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Report No.



Report of an Announced  
Inspection of Wooroloo Prison Farm  
October 2002



OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES  
WESTERN AUSTRALIA

Cover photo: Wooroloo Prison's Education Centre.

**Report of an Announced Inspection of Wooroloo  
Prison Farm - October 2002**

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# The Inspector's Overview

## CONFIDENCE AND COMPETENCE AT WOOROLOO PRISON FARM

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As we approach the end of our first cycle of prison inspections, it is possible to discern some patterns of what makes a prison work reasonably well. Key factors include: strong leadership; stable management; a good mix of mature uniformed staff and newer recruits; good community relationships and effective agency links; moderate prisoner population; purposeful work, education and programs. The best-functioning prisons in the State are Albany, Bunbury, Greenough and Karnet – and, after this inspection, Wooroloo can be added to that list.

It should be noted that security rating is not necessarily an indicator one way or the other: Albany is maximum-security, Bunbury and Greenough medium-security, and only Karnet and Wooroloo from this list are minimum-security. Nor is Aboriginality. Greenough is as much an 'Aboriginal prison' in terms of its predominant population as, say, Roebourne or Eastern Goldfields – prisons that have given us a great deal of concern in the past. Population size seems to be important; each of these five best prisons has less than 200 prisoners, and there is some validity in the truism that it is easier to run a small prison than a large one. However, this is not an infallible test; Bandyup has about the same population as Albany or Bunbury but is currently at the other end of the performance scale.

At any rate, Wooroloo stands out for a variety of reasons. They include: good case management; excellent visiting arrangements; imaginative development of a drug-free accommodation area and regime; a reasonably effective anti-bullying policy that targets predators; robust education services; a strengthening commitment to offender programs; and work opportunities both on the farm and in the community via a work-camp (though these could be improved).

Problem areas included health services. What has been gratifying is that, following the post-Inspection debrief, the Department of Justice responded promptly to issues that we had identified, so that although we record them in this Report they have now been rectified. The first was the confused line of accountability arising from the fact that the Health Department supplied the nurses and the Department of Justice hired the doctor, a confusion exacerbated by the fact that the Departments have differing clinical protocols. We recommended that the whole of the services be brought within the Department of Justice Health Services Directorate, and this has been done. Now, at least, there is consistency across prisons, and the longer-term question as to whether prisoner health services would more appropriately be delivered by an external provider can be addressed holistically. The second problem area concerned psychiatric consultations. To our astonishment we discovered that these were primarily done by way of video-interview – in medical terms very much a last resort mechanism. This seemed extraordinary in relation to a site that is only about 60 kilometres from the Perth CBD. The Department has now instituted face-to-face consultations.

Wooroloo is a major part of the prison food chain system. At each of the prison farms – Karnet, Pardelup and Wooroloo – we have commissioned a farm review by the Department of Agriculture. I wish to put on the record here my appreciation of the ready assistance of the CEO, Dr Graeme Robertson, and his staff with these reviews, each of which has been extremely thorough and of

excellent standard. We now have been able to send to the Department three reviews that should enable them to improve farming practices not just on the particular sites but also as a totality. A summary of this review and the detailed responses are set out in Appendix 2; the full review is available on our website. We would hope now to see improved productivity across the whole sector and better use of the opportunities to skill prisoners.

In our Inspection Report (2001) relating to another prison farm, Karnet, we stated that it was being managed in such a way that it would be very low-risk for the Department to devolve more authority and financial control to the local level. In other words, a Service Level Agreement could realistically be piloted there. However, it was evidently judged that the time for doing this was not propitious, on account of the major changes to the Department's overall funding; centralised control still seemed necessary. Now that there is an element of stability in the Department's overall budget position, it is once more apposite to refer to the benefits that can flow from genuine devolution of management decision-making. In the light of this Inspection, Wooroloo would certainly be a low-risk venue for a new approach to managing prison business activities.

Richard Harding  
*Inspector of Custodial Services*

*15th July 2003*

# Chapter 1

## A SNAPSHOT OF WOOROLOO PRISON FARM

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- 1.1 The minimum-security Wooroloo Prison Farm is located approximately 55 kilometres north-east of Perth. It is a releasing prison farm for male prisoners. Its status is as a metropolitan prison but like Karnet, the minimum-security prison farm to the southeast of Perth, it has as much, if not more, in common with some regional prisons. While Wooroloo is not a high-profile prison relative to other prisons, it has managed to secure a relatively good capital and recurrent budget allocation over the past five to six years.
- 1.2 The prison is located at the former Wooroloo Tuberculosis Sanatorium, which was established in the early 1920s. Many of the buildings are heritage-listed and, as a consequence, extensive consultations must be held before renovations can be made. The prison buildings are spread out in a rural setting and this makes for a relaxed atmosphere.
- 1.3 The prison farm comprises approximately 4000 acres, of which 1500 has been cleared for grazing and pasture. A portion of approximately 400 acres was excised in 1999 for the development of the Acacia Prison. The prison property straddles the Great Eastern Highway and a large sign points the way to the entrance of the prison proper, approximately 1 km off the northern side the highway. The township of Wooroloo is a further 1.5 kilometres west of the prison.
- 1.4 The 2002–2003 Wooroloo Prison Business Plan articulates the prison’s purpose and objectives, which are relevant to and consistent with the expectations of a re-entry (or releasing) prison. There is a strong emphasis on prisoner’s access to developmental opportunities and the creation and maintenance of a safe environment. The adjunct Primary Industries Business Plan by contrast is simplistic. It describes the relationship between the Karnet and Wooroloo prison farms and Pardelup work-camp, but does not provide any insight into strategic plans, nor does it articulate the rehabilitative opportunities for prisoners.
- 1.5 The Wooroloo budget for 2002–2003 was \$5.25m. In 2001–2002 it was \$5.15m, with actual expenditure being \$5.33m. The prison has an additional preventive maintenance and capital budget of \$1.40m. The budget allocation for its two work-camps at Kellerberrin and Badgingarra is \$308,000; the estimated prisoner cost at a work-camp is approximately \$70 per day and the prisoner cost per day at Wooroloo is \$80.
- 1.6 The prison has the capacity to accommodate 230 prisoners, but since the latter half of 2002 it has averaged a population of around 160, after peaking at 230 in May 2001. A breakdown of the population at Wooroloo in July 2002 shows that, of the 161 prisoners accommodated there, the majority (148) are from the metropolitan area, three were from overseas, one was from interstate and nine were from other areas of Western Australia.
- 1.7 The number of Aboriginal prisoners was low, approximately 13%, in comparison to the overall Aboriginal male incarceration rate in Western Australia of 33%. There are 77 full-time staff employed at the prison, 69 of whom are uniformed staff (including 19 industrial officers). There are also three part-time programs staff and two education officers.

## A SNAPSHOT OF WOOROLOO PRISON FARM

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- 1.8 The physical structures comprising the prison are varied. Although many of the buildings are old, most are in reasonable condition after extensive renovations following a bushfire, which razed or damaged a number of buildings in January 1997. Following the fire, the government allocated \$4 million for repairs and renovations.
- 1.9 The prison is an accepted part of the local Wooroloo scene, a fact that has been greatly assisted by the Department of Justice (the Department) providing a written assurance to the local community that convicted sex or serious violent offenders would not be accommodated at the prison. Such an undertaking has not been provided to any other local community in Western Australia. Additionally, a number of the facilities on the prison estate, such as the swimming pool, the oval and the social club are accessible to and utilised by, the local community. Prisoners do not use the pool or social club.
- 1.10 At the time of the Inspection, Wooroloo had a different model of health service delivery to that of other prisons. What had previously been a public hospital for the local community and the prison is now principally a facility for the use of the prison. There were some complexities to the administrative arrangements for this transition, with the Health Department providing the nursing staff and the Prison Health Services providing the doctor's clinic. From 1 July 2003 the service will be transferred from the Department of Health to the Department of Justice.

- 1.11 Wooroloo contributes to the prison food chain in a limited, albeit important, way through the grazing of cattle and sheep and pastures for cropping. There are limitations to future expansion and diversity because of soil types and limited water supplies.



*Cattle grazing*

However, the opportunities for future agricultural expansion and diversity are examined as part of an expert review by the regional Department of Agriculture office.

- 1.12 The prison manages two work-camps through Section 94 programs (policy that allows prisoners to be absent from the prison to engage in constructive activities): one at Kellerberrin, and the other 'on a care and maintenance' basis until its future is determined at Badgingarra. A wide range of other Section 94 projects are also run from Wooroloo, including maintenance and enhancement projects at local schools, land-care projects, maintenance of the Bibbulmun track and other diverse projects. A total of 18 prisoners were participating in local Section 94 work activities at the time of the Inspection. This is a surprisingly small proportion of the population.



- 1.13 The prison currently has a low occurrence of reportable incidents. Management attributes this to active staff management, good intelligence and intolerance of bullying behaviours. An example of this was the removal earlier in the year of a small core group of prisoners engaged in standover tactics and drug use. Active management of prisoners identified as being involved in bullying behaviour rather than ignoring the bullies and isolating the victims, is an appropriate response to such incidents.<sup>1</sup>
- 1.14 The movement from dormitory to single-cell accommodation over the past year is also a positive contributor to the reduction of bullying and standover problems. At a meeting, with the prison's Peer Support Group in August 2002 (prior to the inspection proper commencing), this view was supported by the prisoners who stressed that bullying, standover tactics and drug usage were isolated events and basically the prison was a safe, low-stress environment.
- 1.15 A major issue facing the prison is the lack of meaningful daily activity for prisoners. While a variety of work areas exist (kitchen, paint shop, vocational skills, mechanics workshop, gardens, carpentry, cleaning, laundry, farming as well as the various Section 94 activities) there are fewer positions than prisoners available. Inadequate work opportunities have been exacerbated by poor workshop facilities. However, a new workshop complex is now nearing completion and this will open up new opportunities.<sup>2</sup> There are concerns, however, that reductions in staff numbers as a consequence of the reduced population in the public prisons will create difficulties in retaining sufficient industrial staff to service the needs of the prison.
- 1.16 The offending behaviour programs profile at Wooroloo has recently been expanded with the location of three (part-time) programs officers at the prison. Both the local programs and uniformed staff seem happy with this new arrangement, as does the prison's administration team. There is, however, a need for greater clarification between local prison management and Head Office as to the roles and responsibilities of the respective parties. Education services were identified during the Inspection as being of a very good standard and responsive to the needs of the prison population.
- 1.17 The prison has shown excellent initiative in opening a drug-free unit as part of the self-care accommodation. The unit has now been operating for almost a year, and anecdotal evidence suggests it is achieving its goals. The therapeutic programs being conducted in conjunction with the new unit are well constructed and well received by the prisoners. However, at the time of the Inspection neither the prison nor the unit was supported by any cohesive Departmental drug management policy and it was difficult to determine how it fits into an overall drugs strategy.<sup>3</sup>

<sup>1</sup> The issue of bullying within prisons is more comprehensively explored in this Office's thematic Report, *Vulnerable and Predatory Prisoners in Western Australia; A Review of Policy and Practice*, May 2003.

<sup>2</sup> Subsequent to the Inspection the Department advised that the workshop had been completed.

<sup>3</sup> The Department's 'Justice Drug Plan' was promulgated May 2003. A project team has been established to implement the strategies in the plan.

# Chapter 2

## THE INSPECTION CONTEXT

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- 2.1 There have been a number of factors that have impacted upon the delivery of prisoner services at Wooroloo over the past five years. Some relate specifically to Wooroloo as an entity, and others to Wooroloo as part of the wider prison system as a whole. These are now examined in sequence.

### THE FIRE OF 1997

- 2.2 A major bushfire in 1997 caused severe damage to Wooroloo Prison and other properties in the area. This event could have been a major disaster and, while there were no serious injuries, prisoners had to be rapidly evacuated and transferred to other prisons. The prison responded expeditiously to the crisis but there were also elements of good fortune, which enabled the damage to be minimised.
- 2.3 Senior managers stated that the fire, subsequent evacuation and then the long period of renovation and refurbishment changed the culture of the prison in a positive direction. Staff and prisoners worked closely together and this provided a spirit of cooperation which has remained. Also fortuitous was that the fire acted as a catalyst for a significant injection of capital funding (approximately \$4m); this enabled the prison to replace dilapidated buildings, which may not otherwise have happened in the foreseeable future.

### THE 1999 AND 2001 DEPARTMENT OF JUSTICE REVIEWS OF THE PRISON

- 2.4 In September 1999 the prison was the subject of a very negative review by the Department's internal review process. The prison had been inspected against the Department's four cornerstones operational philosophy: custody and containment, care and wellbeing, rehabilitation, and reparation and had been found wanting in almost all aspects.
- 2.5 The foreword to the Report (1999:2) stated: 'The Inspection raised many serious concerns on issues such as the safety of prisoners, the cleanliness of the prison, the use of staff, the lack of constructive activities and the overall management of the establishment'. Interestingly, it also made the following comment: 'It is important that the Ministry [now Department] does not seek to blame or hold solely responsible the in-post Superintendent. Many of the failings we have identified had existed for some time and were due to organisational failings or failures of senior managers to provide sufficient support.'
- 2.6 The prison felt that it had had very little time to recover from the effects of the fire before the review, and many staff felt aggrieved that the report failed to take account of the fire and other relevant factors. However, in January 2001, the Department again reviewed the prison, and this Service Review Report was much more favourable. The majority of the issues previously identified had been addressed to the satisfaction of the review team. However, to some staff there was still a residual feeling of ill-will and a belief that they had been unfairly targeted. However, the reviews also served to prompt the prison to critically appraise its role and functions.

## THE INSPECTION CONTEXT

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### REDUCING REOFFENDING

2.7 In August 2002 the Attorney General visited various contemporary overseas jurisdictions in order to look at proven strategies that contributed to reducing reoffending and to examine their potential for implementation within the West Australian justice system. This study tour resulted in the preparation of an internal document, 'Reducing Offending' (2002), which focuses on successful re-entry into the community by prisoners following release from prison. The report is now the template for the Department's strategic intervention for reducing reoffending and as such provides a valid context for reviewing the performance of Wooroloo as one of the two major Western Australian prisons through which male prisoners re-enter the community.

2.8 'Reducing Reoffending' draws heavily upon the work of the UK Social Exclusion Unit, (which advises the Prime Minister directly on matters of social policy) for its focus and direction. It identified considerable evidence showing social disadvantage as a major issue in reoffending. As well as addressing individual offending attitudes and behaviours, UK correctional policy-makers have recommended that prisoners must be provided with support in nine key areas in prison and on their release in order to decrease the likelihood of their reoffending. These areas are:

- Education;
- Employment;
- Drug and alcohol misuse;
- Mental and physical health;
- Attitudes and social control;
- Institutionalisation and life-skills;
- Housing;
- Financial support and debt;
- Family networks.

