



REPORT OF AN ANNOUNCED INSPECTION OF
RANGEVIEW REMAND CENTRE

69

OCTOBER 2010
REPORT

*Independent oversight
that contributes to a more
accountable public sector.*



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

Report of an Announced Inspection of Rangeview Remand Centre

Office of the Inspector of Custodial Services
Level 27, 197 St George's Terrace, Perth WA 6000

www.oics.wa.gov.au

October 2010

ISSN 1445-3134

**This report is available on the Office's website
and will be made available, upon request,
in alternate formats.**



This document uses environmentally friendly paper, comprising
50% recycled & 50% totally chlorine free plantation pulp.

Contents

THE INSPECTOR'S OVERVIEW	
TOWARDS A NEW FUTURE FOR YOUTH CUSTODIAL SERVICES	iii
SUMMARY OF FINDINGS AND RECOMMENDATIONS	vi
FACT PAGE	xv
CHAPTER 1	
INTRODUCTION	1
Youth Detention Centres in Western Australia	1
Population Trends in Youth Custody	1
Redevelopment of Youth Custodial Services	4
Third Announced Inspection of Rangeview	8
CHAPTER 2	
KEEPING YOUNG PEOPLE OUT OF DETENTION	10
Reducing Remand Time	10
An Early Opportunity to Challenge One's Detention.....	16
CHAPTER 3	
GOOD ORDER AND BEHAVIOUR MANAGEMENT	18
Demand and Capacity	18
Impact of Overcrowding on Behaviour Control.....	18
Graffiti and Control.....	21
Use of Force.....	24
Special Purpose Unit	27
Safety and Security	28
CHAPTER 4	
THE RANGEVIEW EXPERIENCE	31
Entering Custody.....	31
Maintaining a Healthy Population	33
Aboriginal Detainees	37
Young Women: A Small but Complex Group	39
Case Management.....	41
Structured Day Activities	43
Giving Young People a Voice	48
Maintaining Connections with Family.....	51
Transporting young people.....	53

CHAPTER 5	
STAFF AND MANAGEMENT	55
Staffing Pressures at Rangeview	55
Relations between Officers and Management	59
Training.....	60
Human Resource Management.....	61
Workforce Amalgamation.....	62
APPENDIX 1	
THE DEPARTMENT'S RESPONSE TO THE 2010 RECOMMENDATIONS.....	64
APPENDIX 2	
SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2007 RECOMMENDATIONS.....	69
APPENDIX 3	
THE INSPECTION TEAM	73
APPENDIX 4	
KEY DATES	74

The Inspector's Overview

TOWARDS A NEW FUTURE FOR YOUTH CUSTODIAL SERVICES

The third announced inspection of Rangeview Remand Centre ('Rangeview' or 'the Centre'), carried out between 28 May and 4 June 2010, is likely to be the last because planned structural changes to the youth custodial estate will see the Centre remodelled into a privately operated facility for 18 to 24 year old young men.

In the previous inspection report on Rangeview in April 2008, the then Inspector of Custodial Services had referred to an 'incipient crisis in the juvenile estate'ⁱ as a result of increasing numbers of young people entering detention, especially on remand. This inspection similarly began in the shadow of overcrowding immediately after Rangeview had reached an all-time population peak of 96 detainees on 20 May 2010. And notwithstanding a significant fall in the number of detainees during the inspection period, down to 66 by 31 May 2010, there continue to be unacceptably high numbers of young people remanded in custody.

The Department of Corrective Services ('the Department'), after investigating possible changes in patterns of policing and Courts' dispositions in relation to juvenile offenders, is 'unable to offer a reason for the consistently high numbers of remanded young persons'.ⁱⁱ Whilst the causal factors driving this increase are likely to be highly complex, this Office urges continued efforts to analyse and better understand this phenomenon as a necessary precursor to the development of interventions to reduce the number of young people in custody.

The tragedy of the over-representation of young Aboriginal people within these numbers also continues. At the time of the inspection 73 per cent of the detainees at Rangeview were Aboriginal. Given this stark fact, it is surprising that the Centre is not more adequately addressing the needs of the Aboriginal detainees. There is no dedicated program of events or activities for the Aboriginal detainees, little by way of Aboriginal artwork or other symbols of Aboriginal culture, and no program of visiting elders or other evidence of effective engagement with Aboriginal community organisations and service providers. Rangeview can and must improve service delivery to Aboriginal detainees, and Recommendation 12 in this Report specifically goes to this issue.

One of the key strategies aimed at reducing the number of young people remanded in custody is increased access to bail. Too many young people find themselves in custody for want of a bail option. The Department has an active supervised bail program that has had some success in increasing the numbers of young people placed on supervised bail. This Office is very supportive of the supervised bail program and would like to see it extended. Recommendation 2 in this Report calls for the establishment of a 24-hour bail service to support police and other bail decision-makers in relation to newly arrested young people.

i See Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008).

ii Department of Corrective Services (DCS), Rangeview Remand Centre, Pre-Inspection Submission (16 April 2010).

There have been significant developments in the youth custodial system in Western Australia since the last inspection of Rangeview. In 2008 at the urging of the President of the Children's Court, His Honour Denis Reynolds, the Pilot Youth Justice Initiative was established. This initiative created an interagency approach to working with a number of juveniles within the justice system whose circumstances warranted intensive case-management. The success of this initiative has engendered a more co-operative and integrated approach between the relevant agencies, which can only benefit young people in contact with the justice system.

Also in 2008, the Regional Youth Justice Strategy initiatives in Geraldton and Kalgoorlie led to the establishment of youth justice centres that offer a broad range of services including arranging bail, an extended-hours family support service and emergency short-stay accommodation. Since the commencement of these strategies in both locations there has been a sharp drop in the number of young people sent to be detained in Rangeview.ⁱⁱⁱ The success of the Regional Youth Justice Strategies was recognised in the 2010-11 State Budget by the allocation of a further \$43.9 million over the next four years to establish similar Youth Justice Service initiatives in the Pilbara and Kimberley regions.^{iv} This is a very positive development for youth justice services.

As part of its 2008 electoral commitment, the Liberal Party undertook to spend \$40 million to build an 80-person Young Offender Prison in the first term of government.^v This commitment led to the plan to transform Rangeview into a privately operated prison for minimum security 18 to 24 year old male offenders.^{vi} The corollary of that decision is the plan to expand the Banksia Hill facility to accommodate all arrested, remanded and sentenced young people from November 2011. The remodelling has significant implications for Rangeview in that all the current services functions and resources will move over to Banksia Hill in the next 18 months, and Banksia Hill will become a multi-purpose facility housing all detainees, male and female, remand and sentenced.

Whilst this Office has expressed support for the proposal we have significant concerns about the immediate future of Rangeview in relation to the move, and the philosophy and service profile that will emerge at Banksia Hill for the Rangeview population.

The inspection surfaced several areas for improvement at Rangeview and it is imperative that the recommendations of this Report are acted on expeditiously. Although the Department is generally change managing its custodial workforce in the transition to Banksia Hill well, there are indications of an emerging view within some areas that positive change at Rangeview is unrealistic because of the impending move. This Office will be watchful for any tendency for the Department to 'sit on its hands' at Rangeview pending the move to Banksia Hill. The Department and Rangeview must continue to develop and improve services for young people on remand in the interim period.

iii Commissioner for Children and Young People, Western Australia, *Youth Justice*, Issues Paper 4 (April 2010).

iv Hon C Porter MLA, Attorney General and Minister for Corrective Services, *State Budget 2010-11: \$43.9 million to expand regional youth justice services: Media Statement* (20 May 2010).

v Western Australian Liberal Party, 2008 Election Commitments, *Prisons Policy*.

vi Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Public Private Partnership for Prisons: Media Statement* (20 January 2010).

We have called in this Report for the development of a coherent throughcare model at Rangeview. Given that almost 80 per cent of young people are at Rangeview for two weeks or less, and a determination of their likely length of stay comes some time after admission, the need to quickly assess their needs and identify opportunities for early intervention is paramount. To this end a comprehensive, integrated throughcare model is essential; one which wraps health, mental health, education and program needs in a holistic case management approach. Further, the model must be culturally appropriate and family-centred, and link young people into relevant community-based services and programs. A successful transition back into the community is perhaps the most difficult component of a throughcare model to deliver, and the role of the family and community-based services and programs in this respect are paramount.

Rangeview has some way to go in establishing such an approach, and importantly cannot deliver it on its own. The Centre needs to work with the Department, other government agencies, and relevant community groups and providers to promote the development of comprehensive throughcare. The challenge for the immediate future is for the Department and Rangeview to work assiduously, pending the transition to Banksia Hill, to develop a coordinated throughcare model of managing remanded young people; and then to successfully transfer this paradigm to the remodelled facility.

This inspection of Rangeview was carried out against a backdrop of increased funding and service development, and significant reform and structural change within juvenile justice - all of which augers well for the future. In this context, the recommendations in this Report represent an opportunity for the Department of Corrective Services to improve the delivery of services to young people on remand in the justice system leading into and post the transition to the remodelled Banksia Hill facility.

Barry Cram
A/Inspector of Custodial Services
18 October 2010

Summary of Findings and Recommendations

This third announced inspection of Rangeview Remand Centre ('Rangeview' or 'the Centre') was undertaken between 28 May 2010 and 4 June 2010. The inspection took place in the context of recent severe overcrowding within the Centre. An all-time population peak of 96 detainees was reached on 20 May 2010, only eight days prior to the inspection. However, by Friday 28 May 2010, the first day of the on-site inspection, numbers had fallen to 83 and by Monday 31 May 2010 were down to 66.

This is likely to be the last inspection of Rangeview as a juvenile facility because impending changes to the youth custodial estate will see Rangeview Remand Centre remodelled into a privately operated facility for young adult men.

KEEPING YOUNG PEOPLE OUT OF DETENTION

The Deferred Bench Warrant Program is an essential service that contributes to keeping young people out of detention. However, the task of visiting young people in the community under this program should not fall to the Aboriginal Welfare Officers ('AWO's) at Rangeview. The AWOs provide vital welfare support to the young people in Rangeview, and time spent outside of the Centre pursuing deferred bench warrants has an adverse impact on their ability to provide this service to the Centre.

Recommendation 1

That youth justice services centres assume responsibility for home visits to all young people under the Deferred Bench Warrant Program, and that the Aboriginal Welfare Officers at Rangeview no longer be utilised for this purpose.

The experience both in regional Western Australia through the Regional Youth Justice Services initiative and in other Australian jurisdictions seems to indicate that direct support to police by youth officers soon after a young person's arrest can increase the likelihood of the person being granted bail and released without being sent to the remand centre.

An issue that impacts on the ability of young people to challenge their detention is access to legal representation and support. However, neither the Aboriginal Legal Service nor other legal services have much of an on-site presence. There may well be benefit to the system as a whole – in expediting bail applications and preparing for court – if additional legal support can be provided to the young people at Rangeview.

Recommendation 2

That the Department works towards establishing a 24-hour bail advice service to support police and other bail decision-makers in relation to newly arrested young people and, in consultation with legal service providers, explores improvements in the provision of legal services to young people in custody.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

GOOD ORDER AND BEHAVIOUR MANAGEMENT

High detainee numbers necessitated higher staffing levels, so Rangeview had been reliant on staff working an increased number of overtime shifts. This strategy was becoming less and less effective as more and more staff were choosing not to take up opportunities for overtime. As a result the Centre was regularly experiencing staff shortages. One of the most significant consequences of staffing shortages has been an increase in the amount of time detainees spend locked in their cells.

Staff shortages were not the only factor contributing to lockdowns. The other factors noted in the Department's documentation on detainee lockdown hours were, most commonly, staff breaks, and, less commonly, staff training. Whilst staff must be able to take adequate breaks during their shift, it is concerning that these are at the expense of the young people. More innovative practices should be examined to structure staff breaks in such a way so as not to require a complete lockdown of the facility, as occurs in most other custodial facilities, certainly the adult prisons.

Recommendation 3

That the practice of lockdowns cease and that arrangements be put into place to ensure an adequate level of staffing supervision for all Centre operations and activities. This should include scheduling staff activities, such as meal breaks and training, in such a way so as not to require detainees to be regularly locked down.

Whilst many positive interactions between Juvenile Custodial Officers (JCO's) and detainees were observed, overall it was clear that the quality and quantity of interaction has decreased since the previous inspection. Fostering positive relationships is not just about ensuring that young people are treated well. It is also important in the modelling of appropriate behaviour. Many detainees lack positive role models in their lives, and JCOs have the opportunity to set an example of the standard of behaviour that is expected of young people, both in detention and in the community.

The most obvious and most visual indicator of the decline in positive role modelling was the excessive amount of graffiti that had been written or scratched on virtually every available surface throughout the Centre. The message that the graffiti sent was one of a general disrespect on the part of the young people for the rules of the Centre, for the staff whose job it is to enforce the rules, and for the Centre itself as their 'home'. The extreme prevalence of the graffiti suggested, at worst, a loss of control.

Recommendation 4

That a renewed and firmer emphasis be placed on an anti-graffiti strategy that quickly removes graffiti and provides alternative means of expression for young people.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The inspection team received multiple allegations of excessive use of force by officers, and many detainees spoke with disarming casualness about ‘being dropped’.^{vii} Even allowing for youthful bravado, this was obviously a matter of great concern, and the team spent significant time trying to gather evidence to support or refute the allegations.

Closed-circuit television ('CCTV') recorded footage of a particular incident was sought, but after some delay the inspection team was informed that the CCTV footage could not be downloaded from the computer server storage unit. Such inaccessibility renders the CCTV surveillance mechanism virtually useless. It hampered the inspection team in coming to an evidence-based conclusion about the allegations of excessive use of force. It also suggests that such footage is not being used by the Centre itself to review incidents and practices.

Recommendation 5

That existing or new CCTV cameras be arranged to ensure that incidents are monitored and recorded; that the recorded footage can be easily retrieved; and that such footage is used as part of post incident discussions and learning with staff and young people.

The training provided to JCOs at Rangeview was heavily biased towards the use of physical restraints over non-intrusive, verbal de-escalation strategies. The curriculum provided showed that one week of the entry-level training for new recruits is on behaviour management and intervention. Only one day of this is on de-escalation and four days on safe physical intervention including use of manual restraints and safety equipment.

Recommendation 6

That the training program at Rangeview prioritise those components designed to equip staff with adequate skills in conflict resolution, particularly verbal de-escalation techniques.

The Special Purpose Unit ('SPU') is used for punishing detainees who have been found to break the rules. It also contains observation cells used to monitor those young people who are thought to be at-risk or vulnerable. Despite the very different uses required of the punishment versus the observation cells, there was no significant difference discernible between these two cell designations. It had also been necessary to give the SPU cells a third and unintended role, as general overflow accommodation at the times of greatest overcrowding. The overall inspection finding was that the bleak, sensory deprived and graffiti-strewn physical environment of the SPU is inhumane.

The majority (67 per cent) of respondents to the pre-inspection detainee survey indicated that they had been in trouble at some point during their stay at Rangeview, and all of this number claimed that they had spent time in a punishment or observation cell as a result. The frequency with which these cells are used for punishment and/or observation is of concern, and complements the finding that verbal interaction is not being used effectively or sufficiently to manage the young people.

vii The official euphemism is ‘ground stabilisation techniques’.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Recommendation 7

That the use of the multi-purpose cells in the SPU be reduced and that in future the SPU be used only as an option of last resort.

The Centre appeared to have limited understanding of some of its risks. For example, Rangeview management stated that very few contraband items are found by staff, and from this it had been concluded that the level of contraband in the Centre is low. However, apart from the pat searching of detainees after visits, efforts to detect contraband or drug use are limited. Rangeview management also expressed confidence that contraband that is smuggled into the Centre is almost invariably tobacco rather than other, more dangerous illicit substances. But in the absence of urinalysis results from testing for illicit substances, there is no way of obtaining an accurate picture of the level of drug use in the Centre. Most of the young people are at Rangeview, at least in part, because of their problematic substance abuse, and drug use would pose a potential risk to the safety and wellbeing of both detainees and staff.

Recommendation 8

That youth custodial services develop security management strategies to better assess risks (including the risk of drug use) and for the management of such risks across the youth custodial estate.

THE RANGEVIEW EXPERIENCE

Juvenile detention centres house a very high risk, high needs group in terms of health. Many of the young people entering Rangeview have not accessed the health care they need in the community. Time spent in custody, however short, therefore provides a valuable opportunity to address current health care needs and to deliver information on issues such as health care and harm minimisation. Whilst medical service staff at Rangeview were doing their best in this regard, resource limitations meant they were struggling to deliver a holistic approach.

Mental health services are seriously compromised by the lack of progress towards the appointment of a Mental Health Nurse. There are three part-time psychologists and an external psychiatrist attends fortnightly. Information was provided that the psychiatrist's position is not backfilled when she goes on leave and so the Centre is left without psychiatric services at such times. Given the high risk, high needs nature of the population and the prevalence of mental health problems contributing to these risks, this is an unsustainable situation and it is difficult to comprehend how such a limited level of service has been allowed to persist across the juvenile custodial estate.

Recommendation 9

That the Department fund, implement and fill a dedicated Mental Health Nurse position within youth custodial services.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The Inspectorate's *Code of Inspection Standards for Young People in Detention* promotes a throughcare model of managing young people both in and out of custody.^{viii} Given that almost 80 per cent of young people are at Rangeview for two weeks or less (and it may not be clear until some time after admission that some will stay longer), opportunities for intervention must be taken without delay. And a stronger throughcare approach that links young people into relevant community-based services and programs is essential.

Recommendation 10

The Department and Rangeview develop a coordinated throughcare model of managing remanded young people.

The *Code of Inspection Standards for Young People in Detention* states that 'healthy lifestyles should be supported through the provision of extensive health promotion and education, nutritious food and drink, and encouragement of exercise and personal hygiene'.^{ix} The 2010 inspection found remarkably little in the way of health promotion and education activities at Rangeview. Health services at Rangeview have no budget for such activities, making their provision almost impossible.

Recommendation 11

That the Department fund, implement and fill a position for a health promotion coordinator within youth custodial services.

At the time of this inspection in May 2010, 73 per cent of detainees in Rangeview, and also across the state's two detention centres, were Aboriginal.^x The inspection found that, despite the high proportion of Aboriginal detainees, there was little evidence to suggest that the Centre was successfully addressing Aboriginal disadvantage. There was no dedicated program of events or activities for the Aboriginal detainees, and there was very little Aboriginal representation around the Centre in the form of artwork or other cultural symbols. There was no program of visiting elders and a marked lack of engagement with Aboriginal community organisations and service providers. Traditional cultural food was only made available once a year during the NAIDOC Week celebrations.

viii Office of the Inspector of Custodial Services (OICS), *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010).

ix OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standard 20.

x Department of Corrective Services, *TOMS Count Control Summary – Facility* (May 2010).

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Recommendation 12

There should be more recognition of Aboriginal culture within the Centre. This should include:

- 1. The creation of an Indigenous Services Committee.*
- 2. Displaying detainee artwork around the Centre.*
- 3. The more frequent provision of traditional food, not only limited to special events such as NAIDOC week.*
- 4. The promotion of an elders program.*

The transient nature of the population and the impact of this on program delivery is the biggest frustration experienced by those responsible for organising program delivery at Rangeview. The dynamic nature of the detainee population also means that the program needs of the population group are constantly shifting. While many might expect that time spent by a young person in a facility like Rangeview may provide an opportunity to develop new communication and problem solving skills, to learn about impacts of substance misuse, to better understand their own rights and the rights of others in the community or be guided towards healthier lifestyles, such programmatic interventions are almost entirely absent at Rangeview. The only real exceptions to this were programs regularly provided to young women and girls which were quite comprehensive in the issues addressed.

Recommendation 13

That a suite of brief intervention programs be developed and provided to young people at Rangeview.

Custodial staff are responsible for arranging recreation activities most afternoons, and on the weekends. The inspection findings in relation to these unstructured recreation opportunities were not as encouraging as those in relation to structured sport programs. Few organised recreational activities were observed on the weekend during the inspection or during the week of the inspection. The inspection team heard that some custodial officers' reluctance to arrange sporting activities was due to a belief that they did not have the adequate knowledge and training. Given the value of recreation in itself and as an opportunity for positive staff-detainee interaction, there is a management responsibility to assess and address any training deficits and to support the officers in this role.

Recommendation 14

The Department and Rangeview encourage, resource and offer training to JCOs at Rangeview to become involved in organising more structured recreation opportunities for detainees.

The visit centre at Rangeview is cramped and has very poor soundproofing. As the number of visitors and detainees in the room increases so does the noise level, to the extent that detainees and their visitors struggle to communicate. There are no regular family days at Rangeview, unlike some adult prisons. Given the exclusion from communities that many of the young people in Rangeview experience (itself a contributing factor in their incarceration) the provision of events such as family days should be a matter of course.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Recommendation 15

Introduce more regular family days at Rangeview.

The Centre could also be doing more in terms of ensuring that young people who are far from home continue to maintain contact with their families by increasing utilisation of video linkups for social visits. Furthermore, this Office has been consistently recommending that the Department develop alternative strategies to ensure that the valuable social and familial connections are maintained when a member or members of a community are incarcerated. Specifically, Reports 53, 63 and 66 all contain recommendations for the increased use of internet-based visits using services such as Skype.^{xi}

Recommendation 16

Implement alternative social visit options such as internet-based visits using Skype.

Being transported to and from court is part of the overall 'Rangeview experience' for many young people. Youth Custodial Services manages a custodial transport service, through Rangeview, to transport young people from both of the detention centres to and from metropolitan courts, to medical appointments and to funerals. This service was discussed in detail in the recently published *Thematic Review of Court Security and Custodial Services in Western Australia*^{xii} and just a few key points will be made here.

In theory it may be possible to reduce the number of transport journeys through greater use of video links and/or holding a court at the Centre itself. Video links are currently used quite frequently for regional courts but appear to be used much less regularly for the Perth Children's Court. As noted earlier, a Saturday video link court from Perth has recently commenced. Consideration should be given to the feasibility of expanding such initiatives and it is important to ensure that there are adequate dedicated court and video link facilities at Banksia Hill on amalgamation.

