



GOVERNMENT OF
WESTERN AUSTRALIA



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

2017 INSPECTION OF
BANDYUP WOMEN'S PRISON

114

DECEMBER 2017

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that contributes to a more
accountable public sector*

2017 Inspection of Bandyup Women's Prison

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Inspector's Overview

A WINDOW FOR IMPROVEMENT AT A CALMER, SAFER BANDYUP

From 2011 to 2016, women's imprisonment in Western Australia was in crisis, and Bandyup Women's Prison ('Bandyup') bore the brunt of that crisis (OICS, 2011; OICS, 2014). Bandyup had been experiencing high levels of overcrowding for years. By 2014, despite having a design capacity of 209, it was housing as many as 290. Those women who did not get a bed had to sleep on mattresses on the floor, often with their heads adjacent to a toilet. Much of the other infrastructure was decrepit and poorly maintained.

Piecemeal attempts to address the bed shortage included the addition of leftover transportable buildings from a male prison expansion, and the addition of double bunks into cells designed for one. But our 2014 inspection still found conditions unhygienic, lacking privacy, and completely unacceptable.

By 2017 the landscape for women's prisons in Western Australia had changed. Following our 2014 inspection, the Department at last committed to serious action. It announced that part of Hakea Prison would be transformed into a remand and reintegration facility for women. Sodexo Australia Pty Ltd won the right to manage the new facility, and in December 2016 Melaleuca Remand and Reintegration Facility ('Melaleuca') began operations. And not before time. On 30 June 2016, Bandyup's design capacity was still 209, but it held 399, (OICS, 2016c, p. 6). Later that year the population peaked above 400 for the first time. It was the most crowded and hardest prison in the state.

In 2017 Bandyup felt calmer, more settled, and far less volatile than in previous years. This was directly related to a drop in the number of women held at the prison (down to around 230 during the inspection), and to the cohort of prisoners that had left. Melaleuca was now responsible for holding most remand prisoners, and the loss of this group and the challenges they brought had allowed a quieter atmosphere to develop at Bandyup.

The change in population numbers and profile had a profound effect. During the inspection, staff spoke about being in a 'recovery phase,' and a new-found sense of stability was evident across the prison. However, the prison remained fragile. It needed a confident leadership team, experienced in the management of female prisoners, to drive the prison forward and to prepare for future increases in numbers.

At the 2017 inspection, Bandyup had a stable and substantive management team in place. Unfortunately, they had all but dispersed not long after, to take up short-term positions elsewhere. More worryingly, our post-inspection visits indicated that the new managers were unfamiliar with the work of the change management project that had been running since mid-2016, or its findings. We are concerned that this loss of knowledge and disruption to the management team came at a time when Bandyup's future remained uncertain.

PLANNING FOR THE WOMEN'S ESTATE

Bandyup has for many years suffered from neglect, indifference, and structural inequality. While we do not suggest that the sidelining of women's needs was intentional, departmental policies and priorities had the effect of disadvantaging women. The gap between the bullet point promises of official policy documents and the reality was stark and unforgivable.

Some of this is due to the fact that the Department of Justice (previously the Department of Corrective Services) has not had a Director of Women's Corrective Services or similar high-level position with a singular focus on the women's estate, for many years.

Despite the lack of long-term planning, a 37 per cent increase in the number of women in custody from December 2015 to March 2017, and the fact that Melaleuca is still bedding down, the women's estate is in much better space than in 2016.

Change is never static, however. On 27 August 2017 the West Australian Government announced that it would bring the 80 bed privately-run, male Wandoo Reintegration Facility back into public hands and repurpose it as a female drug and alcohol rehabilitation prison (McGowan, 2017). Wandoo presents some positive opportunities for drug rehabilitation if done properly, but careful planning and coordination are needed to ensure that prior mistakes are not repeated. From 2002 to 2007, Western Australia was an Australian leader in women's imprisonment but the long term promise never materialised. The Department's aim should be to become a 'market leader' once again.

RECOMMENDATIONS

We make 15 recommendations in this report. The Department has supported five in full. Eight were either supported in principle or said to be a pre-existing Departmental initiative. One (relating to the need to improve processes and training around professional development) was noted. This left only one recommendation unsupported.

I am pleased with the improvements made by the Department since the inspection against six of the recommendations, including the areas of security, services, operations, and staffing (see Appendix 2: Department of Justice Response).

The recommendation that was not supported (Recommendation 13) called for the structured day at Bandyup to be continued, and its expansion to all other women's prisons. The model had been introduced to Bandyup in 2005 but had faded away. It aimed to encourage women to practice self-determination by developing their own weekly activity plans, and to strive for personal development in a range of areas. The model was designed to reflect women's lives in the community, which are typically different from men's, and its payment of gratuities reflected this model.

Unfortunately the Department seems to have determined that the women-centred philosophy embedded in the model, and particularly its unique approach to calculating gratuities, can no longer be justified and will be discontinued. That is disappointing. The model reflects the values and aspirations that the Department has set itself in its 'Women's Standard'. If it is abolished, something else that is women-specific must be implemented.

SUMMARY

Both Bandyup and women's imprisonment as a whole are in a significantly better state than 12 months ago. The Department has also already undertaken work to address some of the weaknesses identified during our inspection.

However, Melaleuca had a troubled start and there is still some way to go before it beds in. That will be a shared responsibility for Sodexo and the Department.

The advent of Wandoo as a women's drug rehabilitation facility presents a timely opportunity to assess the optimal role of all the state's women's prisons and to address the failings of recent years.

Neil Morgan
12 December 2017

BACKGROUND: A TIME OF CHANGE

Women's imprisonment in Western Australia has changed significantly since our 2014 inspection of Bandyup. Melaleuca Remand and Reintegration Facility ('Melaleuca') began operations in December 2016, taking over the role of Perth's reception prison for women. The withdrawal of the remandee population had a profound effect on the atmosphere at Bandyup. The prison is calmer and far less volatile than in previous years.

After years of overcrowding and neglect, 2017 gave a window of opportunity to address long overdue maintenance and infrastructure deficits. The Department of Justice ('the Department') instigated a change management project to determine what action would be necessary to bring the prison in line with the Department's new *Women in Prison: Prisons Standard* ('the Women's Standard'). A number of procedural and physical deficits were identified, and upgrades to key infrastructure recommended. Many of the resulting recommendations echo our own. We support the project's findings and urge the Government and Department to allocate resources accordingly.

Recommendation 1

The Government should ensure funding for necessary infrastructure upgrades at Bandyup. Priorities include Unit 1, the Health Centre, Visits, and Reception

RESOURCES AND SYSTEMS

Due to the significant drop in population, life at Bandyup had improved for staff and prisoners alike. Staff felt their working lives had improved, but uncertainty about the future created stress. Future planning for Bandyup was under way, and the Superintendent had made considerable efforts to keep staff up-to-date. Nonetheless many staff felt uninformed.

At the time of our inspection, Bandyup had a stable and substantive management team. Not long after the inspection however, the team had all but dispersed to take up short-term positions elsewhere. Post-inspection visits confirmed that the new managers were unfamiliar with the work of the change management project and its findings. We are concerned that this disruption in stability and loss of local knowledge comes at a time when Bandyup's future is uncertain.

Recommendation 2

Stabilise Bandyup's management team and progress the change management review

We found that the Department's performance development systems and procedures were ineffective and that staff were insufficiently trained in administering them. We urge the Department to act on its previous commitments to assess PADS and associated training.

Recommendation 3

Improve performance appraisal processes and staff training on their use

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The number of officers trained to work with female offenders had increased. This was positive as an understanding of gender is key to the effective management of female prisoners. Inexplicably, the Department's *Working With Female Offenders* training program is still not a requirement for staff at Bandyup.

Staff and prisoner interactions had improved significantly with positive cultural gains in the treatment of female prisoners. These gains must be preserved. It is inevitable that the prison's population will increase again, and the improved culture we found in 2017 should not be allowed to slip away.

Essential training for Vocational Support Officers (VSOs) had fallen behind, and key VSO positions had not been backfilled when staff were away on extended leave. These shortfalls impacted on the running of the prison and its industries.

Recommendation 4

Ensure that all VSO positions are filled and that VSOs are adequately trained

Human resources were working well and we were pleased to find that relationships with staff were positive and productive. However, after a challenging 2016 Bandyup saw a significant jump in workers' compensation claims, going from being one of the state's lowest rates to its highest in 12 months.

We found improved relationships between the prison and its service providers, but security remained a concern. Induction and security processes were inadequate, and many service providers were not given a satisfactory security induction.

CARE AND WELLBEING

The reduced number of prisoners at Bandyup had a positive impact on the provision of many services. However, this was often due to a decreased demand for services, rather than any improvement in the services themselves.

The women had improved perceptions of clothing, bedding, and laundry. Nonetheless these were well below the average for the state. A new uniform was a positive, but pregnant women did not have adequate options and had to leave their stomachs exposed. This was undignified and uncomfortable for the expectant mothers.

Recommendation 5

The textiles workshop should produce a small range of maternity wear for expectant mothers

The prisoners' opinions of food had improved, but again remained well below state average. Dish-up procedures had improved greatly, with prison officers overseeing orderly, hygienic processes. Changes to canteen procedures also saw a calmer, safer, and more secure process. Traditional food options for Aboriginal women had improved, but still fell short of expectations.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Bandyup's Visits Centre does not meet the needs of officers, prisoners, or visitors. It is too small and sterile to support a family-friendly atmosphere. It has a poor layout for surveillance, made worse by inadequate coverage from security cameras. All of our five previous inspections of Bandyup have recommended either upgrading or replacing the Visits Centre. Bandyup's change management process similarly identified visits as a key infrastructure deficit.

Bandyup has, however, improved its videolink capabilities, facilitating improved court appearances, contact with legal representatives, and social visits. We maintain that Skype should be introduced to enhance this further and to reach a broader audience.

The lack of regular family visits is an obvious gap at Bandyup. In keeping with the Women's Standards, Bandyup should introduce family visits to enhance contact between the women and their families.

Recommendation 6

Introduce regular family day visits for extended family members as well as children

A common complaint from prisoners at Bandyup related to the cost of calls to mobile phones. Family members are now more likely to have mobile phones as their primary contact than landlines, but the Department's phone plan does not reflect this.

Recommendation 7

Ensure prisoners have access to cheaper calls to mobile phones

There are now fewer Aboriginal women at Bandyup due to improved custodial options in the regions. We found that the Aboriginal women at Bandyup were more settled, and that the calmer atmosphere saw them taking up greater opportunities in education and employment. We encourage management and staff to make the most of this window for better engagement.

Bandyup has a strong and positive record in its management of women and babies. This remained the case. However, the nursery houses were at full capacity and pregnant women (including those in their third trimester) were residing in units across Bandyup. Some women were told there was a risk they could not have their babies reside with them due to a lack of space in the Nursery.

Recommendation 8

Expand accommodation for mothers and their babies at Bandyup and/or Boronia

RECEPTION AND REHABILITATION

Reduced numbers had improved rehabilitation outcomes for prisoners, but some longstanding systemic issues remained.

The number of movements in and out of the prison has fallen significantly since reception services moved to Melaleuca. Bandyup's reception facility is old, run-down, not fit for

SUMMARY OF FINDINGS AND RECOMMENDATIONS

purpose. Nonetheless dedicated staff kept reception processes functioning well.

Formal orientation processes were being followed and completed within required timeframes, but the orientation checklist was outdated and some items were no longer relevant. Orientation processes were highlighted by Bandyup's change management process as in need of improvement. We agree.

Recommendation 9

Implement an improved orientation process as laid out in the Bandyup Review Final Draft

Bandyup's assessment team was largely up-to-date, but teething problems at Melaleuca were impacting their workload. Case management in Western Australian prisons has long been poorly developed and ineffective, however, small changes in practice at Bandyup have seen some local improvements. Greenough Regional Prison has implemented a strong case management model for women, and there is much that Bandyup could learn from it.

Recommendation 10

Revise case management practice at Bandyup using Greenough Regional Prison's IOMC as a basis

Bandyup's delivery of offender treatment programs was not meeting demand or need. We found that while the number of female prisoners in the state had increased, program delivery had decreased. This meant that many prisoners were unable to complete their required programs in time to apply for parole.

Those who have successfully completed programs are more likely to be granted parole than those who have not. As a result, inadequate program delivery contributes to a higher prison population. The Department must therefore deliver more programs, and deliver them on time.

Recommendation 11

Increase therapeutic program delivery for female prisoners

SAFETY AND SECURITY

The decrease in the prisoner population had significantly eased tensions between officers and the prisoners. Relational security had improved greatly as a result, but longstanding issues relating to physical and procedural security remained.

Bandyup's security team does an excellent job with what they have. However, we observed that a number of key security processes were not being performed thoroughly, seemingly due to staff familiarity and a reluctance to challenge one's peers. Vigilance must to be maintained, and a staff culture that prevents thorough security processing must be challenged.

Recommendation 12

Apply security procedures consistently and thoroughly

Bandyup's perimeter detection systems have been upgraded and new monitors installed in the control room. These measures have improved monitoring and surveillance. However, rust erosion on the fence will require attention in order to remain secure.

An unused and dilapidated building at the front of the prison poses a risk to public safety. The building should be restored, made inaccessible, or demolished entirely.

Despite multiple recommendations from our Office, razor wire along the perimeter fence line has not been removed. Furthermore, the Department's MOU with Emergency Services regarding the extraction of individuals caught in the wire is inadequate and out of date, and no staff from the prison were appropriately trained.

BANDYUP'S STRUCTURED DAY

The structured day model encourages women to practice self-determination, by developing weekly activity plans in a range of areas. This model supports women and we support its use. But the structured day was under review as part of the broader change management project. The option to return Bandyup to the standard operating day found at male prisons, had been raised. In line with the Women's Standard, the Department should continue to uphold a different approach to managing female from male prisoners.

Recommendation 13

Embed the scheduled day model into TOMS and offer it at all prisons holding women

Employment opportunities for women at Bandyup had changed little since 2014. Prison industries included textiles, kitchens, grounds, and cleaning, with smaller areas of employment found in unit cleaning, food service, and peer support.

Section 95 of the *Prisons Act 1981* (WA) allows approved minimum-security prisoners to access rehabilitation services, including employment, outside of a prison facility. We found that progress was being made towards introducing Section 95 at Bandyup. The benefits its introduction could have for women's rehabilitation are considerable and the risks should be capable of management.

Recommendation 14

Introduce section 95 for minimum-security women at Bandyup

Bandyup's education centre was operating effectively, with education and training programs well-designed, planned, and implemented. Education staff and management had worked together to ensure that some courses could be followed up with relevant on-site work experience. Examples included the introduction of a mobile coffee cart and creation of a forensic cleaning party.

HEALTH AND MENTAL HEALTH

Disappointingly the opportunity presented by a reduced population had not been used to revisit women's health and wellbeing services. Prisoners' satisfaction with health services and specialists at Bandyup had improved, but remained significantly lower than state averages. Satisfaction with dental and psychiatric care had decreased, putting it even further below state averages.

Bandyup's change management process identified the health centre as a key infrastructure deficit, being too small and unfit for purpose.

Health staff were dedicated and committed, but worked in a professionally difficult and testing environment. Most of the staff demonstrated dedication and interest in their work. However, it was apparent that morale and job satisfaction among some was low and that tensions existed in certain work areas.

Recommendation 15

Ensure health care staff are retained and adequately resourced to develop a holistic women-centric model of care at Bandyup

Mental health care at Bandyup remained crisis driven. It was not delivered in a holistic manner, and women suffering from depression or other psychological problems were missing out on support services.

Bandyup's Crisis Care Unit (CCU) does not provide a dedicated therapeutic environment for women in psychological distress. The change management process acknowledged this and recommended it be upgraded.

NAME OF FACILITY

Bandyup Women's Prison

ROLE OF FACILITY

Bandyup is the State's primary government operated prison for sentenced women prisoners.

The prison is also responsible for accommodating all female prisoners (including those on remand) with complex needs.

LOCATION

22 kilometres north-east of Perth.

The traditional owners of the land are the Noongar people.

BRIEF HISTORY

Bandyup opened in 1970. The facility is owned by the Department of Corrective Services.

