



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

2018 INSPECTION OF
WOOROLOO PRISON FARM

119

SEPTEMBER 2018

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2018 Inspection of Wooroloo Prison Farm

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Inspector's Overview

WOOROLOO: POSITIVE PROGRESS BUT POPULATION PRESSURE

MINIMUM-SECURITY PRISONS PLAY A VITAL ROLE IN OUR PRISON SYSTEM

Wooroloo is one of three minimum-security male prisons in Western Australia. Some regional prisons also have minimum-security units outside the perimeter of a higher security facility.

Minimum-security prisons are an essential element of a well-functioning prison system. Prisoners are only placed there after careful security and safety assessments. From a public safety perspective, minimum-security prisons provide opportunities for prisoner rehabilitation, for reparation to the community through community work, and for preparing people for reintegration to the community. They also require prisoners to exercise more personal responsibility for their lives. They provide a softer environment, but are not a 'soft option'.

From a system management perspective, minimum-security prisons offer a valuable incentive to prisoners in overcrowded higher security prisons. They are generally keen to earn a place in a less restrictive and more positive environment.

Finally, from a cost perspective, minimum-security prisons are generally cheaper, per head, than higher security prisons.

Given these benefits, it is important that minimum-security prisons are an integral part of Departmental planning and that they are adequately resourced and supported.

WOOROLOO'S CULTURE HAS IMPROVED

As we have discussed in earlier reports, Wooroloo went through a difficult period from 2009 to 2014. These years were marked by change and instability in the senior management team, staff divisions, and low staff morale. Prisoner numbers were also increasing but there was no clear vision for the future or sense of direction. What should have been one of the best prisons to work at was divided and unhappy. Not surprisingly, relations between staff and prisoners had also declined.

In 2015, we reported that the new management team had started to drive positive change, and we encouraged the prison and the Department to continue this. I am pleased to report that the positive progress has continued. It has not been an easy journey, but relations between management and staff have become stronger, staff division has declined, and morale has improved. Wooroloo also now has a clear and positive vision: to be 'Australia's leading re-entry prison'.

It is not easy to drive cultural change in a prison, and the Department can draw some positive lessons from Wooroloo. Above all, change takes time and requires continuity and consistency. But it is well worth the investment.

WOOROLOO: POSITIVE PROGRESS BUT POPULATION PRESSURE

THE PRISON IS GENERALLY DOING WELL WITH WHAT IT HAS, BUT MOST AREAS ARE UNDER PRESSURE

Overall, Wooroloo is doing well, given the pressures that exist at the prison itself, and across the system as a whole.

Wooroloo debunks the myth that prisons must be designed as prisons. It is one of the best prison facilities in the state, even though it was originally a sanatorium and a local hospital. It became a small, unfenced prison farm in the 1970s before expanding to hold over 400 prisoners behind a fence. The buildings, many of which are heritage listed, are generally in good condition, though maintenance is always a challenge. The site has mature trees, foliage, and open spaces. It is calming, well-maintained, and very well-suited to the prison's role.

Wooroloo's population has doubled over the past decade, and there are plans to add 48 more beds to help alleviate the system's overcrowding crisis. The prison has done well to adapt and to cope with increased numbers, and has a good track record for security and safety. It is also providing a good service to prisoners in many areas. However, some areas are already under pressure, and additional resources will be needed.

Areas that were working well included the following:

- The prison education centre was providing useful short courses to improve the prospects of employment.
- Transition management services were working hard to help prisoners with practical essentials such as documentation and identification, accommodation and employment.
- The peer support team had expanded to 14, and was culturally diverse. They were active across the site, and were involved in the orientation program for new arrivals.
- Inside the Wooroloo compound, prisoners were free to move between accommodation units and most work sites. Men commented on the relaxed, empowered feel of the prison.
- The visits area at Wooroloo provided a relaxed, friendly, and family-focused atmosphere for prisoners to engage with their visitors. Staff were respectful and alert.
- Wooroloo is responsible for the Dowerin Work Camp, which is consistently at its capacity of 20. From Dowerin, suitably assessed men gained paid employment in Wheatbelt towns, and some remained in those jobs and towns after release.

The prison was well-placed to provide preparation for employment. However, almost 15 per cent of the population was not working. We would also have expected more prisoners to be working off site on 'Section 95 activities'.

Case management should be an important element of planning for release. However, as at other prisons, Wooroloo's case management system was suffering from infrequent contact between designated officers and prisoners.

WOOROLOO: POSITIVE PROGRESS BUT POPULATION PRESSURE

Both prisoners and the taxpayer are also paying a high price for the Department's failings in relation to prisoner assessments and program provision. Hakea Prison is way behind schedule in completing its assessments of prisoners, and too many prisoners are being assessed as needing programs that are never made available to them. This leaves them facing parole denial, and the taxpayer footing the bill for them to serve their full sentence, even when they have been rated minimum-security.

FUTURE CHALLENGES

Wooroloo faces many challenges as resources continue to be tight and the prisoner population continues to grow. It has some strong foundations for the future, in a good site, a strong track record, and a focused and stable management team.

However, it is essential for the government to recognise what Wooroloo achieves and to commit the resources that allow it to reach its goal of being 'Australia's leading re-entry prison'. Currently, too much of the system is simply warehousing prisoners. Wooroloo must not become one of the warehouses: it must be resourced to deliver programs, employment, and other supports to enable prisoners to address their offending behaviour, to access parole, and to return to the community not to prison.

Neil Morgan

18 September 2018

SUMMARY OF FINDINGS AND RECOMMENDATIONS

INTRODUCTION

From 1914 until 1960 the Wooroloo Prison Farm (Wooroloo) was a sanatorium for tuberculosis patients. It was converted to a minimum-security prison for men in 1972, and is now one of three prison farms in Western Australia.

In 2006, the second announced inspection by the Office of the Inspector of Custodial Services (the Office) found it to be the best prison in the state. In 2009, with a population of 360 and a new secure perimeter fence, its performance, morale, and sense of direction had declined. In 2012, staff/staff and staff/prisoner relationships had deteriorated, and prisoners lacked meaningful employment. In 2015, staff morale and staff/prisoner relations had improved, and the prison was in good physical shape, but permission to work off-site was harder to get.

In 2018, we found barely adequate service provision for a prisoner population of 400, and construction of accommodation for a further 48 men about to commence. The limited capacity of existing physical infrastructure coupled with staff shortages presented risk.

REHABILITATION AND REINTEGRATION

As a minimum-security prison farm, Wooroloo is the last opportunity for rehabilitation and reintegration. We expected to find careful assessment of individual need, adequate provision of therapeutic programs, a comprehensive range of education and training courses, and access to pre- and post-release support services.

With just a coordinator and three writers, the assessments team was just coping with the existing workload. Although local management understood the need for more assessments resources as the population swelled to 460, that decision was out of their hands.

Wooroloo was complying with Departmental case management policy, with case officers assigned and contact reports on time, but contact between prisoners and officers was neither frequent nor meaningful. We found no evidence that the long-heralded Integrated Individualised Offender Management model was in place.

Treatment programs provide prisoners with the opportunity to address offending behaviour. We found Wooroloo delivering a limited range of those programs. However, despite the Department and the Prisoners Review Board (PRB) emphasising the importance of programs in rehabilitation, the number of places on programs at Wooroloo was not meeting need.

Recommendation 1

The Department must invest in and deliver more therapeutic programs.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Wooroloo was providing good pre-release services to prisoners in some areas. Education ran short courses chosen to improve employment outcomes, but Aboriginal-specific courses had been cut, and self-paced and tertiary students faced challenges.

At Wooroloo, 60 per cent of the prisoner population was within six months of release. With just one Transitional Manager helping those men with such post-release essentials as documentation, identification, accommodation and employment, individual attention was not always possible.

Recommendation 2

The Department should increase Wooroloo's transitional management capacity.

The Wooroloo inspection coincided with new contracts for re-entry support services. In six metropolitan prisons the ReSet consortium replaced Outcare, the contractor since 2004. The transition was abrupt, and the scope of services changed, leaving staff and prisoners unsure and unsettled.

At Wooroloo, one significant change was cancellation of the Good Beginnings program. It had been delivered by Save the Children, and helped prisoners keep in regular contact with their children using Skype.

Recommendation 3

In the absence of the Good Beginnings program, Wooroloo must ensure that prisoners can keep in contact with their children.

Two members of the ReSet consortium were Aboriginal corporations. They both brought a thorough understanding of contemporary Aboriginal society. Although the new contract specified delivery of services only to prisoners at medium- and high-risk of reoffending, we expect the scope of the ReSet contract will be good for Aboriginal men.

We did have concerns about the management of changes to the community services contracts. The Department first announced changes to the re-entry contracts in December 2014. At the time of writing, 40 months after the initial announcement, the community services contracts procurement and administration process had still not been finalised. Services were being delivered without specific accountability.

WORK AND WAGES

Wooroloo still had the full range of employment options in traditional prison industries: kitchen, laundry, unit cleaning, grounds, and facility maintenance. Prisoners were also working in skilled manufacturing industries (metals, cabinets, and machinery), and at the farm and market garden.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Despite the range of work opportunities, prisoners complained about a lack of meaningful work. They also complained that Wooroloo paid lower gratuities than other prisons. We found that the proportion of gratuities paid was lower than recommended. Wooroloo was under-spending on its gratuity budget by almost 24 per cent.

Aboriginal men were not getting to the more desirable work places, and they were earning less than non-Aboriginal men.

Recommendation 4

Wooroloo must put strategies in place that increase the number of Aboriginal prisoners at desirable workplaces, and at high gratuity levels.

CARE AND WELLBEING

The reception centre was large and well-organised, with adequate storage to cater for the current population, as well as the planned increase of 48 more prisoners.

Peer support workers played a key role in orientation, and conducted regular tours of the large site for all new prisoners. A comprehensive orientation booklet was also provided which covered most aspects of daily life at Wooroloo. Unit 3 was the designated orientation unit. It also served as Wooroloo's drug management unit, a role that would seem at odds with that of orientation.

Cells at Wooroloo were arranged in lines along long verandas, and were designated as units 1 through 4. The units varied by status, with prisoners progressing through a hierarchy of accommodation, autonomy and privilege. As none of the cells had en-suite ablution facilities, prisoners could not be locked in cells at night. At the time of the inspection, preparations were under way for extensions to Unit 1.

Wooroloo provided self-care, semi-self-care, and standard accommodation. Food distribution varied according to accommodation status. Self-care prisoners prepared their own meals. Prisoners in semi-self-care received trolleys of food from the kitchen. Men in standard accommodation ate at the prison's dining rooms. The prison was planning to expand the main kitchen to cope with the increasing population.

Clothing and bedding was decent. Prisoners were issued with three sets of clothing on arrival. Although the laundry was old, it was large and well maintained.

At the last inspection, we found poor stock control at the canteen. In 2018, the prison finance manager was checking accounts monthly, and running a quarterly compliance audit. Tobacco products were monitored daily. Prisoner satisfaction with the canteen service had increased from just 15 per cent in 2015 to 47 per cent. As with the kitchen, Wooroloo management were planning to expand the canteen to cater for the population increase.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

FREE TIME

In 2015, men could still join in local league tournaments for team sports including soccer, basketball, football, and cricket. It had been one of Wooroloo's greatest drawcards, particularly for young Aboriginal prisoners. At that time, 82 per cent of Wooroloo prisoners thought that organised sport options were good. In the 2018 prisoner survey, approval of organised sports options had fallen to just 49 per cent. We attributed that fall to cancellation of external recreation programs.

Wooroloo had just three recreation officer positions. In 2015, we recommended that all three staffing positions should be filled so that both external and internal recreation could continue. The Department chose to cancel external recreation altogether. In 2018, Wooroloo still failed to consistently provide enough recreation staff.

Recommendation 5

Revitalise recreation services at Wooroloo, and ensure that recreation officer positions are filled on a daily basis.

The visits area at Wooroloo provided a relaxed, friendly, and family-focused atmosphere for prisoners to engage with their visitors. Staff were friendly and respectful, but remained diligent. Security coverage was thorough, but not intrusive.

At the time of the inspection, Wooroloo had lost its Prisoner Counselling Service (PCS) and on-site psychological services. The psychiatrist only visited one day a month. A mental health nurse had only recently been appointed. Because those trained clinical support services had been reduced or withdrawn, chaplains were being approached with issues and needs beyond their training and expertise.

Recommendation 6

Prisoners must have better access to a professional counselling service.

Aboriginal prisoners found strong social, emotional, and cultural support from three Noongar female staff, the Prison Support Officer, one of the three chaplains, and the single Aboriginal custody officer. All three women highlighted the service gap since AVS stopped visiting the prison.

HEALTH AND MENTAL HEALTH

In recent years, prisoners were arriving at Wooroloo with higher and more complex health needs than before. Wooroloo was not suitable for everyone. The prison was 30 minutes from the nearest hospital, did not have 24-hour medical cover on-site, and was not adequately resourced to manage medical emergencies.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Although the 2018 prisoner survey showed a decrease in satisfaction in the areas of general health, specialist treatment and dental care, approval of psychiatric care services had remained steady. Only dental care was better than state average. Our inspection suggested that staffing levels were not the problem. Prisoners were usually given an appointment with a nurse within 24 hours, and urgent cases were seen the same day.

The Department has a responsibility to provide all primary health care services and programs for all prisoners, but at Wooroloo, chronic disease management was limited. At the time of the inspection, the Department was calling for tenders to provide physiotherapy and podiatry services. We were not convinced that those and other allied health services were available.

Recommendation 7

The Department must ensure continuity of the full range of primary health care services for eligible prisoners at Wooroloo.

The general practitioner visiting Wooroloo had recently been authorised to prescribe the new hepatitis C treatment. Other blood borne diseases were managed by Wooroloo nurses.

