintaining the established programs, the immediate priorities for further development are in the mass circulation area. Work is currently in progress in the following areas:

- Technical Skills (a working group to identify strategies has been established);

- Industries Officer Profile/Recruitment (a Working Group to identify strategies for the recruitment of officers with the requisite competencies);

- Computer Based Human Resource Records System.

A key factor to the success of these staff training and development programs is the availability of Industries officers to participate - that a component of their monthly work schedule be allocated to training and development activities. This requires Departmental and institutional support through the allocation of time and financial resources.

Additional programs targeted for establishment are in the Organisational Development and Cultural Change areas which are of immense importance for Prison Industries' development as a
competitive commercial entity.
11. **FINANCE**

'Profit' is not the central objective of Prison Industry operation. Prison Industry, as indicated earlier, exists primarily to address prisoner rehabilitation and prison management considerations.

Nevertheless, implementation of the concepts of 'commercialisation' are intended to dramatically improve the traditional operating performance of Corrective Services Industries.

From 1 July, 1990 the trading operations of Corrective Services Industries were removed from the Departments' recurrent funding budget. A CSI Working Account has been established from which all trading expenditure is brought to account from income generated.

Corrective Services Industries have now accomplished a trading surplus for nine successive financial years. The surplus in the last financial year was $1.1 million. A five year strategic target of Corrective Services Industries becoming self-funding has been established.
12. **CORRECTIONAL INDUSTRIES NETWORK**

Corrective Services Industries in New South Wales are in the process of affiliating to the Correctional Industries Association of the USA. This Association comprises a network of Correctional Industries administrations with a purpose of:

(a) promoting the establishment, development and improvement of Correctional Industries programs

(b) promoting a closer understanding and relationship between Correctional Industries and the public, private industry and organised labour

(c) serving as a clearinghouse for the exchange of ideas and information among and between the members and other interested parties

(d) encouraging the development of innovative programs, research, design, and program evaluation for the improvement of Correctional Industries Programs.

There is no doubt that the Association fulfils its objectives in a most successful manner. With this in mind each of the Directors of Prison Industries within Australasia have been contacted with a view to establishing a local Correctional Industries Association.

As a result of a positive response an inaugural meeting has been set in Sydney on 4 and 5 December, 1990.
13. **PRIVATE SECTOR PRISON INDUSTRIES (PSPI)**

Private Sector Prison Industries may take a number of broad forms:

(a) where products/services are marketed direct to the private sector

(b) where Facility capacity is dedicated to the private sector who may supply materials/plant and equipment but is supervised by Prison Industry staff

(c) where a Facility and prisoner labour is 'leased' to the private sector on a manage and operate basis.

Private Sector Prison Industries models (a) and (b) have now been in operation in New South Wales for some time.

The New South Wales Government is anxious to introduce pure Private Sector Prison Industries models as in (c) above. Expressions of Interest for private sector involvement over a range of Facilities have now been invited. Whilst a wide range of proposals have been received a full Private Sector Prison Industries model has still to be introduced. The delay is considered to be sourced to most of the expression invitations covering maximum security environments. These are not ideal 'seeding' Institutions.

However two more recent invitations cover Facilities within minimum security environments. Extreme optimism exists, due to the nature of response and subsequent discussions, that pure Private Sector Prison Industries will be introduced within the next six months.

The inspiration for Private Sector Prison Industries in New South Wales undoubtedly flows from the philosophical
commitment of the Government. Irrespective of this factor the rate of expansion of Prison Industries is such that traditional markets and market sources cannot fulfil Facility capacity. Private Sector Prison Industry is the most evident and creative way in which available capacity can be accommodated. Private Sector Prison Industries have therefore ceased to be an option.

Also as business becomes increasingly more competitive and more technically complex traditional Prison Industry operating within public sector environments is becoming more alienated. Private Sector Prison Industry is considered to provide the future.
14. **FUTURE DEVELOPMENTS**

The expansion of prisoner work programs is currently well entrenched throughout many Correctional jurisdictions. This is not surprising. Prison Industry provides the most effective means by which the implementation of prisoner rehabilitation, prison management and economic aspirations might be facilitated.

This expansion however is taking place during an era of economic recession with the rate of business bankruptcies and liquidations high. Fierce competition has been brought to the marketplace. It is clear that only those businesses which meet the strenuous competition of the 1990's will survive.

In this environment customers expect and demand total servicing of their requirements. Historically, Prison Industries have provided poor levels of service particularly in relation to on-time deliveries and general questions of total quality management. The implications upon Prison Industries to 'lift the game' are therefore patently clear.

Further Prison Industries have tended to be based on a range of physical pursuits with an emphasis in product manufacturing. However manufacturing in Australia is contracting at an ever increasing rate as high technology based or low labour cost imports take hold. It is unlikely Prison Industries can continue to compete given these dimensions.

