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OFFICE OF THE INSPECTOR OF CUSTODIAL SERVICES

REPORT OF AN ANNOUNCED INSPECTION OF
EASTERN GOLDFIELDS REGIONAL PRISON



Report of an Announced Inspection of
Eastern Goldfields Regional Prison

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

THE INSPECTOR'S OVERVIEW: IMPROVED PERFORMANCE AT EASTERN GOLDFIELDS BUT TIME FOR A NEW PRISON

The February 2008 inspection was the fourth time in just over six years that Eastern Goldfields Regional Prison had been the subject of a full inspection. In 2001 an unannounced inspection had been carried out, primarily on account of the unacceptable structural and overt racism that had then characterised many of the Prison's processes and attitudes. In that context it is pleasing to record that Eastern Goldfields is no longer in any substantial way a racist environment. It has made huge strides in this regard.

The prison population is normally around 90 percent Aboriginal, and it was apparent that the management and staff are now coping with and responding to many aspects of the needs of this population. This was illustrated in two outstanding ways.

First, with the recent death in custodial transport of a prominent Aboriginal Elder and the great distress this had caused amongst the Aboriginal population, a group of Elders had been brought in for counselling, consultation and discussion with the affected prisoners. Subsequently, after our inspection had finished, the Prison made immense efforts to enable a large group of prisoners to attend the funeral and also marked the occasion with a ceremony within the prison for those who had been unable to attend.

The second example concerned the "Sorry Day" events of 13th February 2008. On that day the Prime Minister apologised in Parliament on behalf of the Nation and the Government for the events and practices which had been encapsulated in the notion of a "stolen generation". This event commenced in Canberra at 6.30am Western Summer Time. That is, of course, before normal unlock time. It was recognised by the Superintendent and his management team that the "Sorry Day" speech should be seen as a communal event for Aboriginal people, not one which they were able to watch locked in isolation in their cells.

Accordingly, the prisoners – maximum-security, minimum-security and women – were progressively unlocked and allowed to assemble in the kitchen/dining room before the Parliamentary ceremony commenced. A slap-up breakfast was supplied to them by the staff, many of whom had been brought in for special overtime duties. As regards seating, they were permitted to mix according to family and skin group preferences. The Apology speech itself was projected from the television onto the wall. The prisoners, some of whom were understandably moved and distressed, watched the 30 minute speech by the Prime Minister in virtual silence and with close attention. There was not a hint of any security or disorder issue. It was a unifying event. Hardened senior officers and officers were impressed by what they themselves had facilitated. The whole event epitomised the kind of Aboriginal way of doing things that a predominantly Aboriginal prison should be able to achieve but which, in the past, had not been much in evidence.

It was this event that finally convinced me that the Inspector's Office should develop and promulgate specific Inspection Standards relating to Aboriginal Prisoners. These will now be found on our website: www.custodialinspector.wa.gov.au. They mark a transition in the Inspector's approach to Aboriginal imprisonment from a stage where predominantly the concern was with the lack of resources for Aboriginal prisoners to one where the concern is a positive one of how to manage Aboriginal prisoner experience positively and productively.

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The details of the improved performance of Eastern Goldfields Regional Prison in other respects are set out in the body of this Report. The greatest single disappointment was the performance of the Health Service. This was not the fault of the personnel working in it but rather of the acute under-resourcing, to the point almost of negligence. In responding to our Recommendation 4 relating to this matter, the Department reiterated yet again that Health Services must “compete with other Departmental priorities” in the running of the prison. This is a fundamentally flawed argument.

The Inspector's Report 35 – Thematic Review of Offender Health Services – advocated strongly on the basis of hard evidence and experience elsewhere for the transfer of responsibility for Health Services from the marginalised Corrective Services group to the Department of Health – the core health services provider in the State. The discussions around this proposal have been going on for more than two years. Although it is understood that an affirmative decision may well be imminent, the experience at Eastern Goldfields demonstrates precisely why the present model is wrong and the transition must occur as a matter of strong commitment and urgency.

The other big issue about the Inspection relates to a need for a new prison in the Goldfields. The arguments in favour of this have been cogently traversed in our Report 30, and there seems not to have been any dissent from those views at Departmental or Governmental level. It is simply that they have not been acted upon. The argument in essence is quite simple: Aboriginal prisoners cope better and show improved rehabilitation results if they serve their sentences in-country. This can only be done if a “full service” prison, capable of accommodating all security ratings and delivering a full spectrum of offender services, is located in the relevant region. If this were done, it would also enable out-of-country Aboriginal prisoners to be decanted from the secure metropolitan prisons – Casuarina, Hakea, and Acacia – back to country, thus negating the need for a new secure metropolitan prison to be constructed.

The case for a replacement Eastern Goldfields Regional Prison constructed on the same and adjoining site as the present one, has gone to the Expenditure Review Committee of State Cabinet on several occasions, but has not yet been supported. Whatever has led to the failure of this case, the time now has come for it to be accepted and acted upon. In Western Australia, regional custodial management arrangements must be robust so as to contribute in appropriate ways to an equitable overall prison system which both enables recidivism to be reduced and contributes to public safety.

Richard Harding
Inspector of Custodial Services
10th July 2008

Chapter 1

CUSTODY AND CONTAINMENT

- 1.1 The Eastern Goldfields Region is located in the south-eastern corner of Western Australia and incorporates eight local government areas. The region is about the size of New South Wales and over three times the size of Victoria. It is just under a third of Western Australia's total land mass and is the largest region in the State.¹ The Eastern Goldfields Regional Prison (EGRP) in conjunction with a small (pre-release) work camp at Mt Morgans is the only prison in the region. EGRP is required to receive both male and female prisoners from all Police lock-ups and courts across the region and provide prison services to all remand (unsentenced) and sentenced prisoners.
- 1.2 Built in 1980 for 96 prisoners, the prison buildings are nearing the end of their operational life. They are critically inadequate to meet the increased scale of contemporary demand for prison beds and severely restrict the provision of work opportunities, education, training, and programs to address offending behaviour.² Designed as a minimum-security prison, it has only a limited capacity to hold maximum and medium-security prisoners for short periods to facilitate court appearances or visits. Consequently, and despite the Department's intent to keep prisoners as close to their home community as possible, all sentenced prisoners classified as maximum or medium-security are routinely sent to a closed-security prison in Perth for the majority of their sentence. The scale of the inadequacy of the prison is such that there are now more of the region's prisoners held in Perth than there are in the region.³
- 1.3 EGRP is an Aboriginal prison⁴ with the overwhelming prisoner population being Aboriginal, many of whom live in traditional communities and who retain particularly strong relationships to their family and 'country'. Immediately prior to the inspection, we interviewed Aboriginal prisoners from the region who were being held in Perth. Overwhelmingly, they expressed confusion, anxiety and a deep sense of distress at being held away from their home country and congregated together to mitigate their sense of dislocation.
- 1.4 The inadequacies of the current facility and the impact of dislocation on the Aboriginal prisoners from the region are but two of many reasons why the Department of Corrective Services must urgently provide enhanced capacity and facilities in the region to meet the demand for prison beds and services. The arguments for this have been made numerous times, with this Office's view best set out in the *Directed Review of the Management of Offenders in Custody*.⁵ It is simply well past the time for a new prison to have been instigated and this Report repeats the similar recommendation that

Recommendation 1

A firm commitment be made to commencing the construction of a new prison for the region within the next two years.

1 Office of the Inspector of Custodial Services (OICS), *A Directed Review of the Management of Offenders in Custody*, Report No. 30 (November 2005) 100.

2 Ibid 104.

3 Based on population figures provided by the Department for 31 January 2008.

4 This concept was first articulated by the Inspector in the Overview to OICS, *Report of an Announced Inspection of Broome Regional Prison*, Report No. 4 (August 2001). It was defined as a prison whose normal population is predominantly (75% or more) Aboriginal.

5 OICS, *Directed Review of the Management of Offenders in Custody*, Report No. 30 (November 2005) 100-135.

A SENSIBLE RISK MANAGEMENT APPROACH

- 1.5 The need to accommodate prisoners of all security ratings and frequent over crowding in the secure unit has shaped the custody and containment issues for the prison. There are more grilles and razor wire around the internal areas of EGRP than any other comparable prison. This, coupled with outdated design concepts, give much of the prison a closed in and controlled feel.
- 1.6 Despite these issues, and to its credit, EGRP has adopted a sensible risk management approach to managing their prisoner groups. This was evidenced in many ways, through, for example, the flexibility and cultural sensitivity shown to visitors and the infrequency with which visitors are exposed to strip searching. Prison management have also instigated processes that have enabled some highly contentious practices, such as shackling non minimum-security rated female prisoners when recreating on the prison's oval, to cease.
- 1.7 Similarly, the environment in the secure male unit had improved markedly since the 2005 inspection,⁶ with a Senior Officer permanently rostered in the unit and the staff complement increased. This had enabled staff to actively work at identifying and managing issues in the unit before they escalate to a point of confrontation. Recent upgrades to perimeter security had also enabled the external recreation area to be accessed more freely. These are sensible approaches to an area that was found at the last inspection to be a stressful and impoverished environment.
- 1.8 The prison's ability to assess and manage risk was also demonstrated by their judicious use of local knowledge and experience with the prisoner group when determining a prisoner's security rating.⁷ This ensured that any prisoner who could be realistically managed locally was managed at EGRP rather than transferred to a more secure prison in the metropolitan area.
- 1.9 There were a number of other examples found that demonstrated appropriate management of risk. For example: all staff have personal duress alarms and these are monitored centrally; prison management have assessed their emergency risk profile and were attempting to address this as best they could through training and their local resources. The good practices described demonstrated that local management and staff are committed to a balanced approach to security and risk.
- 1.10 However, during the inspection a number of procedural and structural deficiencies and inconsistencies were raised with the Security Manager on site. Most of these were able to be dealt with at the local level.⁸ The area of most significant concern, in relation to custody issues, was the process for the reception of prisoners. The reception facility at EGRP is wholly unacceptable, representing possibly the worst facility of its type in the state.⁹ It places serious restrictions on the quality of the reception process delivered. Over time, the prison has attempted to compensate for some of these infrastructure deficiencies through

6 For issues relating to problems in Unit one at the last inspection see OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006).