For Aboriginal prisoners, an Aboriginal health worker can integrate health care needs, social needs and cultural needs to maximise benefit. Wooroloo did not have an Aboriginal health worker in 2018.

SAFETY AND SECURITY

Inside the Wooroloo compound, prisoners were free to move between accommodation units and most work and recreation sites. In the pre-inspection prisoner survey, prisoners commented on the relaxed, empowered feel of the site, and the general feeling of safety that resulted.

Wooroloo is a large compound with poor lines of sight, and has few physical barriers to control prisoner movements. Safety and security around the prison is highly dependent on relational security - uniformed staff being visible, alert, and interacting positively with prisoners. Unfortunately, during the inspection, we rarely saw staff and prisoners interacting outside the unit offices.

Recommendation 8

To improve relational security, Wooroloo management should require custodial officers to engage positively with prisoners more frequently.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Wooroloo had an Emergency Management Plan that was thorough and up-to-date, leaving staff feeling well equipped to respond to emergencies. Despite that, the Department's emergency response team is at Hakea Prison, 65 kilometres away. By contrast, the privately-run Acacia Prison is just minutes away. Acacia has its own emergency response unit, the Correctional Emergency Response Team (CERT), with 40 fully trained members. Our 2016 inspection of Acacia recommended that Acacia's CERT be allowed to support Wooroloo in an emergency, but the Department did not agree.

Wooroloo had three secure multi-purpose cells (MPCs) for discipline and prisoner welfare. All three MPCs were full for most of the inspection week. We were told that, in some situations, the prison had even needed to double prisoners up in the observation cell.

Recommendation 9

Wooroloo should be funded for more MPCs, or be supported to devise alternative behaviour management strategies.

RESOURCES AND SYSTEMS

In early inspections, senior management at Wooroloo had suffered from instability. During the 2015 inspection, we found the senior management team was beginning to stabilise, and was driving positive changes in staff culture and morale. This had been consolidated in 2018. Communication between senior management and staff had improved dramatically, contributing to a more unified and cohesive workforce. Management had defined the prison's vision to become 'Australia's leading re-entry prison'. We found that staff supported that philosophy, and were aware of the strategies and objectives underpinning it.

Although morale was good in relative terms, staff were feeling the effects of an increasing prisoner population and limited resources. Tighter budget control left some staff feeling disempowered and micro-managed.

Wooroloo had shown initiative in securing three valuable commercial contracts to build portable classrooms and greenhouse frames, and assemble trailers. The contracts were generating good finance streams and employment opportunities in some work places.

The Wooroloo farm offset prison costs by producing prime lambs and wool for sale to market, and growing oaten hay for feed and silage. It also contributed to reintegration by giving employment and training opportunities to a small number of prisoners.

Strategic planning was sound, and cooperation and the 'one farm, three locations' concept had bedded in. Pardelup, Karnet and Wooroloo farms all logging monthly stock, feed and dairy figures on a single drive. Wooroloo had also found that separating the farm account from the prison account had brought greater clarity to planning and review.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Although prisoners were carefully selected to work at the farm, they were rarely experienced machinery operators, and there had been considerable damage to agricultural machinery in 2017. Wooroloo management would have preferred to run a replacement schedule on all agricultural machinery, rather than rely on emergency repairs to ageing machinery.

Recommendation 10

The Department should support Wooroloo farm to operate a replacement schedule for agricultural machinery and equipment.

FACT PAGE

NAME OF FACILITY

Wooroloo Prison Farm (Wooroloo)

BRIEF HISTORY AND ROLE

Wooroloo was built in 1914 as a sanatorium for tuberculosis patients. It was converted to a minimum-security facility for male prisoners in 1972. Wooroloo is operated by the Department of Justice.

LOCATION

55 kilometres north-east of Perth.

Wooroloo lies between the traditional lands of the Ballardong and Whadjuk Noongar peoples.

PREVIOUS INSPECTION

10 –14 May 2015

CAPACITY INFORMATION

	Capacity 2015	Total Capacity 2018	Population 19.03.2018
Unit 1	63	86	83
Unit 2	89	101	94
Unit 3	110	112	97
Unit 4	100	111	105
Work Camp		20	19
TOTAL	362	430	398

Chapter 1

INTRODUCTION

1.1 A HISTORICAL PERSPECTIVE



Photo 1: Self-care prisoner accommodation at Wooroloo.

The Wooroloo Prison Farm (Wooroloo) has a long history. The buildings date back to 1914. Originally a sanatorium for tuberculosis patients, from 1960 it operated as a geriatric and district hospital. It was converted to a minimum-security prison in 1972.

This was the sixth inspection of the facility by the Office of the Inspector of Custodial Services (the Office). In 2006, with a prisoner population of just 200, the then Inspector of Custodial Services (the Inspector) declared it to be the best prison in the state.

In 2009, with a population of 360 and a new secure perimeter fence, its performance, morale, and sense of direction had declined. In 2012, staff/staff and staff/prisoner relationships had deteriorated, and prisoners lacked meaningful employment.

The Office last inspected Wooroloo in May 2015. At that time, staff morale and staff/prisoner relations had improved. The prisoner population of 305 was unusually low, having fallen from 357 in January 2015. Physically, the prison was in good shape, but budget constraints were having an impact on education and training. A system-wide tightening of security following several escapes was reducing prisoner access to the industries workshops, which were located outside the secure perimeter. Approvals to leave the site for employment or recreation under Section 95 of the *Prisons Act 1981* (Section 95) had become more onerous. The minimum-security benefits of the old Wooroloo were threatened.

INTRODUCTION



Photo 2: Grounds of the Wooroloo compound.

1.2 RECENT DEVELOPMENTS

Since the 2015 inspection, the Superintendent had been made substantive, and senior management consistency had improved. The prison had also secured three external contracts which have generated revenue and improved employment opportunities. The number of Vocational Support Officers (VSOs), had also increased, further supporting prisoner employment.

At the time of the Wooroloo inspection in 2018, the total adult prisoner population around the state was approaching a new high of 7,000. The Department of Justice (the Department) had increased the prisoner population at Wooroloo from 360 to 410, and although numbers had ranged from 360 to 400 for the nine months before the inspection, a permanent accommodation solution was not yet in place. A further population increase to 460 was planned.

1.3 INSPECTION THEMES

The inspection was conducted within the framework of the Office's *Code of Inspection Standards* (OICS, 2007), and was further guided by four broad themes:

- strategic custodial and agribusiness management
- capacity to provide a structured day
- access to employment, education and medical services
- comprehensive through-care, including re-entry related vocational training and post-release support.

INTRODUCTION

At the time of the inspection, just 15.6 per cent of the prisoner population at Wooroloo were Aboriginal, low compared to the 38.8 per cent of Aboriginal adults in custody across the state. In addition to the announced themes, the 2018 inspection focused on the capacity for Wooroloo to provide services to Aboriginal prisoners.

1.4 METHODOLOGY

In the three years between inspections we visited Wooroloo 10 times and our Independent Visitors visited 27 times. We have used the reports and observations from these visits to inform the themes and methodology of the current inspection, and to track progress over this time.

In February 2018, we conducted surveys of both prisoners and staff at Wooroloo. The response rate was good, with 39 per cent of prisoners and 50 per cent of staff engaging. The survey results helped us structure the inspection schedule and target prisoner and staff cohorts for more detailed enquiry.

Also in February 2018, inspection team members met with external service providers in Perth. In early March the Superintendent of Wooroloo delivered a pre-inspection verbal briefing to the team at the Office in Perth.

The Acting Inspector, Andrew Harvey, led the on-site inspection between Wednesday 21 and Tuesday 27 March 2018. A consultant health expert, Ms Peta Gallaway, accompanied the team. Mr Harvey gave prison staff a briefing on Thursday 29 March, detailing preliminary findings.



Photo 3: Accommodation Unit 1.

Chapter 2

REHABILITATION AND REINTEGRATION

Wooroloo is a prison farm for minimum-security males. For the majority of its population, it provides the last opportunity for rehabilitation and reintegration before release back into the community. We expected to find careful assessment of individual need, adequate provision of therapeutic programs, a comprehensive range of education and training courses, and access to pre- and post-release support services. We found that Wooroloo was keeping up with assessments, but the case management model was flawed, and access to offender treatment programs was limited.

2.1 INDIVIDUAL CASE MANAGEMENT

The Wooroloo assessments team was functioning well under pressure

The Case Management Coordinator led a team of three assessment writers, tasked with completing the various reports related to the Department's assessment and classification system. Those positions were filled via expression of interest from custodial officer ranks. In some prisons, in the event of staff shortages, assessment writers are redeployed to cover custodial officer vacancies. This inevitably affects the productivity of the assessments team. Positively, at Wooroloo, assessment writers were quarantined from redeployment.

Early in 2018, as the prisoner population at Wooroloo settled at around 400, the assessments team was struggling to manage its workload. With the team working at full capacity, any leave created a backlog. Local management had recognised that a further increase in prisoner population would require additional assessments resources.

Across the state, as prisoners approach release, they can apply to participate in programs that support reintegration into the community. Successful participation in Reintegration Leave (RIL), resocialisation programs, and the Prisoner Employment Program (PEP) also increases the chance of being granted parole. Applications for those reintegration programs require approval from the Sentence Management Directorate at the Department's head office. At the time of the inspection, those approvals were being delayed by several months, reducing rehabilitation options, and access to parole.

Case management was up-to-date, but the system offered limited value

Under the Department's case management policy, all prisoners with an Individual Management Plan must be assigned a prison officer as their case officer (DCS, 2013). The case officer is responsible for meeting with the prisoner regularly, and completing contact reports. At the time of the inspection, there were about 300 prisoners requiring case management at Wooroloo. All had an assigned case officer, and contact reports were generally completed on time.

However, we found that contact between case officer and prisoner was infrequent. The relationship was not meaningful and did not contribute to prisoner welfare or preparation for release. We have seen this at other prisons. For several years, the Department has suggested that weaknesses in the case management system would be

REHABILITATION AND REINTEGRATION

resolved by the introduction of a new Integrated Individualised Offender Management model. However, this has not been implemented, and it is unclear whether it even remains on the Department's agenda.

2.2 OFFENDER PROGRAMS

Wooroloo offered a limited range of offender treatment programs

After sentencing, prisoners are assessed and may be required to complete therapeutic programs designed to address their criminal behaviour. In 2016–2017, a small range of such programs were being delivered at Wooroloo, including addictions based offending, general offending, violent offending, and cognitive skills development.

Since then, local demand analysis had found less call for the High Intensity Violence program at Wooroloo. Consequently, that program was cancelled and replaced with the Medium Intensity Program, for which there was more need. Staff told us that was appropriate, as need for a high intensity violent offending program should be addressed before transfer to a minimum-security environment.

The Department only offers one program specifically targeting Aboriginal men. The Not Our Way (NOW) program addresses the treatment needs of Aboriginal men with a history of family and domestic violence offending. NOW was not offered at Wooroloo, but we were informed that the program is in its second phase of development, with a view to expanding its delivery. Although just 15.6 per cent of prisoners at Wooroloo were Aboriginal, including NOW as an option would prove beneficial. The Department should provide Aboriginal prisoners with culturally appropriate therapeutic programs.

Previous assurances from the Department suggested that a new suite of gender specific and culturally appropriate rehabilitation and reintegration services would be provided by the new community services contractor. That contract does not cover offender treatment programs.

Insufficient program delivery saw prisoners released untreated

The Department has invested heavily in its suite of treatment programs, and is confident of their validity as treatment options. Both the Department and the PRB regard treatment programs as an important element in rehabilitating prisoners. Those who have successfully completed programs are more likely to be granted parole than those who have not.

At Wooroloo, we found that offender treatment programs were not meeting demand. Departmental data showed that in the 2016–2017 financial year, Wooroloo released 219 prisoners. Of those, 82 had not completed their required treatment programs before release. There were a variety of reasons for this, but for 56 of the 82 prisoners, treatment programs were simply not available.

REHABILITATION AND REINTEGRATION

During the inspection, we found that 59 per cent of prisoners at Wooroloo who were past their earliest eligibility for release date (EED) to apply for parole had unmet treatment needs included in the reason for their parole denial. Those 69 men missed out on an opportunity for intervention relating to their offending behaviours, and a potential early release on parole. More prisoners were serving full sentences, and then re-entering the community without parole supervision. That increased crowding, and the cost to the system of having to pay to hold them for longer than otherwise necessary. It may also increase the risk of reoffending.

If the Department is confident that its therapeutic treatment programs reduce reoffending, then it must ensure that it releases prisoners with their criminal behaviours appropriately addressed. It must therefore deliver more programs, and deliver them on time.

Recommendation 1

The Department must invest in and deliver more therapeutic programs.

There is no system for prioritising program bookings

According to the Department, treatment programs are projected and scheduled in advance according to assessment outcome and program demand data. In practice, however, prisoners who have been assessed as requiring programs are booked into the forward schedule without any form of estate-wide prioritisation.

There is no coordinated approach to program booking undertaken by the prisons, and little communication between them. Prisoners are not systematically booked into programs with due regard to how much time they have left to serve, or their EED. Therefore, some prisoners may be booked into programs with years left to serve, while others miss out on program placements before their deadline to apply for parole. This is unacceptable, and the Department must develop improved methods for forward planning in this area.

Staff were unable to book program placements for 2019

In early 2018 the Department began a review of the booking procedure for offender programs. This put the program schedule for 2019 on hold. Programs staff across the state were no longer able to book programs for 2019. All program places at Wooroloo for 2018 had filled before the end of 2017. The state-wide lack of access to 2019 programs bookings meant that by April 2018, there were no future program vacancies available at any of the state-run male prisons in the state.

Furthermore because of the haphazard approach to program bookings that had been in place prior to the freeze, some prisoners with EEDs years into the future had places in programs, while those with upcoming parole deadlines were missing out.

