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OFFICE OF THE INSPECTOR OF CUSTODIAL SERVICES

REPORT OF AN ANNOUNCED INSPECTION OF
WOOROLOO PRISON FARM



Report of an Announced Inspection of
Wooroloo Prison Farm

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The Inspector's Overview

WOOROLOO CONTINUES TO BE THE BEST MALE ADULT PRISON IN THE STATE.

The inspection of Wooroloo was the second “light touch” inspection carried out by this Office. The purpose and modus operandi of such an inspection was fully explained in the Inspector's Overview to Report 38 on Albany Regional Prison. This approach had facilitated our understanding of the strengths, weaknesses, achievements and needs of that prison, and the same approach was no less productive with Wooroloo.

Essentially, the management has clear understanding of their processes and their objectives. Wooroloo is a re-entry or releasing prison, and everything about the regime indicates that this is the case. Skilling and training opportunities are available; contact with the outside world to which prisoners will soon return is strong through a mature and well-run visits system; health services are good; a strong sense of fairness pervades the regime.

Naturally, there are some problems and these have been identified in the body of the Report. However, the key thing is that the management and staff seem to have the capacity to address constructively those of them that can be solved on site. Some issues require Head Office intervention, of course, and the resolution of these is subject to the usual budget constraints and prioritisation.

Our inspection occurred at a time when a perimeter security fence was being constructed around the whole prison site. This was by Government direction, in response to incidents in March/April 2005, involving escapes of life sentenced prisoners from minimum security prisons. This response was a knee-jerk one, ill-considered and wasteful of resources that could better have been spent elsewhere. However, there was no choice; the Prison simply had to cope with the potential disruption to regimes that this might cause. Typically, Wooroloo has turned this to good account. Without losing the benefits of good prisoner-prisoner and staff-prisoner interaction, overall security and separation of categories of prisoner have been improved. Also, community involvement in the Prison's activities has been retained, despite the potential reduction in access. The danger that prisoner-workers would spend excessive time getting to and from their workplaces has also been finessed, with the construction of a controlled pedestrian access gate through the perimeter fence to facilitate access – something that was not in the original plans but was developed at the Prison itself.

Wooroloo is a well-run, safe and positive environment. The main danger is that, because of these very factors and in the context of increasing population pressure across the WA prison system, the Department or the Government may succumb to the temptation to expand its population beyond what it can safely manage, thus putting its high performance level at risk. Whilst we were inspecting, preparations were under way to increase its capacity from 210 to 250; and higher figures than that were informally being bandied around in Head Office. Any such increase needs to be extremely carefully handled if the full benefits of a well-performing prison are to be preserved.

Richard Harding
Inspector of Custodial Services

22 December 2006.

Chapter 1

THE INSPECTION OF WOOROLOO PRISON FARM

A LIGHT TOUCH INSPECTION

- 1.1 After six years in operation, the Office of the Inspector of Custodial Services has undertaken at least one inspection of all prison facilities that were operational at the time of the Office's commissioning. A large number of facilities have also experienced a 'second-round' inspection that emphasised the assessment of each facility's progress against the recommendations made consequent to the inaugural inspection, as well as identifying any new issues.
- 1.2 At the beginning of 2006, the Office recognised that a number of prisons were performing very well in meeting their stated objectives and delivering services to prisoners. It was determined that these prisons were mature enough, in terms of their operational environment, to be more active in the inspection process and the concept of a 'light touch' inspection was developed for this purpose. The aim of this new approach is 'to enable a prison to tell its own story in its own way, to assess its own strengths and weaknesses, to inform us of its ambitions and hopes and how it will go about addressing them'.¹ For prisons subject to a light touch inspection the Office sees its role as assisting improvement rather than identifying serious operational risks.
- 1.3 A process has been developed to assess the suitability of a prison for participation in a light touch inspection. The decision is made on the basis of outcomes of previous inspections, the response and progress toward implementation of past recommendations, the regular liaison visits conducted on a continuous basis to the prison, the incident profile of the prison, reports from Independent Prison Visitors, a desk-top analysis of departmental documents and any other authenticated information that may be gathered throughout the three-year inspection cycle. The light touch inspection requires a thorough self-assessment to be conducted by the prison, with the on-site inspection confirming the prison's self-assessment. Pre-inspection surveys of both staff (uniformed and non-uniformed)² and prisoners³ remain a part of the inspection methodology and are important tools to confirm or challenge the prison's self-assessment outcomes and the inspection team's on-site observations.
- 1.4 The 2006 inspection of Wooroloo Prison Farm (Wooroloo) was only the second light touch inspection conducted by the Office, the first having been completed in February at Albany Regional Prison. As this Report will document, the light touch approach was successful at Wooroloo, with local management having completed a thorough self-assessment of the prison's performance. The inspection showed that Wooroloo draws upon the expertise of its whole body of staff; has appropriately devolved decision-making authority to those with the daily responsibility for the delivery of prisoner services; has good performance outcomes reported by prisoners; and has received positive feedback from community consultation.

1 Inspector of Custodial Services, *Wooroloo Prison Announced Inspection Exit Debrief* (10 April 2006) 2.

2 Pre-inspection staff surveys were distributed to all staff on 18 February 2006 for return by mail or fax within two weeks. Thirty-eight per cent of surveys were returned.

3 Inspection team members conducted the pre-inspection survey of 65 prisoners (38% of the population on that day) on 15 February 2006.

WOOROLOO PRISON FARM

- 1.5 Wooroloo is located 55 kilometres north-east of Perth. It consists of about 4,500 acres of land, with 1,500 acres being actively utilised for grazing and pasture livestock to feed prisoners throughout the state. The prison consists of a number of heritage-listed buildings that had previously been used as a tuberculosis sanatorium, as well as buildings that have been constructed more recently for custodial purposes. At the time of the inspection the prison was undergoing a phase of significant redevelopment, in part to accommodate an increased demand for prisoner accommodation. The redevelopment includes additional accommodation areas, installation of a security perimeter fence, works to the education and programs areas and the construction of a new health and reception centre.
- 1.6 A prison work camp located at Kellerberrin also falls within the management of Wooroloo. The camp accommodates up to 12 prisoners at an old school site in the township. The camp is staffed by one officer, from a pool of three work camp officers (plus one relief officer). At the time of the inspection eight prisoners were located at the camp. The role of the camp and how it is integrated into the re-entry strategies of the prison system will be discussed in Chapter Five.
- 1.7 Wooroloo's Business Plan articulates the role for the prison within the context of the broader Western Australian prison system. It states three key objectives of the prison as:
- ∑ to manage minimum-security male prisoners in an open environment;
 - ∑ to operate as a re-entry facility for prisoners back into the community; and
 - ∑ to provide specialist programs to address offending behaviour.⁴
- ∑ One aspect of the inspection was to assess to what extent Wooroloo fulfils these strategic objectives, an analysis of which can be found in the relevant chapters of this Report.
- 1.8 The allocated budget for the prison in the 2005–2006 financial year was \$7,926,000. Deducted from this budget is the revenue that the prison is expected to make from its various primary and secondary industries, a total of \$1,236,000, leaving a net appropriation of approximately \$6,900,000. This allocation is based on the prison accommodating 175 prisoners: a number that Wooroloo routinely exceeds. The prison is therefore not receiving resources commensurate to its actual population.
- 1.9 At the time of the inspection Wooroloo had an approved prisoner population capacity of 206 prisoners, but on 3 April 2006 – the first day of the inspection – 211⁵ prisoners were accommodated on site. Of these 211 prisoners, 26 were Aboriginal. A census of prisoners accommodated at Wooroloo on 31 December 2005 (a total of 169 prisoners) revealed a number of characteristics about the typical Wooroloo prisoner. First, it showed that 92 per cent (155 prisoners) had their usual place of residence in the Perth metropolitan area.

4 Department of Justice, Prisons Division, *Wooroloo Prison Farm Business Plan 2005–2006* (undated) 1.

5 This was the number actually accommodated on site at Wooroloo itself. A further nine prisoners were accommodated at Kellerberrin Work Camp and one at Joondalup lock-up which brings Wooroloo's total population count to 221.

Only three prisoners⁶ had their usual place of residence in the Central region of Western Australia and two⁷ were from the Kimberley. The remaining three prisoners came from outside the state. The same census showed that most prisoners were serving relatively short terms in prison. Of the 169 prisoners, 133 (79%) were serving minimum sentence lengths of less than two years.⁸ Owing to the prohibition on Wooroloo accommodating prisoners that have committed sex offences, the majority of prisoners had been convicted of offences related to drugs (26%), violence or robbery (22%), stealing (21%), and breaching good order offences (17%).

- 1.10 The Department of Corrective Services ('the Department') has plans to increase the approved prisoner capacity in the near future, initially to 215 and then to 250. There are a number of issues and concerns surrounding this proposal, most importantly infrastructure, security and service delivery implications, each of which will be discussed in the relevant chapters of this Report.
- 1.11 The staffing levels for the prison are also based on a prisoner population of 175. At the time of the inspection the approved full-time equivalent (FTE) positions for staff at Wooroloo was 79, which included two full-time escort officers and one canine handler. The FTE allocation was for all categories of staff – that is, uniformed and civilian – although it did not include some staff that routinely work on site but were funded either through contracts (such as re-entry providers) or through other sections of the Department (such as programs). A review had already been conducted to assess the needs of the prison when the approved population increases to 215; at this time the FTE will increase to 92, plus one additional position of canine handler. The Department has progressively developed the recurrent staffing needs – for uniformed and non-uniformed staff and service providers. As yet there has been no assessment of need for the increase in population to 250, although the need for such a review has been recognised.
- 1.12 Kellerberrin Work Camp is funded and staffed separately based on a population of 12 prisoners. On the first day of the inspection the camp was accommodating nine prisoners. The camp had an allocation of four FTE, incorporating three full-time positions and one relief officer.

FINDINGS FROM THE FIRST INSPECTION OF WOOROLOO

- 1.13 At the conclusion of the first inspection in 2002, Wooroloo was assessed and ranked as a well-performing prison. The factors that were highlighted as contributing to this were 'good case management; excellent visiting arrangements; imaginative development of a drug-free accommodation area and regime; a reasonably effective anti-bullying policy that targets predators; robust education services; a strengthening commitment to offender programs; and work opportunities'.⁹

6 One Aboriginal prisoner and two non-Aboriginal prisoners.

7 One Aboriginal prisoner and one non-Aboriginal prisoner.

8 Note that this is not the total time that the prisoner would be accommodated at Wooroloo. Prisoners would generally begin their sentence at a higher security level and be transferred to Wooroloo later in the minimum sentence term.

9 Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Wooroloo Prison Farm – October 2002*, Report No. 17, (July 2003) iii.

1.14 There were, however, some areas of service delivery that were identified as requiring some attention and this resulted in nine recommendations being made. The areas of concern in 2002 were:

- departmental human resources planning;
- the need for a refocus on resettlement;
- equity issues relating to Aboriginal access to better levels of accommodation;
- operation of the reception and orientation processes;
- the organisational arrangements for offending behaviour program delivery;
- departmental work camp policies and philosophies;
- the need for a farm plan for the prison system's prison farms;
- deficits in the delivery of mental health services; and
- ongoing assessment of the drug management strategies employed at the prison.

1.15 The extent to which the Office examined the progress of Wooroloo against the 2002 recommendations was influenced by the findings of the Mahoney Inquiry into the justice system¹⁰ and the Directed Review conducted by this Office.¹¹ These reviews were conducted in response to a series of incidents which demonstrated that management of the system had, in many respects, broken down and required urgent action. In the course of these reviews, the recommendations made by this Office in its preceding 29 inspection reports and thematic reviews were brought together under nine main themes and negotiations were undertaken with the Department about how it would progress these broad strategic goals, rather than addressing the individual recommendations contained in each report.

1.16 For this reason, while the recommendations made during the 2002 inspection of Wooroloo remain relevant this Report does not feature any detailed analysis of the progress made toward implementation of each individual recommendation. As a general statement, however, most of the issues raised by the 2002 recommendations had been addressed to some extent and it was found that progress had been made toward improving the services.

10 His Honour Dennis Mahoney AO QC, *Inquiry into the Management of Offenders in Custody and in the Community*, (Perth, November 2005).