LAST INSPECTION

9 – 21 March 2014

CAPACITY INFORMATION

Original design capacity	68
Current design capacity	209
Modified capacity	385
Special beds (Crisis care, management, and health centre)	18
Total capacity	403
Population at time of inspection	233

Chapter 1

INTRODUCTION

1.1 BANDYUP WOMEN'S PRISON

Bandyup in 2014: Western Australia's hardest and most neglected prison

In 2014 women's imprisonment in Western Australia was in crisis, and Bandyup Women's Prison ('Bandyup') bore the brunt of that crisis (OICS, 2014). That year we inspected Bandyup for the fifth time.

Bandyup had been experiencing high levels of overcrowding for years. Despite having an 'operational capacity' of 259 in 2014, it was housing as many as 290. Those women who did not get a bed had to sleep on mattresses on the floor, often with their heads adjacent to a toilet. Piecemeal attempts to address the bed shortage included the addition of leftover transportable buildings from a male prison expansion, and the addition of double bunks into cells designed for one. Yet these attempts were inadequate. The situation we found was unhygienic, lacked privacy, and was completely unacceptable. Furthermore, it did not happen in male prisons.

Key findings from the 2014 Bandyup inspection included:

- it was the most overcrowded prison in the state
- it had the highest proportion of Aboriginal prisoners of any metropolitan prison (45%)
- the prisoner profile was increasingly complex
- the prison site was crowded, disorganised, and run-down
- health and mental health services were inadequate
- social and official visits infrastructures were unfit for purpose
- staff and management relationships were challenging
- there were pockets of troubling staff culture.

Bandyup has for many years suffered from neglect, indifference, and structural inequality. While we do not suggest that the sidelining of women's needs was intentional, departmental policies and priorities had the effect of disadvantaging women. The Department of Justice ('the Department', previously the Department of Corrective Services) has not had a Director of Women's Corrective Services or similar high-level position with a singular focus on the women's estate, for many years.

Bandyup in 2017: in recovery, but for how long?

The landscape for women's prisons in Western Australia has changed significantly since our last inspection of Bandyup in 2014. At that time Bandyup was in crisis, and the Department responded by announcing that part of Hakea Prison would be transformed into a remand and reintegration facility for women. Sodexo Australia Pty Ltd won the right to manage the new facility, and in December 2016 Melaleuca Remand and Reintegration Facility ('Melaleuca') began operations. And not before time – by July 2016 Bandyup's population had risen above 400 women. If Melaleuca had not commenced operations, Bandyup, with a design capacity of 209 at 30 June 2016 (OICS, 2016c, p. 6), would today be holding over 460 prisoners.

INTRODUCTION

Melaleuca took over the role of Perth's female reception prison from Bandyup. Its function is to receive all female remandees from courts in the metropolitan area, and provide reintegration services for women in the last six months of their sentences. The removal of these responsibilities from Bandyup redefined its role within the custodial estate. Bandyup's current function is to accommodate prisoners from the following cohorts:

- sentenced prisoners, excluding those reintegration prisoners at Boronia or Melaleuca
- all prisoners with complex needs including those who:
 - have high risk mental health or health needs
 - are management placement prisoners
 - are caring for children up to the age of 12 months in custody
- sentenced prisoners requiring clinical treatment programs
- remand prisoner overflow from Melaleuca (Melaleuca opened 15 December 2016 and remand functions commenced 19 January 2017)
- sentenced prisoner overflow from Melaleuca.

This change in function has had a significant impact on Bandyup. Over the six month period shown in Figure 1, Bandyup's total prisoner population decreased by 161 (from 373 to 212). However, the change at the prison is not just related to the significant number of women that have left, but the cohort that has left. Remand prisoners bring with them a range of problems from their outside lives. Many come into prisons in a significant state of distress, and many are drug or alcohol affected. The number of women on remand at Bandyup the week before Melaleuca opened was 173, but by the time of writing had fallen to just 35.

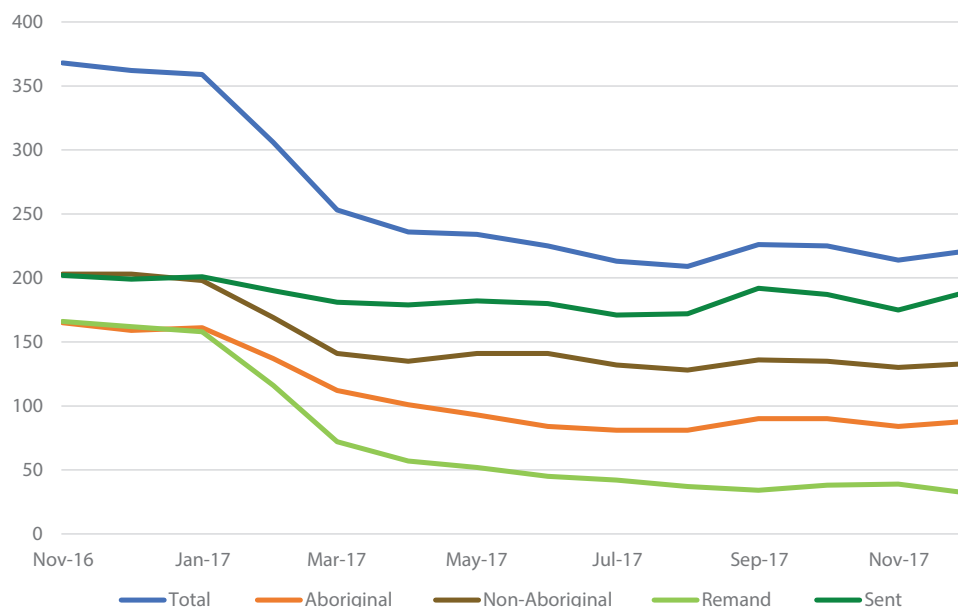


Figure 1-1: Bandyup's population: Nov. 2016 – Nov 2017

INTRODUCTION

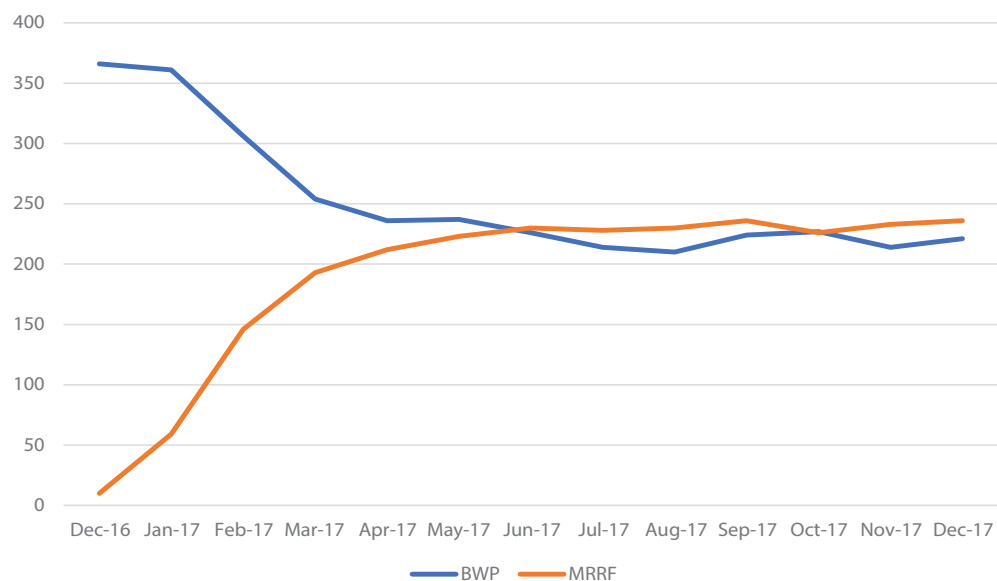


Figure 1-2: Populations of Bandyup and Melaleuca: Dec. 2016 - Dec. 2017

This change in population and the change in profile had a profound effect on the atmosphere at Bandyup. The prison felt calmer, more settled, and far less volatile than in previous years. During the inspection staff spoke about being in a ‘recovery phase,’ and a new-found sense of stability was evident across the prison.

1.2 2017 INSPECTION

Inspection themes

Our 2017 inspection of Bandyup was conducted from 21 to 26 May. As Bandyup was in a state of transition we chose to examine:

- the impact of the opening of Melaleuca Remand and Reintegration Facility on Bandyup
- all aspects of current operations and services at Bandyup Women’s Prison
- plans for the future of Bandyup Women’s Prison.

As ever, the announced themes provided a guide for our inspection work, which was conducted within the framework of our *Code of Inspection Standards* (OICS, 2007). These themes were underpinned by the fact that Aboriginal women make up almost 40 per cent of Bandyup’s population. Each theme therefore included consideration of their particular needs and concerns.

Methodology

Our governing legislation requires that we inspect all prisons and places of custody in the state at least once every three years. Between inspections we regularly visited Bandyup in order to monitor the prison’s performance and progress in implementing previous recommendations, and to assess ongoing operations.

In the lead-up to the inspection, we surveyed prisoners and staff. One hundred and forty-nine out of 224 (65%) prisoners from across the site completed an anonymous survey, which contained questions about their living conditions, availability of activities, support services, relationships with staff, and things they liked and disliked about Bandyup. Approximately one-third of staff members (78 out of 215 staff, or 36%) completed an online survey, which included questions about human resources, staff and prisoner behaviour and relationships, management support and leadership, training, and what they liked and disliked about Bandyup. The survey responses were collated and used to guide this inspection.

Background information was also gathered via a consultation meeting with external service providers and from Independent Visitor Service reports. Findings provided the inspection team with a clear indication of issues of interest prior to the commencement of on-site activities.

During the on-site phase of the inspection we met with prisoners, staff, senior management, and service providers. We observed Bandyup's facilities and operations; and reviewed documents, data, and policies. Specialised experts assisted us in the areas of health care and education. Inspection team members worked in pairs in order to enhance both information collection and accountability, and the team was guided by the Office's *Code of Inspection Standards* (OICS 2007).

1.3 THE WOMEN'S ESTATE IN A TIME OF CHANGE

A new standard for Western Australia? The *Women in Prison: Prisons Standard*

In January 2016 the Department released its first set of prison standards, the *Women in Prison: Prisons Standard* ('the Women's Standard'). The Women's Standard acknowledges that, in general, female offenders:

- engage in different offences to men
- offend for different reasons to men
- follow different pathways into the criminal justice system
- are less violent.

The Women's Standard aims to better meet the needs of female prisoners and thereby reduce their risk of reoffending. It acknowledges that gender differences are important, and seeks to integrate those differences into operational and management practices (DCS, 2016, p. 7). The document further states that its principal purpose is to 'acknowledge and promote the complex needs of women in custody, particularly Aboriginal women.' (DCS, 2016, p. 8)

Although the Women's Standard goes on to state that it applies to all adult prisons accommodating women (DCS, 2016, p. 8), the Commissioner's Broadcast which accompanied its release clearly stated that the standards:

- are aspirational and identify how the Department intends to operate
- will help to set performance benchmarks (McMahon, 2016).

INTRODUCTION

It is admirable that the Department has committed to improve women's custodial services in the last three years. However, without a tangible plan to transition the Women's Standard from paper to practice, its value remains academic. Aside from the requirement of Melaleuca to comply with the Women's Standard, there has been little sign of its implementation elsewhere in the female estate.

Bandyup was well prepared for the opening of Melaleuca

Liaison visits to Bandyup in late 2016 found that plans for the first transfers of women to Melaleuca were well progressed, and prisoners were generally well informed. Staff from Bandyup and Melaleuca worked together to develop a 'fill plan' for the new facility. Melaleuca's population was to be steadily increased through controlled transfers from Bandyup. This was to ensure an appropriately balanced mix of remand and sentenced prisoners. Melaleuca was to take over all metropolitan reception duties on 19 January 2017, and the fill plan after this point was based on a mix of remand women from the courts and police, and sentenced women from Bandyup.

The process would allow Bandyup's population to decline gradually, thanks to both the ceasing of its remand function and a decline in sentenced population. According to the plan Melaleuca would reach capacity in mid-March 2017, while it was anticipated that Bandyup's population would fall to around 140 by the end of April. The first group of transferees moved from Bandyup to Melaleuca in mid-December 2016.

Future planning for Bandyup progressed well, but was hampered by uncertainty

The opening of Melaleuca provided Bandyup with the opportunity for a fresh start, and chance to take stock of the prisons' (not insignificant) infrastructure and service delivery needs. In mid-2016 the Superintendent of Bandyup requested that the Department provide a Project Manager to oversee the work and planning for Bandyup's post-Melaleuca future. An experienced officer was temporarily seconded to Bandyup to undertake the role of Change Manager at the prison.

Working groups were established to develop findings and advice covering four work streams:

- care and wellbeing
- the constructive day
- prisoner services
- security services.

They also took into account future use of Bandyup's accommodation units. Findings and advice from the working groups were directed to Bandyup's Change Manager for development.

The change management project resulted in a draft report, *Bandyup Women's Prison: A Review of Current Processes, Practices, Services and Infrastructure with Recommendations for Improvement - Final Draft* (the 'Bandyup Review Final Draft'), a copy of which was provided to our inspection team.

INTRODUCTION

According to this document, the project was intended to review operations at Bandyup in line with the Women's Standard, and submit recommendations for the additional infrastructure and services required to transform Bandyup to a new women's centric operating philosophy.

The best laid plans...

Coinciding with the opening of months of Melaleuca however, Western Australia experienced a surge in the number of female remandees. According to the Bandyup Review Final Draft, the numbers of female prisoners in the state increased by 11.6 per cent between 15 December 2016 and 15 March 2017. This population surge, largely driven by remand numbers, had a significant impact on the transition fill plan.

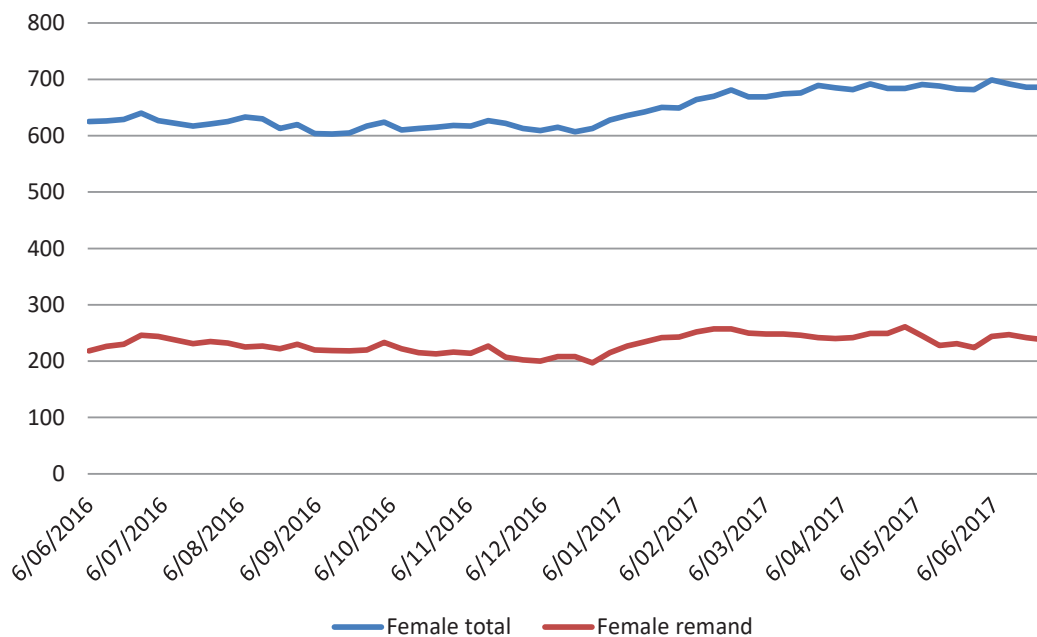


Figure 1-3: Female prisoner population 2016 – 2017 financial year

As previously noted, the Department had been anticipating that Bandyup's population would drop to around 140. But by late January all transfers from Bandyup to Melaleuca were halted as Melaleuca's reception intakes alone were exceeding the proposed fill rate. Bandyup's population therefore failed to drop to the numbers anticipated, throwing increasing doubt on: the fill plan, Bandyup's population going forward, and the projected roles and cohorts of each prison.