REHABILITATION AND REINTEGRATION

Staff were concerned that by the time the 2019 schedule was available, the backlog would be so great that prisoner placement in the upcoming programs would be even more chaotic and unfair than before. Furthermore, the sudden lack of access to bookings in 2019 came without an explanation, and left staff speculating that new programs could be introduced, or existing programs withdrawn.

2.3 EDUCATION

The education centre was at capacity

The Education Centre at Wooroloo comprised six classrooms, an art room, a computer room with 18 computers, a resource room for staff, and a small kitchen for students. Staff at the centre had increased by just half a full-time position and two casual tutors since 2015, despite an increase in prisoner population of almost 100 over that time. The Wooroloo Education Campus Manager was assisted by three full-time prisoner education coordinators, a fixed-term contract educator, five part-time casual tutors, and 1.5 full-time equivalent (FTE) clerical positions. There was no Aboriginal education worker employed, even though almost 16 per cent of prisoners were Aboriginal.

Despite staff and funding cuts and an increasing prisoner population, education at Wooroloo continued to provide nationally accredited and non-accredited courses and traineeships. We found an emphasis on short courses, which could provide discrete qualifications that could assist prisoners to reintegrate into the community and gain employment.



Photo 4: Wooroloo Education Centre.

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Participation in education had increased slightly but could improve in some areas. Nine men were in traineeships, and while that was an improvement on 2015, it was just over two per cent of the population. In 2012, seven per cent of prisoners at Wooroloo were in traineeships. As a pre-release prison, traineeship opportunities and Section 95 employment should be a priority to help prisoners gain skills, knowledge and qualifications. As a reintegration prison, Wooroloo should increase the number of prisoners in traineeships, and on Section 95.

The education centre had scheduled course delivery on 4.5 days each week. The Thursday morning Wooroloo staff training period was used for education staff meetings, professional development, course validations, and the like. The education centre was closed for 11 weeks of the year, in line with school terms. That gave staff opportunity for vacation, and completion of mandated off-site professional development, but it was inconvenient for prisoner students.

Operational Level Agreements (OLAs) between the Wooroloo education centre and the Department had been similar in 2015–2016 and 2016–2017, based on funding provided by the Department, and by the Department of Training and Workforce Development. The OLAs specified key outcomes such as ‘to develop offender’s knowledge, skills and attributes so they can take responsive control of their own lives’. The OLA guiding principles relied on cooperation between the prison education centre and the prison management at Wooroloo.

The focus areas of the recent OLA had changed, with 2017–2018 omitting two points:

- maintaining and expanding the services provided to Indigenous prisoners with a focus on Indigenous-specific programs, and
- good participation rates in TAFE courses.

We were concerned that the first might cause Wooroloo to lose focus on providing Indigenous-specific educational programs for Aboriginal students, and the second might reduce access to TAFE traineeships. The OLA between Wooroloo and the Department must reflect the needs of Aboriginal prisoners.

Aboriginal students faced challenges

Education services for Aboriginal prisoners were mixed. An Aboriginal Education Worker position at Wooroloo had not been funded. Two courses specifically designed for Aboriginal prisoners, Keep Your Culture, Keep Your Job, and Standing on Solid Ground, had been cancelled since the last inspection. Although some Aboriginal students told us they were happy to be in mainstream classes, consideration should be given to providing Indigenous-specific education courses and training opportunities for those who may not have the confidence to engage in mixed classes.

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Aboriginal students said that some training opportunities were not equal: 'it's a lot harder to get into short courses like forklift, this happens everywhere, white guys get in more than Aboriginal men.' They said they would benefit from Aboriginal law and language classes while at Wooroloo.

Aboriginal men also needed help understanding the many Aboriginal-specific programs available after release. In particular, they asked for information on Aboriginal home loans, the functions of Indigenous Business Australia, and the Aboriginal Business Initiative of the Western Australia Department of Finance.

Self-paced and tertiary students wanted more support

Students engaging in self-paced learning must be supported so that they stay motivated to complete their courses. Wooroloo was partnered with the registered training organisation (RTO) Trainwest. Self-paced students were disappointed that the on-site tutor support from Trainwest had been cut from monthly in 2017 to just once per semester in 2018. Email support had also been reduced. We were pleased that the Campus Manager was investigating changing to another RTO.

Longer terms of imprisonment can give prisoners opportunity for focused tertiary study. Men at Wooroloo in university courses objected to the enrolment limit of four units a year, reasoning that a standard undergraduate degree would therefore take 12 years, not the usual three. They also asked for access to computers in the evenings and at weekends, not just the five hours that the education centre was open on each weekday. Senior management at Wooroloo and the Department's Education and Vocational Training Unit should consider making prison-safe laptops and other personal digital devices available to Wooroloo education students, as has been done at other prisons.

2.4 PREPARATION FOR RELEASE

Pre-release support services were not meeting need

Prisoners become eligible for pre-release support services when they are six months from release. Wooroloo is the largest minimum-security prison in the state, with most prisoners in the final stages of their sentence. Wooroloo typically has about 250 prisoners within six months of release, from a total population of around 400.

In most public prisons across the state, preparing prisoners for release is managed and coordinated by two key positions – the Transitional Manager, and the Employment Coordinator. The Transitional Manager refers prisoners to government and non-government organisations for assistance with obtaining:

- birth certificates
- Medicare cards
- driver's licences
- welfare payments

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- accommodation, and
- other services in the community.

The Employment Coordinator helps prisoners to get job ready, by assisting with resumes, linking to employment service providers, and identifying potential employers.

Despite its role as a pre-releasing prison, Wooroloo had just the one Transitional Manager. Wooroloo had been allocated a reintegration project officer in mid-2017, a position that supported both the Transitional Manager and Employment Coordinator. In addition, one prisoner was employed as a transitional clerk. At Wooroloo, the Transitional Manager was committed and enthusiastic, but there were indications that transitional services were not meeting need.

During the inspection, we met with a group of prisoners who were approaching release. They said they had not received enough support to prepare them for release. They expected personal assistance from the Transitional Manager, but it was unrealistic for one person to provide individual attention to 250 prisoners. The Department should increase Wooroloo's transitional management capacity.

Recommendation 2

The Department should increase Wooroloo's transitional management capacity.

Career and employment services were highly productive, limited only by staff resources

The Employment Coordinator position provides career and employment services to prisoners. At Wooroloo, the role focused on managing the Prisoner Employment Program (PEP), which gave prisoners the opportunity to undertake paid employment, education and training, or job seeking activities in the community prior to release from prison.

PEP numbers at Wooroloo have traditionally been comparatively high. At the time of the inspection, seven prisoners were going off-site to work or prepare for work. There were five prisoners in paid employment, one participating in education, and one seeking employment.

Accessing PEP, for prisoners and employers, is hindered by stringent approval criteria and complex approval processes. There is little incentive for employers to offer a PEP position, and long approval times are also a disincentive. It was left to the Employment Coordinator to contact and encourage prospective employers, and prepare prisoners with resumes and a work-ready attitude.

Wooroloo had some advantages in terms of their prisoner cohort and offence profile when it came to successful PEP placements. Prisoners at the Dowerin Work Camp assessed as suitable for unsupervised Section 95 had found paid employment in surrounding wheatbelt towns. Wooroloo had secured a PEP driver position, available to transport prisoners to their workplaces each day. But credit should be given to the proactive and committed work of the Employment Coordinator.

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PEP took up most of the Employment Coordinator's time, and other career and employment services were neglected by comparison. Despite this, the Employment Coordinator had organised an Employment Expo in February 2018, featuring some 30 exhibitors. Two hundred prisoners attended the expo, and feedback had been positive. Following the expo, the Employment Coordinator had been able to secure post-release employment for five or six prisoners.

The new Community Services contract created uncertainty

The Department contracts additional re-entry support services to an external provider. Outcare had held the community services contract for delivering re-entry services in metropolitan male prisons for many years. In December 2017, the Department announced that Outcare's contract would not be renewed. On 1 April 2018, just four days after our on-site inspection at Wooroloo finished, the contract for Wooroloo transitioned to the ReSet consortium. The consortium lead was Wungening Aboriginal Corporation, joined by Centrecare, St Bartholomew's House, and Wirrpanda Foundation.

In March 2018, staff and prisoners at Wooroloo held concerns about the transition from Outcare to ReSet. Outcare had already withdrawn most services, and many of their staff had left to seek other employment. Some Wooroloo staff felt there had been a lack of consultation before retendering the contract, and a lack of communication since the contract was awarded. There was uncertainty about the level of service that ReSet would provide.

The scope of services under the ReSet contract will change

The scope of services under the new contract had been reduced. Whereas Outcare had offered services to every prisoner, the ReSet contract only targeted those assessed as medium- to high-risk of reoffending, and were limited to 2,435 clients annually. In addition, some services might disappear entirely. At Wooroloo, the most significant of those was the Good Beginnings program delivered by Save the Children. It had employed two staff three days each week, helping prisoners keep in contact with their children. That service, which had included regular video contact with family via Skype, ceased during our inspection. ReSet only provides restricted family support services to eligible prisoners, and only in the last six months of their sentence. At the time of writing, the Skype service had stopped.

Prisoners previously involved in the Good Beginnings program were deeply concerned. Loss of that program will have a negative impact not just on them, but also on their children. Relationships with children should be maintained throughout the duration of a sentence. Attempting to establish that connection six months before release can be difficult.

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Recommendation 3

In the absence of the Good Beginnings program, Wooroloo must ensure that prisoners can keep in contact with their children.

The ReSet contract might better meet the re-entry needs of Aboriginal prisoners

The Department continues to carry the requirement to implement the Policy Framework for Substantive Equality. That involves achieving equitable outcomes as well as equal opportunity. It takes into account the effects of past discrimination. It recognises that rights, entitlements, opportunities and access are not equally distributed throughout society. Substantive equality recognises that equal or the same application of rules to unequal groups can have unequal results.

Where a service delivery agency such as the Department caters to the dominant, majority group, then people who are different may miss out on essential services. It is necessary to treat people differently because people have different needs.

In March 2018, reintegration and preparation for release services for Aboriginal prisoners was not different to the services provided for non-Aboriginals. In the metropolitan area, under the ReSet contract, that might change. Two members of the ReSet consortium, Wungening and Wirrpanda Foundation, are Aboriginal corporations, and they both bring a thorough understanding of contemporary Aboriginal society. The new contract specifies delivery of services only to prisoners at medium- and high-risk of reoffending, and will likely target Aboriginal men. We expect that services will be tailored specifically to individual criminogenic history and re-entry need, which might satisfy the objectives of the substantive equality framework.

Management of the new Community Services contracts was poorly structured

We do have concerns about the management of changes to the community services contracts. The Department first announced changes to the re-entry contracts in December 2014. Planning continued through 2015, and by July 2016, a template version of the Department's Request for Tender was prepared. In August 2016, community services Contracts Procurements and Administration staff were in place. Despite that, it was not until January 2017 that requests for tender were sent out. The three-month response time limit was interrupted by the change of government following the 2017 State election. The tender finally closed on 22 June 2017.

In October 2017, Machinery of Government changes amalgamated the Department of the Attorney General and the Department of Corrective Services to form the new Department of Justice. Community Services and Commercial Contracts were located within the Infrastructure and Assets Directorate, Corporate Services Division of that new Department.

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On 15 December 2017, successful tenderers for the re-entry contracts were notified by email. Unsuccessful tenderers were notified the following week. The new contracts were set to commence on Sunday 1 April 2018, Easter Sunday.

At a briefing on 30 January 2018, a spokesperson from the Department's Offender Management Division informed OICS staff that the contracts process had been slow, and had been behind schedule at the end of 2016. Since then, existing program and re-entry services had been analysed, and contracts had been re-worked. Community sector partnerships had been required, and because applicants from regions were said to be below standard, that process was not finished.

The spokesperson predicted that meetings would be organised soon between old and new contractors, and inductions for new contractors would run in late February 2018. We were told that services would not be lost, but fewer prisoners would get a re-entry program, as funds were limited. Some rehabilitation and reintegration programs would be delivered by the new contractors, but mandatory programs would not be affected.

Surprisingly, we were told that that contract management procedure was not finalised, and that the process for referring prisoners to new contractors was still to be determined. The new contractors would not initially have access to the Department's Total Offender Management Solution (TOMS) database. Service level agreements and key performance indicators had not been developed.

As planned, the new contracts came into effect on 1 April 2018. A week later, OICS formally requested copies of all new re-entry service provision contracts and service guides (service level agreements and key performance indicators). A spokesperson from the Department's Infrastructure Services replied that the service guides were not finalised. In mid-May, the manager of one regional re-entry contractor told us that although they were receiving payments under the contract with the Department, they had no service level agreement or key performance indicators to work towards. At that time the Department informed us that a project officer had been tasked with completing the service guides during May and June.

At the time of writing, some 40 months after the initial announcement, the community services contracts procurement and administration process had still not been finalised. Services were being delivered without specific accountability. We will monitor the capacity of the Department to develop service guides for the Community Service contracts, and hold the contractors to their obligations.

Chapter 3

WORK AND WAGES

3.1 EMPLOYMENT

Wooroloo still offered a full range of employment opportunities for prisoners.

In 2018, Wooroloo still had the full complement of traditional prison industry employment options:

- kitchen
- laundry
- unit cleaning
- grounds and facility maintenance.

The prison also continued to provide employment in skilled industries:

- metal manufacturing
- cabinetwork
- machinery maintenance.

Prisoners also had access to agricultural work at the farm, and the market garden.

Each day, TOMS records the number of prisoners scheduled to attend at each prison workplace, and the number of those called away to legitimate activities elsewhere, for example the medical centre, education centre and the like.

Analysis of TOMS in the week of the inspection recorded the percentage of Wooroloo prisoners working at the kitchen (11.8%); grounds (9.3%); laundry (5.8%); full-time education (5.0%); and the cleaning party (4.8%). The three industries workshops outside the fence employed 33 men, or 8.3 per cent of the population.