7 See Director General's Rule 18 section 8.

8 See Appendix 2 for a list of these issues.

9 Along with the reception area at Broome Regional Prison – see OICS, *Report into an Announced Inspection of Broome Regional Prison*, Report No. 46 (October 2007) 8.

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the provision of an external property store and some other minor works activity, but there is limited capacity to renovate the current site in this way.

- 1.11 The inconsistencies and deficiencies in the reception process were, however, more problematic than the facility itself. An examination of reception documentation showed that for some prisoners, the information documented during reception was inconsistent with other aspects of their official record. Prisoners reported variations in the reception processes and in the depth of inquiry made by reception officers. Prisoners also said that their willingness to self-report issues such as their propensity for self-harm (a key area the reception process covers) was very much dependent on which officer conducted the reception process.
- 1.12 The reception officer position is an eight hour shift, working roughly from 8.00am to 4.00pm Monday to Friday. However, the prison receives prisoners outside these hours and on weekends. In fact, it is a common occurrence for the transport vehicle from the metropolitan area to arrive outside these hours. As such, many prisoners would have been taken through the reception process by one of the officers on a weekend or night shift roster. In these situations the reception could be conducted by any shift officer, under the supervision of a senior officer.
- 1.13 While the reception officer during the inspection was experienced, this had not always been the case. There had been considerable turnover in the reception officer position in the years since the last inspection and the current officer was not substantively appointed to the position. Further, there were many relatively inexperienced officers in EGRP at the time of the inspection who were not particularly well versed in the reception process.
- 1.14 In recognition of this shortcoming, all new officers had been required to undergo two days training in the reception process at the prison and the reception officer had developed a comprehensive manual to guide inexperienced operators through the reception process. This manual appeared to cover all aspects of the process and, if followed, would have addressed many of the inconsistencies observed during the inspection. Unfortunately, due to factors such as work pressures, limited access to officers due to shift arrangements, limited time for training in the schedule and competition with other training needs, neither the reception officer nor the senior officers overseeing reception were able to provide the quality assurance and professional development required to deliver a consistent and in-depth reception process for all prisoners.
- 1.15 One innovation that other prisons have embraced to improve their reception and orientation of prisoners has been the formal involvement of peer support prisoners as part of the process.¹⁰ The involvement of peer support has been discussed with EGRP management for some time but to no avail. This was particularly pertinent at this inspection where EGRP was, as described later in this Report, without their Prisoner Support Officer (PSO), and Prisoner Counselling Service (PCS) staff. Any process therefore that enhances the capacity of the prison to identify self-harm risk would be, in the view of this Office, beneficial. EGRP is encouraged to do more in this regard and to place greater emphasis on the reception and orientation of its prisoners.

10 OICS, *Report into an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 16.

Chapter 2

CARE AND WELLBEING

2.1 The provision of care and wellbeing is a collective effort which is assisted by a range of specialist personnel and support services that have a prisoner care focus. In the past, EGRP has struggled in this area and for some time had been without many of the necessary personnel and support services relied upon in other prisons. At various times this has included:

- Prison Counselling Services (PCS),
- Programs staff,
- Prisoner Support Officer (PSO),
- Women's Support Officer,
- Recreation Officer,
- Reception Officer,
- Aboriginal Health Worker, and
- Aboriginal Education Officer.

Consequently, preceding this inspection, the Inspectorate had very real concerns for how the prison could service the welfare needs of its prisoners.

2.2 To its credit, the prison had managed to make sound advances in the care and wellbeing of its prisoners. While there were a number of contributing factors to this, the most significant was that, in the view of prisoners and of this Office, in the absence of specialist welfare staff, prison officers had taken up a welfare role. While this welfare component was intended for prison officers since the abolition of welfare officers in prisons in the 1990's, ownership of this role by officers has been sadly lacking in many of the state's prisons. Indeed, this ownership of their welfare responsibilities was not the case three years ago in EGRP. Its presence at this inspection is a credit to the commitment of local management, the prison officers, vocational support officers and other staff in the prison, and is consistent with the decent treatment of prisoners.

2.3 The prevailing attitude among staff was strongly supportive of positive interaction and support for prisoners. This was evident in the interaction witnessed between staff and prisoners and in the efforts the prison was prepared to go to in servicing the many and varied needs of its prisoners. Officers appeared committed to building and maintaining good, positive, proactive relations with the prisoners. In particular, staff were interacting with and did not isolate themselves from prisoners.

2.4 As a result, while there were still marked deficits in some areas, much had been done to improve the care and wellbeing of prisoners. Further, the prison was attempting to be innovative in its service delivery.

RECREATION

2.5 Recreation was an example of an area where the prison had made significant advances. The two previous inspections reported that recreation at the prison was severely limited.¹¹ The major contributing factor to this was that in the past the Activities Officer was regularly

11 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) 20; and, OICS, *Report of a Follow-up Inspection of Eastern Goldfields Regional Prison*, Report No. 9 (February 2002).

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called on to undertake other duties. As a result, planning and service delivery in relation to recreation were inconsistent. At this inspection, a new Activities Officer had been appointed, with sole responsibility for organising the recreation program.

- 2.6 The Inspectorate was impressed with the enthusiasm and proactive approach that this officer showed towards the role. Moreover, the Inspectorate was impressed by the level of support received from local management. With this support the Activities Officer had been able to develop a 12 month recreation schedule. This schedule provided an essential framework within which to structure recreation and had been effective in ensuring that the recreation needs of all the various groupings of prisoners were accommodated.
- 2.7 An unused section of the minimum-security male unit had been converted into a gymnasium. The room in which the library was housed was being converted into a multi-purpose facility which could be used by prisoners during recreation times. As well as these, there were a range of passive recreation options for the prisoners. The most obvious of these was the provision of musical instruments which were being used every day. Other passive recreation options included chess, board games and a karaoke machine in the women's section.
- 2.8 The Activities Officer was proactive in organising recreation activities that encouraged regulated social interaction and integration among the various prisoner groups – male and female, and across all the security ratings. Intra-prison activities involving minimum and maximum security prisoners for various sporting and recreation activities were organised. Mixed recreation was arranged between the male and the female prisoners, including a pool competition and regular bingo sessions in the dining room. Importantly, the recreation program included the female prisoners having access to the oval every day during the scheduled recreation times.
- 2.9 Supporting this, with the support of management, the involvement of prisoners in recreation external to the prison had been reinvigorated. At least once a week a mixed (male and female) volleyball team had been attending a community-based activity centre to play volleyball in the local competition.
- 2.10 The improvements in recreation provision at EGRP were impressive. Importantly, the improvements to the service could only have come about through staff and management working together.

FEMALE PRISONERS

- 2.11 The previous announced inspection in February 2005 found that conditions and regimes for female prisoners were unsatisfactory, with women enduring inequity in access to programs, recreation, and freedom of movement about the prison.¹² Overall, the management of the female prisoners in custody at EGRP did not reflect the Department's women-centred philosophy.¹³ One of the most symbolic indications of this was the process whereby the women had to ask an officer, and predominantly male officers at that, for sanitary products

12 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) 16

13 Salomone, J *Towards Best Practice in Women's Corrections: The Western Australian Low Security Prison for Women*. (undated) Department of Justice, 2.

when required.

- 2.12 This inspection found that female prisoners' access to services had improved since 2005, which was attributable to a combination of factors. Firstly, the female custodial officer complement had increased markedly.¹⁴ Thus the inequities noted in previous inspections that had been blamed on a lack of female officers were no longer an issue.¹⁵ Policy changes also meant that during times when the women were confined to their unit, they now had freedom of movement within the unit and access to their cells. This was a marked improvement from the previous finding that women were locked into their cells for hours at a time when officers had to attend to other duties.
- 2.13 Services to the female prisoners had also improved through the Women's Custodial Directorate funding part-time Women's Support Officer (WSO) positions for all the regional prisons. In the view of this Office, the provision of Women's Support Officers in prisons signalled the Department's growing understanding that women in custody have specific needs, that these needs are different than those of male prisoners, and that for women in custody to be treated equally, they may need to be treated differently. In short, the establishment of these WSO positions indicated to this Office that the Department was now consciously attempting to address the concept of a women-centred custodial philosophy.
- 2.14 At EGRP the Department initially funded this position at 0.4 of a full time equivalent salary (FTE). This was subsequently increased to 0.6 FTE. This was a positive decision by management and one that made a significant difference in reducing the inequities facing female prisoners in EGRP.
- 2.15 The WSO said that she felt well supported in her role. She had been offered training by the Women's Custodial Directorate and this had been supported by the prison Superintendent. While still finding her way in the role, the WSO had already been developing initiatives for the women including a Food Cents course delivered by Red Cross, health promotion initiatives, regular visits by a hairdresser and beauty therapist, and improved training opportunities.
- 2.16 However, to enable the continuous improvement of conditions and services it is vital that the WSO not only be supported, but be part of an integrated, coordinated approach to managing the needs of the women at EGRP. All too regularly the good work that happens in prisons occurs in silos. Communication is often poor between the various professional groups working in the prison and lines of authority convoluted. Each of these was, at least to some extent, evident in the way in which women were managed at EGRP. To ensure a cohesive approach all the service areas that have an impact on the female prisoners¹⁶ should have input into, or at least be consulted on, the initiatives developed for the women. This coordinated effort would further support the prison to ensure that programs and activities are not duplicated, program times do not clash, and that the range of program initiatives are significantly broadened. In progressing this, the WSO could be well situated to take a

14 By 65 per cent, according to the Department's updated response to this recommendation.

15 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) 16.

16 Custodial officers, education, health services, Vocational Skills Officers, the Activities Officer and local management.

leading role, but ultimately responsibility must lie with local management.