The Labor state election win threw further doubt on the futures of Bandyup and Melaleuca

The victory of the Labor party in the March 2017 state election threw additional doubt on future planning for Bandyup. During its election campaign Labor had announced plans to convert two privately operated prisons into state-run drug and alcohol rehabilitation prisons. Under this plan the 80-bed Wandoo Reintegration Facility run by Serco, would become a rehabilitation prison for women. While Melaleuca, which had only been operating for a matter of months, would become a rehab prison for male prisoners. The loss of the 254 beds at Melaleuca for female prisoners, even with the addition of 80 beds at Wandoo, would see around 150 female prisoners with nowhere to go but back to Bandyup. Understandably, this proposal was concerning for staff and prisoners at Bandyup, Melaleuca, and Wandoo.

In August 2017 the government announced that, as promised, Wandoo would be transferred back into public hands on 1 May 2018, and operated by the Department of Justice as a dedicated drug and alcohol rehabilitation prison for women (McGowan, 2017). It is unclear what this announcement will mean for the other prisons holding women and for the futures of Bandyup and Melaleuca in particular.

After years of overcrowding and neglect, the early half of 2017 has seen Bandyup finally able to take stock of recent years, get back to the basics of custodial management, and be given a window of opportunity to address long overdue maintenance and infrastructure deficits.

The prospect of returning to the population highs of 2015-2016 is an unnerving prospect. In its current state Bandyup is incapable of humanely holding such numbers again, even if there are necessary infrastructure upgrades. The flow-on effects of such a return would be a significant setback to the entire women's custodial estate.

Future planning for women's prisons is critical

The population of women in custody in Western Australia has risen by 37 per cent in the past two years. These numbers were absorbed by the addition of extra beds in Bandyup, West Kimberley Regional Prison, and Greenough Regional Prison. New beds for female prisoners were also added in 2016 with the opening of the new Eastern Goldfield's Regional Prison and Melaleuca. However, the numbers of female prisoners continue to rise, and as it stands, capacity will not meet future demand.

The low population and period of calm currently being experienced at Bandyup is unlikely to be repeated. There is a finite window of opportunity to complete much needed infrastructure works and this must not be lost.

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Departmental review findings and recommendations

In anticipation of further, future growth in the female prisoner population the Bandyup Review Final Draft identified and prioritised the following required infrastructure and service upgrades as follows:

Table 1-1: Infrastructure and additional services required as a matter of urgency and in priority order (Bandyup Review Final Draft, DCS, 2017, pp.39-42)

Required Upgrade	Description
Unit 1	Refurbishment including: <ul style="list-style-type: none"> • additional showers • additional beds
New Unit/s	Required to meet rising female prisoner population. Due to limited space recommend: <ul style="list-style-type: none"> • double storey unit with capacity for up to 200 • facilities for aged, handicapped, terminally ill • sliding grilles per wing for management.
Visits Centre	Current layout and footprint unsuitable for expansion. New centre required to facilitate: <ul style="list-style-type: none"> • increased capacity and privacy • separate spaces for children's play area, search and change room facilities • appropriate CCTV and staff levels • incorporated official visits.
Reception Centre	Purpose built to accommodate expected traffic, including: appropriate configuration, storage capacity, ablutions, sally-port additional interview rooms, search rooms, laundry, office space.
Orientation Centre	Purpose built and attached/adjacent to reception centre to free up self-care accommodation
Outcare Building	Existing facility is too far from the Entry Building
Video Conferencing	To enable enhanced mother/child contact, especially for regional families
Health Centre	Current centre is not fit for purpose yet serves as a facility for the state (as per Casuarina Prison). Purpose built centre required including: <ul style="list-style-type: none"> • infirmary for long-term patients • aged-care facilities • prenatal unit • additional consultancy rooms and office space.
Crisis Care	Addition of air-conditioning and therapeutic open air area

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Required Upgrade	Description
Administration	At present the management team are dispersed due to insufficient office space in the admin building. Current layout and footprint unsuitable for expansion. New build required to facilitate: <ul style="list-style-type: none"> increased office space, storage, conferencing ability, and ablutions improved team work.
Day/Overnight Stay Unit	To facilitate extended visits for mothers with children in line with <i>Women in Prison: Prisons Standard</i>
Overnight Stay Unit	As above
Programs	Additional offices, program and interview rooms to meet population increase
Kitchen	Additional cooler room and dry goods storage area to meet population increase

These recommendations echo many of our own from previous years. Indeed, the draft report makes use of our many reports and recommendations to support its case. We support its findings and recommendations without reservation.

The change management process at Bandyup was done with the stated intention of determining what steps needed to be taken in order to bring the prison in line with the Women's Standard. If the Department intends to implement its recommendations, its best chance to do so is fast disappearing. We therefore strongly urge the Government to avoid repeating past mistakes, by ensuring that future planning for the women's custodial estate is appropriately funded, supported, and implemented.

Recommendation 1

The Government should ensure funding for necessary infrastructure upgrades at Bandyup. Priorities include Unit 1, the Health Centre, Visits, and Reception

Unit 1 must be replaced or upgraded

The complete refurbishment of Unit 1 was identified by Bandyup's change management process as the first in the order of prioritised infrastructure needs at the prison. Unit 1 is the oldest accommodation unit at Bandyup, and was built over 40 years ago. It is in poor condition, and in times past it has been grossly overcrowded. In 2014 we recommended that Unit 1 be replaced with appropriate, contemporary accommodation, designed to take account of key needs, including mental health. The Department supported this recommendation and stated that the opening of Melaleuca would provide scope for Unit 1 to be closed and consideration given to infrastructure decisions.

By the end of March 2017, Bandyup's population had dropped to a level where the Superintendent felt able to cease accommodating women in Unit 1 B-wing. A-wing was kept open in order to facilitate the ongoing accommodation of a number of high-needs women. Part of the reasoning for the closure of B-wing was that emptying the wing

would allow for its refurbishment or replacement. B-wing was closed during the inspection and remains so today, but no funding has been secured for capital works.

Departmental planning – short term, and lacking future focus

The Department has often demonstrated an inability to plan beyond immediate operational needs. At other times, when planning has occurred it has been unable to provide any evidence of planning processes, or how planning decisions were reached (OICS, 2015, p. 58; OICS, 2017). Recognising that planning for the opening of the new Eastern Goldfields Regional Prison could have been better, and acknowledging that the opening of Melaleuca would result in significant changes at Bandyup, the Department's decision to support a change management process at Bandyup was encouraging.

However, while the Department acknowledged the need for change management and appointed a Change Manager, the process was undermined by the very short term nature of the appointment. This underestimated the complexity and the breadth of the task, and did not allow for the crucial period of implementation. In fact, the Change Manager had to request that he stay on at Bandyup just long enough to oversee the introduction of a new daily routine that he had recommended.

Furthermore, sometime after the inspection a new management team was installed at Bandyup. At the time of writing, the new Superintendent had not been provided with copies of any of the documents arising out of the change management process, including the Bandyup Review Final Draft. This does not bode well for the implementation of any of its recommendations and would be an extremely disappointing outcome for Bandyup, its staff, and its prisoners.

Considerable work has been done to improve the women's custodial estate in recent years (OICS, 2014a). The introduction of the Women's Standard, and the addition of new beds throughout the custodial system indicated a burgeoning and much needed focus on this much neglected area. However, without long-term commitment and adequate resourcing, their value is moot.

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Photo 1: Walkway behind Unit 1

Chapter 2

RESOURCES AND SYSTEMS

2.1 BANDYUP'S STAFF

Bandyup had improved, but staff were concerned about the future

Our pre-inspection survey indicated that Bandyup staff felt that their working life had improved. They rated their quality of working life as better than it was in 2014, and above the state average. Despite this, the group also rated their stress as higher than the state average, and at a similar rate to in 2014. Nonetheless staff/prisoner relations were rated more positively, and 88 per cent of responding staff felt safe most or almost all the time.

Staff perceptions of support and communication from local management were significantly lower than 2014 and the state average. Similarly, support and communication from Head Office were rated poorly, showing little change from 2014. This likely reflects the degree of uncertainty among staff and their perception that they were being kept in the dark about Bandyup's future.

As they often are across West Australian prisons, the Senior Officer group at Bandyup represented a somewhat under-developed resource. The group play an essential role in site-wide communications, which we heard could be improved and made more consistent. Despite this the group was more cohesive and positive than in 2014.

With the election of the Labor government and the future of Melaleuca unclear, staff were concerned about Bandyup's future. There was a genuine fear that Melaleuca would be closed down, and that all of its prisoners would simply be transferred back to Bandyup.

Prisoner Officers felt out of the loop

In preparation for the opening of Melaleuca, the Superintendent undertook a significant amount of communication with staff. During the nine months August 2016 to May 2017 this included:

- town-hall style meetings with all staff
- sharing information relating to the process at Friday's regular Debriefs
- global emails to all staff
- establishing a group of 'change agents' to work on the Bandyup Future Working Group
- discussion and Q&A sessions at Senior Officer Group Meetings
- meetings with individuals and groups (e.g. Industrial Officers, reception staff, staff at individual units etc.)
- meetings with Western Australian Prison Officers Union (WAPOU) delegates, and with WAPOU Head Office and Local Representative

In spite of the significant effort the Superintendent put into communicating with staff, during the inspection some officers felt uninformed, and that they were being kept in the dark. However, staff also bear some responsibility for keeping themselves informed, and not all were doing this.

The management team: a cycle of stability and uncertainty

In 2014 the Superintendent at Bandyup had only recently taken up the post in an acting capacity, after the departure of the longstanding substantive. Given the volatile state of Bandyup at that time and the need for stability and direction, we recommended that the Department:

- (a) appoint a new substantive Superintendent to Bandyup or appoint a person to a long-term acting position
- (b) examine the best management structure for the prison, including additional resources for the short or long-term
- (c) firm up and reinvigorate the Bandyup management team (OICS, 2014, p. 12).

The Department supported this recommendation, and development opportunities for key managers were taken up. The acting Superintendent did eventually receive permanency, but not until January 2017, and as part of a broad round of permanent recruitment and filling of Superintendents roles across the estate.

An Occupational Health and Safety (OHS)/Industries Manager position was created to improve the overall management of on-site industries. Furthermore an additional, fixed-term position was added to the management team. The Assistant Superintendent Harm Reduction (ASHR) position was part of the prison's response to managing its high population. This role oversaw processes relating to Bandyup's substantial population of 'at-risk' women from mid-2016 until the completion of Melaleuca's fill plan.

The ASHR role was filled by Bandyup's substantive Assistant Superintendent Offender Services (ASOS), which left that position empty. The ASOS position was temporarily covered by the newly arrived OHS/Industries Manager, who for some months performed both of these roles (in addition to covering for another manager away on sick leave). By the time of the inspection all of the senior managers had returned to their substantive positions, and Bandyup had a stable and substantive management team.

This stability was short lived, however. Not long after the 2017 inspection Bandyup's senior management team all but dispersed. The Superintendent (substantive in the post for barely six months) is currently in an extended period of acting as Superintendent at Casuarina Prison, while the remainder of the senior management team have either taken up positions at other facilities, or in the Department's Head Office.

At the time of writing, Bandyup's new Superintendent is experienced, but has never held a substantive managerial role at a women-only prison. Five senior managers are acting on higher duties. This is not to say they are incapable of fulfilling those roles. But Bandyup is currently in a fragile state and in need of confident leadership with relevant experience in the management of female prisoners. The team as it currently stands will be in place until at least mid-January 2018.

Bandyup and its staff are facing an uncertain future. As such we urge the new Superintendent and management team to maintain stability, and follow through with the work of Bandyup's change management review and its recommendations.

Recommendation 2

Stabilise Bandyup’s management team and progress the change management review

2.2 TRAINING

Performance development systems are ineffective and staff are not trained in administering them

Our 2014 inspection recommended that performance management systems and procedures at the prison be reinvigorated and improved (OICS, 2014, p. 13). The Department supported our recommendation and stated that it would thoroughly review and implement an effective performance management framework (OICS, 2014, p. 111). The Department reviewed and updated its Prison Officer Performance Appraisal and Development System (PADS) Guidelines in May 2014, however during our 2017 inspection we did not find that there had been any significant improvement in practice as a result.

Despite the significance the Department places on staff’s completion of their annual PADS only 19 per cent of uniformed staff at Bandyup had ever completed training in it. More significantly, according to records supplied by the Department prior to the inspection, as at 30/3/2017 none of Bandyup’s staff identified as Senior Officers, Principal Officers, and none of the senior management team, had undertaken PADS training.

Table 2-1: Bandyup staff training database - Staff groups trained in the use of PADS

Staff group	Percentage trained in Performance Appraisal System
Upper Management	0%
Principal Officers	0%
Senior Officers	0%
Officers	19%

This is a startling oversight, particularly as so many of these staff are responsible for standard-setting, compliance, and the development of staff under their supervision. We therefore urge the Department to act on its previous commitments to assess PADS and associated training.

Recommendation 3

Improve performance appraisal processes and staff training on their use

Staff training was compliance focused and tended to be male prisoner focused

In 2014 we found that Bandyup’s training model and funding was compliance driven rather than responsive to need or opportunity (OICS, 2014, p. 13). There has been little to no change in training or access to professional development since that time. However, the Academy’s online Learning Environment and Management System, has continued to roll out additional online training modules.

Our inspection team heard that some of the training deemed compulsory by the Department was less necessary at Bandyup than at male maximum-security prisons. For example, Bandyup had very good rates of retraining in compliance areas relating to force-based skills, despite rarely having to use these skills.

Table 2-2: Bandyup staff compliance with compulsory requalification of force-based skills

Compulsory training module	Percentage of staff compliant
Use of Force	84%
Defence and Control Basic	68%
Instruments of Restraint Including Chemical Agent	93%
Cell Extractions	64%
Baton - Expandable & Bianchi Long	60%

Staff trainers felt that the officer’s limited training time would be better spent focusing on areas such as antibullying, systems and processes, and blood-borne viruses.

The number of officers trained to work with female offenders has increased

In 2014 we found that only 37 per cent of targeted staff had completed Department’s Training Academy course *Working With Female Offenders* (OICS, 2014, p. 9). This had risen to 58 per cent of uniformed staff by the time of this inspection.

An understanding of gender and the particular problems faced by female prisoners is vital to the effective management of female prisoners. *Working With Female Offenders* covers many issues faced by female offenders and strategies for their effective engagement. The course is a requirement for staff to work with female prisoners at Melaleuca and Boronia Pre-release Centre for Women.

Inexplicably though, it is still not a requirement for staff working at Bandyup. Our 2011 report recommended that all existing and prospective staff at Bandyup undertake the course as a condition of their employment. While supported by the Department (OICS, 2011, p. 101) it was never actioned. Despite this the increase in officers trained to work with female offenders is encouraging.

Positive cultural gains in the treatment of female prisoners must be maintained

The staff and prisoner interactions we witnessed in 2017 were a huge improvement on what we had seen in 2014. The decline in population and subsequent calming of the prison allowed the staff to get back to basics, to spend time with the prisoners, and to build constructive and mutually respectful relationships.

However, we remain concerned that this cultural shift may not survive future population increases. Despite the changes, there were still pockets of considerable hostility and resistance. What was gratifying, however, was that this group was far smaller than in past years, and faced greater and more vocal resistance from their peers.

Steps need to be taken now to entrench the gains recently made at Bandyup. It is inevitable that the prison's population will increase again, and the positive culture we found in 2017 should not be allowed to slip away.

Essential training for Vocational Support Officers (VSOs) had fallen behind

Bandyup's 20 VSOs manage the prisons industries and worksites. They are also charged with assisting with the vocational training of the prisoners on their work teams. VSOs are typically employed based on their particular skills and qualifications in certain areas, including horticulture, laundry operations, and so on. They are also required to complete a three-week basic training course on custodial operations within six months of commencement.

The Essential Training Program familiarises non-custodial staff with the skills necessary for working in the custodial environment. This training is necessary as VSOs are at times redeployed to cover custodial positions. During the inspection we heard that of the 17 VSOs employed, 11 had completed the training, four were overdue, and two had been employed less than six months. However, the Academy only runs this training when numbers permit, making it unlikely that all new VSOs could be trained up within their initial six months of employment.

