



OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES

2017 INSPECTION OF EASTERN  
GOLDFIELDS REGIONAL PRISON

111

AUGUST 2017

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that contributes to a more  
accountable public sector*

## **2017 Inspection of Eastern Goldfields Regional Prison**

Office of the Inspector of Custodial Services  
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# Inspector's Overview

## EASTERN GOLDFIELDS REGIONAL PRISON AND WARBURTON WORK CAMP: EXCELLENT INFRASTRUCTURE, HUGE POTENTIAL, AND POSITIVE PROGRESS

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### FROM CHALK TO CHEESE - THE OLD AND THE NEW

The new Eastern Goldfields Regional Prison (EGRP) opened in August 2016. This is the report of our first 'baseline' inspection of the prison, conducted in January 2017.

The old prison was a very curious mix. It was cramped, decrepit and unfit for purpose, but people from the Goldfields and Ngaanyatjarra Lands much preferred to be there, closer to 'country', than in modern, physically better prisons in Perth. Despite the physical conditions, the old prison had also managed to build a positive staff/prisoner culture, especially over the previous five years.

The new EGRP is a world-class, state of the art facility. Intelligently designed, it strikes an excellent balance between security and a positive rehabilitative environment. Different parts of the prison serve different purposes, including male and female zones, and minimum- and higher-security areas. All of them are well-designed to meet their purpose, and form part of an integrated whole. There is excellent infrastructure in all key areas, including workshops, health services, education, recreation, gatehouse, visits, and administration. Line of sight vision and movement control are very good, and prisoners have a sense of space and decency. The prison also enjoys high quality modern security technology.

In short, EGRP is an outstanding asset. It has enormous potential to reduce recidivism as well as improving safe and decent custody.

### WHAT WE FOUND IN JANUARY 2017

We found that the transition to the new site had been hurried but safely managed. The positive culture had also been maintained, though pockets of sexism needed to be addressed. There were a large number of new staff, many of whom had little operational experience. However, they were working positively and professionally under the guidance of more senior staff. The staff group as a whole is a big asset for the prison. The management team also has a good mix of skills, experience, and values.

Prisoners from the area were very pleased to be 'home' and generally complimentary of staff. But they were frustrated that the prison had not yet operated to its full potential. To some extent this was understandable as the prison had only been operating for five months, and processes were still bedding in. But it was very disappointing.

The regime was particularly restrictive at the time of the inspection because of a short-lived escape ten days earlier. Despite calling it only an 'attempted' escape, the Department directed that EGRP be locked down, with minimal movements or activities. It is necessary to lock a prison down in the immediate aftermath of an escape. However, the prison had quickly identified the weaknesses that had allowed the escape, and had closed them off. There was no good reason for the lockdown to have continued so long.

The issues and opportunities for improvement included:

- too few employment and training opportunities for prisoners, despite excellent infrastructure
- lack of rehabilitative programs, especially for prisoners from the region

## EASTERN GOLDFIELDS REGIONAL PRISON AND WARBURTON WORK CAMP: EXCELLENT INFRASTRUCTURE, HUGE POTENTIAL, AND POSITIVE PROGRESS

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- women had good accommodation but very little to do
- despite the efforts of staff, EGRP was not delivering adequate primary healthcare
- few recreational opportunities
- no opportunities for supervised mixing of male and female prisoners
- opportunities for greater engagement from local Aboriginal organisations.

In recent years, education has been a strong point at EGRP. That had carried over from the old prison but the combined effect of the Christmas shutdown and the escape meant that nothing was happening when we were there.

### PROGRESS SINCE JANUARY

We must report to Parliament on each of the state's prisons at least once every three years. On top of that, we actively monitor all facilities through regular visits. I am pleased to report that there has been significant progress at EGRP since January.

Areas of improvement include:

- education is functioning very well
- there are more employment and training opportunities (but still too few)
- local Aboriginal organisations and support services are more visible and engaged
- there was an excellent NAIDOC week
- there are now opportunities for appropriately supervised mixed-gender education classes, recreation, and church services
- an excellent arts program for prisoners with disabilities has started
- some programs are now scheduled for 2017.

It is a credit to management and staff that there has been such tangible progress in the last six months. Obviously it is now important to build on that momentum.

### WARBURTON WORK CAMP

This report also discusses the Warburton Work Camp which is managed from EGRP. Warburton opened with some fanfare in 2011. Again, it is excellent infrastructure. It has a capacity of 24 but has rarely held more than eight prisoners. It is not alone, as other work camps have also been under-used (OICS 2012, 2015a).

In November 2015, Warburton was mothballed. A good deal of money was then spent undertaking reviews, and flying people from Perth to the region. But this only led as far as options papers. In the first few months of 2017, there was still no clarity of intent, let alone action. The results were a wasted valuable asset and community frustration.

Again, I am pleased to report positive progress. The new government has said that there is no money for a new prison, and that existing assets must be used. This has helped to re-ignite the work camps, including Warburton. There have been around ten men at Warburton since late June. Numbers have also gone up at other work camps. This is most welcome. As with the prison itself, the challenge is to build on that momentum.

## A PUBLIC PRIVATE PARTNERSHIP

The new EGRP is a Public Private Partnership project based on a Design, Build, Finance and Maintain ('DBFM') model. Under government oversight, a private sector consortium was responsible for designing and constructing the prison, and for financing the project. Maintenance and facility management are the responsibility of Honeywell Inc. for 25 years. Although the DBFM model was new for prisons in WA, it has been used for prisons interstate and overseas. It has also been used for other major projects, such as the new Perth Stadium.

Under the DBFM model, the Department of Justice (formerly the Department of Corrective Services) is responsible for managing prisoners, and for staffing and operating the prison. EGRP is therefore very different from prisons such as Acacia and Wandoo, where the private sector has been contracted to operate the facility.

Viewed in terms of the physical facility, the result of this DBFM arrangement is certainly impressive. And while there were some delays to the project, these involved unforeseen complications such as contamination.

It is too early to form a conclusion about the maintenance aspect of the DBFM arrangement. However, the early signs are very promising. Budget constraints mean that in most publicly operated prisons maintenance and repair becomes ad hoc and reactive, not preventive and proactive. These prisons can also find it difficult to get equipment replaced or upgraded.

The contract with Honeywell guarantees whole-of-life replacement of infrastructure and equipment that was part of the initial build, and regular software upgrades. In short, in 25 years' time, the prison must be 'handed back' by Honeywell in the same condition as it was at the time of completion.

## LOOKING BACK AND LOOKING AHEAD

Fifteen years ago, the Goldfields and the Lands were severely neglected in terms of their custodial needs. Far too many men and women from the area were being held in metropolitan prisons. They were dislocated, dispirited, and disengaged. All they wanted was to 'go home', even if it was to a dingy, decrepit prison. It was obvious that something needed to be done.

The urgency increased after the heat-related death of Mr Ward in 2008. Mr Ward was from Warburton and had been moved in inhumane and degrading conditions in a prisoner transport vehicle. In 2009, the Coroner described his death as both 'terrible' and 'wholly avoidable'.

We now have the infrastructure, and it is excellent. EGRP has got off to a promising start and Warburton has reopened. Custodial services in the Goldfields and the Lands have never been in a better position.

The challenge for everyone associated with corrections is now to maintain the momentum and to build innovatively on what has already been achieved. The key to long-term success will be engagement with local communities and service providers and the delivery of programs that meet the specific needs of the local prisoners.

Neil Morgan  
7 August 2017

### AN UNUSUAL INSPECTION

Planning for the new Eastern Goldfields Regional Prison (Eastern Goldfields) began in 2009. It was to become a minimum- and medium-security prison, designed to engage its majority Aboriginal prisoner population in culturally appropriate programs and courses. In 2011, Cabinet approved delivery of the new prison as a Public Private Partnership (PPP), to be designed, built, financed and maintained by the private sector. The PPP build would reduce costs. The State would retain responsibility through the Department of Corrective Services (the Department) for the delivery of custodial services.

The 2017 inspection of Eastern Goldfields was unusual. The new prison had been opened just 20 weeks. We expected to find greatly improved infrastructure and service provision. We did not expect to find the prison locked down, with restricted movements and reduced services. A male prisoner had escaped briefly ten days before the inspection started, and local management had been told to impose a strict security regime. We found the new site an excellent example of good design for appropriate service delivery, but very little was happening.

### OPENING THE NEW EASTERN GOLDFIELDS

The scheduled date for completion of the new prison was 25 June 2015, but it finally opened on 8 August 2016. Despite the delay, some operational procedures were not in place. In the event, the move from the old site went well. In the months that followed, the prisoner population at Eastern Goldfields was increased gradually, in spite of crowding elsewhere in the custodial estate. To manage the increase, forty-six trainee prison officers joined the staff between October and December. At the time of our inspection in mid-January 2017, the population was approaching 50 per cent of capacity, and new staff were settling in.

### CUSTODY AND SECURITY

We were impressed by the prison's design and infrastructure. The majority of cells were side-by-side twin, and complied with Australian standards. There were five accommodation units, potentially providing opportunity for hierarchical progression: Unit 1 for orientation and male maximum-security; Unit 2 for male medium-security; Unit 3 for male minimum-security; Unit 4 for women of all security classifications; and Unit 5 for pre-release male minimum-security outside the main fence. Unit dayrooms in both the two-storey Units 1 and 2 and in the cottage blocks were spacious, and equipped with basic kitchens and passive recreation amenities. Active recreation was provided by team sport courts and isometric exercise equipment in unit yards, a full-size grassed oval, and a large climate-controlled gymnasium building.

Security at the new site was impressive. The outer perimeter was surrounded by two fences and multiple layers of internal and external electronic detection systems. In keeping with the rehabilitation philosophy of the prison there was no razor wire anywhere on-site. Electronic surveillance was among the best in the State. We did find some examples of poor security design. The anti-climb mesh around accommodation



## SUMMARY OF FINDINGS AND RECOMMENDATIONS

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units did not provide an effective barrier. Some of the accommodation block windows face the outer perimeter, allowing prisoners to see out, and passers-by to see in.

### **Recommendation 1**

Install privacy screens where required to prevent prisoners seeing out and members of the public seeing in.

Relational or dynamic security refers to operational practices that encourage staff-prisoner interaction, which helps gather day-to-day security information. At Eastern Goldfields, relational security was already strong, and should improve as staff become more experienced. We did find some inconsistency in security procedures. Although the new gatehouse had electronic scanning devices, some staff failed to comply with the operational procedure for using that equipment to screen incoming visitors and staff.

### **Recommendation 2**

Follow gatehouse searching procedures.

### **Recommendation 3**

The Department should monitor developments in non-invasive solutions for detection of contraband in prisons, and introduce them when appropriate for use with visitors, contractors and staff.

Prisoners who commit serious offences can face an internal prison charge. Because there was no dedicated prosecutions position on the staff roster, prisoners on charges were waiting months for hearings. The local Visiting Justice was planning to retire, and without a local replacement, the prison would rely on video link hearings. The Department needs to review the system as a whole to ensure prison charges in regional areas can still be heard in a timely manner.

### **Recommendation 4**

Ensure that prisoner disciplinary proceedings at Eastern Goldfields are conducted in a timely manner.

## **APPROPRIATE SERVICE PROVISION**

Goldfields and Ngaanyatjarra prisoners were happy to be back in country, and few were applying for transfer out of Eastern Goldfields. However, since 2010, we have seen a decrease in the proportion of Aboriginal prisoners achieving minimum-security classification across the state. Although Aboriginal prisoners formed 71 per cent of the Eastern Goldfields prisoner population, only 11.9 per cent were minimum-security prisoners. Under-representation at minimum-security reduced opportunities for rehabilitation and reintegration, including community work and placement at a work camp. We continue to be concerned that the security classification of Aboriginal prisoners overestimates the level of risk presented by that group.

**Recommendation 5**

The Department action previous commitments to change the assessment tool.

Formal staff training in Aboriginal cultural awareness specific to Goldfields and Ngaanyatjarra life was not being provided. The prison had come to rely on the cultural knowledge of long-term staff born of extended association with Aboriginal prisoners. We saw risk associated with the advancing age of those experienced officers, and the high proportion of quite inexperienced probationary custodial officers at the prison.

**Recommendation 6**

Eastern Goldfields staff should receive specific Goldfields and desert Aboriginal cultural awareness training.

At the time of the inspection, just seven per cent of the staff were Aboriginal. Eastern Goldfields should build and retain its Aboriginal staff level in consultation with existing Aboriginal staff.

**Recommendation 7**

Increase the proportion of Aboriginal staff at Eastern Goldfields prison.

The Prison Support Officer was dynamic and respected by staff and inmates, and the peer support prisoner (PSP) system was working well. Long-term PSP team members felt respected and trusted, and had been involved in cultural activities across the site.

By contrast, at the time of the inspection, the Aboriginal Visitor Service (AVS) was not visiting Eastern Goldfields. AVS had provided culturally appropriate counselling and support to distressed Aboriginal prisoners. Without their presence, the risk of self-harm among that group would likely increase.

**Recommendation 8**

AVS needs to regularly visit Eastern Goldfields in person.

Despite their high level of service need, female prisoners from Goldfields and desert communities preferred the new prison over other metropolitan and regional sites. They did however ask for better access to: treatment programs; employment and training options; anger management and life skills courses; the library; recreation; legal aid; and contact with government agencies, particularly the Department for Child Protection. Despite having very high health and mental health care needs, women said those needs were not being met by the prison's current level of primary health care.

It is our view that for cultural and social reasons, and based on careful risk assessments, male and female prisoners should be given the opportunity to voluntarily mix under appropriately managed circumstances. Women who had experience of the old Eastern Goldfields asked that the prison bring back selective, well-supervised mixing

## SUMMARY OF FINDINGS AND RECOMMENDATIONS

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opportunities, such as at: treatment programs; passive recreation; church services; and cultural events or meetings.

### **Recommendation 9**

Ensure that women-centred practice informs the operation of Unit 4 by improving services to female prisoners.

## DAILY LIFE

The reception area at the new Eastern Goldfields prison was built for purpose, and was a marked improvement on the old site. However, we did not see an effective orientation process. There was no Orientation Officer, no dedicated orientation accommodation wing or unit, and no presentations or handbooks for new arrivals. A comprehensive process had been in place at the old facility, and had worked well. Something similar should be delivered at the new prison.

### **Recommendation 10**

Implement effective orientation processes.

Food, clothing and bedding are important to prisoners. Pre-inspection survey results showed that prisoners' perceptions of food had improved since 2014. All meals were delivered to the units in portioned packs. The kitchen served culturally appropriate food once a fortnight, appropriate for the high Aboriginal population.

Prisoners were issued with clothing and bedding packs when they first entered the prison. Men wore standard green prison clothing of average quality. Female prisoners complained that their clothing was uncomfortable. Synthetic clothing made them feel hot, and singlets and shorts were not issued. They also disliked the yellow and brown standard regional prison issue clothing that was given out, contrasting it with Bandyup Prison, where women wear mauve and grey.

### **Recommendation 11**

Provide female prisoners with climate appropriate clothing, like that issued to women in Bandyup and Boronia.

Three accommodation units were occupied at the time of the inspection. All worked to the same day, with prisoners locked down overnight for 13 hours. On staff training Tuesdays, the morning lockdown was for a further four hours. Weekday work hours were less than four hours, and just 75 minutes on training Tuesdays. Long lockdowns and short work hours contrasted poorly with other regional prisons.

## RECREATION

The prison had been designed with a full-size grassed oval and a climate-controlled gymnasium. We were told that organised sport and band practice had run in the gymnasium in 2016.

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Unfortunately, with restricted movements after the January escape, prisoners were not getting to the oval or the gym, and recreation was limited to activities in unit yards and day rooms. There were no exercise machines, and the static/isometric exercise equipment in unit yards was in full sun. There was no structured team sport. Even musical rehearsal sessions at the gym had been cancelled.

### FAMILY CONTACT

The Eastern Goldfields' Visits Centre consisted of four areas: external waiting room; scan and search at the gatehouse; the public Visits Centre proper; and the non-public 'operational' zone behind. The external waiting room was cheerful, airy, colourful, and comfortable. The Visits Centre proper was large enough for the design capacity of the prison. It had 18 tables, seven in the air-conditioned enclosed room, and 11 external. Tea and coffee was available from a sink on the internal back wall, and there was a water fountain in the outside visits area. A fenced child play area was available for children under 10 years. Prisoners were required to wear grey secure jump suits.

Behind the public visits areas there were rooms for conducting non-contact visits, official visits, and interviews. A small court room was equipped for court appearances by video. Another video link room was being fitted with Skype capability, but at the time of the inspection, Skype communication for community visits was not happening. Telephones were available in all units, but prisoners complained that some were exposed to summer sun, or gave no privacy.

### HEALTH

The new Healthcare Centre (the Centre) was fit for purpose for 350 prisoners. The building and fittings were sound, and medical equipment was state-of-the-art. The four consultation rooms were large, private, and suitable for general medical consultations and examinations. A large, well-equipped treatment room doubled as an emergency room. We saw a fully equipped dental suite, but at the time of the inspection, it had not been used. The Centre was clean, bright, and spacious. It was only open from 8.00 am until 5.30 pm, Monday to Friday, and was closed to prisoners during lockdowns. Evening medication was dispensed mid-afternoon, which was not ideal.

#### **Recommendation 12**

Review processes at Eastern Goldfields to ensure the timely and appropriate distribution of medications.

The Centre had a full-time staff of four: a Clinical Nurse Manager; a senior medical receptionist; and two male clinical nurses, providing seven day coverage, with one day overlap. Two additional clinical nurse positions were vacant at the time of the inspection but have since been filled.