11 OICS, *Directed Review of the Management of Offenders in Custody – November 2005*, Report No. 30 (November 2005).

Chapter 2

SECURITY AND SAFETY

FINDING A BALANCE: DYNAMIC SECURITY VERSUS PHYSICAL SECURITY

- 2.1 Wooroloo is a minimum-security facility,¹² meaning that it is designed for prisoners ‘presenting a low risk of escape and/or a low risk to the safety of the public in the event of an escape’. These prisoners require ‘a low degree of supervision and control within the prison and ‘can reasonably be trusted in open conditions’.¹³ In the context of the inspection of a minimum-security facility where prisoners are preparing for and nearing release back to the community, it is expected that a degree of normalisation in the physical environment should be evident and that prisoners are given a greater degree of trust to conform with rules and more responsibility over their movements within the permitted boundaries of the facility. This means that a minimum-security facility should rely less upon physical barriers and more on dynamic measures (such as interaction with staff, good intelligence gathering and non-intrusive monitoring of behaviours) for the control of prisoners and the security of the facility.
- 2.2 Following a number of high profile escapes from minimum-security prisons in 2004–2005 the government made the policy decision to construct fences around these facilities. At the time of the inspection of Wooroloo the perimeter fence was under construction. While the utility of the fence could not therefore be examined, its construction raised a number of practical operational issues that will be examined in this Report. The focus that should not be lost in the examination of these matters is that ultimately Wooroloo is a minimum-security facility and so there must be a balance between the appropriate physical security features and the dynamic interaction that has been a key contributing factor to its good performance found in the previous inspection.¹⁴
- 2.3 A primary concern from staff was that the construction of the fence would negatively impact on the good operational culture of the prison. It was most often explained in terms of a change in the philosophy of Wooroloo from one where there is a degree of trust and responsibility placed on prisoners as they prepare for release to one where the opportunity for this aspect of rehabilitation would be eroded. The concern extended to the perceived inevitability that prisoners who would not have previously been assessed as appropriate for transfer to Wooroloo would now be sent, as the fence would minimise the risk. While this Office supports the increasing the proportion of prisoners being held at minimum-security, this should only be done in a gradual, controlled and planned way.¹⁵
- 2.4 The inspection found that Wooroloo had an appropriate focus on interaction between staff and prisoners to ensure an environment that was mutually respectful and safe, balanced with procedural and physical security. This was supported by pre-inspection surveys, in which 92 per cent of prisoners and 85 per cent of staff¹⁶ felt safe at Wooroloo at least most of the time.

12 Kellerberrin Work Camp is also considered a minimum-security facility, but the criteria for prisoner placement differ to that for a prison and will therefore be discussed separately.

13 Department of Corrective Services, Director General’s Rule 14. See also OICS, *Directed Review of the Management of Offenders in Custody – November 2005*, Report No. 30 (November 2005) [2.70].

14 See OICS, *Report of an Announced Inspection of Wooroloo Prison Farm – October 2002*, Report No. 17, (July 2003) [3.63]–[3.73].

15 OICS, *Directed Review of the Management of Offenders in Custody – November 2005*, Report No. 30 (November 2005) 18.

16 This combines the responses that 82 per cent of custodial staff and 88 per cent of non-custodial staff felt safe most of the time.

- 2.5 Despite these concerns, prison management and staff have come to recognise that some practical benefits may arise from the installation of the fence. The most obvious benefit will come from the restriction of unnecessary public movement within operational areas of the prison grounds, which currently occurs due to the shared nature of some facilities on the site. All entry will eventually be through a gatehouse on the perimeter of the fence, although this is not likely to be completed for some time. The current plans propose that the gatehouse will monitor all security electronics, be responsible for an improved method of key control and control movements of persons on and off the site. There may also be the implementation of better tool controls, because the majority of prisoner work locations are situated outside the perimeter.
- 2.6 While the inspection found that current internal procedural security was of a good standard, the construction of the fence also has the potential to produce significant improvements. One of the main technological devices used at Wooroloo is the Personal Identification Device (PID) worn by prisoners to detect their location within the prison and alert staff to any movement outside the permitted areas. While the system has distinct security benefits,¹⁷ it has also experienced issues in operation, most significantly the high number of false alarms indicating movement outside the prison grounds. The construction of the fence should not mean that PID should be discarded and total reliance be placed on the fence. The constant legitimate movement of prisoners outside the fenced area combined with the benefits that Wooroloo has experienced from the PID system require it to remain a part of its security and safety strategy. However, PID should be upgraded to improve its reliability.

SAFETY

- 2.7 Following incident in March 2005 at Bunbury Regional Prison where a prisoner assaulted a female education worker¹⁸ the Department conducted a statewide review of security procedures for staff, particularly non-custodial staff. This resulted in a number of changes to prison operations, including the distribution of compulsory duress alarm devices to all non-uniformed staff in prisons. At Wooroloo all staff in administration, education, programs and industry areas who do not carry radios are issued with Monitor Officer Transmitters (MOT) for their personal safety. The duress system operates in concert with the PID system that monitors prisoner movements. During the inspection a number of limitations were identified with the MOT.¹⁹ The systems are triangulated on-site; that is, not by use of a global positioning system (GPS) via satellite. This Office considers that GPS triangulation of MOTs should be standard practise in all prisons across Western Australia. The inspection team was informed that because of its prisoner profile and low-risk environment, the upgrade of Wooroloo's MOT system was not a priority. Nonetheless, the Department should ensure that the project to improve safety systems is fully implemented and that resource pressures over time do not result in some prisons being neglected.

17 Due to possible security implications the details of the practical security use of the PID system will not be detailed in this Report.

18 See OICS, *Report of an Announced Inspection of Bunbury Regional Prison – December 2005*, Report No. 33 (July 2006).

19 Due to possible security implications the details of the limitations of the MOT will not be explored in this Report.

- 2.8 As stated above, the vast majority of staff and prisoners reported feeling safe at Wooroloo most of the time. In the case of prisoner safety, this may partly be attributed to the prison's strong anti-bullying policy. The inspection team was shown many examples where an identified bully was removed from the prison rather than the victim. The prison also showed that it used intelligence information proactively to deal with bullying, rather than simply being reactive to reported incidents. This is an example of good practice. However, the Office was concerned about the pre-inspection prisoner survey results which reported an increase in bullying by some staff toward prisoners. During the inspection, prisoners who chose to speak about bullying by officers identified the problem as being primarily limited to a small number of individuals. Wooroloo management should be aware of individual officer behaviour and address bullying of prisoners appropriately under the anti-bullying policy.
- 2.9 The Department has determined that because of the increasing prisoner population and demands on existing facilities, the approved prisoner population for Wooroloo will rise, initially to 215, and subsequently to 250. When introducing these new operational thresholds, the Department must carefully consider the safety implications to both staff and prisoners. It is clearly a more complex task than providing more uniformed staff to meet an agreed ratio of staff to prisoners. Additional education, health and programs infrastructure form part of the building program at Wooroloo in line with additional accommodation being added. In addition, while Wooroloo currently has an exemplary prisoner employment program (with 100 per cent of prisoners in meaningful employment),²⁰ this will need to be carefully managed if the population increases. A lack of meaningful activity that leaves prisoners unoccupied during the day can have potential negative consequences for safety of staff and prisoners.

EMERGENCY MANAGEMENT

- 2.10 Given its rural setting, bush fires are a central concern for Wooroloo. Having experienced two major bush fires in the last decade, the prison's capacity to effectively participate in fire-fighting and ensure the safety of staff and prisoners is important. Wooroloo has an excellent reputation within the local community through its participation to the local Bush Fire Brigade. The prison's capacity to fight fires on-site is compromised, however, by an identified deficiency in the water pressure of some of the on-site fire hydrants. The pressure does not meet Australian Standard 2419.1 and in 2005, 90 per cent of Wooroloo's fire hydrants failed pressure tests. A budget submission to the Department for funding in the 2005–2006 financial year to rectify this (along with other fire equipment deficiencies identified by FESA) was rejected. Given the history of fires in the area, this high-level risk must be rectified before the next fire season.
- 2.11 While bush fires are the primary risk faced by Wooroloo and prisoners are generally able to evacuate their cells in the event of a building fire (because they are not locked down), the need for a number of staff to be trained in the use of breathing apparatus for the purpose of saving lives should not be discounted. While the necessity of such training may be less

20 See Chapter 5 regarding recreation activities at Wooroloo.

than in a secure facility, staff or prisoners may still become trapped in buildings by fire and require rescue. A safety-first approach requires that sufficient staff be trained in the use of breathing apparatus to cover all shifts. This is an issue that the Department must address across the whole system.

INTELLIGENCE

- 2.12 With an average of 18 reports per month, the frequency of information reports being collected at Wooroloo is appropriate. The content of the reports is also appropriate in that it is genuinely collected intelligence rather than event reports (which should be documented elsewhere). Searches were also being managed appropriately by Wooroloo staff. Documentation supplied showed that an average of six cell searches per day was being conducted in Unit A and 12 in Unit B. The relatively recent introduction of the Passive Alert Detection (PAD) dog had also contributed to search efforts, with more random searches of common areas conducted. The PAD dog has also enhanced the prison's capacity for drug detection during visits sessions, which has resulted in a marked decrease in the return of positive samples from random urine testing.²¹
- 2.13 A large proportion of the prisoner population work in the industrial workshops, using tools of trade. At the time of the inspection, Wooroloo conducted only random tool counts in the industrial workshops to ensure all tools were accounted for, but conducted several checks throughout each day to account for all knives in the kitchen. Improvements should be made to the system for accounting for tools in workshops, including the introduction of shadow boards and daily tool counts being lodged with the security manager.

PROSECUTIONS

- 2.14 The number of charges laid at Wooroloo is generally quite low (58 charges having been laid in 2006 up to the date of the inspection) and are predominantly drug-related (with 98 per cent of all charges being laid under s 70 of the *Prisons Act 1981 (WA)* for drug detection or possession). However, hearings on these charges are not always held as expeditiously as they should be. Probably as a result of the low number of charges, the Superintendent's hearing only occurs on an 'as needs' basis and the timing of hearings must be arranged in coordination with Acacia Prison for the use of its punishment cells (Wooroloo does not have adequate punishment facilities). In addition, although there were three qualified prosecution officers at Wooroloo at the time of the inspection, the position was not rostered. The routine processing of charges and preparation for hearings clearly cannot occur if the relevant officers are not available.
- 2.15 While management were generally willing to provide relief for one of the trained prosecution officers, this could not always take priority in an operational prison environment. The quantity of charges being processed does not justify a dedicated full-time rostered position; however, the routine rostering of one eight-hour shift per week would enable disciplinary duties to be undertaken in an organised way and enable officers to assist with other security functions.

21 See further comments regarding use of the PAD dog in Chapter 3.

CONCLUSIONS

- 2.16 The inspection found that overall Wooroloo had appropriate security and safety practices and procedures. Some examples of good practice included random daytime roving patrols, routine night patrols of the entire prison precinct, proactive intelligence procedures, rare use of force incidents and strong and developing anti-bullying strategies.
- 2.17 In a minimum-security environment the use of control and dynamic security measures should form the primary tool for the security and safety of staff, prisoners and the community. The use of any physical security measures should be balanced with this focus to ensure that the goal of rehabilitation and preparation for release are not unduly compromised. With the inherent identified benefits of the introduction of the fence at Wooroloo, this goal should not be forgotten and the appropriate placement of prisoners at the facility should mean that there is no erosion to rehabilitative principles that has seen Wooroloo assessed as a good performing prison.
- 2.18 Bush fires present a real risk to Wooroloo and the prison has performed well in taking proactive steps to ensure staff and prisoners are trained in how to act in the event of a fire. The need for staff to have the capacity to rescue a person trapped in a burning building must be addressed as a priority, as it presents a real risk to the safety of staff and prisoners.

Chapter 3

CARE AND WELLBEING

- 3.1 In providing for prisoners' care and wellbeing the Department aims to ensure that their emotional, physical, spiritual and cultural needs are acknowledged and appropriately addressed. This can necessarily involve a wide range of services and can vary significantly from prisoner to prisoner. *The Standard Guidelines for Corrections in Australia*²² also state a number of specific service areas that constitute care and wellbeing for prisoners. These include standards that apply to accommodation, food, spiritual needs, psychological needs, drug management, health services and recreation.
- 3.2 An important factor in the provision of these services is the consideration of the environment in which they are being delivered. In the case of Wooroloo, this is a minimum-security environment where prisoners are prepared for release back into their community. This requires the services to be available in a way that allows for a level of self-determination for prisoners and the need to balance the security and safety needs of a prison setting with the rehabilitative and re-entry focus of the facility.

RECEPTION AND ORIENTATION

- 3.3 The 2002 inspection of Wooroloo recommended that the reception and orientation procedures required review 'to ensure that the processes are maintained at a contemporary level and that the needs of non-English speaking prisoners or those with physical or psychological impediments are not disadvantaged'.²³ The 2006 inspection found that a number of improvements had been made to the reception and orientation procedure in response to the Inspectorate's earlier recommendation.
- 3.4 The orientation of prisoners now occurs in a variety of settings over a two-day period, rather than endeavouring to impart all the required information in a formal setting and over a short timeframe. This assists in addressing the special needs of those prisoners who do not speak English well (or at all) or who have disabilities. Wooroloo reception staff examine the list of anticipated new prisoner arrivals well in advance to identify any special needs that may need to be addressed. The effort made to engage an interpreter for the recent influx of Indonesian prisoners and to translate the orientation booklet was a good initiative and demonstrated the prison's efforts to respond to the 2002 recommendation.
- 3.5 The new orientation procedure was introduced in March 2006, and the problems with the earlier procedure identified in the first inspection were still resonating with prisoners. The pre-inspection prisoner survey (conducted in February 2006) indicated that prisoners still did not recognise the formal orientation process as a valuable source of information upon arrival at Wooroloo. Only 29 per cent of respondents indicated that they could recollect received information from peer support prisoners, 28 per cent from prison officers and 12 per cent from written information. Overwhelmingly, respondents stated that other prisoners were their primary source of information (72%). The survey confirmed that a new reception process was required, and hopefully the changes that have been made will have a significant impact for new arrivals at Wooroloo.

