



OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES

REPORT OF AN ANNOUNCED INSPECTION  
OF ROEBOURNE REGIONAL PRISON

106

OCTOBER 2016

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that contributes to a more  
accountable public sector*

## **Report of an Announced Inspection of Roebourne Regional Prison**

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# Inspector's Overview

## SOME POSITIVE CHANGES AT THE PRISON BUT A VACUUM IN PLANNING FOR THE PILBARA

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We have always found Roebourne Regional Prison to be a complex and challenging place to inspect. Situated in a remote regional environment with a predominantly traditional Aboriginal prisoner group, issues such as staffing, infrastructure and service delivery needs have never been easy for us to assess and address.

We appreciate it has similarly been a complex and challenging prison for the Department to operate.

While recognising this, we have often harboured concerns that this challenging operating environment has sometimes meant that our findings and recommendations are put into the 'too hard' basket. The difficulty of achieving sustained change can be used as an excuse for inertia.

This time, at the operational prison level, we have seen positive change in a number of service areas. A fairly new substantive management team had been put in place since the last inspection and were energetic and enthusiastic in taking on Roebourne's challenges. The prison has had a history of poor staff morale, and while the picture remained somewhat mixed, this inspection showed a significant improvement. Staff seemed largely positive about the new direction and recently developed Strategic Business Plan, which looked to be a good footing for further operational improvement. This is a credit to the new management and staff group.

Unfortunately, though, most of the infrastructure remains poor. And the Department provided no evidence of central planning for the future of custodial services in the Pilbara.

### IMPROVEMENTS SINCE 2013

#### Holding women close to home

Having been downsized to a short term holding facility at the time of the 2013 inspection, we were very pleased that Roebourne had gone back to accommodating women prisoners. Despite long held concerns about a level of marginalisation and service accessibility, it has always been far preferable that women from the local area (predominantly Aboriginal women) be held close to home and in-country. The effectual closing of the women's section in 2013 had caused great anguish for the women. It also further marginalised the few women occasionally accommodated for short term remand.

The section was re-opened in the middle of 2014 and at the time of this inspection 12 women were being accommodated there. In line with our recommendation from the 2013 report, a very effective Women's Support Officer had also been engaged to provide support and ongoing services for the women prisoners. This position was not permanent, however, and it is essential that it becomes so. Also encouraging was the cautious and appropriate introduction of mixed education and recreational services. It vastly improved services for women. Strong leadership from management on this should be highly commended. Appointing someone in the leadership team to advocate specifically for the women would be a very positive step in addressing the need for a strong voice for the small and historically marginalised prisoner group.

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### Education Services

We saw a marked improvement in the education services on offer during the inspection. Credit should be given to the education centre team for their hard work. Similarly, steps have been taken to introduce a richer program of vocational training options at Roebourne, an area that previously has not been strong. The appointment of several new and experienced vocational support officers have greatly assisted this progress.

At the time of the last inspection education participation rates had fallen to a disappointing nine per cent of the prisoner population. Cuts to the education budget across all prisons and a high level of staff instability was also found to have had a severe impact. Things were found to be much improved on this inspection. Gains in training had been made by the prison supporting staff to obtain their Certificate IV qualifications which would allow them to train prisoners. At the time of the inspection a wider range of short training courses were also on offer in a number of practical areas.

### PILBARA STRATEGIC VACUUM: NO PLAN, NO DIRECTION

As Western Australia's prisoner population has continued to rapidly grow, the need to create more 'beds' in which to place prisoners has been a dominant consideration for the Department of Corrective Services. That pressure, combined with the mission to restructure and rebuild the Department in Perth over the past three years, seems to have left proactive long term planning for some aspects of corrections on the backburner.

This is particularly evident for Roebourne and the Pilbara. Despite the obvious need for more appropriate prisoner accommodation, and the value for money imperative that it be strategically targeted at the prisoner groups with the highest need, our inquiries about long term planning have gone mostly unanswered. It is an ongoing unanswered question and one that the Department has failed to address over the 14 years since we first raised it. Back then, the then Government had recommended the closure of Roebourne altogether partly due to its poor infrastructure, but little has been done to improve those circumstances since then (OICS, 2003, p. 5).

Roebourne Regional Prison was constructed in 1984 to meet the needs of a region that had been rapidly growing since the growth of the mining industry in the 1960s. The anticipated continued growth of the area immediately around Roebourne did not eventuate, and instead Karratha, Port Hedland and South Hedland became the main regional population hubs. This has left a major government asset and essential service located in what is arguably the wrong place for way too long. Our analysis of the Roebourne prison population supports that most prisoners come from around Port Hedland and areas further inland.

Given the rapid expansion of the state-wide prison population and the now permanently established communities of the Pilbara, the continued presence of a prison in the region is essential. As was stated by the then Inspector in 2003:

As long as we continue to imprison people, the Pilbara must have a prison. This is for equity reasons, in the sense that its predominant Aboriginal population should be

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able to serve their sentences somewhere within reach of their own lands and people; for socio-economic reasons, in that the process of pulling resources and services out of regional Western Australia threatens the viability of these areas; and for cost reasons, in that the cost of moving prisoners from their point of arrest to or from either Greenough or Broome and between those two prisons would far exceed the supposed savings in closing down a prison.

Where a Pilbara prison is located and the services that it needs to deliver, however, requires thorough and proper analysis, discussion and resourcing. Fourteen years of inaction is unacceptable. It would seem logical that the first step is to develop a vision and long term plan for custodial services in the Pilbara.

Roebourne's upkeep and expansion has been undertaken largely in a reactionary piecemeal way with transportables and sea containers. The exception is the new external work camp, which was funded through the Royalties for Regions program and not Department planning.

While some overdue work had been done to try and improve living conditions through some painting and flooring of cells, this inspection found that '[I]t is aged, it is ailing, and significant expenditure is required to upgrade, expand and improve the infrastructure if the Department wishes to prolong the prison's lifespan.' It also found that infrastructure for service provision is woefully inadequate and that '[U]pgrading, refurbishing and constructing these basics alone would be expensive, even before consideration is given to the residential units the prisoners live in.'

It seems to me that there is a simple economic question here and that is: 'Do we continue to spend money on Roebourne prison not knowing the long term future of the site, or do we need to have a long term plan and strategy?' Regardless of how this question is answered, there needs to be certainty and clarity around this so expenditure represents best value for taxpayers.

All of these factors led to the key strategic recommendation in this report that a high level strategic plan for the correctional needs of the Pilbara region is urgent and long overdue. This was first recommended by us in 2004 (OICS, 2004, recommendation 22). The Department accepted this view back then, and incorporated the recognised need for new facilities into its Strategic Assets Plan 2007-2008. Since this time there has been no evidence presented to us of any further progress or work done to examine what is needed and where. Likewise there is no argument or facts put forward to suggest that this issue is no longer relevant.

Despite supporting Recommendation 2 made in this report, the Department has committed to no action whatsoever. It has failed to provide any information about where it sees such strategic planning in its priorities, and what if any action has been taken to assess the needs of the Pilbara and its communities. It fails to acknowledge or address any of the challenges and issues identified in the report. This suggests that the situation is unlikely to change anytime soon. That is not good enough.

### **The Work Camp**

The \$14 million Roebourne Work Camp located outside the main fence of the secure prison commenced operations in May 2014. Built to provide reintegrative work and living opportunities to up to 40 selected prisoners nearing release, the facility has consistently only held on average between 10-15 prisoners. It has, however, done some excellent work.

Under-use of high quality work camp facilities is not unique to Roebourne and in the context of a very crowded prison system is perplexing and disappointing. It is a wasted and expensive public resource. Much of the difficulty is related to a change in prisoner assessment policy as a result of a single prisoner escape from an external activity. The choice to reduce risk by shutting down opportunities for others is one for the Department. But we believe the costs to rehabilitation and reintegration, and the wasting of resources, should be given more weight in that choice. Recently, we have seen some changes to this assessment process and hope this will improve access for appropriately assessed prisoners.

It has taken an extraordinarily long time for the Department to finalise its operating model for the work camp. At the time of writing this overview, the model is still incomplete, some 12 months since the Department received submissions regarding the model. The delay is unacceptable considering the opportunities the work camp offers, its accomplishments to date, and the cost.

### **The Problem of Heat**

In November 2015 we released a comprehensive report detailing the climactic conditions being experienced by prisoners and staff in a number of prisons throughout the state (OICS, 2015a). Roebourne was one of the prisons examined in the report.

We found that given the extreme conditions in the Pilbara, the prison was constructed of the inappropriate materials, with an inappropriate design and without temperature control infrastructure in place. The finding was that '[T]he temperatures we recorded at Roebourne were not simply uncomfortable; they demonstrated a significant threat to prisoner health.'

Conditions at Roebourne (built in 1984) stand in stark contrast to the newly designed and constructed West Kimberley Regional Prison, also in an area of extreme heat, but had been expertly constructed with this in mind. Despite the 30-odd year difference in construction time, those who serve time at Roebourne are still deserving and entitled to equal treatment in terms of health, decency and wellbeing needs, which includes the climatic conditions in which they are held.

A number of recommendations were made in the review including: that the Department needed to be more proactive in knowing what its risks and issues were in relation to heat; needing a plan on how to manage extremes of heat at each prison; and ultimately, to provide air conditioning where acceptable conditions could not be obtained by other cheaper methods.



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In relation to Roebourne the Department promised some immediate action such as building shade structures, buying misting fans and taking measures to improve airflow and ventilation.

One of the key themes of this inspection therefore, was to assess to what extent the Department had acted upon these immediate promises, and what, if any, progress had been made towards implementing the recommendations.

Of course, if strategic planning for the Pilbara region was identifying the possibility of closing the prison at its current location and building elsewhere, this would affect what investments should be made in addressing the climate issue. This would have framed our assessments of the suitability and progress of actions taken. In the absence of any planning having been done or shared with us, we proceeded on the assumption that Roebourne would continue to operate as the sole prison for the Pilbara into the medium term future. In that context, the progress towards address this critical issue was mixed.

Positively, a number of actions had been taken to try and reduce the impact of the extreme heat. These included: trialling air vents in cells; fibreglass sheeting in areas to reduce direct sun exposure; using misting fans; changing regimes on extreme temperature days; installing ice and water machines; and the erection of shade structures in outdoor recreation spaces. While not all of these strategies were proving successful, the prison is commended for taking action.

There had been no real progress, however, towards the key action of installing heat reduction devices, and specifically air conditioning. The prison itself had acted, preparing a detailed business case for funding its installation. This included acknowledgement that many of the other mitigation actions had not worked and that continued cell sharing meant that air flow was restricted. The initial identified installation cost was over \$2 million. The Department did initiate an investigation of solar panels to support the installation as well. Despite the business case being submitted in October 2015, there has been no response or decision by the Department. This is extremely disappointing (and no doubt frustrating for the prison management and staff). It is not acceptable for a year to pass with no evidence of action.

The recommendation in this report that air conditioning should be installed in all residential cells was not meaningfully addressed by the Department. Again a standardised response was given that such things would be ‘considered’ in the context of Departmental priorities. There was no attempt at providing detail, information or issues facing the Department in making those decisions, or influencing those priorities, nor an acknowledgement of the problems identified in the report.

### **The Department is providing poor responses to us and other oversight bodies**

Over the course of the past two years there have been many occasions where we have had to ask the Department to reconsider its initial responses to our reports, or to provide additional information. Most often this has been because we have found the response fails to adequately address the recommendation; did not provide sufficient detail to support

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claims the Department was making in the response; or we had concerns about the quality of the information provided.

For this report, we again requested revised responses. Rather than providing detailed information for each recommendation made, the Department grouped recommendations together and provided generic responses. It did not provide any detail to substantiate any claims made in the response, failed to provide any information about its priorities or what policy options it was examining, and did not give any information that would allow us to assess what actions it might take going forward. While grouping the responses was done with good intentions, it has meant that no detail or information has been provided for the specific issues raised by each recommendation and the evidence that supported them. It leaves an impression of a failure to be open and holistic about the issues raised and where things could go from here.

Initially, the Department responded that all recommendations were ‘supported in principle’, which under our MOU with them meant it would take no action at all to address any of the concerns or recommendations made. Upon our request to reassess this, responses were all changed to ‘supported’ but with the caveat that these could only be ‘considered against budget, strategy and Department priorities’. This still provided no other details, ideas about policy priorities or what action we might see.

The Department’s responses compare very poorly with the quality, depth and detail of what we receive from private sector operators. That is most regrettable: the evidence is very clear that private sector responsiveness has improved performance, efficiency, the targeting and delivery of services and accountability (OICS, 2016).

We are not alone in our concern at the Department’s reticence to provide detailed accurate information. Over the past 18 months there have been a number of other agencies and official bodies to raise concerns about the Department’s failure to respond openly and directly to requests for information, and the quality of information. As was noted in our 2014/15 Annual Report, the Economic Regulation Authority and Auditor General had raised some concerns about information provided by DCS (OICS, 2015b, p. 8).

More recently, members of the Legislative Council’s Standing Committee on Public Administration spoke to a motion regarding the inadequacy of the Government’s response to its inquiry and report *Transport of Persons in Custody* (Standing Committee on Public Administration, 2016). Members of the Committee from both sides of the House made substantial comment about the process of getting information from Government and DCS, describing it as the ‘excruciating extraction of information’ (at 5912) operating in a ‘veil of secrecy’, and experiencing being ‘continually frustrated by bureaucrats’. The Committee’s frustrations led to an unprecedented demand that the Department provide a new set of responses.

Recently, the Auditor General again raised serious concerns. He said he could not form an opinion on required matters because of a lack of information. He also found the Department had not provided any evidence that it had conducted adequate internal assessments.

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The Commissioner himself has raised the need for the Department to become more open (DCS, Commissioners Broadcast, 23 September 2016). He states that ‘the community has a right to know how we are managing resources on their behalf’ and that doing so will, ‘in the long term ... benefit the Department by building on our social licence to operate.’ The Commissioner also rightly points out that by doing so it enables the Department to clearly and holistically give their point of view, take more ownership of positive achievements and clarify its planning and challenges.

While he was speaking in the context of the media, the principles should apply even more so to agencies such as us. We have an obligation of oversight for custodial operations and legal rights to access information.

There are occasions when the Department provides sufficient quality and quantity of information but there appear to be pockets of resistance. I simply encourage the whole agency to take heed of the Commissioner’s stated desire to consistently be open and accountable, as we work towards the common goal of obtaining the best value for money service while providing humane, decent, safe and effective outcomes.

### The Future

So what is the future for Roebourne Regional Prison, and more broadly, custodial services in the Pilbara? Without better investment and priority being given to future planning it is impossible to say.

As the then Inspector noted 14 years ago, the Pilbara must have a prison. The need for the region to have a custodial service is fundamental. The needs of police, courts and corrections must and should all be considered in concert to work towards a sustainable, cost effective model of service delivery of the right services in the right places.

This issue for the Pilbara has a striking similarity to the situation in the Kimberley. Looking back to the last inspection of Broome Regional Prison in 2014; at that time, the prison was facing closure, having been announced in 2011 that it would gradually wind down and shut by 2015. At the time of the 2014 inspection, no consultation had been done, no plans had been made and there was no strategic plan for the future of justice services in the Kimberley. Fast forward to 2016 and we were recently informed that Broome would not be closing and would, in fact, be increasing its population and have its full suite of services restored. But there is still no broad Kimberley Plan for future correctional needs and decision making. Spending public money in what appears to be an ad hoc way and in an uncoordinated vacuum cannot continue.

Now that the Department restructure is nearing its end, it is time to stop looking inward and reacting just to the pressure of ‘beds’ and look forward to the future needs of the entire custodial estate and specific regions in a holistic, integrated and strategic way.

Neil Morgan  
Inspector of Custodial Services  
7 October 2016

# Fact Page

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## NAME OF FACILITY

Roebourne Regional Prison (Roebourne)

## ROLE OF FACILITY

Roebourne is the receipt facility for people sentenced, remanded or returned to prison in the Pilbara region. It holds maximum (short term), medium and minimum security male and female prisoners. The majority of prisoners (approx. 85-90%) held at the prison identify as Aboriginal people.

## LOCATION

The prison is located 5 km from Roebourne town which is approximately 1572 km north of Perth by road. The traditional owners of the land in this area are the Ngarluma people.

## BRIEF HISTORY

### *Prison*

Roebourne Regional Prison was opened in 1984. The facility replaced Roebourne Gaol which is now a tourist site in Roebourne town. The prison was originally a minimum security prison and was converted from a minimum to a medium-security prison in 1995. The Office has conducted seven previous inspections of the prison, the last in September 2013.

### *Work Camp*

Construction of a 30 bed town work camp immediately outside the prison commenced in 2013 and following the closure of the Millstream Work Camp facility, the town work camp was opened in June 2014.

## LAST INSPECTION

15 – 20 September 2013

## THIS INSPECTION

3 – 8 April 2016

## PRISON CAPACITY

Roebourne Regional Prison has capacity for 189 prisoners, and its work camp has capacity for a further 30 minimum security prisoners. At the time of the inspection there were 171 in residence including 10 in the work camp.

## DESCRIPTION OF RESIDENTIAL UNITS

Roebourne prisoners are separated into units defined by gender and security rating.

Unit 1 has three yards being one for maximum security prisoners and two for medium/minimum security prisoners. The yards are built such that the cells are located around the perimeter of the yard with the entrance grille being located near the officers control room. There is mesh overhead enclosing two of the yards being for the medium and maximum security prisoners and the other yard has had the overhead mesh removed. The maximum security yard has concrete throughout

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whilst the others have grassed areas in the centre. The maximum security cells have air-conditioning but the others do not. The design of the yards has resulted in little airflow either through the cells or into the yards. There is little shade available in the grassed area so prisoners remain on the concrete veranda around the yard most days.

Unit 2 has one large yard for minimum security prisoners again with the cells being located around the perimeter of the yard. This yard however does not have mesh over the top and has a large grassed area. These cells are not air-conditioned and receive little airflow. There is little shade available in the grassed area so prisoners remain on the concrete veranda around the yard most days.

Unit 4 is the Women's unit and is divided into two yards. The yard used for maximum security prisoners has the mesh overhead and decking throughout whilst the other has a grassed area with access to a donga style utility room. The women's cells have air-conditioning and the maximum security yard mesh is covered with shade cloth.

# List of Recommendations

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**Recommendation 1:**

Install air conditioning in all residential cells.

**Recommendation 2:**

Develop a Pilbara Custodial Plan in consultation with relevant community organisations and stakeholders with a strong focus on rehabilitative outcomes. As part of this plan, give consideration to service delivery, infrastructure requirements, location and an appropriate facility for women.

**Recommendation 3:**

Finalise the operating model for Roebourne Town Work Camp, and increase prisoner numbers in the camp.

**Recommendation 4:**

Upgrade the visits centre at Roebourne Regional Prison.

**Recommendation 5:**

Provide a dedicated air conditioned and well-equipped indoor recreation facility with areas for both active and passive recreational pursuits including art and music workshops.

**Recommendation 6:**

Revitalise and sustain an effective face-to-face Aboriginal Visitor Scheme at Roebourne Regional Prison.

**Recommendation 7:**

The Women's Support Officer role must be a permanent, full-time position within Roebourne Regional Prison's staffing profile.

**Recommendation 8:**

The Department should increase offender treatment program availability to women at Roebourne Regional Prison.

**Recommendation 9:**

Ensure all staff at Roebourne Regional Prison are up-to-date with the Working with Female Offenders training.

**Recommendation 10:**

The position of Assistant Superintendent Offender Services should be created and filled at Roebourne Regional Prison as an advocate for the differing needs of the various prisoner cohorts, particularly female prisoners.

**Recommendation 11:**

Urgently provide a regular and consistent general practitioner doctor service at Roebourne Regional Prison.

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**Recommendation 12:**

The Department of Corrective Services should negotiate with the Department of Health to ensure the adequate provision of dental services at Roebourne Regional Prison.

**Recommendation 13:**

The Department should commit to an appropriate staffing model and service provision of health services for Roebourne Regional Prison and urgently progress its implementation.

**Recommendation 14:**

The health centre at Roebourne Regional Prison must be refurbished so that it is fit for purpose, and extended to meet current and future demand.

**Recommendation 15:**

Improve gatehouse security at Roebourne Regional Prison.

**Recommendation 16:**

Reinforce relational security practices with an emphasis on building positive relationships between staff and prisoners.

**Recommendation 17:**

Improve communication and intelligence sharing between the security team and other staff at Roebourne Regional Prison.

**Recommendation 18:**

Program delivery must be better resourced at Roebourne Regional Prison. The prison should:

- (a) take responsibility for cognitive skills program facilitation
- (b) contract or engage external program facilitation
- (c) secure Aboriginal program facilitation

**Recommendation 19:**

In line with Department of Corrective Services Policy all VSOs at Roebourne Regional Prison must receive ETP within six months of commencing employment.



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# Chapter 1

## ROEBOURNE REGIONAL PRISON

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- 1.1 Roebourne Regional Prison ('Roebourne') is the only correctional facility in Western Australia's vast Pilbara region. It houses both men and women who have been sentenced or remanded into custody. Roebourne was opened in 1984 as a minimum-security prison and converted to medium security in 1995. As such Roebourne's prisoners are generally rated medium- or minimum-security, although there is some provision for short term maximum-security prisoners.
- 1.2 In May 2014 the Roebourne Town Work Camp ('the work camp') commenced operations. The impressive facility is located directly outside the prison grounds and was built to accommodate 30 approved minimum-security prisoners. In the time since commencing operations the work camp has not reached capacity due to the small number of minimum security prisoners across the custodial estate.
- 1.3 Roebourne is categorised as an Aboriginal prison with an Aboriginal population typically above 75 per cent. In the week prior to the inspection the figure was 87 per cent with almost 63 per cent aged between 18 and 34 years, and all the female prisoners (12) were Aboriginal. There were 20 Aboriginal prisoners from Roebourne and nearby Wickham, with the majority of other Aboriginal prisoners from South Hedland (26), Newman (22) and Karratha (29). The remainder of the Aboriginal prisoners came from around the state.
- 1.4 Most prisoners at Roebourne were sentenced (67.8%) and 54 per cent of those had received a maximum sentence of less than 18 months. Approximately 80 per cent of prisoners were rated medium security.