Prisoners did not have regular access to: female or Aboriginal medical staff; mental health staff; drug and alcohol services; chronic condition or blood-borne virus management;

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dentistry; podiatry; audiology; optometry; and other allied health services. The general practitioner (GP) only visited one day every two weeks. A female GP visited irregularly from Perth, and there was no GP service from the local community. E-consultations via video link were possible. A visiting psychiatrist was at the prison in person for a full day at one-to-two month intervals. He often saw more than 20 prisoners. Psychiatric video link consultations were arranged when assessments were needed between visits.

Neither the Department nor the prison appeared to have taken steps to develop programs and individual interventions to address substance misuse, despite clear need. We were told that Population Health, the community-based arm of the public health system, was partially filling that gap by delivering drug and alcohol awareness programs at the prison.

Despite significant need, we saw little psychological counselling or support offered by the Department's Prison Counselling Service (PCS). The lone PCS social worker was under-supervised and professionally isolated. Risk assessment and management of at-risk individuals had taken precedence over counselling and other PCS activities.

Mental health services at Eastern Goldfields need to be improved. The prison should fill PCS vacancies, should have access to secure psychiatric beds at Kalgoorlie Hospital, and should appoint a mental health nurse and a comorbidity nurse.

### **Recommendation 13**

Improve mental health services at Eastern Goldfields by: (a) filling vacancies in PCS, (b) engaging with WA Country Health Services to allow inpatient treatment of prisoners at Kalgoorlie Hospital, and (c) allocating mental health and comorbidity nurse positions.

## **REHABILITATION**

Sentence assessments were competent and timely for remand and sentenced prisoners. The new prison had been designed to provide an accommodation hierarchy, but in January 2017 the prison offered little chance for progression. Unit 1 and Unit 5 were both closed, removing two of the four grades of accommodation for male prisoners. The Warburton Work Camp was closed. All female prisoners were in Unit 4.

At the time of the inspection, no offender treatment programs had been delivered at the new prison, and it was unlikely that any would run before the last quarter of 2017. This represented a major gap in service delivery that severely disadvantaged Eastern Goldfields prisoners. We saw no evidence of any attempt by the Department to develop culturally appropriate and gender-specific therapeutic treatment programs for male and female prisoners from the Goldfields region.

### **Recommendation 14**

Offer a range of culturally appropriate programs to meet the specific needs of male and female prisoners at Eastern Goldfields.

## EDUCATION AND TRAINING

The Education Centre infrastructure at the new prison was excellent. Administration area, classrooms, and workrooms opened onto a central courtyard. Staff offices were spacious and well laid-out, and the number and size of classrooms was adequate for the projected 350 prisoner population. The Centre was fully staffed, with an experienced and substantive Campus Manager, three full-time Prison Education Coordinator positions, and capacity to employ contract tutors. A full-time Aboriginal Education Worker position had been funded, and was shared at the time of the inspection by two local Aboriginal educators.

During 2016 the classrooms at the Education Centre had not been used for lack of a custodial officer to provide security. Despite that, education staff had devised alternate delivery procedures. Classes had run regularly for women in the Unit 4 classrooms and workshops. Enrolments and outcomes in the last term of 2016 had been good. As a custodial officer had been stationed at the main industries gate, the large training room next to the industries workshops had been used for occupational health and safety training programs for male prisoners.

At the time of the inspection, education was interrupted by the Christmas holiday shut-down and the restricted regime post-escape. However, staff were actively preparing the 2017 curriculum.

At the time of writing, the Education Centre had been allocated two custodial officers, had run mixed gender classes, had averaged 40 students per day, and had seen attendances as high as 100.

## EMPLOYMENT

Built infrastructure for the traditional prison industries (kitchen, laundry, and gardens and recycling) were state-of-the-art. We also saw spacious industries workshops for woodwork, metalwork and small engines, and warehousing that were well-equipped and ready for service, but had not been used by prisoners. Local management had been unable to open those workshops for lack of Vocational Support Officers (VSOs). With Eastern Goldfields opening 13 months later than scheduled, a full complement of VSOs should have been in place.

At the time of the inspection, employment was limited to: kitchen; gardens; laundry; peer support; recreation; reception and stores; unit based cleaning; and education. There was no off-site work on community projects. Fifty per cent of the prisoner population was 'not working'.

The kitchen was producing 260 lunches and 280 dinners daily, with male prisoners working 8.30 am to 1.00 pm. The laundry had nine male workers. As elsewhere across the new site, procedures had not been established at the time of transition. The laundry had been set-up to take in 'non-competitive' commercial contract work for community services like the Kalgoorlie District Hospital, the Boulder short-stay facility, and the police lock-up. The laundry machinery was adequate for those tasks, but the hot water

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supply was not. Australian standards demanded higher wash water temperatures than the laundry could provide.

### **Recommendation 15**

The Eastern Goldfields laundry must comply with Australian Standards for Laundry Practice 4146:2000 regarding wash water temperature.

## **PRE-RELEASE SERVICES**

At the old site, transition planning had been limited by the fact that prisoners were typically placed at Eastern Goldfields only briefly, or at the end of their sentence. At the new site, the prison population was larger, with more prisoners likely staying at the prison for their whole sentence. Facilities for pre-release programs were better, improving the opportunity for service provision and transition planning. The Transitional Manager was exploring options to expand services and programs, particularly drug and alcohol counselling, and parenting and family support. However, any expansion of pre-release services was on hold until the Department finalised new re-entry service provider contracts.

The Eastern Goldfields Employment Coordinator had successfully built relationships with key local providers, particularly Worklink and Aboriginal Workforce Development. During the inspection both agencies were involved in delivering a pre-release employment workshop – a mixed-gender course running for four weeks. The Employment Coordinator had also organised a successful employment expo in December 2016. She was employed on a six-month contract, with no guarantee of renewal. It was a crucial position for a prison that claimed to focus on vocational training and skill development.

### **Recommendation 16**

Establish a permanent Employment Coordinator position at Eastern Goldfields.

## **THE WARBURTON WORK CAMP**

The purpose of work camps in the Western Australian prison system has been to provide enhanced rehabilitation and reparation opportunities for male prisoners approaching release. In May 2009, the then Minister for Corrective Services announced funding for the construction of a new work camp at Warburton. The camp opened in August 2011 at a cost of \$13 million. Ngaanyatjarra community support for the work camp was strong.

Warburton Work Camp has a capacity of 24. However, it has never been full. The number of prisoners climbed from three in September 2011 to six in March 2012, before rising to a high of 19 in June 2012. By the end of 2014, numbers had fallen to just five. In November 2015, the Department suspended operation of the camp as a minimum-security custodial facility. Eastern Goldfields provided a caretaker for the site.

The falling minimum-security population has had further implications for the prison. The work camp will compete with Eastern Goldfield's Unit 5 for minimum-security

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prisoners permitted to work in the community. Without changes to the Department's security classification system, filling both will be difficult.

In mid-2016, the Department was approached by the Regional Services Reform Unit (RSRU), part of the Western Australian Department of Regional Development. RSRU suggested it could broker community agreement to have the Warburton Work Camp infrastructure re-purposed away from a minimum-security custodial facility, and put to better use by other government agencies or not-for-profit organisations.

PricewaterhouseCoopers Indigenous Consulting was subcontracted to scope interest among Kalgoorlie service providers for an alternative use of the work camp. At the same time, negotiations to re-purpose the work camp commenced with the Warburton Community and the Ngaanyatjarra Land Council. That consultation stalled early, with the Ngaanyatjarra Land Council giving evidence that the lease under which the Department had tenure over the work camp site restricted its use to 'the construction and operation of the work camp'. At the time of writing, negotiations over the use of the work camp were continuing.

### **Recommendation 17**

The Department should finalise negotiations with Ngaanyatjarra community members and use the Warburton Work Camp for justice-related purposes.



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## NAME OF FACILITY

Eastern Goldfields Regional Prison

## ROLE OF THE FACILITY

The Eastern Goldfields Regional Prison (Eastern Goldfields) is a minimum- and medium-security prison for males and females. It services the Goldfields district from Wiluna in the north to Esperance on the south coast, and the 13 remote Ngaanyatjarra Aboriginal communities east to the South Australian and Northern Territory borders.

## LOCATION

The prison is 596 km east of Perth

## INSPECTION DATES

15 January – 20 January 2017

## BRIEF HISTORY

The old Eastern Goldfields in the town of Kalgoorlie–Boulder was opened in December 1980. Designed as a minimum-security prison for men and women, it had the capacity to hold medium- and maximum-security prisoners for short periods. It had a total operational capacity of 140, with 110 beds at the prison, and a further 24 minimum-security beds and six secure cells at the remote work camp at Warburton Community. The prison had always housed a large Aboriginal population from the Goldfields and Ngaanyatjarra regions. Since the turn of the century, the old Eastern Goldfields had been found unfit for purpose.

In 2009, the State Government allocated funding to construct a new 350 bed Eastern Goldfields prison next to the existing site. The new prison's size was intended to allow all Goldfields and desert prisoners to be brought back to Kalgoorlie. While the new Eastern Goldfields was initially planned to open in September 2015, it only became operational in August 2016. Eastern Goldfields is home prison for the Warburton Work Camp, 900 km north-east of Kalgoorlie. At the time of the inspection, the work camp was closed.

## CAPACITY

		Beds	Configuration	Security / Behavioural Rating
Unit 1	Male	60	2 story 60 bed unit	Remand, Maximum
Unit 2	Male	140	2 story 80 bed unit, plus 6 x 10 bed houses	Medium
Unit 3	Male	60	6 x 10 bed houses	Minimum
Unit 4	Female	52	3 x 8 bed houses 2 x 10 bed houses 1 x 6 bed mother/ baby house 2 x management cells	Remand, Maximum, Medium, Minimum
Unit 5	Male	40	4 x 10 bed external houses	Minimum External

		<b>Beds</b>	<b>Configuration</b>	<b>Security / Behavioural Rating</b>
Management		6	6 x management cells	
Crisis Care		8	8 x crisis care beds	
Warburton Work Camp	Male mixed		24 beds 6 beds	Minimum External, Remand, Maximum

# Chapter 1

## INTRODUCTION

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### 1.1 THIS WAS A MOST UNUSUAL INSPECTION

While the sixth inspection of Eastern Goldfields Regional Prison (Eastern Goldfields) was expected to be unusual, we had not expected it to be as unusual as it was.

We knew we would be inspecting a new prison, built at a cost of \$234 million after six years of planning to replace a sub-standard prison that was well past its use by date. We therefore expected to find stark contrasts between the two sites, particularly between the old and the new infrastructure. In addition, many of the recommendations from the Office's 2014 inspection of the old Eastern Goldfields would simply be irrelevant. The new prison had been open just 20 weeks and prisoner and staff numbers were rising only slowly. We expected to focus on the quality of the new buildings, the provision of sufficient staff, and the capacity to deliver appropriate services to a changing prisoner population.

We did not expect to find a prison locked down, with restricted movements, and reduced services. The lockdown had occurred because just 10 days before our inspection started, a prisoner in Unit Two turned close observation and athleticism to his short-term advantage. He perfectly timed his dash through an internal management fence, across a construction zone, and through the temporary perimeter gates. He crossed the road outside the prison, and reached the park across the road. Thanks to prompt and bold action by a project staff member, he was brought to the ground before he got any further.



*Figure 1: Entrance to the new Eastern Goldfields*

## INTRODUCTION

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The Department of Corrective Services (the Department) classified this as only an ‘attempted’ escape because the prisoner was quickly brought to ground. We disagree. In our view, this was clearly an escape, not just an attempt. The prisoner was well outside the prison fence and on public land. He has also been charged with escape. And when similar events have occurred when private sector contractors have been undertaking prisoner escorts, they have been treated as escapes. Escapes are a Departmental key performance indicator. They must be properly classified and recorded.

In the immediate aftermath of the escape, the Department directed local management to impose a heightened security regime. For the full seven days we were on-site, all prisoner movements were by escort, access to recreation was restricted, and women were confined to Unit 4. Adding to the surrealism, no programs were running, the Education Centre was closed for school holidays, and without enough Vocational Support Officers (VSOs), three industries workshops lay empty.

In short, the new site was an excellent example of good design for appropriate service delivery, but very little was happening.

### 1.2 THE ROLE AND PRISONER PROFILE OF EASTERN GOLDFIELDS WAS CHANGING

The old Eastern Goldfields, opened in December 1980, was located in the town of Kalgoorlie-Boulder. Designed as a minimum-security prison for men and women, it had the capacity to hold medium- and maximum-security prisoners for short periods. It serviced the Goldfields district from Wiluna in the north to Esperance on the south coast, and the 13 remote Ngaanyatjarra Aboriginal communities east to the South Australian and Northern Territory borders. The old Eastern Goldfields had a total operational capacity of 140, with 110 beds at the prison, and a further 24 minimum-security beds and six secure cells at the remote work camp at Warburton Community. The prison had always housed a large Aboriginal population from the Goldfields and Ngaanyatjarra region.

#### **Previous inspections had criticised the state of the old prison**

Inspections of Eastern Goldfields in 2001, 2002 and 2005 described the prison as “... having developed over the years in a haphazard way, without the benefit of a coherent framework to give it physical, operational and correctional consistency” (OICS 2001). They questioned how “...a developed and wealthy nation [could], at the outset of the 21st century, be treating its Indigenous citizens with such contempt?” (OICS 2002). They found the prison “...one of the most impoverished in Western Australia” (OICS 2005).

The 2011 inspection recommended:

- the maintenance of full services during the redevelopment of the prison
- improved Aboriginal-centred through-care and implementation of strategies to facilitate the progression of Aboriginal prisoners to minimum-security

## INTRODUCTION

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- development of Aboriginal healthcare strategies
- provision of adequate health centre staffing and improved staff training
- development of dynamic community engagement processes
- implementation of an intensive recruitment drive for Aboriginal staff (OICS 2011)

The 2014 inspection of the old Eastern Goldfields found a sound management team overseeing delivery of services in trying circumstances (OICS 2014a). Preliminary construction of the new prison facility had required closing the oval and removal of workshops, which in turn reduced recreation, employment, and training opportunities. Despite those disruptions, staff morale was high, ageing infrastructure was well maintained, and the majority Goldfields and Ngaanyatjarra Aboriginal prisoner population declared a preference for Eastern Goldfields over all other prisons.

Departmental delays finalising the staffing model and budget were making it hard for local management to plan the transition to the new site, and to boost the proportion of Aboriginal staff at the new prison. Despite this, local management was beginning to refine operational procedures to suit the new site.

Health services had improved in the four years since the 2010 inspection, and the education campus continued to provide innovative and appropriate opportunities, and a venue for safe and pro-social gender mixing. Transitional services for minimum-security prisoners were well integrated with community providers, but capacity to assist higher security prisoners was limited by their short, end-of-term placement at the prison. We were concerned that the Department had been unable to provide therapeutic programs to meet the particular criminogenic needs of local prisoners, despite their high rate of recidivism (OICS 2014c).

### **The complex Aboriginal prisoner population required specialist staffing**

At the time of the 2014 inspection, 73 per cent of the 83 prisoners at Eastern Goldfields were Aboriginal, from a range of home communities. The largest cohort was members of the Ngaanyatjarra communities, among the most traditional and most recently contacted groups in the State. Certain Kalgoorlie-Boulder residents, by contrast, had up to four generations of contact with non-Aboriginal Australia, and traditional orientation had diminished to varying degrees. Many Aboriginal residents of smaller Goldfields towns had experienced life on pastoral leases, and had not been exposed to urban pressures.

Clear understanding of those differences was essential to drive the prison's commitment to substantive equality, as was a thorough understanding of the lifestyles and motivations of prisoners from those regions. Eastern Goldfields had long relied on older staff for their accumulated experience to tailor services appropriately. Many of those older staff members were approaching retirement, and that, compounded by the need for a greatly expanded workforce at the new facility, suggested that development of specific, Goldfields and Ngaanyatjarra cultural training for new staff was needed.

## INTRODUCTION

### **The Warburton Work Camp had been under threat**

The work camp at Warburton Community, 900km north-east of Kalgoorlie, had opened in August 2012 with a capacity of 24. Despite the government accepting that recidivism rates were lower among work camp prisoners (Francis 2014), Warburton had rarely had more than 50 per cent occupancy. Changes to the Department's security classification process in 2009 had not improved the ability of Aboriginal prisoners to move through the system and achieve work camp status. In 2014, the future of the Warburton Work Camp was not guaranteed.

In November 2015, transfer of male prisoners to the Warburton Work Camp ceased. Negotiations to reopen or use the Warburton Work Camp infrastructure for another purpose were continuing at the time of writing.

### **In 2017, custodial services in Western Australia were under pressure**

Across Western Australia the adult prison population state-wide had risen from under 5000 in January 2014 to 6400 by the time of the inspection. While minimum and medium-security numbers remained relatively constant, rising remand numbers had driven a dramatic rise in maximum-security prisoners. Despite the WA prison system being at 148 per cent of its design capacity at 30 June 2016, work camp occupancy had fallen.

	Total Adult	Aboriginal	Women	Remand	Maximum	Medium	Minimum	Work Camp
Jan 2014	4987	1990	466	1032	445	3051	1491	60
Jan 2017	6400	2417	642	1813	1584	3250	1566	35
Per cent change	28.3 % Increase	21.5 % Increase	37.8 % Increase	75.7 % Increase	355.9 % Increase	6.5 % Increase	5.0 % Increase	41.6 % Decrease

*Table 1. The Western Australian prisoner population had risen*

Over that same period, the Department's Head Office in Perth had undergone a prolonged restructure. The offer of redundancy packages had seen unprecedented numbers of experienced, senior staff depart. Internally, responsibilities and operational divisions were rearranged, and the activities of some were put on hold.

