

OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES

The Flow of Prisoners to Minimum Security,  
Section 95 and Work Camps in Western Australia

**Audits, Reviews and Thematics**  
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# 1 Scope and Purpose of Review

- 1.1 In Western Australia newly received prisoners are assessed to determine their security rating. This rating - either Maximum, Medium, or Minimum security - is the biggest single factor in deciding where they will serve their sentence. Some prisoners are able to 'earn' a lower security rating during the course of their prison sentence by demonstrating good behaviour and by completing relevant programs and activities. However, decisions about security ratings and about progress to lower security levels will also take account of factors such as the seriousness of the person's offending history and community risk.
- 1.2 In 2009 the Department of Corrective Services ('the Department') introduced a modified assessment and classification system, drawing heavily on a multi-agency review led by this Office ('the 2008 Review').<sup>1</sup> At the time, the Inspector had concluded that too many Western Australian prisoners were being 'over-classified'. It was considered possible to reduce the number of maximum security prisoners and to increase the number of medium and minimum security prisoners without risking either prison security or community safety.
- 1.3 After just over three years - a period of rapid growth in prisoner numbers - it is timely to review the impact of the new system. This report examines the nature and extent of changes which have occurred to prisoners' security ratings from early 2009 by reference to factors such as gender and ethnicity, and the extent to which these changes reflect the outcomes which might have been anticipated. Specific issues examined include whether the change in minimum security classifications has been equitable between Aboriginal and non-Aboriginal prisoners and the impact of the changes on female prisoners.
- 1.4 This primary focus of this report is minimum security prisoners. There are several reasons for this:
  - The Department is committed to concepts such as 'throughcare', 'integrated offender management' and improving public safety through reduced re-offending. If these goals are to be met, it is essential that all prisoners have the best possible opportunities to prepare for a return to society. Generally speaking, the best opportunities involve placement at a minimum security regime prior to release. Such a placement also tests the prisoner's capacity to respond to increasing trust rather than moving straight from a high security environment to freedom.<sup>2</sup>

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<sup>1</sup> OICS *Report into the Review of Assessment and Classification with the Department of Corrective Services*, Report No. 51 (April 2008).

<sup>2</sup> Arguably the importance of a placement at minimum security has become more important given the decline in the number of people released on parole and, consequently, the increase in the number

- Over recent years, this Office’s inspection reports on individual prisons have expressed concern at the number of women and men who are classified as minimum security but are held at medium and maximum security prisons.<sup>3</sup> This report examines the extent of this issue across the system as a whole.
- Recent inspection reports on individual prisons have found troublingly low and declining numbers of Aboriginal women and men at minimum security facilities, especially in the south west of the state. It has also been clear that this is not an issue to which the Department has given adequate attention.<sup>4</sup>
- An underpinning – and more general - question is whether the supply of beds across all three security ratings matches the demand anticipated and generated by the new assessment and classification system.

1.5 This review is focused on the outcomes of the assessment and classification system in terms of security ratings, not on the mechanics. It does not therefore analyse the technical operation of the system or the reasons for particular ratings in individual cases. An exercise of this sort would require the analysis of specific offender files, a task which is outside the scope of this audit.

## 2 General Overview of Findings

2.1 The new assessment and classification system was devised with a view to improving objectivity and transparency in assessments. There is no doubt that Departmental employees apply the model knowledgeably and with attention to its detail.

2.2 This report concludes that the model has met its projected outcomes in terms of the flow through of non-Aboriginal prisoners to minimum security. However, Aboriginal prisoners, and especially Aboriginal women, have not achieved minimum security classifications to anything like the projected extent. Indeed, despite a significant rise in the number of Aboriginal people in the prison system

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released to unsupervised freedom at the end of their sentence. Obviously, higher security prisons also try to offer re-entry preparation but their capacity to do so is inherently more limited than minimum security facilities. Quite rightly, the Department regularly emphasises the special role that minimum security prisons can play in improving the prospects of successful re-entry ([www.correctiveservices.wa.gov.au/prisons/prison-locations](http://www.correctiveservices.wa.gov.au/prisons/prison-locations)).

<sup>3</sup> OICS, *Report of an Announced Inspection of Acacia Prison*, Report No.71 (2011); *Report of an Announced Inspection of Casuarina Prison*, Report No.68 (2010); *Report of an Announced Inspection of Hakea Prison*, Report No.63 (2010); *Report of an Announced Inspection of Albany Regional Prison*, Report No.78 (2012); *Report of an Announced Inspection of Bunbury Regional Prison*, Report No.75 (2012); *Report of an Announced Inspection of Bandyup Women’s Prison*, Report No.73 (2011).

<sup>4</sup> OICS, *Report of an Announced Inspection of Wooroloo Prison*, Report No. 61 (2009); *Report of an Announced Inspection of Wooroloo Prison*, Report No. 80 (2012); *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 62 (2010); *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 79 (2012); *Report of an Announced Inspection of Pardelup Prison Farm* (2012, forthcoming).

as a whole, there has been virtually no increase in the number at minimum security. By contrast, the number of non-Aboriginal people at minimum security has increased sharply.

- 2.3 The Department needs to undertake further work to better understand the causes of these very marked differential outcomes and whether any changes to the assessment and classification system are required. Aboriginal people constitute close to four out of every ten prisoners in the state and have high re-entry needs. Minimum security facilities are explicitly designed to achieve better reintegration outcomes and therefore to enhance public safety through reduced recidivism. If Aboriginal people are not accessing minimum security in sufficient numbers, the benefits of these facilities are not reaching a priority target group and public investment is not being maximised. This review covers the key data, sets the groundwork for further analysis, and suggests a number of potential lines of further inquiry.
- 2.4 An important aspect of minimum security placement is that section 95 of the *Prisons Act* 1981 allows selected prisoners to undertake activities external to the prison in addition to those that occur within the prison. These external activities include access to work camps (male prisoners only) and other reparative community work as well as educational, recreational and employment-related activities designed to assist the person's transition to the community.
- 2.5 This review analyses the flow of prisoners into the various work camps which have been established for selected minimum security male prisoners. These camps aim to promote reparation and improved reintegration but have rarely operated at or even close to full capacity over the past two to three years. To some extent the problems of filling work camps are tied to the assessment and classification outcomes but there are also a number of other constraints.
- 2.6 The review also draws attention to the position of women prisoners. Particular concerns are expressed about the disadvantaged position of many of the women who do acquire a minimum security rating as well as the low numbers of Aboriginal women rated as minimum security.

### **3 Security Ratings of Prisons and Prisoners**

- 3.1 Factors such as how close a facility is for family and friends to visit, health needs and program availability will have some impact on where prisoners serve their sentences. However, the primary factor and essential starting point is the person's security rating. This will be one of the following:

- Maximum security: prisoners for whom high conditions of security are necessary and for whom escape must be made very difficult.
  - Medium security: prisoners who cannot be trusted in open conditions, but present a low to moderate risk of escape and/or a moderate risk to the safety of the public in the event of an escape.
  - Minimum security: prisoners who require a low degree of supervision and control within the prison and who can be reasonably trusted in open conditions. Some of these prisoners will meet the eligibility criteria for external program activity and work camp placements in accordance with section 95 of the *Prisons Act 1981*.
- 3.2 Prisons as well as prisoners are classified by reference to their security ratings. The basic rule is that prisoners cannot be placed in lower security facilities than their rating demands. However, there is no prohibition on housing prisoners in higher security facilities than their rating demands.
- 3.3 It follows that minimum security prisons can only hold minimum security prisoners. Western Australia has three purely minimum security prisons for men (Karnet, Pardelup and Wooroloo), and one for women (Boronia).
- 3.4 Four other prisons are best designated as ‘pure’ maximum given their design, philosophy, operational procedures and lack of section 95 activities. These are Bandyup Women’s Prison and the male prisons of Albany, Casuarina and Hakea. However, all of these prisons house a combination of prisoners with different security ratings.<sup>5</sup>
- 3.5 The only prison designed as a ‘pure’ medium security facility is Acacia Prison for men. This cannot hold maximum security prisoners but does hold significant numbers of minimum security men. It, too, does not have section 95 activities.
- 3.6 The remaining prisons – all of which are regional – are best described as multi-purpose. Bunbury Regional Prison is a male only prison. It is predominantly a medium security prison with a number of maximum security beds. However, it also has a ‘Pre-release Unit’ which generally houses 100-110 minimum security prisoners.
- 3.7 Greenough, Eastern Goldfields, Roebourne and Broome prisons are all mixed gender and mixed-security prisons. Greenough mainly houses medium security prisoners but also has a minimum security unit located outside the main perimeter fence and has a limited maximum security capacity. Roebourne, Eastern Goldfields and Broome prisons are primarily minimum security but,

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<sup>5</sup> See section 5 below.

again, have capacity to house some higher-rated prisoners. The new West Kimberley Regional Prison in Derby is also mixed gender and mixed security.

- 3.8 The 2008 Review found the Department tended to 'over-classify' prisoners and recommended that changes be made to the way in which prisoners were provided their security ratings. The Department implemented many of the Review's recommendations, however it was more cautious than the Review advocated with regard to changes to the classification tool. The changes implemented by the Department were expected to result in a significant decrease in the number of prisoners rated maximum security and an increase in medium and minimum security ratings, though not to the extent that the 2008 Review anticipated.<sup>6</sup> The Department's revised assessment and classification system commenced on 22 June 2009.

