



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

2017 INSPECTION OF
BUNBURY REGIONAL PRISON

115

FEBRUARY 2018

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2017 Inspection of Bunbury Regional Prison

Office of the Inspector of Custodial Services
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Perth WA 6000

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Inspector's Overview

BUNBURY REGIONAL PRISON IS PERFORMING WELL, BUT THE PENDING EXPANSION MUST BE PROPERLY MANAGED AND RESOURCED

BUNBURY REGIONAL PRISON IS BEING EXPANDED

In December 2017, the State Government announced that Bunbury Regional Prison (Bunbury) and Casuarina Prison (Casuarina) will be expanded, adding 672 beds to the prison system (Logan and Wyatt, 2017).

Casuarina will have four new, double-bunked accommodation units with a total capacity of 512. Bunbury will have a new, double-bunked accommodation unit inside the main prison, and an unused minimum-security section just outside the main prison (Unit 5) will be re-opened. In total, Bunbury will hold another 160 prisoners.

The Government has committed to upgrading some facilities at the two prisons, including kitchens, laundries and video court facilities. It is not yet clear, however, whether additional resources will be put into areas such as education, employment and health services.

The two projects are scheduled for completion by the end of 2019. The total projected cost is \$120 million - \$96.3 million will be spent on Casuarina and \$23.7 million on Bunbury. The Bunbury project will be funded through the Royalties for Regions program as a high priority infrastructure project. It will bring a number of short-term and long-term employment opportunities to the city.

This is a remarkable change in fortunes for Bunbury. Twelve years ago it had been earmarked for potential closure. At the end of 2019, it will be the State's fourth largest prison, after the three metropolitan megaliths of Acacia, Casuarina and Hakea.

THE EXPANSION PROJECTS NEED TO TARGET NEED

From 2012 to 2017, the government dismissed or under-played the realities of prison overcrowding. This generated a number of risks for prison staff and prisoners. It also meant that the system had little or no capacity to handle further growth (OICS, 2016). I therefore welcome the new government's acknowledgement that the prison system is seriously overcrowded. I also welcome the commitment to invest in additional infrastructure.

It is important for the Department of Justice to use the expansion projects at Bunbury and Casuarina to better meet the needs of specific cohorts of offenders. They include people with mental health or substance abuse issues, as well as older or infirm prisoners. Better targeted services will improve the quality of interventions and reduce the risk of recidivism. Bunbury is ideally placed to meet some of these needs.

It may seem obvious that we need to target need, but in my view, opportunities were lost during the massive prison expansion programs that ran from 2009 to 2016. Well over \$700 million was spent on additional prison infrastructure. Some of this was certainly well-targeted. For example, the new Eastern Goldfields prison was desperately needed, and the privately-operated Acacia Prison used its expansion intelligently, developing more distinct regimes for young people and long-term prisoners. However,

BUNBURY REGIONAL PRISON IS PERFORMING WELL, BUT THE PENDING EXPANSION MUST BE PROPERLY MANAGED AND RESOURCED

the new accommodation that was added at prisons such as Hakea, Casuarina and Albany was simply seen as 'adding more beds'. Mental health and other needs were not built in.

Full details of the 2018 expansion plans for Bunbury and Casuarina are yet to be released. I urge the government and the Department to maximise the opportunity to target needs not numbers.

WE NEED TO FIND WAYS TO REDUCE THE PRISON POPULATION

It is not socially desirable or economically sustainable for prisoner numbers to grow as fast as in the last decade, and we should not focus simply on increasing prison capacity. The state needs to improve its evidence base on what is driving numbers, and to develop new strategies.

Western Australia's prison population was relatively stable during 2017. However, it had doubled from 2006 to 2016. This did not seem to be a response to rising crime, as there was no comparable change in the rate of recorded crime over the same period. There was also no comparable increase in the number of people serving sentences in the community. And, while prisoner numbers have gone up, the number of juveniles in detention has declined

WA has the highest rate of imprisonment in the country, apart from the Northern Territory, and by far the highest rate of Aboriginal imprisonment. Not surprisingly, costs have blown out. In addition to the huge capital expenditure costs, it now costs on average around \$120,000 a year to keep one person in prison.

The government has signalled its intentions to cap or reduce prisoner numbers, and a number of projects are underway. These include the 'Justice Pipeline' Model which seeks to improve data linkage in order to better understand the flow of people through the system, and the impacts of decisions and initiatives at different stages. This is long overdue and very welcome. Importantly, the Bunbury/Casuarina expansion projects provide a window of opportunity for this work to mature into criminal justice planning.

BUNBURY HAS BEEN PERFORMING WELL UNDER PRESSURE, BUT THE EXPANSION MUST BE PROPERLY PLANNED AND RESOURCED

This report shows that Bunbury is a good performer, as it has been for many years. It has shown an ability to respond to pressures and to manage change, usually with a minimum of fuss. It is therefore well-placed for the pending expansion. However, there are a number of existing pressure points. The expansion will add to these and pose additional challenges for the site, and for management, staff and prisoners.

The Bunbury prison site is unique in Western Australia. It is really two prisons in one, each self-contained. The main, medium security prison currently holds 220-230 prisoners. The separate Pre-release Unit (PRU) holds around 120.

BUNBURY REGIONAL PRISON IS PERFORMING WELL, BUT THE PENDING EXPANSION MUST BE PROPERLY MANAGED AND RESOURCED

The split site already presents significant logistical, security, management and resourcing challenges. Bunbury has never been allocated the resources for the PRU that have been given to similar-sized (or smaller) stand-alone prisons such as Boronia Pre-release Centre for Women and Pardelup Prison Farm. Although the PRU is very different from the main prison operationally and philosophically, it has no management team (just one manager), and does not have its own staff. Most services are provided through the main prison, and if priorities conflict, the main prison tends to take priority. These challenges will increase when numbers increase in the main prison and when Unit 5 (which is outside the perimeter of the main prison but adjacent to it) re-opens. Most of the recommendations in this report are designed not only to improve current practice but also to reduce future risk.

Prisoner numbers are already creating pressures and these pressures will increase. The main prison is currently operating at 50 per cent above its design capacity of 150. Most prisoners are sharing cells, some of which do not even meet Red Cross standards for single cells in developing countries (OICS, 2016). The PRU is 70 per cent above its design capacity and, as a result, has lost much of its identity and potential.

This report outlines the impact of these pressures. In short, the prison has astutely managed its resources, and some areas such as education have improved. But most services are under pressure, and backlogs or delays are too common. Health Services, in particular, have not kept pace with increased numbers and increased demand.

The new unit at Bunbury will increase the main prison's population by over 50 per cent. The government has said that the Casuarina and Bunbury expansion project will include any necessary upgrades to kitchens, laundries and video-links. But it is important that areas such as security, education, health, recreation and employment also receive adequate investment.

In summary, management and staff at Bunbury deserve the community's appreciation and respect for what they have achieved. It is a well-run prison and a good place to work. Unfortunately, a small number of staff still do not seem to recognise this.

Looking ahead to the expansion, the prison has the opportunity to build its standing as a safe, secure and positive environment, provided that the issues we have raised are addressed. But concrete planning needs to start now on issues such as infrastructure upgrades, management structures, services for the intended prisoner cohorts, and security and safety. This must involve collaborative engagement between the Department centrally and the prison itself.

Neil Morgan
12 February 2018

SUMMARY OF FINDINGS AND RECOMMENDATIONS

BUNBURY IN 2017

Bunbury Regional Prison (Bunbury) is, in fact, two prisons. The main prison is a mixed security classification, but predominantly a medium-security, facility. Located separately, but adjacent to the main prison, is the Pre-release Unit (PRU). This is a minimum-security facility that opened in 2008, and is designed to accommodate prisoners nearing the end of their sentences. Both facilities have experienced significant increases in the prisoner population over the last few years. This has been accommodated through double bunking across the site.

The inspection found that Bunbury in 2017 was a good performer but with opportunities for improvement and future challenges ahead. The Inspector cautioned the prison's leaders to remain vigilant in view of these changes, which will inevitably see the prison population increased.

The re-opening of Unit 5 is one of the upcoming changes. Unit 5 is a minimum-security accommodation unit located externally, but right next to, the front entrance of the main prison. It comprises 37 single cells. Unit 5 closed when the PRU opened in November 2008. Some work was done to refurbish it and it re-opened briefly for six months in 2010, after which it was again closed. The announcement that it will again re-open came shortly before we went in to inspect Bunbury in September 2017.

Recommendation 1

Ensure the additional necessary staff and services are funded and in place before re-opening Unit 5.

LEADING AND MANAGING

We found that Bunbury had an established, capable and substantive leadership team in place. Their biggest challenge at the time was negotiating the additional resources required to re-open Unit 5, and we believed that the team was more than capable of achieving a successful outcome.

The Principal Officer position, though, was ill-defined. It was under-utilised as a strong leadership position, but over-utilised for basic, administrative functions. In the light of this finding, we thought that the whole leadership team would benefit from a review of all their responsibilities. The review could address any gaps in resources for the management team, identify an optimal role for the Principal Officers, ensure coverage of crucial operational and service areas (like security and reintegration) is sufficient, and position the management team strongly going forward.

Recommendation 2

Review the management structure and responsibilities at Bunbury.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Bunbury was a good prison and a good place to work. Indicators of morale, like working well with each other and getting along well with prisoners, had increased since the last inspection. Fifty-seven per cent of staff who responded to our pre-inspection survey said they thought staff across the prison generally work well together, up from 42 per cent three years ago. And 73 per cent felt that staff and prisoners generally get on well, up from 60 per cent in 2014.

We were also pleased with the proactive approach towards staff training, which we found much improved since our last inspection. Opportunities for training were maximised, and the training officer was well-qualified and motivated.

KEEPING PRISONERS SAFE

Bunbury provided a safe environment for prisoners. The prison was calm and settled, and security across the site was managed by a capable team. But we found that security needed to be more proactive and strategic. There was not sufficient oversight of security processes and procedures to ensure accountability and maintain a strategic vision. The responsibility for security also seemed to be left to the security team, rather than being shared by all officers.

Recommendation 3

Improve engagement between security and staff.

Illicit drug use amongst prisoners is always an area of focus for our inspections. Bunbury had been trialling a new drug reduction strategy and we engaged a security expert to find out whether the strategy was working.

Any prisoner who tested positive to illicit drug use was automatically placed on an Individual Drug Management Regime. And they were subject to various restrictions whilst on this regime, like loss of contact visits, ineligibility for transfer to another prison, ineligibility for placement in earned supervision accommodation or in the PRU, and ineligibility for a single cell.

Each prisoner on the regime was case managed and supposed to have access to support services to assist them to overcome their addiction. However, there had been no increase in resourcing for the support services, like counselling, to help these prisoners fight their addictions. Consequently, prisoners on the regime felt that they were only subject to punishments on the regime with little or no rewards.

Recommendation 4

Increase resourcing for support services for the drug reduction strategy.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Prisoners also felt poorly informed about how the strategy works and the consequences of testing positive. They also felt that officers were poorly informed too, resulting in layering of punishments when they transgressed due to officers not being fully informed about how the strategy works.

Recommendation 5

Ensure staff and prisoners are fully informed about all aspects of the drug reduction strategy.

HEALTH AND WELLBEING

The overall quality of life for prisoners at Bunbury was higher than the state average, and 84 per cent of the prisoners who responded to our pre-inspection survey said that they mostly felt safe in the prison.

The prison had a well-functioning Aboriginal Services Committee. This committee met every two months, and comprised all the senior managers and any staff involved with Aboriginal prisoners. At these meetings they would discuss what services and opportunities are being provided for the Aboriginal men at Bunbury, and how these could be improved or expanded. It was a good, reflective process, and one rarely found at other sites. Our only criticism of the committee was that it was an internal one, with no external representatives. This was despite the prison's efforts to engage outside agencies.

There was an increasing remand population at Bunbury, and we found that the prison did not have a strategy to manage this cohort.

Recommendation 6

Develop a strategy for managing remand prisoners.

The prison was managing the day to day needs of prisoners well. Reception and orientation processes were working as they should, the peer support team and prisoner council were useful forums for prisoners to have their voices heard. The peer support team, in particular, was in a strong position and was led by a very experienced Prisoner Support Officer (PSO) who had been at Bunbury for 17 years. Management was responsive, considered and respectful towards these prisoner groups.

Recreation was kicking goals and, whilst visitors to the prison were treated well, the visits facilities could be improved. The food was freshly prepared and delicious and prisoners were unanimous in their positive attitudes towards the food!

They were less positive about the health services at Bunbury. Satisfaction levels had dropped significantly. In 2014, 60 per cent of prisoners said they thought general health services were good. This had dropped to just 33 per cent in 2017.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Prisoner numbers at Bunbury had increased since 2014, particularly in the PRU which had doubled its numbers. But there had been no accompanying increase in staffing in the health centre. And in fact, some services, like GP coverage, had actually been reduced. Mental health services were also under-resourced.

Recommendation 7

Increase nursing and GP coverage at Bunbury.

Prisoners were also dissatisfied with their ability to access the health centre using the telephone appointment system. More often than not their calls were not answered in person but went to a message bank. Many said they would just hang up as they did not feel comfortable leaving a message, unsure of who would listen to it, and unwilling to talk to a machine about their health problems.

Recommendation 8

Improve access to health services at Bunbury.

The team at Bunbury responsible for assessing prisoners' treatment needs were struggling to complete these assessments on time. These delays were impacting on prisoners' movement through and out of the prison system. Data we requested prior to the inspection showed that, of the 37 prisoners with an outstanding IMP, 21 were due to the treatment needs assessment not having been completed on time.

Recommendation 9

Ensure treatment assessments are done on time.

We found that prisoners were missing out on programs. As at 30 April 2017, 29 prisoners at Bunbury had passed their earliest date of release but were still in custody because they had not completed the programs recommended in their IMP. This was almost 10 per cent of the Bunbury prisoner population.

Recommendation 10

Ensure programs are sufficiently resourced to meet assessed need.

The education team was active and committed and education outcomes had improved. Prisoners were also taking up training opportunities.

We were particularly impressed with the employment levels amongst the prisoner population. With a 96 per cent employment rate, the prison was doing a good job of keeping prisoners meaningfully employed. Indeed, 60 per cent of the prisoners who responded to our pre-inspection survey said that they felt their time in prison was spent doing useful activities.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

BUNBURY'S SECOND PRISON – THE PRU

For most of its life, the PRU had not been allowed to function as intended, that is as a true pre-release facility. The PRU was originally designed to house 72 minimum-security prisoners in 12 houses (each house containing six rooms). But crowding pressures across the prison estate forced the PRU to start double-bunking some of the rooms in each house within six months of opening. Three rooms in each house were double-bunked, increasing its capacity to 108. Already, the pre-release philosophy was compromised.

In April 2014, after much lobbying by the Bunbury Superintendent, the Department approved a staged reduction in numbers at the PRU back to its original capacity of 72. In conjunction, the prison planned to only use the PRU for prisoners who had completed their mandatory treatment programs and who were, genuinely, on a pre-release and reintegration journey.

This strategy was short-lived, impacted as always by constantly increasing prisoner numbers across the prison estate. So when we arrived to inspect the prison for the sixth time in September 2017, the official capacity at the PRU had increased to a staggering 144, with every room double-bunked. The actual number of prisoners at the PRU during the inspection ranged from 127 to 130.

We commend staff and management on managing the transition from 72 to 144 prisoners as seamlessly as they did. Despite the population increase, the PRU was a calm environment. Incident levels have been low, and prisoners and staff working in the PRU continue to feel safe.

There were definitely some positives coming out of the PRU. More prisoners were leaving the prison for work and recreation, which was something we had previously recommended.

The impact of crowding in the PRU, however, remained:

- Infrastructure and equipment was inadequate for the number of prisoners.
- Essential services were struggling to meet demand.
- It was increasingly difficult for prisoners to maintain social connections.

With reference to the last point, the visits centre in the PRU was booked out at each visits session, and the noise level in the room was almost unbearable. We spoke with some family members who were leaving a visit session early because of the noise.

Recommendation 11

Improve the visits facilities in the PRU by soundproofing the visits centre and introducing outside visits.

Bunbury has introduced Skype visits to help prisoners, particularly those from other regions, maintain contact with family. But the Skype terminals were in the main prison,

SUMMARY OF FINDINGS AND RECOMMENDATIONS

and they were difficult for PRU prisoners to access – particularly as sessions could only be booked during the day when they were at work and their children were at school.

Recommendation 12

Provide Skype in the PRU.

We have long thought that the staffing model for the PRU was unsustainable and have previously recommended a dedicated staffing roster for the PRU, a recommendation that has not been supported. At this inspection we found that management staffing at the PRU was insufficient, and that the custodial staff roster was not appropriate.

Recommendation 13

Develop a specific roster for the PRU, and resource it with staff who are committed to the philosophy.