Recommendation 17

That the Department of Corrective Services explore with relevant agencies options to reduce the conveyance of young people from youth custodial centres to the Perth Children's Court including:

- 1. Dedicated video link facilities for court hearings and taking of confidential legal instructions (separate from video link facilities required for social visit or case management purposes); and*
- 2. Development of a court facility at Banksia Hill.*

xi See: OICS, *Report of an Announced Inspection of Acacia Prison*, Report No. 53 (June 2008) Recommendation 12b; OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 63 (April 2010) Recommendation 10; and OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) Recommendation 8b.

xii OICS, *Thematic Review of Court Security and Custodial Services in Western Australia*, Report No. 65 (May 2010).

SUMMARY OF FINDINGS AND RECOMMENDATIONS

A specific matter that emerged in the present inspection was the practice of sending young people to court without shoes or belts. These items are considered to pose a risk of self-harm and/or to security. The concrete and metal surfaces in the holding rooms, pods and corridors are hard, cold and sometimes wet, causing discomfort and indignity. Shoes issued at Rangeview have no laces or eyelets and contraband risks can be managed with proper searches.

Recommendation 18

The practice of sending young people on transports, into court holding rooms and court without shoes should cease.

STAFF AND MANAGEMENT

Rangeview was suffering from acute staff shortages at the time of the 2007 inspection. In 2010 the Inspectorate found that, whilst the staff shortages had been addressed to some degree, problems had re-emerged, particularly in light of the unprecedented detainee numbers experienced in the first half of 2010.

Staffing levels at Rangeview are set for a detainee population of 64. This means that for any day shift in which numbers exceed 64, extra staff must be brought in on overtime. Results from the pre-inspection survey of JCOs indicated that almost half (46 per cent) of the respondents were doing three or more overtime shifts per month, a significant impost on their personal lives. Sixty-four per cent of respondents also thought that it was generally difficult for the Centre to cover their positions when they go on leave or are absent. The fundamental problem is therefore that Rangeview has no 'fat' in its staffing complement. This can lead to officers having to take on multiple roles, and even a single staff absence can have a big impact on the workload of the other JCOs.

The reception, admission and orientation processes are acutely understaffed. This was evident when inspection team members observed the routine one Friday evening. On this occasion, a single staff absence meant that one officer had to undertake half hourly checks on detainees in two units as well as supporting the admissions officer in admitting four arrestees. This is an unsustainable arrangement and resulted in the admission process taking over three hours. There is also no one other than the single control officer who manages all gate movements and monitors communications and security for the entire site to observe and interact with detainees with high needs placed in the poorly designed multipurpose, observation and holding cells in the Special Purpose Unit.

Recommendation 19

That custodial staffing levels be such that the critical functions of reception, admission, induction, orientation, visit reception and the Special Purpose Unit can be undertaken without adversely impacting on other aspects of detainee management.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

With the pending transition to Banksia Hill, it is timely to re-examine the historic assumption that a ratio of one staff member to eight detainees is a suitable one for the supervision of young people in custody. Western Australia's ratio is the highest in the country. In Queensland, the ratio of youth workers per young people is one-to-four. In South Australia, the staff-detainee ratio set by the Department for Families and Communities is also one staff to four detainees.

Recommendation 20

That the current one-to-eight staff to detainee supervision ratio be reviewed with a view to whether the ratio should be adjusted to bring it more in line with other jurisdictions.

The 2010 inspection found that the teaching staff were undermined on at least two fronts. The first relates to the lack of permanency of their positions. Some teachers had been at Rangeview for a number of years but were still being employed on short-term contracts, and many will be out of contract by the end of the year. Secondly, their salaries are significantly less than comparable teachers in the state school system because they are employed under a different enterprise agreement.

Recommendation 21

That teachers employed by youth custodial services be employed under the same conditions as state school teachers.

Fact Page

NAME OF FACILITY

Rangeview Remand Centre

ROLE OF FACILITY

Detention of girls and boys aged between 10 and 18 years who are:

- under arrest pending court or bail;
- remanded into custody pending their next court hearing; or
- convicted and awaiting sentencing.

Detention of girls aged between 10 and 18 years who have been sentenced to a period of detention.

LOCATION

Murdoch, Perth metropolitan area.

The traditional owners of the land are the Noongar people.

BRIEF HISTORY

Rangeview is a purpose-built juvenile remand centre opened in 1994 with 48 beds. In 2000 its capacity was expanded to 72 beds with the construction of an additional accommodation unit. Over the years, bunk beds have been installed in many cells, leaving the Centre with a modified capacity of 80 beds. In November 2011, Rangeview is scheduled to cease housing juvenile offenders and transition into a facility for young male offenders aged 18 to 24 years.

LAST INSPECTION

7-12 October 2007

DESIGN CAPACITY OF FACILITY

72

MODIFIED CAPACITY OF FACILITY (WITH ADDITIONAL BUNK BEDS)

80

NUMBER OF DETAINEES HELD AT COMMENCEMENT OF INSPECTION

83

DESCRIPTION OF RESIDENTIAL UNITS

Unit 1 (Eyre)	24 beds (0 single cells; 12 double cells)
Unit 2 (Gascoyne)	16 beds (8 single cells; 4 double cells)
Unit 3 (Hotham)	16 beds (8 single cells; 4 double cells)
Unit 4 (Jeealia)	24 beds (18 single cells; 3 double cells)



THIS PAGE HAS BEEN LEFT BLANK INTENTIONALLY

Chapter 1

INTRODUCTION

YOUTH DETENTION CENTRES IN WESTERN AUSTRALIA

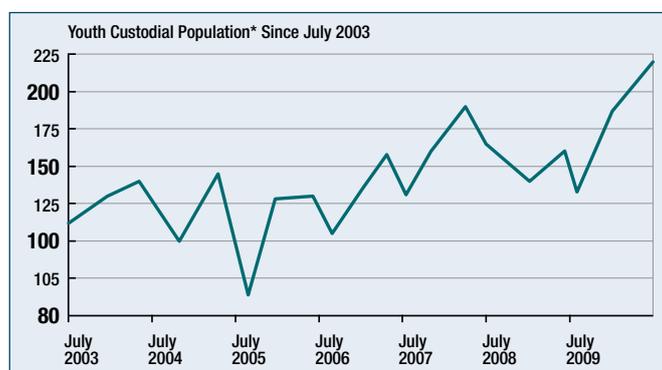
- 1.1 There are two detention centres for young people aged between 10 and 18 years in Western Australia. Rangeview Remand Centre ('Rangeview' or 'the Centre') mainly accommodates young people who have been arrested and are awaiting bail or who have been remanded into custody pending their court case, or who are waiting to be sentenced following a conviction. It also holds some who have been sentenced to a period of detention. Rangeview is a mixed gender facility that accommodates all the young females in the State who have been remanded in custody or sentenced to a period of detention.
- 1.2 The other detention centre is Banksia Hill Detention Centre ('Banksia Hill'). Banksia Hill was originally designed to hold only sentenced detainees (male and female). However, for various reasons, including the burgeoning detainee population and the decision in October 2005 to move the female detainee population from Banksia Hill to Rangeview, Banksia Hill currently accommodates only male detainees (mainly sentenced but also some on remand).¹

POPULATION TRENDS IN YOUTH CUSTODY

- 1.3 In the overview to the previous inspection report, the then Inspector of Custodial Services referred to an 'incipient crisis in the juvenile estate'² as a result of an increasing number of young people entering detention, especially on remand.

The numbers of juvenile detainees have increased dramatically over the last five years. Until 2003, a high combined figure for Rangeview Remand Centre and Banksia Hill detention Centre was about 120; in 2008 we are regularly nudging 200.³

- 1.4 The following figures show that the rise in numbers that led the then Inspector to refer to the situation as an 'incipient crisis' in 2007 dropped back to a lower plateau in the following two years. However, the new plateau was somewhat higher than in previous years.



Source: *Weekly Offender Statistics, Department of Corrective Services, 10 June 2010.*

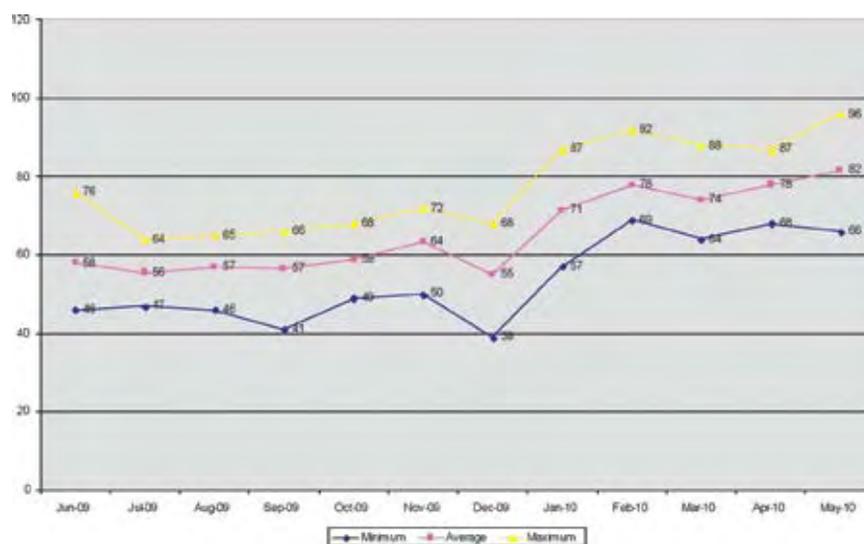
1 See, Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Banksia Hill Juvenile Detention Centre*, Report No. 58 (December 2008) for a comprehensive description of the role and function of Banksia Hill Detention Centre. That Report also explains the change that occurred that saw all female detainees being accommodated at Rangeview. One of the consequences of this change was an increase in the number of male remand detainees at Banksia Hill.

2 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) iii.

3 Ibid.

INTRODUCTION

- 1.5 The plateau was suddenly interrupted around the time of the Australia Day long weekend at the end of January 2010 and in the next four months unprecedented numbers of young people entered custody. Population numbers at Rangeview between late January and late May were generally in the 70 to 80 range, with regular peaks into the 80s, and even the 90s, to a maximum of 96. This is well in excess of the Centre’s ‘modified’ bed capacity of 80 and a ‘decent’ or ‘comfortable’ capacity of 60. Record numbers have also had to be transferred to Banksia Hill which had to cope with a detainee population of up to 124 during these months.⁴
- 1.6 As Rangeview receives young people on arrest on a 24-hour basis, the most salient counts for that facility are those conducted in the morning before arrestees and some remandees are sent to court. The following graph shows the minimum and maximum counts for each month and the average count for the month for a 12-month period to 31 May 2010. An all-time population peak of 96 detainees was reached on 20 May 2010, only eight days prior to the inspection. However, by Friday 28 May 2010, the first day of the on-site inspection, numbers had fallen to 83 and by Monday 31 May 2010 were down to 66.



Rangeview Unlock Counts – June 09 to May 10. Note: taken from the earliest count conducted and recorded on TOMS between 6.00 am and 8.00 am.

Analysing the Population Trends

- 1.7 The pre-inspection request for information by this Office from the Department of Corrective Services (‘the Department’ or ‘DCS’) included an invitation to provide a written submission in response to a series of questions. In relation to the rising youth custodial population, the Inspectorate asked the following questions: ‘What are the reasons for continuing high numbers of young people remanded in custody? How is DCS working to reduce these numbers?’⁵

4 Secure accommodation at Banksia Hill is provided for a maximum of 120 detainees. See OICS, *Report of an Announced Inspection of Banksia Hill Juvenile Detention Centre*, Report No. 37 (September 2006).

5 Announced inspection of Rangeview Remand Centre, announcement letter sent from the Inspector to the Department of Corrective Services Commissioner, Mr Ian Johnson (26 February 2010).

INTRODUCTION

- 1.8 The Department's response was that, despite comprehensive analysis, the sudden increase in the population around January 2010 is 'resistant to meaningful analysis in terms of determining a cause for the increased receptions'.⁶ Their analysis had examined whether there had been any recent changes in policing strategies leading to more arrests; whether either the courts or police were not providing opportunities for bail; and whether there had been a shift in any particular regional focus targeting specific juvenile offences. This analysis had failed to identify significant trends in the themes mentioned above and was therefore 'unable to offer a reason for the consistently high numbers of remanded young persons'.⁷
- 1.9 In response to the second question regarding strategies to reduce the increased numbers, the Department stated that the supervised bail program has been active in terms of assessing those who have been granted the option of supervised bail and also in increasing the numbers of young persons actually placed on supervised bail.⁸
- 1.10 Whilst the Department's analysis did not explain the rise in detainee numbers, the Inspectorate commends the Department for the frankness with which this question was addressed. Further, this Office urges continued efforts to analyse these peaks in numbers as part of an overall strategy for developing and/or enhancing existing approaches to managing the large number of young people entering custody in Western Australia.

Length of Stay

- 1.11 The Rangeview population is relatively transient, with some of the young people being there only until such time as bail is arranged. In order to better understand Rangeview's population dynamics and the potential impacts on service delivery, the Office undertook an analysis of 'exits' (both discharges to the community and transfers to other facilities) in the year to 31 May 2010.
- 1.12 The main findings of this analysis are as follows:
- | | |
|---|--------------------|
| • Total number of exits from Rangeview | 2273 |
| • Stay of 7 days or less | 1390 (61 per cent) |
| • Stay over 7 and up to 14 days | 392 (17 per cent) |
| • Stay over 14 and under 28 days | 308 (14 per cent) |
| • Stay over 28 days | 183 (8 per cent) |
| • Overall average stay ⁹ | 10.4 days |
| • Average stay, discounting those of 7 days or less | 23 days |
| • Proportion spending over two weeks | 22 per cent |

6 Department of Corrective Services (DCS), Rangeview Remand Centre, Pre-Inspection Submission (16 April 2010).

7 Ibid.

8 Ibid. See Chapter Two of this Report for a full discussion of the supervised bail program.

9 The Superintendent provided a figure of 13 days to the inspection team. This may have been based on a different time period or on a different methodology. The difference between the two figures is immaterial to the arguments contained in this report.

INTRODUCTION

- 1.13 Thus, whilst over 60 percent of Rangeview residents are there for seven days or less, many of them stay for considerably longer. It must also be borne in mind that a considerable number move directly onto Banksia Hill (sometimes on remand but more commonly after being sentenced). For them, Rangeview is not a short interruption to freedom but the start of a custodial continuum. Ideally it is also the start of positive interventions by the custodial system in areas such as physical and mental health, education and programs.

Aboriginal Detainees

- 1.14 The proportion of Aboriginal young people in detention remains extremely high. At the time of the inspection, 73 per cent of the detainees at Rangeview were Aboriginal. The same was true at Banksia Hill. The position of Aboriginal detainees is discussed in more detail in Chapter Four.

REDEVELOPMENT OF YOUTH CUSTODIAL SERVICES

Strategies to Reduce Juvenile Custodial Numbers

- 1.15 There have been significant developments in the youth custodial system in Western Australia in the period since the 2007 inspection of Rangeview. Prior to that inspection, concerned at the burgeoning numbers of young persons remanded into custody, the former Inspector of Custodial Services convened a series of round-table meetings to encourage collaboration amongst various agencies. Three such meetings took place between May and October 2007. Their purpose was to provide a forum in which the issues impacting on juvenile custody could be discussed at a high level amongst relevant agencies, with a view to coming up with solutions to the problem from a multi-disciplinary perspective.¹⁰
- 1.16 Early in 2008, the Pilot Youth Justice Initiative was put forward by the President of the Children's Court, His Honour Denis Reynolds. The main brief of this initiative was to assist interagency cooperation to work with juveniles entering the justice system. This initiative would see these efforts coordinated with an intensive co-case management approach.¹¹ In June 2008, the Office of the Auditor General for Western Australia released a highly critical report on the performance of the juvenile justice system. This report found fewer young people were being directed away from court and consequently more young people were being detained on remand. The report concluded that '[t]he juvenile justice system is becoming less effective in achieving the objectives for the treatment of young people set out in the [Young Offenders] Act'.¹²

10 The agencies represented included: DCS, Department of the Attorney General, WA Police, Aboriginal Legal Service, Department of Community Development, WA Ombudsman, Department of Education and Training, President of the Children's Court, Justice Reform Implementation Group, and the Special Adviser of Indigenous Affairs.

11 Pilot Youth Justice Initiative, Operational Working Group Minutes (2 May 2008).

12 Auditor General for Western Australia, *The Juvenile Justice System: Dealing with Young People under the Young Offenders Act 1994*, Report 4 (June 2008) 6.

INTRODUCTION

Regional Youth Justice Strategy

- 1.17 Also in 2008, the Regional Youth Justice Strategy initiatives in Geraldton and Kalgoorlie came to fruition. Kalgoorlie and Geraldton were communities that had been promised juvenile detention centres by the Labor government of the day. The Department had instead worked with community members to establish multi-service youth justice agencies that sought to engage young people at risk of entering or already in the justice system in prevention, diversion and intervention services, thereby avoiding custodial detention.¹³
- 1.18 The two regional youth justice centres offer a broad service, which includes the following:
- Arranging bail (including Supervised Bail);
 - Management of young people on community orders;
 - An extended-hours family support service;
 - An extended-hours bail service;
 - Emergency short-stay accommodation;
 - A dedicated juvenile justice team;
 - A family intensive team; and
 - Psychological support.
- 1.19 Advice provided by the Department to the Western Australian Commissioner for Children and Young People in January 2010 was that, since the commencement of these strategies in both locations, there has been a sharp drop in the number of young people sent to be detained at Rangeview. Further, due to the diversionary nature of these services, the number of court appearances by young people in Kalgoorlie reduced by more than 50 per cent between January 2009 and January 2010.¹⁴
- 1.20 The 2010–11 State budget has allocated a further \$43.9 million over the next four years to establish similar Youth Justice Services initiatives in the Pilbara and Kimberley regions.¹⁵ The experience in Geraldton and the Goldfields suggests that this will be a positive and productive investment.

13 See Chapter Two for a fuller discussion of the Regional Youth Justice Strategy.

14 Commissioner for Children and Young People, Western Australia, *Youth Justice*, Issues Paper 4 (April 2010). When DCS engaged consultants to undertake an organisational review of its Community Justice Services Division, it was proposed that the model developed at these centres become the template for youth justice service delivery across the state: Price Consulting Group, *A Review of Structure and Service Delivery for the Community and Juvenile Justice Division* (March 2009).

15 Hon C Porter MLA, Attorney General and Minister for Corrective Services, *State Budget 2010-11: \$43.9 million to expand regional youth justice services*: Media Statement (20 May 2010).

INTRODUCTION

Remodelling Corrections for Juveniles and Young Men

- 1.21 As part of its 2008 election commitments, the Liberal Party committed to spend \$40 million to build an 80-person Young Offender Prison in the first term of government.¹⁶ This commitment has resulted in a decision to transform Rangeview Remand Centre into a privately operated prison for minimum security 18-24 year old male offenders.¹⁷ Following on from this, it has also been decided to expand the Banksia Hill facility to accommodate all arrested, remanded and sentenced young people from November 2011.
- 1.22 In response to the announcements to redevelop Rangeview and Banksia Hill into two centres for different groups of offenders, this Office published an Issues Paper in August 2009 commenting on the remodelling of corrections for juveniles and young men. This Paper drew on the legislative framework and operational philosophies at the Victorian young adults' facility at Malmesbury. It expressed support for the idea of such a facility, but also cautioned that its philosophy and values must be clearly worked through before it becomes operational. The Inspectorate will continue to monitor the progress of this aspect of the redevelopment of youth custodial services.
- 1.23 This remodelling has significant implications for Rangeview in that all the services, functions and resources (most importantly the human resources) currently present at Rangeview will move over to Banksia Hill within the next 18 months. Banksia will become a multi-purpose facility housing all detainees, male and female, remand and sentenced. The impact of this on staff in particular has been detailed in chapter five of this Report.¹⁸
- 1.24 The Inspectorate will keep a close eye on the other impacts of the move to Banksia Hill, in particular on the management of detainees and the impacts on minority groups (including young women, Aboriginal youth and people from other ethnic minorities). Whilst all indications are that the new Banksia Hill facility will provide much improved services, accommodation and processes for sentenced and unsentenced detainees, the Inspectorate remains vigilant over the continuing conditions at Rangeview until the amalgamation in 18 months' time. This Office is concerned that some Department and Centre personnel seem to believe that positive change at Rangeview is unrealistic because of the impending move. The Inspection uncovered several areas for improvement at Rangeview and it is critical that progress should not be delayed in the hope that the move to Banksia Hill will resolve the issues.
- 1.25 The inspection found a robust, positive and proactive approach had been adopted with respect to managing the impending transition from Rangeview to Banksia Hill. Department personnel have engaged in extensive consultation with young people in detention, former detainees, families, community agencies and other stakeholders. There was also a robust consultation mechanism in place with staff at both facilities. The Inspectorate commends this good consultative practice.

16 Western Australia Liberal Party, 2008 Election Commitments, *Prisons Policy*.

17 Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Public Private Partnerships for Prisons: Media Statement* (20 January 2010).

