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REPORT OF AN ANNOUNCED INSPECTION OF
EASTERN GOLDFIELDS REGIONAL PRISON

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OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

**Report of an Announced Inspection
of Eastern Goldfields Regional Prison**

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The Inspector's Overview

EASTERN GOLDFIELDS REGIONAL PRISON: DOING WHAT IT CAN WITH WHAT IT HAS, LOOKING TO A BRIGHT NEW FUTURE, BUT CLEARLY IN TRANSITION

A TIME OF CHANGE

Eastern Goldfields Regional Prison ('EGRP') is in the midst of radical change, and not before time. Even though the prison is less than 40 years old, it is well past its use by date. It is far too small to meet regional demand, with the result that many prisoners are being held in other prisons too far from home. Whilst the prison currently does what it can with what it has, design and infrastructure failings undermine its capacity to deliver a regime that focuses adequately on reducing recidivism.

These deficiencies have been recognised by government and a new prison is being constructed adjacent to the existing site. Funding for the new prison was approved in May 2009, at which time the then Minister projected a completion date of late 2013.ⁱ The prison is the subject of a Public Private Partnership arrangement. The private sector is responsible for its design, construction, finance and maintenance but when it opens it will be operated by the public sector.ⁱⁱ

Like most prison builds, it has taken longer than originally planned to bring the new prison to fruition, and it is now scheduled to open in the third quarter of 2015. Obviously, once it had been decided that a new prison would be built, there was always going to be limited investment in the existing prison. However, it has been difficult for the prison to eke more life out of the ailing infrastructure by six and a half years, two years more than projected.

The existing prison has a capacity of 110, including up to 27 women. It houses primarily minimum-security prisoners but also holds a small number of prisoners with higher security ratings, usually on a short-term basis. The new prison will have a capacity of 350, including 50 females. It has been intelligently designed not just for higher numbers but for a wider range of prisoners, including long-term medium-security prisoners. The goal of the new prison is not simply to 'hold' people but to provide real opportunities to learn skills that will assist them re-enter society without re-offending.

This inspection, conducted in January 2014, examined not only EGRP as it is currently functioning, but also its transition-readiness.

EASTERN GOLDFIELDS 2014: PEOPLE, RELATIONSHIPS AND SERVICES

Design and buildings are important but do not make a good prison. Prisons are a profoundly human environment where positive and respectful relationships are key ingredients of safety, security and good culture. EGRP provides tangible evidence of this.

In 2001, it was a prison marred by 'prisoner sadness and anger' and 'staff frustration and apathy'.ⁱⁱⁱ By 2008 there were signs of improvement and in 2011 I was able to conclude that it represented 'proof that in areas of human services (which include hospitals and schools as well as prisons) good staff and good leadership can, to some extent, "lift" a facility above impoverished infrastructure.'^{iv}

i Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Government delivers new Eastern Goldfields prison*: media statement (5 May 2009).

ii Hon C Porter MLA, Treasurer and Hon T Redman MLA, Minister for Corrective Services, *Expressions of interest called for new Eastern Goldfields Regional Prison*: media statement (29 April 2011).

iii Office of the Inspector of Custodial Services (OICS), *Report of an Unannounced Inspection of Eastern Goldfields Regional Prison*, Report No. 4 (November 2001) 4.

iv OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) iii.

At this inspection, we found that the prison had continued to enjoy clear leadership. Draining and protracted tensions between some individuals were having a negative influence but by and large, relationships between management and staff and between different staff groups remained cohesive and professional. Generally speaking, relationships between prisoners and staff were also reasonably positive, although there were some pockets of concern and some areas for improvement.

Overall, staff and management are to be commended for their professionalism, intelligent pragmatism and can-do attitude. The gatehouse provided a particularly good example. It is a small demountable structure with limited amenity, a far cry from what officers generally expect and what they experience at other prisons. However, staff consistently set a professional and positive tone, with good ‘customer service’ skills.

Given the circumstances, the site was being pretty well-maintained, and the care given to maintaining the small garden areas and the stunning art work in the units helped to elevate the environment. Unfortunately, though, there was no escaping the fact that this was a prison heading to closure. Construction of the new prison had led to workshop space being reduced and to the closure of the oval. The only remaining recreation area was small and sterile. Education services were providing positive programs, with well-monitored mixing of men and women allowed. Health services were better than in 2011 but were still limited in scope and intensity.

The cultural and spiritual imperative of being close to country is so strong that, despite the limitations of EGRP, the majority of prisoners preferred to be there than at any other prison. However, many were justifiably frustrated that, having ‘earned’ minimum-security status, they would end up in such a confined and limiting environment.

This report made a number of recommendations regarding the current prison. Some have been accepted, some have not. However, the key point remains: *for the remaining life of the current prison, every effort must be made to improve the opportunities for prisoners to engage in positive activities including health, recreation, treatment programs and skill development. Failure to do so will see more of them return to the new prison when it opens.*

TRANSITION-READINESS

At the time of the inspection, transition was less than two years away. It is now less than 14 months. On the one hand, 14 months is a very long time if you are a prisoner confined in a prison with poor amenities, little space and limited activities. On the other hand, it is a short period of time to get ready to operate a new prison. EGRP management and staff need to be adequately prepared for the operational and cultural changes that will inevitably come from the closure of a small, mainly minimum-security facility and the opening of a much larger prison with a very different prisoner profile. It is also important to ensure that there is adequate time to ‘market’ the opportunities at EGRP to staff already working at other prisons and to recruit new staff in line with Departmental targets for Aboriginal staff recruitment.

There is probably just about enough time in hand because while there is only 14 months to go, the first stage of transition will consist mainly in moving existing prisoners to the new site. Importantly, the management team and staff are well-placed to move and keen to do so, as are the prisoners. However, time is running out and a great deal is still left to be done in terms of transition-readiness. Philosophical direction, operational procedures and staffing models are clearly integrally linked and it would have been reasonable to expect that the new prison's staffing model would have been approved by early 2014 (and in mid-2013 I was confidently informed by the Department that it would be finalised by December that year). However, it has not yet been finalised. This needs to be prioritised.

Work is also currently under way to recruit staff locally for the new prison. The Department is also intending, if possible, to offer a number of locally-based entry level training programs for local staff. I strongly support this. An inspection of the West Kimberley Regional Prison earlier this month confirmed that local staff, especially local Aboriginal staff, add valuable knowledge, contacts and skills. Again, though, time is running short for recruitment and training.

WARBURTON WORK CAMP: WHITE ELEPHANT?

In May 2009, at the same time that funding for the new prison was approved, the government also approved the construction at Warburton of a work camp for selected minimum-security prisoners. Communities in the Ngaanyatjarra Lands had long been calling for justice initiatives to allow some of their people to stay in country rather than going to distant prisons, or at least to spend time in country just before release. They were also still profoundly distressed by the heatstroke-related death of Aboriginal Elder Mr Ward in the back of a prisoner transport van in January 2008. In June 2009, the coroner concluded that this 'terrible' death had been 'wholly unnecessary and avoidable'.^v

The Warburton work camp ('Warburton') appears to have cost something over \$13 million. It is an impressive facility which has a capacity of 24 minimum-security prisoners. An additional six secure cells were also built with the idea that people of higher security ratings could be held there on a short-term basis instead of being transferred to Kalgoorlie or Perth.

Warburton opened in August 2011 and people from the Lands held high hopes that it would allow selected prisoners to stay in country, provide opportunities for offenders on community-based orders, and would improve community safety. The then Minister had similar high expectations when the funding was announced just five years ago: 'We will deliver a service focused on rehabilitation and breaking the offending cycle whilst helping with community projects. There will be greater options for Aboriginal people's involvement in diversion from prison, including supervised bail, parole and the completion of community service orders. The new work camp will provide training and skills acquisition programs aimed at helping the transition of prisoners into their communities and breaking the cycle of offending.'^{vi}

v Hope AN, *Record of an Investigation into Death, Ref 9/09*, Inquest into the death of Mr Ward, Coroner's Court of WA (12 June 2009) 5.

vi Hon C Porter MLA, Attorney General and Minister for Corrective Services, *New work camps to offer improved regional justice facilities*: media statement (14 May 2009).

The Department of Corrective Services' website would suggest that Warburton is functioning exactly as intended.^{vii} It is not and never has: the minimum-security beds have never been full, the secure cells have not been used, and although the camp's engagement in community work is useful and highly regarded by the community, it is far more limited than anticipated

One assumes that the decision to build Warburton (and another under-used camp at Wyndham which cost around \$10 million) was founded on a robust business case, and that this included issues such as projected prisoner demand, staffing needs and running costs. If the business case was robust in May 2009, one would have to ask how things could have changed by the time the camp opened in August 2012. Certainly, when I inspect prisons I see the same broad cohort of prisoners, with the very same issues driving their imprisonment, as I saw five years ago.

The problems which are now said to face Warburton were all foreseeable and should have been factored into Departmental planning. They include low numbers of prisoners being qualified to go the camp^{viii} and high staff costs if the camp was fully utilised (especially if the higher security cells were to be used).

Warburton's future is most uncertain. This report made two recommendations, both of which reflected the government's stated intent in 2009: to make accredited training available and to examine ways to maximise the flow of prisoners to the camp.^{ix} The Department has supported the recommendations 'in principle' but has made no concrete commitments. It says, rather cryptically, that the future use of the camp is under review in conjunction with other agencies. No other details are provided.

What this means, and where it leads remains to be seen. But right now, Warburton is a white elephant. Understandably, communities in the Lands feel let down by government once more. And all Western Australians should be concerned that so much money was spent for so little. It is not as if the characteristics of the offenders or the underlying social problems have changed: they are depressingly constant.

REDUCING CRIME AND RECIDIVISM: REGIONAL DIVERSITY AND SENSITIVITY

The new Commissioner for Corrective Services is promoting a sharper focus on reducing recidivism across the system. This is a good thing and EGRP faces some particular challenges: rates of recidivism amongst its prisoners are high and too many are serving relatively short sentences and then returning to prison after release.

If the needs of these prisoners and of the region are to be addressed, it is vital that a more nuanced, and regionally appropriate approach is taken. Over the years, the Department has not even delivered many of its standard range of 'treatment programs' at EGRP. In any event, these programs are unlikely to meet local need or to be delivered on time, especially for shorter term prisoners.^x

vii <<http://www.correctiveservices.wa.gov.au/prisons/work-camps/warburton>>

viii OICS, *Report on the Flow of Prisoners to Minimum Security, Section 95 and Work Camps* (January 2013).

ix Ibid. Recommendations 5 and 7.

x This is a common problem at Aboriginal-dominated regional prisons and needs to be addressed across the whole system: see OICS, *Recidivism Rates and the Impact of Treatment Programs* (soon to be released).

EASTERN GOLDFIELDS REGIONAL PRISON: DOING WHAT IT CAN WITH WHAT IT HAS, LOOKING TO A BRIGHT NEW FUTURE, BUT CLEARLY IN TRANSITION

Reflecting these realities, the Superintendent of EGRP has an intelligent and simple philosophy for the existing prison: ‘giving prisoners a skill they did not have’. This philosophy should be supported but developed and refined for the new prison. It is also vital that the prison continues to develop the best possible linkages with communities, and that it is adequately resourced to do this. Experience and research show that community support and ‘buy in’ are key elements in successful strategies to reduce recidivism^{xi} – another reason to be concerned about the role and future of Warburton.

Neil Morgan

30 July 2014

xi New Zealand is having significant success in reducing recidivism and key elements of their strategy are community and family engagement: see <<http://www.oag.govt.nz/2013/reducing-reoffending>>

Fact Page

NAME OF FACILITY

Eastern Goldfields Regional Prison

ROLE OF FACILITY

Eastern Goldfields Regional Prison (EGRP) was designed as a minimum-security prison for men and women, with the capacity to hold medium- and maximum-security prisoners for short periods. It services the Goldfields district from Wiluna in the north to Esperance on the south coast, and 13 remote communities east to the South Australian and Northern Territory borders. With an Aboriginal prisoner population typically above 75 per cent, EGRP has been termed an 'Aboriginal Prison'.

LOCATION

The prison is 596 km east of Perth.

BRIEF HISTORY

EGRP, on the southern outskirts of Kalgoorlie Boulder, replaced the old Kalgoorlie Regional Prison in 1980. Since the turn of the century, EGRP has been deemed unfit for purpose, and in need of redevelopment. In 2009, funding was secured to construct a new 350-bed prison adjacent to the existing site. The new EGRP is scheduled to be operational in the third quarter of 2015.

ABORIGINAL PEOPLES OF THE REGION

Traditional owners of the EGRP catchment include:

- Ngaanyatjarra – custodians of the central desert, now in eleven remote communities
- Spinifex – named for their Native Title claim, in two remote communities south of Ngaanyatjarra
- Wongatha – Menzies and north-east to Cosmo Newberry
- Koara – east from Leonora
- Ngadju – south of Kalgoorlie to Israelite Bay
- Noongar – west of Esperance along the south coast
- Kalamaia-Gubrun – Kalgoorlie west to Southern Cross

LAST INSPECTION

30 January – 04 February 2011

ORIGINAL DESIGN CAPACITY OF PRISON

96

OPERATIONAL CAPACITY OF PRISON

110

NUMBER OF PRISONERS HELD AT TIME OF INSPECTION

87

RESIDENTIAL UNITS

Unit 1	male maximum- and medium-security	capacity: 25
Unit 2	male minimum-security	capacity: 58
Unit 3	female mixed security	capacity: 27

ASSOCIATED INFRASTRUCTURE

Warburton Work Camp, location 920 km north-east of Kalgoorlie

Design capacity – 24 minimum-security work camp beds and six secure cells

WORK CAMP OCCUPANCY AT TIME OF INSPECTION

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Chapter 1

PAST, PRESENT AND FUTURE

- 1.1 Eastern Goldfields Regional Prison (‘EGRP’) is located in the town of Kalgoorlie-Boulder and was opened in December 1980. EGRP was designed as a minimum-security prison for men and women, with the capacity to hold medium- and maximum-security prisoners for short periods. It services the Goldfields district from Wiluna in the north to Esperance on the south coast, and the 13 remote communities east to the South Australian and Northern Territory borders. The prison has a large Aboriginal population from the Goldfields/Ngaanyatjarra region.¹ EGRP’s total operational capacity is 140, with 110 beds at the prison, and the work camp at Warburton has 24 minimum-security beds and six secure cells.²

Findings from Past Inspections

- 1.2 The 2014 inspection was the fifth inspection of EGRP. While service provision had improved in many areas and staff cohesion had grown, infrastructure was found to still be unfit for purpose, and the site had become even more restricted following commencement of a building program. Comparison was inevitable with the first, unannounced, inspection by the Office in 2001. Then, it was described as:

...having developed over the years in a haphazard way, without the benefit of a coherent framework to give it physical, operational and correctional consistency.³

The then Inspector had headlined his overview of the report of that first inspection ‘frustration, apathy, sadness and anger in the Goldfields’, and questioned how

a developed and wealthy nation [could], at the outset of the 21st century, be treating its Indigenous citizens with such contempt?⁴

- 1.3 A follow-up inspection was conducted in early 2002 to ascertain progress against the significant recommendations that had emerged from the unannounced inspection the previous year.⁵ This inspection found that progress, whilst slow, was evident, which the then Inspector identified as a ‘genuine commitment to change’.⁶
- 1.4 The Inspectorate inspected EGRP again in February 2005, amidst a backdrop of overcrowding and under-staffing, prompting the then Inspector to describe it as ‘one of the most impoverished [prisons] in Western Australia’.⁷
- 1.5 Recommendations from the 2008 inspection included the call for increased access to programs, improved health care for prisoners, engagement of community groups in the operation of the prison, improved departmental resourcing, and a higher proportion of Aboriginal staff. The Inspector repeated the view of the Office that a full-service prison capable of accommodating all Goldfields/Ngaanyatjarra prisoners be constructed in the region as a matter of urgency.⁸

1 Goldfields in this instance refers to the twin cities of Kalgoorlie and Boulder, and the smaller towns from Wiluna in the north to Esperance in the south. Ngaanyatjarra refers to the 11 remote Aboriginal communities located between the Gibson Desert and the Northern Territory and South Australian borders.

2 Department of Corrective Services (DCS) has advised that despite the built capacity at the work camp, funding has been limited to 12 work camp placements (July 2014).

3 Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 4 (August 2001) 11.

4 *Ibid.*, 4.

5 *Ibid.*

6 OICS, *Report of the Follow-up Inspection of Eastern Goldfields Regional Prison*, Report No. 9 (February 2002) 3.

7 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) v.

8 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 54 (July 2008).

- 1.6 The Inspector's 2011 report found the prison infrastructure unfit for purpose, but identified a positive staff culture, stable management and improved prisoner access to education and programs.⁹ Shortfalls included inadequate health services, the lack of presence of the Aboriginal Visitor Scheme and disadvantages faced by women prisoners at EGRP. The extensive use of razor wire as a security measure was also condemned as high risk. In relation to full utilisation of the Mt Morgan's and Warburton Work Camps, the Inspector doubted the capacity of the assessment and classification system in use at the time to identify sufficient eligible prisoners.
- 1.7 Recommendations from the 2011 inspection included:¹⁰
- the maintenance of full services during the redevelopment of the prison;
 - improved Aboriginal-centred through-care and implementation of strategies to facilitate the progression of Aboriginal prisoners to minimum-security;
 - development of Aboriginal healthcare strategies, provision of adequate health centre staffing and improved staff training;
 - development of dynamic community engagement processes; and
 - implementation of an intensive recruitment drive for Aboriginal staff.