22 Revised 2004. The Guidelines are a set of standards that articulate the goals that all corrective service providers in Australia, including the Department, have committed to upholding.

23 OICS, *Report of an Announced Inspection of Wooroloo Prison Farm – October 2002*, Report No. 17, (July 2003) recommendation 4.

ACCOMMODATION, FOOD, SPENDS AND RECREATION

- 3.6 Since the 2002 inspection, all accommodation at Wooroloo has been developed as single cell (rather than double bunking).²⁴ This has contributed to the feeling of safety expressed by the majority of prisoners and has also resulted in a substantial improvement in the responses with regard to accommodation in the pre-inspection prisoner survey.²⁵ With the proposal to increase the prisoner population it is unlikely that the prison will be able to maintain this standard.
- 3.7 The hierarchical regime for access to a better standard of accommodation tends to bottleneck at Wooroloo due to the limited number of self-care beds (25 beds in one unit and 11 beds in another). While the cells were similar for those on the standard and self-care levels, those in self-care have access to a higher level of other privileges. Self-care is so sought after that there is an ongoing waiting list in excess of 50 prisoners. The prison has a system of admitting prisoners into the 25-bed unit on a rotating basis from three lists: those on an intensive drug program (with half the beds reserved for these prisoners); those transferring to Wooroloo from self-care in another prison; and prisoners already at Wooroloo that have progressed to the highest privilege level. Prisoners are generally only able to move into the 11 bed unit from the 25 bed unit and turnover is very slow.
- 3.8 There are a number of issues with regard to the use of the 25-bed unit for intensive drug program prisoners that will be discussed in more detail in relation to drug treatment management.²⁶ In an effort to alleviate some of the pressure for self-care beds, management expanded the availability of 'semi-self-care' beds in what was previously a standard accommodation cell block. While the effort of management to provide some form of incentive for prisoners is commended, as a releasing prison with the objective of reintegration into community life Wooroloo has a shortage of adequate self-care accommodation. It was noted that a new 18-bed self-care unit was being planned for the future, but the issue needs to be confronted with more urgency and the reassessment of the use of self-care accommodation for the purposes of a drug free unit (DFU) reviewed.²⁷ In the meantime, the Department should support plans for expanded self-care facilities and ensure that an appropriate level of self-care accommodation is established to cater for future population increase.
- 3.9 Meals are prepared and served fresh daily at Wooroloo, and this was a large factor in accounting for the general prisoner satisfaction with food and diet. The pre-inspection prisoners' survey reported that 89 per cent of respondents found the quantity of food supplied to be either 'very good', 'good' or 'ok', and 86 per cent found the quality of food to fall into one of these categories. Wooroloo is one of the few prisons that provides supper in the evenings, in addition to dinner. This is a frequent issue for prisoners, who are

24 A small number of double cells are still available, but are only used if requested by family members or for special instances where prisoners need support.

25 With 89 per cent of respondents in 2006 stating that accommodation is 'OK' or better compared with 55 per cent of respondents in 2002.

26 See [3.18]–[3.23] below.

27 Ibid.

CARE AND WELLBEING

generally fed quite early in the evenings (around 5.30 pm) to accommodate shift changes and have no access to food until breakfast the next morning. The availability of special diet meals was good, although the on-site nurse manager did identify some improvements that could be made. Efforts should be made to allow the medical and kitchen services to work together to achieve a further improvement in this area.

- 3.10 The canteen coordinates both the regular canteen service for prisoners as well as the town spends service that permits prisoners to request special items (with approval). Prisoners who are on the standard privileges regime access the canteen once per week and those on the enhanced regime have two opportunities per week. The canteen is staffed by only one officer, which means no direct supervision is possible of the canteen queue or prisoners leaving with their purchases. This opens the possibility of stand-over and bullying for purchased items. While the strong anti-bullying culture of Wooroloo seems to prevent this routinely occurring, the prison must continue to monitor the situation to ensure that it does not become a problem.
- 3.11 Recreation is well-organised at Wooroloo and since the time of the 2002 inspection both the variety of options available and the access of prisoners has improved. The pre-inspection prisoner survey supported the improvements observed during the inspection. In 2002, 79 per cent of respondents stated that access to active sport was adequate and only 57 per cent for other (passive) forms of recreation. In the 2006 survey, 89 per cent of respondents stated that there was sufficient access to the library, gymnasium and also organised recreation, and 92 per cent stated that they had sufficient access to the oval. In addition to activities available on-site, prisoners are chosen to participate in local community sporting competitions. Wooroloo has a very active recreation officer who makes himself available for organised activities outside of regular hours and has a well-organised and committed team of ten prisoner employees.

MAINTAINING RELATIONSHIPS

- 3.12 The visits environment at Wooroloo was very positive. The physical setting is pleasant for families attending the prison, staff conduct their duties respectfully and the prison facilitates all visits where possible (such as allowing visits when bookings have not have been made in advance and providing a bus service from Midland on Sundays). Outcare Inc. provides support services to families on-site and reported a positive working relationship with prison management and staff. The inspection findings were supported by the results of the pre-inspection prisoner survey in which 90 per cent of respondents who received visits stated that they were happy with their access to visits. The high usage of the visits facility, with over 100 visits taking place on each weekend day attended by approximately 300 visitors, was further evidence of the high standards of visits.
- 3.13 At the time of the inspection each visits session was staffed by 11 uniformed staff members. Of these, two must remain in the visits reception area, two are deployed to PAD dog activities and two conduct roving patrols of the prison site, leaving only five officers to monitor 300 visitors. The activity was understaffed and a review should be conducted with a view to increasing the roster during the busiest visits periods.

3.14 The introduction of the PAD dog has also resulted in a higher utilisation of non-contact visits rooms. Should the PAD dog make a positive indication to a visitor, a pat-down search must be agreed to and a non-contact visit is offered. At present there are only three non-contact rooms at Wooroloo, which is not enough to meet the increased. This resulted in visitors being turned away. With the introduction of PAD dogs across the system it is incumbent upon the Department to ensure that appropriate facilities are available to facilitate non-contact visits, given that it has determined the policy that in the event of such an indication a non-contact visit is the only option offered.

HEALTH SERVICES

Medical Services

- 3.15 The health services at Wooroloo had significantly improved since the time of the last inspection. A regular psychiatric service was now visiting the prison and a mental health nurse worked on-site. Another improvement that was praised by prisoners was the resumption of responsibility for medical transport services by the prison, rather than a contracted service (by AIMS Corporation). Prisoners reported improved comfort, amenity, reduce use of handcuffs and the taking of the direct route to their appointments rather than having to travel along the whole route of the transport via other prisons, courts or other places. Despite the improvements, prisoners were still generally concerned about their access to specialist health services, with 15 per cent of pre-inspection survey respondents indicating a concern about access to general specialist services and five per cent a concern about psychiatric access.
- 3.16 Access to dental health services had improved since the time of the last inspection through the use of services at neighbouring Acacia Prison,²⁸ but prisoners were still most concerned about the lack of access to this health service more than any other at Wooroloo. The pre-inspection prisoner survey indicated that 30 per cent of prisoners were concerned about accessing dental services. Dental Health Western Australia (DHWA) provides dental services for prisoners through the allocation of one full-time equivalent dentistry team (comprising one dentist and one dental assistant) to service the needs of all prisoners in the state – more than 3,500 individuals at any one time. This is a stark contrast to the community health model where DHWA allocates one dentist for every 880 patients.²⁹ It would seem that the dental needs of prisoners are severely under-resourced and should be addressed by the Department as the agency with statutory responsibility for prisoner health.³⁰
- 3.17 Many of the operational improvements in the health service can be attributed to the appointment of a new permanent Clinical Nurse Manager. Systems introduced included an appointment system for doctors and specialists, as well as another for nursing appointments. Health promotion was also much more active than had previously been observed, and included the introduction of a weight loss clinic and sleep management clinic. Each

28 The Department entered into an agreement with Acacia to use its dental services on a pay-for-service basis, but is not subject to separate funding by Treasury. This can service the emergency dental needs of six to eight prisoners per fortnight.

29 Information provided by Health Services division, Department of Corrective Services.

30 *Prisons Act 1981* (WA) s 38(1).

nursing staff member has an area of specialist responsibility (such as infection control and occupational health and safety) and manages information and services for that area. The efforts made by this recently appointed manager were recognised by the Inspector in his Exit Debrief at the conclusion of the inspection.

- 3.18 The medical centre was integrated into the release planning process and links prisoners to relevant community health services. Prisoners on regular medication were provided with a week's medication upon release to give them time to attend a pharmacy in the community. Where possible health service nurses would identify health services in the prisoner's local area in the community for any medical needs. The staff within the drug treatment area also has strong community links with drug and alcohol services and the new mental health nurse is also developing similar community links. There were some identified areas of weakness in links to the community, but the new nurse manager recognised these and had plans to improve this area of services as well as prisoner discharge planning.

Management of Drug Treatment Services³¹

- 3.19 Nursing staff at Wooroloo estimated that at its lowest level, 68 per cent of prisoners present with alcohol and/or drug problems, and up to 83 per cent at its highest.³² Trends identified by management in the Wooroloo Business Plan included an increase in drug- and violence-related offenders and an increase in drug usage. At the time of the inspection no evidence was found that drug use was a larger issue than had previously been the case in the relatively open Wooroloo setting. While the prison performed well in implementing security measures to address drug use within the prison,³³ it failed to adequately address its stated rehabilitative goals of delivering an intensive substance use program; operating a drug free unit (DFU); and providing uniformed staff that have received specialist training in drug awareness and management.³⁴
- 3.20 At the time of the first inspection the Justice Drug Plan had only recently been introduced at the prison, and the holistic approach to drug use that included supply reduction, demand reduction and harm minimisation initiatives³⁵ had yet to be embedded. As a result, the 2002 inspection found that participation in drug programs was not fully understood or supported by staff and a recommendation was made to progress the strategies in the Justice Drug Plan.³⁶ The 2006 inspection found that there had been an improvement in staff understanding and support for the approach and a local drug management plan had been developed. Overall, practices within the prison were consistent with the plan but were not all applied with equal effectiveness. The security measures aimed at reducing supply were particularly sound

31 The Inspector wishes to acknowledge the contribution of Ms Dace Tomsons, expert advisor from the Drug and Alcohol Authority, for her assistance during the inspection.

32 Clinical Nurse Manager, Wooroloo Prison, *Report Prepared for the Inspector of Custodial Services*, 2 April 2006.

33 These issues are more fully discussed in Chapter 2 of this Report, but include the introduction of a PAD dog, the use of PID, the new fence construction, the use of physical random searches of cells and the general prison areas and the good use of intelligence.

34 Department of Corrective Services, Prison Division, *Wooroloo Prison Farm Business Plan 2005–2006* (undated).

35 The National Drug Strategy 2005–2009 is based on a three-pronged approach to drug use. The Justice Drug Plan mirrors this approach.

36 OICS, *Report of an Announced Inspection of Wooroloo Prison Farm – October 2002*, Report No. 17, (July 2003) recommendation 9.

and appropriate to the minimum-security environment; however, the demand reduction initiatives and harm reductions strategies were less successful, with an under-supply of drug treatment programs and individual counselling. Prisoner education programs were being more effectively used, with prisoners reporting good access.