- 2.17 In summary, at this inspection it was evident that EGRP was taking the first steps towards fully embracing the changes required to comprehensively address female custodial issues. While there was still a long way to go for the prison to be seen as adopting a truly women centred approach, this appeared to be their goal and both management and staff appeared to have the capability to bring this about.
- 2.18 This Office would like to see EGRP take a leading role in adopting a truly women's centred approach to the custodial management of its female prisoners. Consequently, it is recommended

Recommendation 2

That local management, with support from the Women's Custodial Directorate, develop a local action plan – with measurable outcomes and clear timeframes – for the coordinated delivery of services and programs for women for EGRP.

EXTERNAL CONTACTS AND COMMUNICATIONS

- 2.19 Recreation and the management of female prisoners were stand-out improvements at this inspection. Other areas also showed improvement but contain aspects where there was still room for considerable development. One such area was in facilitating prisoner and family/ community contact. This contact is enabled and fostered through visits, telephone contact, mail, video links and intra-prison contact within family groups.
- 2.20 From a social visits perspective, EGRP does not conduct a formalised visits booking process. This is a good practice given that many Aboriginal visitors from the region are not used to western booking systems. It is clear that many of the behavioural norms, security and administrative procedures taken for granted in prisons appear strange and beyond the experience of many Aboriginal people. In contrast to European values and behavioural norms that have undergone considerable liberalisation, many Aboriginal people from remote communities still live more traditional lifestyles governed by comparatively more circumscribed behavioural norms. It was important then that visitors were only searched when the Security Manager directed staff to do so and that strip searching only occurred where warranted by clear intelligence information.
- 2.21 Importantly, staff were observed to be vigilant but also relaxed and casual, making the visits process far more comfortable for the prisoners and their visitors. This was exemplified when an ex-prisoner, who appeared under the influence of alcohol, attended the prison for a visit. The officer at the gate could not allow a visit in such circumstances and there was potential for the situation to escalate. The officer remained polite yet firm as to why the visitor could not enter the prison and spent some considerable time talking calmly with the visitor. The respect shown and interpersonal skills used were excellent. The situation therefore did not escalate and the visitor left the prison without incident. From discussions with staff and prisoners the interaction described was not an isolated event and represented the general tone of officer and visitor interactions.

- 2.22 The prison's positive approach was again evident for visits occurring in the secure unit. Visits to secure units naturally require a higher degree of attention to security issues. Nonetheless, flexibility was shown where visitors were allowed to return to their visit after attending the toilet. Likewise, prisoners wishing to use a toilet did not have their visit automatically cancelled as happens for other secure visits. To accommodate this, a process was in place to ensure the security of the visit which, while labour intensive, permitted the visit to continue.
- 2.23 Problems persisted however for other aspects of visits. Some of these were structural – the secure visits area was not large enough to accommodate demand and the external visits area had only limited protection from adverse weather conditions. Other problems, however, indicated that, at least historically, management had not fully thought through all aspects of the contact between prisoners and their families. A number of these were beginning to be dealt with, for example, concerns regarding access to boiling water for tea and coffee in the secure visits area were being addressed with the instillation of a café bar dispensing system. Other issues, such as the lack of facilities for children in either visits area, remained problematic. To some extent, these deficiencies or limitations on the quality of visits were made more blatant by the generally positive approach to visits and the quality outcome for prisoners and their families.
- 2.24 Enabling contact between prisoners and their family and community though is not just about visits. EGRP contains a great many prisoners whose family and community are vast distances away from Kalgoorlie. To attend for visits they are reliant on occasional and inconsistent transport services and as such many visit only infrequently. Telephone contact is then of great importance in prisons like EGRP where the distance visitors have to travel can be a real disincentive to contact. In recognition of the difficulty facilitating contact between prisoners and their families Policy Directive 36 makes provision that 'Each prison shall provide for additional needs to overcome the disadvantage of those prisoners who are from a remote area and who, by virtue of their imprisonment, have become socially isolated from their family and community'. Given EGRP's positive attitude to visits it was surprising then to find at this inspection limited provision of free or subsidised telephone calls for out of country prisoners and reluctance by staff to use 'free' officer initiated phone calls. Records showed that even when offered, the vast majority of officer initiated calls were eventually charged to the prisoner.
- 2.25 Similarly, despite Policy Directive 36 directing prisons to make writing materials freely available to prisoners, notices around the prison advised prisoners to purchase their own writing materials and confidential mail envelopes were not freely available. These were examples of areas where the prison needs to think in a more encompassing way to ensure that community contact is maintained and developed for prisoners. To its credit, in the months following the inspection, the prison had started to address the issues highlighted here. Its progress will be closely monitored though the Inspectorate's liaison process.
- 2.26 While the prison is making do in many cases with the facilities it has, the deficiencies evident at this inspection were not in keeping with management's approach to fostering

family contact. They reflect a somewhat haphazard approach to minimising the inevitable social isolation which necessarily comes with imprisonment. Management needs to take a broader approach to ensuring prisoners, their families and communities are able to have to quality, ongoing contact. This could include for example, increased use of free phone calls, video/Skype type telephone contact and enhanced visits facilities including play areas for children. It is recommended therefore

Recommendation 3

That management investigate and develop a comprehensive strategy to ensure that all its prisoners achieve an adequate level of quality contact between them and their family and community.

DIET AND NUTRITION

- 2.27 The provision of a nutritious and appropriate diet was an area where the prison was having mixed success. Since the last inspection the prison had overall been delivering a quality diet to its prisoner group. In recognition of the high prevalence of diabetes in the prisoner group, adequate controls of fats and sugars had been implemented. There had been increased provision for traditional diet preferences through regular provision on the menu. This reflected a strong commitment by management and the Cook Instructor to providing a diet tailored to the specific needs of the prisoner population with some recognition of local preferences.
- 2.28 However, since the last inspection there had been some slippage in the area of prisoner supervision. For example, breakfast packs, packed by prisoners and provided as part of the diabetes control initiatives, showed variable quality control with the contents differing considerably. Similarly, kitchen workers had not received formal training in food hygiene matters or specific occupational safety and health training. Thus some areas of the kitchen showed the need for a more thorough cleaning.¹⁷ There was also inconsistency in the positive approach to the general diet of prisoners with the benefits of healthy eating promoted within the Education building on posters and notice boards but no other visual evidence regarding healthy eating was observed in the prison.
- 2.29 As at the last inspection, there was still no formal process for prisoner consultation or input into meal choices. This is not to say that the Cook Instructor was not responsive where feedback was given, simply that there was no process for this. In this regard, kitchen workers had advised the Cook Instructor that the local Aboriginal prisoners prefer to only eat kangaroo tails and they prefer to cook these tails themselves in an open fire pit. From this advice the kitchen made uncooked kangaroo tails readily available for prisoners to cook on request. This is in addition to the cultural food options appearing at least once a week on the standard menu. This is a useful initiative but one that still requires the supervision of the Cook Instructor to oversee the integrity of the cooking process and to provide input into healthy nutritional choices.
- 2.30 At this inspection it was evident that EGRP was benefiting from having established a good diet and nutritional foundation, but these practices needed to be built upon and developed

¹⁷ These issues are taken up in greater detail in an associated Environmental Health Assessment report sent to the Department in May 2008.

further. Achieving this would provide the greatest impetus to prisoners in taking on sustained healthy eating practices. The Cook Instructor (relatively new to the prison system at the time of the inspection) had many good ideas and certainly the expertise to make such advances. Management though need to work with the Cook Instructor to ensure that the menu provided is healthy, attractive to prisoners and reflective of their personal choices.¹⁸

CLOTHING

- 2.31 Although not publicly reported in past inspection reports, the matter of clothing for the women at EGRP had been raised with the superintendent during many liaison visits. Historically the most objectionable issue was the practice of recycling women's underwear. Thus, when female prisoners were released from the prison, the underwear with which they had originally been issued was retained by the prison, laundered, and then re-issued to incoming female prisoners. As a matter of decency this Office has always viewed this practice as unsatisfactory. This inspection found that, in line with recent liaison reports, the women were now issued with new underwear when they entered the prison. The position for male prisoners was less clear, as the laundry process was so poorly monitored and the quality of the laundry bags so poor that it was almost impossible to ensure that the underwear returned to a prisoner originated with that prisoner.
- 2.32 Other clothing issues persisted. The women in particular complained about their ill-fitting clothing. It was said during the inspection that this was due to a number of small women having recently entered the prison and so the stock of smaller sized clothing had diminished. Other prison staff acknowledged this shortage and attributed it to the fact that the main road linking Perth to Kalgoorlie had been closed due to serious bush fires over the Christmas 2007 period. Since the prison shoes and clothing came from Casuarina Prison (in the metropolitan area), this had impacted on the delivery of clothing to EGRP. Regardless of the underlying reasons, EGRP is not a new enterprise, nor entirely staffed with inexperienced officers and should have been able to control the stock and flow of such necessary items. The failure to do so demonstrated the need for a tighter process around ordering and monitoring stock and a quicker response time from the sending prisons for orders.

THE PEER SUPPORT SYSTEM

- 2.33 A particularly poorly performing area was the provision of peer support to prisoners. There was no peer support system in place at EGRP at the time of the inspection. Indeed, peer support had struggled for many years and there had not been any effective peer support system in place since the substantive Prisoner Support Officer (PSO) left on extended sick leave in September 2007. This is unacceptable. Peer support is an important component of the prison's suicide prevention initiatives and a source of significant welfare support to prisoners. Peer support prisoners receive training in the prevention of suicide and self harm, and the lack of the PSO and the peer support prisoner group was a major deficit. It is simply not appropriate, in such a high risk environment, to leave suicide prevention almost exclusively to prison officers, no matter how good a job that group appears to be doing.

18 Progress in this regard was being shown at time of the follow-up liaison visit to the prison.

- 2.34 Local management did attempt to address the lack of a PSO. Unfortunately, however, when the prison identified a suitable temporary replacement, the Department's human resource procedures took so long that the interested individual found other employment. On another occasion, one of the Aboriginal Visitor Scheme representatives expressed an interest in filling the PSO position temporarily. The Department again was not able to facilitate this transition. Thus the position remained unfilled, despite repeated attempts by local management to fill it.
- 2.35 This issue appears to have been completely mismanaged. The lack of support provided to the prison in filling the vacant PSO position was unacceptable and left the prison unnecessarily vulnerable. The return of the PSO some six weeks following the inspection did address some of these issues, and this Office expects local management to work with the PSO and prisoner group to rapidly reinvigorate the peer support system. Such efforts to improve the profile and utility of peer support within the prison will be closely monitored during subsequent liaison visits. Nevertheless, in the protracted absence of the PSO, local management had a responsibility to ensure the continuance of the peer support group. Their failure to maintain an effective peer support group was an unfortunate lapse.