### PREVIOUS INSPECTIONS OF ROEBOURNE

- 1.5 Roebourne has always been of concern to the Office of the Inspector of Custodial Services ('the Office'). Since commencing operations in 2000 the Office has inspected Roebourne seven times, making it the most inspected prison in Western Australia. Our previous inspections have found:
  - In 2002 the treatment of Aboriginal prisoners was far below acceptable standards and there was a need to improve overall conditions for various prisoner cohorts including women, remandees and long-term prisoners. Recommendations were also made regarding health and medical services, education services, the management of staff and climate control (OICS, 2003).
  - In light of the prison's performance in its initial inspection, the office returned to Roebourne in November 2003. This was well within our legislated requirement to inspect prisons every three years. Very little improvement was observed. Furthermore, what changes had been made, particularly around services for Aboriginal prisoners, were piecemeal and lacked a wider understanding of Aboriginal issues (OICS, 2004).
  - In 2006 we observed crippling staff shortages and overcrowding, compounded by Roebourne's substandard and ageing infrastructure. The extreme climatic conditions were again raised. There was a paucity of services, absence of an Aboriginal prison perspective and failure to implement change (OICS, 2008a).

- A short follow-up inspection was conducted in January 2008. Some improvements were observed in the staffing levels and only one recommendation was made – that the Department develop and appropriately fund vocational skills and training programs for prisoners on-site at Roebourne equivalent to those that were intended to occur at the Decca Station (a vocational training facility for prisoners approximately 20 kilometres from the prison). Furthermore, we recommended that Decca Station should be closed (OICS, 2008b).
- In 2010 we observed positive progress in some areas such as increased staff numbers and better availability of external training opportunities for prisoners. However, there were difficulties between staff and reports of bullying. The prison was still suffering from its ailing infrastructure, climatic controls had not improved and there was a lack of strategic direction (OICS, 2011).
- In 2013 we were again concerned about the conditions at Roebourne and the services affecting prisoner rehabilitation such as education, program delivery and employment opportunities. Roebourne’s recidivism rate was markedly higher than the state average, the women’s precinct was closed and for those that remained on short stays there was, at times, obvious neglect. The Department had failed to develop a custodial plan for the Pilbara region or for the future of the existing facility and its ageing infrastructure. There was however, a notably improved staff culture with conflict and bullying easing, and the education and vocational training unit had a new team looking to deliver a more effective program (OICS, 2014).

#### THE 2016 INSPECTION

- 1.6 The April 2016 inspection followed our standard inspection methodology. The inspection was announced in December 2015. In addition to the standard inspection areas, five themes were identified for thorough investigation. The themes were based on our liaison activities, the monthly Independent Visitor reports and other data analysis. They were:
  - the status and future of the Roebourne Town Work Camp
  - prisoner rehabilitation
  - conditions and service provision for the female prisoners
  - thermal conditions
  - infrastructure deficiencies and future development
- 1.7 Pre-inspection surveys were conducted of both prisoner and staff groups at Roebourne in February 2016. There were 71 prisoner respondents; a similar response rate to the survey undertaken for the 2013 inspection (70). However, there were 63 staff respondents which was a marked increase (up from 38) from the previous survey.
- 1.8 A forum of service providers was also held in the lead up to the on-site phase of the inspection. Representatives from various organisations attended the forum to discuss their role within the prison and the prison’s role in the community. Others provided written feedback to the office in lieu of their attendance.

- 1.9 A verbal briefing was supplied to the office by Roebourne's Superintendent and Assistant Superintendent Operations. The opportunity to present a briefing was also given to representatives of the Department's head office but this was not taken up.
- 1.10 The on-site phase of the inspection occurred from Sunday 3 April through to Friday 8 April 2016 when the Acting Inspector's Exit Debrief was delivered. The on-site phase included a number of meetings with prisoner and staff focus groups, management and other representatives of the prison. Observations were recorded throughout the week and various documents, data and policies were analysed to triangulate our findings.

# Chapter 2

## INFRASTRUCTURE DEFICIENCIES, THERMAL CONDITIONS AND THE FUTURE OF THE WORK CAMP

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- 2.1 Roebourne was originally opened in 1984 as a minimum-security prison with a capacity of just 116. In 1995 the prison was upgraded to a medium-security facility. Since that time limited infrastructure has been added, and that which has, has been reactive based on need at the time rather than forward planning. The prison has a number of transportable buildings on site to provide much needed space for almost every aspect within the prison including administration, education, programs, visits, and staff amenities. Shipping containers are also used to increase basic storage space and many of these 'temporary' measures have been in situ for years.
- 2.2 The prison is more than 30 years old. It is aged, it is ailing, and significant expenditure is required to upgrade, expand and improve the infrastructure if the Department wishes to prolong the prison's lifespan. The visits centre is not fit for purpose, particularly given its role as the public 'face' of the prison. It is small, unwelcoming and does not presently meet demand for service. The medical centre must be expanded. There is insufficient space for the staff to work effectively and the prisoner waiting room is a caged area exposed to the elements. Roebourne does not have a gymnasium for indoor recreation activities and the library has been reduced in size to accommodate other services within the prison. Upgrading, refurbishing and constructing these basics alone would be expensive, even before consideration is given to the residential units the prisoners live in.

### RESIDENTIAL UNITS AND REMEDIATION

- 2.3 The male residential units were in many cases plainly awful. The communal ablutions areas were indecent and hazardous, and the cells were overcrowded and lacked sufficient storage space. However, the prison was attempting to address these issues with a remediation program to freshly paint the cells and install new bunk beds and linoleum flooring.

### Cells

- 2.4 The prison was originally designed with a number of single-, two-, and four-bed cells. In recent years, as prisoner population numbers have increased across the state, the configuration of many of the cells has changed. Some of the four-bed cells have been refurbished to accommodate six people while some of the two-bed cells have been renovated to house four people. Many of the single cells have also been double-bunked. Cell conditions were cluttered, not only because of the additional beds but because of the significant lack of personal storage space for the prisoners.
- 2.5 Prisoners are permitted to keep a limited amount of personal belongings in their cell, including several sets of prison issued clothes and other items purchased from the canteen. This makes the limited storage space extremely cluttered. At the time of the last inspection, we used the term 'squalor' to describe the cell conditions (OICS, 2014). We recommended the prison renovate the cells by replacing cell doors, shelving and noticeboards, linoleum and warped shutters. We also recommended the cells be repainted and that under-bed storage be provided to reduce the clutter. The Department supported this, subject to funding, and remediation of the male residential units commenced in 2015.



*Figure 1: Cells were cluttered and lacked sufficient storage space*

### Cell remediation

- 2.6 There has been an improvement in the condition of the cells at Roebourne since the last inspection. Many of cells have been recently repainted, although the quality of work was varied and in some cases already needed refreshing due to stains and scuff marks. New linoleum had been laid in many cells and the fitting of new bunk beds was approximately a third of the way through its completion at the time of the inspection. The new bunks are made of fire retardant wood. They have minimal joints and components which reduces the number of hanging points. We were pleased to see the installation of safer bunk beds following our recommendations made in the last two Roebourne inspection reports (OICS, 2014; OICS, 2011).
- 2.7 The cell storage units were also being replaced. However at the time of the inspection this was also only partially completed leaving some of the desks and shelving areas in quite unsafe condition. Moreover, a cost-saving approach was used whereby existing marine ply installations were cut in half to salvage the material for use in other cells, thereby reducing the amount of storage space across the board.
- 2.8 The remediation project has provided useful and productive work opportunities for prisoners who are supervised by a dedicated Vocational Support Officer (VSO). The project has cost in excess of \$100,000 and the prison expects it to be completed later this year.

### Ablutions

- 2.9 The communal ablutions were disgraceful. They afforded little decency to the prisoners and were well below standards in terms of hygiene and cleanliness. Years of heavy use, the harsh environment and the hard water rich in calcium, has resulted in all surfaces appearing permanently dirty and grimy. The grout areas were almost impossible to keep clean and there were complaints (from prisoners and staff) regarding terrible odours emanating from the bathroom drains and sinks. The pre-inspection survey indicated a marked decline in the attitudes towards the ablutions facilities since the last inspection (down from 53% of respondents reporting the facilities were 'good' in 2013 to just 28% in 2016).
- 2.10 Maintaining hygiene and cleanliness in the ablutions area has not been helped by the recent departmental policy requiring the removal of certain classes of chemicals from prisons. The change followed an incident at a metropolitan prison where cleaning chemicals were used as a weapon. The risk management approach was to remove the chemicals entirely rather than seek alternative solutions. When the foul odours initially appeared, the cleaning officer received special permission to bring in banned chemicals and perform the cleaning herself. When the cleaning officer was redeployed to another role, the prison was left without a cleaning officer. Thus, the appropriate chemicals can no longer be used.



*Figure 2: The communal ablutions in the male residential areas were in a state of disrepair.*

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*Figures 3, 4: The communal ablutions in the male residential areas were in a state of disrepair.*



*Figure 5: The communal ablutions in the male residential areas were in a potentially hazardous state.*

- 2.11 In such high use, shared environments, the removal of cleaning chemicals is cause for concern and laden with risk. We found no evidence that the action was risk assessed by an environment health expert. Nor was evidence provided that any expert advice had been sought about either alternative forms of the strong chemicals that would better clean the surfaces, or alternatives that could be best used in such high use environments.
- 2.12 We also observed that some of the ablutions areas were hazardous. There were drains without grates causing potential slip hazards and one of the ablutions areas had a broken cubicle door. The door had been unhinged and was breaking apart exposing what, according to prison staff, was suspected asbestos fibres. Despite the area reportedly being closed off and subject to a hazard notice, we observed prisoners using the facilities.
- 2.13 In June 2016, shortly after the inspection, our office conducted a liaison visit to Roebourne. We observed the early stages of a prisoner work crew renovating the male ablutions facilities. Our office was advised that the asbestos hazard had been managed appropriately and that blast cleaners were being used to removed soap scum and old paint. New paint was due to be applied to the walls and cubicles, and new non-slip linoleum was to be laid as flooring. While the tiles were not scheduled to be replaced at this stage, it was expected that the deep cleaning would prolong the life of the ablutions in the short term by considerably improving hygiene and cleanliness.

#### THERMAL CONDITIONS

- 2.14 Roebourne is located in the second highest gradient of average daily maximum temperatures in the country making it Australia's hottest prison (OICS, 2014). Yet large parts of the prison, including the majority of the residential cells, do not have effective cooling mechanisms. Consequently, we have been commenting on the hot cell conditions since 2002 when we recommended that a comprehensive review of ventilation and air-cooling needs and systems should be conducted (OICS, 2003). Similar recommendations were repeated in 2004, 2008 and 2013. Following this inspection our position has not changed.
- 2.15 Most recently, our office published a review of the thermal conditions of a sample of prison cells across the state (OICS, 2015a). The prisons sampled were Karnet Prison Farm, Bandyup Women's Prison, Albany Regional Prison and Roebourne Regional Prison. As part of this project, we partnered with researchers from Curtin University and placed 24-hour heat and humidity sensors in six cells at Roebourne during the 2014 summer season. In the four cells without air conditioning, it was particularly alarming that the cell temperatures never fell below 29 degrees. When humidity was taken into account, the maximum temperatures were between 44 and 46 degrees. We concluded that prolonged exposure to such harsh conditions increased the risk of heat related illnesses and death, and recommended the Department 'improve shading and install air-conditioning... within the next 12 months to mitigate the significant risk...' (OICS, 2015a, p. vi). The Department 'noted' this recommendation and committed to 'continue to evaluate cost effective air cooling options in line with current codes, regulations and community expectations' (OICS, 2015a, p. 47).



- 2.16 Departmental data provided to us as part of this inspection indicated that there had been 82 cases of heat related illness reported to the prison's health centre between 2010 and the start of 2016. Most of these were for heat rash or irritation from excessive sweating. However, this figure may not reflect the actual number of cases with many prisoners commenting to us during the inspection that they had experienced skin issues due to sweating and overheating. They had not reported these issues to the prison's medical centre because they did not feel that the medical centre could help.

### **Air conditioning**

- 2.17 In October 2015, the prison prepared a business case for the installation of air conditioning in the male minimum- and medium-security cells. The business case acknowledged that the in-cell fans did not provide a cooling function. The business case also conceded that natural air flow was restricted due to the confined space and number of beds in the cells. The business case was submitted to the Department's head office in November 2015 and strongly recommended the installation of air conditioning arguing that air conditioning not only controls the climate but is effective for managing the health and safety of prisoners, can reduce incidents relating to heat and will improve the living conditions for prisoners (DCS, 2015a, p. 16).
- 2.18 The initial costs to install air conditioning as outlined in the business case were in excess of \$2 million. There would also be large ongoing maintenance costs in addition to significantly increasing the prison's electricity usage and potentially overloading the current system. In September 2015, the Department's head office sent a contractor to visit Roebourne to assess the site for solar panel installation allegedly to see if solar electricity could negate the potential overload. These actions seemed very promising. However, at the time of the inspection the prison had still not received a response to the business case. It was disappointing to see that there was a lack of effective consultation and communication between those in head office considering this issue and those managing the prison. This should be remedied to ensure the local context is considered as part of any decision making and modelling. Moreover, local management should be kept informed of project updates.

#### *Recommendation 1:*

*Install air conditioning in all residential cells.*

### **Other mitigation strategies**

- 2.19 Positively, the prison has been exploring a number of heat mitigation strategies in the absence of air-conditioning. In the week before our inspection, the prison began trialling the impact of air vents on cooling the temperature in the cells. Two cells of similar dimension located next to each other were selected. An air vent was placed in one of the cells and the other cell was left without a vent as a control indicator. The temperature was monitored in each cell at four times throughout the day. While only a week's worth of data was available, the early results did not show temperatures varied between the cells.

This was confirmed by prisoners who advised us they felt no difference in the cell temperatures since the vent had been installed.

- 2.20 Roebourne also introduced fiberglass sheeting along the external breezeways behind the units to reduce the direct sunlight on the cells. Unfortunately, enclosing the units with the sheeting served to block off air flow and made the cells even hotter. The prison removed alternate panels of the sheeting to allow for some air flow but many prisoners complained that it was still making the cells too hot, preferring its complete removal.
- 2.21 A number of other appropriate strategies have been implemented including the erection of permanent shade structures in common outdoor areas; adjusting the prison routine when the temperature reaches 45 degrees; and using misting fans. Chilled water fountains and ice machines have also been purchased but required additional plumbing at the time of the inspection. The Superintendent was also considering options to use the dining room, the largest air-conditioned space in the prison, for passive recreation events like movie nights.

#### NEED FOR A PILBARA CUSTODIAL PLAN

- 2.22 There is no evidence that the Department has plans for either an upgrade or expansion of the current prison or the development of a new facility in the Pilbara region. The aging infrastructure of the prison is costing a significant amount of capital to maintain and upgrade. As we stated in 2014 given the time it takes to plan, approve and construct a new prison the Department must consciously consider a formal life extension program for the prison by developing a Pilbara Custodial Plan urgently (OICS, 2014).

#### The Department's position

- 2.23 As far back as 2005 this office commented that Roebourne was not fit for purpose and should be replaced with a new custodial facility by 2015 (OICS, 2005). The same timeframe (for an expansion or replacement of the prison) was also identified in the Department's Strategic Assets Plan 2007-2008. However, by late 2010 there were still no firm plans regarding the prison's future and consequently, we recommended that the Department develop a Pilbara Custodial Plan in consultation with relevant community organisations and stakeholders (OICS, 2011). We suggested that part of the plan should consider a new custodial 'facility in the Port Hedland region and constructing a replacement prison at Roebourne' (OICS, 2011, p. 9).
- 2.24 The Department supported this recommendation in principle stating it would 'review the need for the development of a Pilbara Custodial Plan and any future plans for the replacement or expansion of the prison as part of an overall State approach' (OICS, 2011, p. 66). Yet in 2013 we needed to reiterate this recommendation adding that the plan should also consider an appropriate facility for women (OICS, 2014). Again, the Department supported the recommendation in principle stating that it was 'considering options associated with longer term custodial planning across the State in the context of infrastructure, transport and rehabilitation' (OICS, 2014, p. 101).
- 2.25 As part of this inspection we asked the Department for an updated response to the 2014 recommendation and we were advised that it was under consideration. On seeking further clarification about the existence of a Pilbara Custodial Plan the Commissioner

advised that the Department monitors the ‘projected prison population and the incoming prisoner cohorts to determine how existing infrastructure is used and when new infrastructure is required.’

- 2.26 Having itself identified and accepted the need to replace or, in the very least, expand Roebourne as early as 2007 and on several occasions subsequent to that, it is concerning that at the time of writing (mid-2016) the Department still appeared to have no firm plans about the prison’s future.

*Recommendation 2:*

*Develop a Pilbara Custodial Plan in consultation with relevant community organisations and stakeholders with a strong focus on rehabilitative outcomes. As part of this plan, give consideration to service delivery, infrastructure requirements, location and an appropriate facility for women.*

**Maintenance, infrastructure and utilities costs**

- 2.27 Following the 2010 inspection we concluded that ‘no amount of maintenance [could] overcome Roebourne[‘s]... fundamental design problems but a more sustained preventative maintenance program [was] needed to see the prison through the next few years’ (OICS, 2011, p. v). Three years later, in 2013, no preventative maintenance had occurred. In 2016 we have now observed a significant amount of capital being spent on ongoing maintenance and infrastructure costs due to the failure of the Department to plan for Roebourne’s future.
- 2.28 Roebourne, like other prisons, is expected to submit business cases to head office for capital projects valued over \$5,000. Twelve business cases for diverse improvements were submitted in 2015. Of those, just two were successful: the installation of a permanent shade structure at of cost of \$75,000 and the replacement of the linoleum in the male residential cells (\$80,000). Two other significant upgrades from earlier business cases were also set to be completed in 2016; the replacement of obsolete locks across site costing approximately \$200,000, and the replacement of the internal perimeter fence for \$1.4 million.
- 2.29 The prison had no control over which projects were prioritised. Indeed, we heard that upgrading the visits centre was the local priority but the prison had been ‘allocated’ the permanent shade structure much to the dismay of staff and prisoners alike. We recognise the Department’s prioritisation of capital works can depend on funding, however, consultation with the prison to get the best outcome should be customary practice. Other unfunded requests included:
- purchase and installation of a Hydrosmart water treatment system (estimated cost \$13,000)
  - purchase and installation of a grey water recycling system (estimated cost \$55,000)
  - replacement of linoleum in the control rooms of Units 1 and 2 (estimated cost \$9,000)
  - replacement of existing ducted air-conditioning with five split systems in education classrooms and transportable building (estimated cost \$25,000)

## INFRASTRUCTURE DEFICIENCIES, THERMAL CONDITIONS AND THE FUTURE OF THE WORK CAMP

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- replacement of existing ducted air conditioning with nine split systems in the administration, canteen and library buildings (estimated cost \$50,000)
- installation of electric motors to seven roller doors on the workshops in the work camp and the prison's external stores shed (estimated cost \$16,000)
- purchase and installation of solar panels on the roof in the industries area (estimated cost \$50,000)
- purchase and installation of solar panels on the roof of the work camp building (estimated cost \$20,000)

2.30 Water usage at the prison had been reduced following repair to leaking pipes across the site in 2014 and 2015. At the time of the inspection water usage costs were under budget by \$21,000. In part this could be explained by a broken reticulation system for the prison's oval which once repaired helped reduce water consumption. Conversely, electricity costs at Roebourne had been rising, partly driven by the increased cost per unit, and we were advised that the electricity budget was \$100,000 over the annual estimate.

2.31 Local management had been proactive in attempting to address sustainability issues. Investment in solar electrical power had been investigated and two business cases had been submitted; one to power air conditioning units in the larger prison, and the other to power the work camp. The prison had also developed business cases to address water usage with a grey water treatment plant and a water purification system to reduce the calcium content in the local water supply, thereby extending the life of plumbing fixtures. As stated above none of these submissions were endorsed by head office.

### FUTURE OF THE TOWN WORK CAMP

2.32 The work camp is an impressive facility and an excellent addition to the prison in providing a raft of training and employment opportunities for the prisoners. However, like many of the work camps in Western Australia, it is underused. It has operated at less than half its capacity since commencing operations and, at the time of the inspection, a decision had not been made about a revised operating model (regarding capacity and staffing requirements) presented to the Department's head office in October 2015. The work camp's future needs to be determined.

### Prisoner population and facilities

2.33 The work camp cost in excess of \$14 million to construct and was built for a capacity of 30 prisoners with the ability to be expanded to hold 40 prisoners in the future. During the inspection we were advised that the initial annual running costs were \$2.9 million with some of the funding received through the state government's Royalty for Regions program. However, the number of prisoners accommodated at the work camp has been well below expectations. Since commencing operations in May 2014 prisoner numbers have consistently hovered between 10 and 15. A sharp decline was recorded in November 2015 when the average population at the work camp for any one day that month was just five. Since that time the numbers have increased again and at the time of the inspection the work camp accommodated 12 prisoners.

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*Figures 6, 7: The work camp*

- 2.34 Roebourne is not unique in this regard. It is a problem that has affected a number of work camps throughout the state. Much of this can be explained by significant departmental policy changes in recent years following the escape of a prisoner who was participating in external activities in the community (OICS, 2015c). The changes tightened the criteria pertaining to participation in external activities and placement at a work camp thereby reducing the number of prisoners eligible for these placements across the state. At the time of writing further changes were made to the policy removing some of the barriers in place to facilitate local decision making and improve efficiency. Therefore, it is expected that the assessment process for eligible prisoners will be swifter and ultimately increase the number of prisoners placed at the work camp.
- 2.35 The work camp facilities are excellent. The residential houses are air-conditioned. There are well-appointed workshops and training rooms with quality woodwork, metalwork and maintenance machinery and equipment. There is also a well-equipped industrial kitchen that provides training opportunities and adequate staff amenities.