Themes and Methodology of the 2014 Inspection

- 1.8 The 2014 inspection of EGRP represents the sixth inspection of the prison but the fifth announced inspection (the first one being unannounced). The inspection team included two external consultants with specific expertise in appropriate custodial service delivery for the prisoner population at EGRP, and the structural ways in which the new Eastern Goldfields prison may (or may not) facilitate this from an architectural perspective.
- 1.9 The 2014 inspection was planned around four themes:
- Change Management – the adequacy of the prison's change management approach in regard to the construction of and transfer to a new facility, including communication with stakeholders and development of explicit philosophical and operational strategies.
 - Continuity of Service – the capacity of the prison to maintain the quality of the services it provides in the context of increasing space restrictions resulting from site works.
 - Services for Aboriginal Prisoners – the extent to which the prison understands, considers and targets the specific needs of its Aboriginal prisoner population, and whether the prison is adequately supported to do so.
 - Accessibility of the Warburton Work Camp – the extent to which the Warburton Work Camp is accessible to Aboriginal prisoners, and the effectiveness of the prison's efforts to identify and remove any barriers that limit accessibility.
- 1.10 In addition to these four themes, the Office examined the capacity of the Department of Corrective Services ('the Department') and of EGRP management to adequately drive the design and construction of the new facility, and to maintain and develop service delivery at the existing site until handover.

9 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011).

10 Ibid.

STEPS TOWARDS A NEW PRISON

Research and Planning

- 1.11 In 2005, partly as a consequence of the Inspector's reports, the Department initiated community consultations in the Kimberley and the Goldfields regions to seek advice and opinions about the provision of services at EGRP. Wide-ranging consultations were conducted across the Ngaanyatjarra and Spinifex communities,¹¹ in Goldfields towns and in the cities of Kalgoorlie and Boulder. In total, 300 interviews were held with community members and service providers. On the basis of that consultation, the Department commissioned a Goldfields Custodial Plan ('the Plan').¹²
- 1.12 The Plan prioritised provision of appropriate services to prisoners at EGRP, including:
- [C]ultural orientation, education, vocational training and preparation for release, and ... transition to post-prison life through joint program participation of prisoners and their spouses;¹³
- and
- [D]esign and delivery of services and programs specifically for Goldfields prisoners, taking into account their offence, culture, language and the circumstances of life in their home communities.¹⁴
- The Plan further stipulated that:
- The Prisoner Programs must lead the design of the physical custodial facilities. It is strongly recommended that the planning and design work for the Goldfields custodial facilities not be undertaken until the prisoner program content and service delivery model is fully developed.¹⁵
- 1.13 In 2008, based on further community consultation¹⁶ and the findings from the Plan, the Department developed a business case for the redevelopment of EGRP.¹⁷

The New Prison

- 1.14 In 2009, less than a year after the release of the 2008 inspection report, the then Corrective Services Minister announced funding for a 350-bed prison to replace the aging Goldfields prison that was acknowledged to be in poor condition. The Minister stated that:¹⁸
- The new prison, which represents a substantial regional investment, will be a modern, mixed gender, all security facility designed to keep Goldfields offenders close to their communities ... Importantly, it will be designed to engage indigenous prisoners in

11 The Spinifex communities of Coonana and Tjuntjuntjarra are located in the Great Victorian Desert, south of the Ngaanyatjarra communities.

12 DCS Corporate Support, *Eastern Goldfields Regional Prison Redevelopment*, Volume 2, Appendix 2: *Goldfields Custodial Plan*, (June 2007).

13 Ibid, 8.

14 Ibid, 5.

15 Ibid, 8.

16 Stakeholders involved in the consultation included EGRP staff, Goldfields/Ngaanyatjarra prisoners at EGRP and elsewhere, DCS programs, education and vocational training staff, and service providers.

17 DCS Public Private Partnership Directorate, *Review of Business Case for EGRP Redevelopment*. (January 2011).

18 Corrective Services Minister Porter, *Government delivers new Eastern Goldfields Prison: media statement* (May 2009), see; <<http://www.mediastatements.wa.gov.au/pages/StatementDetails.aspx?listName=StatementsBarnett&StatId=1088>>

culturally-appropriate programs and courses and, for the first time in the region, address female prisoners’ needs.

- 1.15 The operational philosophy of the new EGRP was designed to address:
- overcrowding of metropolitan secure prisons;
 - the continued over-representation of Aboriginal people in Western Australian prisons;
 - high rates of recidivism in the Goldfields region; and
 - the neglect of the needs of female prisoners.¹⁹
- 1.16 The brief required provision of improved custodial services for the high percentage of Aboriginal prisoners through:
- improved facilities and services for offenders in the Goldfields;
 - multi-faceted custodial facilities that ensured Goldfields Aboriginal prisoners were properly managed, in terms of practical reparation, rehabilitation and successful re-entry into the community;
 - reduction in the incidence of re-offending; and
 - the changing role of the facilities as catalysts for positive individual behavioural change that can underpin social and economic growth and wellbeing for the Goldfields community as a whole.²⁰
- 1.17 The brief also defined an operational philosophy highlighting positive individual behavioural change, respect and dignity, purposeful living, and rehabilitation and reintegration. The brief specified detailed operational procedures and structural design principles based on that philosophy.
- 1.18 The *Goldfields Custodial Plan Project Concept Report* noted that culturally appropriate service delivery should be decided and planned prior to the design of the facilities, to ensure the infrastructure would meet service delivery needs (see Figure 1).

Decision 1 – Outcomes	Decision 2 – Service Delivery	Decision 3 – Resources	Decision 4 – Infrastructure
The objectives and philosophy of the new prison.	The programs and services required to achieve desired outcomes.	The staffing model required to achieve service delivery.	The infrastructure required to best deliver services.

Figure 1: Proposed order of decision-making in relation to the new Eastern Goldfields Regional Prison

19 Treasury and Finance Strategic Projects, *EGRP Redevelopment Project – Functional Brief*, Request for Proposal, Volume 2 (undated) 6–32.

20 Ibid, 6.

1.19 We have been advised that due to budgetary constraints, key infrastructure decisions were taken at the outset of the project and that the extent of service delivery will depend on, and will be decided after, the staffing model is finalised (see Figure 2). This increases the risk that service delivery and infrastructure will not meet the needs of the prison population, limiting the Department’s ability to achieve desired outcomes.

Decision 1 – Outcomes	Decision 2 – Infrastructure	Decision 3 – Resources	Decision 4 – Service Delivery
The objectives and philosophy of the new prison.	The infrastructure required to best deliver services.	The staffing model required to achieve service delivery.	The programs and services required to achieve desired outcomes.

Figure 2: Actual order of decision-making in relation to the new Eastern Goldfields Regional Prison.

1.20 With the new prison currently under construction, EGRP prison management have turned their attention to transition planning. It is no small task to move an operating prison with an established workforce to a new facility with modern infrastructure, a bigger prisoner population, and many new staff. There is much work to be done to ensure appropriate and effective workforce and procedures are prepared and tested, to ensure a successful transition. The project team at the prison uses a list of tasks to manage its progress. The list details a total of 143 items covering a range of tasks preparation and testing of new procedures, training staff, developing budgets and new unit plans. At the time of our inspection only 46 tasks had been recorded as commenced and none had specified target completion dates. Better planning is required to ensure tasks are correctly prioritised and to increase the likelihood that the prison is prepared in time for a successful transition.

The Project So Far

1.21 The state government determined that the EGRP Redevelopment Project (‘the Project’) would proceed as a Public Private Partnership (PPP), with a private consortium selected to design, build, finance and maintain the facility for 25 years, and with all custodial operations and services remaining with the Department. The prison will be built at the same location as the current prison, but on greatly expanded area of 17.2 hectares. Capacity for the new facility was to be 350, with:

- 20 maximum-security male beds;
- 40 enhanced medium-security male beds;
- 140 medium-security male beds;
- 60 internal minimum-security male beds;
- 40 external minimum-security male beds; and
- 50 female beds, including 10 maximum-security and six mother/baby beds.

- 1.22 Construction commenced in 2013, and is due for completion in the third quarter of 2015.²¹ The Project remains the responsibility of the Department, but with procurement and delivery led by Strategic Projects within the Department of Treasury.
- 1.23 The inspection of EGRP in January 2014, therefore, examined a prison in transition. Site works were already underway to the west of the existing prison, and some 60 per cent of the original prison footprint had been sectioned-off in preparation for the new build. With almost two years before the anticipated opening of the new facility, the inspection team examined the preparedness of EGRP management and staff for the changes to come, and the capacity of the prison to maintain services until the new facility is operational.
- 1.24 At the time of the 2014 inspection, EGRP had been impacted by restricted built infrastructure for five months. Site works associated with construction of the new prison had required the erection of a 1.8 metre high metal fence on the south and west, preventing access to 60 per cent of the site, including the recreation oval and the nursery. Aboriginal prisoners, particularly those in Unit 1, expressed dismay at the loss of the long view south across the oval to the bush beyond. Those in Units 2 and 3 also regretted losing access to the oval, and the associated organised sporting activities.
- 1.25 Erection of the metal fence had required the removal of a section of the industries workshop. Reduction to industries workshop space, loss of the nursery, and a wind-down of major maintenance works had seen employment at the prison restricted to kitchen, laundry and unit cleaning, and some small-tools skills training. Section 95 projects were continuing, and the opportunity to work at the Boulder Short Stay Facility project seemed culturally relevant given that it was directly assisting to provide accommodation for remote Aboriginal community members visiting the city.²² However during the week of the inspection, only one female and six male prisoners were working on Section 95 outside the prison.
- 1.26 The 2014 inspection found the prison coping as well as could be expected in shifting circumstances. Infrastructure maintenance was continuing, external surfaces were recently painted, and staff presented a will to continue such service provision as was possible through to the opening of the new prison.
- 1.27 During the inspection the majority of prisoners expressed their preference for EGRP over any other custodial site in Western Australia, save perhaps the Warburton work camp, citing the benefits of proximity to family and community. That was despite sub-standard physical infrastructure and a relative lack of access to appropriate rehabilitative services.

21 Treasurer Porter, 'Shortlisted consortia announced for Eastern Goldfields Regional Prison redevelopment project': media statement (12 October 2011), see <<http://www.mediastatements.wa.gov.au/pages/StatementDetails.aspx?listName=StatementsBarnett&StatId=4926>>

22 Section 95 is the section within the *Prisons Act 1981* under which prisoners may be approved to attend work or programs outside the prison.

Chapter 2

AN 'ABORIGINAL PRISON' FOR THE REGION? THE SOCIAL AND CULTURAL CONTEXT.

- 2.1 The Department has recognised that the over-representation of Aboriginal people in Western Australian prisons is a product of disadvantage across multiple dimensions,²³ and has acknowledged the need for tailored interventions that address the differing needs and profiles of Aboriginal offenders.²⁴ This chapter considers the capacity of EGRP to deliver those services.

AN 'ABORIGINAL' PRISON

- 2.2 The regional prisons at Broome, Derby, Greenough, Roebourne and Kalgoorlie-Boulder are regarded as Aboriginal prisons because they are located in areas of high Aboriginal population, and typically hold over 75 per cent Aboriginal prisoners. Until the opening of the new West Kimberley Regional Prison (WGRP) at Derby in 2012, these Aboriginal prisons had not been specifically designed with particular cultural sensitivity, and they lacked capacity to deliver region-specific throughcare.

Cultural Diversity and Specific Need

- 2.3 The Department's commitment to Western Australian Government principles of substantive equality was set out in the *Substantive Equality Policy* (2008). In summary, the Department recognises that applying the same rules for different groups of people can have unequal results. A 'one size fits all' model for service delivery is not regarded as an effective means of providing services to a community with differing needs.²⁵
- 2.4 For regional prisons to provide appropriate services, a thorough understanding of the lifestyles and motivations of prisoners from those regions is required. At EGRP, that entails understanding the cultural diversity of those prisoners in its care. The following paragraphs outline some of the characteristics of the Aboriginal groups living in the region, and evaluate the Department's knowledge of the groups it services.
- 2.5 At the time of the 2014 inspection, 63 of the 87 prisoners (73%) were Aboriginal, from a range of home communities. The largest cohort was members of the Ngaanyatjarra/Spinifex community, amongst the most traditional and most recently contacted groups in the state. Certain Kalgoorlie-Boulder residents, by contrast, had up to four generations of contact with the mainstream (i.e. non-Aboriginal Australia), and traditional orientation had diminished to varying degrees. Many Aboriginal residents of smaller Goldfields towns had experienced life on pastoral leases, and had not been exposed to urban pressures. Clear understanding of those differences was essential to drive the prison's commitment to substantive equality.

23 DCS, *Reducing Aboriginal Disadvantage: A Guide for Aboriginal Services Committees Within Western Australian Prisons* (May 2010).

24 DCS, *Operational Philosophy for the Management of Aboriginal people in contact with Corrective Services* (October 2011).

25 DCS, *Substantive Equality Implementation Committee: Terms of Reference* (undated).

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Home Community	Number of Aboriginal Prisoners	Per cent of Aboriginal (%)	Per cent of Total (%)
Ngaanyatjarra/Spinifex	23	37	26
Kalgoorlie-Boulder	17	27	20
Leonora/Laverton	9	14	8
Metropolitan	6	9	10
Coolgardie	5	8	6
Other Regional	3	5	3

Figure 3: Prisoner profiles by home community



Figure 4: Goldfield's towns and desert communities, with distances from Kalgoorlie

Ngaanyatjarra/Spinifex

- 2.6 Remote communities in the Ngaanyatjarra and Spinifex Lands had developed from isolated mission settlements in the 1940s. Proselytising Christian in orientation, they provided food and shelter to desert children in bad years. The missions at Warburton, Docker River and Cundalee placed great emphasis on European-style education and 'normalised' mainstream Australian behaviour, in part to reduce the likelihood that traditional Aboriginal cultural practices would take hold on desert children. The central desert mission project did deliver a cohort of first-generation contact Ngaanyatjarra people with sound English language skills and a degree of mainstream Australian vocational skills, but Ngaanyatjarra traditional cultural practices continued to flourish.
- 2.7 In the mid-1950s, Ngaanyatjarra families were coercively transported to the Warburton mission to protect them from military exercises in the central desert. Inter-family tensions rose over several years. As mission influence diminished through the 1960s, state government agencies took on roles in education, housing and community services. In the decade after the 1967 Referendum, prevailing attitudes in the wider community and new powers granted to the Australian Government over Aboriginal affairs underpinned development of an activism hitherto unseen. Tent embassies in Canberra, demands for land rights, and the formation of Aboriginal Land Councils were identified with a movement towards self-determination.
- 2.8 Across central Australia, self-determination coincided with the homelands movement, with traditional owners of country successfully negotiating development of small communities and thereby returning closer to sites of significance for family groups. Thus by 1990, the mission settlement at Warburton had mushroomed into 11 Ngaanyatjarra communities, which in turn came together to form the Ngaanyatjarra Council as a regionally representative and corporate structure. Collectivisation in those smaller communities, focused on the sharing of scarce resources, coincided with commencement of the Community Development Employment Program (CDEP). Under CDEP, pooled unemployment benefits funded community work programs, and for traditional desert dwellers, 'money earned for hours worked' provided a flexible and appropriate bridge from a found resource economy to a market economy.
- 2.9 In the late 1980s, Ngaanyatjarra community members successfully applied to have their reserve lands ("the Lands") deemed alcohol-free, with penalties for trafficking and consuming alcohol enforced under the Community By-laws.²⁶ The combination of alcohol restrictions in the Lands and disposable income from CDEP employment had the unfortunate consequence of facilitating periodic 'vacations' to northern Goldfields towns where alcohol was available. The resultant offending behaviour had been mitigated by the requirement to eventually return to the home community in order to re-engage with CDEP employment.

26 The Community By-laws were established under the *Aboriginal Affairs Planning Authority Act* (1972).

AN 'ABORIGINAL PRISON' FOR THE REGION? THE SOCIAL AND CULTURAL CONTEXT.

- 2.10 In the last decade, closer engagement by state and federal agencies had driven rapid change to Ngaanyatjarra community life. Construction by the state government of multi-functional police facilities had brought policing, judicial and child protection services into the three largest Ngaanyatjarra communities (Warburton, Warakurna and Blackstone/Papulankutja). Closer federal government oversight of welfare, employment, training, and community planning had seen a phasing out of CDEP employment, introduction of the Remote Jobs and Communities Program (RJCP), and more stringent lifestyle compliance requirements for Ngaanyatjarra individuals. Nonetheless, desert community members have remained outliers from mainstream Australia.
- 2.11 Ngaanyatjarra/Spinifex prisoners comprised 26 per cent of the total population at EGRP at the time of the inspection, and that proportion will likely be maintained in the new facility. This group will constitute a viable cohort for specialist education, training and therapeutic program consideration. Direct linkages between EGRP management and those Ngaanyatjarra and Spinifex communities would strengthen EGRP management strategic planning for delivery of the full range of services appropriate to that group.