HEALTH

- 2.36 The worst performing aspect of the prison was undoubtedly the health service. This was not due to inadequacies on the part of the local health staff. The issues were of a structural and resourcing nature and largely pertained to the difficulty of providing adequate health services in the regions.
- 2.37 In the 2005 inspection report concerns were expressed about the adequacy of health services to the prison.¹⁹ Since then, despite maintaining an adequate General Practitioner presence, the medical coverage provided had reduced even further. At the time of this inspection, major deficiencies existed in:
- General service coverage – there was no on-site or on-call nursing coverage for weekends or for peak reception periods and the health services had been unable to fill its required nursing hours during regular clinic periods.
 - Dental care – no on-site provision and very limited access to external public dentistry services.
 - Psychiatry – no psychiatrist had visited the prison for at least two years with psychiatric services shared between the contracted General Practitioner and a mental health trained nurse.
 - Indigenous health – no indigenous health worker.
 - Health promotion – despite generally poor compliance with diet and medication in the prisoner group, no evidence of health promotion initiatives.
 - Substance abuse – the prison's Local Drug Action Plan was out of date, lacked local information and did not appear to address how appropriate strategies could be delivered given the current deficits in alcohol and drug use programs and inadequate medical cover.

19 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) 13-14.

- 2.38 To be fair, the Department and the health centre staff had been, albeit unsuccessfully, attempting to address these service deficiencies. For a large part, their lack of success reflected a generalised difficulty in recruiting and providing services in regional Western Australia. The Department's efforts had not, however, been assisted by:
- Uncompetitive incentives for nurses and Aboriginal health workers.
 - Deteriorating relations between the Department and the State Forensic Mental Health Service.
 - An apparent low priority given to developing or supporting health promotion initiatives or local drug action planning.
- 2.39 For EGRP the impact of these service deficiencies was compounded by the resignation of the Nurse Manager in December 2007. This left the medical centre short another nurse and more importantly, lacking in management and supervisory capability. Diabetes screening and following up, for example, appeared to be poorly documented and possibly inconsistent. This was one example of many which demonstrated that the health service, despite its best efforts, was failing to meet the needs of the prisoner group.
- 2.40 Beyond the services able to be delivered from the health centre, a number of other concerns were evident. One such area was the process for prisoners making an appointment. During the inspection, the appointment process was as follows:
- The prisoner requests that a prison officer place them on the medical appointment list;
 - The officer asks the prisoner the nature of the health issue and then rings the medical receptionist; and then
 - The officer and the medical receptionist determine if the prisoner needs to see a nurse or the doctor, and the priority status assigned to that appointment.
- 2.41 This process raises a number of concerns. Firstly, there is the absence of confidentiality brought about by the involvement of a prison officer. While the Inspectorate acknowledges the overall positive relationship between prison officers and prisoners in EGRP, the quality of this relationship was not universal. Further, even good basic relationships do not necessarily extend to disclosing personal health issues. This practice is inappropriate and may have resulted in prisoners not seeking medical attention. While this could not be confirmed, the involvement of the prison officers in triaging the prisoner's health needs was unnecessary and could constitute a barrier to quality health care. Secondly, as neither the prison officers nor the receptionist were clinically trained, the validity of their triaging for a population with complex health needs is a concern. This triage practice exposes the Department to considerable risk. Should a prisoner's health be adversely impacted by a denial or even a delay in service, the Department could be found to be culpable.
- 2.42 This appointment practice had grown out of a pragmatic attempt to cope with the limited nursing services available, but was poor practice. Since the inspection, the Health Services Directorate has been working with the prison to explore alternatives, including a medical appointment system similar to that in place in Greenough Regional Prison. The current medical appointments system though had been in place for some time. The Department

should be ensuring it is appropriately informed of local practices that impact on prisoner health and expose the Department to unnecessary risk, but it does not appear to be doing so.

- 2.43 Another issue of considerable concern was the health assessment and access to treatment for prisoners admitted outside of clinic hours. The Department advised this Office that workloads did not justify coverage for all the hours nursing support may be required in the prison. In considering the risks and potential cost, the Department elected to continue covering the early morning period where prisoners were prepared for court and medication distributions occurred. At the other end of the day, unpredictable transport arrival times²⁰ meant that on some afternoons nursing services were being under utilised. As a result, the clinic hours at the end of the day were reduced. During these times (and on weekends), the Department's after hours procedures require that custodial staff make an initial assessment of a prisoner's condition and contact on call medical services in Perth if there are concerns. The on call medical service in Perth would then make a decision to call for an ambulance to transport the prisoner to hospital or for the prison officers to manage the prisoner in one of the prison's two observation cells until assessed the following morning. Alternatively, if the prisoner was in obvious need of medical attention, the prison could arrange for ambulance transfer directly.
- 2.44 These arrangements have direct implications for the medical management of illicit drug consumption and for alcohol withdrawal in newly received prisoners. Both are potentially life threatening conditions. There are a number of risks involved in adopting such a process. A prison officer could err in deciding that the risk is insufficient to warrant a referral; officers (who have no medical training) could inadequately describe a prisoner's condition over the phone to a doctor who has never seen the prisoner, and subsequently misdiagnoses; or possibly the most serious risk could be where an officer is simply unaware that there is a problem and so takes no further action. The making of a competent health risk assessment requires specific and regular training. The minimum expectation would be senior first aid with specific additional training related to the effects of alcohol and other drugs.
- 2.45 In the case of reception assessments the officer making the decision would likely, but not necessarily, be a senior officer. In the period leading up to the inspection the number of senior and other officers with senior first aid or any current first aid training was negligible. The expectation that non-medical staff make a decision about the medical risk for a prisoner without such training is inappropriate. It is also highly dubious to expect a doctor to be able to make an adequate health assessment based on the report of a third party who is not appropriately trained. Again, this is a practice that has arisen to compensate for a lack of on-site services.
- 2.46 Overall, the problems faced by the health service at EGRP are symptomatic of the slow running-down of health services in the Department of Corrective Services. This Office has repeatedly drawn attention to the declining standard of health services provision in prisons. The Department's response has been to further reduce staffing, funding and services to the point where prisons like EGRP have to enact inappropriate and unsafe practices in

20 Reception staff reported during the inspection that prisoners regularly arrive at the prison after 6pm.

order to cope. The Health Services Directorate within the Department is complicit in this. The Health Services Directorate can not remove or elect not to provide a service, thus transferring the risk to the local prison, without adequately monitoring the impact of its decisions and providing sufficient guidance to local health services on how to minimise risks. The Health Services Directorate needs to do more to monitor and keep themselves informed of the impact of their decisions. They can not simply rely on prisons or prison based services informing them of problems.

Recommendation 4

It is recommended that the Department fund health services to a level that enables prisons to provide services commensurate with their identified needs.

Chapter 3

REHABILITATION

- 3.1 The Department's rehabilitative effort comprises a number of components: assessment, individual management planning, case management, intervention and preparation for release.²¹ All parts are interlinked, with assessment leading to individual management planning which informs case management and the interventions available to the prisoner. These assist with and lead to the preparation of the prisoner for release, with some prisoners receiving specific additional release preparation. The degree of intervention provided is then based on the assessed risk posed by the offender and their need for intervention. The Department's efforts also take into consideration the timeframe available for interventions.

ASSESSMENT

- 3.2 Assessments are carried out for a range of interventions – with two of the most critical being for programmatic interventions (referred to as treatment assessments) and for education interventions. For many of the prisoners in EGRP such assessments would have been conducted in the metropolitan area. Nonetheless, for some, their assessment would have been or should have been conducted locally. In this regard, EGRP has been able to maintain the capacity to conduct education assessments, but there have been periods where staffing deficits have meant that they have been unable to conduct their own treatment assessments. On these occasions the Department has sent treatment assessors from the metropolitan area to the prison,²² or more frequently, required the offender to be transferred to the metropolitan area for assessment. For prisoners this has meant their removal from country, and regular delays in the time taken to conduct assessments, prepare their Individual Management Plan (IMP) and to commence their rehabilitation.

CASE MANAGEMENT

- 3.3 Regardless of the time taken to conduct assessments, the critical component of case management has struggled to function at EGRP.²³ EGRP has not been alone in this regard, with problems implementing and supporting case management widespread. Such problems led the Department in the period before the inspection to review the intention and functioning of case management, and to inject additional resources into local coordination through the creation of Case Management Coordinators in each prison. To the Department's credit, these efforts appear to be paying dividends at EGRP.
- 3.4 There was clear commitment by local management and staff to facilitating case management. Processes and check lists had been put in place to ensure case management goals were met. The Case Management Coordinator was monitoring the case management and was championing the value of case management to staff and management. Local capacity and timelines are likely to improve in the near future with the appointment of a Treatment Assessor who at the time of the inspection was away undergoing training.
- 3.5 At a more general level, the effectiveness of case management has been greatly enhanced by the much improved relationship between custodial officers and the prisoner group and

21 As laid out in Director General's Rule 18.

22 The last being in October and November of 2007.

23 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) 18

PHOTOGRAPHS



Solar panels at the Mt Morgan work camp – a major initiative to minimise the camp’s environmental impact.



The entrance to Eastern Goldfields Regional Prison.

PHOTOGRAPHS



Whilst a pleasant outdoor setting, the facilities for visits are negligible.



Typically, multiple prisoners share cells of a rudimentary design which offer little or no privacy. For example, the toilet (for up to eight prisoners) behind the low wall pictured, offers little in the way of privacy or dignity to prisoners.

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between the custodial officers and the other staff in the prison. Additional comment is made in this regard in the Resources and Systems chapter of this Report.