In 2018 Wooroloo had four Section 95 teams, but only two teams actually left the site to work on projects in and for the benefit of the community. Those external Section 95 teams employed just 25 prisoners. Counting industries workshops, farm, market garden, PEP, Dowerin Work Camp and Section 95 external teams, 102 prisoners were working outside the fence.

Unemployment was significant, with 58 prisoners not working. Many of those were recent arrivals waiting to be placed at work sites.

Prisoners complained about lack of meaningful work

Although TOMS showed employment across all workplaces, prisoners told us they were under-employed, working short shifts, or doing menial tasks.

Our analysis of Independent Visitor reports found prisoner dissatisfaction with employment opportunities to be the seventh most frequent theme. In the pre-inspection prisoner survey, 10 out of 78 comments on useful activities related to lack of employment opportunities. Even the staff survey suggested that opportunities for employment at Wooroloo were restricted.

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We were concerned that TOMS data masked under-employment. Observing work practices in the kitchen, it became obvious that prisoners were working split shifts. Although giving more prisoners the opportunity of some workplace experience, just three or four hours' work on four days of the week would likely not prepare prisoners for mainstream employment.

Commercial contracts brought income, employment and training opportunities

In 2018, we found that prison management had secured three valuable commercial contracts. Prisoners were constructing portable classrooms, were fabricating nursery frames, and were assembling camper trailers. Commercial contracts are discussed elsewhere in this report (see Chapter 8).

Those external contracts generated a finance stream outside the normal Departmental budgetary process. Discretionary spending was available for materials and new equipment. With the metal shop operating at capacity, more prisoners found meaningful work. New equipment and machinery helped the prison workshops mirror mainstream work practices more closely. Training opportunities expanded. Wooroloo even hoped to keep the proceeds of those external contracts to supplement its budget, but that was unlikely.



Photo 5: Nursery frames manufactured under contract.

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Aboriginal prisoners missed out on some work opportunities

During the inspection, we found differences between the employment patterns of Aboriginal and non-Aboriginal prisoners at Wooroloo. Aboriginal men were 15.6 per cent of the prisoner population. It was positive that they formed 30 per cent of those enrolled full-time in education, 40 per cent of canteen workers, were 20 per cent of the peer support team, and 20 per cent of both Section 95 on-site teams. Aboriginal prisoners were just above parity at the mechanical workshop (16.7%).

We were disappointed to find low proportions of Aboriginal prisoners at some other workplaces. They were just above 10 per cent at the farm, grounds, kitchen, and cleaning party, 10 per cent at carpentry and maintenance, and just under 10 per cent at the metal shop. None were at the Dowerin Work Camp, and none were on the PEP program. We were concerned to find that 29.3 per cent of unemployed prisoners were Aboriginal.

Although Aboriginal prisoners' employment at the time of the inspection was below expectations, it had been worse the previous month. As a high-achieving releasing prison, Wooroloo should make sure that Aboriginal prisoners get the benefit of the full range of employment opportunities.

3.2 GRATUITIES

Wooroloo was saving money on gratuity payments

Prisoners earn gratuity payments that increase as individual skill, aptitude and responsibility develop. Level 1 gratuity is the highest, and earnings fall through Level 2 to Level 5. Prisoners on Level 6 earn nothing. The Department recommends that all prisons allocate a set proportion of the prisoner population to each of the first five gratuity levels. The work camp gratuity level, Level 23, is not included in the Department's recommended gratuity profile, as just five prisons host work camps.

In 2018, our analysis of recent Independent Visitor reports found problems with finance and gratuities to be the second most frequent prisoner complaint theme. During our inspection, prisoners told us that Wooroloo paid lower gratuities than other prisons. We found some evidence that supported those complaints.

Analysis of TOMS in the week of the inspection showed the proportion of gratuities paid to Levels 1, 2, and 3 was lower than recommended, and the proportion paid to Level 5 was higher than recommended.

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Table 3.1 Proportion of gratuities paid (TOMS, 19 March 2018).

Gratuity level	Number of prisoners	Number of prisoners minus Level 23	Wooroloo percentage	Recommended percentage
Level 1	32	32	8.4 %	10 %
Level 2	68	68	17.8 %	20 %
Level 3	149	149	39.1 %	45 %
Level 4	55	55	14.4 %	15 %
Level 5	72	72	18.9 %	10 %
Level 6	5	5	1.3 %	
Level 23	17	Not used		
Total	398	381		

Also, the Wooroloo year-to-date financial performance report for March 2018 showed that \$534,240 had been spent on prisoner gratuities. That was only 74 per cent of the budgeted allocation, saving the prison some \$167,782 at that time. Wooroloo should use the full allocation of funds available for each gratuity level.

We were shown finance documents that suggested the full allocation of funds to each gratuity level had been available, but we were not able to determine why deserving prisoners had not had their gratuity level raised.

Aboriginal gratuities earnings were low

Aboriginal prisoners at Wooroloo were earning less than non-Aboriginals. At the time of the inspection, no Aboriginal men were on the high-earning Level 1, and they were under-represented on Levels 2 and 3. They were found in high proportion on Levels 4 and 5.

Although Aboriginal earnings were below par at the time of the inspection, they had been even lower a month earlier.

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Table 3.2 Proportion of Aboriginal prisoners on each gratuity level.

Gratuity level	Aboriginal		Aboriginal %		Non-Aboriginal	Total on 19/03/2018
	22/02	19/03	22/02	19/03		
Level 1	-	-	-	-	32	32
Level 2	4	9	6.9 %	13.2 %	59	68
Level 3	22	23	15.3 %	15.4 %	126	149
Level 4	21	11	32.3 %	25.0 %	44	55
Level 5	13	19	21.3 %	26.4 %	53	72
Level 6	3	-	37.5 %	-	5	5
Level 23	-	-	-	-	17	17
Totals		62			336	398

Wooroloo must monitor Aboriginal earnings, give equal incentive to all prisoners, and avoid structured inequality.

Recommendation 4

Wooroloo must put strategies in place that increase the number of Aboriginal prisoners at desirable workplaces, and at high gratuity levels.

3.3 WOOROLOO KEPT THE DOWERIN WORK CAMP FULL

Wooroloo is one of five prisons with responsibility for a work camp. The Dowerin Work Camp is 110 km east of Wooroloo. It has capacity for 20 prisoners, suitably assessed at the lowest security rating. Unlike three of the other work camps, Dowerin has been above 90 per cent full for most of the last three years.

Dowerin had a staff allocation of two senior work camp officers (SOs), three work camp officers, and one relief officer. There were always two officers on shift, and one stayed at the camp. SOs worked week on, week off, and officers worked one week on, two weeks off. All had six weeks' annual leave, but they did work public holidays. Overtime was not generally available.

In the week of the inspection, there were 17 prisoners at the camp. Five men had earned a place on the PEP, going off-site to paid employment in the community. A further three were on 'static' – employment at a fixed location, but not on PEP. Six men had earned reintegration leave (RIL), and took it in turns for weekends at home. Men at the work camp were permitted 'double RIL' compared to men at Wooroloo. The work camp had lost six men to parole in the two weeks before the inspection. They expected a perfect storm later in 2018, losing 13 men by the end of the year as their sentences

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Photo 6: Dowerin Work Camp office.



Photo 7: Prisoner accommodation at Dowerin Work Camp.

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finished. Despite such fluctuations in population, the work camp was usually full. Men did return temporarily to Wooroloo for medical checks, job interviews, and meetings with prison staff. They also returned to spend Friday and Sunday nights at Wooroloo when on weekend RIL.

Men from the work camp helped Wooroloo keep its strong reputation for reparation, giving back to wheatbelt communities in the form of civic works. In addition to Dowerin, the work camp had frequently visited Goomalling, and had completed repairs to the kids' drop in centre in Kellerberrin. Other regional beneficiaries were the townships of Koorda, Wongan Hills, and Meckering. The Wooroloo Section 95 team visited Toodyay and Northam.

The work camp was on scheme water, and the sewerage system had been upgraded in 2016. Although the camp was on the Dowerin township electrical grid, outages were frequent. A generator cut in automatically if power went down to keep fridges and freezers running. Weekend power cuts still caused concern. Lighting around the camp had been converted to LED in December 2017, and 4G phone connectivity for the work camp office had been established in February 2018.

Some work camp prisoners on PEP remained with their employer after release, bringing new residents to otherwise shrinking wheatbelt towns. Three ex-work camp men were living in Dowerin, and two in Goomalling.



Photo 8: Dowerin Masonic Hall, renovated by work camp prisoners.

Chapter 4

CARE AND WELLBEING

4.1 ARRIVING AT WOOROLOO

The reception building was one of the best of its kind

Wooroloo's reception facility was built in 2008. During our first inspection of the new building we described it as open, spacious, and one of the best facilities of its kind in the state (OICS, 2009, p. 31). In 2018 it was still the case.

The reception centre was large and well-organised, with adequate storage to cater for the current population, as well as the planned increase of 48 more prisoners. That was a credit to the Department's forward planning at the time the facility was designed, given that the prison's population had increased from 270 to around 400 in the last nine years.

Good processes were in place for the arrival of new prisoners

Being a minimum-security prison farm, Wooroloo received prisoners in a controlled manner. Transfers occurred on set days of the week. Prisoners transferred to Wooroloo were usually calm and well-settled. They have been through reception processes elsewhere at least once, but often twice or more. They have a good understanding of the procedure.

Because reception staff were kept informed of prisoner movements, they could prepare paperwork, reception packs, and property storage in the days before prisoners arrived. On the day of our visit, for example, paperwork for prisoners arriving the following day had already been prefilled, printed, and sat awaiting their arrival.

Unlike reception centres in some prisons, reception interviews at Wooroloo were conducted in an appropriately private setting. The officer in charge of reception interviewed prisoners one-on-one in an office, out of sight and earshot of other prisoners or staff. That was an example of good practice supported by appropriate design. Because the reception centre is large, spacious, and well-designed, the staff working within it can perform their duties as intended.

Relying on prisoners for interpretation was not appropriate

Wooroloo staff were aware that a confidential telephone translation service was available, and adequately funded. Despite that, most interpretation was carried out by other Wooroloo prisoners. That was inappropriate. The use of prisoners as interpreters breaches prisoner confidentiality, and risks leaving prisoners beholden to, or reliant on, one another. While it is understandable that on-site interpreting by prisoners is convenient in many day-to-day interactions, it is not appropriate for private and confidential interviews.

Orientation was good, but could be better

In 2015, we found that prisoners were not receiving enough information about how the prison worked when they first arrived (OICS, 2015). In 2018, our pre-inspection survey

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suggested little had changed. The prisoner survey suggested only 49 per cent of Wooroloo's prisoners felt they received enough information to understand the prison upon their arrival, below the state average of 53 per cent. That was disappointing given the thorough processes that appeared to be in place.

Newly arrived prisoners took part in an orientation process that began following their reception. At Wooroloo, peer support workers played a key role in that procedure, and conducted regular tours of the large site for all new prisoners. Peer supporters explained how to get work, and where to get help if needed. A comprehensive orientation booklet was also provided which covered most aspects of daily life at Wooroloo.



Photo 9: Wooroloo grounds, with accommodation beyond.

Unit 3 was the designated orientation unit. It also served as Wooroloo's Drug Management Unit (DMU), a role that would seem at odds with that of orientation. Upon arrival at Unit 3 prisoners were interviewed by unit staff. Those interviews covered sensitive ground, and involved discussion of private and confidential information. However, as prisoners arrived in groups, they were typically interviewed at the same time in an open office space. The unit officers told us they were unhappy with that arrangement, and conscious of the privacy issues it raised. Orientation interviews in Unit 3 should be conducted in private.

4.2 LIVING CONDITIONS

Prisoners progressed through accommodation, earning autonomy and privilege

Built in 1914, Wooroloo was originally a sanatorium for tuberculosis patients. From 1960 it operated as a geriatric and district hospital. The original buildings have been heritage-listed, limiting modification and upgrade.

The site was only converted to a minimum-security prison in 1972. Since then, the groups of cells, arranged in lines along long verandas, have been designated as Units 1 through 4. The units varied by status, with prisoners progressing through a hierarchy of accommodation, autonomy and privilege. As none of cells had en-suite ablution facilities, prisoners could not be locked in cells at night.

In 2018, Unit 1 had capacity for 86 prisoners in nine pods, each with seven cells. The mix of single- and double-cells were semi-self-care. Meals that were cooked at the main kitchen were distributed from nine kitchenettes. Unit 1 was at the top of the compound, with impressive views across the valley below. In 2012, it was described as among the best prisoner accommodation in the state (OICS, 2012, p.15).

Unit 2 was in four blocks, with capacity for 101 prisoners. It was a mix of standard, semi-self-care, and self-care accommodation. Unit 2B, arranged in four six-cell pods, was full self-care. Prisoners in Unit 2B had single cells, and cooking and cleaning responsibilities were rostered, much like a share house.



Photo 10: Accommodation Unit 1, with perimeter fence behind.

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Photo 11: Accommodation Unit 2 veranda.



Photo 12: Accommodation Unit 2.

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Unit 3, with 112 standard single cells, was both the orientation unit and the drug management unit. It provided 96 basic, standard cells. In addition, it had eight semi-self-care cells for Aboriginal men, and eight other enhanced self-care cells.

Unit 4 comprised four blocks. Unit 4A had standard accommodation for 76 men and nine enhanced self-care cells for older prisoners. Units 4B and 4C were both self-care for 11 men, and 4D had recently been modified internally as transient accommodation for work camp prisoners on weekends.

At the time of the inspection, preparations were under way for extensions to Unit 1. Twenty four new cells were planned beyond the northern end of the Unit 1 veranda, taking the total prisoner population to 460. To cope with the increased prisoner population, upgrades to sewage, electrical supply, canteen, laundry, and the main kitchen would likely be required. It will be the first build of a new cell block at Wooroloo, and the design has required heritage approval.