REINTEGRATION SERVICES

We found that transitional services were not adequately resourced. There was one Transitional Manager for more than 300 prisoners. We were pleased, though, to see that there were two prisoners working for her as Transitional Clerks. Remand prisoners were missing out on reintegration support. There could be more job-specific training available to skill prisoners to enable them to be immediately employable post-release.

None of the transitional services or reintegration providers' personnel worked against any performance measures. The contracted service provider only had to provide evidence of outputs, not outcomes. Outputs really refers to the number of contacts they had with prisoners requiring their services. There was no evidence of any performance indicator to measure how effective the services were, and whether prisoners were in fact being successfully reintegrated.

Recommendation 14

Develop and implement a reintegration model for all prisoners, that starts when they first enter Bunbury, and includes clear targets and performance measures.

FACT PAGE

NAME OF FACILITY

Bunbury Regional Prison

ROLE OF FACILITY

Bunbury Regional Prison is a multi-security prison. Its maximum-security unit (Unit 1) accommodates those on remand and/or those rated maximum-security for short periods of time. It has two medium-security units (Units 2 and 3) and a minimum-security Pre-release Unit (PRU) which is situated externally, but adjacent to, the main prison.

Bunbury's focus is on self-sufficiency and a major feature of the prison is a market garden which supplies a large proportion of the fresh vegetables used throughout WA's prison system. The prison's industries are productive, and include a vegetable preparation industry to process the vegetables harvested from the market garden. It is also one of the busiest prisons in the state in relation to program delivery.

LOCATION

Bunbury Regional Prison is located 11 kilometres south of Bunbury, and 183 kilometres south of Perth. The traditional owners of the land are the Noongar people.

BRIEF HISTORY

Bunbury Regional Prison opened in 1971 as a centre for up to 80 young offenders. It was re-commissioned as an adult prison, and in 1982, a minimum-security unit was added to the facility, initially accommodating 26 prisoners, which increased to 37 when another wing was added to the unit in the mid-1990s. In 2008, a new minimum-security unit opened at Bunbury, and the existing one closed. The new facility is the Pre-release Unit, which was built to accommodate 72 prisoners in a communal housing environment. Crowding across the estate has seen prisoner numbers increase significantly at Bunbury Regional Prison, as per the tables below.

CAPACITY INFORMATION

Unit 1

Houses all security ratings, punishment, protection, observation, close supervision, basic supervision and standard supervision.

Original Design Capacity	Current Capacity
13 mainstream single cells 4 separate confinement cells 2 observation cells	13 mainstream double bunked cells = 26 4 separate confinement cells 2 observation cells
TOTAL: 19	TOTAL: 32

Unit 2

Houses medium-security standard and basic supervision prisoners.

Original Design Capacity	Current Capacity
68 mainstream single cells	40 mainstream single cells 28 mainstream double bunked cells = 56
TOTAL: 68	TOTAL: 96

Unit 3

Houses medium- and minimum-security, earned supervision prisoners in a self care living environment.

Original Design Capacity	Current Capacity
70 mainstream single cells	30 mainstream single cells 40 mainstream double bunked cells = 80
TOTAL: 70	TOTAL: 110

Unit 4

Houses minimum-security earned supervision prisoners in a pre-release environment.

Original Design Capacity	Current Capacity
72 mainstream single cells	72 mainstream double bunked cells = 144
TOTAL: 72	TOTAL: 144

Unit 5

An existing minimum-security unit that has not been in use since 2010 but is due to re-open in 2018. Will house minimum-security, section 95 approved prisoners, prisoners on reintegration leave, earned supervision prisoners and those participating in the paid employment program.

Comprises 37 mainstream single cells.

TOTAL PRISON POPULATION

376

LAST INSPECTION

2 – 7 November 2014

Chapter 1

BUNBURY IN 2017

1.1 TWO PRISONS

Bunbury Regional Prison (Bunbury or BRP) is a mixed classification facility, receiving maximum, medium and minimum-security prisoners, including both remand and sentenced prisoners. It has a significant responsibility in preparing prisoners for release, and is a major producer of vegetables for the prison estate. The industries at the prison manufacture bunk beds for other prisons and the metal shop manages various external contracts. It has also been called a programs prison, and is one of the most active facilities when it comes to delivering rehabilitative programs to prisoners.



Photo 1: Bunbury produces large quantities of good quality vegetables.

Bunbury is, however, two prisons. The main prison is a medium/maximum-security facility that is the original building. It is 46 years old, having opened in 1971. The Pre-release Unit (PRU) is a minimum-security facility that opened in November 2008. The PRU was designed to accommodate prisoners nearing the end of their sentences, so the philosophy that informed the design and build of this centre was strongly reintegration focused.

Both sites are fully self-contained prisons, each with their own infrastructure and services to support the prison population residing there. Both have also been through significant change since the PRU opened nine years ago, manifested primarily in rapid increases in the prisoner populations. This journey is explored in various chapters of this report. The rest of this chapter provides a brief overview of the prison's general performance over the past six years.

INTRODUCTION



Photo 2: Bunbury produces large quantities of good quality vegetables.

1.2 SOME PAST INSPECTION HEADLINES

2011 – Performing well but in a period of transition and challenge

The Inspector, in the report of our 2010 inspection, noted that Bunbury has “a solid performance record” (OICS, 2011, p. v). We were positive about Bunbury following that inspection, and pleased with a number of well-functioning areas, like education, employment, programs, health, and re-entry services.

The struggles for the prison at that time were mainly in the management and staff areas. There was no substantive Superintendent in place, and there were a lot of ‘actors’ in the management team. The number of workers compensation claims was well above average, and we were concerned about the uncertain role of the PRU.

2015 – Performing well and a prison with further potential

Our fifth inspection of Bunbury in November 2014 again found that health, programs, and employment were doing well in keeping prisoners engaged. We noted that some areas, notably education, had drifted, and staff morale appeared fragile. But overall we thought it was a safe, secure, and productive prison.

Our concern about the role of the PRU had deepened, though. While the number of prisoners in the PRU had dropped back from a peak of 108 to a more manageable 72,

BUNBURY IN 2017

we still did not believe that the facility was sufficiently resourced to carry out its re-entry function. Our report compared it to other minimum-security and pre-release centres that have their own Superintendent and dedicated management team and that operated as standalone facilities.

1.3 THE 2017 INSPECTION

A good performer with opportunities for improvement and future challenges

We inspected Bunbury for the sixth time in September 2017. We found that Bunbury was, again, a good performer given its infrastructure limitations and increased prisoner numbers. The Inspector, in his presentation of the interim findings following the completion of the on-site inspection, congratulated staff and management at BRP, and said they should be proud and positive about working at Bunbury. He did, however, indicate that some areas have slipped and identified many opportunities for improvement.

The Inspector also urged Bunbury's leaders to remain vigilant in view of the significant challenges that lay ahead. There are immediate and longer term plans in place for Bunbury to expand. These are explained in Chapter 2.

1.4 INSPECTION METHODOLOGY

The themes for this inspection were simple:

- the impact of crowding at Bunbury
- Aboriginal representation across all security classifications
- preparing prisoners for release.

The prisoner population at Bunbury has increased substantially since our 2014 inspection. This has impacted on all areas of prison operations. Going into our sixth inspection of Bunbury we were most concerned about what this meant for preparing prisoners for successful reintegration into their communities. And also how Aboriginal prisoners would be affected given our past findings across various facilities. They show Aboriginal prisoners at a disadvantage when it comes to earned privilege status in prisons, having higher paying jobs, and obtaining a minimum-security classification.

In August 2017 we surveyed the prisoners and staff at Bunbury. Forty eight per cent of the prisoner population completed our survey in person. And 53 per cent of staff completed an online survey. The survey results provided a good snapshot of the prison for the inspection team going into the inspection. These results are reflected throughout this report to support inspection findings, highlight any anomalies between reality and perception, and as general background information.

Between this inspection and our previous inspection of Bunbury three years ago we had visited the prison eight times. This is our continuous inspection approach which ensures continuity over the three year period between inspections and a consistent monitoring presence. This provided the team with a sense of the state of the prison before we got

BUNBURY IN 2017

there for the inspection. We also had the following sources of pre-inspection evidence available:

- BRP management submission
- supporting documentation from the Department of Justice
- Independent Visitor reports
- service provider consultations.

The Inspector led an inspection team of six. Five were experienced Inspections and Research Officers who have worked for the Office for many years. The sixth member of the team was an external consultant (Andy Beck) whom we engaged based on his knowledge and experience of custodial environments. Andy was formerly Superintendent at Hakea Prison, an Assistant Commissioner with the Department of Corrective Services, and Director Operations (Justice) in the Asia Pacific region for Serco. He left Serco several months before this inspection. His inspection focus was security and operations.

Chapter 2

MANAGING THE PRISON

2.1 UNITS 1 TO 4

The prisoner population in the main prison had remained stable

The population of the main prison at Bunbury had not undergone any dramatic changes since we last inspected the prison in 2014. Then, there were 220 prisoners residing in the main prison, the same number as in 2017.

This does not mean that the prison has been immune from the surge in prisoner numbers affecting the entire prison estate. It only means that it was already crowded back in 2014, and it remained crowded in 2017. There is no more space in the existing accommodation units in the main prison to squeeze any more prisoners in.

There are four operational accommodation units at Bunbury. Unit 1 is the maximum-security unit. It is short-term accommodation for newly arrived prisoners, and those prisoners on a management and/or punishment regime, or who require close observation. Prisoners who may be at-risk to or from other prisoners at Bunbury may spend longer in Unit 1 until a more suitable placement option is found for them. This may involve transfer to another prison. The capacity of Unit 1 is 32. The numbers in the unit vary from day to day because of the nature of the unit. During the inspection week it held between 12 and 20 prisoners.

Unit 2 comprises 68 partially double-bunked cells with a total capacity for 96 prisoners. It is standard accommodation for medium-security prisoners, and the Unit to which prisoners from Unit 1 are usually first transferred. During the inspection there were 92 prisoners in Unit 2.



Photo 3: Unit 3 self-care cottages.

MANAGING THE PRISON

Unit 3 is the self-care unit in the main prison at Bunbury. It consists of 10 'cottages' and was originally designed to accommodate 70 prisoners. Crowding led to double-bunking in the unit and it now accommodates up to 110 prisoners.

Unit 4 is the external, standalone PRU located just up the hill from the main prison. This Unit has experienced the most instability in relation to fluctuating prisoner numbers since it opened in November 2008. When we inspected the PRU as part of our inspection of Bunbury in September 2017 there were 130 prisoners residing here. The profile, purpose, and pitfalls of the PRU are explored in Chapter 6 of this report. And then there is Unit 5.

2.2 UNIT 5

It was. Then it wasn't. Now it is.

Unit 5 is a minimum-security accommodation unit located externally, but right next to, the front entrance of the main prison. The unit is made up of 37 single cells. When it was operational, it accommodated minimum-security prisoners, many of whom were engaged in external (section 95) work outside the prison. The unit closed when the PRU opened in November 2008. Following some refurbishment, it re-opened briefly from May to November 2010. Then it was mothballed.

We recommended, as far back as two inspections ago in 2011, that Unit 5 be re-opened (OICS, 2011, Recommendation 19). Even then we were concerned that the profile of the PRU was confused, with prisoners being held there who did not fit a pre-release profile. We were also aware that minimum-security prisoners remained stuck in the main prison, a medium-security facility. The Department did not support this recommendation, commenting that re-opening this unit was "not required" (OICS, 2011, p. 71). In September 2017, we were advised that Unit 5 at Bunbury is set to re-open.

At the time of the inspection, the announcement about Unit 5 coming back on line had only just been made public. Bunbury's leaders have a lot of planning to do before this unit can become operational again. They need to establish a vision for Unit 5 which is appropriate to the location of the unit, the profile of prisoners who will reside there, and of course meets the necessary security and operational requirements. The Department of Justice must also ensure the prison is given adequate support and direction.

We were confident that the leadership team at Bunbury will prepare for and manage the recommissioning of Unit 5 in a careful and considered way. We understood that this is not just a matter of a few coats of paint and a general freshen up, although the unit as it now stands is in desperate need of this. If Unit 5 is to re-open as a fit-for-purpose minimum-security facility, operating within a true minimum-security philosophy, then it must be properly resourced.

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Photos 4, 5: Unit 5 will need some refurbishment before it re-opens.



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Photo 6: Unit 5 grassed area.

The prisoner population at Bunbury had increased from 297 in October 2014 to 345 in September 2017. The increase had been entirely in the PRU, through a program of total double-bunking across the whole site. While more custodial officers had been appointed to manage the extra numbers, there had been no increase in resources for the services these prisoners require. Services like health, education, reintegration, and programs. These services were struggling. Bunbury cannot manage any more prisoners without increasing the resources needed to service these prisoners. And Unit 5 should not open until these resources are funded and in place.

Recommendation 1

Ensure the additional necessary staff and services are funded and in place before re-opening Unit 5.

2.3 LEADING AND MANAGING

An established and capable leadership team

Bunbury had a stable management team that had been largely in place for at least the last couple of inspections. The team was experienced and, importantly, all substantive. The team had successfully managed a significant expansion in the numbers of prisoners, in the PRU in particular, over the past three years with no extra support. This was commendable.

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The leadership team at Bunbury manage two prisons, covering all security classifications. These facilities produce significant vegetable crops for the prison system and manufacture essential items required for other prisons like bunk beds and cyclone-proof window coverings. The prison is one of the busiest in relation to the provision of treatment programs. Most importantly, prisoners at Bunbury are kept busy and meaningfully engaged, despite their increasing numbers. The leaders at Bunbury work hard to make sure all of this stays on track.

The biggest challenge facing the leadership team was negotiating the additional resources before Unit 5's re-opening becomes real. These negotiations were still in train at the time of the inspection. We will continue to support and monitor the progress of these. We know that the leadership team at Bunbury is more than capable of achieving a successful outcome. We therefore urge the Department to work with the team at Bunbury, to reach mutually agreeable decisions about appropriate resourcing as the prison expands.

HR services were positive and professional

We found a well-functioning HR and administrative support team. They were friendly and approachable, and worked hard to make sure the prison has full staff coverage every day. Our pre-inspection staff survey results confirmed this:

- 62% of respondents felt that the processes around leave applications were mostly effective
- 73% said processes for making sure they get paid were mostly effective
- 64% felt that rostering processes were mostly effective.

Some officers did complain about a new system that had been put in place which meant they had to speak to HR staff through a kiosk style window, rather than walking through the administration area and having their queries dealt with in the HR office. This system was less distracting for the HR staff, who were exceptionally busy all day. Officers who had personal issues to discuss were welcome to discuss these in person rather than through the window, of course. We found the new process appropriate.

Principal Officers were both under- and over-utilised

The Principal Officer role varies across the state. We find the responsibilities attached to this role different at almost every prison we inspect. The role seems to adapt with the functions of the prison. So, for example, when Bandyup Women's Prison was still the primary remand facility for women, the Principal Officers' main job was processing bail applications. We found that the Principal Officer role at Bunbury was ill-defined and lacking leadership responsibilities.

There were two Principal Officers at Bunbury who worked mostly different shifts to provide seven day coverage. On the weekends, when the management team were not on site, the Principal Officer was the Officer in Charge (OIC) of the prison.

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The Principal Officers provide the link between the custodial officer group (led by the Senior Officers) and prison management. This can be a somewhat fraught arrangement because they can be seen to be working across two different 'camps'. But it can also be a useful structure, particularly for prison management to be kept informed of issues affecting staff working with the prisoners day to day. And if the system is working well, the communication flow should work both ways, with the Principal Officers feeding back and influencing decisions about prison operations through the Senior Officer group.

At Bunbury we found that, while the Principal Officers sometimes filled this role, most often they were caught up with administrative duties. The role was piecemeal, and lacked vision, which is why we thought the role was both under- and over-utilised. It was not achieving what it could. But it was also being over-used for tasks that should not be in the remit of a Principal Officer.

Management structure and responsibilities need review

The Principal Officer role needs reconsidering. But we found that there was scope for a review of the entire management structure at Bunbury. Bunbury is about to encounter more change, which means even more prisoners. Bunbury's leaders and staff have a proven track record in managing change seamlessly and safely. The most recent increase in the PRU numbers is an example of this – almost 70 prisoners were transferred to the PRU over a two week period, a transition that was managed without incident. But it seems likely that even the management team will need to undergo some changes to be able to most effectively negotiate all the structural changes happening around it.

A review of the management structure at Bunbury should address the following questions:

- Is management support for the PRU sufficient?
- What is the optimal role for the Principal Officers?
- What are the management team implications of Unit 5 re-opening?
- Is there sufficient management support or representation in relation to reintegration services?
- Are the current management resources sufficient to manage security across all the different areas and functions of the prison?

We will monitor the progress of this review and expect to be briefed on its continuing progress, and the final outcomes.

Recommendation 2

Review the management structure and responsibilities at Bunbury.

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Senior officers were inconsistent in their approaches

There were 19 Senior Officers (SOs) at Bunbury. We found there were problematic variations between these officers in relation to how they chose to run their units and the directions they provided to the officers they supervised.