Other market niches with labour intense requirements must be found. Overseas Correctional jurisdictions have successfully introduced a whole range of functions around the service Industries. This includes data entry processing, word processing, telemarketing, computer reservations servicing and clerical services.
Whether traditional and conventional Prison Industry structures, embracing a range of public sector operational constraints, can cope with contemporary commercial phenomena is open to some question. Issues of managerial and technical prowess come to the fore along with the inherent inertia in attracting outcomes oriented performance from public sector organisations.

Private Sector Prison Industry is viewed as providing the solution to many of these dilemmas.

The decade ahead offers tremendous challenge for Correctional Administrators in upgrading prison work programs within a depressed and difficult external environment.
MANAGEMENT ACCORD

This document constitutes an accord between _______________________________________

Executive Director, Prison Industries and ________________________________________

The accord reflects a responsibility framework by which CORRECTIVE SERVICES INDUSTRIES

facilities at ______________________________________ can fulfil Prison Industries policy

objectives and 'quality assurance' responsibilities to customers.

SCOPE

This accord covers the following Facilities:

Responsibilities

The Executive Director, Prison Industries undertakes to:

1. Provide coordination and corporate support of Prison Industry policy objectives.

2. Provide practical support and resource requirements in implementing "every goal a factory - every prisoner a worker".

3. Provide support in the overall direction, development and management practices of CORRECTIVE SERVICES INDUSTRIES facilities.

4. Implement, on a corporate basis, CORRECTIVE SERVICES INDUSTRIES "Quality Assurance Policy".

5. Develop and maintain CORRECTIVE SERVICES INDUSTRIES operational infrastructure conducive to enabling commercial and accountability requirements to be met.

6. Implement CORRECTIVE SERVICES INDUSTRIES’ operational productivity capacity of CORRECTIVE SERVICES INDUSTRIES facilities.

7. Provide development opportunities for CORRECTIVE SERVICES INDUSTRIES staff to meet their managerial, technical and commercial responsibilities.

8. Develop CORRECTIVE SERVICES INDUSTRIES as a professional and respected corporate entity in which staff can have pride and be recognised.

9. Provide a long term policy and visionary framework for CORRECTIVE SERVICES INDUSTRIES.

The Superintendent undertakes to:

1. Provide a personal and institutional commitment to implementing Prison Industry policy objectives.

2. Strive to implement Government policy in relation to "every goal a factory - every prisoner a worker".

3. Positively recognise and support the role of the Manager, Corrective Services Industries and the duties and expectations of the position reflected in the position responsibility grid.

4. Develop and maintain correctives services industries' operational infrastructure conducive to enabling commercial and accountability requirements to be met.

5. Continually identify, review and minimise the constraints which compromise CORRECTIVE SERVICES INDUSTRIES' philosophical and commercial performance.

6. Provide recognition of prison management issues which compromise CORRECTIVE SERVICES INDUSTRIES' commercial performance.

7. Contribute to the establishment, review and achievement of performance targets for CORRECTIVE SERVICES INDUSTRIES facilities.

8. Ensure institutional support functions e.g. store, administration etc. provide appropriate recognition of the commercial responsibilities of CORRECTIVE SERVICES INDUSTRIES facilities.

9. Provide recognition and support for the participation of CORRECTIVE SERVICES INDUSTRIES officers in Human Resource Development programs.

10. Provide participation and support in the CORRECTIVE SERVICES INDUSTRIES Corporate Excellence Award scheme.
CORRECTIVE SERVICES INDUSTRIES

MARKETING POLICY

Prison Industry is an integral component of the Government's resolve to improve the discipline and management of New South Wales prisons. An extensive program of expanded prisoner employment and commercialisation is currently being implemented. This program will reverse the rundown of Prison Industry over the last two decades and ensure that the Government's policy of compulsory prisoner work is implemented as quickly as possible.

The first priority of Prison Industries is to sustain the self-sufficiency of the prison system wherever this can be realistically applied. This includes functions such as catering, building maintenance & construction, laundering, landscaping etc.

The remaining prisoner workforce is engaged in the operation of Production Workshops which trade as Corrective Services Industries. The function of these workshops is to provide commercially based responsibilities upon prisoners to break the pattern of boredom which for so long has been a tradition of the New South Wales Prison System. In turn the habits and skills acquired by prisoners are an essential ingredient of their rehabilitation and skill development to assist post-release employment.

Unlike Prison Industries in many other Correctional jurisdictions, Corrective Services Industries have no mandatory markets. All work obtained by Corrective Services Industries arises on the open market in response to tender invitations from Government and semi-government organisations and direct requests. Such a process is considered essential to ensure firstly that Corrective Services Industries are not given an unfair market advantage and secondly to ensure that by competing on the open market the ongoing efficiency of Corrective Services Industries' management is continuously tested.

Corrective Services Industries is constantly appraised of the wholesale cost of comparable products manufactured without the cost advantages and disadvantages of Corrective Services Industries. In this way Corrective Services Industries ensures it does not represent unfair competition.