Recommendation 4

Ensure that all VSO positions are filled and that VSOs are adequately trained

2.3 HUMAN RESOURCES

Human resources are working well

Our team heard positive comments about human resources from other staff at the prison, and we were pleased to find that working relationships between staff and human resources were positive and productive.

Bandyup had experienced a significant jump in workers' compensation rates

Historically, Bandyup has had relatively higher rates of workers' compensation than other prisons. In the 2011–2012 financial year rates were as high as 215.6 hours taken per FTE, the third highest among the state's custodial facilities at that time. In the years since the Department has made significant changes in how such claims are managed, and this has resulted in improvements across the estate. For example, by 2015–2016 the rates of workers' compensation at Bandyup had fallen to 58.72 hours per FTE.

However, 2016 was an extremely challenging year for Bandyup. Not only did the population peak above 400, but the prison also experienced a death in custody, some near deaths in custody, and a number of assaults on staff by unwell prisoners. Perhaps unsurprisingly, in 2016–2017 Bandyup's workers' compensation rose to 166.55 hours per FTE, the highest rates of any facility in the state.

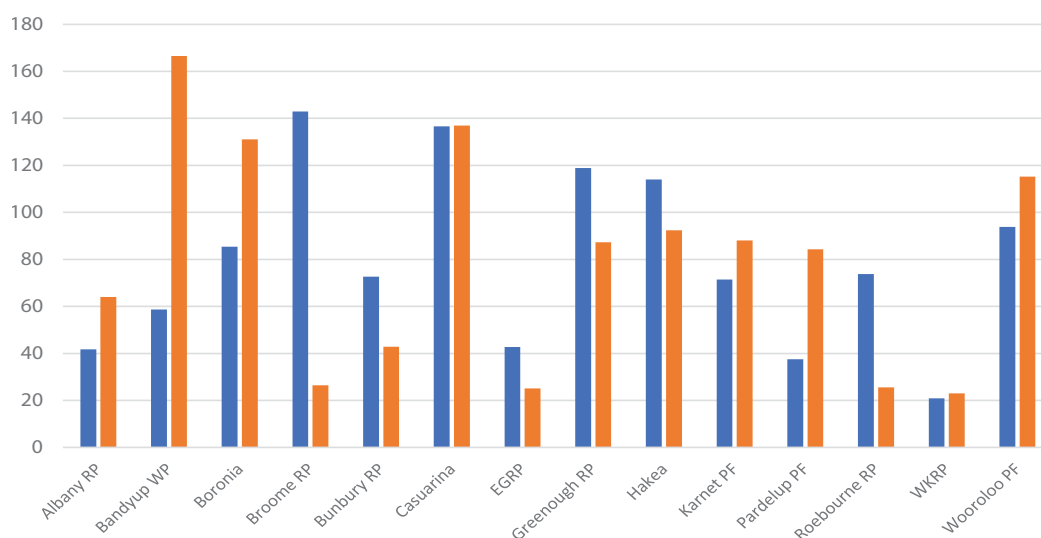


Figure 2-3: Workers' compensation leave hours per FTE, 2015 – 2016 and 2016 – 2017

Bandyup not only had the highest rates of workers' compensation in the state, but also showed the most dramatic increase over the 12 month period. This is a clear indicator of the stress the prison and its staff have been through in recent times. We are confident, however, that should Bandyup's population remain low and appropriate steps taken to manage workers' compensation claims, this increase should reverse in time.

Bandyup's OHS/Industries Manager is taking steps to address this issue. A departmental officer has been assisting the OHS/Industries Manager to work through and resolve open workers' compensation cases. Furthermore, a number of measures have been introduced to assist in changing behaviour at the prisons, including awareness raising meetings with staff.

The Department recently received an Improvement Notice from Worksafe resulting in the Department completing a full analysis of recent OHS Incident Report Forms. Once the analysis is complete any weaknesses identified were to be addressed and if necessary processes strengthened. It is hoped that this process will also assist in reducing the future incidence of workers' compensation at Bandyup.

2.4 COMMUNITY RELATIONS

Some improvement in relationships with service providers, but security remains a concern

As part of the regular preparation for an inspection the Office meets with community agencies that provide services to prisoners in the prison. In 2014, we found a disturbing decline in the experience of service providers attending Bandyup. Feedback on their experiences as visitors to Bandyup included:

- a decline in those who felt 'welcome and safe'
- reports of inappropriate and demeaning remarks by officers
- inadequate induction processes

- inconsistent application of rules and procedures.

By 2017 this had improved in some areas with representatives describing staff as welcoming, polite, and professional. The prison's induction and security processes remained inadequate, however many representatives had not been provided with a security induction, and some were just handed a brochure.

Bandyup has not met its commitment to establish a community reference group

Unlike many prisons in Western Australia, Bandyup does not have a community reference group in place. Such groups are intended to include representatives from community service providers and prison management to meet regularly, in order to enhance accountability, communication, and community involvement.

As a result we recommended at the end of the last inspection that Bandyup needed to:

Improve Bandyup's focus on consistent customer service to visitors to the prison, and establish a community reference group to enhance accountability, communication, and community involvement. (OICS, 2014)

This recommendation was supported by the Department, however, little progress has been accomplished to address the recommendation in the last three years. We continue to maintain that Bandyup should establish a community reference group as previously committed to.



Photo 2: Pathway through Unit 5

Chapter 3

CARE AND WELLBEING

The reduced number of prisoners at Bandyup had a positive impact on the provision of services. In many cases however, this was largely due to the decrease in demand, rather than improvements in the services themselves.

A number of areas discussed in this chapter were identified by Bandyup's change management process as in desperate need of infrastructure upgrade (see Chapter 1).

3.1 CLOTHING, BEDDING, AND LAUNDRY

Improved perceptions but still well below average

Prisoner perceptions of clothing, bedding, and laundry had all improved since the 2014 inspection, but remained below the state average. This improvement likely reflects the improved ability of Bandyup's service areas to perform to a higher standard following the fall in prisoner numbers.

Table 3-1: Prisoner's satisfaction with Bandyup services, pre-inspection survey tool

Area	2014	2017	State Average
Clothing	25%	35%	51%
Bedding	34%	43%	61%
Laundry	36%	50%	63%

The Bandyup prisoners' uniform had changed since the 2014 inspection. The new uniform was a welcome change and the clothes were in good condition. However, the process to exchange sizes was time-consuming if required. Many women at Bandyup gain weight, and we heard that women often requested clothing several sizes too large on arrival.

The situation was far more notable for pregnant women, as no maternity range of shirts and jumpers was available. This left their stomachs clearly exposed, and was undignified for the expectant mothers, not to mention uncomfortable. Our inspection was in early winter, and there was little the women could do to keep their exposed skin warm. It should be possible for Bandyup's excellent textiles workshop to produce a small range of maternity wear for this cohort.

Recommendation 5

The textiles workshop should produce a small range of maternity wear for expectant mothers



Photo 3 and 4: Production of prison clothing in the Textiles Workshop

3.2 FOOD

Improved satisfaction rates but still below average

According to our pre-inspection survey findings, prisoners' perceptions of food quality had improved, but still remained well below state average.

Table 3-2: Prisoner satisfaction with Bandyup services, pre-inspection survey tool

Area	2014	2017	State Average
Food quality	26%	34%	47%
Food quantity	55%	66%	58%

We observed good, safe practices in Bandyup's kitchen. Two chef supervisors oversaw prisoner workers, and recorded all relevant training competencies. Meals were compliant with departmental dietary guidelines that had been developed with input from dietitians.

The kitchen's equipment and storage capacity were adequate for the population at the time of the inspection (around 230). However, during the population peak of over 400 prisoners, the kitchen had been under real pressure.

The Bandyup Review Final Draft considered the kitchen as part of its review of infrastructure and service upgrades. It determined that in order to meet future population increases Bandyup's kitchen would at a minimum require an additional cooler room and dry goods storage.

Dish up procedures had improved

Dish up procedures observed in 2017 were a significant improvement on those in 2014, which had been chaotic, unhygienic, aggressive, and inequitable (OICS, 2014, p. 34). A prison officer monitored proceedings and the process was hygienic and orderly.

At the end of meals, we saw a significant amounts of leftover food thrown out. Not only had the women initially taken excessive portions for themselves, but at least a third of the service tray was still full. This was extremely wasteful, and in stark contrast to the portion controlled meals that are often the preference in West Australian prisons. It is also unhealthy, and many of the women at Bandyup gain significant amounts of weight during their stays.

Traditional food for Aboriginal women

In 2014 we recommended that the Department provide regular traditional foods for Aboriginal prisoners, and allow them to prepare and cook the food themselves (OICS, 2014, p. 33). We suggested that the Aboriginal women be given the opportunity to access and organise the cooking of cultural foods independently of the kitchen, including using the currently disused fire-pit, as is occasionally the case at male prisons such as Eastern Goldfields Regional Prison, and Pardelup Prison Farm.

The Department supported this recommendation in principle, and in 2017 we found that damper and kangaroos stew was being served fortnightly, and that kangaroo rump was



Photo 5: Meal service in Unit 2

provided for the Aboriginal women living in self-care. This was certainly an improvement on what we found in 2014, but fell short of our recommendation's intent.

Safer canteen procedures and a calmer atmosphere

In 2014 we observed a canteen process that was neither safe nor secure. The atmosphere was tense and hostile, and women were being bullied and intimidated as they returned from the canteen to the units with their purchases. We observed that officers were aware of what was happening, but did nothing to intervene. We raised our concerns with the Superintendent and were pleased to see a swift and effective response to our concerns (OICS, 2014, pp. 65–66).

In contrast, in 2017 canteen procedures appeared safe and secure. Prisoners' approach to and departure from the canteen was monitored to prevent bullying and stand-over. Only two prisoners were permitted to enter the canteen at a time, and two duty officers were present. The prisoners working in the canteen were enthusiastic and competent, and the process was safe, calm, and respectful.

Table 3-3: Prisoner satisfaction with Bandyup services, pre-inspection survey tool

Area	2014	2017	State Average
Canteen	38%	44%	57%

The pre-inspection prisoner survey showed an increase in canteen approval. This is no doubt attributable to a number of improvements including the procedures noted above. In addition to this the canteen had also introduced a ‘traffic light’ health promotion in late 2016. All food products for sale in the canteen were now marked red, orange, or green according to their health status. This is an excellent initiative and one we support.

3.3 RECREATION

Recreation had improved

Not long after our inspection in 2014, periods of general recreation for the whole prison were replaced with designated days for each unit. This gave each unit two visits to the gym per week, and ‘unit based recreation’ on the other days. The move was very unpopular with the prisoners, as it limited their access to recreation, and their ability to spend time with women they knew in other units. Furthermore some units had spacious outdoor areas with recreation options, while others had very little to offer. The move to reduce prisoner movement, however, was because of the high population, and was a sensible security precaution. By the 2017 inspection, with a reduced population, Bandyup was back to permitting all units to recreate simultaneously.

The pre-inspection prisoner survey showed improved attitudes to recreation activities and access, but they were still below the state average.

Table 3-4: Prisoner satisfaction with Bandyup services, pre-inspection survey tool

Area	2014	2017	State Average
Amount of organised sport	28%	42%	48%
Access to other recreation	32%	36%	44%

General exercise, library access, and small-group exercise classes were available on weekday afternoons, and team sports competitions ran on weekends. Combined with weekday access to the activities available as part of the structured day, the women had a wide range of options available for active and passive recreation.

3.4 SUPPORT SERVICES

Peer Support finding its feet

Bandyup’s peer support team was well-resourced in terms of numbers, with two Peer Support Officers (PSOs) on site. The PSOs were new to Bandyup, and settling into the environment. The peer support team of prisoners were confident, representational, and dedicated. However, communications between the PSOs and their team could be improved by regular team meetings and improved feedback processes.

AVS: a key service that needs revitalising

The Aboriginal Visitors Scheme (AVS) has been reduced in recent years, with departmental cuts reducing the service's presence in all prisons. Face to face visits have decreased, and a free call 1800 line has been introduced as a replacement. While their loss across the estate is significant, Bandyup had fared comparatively well and had not lost substantial contact from its AVS visitors.

The AVS provides a vital service to the Department in terms of self-harm and suicide prevention, crisis management, and cultural support. They assist in resolving issues between prisoners, and provide an informal counselling service. We strongly maintain that the AVS service across the state needs further review, strong leadership and support, and a clear direction.

The chaplains provide much needed support at difficult times

Christian religions were well-represented among the regularly attending chaplains (including one Aboriginal woman), with religious visitors providing support to prisoners from other faiths. Religious visitors had been experiencing significant delays in receiving the required departmental security checks, but turnaround times had reduced to around three weeks. Religious visitors included Jehovah's Witnesses, Mormons, and a Rabbi.

Bandyup has experienced four deaths in custody in three years. Such experiences are understandably distressing for prison communities, both staff and prisoners alike. Bandyup's coordinating chaplain is on the first responder list, and so is called to attend the prison in such an event. In such incidents, church services are held the following Sunday where sorry business is encouraged, and memorial services are also held around the time of the funeral. Cell blessings following injury, sickness, or a death in custody had become popular.

3.5 VISITS

The Visits Centre is (still) unfit for purpose

The Bandyup Visits Centre does not meet the needs of officers, prisoners, or visitors. It is too small to adequately service Bandyup's population, and too sterile to support a friendly, family atmosphere. It has a poor layout for surveillance which is exacerbated by inadequate and faulty security cameras. It is inappropriate for a women's prison and utterly incompatible with the Department's new Women's Standard.

All of our five previous inspections of Bandyup have recommended either upgrading or replacing the Visits Centre. In every instance the Department has supported our recommendations, but nothing has eventuated. Bandyup's Visits Centre was built in the early 1990s at a time when it held typically around 100 prisoners. In 2016 its population reached over 400 prisoners, but the facility has not been improved or replaced and no funding has been committed to do so.

There is no resistance to our view at Bandyup. On the contrary, our pre-inspection survey of staff at the prison found that only 10 per cent of responding prison officers felt that the Visits Centre was acceptable. Fifty-four per cent felt that the centre was

unacceptable compared to a state average of only seven per cent.

Similarly unfit for purpose are the external Outcare Visitor’s Centre and the internal official visits demountables. The Outcare Centre is in poor condition and is poorly located, far from the main entrance to the prison. The building itself is run-down and its staff face security risks due to the Centre’s distance from Bandyup’s Gatehouse.

The transportable buildings used for official visits (visits between prisoners and external service providers, legal representatives etc.) were also in poor condition. They lacked privacy and were unsafe for those who must use them to conduct sensitive interviews. We have recommended improvements to both of these facilities on numerous occasions.

Bandyup’s change management process also identified these deficiencies, and recommended their improvement or upgrade, in order to bring the prison in line with the Women’s Standard.

Table 3-5: Infrastructure and additional services required as a matter of urgency and in priority order (Bandyup Review Final Draft, DCS, 2017, pp.39, 41-42)

Required Upgrade	Description
Visits Centre	Current layout and footprint unsuitable for expansion. New centre required to facilitate: <ul style="list-style-type: none"> • increased capacity and privacy • separate spaces for children’s play area, search and change rooms, facilities • appropriate CCTV and staff levels • incorporated official visits.
Video Conferencing	To enable enhanced mother/child contact, especially for regional families
Day/Overnight Stay Unit	To facilitate extended visits for mothers with children in line with <i>Women in Prison: Prisons Standard</i>

While we acknowledge that the Women’s Standard is aspirational for government operated prisons (McMahon 2016), the continued failure by the Department, Government, and Treasury to ensure that funds for long overdue upgrades to Bandyup’s Visits Centre are prioritised must be addressed.

One positive addition to visits has been the introduction of a barista service. Freshly made coffee is now available during every visits session, which has enhanced visits and provided ongoing work experience for Bandyup’s trained baristas.

Improved videolink facilities

Since 2014 Bandyup has significantly improved its videolink capabilities. Its primary function is to facilitate court appearances and enable contact between prisoners and their legal representatives. It has also been used for a considerable number of social visits, often via other government agencies or departmental facilities (for example Community Corrections offices or other prisons).