## 4 Trends in Security Classifications

### Overall Trends<sup>7</sup>

- 4.1 Between March 2009 and June 2012, Western Australia's total prisoner population rose by over 20 per cent, from around 4050 to over 4,900.
- 4.2 Out of a total increase of 848 prisoners, 88 per cent (746) were male. Twelve per cent (102) were female.
- 4.3 The proportion of Aboriginal people in the prison population declined from 41.5 per cent to 39.6 per cent. However, the actual number of Aboriginal prisoners increased significantly by around 250 people (around one third of the total increase). Western Australia continues to have by far the highest per capita imprisonment rate for Aboriginal people in the country.<sup>8</sup>
- 4.4 This time period has seen marked changes in security classifications:<sup>9</sup>
- Maximum security numbers have dropped from around 700 (17.2 per cent of the prison population) to around 370 (7.5 per cent of the prison population).
  - Medium security numbers have increased from around 2200 (54.2 per cent of the prison population) to around 2900 (58.8 per cent of the prison population).

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<sup>6</sup> OICS *Report into the Review of Assessment and Classification with the Department of Corrective Services*, Report No. 51 (April 2008).

<sup>7</sup> See Appendix B and Appendix C.

<sup>8</sup> Australian Government, *Report on Government Services 2010-2011* ([www.pc.gov.au/gsp/reports/rogs/2012](http://www.pc.gov.au/gsp/reports/rogs/2012)).

<sup>9</sup> See Figure 1 (below), Appendix B and Appendix C.

- Minimum security numbers have increased from around 1170 (28.6 per cent of the prison population) to around 1660 (33.6 per cent of the prison population).

4.5 Despite the Department adopting a somewhat more cautious approach than the 2008 Review's recommendations, the overall changes, and the increase in the number of minimum security prisoners in particular, are fully consistent with the 2008 Review. That review predicted that if the Department were to adopt its recommendations, the proportion of minimum security prisoners would increase from 27 to 35 per cent.<sup>10</sup> However, the changes have not proved equitable between Aboriginal and non-Aboriginal people and between males and females.

#### Aboriginal and Non-Aboriginal Prisoners

4.6 The 2008 Review predicted that changes to the classification tool would slightly decrease the proportion of minimum security prisoners who were Aboriginal. This prediction was based on an analysis of over 16,000 individuals assessed for security classification from 2001 to 2006.

4.7 The actual changes brought about by the Department's new system have been much more marked:<sup>11</sup>

- The number of non-Aboriginal people acquiring minimum security status has increased by 62 per cent (from 740 to over 1200).
- The number of Aboriginal people attaining minimum security status has increased by less than five per cent (from 432 to 452).
- Non-Aboriginal prisoners comprise 61 per cent of the total prisoner population and 96 per cent of the increase in minimum security prisoners.
- Aboriginal prisoners comprise 39 per cent of the total prisoner population but only 4 per cent of the increase in minimum security.<sup>12</sup>
- In 2009, 37 per cent of the state's minimum security prisoners were Aboriginal. By 2012 the figure had dropped to 27 per cent.

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<sup>10</sup> Ibid.

<sup>11</sup> See Figure 2 (below), Appendix B and Appendix C.

<sup>12</sup> Over the period in question, Aboriginal people accounted for 31 per cent of the total rise in prisoner numbers and non-Aboriginal people for 69 per cent of that rise.

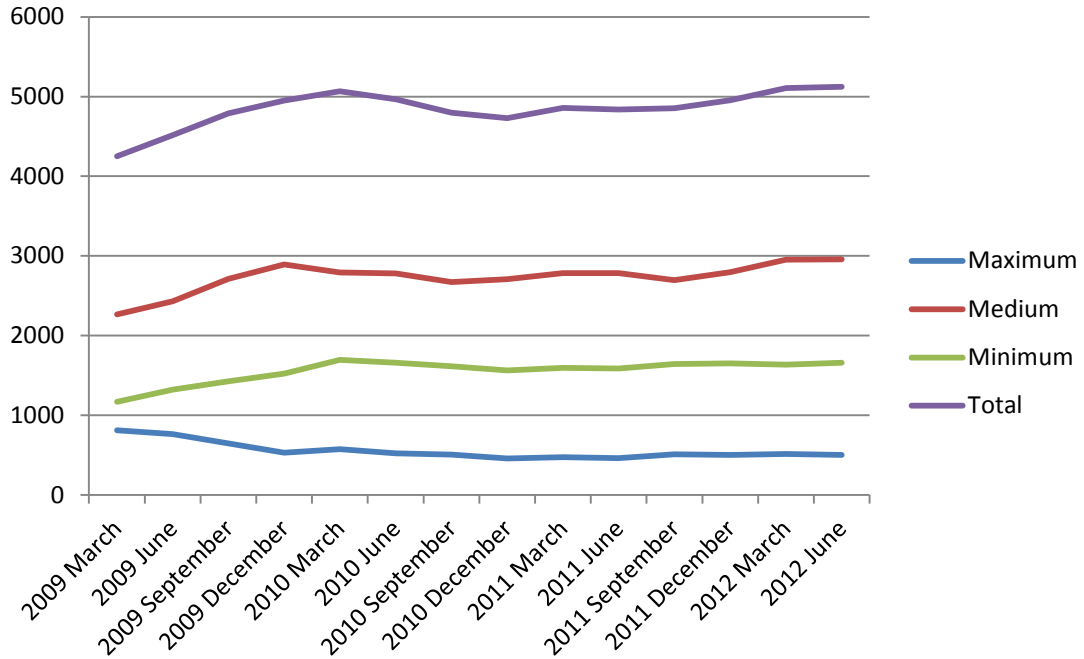


## Gender and Aboriginality

- 4.8 In total, 33 per cent of the male prisoner population was rated minimum security at the end of the time period compared with 28 per cent at the start. However, this increase is entirely attributable to the non-Aboriginal population:
- The proportion of non-Aboriginal male prisoners classified as minimum security rose from 30 to 39 per cent. In numerical terms, they increased from 673 to 1086.
  - The proportion of Aboriginal men classified as minimum security declined from 25 per cent to 23 per cent. In numerical terms, they increased by just 20.
- 4.9 The effect on Aboriginal women has been even greater:
- There has been a 28 per cent increase in the total number of non-Aboriginal women in prison. The number attaining minimum security has virtually doubled (from 64 to 121).
  - There has been a 33 per cent increase in the number of Aboriginal women in prison. However, the number acquiring minimum security status has essentially remained static (around 55).
  - In 2009, Aboriginal and non-Aboriginal women were equally likely to acquire a minimum security rating (36-37 per cent). At June 2012, 54 per cent of non-Aboriginal female prisoners had a minimum security rating compared with only 27 per cent of Aboriginal women.
- 4.10 From a position of parity three years ago, Aboriginal women are therefore now half as likely as non-Aboriginal women to acquire minimum security status.
- 4.11 Figures 1 and 2 summarise these findings. As Figure 2 clearly demonstrates, non-Aboriginal males have been the primary beneficiary of the changes to the assessment system.