Kalgoorlie-Boulder

- 2.12 The lives of Aboriginal residents of Kalgoorlie-Boulder have been lived more in the public eye than those of remote communities. Aboriginal residents of the twin cities had been visible on the streets, remarked on in the local media, and summarily processed administratively as a matter of routine. High-profile Native Title claims, often depicted as threatening resource extraction opportunities, were fronted by the Goldfields Land and Sea Council (GLC).
- 2.13 Less understood had been the sudden and complete dispossession of traditional owners at the time of the massive 'gold rushes' of the mid-1890s. For almost a generation, Kalamaia-Gubrun²⁷ were prevented by law from entering the cities at all. Mainstream residents of 21st century Kalgoorlie-Boulder, in the grip of another 'gold rush', defined themselves by work ethic and material acquisition, in sharp contrast to the perceived under-employed and under-achieving Aboriginal citizens. A combination of structural opportunity denial and lifestyle choice had become grounds for negative moral judgement. Although recent public and private sector investment in vocational skilling for prospective Aboriginal employees had made inroads, that effort came too late for some.
- 2.14 EGRP, with 27 per cent of its Aboriginal population from the twin cities, had recognised the benefit of strong and informative links with the local Aboriginal community and had commenced consultative dialogue with the GLC in 2013.

27 The Aboriginal people of the country around Kalgoorlie and west to Southern Cross are referred to as Kalamaia-Gubrun. Personal communication, GLC Anthropologist (November 2010).

Smaller Goldfields Towns

- 2.15 The smaller Goldfields towns were positioned between desert and city, physically, culturally and historically. For Wongatha, Koara, and Ngadju,²⁸ work practices developed from station life were relatively strong. Mission influence over generations had provided some mainstream education. Ready access to alcohol had proved positive for some individuals, and disastrous for others.
- 2.16 Today, Aboriginal representative structures cluster around family and Native Title claims. The involvement of the GLC in progressing those Native Title claims positions it well as a potential forum for dialogue between community members and the prison.
- 2.17 Structured community outreach could provide EGRP management with valuable insight into the diverse needs of its prisoner population. That insight could then inform appropriate strategic planning for such operational changes as will be required of the prison moving towards the opening of the new facility.
- 2.18 Enhanced awareness of cultural diversity amongst Aboriginal prisoners is necessary, but not sufficient. Accurate identification of individual prisoners' needs within these cultural groups is also required. The custodial system in Western Australia depends on the Total Offender Management Solution (TOMS) database for categorising prisoners and limited culture specific data is found there. Although personal information including historical place of residence and even language group is available on TOMS, it was not clear if the data is accurate or if all staff have ready access. For EGRP to best apply awareness of cultural diversity, staff require training in the collection and extraction of that data.

Recommendation 1

That TOMS be used effectively to capture the cultural background of Aboriginal prisoners and that EGRP management make better use of that information.

COMMUNITY LIAISON

Service Delivery Informed by Society and Culture

- 2.19 The Goldfields Custodial Plan identified provision of rehabilitative programs as key to reducing the high recidivism and offending rates of Goldfields/Ngaanyatjarra prisoners. The Plan recommended that successful development of programs and service delivery models appropriate for those cohorts would require close engagement with senior law and cultural people from across the region. The subsequent design and operational model for the new prison would then reflect 'Aboriginal knowledge bases and cultural and customary practices'.²⁹

28 Traditional owners from Menzies north-east to Cosmo Newberry are referred to as Wongatha (from which comes the generic Goldfields/central desert term 'Wongi' – literally 'having speech'). Those east from Leonora are Koara. South of Kalgoorlie through Norseman to Israelite Bay are Ngadju. West along the coast from Esperance are Noongar. Since European settlement, the long-distance movement typical of semi-arid groups has led to a degree of displacement from place of origin. Personal communication, GLC Anthropologist (November 2010).

29 DCS, *Goldfields Custodial Plan* (June 2007) 9.

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- 2.20 The Plan called for a two-stage strategy to engage Aboriginal cultural groups in the region in planning for the new prison. Specifically, there was a need to establish a formal relationship between the Department of Corrective Services and at least one Goldfields Aboriginal advisory body.
- 2.21 The Plan recommended that a statutorily appointed Goldfields Regional Prisons Board be established to advise and monitor the design, implementation and management of the Goldfields Custodial Plan. The Plan stated that membership of the Board should include significant cultural figures from the Goldfields Aboriginal community, non-Aboriginal community leaders, and experts in the administration of justice and the management of custodial facilities, services and programs. It further recommended that two Goldfields Aboriginal Custodial Reference Groups should be constituted, one drawn from the Ngaanyatjarra communities, and the other from urban Goldfields communities.³⁰
- 2.22 Neither the Goldfields Aboriginal Custodial Reference Groups, nor the Goldfields Region Prisons Board were ever convened. Early connections with Aboriginal community members lapsed after 2011. In taking the Plan forward to a business case in 2008, the Department had sought recommendations on design and operational models for the new prison from staff and prisoners at EGRP, from Goldfields/Ngaanyatjarra prisoners elsewhere in the custodial system, and from departmental programs, education and throughcare staff. Departmental consultation with Goldfields or desert community members has, however, been minimal. The Department's draft EGRP Communications Strategy (2013) emphasised intra- and inter-departmental provision of information about project development,³¹ but specific requirements for the development of community consultation strategies were absent.
- 2.23 Some degree of community input to the planning process did come through consultations conducted by each of the three consortia responding to the Request for Proposal.³² Disappointingly, while those consultations had enriched the submissions from the three shortlisted respondents, the members of the consultative groups were not subsequently engaged by the Department.
- 2.24 Positively, local management at EGRP had been successful in providing information about the Project to residents of the 11 remote communities in the central desert through their representative structure, the Ngaanyatjarra Council. Council meetings had been addressed by the Superintendent in the lead-up to the opening of the Warburton Work Camp in September 2011. Nascent contact with the GLC in Kalgoorlie had also been established in 2013. However, in overall terms, the Plan's requirements for effective and ongoing community consultation have not been met.

30 Ibid, 9.

31 DCS, Eastern Goldfields Regional Prison, *Draft Communication Strategy, Version 1.4* (29 October 2013).

32 Aurum developed a 16-member group including members of service provider organisations and representatives of remote and regional community groups. Assure engaged a former EGRP Indigenous Programs Officer. EG PathWAYs involved one elder/consultant from Leonora.

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Recommendation 2

That EGRP be resourced by the Department to engage effectively with remote and regional Aboriginal communities, in particular to:

- (a) gather social and cultural information to assist with the refinement of service delivery to Aboriginal prisoners; and*
- (b) deliver timely and accurate information about departmental strategic direction, policy changes and operational procedure to members of those remote and regional communities.*

2.25 It was disappointing to find that despite clear recommendations in 2011³³, the prison had been unable to reinvigorate the Aboriginal Visitor Scheme, or establish a regular Elders Visits process. Provision of those services would benefit prisoners and staff, and would facilitate community engagement during the redevelopment of the prison.

Recommendation 3

That EGRP develop connections with the Goldfields/Ngaanyatjarra Aboriginal community with the specific intent of reactivating the Aboriginal Visitor Scheme and establishing an Elders Visits process to assist and guide service delivery at the prison.

CULTURAL AWARENESS IN 2014

2.26 At the time of the 2014 inspection, EGRP remained limited in its capacity to provide the full suite of services appropriate for its population. Delivery of therapeutic programs to prisoners as specified by their Individual Management Plans (IMPs) was impeded by the predominance of short-term sentences at minimum-security, or brief end-of-term placement after longer secure confinement elsewhere.

2.27 Such IMP programs as were available had been limited to low-intensity behavioural modification interventions not designed with particular reference to the criminogenic needs of Goldfields/Ngaanyatjarra prisoners, who often presented with histories of violent assault exacerbated by alcohol abuse.

2.28 Appropriate service delivery at an Aboriginal prison does require that all prison staff have a clear understanding of cultural diversity in general, and of Aboriginal cultural difference in particular. While EGRP management recognised the need for cultural awareness, the view persisted that staff had accumulated a wealth of knowledge over many years about Goldfields/Ngaanyatjarra culture, lifestyle, behaviour and motivation, and that knowledge was adequate for the effective targeting of services. The inspection team identified risks around relying on the aging cohort of experienced staff with that knowledge. Many of those experienced staff were approaching retirement, and the lack of knowledge amongst younger, less experienced staff could best be addressed through provision of cross cultural training specific to the Goldfields/Ngaanyatjarra region.

33 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) Recommendation 7.

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2.29 On the positive side, the prison was supported in cultural awareness by the presence of seven Aboriginal staff members³⁴, in particular the full-time Prison Support Officer (PSO). Although the PSO was a Noongar man, he had good connections with the Goldfields Aboriginal community, and was well respected by the majority of prisoners.

Recommendation 4

The Department provide custodial and non-custodial staff at EGRP with cross-cultural training specific to the Goldfields/Ngaanyatjarra region.

34 DCS, *EGRP Superintendent's Inspection Briefing* (January 2014).

Chapter 3

EDUCATION, TRAINING AND EMPLOYMENT

SERVICING DIVERSITY

3.1 The EGRP Business Plan for 2013–2014 cited a philosophy that ‘aims to provide all prisoners the opportunity to develop skills that are valued in and support remote communities’.³⁵ The prison’s education and vocational training arm comprised education centre staff, industries and the Vocational Skills Officers (VSOs), and staff of external Registered Training Organisations.

Appropriate Education and Vocational Skill Training

3.2 Education staff and the VSOs were commendably mindful of the diverse educational and training needs of the Goldfields/Ngaanyatjarra, Noongar and non-Aboriginal prisoner cohorts. The education staff tailored their service delivery to take into account the great variance in each prisoner group’s prior education, vocational skilling, work readiness and motivation. Students from remote communities typically came with mid-primary level education, little employment experience and a propensity to value traditional cultural activity over material acquisition. At the opposite end of the continuum, some non-Aboriginal prisoners from the Goldfields exhibited mainstream vocational motivations and came with a sound education and work history.

3.3 The prison’s education and vocational training staff had identified a broad and appropriate suite of certificated courses to equip the diverse range of participating prisoners to find stability and employment on release. The move from a full-time to a part-time education model, noted with approval for its flexibility and inclusiveness in the 2011 inspection, had continued.³⁶

Understanding Destinations

3.4 Particular attention had been given to the needs of specific communities to which prisoners would return on release. To that end, EGRP management and education staff had developed connections with the Kalgoorlie Indigenous Coordination Centre (ICC), the ‘one-stop-shop’ for federal government service delivery to regional and remote Aboriginal communities. The ICC, with a brief from government to boost remote training and employment, was a useful source of knowledge about current skills requirements in Aboriginal communities.

3.5 The campus manager was also aware of specific community action plans that had been developed in response to the rollout of the Remote Jobs and Communities Program (RJCP), an Australian government employment and training initiative. Those community action plans had identified projects and small public works in consultation with each relevant community. Prisoners were encouraged to select training in skills that would best service their home community action plan. When a prisoner intended to return to a location that was not a remote community engaged in the RJCP, then the skills training provided was mapped to local need and to the individual aptitude and preference of the prisoner. The campus manager was also proactive in considering regional developments likely to impact on employment opportunities for remote Aboriginal community members, and sourcing the appropriate training packages.

35 DCS, *Eastern Goldfields Regional Prison Business Plan 2013–2014*.

36 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) 11.

- 3.6 Lack of official identification documents, driving without a current license and failure to pay fines had all been identified as significant precursors to offending and imprisonment in the Goldfields. The education centre had recently won an award from the Kalgoorlie ICC for development of a Reintegration Passport, and for delivery of the Keys for Life motor driver training program. The Reintegration Passport assisted attainment of formal identification documentation, a current Motor Driver's License, and payment of outstanding fines and infringement notices. Keys for Life, delivered in conjunction with the Department of Transport (Kalgoorlie), helped prisoners study for and sit the learner drivers' test, to have the otherwise mandatory 25 hours supervised driver training waived, and to take the practical driving test – all while still in custody. Royalties for Regions funding for Keys for Life was due for review in May 2014.

The Education and Training Team at EGRP

- 3.7 Commencing late in 2011, weekly meetings had been convened by the superintendent to better coordinate the work of the education team at EGRP. Senior management, education and training staff discussed mapping upcoming prison work projects to accredited training, and to associated education units. The education centre assisted EGRP industries by providing remedial literacy and numeracy skills, and theoretical input to reinforce skills training. The education centre further supported the prison's industries with student evaluation, record keeping, and the identification and development of appropriate units of competence. Selection of appropriate learning modules had been based on a skills shortage list developed by the then federal Department of Education, Employment and Workplace Relations and had been selected from that list to best fit the regional and local employment markets.
- 3.8 Education and training for prisoners at EGRP was structured around statements of attainment, listing units of competence completed, and building towards full qualification. The education team maintained records of individual achievement, and academic transcripts of these were provided to prisoners on release.



Photo 1: Career information in the education centre

- 3.9 At the time of the inspection, the education team was adequately staffed with a campus manager, a prison education coordinator, an Aboriginal education worker and a casual education clerk. Industries at EGRP employed nine VSOs, of whom five were qualified to deliver certificated training. Accredited training was provided under the auspices of the Departmental Registered Training Organisation (RTO) AusWest Specialist Education and Training (ASET). For education or training services not within the scope of ASET, the campus manager was provided with a budget to buy in services from other local RTOs.

Participation Rates

- 3.10 In the year ending 30 September 2013, an average 28 per cent of the total prison population were engaged in accredited programs. That comprised 825 successful enrolments, and 130 unsuccessful (withdrawn or released prior to completion). Over the year, 790 accredited units were completed. Enrolment peaked in November 2013 at 37 per cent. Gender integration in the education centre was reportedly unproblematic, and continued the pro-social, normative policy that had been remarked on positively in the 2011 inspection report.³⁷



Photo 2: Successful integration at the education centre

37 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) 28.

- 3.11 Analysis of enrolments in education and/or training units at EGRP in the year to end September 2013 showed significant Aboriginal participation. Of the 1098 units commenced, 826 had been by Aboriginal prisoners, with a 72 per cent completion rate. The 271 units commenced by non-Aboriginal prisoners indicated a higher completion rate (83%) and double the proportion of enrollees, but whereas individual non-Aboriginal prisoners had enrolled in an average of three units, Aboriginal individuals had commenced an average of 6.3 units.³⁸ This suggested that Aboriginal prisoners had been effectively encouraged to engage.

Training and Prison Industries

- 3.12 Training in industrial skills had long been a strength of EGRP. Five of the industries VSOs were accredited trainers, covering carpentry, metalwork, general maintenance, sport and recreation, first aid, horticulture, kitchen, hospitality, and the Foodstars (food handling) and White Card (construction site safety) courses. Despite this, training and associated employment had fallen away in 2014.



Photo 3: Industries workshop

38 DCS, Total Offender Management Solution database (information accessed 8 October 2013).

3.13 At the time of the inspection, the prison had no industries plan. Capacity for training through participation in prison industries had been reduced significantly by the erection of the metal perimeter fence in July 2013. Industries workshop space had been seriously compromised since the last inspection with the removal of a complete work shed, reducing workshop space by more than half. The old prison nursery structures also fell outside the new prison footprint, and employment in nursery industries had ceased. Building and major maintenance projects across the existing prison had been wound down in anticipation of the new prison – still almost two years away. Industries training activities in the year to 30 September 2013 had been limited to use of gardening equipment and small tools (72 students in 79 units), and operation of kitchen equipment (12 students in 39 units).

Training and the Warburton Work Camp

3.14 The VSOs at the prison endeavoured to provide skills to prisoners to equip them to progress to Section 95 and work camp status. Lack of funding prevented delivery of accredited training at the work camp, and consequently applicants for transfer to Warburton were required to complete required training courses prior to departure. Consideration had been given to providing work camp VSOs with trainer qualifications, but that had not eventuated. This was adding to the problem of the severe under-use of the work camp.³⁹

Recommendation 5

Accredited training should be available at the Warburton Work Camp.

Employment Services and a Structured Day

3.15 The winding down of industries had restricted the scope of employment across the prison, but a falling prison population had actually seen the overall percentage of prisoners employed rise slightly in the last months of the 2013 financial year.⁴⁰

	07/12	08/12	09/12	10/12	11/12	12/12	01/13	02/13	03/13	04/13	05/13	06/13
Population	94	89	101	104	94	98	97	92	92	95	87	84
Employed	74	65	79	75	73	79	69	71	73	74	71	68
Per cent Employed (%)	78.7	73.0	78.2	72.1	77.7	80.6	71.1	77.2	79.3	77.9	81.6	81.0

Figure 5: Percentage of prisoners employed at EGRP

3.16 The kitchen had the greatest capacity for employment, being the last of the traditional industries in operation, employing up to 15 prisoners, with 60 per cent male and 40 per cent female. The kitchen prepared meals for the whole prison, and also for the Boulder Short Stay accommodation facility. Limited higher gratuities were available to the kitchen, with only two level one and two level two positions allocated.⁴¹ Kitchen workers were required to take the Food Stars training package. Skills learned in the kitchen were

39 See also [4.8]–[4.9] and Recommendation 7.

40 DCS, *TOMS Report – Control Count – Daily Hours Worked*.

41 The level of prisoner gratuities depends on the type of employment, with the more intense and trusted positions being awarded the higher pay levels.