- 3.6 However, eligibility criteria for case management exclude many categories of prisoners.²⁴ Consequently, not all prisoners are case managed. For example, of the 100 plus prisoners present during the inspection, only 46 were eligible for case management. Based on these figures officers would be responsible for case managing up to three prisoners each. Requiring around 20 minutes in total of each officer's time per week, this level of case management does not appear to be particularly burdensome.

PROGRAMS

- 3.7 The last inspection revealed that the prison was unable to meet demand for rehabilitative programs locally. The situation at this inspection was worse. EGRP had been without sufficient qualified staff to deliver programs for some time. Prison management had attempted to address the lack of programs by advocating on behalf of a local service provider to run programs for the Department. This had been unsuccessful and the only program that had been recently delivered was the Department's brief cognitive skills course. This is delivered by prison staff but had not been delivered in the two months preceding the inspection as the officer was relieving elsewhere. Thus program delivery was not meeting demand.
- 3.8 Prisoners should not be retained in prison longer than required. In this regard, it is unacceptable that prisoners should be penalised by the Department's inability to provide programs that they, the court or the releasing authority have appropriately decided are required of the offender. Therefore, it is recommended:

Recommendation 5

That the Department markedly increase the availability of and access to programs to a level such that prisoners are not detained in prison solely due to the unavailability of programs addressing their offending behaviour.

- 3.9 This inability to deliver programs locally has necessitated the transfer of a large number of prisoners – who would otherwise have been able to stay in EGRP – to the metropolitan area for programs. In addition it resulted in the retention of prisoners in the metropolitan area awaiting programs. Over a considerable period of time, despite EGRP minimum-security beds seldom being full, the state's metropolitan secure prisons have been at 130 per cent capacity.²⁵ This failure to provide programs has serious implications on the ability of prisoners to become eligible for a minimum-security placement or to achieve parole. Consequently, the lack of adequate program delivery at EGRP further exacerbated the over crowding of metropolitan prisons and increased the costs associated with transferring prisoners to and from the region.

24 Director General's Rule 18

25 Based on bed capacity and population counts from February 2008.

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- 3.10 In a move to counter the absence of programs, prison management increased the availability of short intervention courses, vocational skills training and education. Non-program based interventions of the type offered through EGRP have been shown to have some utility in enabling offenders to make a successful transition back into their communities and to reduce reoffending.²⁶ Further, as the majority of prisoners at EGRP are ineligible for case management or the Department's current suite of intervention programs, these efforts constitute the majority of the rehabilitative efforts at EGRP. Such non-program based interventions are therefore of particular importance in this prison.
- 3.11 The provision and coordination of non-program based interventions has not been a priority of the Department.²⁷ Consequently, since the last inspection, EGRP has had to improve and increase service delivery in these areas with limited Head Office support. But leaving such initiatives to the limited resources of local prisons represents missed opportunities for the rehabilitation of prisoners. The Inspectorate believes that the provision of non-program based interventions such as those identified should be the basis of all prisoners' rehabilitation.²⁸ This is even more pressing in the current period where the Department's capacity to deliver programs is far outstripped by demand. Regardless of whether the current shortfall in program delivery capacity in the Department is likely to be protracted or not, it is recommended

Recommendation 6

That the Department expeditiously research and make available a range of non-program interventions that go at least some way to assisting an offender reintegrate into the community.

EDUCATION

- 3.12 In the months preceding the inspection, around 40 per cent of prisoners were involved in education each month, and 11 prisoners were in full-time education. This included just over half of the female prisoner population. This represented an improvement in the number of prisoners involved in education. It should be noted though that education provision to prisoners in the secure unit was still little more than advertising what would be available at their likely receiving prisons.
- 3.13 At the last inspection prisoners reported that they felt that the courses on offer were 'generally irrelevant to their needs and very limited in scope'.²⁹ The report subsequently recommended that 'Education courses should be developed that are directly related to the lifeskills required by prisoners upon release' and that an outcome be that prisoners 'develop

26 Social Exclusion Unit, *Reducing Re-Offending by Ex-Prisoners* (2002), Social Exclusion Unit, Office of the Deputy Prime Minister, London; Boraycki M, *Interventions for prisoners returning to the community* (2005). Australian Institute of Criminology, Canberra; *Report and Recommendations to New York State on Enhancing Employment Opportunities for Formerly Incarcerated People*, The Independent Committee on Re-entry and Employment, (New York 2006).

27 Though most recently, in response to OICS, *Report into the Review of Assessment and Classification Within the Department of Corrective Services*, Report No. 51 (April 2008) the Department has indicated a commitment to a coordinated approach to such non-program based or re-integration needs interventions.

28 OICS, *Report into the Review of Assessment and Classification Within the Department of Corrective Services*, Report No. 51 (April 2008) 15-17; T36.

29 OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) 19.

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an understanding of relevant government systems and processes'.³⁰

- 3.14 In the interim period the education service appears to have worked to address these issues. The courses and modes of delivery appeared to better match a prisoner group characterised by low levels of literacy and numeracy. Regular updating and changing of courses had occurred but had been limited by the narrow range of local education and training providers. Courses (typically short courses) offered through vocational education showed high completion rates, with good links demonstrated between the education centre and the Vocational Support Officer (VSO) group. While not entirely successful, the education service appears to have substantively achieved the intent and substance of the previous recommendation.
- 3.15 One of the problems remaining was that many students did not complete the educational course set for them. A major reason for this was the short duration many of the prisoners spent in the prison – with prisoners exiting prior to completion. The reality is that for the great majority of these prisoners, there are not the education resources in their communities for them to continue their education outside of prison. In such cases, as unpalatable as it may seem, prison may present the only realistic opportunity for increased literacy, numeracy, vocational or general employability skills for members of these communities.
- 3.16 Given this, it was pleasing to see that the education centre was adequately staffed and opportunities for professional development were both available and accessed. It was concerning though that the service was so reliant on part-time and casual staff for its functioning. More problematic was that the Aboriginal Education Worker position had been vacant for some time, with the prison appearing unable to fill this 0.5 FTE position. This threatens the Indigenous Tutorial Assistance Scheme funding allocated to the prison, the loss of which would be a poor outcome for prisoners.

RELEASE PREPARATION

- 3.17 Almost all prisoners are eventually released back into the community. For a great many, their success in the community is heavily dependant on how well they and their community is prepared for their return. This makes the work done in prison to prepare a prisoner for their release an important function of custodial management. For most prisoners the areas where they require most assistance are in finding suitable accommodation and employment, their financial situation and their relationship with their family or community. As the prisoner approaches the time of their release the prison works with the prisoner to formulate a release plan. For eligible prisoners³¹ the Department offers a specific re-entry program where preparations usually commence three months prior to release. For the remainder, the extent of planning can be highly variable.
- 3.18 At the last inspection, the quality of release preparation was limited, even for prisoners accessing the formal re-entry program. At this inspection the prison appeared to have a

30 Ibid., recommendation 9.

31 There are nine eligibility criteria set out in the Department's Policy Directive 47 the major one for EGRP being that prisoners must have been in custody under sentence for a continuous period of at least twelve months.

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more coordinated approach. While still not without its problems and lacking a specific release coordinator, the prison had been able to assist a larger percentage of its prisoners. For those not eligible for the re-entry program, the prison facilitated meetings between Centrelink, Community Justice Services and outside agencies such as Centrecare to arrange accommodation and other supports as needed. These agencies were encouraged to meet with prisoners prior to their release with the agencies showing enthusiasm and genuine concern over the difficulties faced placing some prisoners requiring short or long term accommodation.

- 3.19 The prison and agencies also appeared to work hard at arranging transport home for prisoners from areas outside of Kalgoorlie. This is a difficult task as services to remote areas often occur on only one day of the week. As such there is an added problem of finding the prisoner accommodation until that day. This process falls down when the prisoner has been arrested in Kalgoorlie but comes from another area such as Warburton which is hundreds of kilometres away. In this situation there is no obligation on the Department to pay for transport to the prisoner's home, only to the place of arrest. In this situation the prisoner may be stranded in the Kalgoorlie area where there is a higher likelihood of reoffending. This appears to be a counter productive policy for the regions. The prison does make phone calls to outside agencies, communities and families to try and arrange transport for the prisoner where possible, with Centrecare playing a major role in this.

Chapter 4

REPARATION

- 4.1 Over the course of five inspections ERGP has continued to struggle to find adequate employment for most of its prisoners. Even with the better structured employment seen at this inspection, less than 40 per cent of prisoners worked more than three hours per day and many (24%) were wholly unemployed.³²
- 4.2 The prison does not have a large industry base and has little from an industry perspective to offer to its local communities. Upgrading the industrial capacity of the prison is unlikely to be cost effective and, at any rate, given the ongoing speculation regarding the potential for the building of a new facility, the likely success of securing funding for such ventures would appear slim. Even so, the prison's current industrial plan emphasised doing what they do well and committed to a strong work-based skills training emphasis.
- 4.3 Consequently, there had been significant improvements to the type and quality of the work being undertaken. During the previous inspection women's work opportunities were restricted to cleaning and a very limited community based work role. At this inspection work opportunities for female prisoners had been expanded and plans were in place for further expansion. In addition, the prison had recently employed a VSO qualified in horticulture, who was in the process of re-invigorating horticultural activities at the prison. This had in the past been a highly successful industry for the prison, providing up to 12 jobs. Since the inspection the horticultural efforts have continued to be developed and it appears to be proving a viable venture for the prison.
- 4.4 Arguably the biggest improvement to reparation has been the establishment of a Skills Development Workshop. The workshop has a capacity for up to 20 prisoners to receive training in a wide variety of short courses. As a relatively new initiative the majority of training to date has been to enable prisoners to complete the necessary job related training before taking up employment in the prison or being sent to the work camp.
- 4.5 It is significant to note that this workshop was built using prisoner labour and imparted valuable work skills in the process. Similarly the prison had embarked on an ambitious minor works program, building offices and refurbishing areas of the prison using and skilling prisoners in the process. Much of this was funded out of the prison's existing budget and tied specifically to vocational training opportunities.
- 4.6 Over a 12 month period, the Skills Development Workshop had assisted prisoners to complete around 300 short courses. These included:
- Introductory Course in Gaining access to Training and Employment,
 - Blue Card,
 - Certificate 1 & 2 in Hospitality,
 - Certificate 2 in Transport and Distribution (Warehousing & Distribution),
 - St Johns Ambulance First Aid,
 - MARCSTA,
 - Foodstar,

32 See Document Request Ref – 3.4, *A Breakdown of the Current resident population at EGRP including workplace.*

REPARATION

- Information Technology,
- Basic hand tools,
- Power Tools, and
- Chain Saw Operation.