We thought that some of the inconsistency could be due to different SOs running the same unit on different days. So, for example, an SO could be managing Unit 2 one day, and, depending on his/her line on the roster, could be managing Unit 3 the next day. The accommodation units at Bunbury were all very different, with different regimes and operational needs. Having the SOs rotate among the residential units was undermining the philosophy and security of some of the units.

Unit 1, for example, was the most secure unit for maximum-security, remand, and unsettled prisoners. The regime in this unit should remain fixed, no matter who the SO of the day is. We heard, however, that, until recently, this had not been the case, and that the regime in Unit 1 reflected the priorities and management style of the particular SO in charge. This had been remedied through the intervention of one of the Principal Officers who had consulted with SOs about how the unit should best operate, and developed a regime that all officers understood and implemented, every day.

This was good practice, and reflected good working relationships between the Principal Officers and the SOs. But it was the only instance we found of operational consistency in any of the accommodation units at Bunbury.

A unit that had been affected by an inconsistent approach was the PRU. This was a minimum-security unit meant for prisoners nearing the end of their sentences and requiring more services to assist them reintegrate into their communities. However, as discussed in Chapter 6, there are many prisoners in the PRU who do not match these criteria.

Prisoners we spoke to in the PRU felt frustrated over what they perceived as different approaches on different days, depending on who the SO in the unit was. We acknowledge how difficult it must be for an SO to be in charge of a secure unit in the main prison one day where the main responsibility is to keep the prisoners inside, and work in a minimum-security environment the next. Here, prisoners are not locked in cells, and are not required to be in their houses until 9:30 pm. And some leave the prison during the day for work. This is entirely different from the main prison.

We have recommended that the PRU have its own, dedicated staffing roster in both our 2011 and 2014 inspections (OICS, 2011, p. 57) (OICS, 2015, p. 57). The recommendation was “supported in part” by the Department in 2011, and “not supported” in 2014. Chapter 6 of this Report explains the philosophy and purpose of the PRU, and includes a similar recommendation.

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Following our 2014 inspection of Bunbury we recommended that Bunbury implement SO team meetings. The Department supported this recommendation (OICS, 2015, p. 11). We did hear that SO meetings had recently been introduced, which we hoped would smooth out some of the inconsistency problems. The more this group talk to each other about how different units should operate, and exchange their experiences and learnings, the better the chances of achieving consistency and better working relationships.

2.4 MORALE

Bunbury was a good prison and a good place to work

Our pre-inspection staff survey results showed a marked improvement across a range of measures to do with staff relations, staff and management relations, and the quality of working life at Bunbury. We were pleased with these results, which indicated improved morale and better working relationships overall.

Staff felt that they were working well with each other, and getting on well with prisoners. Fifty-seven per cent of staff who responded to our survey said they thought staff across the prison generally work well together. This was up from 42 per cent three years ago. Likewise, 73 per cent of respondents felt that staff and prisoners get on “generally well”, an improvement on the 60 per cent who felt this way in 2014. These are positive findings.

Staff also felt more supported by local management in 2017 than in 2014. In 2014, only 22 per cent of respondents felt that the support they received from local management at Bunbury was good. This was up to 35 per cent in 2017. Communication from local management had also improved (34% in 2017, 24% in 2014).

By contrast, there was no change in their perceptions of support and communication from head office, with only between 11 and 12 per cent of respondents thinking that this was good in both 2014 and in 2017. Even making allowances for the size of the organisation, this is poor.

Staff rated the quality of their working life in Bunbury higher than in 2014 – 6.78 in 2017 compared with 6.10 three years ago. Unfortunately though, they also rated their level of work-related stress higher, up from 5.89 in 2014 to 6.40 in 2017.

The staff culture at Bunbury has been unsettled over the past two inspections. In 2014, we found that staff believed (OICS, 2015):

- Prison management was not supportive and failing to resolve conflicts in a timely and sensitive fashion.
- A minority of staff were spoiling the work environment for others.
- Abusive staff were allowed to continue their abuse of other staff.

In 2014, these concerns were detracting from the positives at Bunbury. Unfortunately, similar sentiments were still floating around in 2017.

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As in 2014 we found evidence that personal conflicts were distracting and unhelpful. However, we found no evidence that management was not addressing conflicts and allegations. Records showed very clearly that management had taken action. But, as in every workplace, legal requirements, and the need for due process and confidentiality impact on the timely resolution of matters. They also restrict what management can feed back to staff. Unfortunately some staff still seemed to think that failing to get the result they wanted was a sign of inaction.

We must reiterate that we consider Bunbury to be a good prison, and a good place to work. We were disappointed to hear that negative interpersonal conflicts were ongoing. But the reality was that staff at Bunbury liked working there and did not want to leave.

We obtained evidence of this prior to the inspection. This showed 38 prison officers, nine SOs, two Principal Officers, and four Vocational Support Officers on the list to transfer in to Bunbury. By comparison only 14 prison officers, two SOs, one Principal Officer and four Vocational Support Officers (VSOs) had indicated that they might want to transfer out of Bunbury. So there were many more staff wanting to work at Bunbury than wanting to leave.

Workers' compensation and personal leave had been well-managed

Bunbury has, in the past, experienced high levels of personal leave usage and workers' compensation claims. The 2011 inspection report detailed these matters. At that time, some officers had used their personal leave allocation so excessively that they actually owed the prison hours. And there were 18 officers on workers' compensation, a figure significantly higher than Casuarina Prison, a maximum-security facility at least three times the size of Bunbury.

These were no longer issues of concern in 2017. Management and the HR team were vigilant in ensuring officers did not abuse their personal leave entitlements, and workers' compensation levels were not noteworthy (only two active claims as at April 2017).

2.5 KEEPING STAFF ENGAGED AND UP-TO-DATE

Training was up-to-date and proactively managed

We were pleased to find that training across all areas was much improved compared to 2014. Our pre-inspection staff survey asked officers if they felt that they had received adequate training across a range of prison operations and prisoner-relevant topics. The results were positive, with significantly higher satisfaction levels than three years ago. The question asked in relation to each of the training areas listed in the table below was: Do you feel you have received adequate training in the following areas? The percentages reflected in the table below are the number of officers who responded "yes" to this question.

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Table 1: Pre-inspection staff survey results on satisfaction with training

Training Course	2017 results	2014 results
Use of restraints	95%	81%
Use of chemical agents	95%	81%
Use of breathing apparatus	45%	40%
CPR/First Aid	84%	69%
Emergency response: fire, natural disaster	61%	58%
Emergency response: loss of control	39%	27%
Occupational Health and Safety	79%	56%
Suicide prevention	87%	56%
Case management	63%	42%
Cultural awareness	84%	65%
Interpersonal skills	66%	60%
Managing prisoners with drug issues	50%	19%
Managing prisoners with mental health issues	53%	13%
Use of the disciplinary process	71%	54%

This table shows areas of significant improvement in officers' perceptions of feeling adequately trained. Some areas, like managing prisoners with drug and mental health issues, still seem low, with just over half of the officers surveyed feeling that such training was adequate. But this was significantly better than three years ago.

Overall, we thought that staff training was good. The officer responsible for managing this was proactive, and adept at maximising training opportunities. The prison was locked down every Friday morning for officers to attend training. By utilising officers who themselves were trained to facilitate training courses (for example First Aid), the training officer could have more than one training session going at one time.

The training officer kept records of all officers at Bunbury and their training status. When officers required refresher training in any mandatory training course, these would be flagged and the training officer would target these officers to attend the training. Attendance at the training sessions was mandatory for those officers identified to attend the training being provided.

Chapter 3

KEEPING PRISONERS SAFE

3.1 A SAFE ENVIRONMENT

Bunbury was calm and settled

Just under half (47%) of the staff who responded to our pre-inspection survey said they almost always feel safe at Bunbury. This was up from 35 per cent three years ago. The same proportion said they mostly feel safe.

The majority of prisoners (84%) said they mostly feel safe and only 14 per cent said they hardly or never feel safe. These were good results, particularly given that Bunbury does not have a separate protection regime – all prisoners were managed in a mainstream environment.

There were 22 critical incidents over the 12 month period for which we requested data (1 May 2016 to 30 April 2017) – less than two a month. This was not a large number given the prisoner population. And not all of these incidents presented a threat to the safety of other prisoners and the security of the prison. For example some related to prisoners suddenly getting ill, and one was a prisoner released in error.

3.2 SECURITY TEAM AND CULTURE

The security team was capable

The security team consisted of an Assistant Superintendent Security, one SO position, filled by two Security SOs on a three-week rotating roster, and a clerk. There was also a dog handler position which was vacant pending finalisation of the recruitment process.

The security team was a dedicated group of staff who were committed to ensuring that the safety and security of the prison was maintained, but we identified a number of weaknesses. These weaknesses need to be addressed, especially as the prison will face significant additional security challenges with the re-opening of Unit 5.

Security needed a more proactive and strategic focus

The approach to managing security was reactive rather than proactive. There was not sufficient oversight of security processes and procedures to ensure accountability and maintain a strategic vision. That is, the focus was operational, on the 'here and now', rather than on long-term planning, identification of key risks, and trend analysis.

While the Security Manager reported monthly to the Senior Management Group on the performance of his team, the information provided was historical, with limited future focus.

The security team had also not been well-supported centrally in achieving a strategic vision. While they provided security-related information to the intelligence directorate in head office, the only feedback they received was an overview of state-wide security issues usually focusing on gang activity and placement.

What would be more useful for the security team at Bunbury would be Bunbury-specific information and intelligence which they could use to develop security strategies for the prison. The security team reported that they did have access to the central intelligence

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system, but that they had received little training and were unable to exploit some of the more sophisticated functions of the software.

Security should be everyone's responsibility, but wasn't

Security was not properly shared across the entire staff group. The security team was isolated from officers in the units who felt security was the responsibility of the security team. The section below explains this disconnect.

Without a united commitment to security, there is a risk that information not shared will be lost, rather than be used to generate useful intelligence. What was needed at Bunbury was good strategic management, and engagement of staff at all levels. Security needs to be culturally embedded and understood as everyone's responsibility.

One simple way of achieving this could be an expression of interest process whereby officers could nominate to take on a security leadership and liaison role in the units, and are provided with an opportunity to work in security.

Recommendation 3

Improve engagement between security and staff.

3.3 PROCEDURAL SECURITY

Some security processes were ad hoc and inconsistent

There were limited formal processes for officers to feed security-related information to the security team, and these were not always being used. Rather, we were told that the security team hoped the officers would send them an email or make a telephone call if they happened upon information that could be useful for security purposes. Security staff acknowledged that there had been instances when officers had failed to do this.

Similarly the monitoring of prisoner phone calls was ad hoc, and fell to a few interested staff on the units and the security team when they had the time. Phone calls can reveal important information that can assist in developing a security profile for the prison. The security team did not have an intelligence analyst position which would normally be responsible for compiling the information that could come from phone calls or from officers' interactions with prisoners in the units. While we acknowledge this is problematic, it should not be used as an excuse for a lack of proactive engagement with staff to increase the flow of information into the security department.

Some of the processes for admitting and identifying visitors coming into the prison were poor. Visitors to the prison were greeted courteously and with respect. However, searching and identification checks were cursory and not conducted consistently. In many instances, where the handheld metal detector was used, it was waved in front and behind visitors without proper follow up when it alarmed. Random pat down

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searches of visitors were conducted, but not on a regular enough basis to deter visitors from attempting to bring contraband into the prison.

There was inconsistency in the identification checks of visitors. Visitors presented themselves to an officer, who did not verify the visitor's identity against the photograph stored on the offender database, TOMS. Staff told us that they generally know all the visitors because they visit often. However, on occasions our observations did not support this assertion. Poor compliance with visitor identification procedures was a risk which could result in an unauthorised person entering the prison.

Security oversight of the PRU was also ad hoc. The Assistant Superintendent in charge of the PRU had a massive portfolio of responsibilities attached to his position, including the reintegration needs of over 140 prisoners. Adding the security of the PRU to his duties as well did not seem to be a reasonable model. In short, the security team's focus on the main prison meant that security at the PRU was under-done.

3.4 RELATIONAL SECURITY

Relational security could be improved

There is a risk that, without a shared understanding that security is everybody's responsibility, maintaining positive, pro-social relationships between officers and prisoners will not be given sufficient importance. We found relational security to be mixed.

Our pre-inspection staff survey showed an improvement in the perception staff had of how well they get on with prisoners. In 2014, 60 per cent said they thought officers and prisoners generally get on well. In 2017 this had increased to 73 per cent. Prisoners' perceptions of how well they get along with officers had declined, however. In 2014, 84 per cent of prisoner respondents indicated that officers' and prisoners' interactions were "good". In 2017 this percentage had fallen to 69.

We found overall that staff and prisoners had a tolerant relationship. Officers were generally responsive to prisoners' requests in the units. But prisoners did not feel as respected by staff. One of the factors influencing prisoners' perceptions could be the demise of the hierarchical management system at Bunbury, which has been a result of the crowding across the site.

Bunbury had lost its hierarchical regime

A hierarchical regime enables prisoners to be rewarded for good behaviour and provides officers with a reasonable tool to manage bad behaviour. Those prisoners who go about their prison time quietly and constructively should be able to access more privileges and better standards of accommodation. Those that don't should be accommodated in areas where their behaviour can be managed and which could encourage them to behave better. A hierarchical regime is a management tool for officers and an incentive for prisoners. It assists in developing positive relationships between officers and prisoners.

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Hierarchical management options at Bunbury were severely restricted. The regime should allow for well-behaved prisoners to progress to a self-care living environment and enjoy more 'freedoms', such as a single cell and choices about what food to eat when. The crowding at Bunbury did not enable this. The self-care unit (Unit 3) was almost completely doubled-up, thereby diminishing its appeal. Many prisoners said they would prefer to remain in the less attractive Unit 2, because, even though it was not self-care, the food was good and their prospects of getting a single cell were better if they remained in that unit.

Prison management has, in the past, made efforts to establish a workable hierarchical management system, but the increase in prisoner numbers had negated this. Perhaps, with the re-opening of Unit 5, other opportunities for hierarchical management will present themselves.

3.5 A DRUG-FREE ENVIRONMENT

Drug use among prisoners in Bunbury had been a problem

Drug use in prison is always a concern for prison administrations due to the negative impact it can have on the safety, security, and wellbeing of prisoners in custody. By the time offenders become involved in the criminal justice system, they often have long-term habits of drug and alcohol abuse that have played a key role in their criminal behaviour. These patterns pose a threat to the safety and security of prisons and undermine individual prospects of rehabilitation.

We have previously drawn attention to the extent of drug use at Bunbury (OICS, 2015). At this inspection, the managers acknowledged that drug use has been a problem for a long time. They reported that in 2014/15, 14 per cent, or 114 of the 806 drug tests completed at Bunbury returned a positive result. This was the fourth highest level of positive drug tests of all prisons in Western Australia.

Bunbury was trialling a new drug strategy

In January 2016 the prison commenced a trial to reduce the amount of drug use among prisoners. The idea of targeting drug use and encouraging prisoners to stay drug free is sound and we commend the Superintendent and her management team for driving this initiative.

The drug reduction strategy was initially a 12 month trial. It included strategies to reduce the demand for drugs, and thereby the supply of drugs into the prison. The key strategies were:

- The application of an individual drug management regime for all prisoners who had tested positive to the use of drugs while in custody, who had attempted to bring drugs into the prison, or where intelligence had indicated a prisoner had been involved in drug activity.

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- Individual prisoner monitoring through the application of monthly urinalysis drug testing for a minimum six month period.
- Completion of zero, six, and 12 month drug use benchmarking tests of all prisoners at Bunbury.
- Undertaking of point of entry testing of every prisoner admitted or transferred to Bunbury during the drug trial period.
- Individual case management of prisoners subject to the drug management regime to assist these prisoners to access drug rehabilitation services.
- Making the PRU a drug-free environment through mandatory urinalysis drug testing pre- and post-placement.
- Random urinalysis testing in the PRU.

Prisoners either arriving at Bunbury, or who had been residing at Bunbury for some time, were immediately put on an Individual Drug Management Regime (IDMR) if they tested positive to a drug test. The term of the IDMR was six months. During these six months, they were subject to the following restrictions:

- only non-contact visits for a period of one, two, or three months
- ineligible for routine transfer to another prison
- ineligible for placement in an earned supervision cell and or units
- ineligible to be placed in a minimum environment
- ineligible to be placed in the PRU
- ineligible for a single cell
- monthly drug urinalysis testing.

If a prisoner tested positive to the use of drugs during the IDMR term, a new six month period commenced, and the prisoner had to start all over again. Only when the prisoner demonstrated that he had remained drug free for a period of six months were the above restrictions lifted.

Overseeing the implementation of the Drug Reduction Strategy was a multidisciplinary committee comprising the Superintendent, Assistant Superintendent Operations, Assistant Superintendent Security, Prison Counselling Service, Transitional Manager, Mental Health Nurse, Clinical Nurse Manager, Chaplain, and Prison Support Officer.