2.9 For Wooroloo to be successful in its role as a releasing prison it would need to demonstrate that these nine areas had been appropriately identified and addressed.

### THE INSPECTION STRUCTURE

2.10 The focus of the Inspection of Wooroloo was in keeping with its status as a pre-release (or reentry) prison. As with all inspections, the factors integral to whether the prison was a healthy or a failing prison were identified in order to shape the inspection. At Wooroloo the structure of the inspection took account of the following touchstones:

## THE INSPECTION CONTEXT

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- The Department's four cornerstones;
- The Reducing Offending Documentation;
- The UK Healthy Prison Test;
- Standards from the Request For Proposal for the Acacia Prison.

2.11 From these touchstones 11 key areas were identified as being critical to the success of Wooroloo.

These were:

- Wooroloo and its relationship to the community;
- The local and corporate management of Wooroloo;
- Reception and orientation;
- Case management and pre-release preparation;
- Treatment programs and professional support;
- Section 94 activities and the work–camp experience;
- Education, skills training, employment and reparation to the community;
- The prison farm;
- Security, control, grievances processes and discipline;
- Health services;
- Family and community contact, recreation and other services.

2.12 The following Chapter, 'The Purpose and Performance of the Prison', will examine each of these 11 key areas in detail.

# Chapter 3

## THE PURPOSE AND PERFORMANCE OF THE PRISON

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- 3.1 The Mission Statement for the Wooroloo Prison Farm is: 'To act as a pre-release centre that will allow offenders to be prepared for their return to the community as responsible citizens'. In order to examine how successful Wooroloo was in achieving its mission, it was essential to speak to as many prisoners and staff as possible.
- 3.2 OICS staff carried out a voluntary prisoner survey on 18 September 2002. The total prisoner population on site at Wooroloo Prison at this time was 155; of these 21 were Aboriginal and 29 were foreign nationals. Sixty-one questionnaires were distributed and 56 were returned. The foreign national population was slightly under-represented in the survey, while Aboriginal prisoners were proportionately represented. The majority of prisoners surveyed (91%), said that their usual place of residence was the metropolitan area. Most prisoners (84%) had been at Wooroloo six months or less. The most common general observation made by prisoners was that if you had to 'do gaol' the preference would be to do it at Wooroloo. That is not to say that this was a universal opinion or that the prison was without fault. While life for prisoners at Wooroloo is (relatively) relaxed and purposeful, compared to other prisons, it has its own problems, but these generally are the kind that are not endemic and are capable of resolution.

## WOOROLOO AND ITS RELATIONSHIP TO THE COMMUNITY

- 3.3 Wooroloo Prison's links with the local community and key specific interest groups should be robust, open, with clear lines of communication and accountability. The robustness of these relationships and the capacity of the respective parties to manage the strains that inevitably impact upon such relationships are critical to the effective functioning of the prison.
- 3.4 There is a clear symbiotic relationship between the prison and the Wooroloo community. The prison brings much needed revenue and an abundant supply of free labour into the small rural community. On the other hand, the prison depends upon the local community for access to Section 94 work opportunities and local services. Therefore, the maintenance of a strong positive relationship with its contiguous community is a critical issue for the prison and very much a focus for the local prison administration.
- 3.5 The prison also assists various community organisations generally through cleaning, building and assembly-type projects. Government agencies such as the Department of Agriculture and the Department of Conservation and Land Management (CALM) are also involved with the prison in projects such as land management and skeleton weed eradication. The management of relationships with such groups is obviously an important aspect of the prison management team's focus and is acknowledged as such in the prison's 2002–2003 Business Plan.
- 3.6 Because the prison is designated minimum-security, with virtually no physical barriers between the prisoners and freedom, the local residents must have confidence that the prison will take all possible measures to minimise risks. They must also be confident that the prison and the Department take

into consideration community issues when determining policies and practices that will impact directly upon them.

- 3.7 Inspection staff met with various local community groups and individuals, and at the conclusion of these meetings were satisfied that there exists a mutually respectful relationship between the prison and the community. These representatives had confidence that the prison managed the risks inherent in minimum-security management well and that their interests were taken into consideration when important decisions likely to affect the community were made. While there have been escapes from the prison at various times, the community is sufficiently sanguine to acknowledge that this will always present some degree of risk, and that this comes with living in close proximity to a minimum-security prison. The community was well informed as to current and projected issues affecting the prison, although it transpired that some in the community would like a more formalised information-sharing process.

### THE LOCAL AND CORPORATE MANAGEMENT OF WOOROLOO

- 3.8 The ability of management both locally and at Head Office to manage their financial, human and other resources are critical to the ways in which Wooroloo is able to translate policies and visions into effective practices and outcomes. The substantive Wooroloo Superintendent had been working at Head Office for the six months prior to, as well as during and (it was anticipated) following the Inspection. The two other most senior management positions at the prison had been vacant for a substantial period and were also covered by acting arrangements at the time of the Inspection. This vacuum at the highest levels of the prison's management, while of concern, did not appear to have a significant impact upon on the smooth functioning of the prison. However it needs to be addressed at the earliest possible time.
- 3.9 The substantive Superintendent lives locally and has maintained close links with the prison while working away from the prison. This did not appear to be to the detriment of the incumbent administration; day-to-day control of the prison was firmly in their hands but they did receive support if and when it was required. This is a fine line for the substantive Superintendent to walk, as being actively involved and so close to hand could be seen as undermining, if not managed sensitively by all parties.
- 3.10 There was little criticism or comment by the prison's staff that these arrangements were detrimental to the prison, although it was noted by some officers in the prison officer survey that permanent appointments should be made. The prison's clerical and administrative staff, who need to relate to the senior administrator, were very supportive of their managers and confident that good management practices were well entrenched to allow for various staff movements. Nevertheless, it is not good management practice for such arrangements to continue as the prison's strategic management needs to be in the hands of people who are confident that they have the autonomy that goes with responsibility when making decisions.

*Recommendation 1*

*That the Department develop appropriate human resource management structures to enable it to successfully manage its corporate responsibilities and by doing so not deplete the operational services which are the core business of the organisation.*

- 3.11 The local staff management practices and relationship between management and staff were considered to be positive. Generally, staff morale appears to be good, although some issues were raised in the staff survey to do with prisoners being able to by-pass unit officers and there were also concerns about a perceived shortage of staff.
- 3.12 Staff training, although not at the level this Office sees as appropriate, is more advanced than at many other prisons; for example, the majority of officers had received training in the development of Individual Management Plans (IMPs). Staff survey responses indicated dissatisfaction with the traditional emphasis on security-related training that they received and wanted training such as interpersonal skills, information technology and other broader aspects of the criminal justice system that was more relevant to a minimum-security setting.
- 3.13 Both staff and prisoners had a sound working knowledge of the rules and regulations applicable to them, which are well documented and easily accessible. There are good communication systems in place for staff to receive and provide input into the prison's operations through various levels of staff meetings and newsletters. The prison does not have a high level of worker's compensation claims, but they have been steadily increasing in both number (8 to 15) and value (\$6600 to \$106,000), between 1997 and 2001. There is a moderate incidence of sick leave and general absenteeism. The above factors are generally good indicators that staff are relatively content with the local working conditions.
- 3.14 Good human resource management needs to be complemented by an adequacy of both recurrent and capital funding to prevent staff disillusionment and productivity decline. In the past five years Wooroloo has received comparatively good levels of capital and recurrent funding. This has enabled 'good practice' services to be initiated or enhanced, such as the Drug Free Unit and the new Visitors Centre.
- 3.15 The Wooroloo Superintendent has a unique formal relationship with the nearby private prison, Acacia. Because the Prisons Act 1981 specifically precludes the General Manager of Acacia from hearing or adjudicating on prisoner disciplinary charges, the Wooroloo Superintendent carries out this role. It is also unique in that it allows him to have an understanding of the influences that will to some extent impact on the prisoners that Wooroloo receives from Acacia.
- 3.16 At a strategic level the Department's implementation of the 'Reducing Offending' framework will have a profound influence on Wooroloo. The prison population is currently falling and may continue to do so, given the Government's initiatives in this area. The Government's intention to reduce the current recidivism rate (45% within two years release from prison) is predicated on providing

successful community re-entry services, particularly for drug offenders. This means Wooroloo will need to expand its program and other support capacities and clearly define its place in the Department's overall re-entry strategy.

**Recommendation 2**

*That a detailed, costed plan be developed by Wooroloo that defines its role, sets out its responsibilities and articulates the resources needed to achieve agreed upon resettlement outcomes.*

3.17 The delivery of services for Aboriginal prisoners at Wooroloo receives acknowledgement in the prison's business plan, with the proposed Aboriginal Elders Program and the continuation of the Aboriginal employment program. Although Wooroloo does not have a high percentage of Aboriginal prisoners (at the time of the



*Aboriginal meeting place*

Inspection there were 26), it is crucial that the services provided are appropriate to their cultural needs. Aboriginal prisoners interviewed during the Inspection stated that they generally were comfortable at Wooroloo, and there were no undercurrents of racism or intolerance. Aboriginal prisoners were evenly spread across the various employment areas, but disproportionately under-represented in the better accommodation areas. This was brought to the attention of prison management.

**Recommendation 3**

*Processes and practices need to be in place to ensure that Aboriginal prisoners are actively encouraged to pursue and attain placement in the better standard accommodation areas.*

**RECEPTION AND ORIENTATION**

3.18 The majority of prisoners passing through Wooroloo will have previously participated in both reception and orientation processes at other prisons; nevertheless, it is important that new prisoners receive sufficient information and understanding of Wooroloo's operations and what is required of them. Additionally, with its new drug free unit Wooroloo now has higher expectations of its prisoners than was previously the case.



- 3.19 The prison's business plan promotes 'safety, fairness and equity' as core values for prisoners and staff. The inculcation of these values starts at prisoner reception. Reception and orientation of prisoners are important aspects at all prisons and are treated as such by the prison's staff. The staff of Wooroloo describe it as a pre-release centre, not as a prison, which augurs well for the interactions that staff and prisoners will have. It is at this initial period of settling into a prison's culture that prisoners formulate their understanding and expectations of their future both immediately at the prison and also after their release.
- 3.20 Wooroloo has an effective three-tiered reception process, involving the Reception Officer, Senior Officer Reception and Peer Support prisoners. New prisoners are generally received on Mondays and Thursdays. All prisoners are then shown a 'Wooroloo' orientation video and provided with a locally developed booklet, 'Your Pathway to Release', which is comprehensive and provides a good overview of what a prisoner needs to know in order to manage his stay at Wooroloo. The Senior Officer Reception will interview the prisoner, assess the risk of self-harm or other risk issues and discuss and clarify the sentence details. All newly received prisoners are required to submit a 'point of entry' urine sample, which will be used at a later date as a base-line sample when other drug detection tests are conducted. A Peer Support prisoner will then escort the newly arrived prisoner to the hospital for a medical assessment, conduct an orientation tour of the prison and then take the prisoner to his allocated accommodation unit. On arrival at the unit, the Unit Officer will then provide a generic, formal orientation.
- 3.21 On Tuesday and Friday mornings the Assistant Superintendent Prisoner Management (ASPM) and other key staff conduct an orientation meeting where prisoners are given the information they require. There was a strong, shared commitment to ensuring the needs of newly received prisoners are addressed as soon as possible after arrival. The emphasis is on the prisoner successfully managing his way through this pre-release phase of his sentence.
- 3.22 There were some gaps apparent in the reception/orientation process. For instance, no mention is made in the orientation video of what programs are available or the presence of the Drug Free Unit.<sup>4</sup> While the video is informative, it needs to be kept contemporary. There is no ready access to interpreter services, and officers at times have to muddle through when orientating prisoners with limited English language skills with the risk of missing vital information. Notwithstanding these last concerns, in summary the reception and orientation processes at Wooroloo were identified as being acceptable and amongst the best we had inspected to date.

***Recommendation 4***

*That the existing reception and orientation processes be reviewed to ensure that the processes are maintained at a contemporary level and that the needs of non-English speaking prisoners or those with physical or psychological impediments are not disadvantaged.*

<sup>4</sup> The reception/orientation process has subsequently been updated to include information on programs and the Drug Free Unit.

#### CASE MANAGEMENT AND PRE-RELEASE PREPARATION

- 3.23 The key emphasis for Wooroloo should be on preparing prisoners for release. Important criteria are that: the results of plans (such as IMPs) and reviews are accurately recorded and accessible to staff and prisoners on a 'need to know' basis; lifers and long-termers should experience a full period of rehabilitation and staged return to the community; there must good linkages to support agencies in the community; the number of delays in prisoner release due to failure to access programs should be minimal and; that prisoners should know and understand where they currently are in this process.
- 3.24 Effective pre-release preparation requires sound case management practices to be in place, particularly for those long-term prisoners who are 'institutionalised' and have few external supports. For these prisoners re-entry into the community may be short-lived, if they are inadequately prepared and supported. In order for the Department to assist prisoners to achieve re-entry successfully, the following issues were identified as being critical in 'Reducing Reoffending':
- Accurate and consistent assessment—including social context assessment;
  - Programs that are linked to community delivery; and
  - Re-entry services.
- 3.25 The Department acknowledges that it has a long way to go in achieving these objectives across the system. However, there is evidence of a commitment to doing so and a high-level team in Head Office has been established to plan for the implementation of these new initiatives.
- 3.26 For prisoners, the path to Wooroloo normally begins at Hakea Prison, where the majority of prisoners are assessed and their intended progress through the prison system is recorded on either an IMP for those prisoners serving a term of longer than six months or a Management and Placement Checklist (MAP) for those serving under six months. At a local level the IMPs and MAPs are used as the basis for structuring the prisoner's case management by individually assigned prison officers. We were advised that until recently Wooroloo was receiving some prisoners requiring programs but with no IMP and consequently no program recommendations. However, this matter appears now to have been resolved. There was some concern that at times the IMP recommendations do not always appear to address the issues that the program facilitators identify either in pre-group interviews or when the program has commenced. This creates major difficulties because by this time there is very little time left to re-negotiate program requirements and there is no clear process for doing so.
- 3.27 Case management is well embedded at Wooroloo. As of 9 September 2002, there were 83 prisoners (approximately half of the population) identified as requiring case management, of whom 75 had been assigned a case manager. A Case Coordinator (responsible for coordinating case management practice), three senior officers and 35 officers are trained in case management. This number of trained staff and the large number of prisoners who had been assigned case managers is an indicator that the prison is taking case management seriously.