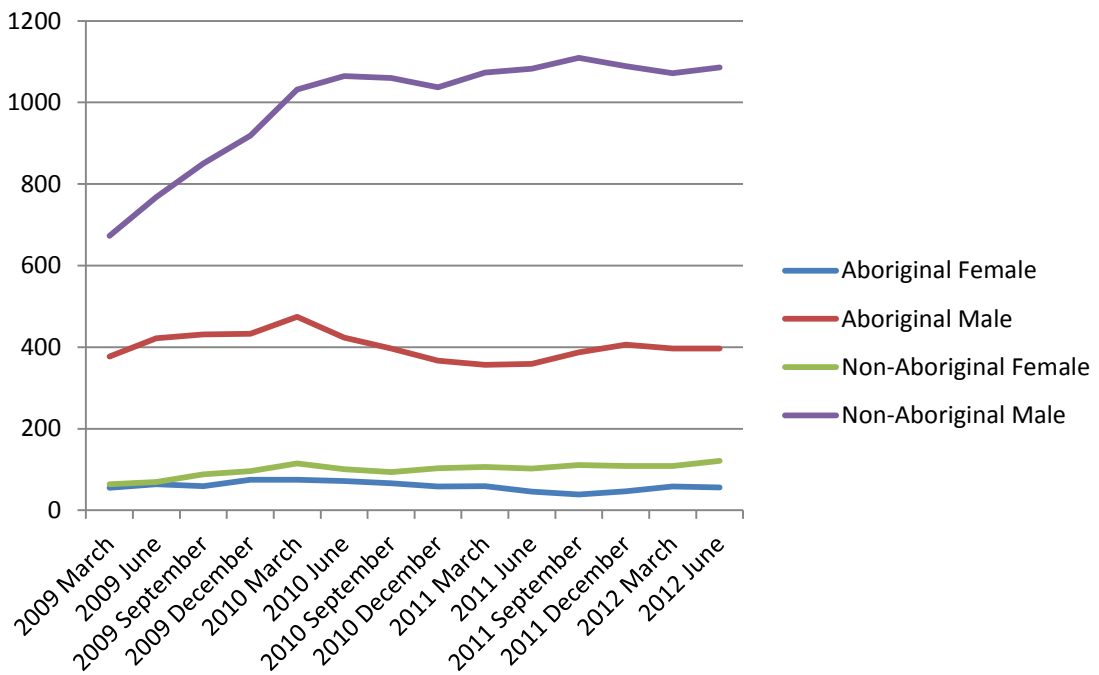
**Figure 1**

*Trends in Population and Security Rating March 2009 – June 2012*



**Figure 2**

*Trends in Minimum Security Demographics March 2009 – June 2012*



## 5 Prisoners in Over-Secure Facilities

- 5.1 Tables 1 and 2 provide a snapshot of the proportion of prisoners at each prison by their security ratings at the start and end of the time period sampled. These tables demonstrate that significantly more minimum security prisoners are now being held in maximum and medium security facilities.
- 5.2 It is particularly concerning that two of the three maximum security male facilities more than doubled their minimum security population over the three years. At Casuarina the numbers increased from 6.0 per cent to 12.7 per cent and at Albany from 8.0 per cent to 16.6%. More positively, Hakea nearly halved the percentage of minimum security prisoners over the time period (9.1% - 4.7%). However, the drop at Hakea was more than outweighed by a sharp increase in the number of minimum security men at Acacia medium security prison.<sup>13</sup>
- 5.3 On a more positive note, the multi-security facilities generally decreased their population of maximum security prisoners. Bunbury and Greenough also decreased the proportion of minimum security prisoners held in higher security units, with an increased proportion now being housed in their specialist minimum security units.
- 5.4 The extent of detention in over-secure facilities is even more marked in the female estate. In 2009, Bandyup held around the same number of maximum as minimum security prisoners. However, in 2012, it held 3.5 times more minimum security women than maximum security.
- 5.5 This means that almost one in four women held at Bandyup is now rated as minimum security, a figure far in excess of any of the male prisons. Indeed, their numbers at Bandyup are equivalent to the total design capacity of Boronia, the state's only dedicated female minimum security facility.<sup>14</sup> However, because Bandyup is a maximum security facility, none of these prisoners can access a proper minimum security regime inside the prison or any external section 95 activities.

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<sup>13</sup> The Department noted that many minimum security prisoners are in higher security facilities due to their protection status, their participation in a treatment program, or because of a management transfer as a result of a prison charge or investigation. These are legitimate considerations but they do not fully explain the doubling of the minimum security population at three out of four maximum security prisons and the substantial rise of minimum security prisoners at Acacia.

<sup>14</sup> Boronia's design capacity is 70. It currently houses around 80 prisoners due to the pressure of numbers.

**Table 1***Security Classification Proportions per Facility (March 2009)*

<b>Highest Security Rating</b>	<b>Max</b>	<b>Med</b>	<b>Min</b>
<b>Maximum</b>	No. %	No. %	No. %
Albany Regional Prison	67 (29.9)	139 (62.1)	18 (8.0)
Bandyup Women's Prison	30 (14.7)	146 (71.6)	28 (13.7)
Casuarina Prison	301 (47.2)	299 (46.9)	38 (6.0)
Hakea Prison	260 (33.9)	436 (56.9)	70 (9.1)
<b>Medium</b>			
Acacia Prison	1 (0.1)	760 (90.9)	75 (9.0)
<b>Minimum</b>			
Boronia Pre Release Centre	0 (0.0)	0 (0.0)	69 (100.0)
Karnet Prison Farm	0 (0.0)	0 (0.0)	220 (100.0)
Wooroloo Prison Farm	0 (0.0)	4 (1.5)	255 (98.5)
Bunbury Pre-Release Unit <sup>15</sup>	0 (0.0)	1 (1.4)	69 (98.6)
Greenough Unit Six	0 (0.0)	0 (0.0)	33 (100%)
<b>Multi-Security<sup>16</sup></b>			
Broome Regional Prison	6 (5.0)	18 (15.1)	95 (79.8)
Bunbury Regional Prison (excl. PRU)	7 (4.1)	153 (88.4)	13 (7.51)
Eastern Goldfields Regional Prison	12 (10.0)	17 (14.2)	91 (75.8)
Greenough Regional Prison (excl. U6)	15 (7.2%)	164 (78.9%)	29 (13.9)
Roebourne Regional Prison	3 (2.1)	75 (52.1)	66 (45.8)
<b>Total</b>	<b>17.19%</b>	<b>54.18%</b>	<b>28.63%</b>

**Table 2***Security Classification Proportions per Facility (June 2012)*

<b>Highest Security Rating</b>	<b>Max</b>	<b>Med</b>	<b>Min</b>
<b>Maximum</b>	No. %	No. %	No. %
Albany Regional Prison	33 (11.2)	213 (72.2)	49 (16.6)
Bandyup Women's Prison	19 (6.7)	197 (69.1)	69 (24.2)
Casuarina Prison	139 (21.5)	426 (65.8)	82 (12.7)
Hakea Prison	162 (18.7)	662 (76.5)	41 (4.7)
<b>Medium</b>			
Acacia Prison	0 (0.0)	877 (88.1)	119 (12.0)
<b>Minimum</b>			
Boronia Pre Release Centre	0 (0.0)	0 (0.0)	81 (100.0)
Karnet Prison Farm	0 (0.0)	0 (0.0)	318 (100.0)
Pardelup Prison Farm	0 (0.0)	0 (0.0)	91 (100.0)
Wooroloo Prison Farm	0 (0.0)	0 (0.0)	375 (0.0)
Bunbury Pre-Release Unit	0 (0.0)	0 (0.0)	108 (100.0)
Greenough Unit Six	0 (0.0)	0 (0.0)	48 (100.0)
<b>Multi-Security</b>			
Broome Regional Prison	10 (8.3)	11 (9.1)	100 (82.6)
Bunbury Regional Prison (excl. PRU)	0 (0.0)	196 (94.7)	11 (5.31)
Eastern Goldfields Regional Prison	1 (0.9)	20 (18.5)	87 (80.6)
Greenough Regional Prison (excl. U6)	4 (1.8)	196 (87.5)	24 (10.7)
Roebourne Regional Prison	3 (1.9)	103 (63.6)	56 (34.6)
<b>Total</b>	<b>7.52%</b>	<b>58.83%</b>	<b>33.64%</b>

<sup>15</sup> Bunbury Pre-Release Unit and Greenough Unit 6 are considered separate minimum security facilities in this table given the substantial differences in the environment and the opportunities provided to prisoners in these units compared to other units in the same facility.

<sup>16</sup> While these facilities have the capacity to hold some maximum security prisoners, they predominately hold medium/minimum security prisoners and are therefore more accurately labelled as 'multi-security'.

- 5.6 Further analysis showed that the proportion of Aboriginal people being held in over-secure facilities has declined. However, this should not be seen as a positive finding but as a reflection of the drop in the proportion of Aboriginal prisoners rated minimum security.
- 5.7 The changes in minimum security ratings are reflected in low numbers of Aboriginal prisoners accessing most of the state's major re-entry prisons. In terms of the female estate, Boronia's population of Aboriginal women dropped from 30 per cent to 10 per cent over the time period. Given that Aboriginal women currently constitute 48 per cent of the total female prisoner population and 32 per cent of the minimum security female population (and even allowing for the fact that many women remain in regional prisons to be close to home) this is a significant underrepresentation.<sup>17</sup>
- 5.8 The Aboriginal population in male minimum security facilities, at least in the south west, has also been low. For example, at Pardelup, Aboriginal men have only consisted less than 10 per cent of the total prison population. Numbers at Karnet and Wooroloo have also been low and the changes to the assessment and classification system have in effect reduced, not enhanced the flow.<sup>18</sup>
- 5.9 Although the primary focus of this review is on the flow of prisoners to minimum security, a brief comment is also appropriate on the number of medium security prisoners being held in maximum security conditions. In practice there is less of a difference between maximum and medium security than there is between minimum and medium security because both medium and maximum security facilities have high levels of perimeter security and internal security controls with respect to matters such as prisoner movement.<sup>19</sup> However, the regime for medium security prisoners in the state's medium security facilities is not, and need not be, as highly security-focused as it must be for maximum security prisoners. Thus the 'ambience', routines and processes at prisons such as Bunbury and Acacia are different from those at Casuarina or Hakea.
- 5.10 However, as a result of the recent investment in large number of additional maximum security units at Albany, Casuarina and Hakea prisons, the system

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<sup>17</sup> *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 62 (2010); *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 79 (2012); *Report of an Announced Inspection of Bandyup Women's Prison*, Report No.73 (2011).

<sup>18</sup> OICS, *Report of an Announced Inspection of Wooroloo Prison*, Report No. 80 (2012); *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (2010); *Report of an Announced Inspection of Pardelup Prison Farm* (2012, forthcoming).