### **The new Eastern Goldfields was in a state of flux**

In 2009, the State Government allocated funding to construct a new 350 bed Eastern Goldfields prison adjacent to the existing site. The new prison's size was intended to allow all Goldfields and desert prisoners to be brought back to Kalgoorlie. While the new Eastern Goldfields was initially planned to open in September 2015, it only became operational in August 2016.

## INTRODUCTION

At our January 2017 inspection, the prison was still in a state of flux, with forty-six newly trained custodial officers having joined the staff since October 2016. Units 1 and 5 were not being used. The prisoner population across the new site was just 185, or 53 per cent of capacity. The population was to be increased, however, and several weeks before the inspection the Department and the Western Australian Prison Officers Union (WAPOU) had signed a staffing agreement to take the prison population to 230.

		Beds	Configuration	Security / Behavioural Rating
Unit 1	Male	60	2 story 60 bed unit	Remand, Maximum
Unit 2	Male	140	2 story 80 bed unit, plus 6 x 10 bed houses	Medium
Unit 3	Male	60	6 x 10 bed houses	Minimum
Unit 4	Female	52	3 x 8 bed houses 2 x 10 bed houses 1 x 6 bed mother/ baby house 2 x management cells	Remand, Maximum, Medium, Minimum
Unit 5	Male	40	4 x 10 bed external houses	Minimum External
Management		6	6 x management cells	
Crisis Care		8	8 x Crisis Care beds	

*Table 2: Capacity of the new Eastern Goldfields*

### 1.3 INSPECTION METHODOLOGY

We are required to report to Parliament about each prison every three years. This inspection was therefore held in January 2017, when the new prison had been open just 20 weeks.

The inspection was guided by six liaison visits to Eastern Goldfields by staff of the Office during 2016, and by monthly Independent Visitor reports. We used the reports of those visits to monitor the changing ability of the old prison to deliver services effectively, to follow the progress of construction on the new site, and to track developments since August 2016.

In November 2016, we conducted surveys of both prisoners and staff at the new prison to gauge opinions of infrastructure and service provision. The response rate was good, with 54 per cent of prisoners and 59 per cent of staff engaging. The survey results helped us structure the inspection schedule and target prisoner and staff cohorts for more detailed enquiry.

## INTRODUCTION

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In December 2016, inspection team members met with external service providers in Kalgoorlie, and the Eastern Goldfields Superintendent delivered a pre-inspection verbal briefing to the team at the Office in Perth.

The Inspector, Professor Neil Morgan, led the on-site inspection between Sunday 15 and Thursday 19 January 2017. An independent health expert, Dr Edward Petch, was on-site on Tuesday 24 January the following week. Professor Morgan gave prison staff a briefing the next day, detailing his preliminary findings.

Following the on-site inspection, we reviewed all the evidence to assess the extent to which Eastern Goldfields met Departmental and international standards of imprisonment.



# Chapter 2

## PLANNING THE NEW EASTERN GOLDFIELDS PRISON

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### 2.1 PLANNING FOR A NEW PRISON WENT BACK TEN YEARS

In 2005, partly as a consequence of this Office's reports, the Department commenced community consultations in the Kimberley and the Goldfields regions to seek advice and opinions about the provision of custodial services. For Eastern Goldfields, the Department conducted wide-ranging consultations across remote Aboriginal communities, in Goldfields towns, and in the cities of Kalgoorlie and Boulder. In total, 300 interviews were held with community members and service providers. On the basis of that consultation, the Department commissioned a Goldfields Custodial Plan (the Plan) (DCS 2007).

The Plan prioritised the provision of appropriate services to prisoners from the region, including:

cultural orientation, education, vocational training and preparation for release, and ... transition to post-prison life through joint program participation of prisoners and their spouses;

and

design and delivery of services and programs specifically for Goldfields prisoners, taking into account their offence, culture, language, and the circumstances of life in their home communities.

The Plan stipulated that:

The Prisoner Programs must lead the design of the physical custodial facilities. It is strongly recommended that the planning and design work for the Goldfields custodial facilities not be undertaken until the prisoner program content and service delivery model is fully developed.

Based on further community consultation and the findings from the Plan, the Department developed a business case for the redevelopment of Eastern Goldfields (DCS 2011a).

#### **The philosophy of the prison had been defined early**

In 2009, less than a year after the release of our 2008 inspection report, the then Corrective Services Minister announced funding for a 350-bed prison. The Minister stated that:

The new prison, which represents a substantial regional investment, will be a modern, mixed gender, all security facility designed to keep Goldfields offenders close to their communities... Importantly, it will be designed to engage Indigenous prisoners in culturally appropriate programs and courses and, for the first time in the region address female prisoners' needs (Porter 2009a).

The operational philosophy of the new Eastern Goldfields was designed to address:

- overcrowding of metropolitan secure prisons
- the continued over-representation of Aboriginal people in Western Australian prisons

- high rates of recidivism in the Goldfields region
- the neglect of the needs of female prisoners (Treasury (undated))

The Treasury brief required provision of improved custodial services for the high percentage of Aboriginal prisoners through:

- improved facilities and services for offenders in the Goldfields
- multifaceted custodial facilities that ensured Goldfields Aboriginal prisoners were properly managed, in terms of practical reparation, rehabilitation and successful re-entry into the community
- reduction in the incidence of reoffending
- the changing role of the facilities as catalysts for positive individual behavioural change that can underpin social and economic growth and wellbeing for the Goldfields community as a whole

The brief defined an operational philosophy highlighting positive individual behavioural change, respect and dignity, purposeful living, and rehabilitation and reintegration. It also specified detailed operational procedures and structural design principles based on that philosophy.

The Goldfields Custodial Plan Project Concept Report noted that culturally appropriate service delivery should be decided and planned prior to the design of the facilities, to ensure the infrastructure would meet service delivery needs.

However, due to budgetary constraints, key infrastructure decisions were taken at the outset of the project. It was decided that the extent of service delivery would depend on, and would be decided after, the staffing model was finalised. That increased the risk that service delivery and infrastructure would not meet the needs of the prison population, limiting the Department's ability to achieve its desired outcomes.

### 2.2 THE BUILD WAS A COMPLEX PUBLIC PRIVATE PARTNERSHIP

In November 2009, the Western Australian Department of Treasury (Treasury) approved the business case for the redevelopment of Eastern Goldfields. In March 2011, Cabinet approved delivery of the new Eastern Goldfields as a Public Private Partnership (PPP), whereby the private sector would design, build, finance and maintain (DBFM) the new Eastern Goldfields. The State would retain responsibility through the Department of Corrective Services for the delivery of custodial services and ancillary services (Treasury 2013). The project remained the responsibility of the Department, but with procurement and delivery led by Strategic Projects within Treasury.

In October 2012 following an open and competitive procurement process the State appointed the Assure Partners Consortium (the Consortium) as the preferred of three respondents. The Consortium comprised: Capella Capital as lead sponsor, Capella Management as manager, the construction contractors John Holland Pty Ltd and Pindan Contracting Pty Ltd, Honeywell Inc. (Honeywell) providing facilities maintenance, and the architectural partnership of Cox Howlett & Bailey Woodland. Finance was provided

by equity investors Lend Lease Investors and MLC Limited, and the project financiers were the Commonwealth Bank of Australia and Mizuho Corporate Bank.

The DBFM model was expected to maximise efficiency and durability of the asset, increase incentives for on-time delivery, place accountability and performance measures on the private operator, encourage development of innovative and transferable solutions, and deliver value for money through allocating project risks to the party best placed to manage them.

Construction was undertaken in two stages to minimise disruption to the operation of the prison. Stage One was the design, construction and commissioning of the new prison, while Stage Two would involve the demolition of the old facility and site remediation.

Following completion of the new prison, facilities maintenance services would be provided by Honeywell over the 25-year operating term. The Honeywell contract guaranteed whole-of-life replacement for all infrastructure and equipment delivered as part of the initial build, and regular proprietary software upgrades.

At the time of the inspection, we found that fault reporting was generally effective, but that processes were still being refined.

### 2.3 THE FINANCIAL ARRANGEMENTS BENEFITED THE STATE

The DBFM model allowed Treasury to calculate the risk-adjusted, whole-of-life cost of the project if delivered by the State, and weigh that against the proposal from the preferred respondent. In 2013, savings to the State over the life of the project were projected to be \$80 million (Treasury 2013).

The project went ahead under three categories of cost.

*Build cost* referred to construction and demolition. Stage One (construction) had been completed at the time of the inspection, while Stage Two (demolition) was still underway. Both had suffered unforeseen complications. An additional \$10 million was allocated by Treasury in 2016 following discovery of contamination on the old prison site. The Department also went to Treasury for a separate payment for \$200,000 to cover the builder for the site shut-down following the escape in January 2017 (a six-day closure, a slow re-start, and restrictions causing delay). The agreement with Treasury included several weeks' extension to the demolition schedule.

*Pass-through costs* included lease, maintenance, insurance, and the like. Honeywell, under the facilities maintenance contract, was to present evidence of costs, and would be reimbursed by the Department at each quarterly service payment. Those payments were to continue for the 25-year life of the contract.

*Operational costs* are the regular costs associated with running the prison (staff, services, etc.). These were to be borne by the Department. We were told the 2016/2017 budget was in the range of \$11.77 million, with an additional \$10 million allocated in November 2016 to take the population from 89 (on 8 August 2016) to 230.

## PLANNING THE NEW EASTERN GOLDFIELDS PRISON

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Delivery of the new prison was managed by the Treasury's Strategic Projects and Asset Sales. The Consortium failed to achieve technical completion of Stage One on the original scheduled date, 25 June 2015, but finally achieved it on 19 July 2016.



*Figure 2: Unit 2 dayroom*

# Chapter 3

## OPENING THE NEW EASTERN GOLDFIELDS

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### 3.1 THE MOVE TO THE NEW SITE WAS HURRIED

Following the 2014 inspection of Eastern Goldfields, the Inspector cautioned that:

EGRP management and staff need to be adequately prepared for the operational and cultural changes that will inevitably come from the closure of a small, mainly minimum-security facility and the opening of a much larger prison with a very different prisoner profile.

Philosophical direction, operational procedures and staffing models are clearly integrally linked and it would have been reasonable to expect that the new prison's staffing model would have been approved by early 2014.

... time is running short for recruitment and training. (OICS 2014a)

#### **The Department was slow to sign off on a staffing model for the new site**

The new Eastern Goldfields is distinctly different to the old. The final prisoner population and staff establishment will be more than double the old prison. The new prison had been designed to accommodate the population increase, with an area 600 per cent larger than the old Eastern Goldfields.

During liaison visits in November 2013 and December 2014, local management acknowledged that operational procedures and local orders would need to be rewritten. However, before they could be drafted an approved staffing model was needed. Although a staffing model had been developed locally in 2013, it had stalled in Head Office, and was still not in place by mid-2016. Without a staffing model, a staff roster could not be finalised, and without a roster, operational procedures could not be closely specified.

The substantive Superintendent had gone on leave in May 2016, leaving an Acting Superintendent to oversee final preparations. While contractual obligations had been fulfilled, custodial staff told us in July 2016 that they had misgivings about the level of preparedness for the transition, and the enormity of the change. With just weeks to transition, basic matters such as the roster, local and standing orders, and operational procedures for the new site had not been finalised. Some felt that the Department should have had a change management team in place. Careful negotiation with the union during that period might also have helped.

#### **Preparation for transition to the new site was monitored**

The Department monitored developments at the new Eastern Goldfields site through regular meetings of its Operational Readiness Group (ORG). These meetings were chaired by the Deputy Commissioner Adult Justice and could consist of over 25 people. Later meetings were informed in part by on-site inspections by the Department's Monitoring and Compliance Branch (MCB), and its Performance Assurance Risk Directorate (PAR).

A Compliance Check conducted by the MCB in mid-July 2016 found that no procedures or manuals were in place (DCS 2016a). On 5 August 2016 however, PAR provided an Operational Readiness Assurance document stating that operational plans and procedures

## OPENING THE NEW EASTERN GOLDFIELDS

‘appear reasonable’, despite noting that operational commissioning testing was incomplete, staffing arrangements were not signed off by WAPOU, and the employee information booklet was not signed off (DCS 2016b).

PAR recommended that transition should occur three days later, on 8 August. It also suggested that the four weeks following the move of prisoners into the new facility should be deemed a transition period, after which operational procedures would be reviewed.

Operational procedure documents were still being finalised in November 2016, three months after the move to the new site.

### The new prison filled gradually

The Department’s Persons in Custody Weekly Snapshots show a strategic approach to the filling of the new prison. Numbers were first reduced at the old site during July.

After transition to the new prison, the immediate priority was to fill Unit 4 to relieve pressure elsewhere in the female estate. However, the number of Goldfields/ Ngaanyatjarra female prisoners throughout the State was insufficient to fill the unit, so in October Noongar and non-Aboriginal women were brought from Bandyup Women’s Prison in Perth. The new arrivals soon found fault with the lack of activity and isolation from family at Eastern Goldfields, and by December, most non-local women had successfully requested transfer back to Bandyup.

Three waves of trainee custodial officers joined the staff between October and December, permitting expansion of the male prisoner population over the Christmas period.

	Male	Female	Total	Aboriginal	% Aboriginal
06.06.16	90	22	112	76	68%
01.07.16	64	19	83	47	57%
08.07.16	Prisoners walked across				
29.07.16	61	18	79	48	61%
19.09.16	80	31	111	67	60%
10.10.16	79	41	120	73	61%
07.11.16	83	40	123	79	64%
05.12.16	113	36	149	101	67%
09.01.17	153	29	182	127	70%

Figure 3. The Eastern Goldfields prisoner population increased gradually.

At the time of the inspection, local management and WAPOU had recently signed a staffing profile agreement to take the prisoner population to 230 by June 2017. The total uniformed Full-Time Equivalent staffing establishment, including relief officers, would

increase to 150 positions. That would comprise funded positions for two Principal Officers, 19 Senior Officers, 103 Prison Officers, and 26 VSOs. The number of public servant positions would rise to 18. The challenge remained to fill those positions, without which service provision would suffer.

It is of great credit to the Department, especially local managers and staff, that the transition was handled safely, securely, and smoothly, despite the ‘gaps’ in what we would reasonably have expected to be in place. Local staff were pragmatic, dedicated and professional in ensuring the move went well.

### 3.2 HUMAN RESOURCE MANAGEMENT WAS STRETCHED

We found the small Human Resources (HR) team at Eastern Goldfields stretched, but managing the increase in staff numbers.

Forty-six trainee prison officers had joined the staff between October and December. Late in 2016 the HR Manager and her single assistant found that the Department had not ‘created’ those positions on Alesco, the Departmental roster database. New staff were simply listed as ‘miscellaneous’, and consequently, Eastern Goldfields HR were doing laborious manual entries, resulting in some annoying payroll errors. By mid-January 2017, Alesco was catching up, new probationary officers were being paid correctly, and their relationship with HR staff was improving. Custodial staff were pleased that there was no restriction on overtime, and HR were seen as allocating overtime fairly.

#### **Staff recruitment was difficult, and presented risk**

The Eastern Goldfields management team were aware of the disincentives that restricted interest in employment at the new prison. Despite the high quality built infrastructure at the prison, Kalgoorlie was not a popular destination for Perth-based applicants. There was a perception that the city had little to offer families. The 600 kilometre drive to Perth was daunting, and air fares were expensive. The ocean was out of reach and housing for new staff was expensive. Unlike Roebourne Regional Prison, Eastern Goldfields was unable to offer enhanced ‘pay and conditions’. Kalgoorlie locals did not experience those disincentives. With the downturn in employment across the Goldfields, local interest in positions advertised by the prison was high.

The high proportion of inexperienced prison officers did create risk, however. Eastern Goldfields had long relied on the body of Aboriginal cultural knowledge held by experienced prison officers, gained over years of contact with Goldfields and Ngaanyatjarra Aboriginal prisoners. Those officers were now in the minority, and were approaching retirement. Compounding that, trainees had not been given local Aboriginal cultural orientation to compliment the generic cross-cultural training provided by the Department’s Training Academy in Perth.

### 3.3 MANAGEMENT AND STAFF MORALE WAS GOOD, BUT POCKETS OF SEXISM MUST BE ADDRESSED

By the time of the inspection staff had settled into the new site. Morale was generally good, but management needed to take a strong stance against some pockets of sexism.

Staff acknowledged the built infrastructure was excellent. Workers' compensation absences (often an indicator of low morale) was zero, although two staff were on 'return-to-work' duties. Provision had been made for shift-swapping under the Enterprise Bargaining Agreement, and overtime was plentiful.

Business services, specifically the Business Manager, HR, and finance, and contracted services had been strategically located in the external administration building, to make contact with external visitors more convenient. A new administrative assistant had recently joined staff. Management, staff and custodial officers reported good relations with the Acting Superintendent, and those attitudes improved further when he was made substantive shortly before the inspection.

We were disappointed to observe first-hand, as well as to learn about instances of sexist behaviour directed at female custodial staff members. Some were even directed at members of our own team. Most were verbal, some were in documents. Only a minority of staff were at fault but their conduct was entirely inappropriate.

At the time of the inspection, we urged local management, and other staff to address the issue with urgency. It was a blight on an otherwise positive work environment, and was having a negative impact on female staff.



# Chapter 4

## CUSTODY AND SECURITY

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### 4.1 BUILT INFRASTRUCTURE AT EASTERN GOLDFIELDS WAS FIT FOR PURPOSE

The architectural and engineered design of the new prison had occupied the Department and Treasury since 2011. An interagency steering committee consisting of: the Department, Treasury, Premier and Cabinet, and the State Solicitor's Office, provided leadership and oversight. A Project Control Group was established to manage delivery of the project.