The pricing of Corrective Services Industries products and services is based on the cost of raw materials, prisoner labour and certain direct overheads. Indirect overheads are not presently recovered.
There is a perception that because Corrective Services Industries operate upon low prisoner labour payment rates that this places their operation at an unfair advantage. This perception ignores that in general terms Corrective Services Industries operate at poor levels of productivity. The real labour costs are therefore quite high. Further a significant proportion of available workshop capacity is provided to aid prisoner skill and vocational training development. This has specific cost implications in both raw materials and real labour costs.

As Corrective Services Industries become more efficient a greater proportion of direct overheads will be absorbed within the pricing structure so that ultimately all direct overheads will be recovered.

It is however stressed that the primary motive of Prison Industries is not profit oriented. Prison Industries provide the major means for prisoner rehabilitation and effective prison management. In turn, Prison Industries cannot be maintained without the ability to solicit and arrange meaningful outlets for products and services. A progressive expansion of the traditional marketing base to include sales to the private sector and direct to the public is therefore taking place.

The implementation of this expanded marketing base will continue to place a heavy emphasis on servicing Government contracts and in developing import replacement product lines. In this regard the Prison Industries Consultative Council, consisting of representatives of Employer Associations and the Labour Council, monitors the operation and development of Corrective Services Industries. This process ensures that the operation of Corrective Services Industries does not, as far as practicable, adversely impact upon the private sector.
ADDRESSED TO ALL
SUPERINTENDENTS

SUBJECT : PRISONER WAGES SYSTEM

The Corrections Corporate Council has endorsed modifications to the prisoner wages system, operating from the first pay period on or after 2nd April, 1990, to facilitate implementation of Government policy covering extended prisoner working hours.

A classifications and rates table together with operational guidelines are attached to assist implementation of the System.

The new System is firmly designed to encourage positive prisoner participation in work programs by providing a graduated incentive System to those prisoners who meet expectations in relation to work attendance, productivity and quality assurance. This will ensure that prisoners are remunerated for hours actually worked and importantly remove the existing inequity where prisoners working longer hours are disadvantaged.

Principal features of the new System include:

(a) converting the existing 'weekly wage rate' structure for workers to 'hourly rates'.

(b) progressive introduction of bundy clocks to all prisoner work locations.

(c) reduction of the unemployed rate from $7.00 to $4.50 per week.

(d) abolition of the weekly allowance of $3.50 to non-workers and terminated workers. Non-workers and terminated workers are to receive no privileges under the prisoner wages System.
It is stressed that the new System is not to be interpreted as a general wage increase. Prisoner wage payments are to be made within the confines of existing budget allocations. Where increased payments take place this should only occur as a result of extended prisoner working hours and improvement in productivity. In Prison Services employment any increased payments are to be offset by reduced payment in positions which do not provide full-time work.

The prisoner wage system is intended to provide a positive incentive to prisoners to work conscientiously and to progress through the various skill classifications. The system is however one component of an overall hierarchy of privileges available to encourage positive work participation.

The introduction of bundy clocks is to be co-ordinated as soon as possible at the following Institutions, by the Manager of Industries:

- Cessnock
- Goulburn
- Grafton
- Parklea
- Silverwater
- Training Centre

The co-operation of all staff is now sought to the effective and orderly implementation of changes to the prisoner wages system. Further information or assistance is available by contacting Mr. John Payne, Development Manager, Prison Services on telephone (02) 644-4966.

WAYNE RUCKLEY
Executive Director
Prison Industries Division.
16th February, 1990.
OPERATIONAL GUIDELINES

1. Prisoner work is not a privilege or optional. Prisoners are expected to work in accord with the policy of 'compulsory prisoner work' and associated work operational requirements.

2. The prisoner wages System is a component of an overall hierarchy of privileges intended to encourage and reward those prisoners who positively participate in work programs.

3. Prisoners are expected to adopt a co-operative and participatory attitude to work programs. Whilst Industries staff have a responsibility to 'manage' prisoners habitually unco-operative or disruptive prisoners are to be removed from work programs. Such prisoners assume 'dismissed worker' status and are to receive no payments under the prisoner wages System. Also eligibility for further work is deferred for a minimum period of four (4) weeks.

4. Apart from a limited range of approved Prison Service work positions, the earning potential favours those prisoners employed in Corrective Services Industries employment where attendance, productivity and quality assurance expectations are greatest.

5. Every effort is to be made to ensure that prisoners classified as unemployed are prepared to positively participate in work programs. In this regard Assistant Superintendents of Industries (Prisoner Employment) are to maintain a register of unemployed workers and that work allocation is carried out on a sequenced basis.

6. All payments are made weekly by extending the hours worked (to nearest half hour) by hourly rate.

7. All wage rates are paid at single time including week-end work in approved positions.

8. Where approved work positions involve work on a public holiday wage rates are paid at single time extra for that day provided the prisoner has worked the day before or after the public holiday.

