



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

NOVEMBER 2014

REPORT OF AN ANNOUNCED INSPECTION OF
WANDOO REINTEGRATION FACILITY

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**Report of an Announced Inspection of
Wandoo Reintegration Facility**

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469 Wellington Street,
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The Inspector's Overview

WANDOO

CONTEXT

This is the report of the first inspection in May 2014 of Wandoo Reintegration Facility ('Wandoo'). Wandoo is a minimum-security prison for males aged 18 to 24 and is Western Australia's second privately operated prison. At the time of the inspection Wandoo had been operating for 18 months. The prison is located on the corner of Murdoch Drive and Bramanti Road in Murdoch, south of Perth.

A TROUBLED BIRTH

In September 2008 the incoming Liberal government promised to 'commence work on a new juvenile prison facility for 18–22 year old offenders.' The Department of Corrective Services ('The Department') immediately started to plan as to how this might be best achieved within the new government's first four-year term. The task was challenging considering that there would not be time to identify, acquire and build on a new site.

In May 2009 the then Minister for Corrective Services, announced that by the end of 2011, the juvenile Rangeview Remand Centre ('Rangeview') would be converted to an 80-bed young adults' prison. All juveniles from Rangeview were to be moved to new facilities within the Banksia Hill Detention Centre ('Banksia Hill').

The Department's analysis of the minimum-security population of young adults in prisons revealed there would be insufficient 18–22 year olds of the appropriate security rating to fill the new 80-bed centre, so the age range was expanded to 24. In November 2011 Serco was announced as the preferred tenderer, and the initial five year contract (with potential renewals having a total value of \$172m over its maximum 15 year life) commenced in March 2012.

Preparations for the transfer of youth from Rangeview to Banksia Hill were significantly delayed, as the construction of the accommodation buildings and supporting infrastructure at Banksia Hill ran 12 months late. The handover of the Rangeview site was consequently delayed a number of times from 1 January 2012 to 15 October 2012. Service commencement was similarly delayed from 1 April 2012 to 1 November 2012. The site preparation time between the Department handing over the site and the prison receiving prisoners had therefore been shortened from three months, to just over a fortnight. Wandoo was gazetted as a prison on 30 October 2012 and received its first residents just two days later.

GENERAL PERFORMANCE

Serco inherited a facility from the Department that had been starved of investment and allowed to run down over a number of years. In addition to aging systems and equipment, graffiti had been a dire problem at Rangeview for many years, with almost all available surfaces covered. In the accommodation units, mirrors were so scratched as to be almost useless, and walls, doors, doorframes, and telephone booths bore the tags of countless detainees. Graffiti was even more apparent inside cells, with some walls literally covered in graffiti. Glass walls and windows were also covered and had to be replaced.

\$4 million was provided by the Department for ‘enabling works’. This included redeveloping and refurbishing the front entrance, visitors’ waiting area, health centre, and prisoner reception. Upgrades and changes were also made to the: visits centre, renovating the cells and units, rewiring electrical systems, changing the distribution of double bunks, and removing the swimming pool. The removal of graffiti during the enabling works (or in the case of glass, the attachment of frosting until the glass could be replaced) had by itself significantly lifted the appearance of the prison, considerably improving the amenity and suitability of the facility for its current purpose. The remediation and removal of the bleak, sensory deprived, and graffiti-strewn physical environment of the Special Purpose Unit that I had described as ‘inhumane’ during our 2011 inspection, completed the process.ⁱ

Despite the prison’s troubled birth, this inspection revealed a good news story, with many examples of good practice. One particular innovation was the importance that Wandoo had placed on restorative justice. Placed front and centre of its operating philosophy this approach had clear and positive implications for how relationship tensions between residents, between residents and staff, and even between staff were handled. The approach also guided the management of residents’ behavioural issues and assisted residents to prepare for their reintegration back into the community through family group conferencing.

The quality of the relationship between staff and residents in general, and the case worker relationship in particular, supported effective dynamic security at Wandoo. This was crucial to reducing the risk of escapes given the number of prisoners working or undertaking programs in the community each day, under section 95 of the *Prisons Act*.

DEFICIENCIES AND CHALLENGES: THE NEED TO FULLY UTILISE THE PRISON

The Office also found areas of weakness in Wandoo’s performance during the inspection. For example some elements of the system of employment, training, and education were undeveloped. Individuals’ progress were also too often hampered by short stays in Wandoo; program commitments; lack of on-site training facilities; and limitations in access to external education, training, and work.

However, the most significant and concerning factor by far was the fact that Wandoo remained well under-capacity some 18 months after commissioning. At the time of the inspection there were only 49 residents at Wandoo, in a facility contracted to hold 80. Running Wandoo was always going to be expensive, and even if filled to capacity the contractual cost of \$370 per person per day would be considerably higher than the average cost of \$290 per person per day across the prison estate. It had been expected that such an investment would be fully recovered over time by a significant reduction in re-offending by Wandoo residents resettled in the community. However, as Wandoo was under-capacity at the time of the inspection, the Department said that the total contractual cost was \$580 per person per day.

i Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Rangeview Remand Centre*, Report No. 69 (October 2010).

The obvious remedy to the situation was to increase the number of residents at Wandoo. This is largely in the hands of the Department which manages the assessment and placement system, and which is responsible for the whole prison system. As I have said before, the Department has not done enough in its mainstream prisons (including the privately operated Acacia Prison) to meet the needs of young men and women. Too many of them pass their prison time in idle and unconstructive ways. They are certainly not being ‘skilled up’ as much one would like, either for moving to Wandoo or for release into the community. It is absolutely critical that more specific attention is given to young prisoners throughout the whole prison system.ⁱⁱ

Although Wandoo has become the preferred placement for young men from the greater metropolitan region who manage to attain a minimum-security rating, only a minority of young men will ever attain such a classification. This is because youth counts against prisoners reaching minimum-security as younger prisoners are assessed as posing a higher escape risk.ⁱⁱⁱ While age is a risk factor for escape and public risk does need to be managed, a more nuanced assessment of youth risk would allow more young people to access Wandoo. This was recommended in the Office’s recent review of recidivism rates in WA and the recommendation was supported by the Department.^{iv} Another difficulty in filling the prison is that some of the young men eligible for transfer to Wandoo express a preference to remain in a different prison. Aboriginal prisoners in particular often wish to be in a facility where they have the support of close relatives.

At the time of the inspection, two solutions were being considered to boost numbers. The less radical option was to extend the upper age limit from 24 to 28. This is supportable on the basis that the journey to social and mental maturity for young males extends throughout their 20’s. However, there are both advantages and disadvantages to extending the upper age, including the well documented diminishing return for reducing recidivism as people get older. It would be wise to extend the range gradually, and only as far as needed to utilise capacity at Wandoo, selecting only those motivated to make positive life-changes.

The more radical solution under consideration at the time was to change the venue of the program for young men to a dedicated unit at Acacia Prison, and to turn Wandoo over to a different use (possibly as a prison for women). In a medium-security environment, many more young men would be eligible to participate in programs targeting their specific needs, including more intensive case management, a different approach to programs, education, employment and training, and stronger release preparation and re-entry services. However, this ‘solution’ would not work as it would greatly reduce access to external work, training and other resettlement activities in the metropolitan area. It would also not be possible to replicate and maintain the collaborative relations between staff and residents at Wandoo, and the degree of self-responsibility expected of residents.

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- ii See OICS, *Remodelling corrections for juveniles and young men*, Issues Paper 2 (August 2009); OICS, *Annual Report 2012–2013*, (29 October 2013), 6–9; OICS, *Report of an Announced Inspection of Casuarina Prison*, Report No. 88 (January 2014) vii; OICS, *Recidivism rates and the impact of treatment programs* (September 2014); OICS, *Annual Report 2012–2013*, (30 September 2014) 7–11.
- iii OICS, *The flow of prisoners to minimum-security, section 95 and work camps in Western Australia*, Audits, Reviews and Thematics (December 2012).
- iv OICS, *Recidivism rates and the impact of treatment programs*, (September 2014).

Once again, the key to better outcomes, including filling Wandoo, is to focus on better equipping young people in mainstream facilities, to help prepare young people for freedom and to help to identify and prepare those who are suitable to ‘feed’ into Wandoo.

THE CONTRACT

Schedule 6 – Appendix 1 Service Requirements, of the Wandoo contract articulates the operating philosophy for the facility and sets out detailed requirements of all aspects of operations, namely: Throughcare, Care and Wellbeing, Custody and Containment, Facility Management Services, Human Resources and Systems, and Other Requirements. The contract is carefully monitored by the Department to assess whether the service requirements are being met. There will always be differences between public and private sector service provision, however, the approach of setting strong service expectations and monitoring performance is something that should be seriously considered by the Department for its publicly run prisons.

In general, contractual payments are dependent on Serco meeting various requirements. If Serco fails to meet requirements the Department can issue a Performance Improvement Notice (PIN). If Serco does not comply with the PIN it faces financial penalties, or possible a termination of the contract.

The Wandoo contract includes 19 Key Performance Indicators (KPIs). Ten of the KPIs serve as an incentive for Serco to prevent particular events from occurring. The remaining KPIs are used to measure particular aspects of performance and which if not met can reduce the payment that Serco receives from the Department.

Although Wandoo has been penalised for its failure to meet a number of KPIs, Wandoo, Serco and its partner Mission Australia has so far consistently met one of the most demanding performance indicators, and the one most germane to the objectives of the facility, KPI 15, ‘the percentage of prisoners in employment on release’. One hundred per cent performance is the set target for this KPI, although contractually, abatement is triggered only if the contractors fail to exceed above the 75 per cent level. According to the agreed counting rules, a resident taking up a full-time education or training placement on release is counted as meeting the KPI, while residents staying less than three months at Wandoo are excluded from the count.

SUMMARY

The inspection found significant positives, but Wandoo must be filled and its potential maximised. The Department should also ensure that it picks up on cases of good practice from Wandoo. In my most recent report on the inspection of Acacia Prison I noted that:

The aims of establishing a privately operated prison included promoting innovation, efficiencies and cross-fertilisation of good practice ... Over the years, there has been some cross-fertilisation but there is still scope for more learning, both from the private to the public sector and from the public to the private sector.^v

v OICS, *Report of an Announced Inspection of Acacia Prison*, Report No. 90 (June 2014) vii.

WANDOO

This is especially important given the Department's failure to address the need to provide opportunities for improvement for young men and women in mainstream prison, many of whom are Aboriginal.^{iv} While it will be difficult to provide the sort of opportunities that Wandoo can provide its residents in a maximum or medium environment, there are still learning that can be achieved from Wandoo's successes.

It is promising that the new Commissioner and his team seem intent on spreading the learning between prisons. This should lead to improved continuity, efficiency and effectiveness.

Neil Morgan

11 November 2014

vi OICS, *Report of an Announced Inspection of Casuarina Prison*, Report No. 88 (January 2014) vii.

Fact Page

NAME OF FACILITY

Wandoo Reintegration Facility

ROLE OF FACILITY

Wandoo is a minimum-security facility for 18–24 year old male prisoners.

LOCATION

12 kilometres South of Perth in Murdoch.

The traditional owners of the land are the Noongar people..

BRIEF HISTORY

Wandoo opened in November 2012. The facility is owned by the Department of Corrective Services with Serco contracted to operate the facility. The site was formerly the Rangeview Remand Centre, a juvenile facility.

LAST INSPECTION

Not applicable

ORIGINAL DESIGN CAPACITY

68

OPERATIONAL CAPACITY

80

NUMBER OF PRISONERS HELD AT TIME OF INSPECTION

49

DESCRIPTION OF RESIDENTIAL UNITS

Unit	Description	Design Capacity	Bed Capacity
Jeealia	Orientation unit – standard supervision	24	36
Hotham	Standard & earned supervision	16	16
Gascoyne	Standard & earned supervision	16	16
Eyre	Self-care – earned supervision	12	12

Chapter 1

HOW WANDOO CAME TO BE

THE PROMISE

- 1.1 In a 2004 review by the Office of the Inspector of Custodial Services ('OICS') following deaths of young prisoners at Hakea, there was considerable discussion of options for managing such vulnerable people in the adult prison system. Options included separate prison facilities, units within existing prisons and the Victorian dual track system in which a sentencing court can determine whether a young adult should undertake their sentence in a prison or a juvenile justice facility.¹
- 1.2 The incoming Liberal government in September 2008 promised, in its first 100 days, to 'commence work on a new juvenile prison facility for 18–22 year old offenders.'² The Department of Corrective Services ('the Department') commenced a project to ascertain how this might be best achieved within the new government's first four-year term. The task was challenging considering that there would not be time to identify, acquire and build on a new site.
- 1.3 On 14 May 2009, Hon Christian Porter, Minister for Corrective Services, announced that by the end of 2011, the juvenile Rangeview Remand Centre ('Rangeview') in Murdoch would be converted to an 80-bed young adult's prison.³ All juveniles from Rangeview were to be moved to new facilities within the Banksia Hill Detention Centre ('Banksia Hill'). The announcement indicated that the government wanted 'to take out those young people most at risk of being influenced by hard-core offenders in the mainstream [prison] population and put them in a separate facility. This means we can focus specifically on their needs and break a cycle of offending.' It also stated:

The prison will focus on employment, structured days, training, offence-specific programs and health, among other interventions ... Importantly it will also address issues of drug and alcohol abuse, learning and social issues and homelessness – often barriers in this age group to effective rehabilitation.