Aboriginal prisoners wanted better accommodation

In March 2018, Aboriginal prisoners made up just 10 per cent of prisoners in the desirable Units 1 and 4B, but were 41 per cent of the least desirable Unit 3. No Aboriginal prisoners were living at the Dowerin Work Camp. We did find that six Aboriginal men were in one of the four Unit 2B self-care pods, which was a good outcome.

In our meeting with Aboriginal prisoners, they asked whether that was structural inequality, and called for better access to desirable accommodation. Similar to employment opportunities and gratuity earnings, Aboriginal prisoners should be found at all levels of accommodation.

4.3 EVERYDAY CONCERNS

The main kitchen was orderly and efficient

Wooroloo provided self-care, semi-self-care, and standard accommodation. Food distribution varied according to accommodation status. Self-care prisoners had access to their own kitchens, had bulk food provided, and prepared their own meals. Prisoners in semi-self-care received trolleys of food from the kitchen, and the meals were served up from kitchenettes in each unit. Men in standard accommodation ate at one of the prison's two dining rooms, where meals were prepared and served by prisoners working in the main Wooroloo kitchen.

In the main kitchen, up to 40 prisoners were employed in different roles, from chef through to bin cleaners. Food preparation was orderly. A team of three chef instructors directed operations and monitored hygiene standards. The kitchen was regularly inspected by external authorities. Storage was adequate for the population at the time of the inspection.



Photo 13: Lunch dish-up in the main dining room.

Senior management at Wooroloo were planning to expand the main kitchen to cope with the future increase in prisoner population. The design of a kitchen upgrade had been finalised. Major components included a new roof canopy, new floor drains, and new catering equipment. Kitchen staff had been involved in designing the upgrade.

Dining room processes could improve

We observed the lunch meal service for standard accommodation prisoners in the main dining rooms. The dish-up was supervised by a group of officers to ensure fairness and prevent standover, but the meal was over quickly. The 80 prisoners were in and out, including the option of eating two servings, within 10 minutes, and with very little chatter or noise. We heard later that prisoners often felt meal times were rushed by the officers.

There was no feedback or suggestion process in place at the main kitchens for prisoners to comment on food quality or quantity, or on the menu selection. Other prisons use suggestion slips or regular prisoner meetings to assess satisfaction, and incorporate suggestions into future menus. Wooroloo should consider introducing some form of feedback to guide kitchen staff.

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Self-care kitchens needed better oversight

The chef instructors regularly inspected self-care kitchens to ensure that appropriate food safety and hygiene standards were in place. When they found problems, however, they had to rely on unit officers to enforce recommendations. This was not occurring in a reliable or satisfactory manner. It is necessary that unit staff enforce kitchen standards in self-care accommodation to maintain hygiene standards.

Clothing and bedding was decent

Prisoners were issued with three sets of clothing on arrival at Wooroloo. Men kept their own items of clothing and underwear until they handed them in for replacement, or they left the prison. They were also issued special work-related items of clothing, for example protective clothing for the kitchen, the farm, and other workplaces. If clothing become too worn or broken, prisoners could swap items at their accommodation unit office. That was done on a one-for-one basis when the unit officer was satisfied an item was unwearable.

Although the Wooroloo laundry was old, it was large and well maintained, and employed 23 prisoners at the time of the inspection. Its regular routine was to wash prisoner clothes from Units 1, 2c, 3, 4b and 4c on Mondays, Wednesdays and Fridays, and all bedding on Tuesdays. Prisoners' clothes and wash bags from those units were individually tagged, to guarantee the correct items were returned. We received no negative feedback about the process either on-site or through our survey.



Photo 14: Wooroloo property store.

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Prisoners in the remaining units did their own laundry, using domestic washers in their units. When the domestic washers broke down under the workload, men could use the central laundry. Unit staff monitored self-care laundry hygiene.

We found sound management and storage of prisoner property

The Wooroloo prisoner orientation booklet laid out clear guidelines on limits to personal property that prisoners could keep in cells. Permissions increased as a prisoner advanced through the accommodation hierarchy. Surplus personal property was kept in the prison property store, which was managed by an experienced VSO. The store was large, clean and well-ordered, with enough shelving for all property boxes. More storage could be needed if the prisoner population grew beyond 460. We examined the property record system, and found robust accountability checks in place. That was also the case for valuables storage, which was only accessed by designated staff.

Stock controls in the canteen had improved since the last inspection

At the time of the last inspection we found stock controls to be ineffective. We were particularly concerned about the lack of accountability for tobacco products at the canteen. At that time, we recommended that better controls be introduced, and prison management agreed. For this inspection, we were looking for improvements. In 2018, the canteen was subjected to monthly accounting and a quarterly compliance audit driven by the prison finance manager. Tobacco products were monitored daily.

We also found that there had been significant changes to stock control and accountability across the site, and not just in canteen and stores. All ordering was subject to detailed oversight from the business services area of the prison, to the extent that some staff felt untrusted, and believed it affected their ability to do their roles properly. The changes resulted not just from issues related to canteen accounting, but to budget controls imposed across the prison system by the Department.

Although prisoner satisfaction with the canteen had improved, we expected more

The last inspection of Wooroloo found that the overall standard of service at the canteen was poor, with 85 per cent of prisoners dissatisfied with the service. In 2018, our pre-inspection survey found a large improvement. Satisfaction with the canteen service had increased from just 15 per cent to 47 per cent, but that was still below the state average. Many men objected to the high cost of items, the limited range available, and the cap on individual spends each week.

Part of our recommendation at the last inspection was for the canteen to be run like a retail store in the community. That would prepare prisoners better for release. We pointed to other prisons in Western Australia that used supermarket-style shopping, particularly the Bunbury Regional Prison Pre-release Unit, and the Boronia Pre-release Centre for Women. At that time the Department rejected the recommendation, responding that '[T]he Wooroloo canteen is limited in its operations due to the size,

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layout and storage capacity and would not sustain an increase in stock selection or a traffic light purchasing system' (OICS, 2015, p. 46). It planned to take no further action.

Despite that, Wooroloo had taken some steps to improving the canteen service. Pre-ordering of items was no longer required, and a same day service operated. Each unit was allocated one 'spends' day each week. Prisoners submitted order forms in the morning, and collected from the canteen window in the afternoon. The shopping experience was safer and more controlled.

As with the kitchen, Wooroloo management were planning to expand the canteen to cater for the population increase. We encourage the Department to support local management in their plan to model the new Wooroloo canteen on contemporary mainstream retail practices.

Chapter 5

FREE TIME

5.1 RECREATION

From excellent to average: a huge drop in satisfaction with recreation services

In 2012, the prisoner survey suggested recreation programs at Wooroloo were highly regarded. At that time, up to 100 prisoners regularly took part in Wooroloo's external recreation program (OICS, 2012, p. 23). The high-profile V Swans component of the external recreation program combined football training, work skills, leadership, teamwork, and the opportunity to play football outside the prison in the weekly district football carnival.

An external family program was also linked to external recreation. Prisoners going out for recreation could invite their families to attend, and join in supervised picnics after the games. That was an excellent, pro-social, and family friendly initiative.

In 2015, suitably assessed prisoners could still join in local league tournaments for team sports including soccer, basketball, football, and cricket. It had been one of Wooroloo's greatest drawcards, particularly for young Aboriginal prisoners. At that time, our pre-inspection survey found that 82 per cent of Wooroloo prisoners thought that organised sport options were good.

In the 2018 prisoner survey, approval of organised sports options had fallen to just 49 per cent. We attributed much of that fall to cancellation of the V Swans and other external recreation programs.

Recreation was under-staffed

Wooroloo had just three recreation officer positions. In previous years, when any of the three were not on site, management had the difficult choice of cancelling the external recreation program and keeping on-site recreation open, or running the external program and denying the majority of prisoners access to sporting equipment, the library, and other passive recreation at the prison. In short, if a small number of prisoners were to enjoy external recreation, the remainder of the prison had access to very little.

In 2015, we recommended that all three staffing positions should be filled so that both external and internal recreation could continue. However, the Department instead chose to temporarily cancel external recreation altogether, to 'improve recreation options for all prisoners' (OICS, 2015, p. 47).

In 2018, Wooroloo still failed to consistently provide enough recreation staff. On paper, recreation was fully staffed, but of those three substantive officers, two were on long-term leave, and the third had leave planned. The recreation team needed support to provide an adequate service. All three recreation officer positions must be effectively filled, in practice as well as on paper.

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Recommendation 5

Revitalise recreation services at Wooroloo, and ensure that recreation officer positions are filled on a daily basis.

Recreation was still available inside the Wooroloo compound

In 2018, satisfaction with 'other recreation' services had fallen from 66 to 47 per cent, and satisfaction with the gym was down slightly from 72 to 68 per cent. Despite that, both compared favourably with the state average. At the time of the inspection, prisoners could join indoor cricket and soccer competitions, basketball, yoga, squash, tennis, a martial arts course, football, table tennis, touch rugby, darts, pool, and had access to the gym. The prison provided a well-equipped band room. Passive options including bingo and quiz nights. New isometric equipment had been constructed by prisoners in the metal workshop and was due to be installed around the oval for circuit training.



Photo 15: Wooroloo Recreation Hall and gymnasium.

Sound processes were in place to ensure the safe and appropriate use of recreation equipment. Prisoners using the gym completed an induction that included safe use of weights and exercise machines. Men using the music room were shown appropriate use of the shared equipment.

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We were disappointed that the Wooroloo oval was in poor repair. The nearby market garden had been expanded, and water resources that had been reserved for the oval were prioritised for the gardens. Poor irrigation had damaged the oval surface to the point that it was dangerous to play on. The Wooroloo oval should be repaired.

Casuarina Prison used to send books to Wooroloo, but that service had fallen away. To keep library stock fresh, Wooroloo recreation staff had set up a six-weekly library exchange program with the Mundaring Shire Library. Wooroloo library services were free, but prisoners could choose to pay a one-off fee of \$1.00 to access additional stocks of books, CDs, and DVDs.

5.2 SUPPORT

Wooroloo visits area was among the best in the state

The visits area at Wooroloo provided a relaxed, friendly, and family-focused atmosphere for prisoners to engage with their visitors. Staff were friendly and respectful, but remained diligent and aware. Security coverage was thorough, but not intrusive.



Photo 16: Exterior, Wooroloo Visits Centre.

As a working prison, Wooroloo only held visits on weekends. Two sessions were available on Saturdays and Sundays, and visitors could travel to the Sunday afternoon session on a chartered bus service from the Midland train station. Visits on public holidays were only in the afternoons.

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At the time of the inspection, family support services during visits were provided by Outcare, and included a well-maintained children's corner with toys and activities. As Wooroloo had no external visitors centre building, Outcare was not able to distribute food packs or donated clothing.



Photo 17: Interior, Wooroloo Visits Centre.

Uncertainty around change in service providers was destabilising

As discussed in Chapter Two, our inspection finished just days before Outcare, the long standing contracted external services provider at Wooroloo, was replaced by ReSet. Although the Department had been planning changes to community services contracts procurement and administration since December 2014, communication throughout the transition process had been poor, and speculation about decreasing services was rife.

Staff and prisoners feared the loss of key family support services, particularly the Good Beginnings program run by Save the Children. Their services were highly regarded by staff and prisoners alike, and included:

- facilitation of Skype visits
- contact with Family Court services and the Department of Community Services
- running playgroups, and
- a program to improve connections between teenagers and their fathers at Wooroloo.

Prisoners were particularly concerned over the cancellation of the Skype visits service.

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Skype visits should be expanded to better facilitate contact with family

In 2015 we found the Good Beginnings pilot Skype program had proved successful. We recommended that it should not only be refunded, but should be expanded. In 2018, that recommendation had been progressed, and Skype visits were available to prisoners not getting visits in person. The visits were only available for immediate family members, those in a proven marital relationship (including de facto, co-parenting, and same sex partners), and for prisoners isolated from country or community.

Unfortunately, Wooroloo limited Skype visits to Thursday afternoons, from noon to 3:00 pm. That made visits with school age children difficult. Given that the Skype program had been so successful at Wooroloo, and that the Save the Children program will not be continuing, we suggest that Skype visits be offered more widely. More visit sessions should be made available, and scheduled at times that fall outside of school hours.

The prison has enjoyed a stable and committed chaplaincy service

Wooroloo had three permanent chaplains, each visiting one day a week. All three were very experienced, and the coordinating chaplain had been coming for seven years. One of the chaplains was an Aboriginal woman.

The chaplains coordinated Sycamore Tree, a restorative justice program. It was very popular with prisoners, being highly regarded by the PRB. Sycamore Tree had run twice each year, and had often been waitlisted. The coordinating chaplain feared it may become increasingly difficult to run, as it relied on victims and their supporters volunteering to take part.

Chaplains said prisoners increasingly needed grief support services. That came in large part from prisoners upset that their application to attend a family funeral had been denied. It was of particular concern to Aboriginal prisoners, who defined close family more inclusively than non-Aboriginal prisoners.

The chaplains were filling gaps in professional counselling services

At the time of the inspection, Wooroloo had lost its Prisoner Counselling Service (PCS) and on-site psychological services. The psychiatrist only visited one day a month. A mental health nurse had only recently been appointed. Because those trained clinical support services had been reduced or withdrawn, chaplains were being approached with issues and needs beyond their training and expertise.

The service gap was compounded because prisoners were being transferred to the open environment of Wooroloo earlier in their sentence than in the past, and some found the experience troubling. When prisoners presented with complex psychological needs, the chaplains had no one to refer them to.

Recommendation 6

Prisoners must have better access to a professional counselling service.

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Support for Aboriginal prisoners had been reduced

Aboriginal prisoners found strong social, emotional, and cultural support from three Noongar women working at Wooroloo. The Prison Support Officer (PSO) was a Noongar woman who had worked in the Department for 12 years, most recently as an administrator in the Aboriginal Visitor Scheme (AVS). At the time of the inspection she was rostered full-time as PSO at Wooroloo, but had recently been told that she would soon take on three days each week at Hakea Prison, leaving just two days at Wooroloo.