9. Where a prisoner incurs an authorised absence from work, an appropriate deduction is made to remunerate the hour or hours absence at the unemployed rate only i.e. .15c per hour. Unauthorised absences attract no payment.
### CLASSIFICATIONS AND RATES TABLE

<table>
<thead>
<tr>
<th>CLASSIFICATION</th>
<th>CSI</th>
<th>CSI &amp; PRISON SERVICES</th>
<th>UNEMPLOYED</th>
<th>DISMISSED OR NON WORKER</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>BASIC WAGE</strong> (RATES PER HOUR)</td>
<td>.57c PER HR.</td>
<td>.47c PER HR.</td>
<td>.40c PER HR.</td>
<td>.30c PER HR.</td>
</tr>
<tr>
<td><strong>PRODUCTIVITY ALLOWANCE</strong></td>
<td>MAX. .57c CSI ONLY</td>
<td>MAX. .47c CSI AND APPROVED SERVICE POSITIONS</td>
<td>MAX. .40c PER HR.</td>
<td>MAX. .30c PER HR.</td>
</tr>
<tr>
<td><strong>PRISONER PREPARED TO WORK BUT NO WORK AVAILABLE</strong></td>
<td></td>
<td></td>
<td></td>
<td>$4.50 (P.W.)</td>
</tr>
<tr>
<td><strong>PRISONER NOT PREPARED TO WORK OR DISMISSED WORKER</strong></td>
<td></td>
<td></td>
<td></td>
<td>NO PAYMENT</td>
</tr>
</tbody>
</table>
10. Where Corrective Services Industries facilities are closed either through Industrial disputes or the diversion of officers to Custodial duties, allocated prisoners are to be paid at their basic hourly skill wage entitlement, to a six hour day maximum, without the inclusion of a productivity allowance. Where longer periods of closure occur, i.e. over one week, prisoner wage payments are to be returned to the unemployed rate.

11. The maximum amount payable to a prisoner under the prisoner wages system must not exceed $40.00 in any one week.

12. **Productivity Allowance**

(a) The productivity allowance is intended to provide a positive incentive to prisoners to adopt a conscientious approach to their employment as reflected by their attitude, output and quality of work. The allowance is not to operate as an automatic entitlement, but rather as an incentive for positive achievement. Maximum productivity allowances would only be envisaged where a prisoner has provided an exceptional performance standard.

(b) (1) The proportion of Productivity Allowance granted is to be related to the performance of individual Industries in relation to:

- meeting sales budgets
- fulfilling production commitments
- quality assurance
- level of inmate employment
- operating efficiency; and

(ii) the contribution of an individual prisoner in relation to work habits, output and quality assurance.

(c) Where it is impractical to impose meeting sales budgets as a regular parameter e.g. agricultural activities. The performance criteria is related to the industry meeting its pre-determined management plan e.g. the application of a planting programme in relation to market gardens.

(d) At each institution a limited number of prison services work positions may attract payment of a productivity allowance. Superintendents are to submit requests to the Executive Director, Prison Industries for approval in each case.
13. Inmates undertaking approved courses of full-time study may progress to 'skilled worker' status subject to meeting examination requirements. The approval of the Superintendent is required in each case. Also, it is expected that all inmates undertaking full-time or part-time studies who attract 'worker status' would be subject to ongoing review by Education Officers.

14. Where prisoners are employed in Textile Product Industries (Garments/Flatwork) the unskilled rate of .30c per hour is paid as a Base Wage rate. The Productivity allowance is based on a 'piece work rate' and the Total Wage per week must not exceed $40.00 in any one week.

15. (a) 'Proficient Worker' rates are only payable to workers within 'Corrective Services Industries' where external marketing responsibilities are prevalent.

(b) Under no circumstances is the Proficient Worker classification to be interpreted as nullifying the responsibility to employ the prisoner profile within each industry.
PRISONER VOCATIONAL DEVELOPMENT POLICY

PRISON INDUSTRIES DIVISION

DECEMBER, 1989.
The revitalisation of Prison Industries encompasses a clear commitment to develop an enlightened and realistic prisoner vocational development policy. This program is intended to:

(a) recognise the need for, and complement basic literacy and numeracy educational programs.

(b) provide practical pre-employment skills of relevance to Prison Industry operation and in the provision of 'employability competency' facilitate post-release employment.

(c) fulfil the vocational training needs of Prison Service and Corrective Services Industries employment positions.

(d) provide a co-ordinated balanced implementation of development and production needs.

(e) establish a mechanism to identify and realise post-release employment opportunities.

Implementation of the policy re-inforces the importance of prisoner vocational development to the effectiveness of Prison Industries and in particular in implementing aspects of Prison Industry commercialisation.

The Prison Industries Division through the Vocational Training Manager, Margaret Lightfoot is responsible for the development and co-ordinated implementation of the vocational development policy. Prison Industry staff have both an integral and fundamental responsibility for its operational implementation.