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considered beneficial to Goldfields/Ngaanyatjarra prisoners, many of whom came from domestic circumstances where cooking facilities were basic and nutrition was poor.



Photo 4: Dining room and kitchen

- 3.17 The laundry had continued as an active prison industry, but in a reduced role. The washing machines had been decommissioned in 2011 and had not been replaced. All cleaning of clothes and bedding was contracted out. Activity was restricted to receiving, storing and distributing folded items, and as such was considered unlikely to be of specific benefit to prisoners from remote communities. Like the kitchen, the laundry serviced the Boulder Short Stay Facility. Male prisoners had worked in the laundry until the last quarter of 2013 but a change in policy had seen women take over in October 2013, a decision intended to increase the employment opportunity for female prisoners. At the time of the inspection, Section 95 numbers had risen to seven, including one female prisoner. Occupancy of the Warburton Work Camp had fallen by one to 10.

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- 3.18 The inspection found that changes to prison industries activities had reduced the capacity of EGRP to provide a structured day for all prisoners. Only a third of men in Unit 1 (the unit housing male maximum, medium, minimum and remand prisoners) had access to work of any kind, and that was limited to cleaning. Further impacting on men in Unit 1, education and training services were limited, and therapeutic programs were not available.

Recommendation 6

Male prisoners in Unit 1 at EGRP should have equal access to education, training and employment.

Chapter 4

REHABILITATION AND RESETTLEMENT

SECURITY ASSESSMENT AND SUBSTANTIVE EQUALITY

Assessment of Risk

- 4.1 Risk assessment and classification determines the degree of security deemed necessary for the risk posed by any prisoner. Assessment instruments have been designed to evaluate risk of escape, risk to the good order of a prison, and risk to the community. Within the Department's system, a score of 0–6 represented a low level of risk, with such prisoners deemed suitable for minimum-security facilities and regimes, including Section 95 activities and work camps. A score of 7–13 represented a moderate level of risk, with prisoners deemed suitable for medium-security facilities and regimes. A score of 14 and above indicated a high level of risk, with prisoners deemed to require maximum-security facilities and regimes.
- 4.2 Assessment and classification tools evaluated an individual prisoner's progression to lower security ratings. They provided both an incentive for individual compliance and rehabilitation, and a pathway towards the provision of services that would assist the prisoner re-integrate into the community, and which are easier to provide in a minimum-security environment.

Progression to Minimum-security

- 4.3 Since 2010, there had been an observed decrease across the system in the proportion of Aboriginal prisoners progressing to minimum-security status. Both this Office and the Department had noted that the security assessment instrument introduced in 2009 had been one of the key obstacles to the progression of Aboriginal prisoners to minimum-security status.⁴²
- 4.4 As a consequence of our work on the flow of prisoners to minimum-security, Section 95 and work camps, the Department undertook its own review to consider means of improving the progression of Aboriginal prisoners to minimum-security, and within that, to evaluate the effectiveness of the 2009 security assessment instrument. The draft report recommended that the Department should 'undertake further research into the finding that a number of the scored questions in the assessment tools could possibly be having inequitable and negative impacts on Aboriginal prisoners'.⁴³
- 4.5 The draft report found that:
- While the assessment tools are applied impartially to individual prisoners and without reference to race or gender, they do not take account of the historical and political factors which have impacted and that continue to impact, on the level of involvement of Aboriginal people in the corrective services system.
- A number of the scored questions in the assessment tool could possibly be having a negative and inequitable impact on Aboriginal prisoners.
- These same issues ... are also possibly negatively impacting on both the eligibility and suitability of Aboriginal prisoners for work camp placement, Section 95 activities, and a range of reintegration services.⁴⁴

42 DCS, *Aboriginal prisoners at minimum-security prisons in the metropolitan and south-west areas*, Draft Report (April 2013) Findings 6–11; OICS, *Report on the Flow of Prisoners to Minimum-security, Section 95 and Work Camps* (21 January 2013) 3.

43 DCS, *ibid*, Recommendation 3.

44 *Ibid*.

- 4.6 The Department had indicated support for this work in its response to recommendation 18 of this Office’s Report of an Announced Inspection of Casuarina Prison, released in March 2014.⁴⁵

The Department’s draft internal report *Aboriginal prisoners at minimum-security prisons in the metropolitan and south-west areas*, referred to in the Inspector’s report shows that Aboriginal offenders are underrepresented at minimum-security and overrepresented at medium- and maximum-security classifications. Whilst the draft internal report found the assessment tools were applied impartially, it also identified that in terms of outcomes, the assessment tool appeared to have an adverse impact upon Aboriginal offenders. These findings are being appraised to ensure that assessment tools have a positive effect on all offenders, including Aboriginal offenders

- 4.7 The draft report had identified assessment tool elements requiring further consideration including, age, seriousness of current offence, length of effective sentence, most serious historical offence, history of escapes, prison offences, work history and attitude, program performance, and parole eligibility.⁴⁶ Each of those elements had the potential to be revised in a manner that might produce better substantive equality for Aboriginal prisoners while managing security risks. It does not appear that the draft report was ever finalised and there is no documentation charting progress or change.

Warburton Work Camp Occupancy

- 4.8 The 2014 inspection of EGRP found reduced capacity within the prison to move prisoners through the classifications to minimum-security and work camp status. At the time of the 2011 inspection, 83 of 113 (74%) prisoners at EGRP were minimum-security. On 28 January 2014, only 61 of 92 prisoners (66%) were minimum-security.⁴⁷ This ongoing trend confirmed the Office’s 2011 view that EGRP might struggle to maintain its Pathway to Work Camps commitment, threatening ‘the viability of the new Warburton Work Camp, which had an intended capacity of 24’.⁴⁸ A review of the occupancy of the Warburton work camp over the 2013 calendar year indicated that the work camp only exceeded 50 per cent occupancy in the month of August.⁴⁹

45 OICS, *Report of an Announced Inspection of Casuarina Prison*, Report No. 88 (March 2014) DCS response to Recommendation 18.

46 DCS, *Aboriginal prisoners at minimum-security prisons in the metropolitan and south-west areas*, Draft Report (April 2013).

47 Ibid, 8.

48 Ibid.

49 DCS Weekly Offender Statistics, at <<http://www.correctiveservices.wa.gov.au/about-us/statistics-publications/statistics/2013.aspx>>

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- 4.9 Analysis of 2014 data revealed a further marked reduction to the occupancy of the work camp, particularly since the announcement of Departmental restrictions on the capacity for superintendents to override the security classification instrument. The table below reflects the declining numbers of prisoners at the work camp.

Date	Aboriginal	Non-Aboriginal	Total
23/01/14	9	1	10
30/01/14	6	1	7
06/02/14	6	1	7
13/02/14	6	1	7
17/02/14	ACCO 8/2014	Restricts Minimum	Override
20/02/14	6	1	7
27/02/14	4	1	5
06/03/14	4	1	5
13/03/14	2	1	3
20/03/14	2	1	3

Figure 6: Work camp occupancy 2014

Recommendation 7

The Department should examine ways to increase the number of prisoners who are rated minimum-security as being eligible for work camp placement to ensure full use of the Warburton Work Camp.

CASE MANAGEMENT AND ASSESSMENT

- 4.10 Sentence management processes provide planning for prisoners' progress through their sentences and eventual reintegration, including preparation for parole applications.⁵⁰ The first stage involves comprehensive assessment and the development of an Individual Management Plan (IMP) for qualifying prisoners.⁵¹ Provision of an IMP and associated case conferences requires prisoners to have an effective sentence of greater than six months. Nearly two-thirds of prisoners at EGRP did not qualify for an Individual Management Plan and associated case conferences.⁵²
- 4.11 Many of EGRP's prisoners were serving short sentences, and approximately 20 per cent were remandees.⁵³ While EGRP had conducted assessments for female prisoners and minimum-security male prisoners, most assessments for male medium- and maximum-security prisoners had been conducted at Casuarina and Hakea Prisons. Prisoners not qualifying for an IMP had been provided with an initial Management and Placement (MAP) checklist.

50 DCS, *Adult Custodial Rule 18* describes the procedures involved in the assessment and sentence management of prisoners.

51 Remandees and prisoners serving effective sentences of less than six months do not qualify for an IMP, but are processed through the Management and Placement checklist.

52 Of 87 prisoners, 32 were being case managed at the time of the inspection, and 39 prisoners had a MAP.

53 Eighteen of 87 people in custody at EGRP at the time of the inspection were remandees.

- 4.12 The EGRP Case Management Coordinator (CMC) oversaw MAP plans, IMPs, case reviews, and parole reviews, as well as custodial staff contact reports. The CMC also compiled dangerous sex offender reports, although provision of therapeutic programs for those prisoners was not offered at EGRP. The number of case conferences performed was reportedly not limited by staff shortages. The case manager and writer had reportedly kept up to date with their reporting duties, despite the redeployment of the writer to other custodial duties throughout 2011–2014.
- 4.13 Of those who received a case conference, 50 per cent of surveyed prisoners reported that it was a collaborative experience. Results of the 2013 pre-inspection survey indicated that prisoners were slightly more positive than in 2010 with the results only slightly lower than the state average over the last three years.
- 4.14 The CMC reported that EGRP provided good case management and prisoner advice. Several officers had been through the writing position and that experience left them better informed in their custodial duties. Case conferences reportedly consisted of an open discussion seeking to ensure that prisoners understood their situation and choices. The case management team proactively started parole planning 10 weeks prior to the parole review date. They consulted the community on post-release plans after discussion with prisoners. EGRP Case Management and Community Justice Services (CJS) had a good relationship and shared information well, with CJS having interviewed prisoners at the prison.
- 4.15 Some information about system-wide change to case management and assessment had filtered out to EGRP. While the CMC had not heard that the security assessment instrument might be reviewed, she was aware that fewer prisoners were progressing to minimum-security. She attributed that in some measure to the aggregation of repeat small offences common amongst Aboriginal offenders. The CMC anticipated that, with the advent of the new prison, medium-security prisoners would spend longer at EGRP, and there would be more active case management required.

ADDRESSING OFFENDING BEHAVIOUR

Appropriate Program Delivery

- 4.16 There is a need for EGRP to deliver a range of therapeutic programs to meet the criminogenic needs of its majority Goldfields/Ngaanyatjarra population, a population typified by high rates of recidivism and social disadvantage. Successful program delivery would assist prisoners to develop new adaptive skills and coping mechanisms, acting to reduce recidivism and protect society.
- 4.17 Analysis of program completions at EGRP showed that two-thirds of all substance abuse treatment needs and 79 per cent of all violent offending treatment needs remained unaddressed because of program unavailability.⁵⁴ Short sentences and high turnover amongst prisoners at EGRP had restricted program delivery. During 2012 and 2013, the only program to be run at EGRP was the Cognitive Brief Intervention (CBI). CBI, being 20 hours over four days, had been appropriate for the predominately

54 Analysis of TOMS (conducted 13 January 2014).

short-term prisoner cohort. Against this, in 2011 four Building On Aboriginal Skills (BOAS) programs were conducted⁵⁵ with one delivered in the community.⁵⁶ One women's substance abuse program had been conducted, and the Indigenous Men Managing Anger and Substance Use (IMMASU)⁵⁷ had been delivered to female prisoners (despite its title). The programs officer had prioritised prisoners for inclusion, limiting each group to 10. Sex offenders and Unit 1 prisoners had not been able to access any therapeutic programs. Delivery of CBI and IMMASU programs were also scheduled for 2014.

- 4.18 The programs officer at EGRP was an Aboriginal woman from Victoria, who drew on her professional connections to reinforce her understanding of local Aboriginal history, culture and tradition. She was of the view that programs were more beneficial for 30- to 40-year-old prisoners, as younger men seemed not yet prepared to find benefit. She was aware that the Department was refining the "stopping family violence" program to suit Aboriginal prisoners, and had heard trials were being conducted at West Kimberley Regional Prison (WGRP). She maintained regular contact with her colleagues at that prison, and was hopeful that lessons learned in the Kimberley would be applicable at EGRP.
- 4.19 With the advent of the new expanded prison, a wider range of programs is likely to be available and prisoners may not need to travel to Perth for interventions. The programs officer reported that adequate programs facilities would be available in the new facility.

RESETTLEMENT

Comprehensive Throughcare

- 4.20 Prisoners at EGRP are at serious risk of offending after release, with recidivism rates amongst the highest in the State.⁵⁸ Elsewhere, coordinated re-entry programs have assisted successful reintegration into the community after release. The report of the EGRP inspection of 2011 included a specific recommendation for 'better systems and resources ... for release planning and re-entry into the community'.⁵⁹
- 4.21 The recommendation went further, however, identifying the limitations to service delivery caused by brief, often end-of-term placement at the prison.⁶⁰

In particular, where security allows, displaced prisoners should be given more time at EGRP before release.

55 The *Building on Aboriginal Skills* (BOAS) program is an Indigenous-specific program designed for prisoners who want to reconnect with their land and culture while learning cognitive skills and positive behaviour, see <<http://www.healthinfonet.ecu.edu.au/key-resources/programs-projects?pid=1233>>

56 BOAS was delivered in conjunction with the Kalgoorlie CJS office, following recent departmental directives that prisons take a more active role in external service provision. Record of Interview, EGRP (22 January 2014).

57 IMMASU is designed for Aboriginal males living in Western Australia, who have a history of offending behaviour linked with substance use and violence. The program aims to change thinking and behaviour patterns to increase pro-social attitudes and beliefs. Found at <<http://www.healthinfonet.ecu.edu.au/key-resources/programs-projects?pid=939>>

58 DCS, *Recidivism Rates, EGRP 01 October 2012 – 30 September 2013* (October 2013).

59 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) Recommendation 3, 19.

60 Ibid, Recommendation 3, 19.

REHABILITATION AND RESETTLEMENT

- 4.22 Although systems had improved at the time of the inspection, access to re-entry services was still restricted by brief placements.
- 4.23 For female prisoners who were mothers of children in care, the acting transitional manager (A/TM) liaised with the Women's Support Officer to provide help in negotiating with the Department of Child Protection for access to their children. The A/TM also provided a referral service to prisoners in the final stage of their sentence, establishing contact with prisoners six months prior to release. Re-entry services were outsourced to Centrecare as the contracted service provider. Prisoners could get help with fines enforcement, obtaining formal identification and motor drivers licences, housing, employment and transport back to home community. Quarterly reports detailing performance outcomes associated with the role were submitted to the Department.
- 4.24 Two re-entry programs were run at EGRP. The 'Health In Prison, Health Outta Prison' (HIP HOP) program provided relevant health education to prisoners in Units 2 and 3, but security concerns prevented delivery in Unit 1. The Life Skills program provided general rehabilitation assistance. The effectiveness of both programs was limited by brief and end-of-term placements at the prison.
- 4.25 A number of barriers to full service provision were identified. Prisoners were required to lodge an Interview Request Form if they needed specific re-entry assistance. That process could marginalise prisoners with poor literacy skills. The A/TM also found that prisoners could be misinformed by unit officers unaware of the limitations of her role, thus reducing confidence in the service.

Recommendation 8

EGRP should be supported to deliver comprehensive rehabilitation and re-entry programs to prisoners of all security classifications and genders, to remand prisoners, and to those with short placements.

Chapter 5

CARE AND WELLBEING

Reception and Orientation

- 5.1 The reception area at EGRP was spacious, catering for new arrivals and transfers to and from court and external medical appointments. The area had facilities for strip searches and ablutions, and for the logging and storage of prisoner property. A holding cell was available for up to 10 prisoners awaiting processing. The reception officer monitored new arrivals and departures, recording movements on a transfer and discharge sheet. Incoming prisoners were strip-searched and provided with prison clothing by the reception officer in the company of a senior officer or the visits officer. Prisoner interviews were conducted by the reception officer and the administration checklist and risk assessment checklist were completed. Incoming prisoner property was inspected and logged, with permitted items retained by the prisoner and other items put into storage. Following a medical examination, the prisoner was escorted to the appropriate unit.



Photo 5: The reception area

- 5.2 Orientation was conducted in the unit. Orientation consisted of viewing the EGRP orientation PowerPoint presentation, delivered on Friday mornings in the secure visits area. Staff from education, case management, training and health would attend the orientation presentation and explain their roles. Prisoners were also provided with a printed orientation brochure that specified physical layout, daily routines, prison rules and services. The pre-inspection prisoner survey showed that fewer prisoners (31%) felt that the orientation process had been useful than at the previous inspection (51%).

PERSONAL TIME, PERSONAL COMFORT

Recreation

- 5.3 As services and facilities at EGRP had become more restricted by the new build, providing adequate recreation opportunities had become more important. The pre-inspection prisoner survey reflected significant dissatisfaction with recreation, to the extent that both organised sport and general recreation approval rates had halved since the previous inspection, and were less than half the state average. The paucity of recreation facilities at the prison contrasted sharply with the well-equipped metropolitan feeder prisons from which the majority of EGRP prisoners had come. Denial of access to the oval had all but stopped engagement in team sports, despite the fact that football and basketball had long been priorities for Aboriginal prisoners.
- 5.4 Although prisoners in Unit 1 had not lost their small recreation area since the last inspection, their amenity had been reduced by the loss of view through to the horizon, and the three shaded seating structures in the recreation yard were too small.