18 See the section in Chapter Five on 'Workforce Amalgamation'.

INTRODUCTION

New Youth Custodial Transport Arrangements

- 1.26 The Inspectorate's recently published *Thematic Review of Court Security and Custodial Services in Western Australia* (the 'Thematic Review') discussed the transport of young people from regional areas to Rangeview and, if necessary, back to appearances in regional courts.¹⁹ This function has been the responsibility of the Western Australia Police, at significant cost to their core policing functions, and often in inappropriate vehicles for the long journeys involved.
- 1.27 The Thematic Review reported that it was likely that this function would be transferred to Youth Custodial Services in the Department of Corrective Services. In the week prior to the Rangeview inspection, the Minister announced that this transfer of function would proceed in November 2010. The new arrangements were explained in a Ministerial media statement:²⁰
- Minister Porter said DCS and WA Police had reached an agreement whereby police would provide the initial transport to an agreed regional hub, with DCS public sector staff providing the remainder of the escort by either road or air. All police stations within a four-hour drive of Perth would be considered hubs. In more remote regions, hubs would be those centres with appropriate holding, transport and airstrip facilities.
- 1.28 Importantly, a manager had already been appointed to prepare for these new transport arrangements to be in place by 1 November 2010. Fourteen Juvenile Custodial Officers ('JCOs') will be required for the new service, to be recruited through Expressions of Interest from staff already working at Rangeview and Banksia Hill. The vacancies left behind by the JCOs transferring to the new transport function will be covered by a new intake of recruits scheduled for the prison officer recruit school in September 2010.
- 1.29 Most of the regional transport will involve air travel using chartered planes. In addition, the police have pledged to make their air-wing available whenever possible. Vehicles to be used will have a central area with a standard bench seat. A full length clear screen will divide the passenger and driver compartments, but allow for easy viewing and communication without the need for advanced electronic equipment.
- 1.30 In summary, the robust consultative approach applied to managing the impending amalgamation of Rangeview and Banksia Hill was also evident with respect to the changes to regional transport arrangements for young people in custody. Youth Custodial Services' leadership has adopted an appropriate communication strategy to manage the significant changes that lie ahead. The issues ahead will, of course, include adequacy of funding and staffing.²¹

19 OICS, *Thematic Review of Court Security and Custodial Services in Western Australia*, Report No. 65 (May 2010).

20 Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Changes to juvenile and adult prisoner transportation*: Media Statement, Government of Western Australia (24 May 2010).

21 See Chapter Four for a discussion of a number of other issues relating to transport.

INTRODUCTION

Realigning the Youth Custodial Estate

- 1.31 In July 2009, the former Community and Juvenile Justice Division became the Community and Youth Justice Division. The former Division had comprised separate Youth Justice Services and Adult Community Justice Services Directorates and there were also separate youth justice services centres, at least in the metropolitan area, each with a range of prevention, diversion, offender management and intervention services. The new Divisional structure should allow a more sustained focus on the specific needs and issues facing juveniles.
- 1.32 Taken together, the realignment of youth justice within the Department and the folding of two youth custodial centres into one represent generational change and provide a potentially positive opportunity for Juvenile Custodial Services to move forward. However, the changes are taking place at a very challenging time and the Inspectorate will continue to examine issues with respect to optimal service delivery.

THIRD ANNOUNCED INSPECTION OF RANGEVIEW

- 1.33 This third announced inspection of Rangeview Remand Centre took place from 28 May 2010 to 4 June 2010. The previous two announced inspections occurred in June 2004 and October 2007, and their findings and recommendations are contained in Reports 29 and 50.²² Additionally, in January 2007 the inaugural Inspector of Custodial Services was issued a direction by the then Minister for Corrective Services to look into an incident that had occurred at Rangeview involving excessive physical force against a detainee. The findings of this Directed Review are contained in Report 41.²³
- 1.34 Given the impending changes to the youth custodial estate, which will see Rangeview Remand Centre remodelled into a privately operated facility for young adult men, this third inspection of Rangeview will almost certainly be the last inspection of Rangeview as a juvenile remand centre.²⁴

Inspection Methodology

- 1.35 In keeping with this Office's traditional, robust inspection methodology, the inspection team included four experts from external agencies who assisted by inspecting areas relevant to their area of expertise. The experts came from: the Office of the Commissioner for Children and Young People in Western Australia ('WA'); the public health section of the North Metropolitan Area Health Service in WA; and the WA Council of Official Visitors. The Inspectorate is most grateful to these experts for their contribution to this inspection of Rangeview Remand Centre. The inspection team was also joined by the South Australian Guardian for Children and Young People who attended this inspection as an observer.

22 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 29 (August 2005) and OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008).

23 OICS, *Directed Review into an Incident at Rangeview Juvenile Remand Centre and its Implications for Management and Reporting*, Report No. 41 (April 2007).

24 See paragraphs 1.21 to 1.25 above.

INTRODUCTION

- 1.36 Pre-inspection surveys of detainees and staff were conducted a few months prior to the on-site phase of the inspection. There was a pleasingly high response rate to these surveys, with 57 responses from staff and 52 from detainees. Other pre-inspection activities included a formal presentation by the Youth Custodial Services' Directorate of the Department for Corrective Services, and a meeting with custodial staff at Rangeview.
- 1.37 Given that some activities pertinent to the Centre (and therefore to the inspection) occur outside of normal working hours, there were some out-of-hours inspection activities scheduled during the on-site phase. These included early morning and late evening observations by inspection team members, as well as observation of recreation and visits over the weekend. Inspection team members also observed processes off-site during this period relating to the Children's Court.

Code of Inspection Standards for Young People in Detention

- 1.38 The Inspectorate released its first version of a *Code of Inspection Standards for Young People in Detention* in February 2010, the culmination of almost 12 months of research and development.²⁵ This inspection of Rangeview provided the first opportunity to 'road test' these standards in a real setting.
- 1.39 The *Code of Inspection Standards for Young People in Detention* is one of three codes of inspection standards developed by this Office, the other two being the *Code of Inspection Standards for Adult Custodial Services* and *Inspection Standards for Aboriginal Prisoners*.²⁶
- 1.40 The Office's standards contained in these various codes represent outcomes to be achieved and do not attempt to prescribe how an outcome is to be achieved. Their purpose is to 'make transparent the outcomes that we expect to find during our independent inspection activities' and to provide facilities with 'advance warning of the standards by which they will be judged by this Office'.²⁷ Inherent in the Inspectorate's codes of inspection standards is a hope that their availability encourages self-assessment on the part of the staff and management of the various facilities to which they refer.
- 1.41 Inspection team members incorporated the standards for young people in their inspection work at Rangeview. The standards provide the framework for inspecting juvenile detention centres in Western Australia and as such provide a guide to assessing a centre's performance.
- 1.42 The Department of Corrective Services provided positive feedback on these draft standards:²⁸
- The Department appreciates the work involved in preparing such a comprehensive document and is supportive of the Standards as they are a positive enhancement to the juvenile estate.

25 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010).

26 OICS, *Code of Inspection Standards for Adult Custodial Services* (April 2007); OICS, *Inspection Standards for Aboriginal Prisoners* (July 2008).

27 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) 11.

28 Correspondence from the Commissioner of the Department of Corrective Services, Ian Johnson, to the Inspector (13 April 2010).

Chapter 2

KEEPING YOUNG PEOPLE OUT OF DETENTION

- 2.1 Youth Justice Services within the Department of Corrective Services coordinates a range of services working with young offenders and their families in order to create safer homes and communities. It is claimed that their services are premised on belief in the following:²⁹
- The importance of families in helping young people change their behaviour;
 - Continually providing opportunities to young people to change their behaviour;
 - Appropriate assessments of young people to assist in understanding why they are breaking the law and to find ways of stopping this;
 - Recognising the importance of cultural sensitivity in engaging with young people;
 - A multi-agency approach; and
 - Detention as a last resort always.
- 2.2 These are sound principles upon which to base effective prevention and diversion strategies which may help keep young people out of detention. Some of these strategies that are most relevant to the recent Rangeview inspection are discussed in the sections of this chapter that follow.

REDUCING REMAND TIME

The Family Liaison Unit

- 2.3 Since Rangeview's commissioning in 1994, the Family Liaison Unit ('Liaison Unit') has functioned on a seven day per week, 24-hour per day basis to inform families of the admission of young people at Rangeview and to arrange bail where available. The Liaison Unit is coordinated by a Senior Officer, who reports to the Manager, Supervised Bail and Diversion. The Liaison Unit also logs warrants and other legal documents, including court appearance dates and manages movements to courts, transfers and discharges.
- 2.4 The Liaison Unit has always been charged with reducing numbers in custody by facilitating applications for bail by young people through their legal representatives and by giving effect to bail once granted. In the past it has also sought to shorten remand periods by encouraging early preparation of court reports, but this has become increasingly difficult in recent years due to case loads in the field and limited legal resources.
- 2.5 The Liaison Unit also facilitates Rangeview's involvement in the Deferred Bench Warrant Program, and provides support to the Supervised Bail Program by managing after-hours withdrawal of bail when required. Both programs are further discussed below.

Deferred Bench Warrant Program

- 2.6 The Department initiated the Deferred Bench Warrant Program in November 2000. In the event that a young person fails to appear for a matter in a metropolitan Children's Court, the Magistrate or Judge can adjourn the matter for a period without immediately issuing a warrant for the young person's arrest. During this period, the Department undertakes to try and locate the young person and remind them of their obligation to attend court.

29 Information available on the Department of Corrective Services' website at www.correctiveservices.wa.gov.au/youth-justice

- 2.7 The Deferred Bench Warrant Program is administered by the DCS Court Services unit at Perth Children’s Court. Where a young person has an allocated Youth Justice Officer, the responsibility for visiting the young person is referred to the relevant Youth Services field office. Where a young person is not involved with a local office, it is referred to the Family Liaison Unit at Rangeview. The two Aboriginal Welfare Officers (‘AWOs’), who provide vital welfare support to the young people in Rangeview, have been tasked to undertake these visits.³⁰ In the 2008/2009 financial year, a total of 338 deferred bench warrant notifications were facilitated at an average of 28 served each month.³¹
- 2.8 This service is essential, and its effectiveness has no doubt been increased by utilising Aboriginal officers to locate the young person. At some point since the Program commenced, this function was included in the business case for the second AWO position at Rangeview, when the number of AWOs increased from one to two. Nevertheless, the Program is an onerous one that takes the AWOs away from their direct support role to detainees in the Centre for considerable periods, as they have to visit homes of young people throughout the metropolitan area. It is ironic that use of the AWOs in tasks that prevent young people entering custody is having an adverse impact on the welfare needs of those young people already in custody.
- 2.9 AWOs also say they sometimes experience considerable hostility in these visits, and it is therefore questionable whether they should be making such home visits alone and with limited communication and support. In the end, the Inspectorate believes it is entirely appropriate under the present youth justice reforms, that this Program be fully devolved to the youth justice services centres in each local community.

Recommendation 1

That youth justice services centres assume responsibility for home visits to all young people under the Deferred Bench Warrant Program, and that the Aboriginal Welfare Officers at Rangeview no longer be utilised for this purpose.

Supervised Bail Program

- 2.10 In making a bail undertaking, an arrested person commits to attend court on a certain date and time, to commit no offences during this period and to comply with any other conditions that may be imposed by the police or judicial authority. With adults, especially when serious crimes are alleged, a surety is often imposed to ensure compliance with the bail undertaking. This is rarely the case for young people, but the *Bail Act 1982* requires that a person who is able to both influence the conduct of the child and to provide the child with support and direction (a ‘responsible adult’) must undertake in writing to ensure that the child complies with any requirement of his or her bail undertaking.³²

30 See Chapter 4 of this Report for a description of the role of the Aboriginal Welfare Officers at Rangeview.

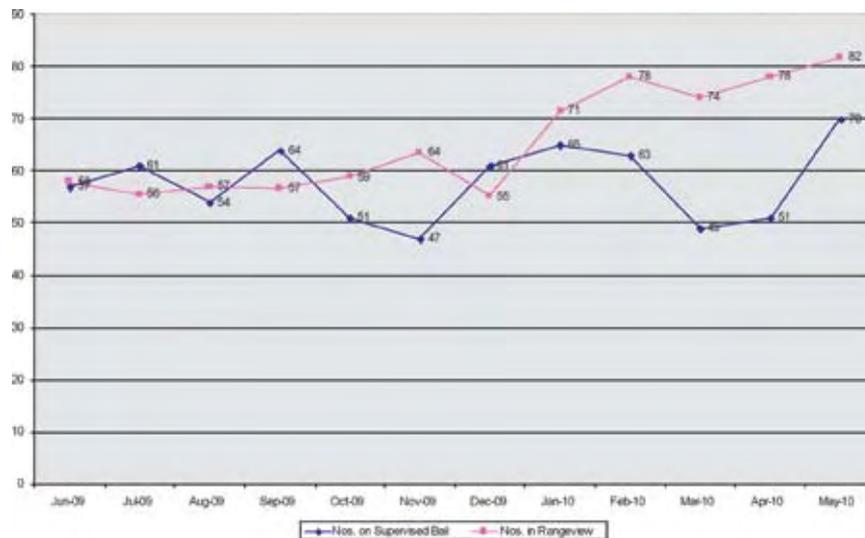
31 Department of Corrective Services, *Annual Report 2009* (September 2009) 43.

32 *Bail Act 1982*, Schedule 1 Part C. 2. Young people over 17 years judged as having sufficient maturity to live independently may be exempted from the requirement for bail to be signed by a responsible adult.

2.11 The requirement for young people to have their bail signed by a responsible adult was introduced in 1993. The Supervised Bail Program ('the Program') was created soon after Rangeview's establishment to try and provide an option for bail for young people for whom a responsible adult from their own family or care network could not be found. After an assessment of the young person's circumstances and ability to comply, a Supervised Bail Coordinator may sign the bail undertaking as their responsible adult. The Supervised Bail Coordinator may also assist with organising accommodation and provide a degree of supervision and support to the young person until they attend court as required.

2.12 The reputation of this Program with the Children's Court has grown steadily over the years, especially since the position of Manager, Supervised Bail and Diversion was created in 2003. There were 386 supervised bail placements in 2003/2004, growing to 521 placements in 2006/2007 and 610 in 2008/2009.³³ The number of young people under the Supervised Bail Program at any one time has also expanded to the extent that it commonly matches the numbers held on remand in Rangeview, as shown in the following chart. This suggests that many more young people would have to be held on remand if this service was no longer available.

Numbers on Supervised Bail and Rangeview Average Numbers June 09 to May 10



Note: the Supervised Bail numbers are a simple count of those placed on Supervised Bail at the end of the month. Rangeview numbers are the average of the daily unlock counts.

33 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 18, and information supplied by Rangeview Remand Centre.

Legislative Basis of Supervised Bail

- 2.13 Despite its success, a number of issues have been apparent in relation to the Supervised Bail Program.³⁴ One of these is that the Program has no specific clearly defined legislative basis, even though it plays such an important role and even though Liaison Officers assume the role of responsible adult. In response to a recommendation in the 2008 Report that such issues be clarified, the Inspectorate was told that the matter had been referred to the Department's policy and legislation branch, and was the subject of a working party.³⁵ However, it does not appear that any amendments have yet been proposed to government.

Resources for Supervised Bail

- 2.14 The question of the need for discrete resources and funding to maintain the Program was also raised and addressed in a recommendation in the last report.³⁶ Whilst the Department stated then that an increase in funding had been obtained for an extra Supervised Bail Co-ordinator, this position had not been actioned until shortly before the current inspection. In effect, the program had therefore operated for over 10 years at the same base level of resources, namely two Bail Coordinators. In recent months however, the Rangeview administration has provided additional support by deploying a Juvenile Custodial Officer to the Program in a 'training role'.
- 2.15 With 60 to 70 or more young people under supervision, case loads have been very high. The level of risk attached to such placements is also high due to the nature of the young people involved. In addition, a number of young people newly referred from court are under assessment for placement suitability. This is a very intensive process that adds significantly to the workload of the Bail Coordinators.
- 2.16 Unfortunately, these pressures have affected the ability of the Program to effect bail in a timely way. In January 2010 and February 2010, only 44 per cent and 60 per cent of young people respectively were bailed within seven days.³⁷ In other words the majority had to wait in custody for over seven days before they could be released following assessment and arrangements made for their placement.
- 2.17 It was positive, therefore, to learn at the time of the inspection that a further position had finally been approved for the Supervised Bail Program and that an appointment would be forthcoming in the following month or two.³⁸ However, there are still questions about whether resources for the program are sufficient. Currently, a handful of officers must manage, often in complex community circumstances, a similar number of young people to those accommodated at Rangeview.

34 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 18-19.

35 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 11.

36 Ibid.

37 Community and Youth Justice Division Performance Indicators and Targets for Youth Justice supplied by DCS in May 2010.

38 At the time of writing, this was still imminent.

Net-widening

- 2.18 As discussed above, the reason for establishing the Supervised Bail Program was to provide a responsible person to sign a young person's bail in cases where they lacked a parent, caregiver or other responsible adult. However, figures provided by the program manager indicate that some 85 per cent of supervised bail placements are with the young person's own family or a caregiver known to them and that only 15 per cent are at hostels or other households not previously known to the young person. This suggests that most of these bail placements could have been achieved on a responsible person bail, without the state supervision implied by the Supervised Bail Program (a process described in the 2008 report as 'net-widening').³⁹ It also raises questions about whether it is really necessary for some of the young people to be in custody, often for over seven days, while the arduous task of assessment and arranging placements can occur.
- 2.19 These concerns were underlined by the outcome of what was ultimately a temporary change in Program operations in March and April this year. Wanting to align the Supervised Bail Program more with its field services area, Youth Justice Services directed Rangeview to withdraw the Supervised Bail Coordinator from the Perth Children's Court. The Program was represented to the Court by Court Services officers but in the absence of a Coordinator, these officers were unable to advise the court of the likely suitability of the young people.
- 2.20 This changed arrangement caused a drop in the number of referrals by the court to the Supervised Bail Program. This was reflected in the reduced end-of-month numbers on Supervised Bail seen in the above graph. We are also informed that as the number of Supervised Bail placements dropped, an increased number of young people were simply granted responsible person bail. In addition, with both of the Bail Coordinators based at Rangeview and fewer referrals to process, the time taken to bail those in the Program dropped significantly, meaning young people were released much earlier. Thus in March, 85 per cent of young people were bailed within seven days of their referral to the program.
- 2.21 Legal representatives and the court, however, were unhappy to have lost the services of the Supervised Bail Coordinator at Perth Children's Court and, following representations to the Department, the service was restored prior to the inspection. There is no doubt that the court, police and prosecution consider that the Supervised Bail Program plays a valuable role in supervising young people on bail, even if most are placed back with their own parents, carers or other responsible adults. The Inspectorate also understands that many of the responsible adults appreciate the extra supervision imposed on their child through the program as this helps reinforce their own authority over the young person.

39 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 19.

Future of Supervised Bail

- 2.22 There will always be a need for a program which brokers bail placements for young people who are unable to return home and provides an enhanced level of support and supervision for those with greater needs or who are at higher risk of reoffending or failing to attend court. However, under recent reforms to Youth Justice with its emphasis on prevention, diversion, offender management and intervention services in the community, the question is whether such bail services would best be managed by and based in local youth justice services centres.
- 2.23 The experience in the Regional Youth Justice Services at Geraldton and Kalgoorlie seems to indicate that direct support to police by youth officers soon after a young person's arrest can increase the likelihood of the person being granted bail and released without being sent to the remand centre.⁴⁰ This has been borne out in other jurisdictions, most notably in Victoria, with its 'Central After Hours Assessment and Bail Placement Service' (CAHABPS) operated by the Juvenile Justice Program of the Department of Human Services in Victoria. CAHABPS after-hours, together with local Youth Justice Officers during office hours, provide 24-hour advice and support to police and others involved with bail decisions in assisting to find extended family, caregivers or other placements for arrested youth.⁴¹
- 2.24 New South Wales has recently also started regional trials of a Bail Assistance Line based on the Victorian CAHABPS. Victoria, Queensland and now New South Wales have also invested both in non-government services able to support and accommodate young people on bail and in specific services for indigenous youth. Western Australia seems overdue for similar reforms. Our discussions with senior personnel from the Community and Youth Justice Division of DCS indicate that they are well aware of these options and are actively considering how best to shape community based prevention and diversion services to leverage the best outcomes, including reducing the number of secure remands.

40 See Chapter One and the section below for reference to the Regional Youth Justice Services at Geraldton and Kalgoorlie.

41 Noetic Solutions, *A Strategic Review of the NSW Juvenile Justice System*, Report for the Minister of Juvenile Justice (April 2010) 72-73. See also Noetic Solutions, *Review of Effective Juvenile Justice Practice: The NSW Justice System*, Report for the Minister of Justice (January 2010). Both can be downloaded at: http://www.djj.nsw.gov.au/strategic_review.htm.

AN EARLY OPPORTUNITY TO CHALLENGE ONE'S DETENTION

2.25 Article 37 of the United Nations Convention on the Rights of the Child provides that:

- (d) Every child deprived of his or her liberty shall have the right to prompt access to legal and other appropriate assistance, as well as the right to challenge the legality of the deprivation of his or her liberty before a court or other competent, independent and impartial authority, and to a prompt decision on any such action.⁴²

2.26 Arguably, this right for children in WA has hitherto only been afforded on weekdays.

A young person arrested any time from Friday afternoon onwards has had to wait until the first available court after the weekend. If it is a long weekend, this waiting period is even longer. In these instances, young people may have had to spend up to four nights in custody before being provided with the opportunity to challenge their detention. For many years, adults in the same situation held at the Perth Watch House have been brought before a special court sitting at that location which occurs every Saturday afternoon. Only on rare occasions, usually at Easter or Christmas, have such special sittings been arranged for young people.

2.27 A striking example occurred in the course of the long weekend at the end of September 2009. Nineteen young people were brought to Rangeview on arrest. Five of them spent four nights in custody, four stayed three nights, three spent two nights and seven only stayed one night before appearing in court on the Tuesday. At this time, 15 of the 19 were granted bail. Three of the five who had stayed for four nights had only breached bail – and all three were girls. Two of those staying for three nights only had disorderly conduct matters. One had never been in custody before.

2.28 The Inspectorate has held a number of discussions about this matter with the President of the Children's Court. He has shared this Office's concerns and has worked to develop a weekend court at Rangeview. As a result, in June 2010, the President issued a direction for Saturday Children's Court sittings in Perth. The objectives of this include:⁴³

- To increase access to the Court by young persons outside of ordinary sitting times;
- To enable consideration of applications in relation to bail outside of ordinary sitting times;
- To properly reduce the time that young persons are held in custody;
- To relieve the pressure on listings in the Perth Court on Mondays and Tuesdays after long weekends;
- To reduce pressure on the transportation of young persons; and
- To reduce pressure on the holding facility in the Perth Children's Court.