#### **Staff operating models**

- 2.36 According to prison management the original operating model for the work camp included two senior officers, a life skills officer, a vocational skills officer and two section 95 officers who would supervise approved external activities. There was also a duty officer at night and a patrolling duty officer on the weekends. It was costed at \$265 per day for the 30 prisoner capacity. However, the Royalties for Regions funding assistance for the work camp ceased in mid-2015. Consequently, in October 2015 a new operating model was implemented. It was costed at \$1.69 million for 12 prisoners (\$460 per day) and essentially reduced staffing to four work camp officers and a senior officer who was also a section 95 officer.
- 2.37 At the same time as the current operating model was implemented, the prison submitted a preferred model costed at \$2.2 million per annum for 20 prisoners at \$300 per day. It was similar to the original model but replaced the duty officers on patrol and weekends with three work camp officers. The preferred model also proposed that Roebourne's work camp prisoners receive level 23 gratuities. This would be equivalent to the gratuities paid to other work camp prisoners across the state. Currently, Roebourne's work camp prisoners can only receive level 1 gratuities and it has been the source of some complaints about inequity.

#### *Recommendation 3:*

*Finalise the operating model for Roebourne Town Work Camp, and increase prisoner numbers in the camp.*

#### **Accomplishments and opportunities**

- 2.38 The work camp was established to continue the provision of employment and training opportunities that were previously available at Millstream Work Camp and Decca, both of which are now closed. Prisoners at the Roebourne Work Camp have been involved in various tasks since it began operation. For example, the prisoners did the fit out of the

workshops by installing shelving, fabricating tables and welding benches. They have also been involved in construction (requiring concreting and steel frame erection), landscaping and aquaponics projects, in addition to creating a welcoming visitors area with picnic shelters, a children's play area and playground fencing. These works have involved both formal and informal training opportunities.

- 2.39 In addition to the on-site projects, work camp prisoners have been involved in many employment and training opportunities within the community. Two of particular significance received Community Service Australia Day nominations. They were for work on the Yaburara Heritage Trail and the Cossack Rejuvenation Project. During the inspection several community representatives advised us that there was a high level of interest and appreciation in these projects (and others undertaken by work camp prisoners) and the prison confirmed this citing a long list of projects that the prisoners could commence if a large enough workforce could be sustained. Ideally, prison management wanted to see two working parties of approximately eight prisoners each working on the various projects.
- 2.40 Some work camp prisoners were also involved in the Indigenous Military Experience Week, an army training program aimed to help Aboriginal prisoners break the cycle of reoffending. The seven-day course was held in the Pilbara region with the support of the prison. Prisoners were given the opportunity to work in a team and reflect on their lives and goals for the future by challenging both mind and body in a culturally safe environment. One of the course participants had enlisted in the regular army since his release.
- 2.41 Work camp prisoners seeking to further their education can also access the prison's education services (particularly vocational studies) at the work camp. Regular afternoon sessions are conducted with the prison's education coordinators.

# Chapter 3

## LIFE AT ROEBOURNE

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### RECEPTION, ORIENTATION AND PROPERTY

- 3.1 Reception processes at Roebourne work well due to professional and skilled staff who are meeting the challenges of an increasing number of arrivals and discharges outside the core business day. Furthermore, prisoners' property is processed respectfully and in accordance with local orders. However, these positives are compromised by poor orientation processes which cause confusion and stress for new prisoners.

#### Reception

- 3.2 Prisoners entering or leaving Roebourne are processed through the reception area. The staff process all new arrivals, temporary transfers for court, medical or other reasons, releases, and inter-prison transfers. On arrival to the prison, prisoners are strip searched, showered and taken into the reception office for an initial assessment interview. This assessment interview seeks specific information from the prisoner regarding their mental and physical wellbeing. If the officer believes that a person may be at-risk of self-harm or that they are not coping well, the officer can place a prisoner on the At Risk Monitoring System (ARMS). Prisoners on ARMS are monitored regularly by staff in the residential units.
- 3.3 When conducted well these initial assessment interviews can take a conversational form where questions can be tailored to the individual and elaborated on where there is confusion. Furthermore, these interviews are an opportunity to create rapport between staff and prisoners; a cornerstone of relational security practices required within prisons. During the inspection we observed the professional and smooth processing of prisoners through reception.
- 3.4 The reception process is concluded with an initial health screening by the prison's medical centre staff. In some instances the screening was only conducted the following business day for after-hours receptions.

#### Staffing and environment

- 3.5 The reception area is staffed by two senior officers on 12-hour shifts from 7.30 am to 7.30 pm. However, an increasing amount of reception work is being conducted outside these day shift hours. While not ideal, the officers working in reception have implemented good practices to minimise the extra workload placed on the prison's night shift staff when they process a prisoner outside the core hours. For example, we were advised that due to a recent change in transport arrangements, prisoners appearing at South Hedland court needed to depart Roebourne at 5.30am (during night shift). To assist night staff, the reception staff organise the paperwork and the prisoner's belongings the day prior to the prisoner's court appearance. Similar processes are used for the increasing number of prisoners being released at midnight.
- 3.6 Compounding these issues and despite an agreement with local police not to bring people to the prison after 6.00 pm, we heard that more people are being brought in by police in the evenings. In these cases, the senior officer working the night shift conducts a basic reception process, and reception staff finalise outstanding matters the following day. All senior officers are trained in basic reception duties and can step in when required.



- 3.7 While the reception area is kept neat and tidy, the layout of the office should be reconsidered as reception staff advised they sometimes feel unsafe. Within the current layout the officer sits with their back towards the prisoner entering information on a computer. A new office layout should be considered where the officer faces the prisoner which allows for a quick exit if necessary.

### Orientation

- 3.8 Once the prisoner has been processed in reception, they are escorted to either the maximum-security yard or the women's unit where custodial officers conduct a formal orientation. However, we found the quality of this orientation was varied. Prisoners who responded to the pre-inspection survey were disappointed with their orientation; more than half of the respondents claimed that on arrival at Roebourne they did not receive enough information about how the prison worked (39 of 71 respondents). This was confirmed during the inspection with many prisoners advising us that they learned the prison rules and regime from other prisoners; they also expressed feeling that staff did not support them when they first arrived.
- 3.9 During the last inspection we concluded that the orientation processes at Roebourne were poor. We recommended the prison review its processes to ensure orientation was 'consistent, comprehensive and effective' (OICS, 2014, p. 8). In response to the recommendation the prison developed a comprehensive orientation booklet which contains useful information about how the prison works. It includes information on behavioural standards, available services and emergency procedures. According to the prison's Local Order 35, copies should be made available at reception and in various locations around the prison. However, during the inspection we did not observe the booklet being dispensed to prisoners upon entry, nor was it readily available for prisoners to access around the prison.
- 3.10 In a specific group discussion held with prisoners new to Roebourne, none of them knew of the booklet. When we questioned staff about the booklet, most did not know about it either. A review of the orientation checklists within the Department's offender database (TOMS) also revealed that copies were not provided to new prisoners. The useful information contained in the orientation booklets seems wasted if it is not being given or explained to prisoners.
- 3.11 An informal orientation is also conducted by prisoners on the Peer Support Team (PST). The peer support orientation was reportedly better according to prisoners spoken with during the inspection. However, it lacked commitment, structure and guidance. No single peer support prisoner was responsible for inducting new prisoners, and the peer support team learned about new prisoners' backgrounds from other prisoners rather than staff.

### Unnecessary stress

- 3.12 Simple communication improvements between unit staff and new prisoners could alleviate unnecessary stress placed on prisoners when they first arrive at Roebourne. We found a number of examples of prisoners stressed and confused because they did not understand available services. For example, prisoners who are clearly distressed upon

arrival are allowed a monitored, personal phone call during the reception process. This is not standard practice and in most cases, prisoners had to wait for their telephone account to be activated before they could make a call to family, which could take a few days. The opportunity to immediately contact family or designated contact persons when first incarcerated is a fundamental right, not a privilege.

- 3.13 Another example causing unnecessary stress arose from male prisoners having to find their own cell/bed. Unlike many other prisons in the state, cells are not allocated to the male prisoners at Roebourne. Prisoners are required to locate a cell/bed and report back to staff once they had decided. This approach may work for some prisoners who are familiar with Roebourne and may have family and friends with whom they would like to share. But, it should not be assumed that this approach is suitable for everyone. It can be particularly distressing for someone who is new to prison or who does not know anyone. One prisoner told us that even though he had family in the prison, he would have preferred working with officers to select a cell mate who was a non-smoker, an option he did not think was available to him.
- 3.14 Many prisoners also told us of the unnecessary stress of waiting for their first canteen spend day. Canteen occurs on Fridays and when prisoners arrive at the prison on the weekend or early in the week, this can be a particularly long wait. For some this means withdrawing from tobacco or borrowing tobacco from other prisoners (a practice that breaches prison rules and is potentially dangerous for vulnerable prisoners who may end up owing debts). To alleviate this prisoners can access 'special spends' receiving a one-off purchase of tobacco or toiletries earlier than the allocated canteen day. Unfortunately, the process is inconsistent. Some prisoners claimed that they were offered 'special spends' when they first arrived while others were not. A consistent process should be introduced and communicated to prisoners.

### Property

- 3.15 At Roebourne we found that prisoners' personal property was treated respectfully. Prisoners were able to keep a limited number of appropriate personal items in their cells including a limited number of electrical items. We conducted an examination of local orders, inspected a number of prisoner's cells and discussed personal property with prisoners. There were few complaints or issues raised during the inspection in this regard. Furthermore, we also found that when prisoners transfer from another prison with personal property, there is sometimes a discrepancy with the listed property and what is in the prisoner's possession. The reception staff work hard to address any errors.

### REMANDEES

- 3.16 Although the remandee prisoner numbers at Roebourne account for more than 30 per cent of the total Roebourne population, there was very little differentiation between the regime for remand and sentenced prisoners. We observed that some services for remand prisoners were poor whilst others did not meet relevant regulations as prescribed in the *Western Australian Prison Regulations 1982* ('the Regulations').

### Services and entitlements for remand prisoners

- 3.17 The Inspectorate's Code of Inspection Standards requires that remand prisoners are entitled to access to appropriate legal resources to assist them in their defence of the charges they are facing. However, the legal library at Roebourne is scant and not up to date. There is neither new case law nor computers available. During the inspection staff advised that the legal library was only used intermittently. However, regardless of the limited use, access to legal resources is an entitlement and adequate resources should be freely available.
- 3.18 According to Regulation 56 remand prisoners are entitled to daily visits. Yet during the inspection remand prisoners spoken with claimed they could only have visits four times per week. The prison's Local Order 46 clearly states that remand prisoners can have visits on Thursdays, Fridays, Saturdays and Sundays. Any additional visits are at the discretion of the Superintendent. While we were advised that additional visits were approved in circumstances such as extended travel by visitors, the practice as set out in the local order is contrary to the daily visits specified in the Regulations. The local order should be changed to reflect the legislation and the changes should be communicated to prisoners and visitors.
- 3.19 Regulation 57 also notes that as far as is practicable remand prisoners should be kept separate from sentenced prisoners. However, as with other multi-security prisons in Western Australia, remandees at Roebourne are accommodated in the same units as sentenced prisoners and routinely share cells. This is as much due to the rapidly increasing remand population throughout the state as it is due to the ageing and ailing infrastructure at the prison itself. However, there was no evidence that the prison was attempting to separate the prisoner cohorts.
- 3.20 Despite these shortfalls, remandees at Roebourne were largely employed. At the time of the inspection only six of the 53 remand prisoners were not working. As per Regulation 43 remand prisoners are not required to work. However, many remandees at Roebourne seek employment opportunities when they arise.

### FOOD, CLOTHING AND BEDDING

- 3.21 Roebourne was meeting reasonable standards with regards to food, clothing and bedding. Despite negative sentiments expressed by prisoners, our observations were that the quality of food was balanced and nutritious while the quantities issued to the prisoners were adequate. However, recent staffing shortages and the inability to hire qualified individuals presented a significant risk to the prison's ability to feed the prisoner population. There were ample clothing stores available and laundry had good processes to ensure clothing and bedding were clean.

#### Food

- 3.22 The prisoners' opinion of the quality and quantity of food at Roebourne had declined since the last inspection. Furthermore, the number of prisoners who felt that the quality of food and the amount they were receiving was 'poor' was markedly higher than the state average. In our discussions with prisoners about these issues, they often focussed on

their dislike for the chosen menu items and about their inability to acquire additional servings. However, our own observations and experience of the food during the inspection were that the quality and quantity were suitable. Roebourne provides a four-weekly cyclical menu that is well balanced with a good provision of healthy options. The kitchen improves nutritional value by steaming vegetables and reducing sugar or using a sugar substitute in desserts. Cultural ‘cook-ups’ occur each week allowing prisoners the opportunity to cook Aboriginal food.

### **The kitchen and dining room**

- 3.23 The kitchen was large, spacious and well equipped. It was clean and there was no evidence of vermin or insect infestations. Equipment was in relatively good condition but the hardness of the water available at Roebourne and the lack of a water softening system meant that machinery would break down regularly. It could be some time before equipment was fixed, and the kitchen would have to cope without sufficient equipment. At the time of the inspection one steam oven had been unusable for six months. It may be economical to explore installing a water softening system on site to reduce the regular breakdowns and repairs needed due to the hard water.
- 3.24 Breakfast and dinner were regularly served in the dining room while lunches were issued in the units depending on the prisoners’ work/activity for that day. Kitchen staff suggested that incorrect prisoner numbers were often communicated to the kitchen at lunch time leading to either a shortage of meals or wastage. Improved communication is necessary to fix this issue or alternatively the dining room should be opened for lunch service. As the largest air conditioned space in the prison it would be ideal to serve lunch in comfort during the hottest part of the day.

### **Staffing**

- 3.25 The kitchen has two cook instructors and one relief cook instructor. However, only one cook instructor was available as one had leave and the relief instructor was off on long term sick leave. At the time of the inspection a statewide government hiring freeze had been in place for approximately four months. Consequently, the prison was unable to recruit another qualified person into the kitchen. This left the prison either unable feed the prisoners, or redeploying an unqualified staff member into the kitchen to oversee food preparation. The former was impossible so a VSO was diverted from his substantive role to work in the kitchen after completing the basic food handling program that prisoners undertake to do kitchen work.
- 3.26 A uniformed officer with chef qualifications provided initial, informal support. But generally, the VSO had to manage his best under the circumstances to ensure prisoners were fed each day, and that the safety standards were being met. Despite the best efforts of the untrained VSO, this is substandard practice and presented a risk to the Department should a food related health issue have arisen.

### **Clothing**

- 3.27 We observed good processes in the laundry and ample stores of clothing available in the central storeroom. However, the pre-inspection survey for prisoners indicated dissatisfaction regarding clothing and the results were considerably lower than those recorded in the 2013 survey.

### **Male prisoners**

3.28 During the inspection we observed prisoners wearing generally clean and presentable clothing. Roebourne's prisoners are issued with their own sets of clothing upon reception which are tagged with a specific number. When the clothing is washed, prisoners receive their own personal items back by their allocated number. The laundry officer stated that there were sometimes problems with the correct laundry being returned to the correct people. This was usually related to the laundry workers incorrectly reading the garment numbers. The laundry officer appreciated that this annoyed many prisoners and that it could, in part, explain the results of the pre-inspection survey. Consequently, a cross checking system had been recently implemented which should reduce the problem. All socks and underwear are issued new and not recycled. This was good practice and one not found in many other prisons.

### **Female prisoners**

3.29 Female prisoners at Roebourne were unhappy with the quality and variety of clothing available. The women complained that they had limited access to shorts and did not have singlets or hats; seemingly necessary items given the climate. While clothing must be durable, inspection standard 76 requires it to also be suitable to the climate (OICS, 2007). Therefore, the women should be provided with the opportunity to wear more suitable clothing.

3.30 We observed adequate clothing supplies for female prisoners in the central store. Yet the clothing store within their unit was not well supplied. Undergarment storage began at XXXL sizing and there were very few shirts and pants of smaller sizes. Similarly, the women complained that their supply of laundry powder in the unit was also low (female prisoners at Roebourne wash their own clothing in the unit while bed linen is washed in the prison laundry). Maintaining an adequate supply of clothes and laundry powder within the unit is reliant on good communication and the responsiveness of the staff to women's requests. This seemed to be where the system was breaking down; unit staff must respond to the women's needs.

### **The laundry and staff**

3.31 During the previous inspection we found that the laundry lacked adequate air-conditioning and air flow (OICS, 2014). The constant operation of large dryers meant there was a perpetual build-up of condensation adding to the natural humidity and heat already experienced at Roebourne. It often made conditions intolerable in the laundry room and forced workers outside to complete their duties. The laundry has not changed since that time. The equipment is aged and the space provided is restricted for its needs. At the time of this inspection, one dryer had been broken for a few days. The timeframe for its repair was hard to predict and could mean the laundry had to cope without a full complement of machinery for some time.

3.32 The laundry officer had been in the role since May 2015. Despite having been in the role for over 10 months she had not received the entry level training course required of all VSOs within six months of commencement. We were told of a number of specific incidents where security lapses had occurred due to unfamiliarity of security and safety

protocols. Fortunately, they had not resulted in any incidents. This presents a significant risk to the security, safety and wellbeing of the staff member and prisoners, and must be addressed as a matter of priority (see below).

### **Bedding**

- 3.33 Bedding is washed weekly at Roebourne. Recently system changes had been implemented to ensure weekly washing occurred because it was found that some prisoners went extended periods without changing their linen. The former system allowed prisoners to remove their own bedding, deposit it centrally for laundry workers to collect, and then replacement linen was issued. The new system has laundry workers stripping the beds and leaving fresh linen at each cell for the occupants to remake their beds. This ensures hygiene standards are maintained. During the inspection we were advised that some prisoners did not support the new process feeling it invaded their privacy and freedom of choice. These prisoners were permitted to strip their own beds.

### **MONEY MANAGEMENT AND PRISONER SPENDS**

- 3.34 There have been improvements in money management practices at Roebourne since the last inspection. Rules and practices around private cash are working well, and prisoners have reasonable access to a variety of appropriate purchases. However, prisoners were less pleased with the systems of gratuities received for employment undertaken in the prison. Particularly, there was some disparity in actual and perceived effort versus remuneration for the prisoners, particularly for those in jobs requiring longer working hours.

### **Private cash**

- 3.35 In 2013 we were concerned about the pressure on families to deposit money into prisoners' private cash accounts to support their purchases, and sometimes to pay off debts between prisoners. At that time the prison acknowledged concern about these issues and developed a new local order to address these. However, we were critical of the order which was arduous and stressful for families depositing money (OICS, 2014). It also heavily restricted the amounts that could be paid which acted as a barrier to prisoners trying to save for their release (OICS, 2014).
- 3.36 We recommended the prison simplify the rules and procedures around private cash and, 'remove barriers and disincentives for prisoners wishing to save' (OICS, 2014, p. 35). In response a new local order came into effect in May 2015. It established upper limits for private cash, gratuities and telephone accounts for prisoners based on their supervision level under the hierarchal management system. The new order also deals with the significant amount of money some prisoners receive via trust or land rights agreements between local Aboriginal communities and mining companies; through tax returns; or through the sale of art work.
- 3.37 We did not receive any complaints about the new private cash system. It has recognised the need for prisoners to receive support affording certain items in prison. But it also balances the need to provide some protection to families against undue pressure to provide excessive spending money, and the risk of prisoners illicitly 'paying' each other for contraband items via the private cash system.

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### Gratuities

- 3.38 The gratuity profile at Roebourne had improved considerably. Compared to the last inspection there were a greater number of prisoners receiving higher level gratuities (level 1 and 2) up from 10 per cent to 19 per cent. Furthermore, there were also fewer prisoners receiving lower level gratuities (levels 4 and 5) with a particularly noticeable drop in the number of level five recipients (38 per cent in 2013 to 23 per cent).
- 3.39 Roebourne does not have the capacity for productive industries like many other prisons. Rather, prisoners are employed and receive gratuities for employment allocations in various workshops. These include:

#### Main Prison

- Kitchen / Catering
- Laundry
- Maintenance
- Gardens / Grounds
- Cleaning

#### Work Camp

- Cabinet Workshop
- Metalwork Workshop
- Kitchen / Catering
- Gardens / Ground

- 3.40 Gratuity allocations for each workshop are determined by the prison's Business Manager and Finance Manager. Workshops are given an allocation of positions for each gratuity level and the VSO appoints workers into each position. Prisoners who indicate a willingness to work are placed on level 5 until they are allocated to a job, at which time their level is determined by the officer responsible in that work area.
- 3.41 We were advised by some VSOs that the allocation resulted in some disparity between workshops. For example, the duties of some work areas are essential to the operation of the prison and are carried on through lock down periods and others operate seven days a week. Yet, prisoners working in these locations can be paid the same as those who work five days or less. Prisons have a limited budget for gratuities, and the Department's Policy Directive 25 limits individual prisons' ability to offer different gratuity models. However, equally remunerating prisoners working vastly different hours is inherently unfair. It is also not reflective of the community and while the prison may not be able to offer additional gratuities, additional privileges or rewards could be offered to prisoners undertaking additional duties.

### Canteen and town spends

- 3.42 Prisoner's gratuities and private cash can be spent at the prison canteen or through town spends. Stock available through the canteen included art supplies, cigarettes, drinks, toiletries and foodstuffs with instant noodles and tinned tuna popular purchases. Town spends items were restricted to a small number of items including sports shoes, football boots, socks, vitamins, photographs, pillows, clothes for special occasions (such as for a funeral attendance), CDs, DVDs, guitars and console games. Departmental data indicates that for the 2014-2015 financial year there was \$304,454.95 in total sales and a trading profit of \$17,714.72.