The committee met with every prisoner on an IDMR each month. Its role was to ensure that appropriate services were made available to the prisoner to assist him in kicking his drug habit.

We observed one of these meetings with the committee and prisoners on the drug management regime. It seemed to be a good, supportive process, although it was difficult to ascertain the real level of engagement with the process on the prisoner's part. And, as discussed below, the committee was hamstrung by having relatively little to offer the prisoners by way of further support.

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Drug usage had reduced but not because of better support services

A comparison of 2015 versus 2016 urinalysis results showed a decrease in the number of positive results. This suggests the drug reduction trial could be having an impact on drug use in prison.

Table 2: Drug urinalysis results – 2015/2016 comparisons

Year		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2015	Urine tests completed	90	26	34	93	46	76	29	17	81	19	87	22
	Number positive	6	4	1	8	14	20	6	3	11	0	6	5
	% positive	6%	15%	2%	8%	30%	26%	20%	17%	13%	0%	6%	22%
2016	Urine tests completed	69	132	345	86	80	56						
	Number positive	5	3	14	0	12	4						
	% positive	7%	2%	4%	0%	15%	7%						

The drop was certainly not due to any improvement or increase in support services to assist prisoners in stopping drug use, because there had been no such increase. It is to the merit of the prison that they have achieved the results they have.

Anecdotally, prisoners said that being on the drug management regime did make them think twice about using drugs in prison. But this was only because of the punishments associated with transgression – loss of contact visits, ineligibility for single cell placement, and not being able to access the PRU.

In short, prisoners were complying because of fear of the consequences, not because their capacity to fight addiction had increased. This raises serious questions about the likelihood they will re-use on release.

Chapter 4 considers the role of the Mental Health Nurse at Bunbury. It was a part-time position that was over-worked and under-resourced. The Mental Health Nurse was required to participate in the drug reduction strategy committee meetings, a function that had been layered onto an already stretched role. The position should be properly resourced if it is to be most effective in assisting prisoners on the drug reduction strategy. It should be a full-time position.

Prisoners on the drug reduction strategy were “fed up with being punished”

On 8 September 2017, there were 31 prisoners on the Drug Management Regime. We met with most of them during the inspection. They all felt that the ‘punishments’ associated with transgressions of the drug management regime were unduly harsh, and that they were subjected to multiple punishments. Their unequivocal view was that

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the regime did not provide the assistance they needed to stop using drugs in the longer term.

Many spoke of 'playing the game' in these meetings where they would just repeat back what they thought the Superintendent wanted to hear. Moreover some prisoners utilised the regime as a way of manipulating their placement in the prison. One prisoner stated that he took drugs because he wanted to remain in the main prison to undertake a traineeship in the kitchen and did not want to be moved to the PRU, while another wanted to avoid being transferred to another prison.

Their view was that Bunbury was a good prison but the programs, counselling, and support services that they needed were not available. For the prisoner group, while they recognised the need for something to be in place to deter drugs being brought into and used in the prison, they did not consider the current approach fair and just.

Importantly they complained they were poorly informed about: the strategy, the range of punishments and how these would be applied, and the support services available to them. They said this lack of information left them feeling the punishments were not being applied consistently and fairly, and they were not being supported to stop using despite the intervention of the committee. They reported that staff on the units were not aware of what took place in those meetings and offered no support.

The drug management strategy needs to be more holistic

We congratulate Bunbury's management team on getting this trial up and running with no additional resources to do it. But for it to be effective, a more holistic approach is needed that provides support and incentives for prisoners to stop using drugs rather than just punishing them for using drugs. The aim should be to reduce drug use after release and not just in the prison. To date, there have been no evaluations of whether this is happening.

The prison should review the sanctions for failing a drug test or being involved in drug trafficking and find ways to incentivise good behaviour. This could take the form of reducing the length of time prisoners are placed on non-contact visits for compliance, reward for attending counselling sessions, and variable consequences dependent on types of drugs or involvement in trafficking.

Further, information leaflets should be developed for prisoners and staff advising on how the drug reduction strategy operates, and the consequences of testing positive or being involved in the trafficking of illicit substances. And if the Department is serious about reducing drugs in prisons, and serious about trialling strategies like the one at Bunbury, it must resource the support services to do this.

The Drug Reduction Strategy at Bunbury prison has now been in operation for 20 months. It is time for a full review of the strategy, and commitment of the necessary resources to fully support it.

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Recommendation 4

Increase resourcing for support services for the drug reduction strategy.

Recommendation 5

Ensure staff and prisoners are fully informed about all aspects of the drug reduction strategy.

Chapter 4

HEALTH AND WELLBEING

4.1 QUALITY OF LIFE AT BUNBURY

The quality of life for prisoners at Bunbury was higher than the state average

Prisoners at Bunbury rated their quality of life as 5.41. This was slightly above the state average of 5.34. A high quality of life score is consistent with feelings of safety. Eighty-four per cent of prisoners who responded to our pre-inspection survey said that they mostly felt safe in the prison.

Around half of the survey respondents felt that officers:

- applied the rules fairly (53%)
- were respectful during cell searches (49%)
- treated prisoners with dignity (44%).

These results are also all higher than the state averages.

The quality of life for Aboriginal prisoners was okay

The pre-inspection survey results on culture were evenly split. One-third of prisoners at Bunbury said they felt that staff understood (31%) and respected (30%) their culture. The same proportion said that they did not feel that staff either understood (31%) or respected (28%) their culture. The last one-third rated this as not important.

In every inspection, we specifically look at the conditions and services provided for Aboriginal prisoners. Aboriginal people are overrepresented in prisons across the state, so we hope to find prisons offering opportunities that will assist them to stay out of prison once they are released back into their communities. Some prisons do better than others.

Aboriginal men made up 20 per cent of the prison population at Bunbury, the same proportion as in 2014. They were more likely than non-Aboriginal prisoners to be:

- young – they constituted 35% of those prisoners aged between 18 and 24 years
- on remand – 34% of remandees
- in medium-security accommodation – 35% in Unit 2 compared to only 9% in the PRU
- on lower levels of gratuities – 28% of those on levels 4 to 6 which suggests being under-employed or unemployed.

There were some work places that had a strong representation of Aboriginal prisoners. These included carpentry (25%), grounds (71%), peer support (100%), vegetable preparation industry (28%) and, importantly from a reintegration perspective, the section 95 external work parties (18%).

We were disappointed that so few Aboriginal men were accessing the full benefits of Bunbury, including the PRU. But we also understood that there was no simple solution to increasing Aboriginal representation in higher level accommodation and activity. Bunbury's managers certainly had made efforts to address the issues, and Aboriginal

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representation in the work places listed above was a positive measure of this.

Ensuring the consistent and adequate provision of services for Aboriginal prisoners at Bunbury was top of mind for the senior management team at Bunbury. In fact, every two months, all the senior managers and the staff involved with Aboriginal prisoners met to discuss and reflect on how well they were doing. These Aboriginal Services Committee meetings kept detailed minutes. They provided an invaluable source of statistics about the provision of services to Aboriginal prisoners and their engagement with these services. They also presented a valuable opportunity for managers to reflect on what they were providing and how this could be enhanced. We have not seen such a well-documented, reflective process at other facilities that claim to have a functional Aboriginal Services Committee.

Managers had to provide statistics from the preceding eight weeks across all their areas. This resulted in up to date figures on: Aboriginal population demographics, security ratings, accommodation and placement, education enrolment levels, health, transitional services, peer support engagement, employment, reintegration, programs, prosecutions, and progress against the Department's Reconciliation Action Plan.

The only down-side was that the committee was entirely internal and did not have any external agency representation. This was not due to lack of effort. The prison had attempted to engage Aboriginal community organisations but engagement was not forthcoming. We believe the prison should continue its efforts in this regard.

Remand prisoners were not well-supported

During the Inspection there were approximately 45 prisoners on remand at Bunbury, almost 15 per cent of the population. While this was less than the system as a whole (30%), remand numbers at Bunbury had increased and this needed attention.

On entry to the prison from court remand prisoners were initially placed in the maximum-security unit (Unit 1) until a Management and Placement checklist had been completed, usually within 48 hours. Once this had been completed they could move out of Unit 1 and, depending on their security classification, move to Units 2, 3, or the PRU.

We found that the remand prisoners at Bunbury were lost. Chapter 7 of this Report provides further detail on the unmet needs of remand prisoners in relation to reintegration. Remand prisoners have not been sentenced. They may not, in fact, receive a custodial sentence when their court case is heard. So it is important that their arrangements relating to their life outside prison continue to be maintained while they are in prison so that their life outside prison remains somewhat intact.

Aside from receiving a general information session from the contracted service provider Accordwest, remandees pretty much took care of themselves. There was no follow up from Accordwest, and any further requests were passed on to the Transitional Manager. Chapter 7 also describes how overworked and under-resourced the Transitional

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Manager position is. This left the remand prisoners feeling frustrated and powerless at being unable to get the help they needed, including help with: business matters, medication issues, care for pets, expired car registrations, etc.

Remand prisoners' access to support in understanding and preparing their own defence was also limited. They could access legal resources via a computer in the library which was regularly updated by the recreation officers. There were also some legal books in the library; however, many of them were out of date. The availability of up-to-date documents on the computer system partially negated this, but it was difficult to navigate and print these documents from the computer. At the time of the inspection the recreation officers reported that they had not been trained on how to use the computer system. They knew how to switch it on and complete the updates but not how to use the resource. While to some extent the system is intuitive, it could be difficult for prisoners to access the information they require.

Remand prisoners could contact their lawyers by telephone or Skype, or in person through an official visit. We spoke with lawyers. They said that they did not experience any difficulty in getting to see their clients in Bunbury, but they were frustrated that the prison did not allow their clients to bring in any documents to the legal visit. This caused undue delays in preparation of defence cases as documents had to be shared via post. Prisoners should be permitted to take legal documents into visits for discussion with their legal representatives. Legal representatives should also be able to share documents with their clients.

The prison should develop a strategy for the management of remand prisoners. It should include an operating philosophy, and be supported by local orders identifying the daily operational management of remand prisoners.

Recommendation 6

Develop a strategy for managing remand prisoners.

Prisoners had opportunities to influence their own quality of life

Bunbury had a prisoner council and a peer support team which provided a voice and support for prisoners. The peer support team was led by the Prison Support Officer (PSO) who had been at Bunbury for 17 years. There were up to 17 prisoners on the peer support team, and all but one were voluntary, unpaid positions. The team represented all the units in the main prison as well as the PRU.

All of the prisoners on the peer support team had been trained in self-harm and suicide prevention. The training is called Gatekeeper, and the PSO at Bunbury was committed to ensuring that his team continues to receive this training as new members joined.

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The prisoner council comprised three representatives from each accommodation unit. The scope of the prisoner council was broader than that of the peer support team. The role of peer support prisoners was to support vulnerable prisoners, those struggling to assimilate into prison, and those at-risk of self-harm. The prisoner council was a lobby group that worked with prison management to get issues brought to their attention by other prisoners addressed and resolved.

The council met with senior managers monthly. At these meetings they were provided with feedback on issues raised at previous meetings and given the opportunity to raise other matters. Also attending these meetings were the recreation officers, health staff, education staff, SOs, and canteen officers. We found the prisoner council to be effective in raising issues with management and getting these actioned – from improving processes like a better visits booking system for the PRU, to getting new equipment to accommodate the increasing prisoner population.

We found management to be responsive, considered, and respectful when dealing with the prisoner council, who in turn felt that they were achieving outcomes that could affect prisoners' lives at Bunbury for the better. We liked this model of two prisoner-led forums which allowed each to focus on their different roles.

Prisoners also had the opportunity to have their concerns/questions addressed through a daily "I wants" session. This was a daily half hour session during which prisoners could enquire with the officers about matters they were concerned about. So, if they needed to see the Transitional Manager they could request this through the "I wants". Or they could find out about their gratuities, or how much private cash they have in their account. If they were unemployed, this could be an opportunity for them to find out whether any employment opportunities had come up. And so on. We thought that this was a good process, and found officers were generally responsive to prisoners' requests.

4.2 DELIVERING THE BASICS

Reception and orientation processes were working well

Reception processes were well managed, despite the poor physical state of the reception building, which was old, and becoming less and less fit for purpose. Fortunately, there were enough staff working in the reception area – an SO, two VSOs and a Warrants Officer. They were experienced and had adjusted practices to make the reception processes work effectively. One of the VSOs was a dedicated orientation officer.

Almost a third of prisoners who responded to the pre-inspection survey said they were "upset" (28%) or "very upset" (27%) when they first came to Bunbury. Half (51%) of them said that officers helped them at that time. This was positive.

New arrivals were initially accommodated in Unit 1 where officers would go through the formal orientation checklist on TOMS. The prisoner was also issued an orientation handbook containing information about how Bunbury works and where everything is.

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They had the opportunity to go on a walking tour of the prison to help them familiarise themselves with the site. And, finally, they could attend a weekly information session at which different prison personnel presented the new arrivals with information about the services available to them. These included the Transitional Manager, education staff, chaplain/s, the PSO, and a peer support prisoner.

Overall we thought that there were enough stages in the orientation processes for new prisoners to get an opportunity to learn about their new environment, which should go some way to addressing the distress that many of them felt on coming into prison.

The food at Bunbury was freshly prepared and delicious

The Inspector, in his presentation of the interim findings at the end of the inspection, called Bunbury a “state leader” in food preparation and food quality. Our survey statistics reflected this sentiment too. Eighty-four per cent of prisoners who completed our pre-inspection survey said that the quality of the food at Bunbury was good. This was the same result as three years ago (then 83% said it was good). And it was significantly better than the state average of 47 per cent.

The cook instructor who manages the kitchen had been in the position at Bunbury for eight years. He was supported by three other instructors who rotate shifts. The kitchen staff team were experienced, enthusiastic, and proud. This energy was also reflected in the prisoner team working in the kitchen.



Photo 7: The food was freshly prepared and delicious.

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Photo 8: The prison baked fresh bread daily.

There were generally 21 prisoners working in the kitchen at the time of the inspection, with as many as 24 prisoners working in the kitchen on some days before and during the inspection. Prison workplaces always expect some loss of workforce due to medical appointments, social visits, program attendance, and so on. The kitchen team at Bunbury produced 280 meals for lunch and 160 meals for dinner each day.

These meals fed prisoners in Units 1 and 2 in the main prison, and all staff. Units 3 and 4 were self-care units where prisoners prepared their own meals. Unit 4 was the externally located PRU which did not have a kitchen but rather had a supermarket where prisoners could shop for their foodstuffs. Unit 3 was the self-care unit in the main prison.

The 'cottages' in this unit were inspected daily by the kitchen and unit staff for cleanliness and quality of food presentation. Those that prepared particularly good meals were awarded with prizes, for example special curry pastes. This was a good incentive. The increased monitoring of the self-care system in Unit 3 also provided oversight of how the food was being stored, and how much was being discarded. Overall this increased monitoring has reduced the amount and frequency of the orders for the instructors, as well as decreased unnecessary wastage of food.

Clothing was good, but the mattresses were too thin

Just over half (53%) of the prisoners who responded to our pre-inspection survey felt that the clothing at Bunbury was good. This was in keeping with the previous inspection survey's result (52% in 2014), and with the state average (51%).

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Upon arrival at Bunbury, prisoners were issued with an initial, basic clothing pack to get them through their first few days, after which they were issued with a full set of tagged clothing. The system of tagging the clothing ensured that prisoners could keep their own set of clothing. All new prisoners were issued with new underwear on arrival. Prisoners could exchange clothing that was damaged or ill-fitting once a week.

Prisoner satisfaction with the bedding had declined since the last inspection. Then, 56 per cent of prisoner respondents said their bedding was good. In 2017, only 43 per cent of prisoner respondents thought their bedding was good. Prisoners told us that, while the mattresses were in good condition, they were very thin. This meant that they could feel the slats of the bed base underneath them when they slept, and this was uncomfortable. This was as much a bed design issue as a mattress issue. The beds are designed with slats, rather than a solid base to allow for air circulation. The same result could be achieved by a flat base with holes rather than raised slats, which is the source of the discomfort for prisoners.

Canteen services had declined, particularly in the PRU

In 2014, 71 per cent of the prisoners surveyed in our pre-inspection survey felt that the canteen at Bunbury was good. This was down to only 58 per cent in 2017. During our on-site inspection, most of the complaints about the canteen came from prisoners residing in the PRU.

We found the systems in place for prisoners to purchase items through the canteen were good. In the main prison, prisoners pre-order their goods by filling in a 'spends slip' and dropping this in a specific box. The Canteen VSO collects the slips and prisoners working in the canteen pack up each order, working under the supervision of the VSO. Prisoners could attend the canteen to collect their orders on the day allocated to their unit. Each unit had one 'spends' day per week.