<sup>19</sup> For example, perimeter security at Acacia, the state's largest medium security male prison, is broadly equivalent to what will be found in maximum security prisons.

now has well over 2,500 maximum security placements for fewer than 400 maximum security prisoners. The vast majority of prisoners at these three prisons, and also at Bandyup are not maximum security rated. This lack of alignment between supply and demand suggests that the Department could examine whether the regimes in some of the maximum security prisons can be adjusted without risk to prisoners, staff or the community.<sup>20</sup>

## **6 Male Prisoners: Work Camps and Other External Activities**

6.1 Work camps and external activities are seen as integral to assisting the reintegration of prisoners into the community. They offer valuable opportunities for prisoners to repay the community, to build self-esteem, and to acquire basic skills and qualifications such as a driver's licence. In addition to general community work, section 95 prisoners have been responsible for large parts of some of the state's most significant recreational and tourist developments such as the long distance Bibbulmun walking track and the Munda Bididi mountain bike trail. Trends in such activities were examined over the time period.

### **Work Camp Participation**

- 6.2 Work camps have been operating for male prisoners in Western Australia since 1998. The primary goals of work camps are to provide prisoners with the opportunity to get involved in meaningful work in a community environment, repay a debt to society, develop vocational and personal skills and, for those prisoners nearing the end of their sentence, increase the chances of a successful transition from prison to the community.
- 6.3 In 2008 the Department of Corrective Services, in its booklet celebrating the 10<sup>th</sup> Anniversary of work camps in Western Australia, stated that more prisoners, and in particular Aboriginal prisoners, would benefit from work camp participation with the further development of base camps with out-stations and out-camps attached to them.<sup>21</sup>
- 6.4 While Aboriginal men are underrepresented in terms of minimum security assessments, they are overrepresented in terms of work camp placement when system-wide figures are considered. As of June 2012, Aboriginal men comprised 27 per cent of the minimum security population but 51 per cent of the work camp population.

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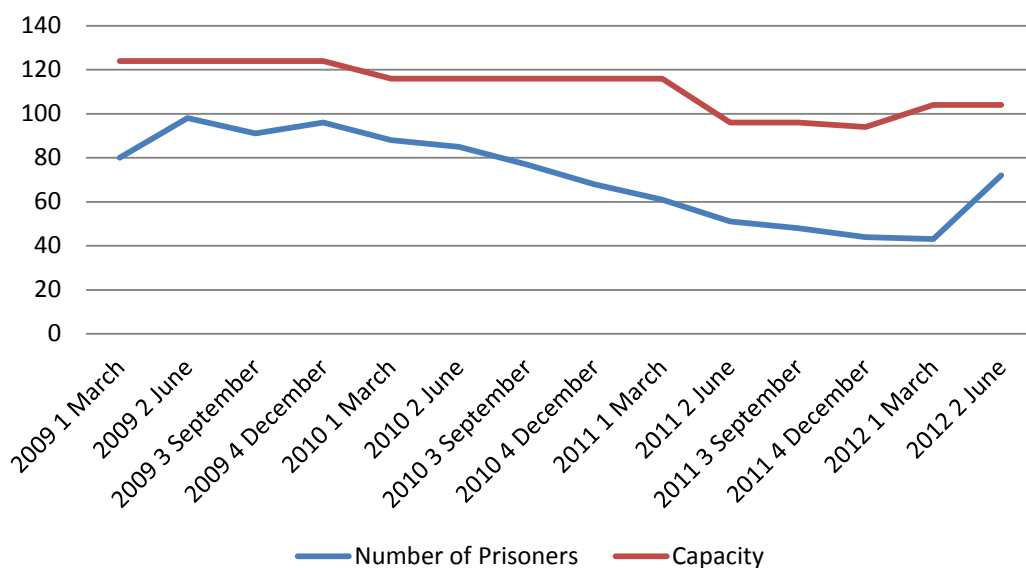
<sup>20</sup> The Department stated that the building of new units in maximum security prisons was a cost-effective response to rapid increases in the prison population. They also stated that they apply 'adaptive regimes' to lower security rating prisoners in these maximum security prisons. No examples of these 'adaptive regimes' were provided, and our inspection reports and inquiries with individual prisons have not produced any evidence of differential regimes.

<sup>21</sup> Work camps 10<sup>th</sup> anniversary commemorative booklet, Department of Corrective Services 2008

- 6.5 However, these figures are primarily the result of the location and size of the work camps at Warburton, Wyndham and Millstream, which are predominately populated by Aboriginal prisoners. In the same way that these work camps are predominately comprised of Aboriginal prisoners, the work camps at Walpole and in the Wheatbelt have been predominately populated by non-Aboriginal prisoners. As a result, Noongar men from the South West have enjoyed very little of the benefits of a work camp.
- 6.6 Significant changes have occurred in the location of work camps since 2009. Both the Bungarun work camp in Derby and the Mt Morgan's work camp near Laverton have closed and the work camp for Wooroloo Prison Farm shifted from Kellerberrin to Wyalkatchem, before moving again to Dowerin. In addition, Pardelup transitioned from being a work camp to a prison farm. However, both the capacity and number of work camps has remained relatively consistent over the period examined (See Appendix D).
- 6.7 Despite the relative consistency in capacity, the number of prisoners actually accessing work camps has fluctuated considerably. Through late 2011/early 2012, work camps were operating well under capacity (see Figure 3), with numbers substantially lower than at the start of the time period. By June 2012, however, there had been a revitalisation in work camp numbers and numbers were at their highest level since 2010, although still at only 69 per cent capacity.

**Figure 3**

*Prisoners in Work Camps versus Total Work Camp Capacity 2009 – 2012*



- 6.8 While work camps were, overall, operating at well below capacity at the end of June 2012 most individual work camps were at or near capacity. The population of Warburton work camp had more than tripled in the three months ending June 2012, and numbers at Wyndham work camp more than doubled. The new work camp at Dowerin also increased its numbers quickly since opening in February 2012, and 17 prisoners were stationed there by the end of June 2012.
- 6.9 Despite these individual improvements, overall work camps were still only operating at 69 per cent capacity.<sup>22</sup> This has occurred despite there being a number of prisoners in potential feeder prisons who had been deemed suitable for supervised or unsupervised work camp placement. Table 3 shows the number of prisoners in the main potential feeder prisons who have been assessed for work camp suitability and were not in a work camp.<sup>23</sup> In total, around 80 prisoners had been assessed as suitable but remained in a minimum security prison rather than a work camp.<sup>24</sup>
- 6.10 Comparisons between Aboriginal and non-Aboriginal prisoners do not appear to demonstrate any inequity in terms of assessments of suitability for work camp placement. For each of these prisons, the proportion of prisoners assessed as 'not suitable' was in line with the proportion of Aboriginal people in that prison. However, as stated earlier, serious concern must be expressed at the relatively lower numbers of Aboriginal people acquiring minimum security status.

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<sup>22</sup> As of 26 September 2012, work camp numbers appear to be declining again, with a total of 61 individuals in work camps and only 11 prisoners at the 24-prisoner capacity Warburton work camp.

<sup>23</sup> To ease interpretation, suitability decisions listed as 'no decision', 'not suitable', 'not answered' and 'suspended' have been categorised as 'not suitable', while decisions including 'suitable', 'supervised' and 'unsupervised' have been categorised as 'suitable'.

<sup>24</sup> The Department noted that almost all of these 80 prisoners wished to go to a work camp that was already full. However, this suggests inadequate planning in regards to the placement of work camps relative to demand. The Department also suggested that the difference between work camp numbers and capacity was due to the practice of keeping a prisoner's bed free when they returned to prison for visits or health reasons for example. This may be relevant for work camps in the south-west, but does not explain the dearth of prisoners in Warburton or Wyndham (see footnote 25),



**Table 3**

*Minimum Security Work Camp Suitability Decisions for Male Prisoners not assigned to a Work Camp 26 June 2012*

	Aboriginal	Non-Aboriginal	Total
<b>Broome Regional Prison</b>	<b>62</b>	<b>13</b>	<b>75</b>
Not Suitable	47	13	60
Suitable	15		15
<b>Bunbury Pre-Release Unit</b>	<b>11</b>	<b>86</b>	<b>97</b>
Not Suitable	11	86	97
<b>Eastern Goldfields Regional Prison</b>	<b>21</b>	<b>17</b>	<b>38</b>
Not Suitable	10	11	21
Suitable	11	6	17
<b>Greenough Unit Six</b>	<b>34</b>	<b>17</b>	<b>51</b>
Not Suitable	34	17	51
<b>Karnet Prison Farm</b>	<b>26</b>	<b>148</b>	<b>174</b>
Not Suitable	26	145	171
Suitable		3	3
<b>Pardelup Prison Farm</b>	<b>5</b>	<b>55</b>	<b>60</b>
Not Suitable	5	53	58
Suitable		2	2
<b>Roebourne Regional Prison</b>	<b>36</b>	<b>5</b>	<b>41</b>
Not Suitable	25	4	29
Suitable	11	1	12
<b>Wooroloo Prison Farm</b>	<b>49</b>	<b>262</b>	<b>311</b>
Not Suitable	48	232	280
Suitable	1	30	31

6.11 The under-utilisation of work camps is unacceptable. They have involved a high level of public investment and need to be full, or close to capacity, to repay that investment. The business cases for the establishment of these work camps were presumably predicated on a careful evaluation of projected numbers, including the impact of the new assessment and classification system, and the suitability of the locations chosen given the state's prisoner profile. However, a significant number of work-camp suitable prisoners remain in minimum security prisons, and far too many minimum security prisoners are being held in medium and maximum security due to a lack of space at minimum security.<sup>25</sup>