- 3.21 The DFU was the subject of positive comment at the 2002 inspection as a promising new initiative for drug offenders that endeavoured to mirror treatment programs for sex offenders and violent offenders.³⁷ Prisoners seeking admission to the self-care DFU had to demonstrate abstinence through regular drug testing and participation in an intensive 100-hour program and were supported by a training course for staff. Unfortunately, the concept of providing prisoners with the opportunity to undertake treatment programs in a supported drug free environment was found to no longer to exist at the time of the inspection. This was due in large part to the pressure for general self-care beds in the Western Australian prison system. The DFU has become, in the words of one officer, 'just another place to live'. Other than an increased frequency of urine testing, prisoners in DFU are not subject to any other requirement for placement there, and it is seen as a shortcut to self-care. This was supported by the pre-inspection staff survey, in which only 13 per cent of respondents rated the unit a success.
- 3.22 Since the introduction of the DFU at Wooroloo in 2002, similar units have been established in prisons across the state, and concerns about their operation have also arisen and been reported on by this Office.³⁸ The Department has never comprehensively evaluated the established DFU program in Western Australia. It is recommended, therefore, that an evaluation of the units should be conducted at a state level and not merely at Wooroloo. In the interim, Wooroloo should review the current use of its self-care bed spaces and assess whether the continuation of the DFU is best use of a limited resource.
- 3.23 Due to the open nature of the prison, Wooroloo has a high rate of urine testing, with an average number of 32.17 tests per week over a 12-month period.³⁹ This figure included the prevalence testing required by the Department, all prisoners accommodated in the DFU and all prisoners who return from a leave of absence from the prison. The testing resulted in an average of 12 per cent of those being tested being charged for a drug-related offence. Wooroloo also employed a high level of use of random breath testing, with a total of 7,296 tests being conducted from 1 December 2005 to 28 February 2006. Prisoners reported that this was an effective deterrent to participation in unlawful drinking of alcohol.
- 3.24 As a minimum-security prison it was also important for Wooroloo to provide appropriate re-entry services to prisoners with drug issues. Prisoners whose offending is drug-related are at high risk of reoffending⁴⁰ and post-release engagement in treatment and programs

37 Ibid., iii.

38 See OICS, *Report of an Announced Inspection of Bandyup Women's Prison*, Report No. 36 (June 2006) [3.102]–[3.108] and *Report of an Announced Inspection of Albany Regional Prison* (currently in press) [4.21].

39 Beginning 27 September 2004 and ending 15 September 2005.

40 Estimates of prisoners with drug use problems can be as high as 80 per cent. Approximately two-thirds of these prisoners will reoffend or otherwise fail to comply with their conditions of release and return to prison: Ali R & Henry Edwards S, presentation to the *Drugs Round Table Forum – Drug Treatment in Correctional Settings*, 12–13 February 2003.

has been shown to reduce this risk.⁴¹ Within Wooroloo appropriate support services are provided to prisoners by Palmerston, Holyoake and Cyrenian House; however, as was the case in 2002, demand for services far outweighed supply and there were waiting lists for places in the 'Prison to Parole' programs offered by these agencies in the community.

SUPPORT SERVICES

Prisoner Counselling Service

- 3.25 Prisoner Counselling Service (PCS) staff were on-site at Wooroloo two days per week, which appeared to be meeting the needs of the prisoner population. Compared to other (and particularly higher security) prisons, relatively few prisoners at Wooroloo required PCS intervention, with only four prisoners being on the At Risk Management System (ARMS) in the 12 months prior to the inspection.⁴² The pre-inspection prisoner survey supported this, with 69 per cent of respondents stating they had never used the PCS. The prison did not have any observation cells for at risk prisoners, so in the event of a prisoner requiring close monitoring they have to be transferred elsewhere. To prevent this, a system has developed whereby PCS referrals are used as a first option to manage any prisoner that may be identified as vulnerable and may be accommodated in the cells closest to the unit manager's office for extra observation.
- 3.26 At the time of the inspection PCS staff were actively working on increasing the profile of the service amongst prisoners. The regular counsellor was accompanying the Prisoner Support Officer (PSO) around the prison to talk with prisoners, as well as planning for an information session to be incorporated into the orientation process. The nurse manager had also commenced a process of reviewing medical files to identify prisoners that may benefit from a referral to PCS, and will be facilitated by the PCS moving to be co-located in the medical centre.

Peer Support

- 3.27 At the time of the inspection some difficulties were being experienced with the operation of the peer support group. Many of the issues related to recent fractures within the group and problems of access by prisoners because too many prisoners in the group live in self-care and standard accommodation prisoners are banned from entering the self-care units. Seven peer support prisoners reside in self-care, two in semi-self-care and only one in the standard accommodation unit. The group must be representative of all prisoner groups.
- 3.28 Fracturing within the group was exacerbating issues being experienced by the PSO, who coordinates the group, with regard to the management of the position. The PSO has been informed that he should directly report to a manager off-site, leaving the Superintendent without management authority over and accountability for an essential sphere of prison

41 McGinty J, *Reducing Reoffending – focussing on re-entry to the community (Report on the visit to England, Norway, Denmark, Belgium and France)*, 27 July–11 August 2002.

42 Information obtained through minutes of Prisoner Risk Assessment Group (PRAG) meetings dated 15 July 2005 to 19 December 2005. No further meetings were conducted after this date up to the time of the inspection.

services. Though it makes sense for a regional manager of offender services to be responsible for the overall quality of such services within a region, it makes no sense for persons delivering those services at a particular prison to not be fully answerable to the line of command on-site. This practice needs to be reviewed and its intent clarified.

MANAGING PRISONER MINORITIES

Aboriginal Prisoners

- 3.29 Wooroloo accommodates a relatively small Aboriginal population as compared to other prisons in Western Australia. At the time of the inspection, there were only 25 Aboriginal prisoners, comprising just less than 12 per cent of the whole Wooroloo prisoner population.⁴³ The inspection found that Aboriginal prisoners had equitable access to general prison services, work, gratuities, education and hierarchical accommodation. Affirmative steps had been taken by prison management to ensure Aboriginal prisoners were accessing higher accommodation standards, with half of a 'semi-self-care' unit being reserved for Aboriginal prisoners. At the time of the inspection, however, only two of the total 36 self-care beds were occupied by Aboriginal prisoners (equating to 5.5%) and both were expected to leave the prison that week.
- 3.30 Aboriginal prisoner access to the health centre was equitable and staff demonstrated an awareness of the need to deliver services and information in a culturally appropriate manner. There was also occasional liaison with the Aboriginal Medical Service, Aboriginal Visitor Service (AVS) and Aboriginal peer support prisoners when requested by prisoner patients.
- 3.31 Although the AVS attend the prison regularly, prisoners reported using the service only minimally. While the reasons behind this could not clearly be identified during the inspection, this has also been an issue found at a number of prison sites and one that needs to be addressed from within the leadership of the Department of Corrective Services.

Indonesian Prisoners

- 3.32 Over the three months preceding the inspection, Wooroloo had received thirty-four Indonesian prisoners as a result of a number of illegal fishing boats being apprehended off the Western Australian coast. The prison did an excellent job accommodating the needs of this large group of prisoners, most of whom spoke no English and had limited experience of Western culture. Consistent with the prison's general commitment to prisoner care and wellbeing, all the Indonesian prisoners at Wooroloo at the time of the inspection reported feeling safe and respected by staff and other prisoners.
- 3.33 Wooroloo put in great effort to understand the needs of this prisoner group and how these needs could be accommodated. A number of staff volunteered to undertake a basic Indonesian language course, interpreters were sourced within the local community to assist when required, culturally appropriate food was supplied and toilet facilities were adapted. The prisoners identified a few issues, such as availability of language dictionaries, access to

43 This figure included two Aboriginal prisoners at Kellerberrin Work Camp.

religious services and access to English classes, which have been drawn to the attention of the local management.

- 3.34 What was evident from the inspection, however, was that regardless of the good efforts of local management and staff, the approach to the accommodation and provision for the needs of the Indonesian prisoners was not strategically planned. Rather it was an ad hoc reaction to identified deficiencies as they arose. Western Australia is likely to continue to be required to accommodate significant numbers of Indonesian prisoners and in view of this the Department should develop policies and procedures regarding the detention of these prisoners. This ranges from the appropriateness of their security classification process through to their release arrangement controlled by the Commonwealth Department of Immigration and Multicultural and Indigenous Affairs (DIMIA). On this last point, the Office was very concerned about the treatment of Indonesians waiting to be deported at the end of their sentence. DIMIA provided very little information to both the prison and the individual prisoners about where they were being taken, when they would be flown to Indonesia and other details of their repatriation. This caused a great deal of unnecessary stress to the prisoners and their families. Some prisoners reported that they may be taken to Baxter Detention Centre in South Australia prior to being deported and were frightened by this prospect because of the reputation of that facility.

CONCLUSION

- 3.35 Wooroloo demonstrated a high degree of concern for the care and wellbeing of its prisoners and a genuine effort on the part of management and staff members to address the needs of prisoners, both as a group and as individuals. The prison provided an example of good practice within the prison system that could provide an example to other facilities in the state as a means of improving their performance. In the few areas that were identified during the inspection as requiring some attention, management and staff were eager to begin addressing them immediately and were pleased to be able to further improve their performance.

Chapter 4

REHABILITATION

- 4.1 Wooroloo is a minimum-security pre-release centre that focuses on encouraging prisoners to be ‘appropriately prepared for their return to the community as responsible citizens’⁴⁴ and to ‘provide specialist programs to address offending behaviour’.⁴⁵ As such, it would be expected that a number of functions would be evident, including a strong emphasis on assessments and case management, access to a wide range of general programs that assist in the preparation for release, an appropriate suite of offending behaviour programs with places for all prisoners who require them and a range of education and training options.

ASSESSMENTS AND CASE MANAGEMENT

- 4.2 All prisoners serving an effective sentence of at least six months should have an Individual Management Plan (IMP) developed within 28 days of sentencing that will outline a plan for the prisoner throughout their sentence.⁴⁶ The IMP includes details of the progress of the prisoner through the different security classifications, at which facilities they will be placed during their sentence, education and employment preferences and the assessed offending treatment program needs.⁴⁷ The progress of the prisoner is then monitored and assisted through the case management process. The Department has stated that the aim of case management is to:

provide integrated and coordinated services that help offenders to address their offending behaviour and prepare for a successful return to the community. Central to effective case management is the cooperative relationship between the prisoner and the allocated case officer, a prison officer. It is an interactive process with assigned officers responsible for encouraging offenders to meet the requirements of their Individual Management Plan.⁴⁸

- 4.3 At Wooroloo the case management process is demonstrably active. Documentation showed that at the time of the inspection 134 prisoners had current IMPs, which was representative of the number of prisoners at the prison with a sentence of at least six months. Each relevant prisoner had also been assigned a case officer, with each officer generally being responsible for four prisoners. This was found to be an acceptable workload given the responsibilities of a case officer. The documentation was generally supported by the results of the pre-inspection prisoner survey. Seventy-five per cent of respondents were eligible for an IMP and of these 90 per cent acknowledged actually having an IMP and 74 per cent stated they had a case manager. In addition, 73 per cent believed the IMP and case management process adequately prepared them for release into the community.

44 Department of Corrective Services, Public Prisons Division, *Wooroloo Prison Farm Business Plan/Performance Agreement 2005–2006* (undated) 2.

45 Ibid.

46 Department of Corrective Services, Director General’s Rule 18 (8.6.1).

47 Ibid., (8.6.3).

48 Department of Corrective Services, *Integrated Prison Regime Booklet* (2001) 4.

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- 4.4 Prisoners with an effective sentence of less than six months are only provided with a Management and Placement Checklist (MAP) that details security classifications, facility placements and dates on which a review is required.⁴⁹ The assessment officers at Wooroloo have taken on responsibility for managing this category of prisoner, and has resulted in each officer having a caseload of up to 10 prisoners each. These prisoners may have shorter sentences, but the officers have recognised that they still may require some program interventions, access to education or pre-release services and are committed to helping these prisoners obtain access. Without this, the needs of many of these prisoners would not be met, as it is not factored into the official case management process.

PREPARATION FOR RELEASE

- 4.5 In the six months between 1 August 2005 and 31 January 2006, 257 prisoners were released from Wooroloo. Given that the capacity of the prison is to accommodate 206 prisoners, the numbers released represented a complete turnover of the prisoner population. This reiterates the essential function of the prison as a pre-release centre.
- 4.6 Preparing prisoners for release from Wooroloo begins at the point of arrival at the prison. During the reception process new prisoners are provided with a 'Your Pathway to Release' form that contains general information on being received into the prison as well as a compulsory questionnaire about treatment needs, programs, education and prison support mechanisms. This starts prisoners thinking about their release and what they may need to reintegrate into the community. It also informs the assessment officers about services that they can direct prisoners towards.
- 4.7 A strong structured day is in operation at Wooroloo which endeavours to mimic (as closely as it can in a prison setting) life outside prison. The routine is focused on prisoners attending structured activities every weekday. This predominantly related to employment, but also included education, programs and recreation. An active, meaningfully occupied structured day not only provides prisoners with skills they can use on release, but also instils an approach to everyday life that may challenge those that they previously held and provide new options for their future.
- 4.8 Outcare Inc. are the contracted provider of re-entry services for prisoners at Wooroloo. Outcare staff attend the prison twice a week to provide services on both an individual and group program level to prisoners nearing their release date. Individual sessions assist prisoners with their particular needs and concerns, which may include accommodation requirements, employment options and access to government services. Group sessions take the form of a life-skills course that is run over three weeks and covers topics such as interview techniques, resume writing, looking for work, and factors contributing to the cycle of offending. The service was found to be proactive in its approach, well-received by prisoners and well-supported by management and staff at Wooroloo.