The high numbers of Aboriginal offenders means any strategy to address young male prisoners will need to focus on Aboriginal-specific education and training and health issues appropriate to reduce the likelihood of re-offending.⁴
- 1.4 This Office followed developments closely and, in 2009, published a discussion paper about the proposed young adult facility, which highlighted the critical need for a strong, cohesive and innovative philosophy and called for the Department's Juvenile Custodial Services (now Youth Custodial Services) to drive the project.⁵ It also called for programs and supports to 'lengthen and improve the quality of life for young people, reduce the number of victims of crime and benefit the community as a whole.' The facility should operate on the basis of holistic, personalised and intensive case management. A further concern was to ensure that:

1 OICS, *The Diminishing Quality of Prisoner Life: Deaths at Hakea Prison 2001 – 2003*, Report No. 22 (March 2004) [7.14]–[7.24]. Interestingly, WA had a brief experiment in dual-track in 1995–6 when young adults could be sentenced to the Kurli Murri Work Camp near Laverton, operated by the Juvenile Justice Division (as it was).

2 WA Liberal Party. *Liberal Plan for the First 100 Days of Government* (2008).

3 Hon Christian Porter, *State Budget 2009-10: Young adults' prison addressing specific needs*, Media Statements (14 May 2009).

4 Ibid.

5 OICS, *Remodelling Corrections for Juveniles and Young Men*, Issues Paper No. 2 (August 2009).

[It] meet the needs of young Aboriginal men who constitute 55 per cent of the 18–22 year old prisoners and 75 per cent of juvenile detainees. The worst possible outcome would be for the facility to become a white middle-class enclave catering for young men who are likely to avoid future offending regardless of placement at the new centre.⁶

- 1.5 The Department’s analysis of the minimum-security population of young adults in prisons revealed there would be insufficient 18–22 year olds to fill the new 80-bed centre, so the age range was expanded to 24. While Juvenile Custodial Services continued to be involved in the project, it was ultimately considered simpler to operate the facility as an adult prison.⁷ In November 2011, Serco was announced as the preferred tenderer,⁸ and the 15-year contract, valued at \$172m, commenced in March 2012.⁹
- 1.6 Preparations for the transfer of youth from Rangeview to Banksia Hill were significantly delayed, as the construction of the accommodation buildings and supporting infrastructure at Banksia Hill was running 12 months late.¹⁰ The handover of the Rangeview site was delayed three times from 1 January 2012 to 15 October 2012. Service commencement was similarly delayed from 1 April 2012 to 1 November 2012. The site preparation time before receiving prisoners had contracted from three months, to just over a fortnight. It was gazetted as prison on 30 October 2012 and received its first residents just two days later.¹¹ Due to the delay in handing over Rangeview to Serco, the Department was required to pay Serco \$789,000 to cover its additional staff and transitional costs from June 2012.¹²

THE MISSION

- 1.7 The Young Adult Facility Contract calls for an innovative service model for its primary objective ‘to reduce re-offending and the seriousness of re-offending amongst young sentenced males through the development of the Facility.’¹³ It sets out the following principles that underpin the operating philosophy. The facility should:
- be operated as a fully integrated element of a wider justice system and be flexible and adaptive to changing demands which emerge over time;
 - provide a safe and secure environment in which young men can be rehabilitated and reintegrated in to the community;
 - deliver services of demonstrable benefit to male prisoners; to ensure their meaningful engagement and commitment;
 - be optimistic, forward thinking, outward looking and be focused on measurable outcomes;

6 Ibid.

7 Subject to the *Prisons Act 1981* and subsidiary legislation and policies.

8 Hon Terry Redman, *Operator Chosen for new Young Adults Facility*, Media Statements (1 November 2011).

9 Tenders WA, View Contract Details, Operation and Maintenance of the Young Adult Facility (DCS0012011), awarded 20 March 2012 <www.tenders.wa.gov.au>

10 OICS, *Directed Review into an Incident at Banksia Hill Detention Centre on 20 January 2013*, Report No. 85 (July 2015) Chapter 2.

11 State of Western Australia, *Western Australian Government Gazette*, No. 196 (30 October 2011) 5189 & 5190. The term Wandoo refers to a Western Australian eucalypt known as ‘powderbark’.

12 Office of the Auditor General, *The Banksia Hill Detention Centre Redevelopment Project*, Report 12 (August 2013) 19.

13 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 9.

- operate in a relational and person-centred manner recognising the uniqueness of each individual and the potential to make a positive difference to both offenders and the wider community;
- identify individual needs and deliver services to meet those needs;
- [address the] tension between good facility administration and good prisoner management... to ensure a healthy balance between the integrity of the centre and the development of young men towards pro-social lifestyles; and
- cultivate and nurture family relationships as having a family to return to is one of the most important factors in a young man's successful re-entry into society.¹⁴

1.8 Serco has elaborated its key objectives for Wandoo in the following terms:

- Equip young adult offenders with the employment skills necessary to gain greater opportunities upon release, to enrol in further education, to find sustainable employment and to secure suitable accommodation;
- Reduce re-offending and the seriousness of re-offending by providing young offenders with a range of education and therapeutic programs to address drug and alcohol abuse and to address social, parenting and life skills issues;
- Provide a holistic approach to the management of this age group through integration of custodial and community interventions; and
- Establish partnerships with private and non-government organisations to provide accredited educational courses and training opportunities which are relevant to the target age group and strategically linked to the Western Australian labour market.

1.9 A feature of the winning bid from Serco was its partnership with a not-for profit agency, Mission Australia, to provide re-entry services to young men leaving the facility.

1.10 As part of the operating philosophy of Wandoo, the term 'resident' is used rather than 'prisoner,' and the term 'facility' rather than 'prison'. Serco have also opted to designate their custodial officers as 'Reintegration Officers', not 'Prison Officers'. Such terms are more than just euphemisms, they help create new self-identifications and relationships that support the rehabilitation goals of Wandoo.

THE CONVERSION

1.11 Rangeview, the juvenile remand detention centre, was designed to hold 10–17 year old children and youth. Its metropolitan location, adjacent to major sites of education and employment and transport made it highly suitable for a young adult facility, but work was needed to convert the facility suitable for its new purpose. In evidence provided by Serco in its submission before the inspection, and confirmed in the Office's 2010 inspection of Rangeview Remand Centre,¹⁵ 'major work was required to bring the facility back to an optimal operating state...Serco inherited a facility that was bereft of investment and allowed to be run down'.¹⁶ As a facility designed for children, it was also necessary to address infrastructure that would be deficient or inappropriate for a different age cohort.

14 Ibid.

15 OICS, *Report of an Announced Inspection of Rangeview Remand Centre*, Report No. 69 (October 2010). [3.16]–[3.20].

16 Serco, *Contract OICS Written Submission: Announced Inspection Wandoo Reintegration Facility* (28 April 2014) 4.

HOW WANDOO CAME TO BE

- 1.12 When the young adult facility was announced, it was expected to cost \$36.3 million but most of these resources were committed to works at Banksia Hill. Just \$4 million was made available for an ‘enabling works plan’ for Wandoo. Just two weeks before Serco’s service delivery commenced, Serco began its enabling works. This included refurbishing the front entrance, visitor waiting area, health centre, prisoner reception, visits centre, renovating the cells and units, rewiring electrical systems, changing the distribution of double bunks and removing the swimming pool.



Photo 1: Outdoor visits area created as part of the conversion

- 1.13 Wandoo received its first six residents on 1 November 2011 with six more joining them during the following five weeks. They were all accommodated in one unit while they assisted with aspects of the enabling works. Their involvement increased the scope of works that could be achieved and shortened the timeframes required. It was also consistent with the operating philosophy of rehabilitation and promoting individual growth and skill development.

THE FILL

- 1.14 The Department is responsible for selecting minimum-security young men from the small cohort of eligible candidates. A slow fill is always advisable for a new institution, especially one with such a distinctive culture as Wandoo. New routines needed to be established, new language embedded, new procedures trialled, refined and revised, relationships cemented, programs established, equipment installed, recording systems implemented, and so on. Serco were appropriately exempted from abatements under the contract for the first six months, and it was ambitiously anticipated that it would be filled to capacity with 60 to 80 residents, by May 2013. However, this did not occur with the population only reaching the 40s by then and were still in the low 50s a year later. There were just 49 residents at the time of the inspection.
- 1.15 Many residents at Wandoo had such a short time to serve that new residents simply just replaced those who had left. Others were transferred out due to misbehaviour, mainly for testing positive to a banned substance. As transfers to Wandoo are not enforced, a handful of prisoners were reluctant to accept a position. To address these issues, the Department and Serco ran joint 'Road Shows' at feeder prisons to raise awareness of Wandoo among staff and prisoners. Pathways and Think First offender programs were also introduced to allow prisoners with program requirements to be placed at Wandoo.
- 1.16 Against a background of a chronically overcrowded prison estate, particularly the women's estate, a failure to reach Wandoo's population potential had come to notice and Wandoo's future was in balance at the time of the inspection. Two options were actively being considered at the time of the inspection: an extension of the age range of young men able to be placed at Wandoo, or alternatively using the facility to accommodate female prisoners to relieve overcrowding in the women's estate.

THE INSPECTION

- 1.17 The Inspector of Custodial Services has a statutory responsibility to inspect custodial facilities on a three year cycle, but this Office did not wish to wait for three years to ascertain how the new facility was travelling. Nor was it reasonable to inspect the facility too early while numbers were still building and before the administration had a chance to establish its operating systems and program. Since regular liaison visits indicated that Wandoo had progressed steadily since opening, it seemed most appropriate to assess its progress after 18 months. The inspection took place between 11 and 16 May 2014.
- 1.18 In the lead-up to the inspection, both the Department and Serco provided detailed documentation and submissions to the Inspectorate. These provided an excellent information base for the inspection. A pre-inspection online staff survey was conducted and residents were also provided the opportunity to participate in a face-to-face survey. Community groups with either a consultative or service provider relationship with Wandoo were invited to share their experience of the facility, its management, staff and residents.

1.19 A team of seven inspectors led by the Acting Inspector conducted the inspection. During this time, inspectors observed activities, meetings and operations, conducted interviews, panel discussions, and focus groups with many staff and residents, and established informal contact with many more. Some written or electronic records were also consulted and further documentation obtained. At the end of the inspection, the Acting Inspector delivered his Exit Debrief to a gathering of Serco staff and representatives from the Department. This was followed by a similar debrief to residents.

THE RESIDENTS

1.20 There were 49 residents at Wandoo at the start of the inspection week. Aboriginal residents at Wandoo were overwhelmingly from the Perth region. Of the 31 non-Aboriginal residents, 12 were from overseas.

Table 1: background of Wandoo residents as at 11 May 2014

Background	No.	Per cent (%)
Aboriginal	18	36.73
non-Aboriginal	31	63.27
Total	49	100.0

1.21 The proportion of residents at Wandoo who were Aboriginal, was at first glance similar to the proportion of Aboriginal prisoners in all metropolitan prisons, at 35.93 per cent. However, looking only at prisoners aged 18–24 years of age it can be seen below that more than half (51.8 %) are of Aboriginal background, so young Aboriginal men are underrepresented at Wandoo. This is in keeping with the findings of a review undertaken by this Office in 2012 in which it was found that:

Aboriginal prisoners... have not achieved minimum-security classifications to anything like the projected extent. Indeed, despite a significant rise in the number of Aboriginal people in the prison system as a whole, there has been virtually no increase in the number at minimum-security.¹⁷

¹⁷ OICS, *The Flow of Prisoners to Minimum-security, Section 95 and Work Camps in Western Australia* (December 2012) [2.2].

Table 2: Background of 18–24 year old prisoners in metropolitan facilities as at 11 May 2014

Facility	Aboriginal	Non-Aboriginal	Total
Acacia Prison	119	125	244
Bandyup Women’s Prison	39	18	57
Boronia Pre Release Centre	1	1	2
Casuarina Prison	93	74	167
Hakea Prison	107	95	202
Karnet Prison Farm	6	10	16
Wandoo Reintegration Facility	18	31	49

- 1.22 These figures are sobering, as it reminds one how small a proportion of young prisoners have the opportunity to come to Wandoo, or indeed to any minimum-security facility.¹⁸ Aboriginal prisoners appear to be further disadvantaged through the assessment and classification process, although it may be the case that the disparity may reflect objective differences in individual risk profiles which in turn reflect wider societal economic and social disparities.
- 1.23 The following figures suggest that Aboriginal youth at Wandoo were a younger group by and large, than other residents.