Photo 6: The secure exercise area, with restricted view

- 5.5 Unit 2 had been supplied with a large static exercise frame under shade sails, but no prisoners were observed using it during the inspection. Development of a new outside recreation area to the east of Units 2 and 3 had provided for limited recreation activities. A hard-surface ball-game court was marked out for basketball and volleyball. A newly grassed area catered for walking, but was too uneven for running. Football was expressly forbidden in the new outside recreation area, reportedly to prevent balls getting stuck in the razor wire surrounding Unit 3.

CARE AND WELLBEING



Photo 7: Static exercise apparatus in Unit 2



Photo 8: The newly developed exercise area

- 5.6 Women in Unit 3 objected to the removal of treadmill machines and pool tables that had been available in the unit activities room, and pointed out the dilapidated state of the two remaining exercise machines. They also objected strenuously to the directive that required use of restraints for medium and maximum female prisoners using the new outside recreation area.
- 5.7 Questioned over restrictions to the use of band equipment stored off the dining room, the chef supervisor reported that misuse of that equipment had resulted in withdrawal of that privilege. Band practice for minimum-security prisoners had not taken place since late 2012. Music, particularly in a group context, had been particularly popular across the custodial estate, especially with Aboriginal male prisoners. Denial of that option at EGRP was regressive.

Recommendation 9

- (a) Prisoners in all three units should have greater access to recreation facilities; and
- (b) Minimum-security prisoners in Units 2 and 3 should have access to musical equipment, and should be permitted to form musical bands.

Kitchen

- 5.8 Prisoner perception of food quality had improved markedly since the 2011 inspection, with approval doubling to 42 per cent, similar to the state average. Male and female prisoners worked together to feed the prisoner population, and provide meals for the Boulder Short Stay accommodation facility nearby. Kitchen workers were required to complete the Food Stars training unit, and workers were monitored daily for performance.



Photo 9: Meals served from the kitchen

- 5.9 The kitchen was well equipped with old but serviceable industrial catering machinery. The dining room was large enough to seat 60 (the whole population of Unit 2) at one sitting. Freezer, chilled and dry goods storage were adequate, even considering the three-week buffer required should the Great Eastern Highway be closed and re-stocking from Perth be delayed.



Photo 10: Well-equipped kitchen

- 5.10 As elsewhere across the custodial estate, the prison was required to accept Department farm produce when available to reduce costs. The chef supervisor reported that the quality of that produce was usually up to standard, although the breakdown of the Karnet Prison Farm milk separator had delivered lumpy milk of late. His personal network in Kalgoorlie-Boulder did occasionally make certain food items available at cost and that supplemented the prison's kitchen budget. EGRP received the same allocation per head as metropolitan prisons, but did receive an adequate freight budget loading.

Canteen

- 5.11 The canteen at EGRP was adequate for purpose, with sufficient display and storage space augmented by long-term and large-item storage on the adjacent stores shed shelves. The canteen manager monitored sales, noted popular items and maintained stock levels. One prisoner was employed as canteen assistant.
- 5.12 Weekly spends were limited to a \$50 base, with variation upward according to gratuity level. Level one could thus access \$120 in total per week, while those on level five gratuity or those presently unemployed accessed only \$70. Spends were delivered to Unit 1 from a trolley at 11 am Thursdays. Unit 2 attended the canteen on Thursday afternoons. Unit 3 minimum-security prisoners attended the canteen at 3 pm on Thursdays, and other women

received delivery in the unit at 3.20 pm that afternoon. Town spends, for large or unusual special order items, occurred monthly, and were limited to \$100 or four items. Prisoners could arrange for the purchase of a specific high value item, with funds delivered from outside and held frozen until the purchase was complete.

- 5.13 Sales of tobacco products were high. Nicotine patches were also stocked, with a limit of one pack per week per prisoner. The canteen manager would consider ordering particular items requested by prisoners, contingent on them not being restricted. The EGRP medical centre would occasionally issue a prisoner with a prescription for a specific health-related item, which would then be purchased through town spends.



Photo 11: Canteen storage was adequate

Clothing, Laundry and Bedding

- 5.14 The pre-inspection survey showed prisoner satisfaction with the quality of clothing issued at EGRP was lower (42%) than at the 2011 inspection (49%), and lower than the state average (51%).⁶¹ Clothing was however observed to be serviceable, and adequate stocks of larger sizes were seen, as would be appropriate for the prisoner cohort.
- 5.15 The laundry room was observed to be small, but neatly arranged. The roof and ceiling had deteriorated to the extent that two large puddles developed on the floor after rain showers. Laundry room activity was limited to folding and storage of clothing and bedding. Satisfaction with laundry services was particularly low,⁶² with survey approval dropping from 64 per cent to 32 per cent. Female prisoners, who had replaced the male

61 OICS, Pre-inspection Prisoner Survey (December 2013).

62 Ibid.

workers in 2013, had established a routine whereby some prisoners had their clothing pre-sorted, and stored on named shelves. That practice facilitated distribution.



Photo 12: The laundry storage area

- 5.16 While prisoner dissatisfaction with the quality of bedding had fallen slightly, it remained significantly higher (58%) than the state average (46%). The laundry officer reported that the state of all bedding was examined prior to its delivery off-site for laundering.

ACCOMMODATION: ANTIQUATED INFRASTRUCTURE WELL MAINTAINED

- 5.17 The EGRP inspected in 2014 was a 34-year-old prison, designed in an era when service delivery to prisoners was not high priority. Maintenance since the inspection of 2005 had kept pace with deterioration, but no more. Accommodation across the prison was well below standard.

Unit 1

- 5.18 Unit 1, which was cramped, ill-equipped for recreation, therapy or education, and manifestly inappropriate for Goldfields/Ngaanyatjarra prisoners, accommodated male maximum- and medium-security prisoners, and males on remand. Its redeeming attribute, the long view to the horizon through the secure recreation perimeter, had been eliminated with the erection of the new metal fence. Security was tight, but only by dint of caging. Prisoner-officer interaction was observed to be tolerable but surly. Two impressive murals had been painted by a prisoner in the enclosed recreation spaces, and their representation of 'the outside' seemed only to emphasise the sense of deprivation.



Photo 13: Splendid mural in Unit 1

Unit 2

5.19 Unit 2, which housed male minimum-security prisoners showed some improvement since the 2011 inspection. Razor wire had been removed from the rooftops, and the internal courtyard had been landscaped. Prisoners still complained that out-of-cell activities were limited and unscheduled lock-downs occurred too frequently. Cells were clean but worn, and ablution facilities were rudimentary. Prisoner officer interaction was observed to be less fraught than in Unit 1. The cells were airless and too hot on summer nights.

Unit 3

5.20 Unit 3 accommodated female prisoners of all classifications. At the time of the inspection, 13 of the 19 women in Unit 3 were classified minimum-security and none were rated maximum. Despite that, the unit suffered from an excess of razor wire, justified in part by the need to exclude male prisoners. The report of the 2011 inspection had explicitly recommended removal of all razor wire from the site, or provision of extraction training and rapid response capacity.⁶³ Neither measure had been implemented.

63 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) Recommendation 16.



Photo 14: Razor wire enclosing Unit 3

Recommendation 10

Razor wire should be removed from Unit 3. Until razor wire is removed, extraction training and a rapid response capacity must be made available.

- 5.21 By contrast the garden in the courtyard of Unit 3 was developed and well maintained, and fine mural artwork was displayed. Accommodation was available in single and multiple configurations, with the former preferred. Six additional cells were being prepared for transfer from Unit 2 to Unit 3, to cater for an increase in female population. Again, cells were clean but worn, with broken fittings and deteriorating surfaces.



Photo 15: Landscaping and murals in Unit 3

VISITS AND EXTERNAL COMMUNICATION

Secure Visits

- 5.22 The secure visits area adjacent to Unit 1 had been upgraded since the 2011 inspection. A raised platform had been constructed to facilitate observation. The area could comfortably accommodate six prisoners each with three visitors. Visitors entered the secure area through a door from the sally port, while prisoners entered from Unit 1 through grille doors, so the separation and flow of visitors and prisoners was safe and effective.



Photo 16: The secure visits room

Minimum-security Visits

- 5.23 Minimum-security visits were conducted in the open air on the grassed area between the administration building and the front fence. Visits were limited to three adult and three child visitors per prisoner. Visitors and prisoners sat at picnic tables, most of which were provided with shade either from trees or shade structures. Despite the 35° heat at the time of the inspection, the situation was comfortable. Nine visit groups were observed, four Indigenous and five non-Indigenous.
- 5.24 On the day of the inspection, two prison officers, one male and one female, observed the visits process from one of the picnic tables. It was reported later that intelligence had been received suggesting a drug delivery could take place during the visits session. The observing officers had been notified.

External Communication

- 5.25 The pre-inspection prisoner survey revealed that use of video link had fallen from 50 per cent to 13 per cent since the 2011 inspection. EGRP management suggested that better cooperation from community facilitators was required to make better use of video visits.
- 5.26 This Office has been unwavering in its recommendation at numerous prison sites that the use of Skype or other similar internet-based communication systems be put in place to better facilitate contact between prisoners and their friends/families. Most recently, in the *Report of an Announced Inspection of Acacia Prison*, this Office recommended that all prisons in the state should innovatively expand the use of Skype.⁶⁴ This recommendation is equally relevant to the Eastern Goldfields context.



Photo 17: The minimum-security visits area

64 OICS, *Report of an Announced Inspection of Acacia Prison*, Report No. 90 (June 2014) Recommendation 19.

Recommendation 11

All prisons in the state, including EGRP, should innovatively expand the use of Skype or other on-line technologies to facilitate family and community contact, official appointments, coverage of significant occasions and connection with communities

- 5.27 Telephone access in Units 1 and 2 was observed to be adequate, and satisfaction with the telephone system there remained high. The one telephone in Unit 3 was observed to be inadequate, with women required to queue for calls, and privacy compromised.

Chapter 6

WOMEN

- 6.1 At the time of the inspection, there were 19 female prisoners at EGRP, just over 20 per cent of the total prisoner population. As a mixed-gender prison with a significant female prisoner population, EGRP needed to demonstrate a clear women-centred approach. Women have different needs and challenges to men, particularly in the areas of children and childcare responsibilities, education, employment, mental and physical health, housing and income, substance abuse, victimisation, childhood and adult abuse.⁶⁵ This has been recognised in key departmental policy documentation, including Policy Directive 74: *The Management of Women in Custody*⁶⁶ and *The Management of Women in Custody – Procedures*.⁶⁷ Policy Directive 74 states that the Department must provide its services in ways that ‘reflect the cultural and social realities for women and respond to the unique needs of each woman’.
- 6.2 Women at EGRP were generally satisfied with most services and facilities. The pre-inspection prisoner survey showed that the average quality of life score for women was nearly double that of the men at EGRP, and was much higher than the state average. This was an impressive result for the prison. Women at EGRP had a clean living environment with an attractive garden, good employment levels, an active Women’s Support Officer, regular life skills activities and programs, and importantly for most, they were close to their homes and families. During the inspection, the female prisoners demonstrated concern and support for each other, and a strong ability to articulate their concerns. Those attributes may have explained their ability to cope better than the male prisoners despite less adequate service provision. With a continued focus on its female prisoner population and initiatives to close service gaps, EGRP could improve even further.

Living Environment

- 6.3 All female prisoners at EGRP were housed together in Unit 3, regardless of security rating. The unit had a grassed area enclosed by two wings of cells and other facilities. The unit office was situated in the corner of the two accommodation wings, providing a clear view for unit officers down both corridors. The unit was separated from Unit 2 by the recreation and dining rooms, and protected by security grilles and gates. Razor wire topped the roofs of Unit 3.
- 6.4 The unit capacity was officially 21, though trundle beds were used when the female prisoner population exceeded the official bed capacity.⁶⁸ Wing A had one cell with eight beds, one single-bed cell, an unused office, an ablution block and a small domestic style laundry. A multipurpose cell and an observation cell were located behind security grilles at the end of the wing. Wing B had two cells with four beds each, three single-bed cells and a mother and baby cell.

65 OICS, *Report of an Announced Inspection of Bandyup Women’s Prison*, Report No. 73 (August 2011) 1.

66 DCS, *The Management of Women in Custody*, Policy Directive 74 (January 2011).

67 DCS, *The Management of Women in Custody – Procedures* (December 2010).

68 DCS, *Eastern Goldfields Regional Prison Unit Three Unit Plan* (2010).

WOMEN

- 6.5 Unit 3 was well maintained considering the age and deteriorating condition of the prison. Recent repairs to vinyl flooring, skirting boards and walls were evident, and the unit was clean, with pleasant and well-tended gardens. The oppressive feel of the unit, however, with highly visible razor wire and traditional enclosed cells, made it an unsuitable environment for its majority minimum-security population. It was entirely inappropriate for babies or young children. The mother and baby cell was not in use at the time of the inspection.



Photo 18: Unit 3 Yard

- 6.6 None of the cells in Unit 3 had showering facilities, with women sharing a single ablution block. The ablution facility was clean, the showers were curtained, and there was a supply of sanitary products with proper disposal bins. There were only four showers: inadequate when the population of Unit 3 was high.
- 6.7 In summer the heat in Unit 3 could be extreme. Multiple occupancy cells had ceiling fans, though single-cells did not. Prisoners in single cells could purchase small fans from the canteen.

WOMEN

- 6.8 It was observed that the single telephone in Unit 3 was inadequate. Many female prisoners had significant roles in family and community, and relied on phone calls to stay in touch. Employment and prison routine restricted access to the telephone to late afternoons, and the resultant queuing and lack of privacy created tension.

Recommendation 12

A second telephone, located out of earshot of the existing telephone, should be provided in Unit 3.

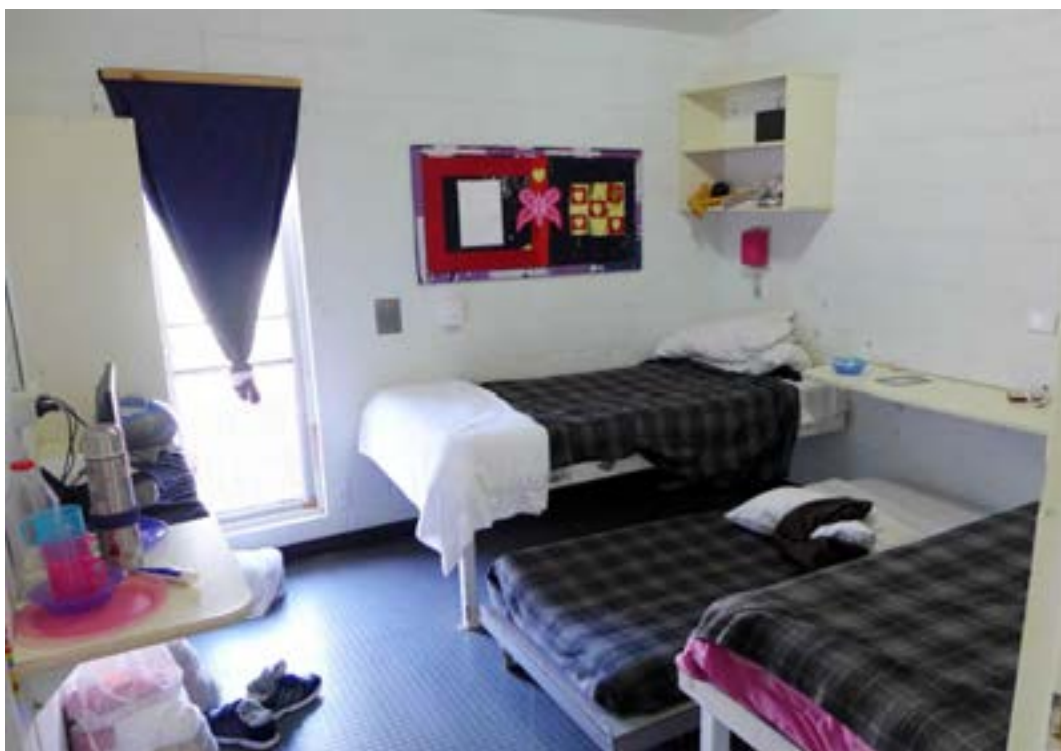


Photo 19: Double cell in Unit 3

Daily Life for Women

- 6.9 Women in Unit 3 were unlocked at 7.30 am, could access employment or education between 8.45 am and 11.30 am and again between 1.00 pm and 3.00 pm, before being locked down again at 7.10 pm.
- 6.10 The timetable changed on weekends, with a later unlock at 8.00 am and two visits periods each day. The whole prison was locked down on Tuesday mornings for staff training. Women did have fewer out-of-cell hours than men in Unit 2, regardless of their security classification. The early lock-down was described by women prisoners as 'unjust'.
- 6.11 Female prisoners at EGRP were permitted to mix with male prisoners during recreation time, in the education centre, and when employed in the kitchen. That positive and pro-social initiative contributed to prisoner rehabilitation.