- 3.28 Prisoners confirmed that effective case management is operating at Wooroloo. They were aware of their IMP requirements, with some being proactive in chasing up their respective case managers to ensure that their program requirements were completed at the designated times. However, while prisoners were generally aware of who their case manager was and what they had to do to comply with their plan, the prisoner survey showed that not all prisoners were satisfied with the content of their plan. This issue could be ameliorated somewhat by involving programs officers more actively in the case management process than they currently are. A sample of the records of prisoners being case managed showed that all had completed their programs or courses designated in their plan and had applied and/or been released within the dates specified in their IMP or MAP. Once again this reflects very good practice.
- 3.29 Case conferences are held as part of the pre-release preparations. These are chaired by the ASPM and also include the Unit Manager, Case Management Officer, Community Justice Services (CJS) Officer and the prisoner. We attended one of these meetings and were impressed by the knowledge staff had of each prisoner, the welcoming and respectful attitudes of all parties, and the logic applied in bringing the conferences to sound decisions and recommendations. The case conferences provide opportunities for all the key players to address matters of substance to ensure prisoners achieve milestones within designated timeframes in order to achieve release. Prisoners who are being case managed and are living outside the prison at the Kellerberrin work-camp are returned to the prison two weeks prior to release to ensure that their release preparations are finalised and complete. While at the work-camp prisoners are case managed via telephone. The issues pertinent to the work-camps are more comprehensively addressed in paragraphs 3.42–3.48 of this Chapter.
- 3.30 A key aspect of the re-entry process is the establishment by the prison of relationships with key government and non-government agencies. Wooroloo has made good linkages with agencies including Centrelink, Homeswest, and the Disability Services Commission. Community agencies such as Outcare provide support, accommodation, counselling and employment opportunities, and Holyoake, Palmerston and Cyrenian House offer drug counselling and support services. These commence in the prison and continue after release. Staff from the Midland Community Justice Service attend the prison on a regular basis, and provide programs, counselling and support, particularly planning for post release. The post-release services can be accessed at Wooroloo either by self or 'other' referral.
- 3.31 These linkages enable prisoners to establish a relationship with agency staff, often before they leave the prison or immediately upon their release. The immediate post-release time is a critical one for prisoners struggling to cope with a new and often difficult environment. It is important that prisoners be able to access these services as soon as possible after release, so that they are not placed under undue stress that may lead to reoffending. One achievement noted from the 2001–2002 Wooroloo Business Plan is that the Release Planning Program has been developed to include Section 94 activities enabling prisoners to go outside the prison to participate in developmental opportunities.

### TREATMENT PROGRAMS AND PROFESSIONAL SUPPORT

3.32 The offending programs provided at Wooroloo should clearly target the offending behaviours previously exhibited by the prisoners. Prisoners must have been accurately assessed before undertaking an offending behaviour program as having the deficits, which the program is designed to address. The targets for prisoners attending the programs should be specific, appropriate, measurable and achievable. More generally offending behaviour programs must be needs-based, effective and subject to evaluation and prisoners must have a realistic chance of completing identified offending behaviour programs before their earliest release date. An aspect of this is that waiting lists are operated fairly.

3.33 Because Wooroloo does not accommodate sex offenders, the correctional programs provided at the prison span only two specialist areas drugs and anger management – not violence – and one generic area (cognitive skills). The programs offered are:

- Domestic Violence Program (72 hours);
- Controlling Anger & Learning to Manage it (CALM) (48 hours);
- Managing Anger & Substance Abuse (MASU) (50 hours);
- Moving on from Dependency (100 hours);
- Exploring Change Workshop (5 hours);
- Relapse Prevention Workshop (5 hours);
- Reasoning & Rehabilitation (76 hours).

3.34 While these programs are generally adequate for the Wooroloo prisoner population, there is a sound argument for having the capacity to provide a Violent Offender Treatment Program (VOTP).<sup>5</sup> This revolves around ensuring that prisoners who have reached minimum-security status either do not have to return to a secure prison to do a program or that prisoners are not delayed in reaching minimum-security because the programs are only available in secure prisons. Additionally, a medium-intensity substance use program could also be of benefit.

3.35 Programs staff have recently been relocated from central Perth offices out into the various prisons, and Wooroloo now has three part-time staff allocated to it. After extensive renovations, the prison is now well equipped with group rooms, offices and interview rooms to support the programs staff. The programs staff commented that they have settled into their new environment and are getting

<sup>5</sup> The Department advises that consideration is being given to the introduction of a medium-intensity violent offender treatment program in late 2003.

good support from the uniformed as well as administrative staff. Notionally, the prison estimates the cost of program provision at Wooroloo as being approximately \$200,000; however, as the programs budget is centrally managed in Head Office, there are some difficulties in extrapolating a more precise cost.



*The programs complex*

- 3.36 The management of the programs represented one issue of concern in terms of the decision-making processes. The decisions as to program participation are still managed centrally, and there appears to be little or no local input into the programmatic process. We were advised that the prison wanted to run a particular drug treatment program for which they had prisoners waiting but instead were told to run a different program in spite of there being few prisoners needing to participate in such a program. If program devolution is going to be successful, there needs to be more than just a notional transfer of power and responsibility from Head Office to the prisons. The lines of accountability and responsibility need to be enshrined in a Service Level Agreement, which at the time of the Inspection was yet to happen.
- 3.37 At the time of the Inspection, there were two uniformed officers at Wooroloo trained to deliver the Cognitive Skills Program. The Department sees this program as a foundation program, for it introduces prisoners to therapeutic program concepts and provides a transition to more intensive program participation. The program itself is well received by the prisoners, but there are major problems with the lack of professional support to staff and poor quality control and overall management of the program. There are systemic problems with the running of the program, which have been evident in most of the prisons inspected by this Office. The uniformed staff generally felt that they have been let down by the organisation and expected to carry out their normal duties and in addition deliver the Cognitive Skills Program. This is unrealistic.

***Recommendation 5***

*That a Service Level Agreement between Wooroloo Prison and the Programs Branch defining the roles and responsibilities of each party be developed, agreed upon and implemented. This Agreement to include the role and management of programs staff as well as prison officers involved in programs.*

- 3.38 The content of the various programs offered was generally in line with contemporary good practice programs, particularly as identified in the 'What Works' literature. The new 100-hour 'Moving on from Dependency' program being piloted was well constructed and is a significant advance on what

was previously available to drug offenders. However, there is a general lack of critical evidence to support the efficacy and effectiveness of the programs. There also needs to be more emphasis placed on programs developed specifically with Aboriginal prisoners in mind.

- 3.39 The programs staff at the prison were impressive with their knowledge base and ability to appropriately connect with their target audience. Prisoners participating or who had previously participated in programs were enthusiastic about the programs and the staff presenting them. In essence, the treatment programs provided at Wooroloo meet most of the requirements for what are identified as good practice program provision.
- 3.40 The Prisoner Counselling Service provides professional support to those prisoners experiencing stress or trauma. The Prisoner Counselling Services officer shares his time between Bandyup (three days) and Wooroloo (two days). He is a respected and experienced officer and has previously worked at Casuarina and Karnet prisons. This broad range of experience means that in many instances a relationship will have already been established in another prison thus making it easier for prisoners to relate to the officer. The Prisoner Counselling Services would be enhanced if the services of a mental health nurse were available.

#### SECTION 94 ACTIVITIES AND THE WORK-CAMP EXPERIENCE

- 3.41 Section 94 activities and vocational skills and training should play a significant part at the pre-release stage of a prisoner's sentence. There should be extensive and varied opportunities for prisoners to undertake activities outside the prison. These activities should be seen as central to the Department's resettlement strategies and funded and managed appropriately. Reparation has probably been one of Wooroloo's most consistently good achievements over the past decade with a wide variety of community projects established via the work-camps and Section 94 programs. These projects have served to generate a general feeling of goodwill and community acceptance towards the prison and its prisoners. At the same time prisoners have had the opportunity to learn valuable skills and more gradually make that important transition back into the community.
- 3.42 The prison manages two work-camps, one at Kellerberrin 180 km east of Perth, the other at Badgingarra 200 km north of Perth. The Kellerberrin camp commenced in February 2000 and the Badgingarra camp in 1999. Activities at the Kellerberrin camp involve working in various local town-sites such as Merredin, Burracoppin and Tammin doing general maintenance work at children's playgrounds, recreation facilities and tourist attractions. A local committee representing the various townships determines the work projects and their priority.
- 3.43 The Kellerberrin camp is now well established and accepted within its community as evidenced by letters of appreciation from local organisations and community members interviewed who were very enthusiastic about the presence of the camp in their region. The camp has the capacity to accommodate 12 prisoners but on average there are between eight and ten in residence, with one

officer supervising. As well as work there are also opportunities to participate in other community activities such as courses at the local TAFE college which provides additional skill development such as computer training courses.

- 3.44 The Badgingarra work-camp has gone through significant changes in its short history. Wooroloo Prison initially developed the Badgingarra work-camp and invested substantial time in establishing a good relationship with the local community. However, in 2000 the management of the work-camp was subsequently handed over to Greenough Regional Prison. The Badgingarra community did not support this move and the camp was closed shortly after. While the community was not supportive of Greenough Prison's involvement, they were keen for Wooroloo to again take over the management. As a result, Wooroloo has taken on the management of the camp but only on a limited 'care and maintenance' basis, until its future is decided. It is poor utilisation of scarce assets to allow an excellent facility like the one existing at Badgingarra to remain closed particularly when it could be productively utilised for work-camp as well as farming purposes.
- 3.45 A consistent concern is the lack of a concerted strategic focus by the Department regarding work-camps. Work-camps are an extremely positive initiative, popular with prisoners and their host communities, but they continue to exist more as an add-on to other structures rather than an integrated part of the prison system. The initiative should be substantially expanded to allow more prisoners to participate for the benefits they bring as a result of considerable effort from local prison staff and a very small management support unit in Head Office.
- 3.46 The work-camp concept should be comprehensively explained to the public and appropriate policies for locating and managing the camps developed. Although there are locality establishment criteria in place, these are very general and somewhat ambiguous. There should be clear rationales for location priorities, camp lifespans and relocation. For example, the Kellerberrin work-camp is located in a depressed rural community and the presence of the work-camp brings substantial benefits. The work-camp at Walpole in the south-west by contrast is located in a more prosperous region (since 1998) and while it has brought substantial and very much appreciated benefits to the community, these benefits could have a greater impact in a more depressed region.
- 3.47 One concern raised was the extent of orientation information provided to prisoners prior to going to the work-camps. This lack of information allegedly contributed to certain prisoners not complying with rules at the camp and being returned to the prison. It is important for prisoners and the relevant community to be fully acquainted with the prison's expectations.

***Recommendation 6***

*That the Department provide a comprehensive rationale and overall plan for the establishment and relocation of work-camps that takes into account Government policy on supporting the social and welfare requirements of people in regional areas through access to services and infrastructure. As an aspect of this process, the Department should explore the possibility of re-invigorating the Badgingarra work-camp.*

3.48 As well as the work-camps, the prison is also involved in other Section 94 activities. One work party leaves the prison on a daily basis and normally consists of ten prisoners and one officer. The prison has a general remit to do community work within a 120 km radius of the prison. This work ranges from local shire roads and parks, assistance in the event of natural disasters (such as bush fires), through to collecting and chopping firewood for elderly pensioners. The prison is doing good work for its communities through its Section 94 activities. However, there is real concern about the low number of prisoners participating in such an obviously productive and worthwhile activity: 16–20 prisoners out of 160 is not as extensive as expected at a minimum-security facility.

#### EDUCATION, SKILLS TRAINING, EMPLOYMENT AND REPARATION TO THE COMMUNITY

3.49 There should be symmetry between education, skills training, employment and reparation. Education and employment are two key activities in the community that contribute to a law-abiding lifestyle. The following criteria are particularly important for education:

- Education and skill training areas for all prisoners should be established promptly;
- Education and skill training should provide opportunities for prisoners to participate in training leading to accreditation; and
- Education programs must be broad and balanced, and, include English for speakers of other languages, higher-level courses and creative work.

3.50 The education services at Wooroloo were overall of a very good standard. Staff were competent and enthusiastic, the courses available were varied and accredited and generally seemed to meet the needs of the client base. However, the education centre facility itself is inadequate and should be replaced as soon as possible. At the time of the Inspection, the education service was engaging with 96 out of the 161 prisoners – 26 of whom were Indigenous – in some form of accredited program. This is a good level of participation, particularly from the Indigenous prisoners.

3.51 A resource agreement is in place with the local C.Y. O'Connor TAFE College to deliver 15,000 student contact hours per year valued at approximately \$120,000. The total education budget for Wooroloo is \$184,000. These figures demonstrate the extent of the reliance the Department has on external educational providers for ensuring delivery of their services.

3.52 A challenge for the education staff of the prison is the often quick turnover of prisoners, and courses need to be designed to reflect the quite disparate length of sentence that will be served in minimum security, which ranges from weeks to years. The linkage to TAFE and their certification processes allows in most instances, because of the modular format, for courses commenced in prison to be continued or completed after release, providing the supports for released prisoners are in place. The prison offers a diverse range of educational activities with a key focus on ensuring sufficient short-



course programs for short-stay prisoners and those that prisoners can continue on with post-release. The educational courses available ranged from reading and writing, hospitality, forklift driving, welding, through to English as a Second Language. There are two full-time education officers at the prison and a further 12 casual part-time TAFE staff.