Table 3: Age and background of Wandoo residents as at 11 May 2014

Age	Aboriginal	Non-Aboriginal	Total
19	4	4	8
20	6	2	8
21	2	4	6
22	2	10	12
23	-	7	7
24	4	4	8
Total	18	31	49

18 These are the metropolitan minimum-security facilities: Boronia (for women), Karnet, Wandoo and Wooroloo.

HOW WANDOO CAME TO BE

1.24 Ideally, a facility like Wandoo needs to have young people for a sufficient length of time to actually work with them. The following graph depicts the length of time that each resident had to serve to their next possible release date at the time they were received at Wandoo. In many cases, this was the date they were eligible for their release on parole, in others the expiry date for their sentence. In reality, some of those who applied for parole were not granted parole and had the opportunity to spend a longer period at Wandoo, though a few of those had security ratings upgraded as a consequence of having their parole rejected and were transferred out. Some residents were also transferred out of Wandoo at some point due to misadventure of some kind.

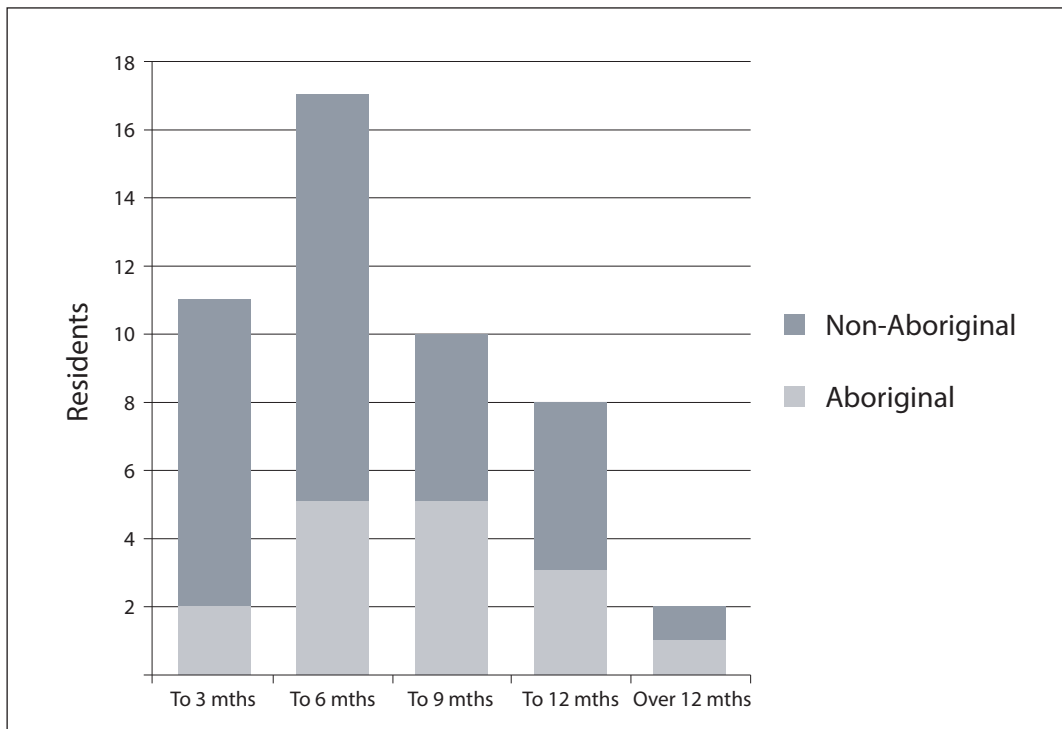


Chart 1: Time to serve at admission by quarter¹⁹

1.25 As depicted, 11 residents only had three months or less to serve at the time they came to Wandoo, and 17 more had less than six months. Indeed, the average length of time to serve for all residents since Wandoo opened was a little less than seven months. A greater proportion of non-Aboriginal residents had less time to serve which meant that their average time to serve was slightly less than six months, while the average time to serve for Aboriginal residents was about nine months. This suggests that Aboriginal residents have a longer period to benefit from the rehabilitative opportunities that Wandoo has to offer.

¹⁹ This graph, based on information downloaded from TOMS, depicts the time to serve of each resident at their date of their admission to Wandoo grouped by quarter. It includes all residents admitted on or before 6 May 2014.

HOW WANDOO CAME TO BE

- 1.26 Another identifiable difference between Aboriginal and non-Aboriginal residents was in their prior involvement in the juvenile detention system. The majority of residents had no prior history of incarceration as juveniles, but most Aboriginal residents had served periods on remand or sentenced to a term in juvenile detention.

Table 4: Juvenile Custodial history by most serious level of contact

Juvenile Detention type	Aboriginal	Non-Aboriginal	Total
Arrest	3	1	4
Remand	4	8	12
Sentenced	5	1	6
Nil	4	26	30
Total	16	36	52

Chapter 2

HOW WANDOO WORKS WITH NEW RESIDENTS

GETTING A START (RECEPTION AND ORIENTATION)

- 2.1 At the time of the inspection new residents arrived at Wandoo from other prisons, mainly from Hakea or Acacia, in a sedan vehicle, without restraints, in the company of a single Wandoo officer. This experience provided an initial taste of the minimum-security lifestyle at Wandoo in which self-responsibility is pivotal.²⁰ Wandoo's pro-social approach was also evident to residents as they are asked to call officers by their first name.
- 2.2 Upon arrival at Wandoo, the resident is processed through reception which includes completion of a number of checklists and an explanation of the rules. This process, when observed, was conducted in a light-hearted and friendly manner and time was taken to ensure the resident understood the information. The resident's property was received and processed and a check was made to ensure everything arrived from the sending facility. The resident was then sent to the medical centre for an initial screening before receiving linen and clothes.
- 2.3 Generally, one of the two full-time peer support prisoners met the new resident in reception and took him down to the designated orientation unit (Jeelalia Unit) where he was introduced to unit staff and shown his room. After settling in, the peer supporter had a chat, gave him a tour and showed him how to work the Custodial Management System (CMS), the ATM style information and service kiosk (see [3.12]–[3.15]). In contrast to most prisons in the state, a Resident Handbook is provided to each new resident to read and digest.

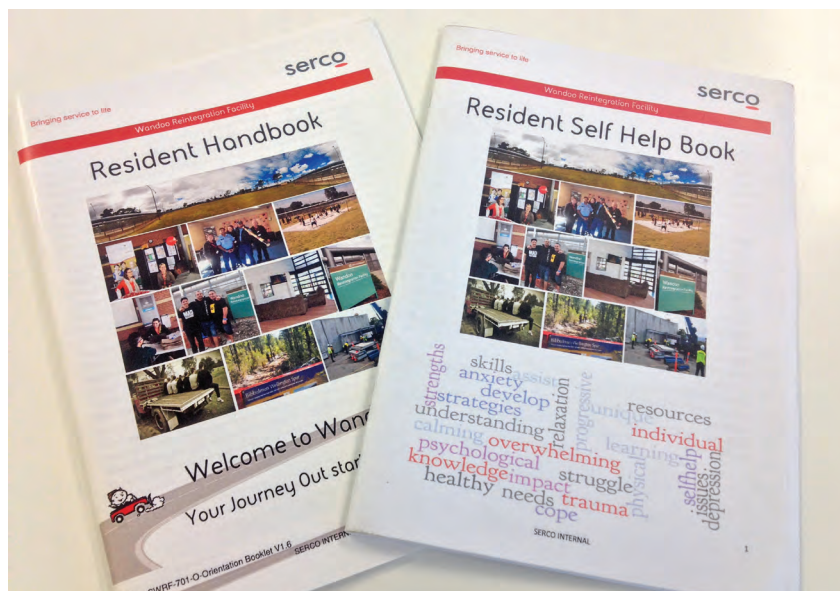


Photo 2: Resident handbook & self-help book

20 This practice ceased in mid-July when the Department issued an instruction requiring that with certain exceptions, all prisoners be under restraint and escorted by two or more officers if not in a secure vehicle (DCS, *Assistant Commissioner Custodial Operations Notice 17/2014* (21 July 2014)).

- 2.4 During the first week of their stay, each new resident, either alone or with other new residents takes part in a comprehensive orientation program. The peer supporters continue to guide new residents to each of the activities and appointments during the orientation which include:
- meeting the Senior Management Team;
 - tasters (short periods) in the kitchen, facility maintenance, gardens and later a catering assessment and an introduction to Occupational Health and Safety;
 - gym induction and fitness assessment;
 - meeting health care staff and doing an initial health education session;
 - introduction to 'house rules' and expectations;
 - interviews with Education and the Employment Coordinator;
 - meeting the Chaplain, the Family Liaison Officer and Good Beginnings worker;²¹
 - meetings and initial interviews with people involved in throughcare and re-entry;
 - meeting and getting to know his case worker;
 - meeting Psychologist and Program staff and undertaking a mental health self-help education session; and
 - meeting the Senior Community Corrections Officer and the Monitor both from Department of Corrective Service (DCS).
- 2.5 Not all of these activities and appointments can always be completed in the first five working days of a resident's arrival. To ensure nothing is missed, the Resident Handbook includes an Orientation Passport, which is progressively signed off and stamped as each activity or appointment is completed. The peer supporter works with the resident and staff to ensure all areas are covered as soon as possible.
- 2.6 Underlying the success of the orientation and planning process is the emphasis on establishing rapport and a social contract for the resident and Wandoo staff to work together on reintegration, the respectful and supportive manner of staff engaging with residents during orientation, and the establishment of a strong supportive network within Wandoo.
- 2.7 This method has proven to be successful. The pre-inspection surveys indicated that over two-thirds of Wandoo residents felt they had been helped by staff when they first arrived at Wandoo. A similar proportion also indicated they would trust a Reintegration Officer to support them if they had an issue. These results were considerably stronger than found in surveys of other facilities, where only a minority prisoners considered they were helped by staff on arrival or trusted unit staff to support them if they had an issue.
- 2.8 A theme of the orientation process at Wandoo is an emphasis on self-responsibility on the part of residents. As stated in their submission to OICS for the inspection:
- For us the responsible resident is one who actively participates in his schedule during his imprisonment in the widest sense – from being engaged in identifying his own risk and needs, and the services to be accessed in response to them, through to managing his daily routines and progress to achieving goals in preparation for release.

21 *Good Beginnings* is a national early-intervention and parenting support agency providing a service at fathers resident at Wandoo and their families – for more details see [5.23] below.

- 2.9 This then is emphasised by the Resident Compact which outlines the rights, behavioural expectations and responsibilities of residents which each resident is expected to sign during orientation.²² Interestingly it affirms for example, the right of residents to exercise ‘your freedom of speech and express your own views, requests, complaints etc., in a reasonable or constructive way ...’ The Compact also clearly affirms that Wandoo staff are enablers in assisting the young men to reach their goals, in accessing education, training, work and programs and in preparing for their return to community life.
- 2.10 There are many aspects of the orientation process at Wandoo that deserve a closer look and this will be included as each area is covered in relevant parts of the report. Some of the elements of the process mirror those in other facilities, but as a whole it was clear that the orientation process at Wandoo is without peer in its scope, in the supportive network that is established for each resident, in its emphasis on self-responsibility, in its thorough introduction to many aspects of life at Wandoo, in its educative and diagnostic elements, and in the quality of the information provided to the resident.

BREAKING IT DOWN (ASSESSMENT)

- 2.11 Resident assessments are broken into the three main phases. The first phase occurs during the three-week Orientation and Preparation period. An essential part of this phase is the development of a Wandoo Reintegration Plan (WRP, pronounced ‘wrap’). This is followed by the Foundation phase during which the resident works towards the goal established in their WRP, and the final Reintegration phase in the weeks prior to release when the transition plan is finalised and actioned. This section will focus on the Orientation and Preparation phase. The second and third phases are covered in the following chapters.
- 2.12 The Department has specified in the Service Requirements that: ‘an additional Facility specific management plan that builds on existing assessments and plans will be developed by the Contractor for each Prisoner placed at the Facility.’²³ The assessment and planning process is multidisciplinary in that it involves clinicians and others from diverse disciplines. The process is also holistic in that it includes identification of needs, support opportunities, clinical interventions and post-release strategies across a number of domains.
- 2.13 Serco Wandoo has developed its own set of nine intervention Pathways as the basis for its throughcare and reintegration planning. They were inspired by the nine factors that influence re-offending identified in the 2002 report of the UK’s Social Exclusion Unit,²⁴ but modified in accord with subsequent research and local conditions. Wandoo’s nine Pathways are:
1. Family and significant others;
 2. Health and wellbeing (physical, mental and emotional health);
 3. Substance misuse;
 4. Accommodation;

22 The compact is part of the Resident Handbook: Serco, *Resident Handbook – Welcome to Wandoo – your journey out starts here...* (2014) 5.

23 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements*, (March 2012) 14.

24 Office of the Deputy Prime Minister, *Report of the Social Exclusion Unit, Reducing re-offending by ex-prisoners* (July 2002) UK.