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- 3.43 The canteen shares a space with the library which doubles as indoor recreation space for activities like bingo and darts. The space is fast becoming more cramped as the recreation space is being used for other purposes. While currently well laid out, very clean and tidy, any further erosion of space dedicated to recreation and canteen purposes will begin to negatively impact the good service being delivered by the canteen, its staff and workers.

#### SOCIAL CONTACT AND RECREATION

- 3.44 Social visits at Roebourne operate well. They are conducted professionally and the supervision of prisoners and their guests is adequate. However, resources should be allocated for a new visits facility that can meet current and future demand. Likewise, recreation is also functioning well with staff leading a variety of activities within limited means. The oval has been reopened and is regularly used by the prisoners when there is sufficient staffing. And, while there are plans to use the dining room for passive recreation activities, there is definitely a need for a dedicated indoor recreation facility.

#### Social visits

- 3.45 Social visits are held Saturdays and Sundays for all prisoners with additional visits also available during the week for remand prisoners. We observed an acceptable level of physical contact between visitors and prisoners adequately supervised by both custodial staff and the use of CCTV. We also saw the polite and professional processing of visitors through the prison's front gate, both on entry and when exiting the prison. However, this was in contrast to the results from our pre-inspection prisoner survey where more than a quarter of respondents reported that they felt their visitors were poorly treated.
- 3.46 Prisoners are also processed respectfully and professionally. We observed genuine engagement between staff and prisoners before, during and after the visits sessions. Prisoners were also respectfully and efficiently strip searched afterwards.

#### The visits centre

- 3.47 This visits centre does not meet the needs of the prison adequately. Visit sessions are often crowded and there is limited capacity to facilitate the varied requirements of non-contact, maximum-security, official and restricted visits. For example, there is only one non-contact visits room which is insufficient to meet the prison's current demand and we were told of occasions when different visitors had to share the one hour visit period. Moreover, the telephone linking visitors and the prisoner in the non-contact room was unreliable and sometimes people had to shout in order to be heard.
- 3.48 Like the wider prison, the visits centre is aged and only a limited number of tables are available within air-conditioned comfort. Resources available for child visitors are limited and the touch television in the children's area can only be accessed by staff from behind a glass panel. In 2015 the prison developed a business case to upgrade the centre but it was unsuccessful.<sup>1</sup> Staff, including prison administrators advised us they regretted the failure of the business case, calling the visits centre 'deplorable' and 'not fit for purpose'.

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1 DCS, Roebourne Regional Prison Request for Endorsement of Improvement Project (\$5,000 to \$1,000,000), endorsed 24 June 2015.



LIFE AT ROEBOURNE

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*Figures 8, 9: The social visits centre – limited indoor space and poor facilities for children*



*Figure 10: The social visits centre – limited indoor space and poor facilities for children*



*Figure 11: The outdoor visits area*

However, the centre is also stark and uninviting. This could be easily remedied by displaying prisoner's artwork and replacing the very dated communications (some from 2003) on the noticeboard. The prison could also offer tea and coffee making facilities for visitors.

*Recommendation 4:  
Upgrade the visits centre at Roebourne Regional Prison.*

### Other contacts

#### Mail and telephone

- 3.49 More than half of the prisoners who responded to the pre-inspection survey reported easy access to family through the mail service (39 from 71 respondents) and an even greater number (59 out of 71) reported easy access via the prison telephone system. However, despite these relatively positive results there were two complaints which were commonly raised during the inspection. The first was that the remote telephone allowance was insufficient to maintain regular contact with family. The allowance permits two calls per week, capped at \$7.35, for prisoners whose home addresses are further than 200 kilometres from the prison. Several prisoners stated that the allowance was quickly exhausted because families were increasingly using mobile phones which incurred higher call charges.
- 3.50 The second complaint was that access to the telephone was restricted with only two phones in each unit. Prisoners believed that two telephones between 60 men were not enough. Compounding this problem was an incident occurring in the lead up to the inspection where a prisoner, upset by his telephone conversation, smashed the handpiece and broke the phone.

#### Video link visits

- 3.51 Prisoners at Roebourne are also able to connect with family and community via video link. There is a dedicated room with audio visual equipment available. However, we were advised that the system is restricted because Youth Justice Services' facilities were the only locations in the metropolitan area where families could access video link. Consequently, a request to access other communications technologies like Skype was currently being considered.
- 3.52 According to Local Order 16 prisoners at Roebourne were also permitted to record DVD messages to send on to family members. However, we were advised that this method of communication is no longer available because the library's computer was removed in 2014. Prisoners should have access to audio visual equipment to prepare DVD messages to family and community as permitted under the local order.

#### Recreation

- 3.53 At the time of the inspection recreation activities were led by two recreation VSOs, one of whom also managed the canteen. A variety of active and passive recreation activities were available, including:

**Active Recreation**

- football
- basketball
- soccer
- volleyball
- softball
- cricket
- tennis
- table tennis
- badminton

**Passive Recreation**

- darts
- bingo
- board games
- music

3.54 Pleasingly, the V Swans program was still running at Roebourne, albeit in a much more restricted form. At the time of the last inspection, prisoners involved in the V Swans program were participating in an offsite football program. The prisoners supplemented the local team in a regional competition ultimately helping the team win the premiership. However, due to a change in departmental policy borne out of the escape of a prisoner in 2014, prisoners now have very limited access to external recreation. The current on-site program runs for 24 weeks with intense physical training complemented by health and nutrition education. There are approximately 30 prisoners involved.



*Figure 12: The V Swans program was still running at Roebourne but could only be facilitated from inside the prison*

**Infrastructure**

3.55 At the time of the last inspection, the prison’s half-oval had been closed for an extended period, restricting active recreation options for the prisoners. This inspection we were glad to see that the oval surface had dramatically improved no longer presenting a hazard to people using it. The prison also has a number of other open spaces used for active



*Figure 13: External recreation area*

recreation: there is a basketball court, a grassed area available for volleyball games and a small shade structure with a limited amount of exercise equipment.

- 3.56 There are areas within the prison which are available for passive recreation, but most double as space for other activities. For example, the prison library also regularly plays host to darts and bingo competitions, and the prison band practises some afternoons in one of the education rooms. Prison administration was also considering the dual use of the dining room for other passive recreation activities. These are examples of the innovative use of space the prison has come to rely on given its limited infrastructure.
- 3.57 However, relying on these spaces also impinges upon them. Formerly, the library consisted of two rooms allowing a reasonable amount of space for a variety of passive activities at the same time. In late 2014 one of the rooms was reallocated to re-entry services within the prison. This restricted the space available, now making it harder to use the library for its primary purpose while other, louder activities are also going on. The dual use of this space would not be necessary if Roebourne had a large, enclosed, air-conditioned, multipurpose recreation space, and given the climatic extremes of the Pilbara region, it seems warranted.

*Recommendation 5:*

*Provide a dedicated air conditioned and well-equipped indoor recreation facility with areas for both active and passive recreational pursuits including art and music workshops.*

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### AN ABORIGINAL PRISON

- 3.58 As stated earlier Roebourne is an Aboriginal prison with the vast majority of prisoners identifying as Aboriginal or Torres Strait Islander. However, at the time of the inspection, there was no evidence that the prison was maintaining an active Prison Aboriginal Services Committee (PASC). This is despite the Department's Reconciliation Action Plan (RAP) calling for the establishment of PASCs at all prisons (DCS, 2015b).
- 3.59 Considering Roebourne's Superintendent commenced in March 2015, an active PASC would have afforded him and the senior management team greater access to the Aboriginal community of the West Pilbara. By extension, the PASC would have improved the service delivery capability for the 87 per cent of the prison population who were Aboriginal at the time of the inspection.

#### Aboriginal staff

- 3.60 At the time of the inspection, there were five Aboriginal staff members at Roebourne (3 custodial officers and 2 non-custodial support staff). Together they represented approximately four per cent of staff. The RAP has set a target of 7.25 per cent Aboriginal staffing by the end of 2018, and while this target is for the wider corrective services system, in an Aboriginal prison such as Roebourne this figure should be higher.

#### Peer support team

- 3.61 One of the five Aboriginal staff members was the Prison Support Officer (PSO). At the time of the inspection the PSO had been on leave for several months and due to illness was not expected to return to his position. During the inspection we received positive feedback about the role the PSO played, particularly facilitating the Peer Support program. However, in the PSOs absence, the Peer Support Team (PST) has had to assume some of the duties and the wider prisoner group has been relying on the team to fill part of the gap. More than half of the respondents to the pre-inspection survey told us they thought the PST would help them if they had an issue they were concerned about (39 out of 71). The result was the highest compared to other groups that prisoners might seek out.

#### Aboriginal Visitor Scheme

- 3.62 The Aboriginal Visitor Scheme (AVS) is the Department's statewide scheme, staffed by Aboriginal people, that was originally established to provide support and counselling to Aboriginal people in custody. However, for approximately the last eight years the scheme has been inadequate, failing Roebourne by providing only intermittent coverage. We have made recommendations about these failures over the last two inspection reports (OICS, 2014; OICS, 2011) and despite the Department's support for our recommendations there has not been any improvement. This is contrary to the objectives of the Department's recently ratified RAP and must be addressed immediately.

#### *Recommendation 6:*

*Revitalise and sustain an effective face-to-face Aboriginal Visitor Scheme at Roebourne Regional Prison.*

### Culturally appropriate activities

- 3.63 The prison has a dedicated Aboriginal meeting place. It consisted of a low stone wall and some bench seating. There is provision for an open fire but it is only used occasionally. The meeting place has only partial morning shade and during the inspection we heard differing opinions about whether prisoners could access the meeting place without an escort. As an Aboriginal prison it would be expected that the prison should have a greater focus on, and understanding of such an area for its prisoners.



*Figure 14: The Aboriginal meeting place.*

- 3.64 Family days at the prison are eagerly anticipated by the prisoners who spoke of the days in very positive terms. In the past the days had been very successful with female prisoners involved in face painting and assembling lolly bags for children who attended. A family day was scheduled not long after the inspection in late April 2016 and the prison band was planning to play. NAIDOC events were also scheduled for the prison later in the year. We were advised that while family days were fairly well attended, NAIDOC celebrations were the standout for attendances throughout the year.
- 3.65 As at other prisons, Aboriginal prisoners were restricted from attending funerals. Information supplied by the prison in the lead up to the inspection identified that there had been 19 applications by prisoners to attend funerals in the six months between June and November 2015. Only seven of these had been accepted with another 10 denied because the relationship between the applicant and the deceased was not an immediate

familial or exceptional relationship. We have made extensive comment on the Departmental definitions of relationships in the past, especially in regards to Aboriginal prisoners attending funerals (OICS, 2013). It is an area we are greatly concerned about given the social and emotional repercussions for prisoners particularly when they return to their community. We were pleased to hear that the prison had previously held memorial services for prisoners unable to attend funerals and that one of the Aboriginal staff members generally found time to sit with prisoners for sorry business.



# Chapter 4

## WOMEN AT ROEBOURNE

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- 4.1 Roebourne can accommodate up to 14 female prisoners. At the time of the inspection there were 12 women placed there. All of the women were Aboriginal and two thirds were from the greater Pilbara region. There were five women being held on remand and seven were serving sentences of two years or less.

### CLOSING THE WOMEN'S UNIT

- 4.2 Historically, the office has been concerned about the management and quality of care of the women at Roebourne. Our early inspections identified the disadvantage that women in Roebourne experienced compared to their Perth counterparts. This was compounded over time by the limited level of services for women that we found in more recent inspections.
- 4.3 In January 2013, a decision was taken to close the main women's yard at Roebourne. By the time of the last inspection in September 2013 the women's precinct was only a small section within the prison. It had a capacity of just five beds to accommodate women for short term stays. The closure was unfortunate and resulted in a concerning degree of confinement for the few women who remained. When we inspected Roebourne in 2013 only one woman was there and we found that at times she was neglected. The situation at that time meant that women were strictly segregated from the normal running of the prison with all movements outside their unit conducted under escort. Phone calls were made available only at certain times, and all meals, support services, recreation and medicine were provided in the unit. Furthermore, contact with male prisoners was only allowed through a structured visit on the weekend.
- 4.4 Based on these findings we made two recommendations to the Department (OICS, 2014). The first was to improve the facilities, activities and services for the women, and provide them opportunities to associate with male family and friends. The second recommendation was to re-establish a properly resourced women's precinct which 'should include a full-time Women's Support Officer (WSO) and a restoration of traditional freedoms of association, movement and participation in recreation, education and training' (OICS, 2014, p. 48). Although neither of the recommendations was supported by the Department at the time, in mid-2014 the women's unit was reopened, a full-time WSO commenced in late 2015, and mixed education and recreation were becoming regular features within the weekly regime.

### THE UNIT AND STAFF

- 4.5 The conditions in the women's unit were better than the male units yet this was largely negated by the women's isolation from the wider prison. While this is changing with the women's increased involvement in activities outside of the unit, within their unit the women sometimes struggled to get the attention of officers. They indicated a need for more formal and informal contact with staff.

#### Unit

- 4.6 The women's unit is small, isolated and appropriately inaccessible to the male population. It has five single occupancy cells, two double cells, a four person cell and one mother and child cell, all of which are air conditioned. The unit also includes an observation cell and two multipurpose cells which can be used by either male or female prisoners. Like the

rest of the prison, the women's unit is aged and needs care and attention, or in some cases significant remediation. For example, the communal ablutions were dirty with soap scum and calcium build-up clearly visible on all surfaces. As with the male ablutions, some of the drains did not have safety guards, and paint work was scratched off or peeling.

- 4.7 The unit has a pleasant albeit small amount of green space. However, at the time of the inspection the garden beds were riddled with weeds and the barbeque required a clean and resealing. A treadmill, an exercise bike and some isometric equipment were also available but, although sheltered, were still exposed to the elements so cleaning, care and maintenance were required. The unit also has an air-conditioned transportable building equipped with a television and couch.
- 4.8 Whilst the women's cells were in better repair than the male cells, mainly because they were less crowded and were air-conditioned, there were still significant maintenance issues that needed to be addressed in the women's unit. However, funding has not been allocated to refurbish the women's cells. Some cell walls were stained, exhaust vents were clogged with layers of dust, shelving units were cluttered and the beds were of the old design with numerous hanging points. Further to this there was an odour emanating from some of the cell drains and to remedy it a sign directed the occupants to pour disinfectant down the overflow drain when the odour was detected.

#### Staff

- 4.9 The unit has a dedicated wing officer who is responsible for responding to the women's needs and supervising activities like recreation. This officer engages with the female prisoners during formal duties like population counts and cell inspections, and the officer should also be available informally for the women to approach throughout the day. However, due to staffing shortages the women's wing officer is sometimes restricted to the unit office and unable to readily respond to the women's requests.
- 4.10 Throughout the inspection the women advised us they wanted more informal access to their wing officer. Often this was in order to submit a request form but the women also explained they would appreciate simple conversation. But, like at the time of the last inspection, we again heard about occasions where women struggled to get the attention of officers. Indeed, on the second day of the inspection we were alerted to an incident where one female prisoner was locked into the unit common area but unable to get into her cell. Despite attempting to get the attention of officers, she remained outside in the heat of the morning for some hours until she eventually upended chairs and officers responded to escort her back to her cell. A situation such as this ought not to occur in a secure prison; for example, had the situation been a medical emergency the consequences of her inability to get attention could have been far more serious.
- 4.11 More positively Roebourne appointed a full-time WSO in November 2015. The position was contracted to the end of the financial year; however Roebourne management has since been able to secure the current WSO on another contract until the end of 2016. Uncertainty after this date remains. History tells us that the women at Roebourne suffer

and services decline without a WSO (OICS, 2014; OICS, 2011). Therefore the role needs to become a permanent fixture of the staffing profile at Roebourne. During the inspection we heard extremely positive reports about the work done by the current WSO and her acceptance by both the women and the wider staff group.

*Recommendation 7:*

*The Women's Support Officer role must be a permanent, full-time position within Roebourne Regional Prison's staffing profile.*

#### SERVICES FOR WOMEN

4.12 Services for women at Roebourne have improved markedly since the last inspection. The women regularly participate in education programs and mixed recreation with prisoners from the male population is a weekly event. However, these steps forward should not prevent further efforts to improve services for women, particularly in regards to the lack of offender treatment programs available at Roebourne.

#### Education

4.13 Since the women's yard was reopened at Roebourne in 2014 there have been various phases to facilitate their participation in education. For a period, it was compulsory for all women prisoners to attend Entry to General Education courses in education. While the courses were suitable for some, they were well below the education level of other women including one female prisoner who had completed a university degree. Classes were then made available to the women on a voluntary basis. However, this proved to be unsustainable because there were only two or three participants and an inadequate choice of courses.

4.14 Finally, in late 2015 mixed education was introduced, notwithstanding considerable resistance from some custodial and educational staff. Implementing mixed classes has not been without its obstacles, with some women clearly uncomfortable in an initial mixed first aid course. It was also reported that a mixed classroom requires an added degree of classroom management due to interactions among the students. Despite that, integration in classes has been working well, and at the time of the inspection, there were five women attending classes alongside men. Non-mixed programs were also still available to women as needed, in courses such as first aid, healthy eating and food safety.

4.15 During the inspection female prisoners acknowledged the greater choice now available to them in education. They expressed a desire for better access to work-ready programs like those enjoyed by work camp prisoners. This view was shared by some of the prison's senior management team who told us of their efforts to source industrial training and work ready programs for at least one of the females located at Roebourne. The campus manager was also seeking to revive a locally developed version of the New Opportunities for Women program which is an access program for adult general education.

### Recreation

- 4.16 The women at Roebourne have access to both passive and active recreational activities guided by the recreation officers and the WSO. These activities are built into the weekly schedule which is drawn up by the WSO, in consultation with the women, every Monday morning. Passive activities include cooking, dot painting, bingo, hair, nails and make-up activities, and craft like beading, blanket making and scrapbooking.
- 4.17 Active recreational activities for the female prisoners generally involved walking around the oval. The recreation officers, the WSO and the women themselves agreed that more structured games had been sporadic due to the small cohort of women located at Roebourne, and the inability to motivate enough women to join in. However, a small group of women had recently been chosen, along with a select group of male prisoners, to participate in a trial of mixed recreation on Tuesday afternoons.
- 4.18 Despite attempts to successfully trial the mixed recreation program, it had only gone ahead on one occasion prior to the inspection. It was then cancelled during the inspection due to a complaint by the local union branch. However, an agreement was reached that mixed recreation would be trialled again the following two weeks. Remarkably, the complaint was based on the union's assertion that a condition of the women returning to Roebourne was dependent on the prison's local orders reflecting the women's segregation from the male population. However, the local orders do not require segregation and furthermore, segregation contravenes the Department's policy of association between male and female prisoners (DCS, 2001).
- 4.19 During the inspection staff opposition to mixed recreation was observed when discussed in larger focus group meetings. We determined that this opposition was steered by a vocal minority because when we met with smaller groups and individuals the vast majority of staff supported and welcomed the opportunity for the male and female prisoners to engage together in recreation. Many staff recognised that, like mixed educational opportunities, when managed well, mixed recreation could improve rehabilitative outcomes for prisoners. Many prisoners, particularly female prisoners, come into prison with a history of domestic violence and abuse. By increasing positive engagement and interaction between male and female prisoners, the prison is fostering healthier attitudes and respect to be taken back to the community upon release.
- 4.20 During a liaison visit to the prison approximately two months after the inspection, the office was advised that the mixed recreation trial had been successful. The result meant that a weekly sports game was arranged for the entire female population and a select group of men. While not all the women participated in the entire game with some only engaging in a couple minutes of active involvement, they could sit, watch and yarn with the others in some semblance of community life.

### Programs

- 4.21 The offender treatment program needs of women at Roebourne are not being met. This has long been a challenge for the prison largely because at any one time there is not a 'critical mass' of female prisoners with the same assessed need for the Department to effectively and efficiently run a certain program. For example in April 2016 there were

only seven program needs identified for women at Roebourne. These pertained to just three women, and only one would be met.

- 4.22 The challenge to meet the women's program needs is compounded because bolstering participant numbers by conducting mixed gender classes is normally considered inappropriate due to the content matter. However, consideration for mixed classes could be given to one program, Cognitive Brief Intervention, when there are insufficient numbers to facilitate a female-only course.
- 4.23 Regardless, while the number of women at Roebourne remains low, there is little prospect of programs being run for them. Those who need and want programs must transfer to another facility. Otherwise, they will forgo addressing their needs as a number of the women suggested at the time of the inspection; they reported a preference for remaining at Roebourne and completing their full sentence term rather than being transferred elsewhere to complete a program in the hope of attaining an early release with parole. We have heard similar preferences from women held in other prisons in Western Australia. Therefore, the lack of program availability must be contributing to the high population of women in custody across the state and will continue to do so until an alternative, such as remote delivery or delivery via video suite, can be offered for regional women to effectively engage in programs.

*Recommendation 8:*

*The Department should increase offender treatment program availability to women at Roebourne Regional Prison.*

**Work allocations**

- 4.24 At the time of the inspection the women at Roebourne were considerably underemployed. There were 12 women and only one was actively employed on the peer support program. Seven of the women were allocated unit worker positions, another two were miscellaneous workers and the remaining two women were not working. Unit worker positions did not actively engage the women for any great length of time leaving them largely unoccupied throughout the day if they were not involved in other activities such as education.
- 4.25 However, at the time of the inspection we were advised that the job allocation, and the associated gratuities the women would receive for completing their duties, was under review. We followed this up approximately two months after the inspection, and were advised that there were now employment allocations for the women outside of their wing. These women were receiving the highest level of gratuities (level 1) for cleaning the main administration and the operational administration buildings. One woman had also recently been approved for supervised external activities. She had been employed to help the VSO at the prison's external store with stock, inventory and orders. Work-ready options were also being sourced in positive steps towards improving the rehabilitative outcomes for the female prisoners.