- 3.53 The education centre is also responsible for delivering the pre-release 'Community Transition Program'. The program assists in linking prisoners with Centrelink and other agencies involved in the provision of accommodation and the gaining of employment post-release. To ensure comprehensive coverage a computer search is undertaken identifying prisoners within three to four months of release and notes are sent inviting them to attend the education centre. The program is run one day a week for ten weeks and prisoners can enter or leave at any point. There is also a program specifically for Aboriginals, which provides more intensive job-seeking skills, Senior First Aid certification and intensive assistance from a job placement service on release. Centrelink staff have recently commenced attending the prison to improve service delivery coordination.
- 3.54 Educational staff exerted considerable effort to seek out and encourage prisoners to participate in education programs. Educational services were acknowledged by most prisoners as being appropriate for their needs and were delivered in a professional, skilled manner. Our prisoner survey indicated that 73% of respondents had participated in an educational course at Wooroloo and there was a general response of satisfaction with existing services. Some suggested improvements included a better staff-to-prisoner ratio, more diversity in courses and more practically oriented courses.
- 3.55 A negative aspect we encountered when considering education services at Wooroloo was that gratuity levels to prisoners provided little incentive for them to participate, as they could earn far better wages working in other areas of the prison. This issue is not unique to Wooroloo and has been noted in other prisons inspected.
- 3.56 The linkage between education and industrial employment is generally good, with adequate emphasis and balance placed upon vocational skill development compared to production output. There were some good examples of using construction activities, such as the building of the new industries workshop, visitor's centre and chapel, to employ prisoners. These resulted in cost savings and enhanced prisoner skill development.
- 3.57 Because of the generally short time most prisoners stay at Wooroloo, training options are limited for some prisoners, particularly if there are prerequisite courses to be completed. An example of this was in the kitchen, which has two cook instructors and up to 21 prisoners. The prerequisite course in knife training takes two months to complete, leaving little time for other kitchen-based courses.
- 3.58 The involvement of kitchen workers in correctional programs was a contentious issue. Seven workers were participating in treatment programs. This had a considerable impact on the efficiency of the kitchen. Some prisoners said that those who were required to do programs were not wanted in the kitchen. The kitchen also experiences difficulties in attracting workers because of the low level of

## THE PURPOSE AND PERFORMANCE OF THE PRISON

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gratuities paid. Management needs to review these issues to ensure that productivity and personal development are given appropriate recognition.

- 3.59 It was noted that the Skills Development Officer appeared not to have sufficient time to carry out his role of identifying work skill deficits and developing remediation strategies. We were advised that he was also responsible for the Occupational Health And Safety training, which consumed the majority of his time. As this training is essential prior to prisoners' commencing any employment at the prison, the officer is kept fully occupied. It would be appropriate to review this staffing practice, as both roles are essential and highly relevant.
- 3.60 One worrying issue identified during the Inspection was that the scope and breadth of the prison's industries might have to be significantly reduced because of changing staff deployments. Any reduction in industrial officers at the prison would place undue pressure on an area critical for prisoner rehabilitation.

### THE PRISON FARM

- 3.61 The farm is an important part of the prison system food chain but is currently only used for grazing of sheep and cattle and pasture for cropping. To be successful as a prison farm the correctional aspects of the prison's work must mesh effectively with the agricultural activities and, the full potential of the property must be recognised and effectively utilised. The prison estimates that the total value of the farm produce for the Department to be \$540,000 p.a. The figure is based almost exclusively on the transfer (sale) of sheep and cattle to Karnet for killing, dressing and distribution within the Department's food chain.
- 3.62 The Inspector commissioned a comprehensive review of the farm activities from Department of Agriculture experts. This indicated that the farm could, consistent with the prison's correctional commitments, be considerably more productive. A summary of this report is included as Appendix 2 and the full report is available on the website of the Inspector of Custodial Services as an attachment to this Report.

#### *Recommendation 7*

*That the Department develop a total farm plan for Wooroloo along the lines identified in the expert report by the Department of Agriculture. The Department should make a long-term commitment to implementing and maintaining the Plan. The Department should also now develop an integrated plan for Karnet, Pardelup and Wooroloo farms in the context of the three expert plans submitted as an aspect of the relevant Inspections.*

### SECURITY, CONTROL, GRIEVANCE PROCESSES, DISCIPLINE AND DEATHS IN CUSTODY

- 3.63 Wooroloo as a minimum-security prison should place its emphasis on security and control management through dynamic rather than static devices and barrier controls. The key issues are as

follows: that prisoners feel safe from bullying in all areas of the prison; that prisoners are supervised sufficiently to ensure their reasonable safety; that staff are fully committed to a positive anti-bullying environment; and that effective action to minimise the bullying of prisoners is evident. The appropriate exercise of discipline should be evident in mutually respectful prisoner/prison officer interactions with the staff demonstrating implicit control.

- 3.64 The level of security at Wooroloo is commensurate with the prison's minimum-security status. The fence surrounding the prison is consistent with farms in the local area and is basically one-and-a-half metres high. The post and wire fence is not designed to prevent escapes. Security is not overt or high profile, but nevertheless is effective and based primarily on good intelligence gathering, risk assessment and management and positive prisoner/staff interaction. The number of escapes from Wooroloo Prison has decreased markedly over the past two years from 26 in 2000, to ten in 2001 with only two escapes from March 2002 up until the time of the Inspection in October 2002. Escapes are often precipitated by problems in domestic relationships, and that it is why it is important for the prison to have good intelligence practices and closely monitor and manage prisoners' communications via telephone, mail and family visits to ensure that if problems do arise there are appropriate avenues through which prisoners can address them.
- 3.65 The prison has one of the highest rates of Information Reports in the prison system. These reports identify matters affecting prisoners, which are outside the normal functioning of the prison, and by doing so, contribute to the prison's comprehensive risk management strategy. There were no critical incidents – for example, violent assaults – reported between 1 February and 31 August 2002. This is an indicator that the prison's information gathering is used effectively by preventing incidents before they arise. There are also very good linkages between the Peer Support Group and Prisoner Counselling Services which ensure that prisoners at risk are properly supported and, as such, do not have to resort to escaping to resolve their problems.
- 3.66 Prisoners advised that generally they feel safe, with little intimidation or bullying. In the prisoner survey only two prisoners reported feeling that they only sometimes or never felt safe. Reasons identified for this positive result were:
- The closure of dormitories and creation of single-cell accommodation has assisted by reducing the crowding and hence the opportunities for aggressive behaviour; and
  - Prisoners feel confident in complaining about bullying behavior, as they know that the perpetrators will be swiftly dealt with. Those prisoners who do transgress are transferred out to higher security prisons, as the prison does not have the physical resources to manage them on-site. In the three months 1 June to 31 August 2002, 18 prisoners were transferred out to more secure prisons because of management problems, drugs or bullying.
- 3.67 Positive interaction between prisoners and staff was observed during the inspection. This confirmed the findings of the prisoner survey which showed that the overwhelming majority of prisoners

thought that staff and prisoners got along 'ok, well or very well'. This is a resettlement prison with less tension than in a secure prison, and staff seem to be directing their attention towards modelling interactions in an appropriate and responsible manner.

- 3.68 There is a sound peer support structure at Wooroloo which is active, relevant, representative and well supported by the administration. The group meets on a regular basis (weekly) with the ASPM and other relevant staff. Matters of significance are addressed and appear to be dealt with appropriately. There is, however, one potentially divisive issue at the prison – namely the wish of management to ensure a balance of Aboriginal and non-Aboriginal representation on the group. Some prisoners felt that this initiative, based upon proportional representation principles comes at the expense of motivation to participate and that the credibility of the group could be undermined if proportional representation was at the expense of commitment and motivation. However, all prisoners must have the opportunity to access peers that they feel they can communicate with effectively and it is an issue that the prison should resolve before it escalates to a problem. Notwithstanding this, the peer group was impressive and their work was greatly appreciated by their peers as well as the prison administration.
- 3.69 Both the Aboriginal Visitors Scheme (AVS) and the Independent Prison Visitors Scheme (IPV) are functioning effectively. These services also allow prisoners to have an alternative strategy through which to address any concerns they may have. The AVS visits approximately twice weekly and the IPV monthly.
- 3.70 Because relationships between staff and prisoners are generally good and there is a sound peer support structure, the number of official complaints prisoners had were few and generally not of a significant nature. Prior to the Inspection commencing, the Ombudsman advised that there were 21 complaints from prisoners at Wooroloo between 1 January and 14 October 2002. Of these three were still the subject of ongoing investigation, four were not sustained, four were referred back to the Department, three were finalised to the satisfaction of the complainant, and the remainder were referred on to other agencies.
- 3.71 Prisoners interviewed were generally aware of and confident in using the yellow envelopes that are placed in the units for prisoners to use in sending confidential correspondence to authorities such as the Ombudsman and this Office. However, some prisoners advised that the envelopes were previously held in the unit offices, with prisoners having to ask for them, until shortly before the Inspection commenced. The forms must be, and must continue to be, freely available to prisoners without the intervention of prison officers.
- 3.72 An emergency muster was conducted for those prisoners not currently located within the prison to test the capacity of the prison to respond to what should be a 'routine' emergency. While a number of calls (three) and radio contact with the supervising officer were necessary to determine where the Section 94 prisoners were (particularly those dispersed at the work-camp) the prison was able to

provide an accurate count, first time, within an acceptable time limit and thus satisfy the requirements for the exercise.

3.73 In the past ten years there have been two deaths in custody at Wooroloo. The most recent was in December 2000; at the time of the inspection this had not been the subject of a coronial inquiry. The other occurred in 1996. The Coroner made no adverse findings against the Department or significant policy/practice change recommendations. However, he did make a general recommendation regarding senior staff independently checking recommendations made to them by subordinate staff.

#### HEALTH SERVICES

3.74 Prisoners should receive a level of health service provision that generally equates to that of a normal community setting. The issues of importance for Wooroloo's health services to be assessed as being successful are:

- The quality of the local health care centre;
- That prisoners must have timely access to health services;
- There are quality of health care procedures in place,
- There are appropriate arrangements for referrals for secondary and tertiary health care services; and
- Prisoner health records are comprehensive, accurate and in good order.

3.75 At the time of the Inspection, Wooroloo Prison provided a different model of health services delivery compared to other prisons.<sup>6</sup> The health facility at Wooroloo Prison was originally the public hospital for the Wooroloo community and surrounding areas and was managed by the Department of Health. Over the last two years the hospital has gradually closed and only a primary health care service remains. This is still accessed occasionally by the community – usually after hours. This situation will remain until the Department of Health is able to secure a medical practitioner to operate from the newly established Chidlow Medical Clinic, which will provide a service for the general community.

3.76 The majority of health staff have worked at Wooroloo for over ten years and are uncertain about the future of the service and their employment. They expect that they will retain their positions and be employed by the Department at the Wooroloo clinic once the Chidlow health service is operational.

3.77 The arrangement for the operational management of health services at Wooroloo Prison is unacceptable, with both Departments unclear as to their particular responsibility. This was having a

<sup>6</sup> From 1 July 2003 the service will be transferred from the Department of Health to the Department of Justice. This transition should alleviate many of the managerial and administrative concerns identified during the Inspection.

detrimental effect on staff and on service provision, to the point where staff are confused about which policies and procedures should govern the service. Legally, staff were employees of the Department of Health and therefore should follow those policies. The nurses, however, stated that they are under constant pressure from the Department to provide a service in accordance with their policies. Although the service is provided by Department of Health, the Department's procedure manual rather than the Swan Health Service manual is the main source of policy and practice direction.

- 3.78 There are conflicts in the procedures and policies – for example, the 'nurse-initiated medication' policies. The Department's policy allows a registered nurse to administer a greater range of medication compared to the Swan Health Service policy. According to the nurses they alternate between both policy manuals depending on the situation. This practice is improper and allows staff to become less accountable. A clear direction about which policies are to be implemented needs to be given to staff – the Department's manual is the most appropriate for this purpose. This will require negotiation with Swan Health Service. Information about the responsibilities of each department should also be documented.
- 3.79 The level of staff health services training undertaken for the period 30 October 2001 to 30 October 2002 was comprehensive, with all nurses participating in a range of training days. Three nurses attended an infection control course delivered by the Department and four nurses attended a Primary Health mandatory training day by the Department of Health covering basic life support, legal issues and medication calculations. There do not appear to be any processes in place to ensure nursing practices and competencies are monitored or up to date.
- 3.80 The clinic operates from 7.00 a.m. to 7.00 p.m. There are no arrangements for an after-hours call-out service; in an after-hours emergency an ambulance is called. The clinic has an outside 'B' grade waiting area for prisoners. The only indication of major expenditure is in the secure room where drugs are kept. There is no sink in the treatment room – it is in the corridor, which is unsatisfactory. Facilities should be reviewed as to their fitness for purpose; in particular, more hand-washing facilities should be provided and privacy should be improved. Only very minor procedures are performed at the clinic (not even suturing) and no significant investigations are carried out. Facilities are of a general practice standard.
- 3.81 To access the medical centre prisoners inform their unit manager or attend the clinic at 8.30 a.m. for the nurses' sick parade. If necessary prisoners are then referred onto the doctor. The doctor has served Wooroloo since 1981 and describes the service as being much like a general practice, but with more drug problems and depression. He attends two days per week and also sees some private patients from the surrounding district as well as prison staff. He has no involvement in the management of the health centre. This issue is consistent with other prisons, where the doctor has no input into the management of the clinic. Prisoners confirmed that they do not have to disclose any information to prison officers and that they did not feel under pressure to provide this information.

This process appears to work well and maintains prisoner confidentiality. A prison officer is situated in a small space inside the door to the outside waiting room and checks prisoners in and out. The prison officer is in view and earshot of a prisoner's conversation with health staff. This set-up does not allow for privacy and confidentiality.<sup>7</sup> Additional screens should be installed to rectify this problem.

- 3.82 The majority of specialist and allied health services are provided by the Swan Health Service. For the six months from 1 March 2002 to 30 August 2002, 209 appointments were attended by prisoners from Wooroloo Prison. Sixty-five of these appointments were for radiology services and 56 for dental services. The other appointments covered a broad range of specialist services including pathology, cardiology, diabetic clinic, ophthalmology, optometry and endocrinology. Two prisoners were escorted out to an appointment at their local general practitioner in Midland (at their expense), which is encouraging and allows continuity of care.
- 3.83 Access to dental services is provided on the following basis: non-urgent treatment is offered to prisoners who are at Wooroloo for three months or longer through the dental clinic at Hakea Prison; extraordinary urgent treatment can be arranged at Swan Districts Dental Clinic. Organising any type of specialist service outside the prison appears to be a problem and the issue of transport for dental services seems to be a particular problem, as prisoners are transported to Hakea Prison for treatment. This arrangement is unsatisfactory. Prisoners going to Hakea for dental appointments are transported on general escorts.
- 3.84 According to the health staff, the need for mental health services has risen dramatically in the last six to eight months. The current medical status report listed 18% of prisoners as having a mental illness history. Health staff said that they are receiving prisoners with mental health illnesses who are not stabilised and require a level of care unable to be provided by the clinic due to a lack of specialised staff. This was also the opinion of the attending Prisoner Counselling Service psychologist. The Department advised at the time of the Inspection that negotiations were underway to share a mental health nurse with Bandyup Women's Prison. Bandyup should not have to diminish its own service to provide a service to Wooroloo Prison.<sup>8</sup>
- 3.85 A psychiatrist does not regularly attend the prison; instead psychiatric counselling sessions are conducted via video-link. In a prison that is so close to Perth this is unconscionable.<sup>9</sup> The use of telepsychiatry is not an option preferred by the nurses or recommended by this Office. The provision of appropriate mental health services should be addressed by the Department of Health and the Department as a matter of urgency, so that the needs of prisoners at Wooroloo are met through an appropriate and regular service. Following the Inspection the general issue of prison health services

<sup>7</sup> The Department has advised that this officer now remains outside of the room, but in visual contact, when privacy/confidentiality is required.