49 Director General's Rule 18 (8.5.2).

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- 4.9 Centrelink staff attend the prison once a week and provide a comprehensive service to prisoners who are due for release. Prisoners are provided with a package three weeks before release that contains the necessary forms for registration with the agency. The on-site Centrelink officer is then available to meet with the prisoner to assist with any questions. The agency also introduced a birth certificate project that assists prisoners with no identification to apply for a certificate. Such identification is essential to apply for Centrelink benefits as well as other services. As with the Outcare staff, Centrelink reported good working relationships with Wooroloo management.
- 4.10 The on-site Community Corrections Officer (CCO) was also active in engaging prisoners about their release issues. The CCO meets with all new prisoners within the first few days of arrival and is active in ensuring she interacts with prisoners on a regular basis. This effort was recognised by prisoners, who reported being very aware of the service available through the CCO and appreciating those efforts.
- 4.11 A range of other service providers attend the prison on a less regular basis to provide additional re-entry services to prisoners.⁵⁰ Prior to the inspection the community relations branch of the Office met with a group of these providers and received generally positive feedback about the support received from the prison for the services.
- 4.12 While all the re-entry service providers reported a good working relationship with each other and the prison, re-entry services were also said to be ad hoc and lacking in coordination. This issue was acknowledged by Wooroloo management who are aware of the potential for it to hinder the release preparation process of prisoners. It is important that management take responsibility for this issue and ensure a greater awareness between prisoners, staff and all providers about what services are available, where there may be deficiencies in services and how providers can assist each other in achieving the best results for prisoners.

OFFENDING BEHAVIOUR PROGRAMS

Program Availability

- 4.13 At the time of the inspection, Wooroloo offered a satisfactory range of programs to address the offending behaviour needs of its prisoners and the general response of prisoners was that the programs were well-facilitated and useful. While the range of programs may have been adequate, the inadequate number of programs actually conducted seriously limited prisoners' access. The following table shows the number of programs conducted at Wooroloo between 1 January 2005 and 31 December 2005, with prisoner enrolment and completion.

50 Groups included Cyrenian House, Holyoake, Palmerston, Alcoholic Anonymous, Narcotics Anonymous, Christian Fellowship, Anglicare, Chaplains, Aboriginal Legal Service, Legal Aid, and various TAFE representatives.

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Program	Enrolments	Completions	Non-Completions
Drug Awareness Workshop	93	88	5
Managing Anger and Substance Use	39	36	3
Moving on from Dependency	69	40	29
Relapse Prevention Workshop	40	40	
Reasoning and Rehabilitation (Cognitive Skills)	71	46	25
Building Better Relationships	6	4	2
Controlling Anger and Learning to Manage It (CALM)	11	8	3
Totals	329	262	67

- 4.14 The enrolment of 329 prisoners in offending behaviour programs may initially seem to be adequate, especially given the 80 per cent completion rate. However, when a number of additional factors were taken into account it became evident that the availability of offending behaviour programs to prisoners was inadequate. Firstly, the turnover of prisoners at Wooroloo over the relevant period shows that only a small percentage of prisoners actually accessed a program. In 2004 Wooroloo received 680 prisoners and discharged 648 prisoners and in 2005 it received 784 and discharged 816.⁵¹ If the figure from the pre-inspection prisoner survey is indicative of the number of prisoners requiring an IMP (that is, 75%) and therefore the likelihood of requiring some form of program, the 329 prisoners does not come close to representing the required number of program places. Secondly, the actual number of prisoners that were enrolled was not significant considering it was for a two-year period. For example, only six were enrolled in Building Better Relationships (a domestic violence program), 11 in CALM and 69 in Moving on From Dependency.
- 4.15 In addition, there is no method available for assessing whether the number of program places actually provided reflects the true demand. There is no record kept of whether the number of places actually available (329) is the same as the number of people assessed as requiring a program during the two-year period, nor does it take into account prisoners simply not scheduled for a place in a program by the assessment team because no places were available within the timeframe of their sentence. The current system for recording prisoners' offending behaviour needs, the Assessment and Integrated Prison Regime (AIPR) system is inflexible and is unable to easily measure or anticipate the level of demand for programs. It can only map supply of and participation in programs retrospectively. The Department needs to be more diligent in tracking the shortfall in supply so it can plan for future resourcing and, if necessary, put forward a business case for increased funding.
- 4.16 Prisoners frequently expressed their frustration at the delays and rescheduling of programs, which generally occurs at the direction of head office based staff. This often has an impact on the parole prospects of prisoners: if a recommended program has not been undertaken prior to a prisoner's earliest release date the Parole Board is likely to defer a parole application because the prisoner has not addressed their offending behaviour.

51 Statistics sourced from TOMS database.

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- 4.17 Poor frequency and scheduling of programs is not a problem unique to Wooroloo and is determined by head office staff. It is essential that the Department puts more resources and consideration into this aspect of its service delivery. In his exit debrief following the conclusion of the inspection, the Inspector stressed that ‘the reform agenda set out in this Office’s Directed Review requires this, and with the re-positioning of the Department and the expectation of additional resources it is no longer acceptable to treat this area as a poor cousin’.⁵²
- 4.18 A positive development for programs at Wooroloo was the facilitation of the Indigenous Reasoning and Rehabilitation: Cognitive Skills Pilot Program. The program was facilitated by an Indigenous prison officer who had adapted the mainstream cognitive skills course through an informal consultation process with the Indigenous prisoners scheduled to participate in the pilot. The resulting course received good support from prison management and other staff. The Office commends the efforts to make the program more relevant to Indigenous participants and the Department should commit more resources to its further development and formal evaluation for effectiveness and cultural appropriateness.

EDUCATION AND TRAINING

- 4.19 An expert adviser from the Department of Education and Training assisted the assessment of education services at Wooroloo during the inspection. In general, the education centre at the prison provides a satisfactory model of education and training for a small clientele that has a diverse range of needs, but with limited options to meet them. The centre not only sees itself as a direct education provider, but also as a broker for services provided by others.
- 4.20 The effectiveness of the centre was enhanced by the staffing arrangements: a stable team of educators being led by a senior education officer with a great deal of experience. The autonomy provided to the senior education officer to manage the education program allows education services to be provided in a meaningful way for prisoners.

Participation Levels

- 4.21 In 2005 an average of 80 students was enrolled at any one time in education courses at Wooroloo (from an average prison population for the year of 193). This participation rate of 41.5 per cent is a little below the state average and raised questions for the inspection team about the opportunities provided for participation in education programs. The education services team described two main factors that impacted upon the participation rates at Wooroloo: the relatively short length of stay for prisoners and the high participation rates in employment at the prison.
- 4.22 Education services staff stated that the short average length of stay for prisoners at Wooroloo significantly impacted on its ability to engage prisoners in its programs. This was raised as a problem for a number of service providers at the prison.⁵³ There was evidence that

52 The Inspector of Custodial Services, *Wooroloo Prison Announced Inspection Exit Debrief* (10 April 2006).

53 This Office could find no reliable data of actual average length of stay to support these claims. Figures supplied by the Department showed that the average length of stay for a prisoner in 2005 was 105 days, but the assumptions made in calculating this figure cast doubt that this figure accurately reflects the time spent by prisoners at Wooroloo.

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Education staff are very active in promoting the courses available to prisoners upon their arrival at the prison with information being provided during the prisoner induction process (attended by the Education Manager) as well as further discussions about education options with individual prisoners in the context of discussing their IMPs approximately one week after their arrival.

- 4.23 There has also been an attempt to engage prisoners through the provision of a wide range of short courses better suited for prisoners with a short length of stay. This is compatible with the re-entry focus of the prison because these courses tend to be very practical in nature and provide basic skills that can enhance employment prospects. Indeed, the mission statement for the education centre at the prison is 'to provide a seamless supported transition from prison to the community which will enable prisoners to develop and fulfil their aspirations, and have a maximum choice of options available to them upon release for employment, training or further education'. To this end the education centre offers courses such as driver education, truck licences, senior first aid and a variety of industry specific safety induction courses.
- 4.24 The competition for accessing prisoners' time against employment was a very real hurdle for the education centre at Wooroloo. As will be discussed further in Chapter Five, Wooroloo has 100 per cent prisoner employment and the standard of that employment is generally high. The engagement of prisoners in part-time education courses and courses that supplement the practical skills gained by prisoners in their employment should remain a focus for education staff at Wooroloo.
- 4.25 Despite initial reservations, about the below average participation rate in education courses, the inspection found that this was not occurring to the detriment of prisoners. In his exit debrief at the conclusion of the inspection, the Inspector stated that 'a participation rate of 40 to 45 per cent of prisoners is a little below the state average. However, with so much emphasis upon industries and work this is understandable.' The Office is satisfied that the coverage provided by the education centre is adequate, even though this may not be reflected in participation levels. The close working relationship between staff and two TAFE institutions is further evidence of the acceptable level of service being provided. Nonetheless, it is essential that the short-term nature of prisoner stays at Wooroloo does not prevent the ongoing assessment of how the education needs of those prisoners can be met and the continued proactive recruitment of participants in education services.

Traineeships

- 4.26 The education centre is also responsible for the engagement of prisoners in traineeships associated with their employment within the prison. The inspection found that with the very high level of participation in employment at Wooroloo and the high quality of work provided, the engagement of prisoners in traineeships was not as active as it could be. Although various traineeships are facilitated in six out of the eight industry areas, at the time of the inspection only six prisoners were enrolled in a traineeship program. It is hoped that the recent creation of the Industries and Training Committee at the prison will see

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improved links between the two areas that are so central to operation of traineeships and the generation of some initiatives that will result in an increase in participation in accredited vocational training.

- 4.27 Again the short length of stay was presented as a challenge to higher levels of involvement in traineeships. This is exacerbated by the slow set up of new trainees that may take up to three months. These delays need investigation to identify where they are occurring and how they can be reduced. For example, registration for traineeships could commence prior to a prisoner's transfer to Wooroloo. Targeting longer-term prisoners and reassessing the structure of the traineeship modules to cater better for shorter-term prisoners are also options to consider in bolstering this important service.

Service Deficits

- 4.28 Education services at Wooroloo are hindered by limitations of the physical infrastructure of the centre itself. Education classes are conducted in an old house that accommodates a computer lab, two small classrooms, a small room for full-time student studies, an office and a limited amount of storage space. Education centre staff, Wooroloo management and Department management all acknowledged these infrastructure problems.
- 4.29 There are plans for the construction of a new education and programs facility at Wooroloo. The new facility will accommodate improved amenities, such as an art room, staff resource room, two larger classrooms and other facilities that will be shared with programs. The co-location of the two service areas will have added benefits in better coordination and information sharing (when appropriate) between the two areas that deliver a significant portion of rehabilitative services at the prison. Construction of the new facility will not commence until 2007. The Office will monitor its progress to ensure there are not undue delays on this very important infrastructure project.
- 4.30 During the inspection there were some concerns about the extent to which operational requirements disrupted training. While this is sometimes understandable, the amount of time that some vocational support officers were redeployed to other duties (such as the gardens officer) seriously impacted on the delivery of training. Some problems were also identified in the relationship between the TAFE providing training and the centre, especially with regard to the responsiveness of the TAFE to students' needs. An example was the insistence on using print-based learning guides in an environment where literacy is often an issue. Because the education centre relies heavily on the external providers it is sometimes difficult for education centre staff to raise issues about service delivery for fear that services will be withdrawn. The situation requires monitoring and possibly intervention by the head office Vocational Education Unit to ensure that the particular needs of prisoners are met.

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CONCLUSION

- 4.31 Rehabilitation and pre-release services at Wooroloo are of an acceptable standard. The Office found that staff in all the relevant areas are strongly motivated and doing good jobs that the prisoners really appreciate'.⁵⁴ The improvements required in this area mostly relate directly to the inadequate level of resources and corporate support.
- 4.32 If it is accepted that a large proportion of prisoners that pass through Wooroloo are only at the facility for a short time, then this needs to be a major consideration in the development of rehabilitation services, and not simply a reason for not being able to provide those services. This is a constant and known factor; programs should therefore be structured around the prisoner profile.