6.12 It must be emphasised that placement at a work camp is voluntary and not all 'suitable' prisoners will want to go to a work camp because of family, cultural

<sup>25</sup> At the time of this Office's Inspection of Broome in March 2012, Wyndham work camp only had nine prisoners, despite having a capacity of 40 prisoners. Even after a further 10 prisoners were transferred there in May 2012, the work camp suitability decision data suggests there were a further 15 work camp suitable prisoners at Broome alone. There may also have been other prisoners at other prisons. Wyndham was built at significant expense to have a capacity of 40 prisoners, yet only has sufficient staff for 20 prisoners. If staff numbers increase at Wyndham, there is the potential for it to come close to reaching its design capacity. This should happen.

and other reasons. For example, men from Kalgoorlie may not be willing or 'culturally qualified' to go to the Warburton work camp. The findings of this audit and an examination of current eligibility criteria indicate that three key strategies need to be pursued in order to maximise the numbers of prisoners at work camps and to repay public investment:<sup>26</sup>

- Increase the pool of eligible prisoners by examining ways to increase the number of Aboriginal people attaining minimum security classification and, from there, clearance for a work camp placement.
- Increase the pool of eligible prisoners by reassessing some of the current exclusions. For example, the 24 Indonesian prisoners at Pardelup are essentially deemed unsuitable solely because they are subject to deportation. There are also a large number of prisoners at the Bunbury Pre-Release Unit, Greenough Unit Six, and Karnet Prison Farm, who appear to be automatically considered as 'not suitable'. In many cases this may be because of the nature of their offence but the high figures do suggest there may be some room for re-consideration.
- Increase the number of those prisoners assessed as work camp suitable who are actually placed at the work camps.

### Trends in External Activity Participation

- 6.13 Section 95 of the *Prisons Act* 1981 states that prisoners can be involved in external activities for the promotion of their wellbeing and rehabilitation. The work camps are one such external activity. However, there is a myriad of other activities in which suitable minimum security prisoners can potentially participate to assist in their reintegration into the community. Examples include educational activities, community work, paid employment, recreational activities, and counselling.
- 6.14 Many minimum security prisoners who are deemed unsuitable for work camps may still be considered suitable for other external activities. Table 4 outlines the external activity suitability decisions for prisoners not currently assigned to a work camp.

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<sup>26</sup> Obviously, any strategy implemented must take account of community risk.

**Table 4**

*Minimum Security External Activities Suitability Decisions for Male Prisoners not assigned to a Work Camp 26 June 2012*

	Aboriginal	Non-Aboriginal	Total
<b>Broome Regional Prison</b>	<b>62</b>	<b>13</b>	<b>75</b>
Not Suitable	5		5
Suitable	57	13	70
<b>Bunbury Pre-Release Unit</b>	<b>11</b>	<b>85</b>	<b>97</b>
Not Suitable		6	6
Suitable	11	80	91
<b>Eastern Goldfields Regional Prison</b>	<b>20</b>	<b>17</b>	<b>37</b>
Not Suitable	3	2	5
Suitable	17	15	32
<b>Greenough Unit Six</b>	<b>34</b>	<b>17</b>	<b>51</b>
Suitable	34	17	51
<b>Karnet Prison Farm</b>	<b>26</b>	<b>148</b>	<b>174</b>
Not Suitable	9	61	70
Suitable	17	87	104
<b>Pardelup Prison Farm</b>	<b>5</b>	<b>55</b>	<b>60</b>
Not Suitable	2	14	16
Suitable	3	41	44
<b>Roebourne Regional Prison</b>	<b>36</b>	<b>5</b>	<b>41</b>
Not Suitable	9	2	11
Suitable	27	3	30
<b>Wooroloo Prison Farm</b>	<b>49</b>	<b>262</b>	<b>311</b>
Not Suitable	16	63	79
Suitable	33	199	232

- 6.15 This data was then compared with the proportion of suitable non-work camp prisoners who actually participated in external activities during a 7 day period from 23 June 2012 – 29 June 2012 (see Table 5). Health and court related external activities were excluded from the analysis.

**Table 5**

*Count of Suitable Non-Work Camp Male Prisoners Engaged in External Activities  
23/06/2012 – 29/06/2012*

	Number of Prisoners engaged in External Activities	% considered 'suitable' who had engaged in external activities
<b>Broome Regional Prison</b>	<b>36</b>	<b>51.4%</b>
Aboriginal	33	57.9%
Non-Aboriginal	3	23.1%
<b>Bunbury Pre-Release Unit</b>	<b>29</b>	<b>31.2%</b>
Aboriginal	5	45.5%
Non-Aboriginal	24	30.0%
<b>Eastern Goldfields Regional Prison</b>	<b>16</b>	<b>50.0%</b>
Aboriginal	8	47.1%
Non-Aboriginal	8	53.3%
<b>Greenough Unit Six</b>	<b>17</b>	<b>33.3%</b>
Aboriginal	11	32.3%
Non-Aboriginal	6	35.3%
<b>Karnet Prison Farm</b>	<b>47</b>	<b>45.2%</b>
Aboriginal	10	58.8%
Non-Aboriginal	37	42.5%
<b>Pardelup Prison Farm</b>	<b>18</b>	<b>40.9%</b>
Aboriginal	2	66.7%
Non-Aboriginal	16	39.0%
<b>Roebourne Regional Prison</b>	<b>24</b>	<b>80.0%</b>
Aboriginal	22	81.5%
Non-Aboriginal	2	66.7%
<b>Wooroloo Prison Farm</b>	<b>69</b>	<b>29.7%</b>
Aboriginal	11	33.3%
Non-Aboriginal	58	29.1%

- 6.16 The results show that, at most prisons, 30 to 50 per cent of male prisoners assessed as suitable for external activities made use of this clearance in the week sampled. However, there was considerable variation, with the smaller regional prisons (Broome, Eastern Goldfields and Roebourne) having notably higher participation rates. It is important that the new West Kimberley Regional Prison, which opens in November 2012, matches or exceeds the levels of external activity achieved at these three prisons.
- 6.17 While the numbers at some prisons appear low, participation in external activities is voluntary, and some prisoners who are considered suitable for external activities may not elect to use this privilege. Consequently, it is difficult to ascertain the precise extent the figures reflect lack of availability or lack of prisoner demand. However, the fact that 50 to 60 per cent did not access any external activities in the week surveyed is strongly suggestive of unmet demand.

The figures certainly suggest room for expansion at Greenough, the Bunbury Pre-release Unit and Wooroloo.<sup>27</sup>

## **7 Female Prisoners: External Activities**

7.1 This audit has already made three important findings with respect to women prisoners:

- The new assessment methodology appears to be disadvantaging Aboriginal people, and especially Aboriginal women, in attaining minimum security status.
- A large number of women who achieve a minimum security rating remain in the over-secure environment of Bandyup Prison because of the pressure of numbers and the lack of alternative minimum security options.
- Very low numbers of Aboriginal women have been accessing the positive pre-release opportunities presented by Boronia.

7.2 Section 95(5) of the *Prisons Act* 1981 requires the Chief Executive Officer of the Department of Corrective Services to ensure that the needs of women and Aboriginal people are addressed in the provision of external activities. This section analyses whether those female prisoners who do manage to acquire minimum security status have adequate access to external activities.

7.3 There are no work camps for female prisoners. Table 6 displays the number of female prisoners in each prison with an external activities suitability checklist completed. As with the male prisoners, the results of the suitability assessment were categorised as either unsuitable or suitable. This data was then compared with the number of individuals who actually engaged in external activities during a 7 day timeframe from 23 June 2012 - 29 June 2012 (see Table 7).

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<sup>27</sup> Evidence received after the snapshot date indicates that Bunbury Regional Prison has embarked on a drive to ensure more of its 90 suitable prisoners are able to access external activities.

**Table 6***Female Minimum Security External Activity Suitability Decisions 26 June 2012*

	Aboriginal	Non-Aboriginal	Total
<b>Bandyup Women's Prison</b>	<b>12</b>	<b>6</b>	<b>18</b>
Not Suitable	6	1	7
Suitable	6	5	11
<b>Boronia Pre Release Centre</b>	<b>6</b>	<b>62</b>	<b>68</b>
Suitable	6	62	68
<b>Broome Regional Prison</b>	<b>5</b>	<b>1</b>	<b>6</b>
Suitable	5	1	6
<b>Eastern Goldfields Regional Prison</b>	<b>7</b>	<b>1</b>	<b>8</b>
Suitable	7	1	8
<b>Greenough Regional Prison</b>	<b>3</b>	-	<b>3</b>
Suitable	3	-	3
<b>Roebourne Regional Prison</b>	<b>3</b>	-	<b>3</b>
Not Suitable	1	-	1
Suitable	2	-	2
<b>Total</b>	<b>36</b>	<b>70</b>	<b>106</b>

**Table 7***Count of Female Prisoners Engaged in External Activities 23 June – 29 June 2012*

	Number of Prisoners engaged in External Activities	% considered 'suitable' who had engaged in external activities
<b>Bandyup Women's Prison</b>	-	-
Aboriginal	-	-
Non-Aboriginal	-	-
<b>Boronia Pre Release Centre</b>	<b>27</b>	<b>39.7%</b>
Aboriginal	3	50.0%
Non-Aboriginal	24	38.7%
<b>Broome Regional Prison</b>	<b>5</b>	<b>83.3%</b>
Aboriginal	4	80.0%
Non-Aboriginal	1	100.0%
<b>Eastern Goldfields Regional Prison</b>	<b>6</b>	<b>75.0%</b>
Aboriginal	5	71.4%
Non-Aboriginal	1	100.0%
<b>Greenough Regional Prison</b>	<b>3</b>	<b>66.6%</b>
Aboriginal	2	66.6%
Non-Aboriginal	-	-
<b>Roebourne Regional Prison</b>	-	-
Aboriginal	-	-

7.4 The results are very mixed. Generally, at regional prisons, a high proportion of women assessed as suitable are engaged in external activities. This is an

impressive achievement because all of these prisons accommodate only a small number of women in a predominantly male domain and must manage the associated risks.