HOW WANDOO WORKS WITH NEW RESIDENTS

5. Employment;
 6. Education and vocational training;
 7. Recreation;
 8. Cultural and spiritual; and
 9. Financial and legal.
- 2.14 In preparing a draft WRP a Wandoo Throughcare Planner reviews each of the nine domains and incorporates information from a range of other sources. A worker from Mission Australia, the re-entry provider, assesses the resident's plans and any assistance likely to be needed in obtaining accommodation or work on release. Education staff undertake their own education and training assessment and develop an Individual Development Plan. A psychologist, the Senior Corrections Officer or the Indigenous Family Worker may also contribute information.
- 2.15 The WRP is completed within three weeks of reception at Wandoo and is complementary to any Individual Management Plan (IMP). Resident's IMPs are prepared by the assessments team at Hakea Prison and include the outcomes of treatment assessments and bookings for offender programs. For example, in addressing substance misuse, the WRP may note that an IMP substance use program such as Pathways has been completed or is due to be completed, but also outlines voluntary programs available at Wandoo which the resident has agreed to undertake to address their addiction. However, only prisoners with an effective term in custody of over six months will have an IMP, and many newcomers at Wandoo have less than that.



Photo 3: Throughcare & education staff interview a resident

- 2.16 An initial case conference is held involving the resident, throughcare staff, Mission Australia, education and other staff as relevant, and is chaired by the Rehabilitation and Throughcare Manager. The resident's family is strongly encouraged to attend but this has only been achieved in a handful of cases to date. The WRP is reviewed for discussion at follow up case conferences every two months throughout the resident's stay, with the employment/education review due two weeks before that. The transition plan is finalised during the final case conference held about six weeks before the resident's anticipated release date.
- 2.17 Like report-writers in other facilities, throughcare planners are responsible for other reports that may be required, including applications for Reintegration Leave, section 95 activities,²⁵ or temporary placements (including funeral applications), classification reviews and parole reports. Parole reports examined by inspectors were of good quality, informative and balanced. Throughcare also undertake classification and IMP reviews, including for those whose parole is denied by the Prisoner's Review Board. The Rehabilitation and Throughcare Manager informed us that the reaction of a resident to such a knockback is considered a key determinant on whether the classification of such a person should be upgraded. Only in a minority of cases has the security classification been upgraded causing a transfer back to a medium-security prison.
- 2.18 During a new resident's initial four week period, throughcare staff commence processing an application for section 95 (supervised) eligibility which is forwarded to the security coordinators for security checks (e.g. intelligence report, immigration status). At four weeks, the application considered at the next multidisciplinary team meeting held each Friday. If successful, the resident may be approved by the Director early the following week. However, some are deferred for two weeks for more information, or four if there are behavioural impediments. Those involving prisoners facing three or more years in custody have to be referred to the Director, Sentence Management in the Department for approval.

ON THE CASE (CASE MANAGEMENT)

- 2.19 Another part of the initial orientation and the first element in the passport is a meeting between the resident and their 'case worker'. Case workers are Wandoo Reintegration Officers (unit staff) allocated prior to each resident's arrival. In the public prison system in Western Australia (WA), 'case officers' are allocated only to prisoners with an IMP and over six months to serve in custody. Such case officers are required to 'engage with prisoners to provide information and encouragement for prisoners to: achieve the requirements of their IMP, maintain good behaviour while in prison, progress through the security classifications where appropriate and reintegrate into the community upon release.'²⁶
- 2.20 However, departmental case officers are only required to meet with prisoners once every three or six months depending on the prisoner's length of sentence, and to complete a Contact Report on the Department's prison data system known as the Total Offender Management Solution (TOMS). This is unlikely to support the formation of a relationship

25 Section 95 of the *Prisons Act 1981*, allows the provision of programs and services for the wellbeing rehabilitation of prisoners, which may be provided inside or outside the prison, subject to relevant rules and regulations.

26 DCS, *Policy Directive 51 – Case Management – Appendix 1 – Procedures* (24 September 2013) 3.

between case officer and the prisoner and we find that few prison officers feel they have adequate knowledge or means to advise or assist the prisoner in any aspect of their IMP progress or community reintegration.

- 2.21 In contrast, the case worker at Wandoo, is required to meet with their allocated resident/s every fortnight in an explicitly supportive role, with a focus on progress in all aspects of their activities at Wandoo. The meeting involves discussing any issues concerning the resident, reviewing their release plans and addressing any behavioural issues. Every resident has a case worker regardless of how long or short their expected time in custody may be. Wandoo has obtained an exemption from the Department's case management processes, and records of contacts with residents are recorded in the Offender Notes feature on TOMS, not as Contact Reports. A perusal of Offender Notes indicates some slippage in the requirement to have fortnightly meetings, but such meetings were indeed occurring at least monthly and appeared to touch on a wide range of matters.

GEARING UP (FOR EDUCATION, WORK AND TRAINING)

- 2.22 Wandoo has a clear and targeted approach to education, which takes account of factors affecting recidivism and the constraints of its young, relatively short-term resident population. Wandoo's approach to education supports its key objective to 'reduce re-offending and the seriousness of re-offending amongst young sentenced males.'²⁷ Wandoo recognises employment as a key factor in reducing re-offending, and see education and training as important ways to improve the employability of residents.
- 2.23 It was noted above that the first week's orientation includes short periods, called 'tasters' in the kitchen, facility maintenance and the gardens. A catering assessment and introduction to Occupational Health and Safety (OHS) is also undertaken. The education and training assessment is performed on the resident's first Wednesday at Wandoo using a checklist adapted from that developed by the Educational Vocational and Training Unit in the Department. In many cases, a similar assessment will already have been completed at Hakea as part of an IMP. However, the focus of education and training at Wandoo is to provide the resident with skills to obtain work on release in one of nine integrated education, training and employment Pathways. These are discussed in the following chapter.
- 2.24 An Individual Development Plan (IDP) is created which the Education Manager described as simple, practical and achievable. The outcome of this assessment is submitted to the Throughcare Planner and a summary version of the IDP is part of the WRP. The throughcare and case conference process is important in ensuring harmony between the IDP, their employment goals on release as discussed with the re-entry provider and other intervention needs. The IDP is reviewed every two months, two weeks prior to the resident's case conference.

27 Serco, *Contract OICS Written Submission: Announced Inspection Wandoo Reintegration Facility* (28 April 2014) 3.

HOW WANDOO WORKS WITH NEW RESIDENTS

- 2.25 Regardless of the findings of the educational assessment, each new resident commences in a work position the Monday after their arrival, usually in the kitchen where they can expect to stay at least two weeks. During this period it is expected they undertake a food handling (Food Star) course provided by a trainer from Foodbank to learn some basic food handling and safety skills.
- 2.26 After a time in the kitchen, the resident is placed in cleaning, something residents often object to when informed. However, the trainer from the Aspire-to-Succeed training agency, and Wandoo's cleaning officer engage the men very effectively and there are no complaints after that, especially when they appreciate how lucrative cleaning can be, for example, in the mines. Wandoo have also just invested in two cleaning systems considered industry-relevant.
- 2.27 This means that for many residents, only after the first four weeks are they able to focus on work or training activities in relation to their chosen pathway. This is one of the most difficult periods for some residents, as there are often delays waiting for a vacancy to arise in a preferred area, for a course or treatment program to start, or for section 95 to be approved. Inevitably some appear to progress faster than others which can cause resentment.

Chapter 3

WHAT LIFE HOLDS AT WANDOO

BUNKING DOWN (ACCOMMODATION)

- 3.1 When it originally opened as Rangeview Remand Centre in 1994, that facility had a design capacity of 48 beds which included eight ‘buddy cells’. Partial double-bunking in Eyre Unit increased operational capacity to 56. Additional accommodation built in 2000 increased its design capacity to 68 in 57 cells, which included eleven ‘buddy cells’. With further double-bunking, by its closure it had a modified operational capacity of 80 which included 22 youth accommodated in ‘buddy cells’ and 24 youth accommodated in double bunks. Thus when full, a majority of youth were in shared cells. Indeed, prior to its closure, the facility had experienced times of extreme crowding, for example at the time of its last inspection in 2010, it had accommodated 96 young people.
- 3.2 This Office has long questioned the view that ‘operational capacities’ are the decent or safe way to determine the appropriate number of persons who should be accommodated in custodial facilities. Over the past decade, as the number of persons in custody has increased and capacity has been added through the use of forced bunking, this Office has repeatedly raised its concerns and objections. It is concerning therefore that the capacity of the Young Adult Facility, a facility whose cells were designed for children on short-stay remands, was taken to be 80.
- 3.3 In converting the facility from one for children to young men, Serco removed double bunks from the Eyre, Hotham and Gascoyne units and installed new double bunks in Jeealia, the newer three-wing unit where cells are larger and ceilings higher. Nevertheless, the cell sizes are not generous for young men, other than the three buddy cells in Jeealia. This Office views with major concern the continued fill of Wandoo towards its single cell capacity of 57, through its buddy cell capacity of 68 and into the population level beyond that when double-bunking must be utilised at Wandoo.
- 3.4 The Service Requirements schedule of the contract for Wandoo imposes on the contractor an obligation that each prisoner be provided with ‘suitable and secure living accommodation that provides: in-cell sleeping, reading and writing, radio and television access, and emergency call facility; ... in-cell toilet and shower with hot and cold water; ... some privacy in case it is decided to double up in cells;’ and ‘adequate ventilation for shower and toilet facilities’.²⁸ In most respects, cells have been nicely renovated with new cell furniture (desk, shelves and chair), a decent bed and mattress, TVs and radios, lights and cell call system for each bunk and pleasingly, the graffiti that plagued Rangeview has largely been removed. The transfer of bunks from other units was inspired in part because the cell design in Jeealia affords more privacy for residents using the in-cell toilet.
- 3.5 Residents have complained, however, about ventilation and drainage in cells, which management has sought to address through cleaning and maintenance. There have also been complaints about the inability of residents to adjust the temperature of their showers, which is set for each wing.²⁹ The most persistent complaint has been that many

28 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 43–44.

29 In response to draft report, SERCO stated: ‘The showers have fixed mixer controls and were replaced like for like. Serco ensures that the water temperature is set at the correct level to prevent Legionella as part of the facility’s scheduled maintenance program... as yet we can find no obvious alternative.’

of the toilet bowls lack toilet seats. The toilets are mainly stainless steel installations designed not to have seats. Serco have accepted this must be fixed and have submitted a project brief to the Department as part of the Lifecycle Plan to replace them with standard porcelain toilets with seats. While replacement of graffiti damaged glass could not be included in the initial conversion works, Serco was able to undertake this work during 2013–14 and these were largely complete at the time the inspection, which made a really positive difference to the atmosphere in the facility.

MOVING FORWARD (HIERARCHY OF ACCOMMODATION)

3.6 As part of its operating philosophy for Wandoo, Serco conceives of resident accommodation as a progression to greater freedom and self-responsibility. It seeks to provide:

[G]raduated levels of lessened physical restriction (through accommodation options) where the prisoner is encouraged and supported to progress through to higher levels of self-sufficiency in his 'home' environment.³⁰

3.7 Having chosen to double up Jeealia in the conversion, Serco also reversed the hierarchy of accommodation. In the old Rangeview, the Eyre Unit, adjacent to reception and the multi-purpose unit, was the arrest unit, holding young males when arrested by police before attending court, and for some time after their initial court appearance. Hotham and Gascoyne were the standard units and Jeealia held both young female detainees and males in an enhanced privilege or self-care regime. Rangeview also had holding cells in the multi-purpose unit which remain as part of reception, multi-purpose cells which have been repurposed as storage rooms, and medical observation cells which have been demolished in favour of the new visits room.

3.8 All newly arrived Wandoo residents are accommodated in Jeealia block for their 'Orientation and Preparation' period. When places become available, residents are then moved on to either Gascoyne or Hotham, where they settle into their routine. Systems of privileges linked to Supervision levels are introduced in most prisons as an incentive for good behaviour. Residents are placed on Standard Supervision on arrival, unless already attaining Earned Supervision.

3.9 If not already on Earned Supervision from their previous facility, after a time, the resident's case worker may recommend he be progressed to Earned Supervision and enjoy such privileges as:

- longer phone calls;
- additional visits entitlements;
- ability to spend more each week; and
- access to additional external activities (depending on s.95 status).

3.10 Residents on Earned Supervision Level can apply to reside in self-care (Eyre) and must show that they have adhered to the 'responsible resident' policy to gain a place, having demonstrated good behaviour, good work performance, remained drug free and meeting IMP objectives.

30 Serco, *Contract OICS Written Submission: Announced Inspection Wandoo Reintegration Facility* (28 April 2014) 7.

- 3.11 In Eyre, residents are entitled to more freedoms and choices, self-catered meals and a lower level of direct supervision. But while the lounges in the wings have been nicely furnished, the quality of accommodation in Eyre is no better than that in other units, except one is guaranteed a single cell. A small caged basketball court strewn with broken fitness equipment serves as the outdoor area for the unit, and is less than pleasant.³¹ The self-care kitchen is located in a corridor space and is rather too small and under-equipped for three men trying to cook for their wings at the same time. Wandoo's inability to provide an enhanced infrastructure or facilities commensurate with an earned privilege level is disappointing in the context of its philosophy of operations.³²



Photo 4: The self-care outdoor area – less than pleasant

- 3.12 Of course it also possible for residents to be regressed in their Supervision Level and to lose any associated privileges or accommodation placement, including from self-care. Wandoo has no capacity to manage prisoners on Close or Basic Supervision, so a regression to one of these levels following involvement in serious incident, or for other security reasons, necessitates a transfer to another prison.