54 The Inspector of Custodial Services, *Wooroloo Prison Announced Inspection Exit Debrief* (10 April 2006) 13.

PICTURES OF WOOROLOO PRISON FARM



Living quarters at the Kellerberrin Work Camp



Cabinet making workshop



Perimeter fence

PICTURES OF WOOROLOO PRISON FARM



Visits area



Kitchen



Education building

Chapter 5

REPARATION

EMPLOYMENT AT WOOROLOO

- 5.1 The bushfires that swept through Wooroloo in late 2002 destroyed some of the industrial workshops at the prison. By June 2003 new industrial workspaces were created on the site of the old workshops but these lay empty and generally unused for six months because of staff resourcing issues. It was then decided that the ‘clean slate’ presented by the new workspaces gave the prison an opportunity to examine its prisoner employment options and how it could most effectively use industries in terms of reparation (prisoners contributing back to the system), skilling, training and, most importantly for Wooroloo, contribute to the reintegration of prisoners back into society upon release. To best achieve these results the Department provided one FTE to assist the on-site management team re-establish and enhance industries at Wooroloo.
- 5.2 The inspection found that this model proved very successful for Wooroloo. In many other prisons industries and prisoner employment is viewed more in terms of a way to simply keep prisoners busy, provide them with a pay point for gratuities and lack coordination and integration into the prison day. The opposite of this was true at Wooroloo. Employment is the predominant feature of the prison, with 100 per cent of prisoners being employed, with the majority of these positions being meaningful (that is providing significant hours and reparative contribution to the prison).
- 5.3 Contributing to the excellent industries model at Wooroloo is the high level of autonomy given to the vocational support officers (VSOs) that manage each prison industry portfolio. Each industries manager was responsible for creating a business plan for their industry that includes a budget submission and measurable performance targets. The performance measures that are included in each plan encompass customer satisfaction, quality control, output, traineeship participation and records of employment. VSOs manage their industry to that plan, interacting and informing management but not having to seek consent for routine decisions within the work area. The success of this approach was reflected in the high levels of private contracts generated through industries, the excellent levels of productivity and profits generated.
- 5.4 While this model provides an excellent example for other prisons that should be applied elsewhere throughout the system, there remain some issues that need to be addressed. VSOs reported that some amount confusion existed about conflicting messages from head office as to the appropriate balance between production and training/rehabilitative objectives in prisoner employment. This has been an issue identified at other locations over a prolonged period of time and must be addressed by the Department. This could easily be achieved by issuing a secondary industry Policy Directive.
- 5.5 Despite the high level of meaningful employment at the prison, some VSOs still experienced a lack of appreciation and understanding from other staff about the role of industries and VSOs in the management of prisoners, as an integral part to prisoners’ rehabilitation and skilling. This could be improved by more regular contact between VSOs and uniformed officers. VSOs have regular ongoing daily contact with prisoners and

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contribute significantly to prisoners' wellbeing, rehabilitation and re-entry. This is true at all prisons (not just Wooroloo) and must be recognised through better training opportunities, professional development and integration into general prison operations. The Department should also incorporate a review of VSO remuneration and work conditions within this, as Wooroloo (and other sites) have had issues retaining appropriately qualified VSOs, especially in the current strong employment market.

The Farm

- 5.6 The farming activities at Wooroloo are staffed by two farm officers and eight prisoners are employed to undertake general farming duties. As at the time of the previous inspection, the primary focus of activities for the farm was the fattening of cattle and sheep for slaughter at Karnet Prison Farm abattoir. In the 2004–2005 financial year the farm turned over 550 head of cattle, 3,700 sheep and sold 3,000kg of wool. It therefore plays a fundamental role in the food production for prisoners throughout Western Australia, contributes to the reduction in prisoners' food costs for the Department and provides realistic employment experience for prisoners.
- 5.7 Since its first inspection of a Western Australian prison farm facility in 2001⁵⁵ the Office has called upon the Department to develop a total farms plan that encompasses Karnet, Pardelup and Wooroloo. In 2005 the Department finally commenced action on this recommendation, producing a Primary Industries Farm Coordination Plan. As the title suggests, the plan endeavours to coordinate the farming activities at the Department's three main prison farms and allocates responsibilities to the farm managers at each location. It should also allow for better forward planning and the extent to which the plan is used for this purpose will be monitored. The value of production that the farms bring to the system is still not adequately acknowledged by the Department and the level of skilling and training provided to prisoners is also very valuable.
- 5.8 On a practical level the inspection found that a good deal of interaction occurs between the respective farm managers. Like the managers in other industry areas, the farm managers have developed their own action plans for the financial year and are given the opportunity to manage the farming enterprise to those plans.

Occupational Health and Safety

- 5.9 While the Office has found that occupational health and safety (OHS) issues have been poorly managed at many prisons, Wooroloo has demonstrated that it treats OHS seriously. The prison appears to follow the required OHS policies and procedures. All prisoners received at Wooroloo undertake the required OHS training course as a part of their orientation program on their second day in the prison. Not only does this indicate that the prison takes prisoners' safety seriously, but it also allows prisoners to almost immediately begin to work and earn gratuity payments. Having said this, there are challenges with ensuring prisoner adherence to OHS guidelines, particularly in prison workshops.

55 Karnet Prison Farm was the first farm facility inspected by the Office.

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- 5.10 With regard to staff, the formal system of having elected OHS representatives among staff, the holding of regular meetings to discuss general work conditions and identified risks and hazards appears to be effective at Wooroloo. Those actively involved in the OHS system report that over recent years the system had generally improved in terms of responsiveness, although it remains largely resource-driven.

Gratuities

- 5.11 The high level of control over workshops displayed by VSOs at Wooroloo contributed significantly to the work environment being as akin to a ‘real life’ work situation as possible in a prison setting. However, there was one anomaly with this arrangement: VSOs had little control over gratuity payments made to prisoner-workers. In 2004 the then (acting) management of Wooroloo restructured the gratuities system at the prison to overcome some difficulties in controlling the overall prison gratuities budget and the perception of favouritism in the allocation of gratuities. The new system almost totally eliminated level one (the highest pay) positions,⁵⁶ had a limited number of level two positions and placed almost all prisoners on a level three pay. Prisoners were then able to earn bonuses based on work performance or output.
- 5.12 Many staff, both VSO and uniformed, commented negatively on how the new gratuities system was operating. It was said that prisoners now treated the bonuses as an expectation. This problem was also identified by some uniformed staff, who stated they dealt with complaints and confusion from prisoners about the bonus system. Comments from staff reflected difficulties at both ends of the remuneration scale – that prisoners who were not putting in an effort were still being placed on the minimum pay level (generally level three) and that there was no real ability to significantly reward prisoners for differences in effort as bonuses were insufficient. This had resulted in some workshops experiencing problems in retaining good workers, who could opt for easier work at similar pay rates.
- 5.13 With an overall prisoner industries area that is operating so well and given appropriate operational autonomy, some power should be given back to the work location managers to manage gratuities. If each area submitted a gratuities plan within its own annual action plan, local management could retain oversight and accountability while still allowing each work area manager the ability to manage his or her workforce.

SECTION 94

- 5.14 A logical part of the preparation of prisoners for release back into society should include the gradual introduction of prisoners back into a general community setting. While it is often seen as more important for longer term prisoners who have been isolated from ‘normal’ life for significant periods of time, those who have served shorter sentences also have needs that require the establishment of relationships with agencies, employment, education or other services in a community setting to encourage their continued participation upon release.

56 Those prisoners already earning level one gratuities were able to retain this privilege until their release or until lost due to behavioural infractions.

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- 5.15 Section 94 activities provide important opportunities for prisoners to gain contact with the community prior to release. Section 94 allows approved prisoners⁵⁷ to attend activities in the community that are focused primarily on employment and reparation, but can include recreational⁵⁸ and therapeutic activities. The positive relationship that Wooroloo has with the local community has enabled it to successfully implement Section 94 programs.
- 5.16 The single Section 94 work team that was operating at Wooroloo at the time of the inspection was made up of seven prisoners and one VSO responsible for the management of the program. The work that was being undertaken was of a high quality and contributed to the community in a positive way. In addition, the work required prisoners to use or develop good practical skills that could assist in the securing of employment upon their release. The main issue with the program was its limitation to only one work team of nine prisoners (only four per cent of the total prisoner population at the time of the inspection). A minimum-security pre-release centre, such as Wooroloo, should have a much higher proportion of prisoners involved in this sort of activity. In a prison with such a high level of constructive activity generally, it is understandable that the management would seek to balance the use of Section 94 with other useful work opportunities. Ideally, approximately 20 per cent of the population should be involved in such activities, and given the proposed increase in prisoner population and the pressure this may place on employment within the prison, there is a good opportunity for the Department to fund an expanded Section 94 program at Wooroloo.

KELLERBERRIN WORK CAMP

- 5.17 Kellerberrin Work Camp is located in the township of Kellerberrin approximately one-and-a-half hours east of Wooroloo. The camp is staffed by one officer from a pool of three permanent officers for shifts of one full week each. At the time of the inspection nine prisoners were accommodated on-site, with an assigned maximum capacity of 12. Those involved in the operation of the camp interviewed during the inspection stated that despite the assigned capacity, the facilities are really only suitable for eight prisoners. The camp uses old school buildings for accommodation and facilities. While the accommodation is of an acceptable standard it is nevertheless below that provided to self-care prisoners at Wooroloo. Since camps are supposed to be reserved for prisoners assessed as being worthy of the highest level of trust, it would seem that a better level of accommodation should be provided.
- 5.18 In the three years since the time of the last inspection a number of problems had been identified in the operations of the work camp, including the lack of prisoners applying to transfer to the camp and the process of selecting work projects. In response to the problems the Department conducted a review of the Kellerberrin Work Camp, which was completed in December 2005. At the time of the inspection, the Department was in the middle of a six-month implementation plan to bring into effect the 16 recommendations that resulted from the review.

57 Under the terms of the *Prisons Act 1981* (WA).

58 Prisoners regularly participate in community sporting competitions.

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- 5.19 The review found that the camp had a bad reputation among prisoners at Wooroloo with regard to quality of life, access to services and work practices. In response to this a number of improvements were identified, including the need for:
- more ongoing communication to Wooroloo prisoners about activities at the camp;
 - identification of prisoners who may be suitable for transfer to the camp at reception or earlier during their time at Wooroloo;
 - improved quantity and quality of visiting opportunities for prisoners with their families;
 - improved remuneration for prisoners;
 - participation in community recreational activities, as well as improved recreational facilities within the camp compound;
 - improved accommodation provided at the camp; and
 - Also noted during the inspection was the need for facilitation of studies for prisoners through the education centre at Wooroloo. These measures were still in the early stages of implementation at the time of the inspection, and the Office will monitor the progress made.
- 5.20 Health services for prisoners residing at the camp were minimal:
- prisoners requiring blood tests or emergency treatment were taken to Kellerberrin hospital;
 - prisoners requiring any other medical appointments were temporarily returned to Wooroloo to facilitate an appointment; and
 - prisoners on regular prescribed medication were supplied with blister packs either to be managed themselves or dispensed by the work camp officer (if the medication was deemed trafficable).

All prisoners sent to the camp are first assessed by Wooroloo health centre staff as having minimal health needs, thereby excluding anyone from participation with any significant health issues. Alternatives, such as the use of local community health facilities, should be further examined to ensure prisoners who would otherwise qualify and benefit from a work camp placement are not excluded.

- 5.21 The projects undertaken by the work camp were of great value to the community⁵⁹ and also provided prisoners with the ability to gain useful skills and work ethics. Since the review of Kellerberrin the process for identifying projects for prisoners to undertake has been streamlined and improved. Requests for work to be undertaken are processed through a committee consisting of representatives from the local community and communicated to Wooroloo's business manager.⁶⁰ Work is then chosen based on the local requests, and managed on a local level by the camp officer. The interaction between Wooroloo

59 The Department measures the value of work completed in work hours. In 2005–2006 the total hours of work were estimated at 9,200, which equates to \$135,700.

60 This is the procedure at the majority of work camps in Western Australia, but was only introduced recently in the formal process at Kellerberrin.

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management and camp officers has improved with the new process and the profile of the camp in the local community has heightened with the introduction of the committee, both positive outcomes of the review.

- 5.22 However, not all camp officers were Certificate IV qualified, which limited the ability of prisoners to gain recognised accreditation for skills learned. The Department should assist work camp officers at all seven locations throughout the state to gain this certification at the earliest opportunity. This will satisfy the need for ongoing professional development for staff as well as be useful for prisoners.
- 5.23 Work camps form an integral part of the resettlement process by providing an excellent environment for prisoners to interact with the community and demonstrate responsibility and trustworthiness. Presently there are only seven work camps in Western Australia, severely limiting the number of opportunities prisoners have to access this resettlement assistance. The Department should review the place of work camps in the system, the criteria for prisoner placement and look at expanding the work camp opportunities for prisoners, in line with the recommendations made in Report No. 30.⁶¹

61 OICS, *Directed Review of the Management of Offenders in Custody – November 2005*, Report No. 30 (November 2005) [2.97]–[2.101] & recommendation 14.