- 4.7 The industries area was also involved in the production of outside BBQ table-and-bench settings that were in use throughout the prison and being supplied to a range of organisations in and around Kalgoorlie. These horticultural, contractual and minor works efforts were impressive achievements from what was a very low base and there was a sense of energy and drive in the industries section not seen in previous inspections.
- 4.8 Sadly, the out-of-prison employment (conducted under section 95 of the *Prisons Act 1981* (WA)) that was well developed at the last inspection, had fallen away. The Mount Morgan work camp in particular was struggling to find work for its prisoners. At the time of the inspection management and the work camp officers were exploring options to reinvigorate the work camp and other work activity external to the prison. Some weeks later this appeared to be bearing fruit with external work activity once again moving ahead. Work camps and other forms of community based activity are of a high importance in the custodial management of prisoners and local administration and the wider Department should endeavour to minimise any barriers to their success. In this regard, this Office will follow with interest the efforts of EGRP management in further developing their reparative efforts and the extent of support they receive for these endeavours from the Department.

Chapter 5

RESOURCES AND SYSTEMS

- 5.1 As stated in the Code of Inspection Standards,³³ each prison should have ‘its own individual regime and a role in the whole prison system’ either through ‘addressing specific regional needs’ or by ‘providing a specialised function for a subset of the prisoner population’. The rationale for this belief lies in the repeated experience that prisons with an underlying goal or agenda beyond simple imprisonment have superior outcomes for prisoners, for the Department and for the community. The challenge then for prison management is to ensure that they ‘understand the prison’s role and the target population well enough to ensure that regimes are appropriately calibrated and targeted to achieving the purposes of imprisonment with their target population’.
- 5.2 With this in mind, in the lead up to this inspection, this Office asked the Department what it considered to be EGRPs ‘role in the whole prison system’ and to what extent did its resources and systems contribute to its fulfilment of this function. From the briefings provided by the Department it was clear that in their minds EGRP had no specific role or function beyond that of providing local imprisonment options. It may be possible that the Department is developing some agenda for custodial management in the region. If that is so, the Department has not advised this Office and at the time of the inspection, the Superintendent did not appear to be aware of this. This lack of strategic placement of the prison was surprising given the extensive work the Department has conducted in preparation for yet another funding submission for a new prison. It also fails to build upon this Office’s own work in regards to the Directed Review of the Management of Offenders in Custody.³⁴
- 5.3 For their part, at the local level, the Superintendent and management team appear to have what could be described as a strong decency agenda, with the apparent emphasis to provide decent services and conditions for prisoners and for staff. Much of what has been described earlier in this report is testament to this approach and to its success. It is not immediately or clearly evident from a decency agenda what outcomes the prison is seeking to achieve, how it would address specific regional needs or the provision of a specialised function for a subset of the prisoner population. Decency, while essential in a custodial setting, is of its very nature, subjective.
- 5.4 This difficulty in determining specific action out of its decency agenda is reflected in EGRP’s Business Plan. Whilst the plan describes, in very general terms, the predominantly Aboriginal population of the prison and a basic philosophy of prisoner management for this group, it lacks meaningful analysis of the needs of prisoner cohorts. The Business Plan could not be differentiated from a generic prison business plan and there was no evidence of a strategic vision for the prison, notwithstanding the existence of a capital works proposal for a new prison.
- 5.5 This is not to say that EGRP was at the time of the inspection under funded. The prison’s administration did appear to have the overall financial and other resources necessary to enable them to operate. Furthermore, in order to advance the Superintendent’s decency agenda, over and above what they had been funded for, the prison had established a number of local initiatives that had greatly contributed to the success of the prison.

33 OICS *Code of Inspection Standards* (Version 1, April 2007), standard 95.

34 OICS, *Directed Review of the Management of Offenders in Custody*, Report No. 30 (November 2005) Chapter 3.

NEW INITIATIVES

- 5.6 While there were still staffing deficits in many core areas, the prison appears to have benefited from changes to its staffing group. Possibly the most significant change since the last inspection was seen in the attitude of prison officers. For the vast majority, the inspection team witnessed a dramatically positive change in the attitude of officers to their work and to the prisoner group. Significantly, staff in the pre-inspection survey and on-site also related that management were supportive, approachable and that they have contributed positively as the driving force for systems improvements within the prison. The strong “us and them” attitude between custodial and non custodial staff and between staff and management, so prevalent in previous inspections, appeared to have been overcome.
- 5.7 Importantly, staff reported in their pre-inspection surveys and in interviews feeling supported. Evidence of this was observed during the inspection – for example, new officers, some of whom were still in their probationary period, felt comfortable approaching more experienced officers to discuss issues or problems. For their part, the more experienced officers made themselves available and took the time to work through issues with the newer officers. While such things happen in all prisons, what made this notable here was the camaraderie with which this peer-based support was delivered and the openness of both new and experienced officers to participate.
- 5.8 The formal staff support system had been reinvigorated with seven officers having recently been trained in this area. Senior management were very supportive of this system but as yet this formal staff support system did not have a high profile among the prison officers. Officers seemed more aware of and willing to use their own informal networks to access support from their colleagues when they required it. While this is not necessarily problematic, management is encouraged to do more to promote the formal staff support structure.
- 5.9 Another contributing factor to the improved performance of the prison has been the increase in the ratio of female prison officers. At this inspection EGRP had increased the number of female staff employed in the prison from eight in 2005, to 21 out of a total of 68 staff.³⁵ Importantly though, the female officers working at Eastern Goldfields Regional Prison felt supported by their male and female counterparts. Those interviewed all said that there was a teamwork approach to their work, that gender did not affect this, and that there were processes in place to deal with workplace bullying which staff actually trusted and utilised.
- 5.10 A training officer had also recently been appointed and a training schedule developed in consultation with staff. The appointment of a training officer was considered important to this inspection as it was noted that there were a considerable number of officers with less than 12 months custodial experience. This influx of new officers had seen an increase in new ideas and energy to the prison which needed to be appropriately channelled. Innovation and flexibility are essential in the delivery of quality custodial practice at a local level, however, even innovation and flexibility must result in consistent and transparent practice within the prison. This was not the case at the time of the inspection, with widespread and sometimes

35 Progress in this area has substantively addressed the issues raised through recommendation 7 of OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006).

entrenched inconsistencies in custodial practice evident. Attempts to address this were not assisted by the prison running four senior officers short of its complement of eight.

- 5.11 Local management recognised therefore that a comprehensive training regime was essential. In this respect a staff training needs survey had been obtained and modified for the prison, and this was administered approximately six weeks after the completion of the inspection. It was gratifying that the training schedule seen during the inspection did not focus exclusively on elements of security management and emergency response. Importantly, two staff had recently completed and one was enrolled in a Front-Line Managers course at the Training Academy. This should further bolster the training capacity of the prison. On this note, given the local achievements to address their training shortfalls, it was bemusing that the Department had removed \$60,000 of the prison's local training budget for the metropolitan based Training Academy with no benefit to EGRP apparent to this Office.
- 5.12 The prison had, as described in Chapter 4, instigated their own local building program to address the shortages in office and storage space so regularly seen in regional prisons. Such local attempts to meet their infrastructure needs are to be commended and specifically address recommendation four from Report 34.
- 5.13 The Superintendent's decency focus coupled with the energy and commitment of staff appears to have generated significant improvements at the local level. EGRP had moved beyond simply surviving with much of its activity now at or close to an acceptable standard. This represented an important advancement but one that can not be seen as complete. EGRP management must now take the next step rather than resting on recent improvements. Associated with this, while the proposal for the building of a new prison is welcome, this Office believes that EGRP is ready to take on a new role now. To wait on the possibility of a new prison would represent a serious missed opportunity and custodial management in the Goldfields would not benefit from the delay.
- 5.14 Regardless of where the prison heads in the future, it should do so with its local and regional communities. Local communities are likely to have valuable insight into the management of its prisoners and ultimately their rehabilitation and this Office views community consultation as fundamental for a prison with such a large catchment area of diverse language groups. Interaction with the community during this inspection and as part of Report 30 demonstrated there is a receptive community willing to engage with the prison. Unfortunately, this same consultation surfaced pockets of perception that the Department as a whole, but also local management, were not as responsive as they could be. The Goldfield's region is vast and with less than 20 per cent of the prison's population from the Kalgoorlie area, contains many isolated communities relevant to the prisoner population. This Office recognises that, as a result, developing and maintaining avenues for community consultation and input in this region is no easy task. However, since the last inspection, there has been insufficient development of the capacity of the community to input into custodial management practice. As a consequence, the intent of recommendation 15 from Report 34 has not been sufficiently addressed and that intent is re-stated –

Recommendation 7

The Superintendent should ensure that a high priority is given to facilitating community involvement in the operation of the prison by a range of community groups and agencies representative of the prisoner population.