The canteen in the PRU was set up differently. It was based on a supermarket model. PRU prisoners attended the supermarket to purchase household groceries for their houses on an allocated day. The household goods available for purchase were paid for out of the budget that was allocated to each house. There were also items available for personal purchase as canteen items, like tobacco, chocolate, toiletries, etc. Again, prisoners could attend the supermarket to purchase their personal 'spends' items on the day allocated to their particular house number. Prisoners paid for these themselves using the gratuities they had earned or private cash that had been deposited into their accounts.

A life skills officer worked in the PRU supermarket. As well as assisting in managing the supermarket, the role of this officer was to provide advice and support to prisoners about managing their budgets, planning meals, healthy meal options, maintaining cleanliness in the houses, and so on. This was good practice.

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Prisoners in the PRU, though, felt that the supermarket could operate more flexibly than it was. We understand that systems are in place for a reason. But we also think that, particularly in a pre-release environment, systems need to adapt to certain demands. For example, we heard from some prisoners who had hearing aids that at one stage the supermarket had no stock of hearing aid batteries and they were told they would have to wait another week until their allocated spends day before they could purchase any. In the community, these men would have been able to go to another shop to try and find hearing aid batteries. They did not have this freedom in the PRU. If the PRU is to assist in preparing prisoners for release, a more flexible approach is essential.

4.3 STAYING HEALTHY

The health centre is one of the best facilities in the state

Bunbury has two modern and well-equipped health centres, one in the main prison and one in the PRU. The health centre in the main prison is, of course, bigger than the one in the PRU. But both have waiting areas, reception offices, and enough treatment and consulting rooms. In the main prison the health centre also has a dental suite.

Satisfaction with health services had declined

Prisoners' perceptions of health services were much more negative in 2017 than in 2014. We asked, in our survey, what prisoners thought of the general health services, specialists, dental, and psychiatric care. The table below shows the decline in their attitudes.

Table 3: Prisoner satisfaction with Health Services – 2014-2017

	2017		2014	
	Good	Poor	Good	Poor
General health services	33%	58%	60%	32%
Medical specialists	29%	59%	50%	34%
Dental care	21%	62%	29%	47%
Psychiatric care	18%	46%	33%	25%

While prisoner satisfaction with dental care was only slightly reduced, satisfaction with the other health services was significantly down. The factors influencing this are addressed below.

Health services were not adequately resourced

Prisoner numbers had increased since 2014, particularly in the PRU which had doubled. But health service resources had remained the same, and some services had actually been reduced.

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In 2014, staffing in the health centre during the week consisted of the Clinical Nurse Manager (CNM), two nurses and two receptionists, and one nurse over the weekends. The population of the prison then was 297. In 2017, the population was 345. However, the staffing model had not changed to accommodate this increase, and weekday and weekend coverage arrangements were the same as 2014. This was not a sustainable model.

The health centre staff were committed, caring, and professional. They were as frustrated with the situation as the prisoners were. Compounding their frustration was the lack of a substantive CNM. The CNM had been acting in the position since the substantive CNM had left to take up a position in head office two years ago. All of the nurses said that this was unsettling as it made it difficult for the person acting in the role to really own the position and make tough decisions.

The PRU was particularly disadvantaged by the short-staffing in the health centre. A nurse attended the PRU to issue essential medication to prisoners twice a day, morning and afternoon. Clinics were only available in the PRU only three half days each week (Monday afternoon and Wednesday and Friday mornings). This was not enough to meet demand. PRU prisoners complained that they were not getting their health needs attended to. The consequence of this was that their health problems and frustrations just compounded over time, making them even sicker and more frustrated. The nurses were aware of and were sympathetic towards the frustrations of the PRU prisoners. But there was nothing they could do about it without more staff.

Health services at Bunbury were in survival mode: they were just getting by, with no capacity to add more value to their services. So, for example, they no longer had the time for any meaningful health promotion activities, to offer annual health assessments, or to develop and monitor care plans for those prisoners with chronic illnesses.

GP services had been reduced

Prisoner numbers had increased, and GP services had decreased. Since 2014, the attendance of a doctor at Bunbury had halved, from three days per week to three days per fortnight. The maths just did not add up.

In theory, PRU prisoners had an opportunity to see a GP for half a day once a fortnight. In practice, they did not have this opportunity because the waiting list was so long that it would more likely be months before they could get an appointment. Some PRU prisoners who had requested an appointment with the GP five months ago were still waiting.

The lack of sufficient opportunities to see the doctor only compounded prisoners' health problems and their concern over these. So, by the time they actually got their appointment, they presented with lots of different complaints, as well as the one for which they initially requested the appointment.

The nurses commented that not having the GP around enough leaves them with no capacity for health promotion or to meaningfully engage with prisoners who need

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chronic health care. Prisoners who have to wait a long time to see the GP keep making appointments to see the nurses in attempts to have their health concerns addressed. So they will see the same prisoners over and over again for the same complaint. We considered this to be a symptom of a broken system.

Recommendation 7

Increase nursing and GP coverage at Bunbury.

Good systems were failing

We have previously commended Bunbury on their medical appointment booking system. Unlike other facilities where prisoners put in a form if they want to book a medical appointment, at Bunbury prisoners call the health centre to book an appointment, just as they would do in the community.

When it was first introduced, the calls would be answered by one of the two medical receptionists who would take the prisoner's details and put him on a list to see the nurse. Appointments were usually secured within one or two days of the request being made. The system had changed though, because the medical receptionists were not clinically trained. It was not considered appropriate that they triage prisoners' requests to see the nurses, rather the nurses should be doing this. While this was reasonable, the change impacted on nurses' workloads and prisoners' access to the health centre.

One nurse was designated to be the triage nurse each day. This nurse managed the phone calls and appointment bookings. But because the nurses were so busy, the calls were seldom answered in person and were almost always left to go through to a message bank. Prisoners were not happy with this arrangement. Many said that they just "hung up" when they were asked to leave a message. Some said they did not feel comfortable leaving a message about their health problem as they did not know who was going to hear the message.

Previously, when prisoners had the opportunity to actually speak to someone in the health centre, some matters could be dealt with immediately over the phone. Such as, "when is my doctor's appointment?" Without this service, prisoners had to keep waiting, which was a source of frustration.

Different prisons have different systems for triaging prisoners' health problems. Some have a dedicated triage session every morning when prisoners can drop in to the health centre, speak to a nurse about their problem or question, and either have it addressed immediately, or leave with a future appointment. Given our findings that the telephone booking system as it is operating at present was not effective, Bunbury could consider alternative systems such as this.

Recommendation 8

Improve access to health services at Bunbury.

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Mental health services: good systems, poorly resourced

Prisoners with mental health conditions at Bunbury were supported by a small but dedicated team comprising the Psychiatrist and the Mental Health Nurse (MHN). The Psychiatrist attended Bunbury every second week. The MHN worked part-time.

Theirs was a good teamwork approach. The Psychiatrist said it was one of the best he had encountered. Prisoners requiring mental health intervention were identified on admission (either by the MHN or the nurses who conducted the initial health assessment). The MHN interviewed them, and included them on the database which she managed for the Psychiatrist. When the Psychiatrist attended Bunbury, he interviewed the prisoners that the MHN had scheduled. They interviewed each prisoner together. This ensured that the MHN heard first-hand what the outcome was. This meant she could manage the prisoner according to this between the Psychiatrist's visits.

But the MHN was only a part-time position. She had asked to work more hours but these requests had not been supported. Her role also required that she provide addiction support services, which necessitated her involvement in the drug management strategy case conferences which has been described in Chapter 3. This was not a sustainable workload for a part-time position.

We also found that the Prisoner Counselling Service did not have the capacity to provide ongoing counselling. Prisoner Counselling Service (PCS) was staffed by only 1.6 counsellors for 345 prisoners. This left them only with capacity for short-term crisis intervention work, rather than any ongoing treatment. This left many prisoners with unmet counselling needs, and unresolved emotional trauma, which could make it more difficult to reintegrate smoothly into their communities on release.

The systems for managing vulnerable prisoners and those at-risk of self-harm were well-managed. A Prisoner Risk Assessment Group (PRAG) met to discuss those prisoners being managed under the At Risk Management System (ARMS). The frequency of these meetings depended on whether there were prisoners on ARMS that needed reviewing. Bunbury traditionally had low numbers of prisoners on ARMS and some weeks there were no cases for PRAG to consider.

PRAG was well attended by all the relevant service areas including: the chaplain, the PSO, prison counsellors, nurses, mental health nurse, and of course prison managers and SOs. The PRAG process was reviewed quarterly. This was an opportunity for the group to reflect on its processes and explore options for doing things better if necessary. This was good practice.

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4.4 SPORT AND RECREATION

Recreation was kicking goals!

There was a lot more energy and initiative around recreation at Bunbury this inspection. Recreation options had increased, particularly with the commencement of external recreation opportunities for PRU prisoners. We were most pleased that one of the external recreation sessions was reserved for older prisoners. The officers had taken prisoners out to the beach for fishing or a swim, to the local oval, to the community sports centre, and to dams in the area.

There were two recreation officers providing seven day coverage for recreation at Bunbury. Both were motivated, committed and had different areas of interests and expertise which allowed for a more diverse range of activities being offered. There was a strong program of structured sports (football, basketball, tennis, and cricket). There were also opportunities for structured passive recreation activities, like pool and darts competitions in the units. The recreation officers were assisted by a prisoner working as a recreation assistant. He had obtained formal qualifications in fitness and was using these skills to provide circuit and 'boxercise' sessions three times a week.

The recreation officers were proactive. They had surveyed the prisoners a few months before the inspection to find out what prisoners were looking for in a recreation program. They had also developed a strategic plan for active and passive recreation pursuits. We found all these initiatives to be good practice.

4.5 STAYING CONNECTED

Visitors were treated well but visits facilities could be better

Two-thirds of prisoner respondents to our pre-inspection survey said that their visitors were treated well when visiting them at Bunbury. In the main prison, there are two visits sessions (one in the morning and one in the afternoon) every day except Fridays. On Fridays there is only one afternoon visits session because the prison is locked down for staff training in the morning. Prisoners in the PRU only have visits on the weekends and on public holidays, two sessions each day.

Visitors arriving for a social visit must first attend the externally located visitors' centre. This facility is operated by the contracted service provider, Accordwest. They provided a good service from a fairly derelict building. On average each month they get 1200 visitors through the centre, 150 each day on the weekends. There was only one toilet in their building.

The visits centre in the main prison remains unchanged. It consists of an internal and an external area, with tea/coffee making facilities and a small, children's play area in the inside section. Overall, the visits process was managed well, but both the processes and the facility will need to be upgraded should the prison population increase any further.

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As discussed in chapter 6, the visits centre in the PRU was functioning less well than the main prison.

Skype had recently been introduced, but was not available to all prisoners

We were pleased to find that prisoners had the opportunity to stay connected with family using Skype. This was available during weekdays from 9.00am to 3.30pm for prisoners who met the criteria. Criteria included: not receiving in-person social visits, the Skype recipient being an immediate family member, no visiting bans or non-contact restrictions in place, and no restraining orders against the prisoner.

The Skype terminals were in the main prison, making them difficult for PRU prisoners to access. Also they were only available for bookings during the day, when PRU prisoners are at work. Maintaining contact with family was crucial for successful reintegration but those PRU prisoners who could not receive social visitors were missing out on using Skype to keep up the connections with their family. This was disappointing.

There were opportunities for Aboriginal men to stay connected with each other and their communities

The Aboriginal PSO had been at Bunbury for 17 years. He led a strong team of peer support prisoners, comprising six men each from Units 1 and 2, and five men from the PRU. There was one paid position on the peer support team, all the other positions were filled on a volunteer basis. The person occupying the paid position was an Aboriginal man.

The PSO had been instrumental in establishing and maintaining the Kaya-Link program. This was a voluntary program for unemployed men in Unit 2 to get together, share stories, and provide support to each other. The participants were predominantly Aboriginal. It was supported by an external coordinator, also on a voluntary basis, who was very engaged and committed to the program. This program provided a very special opportunity for Aboriginal men to stay connected with each other.

The PSO had recently been included on a planning committee for a reintegration program assisting up to 10 prisoners post-release with accommodation and drug rehabilitation services. The project was called 'Breakaway' and was partnered with a local drug and alcohol counselling service. The project considered families as integral to its success, and they were included as part of each prisoner's journey through the program. Breakaway commenced as a pilot project at Bunbury in October 2017. We considered this to be a really positive reintegration initiative which would provide useful opportunities for Aboriginal prisoners to remain connected with their families and their communities, while at the same time addressing their addiction problems.

However, the discontinuation of the Aboriginal Visitor's Service (AVS) to Bunbury had left a gap. The AVS visitor retired in December 2016 and has not been replaced. Previously, Aboriginal prisoners were able to stay connected to their support network

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outside the prison through the Aboriginal visitor, and be supported emotionally by the AVS while in prison. This no longer occurred.

Chaplains were a good source of support

There were three chaplains sharing one full-time position at Bunbury. Between them, they had over 29 years' experience working at the prison, so were well qualified to ensure that prisoners remained spiritually connected.

They provided weekly religious services at which all religious denominations were welcome. They also facilitated Alcoholics Anonymous and Narcotics Anonymous programs, which up to 40 prisoners attended at any one time. Over the past five years, the chaplains have facilitated over 20 Sycamore Tree programs, eight during 2017. Sycamore Tree is a restorative justice program that brings victims of crime and perpetrators together as an opportunity for reflection, understanding, and repairing relationships. This was a popular program, and there was always a waiting list of prisoners to attend the next program.

The chaplains were respected, engaged, and fully integrated into prison processes where appropriate. So, for example, they attended the PRAG meetings where their input in relation to the at-risk status of each prisoner being assessed was encouraged and acknowledged. They were also part of the orientation information session provided to new arrivals, and drug management strategy case conferences.

Chapter 5

KEEPING PRISONERS ENGAGED

Prisoners are more likely to succeed in prison if they can stay meaningfully engaged. Keeping busy reduces the risk of incidents or misconduct. It provides a focus and direction for their journey through their sentence and their capacity to re-engage with their communities in the lead-up to, and following their release.

Participating in programs is one mechanism for prisoners to stay meaningfully engaged while in prison. Others include education and training programs, and meaningful employment.

5.1 ASSESSING PRISONERS' NEEDS

MAPs and IMPs

All offenders entering prison should undergo some level of assessment to determine how their journey through prison will unfold. Remand prisoners and prisoners with a sentence of six months or less receive a shorter and more focused assessment than prisoners whose sentences are more than six months.

The Management and Placement (MAP) assessment is the checklist that is used for assessing remand prisoners and those with short sentences. For remand prisoners, it needs to be completed within 72 hours of the person being received into the facility. For prisoners sentenced to a term of less than six months, the MAP needs to be completed within five days of sentencing.

The MAP primarily determines the prisoner's security classification based on the nature of their offence, and consequently where they should be placed within the custodial system.

The assessment for those prisoners with longer sentences includes considering how they should be spending their time in prison over the course of their sentence. This is called an Individual Management Plan (IMP) and should be completed within 28 days of sentencing.

A well-functioning assessments team

The team at Bunbury responsible for completing these assessments and writing the reports functioned well. Until just before the inspection, the team had been led by the Case Management Coordinator (CMC). The CMC had retired the week before the inspection. The Assessments SO, who was experienced in the assessments' role, was acting as the CMC. The rest of the team comprised one SO, and three assessments writers. They are all custodial officers who express their interest in working in assessments when these opportunities arise.

At Bunbury there was a pool of about 10 custodial officers available to work in assessments. They rotated through assessments every three to four months, after which time they were keen to get back to working in the units which they said was much easier. They could stay in assessments longer, though, if they wanted. This was a good model. Officers could opt out of the assessments position, knowing that there was

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a pool of officers who knew the job to take over. And working in the assessments team was demanding, so being able to leave the team and return after a break was good practice.

Delays in treatment assessments impacted on prisoners' IMPs

As part of the initial IMP assessment, psychologists, and social workers from the Prison Counselling Service (PCS) must undertake a treatment needs assessment. This assesses prisoners' suitability and/or requirement to participate in formal offending behaviour treatment programs. The PCS team at Bunbury were struggling to complete these assessments on time. Departmental data we requested prior to the on-site inspection showed that, of the 37 prisoners with an outstanding IMP, 21 were due to the treatment needs assessment not being completed on time.

There was no dedicated member of the PCS team to do the treatment assessments. Rather, the work was shared among the PCS staff. They were all also responsible for delivering the programs that they were supposed to be assessing the need for. We found that PCS staff were trying to complete treatment assessments "in their spare time", when they were not delivering offender programs. A recent influx of prisoners to Bunbury from other prisons without their IMPs in place had contributed to the backlog of prisoners awaiting treatment assessments.

A further 11 prisoners had outstanding initial IMPs because of the heavy workload experienced by the assessments' team. Delays in finalising an IMP have a significant impact on prisoners. They are left wondering what they will be doing with their time, whether they need a program and if so what sort, where they will be placed, and whether the delay will affect their chances of parole.