### Other services

- 4.26 Relative to their male counterparts, female prisoners have equal access to other services within the prison such as PCS and chaplaincy. During the inspection we were advised by PCS that despite the equal access, it was suggested that female prisoners were more likely to refuse PCS services than male prisoners. This was surprising given the women spoken with during the inspection indicated that they were seeking more opportunity to engage with a wider variety of people. Further clarification of this in the time after the inspection revealed that the women were keen to attend PCS to get out of their confined unit, but did not readily engage when at the PCS office.
- 4.27 Conversely, one group which was keenly engaged with by the women was the visiting chaplains. At the time of the inspection Roebourne was serviced by five visiting chaplains on a weekly rotational basis. At the request of the female prisoners the chaplains often attended the women's unit to engage the women in a 'time of peace' where they would simply sit and talk. However, across the prison there had not been any religious or spiritual services conducted since Christmas 2015. The chaplains noted that this was in no part the fault of the prison but rather their own inability to coordinate a schedule of services.
- 4.28 Both the prisoners and the chaplains hoped these services would recommence in the near future. In the past, male and female prisoners had attended spiritual services together. This had ceased at the time of the last inspection and we commented that women were no longer attending services at all. Consequently, we made a recommendation to correct this (OICS, 2014) but the Department responded claiming female prisoners had not been prohibited from attending. When approached about this issue during this inspection, the chaplains advised us that the women would not be prohibited from attending spiritual services but the chaplains were unconvinced mixed services were the best option. The chaplains explained their preference to run a strictly female service during the week.

### WHERE TO NEXT?

- 4.29 Despite the women's unit reopening approximately two years ago we observed a level of clear resistance to the women amongst some staff. To address this, the prison should ensure that all staff are trained, or retrained, in the Department's Working with Female Offenders program. Furthermore, an Assistant Superintendent Offender Services position should be created to advocate for the women at the senior management level but also more practically to balance the workload of the Assistant Superintendent Operations.

### Managing resistance and disrespect

- 4.30 The reopening of the women's unit at Roebourne was a contentious issue for some staff during the inspection. As stated earlier, and contrary to Departmental policy, some staff believed that the return of the women to Roebourne was conditional upon their segregation from the male population. This had resulted in moderate resistance to integrating the men and women in educational and recreational programs. We determined that a vocal minority of staff were fixated on historical incidents and failures of security when the male and female prisoner populations had mixed in the past. Those

staff clearly advocated risk avoidance rather than risk management or even simply case-by-case management which would be most effective given the transient female population.

- 4.31 Fortunately, good leadership by prison management, and perseverance by staff in education and recreation seems to be breaking down some of this resistance. However, during the inspection we observed that a small part of this resistance took the form of blatant disrespect. We observed some staff referring to the women in disparaging terms. We also received a number of complaints from the women and other staff about the women being sworn and shouted at. This should be addressed immediately, particularly in light of information supplied by the Department which indicated that there had not been any Working with Female Offenders training conducted for Roebourne staff since July 2014.

*Recommendation 9:*

*Ensure all staff at Roebourne Regional Prison are up-to-date with the Working with Female Offenders training.*

### Support and advocacy

- 4.32 Female prisoners at Roebourne do not have an official ‘advocate’ or ‘champion’ above the level of the WSO. That is not to say that there are not many staff members advocating for the needs and services of the women at the Senior Officer level and above. In fact, during the inspection we heard from a number of staff who demonstrated a clear passion for improving the circumstances of the female prisoners, and who were trying to change the opinions of other staff who were less than passionate.
- 4.33 Nevertheless, the women have the full support of the prison’s senior management team. But, the team acknowledges the nature of servicing the small, transient group is difficult with some members even regretting not having a larger group of women to increase the demand, and therefore supply, of services. The prison has further acknowledged the female prisoners’ marginalisation in its Strategic Business Plan. The plan accurately identifies that the women’s ‘...needs are different to men’s and that this is highlighted in a prison environment where their role as mothers and primary caregivers is restricted’ (DCS, 2016a, p. 3). The plan also states that the prison is ‘...committed to meeting these different needs, and women’s status as a minority group does not diminish [its] obligations towards them’ (DCS, 2016a, p. 3).
- 4.34 Yet, Roebourne does not have an Assistant Superintendent Offender Services (ASOS). Of the 16 custodial facilities in the state, six have an ASOS position. The role of the ASOS in these facilities includes overseeing the management of female prisoners, and security, in addition to other offender services like education, peer support, and the AVS. At Roebourne these duties are presently administered by the Assistant Superintendent Operations (ASO) who is also responsible for the prison capacity, prisoner regimes, movements, disciplinary processes and complaints; the management, discipline and professional development of staff; and maintaining compliance with departmental policy. The ASO role is clearly demanding.

- 4.35 The women at Roebourne need an advocate at the senior management team level that is a dedicated position, such as an ASOS. Without this position, or a similar role, the work performed by Roebourne's passionate staff is vulnerable to the loss of those staff. It is also possible that prison operations begin to overshadow offender services as we observed at Albany Regional Prison where a similar management structure exists (OICS, 2015d).

*Recommendation 10:*

*The position of Assistant Superintendent Offender Services should be created and filled at Roebourne Regional Prison as an advocate for the differing needs of the various prisoner cohorts, particularly female prisoners.*



# Chapter 5

## HEALTH SERVICES

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### PHYSICAL HEALTH

- 5.1 Roebourne health centre provides initial health screening assessments, conducts medical appointments, hosts general practitioners (GP) and books specialist services. But a reduction of fulltime equivalent (FTE) positions recently has affected the number of prisoner patients seen each day which has been compounded by an unpredictable GP service. Prisoners are not receiving the equivalent of community care because they are waiting longer in a system that is ultimately being driven by trying to manage risk rather than being able to proactively plan and undertake preventative work.
- 5.2 Locally staff have been doing their best to manage the prisoners' complex health needs with the resources available. But given the health centre can only provide a band aid solution in a tight fiscal environment it was unsurprising that prisoners had an overwhelmingly negative opinion of the health services. During the inspection many prisoners complained about the provision of health services which confirmed the negative opinion in the pre-inspection survey (39 of 71 respondents).

### Services

#### Assessments

- 5.3 Departmental policy requires medical services to conduct an initial prisoner health screening within 48 hours of the person's arrival into prison. Roebourne is generally meeting this requirement. However, health centre staff expressed to us that the standard screening tool was inadequate to meet the needs of the prisoners, particularly in regards to mental health assessments. The standard assessment form is generic and not suitable for many of the remote Aboriginal prisoners. Consequently, the clinic was trying to better meet the prisoners' needs by using a more comprehensive, localised form that prisoners could understand. We found the localised tool effective; it was more detailed and tailored to the prisoner's behaviour and medical history and needs.
- 5.4 Often more problematic was the requirement for prisoners to see a doctor within 28 days of arrival (DCS, 2016b). GP services at Roebourne were irregular and unpredictable (see below). While most prisoners were seen within 28 days, there have been occasions when the GP has had to cancel screening appointments to prioritise other prisoners based on risk and need. When only a limited number of appointments are available, this is understandable, and in some ways inevitable, but it carries risk. Resources should be allocated to ensure the Department's own policies can be met.

#### Appointments

- 5.5 Prisoners can request an appointment with the nurse via an appointment card system. Individualised cards are placed in a designated box which is cleared by health staff each day at 9.00 am. The system, appropriately, does not involve uniformed staff in any way. However, unit staff can contact the health centre to request an appointment for a prisoner if they think the matter is urgent. But some custodial staff indicated that getting an appointment this way was sometimes difficult because they were not medically trained to determine the urgency of the matter.

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- 5.6 The nurse sees most prisoners within a day of submitting their cards; assessing the prisoner's needs and then either providing non-prescription medication or booking a doctor's appointment. In January 2016, the health centre had 679 individual appointments; 85 per cent were for the nurse. We were told that some of these nursing appointments could be resolved over the phone. As such, the nurse manager wanted to change the appointment card system to a direct phone line and reduce some of the demand on health centre staff. The plan was still in the early stages and no commitment had been made. However, a similar system existed at Bunbury Regional Prison and previous inspections by this office have found it to be good practice promoting self-determination and personal responsibility amongst the prisoners. It is also in keeping with community processes and expectations around managing one's own health (OICS, 2015e).
- 5.7 If such a plan is to be implemented the prison must consider the following:
- Phone contact should never replace the need for a face-to-face appointment and good policy guidelines must be put in place to ensure this does not occur.
  - Cultural appropriateness and the need for prisoners to talk to someone to make the appointment should not dissuade prisoners from requesting an appointment.
  - Staffing shortages should not result in an over-reliance on prisoners leaving messages for appointments. When this happened at Bunbury it deterred access to health care (OICS, 2015e).

#### GP services

- 5.8 Getting an appointment with a doctor at Roebourne was difficult, more so since the last inspection. In 2013 doctors' hours were not meeting prisoners' needs so we recommended the Department increase the provision of general practice (OICS, 2014). The Department supported this in principle stating that 'services were supplied within FTE and budget' and that new arrangements should address some of the inconsistencies of service (OICS, 2014, p. 97). Unfortunately, the situation appears to have deteriorated further.
- 5.9 GP services within the Department had been affected by the state government hiring freeze. This has left the Department short of 3.63 FTE across the state.<sup>2</sup> Consequently, Roebourne was receiving fly-in fly-out GP services only one day per fortnight, down from approximately one day per week in 2013. Adding to this, the prison was also experiencing problems with doctors being forced to cancel some visits.
- 5.10 Until late 2015, the prison was also receiving a service from a GP clinic at Nickol Bay Hospital in Karratha (one day per fortnight). A change in personnel had stopped the arrangement for a time but at the time of the inspection some services had resumed, albeit irregularly and unpredictably. The cost of this service (\$1,800 per day) had to be funded from the health centre's own budget and was increasingly difficult to sustain. Furthermore, due to the doctors' need to familiarise themselves with the prison's security processes and care procedures, and the unique IT system used by the Department, the service was inefficient. At the time of the inspection only about three patients were being seen per visit.

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2 Email from DCS Office of Reform, Health information for Roebourne inspection report, dated 16 May 2016

## HEALTH SERVICES

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- 5.11 The unpredictable GP services at Roebourne are putting staff in a position where they must juggle appointments based on who is assessed of most need, who can wait and what conditions are most critical. It means that prisoners can sometimes wait weeks before seeing a doctor which according to information received from the local community far exceeds community wait times.

*Recommendation 11:*

*Urgently provide a regular and consistent general practitioner doctor service at Roebourne Regional Prison.*

### Specialist services

- 5.12 The health centre has created a very good network of ancillary and specialist health services that visit the prison on a regular basis. Much of this is done without costs, through Karratha City Health and its providers performing a community service. They recognise prisoners become clients when released in the community, and better health outcomes can be achieved by providing services sooner rather than later. Services that come into the prison include liver treatment outreach, diabetes education, podiatry, physiotherapy, and dietetics. This is a positive and commendable initiative.
- 5.13 Dentistry services available at Roebourne were described by staff and prisoners alike as ‘basically non-existent’. The arrangement with the Department of Health for dentistry services is through Mawarnkarra Health Service in Roebourne. The prison informed us that recently Mawarnkarra had restricted services based on the demand from the community. Mawarnkarra confirmed with us it could no longer offer regular appointments to prisoners, affording the prison access to only one appointment per dental session. This is worse than the poor access we observed during the previous inspection (OICS, 2014) and below our expectations in accordance with Inspection Standard 87 (OICS, 2007). The service is inadequate for prisoners and breaches the Department’s duty of care. It must be resolved as a matter of urgency.

*Recommendation 12:*

*The Department of Corrective Services should negotiate with the Department of Health to ensure the adequate provision of dental services at Roebourne Regional Prison.*

### Staff

- 5.14 The allocated FTE in Roebourne’s health clinic includes one Clinical Nurse Manager (CNM) and 3.5 clinical nurses. At the time of the inspection the health centre was operating one nurse short and the situation was due to worsen in May 2016 when a second nurse was due to commence leave. Despite contacting head office over a period of time from before losing the first nurse and in the lead up to the second, at the time of the inspection no remedial action had been taken by head office.
- 5.15 The state government recruitment freeze meant that permanent nurses on contracts could not be hired. And the processes, procedures, electronic systems, and experience and desire to work within the prison present real difficulties securing and maintaining agency nurses. So the health centre has sought dispensation from the freeze but at the time of the

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inspection it had not received a response. The lack of communication frustrated staff who did not know how they were going to keep the centre open. This is poor management practice. However, during a liaison visit to the prison shortly after the inspection our office was advised that an agency nurse had been recruited. Without this nurse the prison would have been unable to meet its obligations leaving prisoners without a viable health service. Roebourne should not be put in this uneasy position again.

*Recommendation 13:*

*The Department should commit to an appropriate staffing model and service provision of health services for Roebourne Regional Prison and urgently progress its implementation.*

- 5.16 Despite the staff shortage, the clinic has remained open 10 hours a day, seven days a week. The number of prisoners able to be seen each day has been affected but staff should be commended for their commitment to keep the service going. But the good will and capacity for staff to continue this over the long term is doubtful. Staff reported that morale is suffering. Reducing the clinic hours does not appear to be a workable option in managing staff shortages, to do so would be a high risk strategy with potential serious implications to prisoner health.
- 5.17 Roebourne overwhelmingly accommodates Aboriginal male prisoners, many from remote and regional locations in the Pilbara. As such, cultural and social factors can make it difficult for a number of prisoners to feel comfortable accessing health services. Therefore, it is important that staff have a good understanding and respect for culture, and that the staff mix encourages prisoner participation in health care. While the nursing staff had extensive experience with their core client group and showed understanding and respect, all were non-Aboriginal females. They did not represent the demographics of the main client group; Aboriginal men. Fortunately both male and female doctors were available.
- 5.18 The lack of Aboriginal staff in the health centre was compounded to some extent by the lack of Aboriginal support staff in the prison generally, as stated earlier the prison did not have an AVS service and the PSO had been absent on long term sick leave. Aboriginal men who were not confident or comfortable seeking help from non-Aboriginal women for health issues had limited options for guidance or support. Consequently, Aboriginal health needs and planning have deteriorated further since the last inspection.

**Training**

- 5.19 There is very little support provided for ongoing professional training for health centre staff. While there are some online modules available, we were advised that staff found most were not relevant or valuable to their working situation or conditions. The modules did not necessarily meet the needs of health professionals working in remote locations with Aboriginal clientele, and what was available was reportedly not useful.
- 5.20 Staff could access \$500 each year for professional development courses, however from a location such as Roebourne the allowance scarcely covered travel arrangements. Consequently, staff were covering the costs of most of their own professional development. Furthermore, given staffing shortages staff felt they could not take time

## HEALTH SERVICES

away from work to access professional development without disadvantaging their colleagues or the prisoners. Overall this was causing some health centre staff to feel undervalued and under-supported by the Department.

### Infrastructure

- 5.21 The health care facilities at Roebourne remain unchanged since 2013 and therefore they continue to be inadequate. The centre is small, consulting rooms are limited (two of which do not have hand basins for basic hygiene purposes), and there is an external, caged waiting area. In our last inspection report we recommended an expansion of the health centre and the creation of a decent waiting area for prisoners (OICS, 2014). The Department supported the recommendation noting the health centre was ‘scheduled for replacement in the 2016–2017 financial year. Funding has been requested in the forward estimates and subject to this and Departmental priorities this work will remain on this schedule’ (OICS, 2014, p. 97).
- 5.22 In 2013 the prison sought the construction of two additional consulting rooms as priority improvements but they were unsuccessful. The Department’s capital works program for 2016–2017 included an extension and improvements to Roebourne’s health centre. However, funding for this was never forthcoming.

#### *Recommendation 14:*

*The health centre at Roebourne Regional Prison must be refurbished so that it is fit for purpose, and extended to meet current and future demand.*



*Figure 15: The health centre which is in need of refurbishment.*

### MENTAL HEALTH

5.23 As found in the previous inspection mental health services at Roebourne are inadequate. Prisoners' mental health needs are not being met by the current level of service provision. The prison does not offer individual assessment, management or therapy for those with psychological problems. This is despite the ongoing efforts of the local staff to engage with head office to find solutions.

#### Psychiatric services

5.24 Half of the prisoners who responded to the pre-inspection survey rated psychiatric services as 'poor' (36 out of 71). This is almost a threefold increase in the number of 'poor' responses we received during the last inspection (13 of 70 respondents). We found that the main reason for the decline was not about the quality of service; rather it was related to the inability to access an adequate service. Last inspection we heard the prison had its dedicated three days per week comorbidity/mental health resource replaced by a fly-in fly-out mental health nurse attending two days a fortnight. In 2015 this service was also lost and not replaced, despite what was believed by local staff to have been an agreement with head office for the service to resume. There has been no communication as to why mental health services were not reinstated but they must be, urgently, to meet the duty of care obligations for identified mental health patients.

5.25 Commendably, the prison generally receives one half day of psychiatric services each week from local Karratha providers and support by phone to local staff whenever needed. The visiting psychiatrist tries to maintain a regular schedule but there are competing demands for service with community demand very high in the region. The services are narrowly restricted to general psychiatric services not forensic support helping people address their criminality. These services are provided free of charge from the Department of Health, hence, the Department of Corrective Services is not resourcing any psychiatric services to Roebourne.

5.26 The prison usually has between four and 10 diagnosed patients under psychiatric care at any time. This does not include conditions such as depression and other mental health conditions nor does it include conditions related to drug and alcohol use and withdrawal. At the time of the inspection, there were nine clients registered as needing psychiatric care.

#### Prison Counselling Service

5.27 The Prison Counselling Service (PCS) provides a very specific role within Western Australian prisons: to provide individual counselling sessions for prisoners who are having trouble coping in prison and are at risk of self-harm or suicide. Prisoners are assessed for self-harm, suicide or other factors. If a prisoner is found to have any of these issues, PCS can provide crisis counselling and other help. At Roebourne, PCS also assesses prisoners for treatment programs, co-facilitates a number of these programs, and performs risk assessments for ARMS. PCS is not a substitute for psychological services; it does not provide general counselling leaving prisoners with insufficient access to individualised treatment. This is the same situation as we observed during the last inspection.

### Staffing

- 5.28 Roebourne has only one PCS counsellor, as has been the case for about the past seven years. Formerly, she was only responsible for PCS counselling and assessments. However, approximately two years ago program delivery was added to her responsibilities, placing considerable additional pressure on her. Fortunately, Roebourne's traditionally low number of ARMS clients eases this pressure somewhat but when numbers increase, the workload can be unmanageable, especially when it coincides with program delivery. When this occurs the PCS counsellor is forced to manage prisoners based on their risk; individual counselling generally ceases to prioritise ARMS and the program. This fails to meet prisoners' needs and the Department's duty of care to those identified as needing counselling. An additional programs worker would enable PCS to concentrate on their core function (see below).
- 5.29 PCS also reported an increased burden of work caused by the absence of other key workers in the prison. This particularly related to the long term sick leave of the Prison Support Officer (PSO) who had not been replaced and the complete absence of visitors from the AVS in recent years. Prisoners were appealing to PCS with issues they would usually take to these other sources. Furthermore, the PCS counsellor is not replaced when on leave leaving the prison solely reliant on remote support by phone to a psychologist. This is a high risk for the Department.

### Managing prisoners at risk

- 5.30 ARMS is the Department's multi-disciplinary suicide prevention strategy. The system draws together members of different staff groups with the aim of preventing harm, and managing prisoners facing an acute self-harm or suicidal crisis. A second tier of coping support is the Support and Monitoring System (SAMS). This is a case management system to ensure identified prisoners receive the extra help and monitoring they need. Roebourne has a history of very low ARMS, and on the first day of the inspection there were no ARMS prisoners. Similarly, SAMS referrals were also very low with only three prisoners being supported. Departmental reports also confirmed very low levels of actual self-harm.
- 5.31 Pivotal to the system is the Prisoner Risk Assessment Group (PRAG), which meets regularly to discuss the management of at-risk prisoners. We were advised by group members that PRAG worked well at Roebourne; there were contributions from all the important work areas and information was shared productively. However, there was some discomfort about the lack of a psychological representative (both on the PRAG team and as a general prison resource) when the PCS counsellor took leave. This is a risk to the prison which places stress on other staff who are not necessarily trained to detect or manage complex mental health issues. Uniformed staff were particularly concerned stating the Gatekeeper course (suicide prevention training) was insufficient to fill this fundamental gap, although they did acknowledge prisoner's personal networks of friends and family in contributing to keeping incidents of self-harm low.

# Chapter 6

## SECURITY

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- 6.1 Security processes at Roebourne need to be strengthened. Certain areas within the prison are not adequately secure, there is an inadequate level of supervision of prisoners during recreation and information reporting to develop intelligence is substandard.

### PHYSICAL SECURITY

- 6.2 Roebourne is a medium security facility with a small, maximum-security section. In December 2013, cyclone ‘Christine’ crossed over the prison. Due to destructive winds and rain, all prisoners were secured in their cells and minimal staff remained on duty. Remarkably, during the cyclone two prisoners breached their cell, their unit and the perimeter fence, escaping the prison. This prompted a Departmental security review into how the prisoners escaped. The review recommended upgrades to cell doors and the inner perimeter fence. During this inspection, we noted the new reinforced doors and were advised that the perimeter fence was scheduled to be upgraded in the coming months.