The Noongar chaplain, a female Elder, was on-site one day each week. She highlighted the ongoing need for grief counselling, particularly when Aboriginal prisoners were denied leave of absence to attend the funerals of significant relatives. That view was echoed by the single female Noongar custodial officer, also an Elder. She used her own extensive knowledge of Noongar kinship to advise which funeral applications should be supported by Wooroloo management. She had gone so far as to pass that information to the Commissioner for Corrective Services in some cases.

All three Noongar women highlighted the service gap since AVS no longer visited the prison. The first priority of the AVS service had been to watch out for prisoners at-risk of self-harm. A key to the success of the service had been the regular face-to-face meetings that took place, and the familiarity with individual prisoners that resulted.

The AVS presence on-site had been replaced by a telephone hot-line, open to prisoners or family members to call in and report risk. That information was then emailed to the relevant PSO for follow-up. Prisoners told us that confused the PSO role with that formerly performed by AVS. We were concerned that with the PSO absent three days each week, some AVS referrals would not be actioned. Also, insight drawn from face-to-face interactions between AVS staff and individual prisoners was lost. Without that regular personal contact between AVS staff and prisoners, Wooroloo had lost an important element of its capacity to support prisoners at risk of self-harm.

The Aboriginal Services Committee and Pingaree subcommittee tracked service delivery

Wooroloo had run an Aboriginal Services Committee (ASC) since 2012. The ASC terms of reference had been revised in mid-2017. The new brief was to:

identify and address the needs of Aboriginal persons in custody in a culturally sensitive and appropriate manner. This is with a view of reducing the negative impacts of imprisonment and reducing the likelihood of reoffending and subsequent return to prison.

Quarterly meetings brought senior management together with education, training, health and reintegration staff, and prisoner representatives. The meetings followed a set agenda, and included reports from staff that detailed Aboriginal participation in education, employment, and voluntary programs. Trends in the gratuity profile and in transition and re-entry were discussed.

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Since 2013, Wooroloo had also trialled the Pingaree project. In addition to the ASC, Pingaree established a sub-committee to track individual Aboriginal prisoners as they progressed through the system. The Assistant Superintendent Offender Services, Transitional Manager, Campus Manager, Employment Coordinator and a representative from Outcare met to discuss outcomes for Aboriginal prisoners. Pingaree committee agendas focused on Aboriginal prisoners identified as needing special help, and on new or proposed programs and activities.

Since December 2017, the Pingaree sub-committee had been incorporated into a new voluntary services committee (VSC). The VSC was tasked with identifying voluntary services, programs and activities in addition to continuing the Pingaree brief.

The peer support prisoner team was inclusive, active and appreciated

Peer support team members bridge the communication gap between staff and prisoners. Originally set up to watch for prisoners at risk of self-harm, they also help reception staff orient new arrivals. In 2012 and 2015, peer support at Wooroloo had been very effective.

During this inspection, the team had expanded to 14 members. Five were employed full-time in the role, and nine were volunteers. They were managed by the PSO, and monthly meetings were minuted. All but two had completed the Gatekeeper suicide prevention course, and the PSO hoped that in future, team members would also be trained in mental health first aid.

Men were recruited to the team by direct application to the PSO, who passed her recommendations to Wooroloo Security for further screening. The culturally-diverse prisoner population was represented, with four ethnic Chinese, one Vietnamese and one Maori on the team. The single Noongar man was one of those employed full-time on the team.

Peer supporters were involved in the orientation program for prisoners new to Wooroloo. They met with new prisoners on their second day, and explained how the prison worked, and how to apply for employment. They also volunteered to help men write letters and parole plans. If a prisoner was illiterate, team members had them talk through the documents in their own words.

In our meeting with the team, they asked for clear information about changes to services under the new community contracts for re-entry support. They took seriously their responsibility for passing that information on to the rest of the prisoner population.

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5.3 LEGAL AND ADMINISTRATIVE SUPPORT

Basic legal materials and Wooroloo Local Orders were made available

The legal materials found at the Wooroloo Prison library conformed with the basic legal texts and materials expected in a prison facility. The books were in a good condition, were relatively up-to-date, and covered a sufficient range of topics.

The overwhelming majority of prisoners at Wooroloo had been sentenced, and were no longer involved in active criminal cases. At the time of the inspection, Wooroloo had no remand prisoners, and only four appeal prisoners. Demand for criminal legal materials was low.

Some prisoners did have an interest in family law matters, licensing or fines issues, immigration and deportation processes, and civil litigation. It was important that they could participate and engage in any legal matter, not just those that had led to their imprisonment.

Wooroloo had access to legal material through the library at Casuarina Prison. Men could ask Recreation VSOs for specific texts. We were told that requests for legal texts were rare, but the process worked well.

A full copy of up-to-date Local Orders was prominently available in the prison library. They appeared to be updated regularly. Prisoners were able to check any rules that they were unclear about.

Prisoners had limited access to computers for working on legal documents and official paperwork

At a reintegration facility, prisoners mostly use computers for preparing applications for parole, applying for temporary leave, and engaging with government. Some official processes were not available to prisoners at all, because the relevant forms were only available online.

Submissions and paperwork for legal and government processes often need to be typed, not hand written. Prisoners at Wooroloo only had a single computer for word processing. That computer was in the library, and at the time of the inspection it was not working.

The yellow envelopes for confidential mail were not freely available

Prisoners have the right to make complaints about their treatment. Letters mailed to government agencies in the confidential yellow envelopes are not screened by prison security. In the weeks before our inspection started, we tested the confidential mail system, and confirmed that it was delivering mail unopened in a reasonable time frame.

During the inspection, we found that the yellow envelopes were kept in unit offices, and prisoners could not freely or confidentially access them as was intended. To get an envelope, a prisoner would first have to gain permission from an officer. That was

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inappropriate, and was contrary to the intent of the confidential mail system. By contrast, unit interview forms and other request forms were on the front counter in each unit office. Prisoners could access them freely. That was good practice.

We were pleased to learn that since the inspection, Wooroloo management has made the yellow envelopes available to prisoners without asking officers.

Chapter 6

HEALTH AND MENTAL HEALTH

6.1 HEALTH INFRASTRUCTURE

Wooroloo was not for everyone

The Wooroloo Prison Farm secure compound spreads down a steep hillside. The gatehouse, industries, education and health buildings are at the top of the hill, and most accommodation blocks are lower down. Prisoners with impaired mobility could find it difficult to move around the site.

We were told that in recent years, prisoners were arriving at Wooroloo with higher and more complex health needs than before. Wooroloo was simply not suitable for everyone. Health and custodial staff believed the Department should conduct a robust assessment of prisoners' health and mobility prior to transfer.

The prison did not have 24-hour medical cover on-site, and was not adequately resourced to manage medical emergencies. Prisoners had no access to cell-call buttons, and telephones were at shoulder height. Cells at Wooroloo were not adequate for post-operative prisoners, and staff were concerned that if prisoners were returned to the farm following anaesthetic, drug overdose, or with suicide ideation, the prison could fail in its duty-of-care. An acutely unwell prisoner could go unnoticed for hours in the open Wooroloo prison environment.

With limited mental health staff and no PCS professionals on-site, Wooroloo was not equipped for the long-term care for prisoners with acute mental health issues, or to protect them from standover or the theft of medication. Vulnerable prisoners were confronted by multiple ligature points across the site.

Wooroloo did have three multi-purpose cells (MPCs) at the back of the reception centre, adjacent to the health centre. Two were for holding prisoners on disciplinary charges, or waiting for transfer. The third MPC, equipped with a television, was used as an observation cell for prisoners who were unwell, distressed, or at-risk of self-harm. Even that observation cell was not therapeutic for someone experiencing mental distress. Although monitored by CCTV, health staff were still required to attend in person to assess prisoners at risk of self-harm. Risk increased after hours when medical staff were not on-site, as night officers were not medically trained.

Health centre infrastructure was just coping with demand, and staff worked around some poor design

The Wooroloo health centre had been built in 2008, and was still in excellent condition. It had five consulting rooms, one of which was a comprehensive dental suite. As noted during previous inspections, it was crowded on busy days. With the prison population set to increase, more consulting rooms will be needed.

None of the consulting rooms had two exit doors. That exposed health staff to risk when reviewing prisoner patients who were agitated or volatile. Staff were aware that a single door limited their escape in an emergency. They had arranged the furniture so they were closer to the door than their patient.

HEALTH AND MENTAL HEALTH



Photo 18: Wooroloo Medical Centre.

Medical staff approved of changes to the way prisoners were given medication. To reduce the need for prisoners to enter the centre, a dispensing window had been cut in the exterior wall. Medical staff and custodial officers felt safer, and the medical dispensing process was more efficient.

6.2 HEALTH SERVICES

The Wooroloo medical centre was adequately staffed

Although the 2018 prisoner survey showed a decrease in satisfaction in the areas of general health, specialist treatment and dental care, approval of psychiatric care services had remained steady. Only dental care was better than state average. Our inspection suggested that staffing levels were not the problem.

The medical centre had been allocated seven FTE clinical nursing positions, and one 'surge' position. A permanent mental health nurse had recently been appointed. The Nurse Manager believed one more clinical nurse position would be warranted as the prisoner population grew.

Clinical nursing shifts were 7.00 am – 6.30 pm coverage on weekdays, and 8.30 am – 4.30 pm on weekends. Individual shifts were eight hours. Nurses never worked alone. On Saturdays two nurses were always on duty. The single duty nurse on Sundays was always accompanied by an officer. When medical staff were absent or on leave,

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Wooroloo management had allowed changes to centre opening and medication distribution times to guarantee continuity of service.

We were told that prisoners were usually given an appointment with a nurse within 24 hours, and urgent cases were seen the same day. A General Practitioner was on-site three days each week. He believed that was sufficient. The psychiatrist came one day a fortnight.

Prisoners told us it was hard to get to see the dentist, and they only succeeded once the dental issue had become an emergency. They did say that once they got to the dentist, the service was good. The dentist attended two days each week, reviewed all dental requests, and triaged according to urgency. His list was always full.

Chronic disease management was limited

Chronic diseases include diabetes, heart disease and respiratory illnesses. Management of those illnesses requires a multidisciplinary approach, including physiotherapy, podiatry and optometry.

The Department has the responsibility to provide all primary health care services and programs for offenders in custodial institutions. Under a Memorandum of Understanding (MoU) with the Department of Health, the Department contracts those services for eligible offenders. In March 2018, although the MoU was due for a formal review, it continued in effect.

At the time of the inspection, the Department was calling for tenders to provide physiotherapy and podiatry services. We were not convinced that those and other allied health services were available at Wooroloo at that time. The Nurse Manager was exploring more local options including a MoU with Northam Health Service to provide allied health services within the prison. At the time of the inspection, prisoners could access those services off-site, at Midland Health Campus. That was not ideal, as it required an escort

Recommendation 7

The Department must ensure continuity of the full range of primary health care services for eligible prisoners at Wooroloo.

In 2015, the Wooroloo health centre was delivering the Health in Prison/Health outta Prison (HIP/HOP) program, giving information about blood borne viruses. The health centre also ran the male health education Pit Stop program, and other health promotion activities. We were told that Wooroloo no longer had the budget or the resources to deliver those health promotion activities. Health promotion was only occurring during individual consultations.

HEALTH AND MENTAL HEALTH

The general practitioner visiting Wooroloo was recently authorised to prescribe the new hepatitis C treatment. The treatment will improve the lives of those with the disease. Other blood borne diseases were managed by Wooroloo nurses.

Wooroloo had no Aboriginal Health Worker

For Aboriginal prisoners, an Aboriginal health worker can integrate health care needs, social needs and cultural needs to maximise benefit. An Aboriginal health worker can also provide expert advice and cultural education to other prison health professionals. We were disappointed to find that Wooroloo did not have an Aboriginal health worker in 2018.

The Methadone program ran efficiently, but some participants felt unsupported

Methadone is prescribed to prisoners who have previously abused opioid medication, or for the relief of acute pain. Methadone is a Schedule 8 drug, and strict regulations apply to its storage and distribution. The Wooroloo medical centre complied with those regulations, and the daily dispensing of Methadone was ordered and efficient. The mental health nurse managed the Methadone program. There were 14 participants at the time of the inspection.

On weekdays, Methadone was dispensed 25 minutes after breakfast, which avoided the anxiety that can come with a later scheduling. Unfortunately, participants told us that the timing of weekend distributions was poor. The morning Methadone parade clashed with breakfast, and the afternoon distribution, at 3.30 pm for the convenience of staff, was too early.

Several participants told us they felt pressure from health staff to reduce their Methadone regime, or to come off all together. They were reluctant, believing they had limited access to other substance abuse programs, or to a Prison Addiction Services Team (PAST) nurse for support. At the time of the inspection, there had been no PAST nurse at Wooroloo for 18 months.

Prisoners alerted us to a category error. Several prisoners were receiving Methadone to combat acute chronic pain. They had no history of opioid abuse. Despite that, they believed the PRB had required them to complete a drug-related treatment program before applying for parole. Those treatment programs were not available at Wooroloo. The PRB should be notified when a prisoner goes on Methadone for pain relief.

Chapter 7

SAFETY AND SECURITY

7.1 A MINIMUM-SECURITY SITE

The fence is a deterrent against escape and trafficking of contraband

In 2007, political pressure and community concern led to the Department building a secure perimeter fence around the Wooroloo accommodation compound. At that time, prison staff were worried that the fence would upset Wooroloo's minimum-security atmosphere (OICS, 2009, p. 3).

Three years later, staff told us that since the fence was completed, the prison was accepting more volatile prisoners, some with serious violent offending histories (OICS, 2012, p. 4). By 2015 it appeared that staff had come to accept the fence.