Recommendation 9

Ensure treatment assessments are done on time.

5.2 ENGAGING IN PROGRAMS

Prisoners were missing out on programs

In 2014 we conducted a review into prisoner recidivism rates and the impact of offending behaviour treatment programs across prisons in Western Australia (OICS, 2014). In that review, we referenced research that has shown that reoffending is less likely if a person undertakes a relevant treatment program, like those available for drug addictions and sexual offending (OICS, 2014, p. 1).

Apart from health services, the most prevalent complaint we heard from prisoners was that they were not able to access offender treatment programs required in their IMPs. Prisoners should be able to participate in an offender treatment program before their parole date. Completing a program allows prisoners to provide evidence to the Prisoners Review Board that they have addressed their offending behaviour, and gives them a

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better chance of getting parole. Yet many prisoners were approaching (and some had even passed) their parole dates without having the opportunity to participate in a program.

Bunbury has traditionally been well-served in relation to the provision of treatment programs to prisoners. In 2014 we found that it “was a strong performer in terms of the range and frequency of program delivery” (OICS, 2015, p. 45). But even then we noticed that there were problems meeting the demand for programs and prisoners were missing out.

At the time of the inspection, the programs available at Bunbury were:

- Pathways – A high intensity substance abuse program for adults with a history of criminal conduct and alcohol and other drug use problems.
- Think First – A cognitive skills program that helps prisoners develop their skills for thinking about problems and for solving them in real life situations.
- Medium Intensity Program – A program for violent and general offenders at medium risk of reoffending.
- Sex Offenders Deniers - To provide a treatment opportunity for sex offenders who feel they have been wrongly convicted or falsely accused of their offences.
- Sex Offenders Medium – A program for medium risk sex offenders who have committed offences involving some level of aggression and repetitive sex offences against a small number of victims.
- Intensive Sex Offender Treatment Program – A program for male sex offenders who pose the greatest risk of reoffending and will cause the greatest amount of damage to victims.

Between 1 May 2016 and 30 April 2017, a 12-month period, program facilitators at Bunbury delivered the following programs:

- 4 Think First programs
- 8 Pathways programs
- 1 Medium Sex Offender Program
- 3 Intensive Sex Offender Treatment Programs.

The PCS team at Bunbury responsible for coordinating and/or delivering these programs deserves credit for managing to facilitate all these programs in a 12 month period. But this was still not enough to meet demand.

We received evidence from the Department that, as at 30 April 2017, 29 prisoners at Bunbury had passed their earliest date of release but were still in custody because they had not completed the programs recommended in their IMP. This was almost 10 per cent of the Bunbury prisoner population.

There was also a gap between programs required and programs available:

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- 46 prisoners required Pathways
- 27 prisoners required the Medium Intensity Program
- 28 required a sex offender program
- 38 required a violent offending program

In 2017, the Inspector said in his debrief to staff before leaving the prison:¹

It is unfair to prisoners that they cannot complete programs that they are willing to complete. This also blocks up the corrections system as they cannot get parole. If the government wants to achieve its goal of capping prisoner numbers, it needs to consider a one-off drive to clear the program backlog across the system and then to stay on top of demand. The costs of this would undoubtedly be recouped.

Recommendation 10

Ensure programs are sufficiently resourced to meet assessed need.

5.3 ENGAGING IN EDUCATION

The education team was active and committed

Education services had been floundering at the time of the 2014 inspection. This continued for some time afterwards. There had been a divisive culture among the team with in-fighting, an overall unsettledness in the Education Centre, and a lower quality of service.

Much work and mediation had been done in the months leading up to the inspection to settle things down. By the time of the inspection in September 2017, there had been a positive turnaround. We found a well-functioning, committed team of teachers, and an active education service.

The team included a Campus Manager, two clerical staff, three Prison Education Coordinators (PECs), and three part-time tutors. Two PECs are located in the main prison, with one dedicated to the delivery of Adult Basic Education (ABE), while the other PEC coordinates training across the industry areas. The third PEC coordinates the delivery of education in the PRU. The tutors deliver courses in business (certificate 2 to 4, 2 days a week) and higher level mathematics (1 day a week).

The overall strategy guiding the delivery of education services at Bunbury was a focus on basic literacy and numeracy, using ABE as a framework. This is a good baseline from which to grow education. It ensures that prisoners with low literacy and numeracy levels do not fall through the cracks. They are identified, and a strategy put in place to improve their literacy and numeracy levels if they choose. Once they have achieved this they can engage in other education services such as traineeships. The Education Centre did not have a full-time Aboriginal Education Worker.

¹ Morgan, N, *Bunbury Regional Prison Inspection 2017: Interim Findings/Exit Debrief* (29 September 2017).

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Education outcomes were improving

Over the 12 month period from May 2016 to April 2017, on average 23 per cent of the prison population was actively enrolled in accredited educational programs at Bunbury. Positively, 33 per cent of Aboriginal prisoners were enrolled in accredited courses. The highest enrolment rate was recorded in September 2016 with 34 per cent of the total prison population enrolled at that time. Completion rates for courses were also good - in term three of 2017, overall completions were 92 per cent.

The Department's Registered Training Organisation, Auswest Specialist Education and Training Services (ASETS) delivered ABE and vocational units in business, community services, and information technology. The prison delivered high Student Contact Hours (SCH) in agriculture/horticulture, business, construction/maintenance and mining. Some prisoners funded their own business studies as Fee for Service students (FFS/STUD). The Industries category included all traineeships.

Table 4: Education and training outcomes - 17 July 2017 to 22 September 2017

	Total unit enrolments	Units completed	Completion Rate (except transfers)
ABE	176	143	93%
Vocational - ASETS	36	27	90%
Vocational - SCH	223	146	86%
Vocational - FFS/STUD	67	2	100%
Industries	268	129	100%
Other	9	9	100%
Tertiary	11	2	50%
Overall	788	457	92%

Prisoners were taking up training opportunities

Traineeships and apprenticeship enrolments had increased in 2017 from four in February (rolled over from the previous year) to 17 in August, of whom three were Aboriginal. Despite that, overall traineeship numbers at the prison between January and August 2017 were lower in 2017 (87) than in 2016 (120) and 2015 (105). This may have been a consequence of the turmoil in the Education Centre.

Delivery of traineeships depends to a large extent on external tutors (from TAFE and other learning institutions) coming into the prison to teach and supervise the prisoners. We heard that some external providers were reluctant to go to BRP to deliver training. Prison environments can be tough places to work in, so at one level this was understandable. But considering the reintegration potential of skilling prisoners through traineeships which could have direct pathways to work on release, we were disappointed about this decline.

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There was a diverse range of traineeships offered. These included: horticulture, laundry operations, kitchen operations, furniture and cabinet making, food processing, and warehouse operations.

In 2016, the skills workshop had a classroom built specifically for training/education. Those VSOs who had the relevant qualification could deliver the traineeships to prisoners in the workshops. We found a strong working relationship between education services and the VSOs working in industries, along with support from local management for this partnership. We were impressed by this collaboration across different prison service areas.

One example of this mutually beneficial working arrangement was the collaboration between the grounds VSO and education in setting up an aquaponics system. The Education Centre had obtained funding for this, the grounds VSO had managed the installation of the system, and prisoners involved could take up the opportunity to complete units towards a Cert 2 in Aquaculture.

We also heard that education staff regularly attend the VSO meetings to ensure the training provided continues to be relevant, and where possible link in with the projects being undertaken in each of the industry areas.

Unfortunately, increased prisoner numbers in the PRU had compromised education there (see Chapter 6).

5.4 ENGAGING IN EMPLOYMENT

Bunbury is an active prison with good employment levels

In our pre-inspection prisoner survey, 60 per cent of prisoners said they feel their time is spent doing useful activities in the prison. This was a positive response. And it was reflected in our inspection findings on prisoner employment.

Bunbury maintained high levels of employment in 'traditional' prison industries (kitchen, laundry, grounds, cleaning), manufacturing workshops (cabinet shop, metal shop, skills), and in the market garden.

Only 15 prisoners were listed as unemployed. This was only 4 per cent of the prisoner population; and down from 27 prisoners not working in early August 2017, about six weeks before our inspection. With a 96 per cent employment rate, the prison was doing a good job of keeping prisoners meaningfully employed. It needs to keep those numbers.

Prisons have a limited capacity to provide 'meaningful employment', and employment options decrease as the prisoner population increases. So, in today's current crowded facilities, we often find semi-fictitious jobs being created to provide work for as many prisoners as possible. This only leads to more prisoners being under-employed, rather than providing a positive solution to the unemployment problem. Typically, we find an

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over-representation of unit cleaners employed to sweep floors, empty bins, and wipe down tables in their units. These jobs are menial, require no skill, teach no skill, and only occupy a small part of a prisoner's day.

At Bunbury, however, the number of unit workers was appropriate for the unit sizes. There were seven unit workers in Unit 2 (96 prisoners), and 12 unit workers in Unit 3 (110) prisoners. This did not seem exaggerated. Indeed, the Inspector, in his exit debrief commended Bunbury on this saying "Some prisons have loads of unit cleaners but still have dirty units. Bunbury has fewer cleaners and cleaner units!"

There was a good policy in place to keep the employment rate up at Bunbury. More prisoners were allocated to each work site than were actually required. This allowed for unanticipated absences which are inevitable in a prison environment. Prisoners may need to attend medical appointments, case conferences, social or official visits, education courses, or programs. Having a larger pool of prisoners working in an industry allows the workflow to continue uninterrupted when such appointments take prisoners away from their workplace.

VSOs were empowered and industries were productive

There were 28 Vocational Support Officers (VSOs) working at Bunbury. They represented a diverse age range, which was positive in terms of succession planning.

To some extent they managed their own budgets and we thought this was good. We have found, at other prisons, tighter controls over VSOs and what they can spend on their industry. This can lead to VSOs feeling micro-managed and disempowered. They should be allocated a budget and work to it. However, tight budgets across the prison had required increasing efficiencies, and smaller workplaces found their monthly budget allocations more restricted.

The workshops were abuzz with activity. The metal workshop employed 15 prisoners who were busy manufacturing trailers, refurbishing an old Land Rover, and producing components for a large and complex public art installation. These projects were undertaken through external contracts. While these accounted for most of the output of the metal shop, internal prison work took priority. So when, shortly before the inspection, four prisoners attempted to escape from Unit 2, damaging cells in the process, the VSOs and prisoners in the metal shop prioritised the manufacture of steel grilles to reinforce security in Unit 2.

The cabinet workshop employed 16 prisoners who made bunk beds for the prison system as well as some external work including shelving in hospitals and cabinet work for shops in town. There were 21 prisoners working in the kitchen and producing top quality food for the staff and prisoners at Bunbury. Eighteen prisoners worked in the vegetable preparation industry, peeling onions and potatoes, and preparing other vegetables for storage and transport to other prisons across the state. Another 10 prisoners employed in the skills workshop were kept busy repairing and refurbishing ride-on lawnmowers.

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Photos 9 and 10: Productive industries and well-equipped workshops.

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The two main industries operating out of PRU, namely the market gardens and section 95 work, are discussed in Chapter 6.



Photo 11: Productive industries and well-equipped workshops.

Chapter 6

BUNBURY'S SECOND PRISON – THE PRU

6.1 A PRE-RELEASE ENVIRONMENT?

For most of its life, it has not been allowed to function as intended

Bunbury's PRU opened in November 2008. It is a minimum-security prison separate from the main prison, with its own administration building, canteen, laundry, visits centre, gym, medical, and education facilities. Its design and capacity was modelled on Boronia Pre-release Centre for Women in Perth, and it had the same aspirations. Life in the PRU was intended to mimic life in the community, with the same personal, social and work responsibilities that the prisoners will have to negotiate once they are released back into their communities. This was what made it a pre-release facility.



Photo 12: The PRU is a lovely environment.

The PRU was originally designed to house 72 minimum-security prisoners in 12 houses (each house containing six rooms). But crowding pressures across the prison estate forced the PRU to start double-bunking some of the rooms in each house within six months of opening. Three rooms in each house were double-bunked, increasing its capacity to 108. Already, the pre-release philosophy was compromised.

Our first inspection of the PRU was in July 2011. The population was 108. We questioned the reintegration potential of the PRU given the increased numbers: (OICS, 2011, p. 55).

...due to the pressure to accommodate as many minimum-security prisoners as possible, the inspection found that many of the prisoners in the PRU were not in fact eligible for pre-release services

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In April 2014, after much lobbying by the Bunbury Superintendent, the Department approved a staged reduction in numbers at the PRU back to its original capacity of 72. In conjunction, the prison planned to only use the PRU for prisoners who had completed their mandatory treatment programs and who were, genuinely, on a pre-release and reintegration journey.

This strategy was short-lived, impacted as always by constantly increasing prisoner numbers across the prison estate. So when we arrived to inspect the prison for the sixth time in September 2017, the official capacity at the PRU had increased to a staggering 144, with every room double-bunked. The actual number of prisoners at the PRU during the inspection ranged from 127 to 130.

We commend staff and management on managing the transition from 72 to 144 prisoners as seamlessly as they did. Despite the population increase, the PRU was a calm environment. Incident levels have been low, and prisoners and staff working in the PRU continue to feel safe.

However, the prisoner profile did not reflect a population that was ready for pre-release and reintegration services. Three prisoners were on remand, six were due for deportation at the end of their sentence, and 36 per cent still had more than 12 months left on their sentence. Such a diverse mix of prisoners cannot support a genuine reintegration philosophy. Not surprisingly, the PRU was functioning more as a general minimum-security unit than a pre-release unit.

Despite many positives, the PRU was under pressure. The issues that we raise in the rest of this chapter must be addressed in conjunction with the planning for Unit 5. If the intent, as was suggested, is for Unit 5 to become the place from which prisoners undertake section 95 activities, the dynamic and purpose of the PRU will change yet again. It must be equipped and resourced for such changes.

6.2 SOME POSITIVES

More prisoners were leaving the prison for work and recreation

The number of prisoners participating in external work had increased since the previous inspection. We were pleased to see the section 95 (s95) work program thriving under the guidance of committed and focused VSOs. At the time of the inspection, there were 22 prisoners going out to work on s95 work parties. This was up from an average of seven prisoners three years ago.

There were two supervised s95 teams of between seven and eight prisoners each, and one team of eight unsupervised s95 prisoners. There were two s95 VSOs, and we were provided documentation that a third was being sought through an internal expression of interest. This would allow for three supervised s95 teams, plus the one unsupervised s95 team, increasing the number of prisoners going out to work by another eight.

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The s95 teams were doing outstanding reparative work. They had provided assistance at up to 40 different organisations across the region. The work included work for various shires councils, police stations and court houses, the Department of Parks and Wildlife, community youth centres, the Salvation Army, and others. They were very highly regarded by the communities and organisations with whom they worked.

The market garden industry operating from the PRU was also a big positive. Market Gardens employed 16 men from the PRU, all of whom were on 'purple card', indicating earned permission to go outside the fence, but not offsite with the s95 teams. The Bunbury market garden was one of three across the state producing above 10 per cent of total fruit and vegetable output, along with Karnet and Pardelup.

Table 5: DCS Prison Industries Production Report

	Albany	Bunbury	Casuarina	Karnet	Pardelup	Wooroloo	Total \$ value across all sites
2014/15	7.0 %	28.9 %	5.9 %	28.8 %	21.9 %	5.0 %	\$ 901,899
2015/16	5.8 %	16.1 %	8.5 %	31.0 %	27.1 %	8.6 %	\$1,091,844
2016/17	5.0 %	25.6 %	9.0 %	21.4 %	28.8 %	8.3 %	\$1,143,223

We were also pleased to find that some PRU prisoners, with appropriate approvals, were being taken out for recreation. We had recommended this at both previous inspections in 2011 (OICS, 2011, p. 32) and 2014 (OICS, 2015, p. 31).

The recreation officers take a different group of PRU prisoners out for external recreation three times a week. One session is reserved for the older prisoners, who have different needs and preferences regarding how to spend their leisure time than younger men. This is excellent practice.

The prisoners were taken to various spots, depending on the weather, or their preferences on the day. They had been to the beach, to a local dam, to the community oval in town, and to the local recreation centre. These opportunities to leave prison and engage in normal, everyday activities were valuable reintegration opportunities. We hope they continue.

6.3 THE IMPACT OF CROWDING IN THE PRU

Infrastructure and equipment was inadequate for the number of prisoners

The PRU houses were designed for six prisoners in each house. They currently accommodate 12 prisoners in each house. The equipment and furniture in the houses was not intended for double the number of people that live there now. The wear and tear on the houses, and the maintenance problems that this has created were evident during the inspection.

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Photo 13: A double bunked room in the PRU.

The domestic stoves and ovens were not designed to be used to cook for a dozen people. The fridges were not big enough to store perishables for a dozen men. Management recognised these deficits and a replacement process was in place for the ovens and stoves, and more fridges had been supplied, but this had proved costly.