WAYNE RUCKLEY
Executive Director
Prison Industries Division
INTRODUCTION.

In reality many prisoners in Corrective Services have never developed good work habits or acquired vocational skills. For a variety of reasons they have failed in the education system and have not established a work history.

The major thrust of the vocational development programme is to establish a strategy whereby prisoners can develop these skills and thereby conform to societies expectations of the 'employable individual'.

Vocational development encompasses a range of skills designed to assist prisoners to acquire good work habits and a work history. These skills include basic literacy/numeracy, self worth, how to become employed and how to stay employed and therefore become financially independent.

The vocational development programme will be run complementary to basic education and in conjunction with the Programmes Division.

The programme is designed to:-

- train prisoners for employment in Prison Industries.
- assist prisoners to develop good work habits.
- be part of a prisoner's broader case management programme.
- encourage workshop/industry safety procedures.
- fulfil community employment shortages.

Implementation of the programme will be in stages beginning with the introduction of pre-work skills in one institution early in 1990. Expansion will take place to other institutions as time and resources permit. Full implementation of the policies will take place over a 2 year period with different aspects being introduced concurrently in a number of institutions.
POLICIES.

1. Vocational training should be based on the needs of-
   i) Prisoners
   ii) Industries
   iii) Community employment shortages
   iv) Case management recommendations

2. Vocational development should give inmates the opportunity to acquire employment or technical skills -
   i) For employment during term of imprisonment
   ii) For employment after release.

3. Inmates should be trained to prepare for employment by learning the skills required to gain and hold employment. Other vocational training should be technically based and related to Prison Industries.

4. To encourage self development by -
   i) Developing a work ethic/pre work skills.
   ii) Building self esteem.

5. To train inmates to become commercially viable employees.

6. Vocational training should allow for inmates to expand their work skills and continue training when they move to a lower security institution.

7. Vocational training should give inmates accreditation recognisable and acceptable in the community e.g. T.A.F.E.

8. Provide for vocational training for inmates with special problems e.g. developmentally disabled, Aboriginal inmates, young offenders and protection prisoners.

9. Provide a safe working environment for all workers.


11. Vocational development programmes should be continually monitored and evaluated.

12. Prison Industries Officers will have access to in-service training to give them the skills necessary to assist with the implementation of the Program.
Vocational training should be based on the needs of -

i) Prisoners

ii) Industries

iii) Community employment shortages

iv) Case management recommendations.

OBJECTIVES

When organising vocational training, the following points should be considered -

i) Inmates own personal preferences and areas of interest.

ii) Training inmates to fill employment vacancies within the prison system.

iii) Training inmates to cover shortfall of skilled labour in the community for post release.

When considering employment in the prison system points to be considered are -

i) The skills needed for that area.

ii) Is Apprenticeship training necessary or appropriate - usually it is neither.

iii) Does the work area have the equipment necessary for students to gain the skills needed.

Preference should be given to training where facilities already exist for its implementation.

When recommending vocational training, consideration should be given to the inmates overall case management programme.

IMPLEMENTATION

Liaise with -

i) Managers of Industries in Institutions re training needs of workshops and availability of equipment and space.

ii) Liaise with case management teams through S.E.O. re requirements/needs of inmates.

iii) Liaise with C.E.S. regarding shortfalls of labour in the community.

iv) Liaise with Programmes Division re availability of funds.
POLICY

Vocational development should give inmates the opportunity to acquire employment or technical skills -

i) For employment during term of imprisonment.
ii) For employment after release.

OBJECTIVES

Workforce labour shortages exist both in the prison system and in the community. Training for shortages in the prison system will –

i) Reduce the cost of prison services by using trained inmate labour in a variety of functions.

ii) Constructively occupy inmates time and thereby assist with the good order and management of the prison.

Training for shortages in the community will -

i) Assist inmates to stay in the community for longer periods between sentences.

ii) Assist inmates to become financially independent and law abiding after release.

IMPLEMENTATION

i) Distribute to relevant staff in Institutions, e.g. S.E.O, P & P Officers etc. information re what is available in vocational development training. Information should be distributed on reception committees and posted on notice boards in institutions.

ii) Distribute information to Industries staff in Institutions.

iii) Distribute information to classification and other relevant committees.
POLICY

Inmates should be trained to prepare for employment by learning the skills required to gain and hold employment. Other vocational training should be technically based related to Prison Industries.

OBJECTIVES

Pre-work skills training should be available to inmates where necessary. Other vocational training in the prison system should be work related i.e. training must accompany work e.g. one day T.A.F.E. theory, 4 days practical work experience. This will vary for shorter skills courses depending on T.A.F.E. requirements. This on-the-job training should apply no matter where the training is based i.e. production workshop, maintenance or domestic.

Basic education in conjunction with vocational training courses should be workshop trade based.