31 In response to the draft report, SERCO stated: 'The gym equipment mentioned was due to be dismantled, but at the time of the inspection a number of skilled Eyre residents had expressed a desire to retain and refurbish the equipment to allow Eyre Wing their own discrete gym, thereby enhancing their environment. However we accept the criticism and have removed the broken equipment and allowed the residents to build a brick herb garden as well as providing a new outdoor BBQ for their sole use.'

32 In response to the draft text, SERCO stated: '[S]ignificant efforts have been made to improve the limited kitchen conditions with the purchase of an outdoor BBQ, separate electric frying pans and microwaves. In addition we will look to propose to DCS the conversion of each of the Eyre Unit cupboards into a separate small kitchen by 2015.'

USING THE INSTRUMENT PANEL (CMS KIOSK)

- 3.13 Like Acacia, Serco have installed an ATM style CMS Kiosk in each unit for use by residents. The CMS allows resident to view the centre noticeboard and individual messages from staff, view their timetable for the week, choose their meals, request health appointments, view and manage cash accounts, make phone top ups and make orders for the weekly canteen spend or monthly town spend. It is secured by a personal identification number and fingerprint scan.
- 3.14 Such a kiosk significantly reduces the burden on unit staff from dealing with constant queries or requests from prisoners about such matters and enhances the prisoner's sense of control over their basic needs and access to services. It can potentially allow for a more meaningful engagement by unit staff with residents, in the case of Wandoo, in their role as case workers.
- 3.15 However, such systems are vulnerable to breakdowns, and there have been complaints to Independent Visitors when an individual kiosk, or the entire system, was not working. On the Monday morning during the inspection week, the Employment Coordinator assembled all residents to inform them that the scheduling part of the CMS was not functioning properly and that they needed to attend their normal workplace regardless of their CMS timetable. A software upgrade from the United Kingdom had just been installed, which appeared to have damaged the data in this module.

FUELLING THE ENGINE (FOOD)

- 3.16 The overarching principles in the Service Requirements for the contract are that sufficient food should be provided to ensure good health, special meals should be accessible when deemed appropriate, and a nutritionist should be engaged to ensure the healthiness of meals.³³ It then provides for a number of very specific requirements related to food, including the amount of red meat, fish and poultry meals, fruit, desserts, food preparation and hygiene standards, and the inclusion of special health and cultural needs diets.
- 3.17 Residents obtain their own breakfast of cereal and bread in the units, and lunches are distributed from the central kitchen. Like Acacia Prison, a limited choice is available for the evening meals distributed to units. Generally the choice was between a meat based dish and a vegetarian dish, which residents chose using the electronic CMS system. Daily inspection of the food supplied to residents during the inspection period indicated a general compliance with the proposed menus.
- 3.18 Each day the food appeared fresh, provided a good variety of options and was nutritious. The sample menu provided in pre-inspection documentation also reflected these qualities. Self-care residents place a weekly shopping order with the kitchen which provisioned the unit. It is up to the residents in each wing of the unit to prepare the meals.

33 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 51–53.

- 3.19 Pre-inspection documentation provided included an analysis of the proposed summer menu planned for Wandoo completed by a qualified dietician, which was undertaken on the assumption it was for 18–24 year old males with a sedentary activity level.³⁴ The analysis found that ‘all ... nutrient categories provided more than the estimated average requirement for the group’ and that the cholesterol intake was below the maximum requirement. However, the saturated fat content (at 35%) was higher than the suggested amount (at 10%). This should be addressed by the prison.³⁵
- 3.20 The pre-inspection survey results indicated a high satisfaction level with the food provided at Wandoo. Twenty out of the 24 residents who answered the survey question about food quality indicated it was of a ‘good’ standard, a higher proportion than was average for other prisons surveyed. Residents were somewhat less satisfied with amount of food provided (16 from 25 who answered this question).

STAYING IN TOUCH (VISITS AND COMMUNICATION)

- 3.21 One of the least pleasant features of Rangeview Remand Centre was the small enclosed family visiting room. This room has been transformed into a pleasant waiting area for social and official visitors. A much larger visits room was created from the old medical ward, which included an officer station, seven sets of tables and chairs, coffee and tea facilities, two vending machines, and a children’s play mat. It opens onto a large enclosed patio area with a lawn and eight more table and chair sets. Visitors can see into the facility from the visits area which helps demystify the facility for them. The visits facility is used for staff training and group activities at other times.
- 3.22 When we attended on a Sunday afternoon, two cakes had been prepared by the kitchen for visitors: a mother’s day cake for all visitors, and a birthday cake for the family of a resident with a two year old child. Residents were allowed to interact naturally with their visitors including playing with their children. The play area had small table and chairs, toys and books but lacked a fence. Family and friends of visitors we spoke to had nothing but praise for Wandoo staff and said they never felt looked down on or treated with less than courtesy and kindness. They were also very positive about what Wandoo offered their son or partner and hoped he made the most of the opportunity.

34 Di Prima, Kate, *Analysis of Proposed Summer Menu January 2014 for Wandoo Reintegration Facility, Murdoch, WA 6153* (6 December 2013).

35 In response to the draft report, SERCO stated: ‘We noted with interest the dietician’s comments about the food quality and quantity and will address this immediately. We also welcome the notion of a traffic light food system and will seek to implement this when we open the on-site supermarket.’



Photo 5: Mother's day cake for visitors

- 3.23 Eight visit sessions were provided each weekend with each resident being entitled to two visits per week. An additional session is available on Friday afternoon for those on Enhanced Supervision. We were told that special visits were also arranged if needed, for example, if there is a crisis in the family, or family are visiting from the country. The availability of Skype video visits is advertised in the Resident Handbook to assist residents maintain contact with close family members regionally, interstate and overseas, or with their legal representatives or other officials. We were told it had only been used occasionally to date. Good Beginnings also use Skype to help residents have contact with children unable to visit either due to distance or family issues. Just one interview room is available for official visitors, but many prefer to conduct their business in the visits room, if empty.
- 3.24 The prisoner telephone system works well with the added advantage that residents can top up their phone credit through the CMS Kiosk whenever it is needed. Mail works normally and privileged mail boxes are available for external complaints.
- 3.25 In general, the visits and external communications systems for residents meets both the Service Requirements imposed by the Department as part of the contract, and the inspection standards published by this Office.³⁶ In the pre-inspection survey, residents confirmed that it was easy to have contact with their families through phone, mail, or visits. They rated their satisfaction with the way that their visitors were treated higher than respondents in most other facilities in WA.

³⁶ DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 88–90. OICS, *Code of Inspection Standards for Adult Custodial Services* (2007) available at <oics.wa.gov.au>

GETTING IN TUNE (HEALTH)

- 3.26 Health is a verb at Wandoo, not just a condition to aspire to. We were impressed not just with the level of health service provision but by the efforts made to educate residents to care for themselves and to improve their levels of health and fitness. On the Tuesday, usually the day following a resident's arrival, each new resident or group of residents is seen by a nurse to explain the service and given a 'robust' education session about sexually transmitted infections (STIs) and other preventable diseases.
- 3.27 We noted above [2.4] that the psychologist conducts a mental health education session with each new resident and that the gym officer provides a gym induction and fitness assessment. As discussed below [5.8], the centre has a strong emphasis on addictions programs. The health clinic has contributed a range of other health education initiatives including:
- Hepatitis WA do the HOP (Health Out of Prison) part of HIP/HOP with soon to be released prisoners as part of the 'Departure Course'; there were seven in the last Departure Course.
 - The physiotherapist who attends on Wednesdays (usually with four to six on his treatment list), also provides education to the young men about fitness, correct use of gym equipment and the like. He also runs education sessions on injury management, diet and exercise, manual handling. The VSwans football development program of the Swan Districts football club also covers aspects of fitness, diet and sports medicine in their program.
 - Smarter than Smoking group program provided by Australian Council of Smoking and Health. The first was completed some weeks before the inspection with ten residents commencing, of whom seven completed. Another group was due to commence soon after the inspection.
 - A Wellness Day for all residents as part of NAIDOC in July 2013, attended by 11 or 12 services (including addictions services), providing information, referral and testing (ears, blood pressure, blood sugar levels, optical).
 - A six-week course provided by the South Metro Aboriginal Health Service for Aboriginal residents in November/December 2013, 12 took part.
- 3.28 Further opportunities are being considered in health education, including a session on immunisation with the mothers bringing children to Wandoo for the men's playgroup being organised by Good Beginnings. The Service Requirements for the contract include that residents receive an orientation to health services within 72 hours of reception and formal health education within 28 days.³⁷ These requirements are met at Wandoo.
- 3.29 The Service Requirements also specify that residents be able to access a 'comprehensive range of primary health care services on-site at a standard comparable with that available in the community' and indicates that 'a General Practitioner model is the most appropriate model.'³⁸ Yet it also specifies minimum service levels for a range of health services including a medical practitioner (six hours per week), psychiatry (two days per month),

37 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 56.

38 *Ibid* 54–55.

physiotherapy (four days per month), optometry (five hours per month), dental (four days per month) and podiatry (two days per month).³⁹ These levels may need to be reviewed over time as demand is better quantified.⁴⁰

- 3.30 The Health Service is configured in the same way as a suburban surgery with a waiting area, reception desk, two treatment rooms (which double as offices) and a secure records room which houses the drugs cabinet. The centre was serviced by two full-time nurses, one of whom was the Healthcare Manager, and a four hour per week part-time nurse. They have particular expertise and experience in mental health, Aboriginal health, child health and health education. It also hosts a General Practitioner for six hours each week, who expressed the view that the practice at Wandoo was well-resourced, and was better than some suburban doctor's surgeries.
- 3.31 Each resident is reviewed briefly on reception and further tests and treatment arranged as indicated. Clinic hours are 8.00 am to 4.00 pm on weekdays, but a nurse will stay back for incoming transfers. The service is supported by the Department with remote electronic consultation with a doctor available outside clinic hours and an on-call doctor able to attend if appropriate. Patients were transferred to hospital if necessary.
- 3.32 Residents could self-refer at the clinic between 8.30 am and 10.30 am each weekday to be seen if appropriate or to make an appointment, and appointments could be requested through the CMS. They also had a weekly 'well men's' clinic each Tuesday run by a resident with support from health care staff to help residents monitor their height, weight and blood sugar level. Dental care was provided every second Tuesday at Acacia Prison or in urgent and serious cases by referral to Fremantle Hospital or a private clinic. Many of the residents had bad teeth, and some transferred in with dental pain. Most patients had to wait three to four weeks for their dental appointment, and reconstructive work was sometimes needed. An optician can also be seen at Acacia Prison. A podiatrist attended once when needed, but other specialist services are only available by referral off-site.
- 3.33 The pre-inspection survey indicated a high level satisfaction on the part of Wandoo residents with general medical care and access to specialists, but they were less satisfied with dental and mental health care services. In all cases health services at Wandoo rated much more highly than in similar surveys at other facilities. The only complaints expressed by residents were about delays in dental treatment and the long journey that was involved attending the dentist at Acacia.
- 3.34 The clinic supports continuity of treatment by seeking consent from the resident to send letters of referral and medical information to GPs or other providers when the resident left Wandoo, for example to the South Metro Aboriginal Health Service which provided a health re-entry service to Aboriginal men returning to the community. Engagement of an Aboriginal Health Worker is a contractual requirement and Wandoo is fortunate in having a part-time Aboriginal nurse. Serco management informed that significant,

39 Ibid.

40 In response to the draft report, SERCO stated: 'Serco welcomes the suggestion that the service levels required for primary healthcare services may need to be reviewed and are in discussions with DCS. The service levels will be properly reviewed once the population maximum is reached and demand is better quantified.'

but so far unsuccessful efforts, have been made to augment their Aboriginal service provision by seeking to attract visiting health workers from Aboriginal health services. This deserves further attention.

DEVELOPING RESILIENCE (MENTAL HEALTH)

- 3.35 The Service Requirements for health state that: ‘Prisoners requiring intensive psychiatric treatment will not be assigned to the Facility. However, it is essential that services be available to prevent incidents of self-harm and suicide among Prisoners at the Facility.’⁴¹ The only patient on-site with a major psychiatric diagnosis is stably managed on medication under the care of the mental health trained Clinical Nurse Manager and the GP. However, there are also a number of presentations of depression, anxiety and sleeping problems which are managed as appropriate by the GP, the Nurse Manager and the centre psychologists.
- 3.36 Any staff member at Wandoo can put a resident on the At-Risk Management System (ARMS) if self-harm concerns are identified with the unit manager responsible for creating an interim management plan.⁴² The person is seen by a psychologist within 24 hours, usually much sooner. Unit Managers are trained to facilitate the multidisciplinary team meetings involving operational, medical, psychological and throughcare staff to review the resident’s management on ARMS. A person at moderate risk could be managed through support and monitoring systems at Wandoo, possibly including his placement in a shared cell with a friend or relative and contacting family on the outside to provide support. However, those of higher risk had to be transferred to a facility able to manage that person in crisis care or observation. There was no one on ARMS between December 2013 and the time of the inspection.
- 3.37 Psychology played a very important role in developing and maintaining mental health of residents. The psychologists’ initial contribution was in the first few days when they met with each new resident to check how he had settled in and to give him a Resident Self Help Book. This was used to educate new residents about warning signs for depression, anxiety, anger, grief and loss, and also about addictions. They also discussed communication and coping strategies, helped identify potential sources of support and explained what they could offer as psychologists. Self-help programs for addictions were also discussed. The aim was to build resilience and effective participation in centre activities and programs, and hopefully life in general.