<sup>8</sup> The Department advised that it agreed with the Inspector's view and would therefore not proceed with this option.

<sup>9</sup> The Department has advised that it was agreed that this service was inadequate and a consultant forensic psychiatrist is now visiting Wooroloo on a regular fortnightly basis.

and in particular the standard and adequacy of psychiatric services was formally raised with the Department of Health. The issue of the use of telepsychiatry was also raised with the Executive Director of Prison Services, who was unaware that it was occurring.

- 3.86 The response from the Health Department was that telepsychiatry is inevitably the non-preferred option compared to face-to-face psychiatric treatment. Nevertheless, the Department's representatives told us the stretched nature of psychiatric services in Western Australia is such that it is necessary to develop a telepsychiatry service. A network is now being established which amongst other things will provide an 'emergency only' service to prisons. It should only be used in exceptional circumstances. Efforts will also be made to strengthen the links between prison service needs and available local psychiatric services.
- 3.87 Health promotion is inadequate; while there are some good examples of individual practices there is no comprehensive health promotion strategy. Communicable disease screening is discussed with all prisoners by the nursing staff and education pamphlets are available. The Hepatitis C Council of WA delivers the 'Keeping Safe' program. One-hundred-and-seventy-two prisoners had completed the course at the time of the Inspection, six were due for a refresher course and five were due to undertake their first session.
- 3.88 The Office of Health Review has advised that they have received no complaints for the prison for the period January 2002 to October 2002. The prisoner survey showed that the majority of prisoners had no concerns about the health service at Wooroloo Prison. A small number expressed dissatisfaction with the medical services provided and felt that they were treated as prisoners first and patients second. Most of the negative comments about health services were in relation to the dental service; sixteen respondents said that they had a problem with access to the dental service provided at Hakea and prisoners complained about the limited dental care 'minimal treatment, i.e. pull teeth or fill only'.
- 3.89 Medical records are easily accessed and securely stored in alphabetical order by surname. Fifteen medical records were reviewed and were well structured with comprehensive mental health assessments, although these were mostly performed in the remand centre. There had been at least one full physical examination by a doctor for each prisoner reviewed, although again these were usually performed elsewhere. Drug charts appeared adequate. X-rays were stored unsorted following reporting; however there was only a small number. After a prisoner is discharged, the X-rays are sent to Hakea for storage.
- 3.90 In summary the general standard of health care services is acceptable with the exception of the previously noted matters of the conflicting roles of the two Departments, Justice and Health, and the poor mental health and dental services. The provision of health services across the prison continuum continues to be a contentious issue. The significant defects in service, identified in this Report, have also been commented upon in previous reports.



*Recommendation 8*

*That the Department in consultation with key stakeholders assess how the delivery of mental health services can be improved and better coordinated.*

**FAMILY AND COMMUNITY CONTACT, RECREATION, OTHER SERVICES**

3.91 For Wooroloo to be successful in its pre-release preparation role the supportive aspects of prison life that are integral to normal community living should be enhanced. Restrictions on liberty and movement should be discernibly different from the environment of the secure prisons and prisoners should be exercising more responsibility and choice in accessing services. To achieve these objectives it is important that:

- Prisoners are informed of their entitlement to letters, phone calls and visits within 24 hours of their admission to the establishment;
- Prisoners have daily access to sufficient telephones located in areas, which permit reasonable privacy;
- Prisoner's access to visits is not inhibited by competing regime activities; and
- All visitors are treated with courtesy and should feel welcome.

3.92 The supportive aspects of prison life that bring a prisoner closer to normal community living should be enhanced in a minimum-security environment. The most important of these is the visits that prisoners receive from family and significant 'others'. These visits keep the outside world alive and relevant to those who are otherwise alienated from it. Visits are only provided on Saturdays, Sundays and public holidays, with a subsidised bus provided on Sundays (prisoners at the work-camp only have visits every second Saturday). The visits must be booked by the Thursday prior to the weekend. We were advised that the rationale for only having visits at the weekends (except for non-contact special visits) is because Wooroloo is classified as a working farm; however, this does not stand up to objective scrutiny as only a very small percentage of the prisoners are engaged in farming activities.

3.93 Visits should be conducted in a cordial and relaxed atmosphere with security being present but unobtrusive. A new visits centre was opened in 2002, and this is one of the best visits facilities seen during an inspection. The well-thought-out layout is conducive to good family interactions. The visits conducted at Wooroloo were amongst the best observed by this Office. Staff were friendly and helpful and allowed an appropriate level of interaction between prisoners and their visitors. Complementing the good work of the uniformed staff were the workers from Outcare, a non-government agency funded by the Department that provides support to prisoners and their families and members of the prison's Peer Support Group.

3.94 Wooroloo has on average 64 prisoners receiving weekly visits, which is appropriate for the population of a near-metropolitan prison. Although the prison has video link facilities, records show

that since January 2001 Wooroloo has only facilitated 12 video link-ups, of which visits accounted for only four. Prisoners were generally unaware of the facility; however, given that the majority of prisoners are from the metropolitan area it is not likely to be a significant issue. It is unsettling to see and to hear prisoners engaged in very important, very personal phone calls in open, public walkways.<sup>10</sup> As part of its revamp of the phone system the Department should look at installing acoustic hoods so that prisoners can have some privacy to engage in this important aspect of the personal lives. The long-awaited introduction of a new telephone system is still to eventuate at Wooroloo.



*Phoning home*

3.95 There is a wide range of recreational activities provided at Wooroloo. However, recreation is, as at most male prisons, weighted towards the more active team sports. Sports such as football, soccer, basketball and touch rugby are played outside the prison against community teams. Other prison-based sports played include tennis, volleyball and baseball. The prison has its own library open four-and-a-half hours daily on weekdays and three-and-a-half hours on Saturdays and Sundays. The prison also has a gymnasium and oval, both of which were very well utilised. The prison has one full-time recreation officer who tries to create a solid organisational structure around each of the sporting activities in order to engender personal responsibility and some longevity. The sporting competitions are set up and run by committees as they would be on the outside. When prisoners travel to cricket or football matches to play against community teams, family and friends will also attend sometimes.



*The gymnasium*

<sup>10</sup> The Department has subsequent to the Inspection installed a new phone system throughout the prison system with the perceived benefits of increased access and privacy and reduced call costs.

## THE PURPOSE AND PERFORMANCE OF THE PRISON

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3.96 The physical environment of Wooroloo was generally clean and tidy. The most recent report by the Department of Health (March 2002) was positive, particularly regarding how potential health hazards are managed with no major problems or matters of significance being identified. Occupational Health and Safety matters appear to be taken seriously by prison administrators. There are committee meetings monthly and the actions/responses noted in the minutes are appropriate to the issues raised.

3.97 One of the most important aspects of prison life, and one which consistently generates adverse prisoner comment, is that of prison food. Wooroloo, however, has been a consistent recipient of awards for its food at local fairs and shows and generally has been thought of as one of the better prison catering services. The food menus at Wooroloo appeared varied and reasonable. Prisoners interviewed were equivocal about the quality of the food; some were quite critical, while others thought it to be of a good standard. This equivocation was also reflected in the prisoner survey, where a quarter of the respondents thought the food was poor and the rest thought it either 'ok' or 'good'. For Aboriginal prisoners the prison has a good approach to traditional food, with it being available on either a fortnightly or monthly basis as well as on special occasions. The Wooroloo Prisoner Support Officer advised us that this had had very positive outcomes for the prison.

3.98 The canteen was well stocked with a good variety of food and other essentials. Importantly for prisoners from overseas, there is a good variety of rice, noodles and dried vegetables. The majority of prisoners are allowed one canteen visit weekly; however, those prisoners who have progressed to higher privileges are allowed two visits.

3.99 With regard to the spiritual needs of prisoners, currently there are only two faiths providing religious services at the prison: the Anglicans where attendance ranges from nil to two, three times monthly and the Catholics where approximately six prisoners attend fortnightly. A new chapel has now been built and services are being conducted. It is anticipated that this new facility will assist in raising the profile of religion at the prison.



*The chapel*

3.100 The Peer Support Group is a very active effective source of support for Wooroloo prisoners. It engages with prisoners at the earliest opportunity, when they are first received at reception and from then on as required. An effective Peer Support Group can contribute markedly to a prison's

## THE PURPOSE AND PERFORMANCE OF THE PRISON

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culture and atmosphere. The prison staff were extremely complimentary and appreciative of the Peer Support Group's work, and conversely the Peer Support Group indicated that they received good support from the prison's administration. One concern that the group and administration both share is that of an often quick turnover of members, because of coincidental release dates. This places an undue strain on the few remaining members and the prison could look at developing earlier succession plans to accommodate this.

# Chapter 4

## WOOROLOO'S DRUG MANAGEMENT STRATEGY

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### THE CONTEXT

- 4.1 Reliable estimates<sup>11</sup> acknowledge the number of prisoners with drug dependency problems as being approximately 80% of the prison population. In addition, approximately two-thirds of these prisoners will reoffend or otherwise fail to comply with the terms of their release and be returned to prison. These figures represent a significant impost upon the community not only in terms of the damage caused by the offending behaviour of these prisoners but also in terms of the financial costs to the community.
- 4.2 While these figures may be disconcerting, it is essential to understand that well structured treatments and interventions can and do work, even in a prison environment, and ultimately will save the community money and potential victims trauma, if they are planned and implemented in a comprehensive and strategic manner.

### DEPARTMENT OF JUSTICE STRATEGIC DRUG MANAGEMENT POLICIES

- 4.3 Until recently the Department's approach to drug management has been characterised by isolated pockets of local and corporate initiatives of variable quality. Some of these initiatives have been very good, but because they have lacked ownership at senior levels they have not then translated into linked, strategic practices. The Department has been criticised for failing to develop comprehensive drug management strategies involving detection, deterrence, detoxification, program and counselling intervention, health support and education. Too often the emphasis has been on giving the appearance of appearing to be doing something, rather than actually doing it effectively.
- 4.4 However, subsequent to the Inspection of Wooroloo the Department took the initiative by implementing a *Drugs Roundtable Forum* (February 2003) as a fulcrum for developing a comprehensive drug management strategy. This forum built upon the successful outcomes of the earlier *Community Drug Summit* (August 2001) which resulted in a response paper from the Government called *Putting People First* that placed emphasis on dealing with those with dependency problems on a holistic basis. *Putting People First* asserted the need for a change of focus from a predominantly criminal justice emphasis to a more balanced health and social inclusion response. The response acknowledged that it is futile dealing with an isolated or segmented aspect of the problem while ignoring other aspects, as in most instances, this will be ineffectual or at times even counterproductive.
- 4.5 The Department's *Drugs Roundtable Forum* brought together local and interstate experts from the government and non-government sectors to assist in developing a drug management strategy. This has now resulted in the Department of Justice publishing their Justice Drug Plan spanning the continuum of pre-sentence, sentencing, community based, imprisonment, and post-imprisonment services.

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<sup>11</sup> Robert Ali and Sue Henry Edwards, *Drugs Roundtable Forum-Drug Treatment in Correctional Settings* 12–13 February 2003.

4.6 The key elements of the Drug Plan are to:

- Expand the number of drug detection dogs by four dogs and four dog handlers to bring the total team to 15 dogs and 13 handlers;
- Deploy drug detection dogs to prisons where drug testing shows higher levels of drug use;
- Deploy a permanent drug detection dog at Bandyup;
- Incrementally introduce multi-purpose response dogs as an alternative to single purpose dogs;
- Double the random drug testing of offenders in the metropolitan maximum-security prisons from twice a year to four times a year;
- Introduce instant urine tests for preliminary testing at all prisons;
- Introduce a comprehensive pharmacotherapy program including Methadone, Buprenorphine and Naltrexone, enabling up to 150 prisoners to be engaged in this treatment at any time;
- Expand treatment programs for high-risk offenders with an additional 15 programs per year catering for an extra 150 offenders;
- Introduce two new drug-free units in WA prisons with an additional unit in a metropolitan prison and one in a regional prison;
- Investigate the efficacy of a prison-based therapeutic unit;
- In partnership with government and non-government agencies, introduce a comprehensive transition program for offenders re-entering the community to address health, housing, drug programs and counselling, training, employment and education needs;
- Introduce harm-reduction measures to reduce the prevalence of blood-borne communicable diseases; and
- Establish a comprehensive monitoring framework to measure the success of the key initiatives.

The Department's Justice Drug Plan has now given Wooroloo a firm, guiding basis on which to develop its local practices and procedures.

### WOOROLOO PRISON'S DRUG MANAGEMENT PRACTICES

4.7 The 2002–2003 Wooroloo Prison Business Plan commits to maintaining the prison drug strategy as a priority. Wooroloo has embarked upon an ambitious drug management strategy with the Drug Free Unit. This approach has been incremental, building upon perceived successes rather than a progressive rollout of new strategies. The prison's staff has done this in the absence previously of comprehensive Departmental drug management policies and strategies. However, it is now time to identify and

## WOOROLOO'S DRUG MANAGEMENT STRATEGY

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evaluate what progress has been made with these initiatives and to fit them into a broader corporate strategy.<sup>12</sup>

- 4.8 A prisoner's first contact with Wooroloo's drug management practices commences at reception. New prisoners entering Wooroloo with potential drug problems are identified and Point of Entry Testing (POET) is conducted. This testing entails prisoners providing a urine sample which is used as the baseline for the period they are at Wooroloo. For the remainder of their sentence prisoners are drug tested on either a random or targeted basis to determine drug usage (if any). At reception and induction newly arrived prisoners are informed about the prison's drug management practices.
- 4.9 After induction prisoners are approached on an individual basis by programs staff to see if they wish to participate in drug management programs, regardless of whether this is an IMP requirement. This proactive approach is indicative of the professional attitude of the Wooroloo Programs staff.
- 4.10 At Wooroloo, a total of 243 prisoners were tested for drug use in June, July and August 2002, of whom 54 (22%) tested positive, mostly to cannabis. There were 101 charges laid in the period 17 April 2002 to 17 October 2002 for drug-related offences (87 for cannabis). The high number of random breath tests regularly conducted (approximately 1000 per month) are a major deterrent to those prisoners contemplating illicit alcohol use. This is an expensive practice but the prison justifies it on the basis that the low number of positive returns demonstrates its deterrence effect. Because of the open nature of Wooroloo it is very difficult to prevent drugs or alcohol being brought into the prison grounds; for this reason there need to be tangible deterrents to drug use.
- 4.11 For prisoners who are detected as having used drugs, the response from the prison varies according to the type of drug and/or frequency of use. For drugs (including alcohol) other than cannabis, there is zero tolerance and an automatic transfer to a higher security prison. The response for cannabis varies from a loss of privileges (LOP) and referral to an appropriate program to transfer to a higher security prison. Where appropriate, a referral is made to the (drug) relapse prevention program.
- 4.12 A successful drug management strategy requires a holistic approach by the prison. All facets of prison life should reflect the seriousness with which this issue is considered. If individual officers or services are not attuned to the needs of the dependent population then the whole strategy may fail. At Wooroloo there is not yet a holistic approach. At times there are conflicting demands upon prisoners which, require them to make choices which may make program participation difficult. A few officers do not support program participation, and this can be undermining for both prisoners as well as their colleagues. However, of some concern is that one-third of the prison staff surveyed thought that their drug management strategies were ineffective.