42 U.N. General Assembly, *Convention on the Rights of the Child* (12 December 1989).

43 President of the Children's Court of Western Australia, Judge DJ Reynolds, Letter explaining the President's direction on Saturday Children's Court sittings in Perth sent to the Inspector of Custodial Services (25 June 2010).

- 2.29 Young people at Rangeview will appear before the court on Saturdays by video link. A weekend court sitting at Rangeview had occurred on the Saturday preceding the on-site inspection (and preceding the Practice Direction). The President's direction formalised these court sittings as a regular arrangement from 10 July 2010.
- 2.30 This is an excellent initiative. Its sustainability obviously hinges on the provision of relevant court and legal services outside normal hours, but the Inspectorate considers that in a modern state, such opportunities to challenge detention should be made available.
- 2.31 Another issue that impacts on the ability of young people to challenge their detention is access to legal representation and support. The Aboriginal Legal Service of Western Australia (ALS) has a particularly strong role to play given the very high rates of Aboriginal incarceration. However, the ALS, which is essentially dependent on Commonwealth rather than State funding, faces major resourcing constraints. It has found it very difficult to meet the needs of the Rangeview population and neither the ALS nor other legal services have much of an on-site presence. There may well be benefit to the system as a whole – in expediting bail applications and preparing for court – if additional legal support can be provided to the young people at Rangeview.

Recommendation 2

That the Department works towards establishing a 24-hour bail advice service to support police and other bail decision-makers in relation to newly arrested young people and, in consultation with legal service providers, explores improvements in the provision of legal services to young people in custody.

Chapter 3

GOOD ORDER AND BEHAVIOUR MANAGEMENT

DEMAND AND CAPACITY

- 3.1 Chapter One of this Report provides an overview of the increasing numbers of young people entering detention in Western Australia, culminating in unprecedented numbers in the months leading up to the 2010 inspection. Rangeview has a design capacity of 57 cells and a modified capacity (achieved by fully double-bunking Unit 1) of 80. In the 10 days preceding the commencement of the on-site inspection phase the population of detainees at Rangeview reached 96. This would have necessitated detainees sleeping on the floor of cells as well as detainees being accommodated in the Special Purpose Unit (SPU) to increase this modified operational capacity from 80 to 90.⁴⁴ In his briefing to the inspection team on the first morning of the on-site inspection phase, the Superintendent identified this unprecedented level of overcrowding as a major challenge to the operation of the Centre.
- 3.2 The detainee population at Rangeview, which had numbered up to 96, fell to the mid-60s during the week of the on-site inspection.⁴⁵ Whilst this drop in population meant that the inspection team could not directly observe the operation of the Centre and the treatment of detainees under these extremely overcrowded conditions, this period was fresh in the memories of the young people and staff and the after-effects were apparent in a number of practices.

IMPACT OF OVERCROWDING ON BEHAVIOUR CONTROL

The Effect of Staff Shortages – Lockdowns

- 3.3 The Centre is staffed for an average occupancy of 64 detainees. Any further increase in detainee numbers requires staff to come in on overtime. This strategy was becoming less and less effective as more and more staff were choosing not to take up opportunities for overtime. As a result the Centre was regularly experiencing staff shortages.⁴⁶
- 3.4 One of the most significant consequences of staffing shortages has been an increase in the amount of time detainees spend locked in their cells. The agreed staffing ratio is eight detainees to one officer. If the Centre is unable to meet this ratio, it becomes necessary for some detainees to be locked down. A lockdown means confinement to cells for the period of the lockdown. Documentation provided by the Department indicated that these lockdown periods could last for as little as 30 minutes and for as long as three hours.
- 3.5 Staff shortages were not the only factor contributing to lockdowns. The other factors noted in the Department's documentation on detainee lockdown hours were, most commonly, staff breaks, and, less commonly, staff training. Whilst staff must be able to take adequate breaks during their shift, it is concerning that these are at the expense of the young people. More innovative practices should be examined to structure staff breaks in such a way so as not to require a complete lockdown of the facility, as occurs in most other custodial facilities, certainly the adult prisons.

44 The SPU is supposed to be used for short-term placements for punishment, time-out or for holding detainees during admission and discharge processes. See paras 3.36 – 3.42 for a more in-depth discussion of the SPU.

45 This was not due to transfers to Banksia Hill as its population dropped at the same time.

46 See Chapter Five of this Report for a more comprehensive discussion on staffing at Rangeview.

- 3.6 Figures provided by the Department indicate a steady increase in lockdown time from September 2009 to March 2010. The total detainee lockdown hours in September 2009 was 1365. In March 2010 this had risen to 2783 hours.⁴⁷ However, because these figures reflect the total hours for all detainees, the increase in detainee numbers is the primary cause for increased lockdown hours during this period. The Centre advises that average lockdown hours per detainee have not increased significantly. Nevertheless, for detainees, lockdowns were one of the most commonly raised complaints. As the Inspector noted in his exit debrief, considering that adult prisons have avoided regular lockdowns despite elevated prisoner numbers, it is disappointing that young people in custody have not been able to avoid the same outcomes.
- 3.7 The lockdowns could occur at any time during the day, resulting in disruptions to planned structured day activities. Teachers and program facilitators commented that they had on occasions arrived at the Centre only to find all the young people locked down and classes and programs cancelled or deferred.
- 3.8 Lockdowns therefore appeared to have become a regular part of custodial management practices at Rangeview. Confining detainees to their cells (especially when they are overcrowded) to facilitate staff activities breaches several good practice principles reflected in this Office's *Code of Inspection Standards for Young People in Detention*:⁴⁸
- The treatment of young people and the conditions in which they are held must meet contemporary community standards of decency;
 - Safety and good order should be maintained at all times, with the minimum of restriction necessary to enable humane and respectful relationships between young people and staff, family, visitors and others;
 - Detention centres are not oppressive environments and are designed to be flexibly used to effect positive personal change and development among young people;
 - The importance of peer interaction and social contact to healthy development and maturation should be recognised and utilised during custody; and
 - Young people should have daily opportunities for physical and recreational activity as well as a regular structured sport and recreation program.⁴⁹

Recommendation 3

That the practice of lockdowns cease and that arrangements be put into place to ensure an adequate level of staffing supervision for all Centre operations and activities. This should include scheduling staff activities, such as meal breaks and training, in such a way so as not to require detainees to be regularly locked down.

47 DCS, *Detainee lockdown hours* (September 2009–March 2010).

48 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) standards 3, 16, 37, 38, 48.

49 See Chapter Four of this Report for more detail on the effect of the lockdowns on the detainee's access to recreation activities.

Staff/Detainee Relations

- 3.9 The prevailing attitude of staff at Rangeview has always reflected a sincere concern for the children and young people in their custody and a recognition of the developmental immaturity, impoverished circumstances, neglect, and abuse suffered by many detainees. This welfare orientation is highly desirable to the ethical and effective operation of a juvenile facility, and at its best, results in a respectfully firm but fair guardian type of relationship with the young people. It was clear that staff in general (and custodial staff in particular) genuinely care for the young people detained in the Centre and are committed to their wellbeing.
- 3.10 This does not, however, necessarily translate into universally positive relationships between officers and detainees. The inspection team observed that some officers are sometimes less than respectful towards detainees, and in some instances the interaction was patronising. The young people are very quick to recognise such behaviour, and complained that officers ‘treat us like we’re stupid’ and ‘talk down to us’. More generally, detainees commented that officers do not seem to have much time for them.
- 3.11 Whilst many positive interactions between Juvenile Custodial Officers (‘JCOs’) and detainees were observed, overall it was clear that the quality and quantity of interaction has decreased since the previous inspection. At morning tea during the school week, officers tended to stand back and observe the young people rather than interact, whereas in the past high levels of interaction have been observed. Officers were also less likely to proactively involve themselves in recreational activities with the detainees than they had in the past.
- 3.12 The deterioration of this relationship is all the more apparent because it had been such a positive finding of the 2007 inspection. The 2007 inspection report stated that ‘[t]he staff-detainee relations aspect of dynamic security was ... one of Rangeview’s great strengths and deserves acknowledgement’. It referred to the staff/detainee relations at Rangeview as ‘respectful and courteous’ and commented that ‘staff strived to develop positive staff-detainee relations to model and encourage good behaviour’.⁵⁰ In 2010, the inspection team observed significantly less of the casual interaction that forms the foundation of good dynamic security.
- 3.13 The high number of detainees in custody over the previous six months has undoubtedly been a key contributing factor to this deteriorating relationship. Officers naturally feel more pressure when there are more detainees in the Centre, and this has been exacerbated by the fact that Rangeview has been suffering from staff shortages. A higher population means the risk of incidents is greater and that officers feel less confident that they can understand and predict young people’s behaviour. In these circumstances, it is not unusual for officers to withdraw and to engage less.

50 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 46, 50.

- 3.14 Recent inspection reports have also noted the adverse effects of overcrowding on relations between officers and adult prisoners. For example, the *Report of an Announced Inspection of Hakea Prison* found that:⁵¹

Officers' responses to inquiries by the inspection team as to the quality of the interactions between them and prisoners was unanimously that this had deteriorated significantly relative to the increase in the prisoner population. Officers simply no longer have the time to engage with prisoners as they are too busy trying to manage the increased number of prisoners in the units. Whereas before officers had the time to wander through the units talking to prisoners and thus presenting opportunities for minor issues and disgruntlements to be addressed, the overcrowding has severely restricted these opportunities.

- 3.15 At times of overcrowding and short staffing, a deterioration in positive relations between officers and detainees is therefore not unusual. However, a decline in good relations should not be an accepted outcome of overcrowding and every effort should be made to develop positive relationships at all times. Fostering positive relationships is not just about ensuring that young people are treated well. It is also important in the modelling of appropriate behaviour. Many detainees lack positive role models in their lives, and JCOs have the opportunity to set an example of the standard of behaviour that is expected of young people, both in detention and in the community. This is clearly recognised at a policy level at Rangeview, where the Anti-Bullying Strategy requires staff to be 'aware of their role model responsibilities', including appropriate dress, use of language, dealing with conflict, and general life skills.⁵² At the time of the inspection it was less clear that this was being consistently applied at an operational level.

GRAFFITI AND CONTROL

- 3.16 The most obvious and most visual indicator of the decline in positive role modelling was the excessive amount of graffiti that had been written or scratched on virtually every available surface throughout the Centre. The problem was so dire that pens and pencils had been almost completely removed and were only available in education and art rooms under strict supervision.
- 3.17 In the accommodation units, mirrors were so scratched as to be almost useless, and walls, doorframes, and telephone booths bore the tags of countless detainees. Graffiti was even more apparent inside cells. In some, the walls were literally covered in graffiti. This did little to improve the already stark and forbidding appearance of the cells.
- 3.18 The message that the graffiti sent was one of a general disrespect on the part of the young people for the rules of the Centre, for the staff whose job it is to enforce the rules, and for the Centre itself as their 'home'. The extreme prevalence of the graffiti suggested, at worst, a loss of control.

51 OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 63 (April 2010) 23.

52 Rangeview Remand Centre, *Anti-Bullying Strategy*.

- 3.19 The extent of graffiti damage sends completely the wrong message to young people, particularly those coming in for the first time. Graffiti and ‘tags’ are not necessarily an innocent expression of youthful exuberance. They may well be aimed at, or have the effect of, ‘marking territory’ or sending messages to other detainees or specific individuals. The potential for the graffiti to be used subversively to bully and intimidate others is limitless and something over which staff and management seemed to have no control. Indeed, in the pre-inspection detainee survey less than half of the respondents indicated that they felt safe most of the time and only a third said that they felt safe all of the time at Rangeview.
- 3.20 The Superintendent was frank about the lack of success in curbing this problem. Members of the inspection team discussed with him the many strategies which have been used to combat graffiti, including its immediate removal, educational art programs, and the provision of legitimate alternative forms of graffiti or street art projects. Although none of these strategies is ever completely successful, the current state of graffiti in the Centre should not be allowed to prevail.

Recommendation 4

That a renewed and firmer emphasis be placed on an anti-graffiti strategy that quickly removes graffiti and provides alternative means of expression for young people.



The ceiling of a toilet cubicle in the 'ed voc' area.

GOOD ORDER AND BEHAVIOUR MANAGEMENT



The inside of a cell door.



No surface is immune to the graffiti.



A typical cell at Rangeview.

USE OF FORCE

Historical Findings

3.21 Concerns about the use of force against young people date back to the first announced inspection of Rangeview in June 2004. The report of that inspection found clear policies relating to the use of physical force but a poor practical application of these policies.⁵³

Discussions with detainees during this Inspection indicated their unhappiness about the use of force by group workers when enforcing an order on a young person. Described by detainees as ‘being dropped’, this practice appears to involve having a group worker twist a detainee’s arm behind their back, and make the detainee either bend down to the ground or walk. Young people spoke of this practice causing them pain, especially pain to the breasts of the female detainees when their bodies reached the floor. Discussions with group workers suggested that while this practice does occur, it involves a detainee being ‘put on the ground’ rather than ‘being dropped’. While the description of this practice may be different, it seems clear that a form of physical restraint is regularly occurring at Rangeview to control the behaviour of detainees.

3.22 These concerns proved to be well-founded. In January 2007 an incident occurred in which a detainee had to be hospitalised for facial injuries after being subjected to excessive use of force by a JCO. Following on from this incident, the then Minister for Corrective Services directed the then Inspector of Custodial Services to report on the use of physical intervention techniques in detention centres. That report was completed in April 2007.⁵⁴

3.23 In October of the same year, the second announced inspection of Rangeview Remand Centre took place and the findings regarding use of force were more positive. The inspection found that other techniques such as verbal interaction rather than physical restraint were used more commonly to defuse and de-escalate incidents. The management of these situations also appeared to be more holistically focused with the process of reviewing incidents being used to identify opportunities for training.

3.24 This brief discussion of previous findings relating to the use of force at Rangeview is important because the 2010 inspection found significant drift since 2007. The inspection team received multiple allegations of excessive use of force by officers, and many detainees spoke with disarming casualness about ‘being dropped’.⁵⁵ Even allowing for youthful bravado, this was obviously a matter of great concern, and the team spent significant time trying to gather evidence to support or refute the allegations.

53 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 29 (August 2005) 104.

54 OICS, *Directed Review into an Incident at Rangeview Juvenile Remand Centre and its Implications for Management and Reporting*, Report No. 41 (April 2007).

55 The official euphemism is ‘ground stabilisation techniques’.

Behaviour Management: Incentives and Incidents

- 3.25 Behaviour is primarily managed at the Centre through an incentive scheme, which provides for a range of prescribed privileges – televisions are the most coveted. This is supported by a set of rules, breach of which sets in motion a graduated set of responses based upon the seriousness of the breach. These range from a simple warning from the supervising member of staff, to the withdrawal of a privilege, through to formal charges adjudicated by the Superintendent or a visiting justice of the peace (although this latter option is not commonly used). Ultimately, recourse may be made to calling the police to investigate a criminal matter (again this is not commonly used).
- 3.26 Data provided by the Centre showed a high number of detainee incidents, including misconduct, assaults and self-harm. A total of 790 incidents had been recorded in the six months between 1 September 2009 and 28 February 2010. This averages out to well over four incidents a day.
- 3.27 Alongside this data, our confidential staff survey revealed a significantly reduced sense of safety and security at the Centre. Almost a quarter of respondents (21 per cent) reported that they felt quite unsafe in their work environment, a significant increase from 12 per cent in 2007.
- 3.28 All incidents are routinely recorded on the Department's computer system. Senior management informed the inspection team that these incident records are subsequently reviewed by the relevant Unit Manager and again by another Senior Officer and the Superintendent. These review practices provide a means to ensure more consistent responses and an opportunity to learn from each incident. The inspection team was also told that each incident was subsequently discussed with the young person concerned. The inspection team was unable to observe these discussions and was therefore not able to assess the quality of these interactions but, at best, they should provide an opportunity for reflection on the part of the young person concerned.

'Ground Stabilisation' (or 'Being Dropped')

- 3.29 Whilst the incident review process appears sound in principle, the significant increase in and high rate of incidents (over four a day), coupled with the reduced sense of safety amongst staff was a serious concern.
- 3.30 Staff reported that they believed there was a need for more consistency amongst the officer group in the way that misbehaviour was addressed. The inspection team also heard from individuals and groups of young boys in the Centre who commented that staff reacted inconsistently. The Inspectorate's concerns were discussed with senior management who reported that recent changes to operational practice had led to the introduction of a 'recovery team' to deal with the more serious forms of misbehaviour and incidents. Senior management believed that the introduction of this recovery team had resulted in more consistency in intervention. However, the need for a specific 'recovery team' is arguably indicative of a problem; it seems to suggest that staff as a whole are not able to de-escalate a problem or to respond without 'specialist' assistance.

- 3.31 Detainees reported not only cases of ‘being dropped’ but also a high number of threats being issued, such as ‘I’ll drop you’, ‘you will be locked down’, and ‘you will lose your phone calls for five days’. They complained that some officers used excessive force to break up altercations and a few alleged that unnecessarily brutal treatment was sometimes used during restraints. It was clear that, for some young people at least, a level of apprehension and fear now permeated their relations with staff. The persistent and consistent nature of these allegations caused the inspection team to be concerned about a possible trend away from verbal de-escalation techniques and towards a greater use of force or physical restraint.⁵⁶
- 3.32 The Department does, of course, have complaint processes. When the boys were asked why they had not filed complaints if they believed there had been excessive use of force, they said that it was just their word against the officers and that they did not believe their voice would be heard.
- 3.33 Inspection team members tried to get to the bottom of these allegations with little success. First, they analysed the incident reports on TOMS for a number of recent incidents. They concluded that all had been properly reported. Secondly, they persistently sought closed-circuit television (CCTV) recorded footage of the incidents over the course of the inspection week, and of one incident in particular. However, they were told that there would only be a slim chance that the cameras were pointed in the right direction at the time. Further, despite repeated requests, and despite Centre management calling in an expert, the team was then informed that the CCTV footage could not be downloaded from the computer server storage unit.
- 3.34 Such inaccessibility renders the CCTV surveillance mechanism virtually useless. It hampered the inspection team in coming to an evidence-based conclusion about the allegations of excessive use of force in general, and one incident in particular. It also suggests that such footage is not being used by the Centre itself to review incidents and practices. Ultimately, the lack of robust and trustworthy surveillance systems poses a risk to staff and management of Rangeview.

Recommendation 5

That existing or new CCTV cameras be arranged to ensure that incidents are monitored and recorded; that the recorded footage can be easily retrieved; and that such footage is used as part of post incident discussions and learning with staff and young people.

56 Around two thirds of detainees also stated in their survey responses that they had been subject to punishment by segregation in the Special Purpose Unit: see para 3.40.

 De-escalation Training⁵⁷

- 3.35 The training provided to Juvenile Custodial Officers at Rangeview was heavily biased towards the use of physical restraints over non-intrusive, verbal de-escalation strategies. The curriculum provided showed that one week of the entry-level training for new recruits is on behaviour management and intervention. Only one day of this is on de-escalation and four days on safe physical intervention including use of manual restraints and safety equipment. There is no doubt that swift physical intervention may sometimes be required. However, the current training emphasis requires careful scrutiny as it may not adequately reflect the ethos that physical intervention should be the last resort. Any over-use of physical intervention will also increase the risks to both staff and detainees.

Recommendation 6

That the training program at Rangeview prioritise those components designed to equip staff with adequate skills in conflict resolution, particularly verbal de-escalation techniques.

SPECIAL PURPOSE UNIT

- 3.36 The Special Purpose Unit ('SPU') is used for punishing detainees who have been found to break the rules. It also contains observation cells used to monitor those young people who are thought to be at-risk or vulnerable. Despite the very different uses required of the punishment versus the observation cells, there was no significant difference discernible between these two cell designations.
- 3.37 In 2007, the Inspectorate recommended that 'Rangeview's observation cells be refurbished, or that 'safe cells' be built within the medical centre, to create an appropriate therapeutic environment for the management and monitoring of at-risk detainees'.⁵⁸ This recommendation was premised on the following finding with regard to the use of the SPU during that inspection:⁵⁹
- Detainees requiring constant observation (whether at risk of self-harm or suicide, physically ill or exhibiting bizarre behaviour) were placed in the observation cells in the Special Purpose Unit (SPU). These detainees were monitored by the control room operator and visited by a nurse if required. While the SPU allowed constant monitoring, the cells were found to be indistinguishable from punishment cells: cold, inhospitable, devoid of furniture and comforts, with window frames and glass badly marked by graffiti and scuffing – hardly a therapeutic environment for one assessed as being at risk or suicidal.
- 3.38 The Department supported this recommendation in part and committed to addressing the refurbishment of the existing cells in line with the Centre's regular maintenance program. However, by 2010, no progress had been made against this recommendation. In fact, conditions had become even worse. There were high levels of graffiti and it had been necessary to give the SPU cells a third and unintended role, as general overflow accommodation at the times of greatest overcrowding.

57 See also Chapter Five for a more in-depth discussion of general findings in relation to staff training.

58 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 2.

59 Ibid, 6.

- 3.39 The SPU cells remain bleak, bare, depressing and sensory deprived. There is no natural light and the only furniture is a raised concrete slab upon which a mattress may be placed for overnight stays. In keeping with the state of all the cells across the site, the SPU cells are covered in scratched graffiti (even though they are under constant surveillance through darkened glass panels). An externally operated television screen is mounted on the outside of the darkened glass and is switched on if the young person is not held there for punishment or time-out following an incident. We were told there were a few magazines and comic books available but these were not kept in the cells and distribution was at the discretion of staff.
- 3.40 The majority (67 per cent) of respondents to the pre-inspection detainee survey indicated that they had been in trouble at some point during their stay at Rangeview, and all of this number claimed that they had spent time in a punishment or observation cell as a result. The frequency with which these cells are used for punishment and/or observation is of concern, and complements the finding that verbal interaction is not being used effectively or sufficiently to manage the young people.
- 3.41 The management arrangements of the SPU had recently been improved with a Unit Manager having been appointed to oversee the operation of the Unit, as well as the admission, discharge and orientation processes. This was a positive move but had not resulted in any significant improvement to the basic conditions in which the young people are being held.
- 3.42 The overall inspection finding was that the bleak, sensory deprived and graffiti-strewn physical environment of the SPU is inhumane. The frequency with which the unit was being used, including its use as 'overflow' accommodation and as a place to hold young people with serious mental health and emotional issues, served to compound the problems generated by the impoverished physical conditions.