In 2018, the fence was still acting as a deterrent against escape, and against the trafficking of contraband. It was topped with an anti-climb cowling which was very effective, less aggressive than razor wire, and more in keeping with Wooroloo's minimum-security atmosphere. The fence was monitored 24/7, and staff respond promptly to any movements in its vicinity.



Photo 19: Industries workshops beyond the secure perimeter fence.

SAFETY AND SECURITY

The open environment enhanced prisoners' sense of wellbeing

Inside the Wooroloo compound, prisoners were free to move between accommodation units and the various work and recreation sites. Unlike most prisons, men could not be locked in cells, even at night, as none of the prisoner accommodation had in-cell ablution facilities. Men needed access to shared ablution blocks at all times. Prisoners could lock their own cells to protect personal property. In the pre-inspection prisoner survey, prisoners commented on the relaxed, empowered feel of the site, and the general feeling of safety that resulted.

7.2 PROCEDURAL SECURITY

Security procedures have improved since last inspection

Prisons are exposed to risk when staff take keys home. To avoid that risk, Wooroloo had found a practical solution. Staff could not leave the site unobserved, because the gatehouse exit doors could only be opened by the gate assist officer. Management had insisted that staff must show the gate assist officer their key lanyard without keys attached before they were allowed to leave the site.

All CCTV and alarm monitoring, and any remote door control takes place from a prison control room. Although minimum-security Wooroloo had no electronic door control, its CCTV monitoring functions were vital to overall security. At the last inspection, we were concerned that the control room was not always staffed, or locked. We recommended that Wooroloo should '[E]nsure the control room is secured and staffed at all times' (OICS, 2015, p. 39).

Wooroloo management supported that recommendation. We were pleased to see that in 2018, the door to the control room was always kept locked and the control room was constantly staffed.

Just prior to the 2015 inspection, the Department updated its searching policy, such that prisoners, staff and visitors could only be pat searched by an officer of the same gender. Consequently, Wooroloo management adjusted prison operations to guarantee male officers were available to search prisoners, and female officers could attend when female staff or visitors were searched. On rare occasions when gender-appropriate pat searches of staff were not possible, a bag search was substituted. While that was not ideal, it acted as a deterrent. It acknowledged staffing limitations at Wooroloo, and complexity around selective rostering.

Escorts to funerals and medical appointments were suitably risk assessed

In July 2014, following several high-profile escapes across the state, the Department introduced policy requiring that:

[A]ll prisoners [on] external escorts are to have restraints applied and are to be escorted by a minimum of two escort officers

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Although other minimum-security prisons were exempt from the policy, Wooroloo was not. Circumstances could arise whereby a prisoner on unsupervised home leave had returned to the prison, only to be handcuffed and escorted by two staff to a medical appointment.

In 2018 we found that Wooroloo was successfully conducting risk assessments locally for prisoners approved to attend funerals or medical appointments. Depending on the risk assessment, some prisoners were still shackled and escorted by two officers, but others could attend funerals and medical appointments without handcuffs and only accompanied by one officer. That was appropriate.

7.3 RELATIONAL SECURITY

Staff and prisoner relationships were weak

Wooroloo is a large compound with poor lines of sight, and has few physical barriers to control prisoner movements. Safety and security around the prison is highly dependent on uniformed staff being visible and alert, and interacting positively with prisoners. Those interactions can also be a valuable source of information and intelligence, sometimes called relational security.

The security team at Wooroloo is responsible for collecting and analysing the information gathered by staff on the floor. Unfortunately, the security team told us that staff rarely pass back observations and comments from prisoners. Security intelligence at Wooroloo was consequently limited to listening in on prisoner telephone calls.

During the inspection, we rarely saw staff and prisoners interacting outside the unit offices. We acknowledge that uniformed officers have administrative duties that must be completed inside, and unit offices also have a counter, across which prisoners and staff can interact. Conversations at those counters were polite and courteous, but limited and transactional in nature, like in a bank or post office.

Prisoners told us they only saw staff outside unit offices when they were conducting breath tests, cell searches or counts. That was disappointing, as we found prisoners openly discussing contraband and breaches of security with us. We had hoped to find staff spending more time outside, casually engaging with prisoners and building trust and rapport.

Recommendation 8

To improve relational security, Wooroloo management should require custodial officers to engage positively with prisoners more frequently.

SAFETY AND SECURITY

The Department's Intelligence Directorate and Wooroloo's security team were not collaborating

Wooroloo has an Information Gathering and Reporting manual. It sets out the importance of collecting security information and intelligence, and instructs all staff to report suspicious information directly to the Department's Intelligence Directorate (the Directorate). This measure provides protections to staff who may wish to report information that involves another staff member at Wooroloo. However, there may be some risk in bypassing Wooroloo's local security team as it may mean that the local security team may not be fully across the risks and threats at Wooroloo.

The Wooroloo security team told us that they worked in isolation from the Directorate. They rarely had feedback or information from them. The Directorate had its own targets at Wooroloo, and rarely collaborated with the security team on site.

We saw an example of that during the inspection. A security operation was conducted at Wooroloo but coordinated by the Directorate. Without local involvement, only a small amount of contraband was found. Having Wooroloo security involved may have resulted in a better outcome.

7.4 EMERGENCY MANAGEMENT

Emergency management exercises were effective

Wooroloo had an Emergency Management Plan that was thorough and up-to-date. The prison also ran regular live and desktop exercises, covering:

- bushfire
- medical emergency
- death in custody
- escape
- storm, and
- hostage situations.

That focus on emergency management left staff feeling well equipped to respond to emergencies.

Wooroloo still relied on the Department's emergency response team

The Department's Special Operations Group (SOG) is available to respond to emergency situations across the state, including riots, hostage situations, fires and prisoner barricades. SOG headquarters is at Hakea Prison, 65 kilometres from Wooroloo Prison. In an emergency, it would take SOG an hour to get to Wooroloo.

Wooroloo is located just minutes away from Acacia Prison, run under contract by Serco. It is the largest prison in the state. Acacia has its own emergency response unit, the Correctional Emergency Response Team (CERT), with 40 fully trained members. In the 2016 Acacia inspection report, OICS recommended that:

SAFETY AND SECURITY

The Department and Serco should examine the feasibility of making Acacia's CERT available to respond immediately to emergencies at Wooroloo Prison Farm (OICS, 2016, p. 19).

The management team at Acacia supported this recommendation but the Department did not, citing costs and liability issues. We still believe that the Department should undertake a proper feasibility study to scope the use of CERT to support Wooroloo in case of emergency.

7.5 DISCIPLINARY OFFENCES, PUNISHMENTS AND REGIMES

Wooroloo had trained and competent prosecutors

Prison offences fall under Section 69 and Section 70 of the *Prisons Act 1981* (WA). Section 69 offences are considered more minor offences and include disobedience, property damage and the like. The more serious Section 70 aggravated offences include returning a positive urine result, assaults, and escape attempts.

After an incident occurs, prosecutions officers determine if there is enough evidence to warrant a charge being laid. Charges are then heard by the Superintendent, who determines the findings and punishments or refers the matter to a Visiting Justice.

Prosecution work is undertaken by trained custodial staff, on top of their regular duties. Wooroloo had at least seven custodial staff trained as prosecutors, so at least one was available on most shifts.

The multi-purpose cells were constantly being used

As previously mentioned, Wooroloo had three secure MPCs. One was reserved as an observation cell, for use by prisoners who were unwell, at risk of self-harm, or required close supervision. It was equipped with a television. The two remaining cells were used for punishment, to manage prisoners waiting for transfer and for prisoners requiring protection. All three MPCs were full for most of the inspection week. We were told that, in some situations, the prison had even needed to double prisoners up in the observation cell.

Usually, charges at Wooroloo were processed quickly, but delays could occur. With only two MPCs, the prison could sometimes have no punishment options available for prisoners found guilty of a charge. That could be particularly problematic when prevalence urine testing returned a high number of positive results.

With a backlog of prisoner charges, punishment could be delayed, rendering it less effective as a deterrent. Mindful of how often the MPCs are used, and with an expanding prisoner population, Wooroloo should determine whether more MPCs will be needed, or consider alternative behaviour management strategies.

Recommendation 9

Wooroloo should be funded for more MPCs, or be supported to devise alternative behaviour management strategies.

Wooroloo's Drug Management Strategy lacked rehabilitation options

Evidence suggested that cannabis was the most prevalent drug at Wooroloo, recording 78 positive urine tests in 2017. Prisoners who tested positive for cannabis were moved to the Wooroloo Drug Management Unit (DMU). If they tested positive for any other drugs, they were transferred to another prison.

Cannabis users stayed in the DMU for between 90 and 180 days, depending on the severity of the offence. Contact visits were suspended, gratuities and spends were capped, electrical items were removed and access to private cash was restricted. Prisoners were also subjected to random urine tests more frequently. If they tested positive while in the DMU, their stay could be extended, or they might be transferred to another facility.

Wooroloo policy stated that prisoners in the DMU would be referred to the PAST nurse. Because the prison had not filled the PAST nurse position since late 2016, substance misuse had not been actively addressed.

In our 2015 inspection report, we commented that:

Wooroloo's Drug Management Strategy does not adequately balance the safety and security aspects of the Department's mission with the rehabilitation aspect... it is predominately a punishment strategy and does not focus on the rehabilitation of the prisoner (OICS, 2015, p. 37).

The situation was the same in 2018. However, the timing of the inspection fell just as the Department was transitioning to new contractors who will be delivering state-wide drug and alcohol programs. While the programs had not yet commenced, we were told that some drug and alcohol courses would soon be offered at Wooroloo. We will be interested to assess the availability and effectiveness of those programs.

Chapter 8

RESOURCES AND SYSTEMS

8.1 MANAGEMENT STYLE

Wooroloo had stabilised under consistent leadership

In previous inspections of Wooroloo, we identified senior management instability as a significant issue detracting from the performance of the prison (OICS, 2007a, p. 36; OICS, 2009, pp. 10–11; OICS, 2012, pp. 5–6). During the 2015 inspection, we found the senior management team was beginning to stabilise, and was driving positive changes in staff culture and morale (OICS, 2015, pp. 4–6). This had been consolidated in 2018.

The Superintendent had been in place since the start of 2014, and had been permanently appointed to the role in January 2017. There had been some turnover in other senior management positions since the 2015 inspection, but vacancies had been covered by other senior or middle managers at Wooroloo. Staff throughout the prison spoke positively about the impact of stable and consistent leadership. The only vacant senior management position, the Assistant Superintendent Operations, was advertised at the time of the inspection.

A new senior management position, the Assistant Superintendent Risk and Safe Operations, had been introduced in October 2017. That was a timely recognition of Wooroloo's needs as the prisoner population increased. The new position covered compliance, occupational health and safety, and liaison with OICS. A permanent occupant had been appointed in February 2018, but at the time of the inspection he had not been released from his role at another prison.

The Wooroloo strategic vision was understood and supported by staff

In 2015, Wooroloo management had defined the prison's vision to become 'Australia's leading re-entry prison'. Compared to the cynicism we found when that change process began, it was refreshing during this inspection to find staff supported the philosophy, and were aware of the strategies and objectives underpinning it.

The prison also took direction from successive annual strategic business plans, the Primary Industry Strategic Business Plan 2014–2019, and the detailed Wooroloo Prison Farm Action Plan 2018.

Staff communication had improved, but budget controls created tension

In 2018, communication between senior management and staff had improved dramatically, contributing to a more unified and cohesive workforce. The conflict and infighting that had been so prevalent at Wooroloo for many years had largely disappeared. There had been a strong response to staff bullying and inappropriate behaviour. Wooroloo had become a destination of choice for custodial staff.

RESOURCES AND SYSTEMS

8.2 FINANCIAL MANAGEMENT

VSOs felt micro-managed

Although morale was good in relative terms, staff were feeling the effects of an increasing prisoner population and limited resources. Tighter budget control left some staff feeling disempowered and micro-managed. That was particularly true of the VSOs, who resented what they identified as impractical limitations on their ability to source inexpensive materials and equipment quickly, as it became necessary.

VSOs are the backbone of prison industries. Often coming to the Department with trades qualifications, they oversee prisoner workers and assist with formal training. In 2018, Wooroloo, VSOs were not happy.

System-wide tightening of financial controls demanded more desk work. VSOs were coming to terms with computer-based accounting practices, well outside their experience. They found electronic ordering through the new Fusion digital accounts process complex. Detailed justification for all materials and consumables purchases was required. Even small orders needed three quotes. It seemed to VSOs that staff assessing those orders did not understand the context of the requests, or the industrial processes involved.

Although large contracts were generating good finance streams and employment opportunities in some work places, VSOs elsewhere felt neglected, still constrained by tight budgets.

Securing valuable external contracts showed initiative

Wooroloo had won a contract to build a prototype transportable classroom for the Department of Education. The building had recently been completed, and had brought in \$97,000. Prison management expected that when further negotiations were signed, three or four classrooms would be constructed each year, valued at \$125,000 each.

A second commercial contract had been signed with an expanding nursery. The Wooroloo metal workshop would deliver 400 greenhouse frames, earning \$40,000. The nursery provided all materials, and they were delivered on-site. Manufacture of the trusses had required precision bending of heavy steel tube. An off-the-shelf bender was costed at more than \$10,000, but a metalwork VSO constructed a jig and jack to suit for a fraction of that price. There was light-hearted talk that the prison might profit by going into the manufacture of precision bending equipment.

A third contract had prisoners assembling heavy duty camper trailers for an importer. As the cabinet workshop was not busy, the trailers were being assembled at one end of that workplace. Wooroloo hoped to keep the earnings from external contracts to supplement its budget.

8.3 HUMAN RESOURCES

Custodial staffing shortages were mainly driven by personal leave

In 2018, Wooroloo had just five vacant prison officer positions, and only four officers were on workers' compensation leave. Despite that, custodial staff felt overworked and burned out. They felt their workload had grown because of higher prisoner numbers, and staffing shortages.