A Request for Proposal was developed in-house to specify detailed technical, service, and commercial requirements. A short list of three consortia was invited to tender. An evaluation panel selected the preferred respondents, based, among other criteria, on:

A very strong, functional design solution that was innovative and fit for purpose and included:

- a side-by-side bed design that was sensitive to the needs of the local Aboriginal prisoners
- accommodation that was adjacent to open spaces granting views of external lands
- a design approach which was sensitive to the local climatic conditions and revolved around people, landscape, activity, process which was context focused rather than 'building design'
- a master plan that maximised casual surveillance lines with alternative paths of travel for prisoners and provided sightlines from multiple officer posts making prison operations more efficient
- environmentally sustainable design concepts that are integrated from the inception of the EGRP project through design, construction, operation and decommissioning, and offer the opportunity to demonstrate whole of life benefits for the facility and reduced running costs for the State (Treasury 2013)

We were impressed by the prison's design and infrastructure. The majority of cells were side-by-side twin, with the exceptions being mother and child, and management/crisis care cells. This was far better than the cramped and degrading double-bunking of single cells that is seen elsewhere (OICS, 2016e). All twin cells had ablution facilities, were climate-controlled, and complied with the *Standard Guidelines for Prison Facilities in Australia and New Zealand (1990)*, as adopted in the *Standard Guidelines for Corrections in Australia (2012)*.

Individual cell security was reinforced by a triple lock hierarchy, allowing prisoner, officer, and management levels of control. An elaborate exhaust pump system reduced the chance of in-cell fires. Prisoners controlled their own light and cell call button, and had a picture board, storage space, and desk space. Cell shower screens were partly frosted to provide a carefully measured level of privacy.

Early design of Eastern Goldfields had included digital connectivity to each of the 230 cells, capable of providing access to education, programs, purchases, health centre bookings, television, and email/video communication both across the site, and to home communities. High-speed data cable had been run to each cell as part of the build, at

CUSTODY AND SECURITY

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*Figure 3: Double cell*



*Figure 4: Unit 1 dayroom*

## CUSTODY AND SECURITY

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minimal cost. As the project neared completion, information technology providers had been approached to specify in-cell terminals and a secure cellular network. At the time of the inspection, a preferred provider had not been selected.

Unit dayrooms in both the two-storey Units 1 and 2 and in the cottage blocks were spacious, and equipped with basic kitchens and passive recreation amenities. Active recreation was catered for with team sport courts and isometric exercise equipment in unit yards, a full-size grassed oval, and a large climate-controlled gymnasium building.

The five accommodation units had been designed for purpose: Unit 1 for orientation and male maximum-security; Unit 2 for male medium-security; Unit 3 for male minimum-security; Unit 4 for women of all security classifications; and Unit 5 as a pre-release male minimum-security compound outside the secure perimeter. At the time of the inspection Unit 1 was unoccupied, being too close to the demolition site. The Superintendent did not expect to open the external Unit 5 until 2018, when the prison would achieve its full staffing and prisoner populations. He told us that as male prisoner numbers had increased, men 'willing to work' had been moved to Unit 3. Medium-security and less compliant minimum-security male prisoners continued to be held in Unit 2.

Some hierarchical progression to better accommodation was possible in Unit 2, as men could move from block to cottage. Prisoners told us that moving from Unit 2 cottages to Unit 3 cottages provided less of an incentive. Progression for women in Unit 4 seemed limited to moving through the orientation cottage to one of the other four houses.



*Figure 5: Entrance to Unit 3*

#### 4.2 SURVEILLANCE WAS IMPRESSIVE, SO STAFF AND PRISONERS SHOULD FEEL SAFE

The outer perimeter was surrounded by two fences and multiple layers of internal and external electronic detection systems. In keeping with the rehabilitation philosophy of the prison there was no razor wire anywhere on-site. Instead, the external fences and the mesh between Unit 4 and the central movement corridor were topped with a cowl to deter climbing. The overall design of the prison placed a central control post opposite the gymnasium, with clear lines of sight around most of the prison. Prisoners moving from any of the four internal units could be tracked by sight to their destination.

The Master Control Room (MCR) was the hub of prison activities. It controlled:

- the electronic opening and closing of doors
- reviewing under-vehicle monitors
- responding to cell call buttons if unit staff did not respond
- fire detection
- air quality control
- the monitoring of closed circuit television (CCTV) cameras, fence alarms, and duress alarms

A Senior Officer with a strong technical background and confidence using the systems was permanently rostered on Master Control each day. Less-experienced officers rotated through the second position to gain experience.

The electronic surveillance at Eastern Goldfields was among the best in the State. The MCR was linked to 380 video cameras around the site, of which 63 could point, tilt, and zoom to follow and highlight activity. The footage was crystal clear and the zoom capability was remarkable. All video was recorded to hard disc and kept for 28 days.

We did find examples of poor security design. The anti-climb mesh around each of the accommodation units did not provide an effective barrier. As part of the commissioning process, Department staff scaled the Unit 2 fence, and in January a prisoner did the same. We also saw wheeled rubbish bins left unsecured near unit offices and workshops. They could be used as platforms to help prisoners climb to rooftops. Prison management need to ensure that all equipment that could be used by prisoners to disrupt the operation of the prison should be secured.

There were also other design problems. To avoid the irritation of hot afternoon sunshine, tint film had been applied to the window of the joint Unit 1 and 2 office. That resulted in a mirror-like window facing prisoners. We found this to be un-nerving, depersonalising, and likely to reduce interaction between prisoners and custodial officers. Positive interaction can form the basis for strong information gathering.

Some of the accommodation block windows face the outer perimeter, allowing prisoners to see out, and passers-by to see in. We were told that members of the public cycling around the back of the prison could look directly into the women's unit at night.

Reception and crisis care holding cell windows also faced directly onto the staff car park.



Figure 6: View from Unit 4 through the perimeter fence

**Recommendation 1:**

Install privacy screens where required to prevent prisoners seeing out and members of the public seeing in.

**4.3 THE JANUARY 2017 ESCAPE AND THE RESPONSE**

Despite good security design and elaborate monitoring, operational errors still can occur. On 5 January 2017, a prisoner in Unit 2 took advantage of an early unlock, and timed an escape dash to coincide with the opening of both gates at the temporary sally port accessing the demolition site. He had scaled the anti-climb mesh around the secure yard of Unit 2 using a frame of the gate as a step. He then proceeded to shoulder through the Colorbond demarcation fence between the new prison and the demolition site, sprinted across that site, and slipped through the sally port gates as they were closing. He managed to cross Vivian Street to the public park opposite, where site security officers apprehended him. He was returned to the prison and held in the management unit for 30 days.

The Department responded quickly to the 5 January escape. The Superintendent of Albany Regional Prison was directed to undertake an on-site review of the events. His review found prisoners in Unit 2 were unlocked at some time before 8.00 am, which directly contradicted the requirements of the Eastern Goldfields – Stage Two Temporary Gates Completion Methodology. The review also found that both temporary sally port

gates had been open at the same time, in contravention of the Eastern Goldfields Gatehouse Operational Plan. Further, prisoners in Unit 2 had been able to covertly observe activities at the temporary sally port, and the MCR was not coordinating prisoner movement and vehicular movement at the demolition site. The review noted that:

The prison did not benefit from an operational commissioning period free of prisoner presence to establish and test procedures as has occurred with recent prison builds (DCS 2017b).

and:

The scale of work being undertaken by the contractor was significant, and not without significant risk, so prisoners should be escorted during all external unit movements (DCS 2017a).

Eastern Goldfields management quickly implemented remedial measures. All double gate movements ceased. Communication between the temporary sally port and the MCR was established. All gate movements were coordinated by MCR. Unit unlock times were standardised at 8.00 am. Shade cloth was set to obscure the view of the sally port from the Unit 2 yard. A prison officer was stationed at the temporary sally port. Supplementary staff training was enhanced. Those measures were appropriate.

The prison also complied with the directive that prisoners should be escorted during all external unit movements. It was that directive that caused widespread prisoner dissatisfaction, particularly as it reduced access to out-of-unit recreation and employment. We consider that the restricted movement regime was appropriate in the short term, but should be reconsidered once the revised gate procedures were in place.

#### **4.4 RELATIONAL AND PROCEDURAL SECURITY PROCESSES WERE STILL DEVELOPING**

Relational or dynamic security refers to operational practices that encourage staff-prisoner interaction, the better to gather day-to-day security information. At Eastern Goldfields, relational security was already strong, and should improve as staff became more experienced, and relationships with prisoners develop. We observed examples of staff interacting positively with prisoners. Those positive relationships were supported by the prisoner survey results, where 64 per cent of prisoners said that they got along well with officers – up from 47 per cent three years ago.

Eastern Goldfields staff had been submitting security reports through the Department's online intranet portal. This is another positive indicator.

##### **Processes for screening and processing visitors were inconsistent**

The new gatehouse was a vast improvement on the old prison. It had a comfortable waiting room for visitors, and security equipment was state-of-the-art. In a manner similar to modern airport security, all prison visitors walked through a metal detector and, if indicated, were "wanded" by an officer using a handheld metal detector.

All visitor personal property was passed through an x-ray machine to detect contraband or potential weapons. Selected visitors were scanned by a handheld drug itemiser, screening clothes and hands for traces of drugs. If the itemiser returned a positive result, only a non-contact visit was offered. Visitors could be searched at random, or might be targeted on ‘intelligence’ – information gathered from staff conversations with prisoners, or the monitoring of telephone calls. A search room was available for the pat or strip searching of suspect visitors.

However, we did see some inconsistency and hesitancy in staff compliance with the Eastern Goldfields operational procedure for management of visitors, particularly with the operation of the property x-ray scanner. We raised these matters at the time so they could be addressed by management.

#### **Screening of staff at the gatehouse did not comply with Local Orders**

Staff were not routinely subjected to security screening when entering the prison. We were told that the metal detector was for visitors only, and we saw gatehouse staff ignoring other staff activating the metal detector alarm.

That was in breach of the prison’s gatehouse security manual (DCS, 2016e). Many gatehouse staff told us they had not read that document. In fact, most appeared unaware of its existence.

#### **Recommendation 2:**

Follow gatehouse searching procedures.

#### **The prison’s drug strategy focused on supply-reduction**

At the time of the inspection, after 20 weeks of operating the new site, 14 prisoners had tested positive at Eastern Goldfields for drugs. One was taking prescription medication. Some had been recent arrivals, and may have taken the drugs before coming into custody. The remainder were deemed to have taken drugs in prison.

While this did not suggest that Eastern Goldfields had a major drug problem, it did suggest that drugs were getting into the prison. It was unlikely that they were coming in over the fence. The design of the prison prevented prisoners from approaching the fence line, which was constantly monitored by sensors and cameras. Staff also walked the perimeter daily and had not found any contraband.

The Eastern Goldfields Drug Management Strategy focused on preventing the supply of drugs. Security identified three core strategies. As the highest risk area for drugs coming into the prison was through visits, the first strategy required that prison visitors were screened carefully to detect contraband. Staff also need to be screened. As noted above, we found some inconsistencies in the searching of visitors and gaps in the searching of staff.

The second strategy was to ensure that visits sessions were carefully monitored by custodial officers and CCTV.

The third was to require all prisoners to wear secure grey canvas jumpsuits to their visit. Men and women were brought to separate holding rooms before visits sessions commenced. When visitors arrived, the prisoner was escorted to a change area, where prison clothes were exchanged for grey canvas jumpsuits zip-locked at the neck. After the visit, prisoners were again escorted to the change area, the jumpsuit zip-lock was cut, and the jump suit was changed for prison clothes.

We were surprised by the jumpsuit regulation. The only other sites where prisoners wore jumpsuits to visits were the male metropolitan maximum-security prisons, Hakea and Casuarina. Eastern Goldfields typically holds around 20 per cent minimum, 70 per cent medium, and only 10 per cent maximum-security.

The jumpsuit practice also did not seem to align with the philosophy of the prison. Women were particularly annoyed. They felt the jumpsuits hindered their interactions with their children and were demeaning and stigmatising. They pointed out that no other female prison around the State enforced such a code.

From a prisoner perspective, the jumpsuits had the advantage that they eliminate the need for strip-searches.

We formed the view that, given the high quality security systems and otherwise tight procedures around visits, the level of risk did not justify jumpsuits, particularly for minimum and medium-security prisoners. Non-intrusive body scanners, such as those used at Australian international airports, could provide a comprehensive contraband detection solution. The Department has supported the consideration of such technologies in principle (OICS 2016b). The development of new technologies in the future may increase the effectiveness of body scanners, and reduce their cost.

**Recommendation 3:**

The Department should monitor developments in non-invasive solutions for detection of contraband in prisons, and introduce them when appropriate for use with visitors, contractors and staff.

**Population counts were taking too long**

The regular population counts seemed to be taking an extraordinary amount of time, sometimes over an hour, due to the count being done incorrectly. This was not only frustrating for prisoners who have to stand by their door, but was also a security concern. If someone was missing from the prison, it would be useful for security to know as soon as possible. The delays were likely occurring because of the high numbers of probationary staff.

**4.5 PREPARATION FOR EMERGENCIES WAS INCOMPLETE**

Every prison has an incident control centre that can be used during emergencies. The centre is a critical support measure that takes command and control of emergency situations. It should be fitted with the full suite of communication, documentation, and monitoring equipment.



Eastern Goldfields has two incident control centres, one inside the facility and an identical second centre outside. Both were fully fitted with state-of-the-art digital equipment, and each could mirror the other.

Emergency management exercises have been a priority for the security team at EGRP. Since the opening of the new prison, the security team have run a number of live emergency management exercises. The intention was to help staff feel more confident to handle a situation in the new environment. Exercises so far had included riots, roof ascending, medical emergencies, cell extractions/use of force, and perimeter breaches.

Despite those exercises, half of all staff responding to the pre-inspection survey said their emergency, training for fire, natural disasters, and loss of control was not adequate. This was worse than at the previous inspection, and worse than State averages. This may have been due to the high number of officers with less than one year experience, as well as the new environment.

A Memorandum of Understanding existed between the prison and the Department of Fire and Emergency Services to assist in case of emergencies. At the time of the inspection no external agencies had been involved in emergency management exercises, nor had they visited the prison to familiarise themselves with the new layout. Third party emergency services should be invited into the facility regularly and involved in relevant emergency exercises.

#### 4.6 DISCIPLINE AND PUNISHMENT PROCESSES WERE EVOLVING

##### **The prosecutions process was not working as expected**

Prisoners who commit serious offences can face an internal prison charge. Prison offences fall under Section 69 and Section 70 of the *Prison's Act 1981*. Section 69 offences are considered minor and include disobeying rules, behaving in a disorderly manner, indecent language, damaging property, and the like. The more serious Section 70 offences include assaults, behaving in a riotous manner, escapes, being in the possession of a weapon, returning a positive urine result, or failing to submit to a drug test.

Eastern Goldfields was experiencing some issues with their prosecutions process. Despite having five staff trained to fill the prosecutions role, there was no dedicated prosecutions position on the roster. The only way for charges to be processed was for one of the five staff members to come in on overtime and process the backlog of charges. This was not working well,

as the five staff members were already overworked, and were reluctant to give up their days off to come in to process charges.

In the 20 weeks leading up to the inspection, there were 54 offences awaiting processing by the prosecutors. Some were offences committed more than four months prior, and would likely not proceed due to the delay. If the charges did proceed, and prisoners were found guilty, the punishments were unlikely to act as a deterrent because of the delay. In some cases prisoners had been released without the charges even being heard. The prison needs to work out a solution to process charges much quicker.

Eastern Goldfields management were also concerned that the local Visiting Justice was soon to retire and might not be replaced. That would mean that Section 70 charges would need to be heard via video link to a Visiting Justice at another prison. While we have seen this work well at Roebourne Regional Prison, which also lacks a Visiting Justice, the capacity of the Department's video link system is increasingly under pressure. Video linking to larger prisons such as Hakea and Casuarina has been almost impossible, with their video links facilities constantly booked for court appearances by remand prisoners. The Department needs to review the system as a whole and implement an appropriate strategy to ensure Section 70 charges in regional areas can still be heard in a timely manner.

**Recommendation 4:**

Ensure that prisoner disciplinary proceedings at Eastern Goldfields are conducted in a timely manner.

# Chapter 5

## APPROPRIATE SERVICE PROVISION

### 5.1 EASTERN GOLDFIELDS HAD A HIGH PROPORTION OF ABORIGINAL PRISONERS

Aboriginal people comprise around 38 per cent of the state’s total prison population. On 12 January 2017, the Department’s Total Offender Management Solution (TOMS) database showed the following profile for Eastern Goldfields:

- 135 Aboriginal prisoners (71 per cent of the population)
- 74% of the male population, and 56% cent of the female population were Aboriginal
- 64% of remand prisoners were Aboriginal
- 75% of sentenced prisoners were Aboriginal

Goldfields and Ngaanyatjarra prisoners were happy to be back in country, and while we heard strong objections to the post-escape restrictions, few if any Goldfields/ Ngaanyatjarra prisoners were applying for transfer out of Eastern Goldfields.

#### **The number of Aboriginal prisoners at minimum-security was disproportionately low**

While Aboriginal prisoners made up 71 per cent of the prisoner population, they made up only 36 per cent of minimum-security prisoners. Since 2010, there has been a decrease in the proportion of Aboriginal prisoners achieving minimum-security classification, and we have expressed concern about this trend in previous reports (OICS 2012; OICS 2014a; OICS 2014b; OICS 2015a).

In response to our reports, the Department recognised in 2014 that ‘Aboriginal offenders are under-represented at minimum-security and overrepresented at medium- and maximum- security classifications’. It acknowledged that ‘in terms of outcomes, the assessment tool appeared to have an adverse impact upon Aboriginal offenders’, and it undertook to ‘ensure that assessment tools have a positive effect on all offenders, including Aboriginal offenders’ (OICS 2014b).