IMPLEMENTATION

i) Introduce pre-work skills assessments by an Industries Officer in each workshop.

ii) Make up assessment sheets for use by Prison Industries Officers.

iii) Put together pre-work skills package for use by Prison Industries Officers.

iv) Organize workshops for Prison Industries Officers on use of pre-work skills assessments and package where necessary.
POLICY

To encourage self development by -

i) Developing a work ethic/pre work skills.

ii) Building self esteem.

OBJECTIVES

Many inmates have never had the opportunity to develop a 'work ethic' or good work habits. This is often exacerbated by failure in or of the school system, as a consequence of failure, low self esteem often follows. Confidence building can commence by teaching pre-work skills which should include -

i) developing good/regular work habits.

ii) job applications and other employment related forms.

iii) how to dress for an interview.

iv) the importance of personal hygiene.

For many inmates training in prison is the first formal training undertaken after failure in the education system; the boost to self esteem is significant when an inmate earns T.A.F.E. accreditation.

IMPLEMENTATION

i) By establishing good work patterns, encourage the development of a 'work ethic'.

ii) Encourage pride in work by positive re-enforcement.

iii) Encourage self-esteem by rewarding productivity.

iv) Encourage self-esteem by reward of T.A.F.E. accreditation for vocational training.

v) Assess inmates as to need for pre-work skills training as they commence work in workshops. If inmates are found deficient in the area, pre-work skills training should be a compulsory component of all vocational training.

vi) If an inmate tutor training scheme exists in the Institution, utilize the inmates to assist with pre-work skills training.

vii) Organise workshops or in-service training to assist with assessment techniques and teaching strategies.
POLICY
To train inmates to become commercially viable employees.

OBJECTIVES
Training should assist inmates to become more efficient workers, this will in turn increase production and quality of production and also relieve boredom and therefore assist with the good order and management of the prison.

IMPLEMENTATION
i) Using vocational training courses with T.A.F.E. teachers, assist inmates to become more productive, proficient workers.

ii) Liaise with institutional staff to set up a reward system with positive re-inforcement to give inmates more pride in their work.
POLICY

Vocational training should allow for inmates to expand their work skills and continue training when they move to a lower security institution.

OBJECTIVES

Many inmates will not commence training unless they know they can complete it. If after commencing they find they can't complete, they become disillusioned and dissatisfied.

Inmates should not be disadvantaged by moving on to a lower security rating. There needs to be a system of progression in vocational training whereby an inmate can commence a course in a maximum security institution and continue and/or complete it as he/she moves down the ratings.

Lengthy training courses should be avoided, with T.A.F.E. introducing a modular system with most trade courses, a series of modules in institutions with progressive ratings would allow inmates to continue their course. Complete vocational courses should be kept to under 26 weeks where possible. An inmate who comes into prison having commenced a trade course should be encouraged to continue where possible.

Lack of the type of work needed in Prison Industries makes it impractical in most cases for inmates to do 3 year apprenticeships.

IMPLEMENTATION

i) Encourage completion of courses by keeping training courses as short as possible.

ii) Introduce a system of progression in Vocational Training, inmates will commence courses in maximum security and continue/complete in medium and minimum security institutions.

iii) Liaise with classification re inmates going to an institution where they can continue their course if possible.

iv) Liaise with T.A.F.E. re feasability of running progressive modules of courses in various gaols of different ratings.

v) Provide Vocational Training Information sheet for inclusion on warrant for movement from Gaol to Gaol.
POLICY

Vocational training should give inmates accreditation, recognizable and acceptance in the community e.g. T.A.F.E.

OBJECTIVES

Inmates even though in prison should be able to gain accreditation recognizable in the community. When he/she completes a course equivalent to one held in the community, T.A.F.E. should supply a statement of completion or certificate for the course or individual modules of the course. Recognizable accreditation is helpful for gaining employment on release and gives the positive reinforcement of successfully gaining a T.A.F.E. Certificate.

IMPLEMENTATION

Liaise with T.A.F.E. and S.E.O's in Institutions regarding accreditation for skills courses or modules of courses.
POLICY

Provide for vocational training for inmates with special problems e.g. developmentally disabled, aboriginal inmates, young offenders and protection prisoners.

OBJECTIVES

Inmates with special problems should have access to vocational training programmes suitable to their needs with emphasis on work safety practices as a pre-commencement component. Programmes should be developed for special groups e.g. developmentally disabled and protection prisoners.

IMPLEMENTATION

Liaise with relevant groups as to suitability and needs of vocational training for -

i) Developmentally disabled.

ii) Protection Prisoners.

iii) Aboriginal Prisoners.
POLICY

Provide a safe working environment for all workers.

OBJECTIVES

Inmates undertaking vocational training have a right to a safe working environment. Regular meetings should be held with O.H.S. committees with a view to improving work practices and standards.