- 7.5 Boronia pre-Release Centre for Women is a dedicated pre-release centre conveniently located near to public transport, educational and other facilities and services. It houses highly selected prisoners, every one of whom has been approved for section 95 activities and specially assessed as suitable for Boronia itself. It might reasonably be expected, therefore, that the number of women engaging in external activities from Boronia would be higher than 40 per cent.<sup>28</sup> There are certainly some women at Boronia who choose not to take up the opportunity of section 95 activities but to have 60 per cent not leaving the prison over the week surveyed strongly indicates unmet demand, not just lack of interest.<sup>29</sup>
- 7.6 Bandyup Women's Prison is a particular concern. Quite apart from the fact that it houses so many minimum security women, none of the 11 women approved for external activities were involved in any such activities over the snapshot week. When the time frame was extended to a month there was still no indication of external activities occurring.
- 7.7 Put simply, the minimum security women at Bandyup – including very high numbers of Aboriginal women - are profoundly disadvantaged compared with those female prisoners who manage to get to Boronia. And across the system as a whole, women prisoners are not being provided with the same opportunities to rehabilitate and reintegrate into the community as male prisoners.
- 7.8 The pressure on the women's prison estate has not generated an equivalent focus or level of investment to what has been put into the male estate over recent years. Given the pressures, the Department has decided to convert a male unit at Greenough Regional Prison to be used by female prisoners. It remains to be seen how this new unit will operate and whether it will significantly improve the opportunities for minimum security female prisoners. However, it faces some serious hurdles in this regard. First, it is not purpose built but is located in a predominantly medium security male prison, creating obvious security challenges. Secondly, it is not clear how many minimum security women will be there and it is likely that large numbers will remain at Bandyup.

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<sup>28</sup> Although Boronia has a similar rate to Pardelup male prison, and a higher rate than Wooroloo or the Bunbury Pre-release Unit, it is lower than Karnet. Boronia is much more conveniently located than any of these sites and given its selection of prisoners should have a higher level of external activity.

<sup>29</sup> For further discussion, including suggested opportunities, see *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 62 (2010) and *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 79 (2012).

## 8 Summary and Conclusion

### Key Findings

- 8.1 The number of prisoners at different security ratings underwent major transformation in the period from March 2009 to June 2012:
- Despite a substantial increase in the total number of prisoners, the number rated maximum security has dropped from around 700 to around 370. The proportion rated maximum security is now 7.5 per cent compared with over 17 per cent in March 2009.
  - The proportion of medium security prisoners has increased from 54 per cent to 59 per cent.
  - The proportion of minimum security prisoners has increased from 28.5 per cent to 33.5 per cent.
- 8.2 Viewed as a whole, these changes are broadly in line with predictions regarding the impact of new assessment and classification system. However, the distribution of the changed profile has resulted in non-Aboriginal people being the overwhelming beneficiaries of the new system. Aboriginal people in general, and Aboriginal women in particular, have been disadvantaged:
- Non-Aboriginal men account for 96 per cent of the increase in minimum security males. The number of non-Aboriginal men at minimum security has increased by around 740 and the number of Aboriginal men by just 20.
  - Non-Aboriginal women account for 100 per cent of the increase in minimum security females. The number of non-Aboriginal women at minimum security has doubled but the number of Aboriginal women is static.
- 8.3 There has been a large increase in the number of prisoners being held in facilities which are more secure than their security classification dictates. The vast majority of male prisoners at maximum security prisons are rated medium security and significant numbers of minimum security men remain at maximum and medium security prisons. While some of these prisoners are at higher security prisons for legitimate reasons, the extent of the increase suggests that investment in lower security facilities has not kept pace with changes to the classification system.



- 8.4 Male Aboriginal prisoners are few in number at the major minimum security re-entry prisons in the south west. Changes to the classification tool appear to have led to a decline in the proportion of Aboriginal prisoners in these prisons.<sup>30</sup>
- 8.5 Female prisoners have been more profoundly affected than male prisoners. A large number of minimum security women are subject to the maximum security requirements of Bandyup. Low and declining numbers of Aboriginal women have been accessing Boronia pre-Release Centre.
- 8.6 Work camps for minimum security male prisoners have been seriously under-utilised. There had been some signs of improvement in recent months but this review has suggested that the problem only likely to be addressed if the pool of eligible prisoners can be increased. This will require addressing the issues of Aboriginal under-representation at minimum security. Consideration should also be given to removing some of the current policy restrictions on work camp placements, taking account of risk to the community
- 8.7 Levels of other external activities under section 95 vary between prisons but there is clearly a significant level of unmet demand. Female prisoners, especially those located at Bandyup Women's prison, are especially adversely affected.

## Conclusions

- 8.8 This review raises many questions regarding the extent to which the profile of prisoner accommodation in Western Australia matches the profile of prisoners created by the new offender classification system.
- 8.9 The differential outcomes with respect to minimum security ratings for Aboriginal and non-Aboriginal people are alarming. It beggars belief that the objective qualifications of Aboriginal people to be at minimum security could have plummeted in three years at the same time as the qualifications of non-Aboriginal people to be at minimum security improved sharply. While there may be some peripheral profile changes, they simply cannot explain changes of this magnitude. It was also never anticipated that the changes would lead to such significantly different impacts.
- 8.10 It is more likely that there are specific factors built into the assessment and classification tool which have created the uneven impact. Issues which need further examination include: (i) whether the changes to parole which occurred

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<sup>30</sup> At the start of the time period, Aboriginal prisoners constituted 17% of the population of south-west re-entry prisons (including Wooroloo Prison Farm, Karnet Prison Farm, Bunbury Pre-Release Unit, Pardelup Prison Farm, and Boronia Pre-Release Centre). At the end of the time period they constituted 14% of the population. Inspection reports on south west re-entry prisons have also discussed these issues over the past three years: see footnote 4.

in 2009 have contributed to the outcomes in unintended ways and (ii) whether too much weight is placed on the age of the prisoner.

- 8.11 In the assessment tool, being less than 25 years of age has the same effect on an individual's security rating score as a history of escapes within the preceding two years. Being 25-29 years of age has the same effect as having pending prison charges or disciplinary convictions.
- 8.12 Currently, 26 per cent of Aboriginal people in adult prisons are between the ages of 18-24, in comparison to 14 per cent of non-Aboriginals. Approximately 49 per cent of female Aboriginal prisoners are under 30 years of age, in comparison to 28 per cent of female non-Aboriginals. This difference is less marked but still significant for males, where 46 per cent of Aboriginal prisoners are under 30 years of age compared to 33 per cent of non-Aboriginals. These figures may help explain why Aboriginal men are not accessing minimum security status to the same extent and why Aboriginal women have even poorer prospects.
- 8.13 It should be noted that the inclusion of an age item was supported by the 2008 OICS review due to its ability to predict escape and control issues. Given the findings of this audit, the scoring of this item should be open to re-evaluation. Young Aboriginal people need to be provided with the best prospects of rehabilitation if their ever-increasing numbers in the prison system are to be counteracted.
- 8.14 The equivalence of youth and escape history in the calculation of an individual's security rating score suggests that the tool's discriminatory capacity could be improved. The viability of decreasing the weighting of age in comparison to escape history/control issues should be investigated. Obviously, any changes made to the tool should not come at the cost of decreased public safety.
- 8.15 The effect of gender could also be considered in any revision of the tool, given that there have been only 2 female escapes since the start of 2009,<sup>31</sup> with both of these escapees over the age of 25. While more comprehensive analyses need to be conducted, this cursory examination of the data does not suggest that younger women are more at risk of escape and therefore deserving of a more restrictive security rating score.
- 8.16 One of the reasons this review was conducted was that issues raised during inspections of individual prisons showed no evidence of the Department having tracked the impacts of the new system on minimum security ratings, and especially on Aboriginal men and women. Responses to inspection findings and recommendations on those occasions were generally ad hoc and did not indicate

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<sup>31</sup> This represents 7 per cent of all escapes/absconds over the time period.

any willingness to examine the issue ground up.<sup>32</sup> We have recently been informed that changes to the classification tool were reviewed internally a year after implementation against the Department's own KPI's. However, ethnicity and gender were apparently not seen to be relevant KPI's.