Chapter 6

RESOURCES AND SYSTEMS

STAFFING

- 6.1 In its self-assessment in preparation for the 2006 inspection, Wooroloo management conducted an informal survey of staff to identify any matters of concern. The inspection team confirmed the outcomes of this survey during the inspection, reflecting that staff generally felt supportive of and supported by their management. One of the main issues of concern for staff was a level of conflict between certain groups of staff that, in the view of many, had not been appropriately addressed by management. At the time of the inspection this conflict had not impacted on the good atmosphere of the prison or the high standard of service delivery. It also had not appeared to impact on staff satisfaction with their work generally. For this to remain the case, management must address the issue in a firm, consultative and open way.
- 6.2 In the pre-inspection survey staff listed some of the best things about working at Wooroloo as the quality of relationships between staff members, the non-stressful environment within the prison and the interaction experienced with prisoners. Further evidence of the relatively positive work environment at Wooroloo was the low use of sick leave and low level of staff turnover.
- 6.3 An issue identified by staff and acknowledged by management was the inadequacy of staffing levels in many areas at the prison, including custodial staff, VSOs and staff in other service areas such as programs and education. The situation with senior custodial staff was exacerbated by the number of officers seconded to positions elsewhere in the Department – five at the time of the inspection.⁶² The prison was waiting on the implementation of the recommendations of the departmental review of staffing levels and seemed to believe that this would address the staffing problem. However, because of its terms of reference and other limitations, the review did not properly take account of a number of matters which, if left, may mean the staffing level problems are not adequately addressed. The primary concerns are that:
- the review did not address the need for non-custodial staff, and in particular programs, education and re-entry providers;
 - the inspection found that the VSO staffing levels required special attention at Wooroloo, given its strong emphasis on purposeful employment and the recent problems of recruitment and retention;
 - the impact of the fence on staffing requirements has not been addressed; and
 - the staffing implications of plans to increase prisoner numbers to 250 need to be considered across all service areas.
- 6.4 Wooroloo management had developed a process by which it could recruit from the local community in non-custodial roles. Given the location of the prison (some distance from the CBD) senior staff believed this strategy would increase interaction within the local community and assist in the retention of staff. There was some success experienced in the recruitment of VSOs and administrative positions, but head office inexplicably stopped the process.

62 Information provided by the Department as requested prior to the time of the inspection.

- 6.5 Training for staff was also identified during the inspection as an area that required some improvement. The pre-inspection staff survey indicated that the primary training received by custodial staff since the time of the last inspection related predominantly to the use of restraints (100%), chemical agents (73%), breathing apparatus (73%) and performing CPR (93%). The security focus of the training in a minimum-security prison seemed contradictory to the needs of staff. In contrast the lowest levels of training were reported to have been received in suicide prevention (13%), AIPR (20%) and interpersonal skills (27%). So while training sessions are regularly delivered, there needs to be a serious examination of the type of training staff are receiving. Non-custodial staff reported receiving virtually no training opportunities within the prison setting. Most stated that they would benefit from participating in training, both in security areas and those that focussed on prisoner issues.

THE ACTING MANAGEMENT TEAM

- 6.6 At the time of the inspection the entire Wooroloo management team was performing in an acting capacity. The substantive superintendent had rarely been at the prison for any substantial period of time for approximately five years. This is a situation currently widespread throughout the Western Australian prison system.⁶³ The lack of incumbent staff at a management level is then mirrored down through the uniformed officer ranks, with many senior officers and first class officers at Wooroloo also performing their duties in an acting capacity.
- 6.7 The risks associated with such arrangements were the subject of adverse comment in the 2005 Mahoney Review of the Department and the comments are supported by this Office. The weakening of the day-to-day management of a prison and the uncertainty that these 'acting' arrangements bring to the future direction of the facility tends to hamper improvements. While the Office understands the present organisational uncertainties within the Department that have created this situation at Wooroloo (and elsewhere), the use of acting management teams within prisons has reached unacceptable proportions and presents a real risk to the good management of the prison system. The executive management team must take responsibility and begin the process of appointing substantive leaders within the state's prisons. It is only when this occurs that real changes of direction for the benefit of operations will be made.
- 6.8 Despite the systemic problems associated with leading the prison in an acting capacity, the management team at Wooroloo had been performing well in the circumstances. Management was generally prepared to take ownership of issues and address matters of concern, despite the uncertainty of the future of those decisions.

63 For example, the inspection team found an acting management team at Albany Prison during the February inspection and was due to encounter either wholly or partially acting management teams in its forthcoming inspections of Greenough in August 2006 and Hakea in October 2006.

MANAGEMENT AND PLANNING OF CAPITAL WORKS

- 6.9 Wooroloo has a large number of capital works in progress, many of which are required to facilitate an increase in the prisoner population to 250, but also to replace facilities lost in a 1997 bush fire and to replace old and aging facilities. The other major project, discussed at length in Chapter Two, is the construction of a perimeter fence and gatehouse.
- 6.10 The projects were separated into two phases. The first incorporates the conversion of three existing buildings to single-cell accommodation units, upgrades to ablution blocks of those buildings and the construction of a new gymnasium and recreation facility. This package was completed in September 2006 at a cost of \$760,000. The second phase of construction will include the replacement of two buildings lost in the fire (to accommodate an 18-bed self-care accommodation unit and an education/programs facility) and a new prisoner reception and health centre. The second phase is due to completion sometime in 2007 at a cost of \$6,000,000. The fence project was underway at the time of the inspection and due for completion in December 2006, but the required gatehouse had yet to commence the planning process.
- 6.11 The Department has undertaken consultation with the prison with regard to the projects, even though a number of proposed projects were rejected. Although Wooroloo had an on-site project manager (drawn from local ranks) it was apparent that the capital works projects were being managed to a large extent from head office. This resulted in a lack of knowledge at the local level about some aspects of the projects. Allowing more control at the local level within the defined project parameters, to the appointed project manager and the business manager, would benefit the projects as issues can be dealt with more immediately in the local context.
- 6.12 The building of the fence was a project initiated outside of the prison as a matter of government policy, and is being constructed in three phases: erection of the fence, building the gatehouse and commissioning the gatehouse. At the time of the inspection the project was still in phase one. The decision regarding the type of fence was made with very limited consultation; however, management was consulted regarding its placement. The positioning is relatively unobtrusive and cannot be seen from most areas within the prison because it falls behind the tree line. This assists in Wooroloo maintaining an 'open' feel which should help maintain the ethos of the prison as a minimum-security pre-release centre.

INCLUSIVE RESOURCE MANAGEMENT

- 6.13 A key component to the success of Wooroloo was the management of the prison budget. A process was developed whereby budgets are devolved down to the business unit level. Managers are asked to develop budgets for their own areas and are required to work within these budgets. A key component of this process was that individual business areas were able to determine their own priorities and make financial decisions without needing to gain ongoing approvals. There was a degree of flexibility in this process to accommodate unforeseen or emergency expenditure requirements allowing business areas to put forward a

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request to exceed budget. The unexpected cost is reported and resourced from other funds, and everything is documented to show why the prison may have exceeded budget.

- 6.14 The inspection found that this process worked very well. It allowed managers to have control over their own work areas and encouraged a degree of ownership of services that is often missing in other prisons. The overall impact of such a process was reflected in the performance of the prison, especially in the industries area, as discussed in Chapter Five. It is a model that should be considered for implementation at other prisons in Western Australia.

Chapter 7

CONCLUSIONS AND RECOMMENDATIONS

- 7.1 In coming to the decision to undertake a ‘light touch’ inspection of Wooroloo, the Office was confident that the prison would be found to be performing well in most areas of service delivery. The on-site phase of the inspection confirmed this view, and in many ways the prison surpassed expectations. On a care and wellbeing basis, prisoners and staff generally feel safe at Wooroloo and there is a healthy level of respect between management, staff and prisoners. The prison appears to be working well towards achieving its main objective in creating an environment and providing services that will assist and prepare prisoners for release back into the community. Rehabilitative efforts are successful within the confines of resourcing and policy limitations from outside the prison’s control and the prison is endeavouring to work towards better coordination. Perhaps most impressive is the extremely high level of purposeful activity available to prisoners that attempts to replicate a normal work environment.
- 7.2 Wooroloo’s self-assessment reinforced the inspection conclusion that the prison was a good performer. The self-assessment was appropriate, providing more than a superficial analysis and indicated that management and staff were fully aware of the prison’s operations and its direction. The panel presentations given to the inspection team added real value to the assessment and involved staff of all levels, showing a sense of ownership of the roles and responsibility by all that work at Wooroloo.
- 7.3 The prison was also able to recognise and accept that there were areas in which it could work towards improvement. The responsiveness of management and staff to on-site recommendations for change were encouraging. The following recommendations are made with a view to improving the already very good level of services provided at Wooroloo, and in some cases, for the attention of the Department on a systems-wide basis. There are many initiatives and practices at Wooroloo that could be adapted for implementation at other prison sites that would benefit the system as a whole.

RECOMMENDATIONS

1. That the Prisoner Identification Device (PID) and Monitor Officer Transmitters (MOT) systems be retained and upgraded to work in concert with the new security fence to improve the safety of the prison, prisoners, staff and the community [2.5]–[2.6].
2. That the Department act to ensure the ability of Wooroloo to take immediate and appropriate action in the event of a fire or other emergency and to preserve the life of staff and prisoners, including within buildings [2.9]–[2.10].
3. That the Department conduct an evaluation and review of the policies and operations of drug-free units throughout Western Australia [3.13]–[3.21]. In the interim, Wooroloo should immediately devise an action plan to address the shortage of self-care accommodation at the prison [3.7]–[3.8].

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4. That with regard to social visits:
 - a) Wooroloo should assess the need for additional uniformed staff to supervise visits sessions [3.13]; and
 - b) the Department should address the shortage of non-contact visits facilities at Wooroloo to ensure prisoners are not deprived of visits with family because of infrastructure deficits [3.14].
5. That a review should be undertaken of reporting arrangements for the position of Prisoner Support Officer to clarify the ability of the Superintendent to direct and be accountable for the delivery of that service on-site at Wooroloo [3.26]–[3.27].
6. That the Department should review policies and procedures regarding the accommodation of foreign national prisoners being held on illegal fishing offences, including the applicability of security classification reviews and release arrangements [3.33].
7. That an action plan should be developed to ensure the better integration and coordination of re-entry services provided at Wooroloo [4.5]–[4.12].
8. That the Department should invest in a full evaluation of its Offender Services Division to assess whether it is meeting the needs of prisoners and whether it is meeting the demands and expectations of the Department itself [4.13]–[4.18].
9. That Wooroloo should investigate ways of increasing prisoner participation in accredited training within its employment opportunities at the prison [4.26]–[4.27] & [4.30].
10. That the Department investigate the viability of the invigoration of industries across prisons in Western Australia by implementing a similar process to that which was undertaken at Wooroloo in 2004 [5.1]–[5.5].
11. That Wooroloo expand prisoner participation in Section 94 employment opportunities to enhance its role as a provider of re-entry services [5.12]–[5.14].
12. That the Department immediately act to appoint a substantive management team at Wooroloo [6.6]–[6.8].
13. That the Department undertake a comprehensive evaluation of all service and infrastructure requirements, as well as uniformed and non-uniformed staffing requirements, in the event of the approved prisoner capacity of Wooroloo being increased.