41 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 54.

42 Wandoo is subject to the Department’s *Policy Directive 32, Prisoners at Risk of Self Harm or Requiring Additional Support and Monitoring* (May 2010).

- 3.38 Unlike other WA custodial institutions, Wandoo psychologists were not overwhelmed by the demands of risk management work and were able to provide residents with much-needed counselling and treatment for a range of issues, including anxiety, depression, trauma, grief and loss, addictions and family issues. They cited Schema Therapy which ‘was derived from traditional cognitive behaviour therapy and incorporates practices from other psychotherapies’ and engaged core beliefs of the client as the basis for their therapy.⁴³ Serco had recently funded expert external supervision for the psychologists from an expert in addictions and complex trauma, a worthy and essential investment in their capacity to offer an effective service in the medium to longer term.

CHILLING OUT (FITNESS AND RECREATION)

- 3.39 The Service Requirements in the contract oblige Wandoo to make proposals ‘for recreation services, including exercise, for use by Prisoners when in their accommodation unit. Efforts must be made to encourage exercise and a healthy lifestyle through education. In addition [sic] there should be provision for passive recreational pursuits’.⁴⁴ This has been fully embraced by Wandoo’s management who regard recreation as one of its nine reintegration Pathways [2.13] and also as one of its nine integrated education, training and employment Pathways [4.1]. As part of the departure process, residents are put in touch with sport and recreation bodies in their local area.
- 3.40 An appropriately qualified gym/recreation officer is employed as part of the Education Department and based in a fit for purpose gym which has been created around the edges of the undercover basketball court and in the three rooms beside it that formerly comprised the education facility for girls at Rangeview Remand Centre. Equipment included isometric exercise equipment, weights, and treadmills, cycles and cross-trainers. On the Sunday afternoon of the inspection, we found a handful of residents using the equipment as music played loudly from speakers outside the rooms. They explained that exercise was not popular on weekend afternoons – the feeling was that weekends were for rest. The oval was not in use.
- 3.41 The fitness assessment and gym induction given to all new residents was excellent practice. The gym was available to residents throughout the day, and participation on Friday afternoons was strongly encouraged. Some equipment was signed out overnight. Two residents were employed full-time in recreation. They helped spot and mentor other residents in the gym, kept it well maintained, and organised fitness and sport activities. They also have the opportunity to undertake a Certificate II in Sport and Recreation from the Central Institute of Technology.
- 3.42 As mentioned above [3.27], the physiotherapist visited the gym each Wednesday where he helped instruct in proper use of the exercise machine and conducted flex and exercise classes. He also provided instruction on diet, food label reading and general physical health to residents while doing skin fold tests, answering questions about how to ‘get ripped’, or discussing mixed martial arts. Post injury rehabilitation classes were co-conducted with the recreation officer.

43 <<http://www.therapist-training.com.au/schema.html>>

44 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 84.

- 3.43 Team sports such as football, soccer, volleyball and basketball were organised on-site on weekday afternoons by the recreation workers and other interested residents. While residents had the opportunity to organise any such activities on the weekend, they rarely did so and residents told us that Wandoo was ‘dead at the weekend’. This is understood by management, but they were determined not to step-in and take the responsibility from residents:
- [A]ll new residents are warned that at the weekend the only staff organised activity is visits, staff will provide prizes, support arrangements but residents are expected to organise their own activities. The experience of imprisonment can all too easily lead to the disenfranchisement of prisoners who become the passive recipients of services based on the needs of the prison where process outweighs outcomes.⁴⁵
- 3.44 Residents attaining section 95 can also look forward to external recreation such as walking or running at local parks, swimming, or team sports such as basketball and football. Swimming was popular and available most weeks with residents paying their own entry fee to a local public swimming pool. Wandoo has joined with Wooroloo Prison Farm in the VSwans program which provides considerable sports development training as well as football coaching and playing, and also in the Murdoch Baptist basketball league at the Lakeside Centre.
- 3.45 However, the centre lacked a proper mini-bus, limiting participation in most external activities to just four residents (further addressed below at [9.27]–[9.29]). Other external activities proposed by Wandoo and under consideration by the Department included rock climbing, tennis, ten pin bowling and golf. Wandoo had approached suitable outside sports venues for concessionary rates for residents.
- 3.46 Other recreational pursuits included quizzes, bingo, films, darts, pool, art and music. Art teachers attended the art room four afternoons a week between 3.00 and 5.00 pm. Artwork included painting, printmaking, graffiti-style drawing, mosaic, and free sketching. If residents purchased a canvas, board or T-shirt, the work became their property.⁴⁶ Residents did request a larger art room. An Aboriginal Elder was engaged to come and work with residents to create a mural on an Aboriginal theme outside Gascoyne Unit. It was anticipated that the mural would be completed by NAIDOC week 2014, and would contribute towards a qualification in Certificate III Aboriginal Art.
- 3.47 Another great inheritance from Rangeview Remand Centre was the Australian Children’s Music Foundation (ACMF) who provided a weekly music and song writing workshop at Wandoo. Six acoustic guitars are provided by the ACMF and Wandoo obtained two drum kits, bass and lead guitars, and amplification equipment. At the time of the inspection, residents had been practising towards a band performance, to be delivered at the monthly recognition and awards ceremony in the week of the inspection. The song they played at the ceremony, using a lyric written by a former Wandoo resident. It was an enthusiastic and competent performance.

45 Serco, *Contract OICS Written Submission, Announced Inspection: Wandoo Reintegration Facility* (April 2014) 5.

46 Serco, *Director’s Rules: Art Produced by Prisoner* (2012).



Photo 6: The resident band at the Award & Recognition Ceremony

HAVING A SPEND (CANTEEN)

- 3.48 Gratuities are paid to residents in accord with their work position at Wandoo which may be saved or spent at the canteen. Employment is discussed below at [4.17]–[4.22]. Wandoo offers a relatively small range of products at its canteen, but the selection is clearly tailored to the preferences of the resident population. The canteen is operated by residents, with appropriate officer oversight. This is appropriate given the minimum-security, reintegration-focused nature of Wandoo. The Resident Information and Activity Committee enables residents to communicate with Wandoo management about the canteen and other matters of concern. Wandoo managers made genuine efforts to address issues raised in this forum, and fed back information on decisions and actions it had taken.
- 3.49 Wandoo also offered an innovative town spends arrangement. Prisoners approved for external activities could purchase vouchers via the CMS system, which they could accumulate and use to shop at a sports store and an entertainment store in the community. This enabled prisoners to select their own purchases, such as CDs, X-box games, and running shoes. The items purchased are subject to approval and an officer is present to supervise the shopping. This is a commendable initiative, although frustration was expressed by residents who had purchased vouchers and were section 95 approved, but had not yet had a chance to go shopping. Not all residents at Wandoo were approved for external activities, but they could still select purchases from a town spends list. The list included 59 items, from art supplies and magazines to vitamin supplements and running shoes.

- 3.50 Management have identified a demountable they intended to install for use as a shop for residents which would use the traffic-light system to educate and encourage healthy eating, subject to approval from the Department.⁴⁷

LOOKING ABOVE AND BEYOND (CHAPLAINCY)

- 3.51 Wandoo inherited some valuable resources from the former Rangeview Remand Centre, one of which was the Coordinating Chaplain for Youth Custodial Services who spent two afternoons a week at Wandoo. On alternate Friday afternoons he offered a chapel service and facilitated visits to a local church for residents approved for unsupervised section 95. He also helped organise recreation activities, special events and visits of sporting celebrities to inspire the young men.
- 3.52 The chaplain spent considerable time talking informally with residents. He helped residents respond to loss and grief, including by arranging a memorial for a lost relative when residents are unable to get approval to attend a funeral. The chaplain also impressed as responsive to the spiritual needs of Aboriginal residents and people of other faiths. At the time of the inspection, he was working to ensure that Muslim residents were able to observe Ramadan. Prayer mats are available in the centre library.

FEELING SAFE AT HEART (CULTURAL SECURITY)

- 3.53 Wandoo management understood that the success of the facility would be judged in significant measure by outcomes for its Aboriginal residents. There had been considerable efforts to meet the needs of these residents, attempting to create a sense of belonging, and more broadly a sense of cultural security.
- 3.54 The Family Liaison Officer (FLO), one of three Indigenous employees, had done a remarkable job in this regard. She coordinated the peer support team, organised cultural events on-site and in the community, facilitated elders visits and Aboriginal men's meetings, and provided family liaison support. Noongar elders had visited Wandoo on four occasions in 2013, and once in 2014. The men's group met monthly and cultural food cookups were held every month or two. NAIDOC activities in July 2013 included videos, a quiz, a family day, a Noongar welcome, and cultural food. Harmony day in March 2014 saw each unit cook up a different national food – Asian, Italian, Spanish and Aboriginal.
- 3.55 The FLO had co-facilitated both a Pathways substance use program and a Think First cognitive skills program and assisted in delivery of a Good Beginnings parenting program, working basic literacy teaching into those programs. She had also worked closely with the reintegration and throughcare teams, and with Mission Australia to help involve families in throughcare and re-entry planning, and had worked with residents around issues of family news, bereavement, funeral attendance and feuding. When required, an Aboriginal and Torres Strait Islander trauma counselling team was brought on-site. She helped educate other staff in cultural awareness issues and assisted with the 'Wandoo Roadshow',

⁴⁷ Traffic light food systems have been implemented in school canteens, hospital systems, correctional facilities and other public health facilities to promote healthy food choices. Food is categorised and marked with a colour based on their nutritional value, energy density and levels of saturated fat, added sugar, salt and fibre. See <http://www.healthyoptions.health.wa.gov.au/visitors/traffic_light.cfm>

promoting the benefits of the Wandoo to prisoners at other sites. Residents and staff spoke highly of her contribution.

- 3.56 Aboriginal residents completing the pre-inspection survey were quite positive about Wandoo, and most felt their culture was respected by staff, in contrast to prisoners at other facilities. On the other hand, less than the half felt their culture was understood by staff. Also, the loudest voices in a focus group of Aboriginal residents held during the inspection claimed that officers did not listen to them, that others were progressed more quickly to higher paid jobs, and that elder visits, family days, and cookups were rare. There was also resentment about the denial of permission to display group photos in their rooms. An opinion was expressed that Aboriginal young men would rather be in Wooroloo Prison Farm than Wandoo.
- 3.57 Some of these residents were quite new and were clustered in Jeealia and Gascoyne, still undergoing orientation and assessment and waiting for more substantive work, education or program placements, and for section 95 approvals. They were younger than other residents and less likely to have strong prior histories of work or training.
- 3.58 Nevertheless, the opinions expressed by these residents need to be taken seriously and there are a range of issues that Wandoo management need to address if it is to better engage Aboriginal young men including:
- the program of cultural events including elder visits, family days and cookups has become less regular so far in 2014 and needs renewed commitment;
 - Aboriginal cultural programs such as art, music, language lessons and dance should be strengthened (there is a plan for a mural at Gascoyne Unit under guidance from an elder);
 - Aboriginal participation in peer support should be strengthened;
 - staff should all be provided cultural awareness training in Noongar culture and working with Noongar people;
 - Aboriginal staffing levels should be increased;
 - the Aboriginal flag should be flown at Wandoo, and Aboriginal art should be more prominent throughout the centre;
 - continued vigilance is needed to ensure that education, employment and training Pathways meet the needs and expectations of Aboriginal residents;
 - efforts should be redoubled to engage Aboriginal families in throughcare, re-entry planning, in cultural activities and in reward and recognition ceremonies; and
 - continued support to Aboriginal residents when grieving, including attendance at funerals as appropriate, and alternative forms of memorial and association at those times.

Recommendation 1:

Wandoo management should implement measures to further engage and attract Aboriginal young men.