TIME FOR A NEW FOCUS

- 5.15 In looking for a focus for the prison beyond its current role and decency agenda, the Department would be well placed to consider emphasising the quality custodial management of the prison's predominant prisoner group – Aboriginals.³⁶ In the past, the government and the Department have made strong statements around Aboriginal imprisonment in documents such as the Western Australian Aboriginal Justice Agreement³⁷ and the Strategic Plan for Aboriginal Services.³⁸ Repeatedly these aspirations have failed to be substantively reflected in the Department's business planning or in the resources and support of its predominantly Aboriginal prisons (EGRP prisoner group being at the time of the inspection 82 per cent Aboriginal). While not specifically an aspect of this inspection, over the years the Department's commitment to the over-representation of Aboriginal peoples in the justice system appears to have amounted to little more than a form of words, well past its utility.
- 5.16 The prison itself has shown during the inspection, and in the months following, that it is capable of coping with and responding to the needs of Aboriginal prisoners. An example of this was the level of cultural consideration shown following the custodial transport death of a significant member of the Aboriginal community that preceded the inspection. Management and staff clearly recognised the great distress this caused among their Aboriginal prisoners. Their response was multifaceted and included bringing into the prison a group of Elders. These Elders provided counselling to prisoners and advised management on how best to move forward.
- 5.17 Another example was the prison's efforts regarding the Sorry Day event of 13 February 2008, which occurred during the inspection. Staff supplied breakfast which included custodial officers and management preparing and serving the meal. All prisoners were able to view the broadcast in the dining room. This included the mixing of males and females and all security classifications – a first for the prison. Not without its complexity and risk, the inspection team observed this at first hand to be well thought through and managed, enabling family groups to sit together during this important broadcast. Throughout the day there were cultural events, recreation and culturally relevant videos. Kangaroo tails and damper were provided for prisoners to cook at the end of the day. As the Inspector commented in the inspection's Exit Debrief, the efforts of staff were 'superbly done'.³⁹ To its credit the prison has, since the inspection, produced similar efforts. This further demonstrates the robustness of their capacity to approach custodial management from a culturally sensitive perspective

36 Notwithstanding the following points, the same factors that contribute to EGRP potential would assist it in whatever choice is made regarding future direction.

37 *Western Australian Aboriginal Justice Agreement* (March 2004)

38 Department of Justice, *Prisons Division Strategic Plan for Aboriginal Services 2002-2005*.

39 *Exit Debrief – Eastern Goldfields Regional Prison Inspection* (11-15 February 2007) 2.

- 5.18 The Department, with the intent of commissioning a new prison in Derby has, through initiatives such as the Regional Prisons Project, begun the process of re-thinking its approach to the custodial management of Aboriginal prisoners. EGRP presents the Department with an opportunity to test or explore the new and emerging ideas coming out of this process in a functional operational setting. Indeed, EGRP itself has shown at this inspection that it has the potential to valuably add to new custodial options being explored for Aboriginal prisoners. This Office therefore recommends

Recommendation 8

That EGRP management, in conjunction with its community, be supported in efforts to explore and set a new custodial management focus for the prison.

- 5.19 To achieve a new focus all aspects of the prison and its functions may need to be re-aligned. One major area that would undoubtedly need alignment would be in the way resources are allocated. It is therefore recommended

Recommendation 9

That the Department ensure that EGRP's business planning and any service level agreement or resource arrangement enable the prison to deliver to its role and function. In making this recommendation, this Office rejects the view that the Department's current arrangements are sufficient to enable advancement of custodial management in the Goldfields region.

- 5.20 A particular barrier in the prison moving forward in this area is the lack of progress made in recruiting and retaining Aboriginal staff.⁴⁰ At the inspection there was only one Aboriginal female member of staff, and two males. There had not been an Aboriginal prison officer recruited from the Goldfields region since 2005. The lack of success on this issue had occurred despite an extensive six month project initiated by the Department with the specific aim of assisting the EGRP to attract and recruit Aboriginal custodial officers.
- 5.21 Based on interviews during this inspection and on similar previous occasions,⁴¹ this Office believes that some of the reasons for this lack of success were:
- A lack of culturally appropriate selection tools and processes.
 - The small size of the Aboriginal workforce pool.
 - An over focus on process resulting in an unnecessarily rigid adherence to past human resource practices.
 - A lack of support for locally driven recruiting efforts.
 - The failure of the Department to adequately engage with their target audiences.
 - The requirement of prison officer recruits to spend months in the metropolitan area for training.

40 This has previously been identified for the Department in OICS, *Report of an Announced Inspection of Eastern Goldfields Regional Prison*, Report No. 34 (June 2006) 30, and was the substance of recommendation 14 of that report.

41 See for example OICS, *Directed Review of the Management of Offenders in Custody*, Report No. 30 (November 2005) Chapter 7.

- A disjointed approach to recruiting between the various human resource arms of the Department.
 - The length of time taken to process applications.
- 5.22 On this last point, the Inspection Team was informed of an Aboriginal Education Worker who was interviewed and found suitable by the prison, but the time taken to process the application was so long that this person found alternate employment. This is a common story, that this Office has heard time and again, but which still remains true. In line with this, management related that an Aboriginal person, known to management for more than 28 years, who could not start even in a casual capacity until cleared by the lengthy processes required by Head Office. While these examples may be relevant for any applicant, the fact that both these examples related to Aboriginal applicants is not, in this Office's view, coincidental. Quality Aboriginal applicants are highly sought after in both the public and private spheres and delays in the recruiting process invariably result in lost opportunities for the Department.
- 5.23 In the current tight labour market and given the constant high demand for quality Aboriginal employees, the Department simply cannot continue with its current practices and strategies and expect to offer appropriate, culturally sensitive custodial management in the regions. Nor can it expect to meet its or the government's targets for employing Aboriginal staff. To do so it is recommended

Recommendation 10

That the Department fundamentally review and change its whole strategy for attracting, recruiting, training and retaining Aboriginal staff.

ENVIRONMENTAL HEALTH ASSESSMENT ISSUES

- 5.24 During the inspection, a representative from this Office conducted an environmental health assessment of the prison. This assessment found that the prison was generally well-maintained, although there were a number of areas needing attention. These were grouped into three categories of concern, covering:
- Food storage;
 - Examples of unacceptable levels of hygiene; and,
 - Inadequate programs and training in relation to health and OSH issues, for staff and prisoners.

A detailed report outlining the specific areas for attention identified during the environmental health assessment was provided to the centre and the Department for action.⁴² These issues and the Department's progress in addressing them are intended to be followed up at subsequent reviews.

42 The environmental health assessment report was lodged with the Department in May 2008.

Appendix 1

THE DEPARTMENT'S RESPONSE TO THE 2008 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
Administration and accountability 1. A firm commitment be made to commencing the construction of a new prison for the region within the next two years.	Supported, subject to funding / Moderate The Department recognises the need to replace EGRP and has submitted a business case to Treasury for funding. At this point funding has not been received. The Department has received funding for planning and is using this funding to develop schematic designs for Phase One – the Male secure unit. A revised business case incorporating these schematic designs will be forwarded for funding in the 2009/2010 Capital Investment Plan submitted in October 2008. The Department is participating in a Gateway Review to ensure all required information is available for Treasury. This project is part of the Major Government Projects Taskforce list. Without funding for capital works the Department is unable to undertake further development of the new facility.
Racism, Aboriginality and Equity 2. That local management, with support from the Women's Custodial Directorate, develop a local action plan – with measurable outcomes and clear timeframes – for the coordinated delivery of services and programs for women for EGRP.	Supported in principle / Acceptable The Women's Way Forward Strategic Plan, currently being developed by the Director Women's Custodial Services and Prison Farms, will enable EGRP to identify actions in their Business Plan for the delivery of appropriate women's centred services. The Business Plan will report on outcomes on a quarterly basis and identify the persons responsible for directing the actions.
Care and wellbeing 3. That management investigate and develop a comprehensive strategy to ensure that all its prisoners achieve an adequate level of quality contact between them and their family and community.	Supported / Low Prisoners at EGRP are provided writing material free of charge on request as well as increased free telephone calls to their families and communities as per the requirements of PD 36. This has been verified through the recent post inspectorate liaison visit. Additionally, tea and coffee making appliances will be re-installed in the maximum visits area sometime in 08/09. Cold drink machines are accessible in both visit areas. Play ground facilities for children will be considered in 08/09.

THE DEPARTMENT'S RESPONSE TO THE 2008 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
<p>Health</p> <p>4. It is recommended that the Department fund health services to a level that enables prisons to provide services commensurate with their identified needs.</p>	<p>Supported in principle / High</p> <p>The Department is currently provided a level of service which can best be achieved at this time, given the current infrastructure; funding available and availability of staff in remote and rural areas. Health Services currently competes with other priorities in the Department, and like other government agencies is experiencing difficulties in attracting and retaining staff in rural and remote areas. Notwithstanding these difficulties, the Department has a model in place to bring Health Centres in line with community standards of health care.</p>
<p>Rehabilitation</p> <p>5. That the Department markedly increase the availability of and access to programs to a level such that prisoners are not detained in prison solely due to the unavailability of programs addressing their offending behaviour.</p>	<p>Supported, subject to funding / Moderate</p> <p>The Department agrees with Recommendation 5 and recognises the need to increase the availability of programs to prisoners. A range of initiatives is currently underway to achieve this goal. These include a review of the business model for the provision of offender services and the establishment of a clinical governance unit to develop and monitor a range of programs to meet prisoner needs.</p> <p>Increasing programs for indigenous offenders at EGRP has been a historically challenging task and the Department recognises the need to develop culturally appropriate and responsive programs that are relevant to Indigenous meaning making systems while also having the strongest potential to lead to offender behaviour modification and rehabilitation. Initiatives are also underway to address this need and include an increased focus on the recruitment of staff for EGRP and the proposed establishment of an Indigenous Clinical Interventions Unit to enhance program delivery in regional locations.</p>

Recommendation	Acceptance Level/Risk Rating/Response
<p>Rehabilitation</p> <p>6. That the Department expeditiously research and make available a range of non-program interventions that go at least some way to assisting an offender reintegrate into the community.</p>	<p>Supported / Moderate</p> <p>The imminent introduction of the Prisoner Employment Program (PEP) will partially address this issue as will the appointment of a Transition Manager to bolster re-entry services. PEP will provide minimum security prisoners with the opportunity to engage in meaningful and sustainable paid employment, work experience, vocational training and education in the community three months prior to release. The role of these coordinators will be to assess a prisoners needs and develop a program which includes skills training and job seeking techniques as well as any other personal development training such as literacy/numeracy etc. This in itself prepares prisoners for meaningful employment. The PEP will commence at EGRP in August 2008. The Transition Manager has been appointed - the role is to coordinate re-entry services so that more prisoners are able to access the various re-entry programs, complementing the range on non-program interventions. The review of the Business Model for programs is also currently underway. This is expected to deliver a framework improving the delivery of programs across the State and will also clarify the scope of programs and those needs that are not addressed through them.</p>
<p>Administration and accountability</p> <p>7. The Superintendent should ensure that a high priority is given to facilitating community involvement in the operation of the prison by a range of community groups and agencies representative of the prisoner population.</p>	<p>Not supported / Acceptable</p> <p>EGRP has recently joined with the Aboriginal Justice Agreement representative and organised and attended meetings at Laverton Community. In the near future, it will conduct further meetings at Leonora, Wiluna and potentially Warburton Community to facilitate community consultation in the management of prisoners. This is in addition to other regular meetings with various stakeholders. As part of the planned prison re-development, EGRP along with departmental representatives and other consultants meet and engage with community representatives from a number of regions in relation to prison design and potential operation.</p>