<sup>12</sup> The Department advises that a project officer has been assigned to the Drug Project team who will investigate the work being done at the Wooroloo Drug Free Unit with the view that it be implemented at other prisons.

4.13 The service options that the prison has for dealing with prisoners with a substance use problem are:

- Referral to a treatment program;
- Individual counselling;
- The Drug Free Unit;
- Naltrexone and Methadone; and
- External support services.

#### THE DRUG TREATMENT PROGRAMS

4.14 Almost 200 (198) Wooroloo prisoners participated in addiction offending programs in the year up to the end of August 2002. The prison is offering the following drug treatment/management programs:

- Moving On From Dependency;
- Managing Anger and Substance Abuse (MASU); and
- Relapse prevention.

4.15 Moving On From Dependency is the Department's 'flagship' drug management program and was developed by the local program facilitators in conjunction with Next Step, a leading community organisation in the field of drug and alcohol management. Participants in the program are normally all resident in unit 2A, which is a quasi 'therapeutic unit'. The newly developed program has the basic structure and content expected of a therapeutic program and on paper appears to meet the needs of those with entrenched substance abuse problems. Entry into the program is from one of three sources: a recommendation in the IMP from the assessment centre at Hakea, referral by Wooroloo staff, or self-selection and interview.

4.16 There is (generally) very good on-site support for this program. An example of this is that 70 uniformed staff have been trained in the theoretical underpinnings related to substance misuse and of these, 21 have expressed an interest in becoming program co-facilitators. At the time of the Inspection there were no defined plans to involve officers at this level, but this option should be more actively explored as well-structured uniformed officer involvement is beneficial because of their extensive knowledge of prisoner's lifestyles.

4.17 An extensive assessment of each prisoner's progress is a strong component of the program. Participants are psychometrically tested pre- and post-program and also surveyed on their perceptions of the program. The evaluation results inform program planners of program effectiveness and identify prisoners who are not coping and need extra support. The evaluation is critical for those requiring Parole Board approval for their release from prison.



- 4.18 The staff running the intensive program were knowledgeable and experienced and most importantly have an excellent rapport with the men in the programs. Experience and good clinical support are essential when delivering therapeutic programs in prison environments as this is one of the most difficult environments in which to conduct therapy. Without the confidence that experience engenders, staff can very quickly become burnt out and demoralised. The Wooroloo programs staff are fortunate in that their skills and experience are complemented by very good clinical supervision.
- 4.19 There are shortfalls in the breadth of the drug management program suite, particularly for Aboriginal prisoners and for those who do not respond well to the standard cognitive behavioural approach. However, on balance, the prison is making good progress with regard to program credibility and accessibility.

#### INDIVIDUAL COUNSELLING

- 4.20 There is some scope for individual counselling, although this is limited because of the lack of dedicated resources at Wooroloo. Two prisoners voiced complaints that there was insufficient counselling, particularly for those prisoners who had participated in methadone programs. Staff acknowledged this deficit: however, it was pointed out that some access to informal counselling was available through programs officers, chaplains, prison staff and health officers.
- 4.21 There is strength in having a variety of options for prisoners to access when seeking support, but there also need to be coordination and information-sharing components to ensure that services are delivered in the most effective manner. Basic counselling training and clinical support should be provided to staff to ensure that they have realistic options and that they are not left vulnerable in difficult circumstances.

#### THE DRUG FREE UNIT

- 4.22 The Drug Free Unit (3A) has been operating since March 2002 and is funded for a year by the Department, with no commitment of funds beyond this. The unit consists of 25 cells/beds in a discrete self-care unit with a mix of drug-users and non-drug-users who act as exemplars for the drug-users. The unit is of an advanced standard, with better amenities than its contiguous unit, 3B.
- 4.23 In order to qualify or be eligible for the unit, prisoners must have been incident-free for three months in Wooroloo, have a negative urine test for drugs and be assessed as in the high need/high risk/high motivation category. Twenty prisoners had undertaken the program at the time of the Inspection. Only two were Aboriginal. Most participants have been long-term drug-users.
- 4.24 The aim of the Drug Free Unit according to Wooroloo is 'to assist in preparing prisoners for release and successful reintegration in the community by providing a therapeutic self-care and, drug free environment'. The objectives are expressed in similarly general terms and, as a consequence, there will be some difficulties in gauging the success of the unit when it is evaluated. Notwithstanding

these reservations the concept is a positive one which has well-established successful precedents both in the Department's other program areas such as the sex and violent offender programs, as well as in other jurisdictions.

- 4.25 At the time of the Inspection half of the unit's prisoners had participated in the 'Moving On From Dependency' intensive drug treatment program. Successful participation in the program is a prerequisite for moving to unit 3A. The prisoners participating appear to be well motivated and to have good relationships with prison officers in the unit. This reinforces one of the goals of program, to develop pro-social attitudes and behaviours. However, the prisoners did comment that it was very easy to be moved from the unit if misdemeanours were committed, as there was a long waiting list for the unit and little tolerance of those who do not comply with the house rules.
- 4.26 While it is well recognised that a high level of motivation is required to undertake and to succeed in drug rehabilitation, the criteria for entry would appear to exclude any person who wavers in their motivation. The low number of Aboriginal participants, despite the very high level of Aboriginal incarceration, may indicate that special consideration and support should be given to this group to enable them successfully to participate.

#### EXTERNAL SUPPORT SERVICES

- 4.27 Prisoners have free, unrecorded, confidential telephone access to the Alcohol and Drug Information Service (ADIS). This is an excellent initiative which aims to provide prisoners with expert, unbiased information about drugs.
- 4.28 The Prison to Parole Program (PPP) utilises external non-government agencies (Palmerston, Cyrenian House and Holyoake) to provide counselling and support in prison which is continued post-release. This service provides the continuity and immediacy which are critical to post-release survival, particularly in the very early stages when a prisoner's life can be both volatile and stressful, particularly for long-term prisoners. This is an excellent service and the only criticism of it is that the demands placed upon it exceed its existing capacity and indicates the service should be expanded.
- 4.29 Community Justice Services (CJS) provides re-entry services including supervision, counselling and referrals. CJS officers have now been trained so that they are better equipped to identify drug management problems and either provide counselling themselves or referral to specialist agencies. The CJS has an officer at Wooroloo who makes contact with prisoners prior to release to facilitate a smooth transition into community life.

## THE FUTURE

- 4.30 Wooroloo has now built a solid framework on which to base its drug management strategies. There are examples of good practice and management in place which the prison needs to capitalise on to provide a holistic service. The new focus on drug management strategies instigated by the Minister for Justice provides Wooroloo with an excellent opportunity to grasp the initiative and develop itself as the pre-eminent drug management prison.
- 4.31 Some enhancements which would supplement the good work being done include a more strategic approach to the use of the prison's total resources. Resources or services should not be viewed as discrete or 'stand alone'; they should all be viewed in the context of what they can contribute to the total system. For example, in the UK prison system there is a creative meshing of health, recreation, and education activities which is particularly relevant for drug users. For those drug-dependent prisoners wishing to access health services the health professionals will 'prescribe' a health and fitness regime developed in partnership with the recreation officer as part of the 'treatment' of the patient. The recreation officer in conjunction with the education officer may enrol the prisoner in training related to the sports and hospitality industries, where skill development leads to qualifications and possible career options. These options require training and commitment but are not necessarily resource intensive.
- 4.32 The final point that needs to be re-emphasised is that there should be an evaluation of the existing drug management services at Wooroloo undertaken at the earliest possible time, to ensure that future growth and expansion of the service is built upon a credible and effective basis.

### *Recommendation 9*

*That the Department in consultation with relevant stakeholders provide appropriate direction to the Wooroloo management to ensure that the ongoing drug management practices are relevant to the strategies developed in the Justice Drug Plan.*

# Chapter 5

## SUMMARY AND RECOMMENDATIONS

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- 5.1 Wooroloo is functioning as an effective, well-integrated prison. There are shortcomings but none that could not be rectified within a short period with careful planning, management and support from Head Office. There is a clear purpose to the prison. Staff, management and prisoners view it as a pre-release centre and the focus of activities appropriately pivot around the Department's rehabilitation, care and wellbeing and reparation cornerstones. Custody and control are present but are not inappropriately overt or high profile.
- 5.2 The prison has a solid core of experienced staff who relate well to the prisoners under their control. For their part prisoners identified in both the prisoner survey and in interviews during the Inspection that they felt relatively safe at the prison, that bullying was not tolerated and they felt confident in taking any concerns in this regard to staff and their concerns would be appropriately addressed.
- 5.3 Prisoners receive a good reception and orientation service on entering the prison. However, this process would be enhanced by ensuring that the available literature is maintained at a contemporary level and that prisoners from non-English speaking backgrounds have access to appropriate interpreter services.
- 5.4 The re-entry services available at the prison are facilitated through an effective case management structure. Prisoners knew who their case managers were and these officers were able to provide them with information pertinent and relevant to their progress towards release. The rehabilitation programs available were in the main relevant and well developed.
- 5.5 There is not enough meaningful employment within the prison and management needs to expand the range of work available to ensure that all prisoners are able to access employment opportunities that will assist in the development of skills and work habits that will be of benefit upon their release.
- 5.6 The initiative that the prison has shown in tackling drug-taking is commendable. The Drug Free Unit appears to be successful. However, a structured evaluation process needs to be developed to ensure that the perceptions of success are validated by meaningful outcomes.
- 5.7 The expert report from the Department of Agriculture has identified a number of areas with the farm that have excellent potential for bringing additional revenue to the prison as well as providing additional employment opportunities for prisoners that could lead in some instances to employment opportunities upon their release.
- 5.8 In summary, the Wooroloo Prison Farm is successfully carrying out its role as a pre-release prison and is to be commended for the good work carried out by its staff.

## SUMMARY AND RECOMMENDATIONS

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### RECOMMENDATIONS

#### Recommendation 1

That the Department develop appropriate human resource management structures to enable it to manage its corporate responsibilities and by doing so not deplete the operational services which are the core business of the organisation.

#### Recommendation 2

That a detailed, costed plan be developed by Wooroloo that defines its role, sets out its responsibilities and articulates the resources needed to achieve agreed upon resettlement outcomes.

#### Recommendation 3

That processes and practices need to be in place to ensure that Aboriginal prisoners are actively encouraged to pursue and attain placement in the better accommodation areas.

#### Recommendation 4

That the existing reception and orientation processes be reviewed to ensure that the processes are maintained at a contemporary level and that the needs of non-English speaking prisoners or those with physical or psychological impediments are not disadvantaged.

#### Recommendation 5

That a Service Level Agreement between Wooroloo Prison and the Programs Branch defining the roles and responsibilities of each party be developed, agreed upon and implemented. This Agreement to include the role and management of programs staff as well as prison officers involved in programs.

#### Recommendation 6

That the Department provide a comprehensive rationale and overall plan for the establishment and relocation of work-camps that takes into account Government policy on supporting the social and welfare requirements of people in regional areas through access to services and infrastructure. As an aspect of this process, the Department should explore the possibility of re-invigorating the Badgingarra work-camp.

#### Recommendation 7

That the Department develop a total farm plan along the lines identified in the expert by the Department of Agriculture. The Department should make a long-term commitment to implementing and maintaining the Plan. The department should also now develop an integrated plan

## SUMMARY AND RECOMMENDATIONS

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for Karnet, Pardelup and Wooroloo farms in the context of the three expert plans submitted as an aspect of the relevant Inspections.

### **Recommendation 8**

That the Department in consultation with key stakeholders assess how the delivery of mental health services can be improved and better coordinated.

### **Recommendation 9**

That the department in consultation with relevant stakeholders provide appropriate direction to the Wooroloo Prison management to ensure that the ongoing drug management practices are relevant to the strategies developed in the Justice Drug Plan.

# Appendix 1

## THE INSPECTION TEAM

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Professor Richard Harding	The Inspector
Robert Stacey	Director of Operations
Peter Upton-Davis	Senior Inspections Officer
Jocelyn Jones	Senior Research Officer (Special Projects)
Natalie Gibson	Inspections Officer
Andy Fitzgerald	Inspections Officer
Kerri Bishop	Inspections Officer (seconded from the Department of Justice)
Dr Peter Barrett	Expert consultant Health Department of Western Australia
Dr Peter King	Expert consultant West Australian Department of Agriculture

# Appendix 2

## SUMMARY OF DEPARTMENT OF AGRICULTURE FARM REPORT

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### INTRODUCTION

This report summarises current information about the Wooroloo Prison Farm and looks at its land capability, opportunities for future agricultural expansion and diversity, and future employment opportunities.

The Department of Agriculture team responsible for this report comprised:

Peter King (Director, Central Agricultural Region, Northam)

Shahzad Ghauri (Groundwater Hydrologist, Northam)

Phil Gouldings (GIS, South Perth)

Linda Leonard (Development officer, Northam)

Bill Verboom (Agricultural resource management group, Narrogin)

The report is divided into 3 sections:

- the resource base;
- future management options; and
- conclusions and recommendations for action.