This is a positive step for Bandyup, and one that is advantageous to those women now receiving visits that may otherwise have missed out. We encourage the Department and prison to build on this success, and reach a broader audience, by introducing Skype or similar e-visit technology.

E-visit services like Skype are no longer new technology. It is technology that has been around for a long time, and the fact that the Department has not put it to better use is an ongoing frustration and wasted opportunity. It has conducted numerous feasibility studies and trials to no result.

In 2016, following an inspection of Karnet Prison Farm, we recommended that the Department expedite its assessment of an e-visit trial, and make Skype or a similar technology available at Karnet. The Department supported this recommendation as an existing departmental initiative. However, it also claimed that security issues arising from a shared IT service arrangement with the Department of the Attorney General would require consideration prior to implementation (OICS, 2016a, p. 59). Given that the Department of Corrective Services and the Department of the Attorney General have now merged, this should now be all the more achievable.

The Department has equivocated over the introduction of e-visit technology in its prisons for a decade (OICS, 2008a, p. 46). It is now time to deliver.

The lack of regular family visits is an obvious gap

Bandyup holds an annual Children's Christmas Party for the children of women in custody. Although the party is appreciated by those whose children attend, many other women miss out, including those who do not have children. At Acacia Prison regular family days held are recognised as providing an extremely positive experience for prisoners and their extended families.

The Department's new Women's Standard states that the Superintendent should:

[A]rrange family days at the prison where the whole family can attend and enjoy activities such as cooking (DCS, 2016, p. 23)

We support this standard and encourage both the Department and Bandyup to expedite the introduction of family days at Bandyup. As we have observed in this and every report on Bandyup, the Visits Centre is stale, impersonal, and not conducive to maintaining family connections. Family days in a more relaxed, natural setting would allow the women at Bandyup to reconnect with their loved ones in a positive and meaningful way.

Recommendation 6

Introduce regular family day visits for extended family members as well as children

The cost of staying in touch

One common source of complaint from prisoners at Bandyup related to the cost of calls to mobile phones. Family members are now more likely to have mobile phones as their primary contact point than landlines, but the Department's phone plan for prisoners has

significantly more expensive phone calls to mobile phones than to land lines. For example, a 10 minute phone call to landline costs a prisoner just 36 cents, while calls to a mobile phone cost 55 cents per minute, or \$5.50 for a 10 minute call. This is out of touch with changes to community practice and should be updated. With the variety of providers and plans now available the Department should commit to finding a more competitive plan to ensure prisoners are able to maintain family connections.

Recommendation 7

Ensure prisoners have access to cheaper calls to mobile phones



Photo 6: An interview room in Official Visits



Photo 7: The children's play area in the Visits Centre



Photo 8: Bandyup's social Visits Centre

3.6 ABORIGINAL WOMEN

Fewer Aboriginal women are at Bandyup due to more dispersal options

At the 2014 inspection of Bandyup, 45 per cent of its prisoner population was Aboriginal. By the 2017 inspection this had fallen to around 40 per cent. The opening of Melaleuca had taken many including: those on remand, on short stay sentences, and those paying off fines. In fact at the time of the 2017 inspection, Melaleuca's prisoner population was more than half Aboriginal.

The number of out-of-country women at Bandyup is now fewer than it has been in previous years. This is commendable. The increase in accommodation for women at the new Eastern Goldfields Regional Prison (now totalling 50 beds) had improved the situation for women from the Goldfields and desert communities in particular.

However, a small number of out of country women remained at Bandyup due to medical reasons, program placement, or the need to separate certain parties. The distress felt by these women is tangible, as is the effect on their health and wellbeing. At least one of these women was reportedly having videolink visits with family back home, but more support should be made available for those held out of country.

Now is a good time to do more for those still at Bandyup

The Aboriginal women at Bandyup were more settled and confident than in recent years. The calmer atmosphere meant that many were taking up opportunities in education and employment, and looking for other means of self-improvement.

In 2014 we found that Bandyup, despite its high Aboriginal population, lacked a number of key cultural features found at other prisons in the estate, including:

- a designated, cultural meeting place
- murals in and around the accommodation units
- language programs
- regular cook-ups.

At that time, the pressures of overcrowding consumed Bandyup's management, staff, and prisoners. Now that the population has dropped, there is an opportunity for even greater engagement with Aboriginal women. We encourage management and staff to make the most of this window.

3.7 MOTHERS AND PREGNANT WOMEN AT BANDYUP

Bandyup provides a safe domestic environment for mothers with babies

Bandyup has a strong and positive record in its management of women and babies, and this remained the case in 2017.

Mothers with infants at Bandyup reside in the Nursery, which is comprised of two standalone houses within Unit 5. Each house has a capacity of four, bringing the total capacity of the Nursery to eight. The Nursery houses have been built to Kid-safe standards, and the rooms are equipped with cots and change tables. The houses are

comfortable, safe, and attempt to provide mothers and their babies a normalised domestic environment. The babies are permitted to stay with their mothers at Bandyup until they are 12 months old, although sympathetic exceptions have been made in the past when capacity has permitted.

Unfortunately, the grounds surrounding the houses have been problematic for many years, and the mothers lack safe, enclosed outdoor areas to let their babies play. Each house has a backyard, but they are overgrown and due to their southern facing aspect are cold, damp, and lack sunshine in the winter.

Nursery capacity should be increased to avoid impact on women and their babies

In previous years the Nursery has been used to accommodate later term pregnant women, to settle them into the self-care environment and adjust to its routine. During the 2017 inspection however, the Nursery was at full capacity and pregnant women (including those in their third trimester) were residing in units across Bandyup.

During the inspection of Bandyup we heard that at least one pregnant woman in the late stages of her pregnancy had been told that she may have to give up her baby due to a lack of room in the Nursery houses. Understandably, this was causing her significant distress. Furthermore we heard that women were often not informed whether they had received approval for their babies to remain with until days before they were due. It would be wrong if women ever had their babies removed because there was insufficient capacity at Bandyup, and yet that appears to be a real risk.

Boronia Pre-release Centre for Women has the capacity to accommodate up to six mothers with children in residence (up to the age of four). However, Boronia is a minimum-security facility which limits the numbers of women who can access it. The recently commissioned Eastern Goldfields Regional Prison also includes a mothers and babies house in the women's unit. However, this is yet to be used, and its opening appears likely to encounter fierce resistance from officers. Elsewhere there have been ad hoc gestures towards mother and baby accommodation (note the change table in the laundry at West Kimberley Regional Prison). However, they are not fit for purpose, and not likely to be used.

Given the growing numbers of female prisoners in Western Australia, it is to be expected that the numbers of pregnant women and women with babies will also increase. They are a very small cohort but with significant need. It is incumbent on the Department to expand accommodation options for women and their newborns.

Recommendation 8

Expand accommodation for mothers and their babies at Bandyup and/or Boronia

Health care provision for the babies remains challenging

The health care of the pregnant women and mothers is provided by Bandyup's health centre and is supported by obstetric services at King Edward Memorial Hospital. However, the health centre staff are not permitted to treat the babies, so external health services must be engaged.

An MOU was established between the Department of Corrective Services and the Department of Health to allow a community-based Child Health Nurse to attend the prison on an as-needs basis, for regular developmental appointments, immunisations, and to assist with feeding. However, retaining regular staff has been an issue, and the service has been sporadic.

After-hours health care for the babies has been further supplemented by a community after-hours GP service, although the preference is for nominated carers (typically family members) to attend the prison and collect the baby. This is challenging, however, for those with family outside of the metropolitan area, which is often the case.

A single point of contact is still lacking

At the 2014 inspection we found a number of issues with the provision of care for the pregnant women and mothers at Bandyup. We recommended that a Nursery Coordinator role be reintroduced to be a single point of contact, and that the Nursery Unit Plan was updated, and that all staff who rotated through Unit 5 be appropriately trained and certified to work with children (OICS, 2014, pp. 77-78).

The Department supported this recommendation, but little had changed by 2017. The Unit Plan had been reviewed and updated, but no Nursery Coordinator position was approved. The mothers are well supported by Ngala, an early childhood and parenting support service provider, but we maintain that a single coordinating role for custodial and departmental matters would be appropriate.

We were also advised that the Department contacted the Working with Children Screening Unit to determine whether staff at Bandyup required a Working with Children Check. The Screening Unit confirmed that due to the nature of their duties the check was not required. We maintain nonetheless that the certification of relevant staff would seem a sensible precaution given their role and contact with babies.

Chapter 4

REHABILITATION

This chapter considers the options for rehabilitative services at Bandyup, starting with the orientation process on arrival, through assessment, treatment, case management, and preparation for release. As with other areas of the prison, reduced numbers had seen improved outcomes for staff and prisoners. In other areas however, longstanding systemic issues remained problematic.

4.1 RECEPTION

Movements through the reception area had decreased significantly

The number of movements in and out of Bandyup has fallen significantly since Melaleuca took over metropolitan reception in January 2017. Bandyup no longer receives prisoners directly from the police, and the number of court related movements in and out of the prison has more than halved. Over the same four month period, there were 729 fewer movements in 2017 than in 2016.

Table 4-1: Bandyup prisoner movements, 19 January - 5 May 2016 compared to 19 January - 5 May 2017

Movement type	19 January 2016 – 5 May 2016	19 January 2017 – 5 May 2017
Receivals	449	90
Discharges/Transfers	416	217
Court movements	281 (56 discharged from court)	116 (14 discharged from court)
Health appointments	228	222
Other	19	19
Total	1393	664

Reception processes were functioning well

Reception processes at Bandyup were functioning well. The staffing levels in the centre were sufficient and included an experienced mix of prison officers and VSOs. Reception staff no longer had to complete lengthy reception interviews with each new arrival, and their workload had decreased significantly.

Reception staff had an empathetic attitude to the women arriving at Bandyup. The welfare needs of the prisoners were prioritised, with officers allowing them to make calls to family if required. Reception staff, being a first point of contact for new prisoners to Bandyup, were able to refer the women to prison services, including the Transitional Manager and Prison Counselling Service.

Two prisoners were employed to work in the reception centre to assist the officers with certain administrative and domestic tasks. Their presence in the reception centre was positive for the new prisoners in introducing them to the site, and providing an appropriate conduit for the orientation process that followed.

The reception facility was not fit for purpose

Bandyup’s reception centre dates back to the prison’s original build, and was designed to process far fewer prisoners than it has had to in recent years. Years of wear and tear are evident, and the reception centre has been unfit for purpose for some years. The centre comprises a haphazard collection of rooms, corridors, and makeshift storage areas. Its design does not support the function of a modern, custodial reception centre, and the aged building has many deficiencies.

As discussed at length in Chapter 1 of this report, Bandyup’s change management process identified a number of infrastructure upgrades. The reception centre was identified as one of those areas in need of significant improvement.

Table 4-2: Infrastructure and additional services required as a matter of urgency and in priority order (Bandyup Review Final Draft, DCS, 2017, p.40)

Required Upgrade	Description
Reception Centre	Purpose built to accommodate expected traffic, including: <ul style="list-style-type: none"> • appropriate configuration, storage capacity, ablutions, sally-port • additional interview rooms, search rooms, laundry, office space.

The review’s findings regarding the reception centre reflect our own. We urge the Department and Treasury to take advantage of the current temporary reduction in its use to address this issue.



Photo 9: Lack of storage space left the Reception Centre crowded and unsafe



Photo 10: Lack of storage space left the Reception Centre crowded and unsafe

4.2 ORIENTATION

Orientation processes: up-to-date though not meeting need

Formal orientation processes were being followed and completed within departmental timeframes. New arrivals at Bandyup reside in Unit 4, where orientation processes are completed and a full-time peer support prisoner is in residence to assist as needed.

However, our pre-inspection survey results found that newly arrived prisoners felt uninformed. Fifty-four per cent of respondents felt that they did not get enough information to understand how the prison works when they first arrived. This is a high number, particularly considering that almost the same number (52%) said they were very upset when they first came to prison.

Only 11 per cent of respondents felt that staff helped them ‘very well’ when they first came to prison. By contrast, 48 per cent said the help they received from staff was ‘okay’, and 40 per cent felt that staff did not help them much at that time.

Orientation resources were out of date

In 2014 we recommended that the orientation process be reinvigorated. This was supported by the Department but no changes had been made (OICS, 2014, p. 116). We found that a number of items on the orientation checklist were outdated and no longer relevant. This may explain some of the negative survey responses. Officers interviewed during the inspection said that they found this frustrating. For example, the orientation

video is still referred to despite having been abandoned prior to our 2014 inspection (OICS, 2014, p. 69).

The only hard copy resource available was an outdated orientation handbook. This was still being provided to the new arrivals, despite being out of date and providing inaccurate information. This is poor practice, and could lead prisoners to unwittingly breach prison rules.

As part of our pre-inspection document request we were provided with draft versions of a new orientation handout and accompanying PowerPoint presentation. These were very good, and huge improvements on what was available to the women. However, they were not in use and we were not given a clear indication of when this would occur.

Orientation processes were also highlighted by Bandyup's change management process, which recommended the building of a purpose built orientation centre. Further proposed changes included an enhanced Orientation Officer role. This would include more active engagement in settling the new prisoners, helping them find work, enrol for courses, and arrange appointments with service providers. These proposals echo best practice found elsewhere in the estate, and we support its introduction at Bandyup.

Recommendation 9

Implement an improved orientation process as laid out in the Bandyup Review Final Draft

4.3 REMAND

Remand numbers have reduced though little else had changed

The remand profile at Bandyup had changed substantially. At our inspection in 2014, remand prisoners made up 38 per cent of the population. By 2017, with the opening of Melaleuca, the number of remand prisoners at Bandyup had fallen to 20 per cent of the total population (or 46 prisoners out of a population of 227). The number of remandees at Bandyup continued to fall, and at the time of writing was just 17 per cent.

Nonetheless, services for remand prisoners have not changed, and there is very little difference in the regime for remand and sentenced prisoners at Bandyup. The only discernible difference is that remand prisoners are permitted daily visits while sentenced prisoners may only have a maximum of two visits per week.

Legal resources remained impoverished, with resources occupying only a few shelves in the library. During the inspection we heard that they were not useful as guides for engagement with the legal process, and that they could only be accessed during library opening hours. One computer in the library had a limited case law database, but again we heard it was not helpful and so was rarely used.

Despite considerable improvements and upgrades to Bandyup's videolink facilities, Skype is still unavailable. Using Skype as a medium to allow lawyers to have remote face-to-face access to their clients would streamline the legal process.

The facilities for prisoners to appear at their court hearings via videolink were good. There were two rooms with state of the art videolink equipment, as well as two rooms with telephones that prisoners could use to allow lawyers to have private phone conversations with their lawyers. There was a VSO who staffed the videolink facility all day, or as long as courts were running. He had monitors at his desk which enabled him to see and hear the court proceedings, and record the decisions.

4.4 ASSESSMENTS

An efficient team for a complex task

While Bandyup's assessment team was largely up-to-date with their own case load, teething problems at Melaleuca were impacting their work. Partially completed assessment reports for women transferred from Melaleuca to Bandyup meant that prisoners were being transported without crucial information, including health, mental health, and security alerts. This was creating some risk. It also meant Bandyup staff had to redo some reports. Data provided prior to inspection did not suggest a significant backlog, and the assessment's team should be commended for their efforts. We expect the situation to improve as Melaleuca matures.

The assessment team at Bandyup comprised a Manager of Assessments, and two Assessment Writers (custodial officers seconded into the role). This team was responsible for completing a diverse range of reports relating to a range of custodial matters, including placement, management, parole, resocialisation, and immigration status. Furthermore, the complex needs of women in custody meant that the writers were often required to liaise with on-site services such as Ngala and the Family Links Officer.

Such reports are lengthy and complex and it can take the report writers some time to become confident in the role. But the roles are only filled for secondees for a six month period, which leads to a high turnover of writers. Extending one or both of the positions to a period of 12 to 18 months would ensure greater consistency and continuity of knowledge in the team.