### GATEHOUSE SECURITY

- 6.3 The gatehouse is the entry and exit point for staff, visitors and contractors. Within the gatehouse is the prison’s control room. It is the monitoring hub for security cameras, radios and personal duress alarms making it the nerve centre for the entire prison. However, its location in the gatehouse means that it risks exposure to visitors passing through and, therefore, should be secured at all times. The prison’s Local Order 3 is clear on this point: ‘All Senior Officers working at the gatehouse are responsible for the security of the gate control room of which the door is to remain secured at all times other



Figure 16: The gatehouse



## SECURITY

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than at times approved by the Designated Superintendent'.<sup>3</sup> However, throughout the inspection, we observed the control room door regularly propped open. Exacerbating this breach we often observed the second door to the gatehouse corridor also left ajar. This practice poses a risk to the security of the prison.

- 6.4 All people entering and exiting the prison go through the gatehouse lobby, regardless whether they are visitors, staff or contractors. We observed the officers working in the lobby speaking politely and professionally to the people entering and exiting the gatehouse, particularly social visitors who were processed in a way that was courteous and non-obstructive. Visitors were asked to remove all personal belongings to prevent incoming contraband. The process for staff was far more automated. Staff can retrieve their own keys from an electronic cabinet, sign in and enter the prison without establishing any contact with officers in the gatehouse.
- 6.5 There do not appear to be adequate mechanisms in place to prevent a staff member, either purposefully or inadvertently, bringing contraband into the prison. Only one bag is searched randomly per shift, and neither staff nor their belongings are processed through metal detectors or X-ray machines. Searching only one bag per shift will not prevent the entry of contraband. Furthermore, throughout the inspection we observed contractors coming and going without staff conducting tool counts either upon entry or exit. Tool counts are essential as a missing tool could be used as a weapon and could lead to operational, security and safety issues.
- 6.6 Gatehouse staff also process vehicles entering and exiting the prison. To keep the perimeter secure, the electronic internal and external perimeter gates should never be opened at the same time. During the inspection, the internal perimeter gate was not functioning and staff were required to operate it manually. While the technician worked on fixing the gate, it was left in the 'open' position so at times both perimeter gates were opened together leaving the perimeter exposed. We also observed an occasion when both gates were open, and so too was the reception door and sallyport gates. Prisoners were in the vicinity with a direct route out of the prison.

### *Recommendation 15:*

*Improve gatehouse security at Roebourne Regional Prison.*

## RELATIONAL SECURITY

- 6.7 Relational security practices, including staff engagement with and supervision of prisoners, could be improved. During the inspection we rarely observed officers spending time outside their air conditioned offices engaging with prisoners, except at scheduled periods such as the population count. For example on only one occasion throughout the inspection week did we observe an officer engaging with prisoners during the afternoon recreation period. On other days, during recreation, we mostly observed officers gathered in the unit offices instead of interacting with prisoners. This was disappointing, not only

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3 Roebourne Regional Prison Local Order 3, Gate Procedures, April 2011.

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because of the lack of supervision during recreation times, but also because of the missed opportunities to associate with prisoners and gather information.

- 6.8 Prisoners advised us that they wanted more staff presence and visibility in the units and during recreation. Some prisoners noted that the absence of staff made them feel unsafe. This is concerning for a stable, regional prison. Prisoners told us about a recent situation on the basketball court where three fights occurred; the prisoners alleged that staff only responded to the third.
- 6.9 It was also concerning that less than half of the prisoner respondents (30 out of 71) reported getting along well with officers; a result far lower than state average of 64 per cent. Prisoners told us that this result could be explained, in part, by staff disrespect in the form of abusive language and racial remarks which was sometimes directed at prisoners. The staff survey results supported this:
- Almost half of the respondents admitted that staff ‘sometimes’ verbally abuse prisoners
  - A quarter of respondents acknowledged that staff ‘sometimes’ make racist remarks towards prisoners

The prison should be wary of these results given some prisoners acknowledged the disrespect sometimes escalated their poor behaviour.

*Recommendation 16:*

*Reinforce relational security practices with an emphasis on building positive relationships between staff and prisoners.*

### Intelligence

- 6.10 Information about the safety or security of the prison can be submitted by any member of staff in a security information report. Reports can range from overhearing a snippet of conversation between prisoners to detailed information received from a credible source. During the inspection staff advised us that they had knowledge of many incidents before they occurred. Yet, there were very few reports produced by the prison (only 45 in the 13 months prior to the inspection).<sup>4</sup>
- 6.11 Without information, the security team cannot piece together the puzzle to produce accurate intelligence and prevent incidents before they occur. This can be easily fixed, with more staff training and a cultural shift towards the reporting of any type of information, regardless of how irrelevant it may seem. However, increasing reporting is of little use if the intelligence produced is not communicated back to the people who are managing the risk. Many staff complained that they did not receive information from the security team. Staff felt they were operating without the tools to safely and effectively do their job and requested intelligence briefings or updates to manage risks identified through the intelligence process.

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<sup>4</sup> Email from DCS Office of Reform, Request for Security Intelligence Reports, dated 26 April 2016

*Recommendation 17:*

*Improve communication and intelligence sharing between the security team and other staff at Roebourne Regional Prison.*

**SECURITY CLASSIFICATIONS**

- 6.12 Security classifications (maximum, medium and minimum) are based on various factors including the prisoner's offences, their behaviour, and their participation in programs while in prison. Roebourne predominantly holds medium- and minimum-security prisoners, and very few, mostly short-term maximum-security prisoners. At the time of the inspection there was one maximum-security prisoner, 138 medium-security prisoners and 32 minimum-security prisoners.
- 6.13 There are only six maximum-security cells for men, which are predominately used for remandees when they first arrive, or to house prisoners who are not conforming to the rules of the prison. Therefore, due to space constraints, it is difficult (but not impossible) for the prison to keep long-term maximum-security prisoners. Although there have been occasions historically where long-term maximum-security prisoners have remained at the prison.
- 6.14 Securing a placement at the work camp is a good incentive for prisoners to earn their minimum-security classification. However, this classification does not guarantee a prisoner's placement at the work camp. Such is the case for minimum-security women. Therefore, the prison must have alternative rewards for minimum-security prisoners who are unsuitable for or unable to access work camp placement. During the inspection we were advised the prison was trying to secure a position at an external workplace training organisation for a woman who was rated minimum-security. This was a positive initiative and hopefully is the impetus for more of these options to be made available to prisoners who have earned their minimum-security rating.

**External activities**

- 6.15 Minimum-security prisoners may be assessed to participate in external activities, whether it be for participating in working groups or to attend external training. Formerly, the assessment criteria were relatively straightforward containing basic details such as the prisoner's offence details, outstanding charges and behavioural history. However, in 2014 the assessment criteria for external activities tightened after a prisoner from Wooroloo Prison Farm escaped during an external, organised sporting event. The new assessments became longer and more complex. We saw examples of the assessments for external activities which were longer than 12 pages.
- 6.16 Since the Wooroloo escape, the new assessments required head office to review and comment on external security issues that might impact on the prisoner's risk rating. The process was arduous and the demand was too high for head office to sustain. Consequently, the process again changed. Roebourne's security team had recently been granted access to a secure database to conduct its own security reports for each assessment

no longer relying on head office. The change reduced the long wait time for assessments and meant that assessments could be conducted much quicker.

### BEHAVIOUR MANAGEMENT

6.17 The hierarchical management system at Roebourne could be more effective. At the time of the inspection the system was not being used to its full potential to manage the prisoners' behaviour. However, the prison's management team were looking to address this. Furthermore, they have taken positive steps in granting overtime to the prison prosecutor in order for the timely completion of his work.

#### Supervision Levels

6.18 The hierarchical management system is a tool used to reward good behaviour by increasing privilege levels and reducing privileges for poor behaviour. It is not related to a prisoner's security classification. All prisoners, regardless of their security classification, arrive at Roebourne with a standard supervision rating. Prisoners who demonstrate good behaviour, beyond what is expected of them, are rewarded with earned supervision status. The reward means a single cell, additional telephone calls and more visits. It is a good incentive to behave and at the time of the inspection there were 28 prisoners with this status.

6.19 There are two regression supervision levels; basic supervision and close supervision. Basic supervision is used to manage minor non-compliant behaviour. Prisoners on basic supervision can still leave their units for work, study or programs but are confined to their units during recreation periods. At the time of the inspection only one prisoner was on basic supervision.

6.20 Roebourne management would like the basic supervision management strategy used more often but have found it is not administered appropriately. The gates to the male units are left open throughout the day and officers would be required to control recreation attendance. While this is not a difficult task, it will challenge the current culture of limited staff engagement with prisoners. We were advised that the prison's management was working to change this culture by promoting basic supervision to manage prisoner behaviour.

6.21 Close supervision is used for prisoners who demonstrate a threat to the security or good order and management of the prison. Prisoners on close supervision can be held in separate confinement in a maximum security cell for up to 14 days. In addition to separate confinement, the prisoner loses privileges, such as participating in recreation. Like basic supervision only one prisoner was assigned close supervision at the time of the inspection.

#### Punishment

6.22 Prisoners who commit prison offences may be charged under sections 69 or 70 of the *Prisons Act 1981*. Section 69 offences are considered more minor offences and include, among other things, disobeying rules, behaving in a disorderly manner and indecent language. Section 69 charges are heard by the Superintendent who dispenses the

## SECURITY

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appropriate punishment, usually a warning or a reprimand. A Superintendent can also remove the prisoner's privileges for a period no longer than 14 days. Section 70 offences must be referred to a Visiting Justice (VJ). The offences are more serious such as returning a positive urine result, assault, or being in possession of a weapon. If the VJ finds a prisoner guilty of an offence, the prisoner may be confined to a punishment cell.

- 6.23 At the time of the inspection, there were no VJs available in Pilbara area. Consequently, there has been a period where Section 70 charges were delayed, and even withdrawn because there was no one available to hear the charge. Commendably, Roebourne's prosecutor has organised to have charges heard by VJs at other prisons via video link technologies. We observed this on one occasion and while the process is innovative, it is reliant on the availability of video link facilities at other prisons where demand for the facilities is great given the number of court appearances being heard. It was also confusing as the VJ took direction from the prosecutor at the other facility rather than Roebourne's prosecutor.
- 6.24 There is only one qualified prosecutor at Roebourne responsible for processing all prison charges. He is also a Senior Officer with other duties. In the 2013 inspection report, we commented that this officer had to find time within his normal roster to complete prosecution duties (OICS, 2014). We were pleased to see that he was now granted overtime. While this is a good temporary result, a more sustainable solution should be introduced to reduce the risk of burn out and to allow the prosecutor to take leave without charges piling up. Unfortunately, the Training Academy has not run a Prosecutions training course at Roebourne since 2011 making it difficult to recruit and retain trained prosecutors to assist with the workload.<sup>5</sup>

## DRUGS

- 6.25 There is a high proportion of positive drug tests at Roebourne. In the six months to 30 November 2015, 248 random urine tests were conducted at the prison and 12.5 per cent returned positive results for either methamphetamine or cannabis (12.5%). This figure was considerably higher than the 5.1 per cent of positive results for randomised tests taken between July 2012 and May 2013 (OICS, 2014).
- 6.26 Also in the six month period to 30 November 2015 there were a further 139 targeted tests. Almost a third of these (32%) gave a positive result; only a slightly better result than the 34.8 per cent recorded for the period 1 July 2012 to 4 June 2013 (OICS, 2014).

### The drug management strategy

- 6.27 Roebourne has a Drug Management Strategy involving three main approaches to reduce drug use. They are supply reduction, demand reduction and harm minimisation. The strategy was updated in January 2016, however we found opportunities for improvement as some of the approaches did not reflect practices in the prison.

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5 Email from DCS Office of Reform, Roebourne inspection – Request for prosecution training information, received 20 May 2016

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### Supply reduction

- 6.28 There was evidence to suggest that social visits were the main source of drugs entering the prison. Departmental data showed that in April 2016 there were 42 visitors temporarily banned from visiting Roebourne for attempting to bring an unauthorised item other than a weapon into the prison. Banning visitors is a reasonably successful method for combating the supply of drugs into the prison, provided the drugs are found before they enter the prison. It is also a common supply reduction strategy to place prisoners who test positive to drugs on restricted non-contact visits for three months. During the inspection we were told by Roebourne's security team that there were a high number of prisoners on non-contact visit restrictions, suggesting drugs were still getting into the prison.
- 6.29 Staff overwhelmingly reported that the prison was not doing enough to prevent the entry of contraband. Of the 63 survey respondents, 38 held custodial roles within the prison; 24 of these respondents indicated that the prison was 'poor' at preventing the entry of contraband. Some staff told us during the inspection that they felt the visits facilities were too open to appropriately supervise and that prisoners should not be allowed any physical contact during the visit. However, we found an adequate level of supervision which allowed for appropriate physical contact particularly in the case of child visitors. The prison would be better placed to prevent drug supply if prisoners were under constant supervision after completing the visit until they were strip searched shortly thereafter. We observed ample opportunity for prisoners to further secret contraband while two officers were strip searching one prisoner leaving the other prisoners unsupervised.
- 6.30 We were also told that the remote location of the prison and the extreme temperatures in the Pilbara were stressful working environments for the Department's drug detection dogs which are based in Perth. To overcome the stress on Perth-based dogs, there is scope to explore opportunities to build partnerships with the local law enforcement agencies to use local police dogs to help with the searches.

### Demand Reduction

- 6.31 The demand reduction approaches outlined in the drug management strategy do not reflect practices within the prison. For example, Roebourne has a pharmacotherapy medication program where prisoners may be prescribed medications for drug addiction. Yet, despite health centre staff attesting to drug seeking behaviours by some prisoners, not a single prisoner was on a program at the time of the inspection. Prisoners could also be placed in a medical observation cell when withdrawing from drugs or alcohol. However, this action is a short-term solution aimed at protecting the welfare of the prisoner. It does not help the prisoner with their addiction.
- 6.32 Offender treatment programs are also used to address drug using behaviour. During the inspection and in response to the prisoner surveys, we received numerous comments from prisoners requesting extra drug and alcohol addiction programs. Fortunately, one of these treatment programs was due to commence the week following our inspection. However, only one program was conducted throughout 2015. A number of voluntary drug and alcohol programs are also facilitated by the prison.

### **Harm Reduction**

6.33 The prison's harm reduction program involves prisoners participating in a Health in Prison and Health Outta Prison (HIP HOP) program. HIP HOP is delivered by a local health care provider to new prisoners and prisoners imminently due to be released back into the community. The program provides prisoners with strategies for effective drug use prevention in addition to harm minimisation information about risky behaviours and unsafe practices.

# Chapter 7

## REHABILITATION, REINTEGRATION AND RE-ENTRY

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- 7.1 Rehabilitation is a core focus of the Department and featured prominently in its Strategic Plan for 2015 to 2018. The rate-of-return or recidivism rate is a somewhat crude measure of the Department's rehabilitative success relating to people who have been imprisoned. Recidivism rates are largely reflective of the accessibility and effectiveness of treatment programs, education, training, and re-entry programs. However, the rate is a lag indicator in that it counts prisoners who left but returned to prison within two years either because of new offences or having had their parole cancelled. Therefore, the current recidivism rates do not necessarily reflect the effectiveness or efficiency of current rehabilitation, reintegration and re-entry processes and programs at the prison.
- 7.2 The prison was performing quite poorly in some of these areas in 2013. Therefore, it is not surprising that Roebourne's current recidivism rate of 44.4 per cent is similar to the rate at the time of the last inspection (44.1 per cent) (OICS, 2014). Interestingly, the recidivism rate for West Kimberley Regional Prison, a new more culturally appropriate facility for Kimberley Aboriginal people was 32.2 per cent. This is a six per cent reduction from the figure of 38.7 per cent reported in our 2013 inspection report for Broome Regional Prison, the prison it replaced (OICS, 2014). This suggests that the built environment, prison regime and rehabilitative services can have a considerable effect on the rate-of-return for prisoners, particularly for Aboriginal people in remote regions of the state.
- 7.3 Roebourne should look to create a prison regime that imparts a greater sense of self-respect, responsibility, cultural pride, living skills and work experiences. These values work well at the Roebourne work camp and it is essential that more prisoners have the opportunity to experience this before release.

### TREATMENT PROGRAMS

- 7.4 Offender treatment programs for prisoners at Roebourne have only been sustained to a basic level. This has meant that the percentage of completed or booked programs has only marginally increased since the previous inspection. However, there is a good range of voluntary information and educative programs being offered to prisoners seeking to take advantage of them.

#### Programs available at Roebourne

- 7.5 In the previous inspection report we were critical of program delivery at Roebourne largely due to a decline in staffing resources from 3.5 FTE in 2010 to just one in 2013 (OICS, 2014). The diminished resources meant that only 33.3 per cent of prisoners could have completed their program requirements before reaching their earliest eligibility date for parole. During this inspection we observed some improvements but fundamentally only because a staff member returned from leave increasing the FTE to two. There is dire need for another programs officer because in addition to program delivery, the staff also undertake treatment assessments while one facilitates programs in the community and the other has duties as the counsellor for the Prison Counselling Service.
- 7.6 In 2015 there were four treatment programs completed at Roebourne. Additional programs were scheduled but cancelled due to a lack of participants or trained facilitators.



At the time of the inspection one program for sentenced prisoners, *Think First*, had already been conducted in 2016. Another program for addictions was scheduled for the week following the inspection. This program, *Pathways*, is very popular but facilitators have to work hard to contextualise the program to ensure it is locally and culturally appropriate and prisoners often find the written exercises very challenging. It was last run at Roebourne in 2012 for women.

- 7.7 The *Not Our Way* program is an Aboriginal family violence program newly implemented by the Department. It is also scheduled in 2016 if the facilitators are trained. The programs staff at Roebourne are very skilled and we received positive feedback from prisoners who had participated in various programs previously. However, the delivery of these programs to Aboriginal participants could be enhanced by engaging Aboriginal people as facilitators or co-facilitators.
- 7.8 There are no *Cognitive Brief Intervention* (CBI) programs due to run in 2016. This is unfortunate given it has been typically the only suitable program for remandees and short-sentence prisoners. In the past a prison officer has facilitated cognitive skills intervention programs but this has not occurred for some years. The practice should be reconsidered to free up programs staff to provide higher intensity programs for prisoners.

*Recommendation 18:*

*Program delivery must be better resourced at Roebourne Regional Prison. The prison should:*

- (a) take responsibility for cognitive skills program facilitation*
- (b) contract or engage external program facilitation*
- (c) secure Aboriginal program facilitation*

**The gap between need and availability**

- 7.9 Since the last inspection there has been an increase in the percentage of completed or booked programs at Roebourne (up from 33.3% to 39.4% in 2016). However, there is still a considerable gap between the program needs of prisoners and the availability of those programs. Data taken in April 2016 indicated that almost half (48.6%) of the identified treatment needs for prisoners were not going to be met. This was because prisoners were ineligible, refused or did not complete the program (refusals were often because the prisoner must transfer to another facility to complete the program), there was no vacancy in the program or there was no existing program to meet their needs.
- 7.10 The following graph illustrates that program bookings and completions at Roebourne are low, and well below the state average. Only West Kimberley Regional Prison and Hakea Prison have worse outcomes (Hakea does not offer offender programs other than CBI). These figures underline the continuing neglect and under-resourcing of offender programs at Roebourne and at the other remote regional Aboriginal prisons. Investment in culturally appropriate program development and facilitation is necessary.

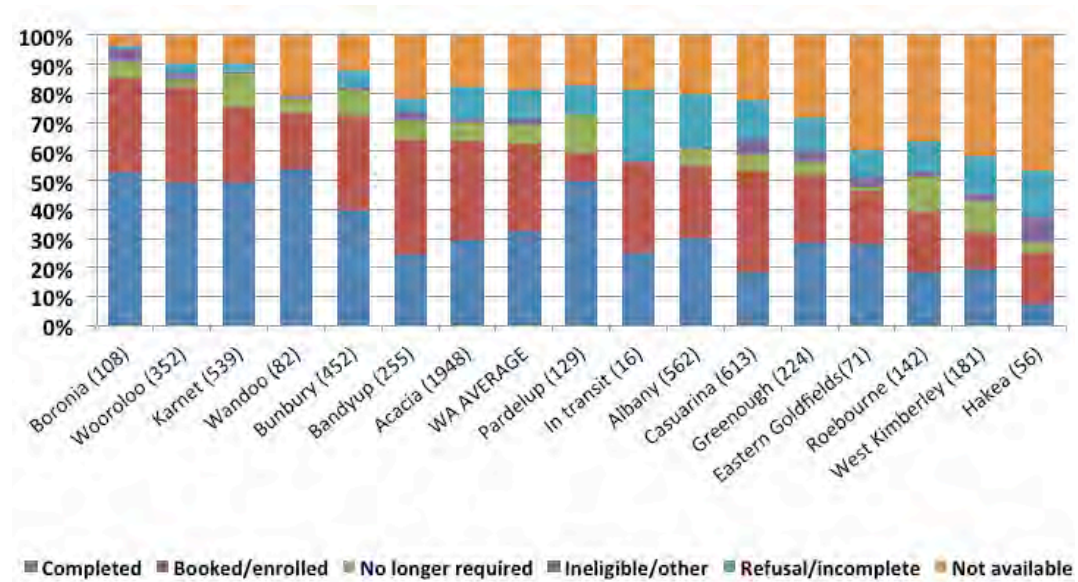


Figure 17: Status of assessed program requirements for WA facilities as at 19 April 2016

### Voluntary programs

7.11 Re-entry contractor, Pilbara Community Services, facilitate a range of workshops to prisoners at Roebourne. Some of these workshops are informative; others are educative while a number of them are more therapeutic. For example, there are voluntary workshops available in areas like drug and alcohol addictions, domestic violence, and emotional well-being. While they are not accredited as offender programs, such interventions can be valuable to prisoners wanting to change problematic behaviours.

### EDUCATION AND TRAINING

7.12 The provision of education has improved considerably since the last inspection. This is largely because there is now a strong core team operating an effective service which engages various interests. Furthermore, although Roebourne does not have a strong history in vocational education and training there are some positive steps being considered to increasing the prison's training capacity with several new, experienced VSOs joining the staff.