IMPLEMENTATION

i) Set up meetings in Institutions with O.H.S. committees.

ii) Liaise with Staff Development Manager re O.H.S. training for Prison Industries Officers.

iii) Liaise with Superintendents re an inmate representative on O.H.S. committees.
POLICY

Provide for training in the Desk Top Service Industries.

OBJECTIVES

Facilities should be made available for vocational training in the non-traditional service areas of industry, e.g. data processing with contracts coming from outside industry.

There is a shortage of trained computer operators in the community. This type of service would serve the purpose of increasing employment opportunities for inmates on release and expanding industry and work opportunities in the system.

IMPLEMENTATION

i) Liaise with appropriate personnel re setting up data processing facility.

ii) Liaise with computer companies re computers for training.

iii) Liaise with Prison Industries Officer re supervision of facility.
11. **POLICY**

Vocational training programmes should be continually monitored and evaluated.

**OBJECTIVES**

Continual monitoring and evaluation of training courses is imperative. If an inmate commences a trade course then he/she should be given the opportunity to complete it even if he/she is the only student left in the course. If this is the case then the course should be considered for discontinuation after the reasons for low attendance have been assessed. Programmes should be cost effective.

**IMPLEMENTATION**

Set up an evaluation system for evaluating vocational training courses. Evaluation responses should be invited from:

i) **inmates**

ii) **teachers**

iii) **S.E.O's**

iv) **Prison Industries Officers.**

Evaluation should take into account -

a) **Length of course.**

b) **Vocational relevance to Prison.**

c) **Vocational relevance to community.**

d) **Cost effectiveness of programme.**
POLICY.

Prison Industries Officers will have access to in-service training to give them the skills necessary to assist with the implementation of the Pre-work Skills Program.

OBJECTIVES.

The Pre-work Skills Program will be supervised by Industries staff. A Train The Trainer in-service courses will be made available to all Officers involved in its implementation.

IMPLEMENTATION.

To successfully implement the Policy, in-service training will be made available to Industries staff using the content of the Pre-work skills Program.

The most obvious method of doing this would be through the Industries 'Train The Trainer' Program organised by the Industries Staff Development Officer and adapted to suit the Pre-work Skills teaching needs.

A 'Train The Trainer' program will be held early in 1990 for the staff from the institutions to pilot the program. As the program will be introduced progressively into institutions, staff will progressively undertake the training programs.

In the initial stages T.A.F.E. will assist with the implementation of the program.
EDUCATION / WORK INTERFACE STATEMENT

This statement is provided to establish the links which are to exist between prison work and associated education programs.

Where appropriate, prison work should have an associated educational program. The linking of education and work can do much to enhance efficient and cost effective enterprises. Vocational education is a most important step in a reintegrated process as it provides prisoners with the opportunities to alter, upon release, their lifestyles.

Education in prison work is supported in the following manner:

(i) The opportunity to work and participate in associated recognised education programs will be provided to those sentenced prisoners who are eligible for consideration and who have the capacity and willingness to participate;

(ii) Where practical and where resources exist a combination of both on the job and formal trade training is to be encouraged.

(iii) In all industrial training programs, the concept of multi-skilling is encouraged;

(iv) That resources in industries will be used as efficiently and effectively as possible to offset operational costs of the Department but not at the detriment of providing for the skilling of prisoners in vocational areas;

(v) Assistance in the development of literacy and numeracy skills will be offered. It is recognised that this step may necessitate a rearrangement of the work responsibilities of the prisoner;

(vi) Prisoners undertaking full time education programs will not be significantly disadvantaged in terms of pay from their counterpart in industry,
(vii) Vocational training programs should be supported by skilling in the following areas;

- problem solving
- communication
- adaptability
- flexibility
- cooperativeness
- decision making

Work in the industries area should encourage the development and practise of these skills in conjunction with specific skill development appropriate to trades areas.
ACTIVITIES BY PRISON LOCATION

Employment and training opportunities for prisoners were provided through the following activities:

Ararat

LEISURE FURNITURE - manufacture of both wooden steamer and metal director chairs. Using modern equipment, the products are made from Australian materials and as such either wholly or partially replace imported products. This industry, with sales exceeding $926,000, employs 97 prisoners of which 51 are located in the Ararat Industry complex.

SCREEN PRINTING - production of a variety of screen printed garments, show ribbons, horse rugs, fabric for the leisure furniture, and other items. Screen printing continues to show substantial growth, recording sales of $87,000 and an average employment of 15 prisoners.

HORTICULTURE - growing vegetables to supply rations for Ararat and other prisons. This task is earnestly undertaken by 28 prisoners.

This Prison employs 94 prisoners in the above industries.

Beechworth

LEISURE FURNITURE - manufacture of wooden steamer chairs. This prison shares the manufacture of chairs with Ararat employing 32 prisoners in the process.

CARPENTRY - manufacture of various items used within the prison system.

LOGGING AND SAW MILLING - production of raw materials for the manufacture of seed boxes, logged and milled from the Prison Farm.