The showers and ablutions in the houses were looking a lot worse for wear. Again, they were designed and built to service six prisoners, not 12. A large maintenance project was planned to commence in October 2017. Prisoners commented that this would be to their inconvenience as they would have to utilise the ablutions in another house while their bathrooms were being refurbished. That would mean 24 prisoners using the toilets and showers in a house built for six.

It was increasingly difficult for prisoners to maintain social connections

Maintaining and nurturing family support is imperative for prisoners' successful reintegration. It is also one of the guiding principles that informed the philosophy of the PRU. Unfortunately the PRU was struggling to adequately accommodate all the prisoners' requirements to maintain contact with friends and family.

Prisoners in the PRU can have social visits from friends and family on weekends. But the experience was marred by the crowding in the PRU. The visits centre had not been modified in any way to accommodate this, and as a result, visits sessions in the PRU were full, crowded, and very noisy. The visits centre is a small, indoor space, with

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Photo 14: Six chairs for 12 men.



Photo 15: Cooking facilities were not designed to cater for a dozen men.

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capacity for only 20 to 24 visitors per session. We heard, from staff, prisoners, visitors, and in person an almost unbearable noise level. We observed some visitors leaving their session early and, when questioned, they said it was too noisy and they decided to leave rather than endure the noise for the full session.

This was contrary to the philosophy of the PRU which values family connections as essential to successful reintegration. We also heard from officers that the noise levels in the PRU visits centre were unpleasant, and that they tried to rotate with other officers during the visits sessions so that they could escape the noise. There may be relatively simple solutions to this problem, and we thought that the prison should investigate sound-proofing options.

Other minimum-security/pre-release prisons have facilities for visitors and prisoners to have their social visits outside (Boronia, Karnet, Woorloo, for example). We wondered why this was not an option provided for the prisoners at the PRU.

Recommendation 11

Improve the visits facilities in the PRU by soundproofing the visits centre and introducing outside visits.



Photo 16: The PRU visits centre was small and very loud when crowded.

There were only four telephones in the PRU, for 144 prisoners. PRU prisoners finish work at 3pm each day. This is also when school finishes and children are home. It was

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particularly difficult for them to use the telephone at these times and we saw long queues for the phones around this time especially.

Bunbury has introduced Skype visits to help prisoners, particularly those from other regions, maintain contact with family. But the Skype terminals were in the main prison, and they were difficult for PRU prisoners to access – particularly as sessions could only be booked during the day when they were at work and their children were at school. The prison should look into establishing Skype visits in the PRU.

Recommendation 12

Provide Skype in the PRU.

Essential services were struggling to meet demand

While the number of prisoners had doubled, there had been no commensurate increase in resources to service these prisoners. There were no additional teachers, no additional nurses, and no additional re-entry staff.

Education

Education outcomes and planning in the main prison may have improved, but education at the PRU was not doing as well. There were more prisoners asking for education services, but no more staff available to deliver these services. There was one PEC available to deliver education services in the PRU, which had up to 144 prisoners.

To some extent, the structured day at the PRU impacted on the opportunity for prisoners to engage in education. Many prisoners from the PRU worked outside the unit, namely those who were part of the section 95 team and those prisoners who worked in the market garden. It was difficult for these prisoners who might need to engage in structured education courses to do so during their work day.

The PRU education rooms had five operating computers, available seven days from 8am till 8:30pm. As in the main prison, adult basic education was prioritised. Some short courses were available through TAFE and these included: working at heights, confined spaces, risk control, OHS, and the like. TAFE had brought a training trailer on site, which provided physical equipment necessary to deliver those short courses. This was good practice, but it was not enough to meet demand.

Health

The PRU had a fit for purpose medical centre with the same facilities as the medical centre in the main prison (except for the dental treatment room) but on a smaller scale. A nurse goes to the PRU every morning and every afternoon to issue prisoners with their daily essential medication. A nurse also attends the PRU three half-days each week – Monday afternoon and Wednesday and Friday mornings. The doctor attends the PRU for half a day once a fortnight. There were up to 144 prisoners at the PRU. The number of nursing hours dedicated for the PRU was the same as when its population was 72.

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This inspection found that health services at Bunbury had declined and were inadequate in a number of key areas (see Chapter 4). The PRU was no exception to this. In fact, in some respects it was even worse off than the main prison. Prisoners said they were not able to have their health needs adequately met. The nurses said the same. They said they thought there should be a nurse there at least every day. The fortnightly doctor coverage was also totally inadequate.

Prisoners told us that their health concerns were being amplified because these were not being addressed early enough. So back pain, for example, just got worse and worse. The nurses became frustrated at having to see the same prisoner repeatedly for the same problem. They were limited in their treatment options because they do not have the prescribing powers of a doctor so all they could do was provide the same treatment for the same problem over and over again.

Pre-release and Reintegration Services

The PRU is a pre-release unit. So, we would expect to find an appropriate number of prisoners residing in this unit, at a point in their sentences when they are eligible for pre-release, and reintegration services, and resources in place to provide these.

Instead, reintegration services across BRP fell short of demand. This is explained in Chapter 7. We also found that not all the prisoners residing in the PRU were in fact eligible for pre-release and reintegration services, with remand prisoners, long-term prisoners, and even some deportees living there.

A Reintegration Leave (RIL) program is available to prisoners in the PRU. Eligible prisoners can apply for reintegration leave which allows them to leave the prison for set periods of time and spend some time at home with their families and in their communities. It is really good reintegration practice.

But we found that only three prisoners were participating in the reintegration leave program. We heard from every prisoner we asked about reintegration leave that the application process takes an inordinately long time. Those who had applied said they were still waiting to hear about the outcome of their RIL application three months after having submitted it.

PRU prisoners were also missing out on other reintegration services. There was only one prisoner participating in paid employment through the Prison Employment Program (see Chapter 7); again, largely due to long application processing times.

By contrast, Boronia Pre-release Centre for Women, upon which the PRU was originally modelled, has a dedicated Transitional Manager who looks after the re-entry needs of around 90 prisoners. The Boronia Transitional Manager had the capacity to interview all residents when they first arrived at Boronia, re-interview all residents in the lead-up to release and worked with the residents and the contracted service provider to achieve prisoners' re-entry requirements (OICS, 2015a, p. 41). Reintegration services at Bunbury fell a long way short of this.

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6.4 AN UNSUSTAINABLE STAFFING MODEL

Management staffing at the PRU was insufficient

We found that the PRU was becoming less and less of a pre-release facility, particularly when compared with the other (public) pre-release facility, Boronia. Although Boronia is a female prison the two sites are comparable because they share the same design, reintegration philosophy, and residential infrastructure design.

Boronia is a standalone facility, though, with its own management team. Boronia's management team includes: a Superintendent, two Assistant Superintendents, a Business Manager, a Principal Officer, a Security Manager, a Campus Manager, a Nurse Manager, and a Manager of Family and Community Services. This team is considered necessary to manage 91 residents.

The Bunbury PRU, by comparison, has just one dedicated resource, an Assistant Superintendent. The PRU population at the time of the inspection was 130. This position has overall management responsibility of the PRU: from security, to case management, to reintegration.

The size of this portfolio was unmanageable for one individual. He had done a good job, but the situation posed risks, especially given the fact that security were heavily focused on the main prison and had little presence in the PRU (discussed in Chapter 3).

The PRU Assistant Superintendent has no autonomy over the unit's budget, operational procedures, staffing, or resourcing. All of these are managed by different personnel in the main prison. We found that, although this position is supposed to "...implement policy and programs to facilitate the successful reintegration of prisoners through re-entry programs, aimed at reducing the likelihood of reoffending", it did not have management responsibility of any of the reintegration personnel at Bunbury.² These staff, which included the Transitional Manager, Employment Coordinator, assessments officers, reported either to the Assistant Superintendent Operations at Bunbury, or to managers at head office in Perth.

Chapter 7 below explores our inspection findings in relation to reintegration services at Bunbury. The overall finding was not positive. Services were fragmented and not well resourced. There were groups of prisoners missing out on re-entry services entirely. The system relied too heavily on prisoners driving their own reintegration journeys.

The custodial staff roster was not appropriate for the PRU

The staffing roster at Bunbury rotates officers and SOs among the different units continuously. So the staff group at the PRU can be different every day. For officers this means they could be working in a medium to high-security environment one day, and in the minimum-security environment of the PRU the next day, both of which have entirely different philosophies and operational methodologies.

² Department of Corrective Services, Job description Form, Manager Pre-Release (Assistant Superintendent), Level 6, 1 September 2016.

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We did not think this was a sustainable model three years ago. We do not think it is a sustainable model today. Three years ago the Inspector was “not persuaded that the current management arrangements for the PRU will allow it to meet its full potential” and said that the PRU “should have a dedicated roster of staff” (OICS, 2015, p. v).

In 2011 we recommended a dedicated staff roster. In 2015 we also made recommendations about the PRU and its staffing model. These recommendations were not supported. But they are more pertinent now than ever.

Recommendation 13

Develop a specific roster for the PRU, and resource it with staff who are committed to the philosophy.

Chapter 7

REINTEGRATION SERVICES

Between 1 May 2016 and 30 April 2017, 517 prisoners were released from Bunbury Regional Prison (DCS, 2017). Providing support to prisoners to transition back into society may reduce their risk of reoffending. At Bunbury, there are a number of programs and services available to prisoners to support them post-release. This includes a (small) transitional services team, an Employment Coordinator, a re-entry link program, and some programs to assist prisoners to improve their life and parenting skills.

7.1 TRANSITIONAL SERVICES

Transitional services are not adequately resourced

A Transitional Manager is employed to help prisoners transition back into the community. We were pleased to see that the position was supported by two prisoners who were employed as Transitional Clerks. One of the Transitional Clerks worked in the main prison, and the other in the PRU. They promoted transitional services to prisoners, booked appointments, and relayed messages to the Transitional Manager.

Transitional services include:

- helping prisoners to pay their fines or convert their fines to prison time
- facilitating contact with Centrelink
- providing referrals for accommodation options
- arranging identification – birth certificates, ID, and drivers licences
- referring prisoners to community legal centres and programs
- coordinating voluntary programs.

Prisoners were aware of the services provided by the Transitional Manager and her prisoner assistants, and said they were approachable and helpful. They knew how to get in touch with the Transitional Manager, either by filling in a form or through the daily “I want parade” held in the units. This is a half hour period each morning during which prisoners can make their requests to officers (discussed in Chapter 4). If the prisoner’s request is for transitional services, the Transitional Clerks (the prisoners assisting the Transitional Manager) will meet with the prisoner first as they may be able to address the prisoner’s issue. If not, they will make an appointment for the prisoner to see the Transitional Manager.

But the service is not adequately resourced to meet demand. The doubling of numbers in the PRU was not met with a commensurate increase in resources for the Transitional Manager. She remains the only person with responsibility for providing the services listed above to all prisoners at BRP.

In 2016, we released a review of transitional services in Western Australian prisons. In that review, we acknowledged the workload pressures faced by the Transitional Managers across all the prisons in Western Australia. We noted that they often operated alone, with limited support for their role, and their position was not covered when they

BUNBURY'S SECOND PRISON – THE PRU

went on leave (OICS, 2016). We found considerable deficiencies in the provision of transitional services, and attributed these to “a lack of strategic planning to determine the resources and processes required to address the needs of prisoners most at-risk of reoffending” (OICS, 2016, p. 6). This was exactly the situation at Bunbury.

7.2 SERVICES FOR REMAND PRISONERS

Remand prisoners miss out on reintegration support

Accordwest is the contractor that provides re-entry services for prisoners six months prior to their release. Their contract requires that they provide support services for remand prisoners, life skills programs, and both pre- and post-release planning and support services.

Remand prisoners are meant to receive two weeks worth of support. The provider assists newly remanded prisoners with personal issues they are experiencing related to being in prison. For example: family issues, help with identification documents, limited welfare services, housing issues (DCS, 2010).

Accordwest interview remand prisoners at Bunbury once. They introduce their service and complete simple one-off requests (DCS, 2010). The remand prisoners we interviewed reported that there are no follow-up interviews. Many told us they were struggling with things like: expired car registrations; communication with lawyers; medication supplies; and, for those self-employed, with arrangements relating to the businesses.

These concerns were being diverted to the Transitional Manager. But the Transitional Manager was struggling to meet the demand on her services from all the sentenced prisoners. As a result the practical and important needs of remand prisoners were not being met.

7.3 SERVICES FOR SENTENCED PRISONERS

Sentenced prisoners could access pre- and post-release services

Prisoners with six months or less to serve could attend the Community Transition Program. This is a life skills program, facilitated one day a week for four weeks. It is available to prisoners in the main prison and in the PRU. Topics covered include:

- overview of the re-entry link program
- Prepare to Change
- Communicate Well
- Find and Keep a Place to Live
- Find, Get, and Keep a Job
- Control Your Money
- Stay Healthy
- Enjoy Your Relationships.

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In the lead-up to being released, sentenced prisoners can request pre-release assistance from Accordwest. If a prisoner only wants a few ad hoc services, he becomes a casual client. If he requires more thorough re-entry support, including accommodation, he becomes a formal client.

Formal clients work with Accordwest to produce a re-entry action plan. The action plan includes goals to be achieved in the areas of accommodation, family, transport, counselling, health, substance misuse, finances, employment, and education. In the six months prior to release, a re-entry support worker meets with the prisoner to monitor and support them to work on the goals that can realistically be achieved in prison.

Accordwest will provide 12 months of post-release support to clients with a re-entry action plan. Staff support the client by providing transport to important appointments, linking him in with relevant agencies, and generally advocating on the client's behalf. Accordwest itself provides services the client may need like: connections with accommodation providers, homelessness services, counselling services, and family support.

Prisoners wanting to engage with this service need to initiate the contact, similar to the process for requesting to see the Transitional Manager described above.

7.4 EMPLOYMENT SERVICES

Prisoners did not feel adequately skilled for work once they were released

Services to assist prisoners increase their employment opportunities post-release are provided through the PRU at Bunbury. The Employment Coordinator works with PRU prisoners who request career advice to produce a career plan. These prisoners are supported to build their resumes and learn job seeking skills to prepare for release.

Twelve months prior to release, eligible prisoners can participate in the Prisoner Employment Program (PEP). The PEP program is intended to enhance a prisoner's prospects of gaining employment on release. It includes activities such as job seeking, vocational training, education, and work experience. One day per week, prisoners on the PEP program can visit the local employment agency to search the electronic employment portal for advertised jobs. Paid employment can commence six months prior to release.

Unfortunately, there were a number of barriers preventing prisoners from participating in paid employment at Bunbury. Prisoners must find a job and then submit their PEP application containing the details of the prospective employer. The applications take approximately 12 weeks to be processed. This long wait period is not realistic, because employers often cannot keep the job open for 12 weeks, and have to withdraw from the program.

We also heard that the PEP applications were actually taking far longer than 12 weeks to process, sometimes up to as long as six months. When we investigated this further, we

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discovered that the applications were being held up both at the prison level and by head office in Perth. As a consequence, during the inspection, only one prisoner was participating in paid employment on the PEP program, and another four were job seeking. This discouraged prisoners from even applying to participate on PEP.

Another source of frustration for prisoners nearing release was that they felt unprepared to find a job once they were released. They wanted more opportunities to build their skills to become more employable on release. They suggested more practical courses in workplace health and safety, traffic control, front end loader, bob cat, forklift, and general apprenticeships.

The Employment Coordinator had secured a small amount of funding to send prisoners on training courses to become more employable, which was positive. But this did not extend to all prisoners needing to upskill or train in new skills. The Employment Coordinator had also managed to secure courses for prisoners from a local training provider for half price. This meant that double the number of prisoners could attend these courses – another positive initiative.

We saw evidence of monthly meetings between the various reintegration service providers operating at Bunbury, namely the Transitional Manager, the contracted service provider, and the Employment Coordinator. This was an opportunity for these service providers to discuss reintegration concerns for different prisoners and how these can be addressed. This was a good practice.

7.5 REINTEGRATION BARRIERS

There were too many barriers and shortfalls in reintegration services

Reintegration services at Bunbury are under-resourced and not reaching certain groups of prisoners. There could be more job-specific training available that will skill prisoners to enable them to be immediately employable post-release. We found that these were real barriers to prisoners seeking meaningful reintegration opportunities at Bunbury.

And these were not the only barriers. Prisoners who thought to engage with these services had to initiate the engagement themselves. The Transitional Manager, the Employment Coordinator, and Accordwest help prisoners with their re-entry needs when they request help. Those who don't ask for help don't get it.

We understand that prisoners within six months of release were contacted by the Transitional Clerks (the prisoners employed to assist the Transitional Manager) to enquire whether they require any transitional services, and this is then passed on to the Transitional Manager. We found this process inadequate. A process whereby a prisoner must speak to another prisoner, in the first instance, about his re-entry needs is not good practice. Also, six months is not a long time to make sure all the re-entry arrangements are in place for the prisoner. These arrangements can be complex, and dependent on outside agencies to process (for example arranging driver's licences, birth certificates, identification, housing, and so on). Six months is not long enough.