- 8.17 Since work commenced on this review and some of its preliminary findings were shared, the Department has decided to commission its own review to 'identify the reasons for the disproportionately low numbers of Aboriginal prisoners at re-entry facilities in the South West - Wooroloo Prison Farm, Karnet Prison Farm, Bunbury Pre-Release Unit, Pardelup Prison Farm, and Boronia Pre-Release Centre; and develop strategies and opportunities to increase the number of Aboriginal prisoners entering these facilities.'<sup>33</sup>
- 8.18 Given that the Department has commissioned a review, this report does not make any formal recommendations. Nevertheless, a follow up audit will be conducted in 12 to 18 months' time. This will re-visit the main findings of this review and report on any changes / progress.
- 8.19 In conclusion, it should be emphasised that this is not just some abstract numbers game. The goals of ongoing review by this Office and the Department should be improved outcomes in five core areas:
- Enhancing public safety by improving all prisoners' prospects of successful reintegration;
  - Maximising returns on the substantial public investment in work camps;
  - Promoting greater equity in security ratings between Aboriginal and non-Aboriginal prisoners (whilst not compromising public safety);
  - Reducing the number of prisoners subjected to levels of security that are unnecessary given their security ratings; and
  - Improving the position of women prisoners.

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<sup>32</sup> See the reports at footnotes 3 and 4 above.

<sup>33</sup> *Report of an Announced Inspection of Pardelup Prison Farm* (2012, forthcoming).

## **Appendix A: Methodology**

Datasets were downloaded from the Total Offender Management Solution (TOMS) database using SQL-based queries. To observe trends in security ratings and work camp numbers, the muster information was extracted four times a year from 2009 - 2011, and twice in 2012. The months chosen were March, June, September, and December, with the muster information extracted on the 15th of these months.

To examine suitability for work camps and external activities, a recent data snapshot (26/06/2012) was extracted from TOMS using SQL-based queries. Only minimum security prisoners with a finalised checklist were included in the dataset, with the most recent checklist chosen.

Finally, to examine involvement in external activities by prisoners, the TOMs report 'Temporary Placement – Facility' was used for the time period of 23/06/2012 to 29/06/2012. Court and medical related temporary placements were removed from the dataset.

Data was then exported into Excel for further analysis.

## Appendix B: Prisoners per Security Level 2009 – 2012, by Aboriginal Status and Gender

	2009 Mar	2009 Jun	2009 Sep	2009 Dec	2010 Mar	2010 Jun	2010 Sep	2010 Dec	2011 Mar	2011 Jun	2011 Sep	2011 Dec	2012 Mar	2012 Jun
<b>MAX</b>	<b>702</b>	<b>672</b>	<b>548</b>	<b>442</b>	<b>421</b>	<b>382</b>	<b>363</b>	<b>317</b>	<b>330</b>	<b>348</b>	<b>375</b>	<b>347</b>	<b>375</b>	<b>371</b>
<b>Aboriginal</b>	<b>350</b>	<b>326</b>	<b>253</b>	<b>207</b>	<b>196</b>	<b>189</b>	<b>178</b>	<b>153</b>	<b>167</b>	<b>171</b>	<b>179</b>	<b>167</b>	<b>195</b>	<b>192</b>
Female	20	25	10	4	12	12	15	8	8	12	14	8	11	10
Male	330	301	243	203	184	177	163	145	159	159	165	159	184	182
<b>Non-Aboriginal</b>	<b>352</b>	<b>346</b>	<b>295</b>	<b>235</b>	<b>225</b>	<b>193</b>	<b>185</b>	<b>164</b>	<b>163</b>	<b>177</b>	<b>196</b>	<b>180</b>	<b>180</b>	<b>179</b>
Female	14	17	5	4	9	14	14	11	11	6	5	3	5	12
Male	338	329	290	231	216	179	171	153	152	171	191	177	175	167
<b>MED</b>	<b>2212</b>	<b>2364</b>	<b>2665</b>	<b>2825</b>	<b>2752</b>	<b>2749</b>	<b>2654</b>	<b>2682</b>	<b>2743</b>	<b>2704</b>	<b>2648</b>	<b>2753</b>	<b>2902</b>	<b>2901</b>
<b>Aboriginal</b>	<b>912</b>	<b>969</b>	<b>1133</b>	<b>1247</b>	<b>1196</b>	<b>1218</b>	<b>1141</b>	<b>1164</b>	<b>1220</b>	<b>1203</b>	<b>1171</b>	<b>1232</b>	<b>1293</b>	<b>1310</b>
Female	79	74	106	115	114	115	99	105	100	91	93	118	125	140
Male	833	895	1027	1132	1082	1103	1042	1059	1120	1112	1078	1114	1168	1170
<b>Non-Aboriginal</b>	<b>1300</b>	<b>1395</b>	<b>1532</b>	<b>1578</b>	<b>1556</b>	<b>1531</b>	<b>1513</b>	<b>1518</b>	<b>1523</b>	<b>1501</b>	<b>1477</b>	<b>1521</b>	<b>1609</b>	<b>1591</b>
Female	95	93	102	90	75	91	101	94	87	88	83	84	93	90
Male	1205	1302	1430	1488	1481	1440	1412	1424	1436	1413	1394	1437	1516	1501
<b>MIN</b>	<b>1169</b>	<b>1322</b>	<b>1424</b>	<b>1519</b>	<b>1696</b>	<b>1661</b>	<b>1616</b>	<b>1565</b>	<b>1595</b>	<b>1589</b>	<b>1644</b>	<b>1651</b>	<b>1635</b>	<b>1659</b>
<b>Aboriginal</b>	<b>432</b>	<b>485</b>	<b>486</b>	<b>504</b>	<b>549</b>	<b>495</b>	<b>462</b>	<b>425</b>	<b>416</b>	<b>404</b>	<b>425</b>	<b>453</b>	<b>454</b>	<b>452</b>
Female	55	64	59	75	75	72	66	58	59	46	39	47	58	56
Male	377	421	427	429	474	423	396	367	357	358	386	406	396	396
<b>Non-Aboriginal</b>	<b>737</b>	<b>837</b>	<b>938</b>	<b>1015</b>	<b>1147</b>	<b>1166</b>	<b>1154</b>	<b>1140</b>	<b>1179</b>	<b>1185</b>	<b>1219</b>	<b>1198</b>	<b>1181</b>	<b>1207</b>
Female	64	69	88	96	115	101	94	103	106	102	111	109	109	121
Male	673	768	850	919	1032	1065	1060	1037	1073	1083	1108	1089	1072	1086
<b>Aboriginal Females</b>	<b>154</b>	<b>163</b>	<b>175</b>	<b>194</b>	<b>201</b>	<b>199</b>	<b>180</b>	<b>171</b>	<b>167</b>	<b>149</b>	<b>146</b>	<b>173</b>	<b>194</b>	<b>206</b>
<b>Aboriginal Males</b>	<b>1540</b>	<b>1617</b>	<b>1697</b>	<b>1764</b>	<b>1740</b>	<b>1703</b>	<b>1601</b>	<b>1571</b>	<b>1636</b>	<b>1629</b>	<b>1629</b>	<b>1679</b>	<b>1748</b>	<b>1748</b>
<b>Non-Aboriginal Females</b>	<b>173</b>	<b>179</b>	<b>195</b>	<b>190</b>	<b>199</b>	<b>206</b>	<b>209</b>	<b>208</b>	<b>204</b>	<b>196</b>	<b>199</b>	<b>196</b>	<b>207</b>	<b>223</b>
<b>Non-Aboriginal Males</b>	<b>2216</b>	<b>2399</b>	<b>2570</b>	<b>2638</b>	<b>2729</b>	<b>2684</b>	<b>2643</b>	<b>2614</b>	<b>2661</b>	<b>2667</b>	<b>2693</b>	<b>2703</b>	<b>2763</b>	<b>2754</b>
<b>Total</b>	<b>4083</b>	<b>4358</b>	<b>4637</b>	<b>4786</b>	<b>4869</b>	<b>4792</b>	<b>4633</b>	<b>4564</b>	<b>4668</b>	<b>4641</b>	<b>4667</b>	<b>4751</b>	<b>4912</b>	<b>4931</b>