Chapter 4

SKILLING (EDUCATION AND TRAINING)

THE PATHWAYS APPROACH

- 4.1 Education, training and employment (ETE) at Wandoo are strongly integrated. The primary aim of ETE at Wandoo is '[t]he development of a sense of personal responsibility, skills and a work ethic that enhances resident's employability and enables them to develop law abiding lifestyles when they re-join the general community.'⁴⁸ Wandoo has established nine integrated ETE Pathways:
- General Education;
 - Hospitality;
 - Warehousing/Logistics;
 - Animal Care;
 - Asset Maintenance;
 - Facilities/Building Maintenance;
 - Horticulture/Conservation;
 - Sport and Recreation; and
 - Creative Industries.⁴⁹
- 4.2 Most Pathways are linked to potential jobs for residents when they are released, some of which are identified in the State Priority Occupation List (SPOL). This list is published by the Department of Training and Workforce Development and identifies skilled occupations which are considered 'critical' to Western Australia, are experiencing skills shortages, or otherwise considered priority by training councils. For example, the hospitality pathway is intended to help residents move into café, bar or hotel jobs, a number of which appear in the SPOL. A few however, are not on the SPOL, but reflect resident interest and the capacity of Wandoo to actually provide residents with relevant ETE opportunities.
- 4.3 Ideally, each pathway includes education or training strategies, an associated employment opportunity within Wandoo, and reparation activities for residents who are approved to go outside the facility. Elements may include:
- foundation skills, such as literacy and numeracy and career development;
 - traineeships, which generally result in Certificate II level qualifications;
 - skill sets, which are a selection of units from Certificate II qualifications;
 - short courses, such as working at heights and working in confined spaces;
 - external studies, such as more advanced Certificate levels and university studies; and
 - electives, which are non-accredited courses and activities designed to increase educational engagement and enhance residents' recreation.
- 4.4 The pathway model for education, employment and training at Wandoo was still a work in progress. Not all Pathways had the full range of strategies and options to support them, for example, accredited training was yet to start in creative industries. At the time of the inspection, Wandoo was establishing a new partnership with two major logistics agencies

48 Serco, *Contract OICS Written Submission: Announced Inspection Wandoo Reintegration Facility* (28 April 2014) 8.

49 Serco, *Brief to Inspectorate* (6 May 2014) slide 29. The creative industries pathway was described as 'under development'. Interestingly, this is quite a different list to that in the Resident Handbook which does not include general education, animal care or creative industries, but does include building and construction.

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and Challenger Institute to develop a logistics skillset and opportunities for work experience and employment. A developing partnership with Melville City Council also offered the prospect of opportunities in various fields for work experience, on-the-job training and reparative activities.

- 4.5 Some scheduled courses had failed to run due to insufficient numbers, for example, the second Conservation and Land Management course at Fairbridge. Nevertheless, the range and quality of Wandoo’s providers in the delivery of education, training and work experience for Wandoo residents was truly impressive and continuing to grow. Here is a list of some of these provider agencies:

Table 5: Partner agencies providing education, work or training placements for Wandoo residents

Partner provider agencies	Activities provided & where
Aspire-to-Succeed	Asset maintenance skill set program on-site
Central Institute	Sport and Recreation mainly on-site
Challenger TAFE	Hospitality on-site & Animal Care by external studies
Choice Industrial	Forklift on-site; various short courses off-site
Extra Edge	Cockatoo project (making nesting boxes), bush tucker planting project and greyhound as pets project
Fairbridge Foundation	Conservation & Land Management training on- and off-site
Foodbank WA	Foodsense on-site (also a reparation placement)
Koolark Centre (part of Central Institute)	Rap and Radio program on-site
TrainWest	Frontline Management, Workplace Health and Safety and Business, by external studies and off-site

- 4.6 Based on information supplied, between July 2013 and April 2014, Wandoo achieved a total of:
- 747 enrolments in 38 different courses, from unaccredited short and recreational courses, to certificate and degree courses;
 - 1131 completions of individual units within courses; and
 - 15 completions of qualifications.⁵⁰
- 4.7 While the number of unit completions was quite healthy, qualification completions were quite low. This reflects the fact that many residents come to Wandoo with either a short sentence or a short period to serve towards the end of their sentence (see [1.25] above).

⁵⁰ Note: these figures include multiple enrolments and completions by some individuals.

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Such time and capacity restraints are recognised in the design of Key Performance Indicator (KPI) 17 in the contract which measures the ‘percentage of prisoners that successfully complete agreed course modules’, rather than the completion of courses.

- 4.8 Wandoo has therefore begun to offer skill set courses, consisting of a subset of key units from a particular qualification that can be completed in a relatively short period. Wandoo considered their residents would be attractive for employers to take on as trainees after they are released, as the employee would still be eligible for a financial incentive while only having to facilitate part of the required training. Skill sets included Commercial Cleaning, Laundry Operations and Hospitality which could be undertaken on-site, and Conservation and Land Management which was mainly undertaken off-site at Fairbridge.
- 4.9 Most residents also undertook some of the short courses on offer at Wandoo such as White Card, Senior First Aid, Barista, Responsible Service of Alcohol, Forklift which are offered on-site. Those with section 95 unsupervised status could also do short courses such as Dogging and Rigging, Scaffolding, Working at Heights, and Working in Confined Spaces available off-site, if it was compatible with their Individual Development Plan. The Department reimburse Serco for the considerable cost of courses (including certificate courses, skillset and short courses), but the participant was expected to pay the ticketing cost, for example, \$82 to obtain a forklift ticket.

GENERAL EDUCATION

- 4.10 As a releasing facility, and driven by a contract performance requirement that all residents be placed in employment or training on release, the emphasis on work skilling at Wandoo made sense.⁵¹ Nevertheless, the inspection team was struck by the under-emphasis on general education in comparison to other facilities, where there is considerable engagement from prisoners, including in the 18–24 year old age group wanting to redress deficiencies in their basic education. For example, the Noongar Language program at Casuarina Prison includes enrolments in the Certificate II in Horticulture; Sound Way reading, writing and spelling; and multiple and emotional intelligence training. Aboriginal elders and other guests are invited to discuss culture with the students.⁵²
- 4.11 We were told that general education has not proven at all popular at Wandoo. This was because young men often have fresh memories of negative experiences in school so do not wish to re-enter a classroom environment. Yet they risk being hampered in many areas of life without functional literacy and numeracy, including in the acquisition and performance of work skills.
- 4.12 Wandoo had only made limited resources available for general education, with just two sessions per week available for independent learners in various course programs to consult with tutors. A further limit was the fact there was only a single classroom available, another having been converted into office space and three small classrooms adjacent to the undercover area being used for the gymnasium. The education centre did have a small library, computer room, art room and workshop, however. While some students had undertaken studies towards the Certificate of General Education Adults (CGEA), the centre had

51 The Contract including the KPI system is discussed more fully in Chapter 8 below.

52 DCS News, *Guest speaker inspires offenders* (28 May 2014) downloaded on 29/05/2014.

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also put some through a 15-week ‘pre-apprenticeship’ literacy program. Education staff affirmed that improving literacy and numeracy was an element in all other training and employment activities and it was also intended to map the ETE Pathways to the CGEA to be better able to demonstrate literacy and numeracy learning.⁵³

RAP N’ RADIO

- 4.13 An Aboriginal DJ runs the Rap ‘n Radio program in the computer room every Monday for up to eight young men, inclusive of Aboriginal residents and others. The program facilitator is part of the Koolark Centre for Aboriginal Students in Leederville, which is part of the Central Institute of Technology.
- 4.14 The program focused on literacy through lyric writing, in the context of developing spoken word performance (rap music) for recording. Songs are produced and recorded on a laptop equipped with Audacity waveform edit program, FL Studio digital audio workstation software and Massive soft synthesiser connected to a Maschine ‘groove production studio’. Residents had constructed a makeshift ‘sound proof booth’ to record spoken word. Capacity had recently increased to enable two headphones to share one computer feed, allowing collaborative work.
- 4.15 In observing the creative process, it was clear that certain individuals had developed considerable skills in writing, performance and recording. One young man had sent a track to Triple J Unearthed. We heard a track recorded by an immigrant youth which was extremely strong lyrically, rhythmically and in its production values. It talked about his family’s experiences of grief and loss in the war torn country they had left and the prejudiced attitude of many here in Australia: ‘I say to you, try walking in my shoes’.
- 4.16 The program facilitator was enthusiastic about the progress of the program at Wandoo and has obtained funding to supply eight laptops equipped with the appropriate software to bring to the class. This had proven necessary because the machines in the computer lab are inadequate to run the software. There was also an opportunity to map competencies attained in the program towards various modules in general education, information technology, or music industry skills.

WORKING (EMPLOYMENT)

- 4.17 Serco has the authority to determine its own employment and gratuity profile for Wandoo. It has created a list of 80 positions and associated gratuity levels against which current residents can be assigned. These are linked to work locations in the Department’s TOMS system. Additionally, all day activities are entered onto Serco’s CMS scheduling module which displays the individual schedule to residents on their kiosk. A colour-coded spreadsheet summary for all residents is printed out weekly for the information of staff. However, many of the work designations bear little resemblance to scheduled activities.

53 In response to the draft report, Serco stated: ‘Serco recognises the value of basic literacy and numeracy as a prerequisite to functional employment opportunities. We have found the provision of opportunities to learn the Noongar language and discrete classes for literacy and numeracy were not taken up; on questioning the residents we found that these were not valued by this age group who consistently preferred the more hands on training available. Embedding Literacy and Numeracy into vocational skills training has to date been more successful in providing the ‘hook’ into learning. We have since adopted the successful Soundways approach to basic literacy and the Toe by Toe ‘Learning to Read’ programme through peer support.’

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For example, at the time of the inspection, there were five residents assigned to education as their workplace, but three of these were not scheduled to attend education at all that week.

- 4.18 One of the main complicating factors is that Wandoo is running rather more ‘offender programs’ than was intended, including the Pathways Substance Abuse and the Think First (cognitive skills) programs. Each of these ran for two days per week and both were running at the time of the inspection, meaning that 19 of the 49 residents during the inspection week were involved in a program. Eight residents, including some already engaged in these two programs were also scheduled to participate in an Anger Management program on Wednesday mornings.
- 4.19 Ongoing work placements also need to be balanced in many cases with part-time education, short-term courses, or reparative or training activities in the community. In the week we were there just nine of 49 residents had a single work assignment for the whole week, including two who were undergoing orientation.
- 4.20 Most positions are graded at the higher end of the pay scale and Wandoo is currently considering increasing the proportion of positions paid at level 1 and 2 even further. Changes in jobs and gratuity levels are determined by the weekly Resident Employment and Remuneration Committee, but these decisions appear to turn on opinions of individual staff. Aboriginal residents felt they had less opportunity to progress than others and a more transparent process may be needed.
- 4.21 While Wandoo has mapped out 80 positions on paper, the reality is, even at the 49–50 residents' level at the time of the inspection, the quantum of meaningful work was insufficient. Only a small cleaning crew is needed for the whole site, the gardens and grounds are small, and there is no room to establish a market-style garden. The workshop is very small and largely devoted to making skateboard tops for decoration in art. The stores, maintenance and garden sheds are also very small. As a result some residents expressed concern at the lack of meaningful employment on-site, an issue likely to become more acute as numbers rise. Only a minority of officers responding to the staff survey felt that ‘meaningful employment’ was at an acceptable standard.



Photo 7: The workshop

SKILLING (EDUCATION AND TRAINING)

4.22 The remedy for this would seem to require:

- greater participation in full-time general education or training, which may require more classroom space than currently available;
- a larger additional workshop and training facility; and
- greater numbers involved in off-site education, training, work experience or reparative work on a daily basis.

GIVING SOMETHING BACK (REPARATION)

4.23 Reparation is one of Serco's five cornerstones of prison management (see below at [8.24]). Wandoo has begun to develop reparative opportunities for its residents to develop self-esteem, a positive work ethic and work experience through activities that make a contribution to local or wider communities. At the time of the inspection a group of young men were visiting the Foodbank warehouse each week and one man was providing valued call-centre services for the Red Cross. Others helped tend gardens at the local Police and Department of Fire and Emergency Services facilities and also at the HeadWest (Brain Injury Association of WA Inc) premises, and there has been some important work done on the Bibbulmun Track and in weeding at Bibra Lake. However, residents could participate in such activities only if they are qualified for section 95.

4.24 Wandoo had made a good start in this important area, but there appeared an opportunity for some growth and consolidation. If reparative work is to grow, Wandoo will need to address limitations in transport, supervision and approvals for section 95 prisoners, supervised and unsupervised, and in approvals for section 95 placements.

PRISONER EMPLOYMENT PROGRAM

4.25 The section 95 program allows participation in a wide range of reparative, recreation and resettlement activities, including as a 'one off' in 'job interviews, short courses [up to four weeks long], driver training, obtaining work clothing, opening a bank account, registering with a Job Services Australia Provider'.⁵⁴ Section 95 activity placements or programs are all subject to prior approval by the Deputy Commissioner responsible for prisons. The designated Superintendent is responsible for approval of participation by an individual in an approved activity. Following the absconding of a number of prisoners on section 95 activities from Wooroloo and Wandoo early in 2014, the eligibility criteria and processes for section 95 eligibility was tightened, leading to a decrease in section 95 approvals.

4.26 Most section 95 activities are one off, occasional, or short-term, so while almost half of residents were approved for section 95, a much smaller proportion actually left the centre each day. Longer term study, training or paid work is subject to the Prisoner Employment Program (PEP). Such longer term activities are invaluable for effective re-entry as the prisoner can simply continue their course or work after release and with Wandoo adjacent to a TAFE, opposite a university and accessible to other providers and employers it seems ideally placed for this, however, this is not occurring.

54 DCS, *Policy Directive 68 – Prisoner Employment Program (PEP)* (6 December 2012) [1.12]. Re-entry related activities are further discussed in Chapter 7 below.