WOMEN

6.12 Only 16 per cent of women were not working or in full-time education, compared to 22 per cent male unemployment and women earned slightly higher gratuity payments. Women did express a desire to work outside the prison but were underrepresented in Section 95 employment, and were not considered for work camp placement as there were no female work camps in Western Australia. Consequently women were unable to obtain level 23 (work camp) gratuities.

Recommendation 13

EGRP to increase the opportunities for approved female prisoners to participate in Section 95 (community) work equivalent to those available for male prisoners.

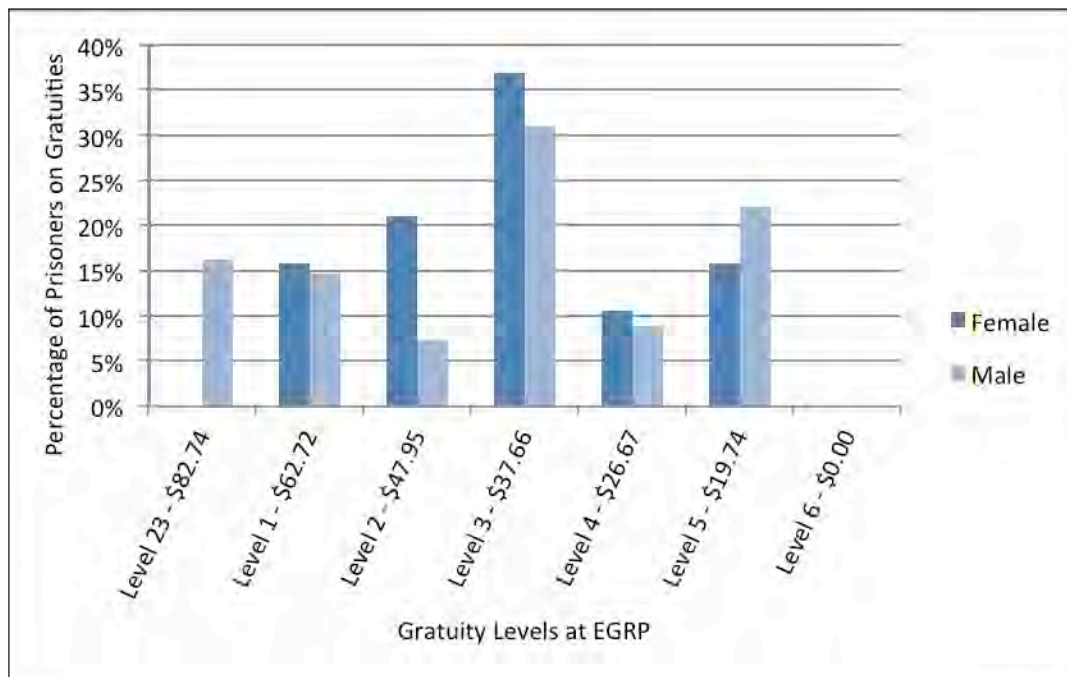


Figure 7. Percentage of male and female prisoners receiving different levels of gratuities.⁶⁹

6.13 The recreation room in Unit 3 was equipped with a television, video player, two couches, a bookshelf, some exercise equipment, a pool table and a table-tennis table. Prisoners told us the recreation room was more popular for its air-conditioning than for its facilities. The video collection was small, the book selection static, the gym equipment damaged, and the games tables not functional. Women requested more videos and gym equipment, and more books focused on Aboriginal culture.

69 DCS, TOMS, (accessed January 2014).

WOMEN

6.14 With the loss of the oval, women shared access to a small alternative, low-security recreation area with minimum-security males, but could be subject to a Local Order requiring restraints.⁷⁰ A security assessment could require that women be:

- only allowed to access the recreation area while handcuffed to another prisoner;
- only allowed to access the recreation area while handcuffed singularly; or
- allowed to access the recreation area without handcuffs.



Photo 20: Damaged exercise machines in Unit 3

6.15 In addition, all medium- and maximum-security female prisoners were required to wear red bibs while in the recreation area. The enhanced security for women at recreation had been in place since 2008, and the report of the 2011 inspection had noted that they felt the handcuffing of Aboriginal women was ‘an issue of deep shame, and particularly insensitive in view of the historical mistreatment of Aboriginal people in incarceration in Western Australia’.⁷¹ That report had called for more humane risk management strategies. Minimum-security male prisoners were not subject to restraints at recreation, and men in Unit 1 did have unrestrained access to secure external recreation.

70 DCS, *Prisoner Recreation*, Eastern Goldfields Regional Prison Local Order C03 (December 2010).

71 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) 29.

Working With and Supporting Women

- 6.16 A significant achievement for EGRP had been the appointment in October 2011 of a 0.6 FTE Women's Support Officer (WSO). Her role encompassed support and advocacy for female prisoners, coordination of programs and activities, and staff prisoner liaison. She was an Aboriginal woman from the Kimberley with a strong background in horticulture and culturally appropriate health care. Her achievements included:
- Maintenance of the thriving gardens in Unit 3.
 - Regular health promotion sessions involving sexual health, drugs and alcohol, nutrition, renal health, general women's health, and anti-smoking.
 - Information sessions on parenting skills and Aboriginal family law.
 - Weekly meal planning and preparation.
- 6.17 The WSO did report difficulty reconciling restrictive prison regulations and service provision to female prisoners. Some women, perhaps misunderstanding the constraints facing the WSO, complained that she 'did not do enough', and 'told them off', citing such matters as hair care. Although Unit 3 was equipped with a hair salon, the WSO had been unable to overcome insurance and funding issues preventing attendance by a professional hairdresser. In the meantime, women were not permitted to cut their own or each other's hair, an apparently illogical situation causing resentment. In contrast to some female prisoners, staff from across the prison were highly complimentary of the WSO.
- 6.18 Unit 3 was staffed by two officers on day shift, the WSO (on Wednesday, Thursday and Friday), and a unit manager covering both Units 2 and 3. A number of officers told us they did not like working with female prisoners as they were more demanding than men. Female prisoners were generally considered to have good communication skills and a strong ability to advocate for themselves and each other. The officers reportedly found the assistance of the WSO valuable in that context. While female prisoners did find the majority of officers respectful and not malicious, they suggested that cross-cultural training for staff and prisoners would improve communication and avoid cultural misunderstandings.

Women's Health Care

- 6.19 Recognising the particular healthcare needs of female prisoners, EGRP had made progress, but some service gaps remained.
- 6.20 Strategic direction for women's health care in EGRP was informed by the Department's *Women's Strategic Health Plan 2008–2012*, and by the *Health Services Directorate Business Plan 2012–2013*.⁷² Although those documents were technically out of date, the EGRP medical clinic had expressed a commitment to following them until they were reviewed.

72 DCS, *Women's Strategic Health Plan 2008–2012* (2008) 11.

WOMEN

- 6.21 General health services for both men and women were provided by a team of three clinical nurses, a clinical nurse manager and two visiting doctors, including one female nurse and one female doctor. This was a significant improvement since the last inspection. The clinical nurse manager also demonstrated a good understanding of women's health issues and a commitment to improving his knowledge of cultural implications for Aboriginal females.
- 6.22 The visiting female doctor was, however, only on-site every six weeks, and some female prisoners would avoid presenting to the male nursing staff with gynaecological concerns. Although the female doctor was not Aboriginal, she did come with long experience working with Kimberley Aboriginal women. Aboriginal female prisoners did request access to a female Aboriginal health worker on a regular basis.
- 6.23 The clinical nurse manager advised us that female prisoners had not had access to Implanon contraceptive implants in the 20 months of his tenure, despite their convenience and popularity. EGRP was not equipped with the necessary facilities or practitioners to insert or remove the implants, and an external medical provider had not been identified for that purpose.
- 6.24 The Department's Health Services Directorate had issued a directive that all female prisoners who were more than 20 weeks' pregnant were to be transferred to Bandyup Women's Prison in Perth,⁷³ as that prison could provide a higher level of obstetric care. It was the clinical nurse manager's view that moving pregnant women away from their home and family threatened the expectant mother's psychological health and wellbeing, particularly as the prison had no capacity to carry out individual risk assessments on a case-by-case basis. The practice also contradicted the Department's own *Management of Women in Custody – Procedures* which stated that 'in all ordinary circumstances, arrangements should be made for women to give birth to their baby in the hospital nearest their home'.⁷⁴
- 6.25 Despite the service gaps outlined above, nearly 90 per cent of the female prisoners responding to the pre-inspection survey rated the healthcare services at EGRP as good. This was a much higher proportion than the 24 per cent male approval rate.

73 DCS, *Health Services Procedure – PM 24: Management of Pregnancy* (June 2013).

74 DCS, *The Management of Women in Custody – Procedures* (December 2010).

Chapter 7

HEALTH AND WELLBEING

Background and Strategic Direction

- 7.1 The 2011 inspection of EGRP found the health centre to be under-resourced, with staff shortages leading to service shortfalls. The lack of female and Aboriginal medical staff impeded effective delivery to women, and to the majority Aboriginal prisoner population. Support systems, including the e-consult system and external medical services had not been fully utilised, and as a consequence, poor practices had developed and overall health service delivery had suffered. Those observations had generated four health-related recommendations:⁷⁵
- Ensure that health services, including comprehensive support in respect of chronic disease management, blood borne viruses, and alcohol and substance use, are commensurate with those provided in the metropolitan area.
 - Ensure the health centre is fully staffed and that the staff complement reflects the prisoner profile (i.e. includes female and Aboriginal staff).
 - Develop and implement an Aboriginal healthcare strategy that recognises the cultural and gendered needs of the local prisoner population.
 - Implement ongoing monitoring mechanisms with respect to health services to ensure compliance with procedures and standards, to identify opportunities for improvement, and to ensure staff accountability for their clinical practice.

HEALTH SERVICES

EGRP in 2014

- 7.2 The 2014 inspection found improvement across the service. In particular, the Department's Health Directorate had moved swiftly to provide oversight and support for the EGRP practice, and had established a manager of clinical standards to oversee the quality of clinical practices. The Directorate had also established a professional staff liaison coordinator to oversee provision of medical staff training through the Department's training Academy.
- 7.3 The population at EGRP had continued to contain a high proportion of Aboriginal prisoners, with Goldfields/Ngaanyatjarra and Noongar people predominating. Those cohorts typically suffered a burden of disease two-and-a-half times higher than other Australians, presenting with such chronic illnesses as cardiovascular, respiratory and renal disease, diabetes, cancer, hypertension, mental health and sexual and reproductive health issues, and poly-substance abuse.⁷⁶ Comorbidities were prevalent.
- 7.4 The majority of prisoners at EGRP had been serving short sentences, or were in the final weeks of longer sentences served elsewhere. The resultant high turnover of patients placed a heavy burden of screening and assessment on the EGRP health centre.

75 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011).
76 Aboriginal Health Council of South Australia, 'COAG workforce liaison', <<http://www.ahcsa.org.au/workforce-liason>>, accessed 6 February 2014>

Staffing, Service Delivery and Facilities

- 7.5 Health centre staffing deficits identified in the report of the 2011 inspection had been addressed in 2013, and the full complement of nurse manager, three nurses and a receptionist was in place at the time of the 2014 inspection. None of the medical staff were Aboriginal, and although the two male nurses had experience working with Goldfields Aboriginal patients, the female nurse did not. The nurse manager had been in place for 20 months and had brought improved stability and leadership.
- 7.6 Full staffing had permitted development of service provision beyond acute primary care, towards chronic healthcare management. It was anticipated that staff would be able to specialise in the areas of diabetes and renal care, re-entry related health care and female sexual and reproductive health was anticipated. The health centre did suffer from a lack of dedicated custodial staffing, with frequent delays in patient access. Medical staff were on duty seven days a week, but not on a 24-hour roster. The nurse manager had identified risk around the consequent reliance on custodial staff to medically assess prisoners received after hours.
- 7.7 Access to general practitioners (GPs) for medical consultations had improved since the 2011 inspection. The weekly three-hour consultation time then in place had been augmented by the attendance of the Department's senior medical officer for two days every six weeks. That change satisfied the need for acute care, but follow-up care would require doubling the two-day on-site service to every three weeks. This improvement was being planned for at the time of the inspection.
- 7.8 The nurse manager valued the Department's e-consult system, which meant a Hakea Prison-based GP could be accessed daily during business hours. EGRP's use of the e-consult system had increased since the 2011 inspection, with between one-third and one-half of all consultations conducted online. EGRP had implemented an effective medical booking system, with all prisoners issued a medical appointment card. Depositing that card in the designated box in the unit prevented service gaps due to illiteracy, and ensured patient privacy.
- 7.9 The health centre physical facility had not been designed for purpose. The confined space available did not provide a safe workplace, as staff were unable to maintain sufficient distance from a non-compliant patient. The close proximity of the reception and consultation spaces also hampered privacy and patient confidentiality. Although the centre lacked camera surveillance, a custodial officer was in attendance during all prisoner appointments, and lines of sight were good. Safety had improved since the 2011 inspection with the addition of emergency staff exit doors.



Photo 21: The medical centre treatment room

Specialist and External Services

- 7.10 Both the Kalgoorlie-Boulder community and the prison suffered from a general lack of specialist medical services. While prisoners were typically sent to Perth for certain specialist appointments, optometry, podiatry and physiotherapy services were provided locally. Dental services at the prison were not adequate, with Kalgoorlie Hospital as the local service provider unable to cover demand, and the Kalgoorlie Aboriginal Medical Service, Bega Garnbirringu, had not yet been engaged to assist. As elsewhere across the custodial estate, dental care at EGRP was limited to acute care and no restorative service was provided.
- 7.11 Hospital appointments for prisoners had created staffing shortages at the prison. The statewide prisoner medical transport contract with Serco fails to cover demand, thereby requiring EGRP custodial staff to cover the shortfall.⁷⁷ That resulted in overuse of overtime and cross-deployment. Regarding prison-initiated emergency hospitalisation, the nurse manager reported frequent rejection of prisoners by Kalgoorlie Hospital, despite his evaluation that admission was necessary. External hospital appointments had also been frequently cancelled by the health centre because prisoners were surprised by and unprepared for those appointments. To counter that, the nurse manager had provided two-weeks warning to a prisoner patient, but no specific date. This lessened the risk of patient cancellation while maintaining the Department's security policy that restricted precise appointment notification.

⁷⁷ DCS had a contract in place with Serco to provide a limited number of medical transfers for prisoners.

Medication

- 7.12 Medication was provided weekly to the EGRP health centre by the dispensary at Hakea Prison. Prescriptions were generated by visiting GPs and specialists, and through the e-consult system. Medical supplies had been routinely supplemented on request by Kalgoorlie Hospital on a one-for-one replacement arrangement. Expensive emergency purchases from local private practice pharmacies were avoided. Prisoners arriving at EGRP from elsewhere in the custodial estate carried Webster Packs and corresponding medical records. Those arriving from the community with medication were assessed, and any script and medication was checked for accuracy, labelling and expiry date.
- 7.13 Concern surrounded the denial of continuity when a prisoner patient had been non-compliant with a medication regime while in the community prior to arrival at EGRP. The nurse manager required that a medical assessment was necessary in those cases to ensure that re-starting the regime was appropriate and safe for the patient.⁷⁸
- 7.14 Medication for minimum-security male and female prisoners was dispensed from the health centre hatch, in the line of sight of the security control room, and in the presence of a custodial officer. Medication for medium- and maximum-security male prisoners was dispensed from the medical suite in Unit 1. One custodial officer was present, and the process was considered secure.

Addiction and Lifestyle Risk

- 7.15 Use of tobacco products was high at the prison in 2014, with 84 per cent of surveyed prisoners reporting nicotine addiction. Despite that prevalence, only 14 per cent of prisoners reported receiving assistance to quit smoking, much reduced from the 25 per cent in 2011, and lower than the state average of 29 per cent. Only 13 per cent of prisoners surveyed reported assistance with drug or alcohol addictions while at EGRP, again lower than in 2011 (34%) and lower than the state average (43%).
- 7.16 The Women's Support Officer (WSO) had conducted a program in Unit 3 detailing the harms of substance abuse, and a local service provider facilitated the 'Health In Prison, Health Outta Prison' (HIP HOP) program, addressing the spread of blood-borne diseases.

Health Services for Aboriginal Prisoners

- 7.17 The prison had participated in the Council of Australian Government (COAG) funded Aboriginal Transitional Health Program, in cooperation with the Bega Garnibirringu Aboriginal Health Service. Bega provided one full-time female Aboriginal health worker with strong language skills, and at the time of the inspection 12 prisoners were participating.
- 7.18 Bega already provided in-reach health education services, including sexual health education, healthy lifestyles education and access to a mobile health clinic. As well as capacity to provide Aboriginal health workers, Bega reported having scope to increase service provision of eye, ear and throat specialist services at the prison, thereby avoiding transfer of prisoners to Perth for those services.

78 DCS, EGRP Nurse Manager, written response to OICS enquiry (6 February 2014). The Nurse Manager reported that restarting patients on drugs such as hypertensive drugs, cardiac drugs, diabetes, and psychotic drugs (especially Clozapine) incurred unreasonable medical risks that could result in fatalities.