## Appendix C: Prisoners per Security Level 2009 – 2012, by Aboriginal Status and Gender (% of Total)

	2009 Mar	2009 Jun	2009 Sep	2009 Dec	2010 Mar	2010 Jun	2010 Sep	2010 Dec	2011 Mar	2011 Jun	2011 Sep	2011 Dec	2012 Mar	2012 Jun
<b>MAX</b>	<b>17.2%</b>	<b>15.4%</b>	<b>11.8%</b>	<b>9.2%</b>	<b>8.6%</b>	<b>8.0%</b>	<b>7.8%</b>	<b>6.9%</b>	<b>7.1%</b>	<b>7.5%</b>	<b>8.0%</b>	<b>7.3%</b>	<b>7.6%</b>	<b>7.5%</b>
<b>Aboriginal</b>	8.6%	7.5%	5.5%	4.3%	4.0%	3.9%	3.8%	3.4%	3.6%	3.7%	3.8%	3.5%	4.0%	3.9%
Female	0.5%	0.6%	0.2%	0.1%	0.2%	0.3%	0.3%	0.2%	0.2%	0.3%	0.3%	0.2%	0.2%	0.2%
Male	8.1%	6.9%	5.2%	4.2%	3.8%	3.7%	3.5%	3.2%	3.4%	3.4%	3.5%	3.3%	3.7%	3.7%
<b>Non-Aboriginal</b>	8.6%	7.9%	6.4%	4.9%	4.6%	4.0%	4.0%	3.6%	3.5%	3.8%	4.2%	3.8%	3.7%	3.6%
Female	0.3%	0.4%	0.1%	0.1%	0.2%	0.3%	0.3%	0.2%	0.2%	0.1%	0.1%	0.1%	0.1%	0.2%
Male	8.3%	7.5%	6.3%	4.8%	4.4%	3.7%	3.7%	3.4%	3.3%	3.7%	4.1%	3.7%	3.6%	3.4%
<b>MED</b>	<b>54.2%</b>	<b>54.2%</b>	<b>57.5%</b>	<b>59.0%</b>	<b>56.5%</b>	<b>57.4%</b>	<b>57.3%</b>	<b>58.8%</b>	<b>58.8%</b>	<b>58.3%</b>	<b>56.7%</b>	<b>57.9%</b>	<b>59.1%</b>	<b>58.8%</b>
<b>Aboriginal</b>	22.3%	22.2%	24.4%	26.1%	24.6%	25.4%	24.6%	25.5%	26.1%	25.9%	25.1%	25.9%	26.3%	26.6%
Female	1.9%	1.7%	2.3%	2.4%	2.3%	2.4%	2.1%	2.3%	2.1%	2.0%	2.0%	2.5%	2.5%	2.8%
Male	20.4%	20.5%	22.1%	23.7%	22.2%	23.0%	22.5%	23.2%	24.0%	24.0%	23.1%	23.4%	23.8%	23.7%
<b>Non-Aboriginal</b>	31.8%	32.0%	33.0%	33.0%	32.0%	31.9%	32.7%	33.3%	32.6%	32.3%	31.6%	32.0%	32.8%	32.3%
Female	2.3%	2.1%	2.2%	1.9%	1.5%	1.9%	2.2%	2.1%	1.9%	1.9%	1.8%	1.8%	1.9%	1.8%
Male	29.5%	29.9%	30.8%	31.1%	30.4%	30.1%	30.5%	31.2%	30.8%	30.4%	29.9%	30.2%	30.9%	30.4%
<b>MIN</b>	<b>28.6%</b>	<b>30.3%</b>	<b>30.7%</b>	<b>31.7%</b>	<b>34.8%</b>	<b>34.7%</b>	<b>34.9%</b>	<b>34.3%</b>	<b>34.2%</b>	<b>34.2%</b>	<b>35.2%</b>	<b>34.8%</b>	<b>33.3%</b>	<b>33.6%</b>
<b>Aboriginal</b>	10.6%	11.1%	10.5%	10.5%	11.3%	10.3%	10.0%	9.3%	8.9%	8.7%	9.1%	9.5%	9.2%	9.2%
Female	1.3%	1.5%	1.3%	1.6%	1.5%	1.5%	1.4%	1.3%	1.3%	1.0%	0.8%	1.0%	1.2%	1.1%
Male	9.2%	9.7%	9.2%	9.0%	9.7%	8.8%	8.5%	8.0%	7.6%	7.7%	8.3%	8.5%	8.1%	8.0%
<b>Non-Aboriginal</b>	18.1%	19.2%	20.2%	21.2%	23.6%	24.3%	24.9%	25.0%	25.3%	25.5%	26.1%	25.2%	24.0%	24.5%
Female	1.6%	1.6%	1.9%	2.0%	2.4%	2.1%	2.0%	2.3%	2.3%	2.2%	2.4%	2.3%	2.2%	2.5%
Male	16.5%	17.6%	18.3%	19.2%	21.2%	22.2%	22.9%	22.7%	23.0%	23.3%	23.7%	22.9%	21.8%	22.0%
<b>Aboriginal Females</b>	<b>3.8%</b>	<b>3.7%</b>	<b>3.8%</b>	<b>4.1%</b>	<b>4.1%</b>	<b>4.2%</b>	<b>3.9%</b>	<b>3.7%</b>	<b>3.6%</b>	<b>3.2%</b>	<b>3.1%</b>	<b>3.6%</b>	<b>3.9%</b>	<b>4.2%</b>
<b>Aboriginal Males</b>	<b>37.7%</b>	<b>37.1%</b>	<b>36.6%</b>	<b>36.9%</b>	<b>35.7%</b>	<b>35.5%</b>	<b>34.6%</b>	<b>34.4%</b>	<b>35.0%</b>	<b>35.1%</b>	<b>34.9%</b>	<b>35.3%</b>	<b>35.6%</b>	<b>35.4%</b>
<b>Non-Aboriginal Females</b>	<b>4.2%</b>	<b>4.1%</b>	<b>4.2%</b>	<b>4.0%</b>	<b>4.1%</b>	<b>4.3%</b>	<b>4.5%</b>	<b>4.6%</b>	<b>4.4%</b>	<b>4.2%</b>	<b>4.3%</b>	<b>4.1%</b>	<b>4.2%</b>	<b>4.5%</b>
<b>Non-Aboriginal Males</b>	<b>54.3%</b>	<b>55.0%</b>	<b>55.4%</b>	<b>55.1%</b>	<b>56.0%</b>	<b>56.0%</b>	<b>57.0%</b>	<b>57.3%</b>	<b>57.0%</b>	<b>57.5%</b>	<b>57.7%</b>	<b>56.9%</b>	<b>56.3%</b>	<b>55.9%</b>

## Appendix D: Minimum Security Prisoners in Work Camps<sup>34</sup> 2009-2012

	Mar 2009	Jun 2009	Sep 2009	Dec 2009	Mar 2010	June 2010	Sep 2010	Dec 2010	Mar 2011	Jun 2011	Sep 2011	Dec 2011	March 2012	June 2012
<b>Bungarun Work camp</b>	<b>14</b>	<b>20</b>	<b>19</b>	<b>20</b>	<b>18</b>	<b>17</b>	<b>17</b>	<b>12</b>	<b>8</b>					
Aboriginal	12	18	17	16	18	17	15	9	7					
Non-Aboriginal	2	2	2	4			2	3	1					
<b>Dowerin Work Camp</b>													<b>11</b>	<b>17</b>
Aboriginal														2
Non-Aboriginal													11	15
<b>Kellerberrin Work camp</b>	<b>9</b>	<b>11</b>	<b>11</b>	<b>11</b>	<b>11</b>	<b>12</b>	<b>12</b>	<b>11</b>	<b>10</b>	<b>10</b>	<b>10</b>			
Aboriginal	1	2	2	2	2	3	3	2	2	3	1			
Non-Aboriginal	8	9	9	9	9	9	9	9	8	7	9			
<b>Millstream Work camp</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>7</b>	<b>9</b>	<b>10</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>8</b>	<b>7</b>
Aboriginal	6	7	6	7	7	7	6	9	9	7	7	8	7	5
Non-Aboriginal	2	1	2	1	1	1	1		1	1	2	2	1	2
<b>Mt. Morgans Work camp</b>	<b>15</b>	<b>20</b>	<b>16</b>	<b>19</b>	<b>20</b>	<b>18</b>	<b>11</b>	<b>12</b>	<b>8</b>	<b>9</b>				
Aboriginal	11	16	15	18	19	16	10	10	6	8				
Non-Aboriginal	4	4	1	1	1	2	1	2	2	1				
<b>Pardelup Work Camp</b>	<b>20</b>	<b>19</b>	<b>21</b>	<b>18</b>										
Aboriginal	1		1											
Non-Aboriginal	19	19	20	18										
<b>Walpole Work Camp</b>					<b>12</b>	<b>10</b>	<b>12</b>	<b>11</b>	<b>10</b>	<b>9</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>
Non-Aboriginal					12	10	12	11	10	9	10	10	10	10
<b>Warburton Work camp</b>											<b>3</b>	<b>4</b>	<b>6</b>	<b>19</b>
Aboriginal											3	4	6	19
<b>Wyalkatchem Work camp</b>												<b>10</b>		
Aboriginal												1		
Non-Aboriginal												9		
<b>Wyndham Work Camp</b>	<b>14</b>	<b>20</b>	<b>16</b>	<b>20</b>	<b>19</b>	<b>20</b>	<b>18</b>	<b>13</b>	<b>15</b>	<b>15</b>	<b>16</b>	<b>10</b>	<b>8</b>	<b>19</b>
Aboriginal	13	19	15	20	19	19	18	12	13	9	13	8	7	11
Non-Aboriginal	1	1	1			1		1	2	6	3	2	1	8
<b>Total</b>	<b>80</b>	<b>98</b>	<b>91</b>	<b>96</b>	<b>88</b>	<b>85</b>	<b>77</b>	<b>68</b>	<b>61</b>	<b>51</b>	<b>48</b>	<b>44</b>	<b>43</b>	<b>72</b>

<sup>34</sup> Capacity of Work Camps: Bungarun = 20, Dowerin = 20, Kellerberrin = 12, Millstream = 8, Mt. Morgans = 24, Pardelup = 20, Walpole = 12, Warburton = 24, Wyalkatchem = 10, Wyndham = 40

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