#### Education

7.13 During the last inspection we found that education and training services for prisoners were so restricted that the participation rate had fallen to just nine per cent (OICS, 2014). This was, in part, a result of considerable staffing disruptions. Since that time those disruptions have somewhat eased. The acting Campus Manager has attained permanency and staffing resources have been bolstered by a second Prisoner Education Coordinator. Unfortunately, the education centre has not been able to recruit an Aboriginal Education Worker. Given Roebourne is largely Aboriginal the position should be filled urgently.

7.14 Also since the last inspection major cuts were imposed on the Department's Education and Vocational Training Unit (EVTU). These cuts were passed on to prisons which had

to reduce education services from 50 weeks per year to 41 weeks. Prisons were also required to decrease funding for tutors and externally provided short courses. Despite these problems, education provision at Roebourne has improved considerably and in October 2015 the participation rate had increased to 36 per cent.

- 7.15 Courses included literacy and numeracy programs at various levels, oral communications, health and wellbeing, word processing, completing forms, managing bills, workplace safety, and leadership. A subset of basic education courses were also able to be accessed by work camp prisoners. The education centre now has three interactive whiteboards, an IT lab and a fresh stock of literacy materials to enrich learning.

#### **Art and Music**

- 7.16 The budget cuts faced by the EVTU also meant that art and music could no longer be offered as core activities in prison education as employment in these fields was not part of the State Priority Occupation List by the Department of Training and Workforce Development. Given the economic and cultural benefits of art and music for Aboriginal prisoners, this is short-sighted. Consequently, art has been embedded in some general education modules, however this only allows for participation by a very small number of prisoners for a short amount of time. Furthermore, music options (such as guitar, singing and song writing) have only been made available through the community art agency, Big hART. As at the time of the last inspection, Big hART continue to make a valuable contribution to the cultural life of the prison. Some participants are also involved in the prison band and we were pleased to see music equipment available for band practice during recreation.

#### **Vocational education and training**

- 7.17 Historically Roebourne's prisoners have had limited opportunities for vocational education and training (VET). Recently, some of this has been attributed to industrial training rules which were introduced in 2013. The rules meant VSOs were required to have completed a Certificate IV in Training and Assessment in order to provide accredited training to prisoners. While several new, skilled and experienced VSOs have joined the prison, only one is fully qualified to train prisoners. Fortunately, the prison's administration team has agreed to fund Certificate IV enrolment for three permanent VSOs and two of the teaching staff were also augmenting their own training qualifications so as to facilitate future training. This is positive progress which should mean increased training opportunities for prisoners at Roebourne.
- 7.18 Presently, most training courses at Roebourne are short courses. They include:
- agriculture (chainsaw, apply chemicals, operate irrigation)
  - engineering (welding, tool use)
  - mechanics (machine maintenance)
  - construction (skid steer, working in confined spaces, white card)
  - warehousing (forklift)
  - hospitality
  - first aid

- 7.19 Prisoners in the work camp enjoyed an extended range of training opportunities in keeping with their work experiences. Some also participated in extended work preparation programs with the Fortescue Metals Group (FMG) VTEC and Downer Work Ready programs.
- 7.20 The short courses listed above are in keeping with the generally short term sentences that most of Roebourne's prisoner population serve. The disadvantage to this, however, is that short sentences do not allow opportunities for traineeships which require engagement over a longer period. People with qualifications in hospitality related fields, for example, are highly employable within the Pilbara as this is a growing industry in the region. These traineeships can take a long time for prisoners working in the kitchen to complete, however. These are missed opportunities for prisoners.
- 7.21 Many of the short courses were provided by TAFE lecturers. The Western Australian TAFE system has been under a rationalisation which resulted in the Roebourne campus of the Pilbara Institute closing. The Pilbara Institute was due to be absorbed into a new North-Regional TAFE. However, the prison had been fortunate to retain its allocated student contact hours from TAFE with most of the lecturers it needed still available. The prison was also recently the beneficiary of a shipping container transformed into a facility for training at heights and working in confined spaces, from the Roebourne campus.
- 7.22 In 2016, the education centre hoped to provide industrial training modules as part of traineeships in hospitality and cleaning, but cross deployments of VSOs due to leave had delayed this. Hospitality is one training area that TAFE is not well equipped to assist the prison with despite it and tourism being regional training priorities. The only individuals at Roebourne who have progressed in that area were able to do so through the effective assistance of Tubal, a commercial training company. Further to this, while the cleaning VSO has been unable to facilitate training to traditional cleaning party workers, consideration is now being given to engaging unit cleaners in assets maintenance training, with the assistance of an external provider. This would be the first time that unit cleaning was used as a training platform.
- 7.23 A number of prisons have started to offer courses from Trainwest, which is able to offer certificate courses in training and assessment, business, project management and workplace health and safety to individual prisoners at a significant discount. This adds a valuable layer to existing vocational training opportunities, which to date have only been taken up by a handful of prisoners and staff. However, course fees are still considerable and so far have generally been accessed by non-Aboriginal prisoners from savings or private cash, sometimes with family assistance.

#### RELEASE EMPLOYMENT

- 7.24 The 2013 inspection found that employment outcomes for prisoners preparing for release had declined considerably for the previous three years (OICS, 2014). There were difficulties managing the Employment Coordinator's (EC) role and prisoners were frustrated that they were not provided any real assistance in gaining employment on release. Consequently, we recommended the prison restore these services and in 2015 the

EC position was again filled, albeit on contract. Furthermore, a new approach to employment services was developed.

- 7.25 The new service, which is operating effectively, makes good use of tailored educational courses as part a Job Club program. The EC has fostered relationships with various external job agencies and employers who may engage prisoners or released prisoners in the future. Work camp prisoners have also benefited from the prison's renewed focus on employment services. Work camp prisoners have received work experience on community and in-house projects, and some have also participated in external work readiness programs.

### **The Job Club**

- 7.26 The Job Club was well regarded by prisoners we spoke with during the inspection. It was developed by the EC and runs for a term for those male prisoners due for release the following term. The club includes individual career counselling and courses designed to impart skills for obtaining and maintaining employment (such as initial employment document preparation, IT, first aid, white card, oral communication and maths). Female prisoners have been provided a similar program on an individual basis or in groups of two or three. All prisoners have received a folder to hold their resume, cover letter, course certificates and other useful information.
- 7.27 The EC meets with each prisoner approximately a month prior to their release to check their documentation. She also develops a Job Pathway Plan, identifies an appropriate Job Active Service, identifies potential employers of interest, and assists with referrals. The EC can also assist prisoners with finding work on job seeking websites and making contact with an employer; although those engaged with the re-entry provider may be assisted by Pilbara Community Services (see below).

### **Work ready opportunities**

- 7.28 When commissioning the work camp, the prison approached FMG about Aboriginal prisoners (who were also members of Pilbara native title groups) being involved in FMGs locally-run Vocational Training and Employment Centre (VTEC) courses. From these discussions two work camp prisoners joined a VTEC course after their release in 2014. In late 2015 another two prisoners commenced a course whilst living at the work camp. Both of these prisoners commenced a two week mine-site placement, and one subsequently went on to work in a mine.
- 7.29 In 2015, Downer Group, a major services company, who provide a similar 8-week ready-to-work program, also invited work camp participants to apply. Two prisoners and one newly released prisoner were accepted into a program in June 2015. One left the program for a full-time job, another unfortunately dropped out while the third successfully completed the program.

### **Prisoner Employment Program**

- 7.30 At the time of the inspection there were no work camp prisoners eligible to engage in paid employment or external work-finding activities under the Prisoner Employment Program (PEP). This was largely because most had outstanding treatment requirements. Consequently, the prison relied on the section 95 provision of the *Prison Act 1981* which

allowed them unsupervised external activities to facilitate their participation in ready-to-work programs.

- 7.31 PEP has always had a work-finding and career development stream as well as a paid employment stream, but most ECs provide career and employment services to prisoners other than those eligible for PEP. These include career and employer expos, career counselling, job preparedness skills, employability skills and post placement support. EVTU, which manages the ECs, has recently become more explicit about this focus on providing career and employment services to all prisoners and developed new processes to support this.

#### RE-ENTRY

- 7.32 Re-entry services assist prisoners to make the transition from prison back into the community. Services are provided at Roebourne by the Transition Manager (who is also the EC) and an external provider; Pilbara Community Services. The provider assists two categories of prisoner: remandees within one month of admission, and sentenced prisoners within six months of their anticipated release. The Transition Manager handles all other service requests.
- 7.33 Unlike other Western Australian prisons where the re-entry service is a visiting service, re-entry workers for Pilbara Community Services are based at the prison. Their location and the regularity of workshops they facilitate helps them build familiarity with prisoners, which in turn allows prisoners to gain valuable information, skills and insights for life after prison. The result is a good level of participation by prisoners in re-entry services prior to release. Post-release workers also visit regularly to get to know their clients in the lead up to their release. The workers service Roebourne, Karratha, South Hedland and Newman providing good coverage of Pilbara area.
- 7.34 Overall the inspection found a good level of re-entry service for prisoners at Roebourne. The model in place there whereby the Transitional Manager is also the Employment Coordinator provides good opportunities for more effective throughcare for prisoners being released back into their community. Further, the location of the service providers within the prison provides excellent access for prisoners to these services.

# Chapter 8

## BUSINESS SYSTEMS AND RESOURCING

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### NEW DIRECTION

8.1 At the time of the inspection Roebourne's relatively new management team was functioning well and staff were largely positive about the new Superintendent. We observed vitality and direction that was underpinned by the prison's new Strategic Business Plan that was recently developed by the team. The plan is concise and provides a good footing for further improvement.

### New management

8.2 Members of the current senior management team are largely new to the prison. Many had only commenced at Roebourne within the last two years, including the Superintendent, Security Manager, Business Manager and Principal Officer. Other members who had been in their positions for longer periods had generally been in acting roles at the time of the last inspection but had subsequently become substantive. Independently of each other, team members reported that they were functioning well together and that there was now a renewed focus, better communication and more engagement than in the past.

8.3 The wider staffing group were essentially confident in and positive about the new Superintendent. Many staff, both custodial and non-custodial, commented that he was engaging and approachable. We were also told that he demonstrated a willingness to explore new opportunities.

### Strategic Plan

8.4 The senior management team at Roebourne has developed a concise strategic business plan. It sets out the prison's vision and mission for 2016 to 2018 and states that improving operations, efficiency and services are particularly important in an increasingly challenging environment. The strategic plan acknowledges that Roebourne is operationally complex and culturally diverse with a predominantly Aboriginal population from different language groups. As stated earlier the plan also recognises that Roebourne's female prisoner population is a small, often marginalised group but that does not diminish the prison's obligations to them.

8.5 Four aims are then outlined in the plan and each has a series of strategic priorities (see Figure 18 overleaf). There are also a number of objectives set down to be achieved either annually or over the plan's lifespan. We have independently identified a number of the priorities and objectives as requiring redress throughout the inspection process. For example, earlier in this report we recommended a number of improvements to infrastructure and facilities, and that relational security practices should be improved. These recommendations were identified as priorities and objectives in the strategic plan making it a good framework within which local planning and appropriate operational procedures could occur. However, there are some aspects in the prison's strategic plan which are outside of the prison's control.

<b>To ensure Our People are proactive and valued</b>	<b>To provide for Our Prisoners cultural, custodial and reintegration needs</b>
<ul style="list-style-type: none"> <li>• Open communication and collaboration</li> <li>• Unity and teamwork</li> <li>• Professional and competent staff</li> <li>• Commitment to development and training</li> <li>• Operational readiness and alertness</li> <li>• Safe workplace</li> </ul>	<ul style="list-style-type: none"> <li>• Open communication and consultation</li> <li>• Promote healthy and community living</li> <li>• Provide meaningful work and constructive activities</li> <li>• Focus on rehabilitation and re-entry</li> <li>• Safe custody</li> <li>• Well maintained and decent living conditions</li> </ul>
<b>To protect and support Our Community</b>	<b>To ensure Our Business is corporate and socially responsible</b>
<ul style="list-style-type: none"> <li>• No escapes/absconds</li> <li>• Thorough prisoner risk assessment processes</li> <li>• Emphasis on visible community work</li> <li>• Support local businesses and commerce</li> </ul>	<ul style="list-style-type: none"> <li>• Focus on performance</li> <li>• Financial control and efficiency</li> <li>• Improved infrastructure and facilities</li> <li>• Strong governance and accountability</li> </ul>

*Figure 18: Aims and priorities established in the prison's Strategic Business Plan 2016-2018*

**CONSTRAINTS**

8.6 There have been a number of restrictions affecting the general operations within the prison. Some of these restrictions, such as recruitment and budgetary constraints have not been within the prison's control locally. And while overtime restrictions were implemented at the local level, they were done so in response to financial restrictions imposed by the Department statewide. Regardless, Roebourne has performed as best it could in the environment within which it has been working.

**Recruitment restrictions**

8.7 At the time of the inspection there were several vacancies across the prison which were affecting the daily operations and available services. However, filling these positions was hampered by recruitment restrictions outside of the prison's control. In March 2015 the Department introduced the Commissioner's Vacancy Approval Checklist (CVAC). Formerly, a Superintendent could sign off on lower level recruitment (levels 1-5). The CVAC process now requires sign off by the Department's Commissioner, having first been approved by the initiating manager, a Deputy Commissioner or Executive Director, the Director of Human Resources and the Director Change and Capability. It is a protracted process that also requires each of the above positions to endorse the proposed candidate after the selection process.



8.8 The delays introduced by the CVAC process have been exacerbated by the external recruitment freeze imposed by the Western Australian State Government. Effective from 21 December 2015, the freeze prevented permanent recruitment into public service vacancies. The Department received an exemption for prison officers and Special Operations Group officers on the understanding that successful candidates would not be recruited until after 30 June 2016 when the freeze was expected to be lifted. In actuality, the freeze was cancelled on 12 May 2016 but as of 11 July 2016, no vacant positions at Roebourne had been advertised.

#### **Budget restrictions**

8.9 Roebourne's operations have been further constrained by aspects of budget control and consequently, the prison is attempting to achieve the same outcomes with less funding. Historically, each year the Department would request a budget estimate from its prisons, intending to run a zero balanced budget across them. This was rarely achieved and in reality the prisons received a budget allocation based on the previous year's daily average prisoner population (DAP) plus an additional three per cent for growth. However, we were told that in the 2014–2015 financial year the Department reduced Roebourne's salary component by 11 per cent while maintaining the same FTE. A seven per cent reduction in all other spending was also required as part of the whole of state government budgetary restraint process.

8.10 However, in the week before the inspection, the Roebourne budget was increased by \$475,110.<sup>6</sup> The increase was in recognition of 'actual DAP' projected to the end of the financial year. As a result, the prison had significant capital to spend in just sixteen weeks.

#### **Overtime restrictions**

8.11 Staff deployment at Roebourne is set down in Local Order 69 which specifies various regimes for the prison to operate under when there is not a full complement of staff. The local order establishes minimum staffing levels by determining which positions within the prison do not require covering and which can be redeployed into other more critical positions should the need arise.

8.12 In addition to redeploying positions within the prison, vacancies may also be covered by staff willing to work overtime. However, in September 2015 new overtime restrictions were implemented locally. According to Local Order 8, the new restrictions were introduced due to the reduced budget and the high cost of overtime coverage at the prison and across the Department. The restrictions, per 24 hour day, were as follows:

- Overtime to cover a vacant position was only permitted on Tuesdays to ensure the minimum staffing level (set out in Local Order 69) was achieved.
- On Mondays, Wednesdays, Thursdays and Fridays a maximum of four vacant essential positions could be covered by overtime, unless the minimum staffing level was not met in which case all vacant positions to meet the minimum requirement might be covered.

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## EDUCATION, EMPLOYMENT, AND TRAINING

- On Saturdays and Sundays a maximum of three vacant essential positions could be covered by overtime, unless the minimum staffing level was not met so all vacant positions to meet the minimum requirement might be covered.
- 8.13 Overtime is monitored by the Superintendent and Assistant Superintendent, and in extenuating circumstances it can be approved above the caps stipulated in the local order. The restrictions are also reviewed each month providing good transparency and oversight.
- 8.14 For the first half of the 2015–2016 financial year Roebourne was only 6.4 per cent over its budget target for overtime. Compared to other regional prisons in Western Australia, this was a relatively positive result (see Figure 19 below). However, during the inspection we were provided additional data for March 2016. The updated figures indicated the prison was 25 per cent over its target for that month resulting in a marked deterioration from the first six months of the financial year.

Regional facilities	% variance from target	Achieved
Albany Regional Prison	51.65	Over
Broome Annex	61.54	Over
Bunbury Regional Prison	69.03	Over
Eastern Goldfields Regional Prison	35.18	Under
Greenough Regional Prison	37.15	Under
<b>Roebourne Regional Prison</b>	<b>6.44</b>	<b>Over</b>
West Kimberley Regional Prison	6.74	Over

Figure 19: Percentage variance from budgeted overtime target for regional Western Australian prisons

### Staff perceptions

- 8.15 In the lead up to the inspection we heard complaints from some staff regarding the new practice to fill vacant positions based on whether the roles were deemed ‘critical’ or that they ‘did not require coverage’. This was reiterated by some staff during the inspection who explained that the 2014 Staffing Agreement should be the only reference point for determining the deployment of staff. They explained that the staffing agreement was negotiated between and endorsed by the Department and the Western Australian Prison Officers Union, and the agreement did not establish that some positions within the prison are more critical than others.
- 8.16 We also heard that some staff were frustrated by the overtime restrictions because they were missing out on the opportunity to supplement their income. Meanwhile others were concerned that Roebourne did not have enough staff which increased the likelihood of burnout for officers doing too much overtime. However, 41 of the 63 staff survey respondents reported that they did not do overtime or if they did, it was infrequent.

- 8.17 Ultimately, Local Order 69 stipulates that the overriding factor in ‘any staffing deployment decisions or regime amendments remains the maintenance of safety and security, and the risk to staff and prisoners must remain the paramount consideration’. There is no indication at this point that the deployments and restrictions have risked the safety or security of staff or prisoners.

#### **STAFFING, MORALE AND DEVELOPMENT**

- 8.18 Roebourne has a full complement of prison officer staff. Yet, in practice, staffing levels have been significantly hampered by staff absences in addition to the budgetary, recruitment and overtime restrictions referred to earlier. Staff morale was mixed but innovative ‘question and answer’ sessions were helping to break down some of the barriers between different staffing groups. The prison had also achieved 100 per cent completion of the Performance and Development System.

#### **Staff absences and reduced capabilities**

- 8.19 On paper, the prison has a full complement of prison officers according to the FTE established in the 2014 Staffing Agreement. However, in reality five custodial staff members were on long-term sick leave at the time of the inspection. This, in addition to other leave arrangements such as personal and annual leave, often places the prison short of custodial staff and sometimes impacts on the prison regime reducing prisoners’ access to recreation, employment and education.
- 8.20 In an attempt to monitor patterns of some leave arrangements, Roebourne had recently implemented an Absence Management Report which was required for officers who swapped shifts. While officers were entitled to change shifts to better meet their needs, the new process maintains oversight of any patterns that may need to be addressed. In the past, absence management at Roebourne has been lax. The implementation of this reporting, performed monthly, is an improvement.
- 8.21 Importantly, it is not just absences by custodial staff which are affecting the prison regime. Compounding the issue further are vacancies in the VSO ranks, two of which are also due to long-term sick leave, and another three were unfilled. VSO vacancies affect the prison because prisoner employment and activities cease without a skilled replacement.
- 8.22 The lack of basic training for VSOs also impacts on the prison’s regime. VSOs are required to complete a three week basic training program within six months of commencing employment. The training familiarises non-custodial officers with skills, security and safety requirements necessary for working in a custodial environment. Given VSOs can be redeployed into custodial posts at times, the training is essential. Yet, a number of VSOs have not received this training within the stipulated timeframe with one officer employed for 18 months without the training. We were advised that a course was scheduled for November 2015 but had been cancelled because staff were unable to be released from duties for the three week period.

8.23 Training the VSOs frees up custodial staff to perform other duties. At present, for instance two prison officers are required to accompany the recreation VSO to the oval because he has not received the training. Only one officer would be required if the training was facilitated. More importantly, insufficient training of staff is an unacceptable safety and security risk. The Department is remiss in its duty of care to its staff and the VSOs training needs should be addressed as a priority.

*Recommendation 19:*

*In line with Department of Corrective Services Policy all VSOs at Roebourne Regional Prison must receive ETP within six months of commencing employment.*

**Morale and staff grievances**

8.24 In the past we have found Roebourne to have a very troubled staff culture and low morale. Although we had seen some improvement at the time of the last inspection, we were still concerned about bullying and serious relational conflicts between staff. Consequently, we recommended that the prison implement effective human resource strategies to reduce the bullying (OICS, 2014).

8.25 As part of this inspection we were provided evidence that in the three months to March 2016 there had been no formal or informal staff grievances raised. This is a considerable improvement and should be commended. However, it could also be misleading given 25 of the 63 staff survey respondents reported that they did not feel able to express and resolve work related grievances.

8.26 Staff morale at the prison appeared mixed. We were told that morale was ‘bad’ particularly over the summer when the weather conditions were extreme. As such, a support program visited the prison for an hour a week. This opinion was confirmed during the inspection with some staff noting that the prison was in the worse state it had ever been with regards to the relationship between staff and management. Yet many others disagreed with this opinion stating that communication from and engagement with management was the best it had been in recent memory. These mixed views rang through in the staff survey results which illustrated that many more respondents rated support and communication from line managers and local management as ‘mixed’ when compared against the results of the last inspection.