4.5 CASE MANAGEMENT

Some improvements in an ineffective system

Case management in West Australian prisons is poorly developed and ineffective. The situation at Bandyup is no different, and we have commented on it numerous times (OICS, 2014, pp. 69-70). Staff move too frequently around the prison for the case management model to work as intended, and prisoners are genuinely confused about case management.

Small changes in practice at Bandyup, however, have seen some improvements. The method used by the relevant manager to follow up on late reporting by officers had been formalised, which resulted in an improved rate of contact report completion. While this is a positive outcome, it is disappointing that managers have to remind staff to be diligent with their responsibilities.

Changing the Department's system of offender management

The Department has acknowledged that the current case management system has been problematic for some time now, as evidenced by its commitment to introducing an upgraded approach. In 2015 the Individualised Integrated Offender Management (IIOM) was announced to much fanfare (DCS, 2015). There were some intermittent signs of improved case management (OICS, 2015, p. 30) but the promised comprehensive, statewide implementation promised never eventuated. Recent advice from the Department suggests that while some of its contents will be retained, IIOM has now been abandoned.

It is long past time for the Department to improve case management at all prisons. At Bandyup itself, the time to do so is now. It is calmer and quieter and this gives a window of improvement opportunity.

The Department does not need to invent another new vision or acronym. It simply needs to draw on good practice at Greenough Regional Prison which has implemented a strong case management model for women (OICS, 2014a, p. 57). Greenough's Integrated Offender Management Committee (IOMC) included a monthly roundtable meeting of relevant staff, where each prisoner's specific needs were considered. It was attended by the Transitional Manager, Employment Coordinator, Women's Support Officer, and education staff; and sets contact goals for each woman, and provides motivation for staff to maintain contact with each prisoner on an individual basis. While it may not be possible to replicate exactly the same model at Bandyup, there is much that could be learned from it.

Recommendation 10

Revise case management practice at Bandyup using Greenough Regional Prison's IOMC as a basis

4.6 PROGRAMS

Program delivery for women is not meeting demand

At Bandyup, offender treatment programs are not meeting demand or need. The number of female prisoners has increased substantially, but program delivery has decreased. We were told that programs scheduled for delivery at the Greenough women's precinct (Pathways and, Choice, Change and Consequences) had been cancelled and not replaced elsewhere in the system.

It was clear that the number of programs available for women at Bandyup was insufficient. Bandyup's program schedule for 2017 had been completely booked out by April of that year. At the time of the inspection the assessment team did not know their program schedule for 2018, and could not offer women any indication of when (or if) they were likely to gain program placement. At the time of printing however the 2018 schedule had been made available.

REHABILITATION

The range of treatment programs available for women also remains limited. The only courses available at Bandyup have dropped from four down to three, and do not meet the needs of many women. There are still no Aboriginal specific programs for women, despite their vast overrepresentation in West Australian prisons (40% of Bandyup's population in the week prior to our inspection). And there are no violent offending programs for women despite the known increase in violent offending by women. At the time of printing the Department informed us that the programs and interventions for female offenders were being reviewed and evaluated. We welcome this review and look forward to its outcomes.

Insufficient program delivery contributes to a higher prison population

The Department and the Prisoners Review Board regard treatment programs as an important element in rehabilitating prisoners. Those who have successfully completed programs are more likely to be granted parole than those who have not. However, many prisoners are not able to complete their required programs in time to apply for parole. The system has, in effect, set-up prisoners to fail to achieve parole at their earliest possible date.

Many women felt upset and let-down that they were not going to access required treatment programs until after their earliest eligibility date, the earliest date at which is prisoner is eligible to apply for parole. They had understood that if they did all that was required of them, and committed to turning their behaviour around, this would be taken into account and they would be considered for early release on parole. They described feeling misled, and felt that they were being set up to fail.

The Department has invested heavily in its suite of treatment programs, and is confident in their validity as treatment options. Departmental data provided indicates that women who have participated in programs have a lower rate of return to prison (29.41%) than those who have not (39.39%).

Table 4-3: Bandyup rate of return, by Aboriginality and program participation as at 28/2/2017

Program Participation	Prison Exits			Return			Rate of Return		
	A	NA	Total	A	NA	Total	A	NA	Total
Program Completers	24	27	51	11	4	15	45.83%	14.81%	29.41%
Non-Program Completers	73	59	132	31	21	52	42.47%	35.59%	39.39%
Total	97	86	183	42	25	67	43.03%	29.07%	36.61%

This being the case, the Department's failure to ensure prisoners have their treatment needs met before their release, does little to enhance public safety. It must therefore deliver more programs, and deliver them on time.

Recommendation 11

Increase therapeutic program delivery for female prisoners

4.7 PREPARATION FOR RELEASE**Improved processes but external services are stretched**

In 2014 we recommended that the Transitional Manager's role be revitalised and prisoner employee positions be reinstated in order to support the Transitional Manager's work (OICS, 2014, pp. 74-75). At that time the increased population had essentially reduced the role to remote triage, and the Transitional Manager had little one-to-one contact with the women.

The Transitional Manager has made a number of changes to her methodology and the results have been positive. She has introduced fortnightly roundtable meetings between herself and Bandyup's two main transitional service providers, Outcare and Ruah. This enables all parties to crosscheck their caseloads and ensure services are not being duplicated. The regular contact has also improved rapport and understanding between both the service providers and the women.

Prisoner employment positions have also been reintroduced after many years. The Transitional Manager's Clerk is typically a member of the peer support team, who has trust and rapport with both staff and other prisoners. They assist women complete often complex checklists which identify required services, and liaise between the women and the Transitional Manager. Monthly information sessions then link prisoners with service providers. This is a much improved system, and we heard positive feedback about both the Transitional Manager and her clerk. This is an excellent outcome.

Providing support to prisoners to transition back to society is a key element in reducing the number of people returning to prison (OICS, 2016b). However, considerable challenges remain. The lack of services available for women on release, particularly those with children, is a considerable obstacle for their smooth transition back into the community, and chance to make a fresh start. Furthermore, an extended tendering process for service providers hoping to deliver services for the Department has proven arduous at the least. This has resulted in uncertainty for vital transitional service providers. It was disappointing to find that impressive services for women had fallen away since the 2014 inspection of Bandyup, including the Sexual Assault Resource Centre (SARC), and the Patricia Giles Centre's domestic violence program, both of which were both lost due to funding issues.

Chapter 5

SAFETY AND SECURITY

Custodial security is generally regarded as being composed of the following, three related elements:

- physical security: physical structures, and mechanical, and electronic systems
- procedural (or process) security: systems and processes that ensure controlled site movement, searches, and screening of those moving in and out
- relational (or dynamic) security: a purposeful regime for prisoners, and positive, professional relationships between staff and prisoners that promotes understanding and intelligence sharing.

At the 2014 inspection Bandyup was under pressure on all of these fronts. Problems were compounded by infrastructure deficits, overcrowding, and the complexity of the prisoner group. By 2017 the decrease in the prisoner population had significantly eased tensions at the prison. Relational security had improved greatly as a result, but longstanding issues relating to physical and procedural security remained.

5.1 RELATIONAL SECURITY

Lower numbers have created a more positive and mutually respectful environment

The shift in Bandyup's cohort following the opening of Melaleuca has had a significant impact on the mood and 'temperature' of the prison. Our team observed unit officers interacting with prisoners in a polite and respectful manner. The women were more settled, the units were calmer, and officers were getting back to basics.

Previously volatile units had become much calmer and we observed far less swearing and disruption. Officers told us that they now had time to spend talking with the women, training probationary officers, and that they were no longer just focused on getting through each day. Many officers stated that when the population was at its peak they had not had the opportunity to speak with prisoners or engage with them. Their ability to engage was now far more regular and both officers and prisoners are less stressed.

The prisoners stated that with the lower population the officers were easier to get on with and that they felt more comfortable approaching them. The women were also benefiting from the reduced stress that had previously accompanied the constant turnover of short-term women on remand.

The 2014 inspection report recommended that Bandyup improve relational security, including an emphasis on respectful and positive interactions (OICS, 2014). We were understandably heartened then by what we saw during the 2017 inspection. However, these positive changes did not happen until Bandyup's population had dropped, and the complexity of the prisoner cohort diminished. Therefore, like much of the improvement we found at Bandyup in 2017, it had come about due to the change in cohort rather than any institutional changes in practice. Regardless of how it happened however, the change is positive and long overdue at Bandyup.

We are hopeful that the Department recognises the benefits of a reduced population at Bandyup, and is committed to ensuring such gains are not merely short term.

Bandyup's future remains uncertain, yet the environment we found should be fostered. In order to ensure this, steps should be taken to prevent its population increasing to such extremes again.

Improved relationships reaping rewards

Improved relationships between Bandyup's security team and officers had resulted in better quality and quantity of intelligence coming from the officers. Previous arrangements had seen an 'us and them'. However, there had been a significant improvement.

Efforts to create trust and engagement had proven effective. The security team increased their communication, visibility, and accessibility, and implemented practices that put them in more regular contact with the officers. Improved information flow from the units resulted in better intelligence regarding the type and quantities of drugs being sought, and by whom. This had resulted in more targeted searches and urine tests, and a higher strike rate than in the past.

5.2 PROCEDURAL SECURITY

Numerous police operations in recent years have demonstrated the extent of drug smuggling into West Australian prisons, in some instances by staff (The West Australian, 8 April 2014).

Security methods must be consistent to be effective

Bandyup's security team does an excellent job with what they have. However, we observed that a number of key security processes were not being performed thoroughly, seemingly due to familiarity between staff, and a reluctance to challenge one's peers.

The prison has a number of systems in place to prevent and detect the smuggling of contraband. All staff and visitors are required to pass through a metal detector, and are required to submit their bags and equipment for scanning and X-ray. Visitors are only pat searched or strip searched when there is sufficient evidence or suspicion through received intelligence.

Drug detection is supplemented by the sniffer dogs and their handlers at the drug detection dog unit (DDU). The DDU is routinely used at the gatehouse for visitors and throughout the prison. Indications by the DDU can identify individuals who have recently used drugs or are carrying drugs, either internally or externally.

However, staff are not subject to searches by the DDU, and security processes for departmental staff and vehicles were less than thorough. Staff searches were conducted in a cursory manner. During vehicle searches staff were not required to leave their vehicles, and lengthy conversations were carried out which detracted from the search procedures. We do not intend to suggest that staff are complicit in any wrongdoings, but vigilance must to be maintained, and a staff culture that prevents thorough security processing must be challenged.

Recommendation 12

Apply security procedures consistently and thoroughly

Mouth swab trial could reduce the need for strip searches

At the time of the inspection Bandyup was ready to commence a trial exercise of testing prisoners using mouth swabs rather than urinalysis. This move would reflect community practice, mirror the practice now used for testing staff, and eliminate the need for strip searching prior to each test. We support this trial at Bandyup and encourage the Department to strongly consider rolling out this practice, particularly in the women's and juvenile estates.

The reduction of strip searching is in line with the Women's Standard. These state that generally, women should not be strip searched, and further that strip searching women is largely ineffective (DCS, 2016, p. 37). Additionally, given the requirement that two female staff conduct all strip searching of female prisoners, moving away from this practice would mean that testing could be conducted by an officer of either sex.

The Bandyup trial included 50 prisoner tests via the collection of saliva samples. Bandyup had received the necessary equipment and test kits, but the trial had not commenced at the time of the inspection. Should the trial prove successful we would support any moves by the Department to introduce mouth swab testing across the estate.

5.3 PHYSICAL SECURITY**New detection systems installed but perimeter fence in need of maintenance**

Bandyup's perimeter detection systems have been upgraded, improving the security of the external fence. Furthermore new monitors have been installed in the control room which have enabled better monitoring and surveillance. However, rust erosion has been detected on the fence and will require maintenance if it is to remain secure.

The fence is inspected annually by a contracted service, which has recommended repair and maintenance of areas affected by rust. We were told that funding for this purpose had been allocated in the past, but withdrawn before any work could commence. Further delays will not only increase repair costs, but also security risks.

Unused building poses a risk to the public

An unused and dilapidated building at the front of the prison poses a considerable risk to public safety. The old staff social club (and onetime Superintendent's residence) is taped off, however, the rear pergola has collapsed, and we were informed that the interior floors have rotted out.

The building is located along the pathway between the Outcare Visitors Centre and the front gate of the prison. This means that all social visitors to the prison must walk past it on their way into the gatehouse, and although there is warning tape in place the building is easily accessible to anyone walking past. Many elderly guardians with children attend social visits at Bandyup, and children are known to run between the

SAFETY AND SECURITY



Photo 11: Rust erosion visible on perimeter fencing



Photo 12: This disused building is a public safety hazard

Outcare and the gatehouse. The semi-collapsed building is not only an eyesore but it is also an unacceptable risk. The building should be restored, made inaccessible, or demolished entirely.

Razor wire is still in place, staff still not trained in retrieval

Despite multiple recommendations from our Office, razor wire along Bandyup's perimeter fence line has not been removed, nor has there been any training in the removal of persons at height from the razor wire at the prison.

The need for razor wire is questionable. The gatehouse building has extended walls on either side which form part of the perimeter fence. These walls do not feature any razor wire, but are instead topped by a drum cowling, as are many other perimeter fences in the custodial estate. This section of the perimeter, however, is considered to be as secure as the continuing sections which include two rolls of razor wire at the base of the fence and one at its top.

The Department's MOU with Emergency Services is inadequate and out of date

If the razor wire is to remain without adequate training for staff, then contingency plans for the retrieval of persons from the wire must also be maintained. However, when the relevant documentation was requested prior to the inspection, the Department could only provide us with a 2012 MOU with the Fire and Emergency Services Authority – an agency that has not formally existed since that same year. The document does not address the removal of a person from razor wire, nor outline any shared procedures or responsibilities.

This issue is one that we have raised countless times and action is long overdue.

Chapter 6

BANDYUP'S STRUCTURED DAY

6.1 A WOMEN-CENTRED PHILOSOPHY VERSUS THE BOTTOM-LINE

Bandyup operates on a structured day model that is unique in Western Australian prisons. The model encourages women to practice self-determination by developing their own weekly activity plans, and to strive for personal development in a range of areas. During the 2017 inspection of Bandyup, the structured day model was under review as part of the broader change management project. Our Office acknowledges the drivers for this review, but remains supportive of the philosophy and intent of the original structured day model.

The structured day regime supports women

The structured day offers women combined engagement with employment, education, programs, and activities, and is designed to broaden and enrich individual experience. The regime is a five-day-a-week program, the content of which is determined by each prisoner. Workdays are divided into two sessions, providing nine sessions each week, with prisoners locked down on Friday mornings to allow for staff training. The structured day equates to a five hour and 25 minute work day, which results in higher contact hours than any other maximum-security prison in the state.

The sessions can be made up of work, education, activities, offender treatment programs, or a combination of all of these. For example, in addition to traditional prison industries the women can engage in a number of activities. During the 2017 inspection the following activities were available:

Table 6-1: Structured day activities available week commencing 22 May 2017

AM Activities		PM Activities	
Mon. AM	Fitness 'A' Fitness 'B'	Mon. PM	Crochet Team Sports
Tue. AM	Step Up Song writing	Tue. PM	Pilates Guitar
Wed. AM	Yoga 'A' Yoga 'B' Craft 'A' Craft 'B'	Wed. PM	Patchwork Get Fit
Thur. AM	Painting Step Up	Thur. PM	Relaxation Papier Mache Fitness
Fri. AM	Lockdown for staff training (no activities)	Fri. PM	Look Up Yok Djakoorliny

The structured day is designed to reflect women's lives in the community, which are typically different to men. Its intention is to offer holistic rehabilitation, including a focus on personal wellbeing, and responsible decision making.¹

¹ Bandyup Women's Prison Change Management Team, *Delivering the Bandyup Philosophy of Imprisonment through a Structured Day* (February 2005).

When the structured day was first introduced at Bandyup in January 2005, our Office found that it gave the prison regime a real sense of order and purpose (OICS, 2006). The then Inspector noted on completing his inspection, that it fed into every aspect of the prison – the sense of safety, quality of interracial relations, and morale of both staff and prisoners.