AGRICULTURE - husbandry of livestock, farm maintenance, reafforestation within the property boundary and other farm related tasks.

This Prison employs 52 prisoners in the above industries.
Bendigo

METAL FABRICATION - manufacture of trolleys, rubbish bins, stools and a variety of sheetmetal products for the agricultural and building industries.

UPHOLSTERING - recycling of furniture assets, the manufacture of stool tops and general reupholstering requirements.

This Prison employs 28 prisoners in the above industries.

Castlemaine

GARMENT MANUFACTURING - production of overalls and other prisoner clothing.

ASSEMBLY OPERATIONS - assembly and testing of automatic transmission filters for the automotive industry.

This Prison employs 66 prisoners in the above industries.

Dhurringile

AGRICULTURE - husbandry and handling of livestock, pasture improvement, and farm maintenance.

HORTICULTURE - growing of fruit and vegetables for rations used within the prison system and for sale to external industry for canning.

PIGGERY - breeding and growing of pigs for sale on the open market.

POULTRY & EGGS - production of poultry and eggs for rations consumed within the prison system.

This minimum security Prison employs 55 prisoners, the bulk of which are engaged in agriculture and horticulture.
Fairlea

GARMENT MANUFACTURE - manufacture of pleated netball skirts.

WORD PROCESSING - a variety of basic W.P. skills for clients and internal requirements.

This Prison employs 32 female prisoners in the above industries.

Geelong

GARMENT MANUFACTURE - production of the majority of prisoner clothing used within the Corrections system. 40 prisoners are engaged in this activity.

Langi Kal Kal (Youth Training Centre)

AGRICULTURE - livestock handling and farm maintenance operations. In conjunction with Community Services Victoria this property provided stock for Dhurringile and Beechworth Prison Farms from the breeding of sheep and cattle which in turn are fattened and made ready for marketing.

Metropolitan Reception (Coburg Complex)

METAL PRESSING - production of vehicle registration plates. Product development continued to broaden the range to meet all of Victoria's current and future requirements. Registration plate sales to the Road Traffic Authority totalled $1.26 million for the period - an increase of 25% over last year's performance.

GARMENT MANUFACTURE - production of prisoner clothing and other specialised items for use within the prison system.

MOP MANUFACTURE - production of mops for government and private clients. This work is part of the rehabilitation program of the Drug Treatment Unit.

WOODEN TOY MANUFACTURE - toy manufacture by prisoners in the Human Immunodeficiency Virus Unit (the special programs unit in 'K' Division).

Up to 63 prisoners are employed in these industries.
Morwell River

REAFFORESTATION - a broad area of work for the Department of Conservation, Forests and Lands Reafforestation Program in this region involving seed collection, clearing, planting and general forest management. This prison farm was a main contributor towards the $512,580 revenue earned in forestry operations.

HORTICULTURE - growing of 'live' Christmas trees in tubs.

Of the 44 prisoners engaged in the above, 40 are employed in reafforestation work.

Pentridge (Coburg Complex)

METAL FABRICATION - production of farm gates, tubular steel beds and the introduction of a new range of portable sheep yards mounted on trailers.

WOODEN PRODUCTS - production of turned wooden handles for spades, shovels and hammers along with a variety of carpentry and joinery products for internal requirements.

PRINTING - printing and binding of a variety of printed matter including invoice books, magazines, invitation cards, and a large range of material required within the prison system and other Government Departments and Agencies.

CUT AND SEWN MATERIALS - cutting of all fabrics required for the manufacture of prisoner clothing and seats and backs required in the manufacture of leisure furniture at other prison locations.

REDEVELOPMENT - upgrading, redevelopment and/or replacement of the existing industry areas.

Pentridge is the largest employer of prisoner workers with 120 occupied in the above industries.
Sale

NAIL MANUFACTURE - production and packaging of a variety of nail types.

WOODWORK - production of seedling boxes for the nursery industry.

Of 22 prisoner workers available, 18 are engaged in the production of nails.

Tarrengower

AGRICULTURE - livestock handling, pasture improvement and farm maintenance operations.

6 prisoners are engaged in industry.

Won Wron

REAFFORESTATION - a range of work for the Department of Conservation, Forest and Lands' Reafforestation Program in this region. This included seed collection, clearing, planting, and general forest management. Other duties such as beach cleaning were also performed.

63 prisoners are engaged in reafforestation work on a similar basis to the prisoners at Morwell River.
### LOCATIONS OF INDUSTRIES

**WITHIN SOUTH AUSTRALIAN PRISONS**

**USING PRISONER LABOUR**

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**TOTAL**

| EMP | 430 |

YLP - Yatala Labour Prison
NPC - Northfield Prison Complex
MOB - Mobilong Prison
PAG - Port Augusta Gaol
PLP - Port Lincoln Prison
CTC - Cadell Training Centre
ARC - Adelaide Remand Centre