Recommendation	Acceptance Level/Risk Rating/Response
<p>Administration and accountability</p> <p>8. That EGRP management, in conjunction with its community, be supported in efforts to explore and set a new custodial management focus for the prison.</p>	<p>Supported / Acceptable</p> <p>EGRP in conjunction with the Regional Prisons Project Team for the proposed construction of a new facility has commenced engaging the community with a view to identify and establish a new custodial management focus of working with Aboriginal prisoners. This approach will include collaborating with Aboriginal people to provide culturally appropriate services and programs as well as establishing and maintaining strong links between Aboriginal prisoners and their families and home communities. It is hoped that by engaging Aboriginal people from the Goldfields Region that improved and sustainable custodial services to Goldfield Aboriginal prisoners will be attainable.</p>
<p>Administration and accountability</p> <p>9. That the Department ensure that EGRP's business planning and any service level agreement or resource arrangement enable the prison to deliver to its role and function. In making this recommendation, this Office rejects the view that the Department's current arrangements are sufficient to enable advancement of custodial management in the Goldfields region.</p>	<p>Supported / Acceptable</p> <p>The Department is currently examining the resources allocated to management teams in all prisons. Once the new custodial management options have been identified, EGRP will incorporate these options into the annual business planning process and budget for required resources accordingly.</p>
<p>Staffing issues</p> <p>10. That the Department fundamentally review and change its whole strategy for attracting, recruiting, training and retaining Aboriginal staff.</p>	<p>Supported / High</p> <p>The Department of Corrective Services in partnership with Challenger TAFE have developed an Indigenous pre-employment training program that will be piloted this year in the metropolitan region. The training program will then be delivered in the Eastern Goldfield and Kimberley regions targeting local Indigenous people. The program has been designed to overcome the barriers Indigenous people experience in the recruitment process, in particular Prison Officers.</p> <p>The training will provide Indigenous people with the</p>

THE DEPARTMENT'S RESPONSE TO THE 2008 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
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necessary skills to meet the minimum standards required by the Department for Prison Officers, which in turn will increase the number of Indigenous people within the Department in regional areas. It is anticipated that the pre-employment training program will be delivered in the Goldfields region next year.

Appendix 2

LOCALLY REMEDIABLE ISSUES

Issue	Addressed
Ineffective processes for the ordering of clothing stores	
Lack of trundle beds in relevant cells in Unit 1	
Refurbishment of the valuable property store cupboard	
Retention of a large amount of property held under Regulation 37	✓
Sufficient arrangements for mother/baby provision	✓
Reinvigoration of the peer support scheme	✓
Provision for training courses covering unit and prison cleaner duties	
Conduct of a staff training needs survey	✓
Update of orientation manuals and unit orientation procedures	
Cleanliness of the strip search room	
Notices to be placed on external fencing	
Inconsistent process for checking duress alarms	✓
Inconsistent process for checking radios	✓
Inadequate compliance to procedures for routine lock up of prisoners	
Inadequate compliance to procedures for exceptional lock up periods	
Light sensitivity of camera viewing the education centre gate	
Inadequate compliance to Unit Keys procedures for Unit 1	
Modification to external security for Unit 1	✓
Lack of observation windows for doors in Industries and Canteen areas	
Inadequate checks of the emergency equipment and 'ready response' bags held in the sally port	
Lack of involvement of peer support prisoners in the reception and orientation of prisoners	
Delay in the dissemination of a local order governing maximum-security oval recreation for female prisoners	
Lack of a local order addressing the procedures for the transfer of prisoners to and from the sally port for prisoner transport vehicles too large for the sally port	

Appendix 3

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006 RECOMMENDATIONS

Recommendation Number	By type of Recommendation / Duration	Assessment of the Department's implementations				
		Poor	Less than Acceptable	Acceptable	More than Acceptable	Excellent
	Report No. 34, <i>Announced Inspection of Eastern Goldfields Regional Prison (June 2006)</i> .					
1	Custody and security/< 1 year That the Department conduct a full security and emergency procedures audit of the prison with regard to infrastructure and equipment needs, processes, and staffing requirements.			•		
2a	Custody and security/1-3 years That remand prisoners should be subjected to an assessment and classified according to risk				•	
2b	Human rights/1-3 years That remand prisoners should have access to appropriate programs and services.			•		
2c	Racism, Aboriginality and Equity/1-3 years That the surety requirements for bail should be reviewed for their appropriateness to the Aboriginal offenders from the Goldfields region.*					
3	Care and wellbeing/1-3 years That the reception and orientation process be redesigned. This process needs to: a) involve Aboriginal prisoners in its development and design; b) involve peer support prisoners; c) be subject to a comprehensive evaluation.		•			
4	Correctional value for money/<1 year A comprehensive audit of the physical fabric of the prison is required in order to identify those items that require minor works, others that can be brought up to a functional standard by planned maintenance and the identification of the local resource implications for industrial cleaning and routine maintenance.				•	
5	Custody and security/<1 year There must be an absolute prohibition upon the involvement of nursing or other health staff in strip-searches of prisoners or in other custodial duties.			•		

* As the recommendation does not relate to the Department of Corrective Services, no further assessment as to implementation was made during this inspection

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006
RECOMMENDATIONS

Recommendation Number	By type of Recommendation	Assessment of the Department's implementations				
		Poor	Less than Acceptable	Acceptable	More than Acceptable	Excellent
6	<p>Staffing issues/<1 year</p> <p>Prison management should re-emphasise to general custodial staff that their responsibilities include a welfare component and that they should, within their capacity, try to deal with straightforward prisoner applications themselves rather than automatically referring the prisoner to the Prisoner Support Officer.</p>				•	
7a	<p>Staffing issues/1-3 years</p> <p>That the adequacy of the number of female custodial officers be reviewed.</p>					•
7b	<p>Care and wellbeing/< 1 year</p> <p>The arrangements for the distribution of sanitary products be reviewed with consideration given to provision on a self-serve basis.</p>				•	
8	<p>Rehabilitation/1-3 years</p> <p>Steps must be taken to reinvigorate the practice of case management at EGRP.</p>			•		
9	<p>Rehabilitation/1-3 years</p> <p>Education courses should be developed that are directly related to the life skills required by prisoners upon release.</p> <p>Courses should also be provided that develop an understanding of relevant government systems and processes.</p> <p>Additionally, consideration should be given to providing access to the broadcasts of the Indigenous television station IMPARJA.</p>			•		
10	<p>Care and wellbeing/< 1 year</p> <p>That EGRP management make available hobby art materials for prisoners and promote the opportunities for accessing such materials along with other recreational activities.</p>			•		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006
RECOMMENDATIONS

Recommendation Number	By type of Recommendation	Assessment of the Department's implementations				
		Poor	Less than Acceptable	Acceptable	More than Acceptable	Excellent
11a	Rehabilitation/> 3 years That the Department ensure that prisoners in regional locations have access to the full range of programs available to prisoners in metropolitan prisons.	•				
11b	Rehabilitation/1-3 years That such programs are reviewed for cultural sensitivity and appropriateness		•			
12	Rehabilitation/1-3 years Release arrangements should be such that the prisoner is enabled to get back to his home where this differs from his place of arrest.		•			
13a	Reparation/<1 year The Department and EGRP management should continue to support the Mount Morgans work camp initiative.			•		
13b	Reparation/< 1 year The EGRP Prison Industries Action Plan should be actively pursued.				•	
14	Staffing issues/1-3 years That the Department continue to develop initiatives aimed at redressing the current inequitable Aboriginal staffing levels. As a medium term goal, initiatives to build capacity in staffing of ancillary services and management should be explored.		•			
15	Administration and accountability/< 1 year That a Community Reference Group be established to develop community links. This Reference Group should include, inter alia, representatives of local businesses, the local shire, relevant NGOs and Aboriginal peak groups.		•			

Appendix 4

THE INSPECTION TEAM

Professor Richard Harding	Inspector of Custodial Services
Mr Barry Cram	Deputy Inspector
Mr Bill Cullen	Director Strategic Operations
Mr John Acres	Principal Research and Policy Officer
Mr Pieter Holwerda	Inspections and Research Officer
Ms Lauren Netto	Inspections and Research Officer
Mr Jim Bryden	Inspections and Research Officer (seconded from the Department of Corrective Services)
Ms Elizabeth Re	Inspections and Research Officer – Environmental Health
Mr Joseph Wallam	Community Liaison Officer
Dr Adam Brett	Expert advisor, Department of Health
Ms Dace Tomsons	Expert advisor, Drug and Alcohol Office
Ms Cheryl Wiltshire	Expert advisor, Department of Education and Training

Appendix 5

KEY DATES

Formal notification of announced inspection	23 October 2007
Pre-inspection community consultation	25 January 2008
Start of on-site phase	9 February 2008
Completion of on-site phase	15 February 2008
Inspection exit debrief	15 February 2008
Draft Report sent to the Department of Corrective Services	9 May 2008
Draft report returned by the Department of Corrective Services	27 June 2008
Declaration of Prepared Report	10 July 2008



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

www.custodialinspector.wa.gov.au

Level 27, 197 St George's Terrace, Perth, Western Australia, Australia 6000
Telephone: +61 8 9212 6200 Facsimile: +61 8 9226 4616