Recommendation 7

That the use of the multi-purpose cells in the SPU be reduced and that in future the SPU be used only as an option of last resort.

SAFETY AND SECURITY

- 3.43 In the pre-inspection detainee survey, 31 per cent of respondents stated that they felt safe all of the time at Rangeview, compared with 43 per cent in 2007. Staff perceptions of safety had also decreased, with the pre-inspection staff survey indicating that 21 per cent of respondents felt quite unsafe in their work environment, compared with 12 per cent in 2007. For both staff and detainees, it is likely that the higher detainee population has contributed to this perception of threat to personal safety.
- 3.44 Since the previous inspection, a full-time Manager Security position has been established at Rangeview. The need for this position was identified in a recommendation of the previous report.⁶⁰ However, the introduction of this position does not appear to have provided the anticipated direction and leadership for the security area. This may be because the substantive occupant of the position has repeatedly been seconded to other projects. Whatever the reason, security at Rangeview seemed disorganised and lacking in strategic focus.

60 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 12.

- 3.45 Security also scored poorly in the staff survey. Only 43 per cent of respondents felt that Rangeview has good, clear security procedures, and only 17 per cent thought the Centre was good at ensuring staff follow those procedures. This indicates a lack of leadership in this area. This is not solely the responsibility of the Manager Security (who, as noted, has been frequently seconded elsewhere), but of all managers from the Superintendent through to Unit Managers.
- 3.46 The 2007 inspection of Rangeview identified dynamic security as a particular strength.⁶¹ In 2010, the declining level of interaction between staff and detainees meant that the effectiveness of dynamic security had dropped. Only 21 per cent of respondents to the staff survey thought that staff have good awareness of what is happening in the detainee group and only 21 per cent thought intelligence gathering in the Centre was good. Linking this to their perceptions of safety, only 28 per cent of staff respondents felt that intelligence and information contributed to their sense of safety.
- 3.47 The sharing of intelligence and information takes place largely at unit level between operational staff. The Assistant Superintendent meets with Unit Managers for a morning briefing three times a week and this provides a good opportunity for information sharing. However, the inspection found no evidence of any organised system for collating and analysing intelligence at Rangeview.
- 3.48 The Centre also appeared to have limited understanding of some of its risks. The issue of contraband provides a good example. Rangeview management stated that very few contraband items are found by staff, and from this it had been concluded that the level of contraband in the Centre is low. However, apart from the pat searching of detainees after visits, efforts to detect contraband or drug use are limited. Whilst systematic cell searches are part of the recovery team's daily routine, in the lead up to the inspection these had been intermittent due to the increased detainee numbers.
- 3.49 Rangeview management also expressed confidence that contraband that is smuggled into the Centre is almost invariably tobacco rather than other, more dangerous illicit substances. But in the absence of urinalysis results from testing for illicit substances, there is no way of obtaining an accurate picture of the level of drug use in the Centre. Most of the young people are at Rangeview, at least in part, because of their problematic substance abuse, and drug use would pose a potential risk to the safety and wellbeing of both detainees and staff.
- 3.50 The question therefore arises as to whether targeted and/or random urinalysis testing should be introduced. One view that was expressed to us was that such testing would be of little value because most detainees would return a positive result on admission and most have only a short stay at the Centre. However, this argument is not convincing. As noted earlier, over 20 per cent are at the Centre for more than two weeks and if the stays of up to seven days are discounted, the average stay is more than three weeks (23 days).⁶² Some drugs, including amphetamine based drugs and heroin only have a detection period through urine tests of around three days. This means that continued use of these drugs in custody would be revealed by testing. Other drugs such as cannabis have a longer detection period but urinalysis testing for cannabis can detect the level in the person's system. Again, it would therefore be evident

61 Ibid, 50.

62 See para 1.12.

if the young person was continuing to use cannabis in custody. It would be highly desirable to obtain a reliable measure of drug use within the Centre, if only to confirm management's belief that drug use is rare.

- 3.51 Since the previous inspection, the one significant addition to the custodial infrastructure has been the installation of barbed wire on various roofs throughout the Centre. This was done with the aim of preventing detainees from climbing on the roofs. This had become a frequent event and was extremely dangerous for the detainees. The barbed wire has successfully stopped the so-called 'roof assaults' and the management team are to be commended for their actions in this regard.

Recommendation 8

That youth custodial services develop security management strategies to better assess risks (including the risk of drug use) and for the management of such risks across the youth custodial estate.



A cell in the Special Purpose Unit (SPU). This is a multi-purpose cell which is used for punishment purposes as well as to observe vulnerable, at-risk detainees.

Chapter 4

THE RANGEVIEW EXPERIENCE

ENTERING CUSTODY

Admission

- 4.1 Inspection team members observed the late-night admission processes for young people on one evening during the inspection. In particular, they followed the admission of a young man whose previous admission to Rangeview had been two years ago.
- 4.2 Four detainees were admitted to the Centre on the night of the observation. The admissions process is largely conducted by the Admissions and Discharge Officer (ADO), assisted as necessary by other staff. Following a shower, each young person was provided with a set of Rangeview clothing, shoes, and underwear – all second-hand. Inspections staff observed an admission interview, during which height and weight were checked, a photograph was taken and other details were verified and entered on TOMS. This included a superficial exploration of present mood and self-harm ideation. The detainee was allowed to speak briefly with a family member when the officer rang to inform the family of the young person's admission.
- 4.3 Following this, the detainee saw the nurse for the medical admission interview, and was asked questions about aspects of medical history including asthma, any injuries, medication, family history, a brief social history, addictions status (including any needle use), recent sex history and immunisations. The nurse took a urine sample to be analysed for sexually transmitted diseases. The nurse also explored the young person's current state of mind – his feelings, self-harm history and prior psychiatric involvement, as well as asking some general questions about his daily activities back home. The young person was then taken by the ADO to an empty double-cell in Unit 1. The officer showed him the bedclothes, towel and toiletries and confirmed with the young person that he felt comfortable sharing a cell with the other young person who was also being admitted that night.
- 4.4 Upon returning to the admissions area, the ADO was joined by another officer from the units to assist in admitting another young person, specifically with supervising the undressing, showering and changing process. The ADO stood in the corridor and observed the officer conducting the changing process. This officer stood in the laundry room at the entrance to the changing room where the young person was busy showering and changing. The changing room is quite small, with two toilet cubicles at one side and two shower cubicles on the other. Any spare space within this room was cluttered with an almost-full, large rubbish bin, piles of shoes and clothes, and buckets containing various items. All of this clutter was in easy reach of the young person who was showering and changing, increasing the risk of contraband being hidden and then later retrieved.⁶³
- 4.5 Moreover, the officer supervising the change process was exposed to risk. He actually entered the change room on two or three occasions and while this was brief, apparently so he could give things to the young person such as soap, he could not be observed by the ADO at these times. Such breaches of search protocols place detainees and officers at risk of being unable to substantiate or refute any allegations of misconduct by either party.

63 See Chapter Three for further discussion on the issue of contraband at Rangeview.

Orientation

- 4.6 In the case above, the young man was escorted to Unit 1 following the admission process. Whilst he was provided with the basic necessities to ensure a reasonably comfortable night, no information was provided that would help him feel more settled and at ease during that first night and the days that would follow. He was not informed of unlock times, breakfast arrangements, or what to expect when he woke in the morning. More importantly, he was given no information on the emergency cell-call system. Thus, if he had experienced some problem during the night for which he required assistance, he may not have known how to contact an officer. The need to provide such information was in no way reduced by the fact of a previous admission two years earlier.
- 4.7 Standard 15 of the *Code of Inspection Standards for Young People in Detention* requires that 'young people should understand their rights, obligations and what to expect during their time in custody'.⁶⁴ At the time of the 2007 inspection, the orientation process would have been compliant with such a standard:⁶⁵
- Detainees receive a significant amount of information about the Centre and the expectations for their behaviour during the assessment and orientation process. Most of the information provided follows a standard form used during a verbal admissions interview, with an orientation video (being updated to DVD at the time of the inspection) played to all arrivals as part of the process regardless of whether they were new or repeat admissions.
- 4.8 The 2007 finding reflected adherence to Rangeview's own Standing Order relating to detainee orientation.⁶⁶ Unfortunately, standards of compliance had significantly declined since that time. Inspection team members did not interview a single detainee who recalled receiving a comprehensive orientation to the Centre, including both information and a familiarisation tour. More commonly, detainees mentioned that when they were escorted to Unit 1 the officer would chat generally about the Centre, emphasising that they were not allowed to jump over the short fence surrounding the football oval if they kicked the football over the fence.
- 4.9 This was supported by the pre-inspection detainee survey in which only 12 per cent of respondents reported that they had received orientation information from a video or DVD. Sixty-four per cent indicated that their familiarity with the Centre came from them having been at Rangeview before and 48 per cent said they learnt about the Centre through friends and/or family already in Rangeview, rather than any formal orientation process.
- 4.10 Further evidence of the impoverished orientation process at Rangeview came from officers. They appeared confused with regard to the existence (or not) of an orientation video/DVD. In response to a question about the orientation process, one officer said 'we show the orientation video...when we can find it'.

64 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010).

65 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 35.

66 Standing Order 7, Unit Management – detainee orientation (last updated June 2009).

- 4.11 A comprehensive and informative orientation process is crucial in assisting young people to settle quickly and adjust to a huge change in their lives. It is also important in reducing risks to staff and behavioural problems caused by misunderstandings. It is an area where the Centre can and should perform better.

MAINTAINING A HEALTHY POPULATION

High Risk, High Needs

- 4.12 Juvenile detention centres house a very high risk, high needs group in terms of health. Quite apart from the consequences of substance abuse, including the risk of blood borne viruses, many detainees have high mental health needs and issues with respect to sexually transmitted diseases. Many of the detainees are also victims of abuse and trauma as well as offenders.
- 4.13 The 2007 inspection of Rangeview acknowledged that the health centre was running well and providing a good service, but also identified significant gaps in the health services. This led to two specific recommendations. The first was that 'the Department fund and implement an Aboriginal Health Worker position to enhance health services and health promotion within the juvenile custodial estate'. The second recommendation was that the Department 'fund and implement a dedicated Mental Health Nurse position for the juvenile custodial estate'.⁶⁷
- 4.14 The Department supported both of these recommendations, but assigned them both a low risk rating. Its response to both recommendations was the same:⁶⁸
- The Department welcomes this recommendation as it is consistent with funding requests that the Department has been making for a number of years in order to obtain this important service for detainees.
- 4.15 In reporting progress against these inspection recommendations in 2010, the Department maintained (for both recommendations) that progress was on schedule.⁶⁹
- Negotiations are currently underway with Princess Margaret Hospital (P.M.H) for sessional consultations by an experienced forensic adolescent Paediatrician to enhance health services to Juvenile Services. A contract is being negotiated with P.M.H. and services by this specialist are scheduled to commence in the first week of May 2010.
- 4.16 Health Services at Rangeview continue to provide a good service within the parameters of their limited resources. However, to be still conducting negotiations for a contracted paediatrician service some two years after accepting earlier recommendations does not constitute adequate progress. Further, neither of the 2007 recommendations related to a general improvement to health services through a contract for paediatrician services, welcome though this may be given current pressures.⁷⁰ Rather, the recommendation referred specifically to the employment of an Aboriginal Health Worker and a Mental Health Nurse. These two areas still represent significant gaps in the delivery of health services and it is of concern if the Department considers that it is already closing those gaps.

67 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendations 16 and 17.

68 Ibid, 62.

69 DCS, Action plan of updated progress against recommendations relating to Report No. 50.

70 A Paediatrician from PMH has commenced working on an as needs basis at Rangeview as of 16 August 2010.

- 4.17 Health services provide a 24-hour on-site service. This is both necessary and appropriate given the nature of the facility as a remand centre that admits young people into custody at any time of day or night. As previously discussed, each young person admitted into Rangeview is seen by a nurse on admission. The nurse asks a series of questions designed to provide an overall picture of the young person's physical, mental and emotional health at the time.
- 4.18 All young people entering Rangeview, male and female, are screened for Sexually Transmitted Infections (STIs). Female detainees are treated as a matter of course with antibiotics, although male detainees are only treated if their screen is positive. Screening for Blood Borne Viruses (BBV) is offered to all young people.
- 4.19 An appointment with a doctor for a physical examination is scheduled within 28 days of admission.⁷¹ However, this timeframe is compromised on three fronts: first, the doctors have a limited presence, only attending for half a day on two days a week. Secondly, the demand for appointments is so high that the doctors often have to postpone admission appointments to attend to unwell detainees who need urgent care. Thirdly, the average length of stay for a young person at Rangeview is only 10.4 days (though, as discussed many are there for much longer).⁷² Some young people therefore have no physical examination by a doctor during their time at the Centre.
- 4.20 This is an area where additional investment is likely to provide longer term value for money. Many of the young people entering Rangeview have not accessed the health care they need in the community. Time spent in custody, however short, therefore provides a valuable opportunity to address current health care needs and to deliver information on issues such as health care and harm minimisation. Whilst medical service staff at Rangeview were doing their best in this regard, resource limitations meant they were struggling to deliver a holistic approach.⁷³

Mental Health

- 4.21 Mental health services are seriously compromised by the lack of progress towards the appointment of a Mental Health Nurse. There are three part-time psychologists and an external psychiatrist attends fortnightly (she attends Banksia Hill in the other week). Information was provided that the psychiatrist's position is not backfilled when she goes on leave and so the Centre is left without psychiatric services at such times. Given the high risk, high needs nature of the population and the prevalence of mental health problems contributing to these risks, this is an unsustainable situation and it is difficult to comprehend how such a limited level of service – dependent essentially on the professionalism and good will of a single psychiatrist from the Bentley Clinic – has been allowed to persist across the juvenile custodial estate.

71 Two General Practitioners attend Rangeview Remand Centre for half a day, twice a week – a female doctor on Tuesday mornings and a male doctor on Thursday mornings.

72 See paras 1.11 – 1.13.

73 Rangeview has recently lost health staff and the substantive clinical nurse manager is on long-term leave.

- 4.22 The psychologists provide an essential intervention service. Each young person is referred to a psychologist as a matter of course, which is good practice. Should that young person leave the Centre before meeting with the psychologist, this is recorded so that the appointment can be prioritised should the young person return at a later date. The psychological services are essentially risk-based, so that those young people who are more at risk are more likely to receive intervention.
- 4.23 The Inspectorate’s *Code of Inspection Standards for Young People in Detention* promotes a throughcare model of managing young people both in and out of custody.⁷⁴ The findings from this inspection unfortunately do not support these standards. The psychologists themselves, along with a number of other staff, voiced frustration and ethical concerns about the limited capacity for therapeutic follow-up, either within or outside Rangeview. Furthermore, there was neither a system in place for referrals to relevant external service providers, nor in-reach opportunities for external agencies to support young people while in detention and continue this support when the young person is released.⁷⁵ The lack of a throughcare model is very disappointing. Unfortunately, similar findings are also made in relation to case management generally.⁷⁶

Recommendation 9

That the Department fund, implement and fill a dedicated Mental Health Nurse position within youth custodial services.

Health Promotion

- 4.24 The *Code of Inspection Standards for Young People in Detention* states that ‘healthy lifestyles should be supported through the provision of extensive health promotion and education, nutritious food and drink, and encouragement of exercise and personal hygiene’.⁷⁷ In 2007, health promotion and education were being delivered in a rather ad hoc manner but there was some commitment to this area in that one of the nurses had responsibility for managing the health promotion portfolio.⁷⁸
- 4.25 The 2010 inspection found remarkably little in the way of health promotion and education activities at Rangeview. Health services at Rangeview have no budget for such activities, making their provision almost impossible. A clinical encounter provides a potentially valuable but short window of opportunity to provide health information. Education provides another, potentially longer and more consistent opportunity. In discussions, teachers stated that they would value resources targeting health promotion activities, which could be incorporated into the structured school day.

74 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010).

75 This finding does not contradict the finding below in relation to the delivery of programs, some of which were being delivered by external agencies coming in to Rangeview. The throughcare approach assumes a comprehensive and systematic process of managing young people in custody and upon release. The facilitation of programs is only one aspect of such a model.

76 See the section on Case Management below.

77 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standard 20.

78 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 38.

- 4.26 The lack of health promotion activities at Rangeview was a matter of great concern to the Acting Nurse Manager. A working group had been established, which included representation from the Department's Health Services directorate, to work towards the amalgamation of Rangeview's health services with those of Banksia Hill given the impending merging of these two centres. Strong arguments for health promotion to be prioritised were being made within the context of this working group which, it was hoped, would also lift the overall profile of youth custodial health services in general.

A 'Public Health' model?

- 4.27 Given that almost 80 per cent of young people are at Rangeview for two weeks or less (and it may not be clear until some time after admission that some will stay longer), opportunities for intervention must be taken without delay. And a stronger throughcare approach that links young people into relevant community-based services and programs is essential. The onus is on the Centre to work with the Department of Corrective Services and other government departments, as well as with community public health agencies, to expand, enhance or develop healthy lifestyle interventions for this extremely high risk group.
- 4.28 A public health approach to juvenile justice has been suggested by Myers and Farrell.⁷⁹ Included in this approach is the concept of 'wraparound', a care delivery model that relies on therapeutic case management to coordinate multiple interventions provided by community organisations. It should be community-based, culturally competent, family-centred, and provided in the least restrictive environment. Other key elements include an individualised, strength-based, holistic approach and team-driven treatment planning involving the family, the young person and relevant agencies, supports, and providers. Whilst it is acknowledged that the development of a public health approach including wraparound is beyond the capacity of Rangeview alone, it is recommended that relevant stakeholders meet to explore this approach.

Recommendation 10

The Department and Rangeview develop a coordinated throughcare model of managing remanded young people.

Recommendation 11

That the Department fund, implement and fill a position for a health promotion coordinator within youth custodial services.

⁷⁹ Myers DM, Farrell AF, *Reclaiming lost opportunities: Applying public health models in juvenile justice*. Children and Youth Services Review (2008).

ABORIGINAL DETAINEES

4.29 At the time of this inspection in May 2010, 73 per cent of detainees in Rangeview, and also across the state's two detention centres were Aboriginal.⁸⁰ Both previous inspections of Rangeview have acknowledged that Aboriginal detainees comprise a predominant and disproportionate group:⁸¹

As was found at the 2004 inspection, in 2007 there continued to be a disproportionate number of Aboriginal detainees – typically between 65 per cent and 85 per cent of the population. At the start of the on-site inspection period, around 68 per cent of Rangeview's population and 72.8 per cent of the overall juvenile population in custody were Aboriginal.

4.30 The *Code of Inspection Standards for Young People in Detention* incorporates a range of elements for protecting and respecting the cultural, social and legal rights of Aboriginal detainees. These elements include:⁸²

- Appropriate ways of managing Aboriginal young people in custody should be emphasised;
- Young people should be able to develop and express their cultural identity in legitimate ways while in detention as a natural extension and part of a culture of acceptance of diversity;
- Young people should be held as close as possible to their home region...This is particularly important for Aboriginal young people from remote and regional areas;
- Young people in custody should have their health needs addressed by appropriate health and ancillary services. There should be a particular focus on improving health outcomes for Aboriginal young people; and
- Active measures should be taken to address the persisting over representation of Aboriginal young people in detention.

4.31 This is not an exhaustive list of all the elements in the *Code* pertaining to Aboriginal detainees. Rather it indicates the peppering of Aboriginal specific standards throughout the Code against which this Office holds Western Australian detention facilities accountable.

Service Shortfalls

4.32 The 2010 inspection found that, despite the high proportion of Aboriginal detainees, there was little evidence to suggest that the Centre was successfully addressing Aboriginal disadvantage. There was no dedicated program of events or activities for the Aboriginal detainees, and there was very little Aboriginal representation around the Centre in the form of artwork or other cultural symbols. There was no program of visiting elders and a marked lack of engagement with Aboriginal community organisations and service providers. Traditional cultural food was only made available once a year during the NAIDOC Week celebrations. The Inspector referred to the paucity of cultural links in the exit debrief at the

80 Department of Corrective Services, *TOMS Count Control Summary – Facility* (May 2010).

81 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 29.

82 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010).

completion of the on-site inspection: 'NAIDOC should be an opportunity to showcase what happens regularly, not a somewhat tokenistic one-off event'.⁸³

- 4.33 The most disadvantaged group in the Centre were Aboriginal detainees from remote and regional areas. Many of them find it particularly difficult to maintain contact with their families. They do receive seven free telephone calls per week of 10 minutes' duration but they told us that they would like to be able to talk to their families for longer than 10 minutes.
- 4.34 Likewise, communication with families using other means such as video links was limited. Disappointingly, although video links were well-utilised for court hearings and visits with family members in adult prisons, the number of video links to the community was very low.⁸⁴ It is acknowledged that there are difficulties in accessing community video link facilities, particularly in remote and regional areas. However, the value of these different forms of communication with family for out-of-country detainees is enormous. The Centre, and the Department's officers in the regional areas, should increase efforts to facilitate such contact.⁸⁵
- 4.35 Whilst there was a disappointing dearth of Aboriginal specific programs and of activities to reinforce positive cultural values, there were no signs of discriminatory or racist attitudes on the part of staff and management. Certainly, no detainees made any such complaints. This meets Standard four of the *Code of Inspection Standards for Young People in Detention*, which states that 'no young person or specific groups of young people should experience disadvantage, discrimination or abuse while in custody'.⁸⁶

Aboriginal Visitors Scheme (AVS) and Aboriginal Welfare Officers (AWOs)

- 4.36 The Aboriginal Visitors Scheme (AVS) is a group of Aboriginal staff who visit prisons and detention centres around the state, providing support and counselling to Aboriginal people in custody. Two AVS representatives attend Rangeview twice a week on Monday and Friday mornings. The AVS visitors were a strong presence on the days they visited and appeared to have a good rapport with the detainees, engaging with both the male and the female detainees.
- 4.37 The AVS visitors informed inspection team members that their access around the Centre was well facilitated by staff and that they felt safe walking around the Centre. They did, however, comment that they can struggle to find a private office to use to interview detainees who may wish to discuss a matter in confidence.
- 4.38 Inspection team members followed up on some of the reports that the AVS visitors compile based on each interview with a detainee. These reports are submitted to the Assistant Superintendent at the end of each visit and tended to be very brief. The paucity of information relating to their interviews is a potential risk for the visitors and the Centre in that it makes it difficult – perhaps impossible – for management to follow up on issues detainees may have raised.