At the time of the inspection, despite these commitments, only 11.9 per cent of Aboriginal prisoners at Eastern Goldfields were minimum-security, 80.7 per cent were medium-security, and 7.4 per cent were maximum-security. In contrast, 51.9 per cent of non-Aboriginal prisoners were minimum-security, 40.7 per cent were medium-security, and 7.4 per cent were maximum-security.

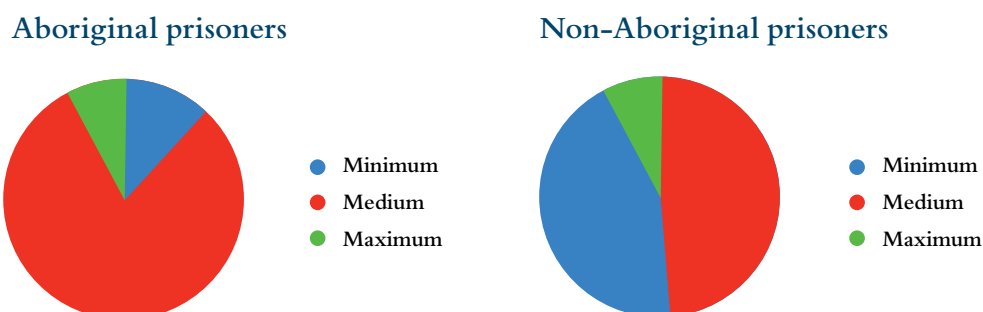


Table 4. Few Aboriginal prisoners were minimum-security at Eastern Goldfields.

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For Aboriginal prisoners, under-representation at minimum-security meant less access to opportunities that promote rehabilitation and reintegration, including community work/activities and work camp placement. We continue to be concerned that the security classification of Aboriginal prisoners overestimates the level of risk presented by this group.

### **Recommendation 5:**

The Department action previous commitments to change the assessment tool.

## 5.2 CULTURAL SUPPORT FOR ABORIGINAL PRISONERS

### **New staff had not been given training specific to local Aboriginal culture**

Previous inspections criticised the lack of formal cultural awareness training specific to Goldfields and Ngaanyatjarra Aboriginal life. The Department argued, in response, that many staff had long experience working at the prison, and had developed strong cultural awareness born of close association with prisoners and their families over many years. That has been the case, but we did identify during this inspection a risk associated with the advancing age of those officers, and the high proportion of quite inexperienced probationary custodial officers.

### **Recommendation 6:**

Eastern Goldfields staff should receive specific Goldfields and desert Aboriginal cultural awareness training.

### **The proportion of Aboriginal staff had increased, but more should be done**

Much had been said over the years about increasing the proportion of Aboriginal staff at the prison, with the optimistic target of 20 per cent Aboriginal staff actually proposed in 2015 by Eastern Goldfields management.

At the time of the inspection, just seven per cent of the staff were Aboriginal, including two women in education, and two female custodial officers. The Prison Support Officer (PSO) and Women's Support Officer positions were filled by experienced Goldfields Aboriginal people.

A female Aboriginal custodial officer recommended a concerted local drive for Aboriginal staff. She questioned whether the Department should implement a preferential employment category to encourage Goldfields Aboriginals to apply for positions at the prison. Elsewhere in the Western Australian Public Service, the 50D regulation guaranteed priority for Aboriginal applicants. She also considered the three-month training at the Academy in Perth a disincentive to Goldfields Aboriginal applicants.

Our review of the recruitment of Aboriginal staff across the state had found the Department relatively successful, but retention had fallen away since 2015 (OICS, 2016a). Eastern Goldfields should build and retain its Aboriginal staff level in consultation with existing Aboriginal staff.

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### **Recommendation 7:**

Increase the proportion of Aboriginal staff at Eastern Goldfields prison.

#### **The Peer Support Prisoner process was working well**

The PSO was dynamic and respected across the prison, and he led an active Peer Support Prisoner (PSP) team. Their role was to identify and support prisoners at-risk of self-harm. Team meetings were held at the end of each month to discuss issues. They were followed up at meetings with the Assistant Superintendent Offender Services (ASOS) on the first Wednesday of the following month, where matters outside traditional peer support could be aired. The PSO gave the ASOS indications of likely topics after the first meeting.

The PSP team employed three women, one man from Unit 2, and two from Unit 3. Four of the team members were on the highest gratuity pay scale. Prisoners applied for the role, were 'short-listed' by the PSO, and their applications were discussed by unit managers and senior prison management.

Long-term team members felt respected and trusted. They told us that it was important to know how to talk with different people — even with Ngaanyatjarra community members for whom language could be a barrier. They were disappointed, however, that they were rarely called to talk with incoming prisoners or prisoners at the Crisis Care Unit (CCU). They were also not present at orientation, and they told us that the prison did not deliver a proper orientation package.

The PSP team had been involved in some cultural activities across the site. Although the National Aboriginal and Islander Day Organising Committee (NAIDOC) event at Eastern Goldfields had been subdued, the PSO had arranged a big cook-up of kangaroo tails at the end of December. The Aboriginal VSO had arranged for soft sand as a fire-pit bed, and 75 tails had been cooked at the Cultural Centre. Prisoners from Tjuntjuntjarra, Warburton, Leonora/Laverton and Kalgoorlie had helped with the cooking. Tails were halved, and served with damper at all three units, to the great delight of Aboriginal prisoners. In addition, the kitchen had served kangaroo stew occasionally.

#### **The Aboriginal Visitor Scheme (AVS) service had fallen away**

The AVS was set up in response to recommendations by the Royal Commission into Aboriginal Deaths in Custody (RCIADIC, 1990). The scheme was intended to encourage Aboriginal Elders to go into police lockups and prisons to assess Aboriginal people in custody, and determine whether they were at-risk of self-harm. Culturally appropriate counselling and support could be provided by the visitors to distressed Aboriginal detainees or prisoners.

The future of the AVS had been put in doubt by a change in procedure announced by Head Office in late 2015. Funding for AVS in regional prisons was dropped in favour of an 'AVS Hot-line' monitored around the clock. We analysed Departmental data on use of that hot-line, and found that Eastern Goldfields prisoners rarely used it.

Eastern Goldfields liaison visit records showed that while a male AVS visitor had been active in 2015, he had stepped into the PSO position early in 2016, when the incumbent took sick leave. At the time of the inspection, AVS was not visiting Eastern Goldfields. These changes to the AVS would likely increase the risk of self-harm among Eastern Goldfields prisoners.

**Recommendation 8:**

AVS needs to regularly visit Eastern Goldfields in person.

**The Aboriginal Services Committee in its infancy**

At the time of the 2014 inspection, each prison had been required by Head Office to convene Prison Aboriginal Service Committee (PASC) meetings, to assess and direct provision of appropriate services to Aboriginal prisoners. The PASC process had subsequently been found to encompass too broad a range of topics, some of which were clearly outside the core business of the Department. The PASC process had lapsed in 2013.

Following directions from Head Office, the prison re-convened the PASC under a new title, the Eastern Goldfields Aboriginal Services Committee (ASC). The ASC met three times in late 2016. The committee comprised the Superintendent, senior management, the Transitional Manager, Employment Coordinator, Campus Manager, two Aboriginal Education Workers, and the PSO. As Head Office had not yet defined official terms of reference, the Campus Manager had drafted terms suitable for the Eastern Goldfields prisoner population, and had sent them to Head Office for evaluation. During a liaison visit in November 2016, we were told that the local terms of reference had been deemed ‘not realistic’, that official terms of reference had not been established, and that the process had completely stalled as a result. At the time of the inspection, there had been no progress.

**5.3 WOMEN HAD GOOD ACCOMMODATION, BUT LITTLE ACTIVITY**

**Impressive infrastructure was underused**

Female prisoners from Goldfields and desert communities preferred to be at the new prison. The women’s unit consisted of five cottages each with eight beds, a mother/baby unit for six, and two management cells. The cottages looked out into a spacious central activities area, with a basketball court, stationary exercise equipment, and garden beds. The unit, ablution facilities, and day rooms were all seen as superior to other facilities. The unit also had a separate female programs area, with art and craft rooms, computer rooms, a stand-alone canteen, a training salon, and kitchen. Unfortunately, staff shortages had limited the use of those assets. The women felt the exercise equipment was designed for activities that were more likely to appeal to men.

Pre-inspection surveys and meetings with women during the inspection week suggested a high level of service need. More than half of the women surveyed did not feel their time was spent doing useful activities at Eastern Goldfields, and many thought that prisoners with drug or alcohol problems were not given adequate assistance at the prison.



*Figure 7: Unit 4 compound*

Women told us that they wanted to see more: treatment programs, employment and training options, anger management and life skills courses, and contact with services like the Department for Child Protection, and legal aid. Despite having very high health and mental health care needs, women said those needs were not being met by the prison's current level of primary health care. Women wanted more access to the library, organised sport, and recreation. Clothing and bedding were also a source of complaint.

Local Aboriginal women criticised the lack of treatment programs and other support services at the prison. For those who live in the lands and in remote communities, being in custody was a crucial time to engage with health, mental health, and other in-reach services. Those vital services were missing from Eastern Goldfields during our visit.

The prison's new Women's Support Officer (WSO) had commenced work a week prior to the inspection. She was a Goldfields Aboriginal woman, and had been employed as WSO at Roebourne Regional Prison for several years. She was aware that the women needed activities to occupy them, and she had met with prison management to plan an activity schedule. It was encouraging and culturally appropriate for the prison to have hired a local Aboriginal woman for this role, and we were hopeful that she would get all necessary support.

The 2014 inspection report recommended that Eastern Goldfields increase opportunities for approved female prisoners to undertake Section 95 work in the community (OICS, 2014a). That recommendation was supported by the Department, however, at the 2017

inspection we found women had little to no constructive employment, and certainly no Section 95 work outside the prison.

There was an opportunity for Eastern Goldfields to learn from best practice seen elsewhere in the estate. Since 2013, the Greenough Women's Precinct has run an Integrated Offender Management Committee (IOMC) to drive improved service provision and employment outcomes for its female prisoners. Membership of that committee has included the Transitional Manager, Employment Coordinator, WSO, and education staff. In our 2014 report on the Greenough Women's Precinct we recommended that the IOMC process be evaluated and considered for use elsewhere in the women's estate. Eastern Goldfields should follow that model.

**Aboriginal Women from the area were benefiting from their placement**

There are benefits to keeping Aboriginal prisoners in country, with cultural security and safety enhanced by proximity to family, community and significant landscape. This is particularly relevant for Aboriginal women in custody, as they are denied their position as key caregivers within the family group.

Of the 27 women surveyed at Eastern Goldfields prior to the inspection of the prison, 19 identified as Aboriginal. Fifteen women also identified as coming from the Goldfields/Ngaanyatjarra region, although not all were Aboriginal. Many of the local Aboriginal women spoken to during the inspection were happy to be having intra-prison visits with brothers and other family members, especially during difficult times. Those visits were happening regularly, and in a more casual setting than formal visits, which meant neither party need to change into visits overalls. This was good practice and we hope to see it continue.

**The prison needed an overarching philosophy that included women-centred practice**

The Eastern Goldfields Unit 4 Unit Plan did not include any philosophical discussion on how the unit should be run, or how the women should be managed. Rather, the Unit Plan was almost identical to plans for the men's units. It failed to echo any of the standards for the custodial management of women as laid out in the Department's *Women in Prison: Prisons Standard* (DCS, 2016d). In the development of an overall prison philosophy, a women-centred approach must be included, communicated, and implemented for its female prisoners.

The vision for Eastern Goldfields still appeared to be that put forward by the previous Superintendent, who had argued that it should differ from other prisons by having a strong focus on the needs of local prisoners, especially in relevant skill development. The current Superintendent was clear in his intention to develop such guidelines in time, but we saw little during the inspection linking that vision to daily practice.

**Staff who wanted to work with the women had positive relationships with them**

It was evident from the inspection of Eastern Goldfields that some of the officers and senior officers were well engaged with female prisoners and motivated to assist with their needs. It would therefore be prudent for Eastern Goldfields to take advantage of that



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resource. During the inspection women praised individual staff, and the women's survey responses indicated that the majority had good relationships with officers.

Unsurprisingly however, there were also a number of complaints put forward about individual staff members. The surveys also revealed that female prisoners had either experienced or witnessed officers speaking to them inappropriately, swearing, and being intimidating. We also witnessed officers and the female prisoners playing sports, talking, and laughing together. This was excellent and encouraging to see, and it is clear many staff at the prison were committed to seeing the women's unit succeed.

### **Recommendation 9:**

Ensure that women-centred practice informs the operation of Unit 4 by improving services to female prisoners.

#### **5.4 SOME STAFF WERE RESISTANT TO MALE AND FEMALE PRISONERS MIXING**

##### **Eastern Goldfields could set new standard around safe mixing of genders, but staff must be on board**

It is our view that for cultural and social reasons, and based on careful risk assessments, male and female prisoners should be given the opportunity to voluntarily mix under appropriately managed circumstances (OICS, 2016d). The impressive new infrastructure of the prison provided good opportunity for such events, but to be successful staff must be comfortable and confident in prisoner management processes.

We encountered considerable staff resistance to the mixing of male and female prisoners from some custodial staff. This was disappointing given the successful mixing of prisoners that we had seen at previous Eastern Goldfields inspections and at West Kimberley Regional Prison (OICS, 2015b).

Management on the other hand remained committed to the safe mixing of prisoners in approved circumstances, and a degree of mixing was already under way. Men and women were attending an employment workshop during the inspection, and mixed peer support meetings and family visits were permitted. Co-educational classes were due to commence at the Education Centre after the Christmas break.

During the inspection, we expressed the hope that once Eastern Goldfields had time to bed in its practices, further consideration would be given to selective, well-supervised mixing opportunities, such as treatment programs, passive recreation, church services, and cultural events or meetings. At the time of writing, mixed gender church services had started to be held in the Chapel, with over 70 attending.

#### **5.5 SERVICE PROVISION FOR REMAND PRISONERS WAS MIXED**

Departmental data indicated that during the inspection of Eastern Goldfields, 55 of the 185 prisoners on site were on remand, being 30 per cent of the population. As with all prisons in Western Australia remand prisoners were not held separately from sentenced prisoners.

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Remand prisoners have different needs to sentenced prisoners. They require frequent contact with their lawyers, effective access to legal information and computer/study resources. They often have more intensive medical and other welfare requirements. Most do not know how long they will be incarcerated and many are anxious and stressed about their legal case and future court appearances. We have also found that remand prisoners are more likely than sentenced prisoners to be involved in incidents, especially in assaults on staff and other prisoners (OICS, 2015c).

We found that services for remand prisoners were limited at Eastern Goldfields. That was not due to poor facility design. Legal advisers could come on-site in person to meet with remandees, and the official visits infrastructure and procedure at Eastern Goldfields was clearly superior to that at the old prison. Non-contact and regular interview rooms were among the best we have seen. The new prison also had more video link facilities than other prisons, but many were not yet being used at the time of the inspection. The new health centre was well designed, fully equipped, and spotless, but we were not convinced that enough of the high-needs remandees were accessing its services.

We were told that there were not enough telephones in the units to keep contact with legal representatives, especially for remandees with lawyers in Perth. That matter should be addressed. Prison libraries should give remand prisoners access to legal information and case preparation resources. The Eastern Goldfields library was located centrally, was of adequate size, and had data cabling to permit connectivity in the future. However, legal texts were outdated and few in number, and digital legal information was not available. Critically, during our inspection, the library was closed due to a lack of custodial staff to provide security.

# Chapter 6

## DAILY LIFE

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### 6.1 THE RECEPTION CENTRE WAS EXCELLENT, BUT PROCESSES WERE STILL DEVELOPING

The reception area at the new Eastern Goldfields prison was built for purpose, and an enormous improvement on the old site. There were a number of holding cells adjacent to the reception area, a spacious property storage area, and dedicated interview rooms. It was an excellent facility but, as with much of the new prison, processes and procedures still needed to be finalised and embedded. A recent change in process had seen clothing allocation and storage relocated from the laundry to reception. This was a sensible change.

On the negative side, we saw sensitive interviews with prisoners being conducted at the reception front desk. Such conversations should be held in the dedicated private interview rooms.

### 6.2 ORIENTATION PROCESSES WERE POOR

New prisoners, particularly first time prisoners, are likely to be upset and vulnerable. Orientation procedures are vital to ensure that they are familiarised with their new environment and its operations, and enabled to make informed choices.

Unfortunately, the prisoners we spoke to said they had received no orientation, and were instead relying on information passed on from other prisoners. There was no Orientation Officer, no dedicated orientation accommodation wing or unit, and no presentations or handbooks were delivered to new arrivals. Pre-inspection survey results showed that prisoners at Eastern Goldfields were less satisfied with the information they received on arrival than the State average.

As part of the pre-inspection document request we were provided with a collection of documents relating to orientation processes at the prison including: a Standing Order, a Local Order (dated 2012), and examples of presentations given to both male and female prisoners. The documents were thorough and detailed, but some of the key practices they described were not being delivered. This leaves prisoners vulnerable to misinformation and misunderstandings that could result in negative consequences.

A comprehensive process had been in place at the old facility, and had worked well. Something similar should be delivered at the new prison.

#### **Recommendation 10:**

Implement effective orientation processes.

### 6.3 FOOD QUALITY WAS ACCEPTABLE, BUT DISTRIBUTION PRESENTED RISK

Pre-inspection survey results showed that prisoners' perceptions of food had improved since 2014. All meals were delivered to the units in portioned packs. Breakfast packs consisted of cereal boxes and spreads, and lunch was typically a bread roll with a selection of cold meats, egg, and salad. Dinner was a hot meal, prepared the day before, chilled overnight, and reheated for distribution. Bread was available at all times in the units. The kitchen served culturally appropriate food once a fortnight, appropriate for the high Aboriginal population.