### CURRENT FARMING SYSTEMS

Wooroloo Prison Farm comprises approximately 4,100 hectares, of which 1,500 is cleared for grazing and pasture. Wooroloo farm is used for the grazing of cattle and sheep. Pastures and crops are used to sustain flock and herd sizes. Wooroloo contributes to the prison food chain in a limited but important way, through the grazing of cattle and sheep on pastures and hay grown on site.

Farming systems in the Wooroloo catchment are crop/pasture rotations. Farm businesses largely comprise of mixed stock (mainly sheep and some cattle) and crop enterprises. Crop/pasture rotations are common on most soils throughout the catchment.

### RESOURCE BASE

#### Catchment description

Wooroloo Prison Farm is located in the Wooroloo Catchment located approximately 55 km east of Perth in the southeast portion of the Mundaring Shire. It occupies 4,100 hectares of a 29,100-hectare catchment. The catchment drains into Wooroloo Brook, which flows into the Swan River.

There are 64 farming properties in the Mundaring Shire making up an area of 9,812 hectares. Properties range in size from less than 50 hectares to greater than 500 hectares of which Wooroloo



## SUMMARY OF DEPARTMENT OF AGRICULTURE FARM REPORT

Prison is one of four. The main enterprises in the shire are hay production. Other enterprises include chicken and egg production, sheep and cattle and honey production. See Figure 2 for enterprise distribution in the Mundaring Shire. (This figure is omitted here but can be accessed in the website version of the Report.)

### Climate

The 'hills' area experiences a Mediterranean climate typified by mild wet winters and hot dry summers. The weather pattern is mainly controlled by the movement of the anticyclonic belt, which lies east-to-west across the continent for six months a year. Moisture deficit over the summer limits the growing season for traditional, annual agricultural system, to between May and September (Figure 4). On average about 85% of annual rainfall occurs during the growing season (Figure 3).

Annual rainfall at Wooroloo Post Office (located 1.5 km from Wooroloo Prison) is 831 mm (Australian Rainman 1999–2000). Daily interpolated climatic data for Wooroloo dating back to 1957 are presented in Figure 3.

The hottest months are January and February. Winter minimum temperatures are higher on the hillsides than in the dissected valleys. Frost is most likely to occur after fronts have passed. Cold air flows to lowest points in the landscape, with the potential to cause damaging frost events.

Windy conditions are experienced from late winter through spring and summer. Typical of this season are hot days with low to moderate relative humidity, strong overnight and early morning easterlies, and south-westerly afternoon sea breezes.

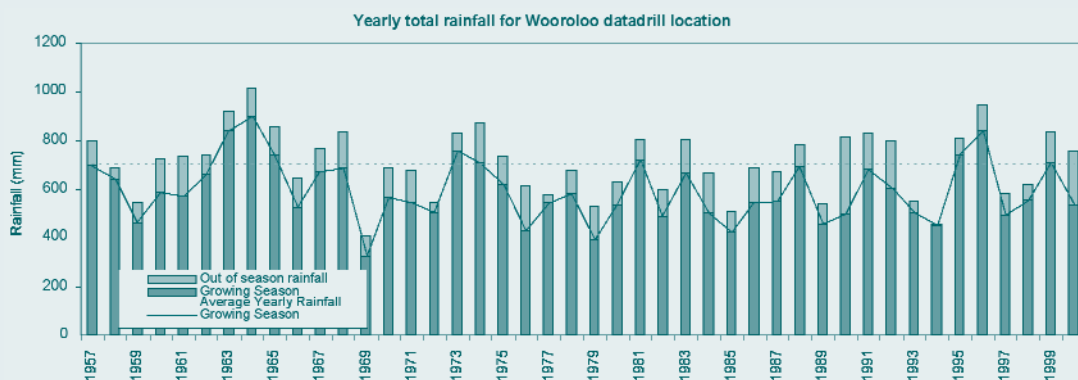


Figure 3. Annual rainfall patterns

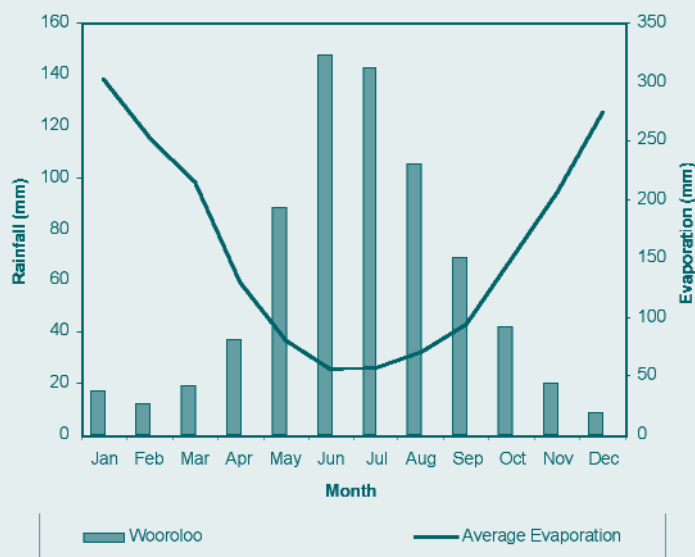


Figure 4. Monthly rainfall and evaporation

## Geology

The Wooroloo catchment sits within the geomorphic zone of the Darling Plateau. It is a laterite-capped plateau overlying Archaean crystalline rocks, (Playford et al. 1976). The Darling Plateau geomorphology is closely related to its solid geology and is an erosional plain on which lithological differences and major tectonic lineaments are accentuated in their erosional expression. The Darling Plateau rises to an average elevation of 400m Australian Height Datum (AHD) and is bounded to the west by the Darling Scarp.

Limited granitic and dolerite outcrop was observed on hilltops within the prison grounds, however most of the geology is obscured by colluvium. Mapping at 1:250,000 scale by Wilde & Low (1978) indicates that basement rock is composed of migmatites and adamellites. Relatively intact regolith profiles are common and hill slope soils are generally quite deep, with high gravel and sand content.

## Soils

The Wooroloo Prison Farm is part of the Darling Plateau where soil surfaces are dominated by lateritic material, formed by deep weathering during the Tertiary, resulting in weathered regolith and extensive laterite formation. This deep weathered profile, where unmodified by erosion, has three main horizons: a ferruginous and/or bauxitic horizon at the surface (referred to as duricrust), and a zone of mottled kaolinitic clay beneath which merges with depth into a pallid zone. Different stripping of this mantle has resulted in the pattern of soils now observed.

The most common soils on the plateau surface and upper slopes of the shallowly incised valleys are gravelly valley sands of varying depth overlying duricrust. Within these valleys, a catena relationship occurs down through the valley cross-section. Soils range from sands in the head-water regions,

through moderately well drained duplex and gradational soils on the side slopes to poorly drained duplex soils, clays and saline soils within valley floors.

Wooroloo Prison soils have an erosion surface comprising moderately to strongly dissected plateau on granite with generally north-westward flowing streams in narrow valleys. Land forms are influenced by inter related factors such as weatherability of rock minerals, jointing patterns and distribution of erosion resistant ferricretes. Some lateritic scarps align with dolerite dykes and there is little concordance between laterite survival and peneplanation as might be expected from traditional theories.

Lateritic soils comprise yellow and pale sandy gravels and yellow to yellowish red loamy gravels with small areas of yellow and pale deep sands. All soils show complete leaching of soluble salts, intense bio-chemical weathering, intense leaching of bases, partial loss of silica and the release and dehydration of hydrated iron oxides. Bases and other weathering products have been removed from the landscape, but, sodium chloride, introduced by rain, readily accumulates in poorly permeable pallid clays and some of the ground water system. Saline discharges arising from these systems are restricted to a few seeps along the minor alluvial terraces. Indulating rises and low hills are found below breakaways. These are covered with yellow loamy and sandy gravels and yellow and red loamy duplex soils. Steep slopes, rain and bioturbation have produced well developed colluvial sequences grading from duricrust on the crest down to rough gravels to pea gravels to yellow sands to deep grey sandy duplexes in small depressions. (The website version of this Report contains Table 1 (Major Soil Groups) and Table 2 (Soil Profile Characteristics).)

### Vegetation

The key to understanding the vegetation of the Wooroloo area is the catenary sequence of vegetation, which is linked closely to soil types. Figure 5 depicts the relationship between soils and vegetation in the wheatbelt.

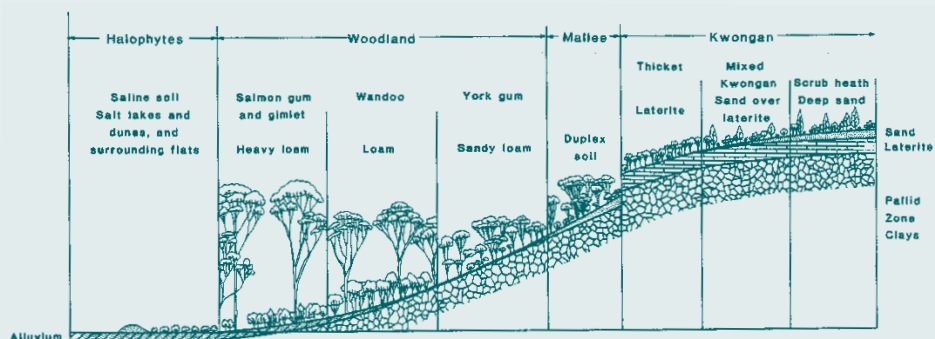


Figure 5. Sequence of soils and vegetation in the wheatbelt areas of the Avon (from Beard 1990)

The vegetation pattern on the Darling Plateau ranges from tall open forests of jarrah-marri (*Eucalyptus marginata* – *E. calophylla*) on the upper slopes, to marri dominance within the gullies. The valley floors contain mixtures of Yarri (*E. patens*), Wandoo (*E. wandoo*) and Bullich (*E. megacarpa*).

Native vegetation on the prison farm includes forests and woodlands of Jarrah (*E. marginata*), Marri (*E. calophylla*) and Wandoo (*E. wandoo*) on the lateritised hills. Dryandra understorey is common on the duricrust and rough gravel country. Alluvial soils in the narrow valleys are differentiated as duplexes under Wandoo and Flooded Gum.

### Water resources

#### Surface drainage systems

Wooroloo Brook forms one of five river systems feeding into the Perth River system discharging into the ocean via the Perth estuaries. Unlike the Helena, Canning and Serpentine River systems the Wooroloo system does not supply Perth's domestic water. However the prospective user of stream water from the catchment, whether by pumping or damming, is referred to the Water Authority of Western Australia and relevant catchment committees for water availability and use.

A key finding from the Water and Rivers Commission report 'Foreshore Assessment in the Wooroloo Brook Catchment' was that the health of the Wooroloo waterways ranged from very poor to good, and that the poor ratings occurred in the middle to upper sections of the catchment. Similar degradation is also present along White Gum Gully where surface gradients appear less upstream and where road infrastructure may be having an adverse effect on natural drainage.

At the Wooroloo prison site, field observations suggest ephemeral perched aquifers are widespread on the property due to deep and permeable soil profiles. Large perched or unconfined aquifers are forming semi-permanent seepage areas. Areas of significant seepage and waterlogging can be seen in Figure 6. (This is omitted here but available in the website version.)

Semi-confined (saprock aquifers) also exist and in areas where seepages are not visible, these aquifers are transmitting most of the groundwater to discharge areas. Permeability tests by GHD Pty Ltd estimate deep aquifer hydraulic conductivity to be 0.28 m/day in BH7D with shallow aquifers generally having superior conductivity than deep.

#### Groundwater resources

Subcatchments located on the property are small in area (<20 ha) but have reasonable morphology and permeability present to produce groundwater convergence points worth investigating. The small catchment sizes and steep gradients mean that some convergence points will be dry, particularly given the low rainfall experienced over the past two years. Historical data and current measurements, however, suggest fresh to brackish quality water does exist on some hillslopes.

Seven sites were identified as potential drill sites and are marked on Figure 7. (This is omitted here but available in the website version.) The modest hydraulic conductivity measured in BH7D may mean that groundwater yields will be limited. Immediate access to the Kalgoorlie pipeline is a major determinant when deciding on investigating water resources on the property. Three of seven proposed drill sites are within 400 m of the pipeline. Supply and delivery costs of scheme water need to be assessed for any irrigation project on the farm. Areas distant to the pipeline are likely to benefit the most from groundwater resource investigation.

Figure 4 shows that evaporation during the summer months (December–February) is very high. High evaporation rates affect the potential of most farm dams to sustain water supplies throughout the summer/autumn period.

### *Groundwater quality*

A search of the Water and Rivers Commission database found very few bores in the vicinity and only three with any useful information. Two bores on the northern side of the property show increasing groundwater EC from 400 mS/m to 900 mS/m (9m depth) along a one-kilometre stretch of drainage line. A bore drilled during 1967 in the upper reaches of White Gum Gully was last measured on an unknown date and water quality was 250 mS/m (16m depth). Groundwater found on slopes at Yalanbee Research Station in Bakers Hill (10 km NE of Wooroloo) commonly has EC in the order of 350 mS/m. Rural Towns Project investigations at Bakers Hill found groundwater EC ranged from 110 to 2,740 mS/m. All current pH measurements and those available from existing literature were between 5 to 8 units.

Two permanent bores with headworks were positioned in a waterlogged paddock southwest of Acacia Prison (BH7D and S). Water level and quality measurements taken on 21 January 2003 show shallow perched groundwater has dried up, however deeper groundwater of good quality exists (153 mS/m). It is believed that the shallow system is perched and would normally recharge the deeper aquifer. Aquifer pumping will establish what yield and water quality can be expected over longer timeframes. The lower portion of this paddock has always been prone to waterlogging (Bill Jolly, Pers Comm. 2003) during winter though salt accumulation does not appear significant at the surface. A soak is present at the base of this waterlogged area and has an EC of only 160 mS/m.

### *Salinity*

#### *Current extent of salinity*

Land Monitor information on low productivity is not currently available for the property, however field and aerial photo observations indicate that salinity and waterlogging is restricted to the immediate vicinity of drainage lines and some broadacre areas where White Gum Gully runs parallel to Great Eastern Highway.

The area on and around where Acacia Prison is sited becomes waterlogged though groundwater EC measurements show that perched water is mostly responsible.

*Groundwater trends*

Groundwater trends for Yalanbee research station show groundwater rise was not occurring rapidly in its second decade of monitoring, and that the dry weather experienced since 2001 has lowered watertables (Figure 8). No time series data for bores located on the Wooroloo Prison property was available at the time of compiling this report.



Figure 8. Long term groundwater trends in a bore at CSIRO's Yalanbee Research Station in Bakers Hill.