83 Professor Neil Morgan – Inspector, Exit debrief – Rangeview Remand Centre (4 June 2010).

84 See the section on 'Maintaining Connections with Family' below for statistics.

85 The section of this Chapter on 'Maintaining Connections with Family' includes a recommendation in this regard.

86 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standard 4.

4.39 There are also two Aboriginal Welfare Officers (AWOs) at Rangeview. The AWOs role is to provide support to the predominantly Aboriginal population of young people at Rangeview. They assist with facilitating video links (for court and social visit purposes), and are primarily intended to perform a welfare role. The high population of detainees in the first part of 2010 had significantly increased the AWOs workload, and impacted on their ability to provide their services to all detainees. The ability of the AWOs to provide on-site welfare services was also affected by the fact that they were increasingly called upon to perform tasks that required them to leave the Centre for extended periods during the day.⁸⁷

Recommendation 12

There should be more recognition of Aboriginal culture within the Centre. This should include:

- 1. The creation of an Indigenous Services Committee.*
- 2. Displaying detainee artwork around the Centre.*
- 3. The more frequent provision of traditional food, not only limited to special events such as NAIDOC week.*
- 4. The promotion of an elders program.*

YOUNG WOMEN: A SMALL BUT COMPLEX GROUP

4.40 On 1 June 2010, 13 female detainees were housed at Rangeview. Of these, five were sentenced, one was an arrestee and seven were on remand. This number is not dissimilar to the number of girls accommodated at Rangeview during the 2007 inspection.⁸⁸ The conditions and services for female detainees were an area of major concern in 2007 and the report recommended that ‘alternative options for the accommodation of girls’ be considered and that ‘any new girls unit be resourced for appropriate staffing and services’.⁸⁹

4.41 The current accommodation option for the young women at Rangeview remains unsatisfactory. Contrary to the Inspectorate’s *Code of Inspection Standards for Young People in Detention*, the accommodation is not specifically appropriate to females and is merely a replica of male accommodation areas.⁹⁰ The recent overcrowding also impacted on the female detainees’ accommodation area in that one wing of a unit that previously only held female detainees had to be utilised to accommodate male detainees, thereby restricting the girls’ access in the unit.⁹¹

4.42 Nevertheless, it was pleasing to find that life for the female detainees had improved in other respects. A dedicated education facility has been established for the young women, separate from the male classrooms. This limits the distracting impact of the young men and provides room for programs for the young women.

87 The section on ‘Deferred Bench Warrants’ in Chapter Two of this Report explains the nature of these tasks.

88 At the time of the 2007 inspection there were 14 girls held at Rangeview, four sentenced and 10 on remand. See OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 8.

89 Ibid, Recommendation 4.

90 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standard 8.

91 The unit in which the female detainees are held is called Jeealia Unit.

- 4.43 The inspection found a marked increase in the number and variety of programs available to the young women. Some of the programs were structured, module-based programs. They included:
- Extra Edge Careers Program for Girls – the program they facilitate is called ‘Bella’ and it covers a range of health related topics for young females. The program is delivered weekly and is based on modules. This allows a certain flexibility in the program delivery whereby if some female detainees have completed a particular module in a previous admission they can pick up on other modules if they return to custody, which is a sad reality for many of the young people.
 - Save a Mate – a program facilitated by the Red Cross to provide information and education on health issues relating to alcohol and other drug use, and how to cope with alcohol and drug related emergencies.
 - Let’s Talk About Sex – sexual health program coordinated by Family Planning WA once a month.
- 4.44 The unstructured ‘programs’ included the ‘knitting nannies’, a group of women who attended regularly to provide craft opportunities. A local television personality also attended intermittently to chat with the young women in a role-modelling/mentoring capacity.
- 4.45 The emphasis is on keeping male and female detainees separated at all times. The 2007 inspection observed some social mixing of male and female detainees during morning tea. In 2010, however, this practice had ceased, and the inspection team was informed that this was due to the increased number of male detainees in the Centre. Conflicting views were received with regards to the mixing of male and female detainees. Some boys maintained that they were prevented from mixing with female relatives, but management maintained that meetings were facilitated upon request. Some female detainees commented that they would like to watch the boys play football but some of the boys said they did not want the girls watching them. The inspection team observed instances in which boys standing around in groups made comments about female detainees within earshot of the girls whilst they were being escorted around the Centre by an officer.
- 4.46 The evidence in relation to the association of male and female detainees was too contradictory to come to a firm conclusion either way. What is clear, however, is that any plans for the future management of young women and girls in detention must be premised on the distinct needs of this population, and services for this group should be appropriately developed and delivered.
- 4.47 Whilst services and conditions for the young women and girls have improved since 2007, the nature of the facility inevitably discriminates against them. They are an isolated group with limited opportunities. For example, there is no female work party, so no opportunity for the girls to work in the gardens or on maintenance across the Centre. This is particularly disadvantageous for the sentenced female detainees who would no doubt have more options in a dedicated sentenced facility than a remand one.

4.48 In this regard, the Department's Youth Custodial Services division has convened a working group to review the management of young women and girls as part of the redevelopment process.⁹² The Department's pre-inspection submission to this Office provided the terms of reference of this working group, which include:⁹³

- Gender specific management, culturally appropriate programs, a range of accommodation options and improved service delivery that targets the unique needs of young women and girls in custody;
- Intensive gender specific case management;
- Gender specific, holistic care that enhances wellbeing and promotes rehabilitation;
- Developing an operational model for female detainees;
- Review service provision facilities, program delivery facilities and accommodation options for female detainees; and
- Review admission and discharge processes, recreation and personal development activity options for female detainees.

4.49 There is a risk that the needs of the young women will become 'lost' in the amalgamation of Rangeview and Banksia Hill because they will become an even smaller proportion of a predominantly male population. However, if the principles embedded in the Department's terms of reference can be implemented, the State should at last have a proper female-specific precinct for young women.

CASE MANAGEMENT

4.50 The *Code of Inspection Standards for Young People in Detention* requires that:⁹⁴

Every young person in detention should be individually case-managed through detention to release and beyond in order to maximise the chances that the young person adopts constructive and law-abiding behaviour and does not return to detention. The process of working towards release may be different for different young people, taking into account their individual circumstances and needs. Individual case management does not preclude the delivery of group activities or of standard procedures for activities, meetings, reports and recordkeeping.

92 See Chapter One for an explanation of the redevelopment which will see Rangeview transformed into a facility for young male offenders and Banksia Hill become a multi-purpose facility for sentenced and remanded male and female detainees.

93 DCS, Rangeview Remand Centre, Pre-Inspection Submission (16 April 2010).

94 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standards 39-44.

- 4.51 Rangeview is a remand centre and is not structured around a sentenced detainee population. The 2007 inspection found a paucity of case management services, not least for the sentenced young women. The Department supported, subject to funding, a 2007 inspection recommendation that ‘while girls are being accommodated at Rangeview, a case manager position should be created, based at Rangeview, to address the case management needs of longer-term detainees and (particularly) the sentenced girls’.⁹⁵ In its latest update of progress against the 2007 recommendations, the Department maintained that progress against this recommendation has been completed because a business proposal has been submitted requesting funding for a case manager.⁹⁶
- 4.52 However submitting a business proposal is not a measure of success. In the present inspection we found that case management for the sentenced girls at Rangeview was still being undertaken by a visiting case planning officer from Banksia Hill. Due to high numbers of sentenced detainees, this person was able to visit Rangeview only on a needs basis, typically once every two or three weeks. Files viewed included little detail other than conviction details and dates for entry and exit meetings. There were no records of any other meetings having occurred and no records of attendance at the Centre of an allocated case manager. A Case Planning Preliminary Assessment is completed on all sentenced detainees during their first fortnight after sentencing, focussed on program needs. However, a fuller offender needs checklist, known as the VONIY is completed only for those likely to spend over five months in custody.
- 4.53 This Office understands that a further case planning officer position at Banksia Hill commenced in early July 2010, meaning the service to sentenced young women and girls at Rangeview has improved since the inspection. The inspection team also heard that the model of a Juvenile Justice Officer (now Youth Justice Officer) continuing as the primary case manager of sentenced detainees throughout their stay in custody had been restored since the 2007 inspection.
- 4.54 The importance of an on-site case manager who gets to know the young person and their family, provides support in detention, manages participation in intervention programs, and helps strengthen links with family, youth justice staff in the community and other re-entry service providers, cannot be overstated. Nevertheless, the case management resource at Rangeview remains very much a part-time one. Nor is any kind of case management service provided to male or female remandees at Rangeview.
- 4.55 As we have seen, some 61 per cent of young people stay at Rangeview for seven days or less; most of these are arrestees, eventually released on bail. With others, mainly remandees, stay on average 23 days, and some a good deal longer, there appears a significant opportunity to identify unmet needs and provide limited but well targeted intervention services. Such services might well include a session of counselling or brief program interventions. Referrals can be made to a range of services in the young person’s home community, including for support, legal services, accommodation, education and training, family counselling, substance misuse counselling, mental health services and so on.

95 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 12.

96 DCS, Action plan of updated progress against recommendations relating to Report No. 50.

- 4.56 The Inspectorate notes that a number of officers engaged with young people at Rangeview do pick up on and address welfare and other intervention needs to a limited degree. This may include Supervised Bail Coordinators, Liaison Officers, Psychologists, Aboriginal Welfare Officers and at times custodial officers, teachers and nurses. What is lacking is any systematic approach to assessment, case management, intervention, and re-entry back into the community. This does not necessarily require massive resources, but does imply that each remandee should be assessed at interview using a welfare/offending needs checklist with appropriate referrals to brief interventions and community based services.
- 4.57 It is understood that the question of assessment and case management for remandees and sentenced detainees is presently under consideration as part of the reform project leading to the development of Banksia Hill as the single detention centre for all young people in detention. It would be unfortunate if the opportunity to significantly improve custodial case management generally and in particular for young people on remand is missed.

STRUCTURED DAY ACTIVITIES

- 4.58 The Centre should have a structured daily routine conducive to the rehabilitation and positive development of young people, supported by a high level of positive staff-detainee interaction.⁹⁷
- 4.59 The core of the structured day at Rangeview is education during school hours. Before school hours, detainees are required to complete chores around the units and to organise their own breakfast and get ready for the day. Education activities are largely classroom-based, although there are some work parties (such as the garden party) which comprise, for the most part, the older detainees. The structured day also includes unstructured recreation time following the conclusion of the school day.
- 4.60 Detainees receive a gratuity of up to three dollars per day for attendance at education and/or engagement in a work party. There are limited positions available in the Centre, which provide the opportunity to earn more gratuities, such as working in the laundries in the accommodation units. Gratuities can be spent at the canteen (open on Mondays, Tuesdays, Thursdays and Fridays) and any balance is paid to the detainee upon release. Canteen access is scheduled for different units on different days to avoid interaction between male and female detainees.

Education

- 4.61 As required by law and as is appropriate, unless they are above the school-leaving age, all young people at the Centre attend school each weekday. Those who are above school-age are placed on a TAFE program or into a work party. Thus, education is the major weekday activity.
- 4.62 Most of the detainees lack basic functional literacy skills, and many arrive with unpleasant memories of school. The first priority for teachers is therefore to settle the students and establish trust. Every young person is educationally assessed during their first few days in the Centre and most are found to have significant gaps in their education and to require an individual learning program.

⁹⁷ OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standard 49. See Chapter Three for inspection findings relating to staff/detainee relations.

- 4.63 The average stay for young people at Rangeview is 10.4 days. This means that some stay for far less time and that others are much longer-term residents. Consequently, classes are constantly losing and gaining students. This ‘churn’ of disaffected young people makes for a particularly challenging classroom environment. The short time spent at the Centre also means that many young people just get started on a course/curriculum before being released. If they are released to freedom, the lack of a comprehensive through-care model for managing these young people means that there is little, if any, continuity when they leave.⁹⁸ If the young person receives a custodial sentence and is sent to Banksia Hill, educational staff do attempt to link the young person with outside education and training providers.
- 4.64 Classes are segregated by gender, but both the girls and the boys get to do woodwork (on separate days) which is popular amongst the detainees. All classes schedule at least two sports periods a week (three for the girls) organised by the Recreation Officer. More than half (53 per cent) of the detainees surveyed in the pre-inspection survey rated their relationship with teachers and tutors as ‘good’.
- 4.65 There are five general education teachers, one art teacher and one woodwork teacher, all of whom report to a Principal who also manages the education program at Banksia Hill Detention Centre. The challenge of maintaining vibrant and engaging education classes in the face of inflated but fluctuating numbers of students has been significant. It is due to the dedication and high quality of the education staff that this challenge has been so effectively met.
- 4.66 Unfortunately, the conditions in which the staff must work fall short of the standards expected in mainstream school education. The funding has been insufficient to provide technical support for in-class computers. And although the number of classrooms has increased since the last inspection, all the classrooms are very small and cramped, making individual tuition difficult. Disruptive classroom behaviour is a constant problem to be managed by teachers. They have also been faced with timetable disruptions caused by lockdowns.⁹⁹
- 4.67 All the teaching staff felt that education line-management was effective and felt supported when they tried to get resources or new programs underway. They were also encouraged to find professional development opportunities for which they were paid and supported to attend.
- 4.68 There were, however, two significant issues affecting education staff at Rangeview which could compromise the quality of the service they are providing. The first is the lack of permanency of their positions, with many still employed on short-term contracts; and, secondly the lack of salary parity with their counterparts in the state school system. Discussion of these issues and a related recommendation are contained in Chapter Five.

98 See the section on ‘Case Management’ above.

99 See Chapter 3 for more information on lockdowns.

Programs

- 4.69 The overall inspection finding with regard to programs at Rangeview in 2010 is not dissimilar to the 2007 inspection finding:¹⁰⁰
- Program delivery at Rangeview tends to be piecemeal and is made more difficult by the unpredictable nature of the population and the potential for detainees to be released at very short notice.
- 4.70 The transient nature of the population and the impact of this on program delivery continued to be the biggest frustration experienced by those responsible for organising program delivery at Rangeview. The dynamic nature of the detainee population also means that the program needs of the population group are constantly shifting. However, the accommodation of sentenced girls does provide a relatively stable, albeit small, core of young people with certain program needs who do stay long enough to complete a program.¹⁰¹
- 4.71 A Senior Programs Officer ('SPO') is based at Banksia Hill Detention Centre but has dual responsibility for programs at Banksia Hill and Rangeview. It is intended that the SPO spend up to two days a week at Rangeview but in the months before the inspection the officer had been unable to get there more than once every two to three weeks.
- 4.72 Much of the efforts of the SPO role over the previous two years, during which time a number of people had acted in this role, had gone into developing a tender of program providers for the youth custodial centres. A range of providers had been selected. However, the SPO only had \$80,000 to spend across the two centres and there appeared to be no strategy around which programs would be deployed at Rangeview on either a regular or occasional basis. Only Group Ready, an internally provided program and Save-a-Mate, a basic resuscitation and harm minimisation program provided by the Red Cross were regularly scheduled for male remandees at Rangeview.
- 4.73 While many might expect that time spent by a young person in a facility like Rangeview may provide an opportunity to develop new communication and problem solving skills, to learn about impacts of substance misuse, to better understand their own rights and the rights of others in the community or be guided towards healthier lifestyles, such programmatic interventions are almost entirely absent at Rangeview. The only real exceptions to this were programs regularly provided to young women and girls which were quite comprehensive in the issues addressed.
- 4.74 Such as it was, program delivery was also suffering as staff shortages and associated lockdowns were leading to regular cancellations. External program providers were frustrated at being turned away from the Centre because the detainees were locked down. Without a champion for programs constantly on site, such blockages could not easily be remedied. Nor was there any capacity to provide individual programs by centre Psychologists who were fully engaged in risk management activities, crisis counselling,

100 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 20.

101 Program delivery for the young women and girls at Rangeview has been discussed in an earlier section of this Chapter.

report preparation and therapeutic counselling only for the few sentenced detainees at the Centre. Further, there are few clear standards in place for programs and no evaluations of programs seem to have taken place.

- 4.75 Of course, one can provide only the most limited program experiences to people staying only some days, but if one discounts those staying a week or less, the average length of stay is 23 days, time enough for a number of brief interventions. However, as we have seen, with the laudable exception of programs to young women and girls, Youth Custodial is presently failing in this regard.

Recommendation 13

That a suite of brief intervention programs be developed and provided to young people at Rangeview.

Sport

- 4.76 Coordination of sport and recreation at Rangeview has improved markedly since the last inspection when this was the responsibility of an unfunded part-time recreation officer position. The 2007 inspection report included a recommendation that the position be re-classified as a full-time position.¹⁰² This was actioned, and in 2010 the recreation officer held a full-time, Monday to Friday position. The position holder is an experienced recreation officer who worked at Banksia Hill prior to transferring to Rangeview.
- 4.77 Overall, the inspection found that the sport and recreation schedule at Rangeview was compliant with the Inspectorate's *Code of Inspection Standards for Young People in Detention* as they relate to the provision of opportunities for physical and recreational activity as well as a regular structured sport and recreation program.¹⁰³ Structured sport sessions are scheduled into the daily education timetable – twice a week for boys (Mondays and Fridays) and three times a week for the girls (Mondays, Wednesdays and Fridays). These sessions within school hours are part of the education curriculum and as such are compulsory.
- 4.78 The extra session for the girls on Wednesdays focuses on developing fitness and strength, rather than a structured sport session. The recreation officer has worked hard to engage the young women and girls in these structured sport sessions, and has been successful in his efforts.
- 4.79 The recreation officer also coordinates sporting activities with external sporting clubs that come into the Centre and play against selected Rangeview detainees. This is part of the national 'RecLink' program run by RecLink Australia Inc., a charitable organisation whose mission is to provide sporting and other activities to enhance the lives of people experiencing disadvantage.¹⁰⁴ As part of this program, an outside football club comes into Rangeview every second Thursday and plays a match against a group of selected detainees (known as the Rangeview Bulldogs). Tuesday and Thursday afternoons at the Centre have been set aside for formal football training in preparation for these matches.

102 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 14.

103 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standard 38.

104 See www.reclink.org for more information on this program.

- 4.80 Selection of detainees to be included in the team to play the outside team is based on good behaviour. The JCOs work with the recreation officer in selecting detainees who have proved themselves worthy of selection through good behaviour. This means that the team can include different players each week. This is good practice – it encourages good behaviour amongst the detainees and also requires that the JCOs are sufficiently engaged with the boys in their unit to be able to recommend or oppose their selection. In the light of the decline in relations between staff and detainees at Rangeview (as discussed in Chapter Three of this Report) this is a positive process.



External sporting clubs attend Rangeview to play football against a team of Rangeview detainees as part of the 'RecLink' program.

Recreation

- 4.81 Apart from two days of official football training (Tuesdays and Thursdays), afternoon recreation between 3pm and 5pm on weekdays is unstructured. Custodial staff are responsible for arranging recreation activities during these times, and on the weekends. The inspection findings in relation to these unstructured recreation opportunities were not as encouraging as those in relation to structured sport programs. Few organised recreational activities were observed on the weekend during the inspection or during the week of the inspection. Instead, groups of detainees tended to cluster together just chatting or playing cards or kicking a football on the oval, with no staff involvement except in a supervisory capacity.
- 4.82 This lack of coordination by the JCOs was confirmed by detainees who stated that the officers were reluctant to arrange games, competitions and matches for them, especially on the weekends. This finding is consistent with the general finding in Chapter Three that the level of quality interaction between officers and detainees has declined since 2007.

- 4.83 The inspection team also heard that some custodial officers' reluctance to arrange sporting activities was due to a belief that they did not have the adequate knowledge and training – for example, that they lacked confidence about refereeing a football match. Given the value of recreation in itself and as an opportunity for positive staff-detainee interaction, there is a management responsibility to assess and address any training deficits and to support the officers in this role.

Recommendation 14

The Department and Rangeview encourage, resource and offer training to JCOs at Rangeview to become involved in organising more structured recreation opportunities for detainees.

GIVING YOUNG PEOPLE A VOICE

Limited Opportunities

- 4.84 The office of the Commissioner for Children and Young People in Western Australia has definite guidelines on appropriate and accessible complaints processes for children and young people.¹⁰⁵ These guidelines require that a child-friendly complaints process:
- Takes children and young people seriously;
 - Is visible and easy to locate;
 - Is responsive and flexible in how complaints are received; and
 - Is respectful and does not restrict the number of complaints received.
- 4.85 The inspection found a much more informal system for making complaints which the young people dismissed as ineffective. In their briefing to the inspection team, Centre management reported a low usage rate by detainees of the internal complaints system.¹⁰⁶ They said that managers are present in the Centre a lot and talk to the detainees thus providing them with the opportunity to raise complaints with them without resorting to the formal complaints system. They said that the Aboriginal Visitor Scheme and this Office's Independent Visitors are also avenues the detainees use to voice any concerns.
- 4.86 Despite these assurances, however, the inspection found increasing frustration on the part of detainees about their lack of access to a robust grievance system in which they could have confidence. Male and female detainees were unanimous in stating that they never receive any feedback to complaints they make and said that the issues they raise are never properly resolved.
- 4.87 This scepticism complements the overall inspection finding that young people at Rangeview have very few opportunities to voice their concerns. As part of the preparation for the on-site inspection, the Department was requested to provide documents that would assist the evidence-based inspection process. One of the specific requests was for information pertaining to any meetings held in which detainees were involved (detainee forum meetings) including the minutes of these meetings for the period 1 September 2009 to 28 February 2010.