- 7.19 The nurse manager had occasion to engage the services of older Aboriginal prisoners versed in traditional healing practices (maparntjarra), both to directly help prisoner patients from remote communities and to encourage prisoner participation in western medical procedures. Other health centre staff reported that although the Department did not provide cultural awareness training relevant for working with Goldfields/Ngaanyatjarra prisoners, mentoring was provided by both experienced staff and by older prisoners. The Prisoner Support Officer (PSO), the WSO and the two male nurses had been of particular help in that regard.

Health Services for Women

- 7.20 Those female prisoners responding to the survey reported good relations with health centre staff. The presence of a female nurse and the occasional female GP encouraged better health screening, although some preferred to wait until release to access community health services. Privacy of female patients had been compromised by the necessary presence of a custodial officer at the health centre. As discussed earlier, woman over 20 weeks pregnant had been required to transfer to a metropolitan prison, despite the obvious benefit of proximity to family.
- 7.21 Women in Unit 3 valued the health education services provided by the WSO, and the associated linkage with the Bega Aboriginal Health Workers on release, promoted by the COAG Aboriginal health re-entry worker.

MENTAL HEALTH SERVICES AND WELLBEING

- 7.22 The inspection in 2011 had identified insufficient Departmental support for staff managing prisoners with mental health and substance abuse problems, with the formal recommendation that:⁷⁹

The Academy should facilitate delivery of First Aid Mental Health Training for all staff working with Aboriginal prisoners.

- 7.23 That situation was again observed in 2014, with custodial staff again citing a lack of access to Mental Health First Aid Training.
- 7.24 At the time of the 2014 inspection, the prison lacked dedicated mental health accommodation facilities, with all mental health management being delivered in the mainstream units. Unit 1 was particularly unsuitable for those patients, being cramped, lacking opportunity for constructive activity, and with the comfort of a long view from their secure exercise area to the horizon impeded by the new metal perimeter fence. Unit 2 had improved in appearance since the 2011 inspection, with removal of razor wire from the roof, and attractive landscaping of the internal exercise yard. Unit 3 had improved as a therapeutic environment, with attractive landscaping in the internal exercise yard. The regular presence of the WSO provided an avenue for individual and small group discussion of mental health and related issues.

79 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (June 2011) Recommendation 14.

Aboriginal Mental Health and Wellbeing

- 7.25 Aboriginal prisoners with mental health issues would have likely found the confined space in Unit 1, the frequent lock-downs, and the loss of amenity following erection of the metal perimeter fence particularly distressing. Inability of the prison to secure AVS services over several years had further impacted on the wellbeing of Aboriginal prisoners. EGRP management had reported that two new AVS members were preparing to commence service delivery in the second quarter of 2014. The Prison Counselling Service (PCS) counsellor reportedly engaged older Aboriginal prisoners to assist with discrete discussion of difficult issues with male Aboriginal prisoners.
- 7.26 The pre-inspection survey of prisoner views had shown that a continuing high proportion of respondents felt that EGRP neither understood nor respected their culture.⁸⁰ The staff survey, by contrast, suggested very strong respect for and recognition of Aboriginal culture, significantly above the state average.⁸¹ The disparity suggested poor communication between prisoners and staff.

Managing Prisoners in Crisis

- 7.27 The transient prisoner population at EGRP generated a high self-harm assessment load, particularly as the prison sensibly included denial of parole amongst its scope of self-harm indicators. The unsettling psychological stressors on remandees were also demanding of the single PCS counsellor. The Prisoner Risk Assessment Group (PRAG) managed the At-Risk Management System (ARMS) across the prison.⁸² The Assistant Superintendent Operations (ASO) chaired regular cross-disciplinary PRAG meetings, with contributions from the PCS counsellor, PSO and WSO, the unit managers and nurses. PRAG and ARMS appeared to be working well and there were low rates of self-harm. The PRAG team had identified and engaged older Aboriginal prisoners to assist with crisis management where appropriate.⁸³
- 7.28 As with physical health care, the lack of clinical staff after-hours impeded mental health service delivery for incoming prisoners.
- 7.29 As in 2011, the 2014 inspection found that the prison's peer support system was dysfunctional, despite the pivotal role played by those prisoners in assisting with the management of some of the mental health issues. The transient prisoner population made long-term appointments difficult, undercutting team stability. Peer support meetings were not minuted. Unit 1 had no peer support representatives, and peer support prisoners from Unit 2 were denied sufficient access to Unit 1.

80 OICS, Pre-inspection Prisoner Survey (December 2013). Less than one quarter of prisoners reported that staff understood their culture, and only one third of prisoners reported that staff respected their culture. The prison had made efforts to source a local expert to provide appropriate cultural awareness training, but had not succeeded.

81 OICS Pre-inspection Staff Survey (December 2013).

82 The process at each prison is subject to annual review, submitted to the Suicide Prevention and Clinical Governance Manager.

83 DCS Inspection Document 3.7, ARMS Annual Review September 2013. Nursing and PCS staff also engaged in consultation with unit elders during the inspection.

Mentally Impaired Accused Persons

- 7.30 In the weeks following the inspection of 2014, the case of a mentally impaired accused person sentenced indefinitely at EGRP rose to national prominence.⁸⁴ Although the person had not been a resident of Western Australia, the offence had been committed in a Goldfields town, and charges had been laid. Under the relevant legislation⁸⁵ a Western Australian magistrate had deemed the offender unfit to stand trial and had placed the person on a custody order, to be detained indefinitely in a prison, or in a declared place. In the 17 years since passage of the Act, no such places had been declared. The person was consequently held at EGRP, despite not having been found guilty of the charges.
- 7.31 The person was interviewed during the inspection and stated that repatriation would be the best outcome. Fellow prisoners expressed concern for the person, and recommended a senior prisoner be allocated the job of providing care. The Western Australian Mentally Impaired Accused Review Board had re-visited the case on six occasions over the 18 months that the custody order had been in place, but an alternative solution had not been found.
- 7.32 The high profile case cited above brought national attention to a circumstance that is too common in the Western Australian custodial estate. This Office has reviewed the instances in which mentally impaired persons have been detained indefinitely and has made some wide-reaching recommendations.⁸⁶

84 ABC Television *Lateline* Program (13 March 2014).

85 *Criminal Law (Mentally Impaired Accused) Act 1996* (WA).

86 OICS, *Mentally impaired accused on 'custody orders': Not guilty, but incarcerated indefinitely* (April 2014).

Chapter 8

STAFF AND SECURITY

STAFF

Staffing Profile

- 8.1 EGRP is authorised to employ 81.6 full-time equivalent (FTE) staff, consisting of:
- 49 custodial (prison) officers;
 - 10 vocational support officers;
 - 11 work camp custodial officers, and
 - 11.6 administration and management staff.
- 8.2 As at December 2013, just over one-third of the prison's custodial staff, and nearly two-thirds of the Vocational Support Officers, were female. Seven staff were Aboriginal.
- 8.3 When the new prison is commissioned in July 2015, staffing numbers will need to increase by an estimated 175 per cent, from 81 to 225. The prisoner population will increase by up to 191 per cent. The Department has set a target to employ 50 per cent Aboriginal staff in the new prison, a dramatic increase from the current 8.5 per cent.⁸⁷ Both the overall staffing level, and the 50 per cent Aboriginal component will be difficult to achieve, particularly as the prison already faces challenges in attracting and retaining staff.
- 8.4 The Superintendent, aware of the recruitment challenge ahead, has proposed that recruitment and training should commence in July 2014. Considering the scale of the challenge, that timeframe is unrealistic. The Superintendent has established a working relationship with the local Aboriginal Workforce Development Centre, with the aim of recruiting local Aboriginal people who have been trained, but not employed, by the mining industry. The Superintendent, while strongly supportive of the employment of Aboriginal people at EGRP, cautioned that they may be reluctant to work in custodial roles, particularly when locking up people from their own communities. He did note that Aboriginal people had worked successfully in prison officer positions, including at EGRP. Prison management may need to consider implementing strategies to support Aboriginal people to succeed in custodial roles, as well as recruiting to alternative positions.

Recommendation 14

EGRP be supported to develop robust recruitment strategies to lift the proportion of Aboriginal staff across all positions at the prison.

Staff Relations

- 8.5 The 2011 inspection found staff at EGRP to be a positive and cohesive team. In 2014 we found a similar situation. Many custodial staff spoke highly of the Superintendent and the administration team.
- 8.6 The views expressed by staff during our inspection matched those expressed in our staff survey. In the pre-inspection survey, 38 per cent of staff reported good working relationships, and strong support from both line management and prison management.

87 DCS Corporate Support, *Eastern Goldfields Regional Prison Redevelopment*, Volume 2, Appendix 2: *Goldfields Custodial Plan*, (June 2007) 10.

No one said staff got along poorly. That survey result was however worse than in 2011 when 80 per cent of staff reported good working relationships, and worse than the state average. The deterioration likely reflected a specific misconduct allegation relating to one custodial officer, which had been causing speculation and tension in the months leading up to the 2014 inspection. Some staff felt that the issue had been unnecessarily escalated, but correct reporting processes had been followed in view of the nature of the allegation. The Superintendent had managed tensions created by the issue, but will need to ensure that staff remain professional and cooperative after the issue is resolved.

Staffing Levels

8.7 The 2011 inspection noted the staff perception that EGRP suffered from a lack of regional incentives to counter the high cost of living and lack of amenity in Kalgoorlie–Boulder. That view persisted. Custodial staffing levels had fallen in mid-2013, and in December 2013, 20 per cent of custodial officer shifts were unfilled, with 30 per cent covered by relief arrangements. Recruitment of additional staff early in 2014 had eased this situation and enabled vacant custodial positions to be filled.

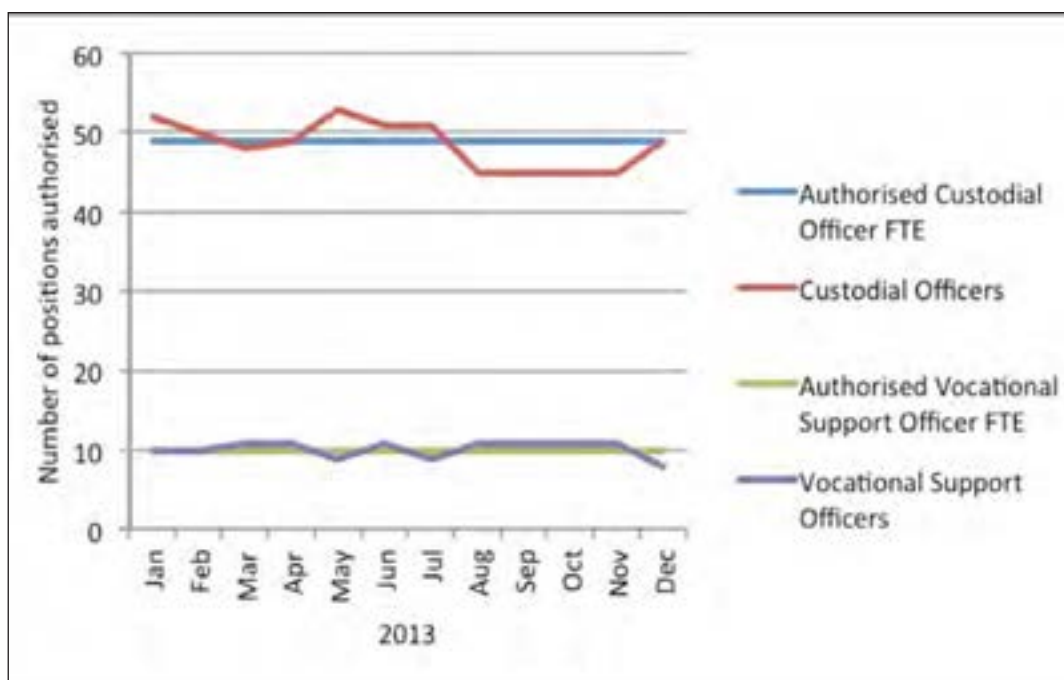


Figure 8: Custodial Officer and Vocational Support Officer positions authorised and actual in 2013.⁸⁸

Training

8.8 The availability and quality of training at EGRP continued to frustrate staff. Between 25 and 71 per cent of staff responding to our staff survey said that they had not been adequately trained in emergency response, loss of control, case management, management of prisoners with drug issues, management of prisoners with mental health issues, and use of the disciplinary process.

88 DCS, EGRP employment data (2013).

- 8.9 The EGRP satellite training officer organised and delivered training on-site, or at other local training facilities. There were 30 courses run locally for prison officers, and 16 of those courses were designated as key competencies that required ongoing refresher training. Analysis of EGRP's training records during the inspection showed a large proportion of prison officers were overdue for refresher training in key competency areas, as shown in Figure 9.



Figure 9: Percentage of EGRP prison officers whose training is out of date in key competency areas.⁸⁹

- 8.10 The satellite trainer advised that the prison's rostering and its limited ability to relieve officers while they attend training make it difficult to schedule courses due.
- 8.11 Apart from on-site training, Departmental staff could apply to attend training at the Department's training academy in Perth. The Academy ran courses for metropolitan and regional staff. Transport and accommodation costs would be usually be covered for a limited number of regional staff attending the Academy. Officers at EGRP told us that their access to Academy training was very poor, but it was not clear whether they failed to apply, did not get approval from local management, or did not get approval from the Academy itself. Records confirmed that while a quarter of total EGRP staff attended training at the Academy in the year to 30 September 2013, only 13 per cent of officers had done so.

89 DCS, EGRP training records (January 2014).

- 8.12 Prisoners at EGRP suggested three training priorities for custodial and non-custodial staff:
- Working with female offenders – records show that only 41 per cent of prison officers at EGRP had completed training in working with female offenders;
 - Working with prisoners with mental health conditions – the staff survey revealed that staff believe they need more training to help them work better with prisoners who have mental health conditions; and
 - Understanding Aboriginal culture – Seventy-five per cent of staff who responded to our survey said they had been adequately trained in cultural awareness, but less than one-quarter of prisoners who responded to the pre-inspection survey said that staff understood their culture. The Prisoner Support Officer noted that staff should be specifically trained to understand and respect Goldfields/Ngaanyatjarra culture.

Recommendation 15

EGRP should significantly increase its staff training completion rates, particularly in relation to:

- (a) compulsory officer courses and modules;*
- (b) working with female offenders;*
- (c) working with prisoners with mental health conditions; and*
- (d) local Aboriginal cultural awareness.*

SECURITY

Secure Infrastructure

- 8.13 EGRP was commissioned in 1980 and designed as a minimum-security facility with capacity to manage higher security prisoners for a short time. It was designed as a single building with internal yards, its primary security layer being the outer wall of that building. The physical security in each unit varied according to the security classification of the prisoners residing therein.
- 8.14 Unit 1 was designed to accommodate medium- and maximum-security male remandees. A range of measures had been added over the years to enhance security. The small recreation yards had been secured by ‘sky-bars’ preventing roof access. Roofs were protected by double or triple-barrelled stacked razor wire with the razor wire on the roof redoubled after an escape in 2007. The area immediately outside cell windows was secured by a cyclone wire cage and one or more layers of fencing reinforced by multiple barrels of razor wire. A high fence with cowling formed a race from the unit common room and surrounded an outdoor recreation area. That in turn was surrounded by additional security fencing creating a dead zone protected by beam detection. The detection system continued around the edge of the main building past Units 2 and 3. Unit 1 was regarded as a secure area and was accessed with a specific key set.
- 8.15 Unit 2 was designed as a minimum-security unit and had little additional security, although prisoners were locked inside the unit except when attending visits, industries, the canteen, outdoor recreation areas within the prison, or undertaking work or

recreation in the community. Since the inspection of 2011 and following a specific recommendation in that report, razor wire on the roof of Unit 2 had been removed.⁹⁰ Beam detectors were in place to detect intrusions on roofs around Unit 3, and elsewhere throughout the prison.

- 8.16 Unit 3 accommodated female prisoners of all security classifications, and was secured by razor wire surrounding its roof line, detection beams on the roof and outside the building, and an additional high fence protected by razor wire along the two external sides of the unit. Security around Unit 3 served also to deter intrusion by male prisoners.
- 8.17 With the construction of the new prison underway, a new perimeter fence was erected in August 2013. The overall prison footprint was reduced by 60 per cent, and the oval and nursery outbuildings were excised to permit site works. The new perimeter had marginally increased security by establishing a more difficult fence to scale, and reduced the opportunity for contraband to be thrown over or received by prisoners. However, the site still lacked any effective fencing on the eastern side of the new recreation area, and at the front of the prison.

Procedural and Dynamic Security

- 8.18 In addition to physical security, procedural and dynamic security had proved essential to maintain a safe and secure prison environment. Procedural security included controlling access to the prison, counting prisoners, preventing and detecting contraband, and managing intelligence information. Dynamic security encompassed the regular positive interaction between prisoners and prison officers, enabling the prison to gather information, manage conflict and stop incidents from taking place.



Photo 22: New perimeter fence, razor wire and cowling

90 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 72 (August 2011) Recommendation 16.