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Many of these prisoners who miss out would undoubtedly benefit from re-entry support. In our 2016 review of transitional services we noted that “Some prisoners were said to miss out completely on services or failed to receive the level of attention they required” (OICS, 2016, p. 9).

There is no system at Bunbury to reach out and connect with prisoners who do not proactively engage with re-entry services. This is not only true for Bunbury, but also for most prisons around the state. Our 2016 report on transitional services found that “Re-entry Link providers collaborate with transitional managers to identify and address the reintegration barriers of prisoners who elect to receive case management support in prison” (OICS, 2016, p. 3)

Some prisons, have navigated this problem by implementing formal case management processes from the point of entry, with reintegration in mind at all times. Wandoo is an example of one such facility.

At Wandoo Reintegration Facility, every resident is case managed to ensure they are prepared to re-enter the community. A holistic and in-depth reintegration plan is developed addressing the resident’s rehabilitation and re-entry needs. The plan contains goals and actions that are structured around

- family and significant others
- health and wellbeing
- substance misuse
- accommodation
- employment, education and training
- recreation
- cultural and spiritual needs
- financial and legal matters
- attitudes, thinking, and behaviour.

Multidisciplinary meetings are held each week to track the progress of residents and residents who have been released against their plan.

This system is inclusive. Residents can elect not to engage with reintegration case management. But to do so means they will have to opt out of it. This contrasts with the reintegration services at Bunbury which requires prisoners to opt in by requesting to engage with the services.

We understand that prisoners are adults and need to be responsible for their own journeys. But this philosophy does not necessarily reflect the chaotic lifestyles that many prisoners experience and which is often (at least partly) to blame for them ending up in prison to start with. On entering prison, prisoners should be on the road to reintegration. They should not be expected to stand on the side of the road and “thumb a lift”, hoping to be offered a ride.

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7.6 MEASURES OF EFFECTIVENESS

There were no measures against which to monitor the effectiveness of reintegration services

At Bunbury, the Transitional Manager, Employment Coordinator, and Accordwest do not work to any performance measures. The re-entry 'outcomes' stipulated in the Accordwest contract are vague and difficult to assess. For example, the provider is expected to "ensure that clients are provided with effective transitional planning and support services to provide the greatest opportunity for successful reintegration back into the community" (DCS, 2010). We could not find evidence of how, or even if, this was measured.

We encountered the same problem when we reviewed transitional services in 2016. Then we noted that, rather than measuring outcomes, the Department was measuring outputs of the re-entry service providers. The outputs they considered were the number of 'contacts' that occurred between the service provider's case workers and the prisoner (OICS, 2016, pp. 29, 35). This provides information on the quantity of the service, but nothing about the quality.

The Department is currently reviewing re-entry and rehabilitation services across the state. It has requested tenders from non-profit organisations to provide services and programs. Future contracts should contain measures to ensure that all prisoners are assessed and all their re-entry needs are supported both pre-and post-release. The new contracts should also include measurable outcomes against which their performance and effectiveness can be evaluated.

Our 2014 inspection report recommended that: "Bunbury to develop and implement a reintegration services plan with targets and performance measures" (OICS, 2015, p. 74). Back then we heard from prison management that the prison was planning to develop a strategic reintegration services plan, including "education, industries, employment coordination and transitional services" (OICS, 2015, p. 52).

At the time, the Department supported this recommendation. They said this was an existing initiative of their own, and that no further action was required. Three years later, we were disappointed, but not at all surprised, to find no evidence of any strategic reintegration services planning.

Recommendation 14

Develop and implement a reintegration model for all prisoners, that starts when they first enter Bunbury, and includes clear targets and performance measures.

REINTEGRATION SERVICES

7.7 OTHER REINTEGRATION OPPORTUNITIES

The parenting program was very popular among dads

At the beginning of 2017, Accordwest, obtained funding to facilitate a parenting program called Parenting Advice and Support Service (PASS). The PASS program supports fathers in prison, teaches them more effective parenting skills, and focuses on building stronger relationships with families. Services include counselling, advocacy, support, and helping prisoners understand court documents relating to their children. Prisoners can drop in for advice, or they can participate in a six week group program that runs both in the main prison and the PRU. As Accordwest has strong links in the Bunbury community, they are also able to work with the children in the community while their dads are incarcerated in Bunbury.

Prisoners who had engaged with this program spoke highly of it. They acknowledged the value of the program in assisting them in their future as parents, and their responsibility for growing the next generation.

Unfortunately, prison operations meant that the prisoners could not put in practice the parenting skills they were learning in the PASS program. Many of the dads in the PRU wanted to play and engage with their children during visits, but were not permitted to move from behind the visits table. Dads also wanted more opportunities to Skype their kids. The Skype facilities were made available to the PASS program for an hour per day between 2.00pm to 3.00pm. But most children were at school between these hours. Skype could not be used in the evenings because the video link officer went home at 4.00pm.

Simple changes to prison operations, including Skype time and visit regulations in the PRU, would allow dads to reconnect and build strong relationships with their children prior to release.

New programs were due to commence to support Aboriginal prisoners

Breakaway Aboriginal Corporation received more than \$135,000 from the Royalties for Regions South-West Regional Grants Scheme to fund an 18 month trial to reduce drug and alcohol abuse. The program will be aimed at reconnecting with loved ones, building life skills, staying off drugs and alcohol, looking for a job on release, developing strategies to manage money better and strengthening spirit and culture.

Up to 50 prisoners are expected to be involved upon release. The program is likely to include four groups of between six and eight prisoners per year. This is a promising initiative.

Appendix 1

ACRONYMS

ABE	Adult Basic Education
AEW	Aboriginal Education Worker
ARMS	At Risk Management System
ASETS	Auswest Specialist Education and Training Services
AVS	Aboriginal Visitor's Service
CMC	Case Management Coordinator
CNM	Clinical Nurse Manager
EDR	Earliest date of release
IDMR	Individual Drug Management Regime
IMP	Individual Management Plan
MAP	Management and Placement
MHN	Mental Health Nurse
OIC	Officer in Charge
PASS	Parenting Advice and Support Service
PCS	Prisoner Counselling Service
PEC	Prison Education Coordinators
PEP	Prison Employment Program
PO	Principal Officer
POE	Point of entry
PRAG	Prisoner Risk Assessment Group
PRU	Pre-release Unit
PSO	Prison Support Officer
SCH	Student Contact Hours
SO	Senior Officer
TM	Transitional Manager
VSO	Vocational Support Officers

Appendix 2

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Appendix 3

DEPARTMENT OF JUSTICE RESPONSE



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

Response to the announced inspection: Bunbury Regional Prison

DEPARTMENT OF JUSTICE RESPONSE

Response to the announced inspection:
Bunbury Regional Prison

The Department of Justice welcomes the inspection of Bunbury Regional Prison as part of the Inspectors announced schedule of inspections for 2017/2018.

The Department has reviewed the report and noted a level of acceptance against the 14 recommendations.

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

DEPARTMENT OF JUSTICE RESPONSE

Response to the announced inspection:
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Progress since inspection

Since the inspection, the Department of Justice has enhanced its operations at Bunbury Regional Prison. A number of decisions and announcements have occurred which will see the capacity of Bunbury increase to 573 by mid-2019.

Operations

The Bunbury Drug Reduction Trial was a local initiative introduced by the Management team at Bunbury to reduce the drug use among the prison population. A number of strategies were introduced that have been undertaken within existing resources. Results to date have seen a reduction in the number of positive tests returned. An evaluation of the Strategy is in the final stages of approval but initial findings are positive. The Department has also initiated Operation Contra commencing 11 December 2017 aimed at minimising the supply and use of drugs and alcohol in all WA prisons.

Capacity

The reopening of Unit 5, will provide additional minimum security beds in accommodation located external to the perimeter. Planning has commenced and all necessary staffing and services will be in place for the reopening.

The Department has commenced scoping the proposed 160 bed expansion at Bunbury. This will see the delivery of an additional 80 secure cells that will accommodate 160 secure beds. This will also involve an upgrade of utilities and services to support the increased population as well as upgrades to support buildings such as reception, kitchen and visits. A new C Block Dining module, additional education and program transportables and management and sector fences will also be provided. The scope also includes the installation of radio communications infrastructure for the safe operation of the prison and augmentation to the emergency services radio network.

DEPARTMENT OF JUSTICE RESPONSE

Response to the announced inspection:
Bunbury Regional Prison

Response to Recommendations

1 Ensure the additional necessary staff and services are funded and in place before reopening Unit 5.

Response:

The additional necessary staff and services have been identified and will be funded to be in place for the scheduled re-opening of Unit 5.

Responsible Person: Superintendent
Proposed Completion Date: 31 March 2019
Level of Acceptance: Supported – existing Departmental initiative

2 Review the management structure and responsibilities at Bunbury.

Response:

As part of the development of a new Staffing Agreement for the opening of the 160 bed unit and a 573 muster, the management structure and responsibilities will be reviewed.

Responsible Person: Superintendent
Proposed Completion Date: 31 March 2019
Level of Acceptance: Supported

3 Improve engagement between security and staff.

Response:

Relationships between staff and security are working well. A Communication Plan, however, will be developed and implemented to support and enhance this relationship as part of continuous improvement.

Responsible Person: Superintendent
Proposed Completion Date: 31 December 2018
Level of Acceptance: Supported in principle

4 Increase resourcing for support services for the drug reduction strategy.

Response:

Managing drugs in prisons is a key function of each prison and will be resourced appropriately alongside all other business functions. Any additional resources required will be considered as part of the new Staffing Agreement, funding and prioritisation of need.

Responsible Person: Assistant Commissioner Custodial Operations
Proposed Completion Date: 31 December 2018
Level of Acceptance: Supported in principle

DEPARTMENT OF JUSTICE RESPONSE

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5 Ensure staff and prisoners are fully informed about all aspects of the drug reduction strategy.

Response:

Staff and prisoners are already informed about the drug reduction strategy via the orientation process and the specific information pamphlets that are located throughout the centre and distributed.

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

6 Develop a strategy for managing remand prisoners.

Response:

Currently in the endorsement stage, the Department developed the Healthy Prisons Framework (HPF) which aspirationally provides a governing philosophy and articulates the Departments commitment to achieve decency, fairness, learning and implementation of best practice within WA prisons. The HPF is defined by four key tests, safety, respect, purposeful activity and re-integration. Standard 3 relates to remand prisoners and includes guiding principles, outcomes and required outputs. In terms of a strategy, as part of the Prison Rule Base Transformation Project, the management of remand prisoners will be a key subject area which is incorporated into the Rules base, and will reflect the Departments commitments in the HPF strategy, with the corresponding development of site specific rule base.

Responsible Person: Director Operating Procedures and Standards
Proposed Completion Date: 30 June 2020
Level of Acceptance: Supported

7 Increase nursing and GP coverage at Bunbury.

Response:

In response to the population increase in Bunbury in 2016 a submission requesting additional staffing until June 2018 was approved. This added 0.4 FTE Clinical Nurse MH/AOD and 0.42 FTE general nursing hours to the establishment. All attempts to attract additional staff to these positions on short term contracts has been unsuccessful. These positions are currently being progressed to advertise externally. The current Mental Health / Alcohol & Other Drugs Nurse (SRN 1) is funded as a part time position only. As part of the next planned increase in the Bunbury population in 2019, increasing the hours of this position will be part of the staffing proposal.

Recruitment to increase the number of medical practitioners is also in progress.

Responsible Person: Director Health Services

DEPARTMENT OF JUSTICE RESPONSE

Response to the announced inspection:
Bunbury Regional Prison

Proposed Completion Date: 31 March 2019
Level of Acceptance: Supported – existing Departmental initiative

8 Improve access to health services at Bunbury.

Response:

As noted in the findings, Bunbury already has in place a triage system. Health Services conducts patient feedback surveys every 6 months, the results of 2017 were extremely positive about the health services provided at Bunbury.

Responsible Person: N/A
Proposed Completion Date: N/A
Level of Acceptance: Not Supported

9 Ensure treatment assessments are done on time.

Response:

Increased productivity in group service delivery at Bunbury in 2017 resulted in less available FTE to undertake assessment tasks. From January 2018, an additional 0.6 FTE officer will be allocated to assessments until Q2 2018 to prevent any assessment delays.

Responsible Person: Assistant Director Offender Programs
Proposed Completion Date: 30/06/2018
Level of Acceptance: Supported in principle

10 Ensure programs are sufficiently resourced to meet assessed need.

Response:

Statistics relating to those prisoners who are booked or enrolled in programs and those not suitable due to appeal, age, alerts etc, based on the Prisoner Treatment Assessment Outcomes for Current Count report (late November 2017) show that there were only 18 outstanding at that time. Nevertheless, staff resources have unfortunately not increased in line with the prisoner population. As such, a review is in place to ensure delivery of programs can be maximised with existing resources. Efforts are also being made to improve the quality of treatment assessments, which will likely improve the ability to determine true demand for programs. Additionally, as part of the expansion of Bunbury, 2 extra group rooms will become available for program facilitation.

Responsible Person: Assistant Director Offender Programs
Proposed Completion Date: 30/06/2018
Level of Acceptance: Supported in principle

DEPARTMENT OF JUSTICE RESPONSE

Response to the announced inspection:
Bunbury Regional Prison

11 Improve the visits facilities in the PRU by soundproofing the visits centre and introducing outside visits.

Response:

The number of visitors attending a visit session in the PRU has returned to the original capacity. This has allowed every visit session to be filled and subsequently has reduced the noise and eliminated the need for soundproofing. Introducing outside visits would involve increased infrastructure and staffing costs which are not deemed a priority at this stage.

Responsible Person: N/A
Proposed Completion Date: N/A
Level of Acceptance: Not Supported

12 Provide Skype in the PRU.

Response:

The unavailability of 3G Mobile or ADSL internet connection restricts the access to eVisits in the PRU. A pilot program was completed in January 2017 and the evaluation concluded that the configuration, design and implementation of technology within the eVisits pilot did not provide a sustainable long term solution for eVisits. The evaluation concluded that the use of more readily available technology such as Skype for Business using a cloud based implementation of Microsoft's Office 365 Technology and accessing the Whole of Government network available through GovNext ICT would provide a more cost efficient and effective method to provide eVisits to all Prisons. The Department is currently in the process of migrating all of its staff to Microsoft's Office 365 Technology and has a program in place to adopt the GovNext network. Once these implementations are complete then the transition of eVisits from the current design to a more scalable and cost effective design can occur and access to eVisits from all prisons will be enabled.

Responsible Person: Chief Information Officer
Proposed Completion Date: 30/06/2019
Level of Acceptance: Supported in Principle

13 Develop a specific roster for the PRU, and resource it with staff who are committed to the philosophy.

Response:

Given the current industrial climate a specific roster and staffing compliment for the PRU is not feasible. However, it should be noted that the PRU is staffed by officers that are committed to the philosophy through expressions of interest.

Responsible Person: N/A
Proposed Completion Date: N/A
Level of Acceptance: Not Supported

DEPARTMENT OF JUSTICE RESPONSE

Response to the announced inspection:
Bunbury Regional Prison

14 Develop and implement a reintegration model for all prisoners, that starts when they first enter Bunbury, and includes clear targets and performance measures.

Response:

The Department is reviewing evidence based practice in relation to the assessment, monitoring and management of a prisoner's reintegration needs from the start through to the end of their sentence, and is drafting a new Reintegration Needs Assessment.

This process will improve case management practice by increasing links to relevant community services, and target reintegration services more effectively.

New reintegration services have recently been awarded for the next 5 years. The Department is currently in a 3-6 month transition phase to introduce these new services, and part of this transition process is the development of appropriate outcome and output based performance measures in order to monitor, evaluate and improve the services over time.

Responsible Person:	Executive Director Offender Management
Proposed Completion Date:	31 December 2019
Level of Acceptance:	Supported in Principle

Appendix 4

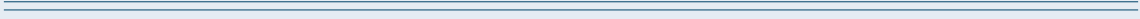
THE INSPECTION TEAM

Neil Morgan	Inspector of Custodial Services
Lauren Netto	Principal Inspections and Research Officer
Amanda Coghlan	Inspections and Research Officer
Jim Bryden	Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Andy Beck	Security Consultant

Appendix 5

KEY INSPECTION DATES

Formal notification of announced inspection	16 May 2017
Pre-inspection community consultation	25 July 2017
Start of on-site phase	17 September 2017
Completion of on-site phase	21 September 2017
Presentation of preliminary findings	29 September 2017
Draft report sent to the Department of Justice	14 December 2017
Draft report returned by the Department of Justice	18 January 2018
Declaration of prepared report	12 February 2018



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



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

Level 5, Albert Facey House, 469 Wellington Street
Perth, Western Australia, Australia 6000
Telephone: +61 8 6551 4200
Facsimile: +61 8 6551 4216

www.oics.wa.gov.au