Appendix 1

2006 RECOMMENDATIONS AND DEPARTMENT OF CORRECTIVE SERVICES' RESPONSE

Recommendation/Category	Acceptance Level/Risk Rating/Response
<p data-bbox="296 517 576 551"><i>Custody and Containment</i></p> <p data-bbox="225 573 762 757">1. That the PID and MOT systems be retained and upgraded to work in concert with the new security fence to improve the safety of the prison, prisoners, staff and the community ([2.5] – [2.6]).</p>	<p data-bbox="820 517 975 551">Agree/Low</p> <p data-bbox="820 555 1362 663">MOT – A personal Mobile Duress alarm system will be installed in the prison by the end of 2007.</p> <p data-bbox="820 707 1011 741">Disagree/Low</p> <p data-bbox="820 745 1299 779">Prisoner Identification Device (PID)</p> <p data-bbox="820 784 1353 972">The PID system is fulfilling an important function at present. Following the completion of the fence and gatehouse, the requirement to maintain the PID system from a security and safety perspective will be reviewed.</p>
<p data-bbox="296 1061 576 1095"><i>Custody and Containment</i></p> <p data-bbox="225 1122 762 1346">2. The Department act to ensure the ability of Wooroloo to take immediate and appropriate action in the event of fire fighting emergencies and to preserve the life of staff and prisoners, including within buildings ([2.9] – [2.10]).</p>	<p data-bbox="820 1055 1098 1088">Agreed in Part/High</p> <p data-bbox="820 1093 1362 1281">In early 2005 the fire mains was identified as requiring replacement. In June 2005 the fire mains was scheduled in the Preservation Maintenance Program and listed for upgrading in 2007/08 at a budget guestimate of \$350,000.</p> <p data-bbox="820 1303 1362 1720">Consultant (Infraserve) has been engaged to undertake a condition assessment, to investigate and report on the upgrading of fire mains and existing hydrants inline with Aust standards and BCA requirements, as well as providing an indicative ETC for its replacement. The consultant has significant experience in Corrective Services facilities past projects and the Department has confidence that they will deliver a comprehensive report for the fire mains.</p> <p data-bbox="820 1749 1251 1852">A submission will be presented to the Corrective Services Capital Works Committee for consideration.</p>

2006 RECOMMENDATIONS AND DEPARTMENT OF CORRECTIVE SERVICES' RESPONSE

Recommendation/Category	Acceptance Level/Risk Rating/Response
	<p>BA Training</p> <p>WPF has two bush fire fighting appliances to FESA standards, trained staff and processes and procedures to attend to bush fires within prison property and the local community. A response to local bush fires and bush and structural fires within prison property has occurred on a number of occasions. Special procedures are implemented during the higher risk summer months to facilitate an immediate response to fire emergencies.</p> <p>The Fire and Related Emergencies Project report 2003, which was undertaken in consultation with FESA, identified WPF as a low risk of prisoner cell fires, other structural fires and ability to escape a fire. Consequently WPF was not identified in this report as a prison that would require a breathing apparatus based rescue capability utilising prison based staff. WPF is not considered a priority and has not been included in the BA program at this time.</p>
<p><i>Care and Wellbeing</i></p> <p>3. The Department conduct an evaluation and review of the policies and operations of Drug Free Units (DFU) throughout Western Australia ([3.13] – [3.21]). In the interim, Wooroloo should immediately devise an action plan to address the shortage of self-care accommodation at the prison ([3.7] – [3.8]).</p>	<p>Agree subject to funding/Low</p> <p>Planning Policy and Review have scheduled the outcome evaluation of Drug Free Units to commence November 06. Funding is allocated from Drug Strategy.</p> <p>Agree subject to funding/Low</p> <p>At the completion of the accommodation upgrade, an additional 18 self care bed spaces will be available. The total number of self care beds will be 54. This currently equates to 25.1% of the prison accommodation. (based on 215 beds)</p>

2006 RECOMMENDATIONS AND DEPARTMENT OF CORRECTIVE SERVICES' RESPONSE

Recommendation/Category	Acceptance Level/Risk Rating/Response
	<p>In addition, there will be a further 18 semi-self care beds, as part of the accommodation upgrade, taking the total to 35 beds (16.2%) of 215 beds. Further in-house refurbishment of existing cells will continue and plans to provide kitchen facilities in each living unit is part of the long term planning for Wooroloo.</p> <p>Wooroloo are examining options for improving the regime for semi-self care model by contacting other prisons with semi self care facilities.</p>
<p><i>Staffing Issues</i></p>	
<p>4. With regard to social visits:</p> <p>a) Wooroloo should assess the need for additional uniformed staff to supervise visits sessions ([3.13]); and</p>	<p>Agree/Moderate</p> <p>Wooroloo is currently examining processes for prisoner's visits. A senior officer is managing the visits review which includes increasing the number of visits periods per week. A survey has been conducted for prisoners and their visitors to ascertain the interest and need for 2 visits sessions per weekend days. Staffing configuration is part of the review and implementation of the Johnson staffing review will enable additional staff to assist with visits</p>
<p>b) The Department should address the shortage of non-contact visits facilities at Wooroloo to ensure prisoners are not deprived of visits with family due to infrastructure deficits ([3.14]).</p>	<p>Agreed / Low</p> <p>As the above statement indicates, increasing the number of visits periods will give a concomitant increase in the number of non-contact visit cubicles.</p> <p>The demand for non contact cubicles is predicated on the canine dog presence. In the event that more than 3 people require these facilities, the length of visit times is varied to accommodate demand.</p>

2006 RECOMMENDATIONS AND DEPARTMENT OF CORRECTIVE SERVICES' RESPONSE

Recommendation/Category	Acceptance Level/Risk Rating/Response
<p><i>Care and Wellbeing</i></p> <p>5. A review should be undertaken of reporting arrangements for the position of Prisoner Support Officer to clarify the ability of the Superintendent to direct and be accountable for the delivery of that service on site at Wooroloo ([3.26] – [3.27]).</p>	<p>Agree/Low</p> <p>The issue of the reporting relationship of PSOs is currently under consideration a part of a fuller review of the structure of Offender Services.</p>
<p><i>Care and Wellbeing</i></p> <p>6. The Department should review policies and procedures regarding the accommodation of foreign national prisoners being held on illegal fishing offences, including the applicability of security classification reviews and release arrangements ([3.33]).</p>	<p>Agree/Low</p> <p>The Department regularly monitors the management of Indonesian fisherman within prisons. The Superintendent Operations position monitors the daily operational aspects with oversight from the Custodial Services Strategic Prisoner Population Management Committee (SPPMC) and continued liaison with Fisheries and Immigration authorities</p> <p>Policies and procedures will be reviewed but present indications are that the high numbers coming into our system will dissipate with most being managed by the immigration authorities.</p>
<p><i>Rehabilitation</i></p> <p>7. An action plan should be developed to ensure the better integration and coordination of re-entry services provided at Wooroloo ([4.5] – [4.12]).</p>	<p>Agree /Low</p> <p>1. A comprehensive directory of re-entry services will be compiled for access by staff, re-entry providers and prisoners.</p> <p>2. Quarterly re-entry conferences will be held at Wooroloo to encourage stakeholder interaction and broadening the scope for access by prisoners to these services.</p> <p>3. Undertake Investigation in the use of AIPR ‘notes’ through the TOMS system for re-entry services enquiries, referrals and attendance by prisoners</p>

2006 RECOMMENDATIONS AND DEPARTMENT OF CORRECTIVE SERVICES' RESPONSE

Recommendation/Category	Acceptance Level/Risk Rating/Response
<p><i>Care and Wellbeing</i></p> <p>8. The Department should invest in a full evaluation of its Offender Services Division to assess whether it is meeting the needs of prisoners and whether it is meeting the demands and expectations of the Department itself ([4.13] – [4.18]).</p>	<p>Disagreed / Low</p> <p>Whilst there may be some justification for a full evaluation of the Offender Services Division, the timing is not right for such a review. There are already measures underway as a result of the Mahoney Report and an internal review of the management structure of Offender Services that will significantly change the operation of the Division. These include</p> <ul style="list-style-type: none"> - The establishment of a Clinical Governance Board - The separation out of the management and clinical roles in the management structure through establishing a new L8 management position - The establishment of an “integrated programs management unit” (Mahoney R35). <p>These initiatives need to be completed and their impact assessed before consideration is given to a wider evaluation.</p>
<p><i>Rehabilitation</i></p> <p>9. Wooroloo should investigate ways of increasing prisoner participation in accredited training within its employment opportunities at the prison (4.26) – [4.27] & [4.30]).</p>	<p>Agreed / Low</p> <p>The Industry Training Committee will identify training capacity for the existing industries at Wooroloo.</p>
<p><i>Rehabilitation</i></p> <p>10. That the Department investigate viability of the invigoration of industries across prisons in Western Australia by implementing a similar process to that which was undertaken at Wooroloo in 2004 ([5.1] – [5.5]).</p>	<p>Agreed / Low</p> <p>A comprehensive capital investment plan for industries is being prepared for the 2008/09 budget seeking funding for a ten year upgrade program.</p>

2006 RECOMMENDATIONS AND DEPARTMENT OF CORRECTIVE SERVICES' RESPONSE

Recommendation/Category	Acceptance Level/Risk Rating/Response
<p><i>Reparation</i></p> <p>11. That Wooroloo expand prisoner participation in Section 94 employment opportunities to enhance its role as a provider of re-entry services ([5.12] – [5.14]).</p>	<p>Agreed / Low</p> <p>The staffing review identified a second section 94 officer. When this position is filled, the employment opportunities will rise to 20 on work parties and up to 10 prisoners on the work camp. This will bring the numbers to over 13% engaged in section 94 reparation if the population reaches 250.</p>
<p><i>Administration and Accountability</i></p> <p>12. That the Department immediately act to appoint a substantive management team at Wooroloo ([6.6] – [6.8]).</p>	<p>Agreed/Low</p> <p>The Executive Management team recognises the excellent performance of the local administration in operating the prison. The process of filling positions substantively had commenced prior to the Inspection taking place and once the Assistant Superintendent Security position is filled (currently advertised) there will be no current vacancies to fill. The Inspector makes reference to the acting arrangements as a consequence of the substantive Superintendent being absent from the prison and this is unavoidable and may be resolved within the restructure of the department.</p>
<p><i>Staffing</i></p> <p>13. That the Department undertake a comprehensive evaluation of all service and infrastructure requirements, as well as uniformed and non-uniformed staffing requirements, in the event of the approved prisoner capacity of Wooroloo being increased to 215 and then 250.</p>	<p>Agree/High</p> <p>Education, programs and health services are currently reviewing their staffing requirements for services required for 250 prisoners.</p> <p>A disciplinary officer has been identified for the programs / education facility.</p> <p>Wooroloo is currently reviewing staffing needs for both uniform staff and public servants. The workforce planner will assist with the review and preparation of the final report. Final completion date is expected to be September 2006.</p> <p>Infrastructure requirements for a prison population of 215 at Wooroloo are addressed in the current prison upgrade, including education, programs and health.</p>

Appendix 2

SCORE CARD ASSESSMENT OF THE DEPARTMENT'S PROGRESS AGAINST THE 2002 RECOMMENDATION

Recommendation Number	Type of Recommendation/Recommendation	Assessment of the Department's Implementations			
		Fail	Less than Acceptable	Acceptable	More than Acceptable
1.	That the Department develop appropriate human resource management structures to enable it to manage its corporate responsibilities and by doing so not deplete the operational services which are the core business of the organisation.		•		
2.	That a detailed, costed plan be developed by Wooroloo that defines its role, sets out its responsibilities and articulates the resources needed to achieve agreed upon resettlement outcomes.			•	
3.	That processes and practices need to be in place to ensure that Aboriginal prisoners are actively encouraged to pursue and attain placement in the better accommodation areas.			•	
4.	That the existing reception and orientation processes be reviewed to ensure that the processes are maintained at a contemporary level and that the needs of non-English speaking prisoners or those with physical or psychological impediments are not disadvantaged.				•
5.	That a Service Level Agreement between Wooroloo Prison and the Programs Branch defining the roles and responsibilities of each party be developed agreed upon and implemented. This Agreement to include the role and management of programs staff as well as prison officers involved in programs.			•	
6.	That the Department provide a comprehensive rationale and overall plan for the establishment and relocation of work-camps that takes into account Government policy on supporting the social and welfare requirements of people in regional areas through access to services and infrastructure. As an aspect of this process, the Department should explore the possibility of re-invigorating the Badgingarra work-camp.		•		

SCORE CARD ASSESSMENT OF THE DEPARTMENT'S PROGRESS
AGAINST THE 2002 RECOMMENDATION

Recommendation Number	Type of Recommendation /Recommendation	Assessment of the Department's Implementations			
		Less than Acceptable	Poor	Acceptable	More than Acceptable
7.	That the Department develop a total farm plan along the lines identified in the expert by the Department of Agriculture. The Department should make a long-term commitment to implementing and maintaining the Plan. The department should also now develop an integrated plan for Karnet, Pardelup and Wooroloo farms in the context of the three expert plans submitted as an aspect of the relevant Inspections.			•	
8.	That the Department in consultation with key stakeholders assess how the delivery of mental health services can be improved and better coordinated.		•		
9.	That the department in consultation with relevant stakeholders provide appropriate direction to the Wooroloo Prison management to ensure that the ongoing drug management practices are relevant to the strategies developed in the Justice Drug Plan.		•		

APPENDIX 3

INSPECTION TEAM

Prof. Richard Harding	The Inspector of Custodial Services
Mr Robert Stacey	Deputy Inspector of Custodial Services
Ms Kati Kraszlan	Manager Inspections and Research
Ms Fiona Paskulich	Inspections and Research Officer
Ms Natalie Gibson	Inspections and Research Officer
Ms Lauren Netto	Inspections and Research Officer
Ms Vivien Hubbard (seconded from the Department of Corrective Services)	Inspections and Research Officer
Mr Joseph Wallam	Community Liaison Officer
Ms Dace Tomsons	Drug and Alcohol Office
Ms Anne Donaldson	Office of Health Review
Ms Cheryl Wiltshire	Department of Education and Training
Mrs Iem Brown	Indonesian Interpreter

Appendix 4

KEY DATES

Formal notification of announced inspection	17 February 2006
Start of on site phase (Wooroloo)	2 April 2006
Completion of on site phase (Wooroloo)	7 April 2006
Start and completion of on site phase (Kellerberrin)	2 May 2006
Inspection exit debrief	10 April 2006
Draft Report sent to the Department of Corrective Services	18 July 2006
Draft Report returned by the Department of Corrective Services	3 September 2006
Declaration of Prepared Report	22 December 2006



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