8.19 Both procedural and dynamic security had been well managed at EGRP. Since the last inspection the prison had implemented a number of procedural security improvements, in line with statewide security requirements. They included a methodical system of identifying security issues for attention, changes to the gatehouse and its surveillance as well the process of issuing of keys, and a documented security agreement with the education operations area.

Managing Prisoner Behaviour

8.20 Prisons often chose to use a hierarchy of accommodation to encourage compliant prisoner behaviour and discourage disobedience. The design of EGRP afforded little opportunity for hierarchical management of prisoners. In Unit 3, female prisoners were all managed without any difference in accommodation between those on different security ratings, or compliant prisoners on enhanced supervision. EGRP had no provision for self-care. There was a small multi-purpose section in the unit, with one multi-purpose unit (MPU) cell and one observation cell. The MPU cell could accommodate a person held for investigation after an incident, or serving a punishment regime. The Unit 3 MPU had been required at times to cater for male prisoners unable to be accommodated in Unit 1.

8.21 Male prisoners had separate minimum-security and management units. Unit 2, the male minimum-security unit, lacked any self-care or incentive accommodation. Unit 1 included a four-cell MPU section and an observation cell.

Drugs and Alcohol

8.22 Preventing misuse of substances has been effective in managing prisoner behaviour and reducing health risks in prisons. EGRP had a Local Drug Action Plan last revised in September 2010. Its express purpose was 'to identify agreed strategies in the management of drug use by prisoners at Eastern Goldfields Regional Prison'.⁹¹ The EGRP plan included a three-pronged strategy:

- security practices designed reduce the supply of drugs in the prison;
- programs and services to reduce demand by prisoner; and
- services directed at reducing harm associated with substance use.

8.23 As was usually the case with such prison drug action plans, the second of those strategies was underdeveloped. It made reference to offender programs relating to addictions, which were actually only available to a small minority of prisoners and then only if prisoners were transferred to other prisons.

8.24 Drug (and alcohol) testing has been one of the standard tools used by prison security to detect, address and deter prisoners involved in using substances in prison. Two forms of testing are used, prevalence testing and targeted testing. Prevalence testing is conducted in accord with national protocols to measure the levels of substance use in particular prisons and across the prison system. In a population which averaged 102.7 in the years 2011–2013 (inclusive of those placed at Warburton Work Camp), an average of 48.4 per cent of prisoners were required to be tested each quarter to ensure the statistical validity of the testing regime. This had been a considerable burden on staff and prisoners, particularly in such a small prison.

91 DCS, *Local Drug Action Plan*, Eastern Goldfields Regional Prison (September 2010).

- 8.25 Figure 10 showed considerable variation in the rate of positive results from random prevalence testing over the three years of 2011–2013. The information has been expressed as an estimate of positive results for the whole EGRP population. There was a significant peak in the May 2012 quarter when 20.5 per cent tested positive, followed by two further quarters at an elevated rate. By contrast, the last two-quarters of 2013 had zero positives.

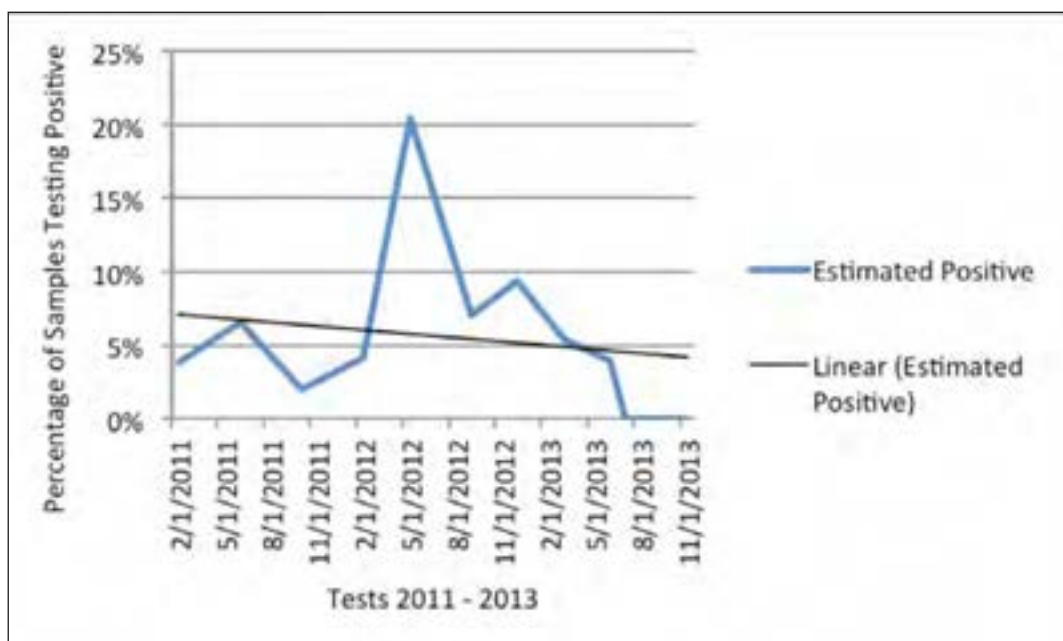


Figure 10: Positive results from drug and alcohol testing of EGRP prisoners for the period 2011–2013.⁹²

Managing Emergencies

- 8.26 As well as managing day-to-day security, prisons need to be ready to manage any emergency situations that might arise. In the past year EGRP had completed sufficient emergency exercises to engage as many staff as possible in emergency management preparedness, with useful lessons learnt. However, EGRP and the Department more widely were still poorly prepared to rescue any persons caught in razor wire, especially if they were caught on top of a fence or anywhere at height. The Department of Fire and Emergency Services had stated that their staff ‘will not conduct at height retrieval of prisoners from razor wire as they lack specialist equipment’.⁹³ EGRP had been proactive in seeking guidance from the Department about appropriate procedure for razor wire extraction, but to no avail, with the reason given that there was ‘a lack of subject matter expertise within the Department’.⁹⁴
- 8.27 While there are many other opportunities to modernise and improve security infrastructure and systems at EGRP, the security arrangements in place at the current facility are adequate in view of the relatively short period leading up to the commissioning of the new facility.

92 DCS, State Drug Statistics Report within the Performance and Statistics Reporting Services Portal in J-Staff, the Department’s intranet.

93 DCS, *Security Assessment – Eastern Goldfields Regional Prison* (15 May 2013), Security Services Directorate, 10.

94 Ibid.

Appendix 1

THE DEPARTMENT'S RESPONSE TO 2014 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>1. That TOMS be used effectively to capture the cultural background of Aboriginal prisoners and that EGRP management make better use of that information.</p>	<p>Supported Adult Justice will review the use of TOMS and other systems by the prisons and in consultation with Corporate Support (Business Intelligence and Reporting Branch) determine how cultural background of Aboriginal prisoners are best collected and recorded. Suitable training will be arranged on collection and extraction of such information.</p>
<p>2. That EGRP be resourced by the Department to engage effectively with remote and regional Aboriginal communities, in particular to:</p> <p>(a) gather social and cultural information to assist with the refinement of service delivery to Aboriginal prisoners; and</p> <p>(b) deliver timely and accurate information about departmental strategic direction, policy changes and operational procedure to members of those remote and regional communities.</p>	<p>Supported The Department remains committed to continuing and supporting this level of effective engagement.</p> <p>The Superintendent and management team are actively engaged and maintain regular contact with community reference groups, government and non-government agencies.</p>
<p>3. That EGRP develop connections with the Goldfields/Ngaanyatjarra Aboriginal community with the specific intent of reactivating the Aboriginal Visitor Scheme and establishing an Elders Visits process to assist and guide service delivery at the prison.</p>	<p>Supported AVS commenced working at EGRP in February 2014.</p>
<p>4. The Department provide custodial and non-custodial staff at EGRP with cross-cultural training specific to the Goldfields/Ngaanyatjarra region.</p>	<p>Supported In Principle The Academy currently offers the 2 day Working with Diverse Cultures for Departmental staff who work with Aboriginal clients, co-workers or communities in Western Australia.</p> <p>The Academy, in consultation with the local Satellite Trainer is liaising with the Goldfields Institute of Technology to develop a cross cultural awareness course specific to the Goldfields/Ngaanyatjarra region.</p>

THE DEPARTMENT'S RESPONSE TO 2014 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>5. Accredited training should be available at the Warburton Work Camp.</p>	<p>Supported In Principle The capacity and utilisation of Warburton Work Camp is being reviewed in conjunction with other agencies to determine future use. The review will determine the practicality of providing accredited training. If the review determines practicality and subject to funding, accredited training will be provided.</p>
<p>6. Male prisoners in Unit 1 at EGRP should have equal access to education, training and employment.</p>	<p>Not Supported Unit 1 is the male secure unit where prisoners with a security rating of above minimum are accommodated on a short-term basis. Male prisoners with a security rating of higher than minimum are generally transferred to other prisons within three weeks. Equal employment and access to vocational skills opportunities will be afforded to prisoners of all security classifications in the new prison.</p>
<p>7. The Department should examine ways to increase the number of prisoners who are rated minimum-security as being eligible for work camp placement to ensure full use of the Warburton work camp.</p>	<p>Supported In Principle The Department is currently reviewing and examining opportunities to maximise the future use of the Warburton facility.</p>
<p>8. EGRP should be supported to deliver comprehensive rehabilitation and re-entry programs to prisoners of all security classifications and genders, to remand prisoners, and to those with short placements.</p>	<p>Supported In Principle The new prison has been designed to provide a range of programmes to all prisoners ranging from comprehensive programmes targeting offending and life skills programmes. In addition a number of female specific programmes will be available.</p>
<p>9. (a) Prisoners in all three units should have greater access to recreation facilities; and (b) Minimum-security prisoners in Units 2 and 3 should have access to musical equipment, and should be permitted to form musical bands.</p>	<p>Supported Use of local risk assessment applicable to female prisoners and their suitability to recreate in open areas appears to be satisfactory. Musical equipment was withdrawn due to malicious damage, this has subsequently been reinstated. The musical equipment is being used by the prisoners under the supervision of staff.</p>

THE DEPARTMENT'S RESPONSE TO 2014 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>10. Razor wire should be removed from Unit 3. Until razor wire is removed, extraction training and a rapid response capacity must be made available.</p>	<p>Not Supported</p> <p>A security review to remove the razor wire from Unit 3 was completed in 2013. The outcome of this review found that the removal of the razor wire presented an unacceptable risk to DCS.</p> <p>Fence retrieval training is not considered practical. The likelihood of a prisoner being caught in the razor wire is considered to be low; however, in the event that this should occur, local DFES staff will provide assistance in retrieving the prisoner.</p> <p>The new prison contains no razor wire as part of its internal or external security defence lines</p>
<p>11. All prisons in the state, including EGRP, should innovatively expand the use of Skype or other on-line technologies to facilitate family and community contact, official appointments, coverage of significant occasions and connection with communities.</p>	<p>Supported In Principle</p> <p>The Department is committed to introducing e-visits to all facilities, based on funding.</p>
<p>12. A second telephone, located out of earshot of the existing telephone, should be provided in Unit 3.</p>	<p>Not Supported</p> <p>Feasibility of providing a second telephone was completed in 2014 as part of a proposed increase in the female population; however, the installation costs of a second telephone could not be justified given the scheduled demolition of the existing prison in 2015.</p>
<p>13. EGRP to increase the opportunities for approved female prisoners to participate in Section 95 (community) work equivalent to those available for male prisoners.</p>	<p>Supported</p> <p>Suitably assessed females do participate in external activities as per Section 95 approved activities.</p>
<p>14. EGRP be supported to develop robust recruitment strategies to lift the proportion of Aboriginal staff across all positions at the prison.</p>	<p>Supported</p> <p>The Department is committed to recruiting a staffing population that is representative of the community.</p>

Recommendation	Acceptance Level/Response
<p>15. EGRP should significantly increase its staff training completion rates, particularly in relation to:</p> <ul style="list-style-type: none"> (a) compulsory officer courses and modules; (b) working with female offenders; (c) working with prisoners with mental health conditions; and (d) local Aboriginal cultural awareness. 	<p>Supported In Principle</p> <p>The Academy provides training in Working with Female Offenders (WWFO) both within the metropolitan and through local delivery within the regions. Local WWFO programs have been delivered on-site on three occasions in the past 12 months, providing good access for both prison and community-based staff.</p> <p>Two officers at Eastern Goldfields Regional Prison have been provided the skills and tools to increase this local delivery capacity to the organisation.</p> <p>The Academy is working with the local administration to arrange local training specific to the Ngaanyatjarra region in cultural awareness (See Recommendation 4).</p> <p>The Academy through the support of the Eastern Goldfields Regional Prison Satellite Training Officer and local trainers provides training in Operational Skills with a scheduled plan for the fiscal period that provides suitable levels of commitment and access to staff to attend and maintain their operational currency.</p> <p>The Academy can facilitate the provision of Mental Health First Aid training for EGRP. Further planning to address these needs will be conducted as part of the training requirements for the EGRP redevelopment. Access to training is dependent on the EGRP releasing staff to undertake training.</p>

Appendix 2

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2011 RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation/Duration Report No. 72, <i>Report of an Announced Inspection of Eastern Goldfields Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	Strategic Direction Develop and implement processes for region-specific and Aboriginal-centred throughcare, together with a detailed monitoring and evaluation plan. Supported – existing department initiative			•		
2.	Rehabilitation and Resettlement Implement measurable strategies to increase the number of Aboriginal prisoners from this region who are eligible for minimum-security status and associated programs and treatments. Supported in principle	•				
3.	Rehabilitation and Resettlement Put better systems and resources in place for release planning and re-entry into the community for all prisoners from the Goldfields/Ngaanyatjarra region. In particular, where security allows, displaced prisoners should be given more time at EGRP before release. Supported – existing department initiative		•			
4.	Women in EGRP Ensure all staff who work with female offenders attend the five-day Working with Female Offenders training course. Supported		•			
5.	Women in EGRP Provide programs to address the needs of all women who have been convicted of violent offending, including those at high risk of violent re-offending, both at EGRP and at other prisons. Not Supported	•				
6.	Respect for Culture Implement an intensive recruitment drive for Aboriginal staff, with a strong focus on employment relating to rehabilitation, reparation and re-entry. Supported		•			
7.	Community Engagement Develop dynamic community engagement inside and outside the prison, including (i) a workable solution to the ongoing lack of an active Aboriginal Visitors Scheme and Elders program; and (ii) more structured and more frequent consultation with relevant communities regarding the Warburton Work Camp. Supported in part	•				

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE
2011 RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation/Duration Report No. 72, Report of an Announced Inspection of Eastern Goldfields Regional Prison.	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
8.	Facility Ensure that EGRP is fully maintained to an appropriate level, pending the new prison. Supported in part				•	
9.	Facility (a) Install suitable climatic controls to reduce air temperatures and to increase cool air circulation in Unit 2 and 3 prisoners' cells at EGRP. (b) Explore and implement other management measures to reduce the impact of the harsh climate. Supported in part		•	•		
10.	Health and Wellbeing Ensure that health services, including comprehensive support in respect of chronic disease management, blood borne viruses, and alcohol and substance use, are commensurate with those provided in the metropolitan area. Supported – existing department initiative			•		
11.	Health and Wellbeing Ensure the health centre is fully staffed and that the staff complement reflects the prisoner profile (i.e. includes female and Aboriginal staff). Supported			•		
12.	Health and Wellbeing Develop and implement an Aboriginal healthcare strategy that recognises the cultural and gendered needs of the local prisoner population. Supported – existing department initiative			•		
13.	Health and Wellbeing Implement ongoing monitoring mechanisms with respect to health services to ensure compliance with procedures and standards, to identify opportunities for improvement, and to ensure staff accountability for their clinical practice. Supported – existing department initiative			•		
14.	Suicide and Self-harm The Academy should facilitate delivery of First Aid Mental Health Training for Aboriginals and Torres Strait Islanders for all staff working with Aboriginal prisoners. Supported – existing department initiative	•				

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE
2011 RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation/Duration Report No. 72, <i>Report of an Announced Inspection of Eastern Goldfields Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
15.	Staffing, Systems and Security Ensure adequate delivery of Academy courses to EGRP staff. Supported – existing department initiative	•				
16.	Staffing, Systems and Security Provide equipment, extraction training, and a rapid response capacity for the use of razor wire, or provide alternative security measures. Supported		•			

Appendix 3

THE INSPECTION TEAM

Professor Neil Morgan	Inspector of Custodial Services
Charlie Staples	Inspection and Research Officer
Matt Merefield	Inspections and Research Officer
Cliff Holdom	Inspection and Research Officer
Michelle Higgins	Inspection and Research Officer
Shane Hamilton	Aboriginal Service Delivery Expert
Lin Kilpatrick	Custodial Architecture Expert

Appendix 4

KEY DATES

Formal notification of announced inspection	26 September 2013
Pre-inspection community consultation	26 November 2013
Start of on-site phase	19 January 2014
Completion of on-site phase	23 January 2013
Inspection exit debrief	24 January 2014
Draft Report sent to the Department of Corrective Services	22 May 2014
Draft report returned by the Department of Corrective Services	01 July 2014
Declaration of Prepared Report	30 July 2014

*Inspection of prisons, court custody centres, prescribed lock-ups,
juvenile detention centres and review of custodial services in Western Australia.*



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