*Figure 8: Portion-controlled meals*

The Chef Instructor regularly surveyed the prisoner population for menu suggestions, and special diets were available to those with diet-related medical certificates. No-pork menu options were available for the few Muslim prisoners. The prison had a ‘no sugar’ policy, mindful of the high proportion of diabetic prisoners. However, that policy was undercut by the amount of chocolate, biscuits, and other high-sugar items available from the canteen.

Food distribution was well controlled in Units 2, but poorly controlled in the Unit 3 and 4 cottages. Officers escorted food trolleys into the cottages, but prisoners performed the actual distribution. The process we observed was undignified and posed food hygiene risks. More education and supervision was needed.

#### **6.4 CLOTHING, BEDDING, AND IN-CELL STORAGE WAS SUBSTANDARD, PARTICULARLY FOR WOMEN**

Prisoners were issued with clothing and bedding packs when they first entered the prison, and items were numbered for ease of identification and return. Men wore standard green prison clothing of average quality. It was clearly old and had been recycled often, leaving it out of shape and ill-fitting.

Female prisoners complained that their clothing was uncomfortable. They said synthetic clothing made them feel hot, and singlets and shorts were not issued. They also objected to the standard female regional prison yellow and brown prison issue clothing, contrasting it with Bandyup, where women wear mauve and grey, and are allowed to wear singlets in their units.

**Recommendation 11:**

Provide female prisoners with climate appropriate clothing, like that issued to women in Bandyup and Boronia.

Washing machines in Unit 4 were only used to wash underwear, with other clothing going to the Eastern Goldfields laundry. We felt that women should be allowed to do all their washing in their unit, giving them a sense of ownership and control over their own choices, and providing another employment stream. The custodial infrastructure at the new prison was excellent. It should be reinforced with innovative approaches and services so that the prisoners have every opportunity for self-determination, personal responsibility, and ultimately successful reintegration into their communities.

Mattresses were not fit for purpose. They were covered in plastic, and had a built-in pillow. Prisoners complained that they were so thin that the slats of the bed base could be felt through the mattress. Some prisoners had placed flattened cardboard boxes between the base and the mattress to try and alleviate some of the discomfort.

While cell size throughout Eastern Goldfields was adequate, in-cell storage was not. The main storage area was under the beds, where we saw clothing, shoes, and other personal items. The limited shelving seen was not sufficient, especially for two people. Women in particular complained about the lack of storage options.

Items not permitted in cells were kept in a secure store inside the Reception Centre. The prisoner property store at Eastern Goldfields Regional Prison was the best in the State. Unlike elsewhere, the size, design, and organisation of the store was exemplary. Standard sized, numbered boxes corresponding to clothing IDs were accessed from pallet racks by a purpose-built fork lift. The prisoner worker operator did not handle contents, protecting the worker, the prisoner whose property was being handled, and the senior officer from accusations of theft or inappropriate tampering with the property. There was adequate provision for secure storage of valuable property, and civilian clothing belonging to prisoners was bagged on an elaborate re-circulating conveyor rack.

## 6.5 LONG LOCKDOWNS AND SHORT WORK-HOURS

Three accommodation units were occupied at the time of the inspection. All worked to the same day, with prisoners locked down for over 13 hours. Morning unlock was at 7.30 am, lunchtime lockdown was from 12.00 pm to 1.00 pm, and evening lockdown at 7.15 pm. As Tuesdays were staff training day, prisoners were also secured from 8.30 am until after lunch, reducing unlocked time that day to just 7.5 hours.

Weekday work-hours on non-staff training days were from 9.00 am until 11.15 am, and 1.45 pm until 3.00 pm, less than four hours. That compared poorly to five hours work at Bunbury Regional Prison and five and a half hours at West Kimberley Regional Prison.

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6.6 RECREATION AND ACTIVITIES WERE RESTRICTED AFTER THE ESCAPE

**Access to recreation was limited to Unit yards and dayrooms**

Recreation is highly valued by prisoners, both as a diversion from the monotony of daily life, and as an avenue for the development of personal empowerment, social standing, and self-determination. The prison had been designed with a full-size grassed oval and a climate-controlled gymnasium large enough for two team sports to run concurrently. We were told that organised sport and band practice had run in the gymnasium in 2016. Unfortunately, restricted prisoner movements following the escape on 5 January prevented use of those assets.

During our inspection, prisoners were not getting to the oval or the gym, and recreation was limited to activities in unit yards and day rooms. Men were using the unit yard equipment to play basketball, but there was no structured team sport. Even musical rehearsal sessions at the gym had been cancelled.

Neither the gym nor the Unit yards had exercise machines and the static/isometric exercise equipment in Unit yards was in full sun. Musical equipment in the gym was in poor repair.



*Figure 9: Basketball in Unit 2*

## DAILY LIFE

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### Legal resources were limited and located in a library that prisoners could not actually access

During the inspection there were 55 prisoners on remand at Eastern Goldfields and one on appeal, together making up one-third of the prisoner population. Remand and appeal prisoners are those most likely to require access to legal resources. Whatever limited resources there were in the way of legal publications, legislation, and other supportive legal guides were in the library, a small stand-alone building adjacent to the Education Centre.

The restricted movement regime introduced after the escape prevented prisoners from going to the library for either legal or recreational purposes. As the Education Centre next to the library had been closed to prisoners for lack of officer supervision during 2016, it was not clear that prisoners had even been allowed to visit the library before the escape.

### 6.7 THE VISITS CENTRE WAS EXCELLENT

The Eastern Goldfields' Visits Centre was large enough for the design capacity of the prison, but might struggle if the population increased above 350. The Visits Centre consisted of four areas: external waiting room; scan and search at the gatehouse; the public Visits Centre proper; and the non-public 'operational' zone behind.

The external waiting room was cheerful, airy, colourful, and comfortable. Enclosed and open-air seating was provided as were toilets, lockers, a drinking fountain, and a reception desk. Visitors checked in, and staff confirmed identification and bookings.



Figure 10: Visits area

Before each session commenced, visitors went from the waiting room, and walked through a metal detector at the gatehouse. Selected visitors were scanned by a handheld drug itemiser, screening clothes and hands for traces of drugs. If the itemiser returned a positive result, only a non-contact visit was offered. The metal detection and itemiser scanner processes seemed non-threatening – perhaps made familiar by similar devices at airports. All visitor personal property passed through an x-ray machine to detect contraband or potential weapons.

Visitors then crossed into the prison proper, walking 25 metres across the internal ring road to the Visits Centre. At a second reception desk, an officer confirmed visitor identification and allocated one of 18 tables – seven in the air-conditioned enclosed room, and 11 external. Prisoners were called from the holding rooms, and came dressed in grey jump suits. Earlier sections of this report discuss the use of such suits.

Visits were staffed by four officers; one Senior Officer Security, two trainees on the floor, and the reception desk officer. A fifth officer controlled the many cameras from an elaborate audio-visual suite behind the scenes. Prisoners were allowed to bring food to visits tables, but visitors were not. Tea and coffee was available from a sink on the internal back wall, and there was a water fountain in the outside visits area. Six of the 11 outside visits tables were in shade. A fenced child play area was available for children under 10 years. If a visitor left the visits area for any reason, the visit could only be continued as a non-contact event.

Visits bookings could be made by phone, Monday to Friday, between 8.30 am and 4.00 pm. Twenty-four hour notice was required. If visitors arrived late, up to 20 minutes flexibility was allowed, with exceptions as determined by the duty SO Security.

### 6.8 TELEPHONE, VIDEO, AND SKYPE COMMUNICATION WAS AVAILABLE OR PLANNED

Telephones were available in all units, but prisoners complained that some were exposed to summer sun, or gave no privacy, and the registering of money paid into personal phone accounts took too long.

Behind the public visits areas there were rooms for conducting non-contact visits, official visits, and interviews. A small court room had equipment for court appearances by video. One of two other video link rooms was being fitted with Skype capability, and one teleconference room could be linked to an interpreter service. At the time of the inspection, Skype communication for community visits was not available.

Connecting by video to the Department for Child Protection (DCP) had been difficult, as the state-of-the-art equipment at the prison was incompatible with the older audiovisual equipment used by DCP.



DAILY LIFE

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*Figure 11: Telephones in Unit 4*

# Chapter 7

## HEALTH

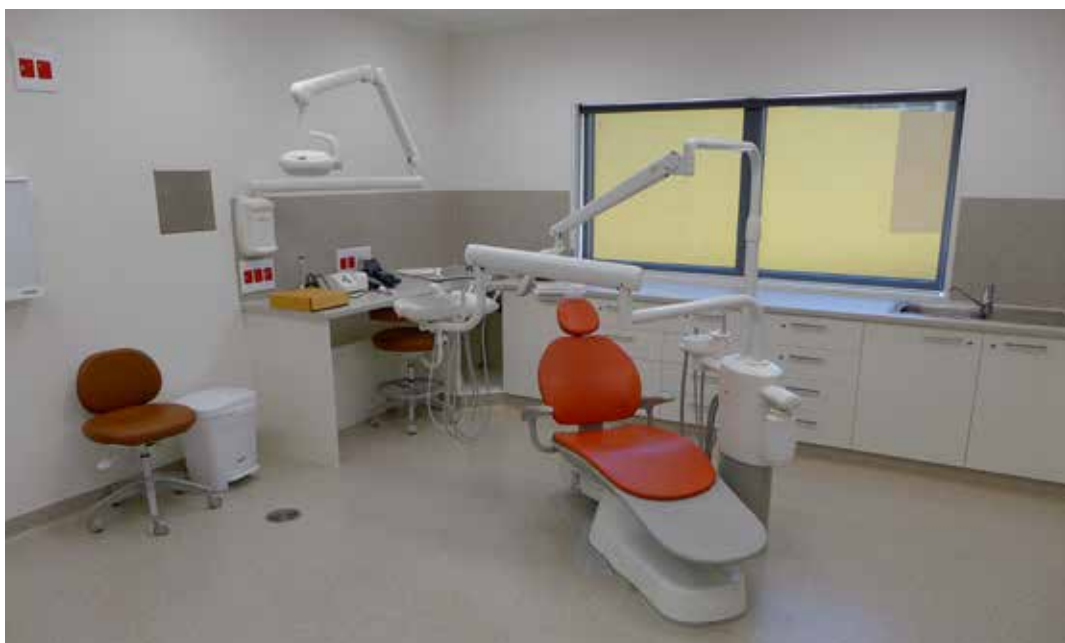
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### 7.1 HEALTH INFRASTRUCTURE WAS EXCELLENT

The new Healthcare Centre (the Centre) was fit for purpose for 350 prisoners. The building and fittings were sound, and medical equipment was state-of-the-art. The four consultation rooms were large, private, and suitable for general medical consultations and examinations. There was a large, well-equipped treatment room, doubling as an emergency room.



*Figure 12: Health centre consultation room*



*Figure 13: Dental treatment room*

## HEALTH

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A fully equipped dental suite was seen, but at the time of the inspection, had not been used. The Centre was clean, bright, and spacious, but could be made more culturally welcoming if minor alterations were made in consultation with the local Aboriginal community.

### 7.2 DESPITE THE EFFORTS OF STAFF, THE PRISON WAS NOT DELIVERING ADEQUATE PRIMARY HEALTH CARE

The Centre was being staffed by a small group of experienced, motivated, and hardworking professionals, carrying tremendous responsibility. It had a full-time staff of four: a Clinical Nurse Manager; two male clinical nurses, providing seven day coverage, with one day overlap; and a senior medical receptionist. Two additional clinical nurse positions were vacant at the time of the inspection but have since been filled.

Health Centre staff integrated well into the prison, but were not well supported professionally. There was insufficient emphasis on their ongoing professional development, without which they risked becoming deskilled and professionally isolated. In time that would erode the delivery of quality healthcare.

On the day of the inspection, one clinical nurse was on duty, covering medication rounds, examinations of new arrivals, general and emergency nursing duties, and reviews of prisoners in segregation. A custodial officer was appointed to provide security, without whom the Centre closed.



*Figure 14: Emergency and treatment room*

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The Centre was only open from 8.00 am until 5.30 pm, Monday to Friday, and was closed to prisoners during lockdowns. Closing the Healthcare Centre at 5.30 pm meant that evening medication was dispensed mid-afternoon. That is not appropriate for medication formulated to be given at 12 hourly intervals to ensure optimum efficacy. Some medication prescribed for mental and other disorders can be highly sedating. When it was administered 4–6 hours prior to the optimum time, it resulted in disrupted sleep wake cycles which had an adverse impact on prisoner health and wellbeing. It also caused those patients to miss the benefit of activities during the evening. These issues are not confined to Eastern Goldfields, and are found at many of the state’s prisons.

**Recommendation 12:**

Review processes at Eastern Goldfields to ensure the timely and appropriate distribution of medications.

Departmental staff repeatedly told us that healthcare at Eastern Goldfields is based on a ‘primary care model’. However, we found that a comprehensive primary care model was not being delivered.

Prisoners did not have regular access to: female or Aboriginal medical staff, mental health staff, drug and alcohol services, chronic condition or blood-borne virus management, dentistry, podiatry, audiology, optometry, or other allied health services. The general practitioner (GP) only visited one day every two weeks, and while e-consultations and video link visits were available, capacity for physical examinations was limited. A female GP visited irregularly from Perth, and there was no GP service from the local community.

We recognise that healthcare staff shortages exist across the Goldfields, but access to primary healthcare in the prison still fell significantly short of what was available in the local community. Fortunately, the prison had a good working relationship with the Kalgoorlie Hospital, which responded readily to requests for treatment for prisoners.

It was disappointing that after years of planning for an increase in prisoner numbers and provision of an excellent healthcare facility, the prison did not have adequate staff on opening to meet the health demands of its prisoners.

It is universally accepted that female prisoners have very high health and mental health care needs (DCS 2011b). However, we did not consider that women’s primary healthcare needs were being adequately met. The dispensary in the female unit was well laid out and appropriate, but the place where women queued to be given medication was too exposed to the elements, including heat.

### 7.3 MENTAL HEALTH SERVICES WERE LIMITED

A visiting psychiatrist attended the prison in person for a full day at one-to-two month intervals. His clinic list typically included more than 20 consultations. Video link consultations were arranged when assessments were required between visits.

If a prisoner required admission to hospital for acute mental health treatment, authorised secure psychiatric beds might be available at Kalgoorlie Hospital. If the hospital could provide that treatment, a lengthy, costly, and potentially detrimental trip to Perth could be avoided. Fortunately, at the time of the inspection that circumstance had not arisen, as there was no agreement between the prison and the hospital to cover that situation at short notice.

During the inspection we saw an acutely psychotic prisoner in the Eastern Goldfields CCU exhibiting abnormal behaviour. We were concerned over the lack of care planning to meet his immediate acute mental health need. There was a four week wait for the next psychiatrist, and a week before the GP was due. Although the patient required immediate psychiatric assessment and treatment, it could not be provided. The Department should fast-track the appointment of a mental health nurse to avoid the risk associated with failure to instigate an appropriate treatment response, and to meet its duty of care.

For decades prisoners at Eastern Goldfields had shown patterns of offending associated with high levels of substance misuse. It was unfortunate that neither the Department nor the prison appeared to have taken steps to develop programs and individual interventions to address substance misuse. We were informed that Population Health, the community-based arm of the public health system, was filling that gap by delivering drug and alcohol awareness programs at the prison, and the Goldfields Rehabilitation Services could arrange for offenders to be bailed on a \$1.00 surety to engage with them.

Despite significant need, we saw little psychological counselling or support offered by the Department's Prison Counselling Service (PCS) at Eastern Goldfields. The lone PCS social worker was under-supervised and professionally isolated. Risk assessment and management of at-risk individuals had taken precedence over counselling and other PCS activities.

Local management had already identified some of those issues, but the Department did not appear to have taken remedial action. Loss of the counselling service for prisoners presented risk here, as at other prisons.

Mental health services at Eastern Goldfields need to be improved. The prison should have access to secure psychiatric beds at Kalgoorlie Hospital, should appoint a mental health nurse and a co-morbidity nurse, and should fill PCS vacancies.

**Recommendation 13:**

Improve mental health services at Eastern Goldfields by:

- (a) filling vacancies in PCS,
- (b) engaging with WA Country Health Services to allow inpatient treatment of prisoners at Kalgoorlie Hospital, and
- (c) allocating mental health and comorbidity nurse positions.

# Chapter 8

## REHABILITATION AND PREPARATION FOR RELEASE

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### 8.1 SENTENCE ASSESSMENTS WERE COMPETENT AND TIMELY

The assessments team consisted of the Case Management Coordinator and one assessment writer. At the time of the inspection, the workload was manageable, but we were concerned that would change as the prison expanded to its capacity of 350. This was recognised by local management, and appointment of a second assessment writer was imminent at the time of the inspection.

The assessments team reported no significant backlog of tasks. At the time of the inspection, Eastern Goldfields housed 131 sentenced prisoners from a total population of 185. Eighty-one of those sentenced prisoners were being case managed with an Individual Management Plan (IMP). The IMP is the key sentence planning document that sets out a prisoner's security classification, prison placement, education and training needs, and program requirements. According to Department policy, the initial IMP should be completed within 28 days of a prisoner being sentenced (DCS 2012). There were only five prisoners who had not received an initial IMP within that timeframe. Each IMP must be reviewed every six or twelve months, depending on sentence length remaining. There were only nine prisoners with an outstanding IMP review.