Level of engagement determines level of pay

The structured day model is reflected in the prison gratuity system, which rewards women's involvement based on the range of activities they choose to engage in. The amount of pay received depends on each woman's participation in a combination of work, education, offender programs, and community/recreational activities, rather than simply by securing a particular employment position (as is typical in other West Australian prisons).

However, in effect this level of self-determination gives the women the ability to determine their own gratuity level. Bandyup typically sees more prisoners receiving level 1 and 2 gratuities than other prisons. In 2017 over 60 per cent of the population were on level 1 or 2 gratuities, with 47 per cent of the population earning level 2. As a result, Bandyup consistently runs above budget for gratuities.

Table 6-2: Gratuity payments at Bandyup compared to the Department's standard levels

	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6	Total
Bandyup Total #	29	110	42	1	45	3	230
Bandyup Total %	12.6%	47.8%	18.3%	<1%	19.6%	<3%	100%
Standard Gratuity Levels	10%	15%	45%	20%	10%	-	100%

Aboriginal gratuity earnings were proportionally low

Despite the generally high gratuities paid to women at Bandyup, Aboriginal women (38% of the total population) did less well. While 16.9 per cent of non-Aboriginal women earned level 1 gratuities, just 5.6 per cent of Aboriginal women earned the same. By contrast, Aboriginal women were overrepresented at level 3 and level 5.

Table 6-3: Scheduled and actual gratuities levels – Facility Bandyup 15.05.2017

	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6	Total
Aboriginal #	5	40	22	-	21	-	88
Aboriginal %	5.6%	45.4%	25.0%	-	23.9%	-	100%
Non-Aboriginal #	24	70	20	1	24	3	142
Non-Aboriginal %	16.9%	49.3%	14.1%	<1%	16.9%	<3%	100%

We also noted that despite the breadth of options available at Bandyup a considerable number were not being taken up. This along with low levels of engagement by Aboriginal women could indicate that the activities on offer do not appeal to the Aboriginal women at Bandyup, or that they are disengaged with system altogether. A solution could be to offer a more deliberately targeted range of activities, designed to engage the Aboriginal women in particular. It is possible that greater emphasis on Aboriginal focused activities could see improvements in these engagement rates.

The future of the structured day is not guaranteed

The structured day was assessed in line with the broader review of Bandyup's processes, practices, services, and infrastructure in early 2017. That review included those issues raised above, and further noted operational challenges including:

- the lack of a manual or documented framework that outlines the structured day and its operations
- the structured day is not well embedded in TOMS, meaning that a number of key reports are inaccessible for Bandyup (including work location and employment history).

In order for women to be paid the correct level of gratuities, Bandyup's Industries Officer had to manually count off each woman's location every working day. Real time attendance records were manually compiled each morning and afternoon to confirm participation. This was an arduous task, and inefficient for record keeping and movement control.

The Bandyup Review Final Draft recommended that the Department either invest in updating and properly linking the structured day sessional module into TOMS (thereby making it available to all prisons), or shutting the module down entirely and returning Bandyup to a standard prison model. The document further notes the financial and operational gains that could be secured by returning Bandyup to a traditional, 'male-centric' regime.

While we acknowledge the current financial climate and budget pressures, we maintain the position that female prisoners should be treated as women who happen to be prisoners, rather than prisoners who happen to be women. The needs of female prisoners have not changed since the structured day model was first developed and introduced, and there is no less a need for a 'women-centric' operational philosophy. The Department's 2016 release of the Women's Standard confirms this.

We therefore maintain that, in line with the Women's Standard, the Department should continue to uphold a different approach to managing female and male prisoners.

Recommendation 13

Embed the structured day model into TOMS and offer it at all prisons holding women

6.2 EMPLOYMENT

Key prison industries

Employment opportunities for women at Bandyup have changed little since the 2014 inspection. Prison industries remain the primary employers, with smaller areas of employment found in unit cleaning, food service, and peer support. The main industries at Bandyup include:

- textiles – clothing production for female prisoners statewide, and other items
- laundry – prisoner laundry services
- kitchen – meal preparation for prisoners, staff, and visitors
- gardens – grounds work and maintenance across the prison site
- cleaning – cleaning across the prison (excluding accommodation units)
- skills and maintenance – simple routine maintenance across the prison site, and limited furniture making
- recreation – providing assistance to VSOs who manage prisoner recreation activities
- canteen – serving customers in the canteen, packing, and preparing customer orders.

Since the 2014 inspection, some changes had been made to industry workspaces but infrastructure issues remained. The laundry had moved to the main industries shed, gaining considerably more space, but losing outdoor drying areas. Cleaning, skills, and maintenance were now located in the one workshop area, but had lost work and office space. The industries area contained numerous OHS risks, and was not well protected from wet weather.

Section 95: a viable option?

Section 95 of the *Prisons Act 1981* (WA) permits approved minimum-security prisoners access to wellbeing and rehabilitation services, including opportunities for work, leisure, and recreation, outside of a prison facility. There are numerous reasons preventing the introduction of section 95 at Bandyup, including security concerns, infrastructure limitations, and the prevention of bullying and stand-over. These are not insurmountable however, and there would be considerable advantages to its introduction.

Although Bandyup is a metropolitan prison, it is in a secluded, semi-rural location away from foot traffic. External grounds and entry gardens at Bandyup have, in the past, been maintained by male section 95 workers from Wooroloo Prison Farm, 40 kilometres away. The carpark and approach roads could be maintained more cost-effectively by Bandyup workers than by men from Wooroloo, and access to the public roadway could facilitate driver training and traffic management courses. Section 95 could enable women to attend employment courses and even job interviews. The benefits its introduction could have for women's rehabilitation are considerable and the risks should be capable of management.

Recommendation 14

Introduce section 95 for minimum-security women at Bandyup



Photo 13: New skills aid prisoner rehabilitation

Accommodation options for a section 95 team

In 2010, Bandyup converted the former Nursery (now Unit 7) into a unit for prisoners approved for section 95. For some time women with section 95 approval were accommodated there, due to its relative isolation from the majority of the prison. But neither section 95 activities nor a dedicated officer were ever approved, and progress stalled (OICS, 2011). Unit 7 is now a self-care unit for medium or minimum-security prisoners with a good record of prison behaviour. The unit is very domestic and includes a small garden area.

If the Department and Bandyup proceed with the introduction of section 95 at Bandyup, suitably secure accommodation for a section 95 team must be found. Unit 7 is the obvious choice from existing options.

Staff leave should not result in workshop closures

We were disappointed to find that the textiles workshop, ordinarily a busy and productive workshop, was closed. The Textiles VSO was on leave for six weeks, during which the position remained unfilled. This meant the workshop, which typically employed up to 30 women per day, was closed for the duration of her leave.

The textiles workshop is Bandyup's single biggest industrial employer. The workshop also defrays costs to the Department by producing clothing and vinyl mattress covers for the entire women's estate. They also do considerable charity work, producing 30 Zonda mastectomy cushions per month and manufacturing street swags for the homeless.

The closure of the textiles workshop was not only bad for the prisoners who lost their employment for six weeks, but also a loss of supply for the Department and charities that benefited from their labour. In future instances where staff have significant periods of leave from their positions, every effort should be taken to ensure that industries are able to maintain levels of production and employment.

6.3 EDUCATION

Bandyup's Education Centre provides a high level of education and training

The education and training program is well designed, planned, and implemented to support and enhance the skill and knowledge requirements of prisoner students. The centre was operating effectively with 101 prisoners participating in education out of a total prison population of 232 (43.5%). This was consistent with the state average of education engagement in prisons.

The education centre, with an FTE of 7.5, included a Campus Manager, two Prison Education Coordinators, an Employment Coordinator, and an Aboriginal Education Worker. The centre offers a range of courses through basic adult education, to vocational training and tertiary studies, through a range of Registered Training Organisations and TAFEs.

Innovation paying its way

The education centre and Bandyup's management have worked together to ensure that courses can be followed up with relevant on-site work experience. Two examples of this are the introduction of a mobile coffee cart and creation of a forensic cleaning party.

For some years Bandyup has offered barista training, using equipment in the education centre that would otherwise sit idle, and in 2015 a mobile coffee cart was built that could transport the equipment machine and grinder around the prison. Students who had completed the course were then stationed in the Visits Centre, offering prisoners and visitors the chance to enjoy barista made coffee during their visit. This has enhanced visits, made better use of Bandyup equipment, and provided women with employment and training opportunities.

In previous years, Bandyup used contracted cleaning services to clean cells after incidents involving blood spills or other potentially infectious materials. These forensic cleaning services came at a considerable cost to the prison. In recent years however, a group of prisoners have undertaken an infection control cleaning course, qualifying them to perform such specialist cleaning roles.

The work is plainly challenging, but the women took real pride in their work. The combined qualification and real life experience places them in a good position to obtain ongoing employment on their release. Furthermore the training (although quite expensive) has proved to be a very good investment for the prison, with the first course paying for itself within two weeks. It is disappointing then, that at the time of the inspection the women were not receiving any additional remuneration or extras beyond the gratuities they received, despite saving the prison a considerable sum of money.

We were also informed that plans are in place for the introduction of a functioning beauty salon at Bandyup. The salon would employ women who have completed units as part of the Certificate II in Hairdressing and Certificate IV in Beauty. The salon could therefore offer workplace training and provide a service to the remaining prisoners, that would otherwise have to be contracted in. A location has been identified, and the equipment is already available and going unused. The introduction of such a facility would aid the prison financially and provide considerable benefit to the prisoners. We encourage the Department and Bandyup management to proceed with this innovative project and others like it.

Trialling offline personal devices

Bandyup is one of several West Australian prisons to benefit from the *Making the Connection: Improving Access to Higher Education for Low Socio-Economic Status Students with ICT Limitations* project run by the University of South Queensland (USQ). This project is trialling the provision of Offline Personal Devices (OPDs) for personal, out of hours study in prisons across Australia. The OPDs are essentially internet-restricted laptops that enable students to work in their cells. Women at Bandyup have been able to access this trial through USQ's Tertiary Preparation Program, and to date the OPDs are restricted to those women residing in self-care accommodation.

Education has access to a further 14 e-readers (small electronic tablets), that have reportedly never been used. The education centre was planning to use them for Adult Basic Education courses in the coming semesters. These closed devices would allow the student to take a considerable amount of downloaded material to read in their cells at night and on weekends. This would be of considerable benefit to students at Bandyup, and we strongly supports such innovations, provided they are suitably secure.

Education in the custodial environment is fast falling behind the times, as education is increasingly integrated with online platforms. In order for prisoners to continue their studies upon their release, or even simply be confident with use of computers, more must be done to ensure secure access to information technology. The USQ *Making the Connection* program is a good example of how appropriate technology can safely be managed in prisons, and we encourage the Department to consider expanding its use of technology for such purposes.

At the time of writing, our review branch is in the process of finalising *The Digital Divide: Prisoner access to ICT*. This review will consider these issues in depth and make systemic recommendations.

Opportunities for Aboriginal women

Bandyup's education centre employs a well-qualified and regarded Aboriginal Education Worker and runs a number of Aboriginal specific courses, including Keep Your Culture, Keep Your Job, and The Sound Way literacy program. The target for engagement with Aboriginal prisoners was set at 45 per cent, but fell somewhat short at 36 per cent.

BANDYUP'S STRUCTURED DAY

The Aboriginal Education Worker works with those students completing the USQ Tertiary Preparation Program and assists the Self-Paced Learning students with literacy, numeracy, and further study skills.



Photo 14: Art and supplies in the Community Hall art room

Chapter 7

HEALTH AND MENTAL HEALTH

For some years the Department has been in the process of reviewing its delivery of health services. There has been ongoing consideration of whether to move from the current model (primary health care delivered by a health services division of the Department of Justice) to the Department of Health delivering services. At the time of writing reviews were still underway.

7.1 HEALTH SERVICES

Mixed views of a stretched service

Our pre-inspection survey of prisoners at Bandyup showed that respondents' satisfaction with health services and specialists at Bandyup had improved since 2014, but remained significantly lower than state averages. However, satisfaction with dental and psychiatric care had decreased marginally, putting it even further below state averages.

Table 7-1: Prisoner satisfaction with Bandyup services, pre-inspection survey tool

Area	2014	2017	State Average
General health services	14%	23%	51%
Medical specialists	14%	24%	42%
Dental care	18%	15%	27%
Psychiatric care	14%	12%	21%

Our inspection team heard more positive comments about Bandyup's health services than at past inspections however. The women seemed to understand that staff were doing the best they could with the resources they had, and told us that wait times had improved considerably.

Pain management, both acute and chronic, is particularly problematic for prisoners, and there remains a strong tendency for staff to view requests for medication as drug seeking behaviour.

Dental services were also a common complaint, as at other prisons. In spite of a reduction in wait times, dental services fell short of community standards and were difficult to access. With minimal resources available, Bandyup's visiting dentist had little choice but to prioritise acute treatments (typically tooth removals) over restorative care. This had a profound impact on those women affected, who described the impact the loss of their teeth had on their self-esteem and ability to enjoy food.

Health services were better because of lower numbers

In 2014 we found that general health services were over-stretched and mental health services were wholly inadequate to meet demand (OICS, 2014). In 2017, prisoners and staff felt that life across the board had improved at Bandyup, and for the most part this included health services.

However, when asked to nominate specific aspects of care or service that had improved, staff and prisoners tended to mention a reduction in numbers and wait times. That is, the

range and type of services delivered were essentially unchanged. In short, the prison had not used the opportunity of the reduced prison population to revisit its strategic focus on women's health and wellbeing.

Bandyup's health centre is not fit for purpose

Bandyup's health centre is barely adequate to service a prisoner population of 230, yet in 2016 it serviced over 400 high-needs prisoners. The health centre footprint is too small, and has not been extended despite our repeated concerns (OICS, 2014, p. 89; OICS, 2011; OICS, 2008b).

In 2017 health care staff again raised their concerns about the centre's infrastructure and facilities which posed risks to hygiene, personal safety, and the service's ability to function as needed. Some of these issues pose risks to the health and safety of both staff and prisoners, including:

- narrow corridors (which do not allow two way passage if a gurney is in use)
- small offices that lack safe egress options
- insufficient number of treatment/consultation rooms for the number of specialists required to attend.

Bandyup's change management process identified the health centre as one of the key areas of the prison in need of upgrade.

Table 7-2: Infrastructure and additional services required as a matter of urgency and in priority order (Bandyup Review Final Draft, DCS, 2017, p.40)

Required Upgrade	Description
Health Centre	Current centre is not fit for purpose yet serves as a facility for the state (as per Casuarina Prison). Purpose built centre required including: <ul style="list-style-type: none"> • infirmary for long-term patients • aged-care facilities • prenatal unit • additional consultancy rooms and office space.

Bandyup's health centre facilitates services for the whole of the women's custodial estate. This includes high-needs prisoners such as pregnant, elderly, frail, or terminally-ill women. To this end the centre includes a ward with two secure hospital beds.

Casuarina Prison provides this function for the male estate via its 24-bed infirmary, which holds those male prisoners who require ongoing medical treatment or observation following release from hospital. In contrast, in the female estate prisoners have to remain in hospital until cleared. Each woman must remain under guard at all times, requiring staff from either Broadspectrum or Bandyup to conduct hospital sits. This comes at significant cost to the Department.

It is inevitable that Bandyup's population will rise again, and unless changes are made now this window of opportunity will be lost. In line with Recommendation 1, we strongly urge the Department, government, and Treasury to upgrade the Health Centre.

7.2 HEALTH CENTRE STAFF

Health staff are dedicated and committed, but were working in an environment that is professionally difficult and tested their resilience. As a result, end service delivery related predominantly to access to services, rather than the quality of those services.

Health centre staff had little opportunity for reflective practice or group learning. Despite the relative calm, we found that staff still had little time for any meaningful evaluation of existing services or delivery. Nor did they have the opportunity to collect, analyse, or review data to develop an evidence-based approach to service delivery or quality of care.

Mixed messages and tension across work areas

Most of the staff demonstrated both dedication and a keen interest in their work. However, it also became apparent that morale and job satisfaction among some staff was low and that tensions existed in some work areas. Various clinicians and support staff consistently reported that they felt under pressure to conform to a particular set of practices that were not clearly understood or explained.