Those staff shortages, however, were mainly driven by personal leave. Vacancies on the roster had become cyclic. Excess personal leave created shortages which made staff feel more overworked, which left them more likely to take personal leave.

Overtime and allowance costs were creating significant budget pressure

We found effective budget management at Wooroloo. In March 2018, the prison was 9.4 per cent under its year-to-date budget of \$14.3 million. A \$600,000 cost overrun in overtime and other allowances had been made up by savings in normal salaries and wages.

At the time of the inspection, the prison was struggling to fill movements, recreation, reception, and canteen VSO positions. A staffing agreement in 2017 to take the prisoner population to 410 had included three additional relief VSOs. The business manager intended to keep all those roles as VSO responsibilities, rather than make them duty officers. That reduced the overtime risk, as VSOs were the last to be offered overtime.

Local staff training and development initiatives were positive

At the previous inspection, staff training had been a strength. In 2018, despite the satellite training officer having changed, delivery remained strong. Training statistics and staff satisfaction with training was high.

The structured support that we found in place for new and acting unit managers was also very positive. Management provided new and acting unit managers with a comprehensive 42-page Guide and Hints booklet that detailed procedure for:

- monitoring prisoners at risk of self-harm
- out-of-hours movements
- incident reporting, and
- emergency management.

To keep track of staff training, individual competencies were logged in a personal Skills Assessment booklet.

RESOURCES AND SYSTEMS

8.4 FARM MANAGEMENT

The Wooroloo farm performed two distinct functions. From an economic perspective, it offset prison costs by producing prime lambs and wool for sale to market, and growing oaten hay for feed and silage. It also contributed to reintegration by providing employment and training opportunities to a small number of prisoners.

Strategic planning was sound, and farm revenue defrayed costs

Strategic direction was taken from the Wooroloo Prison Farm Action Plan 2018. That document set out production and productivity targets, prisoner employment and training targets, and anticipated earnings and costs. The Action Plan included detailed assessment of 30 paddocks regarding the condition of fencing, pasture type and utilisation, and projected fertiliser requirement. Recently, complementing the local farm plan, managers from Pardelup, Karnet and Wooroloo farms had met to progress a wider Department of Justice Farm Action Plan.

At the time of the inspection, the one farm, three locations concept had bedded in, with Pardelup, Karnet and Wooroloo farms all logging monthly stock, feed and dairy figures on a single drive. Wooroloo had also found that separating the farm account from the prison account had brought greater clarity to planning and review.

In the 2016–2017 financial year, Wooroloo farm earned revenue of \$232,000 after costs. Included in that was a wool clip that yielded \$56,500, and stock sales worth \$184,800 at market. Earned revenue represented 76 per cent of the total operating costs of the farm, which, at \$304,000, included staff wages and allowances, all operating costs, and the purchase of external services.

Although the farm had increased its sheep flock over the previous two years, in 2018 the Wooroloo Farm Action Plan reflected a decision to reduce the herd. Adult sheep shorn would drop from 1,630 to 1,540, still expected to earn \$39,000 from wool and \$26,000 from sale of ewes post-shearing. The anticipated spring lamb flock would fall from 1,700 to 1,540, but still earn \$115,000 in sales, despite keeping 200 breeders.

Cropping in 2018 should yield 2,300 bales of hay and 500 bales of silage, and after sending 700 bales of hay and 200 bales of silage to Karnet, would generate some \$40,000 feed value from its 112 Ha arable land. In future years, better paddock management would increase capacity. More feed paddocks could be developed. Only then could stock numbers be increased.

Machinery and infrastructure needed maintenance

The farm at Wooroloo faced the double challenge of finding prisoners with farm experience, and the strict requirement that they be cleared for Section 95 work outside the secure perimeter. Although prisoners were carefully selected to work at the farm, they were rarely experienced machinery operators, and there had been considerable damage to agricultural machinery in 2017.



Photo 20: Aging agricultural machinery.

Business cases for the replacement of damaged agricultural machinery were not always successful. Sometimes the Department's Infrastructure Services even let it be known that any application would be futile. Fortunately, the prison had better access to a recurrent budget than to a capital expenditure budget, and the cost of recent repairs to a rock rake had been justified. In the interest of sound strategic planning, however, Wooroloo management would have preferred to run a replacement schedule on all agricultural machinery, rather than rely on emergency repairs to ageing machinery.

Recommendation 10

The Department should support Wooroloo farm to operate a replacement schedule for agricultural machinery and equipment.

The prison had been successful with a \$30,000 business case to build a new farm shed. In conjunction with the education centre, construction of the shed would provide employment and training for prisoners.

Appendix 1

TABLE OF ABBREVIATIONS

ASC	Aboriginal Services Committee
AVS	Aboriginal Visitors Scheme
CCTV	Closed Circuit Television
CD	Compact Disc
CERT	Correctional Emergency Response Team
DCS	Department of Corrective Services
DMU	Drug Management Unit
DoJ	Department of Justice
DVD	Digital Video Disc
EED	Earliest Eligibility Date for release
FTE	Full Time Equivalent
HIP/HOP	Health in Prison/Health outta Prison
LED	Light Emitting Diode
MOU	Memorandum of Understanding
MPC	Multi-Purpose Cell
NOW	Not Our Way program
OICS	Office of the Inspector of Custodial Services
OLA	Operational Level Agreement
PCS	Prisoner Counselling Service
PAST	Prison Addiction Services Team
PEP	Prisoner Employment Program
PRB	Prisoners Review Board
PSO	Prison Support Officer
RIL	Reintegration Leave program
RTO	Registered Training Organisation
SO	Senior Officer
SOG	Special Operations Group
TAFE	Technical and Further Education
TOMS	Total Offender Management Solution
VSO	Vocational Support Officer
VSC	Voluntary Services Committee

Appendix 2

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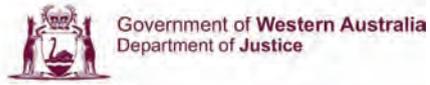
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Appendix 3

RESPONSES TO RECOMMENDATIONS



Response to the announced inspection:

Wooroloo Prison Farm

RESPONSES TO RECOMMENDATIONS

Response to the announced inspection:
Wooroloo Prison Farm

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

The Department has reviewed the report and noted a level of acceptance against the 10 recommendations.

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

RESPONSES TO RECOMMENDATIONS

Response to the announced inspection:
Wooroloo Prison Farm

Response to Recommendations

1 The Department must invest in and deliver more therapeutic programs.

Response:

While it is the Department's goal that all offenders recommended for a program are able to access that program prior to release, and where possible, as close to their earliest release date, this is not always achievable for a number of reasons, including:

- Length of sentence being too short to access the program.
- A security rating or an alert prohibiting participation in a program at a certain facility.
- Appealing a sentence.
- Deferral of the program to participate in another therapeutic activity.
- Medical or mental health status making it unsuitable to participate in a program.
- Non-English speaking status.
- The refusal of the prisoner to participate or transfer to the prison offering the program.
- Prioritising primary treatment program over other less intensive programs recommended

The Department has already completed or committed to the following strategies that will assist in ensuring we are maximising the number of prisoners receiving their recommended programs as early as possible and certainly prior to release:

- Conduct regular analysis of program demand at prison locations to determine what programs are needed and at which prisons, enabling us to be more targeted in our use of resources and flexible with our program schedule.
- Review how we book prisoners to programs to ensure prisoners are able to access programs as early as possible.
- Review assessment processes and provide clinical supervision to those carrying out treatment assessments to ensure prisoners are not being over prescribed programs and that they are being recommended interventions that are best suited to their treatment needs.
- Invest in our NGO providers to maximise the number of programs we can offer.
- Review current resourcing models to ensure that we are working efficiently and to capacity.
- Invest resources into other types of treatment for those who aren't suitable to engage in programs.

Responsible Business Area: Offender Management

Proposed Completion Date: N/A

Level of Acceptance: Not Supported

RESPONSES TO RECOMMENDATIONS

Response to the announced inspection:
Wooroloo Prison Farm

2 The Department should increase Wooroloo's transitional management capacity.

Response:

At the commencement of the new reintegration service agreements, a position was funded for 12 months to employ a Reintegration Project Officer that would assist the Transitional Manager and Employment Coordinator.

This was in response to a similar recommendation in the OICS Review into Transitional Services in WA, and to acknowledge the additional support required to build up and embed the new external reintegration services within the prison system. This model also allows a more integrated approach to reintegration, sharing of workload and relief during leave.

Responsible Business Area: Offender Management

Proposed Completion Date: Completed

Level of Acceptance: Supported in principle

3 In the absence of the Good Beginnings program, Wooroloo must ensure that prisoners can keep in contact with their children.

Response:

The Department's new Community Services contracts commenced on 1 April 2018. The Reset consortium deliver a "Mens parenting program" at Wooroloo. Reset are also providing support and resources for father and children Family Days. Skype sessions between father and child/ren with the Department of Communities in attendance are also being arranged on a case by case basis. Skype session times are being reviewed with a view to increase the contact opportunities between the prisoners and their families

Responsible Business Area: Superintendent

Proposed Completion Date: Completed

Level of Acceptance: Supported in principle

4 Wooroloo must put strategies in place that increase the number of Aboriginal prisoners at desirable workplaces, and at high gratuity levels.

Response:

The prisoner population is supported with the provision of education and vocational training in line with their needs to aspire to higher gratuity levels.

Skills sets of the prisoner population needs to be taken into consideration for workplace placements.

Responsible Business Area: Superintendent

Proposed Completion Date: Completed

Level of Acceptance: Supported – existing Departmental initiative

RESPONSES TO RECOMMENDATIONS

Response to the announced inspection:
Wooroloo Prison Farm

5 Revitalise recreation services at Wooroloo, and ensure that recreation officer positions are filled on a daily basis.

Response:

Wooroloo has on four occasions in the past two years, most recently in January 2018, attempted to recruit a third recreation officer. Each time has been unsuccessful with no applicants expressing an interest in the position. The Local Procedure is currently being updated to reflect additional activities and an increase in the accessibility to recreational services.

Responsible Business Area: Superintendent
Proposed Completion Date: Completed
Level of Acceptance: Supported in principle

6 Prisoners must have better access to a professional counselling service.

Response:

Referrals for Wooroloo are monitored on a daily basis to identify priority referrals, and manage the waitlist for general counselling requests. Staff from other metropolitan sites have been providing services to Wooroloo. Staff are sent to Wooroloo as needed for priority referrals. Demand on site has primarily been for general referrals. Prisoners at all sites are waitlisted for general counselling services as priority referrals need to be addressed in the first instance. The Prison Counselling Service is in the process of appointing new staff to fill current vacancies which will be resolved by the end of 2018. This will provide additional resourcing for counselling within the metropolitan area, including Wooroloo.

Responsible Business Area: Offender Management
Proposed Completion Date: 31 December 2018
Level of Acceptance: Supported in principle

7 The Department must ensure continuity of the full range of primary health care services for eligible prisoners at Wooroloo.

Response:

The invitations for tender submissions for the provision of in-reach allied health services (Podiatry and Physiotherapy) closed on 19 and 24 July respectively. The Department's Procurements branch is currently leading the evaluation process in order to award services. It must be noted that there is an existing overarching Memorandum of Understanding (MOU) with the Department of Health to provide secondary and tertiary care. This MOU captures WA Country Health Services of which Northam Hospital is a party to. WA Health have previously advised Health Services that allied health services will no longer be provided to patients referred from any primary care settings (including

RESPONSES TO RECOMMENDATIONS

Response to the announced inspection:
Wooroloo Prison Farm

prisons) as these services are limited to patients accessing secondary and tertiary health services.

Responsible Business Area: Offender Management

Proposed Completion Date: 31 December 2018

Level of Acceptance: Supported in principle

8 To improve relational security, Wooroloo management should require custodial officers to engage positively with prisoners more frequently.

Response:

Relational security is reinforced at regular staff meetings and weekly staff safety briefings.

Responsible Business Area: Superintendent

Proposed Completion Date: Completed

Level of Acceptance: Supported

9 Wooroloo should be funded for more MPCs, or be supported to devise alternative behaviour management strategies.

Response:

There is no evidence to suggest that there is a need for additional multi-purpose cells at Wooroloo. The rates of incidents or severity have not increased.

Responsible Business Area: Superintendent

Proposed Completion Date: N/A

Level of Acceptance: Not Supported

RESPONSES TO RECOMMENDATIONS

Response to the announced inspection:
Woorloo Prison Farm

10 The Department should support Woorloo farm to operate a replacement schedule for agricultural machinery and equipment.

Response:

The Department has a robust process in place for replacement and/or new agricultural machinery and equipment. Prisons that require such equipment complete a Request for Specialist Equipment (Commercial and Mobile Plant) (SAS0011). All requests received are reviewed, risk rated and prioritised on their own merits on an annual basis for allocation of funding for Commercial Equipment.

Responsible Business Area: Infrastructure Services

Proposed Completion Date: Completed

Level of Acceptance: Supported – existing Departmental initiative

Appendix 4

INSPECTION TEAM

Andrew Harvey	Deputy Inspector of Custodial Services
Natalie Gibson	Director Operations
Stephanie McFarlane	Principal Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Amanda Byers	Inspections and Research Officer
Kieran Artelaris	Inspections and Research Officer
Grazia Pagano	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Peta Gallaway	Clinical Consultant, Office of the Chief Psychiatrist

Appendix 5

KEY DATES

Formal notification of announced inspection	13 November 2017
Pre-inspection community consultation	20 February 2018
Start of on-site phase	21 March 2018
Completion of on-site phase	27 March 2018
Presentation of preliminary findings	5 April 2018
Draft report sent to the Department of Justice	10 July 2018
Draft report returned by the Department of Justice	14 August 2018
Declaration of prepared report	18 September 2018



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



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