105 Correspondence from the Commissioner for Children and Young People to the Inspector (9 August 2010).

106 Indeed, a pre-inspection request for information included a request for information on any detainee grievances received between September 2009 and February 2010. There were no detainee grievances lodged during this six month period.

- 4.88 In response, the Department could only produce copies of the minutes of two detainee meetings, both only with male detainees. One of these (a meeting in August 2009) did not fall within the specified period. The other had occurred in mid-September 2009. No further documentation was provided. The Inspectorate can therefore only conclude that no detainee meetings were convened over this six month period, other than the one in mid-September 2009.

Limited Encouragement

- 4.89 The physical environment of Rangeview, in particular the accommodation units, is stark. There is very little information that encourages the young people to use their voice. For example, there were no notices promoting the grievance system. There were some notices about the anti-bullying policy in some units but these were faded and out-of-date. There was inconsistency between the units as to promotional information available with the girls' unit being the most adequately resourced.
- 4.90 Given the rapid turnover in the detainee population at Rangeview, all young people across the Centre should be exposed to as much information as possible during their short stay. Information empowers people, and the more empowered people are the more likely they are to express themselves in a meaningful and appropriate manner.
- 4.91 The lack of vibrant, informative posters, combined with the messiness of the graffiti, makes the accommodation units unnecessarily stark. This is exacerbated by the lack of personal effects and personal touches in the bare and unwelcoming cells in which detainees must spend a large part of each day, particularly in the climate of increased lockdowns.¹⁰⁷ Posters are not permitted (except for the few detainees in the Long Term Program). Family photographs can be kept in cells but are not supposed to be stuck to the walls. Detainees cannot keep anything they have made in school or the woodwork shop in their cells, nor any trophies they may have won.
- 4.92 Consequently, for most detainees the cell remains a cold and impersonal space – and more so than most of the adult prisons. It is disturbing that vulnerable young people are required to live in such conditions. Overall, the Centre is failing to encourage young people to use their voices in constructive and meaningful ways – and this may, in turn, be related to the excessive levels of graffiti.

107 See Chapter Three for a discussion of lockdowns.

Team of Young Leaders (TOYL)

4.93 In the light of this finding of a voiceless population of young people in Rangeview, it was encouraging to find that a program called the 'Team of Young Leaders', or TOYL had very recently been initiated:¹⁰⁸

The aim of the TOYL Group is to provide detainees with an opportunity for personal growth by contributing positively to Centre activities and decision making. The concept of a TOYL Group will aim to empower the young person by acknowledging and valuing his/her strengths and the ability to represent their peers at Rangeview Remand Centre. Membership of this group will develop for the member a positive self image while discovering its influence on self and others. TOYL Group members will be given the opportunity to involve themselves in community decision making through direct involvement in meetings and Centre activities. This provides an opportunity to positively and effectively interact with others with the goal of achieving results.

4.94 The TOYL program had only just commenced when the inspection occurred, and inspection team members attended the first official TOYL meeting. The group includes both male and female detainees. To become a TOYL member, a young person must be nominated by an officer or other staff member, by another detainee, or by him/herself. TOYL group meetings are chaired by the Assistant Superintendent. Nominations are considered during these meetings with all opinions obtained (including those of the detainees) in relation to accepting or opposing nominations. The other staff members involved in the TOYL group meetings include education, custodial and recreation staff.

4.95 The Inspectorate commends the introduction of TOYL. It gives an opportunity for the young people's voices to be heard and for them to model leadership and acceptable behaviours to other young people. An equivalent group exists at Banksia Hill and has been successful there. Rangeview, as a short stay remand centre presents different challenges and this Office acknowledges the work of Centre management in implementing this initiative.

108 Rangeview Remand Centre, *TOYL Team (7 May 2010)*. Document provided by Centre management to the inspection team during the on-site inspection.

MAINTAINING CONNECTIONS WITH FAMILY

Visits

- 4.96 Detainees have the opportunity for daily visits with their families. The visits must be booked 24 hours in advance, though this is flexibly applied in situations where the detainee has recently arrived and staff have not yet had an opportunity to contact the family. The number of visits sessions per day has increased from one to two in recent times to cope with the increasing numbers of young people entering the Centre.
- 4.97 The visit centre at Rangeview is cramped and has very poor soundproofing. As the number of visitors and detainees in the room increases so does the noise level, to the extent that detainees and their visitors struggle to communicate. Noise levels are exacerbated when there are young children visiting who cannot be expected to observe adult expectations of interacting quietly. There is a box of toys in one corner of the room, quite inadequate for keeping small children occupied during a full visit session. There is one custodial officer supervising each visit session.
- 4.98 The social visits system is impoverished in comparison to adult prisons. Most of the metropolitan adult prisons have a family centre attached to the prison and located outside the prison walls/fence. People visiting prisoners sign in at the family centre before entering the prison and the centres provide crucial support to families. In some prisons, the family centres also provide a qualified child care professional to assist with supervising the children during the visit.
- 4.99 There are no regular family days at Rangeview, also unlike some adult prisons. Given the exclusion from communities that many of the young people in Rangeview experience (itself a contributing factor in their incarceration) the provision of events such as family days should be a matter of course.
- 4.100 The Centre could also be doing more in terms of ensuring that young people who are far from home continue to maintain contact with their families. This Office requested information pertaining to the number of video linkups for visit purposes conducted during the six months from 1 September 2009 to 28 February 2010. The documentation provided stipulated that no such video linkups had been conducted to any communities during this period.¹⁰⁹ However, ten video linkups with other custodial facilities had been facilitated – nine to adult prisons and one to a juvenile facility.

109 Evidence on site suggested that one video linkup to a community had been arranged since December 2009.

4.101 This Office has been consistently recommending that the Department develop alternative strategies to ensure that the valuable social and familial connections are maintained when a member or members of a community are incarcerated. Specifically, Reports 53, 63 and 66 all contain recommendations for the increased use of internet-based visits using services such as Skype.¹¹⁰ Young people should be a very high priority in this. Given the serious shortcomings identified in this report, it is imperative that these or other initiatives are explored to ensure improvements.

Recommendation 15

Introduce more regular family days at Rangeview.

Recommendation 16

Implement alternative social visit options such as internet-based visits using Skype.



The visits centre at Rangeview is small and cramped.

110 OICS, *Report of an Announced Inspection of Acacia Prison*, Report No. 53 (June 2008) Recommendation 12b; OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 63 (April 2010) Recommendation 10; and OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) Recommendation 8b.

Telephones

- 4.102 The 2007 report contained a recommendation for the replacement of the telephone system and a re-examination of the location of the telephones across the site.¹¹¹ The Department supported this recommendation and said that the process of implementing a replacement detainee telephone system was underway. It states in its report on progress against this recommendation, that the task has been completed. However, there was universal dissatisfaction with the telephone system amongst the detainees.
- 4.103 Phone calls are limited to 10 minutes and young people from remote regional areas are entitled to seven free phone calls of 10 minutes duration each week. Once the 10 minutes is used up, the young person cannot use the telephone again for 15 minutes. The most common complaint was that the phones cut off in the middle of a conversation and that 10 minutes is too short for meaningful conversations. Detainees also complained that their calls were often cut off before the 10 minutes were up, and that they were then still unable to use the phone for another 15 minutes. It was not possible to verify the frequency with which this happens or the reasons for it. But the level of frustration was all too clear: when some detainees were asked what they do in such instances, and who do they go to for help, they simply replied that they ‘smash something up’.

TRANSPORTING YOUNG PEOPLE

- 4.104 Being transported to and from court is part of the overall ‘Rangeview experience’ for many young people. Youth Custodial Services manages a custodial transport service, through Rangeview, to transport young people from both of the detention centres to and from metropolitan courts, to medical appointments and to funerals. This service was discussed in detail in the recently published *Thematic Review of Court Security and Custodial Services in Western Australia* (the ‘Thematic Review’) and just a few key points will be made here.¹¹²
- 4.105 Youth Custodial Services have two modern transport vehicles based on the Volkswagen Crafter van, with a capacity of nine detainees. Given the numbers being transported to court, it has been necessary to keep a Mercedes Sprinter vehicle, with a capacity of 16, in service. The Sprinter is one of the original fleet of vehicles built for the Court Security and Custodial Services Contract in 2000. It has been refurbished with better padding on seats and new electronics for monitoring the cells. However, the basic design, including cramped metal cells, sideways seats and no seatbelts, does not meet modern custodial transport standards. For this reason, similar vehicles that have been used for adults will be replaced by the end of 2010. This vehicle should therefore be modified or replaced as soon as practical unless it is feasible to make changes that obviate its use.¹¹³

111 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 15.

112 OICS, *Thematic Review of Court Security and Custodial Services in Western Australia*, Report No. 65 (May 2010).

113 Recent information suggests that it may not be possible to modify the vehicle without significantly reducing its capacity.

- 4.106 There are also a number of other risks associated with transports. For example, as discussed in the Thematic Review, there have been incidents involving abuse and assault among detainees on the transports, and of young women and girls being verbally harassed. As many of the young people being transported to court are arrestees, there has been little opportunity for Rangeview staff to assess the risks that they pose to others. And while the holding facility at Perth Children's Court is well maintained, and has undergone some renovations, it still has a number of limitations and deficiencies.¹¹⁴
- 4.107 In theory it may be possible to reduce the number of transport journeys through greater use of video links and/or holding a court at the Centre itself. Video links are currently used quite frequently for regional courts but appear to be used much less regularly for the Perth Children's Court. As noted earlier, a Saturday video link court from Perth has recently commenced. Consideration should be given to the feasibility of expanding such initiatives and it is important to ensure that there are adequate dedicated court and video link facilities at Banksia Hill on amalgamation.
- 4.108 A specific matter that emerged in the present inspection was the practice of sending young people to court without shoes or belts. These items are considered to pose a risk of self-harm and/or to security. The concrete and metal surfaces in the holding rooms, pods and corridors are hard, cold and sometimes wet, causing discomfort and indignity. Shoes issued at Rangeview have no laces or eyelets and contraband risks can be managed with proper searches. The inspection team had strong feedback on this issue from young people. There does not seem to be any reason why Rangeview-issued shoes could not be worn during the journey to court, whilst in the holding cells and in court.

Recommendation 17

That the Department of Corrective Services explore with relevant agencies options to reduce the conveyance of young people from youth custodial centres to the Perth Children's Court including:

- 1. Dedicated video link facilities for court hearings and taking of confidential legal instructions (separate from video link facilities required for social visit or case management purposes); and*
- 2. Development of a court facility at Banksia Hill.*

Recommendation 18

The practice of sending young people on transports, into court holding rooms and court without shoes should cease.

114 OICS, *Thematic Review of Court Security and Custodial Services in Western Australia*, Report No. 65 (May 2010).

Chapter 5

STAFF AND MANAGEMENT

STAFFING PRESSURES AT RANGEVIEW

Staffing Levels

- 5.1 Rangeview was suffering from acute staff shortages at the time of the 2007 inspection. This led to a recommendation that staffing shortages be addressed as a matter of urgency.¹¹⁵ In 2010 the Inspectorate found that, whilst the staff shortages had been addressed to some degree, problems had re-emerged, particularly in light of the unprecedented detainee numbers experienced in the first half of 2010.
- 5.2 Rangeview has an overall staffing complement of 70 custodial staff, with 64 actually available taking into account secondments out of the Centre and those working part-time. Rolling rosters are drawn from this complement of 64 to maintain a day-shift staffing roster of 19 and night-shift staffing of eight. Supervision levels are based on a one-to-eight ratio, meaning that eight is the maximum group size that any one custodial officer may supervise.
- 5.3 Juvenile Custodial Officers ('JCOs') at Rangeview form part of a larger complement of just over 200 juvenile custodial staff across the two detention centres, the Perth Children's Court holding room and the juvenile transport service. Given these relatively small total numbers, staffing is affected by individual events such as resignations, family leave, long term sick leave, worker's compensation, stand downs during investigations, secondments and changes in detainee population levels. The juvenile estate is especially vulnerable at times of staff shortage compared with the adult estate because there is no larger pool of staff from which additional staff can be sourced.
- 5.4 JCO recruitment drives have, in the past, utilised a 'pool' strategy whereby a larger group of people are selected as suitable, and from which a secondary intake can be drawn at a later date if required. However, the intake process itself takes about four months and it is not at all certain that recruits in the pool will still be available many months after their initial application.
- 5.5 Recruits graduating in May 2009 and December 2009 restored full staffing at Rangeview, with a handful placed into supernumerary positions to help cover future attrition and allow staff to take leave or engage in training. However, the rapid rise in the detainee population in the first half of 2010 exposed just how quickly adequate staffing arrangements can become inadequate.¹¹⁶
- 5.6 Staffing levels at Rangeview are set for a detainee population of 64. This means that for any day shift in which numbers exceed 64, extra staff must be brought in on overtime. Results from the pre-inspection survey of JCOs indicated that almost half (46 per cent) of the respondents were doing three or more overtime shifts per month, a significant impost on their personal lives. Sixty-four per cent of respondents also thought that it was generally difficult for the Centre to cover their positions when they go on leave or are absent.

115 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 5.

116 See Chapter One of this Report for discussion of detainee numbers.

-
- 5.7 The fundamental problem is therefore that Rangeview has no ‘fat’ in its staffing complement. This can lead to officers having to take on multiple roles, and even a single staff absence can have a big impact on the workload of the other JCOs. This was evident when inspection team members observed the routine one Friday evening. On this occasion, a single staff absence meant that one officer had to undertake half hourly checks on detainees in two units as well as supporting the admissions officer in admitting four arrestees. This is an unsustainable arrangement and resulted in the admission process taking over three hours.
- 5.8 Staffing shortages increase the potential for errors, thus compromising the integrity of Centre processes and procedures and elevating the risks to the Centre, staff and detainees. The example above shows this; detainees may feel distressed or vulnerable on admission and a protracted admission process, combined with staff being too busy to devote adequate time to detainees, can create an unstable situation.
- 5.9 The reception, admission and orientation processes are acutely understaffed.¹¹⁷ There is also no one other than the single control officer who manages all gate movements and monitors communications and security for the entire site to observe and interact with detainees with high needs placed in the poorly designed multipurpose, observation and holding cells in the Special Purpose Unit.¹¹⁸
- 5.10 The *Code of Inspection Standards for Young People in Detention* requires that recruitment, supervision and retention strategies be in place to ensure a sufficient and appropriate staff complement to meet the needs of detainees and the Centre.¹¹⁹ The staff shortages being experienced at Rangeview meant that the Centre was not meeting this standard. The issue of staffing is topical at the moment given the planned amalgamation of Rangeview Remand Centre and Banksia Hill Detention Centre in 2011.¹²⁰

Recommendation 19

That custodial staffing levels be such that the critical functions of reception, admission, induction, orientation, visit reception and the Special Purpose Unit can be undertaken without adversely impacting on other aspects of detainee management.

- 5.11 Vacancies on the roster were beginning to appear due to staff attrition and staff acting in other roles. While attrition was not especially high, 14 staff in 2009, including some probationers, and three in 2010, had resigned.¹²¹ Some 17 recruits were due to graduate in September 2010, but almost all would be replacing other staff taking up positions in the new regional transport service.¹²² Youth Custodial Directors have recognised the need for more staff and have consequently planned a second JCO training school, due to graduate in December 2010.

117 See Chapter Four for a discussion of admission and orientation processes.

118 See Chapter Three for a full discussion of the Special Purpose Unit.

119 OICS, *Code of Inspection Standards for Young People in Detention*, Version 1 (February 2010) Standard 50.

120 See Chapter One for an explanation of this amalgamation, as well as the section on ‘Workforce Amalgamation’ that appears in a later section of this Chapter.

121 Rangeview Remand Centre, Resignations – 1 Jan 2009 to 31 May 2010.

122 See Chapter 1 for a comprehensive discussion on transport arrangements within the Western Australian youth custodial estate.

Staffing Ratio

- 5.12 With the pending transition to Banksia Hill, it is timely to re-examine the historic assumption that a ratio of one staff member to eight detainees is a suitable one for the supervision of young people in custody. At first sight this may sound like a generous staff ratio but regard must be given for the very high levels of need of detainees and to the different needs of different groups. For example, even if this is considered to be a suitable ratio for some of the older, more settled detainees, it may be inadequate for some groups. The highest need groups include arrestees and new remandees, the youngest detainees, females, and detainees with special needs, including those placed in the Special Purpose Unit due to a risk of self-harm or behavioural issues.
- 5.13 Western Australia's ratio is the highest in the country. In Queensland, the ratio of youth workers per young people is one-to-four, half that of Western Australia. This ratio has been in place since 2002. The Queensland youth custodial system also provides a pool of casual youth workers to ensure that this ratio is maintained when permanent staff are on leave or away for training or any other reason.¹²³ In South Australia, the staff-detainee ratio set by the Department for Families and Communities is also one staff to four detainees.¹²⁴ In other words, JCOs in Queensland and South Australia have half the number of detainees to supervise.

Recommendation 20

That the current one-to-eight staff to detainee supervision ratio be reviewed with a view to whether the ratio should be adjusted to bring it more in line with other jurisdictions.

Staff Morale

- 5.14 Historically, the Inspectorate has been impressed with the capacity of Rangeview staff to cope with change. The detainee population is dynamic and highly complex. Arrestees are far less settled than remandees, and young people much less ready to accept direction than adults newly in custody. Some are still drug affected on admission, many are angry at their situation and at those they consider responsible, others are fearful, at risk of self harm or otherwise vulnerable. Some are particularly young, some are disabled, pregnant or experiencing other significant health issues. Many have a recent history of abuse and trauma, and young women and girls in particular tend to have high levels of need.
- 5.15 In the past, Rangeview staff have generally professed strong satisfaction with their work and been proud of their ability to deal with the many challenges presented daily in the job. However, this inspection found strongly that this was no longer the case. In the pre-inspection survey, staff rated their quality of working life at only 5.04 out of 10, significantly lower than the 2007 rating of 6.71. They also rated their current work-related stress level at 6.63 out of 10 compared to 5.67 in 2007. Reasons for this drop in morale included increased workload

123 Email correspondence from a representative from the Office for Youth in the Department of Communities in the Queensland state government.

124 Information provided by the South Australian Guardian for Children and Young People who accompanied the inspection team as an observer on this inspection.

from the higher number of detainees, the levels of abuse and threats from young people, staff shortages and feeling unsupported by management. Working with colleagues was the major source of satisfaction for most, but staff also felt let down by some of their colleagues booking off too often, being overly negative or lacking the skills to manage the young people properly.

Non-custodial Staff

- 5.16 Non-custodial staff have also had to work hard to manage the extra demands posed by higher detainee numbers in recent months. Some functions that are undertaken by custodial staff in other institutions fall to non-custodial staff at Rangeview. These include visits reception and escorting contractors to work areas (both undertaken by clerical staff), and managing court video links and taking released detainees to the airport (both undertaken by Aboriginal Welfare Officers). Clerical staff also maintained that they have on occasion been left waiting for a custodial officer to respond to calls for assistance, for example in supervising an official visit.
- 5.17 Medical staff mentioned that they struggle on occasion to find staff to escort detainees to the medical centre. This compromises their services in that they must reshuffle patient lists to accommodate escort arrangements. This leads to delays and some detainees miss out on appointments. The shortage of JCOs has also meant that the nurses have had difficulty in holding clinics because a custodial officer needs to be present.
- 5.18 The 2010 inspection found that the teaching staff were undermined on at least two fronts. The first relates to the lack of permanency of their positions. Some teachers had been at Rangeview for a number of years but were still being employed on short-term contracts, and many will be out of contract by the end of the year. Secondly, their salaries are significantly less than comparable teachers in the state school system because they are employed under a different enterprise agreement. This same issue was evident during the 2007 inspection and the Inspectorate was advised that part of the problem was lack of recognition by the Western Australian College of Teaching (WACOT). This Office was further informed that the legislative regulations for WACOT required amendment but that (rightly) this was not within the power of the Department of Corrective Services.
- 5.19 The report of the 2007 inspection recommended that ‘the Department advocates for its contracted teachers’ period of service to be recognised by the Western Australian College of Teaching (WACOT)’.¹²⁵ The 2010 inspection confirmed that this change has occurred, and teachers in the youth custodial system do now have their length of service recognised by WACOT. However, teachers at Rangeview are understandably frustrated over the lack of progress in achieving longer-term security and equity in salary. The risk is that these teachers who are enthusiastic and committed to the education of this particularly challenging cohort of students will move to more advantageous positions elsewhere.

125 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 10.

Recommendation 21

That teachers employed by youth custodial services be employed under the same conditions as state school teachers.

RELATIONS BETWEEN OFFICERS AND MANAGEMENT

- 5.20 Following the retirement of the long-serving substantive Superintendent soon after the 2007 inspection, Rangeview experienced a period of management instability. After a number of acting appointments, a new Superintendent was appointed in early 2009. As often occurs in organisations following the departure of a long-serving leader, many changes to operational expectations and leadership style occurred. The need to change manage this process properly is essential to ensure that staff are brought along with the new leader and to adjust to these new expectations.
- 5.21 The new Superintendent had implemented a number of changes and reforms since assuming the position. However, the inspection found that staff had not embraced the new leadership and that many of the changes had caused considerable disquiet. Perhaps the least popular of these changes was management of alleged misdemeanours by staff. The new Superintendent identified that there had previously been insufficient compliance with the requirements for managing such allegations and took steps to rectify this.
- 5.22 The Department's policy requires that all potential or actual misconduct by staff be referred to the Department's Professional Standards division. Matters are then referred back to the Centre following assessment. At Rangeview, there were 19 such allegations referred from January 2009 to April 2010, ranging from misconduct to assault of detainees. Following investigation, a number of matters were referred back to the Centre to be addressed through management processes, and only a couple had more serious consequences. While the process was more accountable, its implementation put staff offside and could have been better managed.
- 5.23 Staff morale was also negatively impacted by the drive for savings by reducing overtime costs in the latter half of 2009 and early 2010. Staff were directed to work short-staffed and not to fill certain vacant shift lines or to fill only a part-shift. Such reductions for the purpose of saving money were resented by staff. The policy was still in place on the Australia Day long weekend when record numbers came into Rangeview, although it was quickly overturned when numbers remained consistently high.¹²⁶
- 5.24 The pre-inspection survey of JCOs indicated a very marked deterioration in staff ratings of Centre management compared to the 2007 survey. In 2007, 71 per cent of officers rated their relationship with management as 'good'. In 2010, only 39 per cent rated their relationship with management in this way. Complaints included that senior managers were not consultative, that they were too quick to condemn and too slow to praise, that they were inconsistent in decision-making, that they neglected to enter the Centre during unlock hours and that they did not listen to staff.