*Potential salinity risk*

The permeable profile and steep topographic gradients have combined to produce a system that is not likely to be accumulating significant groundwater in the regolith profile. However, previously mobilised salts are expected to continue discharging into drainage lines through normal infiltration processes. Agricultural land rises rapidly from the valleys and high profile permeability means that salinity processes may not cause salinity to encroach very far upslope. Hillside seepages that deposit salt when surface evaporation occurs should be treated to reduce adverse soil impacts. Once local watertables have been lowered through revegetation or dewatering strategies, rainfall and soil leaching processes will cleanse the soil of salt.

The BGC Voyager Quarry lies in a subcatchment south of the Acacia Prison and recharge from the quarry discharges into the Wooroloo Brook. During January 2002 visual inspections of the quarry site indicated that upper slope regolith profiles had been leached significantly, however, saltloads

would still be present in middle and lower slope profiles awaiting continued transportation. Peck and Hurlle (1973) established that entire catchments are not rapidly leached of salts and, in the case of Wooroloo catchment (30% cleared farmland), it would take approximately 300 years to reach chloride input/loss equilibrium.

## MANAGEMENT OPTIONS FOR WOOROLOO PRISON FARM

### Water use options

Drilling and aquifer pumping will establish groundwater yields and qualities in the prison grounds. Irrigation options can then be established from the sites. Major perched aquifers should have water suitable for both highly sensitive (0–80 mS/m) and mildly salt sensitive (80–230 mS/m) plants with reasonable bore yields. Rapid loss of groundwater stores in this situation will be a problem. Deep aquifers can be expected to show variable yields at qualities suitable for slightly salt sensitive (230–550 mS/m) plants. Use of nearby scheme water would need to be costed against establishing new groundwater alternatives.

### Cropping Options

Discussion with Gary Milverton from the Ministry of Justice included the possibility of establishing market gardens and broadacre pumpkin crops. This may be an option on granite soils, which make up 20 ha of the property. Provided soil nutrition is adequate, the use of deep groundwater and/or deep groundwater diluted with lesser quantities of scheme water is possible given that the coarse textured soils are unlikely to accumulate high levels of salt. Olive, fig, pomegranate, date, and to a lesser degree grape and mulberry, are fruit which could tolerate the measured groundwater ECs. Low-lying areas on the property are susceptible to frost from May to September and this needs to be taken into account when planning future agriculture opportunities.

Salinity will not impact greatly on the vast majority of the property. Areas along White Gum Gully could be established into saltland pasture trial areas (high rainfall zone) with surface water control to ease waterlogging and aid establishment. Waterlogged areas may also be utilised for summer cropping.

Soils type and paddock geometry may limit extensive crop production on some soil types as described previously. However deep gravel soils and yellow sands will produce average crops and pastures. In wet years cereals will grow well with potential for canola given high fertility inputs. An option can be to increase feed value and carrying capacity of cattle and sheep. Tagasaste or a perennial fodder shrub may be an option.

### Biodiversity Options

Australia is recognised as one of the world's 12 megadiverse countries with an exceptionally rich biota and high endemism (plants or animals found only in a particular place), particularly its

southwestern wildflowers. In many groups the highest endemism occurs in the southeast where 75% of the estimated 8,000 species in the region are endemic. The Wooroloo Catchment is part of the Transitional Rainfall Zone (300–800 mm,) of the wheatbelt where much speciation has been concentrated for the majority of the woody perennial taxa (Hopper et al. 1996).

Another feature is that few plant species are widespread through much of the Transitional Rainfall Zone and plant species are commonly confined to small ranges. The flora has Australia's highest concentration of rare and endangered local endemics, and in this respect is exceptional from a global perspective. The area did contain the wonderfully complex landscapes of the wheatbelt woodlands, mallee, kwongan and saline broad valley floors, subdued lateritic sand and granitic uplands, home to remnants of one of the world's richest floras (Hopper et al. 1996).

Many native vegetation communities are very poorly represented in conservation reserves. The amount of remnant vegetation on private and public land is very low in many areas and comprises large numbers of small patches. Roadside vegetation has moderate to poor conservation value and corridor values overall and wetlands have suffered severe modifications. The condition of native vegetation in conservation and other government reserves is poorly known.

Information is lacking on the plant communities and species present in bushland on private land. Wooroloo Prison Farm presents a unique feature in that much of its property is uncleared. It could have contained a wonderfully complex landscape with a very rich flora, with many species confined to small ranges.

If the farm provides a rich source of native vegetation a range of commercial native vegetation options are available for Wooroloo as rainfall is not a limiting factor. Some of these options include potential to develop seed production industry for investment. Seed like *Candidias*, Prickly Moses are currently sold at \$200/kg.

Kangaroo paws and smoke bush for cut flower production could be a lucrative industry as native cut flower production from reserves will be phased out in the next 5–10 years. Native flowers for flower production will need to be cultivated.

### Enterprise Options

The Shire of Mundaring is a shire diverse in agricultural production. Appendix 4 (this is omitted here but is included in the website version) shows the production ranging from crop production comprising of cereal grain and fruit production, meat production in the areas of cattle, sheep and poultry, egg and honey production and vegetables for human consumption.

Production in the Mundaring shire is not undertaken on a large scale but production rates look viable. With the availability of water the prison has potential to be self-sustaining in some production areas.



## SUMMARY OF DEPARTMENT OF AGRICULTURE FARM REPORT

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### Use of Prison Facilities

The prison workshop is a state of the art complex, which could offer external industry participation and increase work potential for prisoners. One such customer could be the Department of Agriculture as their workshop facilities were closed in 1999. Reactivation of workshop activities to service the region's machinery requirements in areas of building agricultural equipment for use on research stations and general service of farm machinery equipment.

### CONCLUSION

Wooroloo Prison's agricultural operations were limited because it was understood that there were limitations to future expansion and diversity because of soil types and limited water supply.

Taking this into account agricultural operations are run efficiently. However to increase employment opportunities of prisoners and overall efficiency of the farm, expansion and diversification into some enterprises can be incorporated into current activities.

This necessitates a whole of farm plan approach incorporating not only the economic aspect and agricultural prospects of the future of the farm but considering the environmental aspect that Wooroloo prison farm offers. With this some social aspects concerning skilling of prisoners and increasing work opportunities at Wooroloo will also increase.

This study does show that soils are a limiting factor in agricultural expansion. However, the study also shows that water is not a limiting factor and groundwater of good quality exists (153 mS/m). Subcatchments located on the property are small in area (<20 ha) but have reasonable morphology and permeability present to produce groundwater convergence points worth investigating. Wooroloo Farm has two small patches of fertile land (10 ha and 9 ha respectively) which provide options for intensive crop or horticultural production. The biodiversity potential of uncleared land at Wooroloo Prison Farm is extensive. Utilising what the land can offer in native seed and flower production has potential for development in future years. Better utilisation of productive pastures by introduction of new varieties, fodder crops and perennial crops needs to be considered. Taking the whole of shire into account, the Mundaring Shire is diverse in agricultural production. If labour is not a limiting factor the potential for production of commodities on a small scale is enormous.

The prison will have opportunity to provide accredited training in a series of apprenticeships including natural resource management and land care.

RECOMMENDATIONS AND DEPARTMENT'S RESPONSE TO RECOMMENDATIONS

- 1 Continue with pasture rotations as soils type, limits diversification of extensive crop production. Trials with long season varieties should be investigated.

*Department of Justice Response*

*At the present time excellent crop production is being achieved. The viability of trialing long season varieties will be considered in the Divisional Farm Plan.*

- 2 Improve the utilisation of ground water for irrigation of crops and future plant production.

*Department of Justice Response*

*Ground water is limited; hydrology tests and test bores have shown the water to be very brackish.*

- 3 A comprehensive biological survey of the Wooroloo farm should be initiated as part of a farm plan. The results of the survey will be used to select potential sites for commercial seed production for recovery of species. As a consequence a herbarium could be developed as a show-case for the catchment. More detailed survey work is required at the local and catchment levels.

*Department of Justice Response*

*A study has been initiated by Land Care.*

- 4 Undertake an economic study of the potential commercialisation of native seed for markets.

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

- 5 Fence off bushland, if it has not been done to date, to keep stock out and maintain a pristine environment.

*Department of Justice Response*

*A fencing program is in place; subject to funding approximately a kilometre of fencing is being completed each year.*

- 6 Economic study to look at future wild flower production

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

- 7 Investigate the use of fodder crops to feed cattle and possibly increase carrying capacity of farm.

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

- 8 Undertake trials in growing perennial and fodder crops using potential water sources.

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

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## SUMMARY OF DEPARTMENT OF AGRICULTURE FARM REPORT

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- 9 Undertake market garden potential of fertile soils of which makes up 20 ha of the Wooroloo site.

*Department of Justice Response*

*Some market gardens and orchards have been established, additional development to be considered by the Divisional Farm Plan.*

*The availability of suitable water is a critical consideration in the viability of a project of this nature.*

- 10 Further investigation of soils would benefit from RAD and Mag at 25m height and 75-m line spacing. Would expect it to show mafic trends, colluvial structures and granite outcrops.

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

- 11 Investigate opportunities for the Department of Agriculture to conduct field trials on the prison grounds. Possible trial activities could include long-term pasture trials, plant pathology trials etc.

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

*The need to graze stock for Karnet abattoir is a prime consideration in respect to the viability of this recommendation.*

- 12 Investigate opportunities for the Department of Agriculture to outsource machinery production and maintenance to prison workshops.

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

- 13 Undertake a sensitivity analysis to ascertain the most viable enterprises for the farm.

*Department of Justice Response*

*This is being considered in the Divisional Farm Plan.*

## Appendix 3

### RESPONSE BY THE DEPARTMENT OF JUSTICE

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- 1 That the Department develop appropriate human resource management structures to enable it to manage its corporate responsibilities and by doing so not deplete the operational services which are the core business of the organisation.

*Department of Justice Response*

*Since the Inspection the Assistant Superintendent and Business Manager positions have been filled substantively. All senior administrative positions have now been filled.*

- 2 That a detailed, costed plan be developed by Wooroloo that defines its role, sets out its responsibilities and articulates the resources needed to achieve agreed upon resettlement outcomes.

*Department of Justice Response*

*Information in respect to available services and facilities provided by each prison including program pathways that are available to prisoners is now available in the Role and Functions Report, which was released in May 2003. The Role and Functions Report is to be updated in July 2003 and then at least once annually.*

*The Wooroloo Prison Business Plan 2003/2004 identifies the planned Objectives, Business Improvement Initiatives and also identifies Achievements of the previous Business Plan including Program availability.*

- 3 That processes and practices need to be in place to ensure that Aboriginal prisoners are actively encouraged to pursue and attain placement in the better accommodation areas.

*Department of Justice Response*

*The prison now has a full time (Aboriginal) Peer Support Officer. This officer actively promotes the Self Care and semi Self-Care units to the Aboriginal population. It is expected that the semi Self-Care will have a 50% Aboriginal population in the near future. The Self-Care unit will provide indigenous food as an incentive for Aboriginal prisoners to take up residence in the unit.*

- 4 That the existing reception and orientation processes be reviewed to ensure that the processes are maintained at a contemporary level and that the needs of non-English speaking prisoners or those with physical or psychological impediments are not disadvantaged.

*Department of Justice Response*

*An induction process has been implemented where two Wooroloo Officers attend Acacia and interview and explain Wooroloo induction processes to prisoners prior to transfer. Anyone identified as requiring special needs is flagged; prior to arrival at Wooroloo processes are put in place to cater for their needs.*

- 5 That a Service Level Agreement between Wooroloo Prison and the Programs Branch defining the roles and responsibilities of each party be developed, agreed upon and implemented. This Agreement to include the role and management of programs staff as well as prison officers involved in programs.

*Department of Justice Response*

*A Service Level Agreement between Wooroloo Prison farm and Offender Programs exists. The Agreement addresses the range of services, performance measures, reporting structure, training, funding and key outputs.*

- 6 That the Department provide a comprehensive rationale and overall plan for the establishment and relocation of work-camps that takes into account Government policy on supporting the social and welfare requirements of people in regional areas through access to services and infrastructure. As an aspect of this process, the Department should explore the possibility of re-invigorating the Badgingarra work-camp.

*Department of Justice Response*

*The Work Camp Business Plan addresses the program objectives and has an emphasis on strong partnerships with communities and future direction of work camps. This includes a rationale and plan for the establishment and relocation of work camps based on (1) the community's capacity to support sustain a work camp in the medium to long term; and (2) outcomes for prisoners. Prisoner outcomes measured in terms of a successful re-entry to the community on release are paramount in any decision on where to locate or re-locate work camps in the future regardless of the social and welfare requirements of people living in regional areas.*

*The Badgingarra work-camp, 'Warramia', is presently used to house Section 94 prisoners; there is no plan at this stage to reinvigorate the site as a work-camp.*

- 7 That the Department develop a total farm plan along the lines identified in the expert by the Department of Agriculture. The Department should make a long-term commitment to implementing and maintaining the Plan. The department should also now develop an integrated plan for Karnet, Pardelup and Wooroloo farms in the context of the three expert plans submitted as an aspect of the relevant Inspections.

*Department of Justice Response*

*A Divisional Farm Plan is being developed by the Manager Industries in consultation with Karnet, Wooroloo and Pardelup and input from the Agriculture Department.<sup>13</sup>*

- 8 That the Department in consultation with key stakeholders assess how the delivery of mental health services can be improved and better coordinated.

*Department of Justice Response*

*The need for a major improvement in the mental health service for offenders has been recognised by the Departments of Justice and Health. A Mental Health Taskforce comprised of senior clinicians and managers of both agencies is close to completing a comprehensive forensic mental health strategy. This proposal for major reform is to be consideration by the Offender Health Council.*

- 9 That the Department in consultation with relevant stakeholders provide appropriate direction to the Wooroloo Prison management to ensure that the ongoing drug management practices are relevant to the strategies developed in the Justice Drug Plan.

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<sup>13</sup> The detailed recommendations of the Farm plan and the Department's specific responses are set out at Appendix 2.

## RESPONSE BY THE DEPARTMENT OF JUSTICE

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### *Department of Justice Response*

*A Justice Drug Plan (May 2003) has been developed to reduce the supply of drugs in prison, the demand for drugs and the harms associated with drug use. This comprehensive drug plan will see the implementation of detection, deterrence, program and counselling support and a coordinated range of pharmacotherapy and harm reduction strategies. The range of new measures and expansion of existing strategies will contribute significantly to the reduction of drug use and reoffending.*

*A Project team has been developed to oversee the implementation of the strategies identified in the Plan.*



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