	2016 Inspection			2013 Inspection		
	% Poor	% Mixed	% Good	% Poor	% Mixed	% Good
Support from your line manager	13	49	33	26	21	50
Communication from your line manager	19	44	32	21	24	53
Support from local management	29	38	29	37	24	37
Communication from local management	27	37	30	34	26	37

*Figure 20: Pre-inspection survey results – Staff response to question ‘Overall, how would you rate each of the following?’*

8.27 To break down some of the barriers that might be contributing to these results, the prison has recently introduced innovative question and answer sessions held over a casual morning tea. Each session is allocated to a different area within the prison. The area then conducts a short, informal presentation of the work they carry out and answers any questions other staff may have. Although in its infancy at the time of the inspection, we heard mostly positive feedback from staff that the sessions helped their understanding of the roles and functions of the various positions at the prison.

#### **Performance and development**

- 8.28 Until late 2015 Roebourne did not have a Principal Officer. Part of the role of the Principal Officer includes managing the Department's Performance and Development System (PADS) for uniformed staff, on behalf of the Superintendent. At the time of the inspection the new Principal Officer advised us that Roebourne had recently achieved 100 per cent completion rate for PADS. This is a good accomplishment. Yet, as at other prisons in Western Australia, we heard complaints that PADS at Roebourne did not drive promotion, training or professional development, and occasionally used evaluation by staff who had not actually supervised the subject.
- 8.29 The Principal Officer countered part of this claim explaining that PADS was just one tool the prison used for professional development and performance management. For example, we heard that the prison formerly struggled to hold staff to account. PADS was now used in these cases, in addition to identifying opportunities for both the individual and for the wider staffing group when systemic issues can be identified.
- 8.30 However, it was conceded that training at Roebourne had been limited recently. The prison's satellite training officer position was vacant at the time of the inspection and the approval to fill the role internally via an expression of interest process had not been received. Consequently, training at Roebourne had suffered and left staff with 'train the trainer' capabilities in courses such as Gatekeeper close to losing their own credentials. Most of the training that has been undertaken was first aid which was confirmed by the staff survey with three quarters of prison officer respondents reporting they were adequately trained in CPR and first aid. Survey respondents clearly indicated they wanted more training to manage prisoners with drug issues and prisoners with mental health issues. Staff also indicated they required additional training in emergency response and cultural awareness.
- 8.31 Soon after the inspection, in June 2016, the office was advised that the satellite trainer's position had been filled for a two year period by another expression of interest. Therefore, it is expected that training will feature more prominently at Roebourne in the near future.

# Appendix 1

## REFERENCE LIST

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## Appendix 2

### TABLE OF ABBREVIATIONS

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ARMS	At-Risk Management System
ASO	Assistant Superintendent Operations
ASOS	Assistant Superintendent Offender Services
AVS	Aboriginal Visitor's Scheme
CBI	Cognitive Brief Intervention
CPR	Cardiopulmonary Resuscitation
CVAC	Commissioner's Vacancy Approval Checklist
DAP	Daily Average Population
DCS	Department of Corrective Services in Western Australia
EC	Employment Coordinator
EVTU	Education and Vocational Training Unit
FMG	Fortescue Metals Group
FTE	Full Time Equivalent
GP	General Practitioner
ICT	Information Communication Technology
MAP	Management and Placement
NAIDOC	National Aborigines and Islanders Day Observance Committee
OICS	Office of the Inspector of Custodial Services
OH&S	Occupational Health and Safety
PASC	Prison Aboriginal Services Committee
PCS	Prisoner Counselling Services
PEP	Prisoner Employment Program
PRAG	Prisoner Risk Assessment Group
PSO	Prison Support Officer
PST	Peer Support Team
RAP	Reconciliation Action Plan
SAMS	Support and Management System
SOG	Special Operations Group (formerly Emergency Services Group)
TAFE	Technical and Further Education
TM	Transitional Manager
The Act	<i>Prisons Act 1981 (WA)</i>



## TABLE OF ABBREVIATIONS

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TOMS	Total Offender Management Solution – the custodial offender database of DCS
VET	Vocational Education and Training
VSO	Vocational Support Officer – a distinct category of uniformed officers employed for particular functions, including those with trade skills
VTEC	Vocational Training and Employment Centre
VJ	Visiting Justice
WAPOU	Western Australian Prison Officers Union of Workers Inc.
WSO	Women’s Support Officer

## Appendix 3

### RESPONSES TO RECOMMENDATIONS

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In keeping with our usual methodology, we provided a draft copy of this report to the Department seeking their responses to the recommendations we had made. These responses were provided back to us in a completely different format than usual. All the recommendations had been ‘supported in principle’ and our recommendations had been grouped into categories with one over-arching response provided for each category rather than for each recommendation which is what we usually receive.

The meaning of ‘supported in principle’, as specified in the Memorandum of Understanding between DCS and this Office, actually means that, whilst the Department supports the recommendation, they have no intention of taking any action to address the recommendation. Further, we believed the responses lacked detail, and the grouping of responses made it more difficult to ascertain what level of support there actually is for the individual recommendations.

Consequently, we negotiated with the Department, to provide them with an opportunity to reconsider their responses to our recommendations and the way these had been categorised. The outcome was that the Department changed their level of acceptance from ‘supported in principle’ to ‘supported’ for all recommendations. This, however, came with the caveat that all recommendations will be considered against budget, strategy and Department priorities. The grouping of the recommendations into categories with one response provided for all the recommendations in each category remained.

Recommendation	DCS Response/Level of Acceptance
1. Install air conditioning in all residential cells.	<b>Supported</b> (considered against budget, strategy and Department priorities) Major infrastructure and capital works improvement projects, such as air conditioning and health centre upgrades at RRP will be considered against department priorities, costs and longer-term custodial estate planning. All infrastructure upgrade requests are reviewed and prioritised according to risk, alternative options, and the primary considerations of safety and security. Local level infrastructure upgrades such as enhancing the visits centre with prisoner artworks, tea and coffee facilities and updated notice boards will be implemented by RRP management.

## RESPONSES TO RECOMMENDATIONS

Recommendation	DCS Response/Level of Acceptance
<p>2. Develop a Pilbara Custodial Plan in consultation with relevant community organisations and stakeholders with a strong focus on rehabilitative outcomes. As part of this plan, give consideration to service delivery, infrastructure requirements, location and an appropriate facility for women.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>The Department will consider options associated with longer term custodial planning across the State for infrastructure, transport and program delivery. Developing an operating model for the Roebourne Town work camp is underway. Recommendations on delivery and availability at RRP will be considered as part of the review of Individualised and Integrated Offender Management (IIOM). The operation of the Aboriginal Visitor Scheme at RRP is being expanded by Adult Justice Services and will be considered against the Department’s Reconciliation Action Plan (RAP).</p>
<p>3. Finalise the operating model for Roebourne Town Work Camp, and increase prisoner numbers in the camp.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>The Department will consider options associated with longer term custodial planning across the State for infrastructure, transport and program delivery. Developing an operating model for the Roebourne Town work camp is underway. Recommendations on delivery and availability at RRP will be considered as part of the review of Individualised and Integrated Offender Management (IIOM). The operation of the Aboriginal Visitor Scheme at RRP is being expanded by Adult Justice Services and will be considered against the Department’s Reconciliation Action Plan (RAP).</p>
<p>4. Upgrade the visits centre at Roebourne Regional Prison.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>Major infrastructure and capital works improvement projects, such as air conditioning and health centre upgrades at RRP will be considered against department priorities, costs and longer-term custodial estate planning. All infrastructure upgrade requests are reviewed and prioritised according to risk, alternative options, and the primary considerations of safety and security. Local level infrastructure upgrades such as enhancing the visits centre with prisoner artworks, tea and coffee facilities and updated notice boards will be implemented by RRP management.</p>

## RESPONSES TO RECOMMENDATIONS

Recommendation	DCS Response/Level of Acceptance
<p>5. Provide a dedicated air conditioned and well-equipped indoor recreation facility with areas for both active and passive recreational pursuits including art and music workshops.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>Major infrastructure and capital works improvement projects, such as air conditioning and health centre upgrades at RRP will be considered against department priorities, costs and longer-term custodial estate planning. All infrastructure upgrade requests are reviewed and prioritised according to risk, alternative options, and the primary considerations of safety and security. Local level infrastructure upgrades such as enhancing the visits centre with prisoner artworks, tea and coffee facilities and updated notice boards will be implemented by RRP management.</p>
<p>6. Revitalise and sustain an effective face-to-face Aboriginal Visitor Scheme at Roebourne Regional Prison.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>The Department will consider options associated with longer term custodial planning across the State for infrastructure, transport and program delivery. Developing an operating model for the Roebourne Town work camp is underway. Recommendations on delivery and availability at RRP will be considered as part of the review of Individualised and Integrated Offender Management (IIOM). The operation of the Aboriginal Visitor Scheme at RRP is being expanded by Adult Justice Services and will be considered against the Department's Reconciliation Action Plan (RAP).</p>
<p>7. The Women's Support Officer role must be a permanent, full-time position within Roebourne Regional Prison's staffing profile.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>RRP currently employs a Women's Support Officer to address the needs of the female prisoner cohort. Recruitment, employment and human resourcing matters are considered by each facility in line with budget and resource considerations. Changes to employment arrangements are considered by the Department if required. The Department expects that all facility based staff are up-to-date with mandatory operational training requirements and where appropriate ongoing training and performance development is undertaken by a range of custodial staff. The Department will ensure that all VSOs receive ETP within six months of commencing employment.</p>

## RESPONSES TO RECOMMENDATIONS

Recommendation	DCS Response/Level of Acceptance
8. The Department should increase offender treatment program availability to women at Roebourne Regional Prison.	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>The Department will consider options associated with longer term custodial planning across the State for infrastructure, transport and program delivery. Developing an operating model for the Roebourne Town work camp is underway. Recommendations on delivery and availability at RRP will be considered as part of the review of Individualised and Integrated Offender Management (IIOM). The operation of the Aboriginal Visitor Scheme at RRP is being expanded by Adult Justice Services and will be considered against the Department’s Reconciliation Action Plan (RAP).</p>
9. Ensure all staff at Roebourne Regional Prison are up-to-date with the Working with Female Offenders training.	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>RRP currently employs a Women’s Support Officer to address the needs of the female prisoner cohort. Recruitment, employment and human resourcing matters are considered by each facility in line with budget and resource considerations. Changes to employment arrangements are considered by the Department if required. The Department expects that all facility based staff are up-to-date with mandatory operational training requirements and where appropriate ongoing training and performance development is undertaken by a range of custodial staff. The Department will ensure that all VSOs receive ETP within six months of commencing employment.</p>
10. The position of Assistant Superintendent Offender Services should be created and filled at Roebourne Regional Prison as an advocate for the differing needs of the various prisoner cohorts, particularly female prisoners.	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>RRP currently employs a Women’s Support Officer to address the needs of the female prisoner cohort. Recruitment, employment and human resourcing matters are considered by each facility in line with budget and resource considerations. Changes to employment arrangements are considered by the Department if required. The Department expects that all facility based staff are up-to-date with mandatory operational training requirements and where appropriate ongoing training and performance development is undertaken by a range of custodial staff. The Department will ensure that all VSOs receive ETP within six months of commencing employment.</p>

## RESPONSES TO RECOMMENDATIONS

Recommendation	DCS Response/Level of Acceptance
<p>11. Urgently provide a regular and consistent general practitioner doctor service at Roebourne Regional Prison.</p>	<p><b>Supported</b>                      (considered against budget, strategy and Department priorities)</p> <p>A regular and consistent general practitioner service has been provided at RRP using a fly in/fly out model and tele-medicine clinics. The process of filling the vacant Prison Medical Officer position has commenced.</p> <p>The Department of Health is responsible for the provision of prison dental services. Discussions are ongoing and consistent with the health service specifications and standards.</p>
<p>12. The Department of Corrective Services should negotiate with the Department of Health to ensure the adequate provision of dental services at Roebourne Regional Prison.</p>	<p><b>Supported</b>                      (considered against budget, strategy and Department priorities)</p> <p>A regular and consistent general practitioner service has been provided at RRP using a fly in/fly out model and tele-medicine clinics. The process of filling the vacant Prison Medical Officer position has commenced.</p> <p>The Department of Health is responsible for the provision of prison dental services. Discussions are ongoing and consistent with the health service specifications and standards.</p>
<p>13. The Department should commit to an appropriate staffing model and service provision of health services for Roebourne Regional Prison and urgently progress its implementation.</p>	<p><b>Supported</b>                      (considered against budget, strategy and Department priorities)</p> <p>A regular and consistent general practitioner service has been provided at RRP using a fly in/fly out model and tele-medicine clinics. The process of filling the vacant Prison Medical Officer position has commenced.</p> <p>The Department of Health is responsible for the provision of prison dental services. Discussions are ongoing and consistent with the health service specifications and standards.</p>

## RESPONSES TO RECOMMENDATIONS

Recommendation	DCS Response/Level of Acceptance
<p>14. The health centre at Roebourne Regional Prison must be refurbished so that it is fit for purpose, and extended to meet current and future demand.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>Major infrastructure and capital works improvement projects, such as air conditioning and health centre upgrades at RRP will be considered against department priorities, costs and longer-term custodial estate planning. All infrastructure upgrade requests are reviewed and prioritised according to risk, alternative options, and the primary considerations of safety and security. Local level infrastructure upgrades such as enhancing the visits centre with prisoner artworks, tea and coffee facilities and updated notice boards will be implemented by RRP management.</p>
<p>15. Improve gatehouse security at Roebourne Regional Prison.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>It is the expectation of the Department that all facility staff display appropriate behaviours and build positive relationships with prisoners. The management team at RRP will reinforce this expectation and provide support where required. RRP management will review security procedures for the gatehouse to ensure compliance with Department policy and procedures. RRP will also work with the Intelligence Services Directorate to improve the communication and sharing of information between security, other staff and the Department.</p>
<p>16. Reinforce relational security practices with an emphasis on building positive relationships between staff and prisoners.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>It is the expectation of the Department that all facility staff display appropriate behaviours and build positive relationships with prisoners. The management team at RRP will reinforce this expectation and provide support where required. RRP management will review security procedures for the gatehouse to ensure compliance with Department policy and procedures. RRP will also work with the Intelligence Services Directorate to improve the communication and sharing of information between security, other staff and the Department.</p>

## RESPONSES TO RECOMMENDATIONS

Recommendation	DCS Response/Level of Acceptance
<p>17. Improve communication and intelligence sharing between the security team and other staff at Roebourne Regional Prison.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>It is the expectation of the Department that all facility staff display appropriate behaviours and build positive relationships with prisoners. The management team at RRP will reinforce this expectation and provide support where required. RRP management will review security procedures for the gatehouse to ensure compliance with Department policy and procedures. RRP will also work with the Intelligence Services Directorate to improve the communication and sharing of information between security, other staff and the Department.</p>
<p>18. Program delivery must be better resourced at Roebourne Regional Prison. The prison should:</p> <ul style="list-style-type: none"> <li>(a) take responsibility for cognitive skills program facilitation</li> <li>(b) contract or engage external program facilitation</li> <li>(c) secure Aboriginal program facilitation</li> </ul>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>The Department will consider options associated with longer term custodial planning across the State for infrastructure, transport and program delivery. Developing an operating model for the Roebourne Town work camp is underway. Recommendations on delivery and availability at RRP will be considered as part of the review of Individualised and Integrated Offender Management (IIOM). The operation of the Aboriginal Visitor Scheme at RRP is being expanded by Adult Justice Services and will be considered against the Department's Reconciliation Action Plan (RAP).</p>
<p>19. In line with Department of Corrective Services Policy all VSOs at Roebourne Regional Prison must receive ETP within six months of commencing employment.</p>	<p><b>Supported</b> (considered against budget, strategy and Department priorities)</p> <p>RRP currently employs a Women's Support Officer to address the needs of the female prisoner cohort. Recruitment, employment and human resourcing matters are considered by each facility in line with budget and resource considerations. Changes to employment arrangements are considered by the Department if required. The Department expects that all facility based staff are up-to-date with mandatory operational training requirements and where appropriate ongoing training and performance development is undertaken by a range of custodial staff. The Department will ensure that all VSOs receive ETP within six months of commencing employment.</p>



## Appendix 4

### SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2013 RECOMMENDATIONS

Recommendation No.	Recommendations	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
	<b>Report No. 89, Report of an Announced Inspection of Roebourne Regional Prison.</b>					
1.	Review orientation processes for both male and female prisoners to ensure that orientation is consistent, comprehensive and effective.	*				
2.	Conclude the audit and remediation of substandard bunk beds at Roebourne Regional Prison without further delay.			*		
3.	Renovate cells including replacement of warped shutters, cell doors, shelving, noticeboards and linoleum where required, and repaint all surfaces and provide underbed storage.			*		
4.	Install suitable climatic controls to reduce air temperatures and to increase cool air circulation in prisoners' cells at Roebourne Regional Prison.	*				
5.	Provide other measures to help mitigate the impact of the harsh climate, including provision of air-conditioned indoor spaces for prisoners at work (as appropriate), education and in their units.		*			
6.	Consider means to revitalise and sustain an effective Aboriginal Visitor Scheme at Roebourne Regional Prison.	*				
7.	Develop a recreation development plan for RRP giving consideration to promotion of fitness and healthy lifestyles involving all prisoner cohorts; training and employment opportunities for prisoners; creating an indoor recreation facility; enhancing in-unit fitness and recreation options; cultural participation and development, including dedicated spaces for art and music; access to the library including electronic resources; and community links.		*			
8.	Allow women prisoners to attend religious services.			*		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE  
2013 RECOMMENDATIONS

Recommendation No.	Recommendations Report No. 89, Report of an Announced Inspection of Roebourne Regional Prison.	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
9.	Simplify rules and procedures relating to the receipt and use of money by prisoners from outside sources and remove barriers and disincentives for prisoners wishing to save.			*		
10.	Improve facilities, activities and services for women held at Roebourne Regional Prison, and provide supervised opportunities to associate with male family and friends.			*		
11.	A properly resourced women's precinct should be re-established at Roebourne Regional Prison. This should include a full-time Women's Support Officer and a restoration of traditional freedoms of association, movement and participation in recreation, education and training.			*		
12.	Expand the health centre and create a decent waiting area for prisoners.	*				
13.	Increase the provision of general practice at the Roebourne Regional Prison Health Centre.	*				
14.	Review the health and mental health screening processes at Roebourne Regional Prison, and if necessary across the State.	*				
15.	Develop a health care strategy for Roebourne Regional Prison to guide the development of health care services, inclusive of a particular focus on Aboriginal health, women's health, screening practices, care practices, team portfolios, in-reach services, mental health care, health promotion and throughcare practices. <sup>10</sup>	*				
16.	Provide mental health care training for nursing staff at Roebourne Regional Prison Health Centre, and mental health first aid training to custodial staff and others working with prisoners.	*				
10.	As noted in Chapter 5 Roebourne's health centre has made commendable efforts to best manage the prisoners' complex health needs. However, this has been driven by the medical team locally without sufficient resourcing allocated from head office. There is no strategy to guide the development of health care services and therefore a rating of 'poor' has been assigned to the Department's progress on this recommendation.					

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE  
2013 RECOMMENDATIONS

Recommendation No.	Recommendations Report No. 89, Report of an Announced Inspection of Roebourne Regional Prison.	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
17.	Establish a dental facility at Roebourne Regional Prison Health Centre.	*				
18.	Explore engagement of an external provider to allow in-reach drug and alcohol services prior to release, and to permit seamless re-entry services to those with substance misuse disorders transitioning into the community.		*			
19.	Dedicate additional resources for prisoner assessment and report writing.			*		
20.	A strategy for increased prisoner engagement in employment, education, training and community work should be developed.			*		
21.	Staffing for industry, vocational training and external work should be fully restored, quarantined as far as practical from cross deployment to other duties and adequate relief arrangements established.		*			
22.	Establish a staffing policy for education and vocational training at Roebourne Regional Prison that acknowledges the special difficulties of maintaining such a service in such an environment, reduces its exposure to vacancy management, has appropriate measures aimed at staff retention and includes an Indigenous recruitment and development component.			*		
23.	Restore employment services to prisoners at Roebourne Regional Prison.				*	
24.	The reasons for poor recidivism outcomes at RRP should be reviewed, with input from relevant stakeholders. A rehabilitation strategy for Roebourne Regional Prison should be developed.			*		
25.	DCS should develop a stronger negotiating stance with GROH to make savings within the rental budget.			*		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE  
2013 RECOMMENDATIONS

Recommendation No.	Recommendations	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
	<b>Report No. 89,</b> <i>Report of an Announced Inspection of Roebourne Regional Prison.</i>					
26.	Develop a Pilbara Custodial Plan in consultation with relevant community organisations and stakeholders. As part of this plan, give consideration to establishing a new facility in the Port Hedland region, constructing a replacement prison at Roebourne and an appropriate facility for women.	*				
27.	Implement effective HR strategies to reduce bullying, improve performance, minimise vacancies and manage absences.				*	
28.	Consider capital works investments to reduce the long term costs of utilities.			*		
29.	Consider additional staff resources for security and prosecutions.			*		
30.	Develop and implement strategies for the safe removal of prisoners from upper bunks and from razor wire.			*		

# Appendix 5

## INSPECTION TEAM

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Eamon Ryan	Acting Inspector
Natalie Gibson	Director Operations
Christine Wyatt	Inspections and Research Officer
Amanda Coghlan	Inspections and Research Officer
Cliff Holdom	Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer

## Appendix 6

### KEY DATES

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Formal notification of announced inspection	4 December 2015
Pre-inspection community consultation	23 February 2016
Start of on-site phase	3 April 2016
Completion of on-site phase	8 April 2016
Inspection exit debrief	8 April 2016
Draft Report sent to the Department of Corrective Services	29 July 2016
Due date for return of report from DCS	26 August 2016
Draft report returned by DCS	9 September 2016
Final response received by DCS	29 September 2016
Declaration of Prepared Report	7 October 2016

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



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