126 See Chapter One.

- 5.25 Management at Rangeview convenes whole of staff meetings on a six-weekly basis. These meetings provide officers with an opportunity to raise any issues of concern with management. The inspection team found that these meetings were occurring, but only a handful of custodial officers (six at the meeting that immediately pre-dated the inspection) were actually attending.¹²⁷ Staff also indicated that they felt discouraged by the management culture from raising issues at the meetings.
- 5.26 This issue was brought to the attention of Centre management who accepted that better strategies were needed for effective communication with custodial staff. In response to early feedback, the Superintendent announced at a staff meeting during the inspection that such meetings would subsequently be held every three weeks. This is important because only some of those on shift can attend staff meetings, despite detainees being locked down, and that group comprises only a fraction of the total workforce. So the more opportunities that there are for senior management and staff to talk together, the better. It should be noted that the increase in staff meetings was made possible by the new training arrangements.¹²⁸ Prior to the new arrangements, any increase in staff meetings would have been at the expense of staff training opportunities. The Inspectorate welcomes this positive response on the part of Rangeview administration.

TRAINING

- 5.27 The 2007 report noted the link between inadequate JCO training and shortages of available staff:¹²⁹
- Custodial staff training has been severely hampered by the shortage of staff required to fill all rostered positions on a daily basis. Although some limited training occurs during the Centre's routine weekly lockdown period, this has been insufficient to maintain the currency of basic skills, let alone provide additional training.
- 5.28 The acute need for training for JCOs was recognised by the Mahoney Inquiry, as a result of which funding for this purpose was made available.¹³⁰ In 2007, the Inspectorate recommended that the funds that had been allocated for juvenile custodial training be quarantined until there were sufficient staff available to facilitate training, and that alternative methods for addressing training deficits be explored.¹³¹ The Department supported this recommendation and Rangeview has attempted to quarantine this funding pending the appointment of a Satellite Training Officer (as also recommended at the previous inspection). One position has been used to provide a training opportunity for officers to work in the Supervised Bail Program, providing much needed assistance to that program. Others have been utilised to develop a block-training system for custodial staff training.

127 Rangeview Remand Centre, Staff Meeting Minutes (21 April 2010).

128 See para 5.29.

129 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 11.

130 Mahoney D, *Inquiry into the Management of Offenders in Custody and the Community* (November 2005).

131 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) Recommendation 6.

STAFF AND MANAGEMENT

- 5.29 In-service training has previously been provided on Wednesday afternoons, with detainees locked down during this period. However, a limited number of training hours is available in this system and it is almost impossible to ensure that all staff can access even essential training due to shift arrangements. Consequently, a new system has been introduced whereby staff are required to avoid taking leave during three, three-week periods each year to facilitate either their own or other staff members' participation in training during one of these weeks each year.
- 5.30 Each weekly block includes core training (presently mechanical restraints and recovery training) over three days, and training in another area. In the first block, staff were also given training in corporate responsibilities and compliance. In the second block, which was happening during the inspection, staff in one course had the opportunity to update their CPR training, another had training in admissions and control, and the third had training in liaison and supervised bail. The third block in September 2010 was scheduled to combine core training with escort training, with a component reserved for those involved in the new regional transport service.¹³²
- 5.31 The new system raised a number of questions with respect to access to different modules and the content of some of the modules. For example, why was only one group exposed to training in corporate responsibilities and compliance? And why did the module on mechanical restraints and recovery training not include a stronger focus on other ways of managing youth behaviours?¹³³
- 5.32 Nevertheless, this method of delivering training in 'blocks' is a positive reform. It allows managers to ensure that all staff have better access to training. Further, individuals can apply to undertake training in an area of interest, or be put forward for training by their line manager to address any issues raised in their performance.

HUMAN RESOURCE MANAGEMENT

- 5.33 The dysfunctional administration of human resource processes at head office level was a significant finding of the previous inspection. Examples of this reported by Rangeview staff included 'delays and errors in pay and difficulties in accessing correct information about leave and accrued entitlements'.¹³⁴ The Office therefore recommended that these deficiencies be identified and rectified.¹³⁵ It appears that these deficiencies have now largely been remedied and there were significantly fewer complaints about such issues. However, medical staff said that they still experience significant human resource administration difficulties, including misplaced or mismanaged paperwork.

132 See Chapter One.

133 See Chapter Three of this Report for narrative around de-escalation and verbal interaction techniques as a preferred way of managing difficult behaviour.

134 OICS, *Report of an Announced Inspection of Rangeview Juvenile Remand Centre*, Report No. 50 (April 2008) 13.

135 Ibid, Recommendation 8.

WORKFORCE AMALGAMATION

- 5.34 Chapter One of this Report details the redevelopment plans which will see Rangeview transformed into a minimum security prison for young adult men aged 18 to 24 years after November 2011. This facility will be operated by a yet-to-be chosen private provider. Banksia Hill will be re-designed as a multi-purpose facility housing all detainees, male and female, remand and sentenced. The amalgamation has implications for Rangeview staff, custodial and civilian. Existing staff will only be able to work at the new young adult centre if they resign their current employment and gain a position with the new provider.
- 5.35 Custodial staff have virtually been guaranteed positions in the new facility at Banksia Hill Detention Centre, in the soon to be expanded transport service, or at the Perth Children's Court holding rooms.¹³⁶ However, the JCO group expressed considerable anxiety about this change. Some officers have worked at Banksia Hill previously and many had specifically chosen to work at Rangeview instead of Banksia Hill. It was therefore positive to find that youth custody managers are very aware of such concerns and are working hard to facilitate the smooth amalgamation of the two workforces. They are adamant that the new facility will not just be an expanded Banksia Hill but will provide an opportunity to embrace a range of new work practices. It is suggested that Banksia Hill staff will also have to adjust at least as much as Rangeview staff in the new centre. To emphasise this, they are considering changing the name of the facility.
- 5.36 The project team managing the redevelopment has embarked on a thorough consultative process with stakeholders, including young people and their families, and staff at all levels. Staff have access to an intranet site dedicated to the 'redevelopment of youth custodial services'. This site provides quite extensive details about how the project will progress, how staff are being consulted, what features are included in the master plan, frequently asked questions and regular updates. Following early broad consultations in which a number of staff were involved, nine working groups with equal staff representation from the two Centres are being established to tackle the full range of processes that will apply in the redeveloped facility. One of these will be a Staff Training and Staff Support working group to address the change management and support issues for staff.
- 5.37 The inspection team was advised that staff working at the two sites would be surveyed as to their preferred work area and to identify training needs. Some of the 10 work areas identified are the girls' precinct, the gate, admissions, monitoring, Perth Children's Court holding rooms, transport, and recovery.
- 5.38 In summary, the Department has taken a good practice approach to change-managing its custodial workforce towards this major redevelopment. The Inspectorate welcomes this engaged, consultative approach and believes that it is a model that could be used more widely.

136 See Chapter One of this Report for a discussion on the new transport arrangements in the youth custodial estate.

- 5.39 There did not seem to be as much clarity around job security for the non-custodial staff as there was for the JCOs. Some of the civilian staff felt uncertain about their future at the new Banksia Hill facility, as some civilian positions were already in place at that Centre and these would be duplicated if the civilian staff at Rangeview simply transferred over. They had been given assurances that new roles would be found for each of them about which each would be consulted. However, this was contradicted by the Director, Youth Custodial Services at a staff meeting held during the inspection who was unable to guarantee that all clerical and support staff would be needed following amalgamation.

Appendix 1

THE DEPARTMENT'S RESPONSE TO THE 2010 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
Staffing issues 1. That youth justice services centres assume responsibility for home visits to all young people under the Deferred Bench Warrant Program, and that the Aboriginal Welfare Officers at Rangeview no longer be utilised for this purpose.	Supported in principle The Department will examine and assess availability of resources across CYJ directorate to undertake issuing of Deferred Bench Warrants.
Human rights 2. That the Department works towards establishing a 24-hour bail advice service to support police and other bail decision makers in relation to newly arrested young people and, in consultation with legal service providers, explores improvements in the provision of legal services to young people in custody.	Supported The provision of an extended hours bail advice service is an existing Departmental initiative. The Department will initiate discussions with legal service providers (Legal Aid WA, ALS) to explore improvements in the provision of legal services to young people in custody.
Care and wellbeing 3. That the practice of lockdowns cease and that arrangements be put into place to ensure an adequate level of staffing supervision for all Centre operations and activities. This should include scheduling staff activities, such as meal breaks and training, in such a way so as not to require detainees to be regularly locked down.	Not supported There is no alternative within existing resources to ensure the safety and security of the Centre however the Department aims to ensure that all lockdowns are kept to a minimum.
Custody and security 4. That a renewed and firmer emphasis be placed on an anti-graffiti strategy that quickly removes graffiti and provides alternative means of expression for young people.	Supported in principle The Department will research graffiti strategies across Australia, however, there are implementation limitations including the transient detainee population and prohibitive associated costs.

THE DEPARTMENT'S RESPONSE TO THE 2010 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>Custody and security</p> <p>5. That existing or new CCTV cameras be arranged to ensure that incidents are monitored and recorded; that the recorded footage can be easily retrieved; and that such footage is used as part of post incident discussions and learning with staff and young people.</p>	<p>Supported in part</p> <p>All equipment will be maintained and repaired as necessary, however, it should be noted that from late 2011/early 2012 Rangeview will become the privately operated Young Adults Facility. Infrastructure improvements to the facility should therefore be the subject of discussions with the contractor once they are appointed.</p>
<p>Custody and security</p> <p>6. That the training program at Rangeview prioritise those components designed to equip staff with adequate skills in conflict resolution, particularly verbal de-escalation techniques.</p>	<p>Supported – existing Department initiative</p> <p>The Department will continue to review and monitor all training where improvement is required. At present the following training is provided: Effective Intervention Course, Basic Communication and Counselling, Situational Awareness and Managing Difficult Behaviour, Scenario Training and Empty Hand Control. Juvenile Detention Officer training instructs in the minimum amount of force necessary and to consider all reasonable steps to resolve situations without the need of force.</p>
<p>Care and wellbeing</p> <p>7. That the use of the multi-purpose cells in the SPU be reduced and that in future the SPU be used only as an option of last resort.</p>	<p>Supported in principle</p> <p>The use of multi-purpose cells in the SPU are only used as a last resort.</p> <p>The Department is addressing this recommendation as part of the Redevelopment of Youth Custodial Services (Banksia Hill Redevelopment).</p>
<p>Custody and security</p> <p>8. That youth custodial services develop security management strategies to better assess risks (including the risk of drug use) and for the management of such risks across the youth custodial estate.</p>	<p>Supported in principle</p> <p>The Department will, as much as possible, develop further security management strategies within existing infrastructure.</p>

THE DEPARTMENT'S RESPONSE TO THE 2010 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>Health</p> <p>9. That the Department fund, implement and fill a dedicated Mental Health Nurse position within youth custodial services.</p>	<p>Supported in principle</p> <p>The Department will ensure consultation with the Mental Health Commission to address mental health issues across the Department including Juvenile Custodial Services. The Department has responded to the WA Mental Health Towards 2020: Consultation Paper, commenting on the gaps and strategic direction needed for mental health reform in WA. Any further growth in mental health in the Department of Corrective Services will require an injection of funds which will be the subject of discussions with the Mental Health Commission</p>
<p>Rehabilitation</p> <p>10. The Department and Rangeview develop a coordinated throughcare model of managing remanded young people.</p>	<p>Supported in principle</p> <p>The Department is addressing this recommendation as part of the Redevelopment of Youth Custodial Services (Banksia Hill Redevelopment).</p>
<p>Health</p> <p>11. That the Department fund, implement and fill a position for a health promotion coordinator within youth custodial services</p>	<p>Not supported</p> <p>The Department does not believe a new position is required, however, the value of health promotion is recognised by the Department and will be addressed through the school curriculum (reflecting community standards).</p>
<p>Racism, Aboriginality and Equity</p> <p>12. There should be more recognition of Aboriginal culture within the Centre. This should include:</p> <ol style="list-style-type: none"> 1. The creation of an Indigenous Services Committee. 2. Displaying detainee artwork around the Centre. 3. The more frequent provision of traditional food, not only limited to special events such as NAIDOC week. 4. The promotion of an elders program. 	<p>Supported in principle</p> <p>The Department will explore strategies aimed at improving the recognition and acknowledgement of Aboriginal culture within the Centre.</p>

THE DEPARTMENT'S RESPONSE TO THE 2010 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>Rehabilitation</p> <p>13. That a suite of brief intervention programs be developed and provided to young people at Rangeview.</p>	<p>Noted</p> <p>The Department will explore strategies to provide brief intervention programs prior to making any commitment to support or progress the recommendation.</p>
<p>Care and wellbeing</p> <p>14. The Department and Rangeview encourage, resource and offer training to JCOs at Rangeview to become involved in organising more structured recreation opportunities for detainees.</p>	<p>Supported – existing Department initiative</p> <p>The Department believes it provides a reasonable level of structured recreation opportunities to detainees. The Department will look at methods for improvement.</p>
<p>Care and wellbeing</p> <p>15. Introduce more regular family days at Rangeview.</p>	<p>Supported in part</p> <p>The Department is exploring alternative strategies to facilitate family contact with detainees (ie - monthly barbeques).</p>
<p>Care and wellbeing</p> <p>16. Implement alternative social visit options such as internet-based visits using Skype.</p>	<p>Supported in principle</p> <p>Trials of internet-based visits will commence in October/November 2010. If the trials are successful and subject to funding capacity, internet-based visits will be progressively rolled out to all custodial institutions.</p>
<p>Correctional value-for-money</p> <p>17. That the Department of Corrective Services explore with relevant agencies options to reduce the conveyance of young people from youth custodial centres to the Perth Children's Court including:</p> <ol style="list-style-type: none"> 1. Dedicated video link facilities for court hearings and taking of confidential legal instructions (separate from video link facilities required for social visit or case management purposes); and 2. Development of a court facility at Banksia Hill. 	<p>Supported in part</p> <p>Audio Visual (AV) equipment and facilities already exist in Rangeview and all other custodial institutions. The Department is exploring expansion of usage of AV technology in consultation with the Department of the Attorney General. This may require upgrades to equipment, facilities and additional resources to properly coordinate AV appointments on behalf of all parties, and therefore is supported subject to the provision of additional funding by Government. Establishment of a court facility at Banksia Hill would require prior consultation with the Judiciary and additional funding if it was to proceed.</p>

THE DEPARTMENT'S RESPONSE TO THE 2010 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>Human rights</p> <p>18. The practice of sending young people on transports, into court holding rooms and court without shoes should cease.</p>	<p>Supported</p> <p>The Department has implemented this recommendation through a Superintendent's Notice.</p>
<p>Staffing issues</p> <p>19. That custodial staffing levels be such that the critical functions of reception, admission, induction, orientation, visit reception and the Special Purpose Unit can be undertaken without adversely impacting on other aspects of detainee management.</p>	<p>Supported in principle</p> <p>The Department is addressing this recommendation through the Redevelopment of Youth Custodial Services (Banksia Hill Redevelopment).</p>
<p>Staffing issues</p> <p>20. That the current one-to-eight staff to detainee supervision ratio be reviewed with a view to whether the ratio should be adjusted to bring it more in line with other jurisdictions.</p>	<p>Supported in principle</p> <p>The Department is considering this recommendation as part of the Redevelopment of Youth Custodial Services (Banksia Hill Redevelopment).</p>
<p>Staffing issues</p> <p>21. That teachers employed by youth custodial services be employed under the same conditions as state school teachers.</p>	<p>Supported in principle</p> <p>The Department is considering the current conditions applied to Department teaching staff.</p>

Appendix 2

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2007 RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
	Report No. 50, <i>Report of an Announced Inspection of Rangeview Juvenile Remand Centre.</i>					
1.	Correctional value-for-money That the Department commit to the construction of a suitable outdoor covered area at Rangeview Remand Centre as an urgent priority.				•	
2.	Care and wellbeing That Rangeview's observation cells be refurbished, or that 'safe cells' be built within the medical centre, to create an appropriate therapeutic environment for the management and monitoring of at-risk detainees.	•				
3.	Correctional value-for-money That the Department and Rangeview develop a master plan to address the immediate and future infrastructure needs of the Centre. This should include, but not be limited to, staff work space (offices, storerooms, amenities), interview rooms, detainee accommodation and facilities, and improvements to the education and programs spaces.			•		
4.	Correctional value-for-money The current proposal to construct a new girls' unit at Rangeview should be halted and alternative options for the accommodation of girls considered. Any new girls' unit must be resourced for appropriate staffing and services to meet the needs of the girls.			•		
5.	Staffing issues Staffing shortages at Rangeview should be addressed by the Department as a matter of urgency. These shortages relate to custodial officers generally, and female and Aboriginal custodial officers particularly.			•		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2007
RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
6.	<p>Staffing issues</p> <p>That the Mahoney funds allocated for training in the juvenile custodial centres be quarantined and preserved until such time as the proposed training unit can be staffed. In the meantime, alternative methods for addressing the deficits in recurrent training must be explored as a matter of urgency.</p>			•		
7.	<p>Staffing issues</p> <p>The positions of Security Officer and Training Officer at Rangeview should each become discrete, full-time and appropriately classified positions.</p>				•	
8.	<p>Administration and accountability</p> <p>The deficiencies of the Department's human resources administration system should be identified and rectified. These include delays in recruitment processes; delays in processing of employment contracts; delays in payment of salaries; and inaccuracies in job description forms.</p>				•	
9.	<p>Custody and security</p> <p>That processes are put in place for more systematic, structured and timely communication between custodial staff and non-custodial staff at Rangeview in relation to any security issues, special orders or issues relevant to the management of individual detainees.</p>		•			
10.	<p>Staffing issues</p> <p>That the Department advocates for its contracted teachers' period of service to be recognised by the Western Australian College of Teaching (WACOT).</p>		•			

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2007
RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
11.	Rehabilitation That the Supervised Bail Program be reviewed with regard to the need for legislative provisions enabling and circumscribing the program., the responsibilities of other relevant agencies (especially the Department for Child Protection, Western Australia Police and the courts), and the need for discrete resources and funding to maintain the program.		•			
12.	Rehabilitation That, while girls are being accommodated at Rangeview, a case manager position should be created, based at Rangeview, to address the case management needs of longer-term detainees and (particularly) the sentenced girls.		•			
13.	Rehabilitation The Department, together with the teachers at Rangeview, should investigate options for a broader range of education programs and activity options for the girls, in particular sentenced and long-term girls.				•	
14.	Staffing issues The position of Recreation Officer at Rangeview should be made full-time and appropriately classified, and be given some autonomy to manage a discrete budget to develop further recreational activities at Rangeview.			•		
15.	Care and wellbeing Rangeview's detainee telephone system should be replaced to ensure reliable access for detainees and the location for phones re-examined so as to facilitate convenient usage during recreation periods.			•		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2007
RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
16.	Health That the Department fund and implement an Aboriginal Health Worker position to enhance health services and health promotion within the juvenile custodial estate. In the interim, arrangements to access such services from appropriate community providers should be made.	•				
17.	Health That the Department fund and implement a dedicated Mental Health Nurse position for the juvenile custodial estate.	•				
18.	Health That the Department's Health Services Directorate develop and resource systems for data collection, analysis and research for juvenile health services, which may include collaboration with a suitable organisation or institution and could be broadened to apply also to adult prisoner health services.		•			
19.	Health That the use of recycled underwear at Rangeview ceases and all detainees (male and female) receive their own new underwear upon arrival which they retain for the duration of their stay.		•			
20.	Administration and accountability Rangeview should finalise its Standing Orders and Operational Procedures as a matter of priority. This should include updated Emergency Procedures with copies readily available in all work locations.				•	

Appendix 3

THE INSPECTION TEAM

Professor Neil Morgan	Inspector of Custodial Services
Ms Natalie Gibson	Director, Operations
Mr Bill Cullen	Director, Strategy and Research
Ms Lauren Netto	Principal Inspections and Research Officer
Mr Cliff Holdom	Inspections and Research Officer
Mr Joseph Wallam	Community Liaison Officer
Mr Kieran Artelaris	Inspections and Research Officer
Ms Elizabeth Re	Inspections and Research Officer
Ms Leah Bonson	Expert Adviser, Office of the Commissioner for Children and Young People, WA
Dr Bret Hart	Expert Adviser, North Metropolitan Area Public Health Service
Ms Dana McGrath	Expert Adviser, Council of Official Visitors
Ms Pam Simmons	Observer, Guardian Children and Young People, South Australia

Appendix 4

KEY DATES

Formal notification of announced inspection	26 February 2010
Pre-inspection community consultation	4 May 2010
Start of on-site phase	28 May 2010
Completion of on-site phase	2 June 2010
Inspection exit debrief	4 June 2010
Draft Report sent to the Department of Corrective Services	27 August 2010
Draft report returned by the Department of Corrective Services ¹³⁷	24 September 2010
Declaration of Prepared Report	18 October 2010

137 Following the return of the draft report by DCS, this Office engaged in negotiations with the Department in relation to their responses to some of the recommendations. As a result, an amended list of responses to the draft recommendations was submitted by the Department on 15 October 2010.



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

www.oics.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