Remand prisoners and prisoners with sentences of less than six months receive a Management and Placement checklist (MAP) instead of an IMP. The MAP should be completed within five days of remand or sentencing. There were only two prisoners (one remand; one sentenced) with an outstanding MAP. Other tasks, such as parole checklists, were on track.

### 8.2 THE PRISON DESIGN PERMITTED SOME HIERARCHICAL PROGRESSION

The new prison had been designed to provide an accommodation hierarchy, but in January 2017 the prison offered few opportunities for progression. Unit 1 and Unit 5 were both closed, effectively removing two of the four grades of accommodation for male prisoners. Unit 1 was intended to house remand prisoners in one wing, and maximum-security men for short periods in the other. In time, both cohorts could expect to move to Unit 2, predominantly reserved for medium-security prisoners.

With Unit 1 closed because of its proximity to the demolition site at the time of the inspection, remandees and maximum-security males were in Unit 2, along with the medium-security men. Some progression was available within that unit, as life in the six cottages was more comfortable than in the big 80 bed two-story block. We were disappointed that the Unit 2 cottages were not equipped with cooking facilities to allow for self-care.

Unit 3 had been intended as minimum-security zone within the secure perimeter fence. Although Unit 3 was supposed to provide more amenities than Unit 2, some men pointed out that access to exercise equipment, team sports, and telephones was actually better in Unit 2. Again, lack of cooking facilities in the Unit 3 cottages was a lost self-care opportunity. Local management told us that until Unit 1 opened, prisoners had been allocated to Unit 3 on the basis of participation in employment, rather than security classification. As an interim measure, that seemed satisfactory.



*Figure 15: View to Unit 4*

With Unit 4 holding all classifications, women had little opportunity for progression. New arrivals began their stay in A Cottage, and moved on to the other cottages more by association with family or friends than movement through the security classifications. Although the cottages did have domestic stoves, women were not allowed to cook for themselves. That was another lost opportunity for progression. The six mother and baby cells did not constitute improved living conditions in the normal sense, and in any case, were not occupied during our visit.

The two most attractive accommodation classifications for male prisoners, minimum-security outside the secure perimeter and the work camp at Warburton, were both closed. Unit 5 was not expected to open before mid-2018, with full staffing and a prisoner population at the prison's capacity of 350. The Department was reluctant to commit to reopening the Warburton site until Unit 5 had been full for some time, and a work camp ready cohort large enough to make Warburton cost-effective was available.

### **8.3 LACK OF OFFENDER PROGRAMS WAS THE WORST FAILING OF THE NEW PRISON**

At the time of the inspection, no offender treatment programs had been delivered at the new prison, and it was unlikely that any would run before the last quarter of 2017. This represented a major gap in service delivery that disadvantaged prisoners at Eastern Goldfields.

There was no lack of demand for programs at Eastern Goldfields, with the Department's data indicating that 64 prisoners required intervention for addictions, 41 for violent offending, 23 for cognitive skills, nine for sex offending, and six for general offending. If suitable programs could not be run at Eastern Goldfields, many of those prisoners would need to transfer to other prisons in order to complete the programs. This undermined one of the key objectives of the new prison, which was to avoid displacing prisoners from the Goldfields region.

In addition, the ballooning prisoner population in metropolitan prisons made it increasingly impractical to transfer prisoners to those prisons to participate in programs, so even that option was likely to become more restricted for Eastern Goldfields prisoners. At least in the short term, they will likely be denied access to offender treatment programs and have less chance of being granted parole. As a result, when prisoners are eventually released their pattern of offending behaviour will not have been addressed.

We have been assured that programs will eventually be delivered at Eastern Goldfields, and there are ample program rooms available in the new facility. If it occurs it will allow prisoners from the Goldfields region to remain in country to complete programs, increasing cultural security. It would also save costs and reduce risk by decreasing the need to transport prisoners to other prisons. A Pathways program (addressing addictions offending) was reportedly scheduled for the last quarter of 2017.

However, we were not persuaded that any of the current suite of programs delivered by the Department is appropriate for the primary prisoner cohort. Many of the programs, particularly the more intensive ones such as Pathways, require high levels of literacy, conceptual understanding, and engagement with advanced cognitive behavioural therapy. For a significant proportion of Eastern Goldfields prisoners, English is not a first language, and their cultural backgrounds and life experience are very different. It is unrealistic to expect successful participation in such programs.

We saw no evidence of any attempt by the Department to develop culturally appropriate and gender-specific programs for male and female prisoners from the Goldfields region. The only program targeted specifically at Aboriginal prisoners was Not Our Way, an adaptation of the Stopping Family Violence program.

**Recommendation 14:**

Offer a range of culturally appropriate programs to meet the specific needs of male and female prisoners at Eastern Goldfields.

**8.4 INNOVATIVE EDUCATION AND TRAINING HAD CONTINUED IN 2016**

**Education services had been available in 2016**

The Education Centre, as with other facilities across the new site, was a dramatic improvement on the old prison. The administration area, classrooms, and workrooms opened onto a central courtyard. Staff offices were spacious and well laid out, and the number and size of classrooms was adequate for the projected 350 prisoner population.



The Centre was fully staffed, with an experienced and substantive Campus Manager, three full-time Prison Education Coordinator positions, and capacity to employ contract tutors. A full-time Aboriginal Education Worker position had been funded, and was shared at the time of the inspection by two local Aboriginal educators.

During 2016 the classrooms at the Education Centre had not been used for lack of a custodial officer to provide security. Despite that, education staff had devised alternate delivery procedures. Classes had run regularly for women in the Unit 4 classrooms and workshops. Enrolments and outcomes in the last term of 2016 had been good. Eight women had been enrolled in Certificate I Entry to General Education, and four had progressed in Certificate II, General Education for Adults. As a duty officer had been stationed at the main industries gate, the large training room next to the industries workshops had been used for occupational health and safety training programs for male prisoners.

A specialist filmmaker had again been contracted to assist in the production of the fourth in a series of community education stop-motion videos. Prisoners had: written the script, made character models, positioned and moved them, filmed the script sequences, recorded character voice-overs, and helped with the editing. As with the previous three films the style was highly entertaining while the content, in this instance domestic violence, dealt with a serious issue relevant to Goldfields and Ngaanyatjarra Aboriginal communities. The 17 women participating in that project had done so as part of the Gaining Access to Training and Employment course.

During the last quarter of 2016, training had been occurring at Unit 4, at the industries classroom, and off-site at Central Regional TAFE. The Campus Manager had worked with Goldfields Institute of Technology to have units in formal training courses delivered. Prisoners had completed Certificate II and III Hospitality courses, and a barista course had run.

At the time of the inspection, service delivery was restricted by the Christmas holiday shut-down and the restricted regime post-escape. However, staff were actively preparing the 2017 curriculum.

At the time of writing, the Education Centre had two custodial officers allocated, had run mixed gender classes, had averaged 40 students per day, and attendances had been as high as 100. Education outcomes had improved, with 525 completions in Term One 2017. Completions in previous terms had averaged 200. One male prisoner was enrolled at the University of Queensland, and had been given a laptop for coursework. These are very positive outcomes.

## 8.5 EMPLOYMENT OPPORTUNITIES HAD BEEN LIMITED

### **There were too few Vocational Support Officers (VSOs)**

VSOs perform an essential service in the Western Australian prison system. They usually come from technical education or trades backgrounds, and take the role of foremen and trainers in prisons industries workplaces and workshops. In theory they are given an abbreviated version of the custodial officer training process, which equips them to work

intensively alongside small groups of prisoners regularly, and for extended periods. This training has not been provided at EGRP for years.

Responding to our document request, the Department informed us that the number of VSO positions allocated to Eastern Goldfields would change as the population grew. At the old site, with a prisoner population of 90, the prison was allocated 11 VSOs. Strangely, with a prisoner increase to 124, the VSO allocation fell to nine. The third stage of the population increase, to 230 prisoners, would see 21 VSO positions funded. That would rise to 23 positions with a full complement of 350 prisoners.

At the time of the inspection, and with a prisoner population of 185, only 10 VSO positions were filled.

VSOs felt the prison was not offering them appropriate training. They were not included in regular staff training programs, which would have had the added benefit of improving their status relative to that of custodial officers. They saw the need for a second satellite trainer.

VSOs also told us that no industries departments had clear operational procedures. Individual VSOs had put some procedures in place. At the recycling depot, a bin lifter had been set-up, but there was no pressure cleaner, and no floor drain. Evacuation doors at the laundry were keyed inside, creating risk in the event of an emergency evacuation. Laundry scales had no safety rail. Correct use of the eyewash was not specified. VSOs had come from trade backgrounds where such occupational health and safety matters were routinely addressed.



*Figure 16: Metalwork workshop*

### Employment was restricted to essential industries

Built infrastructure for the traditional prison industries (kitchen, laundry, and gardens and recycling) were state-of-the-art. In addition to those, we saw spacious industries workshops for woodwork, metalwork and small engines, and warehousing that were well-equipped and ready for service, but had not been used by prisoners. We were informed that local management had been unable to open those workshops for lack of VSOs. With Eastern Goldfields opening 13 months later than scheduled, we questioned the capacity of Departmental planning that had failed to ensure a full complement of VSOs on-site in August 2016.



*Figure 17: Cabinet workshop*

### Too few prisoners had meaningful employment

At the time of the inspection, employment was limited to unit based cleaning (23 workers), kitchen (21), gardens (17), laundry (9), peer support (6), recreation (4), and reception and stores (2 each). Three prisoners were employed in education. Section 95 (S95) work, which involves the employment of carefully-selected prisoners off-site on community projects, was only happening on-site, and only involved four prisoners. Fifty per cent of the prisoner population was ‘not working’.

Our Office has repeatedly characterised unit cleaning as ‘under-employment’, as it has been seen to offer only unskilled work, and then only for an hour or two each day. With 23 prisoners characterised as ‘unit cleaners’ Eastern Goldfields was therefore providing

meaningful employment to only 38 per cent of its population. That was a very poor outcome after 20 weeks operating the new site, particularly for a prison clearly designed to provide employment and training opportunities for prisoner cohorts long identified as needing work skills for successful reintegration.

#### **The impressive kitchen offered good employment and training practices**

Eastern Goldfields' new kitchen was a marked improvement on the old prison. In the first week of the inspection only one Chef Instructor was on-site, with 12 to 14 male prisoner workers. A second VSO joined him during the second week.

The kitchen had been producing 260 lunches and 280 dinners daily, with men working 8.30 am to 1.00 pm. During 2016 female-only teams had been trialled on the 1.30 pm to 3.00 pm shift, but that had stopped before our inspection. The kitchen VSO suspected they may have been trafficking, and possibly behaving inappropriately when male prisoners were about. We considered the women's shift at the kitchen should be reinstated. We did see four women employed at the kitchen doing portion control (the bagging and packaging of breakfast packs), but that constituted unskilled work, with no associated training.

Despite there being only one Chef Instructor, the kitchen was functioning well, and demonstrated positive employment and prisoner training practices. Kitchen jobs were allocated according to position on a wait list, which prevented selection based on favouritism or race. Kitchen workers started out as pot cleaners and worked their way up. All were given the Food Stars 'One Star' food handling training.

#### **Section 95 workers were employed inside the prison in gardens and recycling**

Gardens and recycling was providing employment. All Section 95 work party employment was inside the prison, and restricted to grounds maintenance. Soil around the site had been compacted during construction, making planting very difficult. Female prisoners had used crowbars and picks to dig for planting, and while a bobcat and a powered auger would have been more efficient, Security had not given permission for that machinery to be used.

Most of the garden beds had not been reticulated, which further restricted planting and required manual irrigation, even for the native plants that were still establishing themselves. Since the restricted prisoner movements that followed from the 5 January escape, gardens had suffered. Although large stocks of mulch were available, restrictions on vehicle movements had prevented the gardens work parties from delivery to units.

#### **The laundry had top quality appliances, but the water temperature was low**

The Eastern Goldfields laundry had been allocated nine male workers. As elsewhere across the new site, procedures had not been established at the time of transition. The laundry/cleaning VSO had drafted a comprehensive procedure for the operation of the laundry as a whole, but at the time of the inspection, we were told it had not been ratified. Occupational health and safety issues persisted. Work tables were too low, and the laundry load scales were substandard.

The laundry had been set-up to take in ‘non-competitive’ commercial contract work for community services like the Kalgoorlie District Hospital, the Boulder short-stay facility, and the police lock-up. The laundry machinery was adequate for those tasks, but the hot water supply was not. Australian standards demanded higher wash water temperatures than the laundry could provide. The washing process was not adequate for external contracts.

This is a lost opportunity. We are also concerned that the water temperature used for washing prisoner clothing and bedding fails to comply with Australian standards for infection control.

**Recommendation 15:**

The Eastern Goldfields laundry must comply with Australian Standards for Laundry Practice 4146:2000 regarding wash water temperature.

**Eastern Goldfields was yet to have its gratuities profile finalised and funded**

The prisoner population of Eastern Goldfields was 185 during the 2017 inspection. Despite that, the prison was set up to pay gratuities to just 124 prisoners. Further, funds were only calculated on a daily average population (DAP) of 89 prisoners. That suggested that the prison was not adequately funded to employ or pay a significant proportion of its prisoner population.

The week before the inspection, Departmental data showed 92 prisoners on gratuity levels 1-3 indicating that they were employed, and 91 on Level 5, the base pay rate for those not working. The Eastern Goldfields Work Location Count confirmed that, showing 91 prisoners “not working”. Prisoner unemployment seemed to be a direct function of available funds.

The Business Manager ran end of month employment audits, and adjusted gratuities payments accordingly. Although the prisons’ gratuities budget was regularly exceeded, the over-spend was justified by the incorrect DAP, and we were informed that it still met Departmental guidelines. Prison management were expecting to introduce a new gratuities profile in line with policy, for a DAP of approximately 180. Nonetheless the prison still did not have sufficient employment positions for its current population.

**8.6 PRE-RELEASE SERVICES WERE ADEQUATE**

**The new prison provided opportunities to develop transitional services**

Our previous inspection reports recognised that transition planning at Eastern Goldfields was limited by the fact that prisoners were typically placed at the prison only briefly, and often at the end of their sentence (OICS 2011; OICS 2014a). That restricted the capacity of the Transitional Manager to link prisoners with relevant services before release. The old prison also had limited room to run re-entry programs, leaving external service providers to compete not only for the small pool of clients, but also for training rooms.

The new prison brought opportunities in that regard. The prison population was larger, with more prisoners likely staying at the prison for the entirety of their sentence. Facilities for pre-release programs were better, improving the opportunity for service provision and transition planning.

The Transitional Manager was exploring options to expand services and programs, particularly in the areas of drug and alcohol counselling, and parenting and family support. However, any expansion of pre-release services was on hold until the Department finalised new re-entry service provision contracts. This was not expected until September 2017. This leaves a most regrettable gap (OICS, 2016c).

### **Eastern Goldfields maintained good relationships with local community service providers**

The Transitional Manager coordinated and linked prisoners to a variety of services and agencies prior to release. The prison had well-established working relationships with community service providers and government agencies in Kalgoorlie including: Centrecare, Centrelink, Goldfields Rehabilitation Services, Aboriginal Family Law Services, the Department of Transport, and local driver trainers. Centrecare was the principal service provider to Eastern Goldfields. They held the contract to deliver a life skills program to prisoners, as well as the Transitional Accommodation and Support Service, and the Transport of Prisoners Service. It was clear that the principal service provider would need to increase capacity to cope with demand as the prisoner population grew, and it is hoped that the new re-entry service provision contract will reflect that.

### **Eastern Goldfields needs a permanent Employment Coordinator position**

The Employment Coordinator position at Eastern Goldfields had been abolished in 2015 when the previous occupant left the role. It had been reinstated under a temporary six-month contract, which was due to expire shortly after the inspection. There was no certainty that the Employment Coordinator contract would be extended, and the position was still not part of the prison's permanent establishment. Loss of that position would reduce the capacity of the prison to provide effective preparation for release.

The Employment Coordinator had successfully rebuilt important relationships with key local providers, particularly Worklink and Aboriginal Workforce Development. During the inspection both agencies were involved in the delivery of a pre-release 'Employment Workshop'. The mixed gender course ran for three half-days per week, over four weeks, with prisoners participating immediately prior to their release. It prepared prisoners to seek employment after release and covered topics including: resume writing, job applications, interview skills, discipline and motivation, self-esteem and confidence, and resilience in the workplace. In an environment where there were very limited options for constructive activity, this was an excellent initiative that linked with Eastern Goldfields' stated objective of providing relevant skills for prisoners.

The Employment Coordinator had also organised a successful employment expo in December. We heard positive feedback from prisoners about both the Employment Workshop and the Employment Expo. The Employment Coordinator was close to

finalising a paid employment position for a prisoner under the Prisoner Employment Program. This would be the first such placement for Eastern Goldfields in over five years.

Without the Employment Coordinator to drive this sort of activity, it was unlikely to continue. It was a crucial position for a prison that claimed to focus on vocational training and skill development.

**Recommendation 16:**

Establish a permanent Employment Coordinator position at Eastern Goldfields.

# Chapter 9

## THE WARBURTON WORK CAMP

### 9.1 THE HISTORY OF THE WARBURTON WORK CAMP, AND EASTERN GOLDFIELDS

The purpose of work camps in the Western Australian prison system has been to provide enhanced rehabilitation and reparation opportunities for male prisoners approaching release. Access to placement in work camps has been by progression from higher security classifications to minimum-security. Following sustained and successful placement on Section 95 work parties, a male prisoner might request transfer to a work camp. That would be followed by careful matching of the prisoner's history to any caveats imposed by the host community, a risk assessment process, and sign-off by the Department.