Communication to staff members was often viewed as ambiguous, and varied from manager to manager. It was clear that lines of responsibility, accountability, and communication needed attention. Patients also described inconsistent communications and practices when being seen by different members of staff.

A secondary effect of poor communication and clarity of focus is an increase in the perception of bullying across different staff groups. We were informed that a number of outstanding grievances and complaints were under investigation, and that there was a degree of scepticism regarding both the process and outcomes.

Failure to develop and retain staff poses risks to both staff and the prisoner population

In 2014 we found that chronic underinvestment had put staff at risk of losing their identity as a cohesive multidisciplinary team (OICS, 2014, p. 87). In 2017 it became apparent that, flowing from the situation we found in 2014, the recruitment and retention of staff had been difficult.

Staff experienced frustration at the length of time involved in recruitment for critical positions, and the centre's inability to backfill positions when staff were away for long periods of leave. Despite evidence of commitment, passion, and dedication, there is a sense of failure in the delivery of quality clinical treatment relating to the availability of resources, primarily staffing. This directly impacts the development and delivery of best practice. Many reported feeling that their skills were underutilised and undervalued.

Recruitment and retention of staff, and nurses in particular, was problematic. Relying on fixed-term staff did not allow the Health Centre to lever long-term benefits for staff and continuity of care for patients. In addition it does not lend itself to developing a culturally aware and informed cohort of staff, an important consideration given Bandyup's diverse population.

We were concerned at the lack of personal and professional development afforded to health staff. This is directly linked to the low levels of morale. Time allowed for staff to

attend professional development courses has been reduced and clinical supervision is not freely available. Nurses described feeling isolated, behind, and out of date with new practices and treatments.

Vacancies pose risks to continuity and consistency of treatment, and mean that specialist areas are under resourced and under developed. For example, the health centre was without a blood-borne virus (BBV) specialist. This meant that no single staff member had responsibility for the collection and analysis of BBV prevalence at the prison, and the health centre was unable to properly identify the number of infected prisoners. We were told that the known rate of women infected with hepatitis C at Bandyup was around 10 per cent. At the time of the 2014 inspection however, when Bandyup did have a BBV specialist, the rate was known to be around 70 per cent (OICS, 2014, p. 100). This vast discrepancy can only be attributed to ineffective data collection, meaning that the rate of hepatitis C infection at Bandyup is likely to be far higher than only 10 per cent.

Recommendation 15

Ensure health care staff are retained and adequately resourced to develop a holistic women-centric model of care at Bandyup

7.3 MENTAL HEALTH CARE**Mental health care is still crisis driven**

It is well documented that women are more prone to major mental illness than men, and this is often exacerbated by complex histories of abuse (Parkes & Freshwater, 2015).

Staff told us that, in their opinion mental health services had deteriorated as a result of the primary health care model. Mental health care was not being delivered in a holistic manner, and as such women suffering from depression or other psychological health problems were missing out on support available from avenues other than psychiatry.

The model of care also meant that the service was reactive, with meeting the basic needs of the most severely distressed women becoming the clear priority. A number of staff referred to the mental health care they provided as 'crisis driven'. We found (as in previous inspections) that staff did not have the time to develop long-term strategies to assist patients in a proactive and sustainable way. Nor were they able to implement holistic, therapeutic, trauma-informed care. Evidence suggests that in order to improve mental health, patients need to have ongoing access to care so that future episodes or issues can be averted or in the least mitigated.

The Crisis Care Unit does not provide a therapeutic environment

One specific issue raised by staff was the lack of a dedicated therapeutic environment for the management of women experiencing psychological distress. The Crisis Care Unit (CCU) is adequate in relation to keeping women safe, but it is not therapeutic. This left some staff reluctant to refer placement to the CCU, as it was at odds with their commitment and dedication to caring for their patients.

HEALTH AND MENTAL HEALTH

Other issues relating to the CCU raised with us included:

- there is a need for a second officer to be placed in the CCU at all times
- lack of camera coverage in the hallways and dayroom of the CCU is a risk
- noise travelling between the Management Unit (MMU) and the CCU was disruptive to the patients in the CCU and at times potentially harmful
- the only phone in the unit is placed in the MMU, so CCU patients must enter the MMU to use it.

These issues pose risks to both staff and prisoners in the CCU. In 2014 we recommended that the Department work jointly with the Department of Health and the Mental Health Commission to commission a dedicated mental health unit at Bandyup. We further recommended that such a unit should be operated differently from standard prison units, with a multidisciplinary team, including a full-time forensic psychiatrist, supported by an appropriately trained staff. The Department supported our recommendation in part, and stated that:

The Department has reviewed the mental health management facilities and staffing needs at Bandyup. Immediate, medium and long-term strategies are being developed that will address the needs of mentally ill prisoners and those in need of crisis care (OICS, 2014, p. 109).



Photo 15: The Crisis Care Unit (CCU)



Photo 16: A management cell in the MMU

This commitment was not met and we were advised prior to the 2017 inspection that a:

[C]omprehensive review of policies, practices and procedures to optimise the care and supports provided for mentally ill and psychologically vulnerable prisoners at Bandyup *has commenced*. [Emphasis added]

It is likely that this refers to the broader review of health services in general that is currently ongoing within the Department. We also note that as part of the Bandyup change management project, upgrades to the CCU were recommended, including specific mention of the need for a therapeutic open air area (see Chapter 1). We urge the Department and Treasury to take this recommendation, and our own from 2014, into account when completing this review and allocating associated resourcing.

Appendix 1

ACRONYMS

ASHR	Assistant Superintendent Harm Reduction
ASOS	Assistant Superintendent Offender Services
AVS	Aboriginal Visitors Scheme
BBV	Blood-borne virus
CCU	Crisis Care Unit
DCS	Department of Corrective Services
DDU	Drug Detection Unit
IIOM	Individualised Integrated Offender Management
IOMC	Integrated Offender Management Committee
MMU	Management Unit
OICS	Office of the Inspector of Custodial Services
OPD	Offline Personal Device
PADS	Performance Appraisal and Development System
PSO	Prison Support Officer
TOMS	Total Offender Management System
USQ	University of South Queensland
VSO	Vocational Support Officer
WAPOU	Western Australian Prison Officers Union

Appendix 2

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Appendix 3

DEPARTMENT OF JUSTICE RESPONSE



Government of **Western Australia**
Department of **Justice**

Response to the announced inspection: Bandyup Women's Prison

DEPARTMENT OF JUSTICE RESPONSE

Response to the announced inspection:
Bandyup Women's Prison

The Department of Justice welcomes the inspection of Bandyup Women's Prison as part of the Inspectors announced schedule of inspections for 2016/17.

The Department has reviewed the report and noted a level of acceptance against the 15 recommendations.

Appendix A contains a number of comments for your attention and consideration.

Response to the announced inspection:
Bandyup Women's Prison

Progress since inspection

Since the inspection the Department has made further improvements to its operations at Bandyup Women's Prison. With the opening of Melaleuca, the lower number of prisoners at Bandyup has enabled a range of internal refurbishments to occur.

Workforce

All vacant Vocation Support Officer (VSO) positions have been advertised and filled substantively. All newly commenced VSOs have either received the Entry Training Program, or are scheduled to attend in the next available course at the Academy.

The vacant Senior Officer Reception position has been advertised and it is envisaged that this proves will be finalised before the end of the year.

Services and Operations

Planning has commenced for the production of maternity wear, which will be made within the textiles workshop. Initially this will be a small range, primarily for the women at Bandyup, however, it is hoped that this range can be potentially rolled out to other facilities as required.

Planning has commenced on creating additional mother and baby accommodation at Bandyup. The work will consist of "child proofing" an additional house and providing the necessary furniture. This work is scheduled to be completed in the New Year.

The children's Christmas party this year will be extended to include parents and grandparents; attending for the first time in many years. This is a first step in moving to a more advanced practice of family visits. In the past parents and carers have remained external to the prison whilst the children attended the Christmas party within Bandyup.

Section 95 activities are set to commence at Bandyup. A small pool of Section 95 approved offenders will undertake some local work around the prison surrounds. The longer term view is to create a number of opportunities external to the facility for the offenders to be placed at during the course of the working day; ideally these positions will be in Midland and the surrounding area at places such as the Salvation Army and other charities.

The manner in which gratuities is paid at Bandyup is reverting to the same manner as all of the State's other prisons with offenders being paid on a daily basis instead of weekly. The structured day will reflect a more scheduled work day, with programs and recreation embedded into the structure. Recreation times will be split so Unit 1 can have recreation by themselves to allow the women to enjoy the larger open space without intimidation from offenders from the other Units. Current programs will be retained and scheduled to reduce impact on industry.

Response to the announced inspection:
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Security

Security procedures at Bandyup are being regularly reviewed. There is now a requirement for all coats, umbrellas and other such items to be placed through the x-ray machine, instead of the previous practice of wearing them through the walk through detector. Liquids, such as coffee cups and opened bottles are no longer allowed to enter the prison. Regular breath testing has commenced across the site on a random basis. The urine screening matrix for self-care has been reintroduced. Vehicles are no longer permitted to park in close proximity to the external perimeter fence and the amount of pallets and peripheral material stored outside the external store has been reduced or removed completely.

Response to the announced inspection:
Bandyup Women's Prison

Response to Recommendations

1 The Government should ensure funding for necessary infrastructure upgrades at Bandyup. Priorities include Unit 1, the Health Centre, Visits, and Reception.

Response:

The Strategic Asset Plan is currently being updated to address current and future needs. The Department is also drafting a robust service delivery based Custodial Infrastructure Plan to provide capacity in the male and female estate. This includes options for the future expansion of Bandyup Prison. However this recommendation is dependent on the necessary funding being provided.

Responsible Business Area: Corporate Services

Proposed Completion Date: 30/10/2018

Level of Acceptance: Supported in Principle

2 Stabilise Bandyup's management team and progress the change management review.

Response:

The Department acknowledges that continuity of senior management teams is important, however, professional development and succession planning is also essential. Whilst professional development opportunities have caused a change in the management team, the structure continues to be stable with the majority of staff being existing experienced Bandyup staff members. The daily operations are settled and stable. Work continues on the implementation of the change management review.

Responsible Business Area: Adult Custodial Operations

Proposed Completion Date: 30/06/2018

Level of Acceptance: Supported in Principle

3 Improve professional appraisal processes and staff training on their use.

Response:

The Department has commenced a review of the current Performance Appraisal and Development System. Following this review, the Department will identify and determine the training need, training product development and associated funding requirement.

Responsible Business Area: Regulation & Operational Services and Corporate Services

Proposed Completion Date: 1/12/2019

Level of Acceptance: Noted

Response to the announced inspection:
Bandyup Women's Prison

4 Ensure that all VSO positions are filled and that VSOs are adequately trained.

Response:

The process to fill funded VSO positions is an ongoing Department initiative. The Academy has reinvigorated the ETP and has delivered two training programs in the current calendar year with plans of ongoing courses.

Responsible Business Area: Adult Custodial Operations

Proposed Completion Date: Completed

Level of Acceptance: Supported

5 The textiles workshop should produce a small range of maternity wear for expectant mothers.

Response:

Bandyup's textile workshop will commence production of a small range of maternity wear for expectant mothers.

Responsible Business Area: Superintendent

Proposed Completion Date: 31/12/2017

Level of Acceptance: Supported

6 Introduce regular family day visits for extended family members as well as children.

Response:

With the decreased numbers at Bandyup the reintroduction of family day visits broken down into individual cohorts (space specific) may be revisited.

Responsible Business Area: Superintendent

Proposed Completion Date: 31/12/2017

Level of Acceptance: Supported in Principle

7 Ensure prisoners have access to cheaper calls to mobile phones.

Response:

Prisoner Telephony is listed on the ICT Transformation Roadmap, which will govern the Department's transition to GovNext ICT Services.

Responsible Business Area: Knowledge Information and Technology

Proposed Completion Date: 31/12/2019

Level of Acceptance: Supported in Principle

Response to the announced inspection:
Bandyup Women's Prison

8 Expand accommodation for mothers and their babies at Bandyup and/or Boronia.

Response:

Possible additional mother/baby accommodation will be considered as part of the Custodial Infrastructure Plan. In the interim, Bandyup will consider the option of repurposing the third house within Unit 5.

Responsible Business Area: Superintendent

Proposed Completion Date: 30/06/2018

Level of Acceptance: Supported in Principle

9 Implement an improved orientation process as laid out in the Bandyup Review Final Draft.

Response:

The Orientation Process that was documented in the Bandyup Review will be implemented once operational issues have been assessed.

Responsible Business Area: Superintendent

Proposed Completion Date: 30/06/2018

Level of Acceptance: Supported

10 Revise case management practice at Bandyup using Greenough Regional Prison IOMC as a basis.

Response:

The case management model at Bandyup will be revised utilising the Greenough model as a basis.

Responsible Business Area: Superintendent

Proposed Completion Date: 30/06/2018

Level of Acceptance: Supported in Principle

11 Increase therapeutic program delivery or female prisoners.

Response:

Demand for Pathways and Choice, Change and Consequence (CCC) programs at Bandyup has been under review and the outcomes from this review will be looked at in the coming months in relation to the need for further programs. Offender Programs has been in discussion with the current Superintendent at Bandyup to identify further suitable room space to deliver programs, which will enable an increase in the delivery of programs. These discussions will be ongoing. The new suite of rehabilitation and reintegration services, as a result of the recent procurement process, will be gender specific and culturally appropriate. The new services commence on 1 April 2018.

Response to the announced inspection:
Bandyup Women's Prison

Responsible Business Area: Offender Programs
Proposed Completion Date: 30/04/2018
Level of Acceptance: Supported

12 Apply security procedures consistently and thoroughly.

Response:

It is the expectation of the Department that all facility staff adhere and apply correct security procedures. The Bandyup management team have updated Gatehouse Security procedures and will reinforce expectations and provide support where required to ensure compliance with Department policy and procedures.

Responsible Business Area: Superintendent
Proposed Completion Date: Completed
Level of Acceptance: Supported

13 Embed the scheduled day model into TOMS and offer it at all prisons holding women.

Response:

This is no longer required as Bandyup are reverting to the standard Gratuities system that already exists in TOMS.
The scheduled day model is being reviewed but will not be directly linked to the Gratuities module.

Level of Acceptance: Not Supported

14 Introduce section 95 for minimum-security women at Bandyup.

Response:

There are approved section 95 programs at Bandyup. At present there are no suitable approved prisoners to undertake these activities. Prisoners are being assessed for suitability, however the changing population reduces the capacity to maintain a work party.

Responsible Business Area: Superintendent
Proposed Completion Date: Completed
Level of Acceptance: Supported – existing Departmental initiative

15 Ensure health care staff are retained and adequately resourced to develop a holistic women-centric model of care at Bandyup.

Response:

The Department of Justice is reviewing the current model of care provided at each of the health sites. The aim is to transition to an evidence-based nurse led model of

Response to the announced inspection:
Bandyup Women's Prison

primary care that ensures better health outcomes for patients and a supportive structure for staff.

Responsible Business Area: Health Services
Proposed Completion Date: 01/07/2018
Level of Acceptance: Supported in Principle

Appendix 4

THE INSPECTION TEAM

Neil Morgan	Inspector of Custodial Services
Andrew Harvey	Deputy Inspector
Natalie Gibson	Director of Operations
Lauren Netto	Principal Inspections and Research Officer
Stephanie McFarlane	Principal Inspections and Research Officer
Jim Bryden	Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Dr Dawn Freshwater	Vice Chancellor, University of Western Australia
Lisa Steele	Principal Officer, Custodial Inspectorate Tasmania Ombudsman
Kirsty Bower	Administration and Research Officer, Custodial Inspectorate Tasmania Ombudsman
Grazia Pagano	Education Consultant

Appendix 5

KEY INSPECTION DATES

Formal notification of announced inspection	25 January 2017
Pre-inspection community consultation	4 April 2017
Start of on-site phase	21 May 2017
Completion of on-site phase	26 May 2017
Presentation of preliminary findings	31 May 2017
Draft report sent to the Department of Justice	27 October 2017
Draft report returned by the Department of Justice	24 November 2017
Declaration of prepared report	12 December 2017



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



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