In May 2009, the then Minister for Corrective Services announced \$25 million to fund the construction of new work camps at Warburton and Dowerin. The Minister said the new work camps would:

[F]or the first time, offer opportunities for community-based offenders to undertake their community work. Not only will this government provide more beds for the prison system but we will also deliver a service focused on rehabilitation and breaking the offending cycle while helping with community projects (Porter 2009a).

The Warburton Work Camp opened in August 2011, with Eastern Goldfields as its host prison. The build cost exceeded \$13 million, making it the most expensive of the five operational work camps at that time. Community support for the work camp was strong. The Minister had high expectations when funding for the camp was announced:



*Figure 18: Warburton Work Camp accommodation*



## THE WARBURTON WORK CAMP

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There will be greater options for Aboriginal people's involvement in diversion from prison, including supervised bail, parole, and the completion of community service orders. The new work camp will provide training and skills acquisition programs aimed at helping the transition of prisoners into their communities and breaking the cycle of offending (Porter 2009b).

Those expectations have not been realised. The work camp has never been used as originally marketed.



*Figure 19: Warburton Work Camp secure facility*

### 9.2 CLOSURE OF WARBURTON WORK CAMP

Warburton has a capacity of 24. However, it has never been full. The number of prisoners at Warburton climbed from three in September 2011 to six in March 2012, before rising to a high of 19 in June 2012. It then fell back to 11 in September 2012 and eight for the three summer months of 2012/13. It continued to struggle in 2014. In September of that year, the prisoner population at the Camp was just five (OICS 2015a).

In November 2015, the Department decided that it could not justify operating the Camp. Use of the Camp as a minimum-security custodial facility was suspended, but Eastern Goldfields provided a caretaker for the site.

The falling minimum-security population has had further implications for the prison. Eastern Goldfields has a unit outside the main perimeter that will operate much like a work camp. Unit 5 has a capacity of 40, and local management planned to start filling it with suitable male minimum-security prisoners in mid-2018. Clearly, in order for Unit 5

to succeed, EGRP will need to identify a significantly greater number of minimum male prisoners suitable for Section 95 activities around Kalgoorlie.

Without changes to the Department's security classification system, finding additional prisoners suitable for placement at Warburton Work Camp will become even more difficult.

### 9.3 A PROJECT TO DETERMINE FUTURE USE OF THE WORK CAMP

In mid-2016, the Department was approached by the Regional Services Reform Unit (RSRU), which was part of the Western Australian Department of Regional Development. RSRU had been charged with reform of essential service provision to remote Aboriginal communities across the State. RSRU suggested to the Department that it could broker community agreement to have the Warburton Work Camp infrastructure re-purposed away from a minimum-security custodial facility, and put to better use by other government agencies or not-for-profit organisations.

RSRU provided \$100,000 to the Department, which in turn engaged PricewaterhouseCoopers Indigenous Consulting (PwCIC) to scope interest among regional offices of government agencies and not-for-profit providers for an alternative use of the work camp. At the same time, negotiations to re-purpose the work camp commenced with the Warburton Community and the Ngaanyatjarra Land Council.

The time frame was tight; with PwCIC consulting in the Goldfields and Ngaanyatjarra communities in early September and Departmental and RSRU staff meeting with the Ngaanyatjarra Council and Warburton Community in late September, with the presentation of a business case to the Department in mid-October, and a draft report to be presented to the Department by PwCIC a week later.

The consultation stalled early, with the Ngaanyatjarra Land Council giving evidence that the lease under which the Department had tenure over the work camp site restricted use of the infrastructure to 'the construction and operation of the work camp' (ALT 2009). The PwCIC report was delayed over Christmas, and was finally presented in February 2017.

PwCIC suggested two main options:

- The camp continues to operate as a DCS prison work camp, with a number of changes made to deliver services more appropriately and effectively.
- The camp and its infrastructure is utilised to pilot a new whole-of-government approach to increasing and improving service delivery in Warburton and the (Ngaanyatjarra) Lands (PwCIC 2017).

The Ngaanyatjarra Land Council and Warburton Community members have continued to call for the reopening of the Warburton Work Camp. At the time of writing, negotiations between the Department and the Ngaanyatjarra Land Council are ongoing.

#### **Recommendation 17:**

The Department should finalise negotiations with Ngaanyatjarra community members and use the Warburton Work Camp for justice-related purposes.

# Appendix 1

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## Appendix 2

### ACRONYMS

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ASOS	Assistant Superintendent Offender Services
AVS	Aboriginal Visitor Scheme
CCTV	Closed Circuit Television
CCU	Crisis Care Unit
DAP	Daily average population
DBFM	Design Build Finance and Maintain
DCP	Department for Child Protection
DCS	Department of Corrective Services
EGRP	Eastern Goldfields Regional Prison
FTE	Full-Time Equivalent
GP	General Practitioner
HR	Human Resources
IMP	Individual Management Plan
IOMC	Integrated Offender Management Committee
MAP	Management and Placement
MCR	Master Control Room
MLC	Member of the Legislative Council
NAIDOC	National Aborigines and Islanders Day Observance Committee
OICS	Office of the Inspector of Custodial Services
ORG	Operational Readiness Group
PAR	Performance Assurance and Risk Directorate
PASC	Prison Aboriginal Service Committee
PCS	Prison Counselling Service
PSO	Prison Support Officer
PSP	Peer Support Prisoner
PwCIC	PricewaterhouseCoopers Indigenous Consulting
RCIADIC	Royal Commission into Aboriginal Deaths in Custody
RSRU	Regional Services Reform Unit
SO	Senior Officer
TAFE	Technical and Further Education
TOMS	Total Offender Management Solution
VSO	Vocational Support Officers
WA	Western Australia
WAPOU	Western Australian Prison Officers Union
WSO	Women's Support Officer

## Appendix 3

### RESPONSE TO RECOMMENDATIONS

Recommendation	DCS Response & Level of Acceptance
<p>1. Install privacy screens where required to prevent prisoners seeing out and members of the public seeing in.</p>	<p><b>Supported</b></p> <p>Improved privacy screening has been installed in Unit 4 to provide greater privacy for the women which has proved effective. The Contract Manager is negotiating with the Facility Management on the installation of suitable screening between the Crisis Care Unit and the Staff Carpark.</p>
<p>2. Follow gatehouse searching procedures.</p>	<p><b>Supported</b></p> <p>Since the inspection, the prisons Gatehouse and Searching Strategy procedures have been reviewed and updated. The Visits Procedures have also been updated, clarifying social visits timings and searches required. The Gate “Walk-Through” Metal Detector has been programmed to randomly pick 5% of all foot traffic for personnel searching. Staff training will include gate staff awareness on searching requirements.</p>
<p>3. The Department should monitor developments in non-invasive solutions for detection of contraband in prisons, and introduce them when appropriate for use with visitors, contractors and staff.</p>	<p><b>Supported in principle</b></p> <p>The Department is aware that there are many existing, new and emerging non-invasive solutions to detect contraband in prisons. Some of these solutions are presently in use. One example of new technology has recently been reviewed and proven ineffective in a custodial environment. Developments in non-invasive solutions to detect contraband in prisons will continue to be monitored.</p>
<p>4. Ensure that prisoner disciplinary proceedings at Eastern Goldfields are conducted in a timely manner.</p>	<p><b>Supported</b></p> <p>Since the January 2017 inspection, to ensure the prisoner disciplinary process is conducted in a timely manner, the Superintendent has deployed a staff member to work as the Prosecutor. This is a permanent position in the Staffing Agreement for the 310 prisoner model.</p>
<p>5. The Department action previous commitments to change the assessment tool.</p>	<p><b>Supported in principle</b></p> <p>The current security and classification assessment tool is a previously validated tool and widely considered as best practice. The Department notes that it has been several years since the Assessment and Classification Policy has been reviewed, and as such will explore reviewing the policy, keeping in mind the circumstances and specific needs of Aboriginal people.</p>

## RESPONSE TO RECOMMENDATIONS

Recommendation	DCS Response & Level of Acceptance
<p>6. Eastern Goldfields staff should receive specific Goldfields and desert Aboriginal cultural awareness training.</p>	<p><b>Supported</b></p> <p>The Department has a Cultural Awareness Program/Course accessible by all staff. The Superintendent has directed (through the Aboriginal Services Committee) that the Satellite Training Officer will engage local elders to provide further training.</p>
<p>7. Increase the proportion of Aboriginal staff at Eastern Goldfields prison.</p>	<p><b>Supported – existing Departmental initiative</b></p> <p>The Department aims to increase the numbers of Aboriginal employees. The Reconciliation Action Plan 2015-2018 identifies opportunities to increase Aboriginal employment numbers across the Department. The development of an Aboriginal Recruitment Strategy provides a range of actions aimed at embedding Aboriginal employment targets across divisions and prisons. Aboriginal employment targets should be included in Tier 2 performance agreements and monitored to review progress in the achievement of targets. Location appropriate attraction strategies should support increased Aboriginal applicant numbers. The draft Aboriginal Workforce Development Strategy 2017-2020 identifies five focus areas to support increased numbers of Aboriginal employees and includes strategies to support improved attraction, retention, career development and training, and Aboriginal cultural competency to improve workplace culture.</p>
<p>8. AVS needs to regularly visit Eastern Goldfields in person.</p>	<p><b>Supported</b></p> <p>This recommendation has been completed. The Department acknowledges that during the time of inspection, there was no dedicated AVS staff member as the incumbent was acting in the Prison Support Officer role for a temporary period of time, however was still available for AVS services as required. In February 2017, the AVS staff member returned to the dedicated AVS role, and is rostered on 3 days a week.</p>
<p>9. Ensure that women-centred practice informs the operation of Unit 4 by improving services to female prisoners.</p>	<p><b>Supported</b></p> <p>The prison is committed to improving services for women and ensuring that they are not just part of a male prison. With the substantive appointment of the Assistant Superintendent Offender Services (ASOS), improving services for women is a priority at EGRP. The current recruitment process for a substantive WSO, dedicated Recreation VSO and dedicated Skills Development VSO will improve services to female prisoners at EGRP.</p>



## RESPONSE TO RECOMMENDATIONS

Recommendation	DCS Response & Level of Acceptance
10. Implement effective orientation processes.	<p><b>Supported</b></p> <p>The Orientation Processes at EGRP have been reviewed and updated. Staff communications have reinforced the need for effective orientations to be actioned and the Principal Officer is tasked with ensuring this occurs. The opening of Unit 1 in August 2017 will provide a dedicated orientation environment for men.</p>
11. Provide female prisoners with climate appropriate clothing, like that issued to women in Bandyup and Boronia.	<p><b>Supported – existing Departmental initiative</b></p> <p>The clothing provided to women at EGRP is appropriate for the climate. It is of a cotton I polyester mix and identical to clothing provided in all other regional prisons. On reviewing the clothing, it was found that no winter pyjamas were available at EGRP and these were ordered and were supplied in June 2017.</p>
12. Review processes at Eastern Goldfields to ensure the timely and appropriate distribution of medications.	<p><b>Supported</b></p> <p>The distribution of medication is subject to the structured day regime of the prison. While evening medications are distributed prior to 5:30pm, it is the nature of operations in a custodial environment. If the medication regime is such that the prisoner must have the medication at a particular time such as in the evening or overnight, the prisoner will be provided with on-person medication where assessed as appropriate.</p> <p>As the prison opens more sections, nursing staff will be recruited and service delivery expanded.</p>
13. Improve mental health services at Eastern Goldfields by: (a) filling vacancies in PCS, (b) engaging with WA Country Health Services to allow inpatient treatment of prisoners at Kalgoorlie Hospital, and (c) allocating mental health and comorbidity nurse positions.	<p><b>Supported in principle</b></p> <p>(a) There are no current PCS vacancies at EGRP. There is 1 PCS FTE at EGRP, that is currently filled. Regional PCS has been transferred to Psychological Assessment and Counselling Support and is now combined with Metro PCS, allowing more flexibility to provide backfill if the demand is required.</p> <p>(b) Kalgoorlie Hospital has a small inpatient unit that does not have the security requirements to be suitable for a forensic inpatient facility. This is a WA Health matter and it has been raised with WA Health.</p> <p>(c) These nurse positions are available at EGRP but there are difficulties recruiting to them, primarily due to applicants not being able to meet the qualification requirement. DCS Health is working to have the positions declassified to potentially widen the recruitment possibilities.</p>

## RESPONSE TO RECOMMENDATIONS

Recommendation	DCS Response & Level of Acceptance
<p>14. Offer a range of culturally appropriate programs to meet the specific needs of male and female prisoners at Eastern Goldfields.</p>	<p><b>Supported</b></p> <p>There has been a 6-month transition period from the opening of EGRP towards full operations as the prison was filled in a staged process. Accordingly, it had been planned that the prison would not provide offender programs immediately, however offender programs have now been scheduled to occur during 2017/2018, including Pathways, Medium Intensity Program, Pathways (female), Think First and Not Our Way.</p> <p>Program delivery will further increase as the prison continues to be populated to its capacity, as well as the successful recruitment of programs delivery staff. In addition, at a more general level, in 2017 the Department will be reviewing the current suite of criminogenic, offender programs to ensure the appropriate programs are available to meet the needs of the specific prisoner cohorts across the State.</p> <p>This includes consideration of emerging technologies that may be suitable for group based intervention service delivery. This will not only augment local service delivery, but link offenders at regional sites across WA into interventions provided from a central location.</p>
<p>15. The Eastern Goldfields laundry must comply with Australian Standards for Laundry Practice 4146:2000 regarding wash water temperature.</p>	<p><b>Supported</b></p> <p>The Laundry operates on an 'Ozone System' to Australian Standards and the programmed wash temperature is correct (and monitored) based on that process. This has been confirmed by the Facility Management company.</p>
<p>16. Establish a permanent Employment Coordinator position at Eastern Goldfields.</p>	<p><b>Supported in principle</b></p> <p>EGRP already have a substantive Transitional Manager and PEP Coordinator. An Employment Coordinator has been included as part of the EGRP fill proposal for submission to Treasury.</p>
<p>17. The Department should finalise negotiations with Ngaanyatjarra community members and use the Warburton Work Camp for justice-related purposes.</p>	<p><b>Supported</b></p> <p>Operations at Warburton Work Camp have recommenced and it is intended to have the facility optimised during the month of July 2017.</p>

## Appendix 4

### ASSESSMENT OF THE PROGRESS AGAINST THE PREVIOUS RECOMMENDATIONS

Recommendation No.	Recommendations	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	That TOMS be used effectively to capture the cultural background of Aboriginal prisoners and that EGRP management make better use of that information.			•		
2.	That EGRP be resourced by the Department to engage effectively with remote and regional Aboriginal communities, in particular to: (a) gather social and cultural information to assist with the refinement of service delivery to Aboriginal prisoners; and (b) deliver timely and accurate information about departmental strategic direction, policy changes and operational procedure to members of those remote and regional communities.	•				
3.	That EGRP develop connections with the Goldfields / Ngaanyatjarra Aboriginal community with the specific intent of reactivating the Aboriginal Visitor Scheme and establishing an Elders Visits process to assist and guide service delivery at the prison.		•			
4.	The Department provide custodial and non-custodial staff at EGRP with cross-cultural training specific to the Goldfields / Ngaanyatjarra region.		•			
5.	Accredited training should be available at the Warburton Work Camp.	•				
6.	Male prisoners in Unit 1 at EGRP should have equal access to education, training and employment.		No longer relevant			
7.	The Department should examine ways to increase the number of prisoners who are rated minimum security as being eligible for work camp placement to ensure full use of the Warburton work camp.	•				

ASSESSMENT OF THE PROGRESS AGAINST THE PREVIOUS RECOMMENDATIONS

Recommendation No.	Recommendations Report No. 92, <i>Report of an Announced Inspection of Eastern Goldfields Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
8	EGRP should be supported to deliver comprehensive rehabilitation and re-entry programs to prisoners of all security classifications and genders, to remand prisoners, and to those with short placements.	•				
9	(a) Prisoners in all three units should have greater access to recreation facilities; and (b) Minimum security prisoners in Units Two and Three should have access to musical equipment, and should be permitted to form musical bands.		No longer relevant			
10	Razor wire should be removed from Unit 3. Until razor wire is removed, extraction training and a rapid response capacity must be made available.		No longer relevant			
11	All prisons in the state, including EGRP, should innovatively expand the use of Skype or other on-line technologies to facilitate family and community contact, official appointments, coverage of significant occasions and connection with communities.	•				
12	A second telephone, located out of earshot of the existing telephone, should be provided in Unit 3.		No longer relevant			
13	EGRP to increase the opportunities for approved female prisoners to participate in Section 95 (community) work equivalent to those available for male prisoners.	•				
14	EGRP be supported to develop robust recruitment strategies to lift the proportion of Aboriginal staff across all positions at the prison.		•			
15	EGRP should significantly increase its staff training completion rates, particularly in relation to: (a) compulsory officer courses and modules (b) working with female offenders (c) working with prisoners with mental health conditions, and (d) local Aboriginal cultural awareness.		•			

## Appendix 5

### INSPECTION TEAM

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Lauren Netto	Principal Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Stephanie McFarlane	Inspections and Research Officer
Kieran Artelaris	Inspections and Research Officer
Amanda Coghlan	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Dr Edward Petch	Expert Advisor: Health and Mental Health

## Appendix 6

### KEY INSPECTION DATES

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Formal announcement of inspection	16 September 2016
Pre-inspection community consultation	30 November 2016
Start of on-site phase	15 January 2017
Completion of on-site phase	20 January 2017
Inspection exit debrief	25 January 2017
Draft Report sent to the Department of Justice	6 June 2017
Due date for return of report from Department of Justice	5 July 2017
Draft report returned by Department of Justice	10 July 2017
Declaration of Prepared Report	7 August 2017

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



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