- 4.27 Only two Wandoo residents had been approved for PEP before the inspection, one to work in a family business. The program is really only a possibility for those residents likely to stay well over six months, as it takes that long for initial assessments to be completed, to qualify for unsupervised section 95, to demonstrate good behaviour and work performance, to complete any relevant short courses or work experience, and to investigate and to obtain an appropriate education, work or training placement. Wandoo could be more vigilant in developing PEP placements for its residents, but it is unquestionably the case as we have found at various facilities, that its residents are not well served by the Department's institution of a poorly designed and overly bureaucratic system.

Recommendation 2:

Wandoo should continue to develop its Pathways approach to education, training and work with attention to those needing more basic literacy and numeracy, better continuity along Pathways, higher completion levels, increased information and communications technology content, improved access to external course resources and better use of the Prisoner Employment Program.

Recommendation 3:

DCS should further amend the Prisoner Employment Program to accelerate approval processes to facilitate timely participation in longer term education and training programs by prisoners approved for unsupervised section 95.

- 4.28 Given difficulties in getting larger numbers to external reparation, education, training or employment on a daily basis, as numbers rise, there will be additional pressure on the internal infrastructure which is inadequate for such numbers. Serious consideration needs to be given to developing a much more substantial education, training and work facility within the perimeter [4.22], similar to that installed in the newly opened work camp at Roebourne. This may require an extension to the perimeter fence where land is available in the South-Western corner of Wandoo.

Recommendation 4:

DCS and Serco should develop an additional education, training and work facility within Wandoo.

- 4.29 Wandoo management acknowledge that basic information technology skill development and access to online learning management systems are essential to most areas of learning today. WA prisons in recent years have tended to reduce prisoner access to such resources, with only a very small number of self-represented remandees and appellants allowed to use computers (laptops) in their cells. Wandoo wants to explore with the Department, trial use of tablets and an internal network that would meet reasonable training needs. There is also potential to use technology to allow residents to utilise the prisoner telephone system via wireless from their rooms, instead of having to take turns using the single wall mounted phone in each unit.

Chapter 5

TURNING A CORNER (PROGRAMS)

OFFENDING BEHAVIOUR PROGRAMS

5.1 The Service Requirements under the contract provide that Wandoo may provide ‘therapeutic programs’ approved by the Department.⁵⁵ These programs are integrated into the Department’s Assessment and Case Management system and are identified through treatment assessment as part of an Individual Management Plan (IMP). Such IMP programs are considered efficacious in reducing the risk of re-offending and as such successful completion is often a decisive (if not sufficient) factor in the Prisoner Review Board’s consideration whether to grant parole. There is a contractual requirement in relation to such programs that:

Program delivery is in accordance with any program standards and practices upheld within Western Australian prisons and in a manner that recognises the specific developmental, gender and cultural needs of young adult males aged 18 to 24 years.⁵⁶

5.2 Wandoo was not conceived as a ‘programs prison’ – it was originally envisaged that young men would only come to Wandoo for release preparation after their programs were completed. However, it was decided that two offender programs were needed to maximise numbers of young men able to come to Wandoo. One was Think First, a medium intensity (60-hour) cognitive skills program to challenge criminal thinking and develop more pro-social ways of thinking and behaving. For many short-term prisoners this was the only program they were assessed as needing. The program was run twice in 2013 and was due to run twice in 2014. The other was Pathways, an intensive (100-hour) addictions program. This ran three times in 2013 with two more planned for 2014.

5.3 The Throughcare and Rehabilitation department staff at Wandoo were well trained and well qualified to deliver such therapeutic programs and there was good feedback from participants. Program responsivity is the idea that programs should be designed and delivered in ways that the target group are likely to engage. It was helpful, therefore, that the Family Liaison Officer twice acted as co-facilitator in programs with a number of Aboriginal participants, firstly for a Pathways program that ran in late 2013, and also in the Think First program which was running at the time of the inspection.

5.4 Wandoo clinicians considered that the high degree of writing skills required in the Pathways program is a barrier to many of the Aboriginal young men and possibly others. Having hosted the *Mad Bastards* program in April/May 2013 (see [5.14] below), Wandoo management have proposed to the Department’s Clinical Governance Unit (CGU) they consider replacing some of the more problematic parts of Pathways with elements from *Mad Bastards*. The CGU has taken this up with program’s author Professor Harvey Milkman, of the Metropolitan State College of Denver.

55 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 31–33.

56 *Ibid*, 32.

- 5.5 Wandoo has also proposed to the Department that they offer the Violent Offender Treatment Program, a very intensive program that runs for six months, as a means of bolstering population numbers. They identified 16 minimum-security young men in other facilities needing this program. However, Contract Management considered the idea a step too far from Wandoo's role as a re-entry facility.

VOLUNTARY PROGRAMS

- 5.6 The Service Requirements also allowed that Wandoo deliver 'life skills' programs. These programs are to be linked to other interventions in a coherent manner and must be properly delivered, brief, consistent with best practice, efficacious and proper records kept.⁵⁷ Wandoo hosts a broad range of such voluntary programs to address identified rehabilitation needs. These include programs addressing both anger management and substance misuse.

Anger Management

- 5.7 Relationships Australia facilitated a 20-hour course run over 10 weekly sessions to help residents better identify and manage their emotions, and to develop better communication and coping strategies in the hope of preventing damage to their primary relationships. The course was well subscribed.

Substance Misuse

- 5.8 Wandoo were attempting to build a pro-health and wellbeing and anti-substance-abuse culture, and provide a suite of substance misuse and relapse prevention programs. Program staff believed they have had some success at this, citing the good participation rates in relapse prevention programs.
- 5.9 Many residents are cognisant of the impact drug and alcohol use had had on their lives and wanted to prevent future relapse. Self-help programs such as Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) help provide support and hope to such people and both have weekly meetings at Wandoo, each with a good pool of non-residents approved to join residents in their meeting. Thirteen residents attended AA and 14 attended NA in the week of the inspection, a few attending both groups. One of the programs officers had also facilitated participation by a small group of section 95 approved residents to join with an evening NA meeting in the community.
- 5.10 Five members of the peer support team had also trained to be a mentor in Green Lighthouse, a peer mentoring program in addictions created by a prisoner at Acacia. It is a six-step program undertaken over a six-week period. One of the full-time peer supporters had a mentee who completed the program, but four others were due to be allocated mentees very soon.

57 Ibid, 33–35.

A PROPOSED THERAPEUTIC COMMUNITY

- 5.11 Wandoo were developing a business plan for a therapeutic community. This involved a residential drug rehabilitation program linked to post-release support from the major metropolitan rehabilitation services including residential support. The residential component will include individual counselling, group work, life skills training, and psycho-educational sessions.⁵⁸ The community would also act a stepping stone for some into residential drug rehabilitation centres in the community such as Cyrenian House, if the Department approves an exemption from KPI 15 which requires that each resident exit to an employment or training placement.
- 5.12 Wandoo's perimeter can be approached by members of the public and objects can easily be thrown into the centre. This means that drug supply reduction strategies are of limited effect for this facility. As a result, Wandoo has focused on developing an anti-substance abuse culture within the facility. Such a demand reduction strategy is a good match for the facility's focus on supporting resident's ownership of their own reintegration and rehabilitation. Wandoo appeared the perfect facility for a pilot therapeutic community, because of its culture of self-responsibility in a minimum-security environment.

GAMBLING

- 5.13 Mission Australia occasionally run a gambling course and there have also been occasional Gambler's Anonymous meetings.

SOCIO-CULTURALLY APPROPRIATE PROGRAMS

- 5.14 Wandoo throughcare and programs staff are conscious of the need to provide offender programs and other programs and activities that meet the needs of Aboriginal young men. In April 2013, the centre invited Mibbinbah, a national Indigenous health promotion charity, to run their *Mad Bastards* program, based on the eponymous film which recounts the rehabilitation of an Aboriginal man attempting to reunite with his family after periods of substance abuse, crime and incarceration.
- 5.15 Twenty-four men participated which included all the Aboriginal men in Wandoo at the time and some non-Aboriginal men also. Lead actor Dean Daley-Jones joined some of the sessions. The course ran over three days and was described by Wandoo programs staff as a strength-based, identity focused, secure, non-confrontative, cognitively-based empowerment program. It concluded with a traditional smoking ceremony.
- 5.16 The course was considered to be very successful by centre staff and well received by residents. Mibbinbah has recorded the following comments received from participant in post-course assessments: 'I never really thought I had an alternative to prison – now I feel I can change my life.' 'That was the best thing prison has ever done for me.'⁵⁹

58 Serco, *Wandoo therapeutic community draft plan* (2014).

59 Mibbinbah, <<http://mibbinbah.org/2013/06/20/wandoo-reintegration-facility/>> (Accessed on 16 April 2014).

- 5.17 Wandoo is intending to train one of its program staff to facilitate this course which it considers a good fit with its restorative justice focus. Alternatively, as discussed above at [5.4], it may be incorporated into future Pathways programs at Wandoo and possibly elsewhere.



Photo 8: The film Mad Bastards was used in a program presented by Mibbinbah at Wandoo in 2013

- 5.18 Wandoo was also considering hosting the Red Dust Healing program, a cultural healing program that was developed for Indigenous men and their families but is inclusive of non-Indigenous people. It was developed by two men from New South Wales and Queensland and is provided by various agencies around the nation.⁶⁰ Wandoo were seeking funding to engage the Halo Leadership Development Agency, an Aboriginal youth mentoring and training agency, to provide this program at Wandoo.
- 5.19 An education staff member had participated in a program session at the time of the inspection. She said the program would be healing and potentially life changing for the young man at Wandoo. Its merits include a personal spiritual and heartfelt approach rather than a theoretical or statistical approach. This mirrors the positive views on Red Dust Healing that we have heard at Casuarina and elsewhere.⁶¹

SYCAMORE TREE RESTORATIVE JUSTICE PROGRAM

- 5.20 At the time of the inspection the Prison Fellowship was planning to revamp the Sycamore Tree program for Wandoo (provisionally scheduled to commence mid-2014). This program brings offenders and unrelated victims of crime together to work in the life of the offender to understand the true impact of their crime. It had been well received in six other prisons across WA and operated in prisons in other parts of Australia and 27 other countries where the Prison Fellowship are present.⁶² Wandoo management saw the program as aligned with the facility's restorative justice approach and hoped the program would have a significant impact in the lives of the young adults.

⁶⁰ See <<http://www.thereddust.com/>>

⁶¹ OICS, *Report of an Announced Inspection of Casuarina Prison*, Report 88 (January 2014) 74; Liaison Visit Report, 'Meeting with Men's Outreach, Broome' (2 November 2013).

⁶² See <http://www.prisonfellowship.org.au/sycamoretreeproject_155_8.html>

PARENTING PROGRAMS AND SUPPORT

- 5.21 The Good Beginnings is a national early-intervention and parenting support agency which provides a Dads and Kids Connect program in three WA prisons: Hakea Prison, Wooroloo Prison Farm and Wandoo. The program is funded by the Department. A key worker attends at Wandoo three days per week. She works on parenting issues with fathers, including one on one counselling, and provides a variety of parenting support services. The numbers oscillate depending on the number of parents at Wandoo, and the age of the children. Once children are at school it becomes more difficult for families to be able to visit. The program had 10 residents engaged at the time of the inspection.
- 5.22 Good Beginnings provided a parenting group comprising four sessions over a six-week period. They also provided playgroup session for fathers to engage with their young children each fortnight while mums are offered a separate support and discussion group. Picnic sessions are also provided at Bibra Lake for dads with section 95 clearance with their families. They also supported special visits, for example, to allow fathers contact with a child at Wandoo while the child's mother is working.
- 5.23 Good Beginnings assisted Wandoo hold family days which provided several hours for children to have time with their fathers. Melville City Council and the State library are involved and have provided reading packs for the children. Once a fortnight fathers were able to visit Melville library with their partners and children.⁶³ Supervised Skype visits could be provided to a child too distant or otherwise unable to visit Wandoo, and also be used to allow dads to help older children with their homework.
- 5.24 The Good Beginnings manager provided training to Wandoo staff. The last session was on the brain development of children and how parenting impacts upon this. Having an office on-site allowed Good Beginnings' staff to consult with staff and residents. They also made appropriate contributions to the throughcare and release planning. The agency is focused on reducing the disadvantage of children of incarcerated parents by helping children retain and enhance their relationship with their parents, and by improving the parenting they may receive. This was also likely to play a significant role in motivating their rehabilitative efforts of young fathers while at Wandoo and in their successful reintegration back into the community.
- 5.25 The Family Liaison Officer (FLO) provided support for residents and families working through their issues while psychologists provide therapeutic counselling to residents. The FLO may also provide limited assistance to those engaged in family court matters and referrals can be made to the Family Dispute Resolution Service at Midland Family Relationship Centre, or to other legal services.

63 During these visits the library is closed to the public.

Chapter 6

KEEPING IT ON THE LEVEL (MANAGING BEHAVIOUR)

RESPONDING TO BEHAVIOURAL INCIDENTS

- 6.1 Wandoo relies on resident self-responsibility [2.8], a pro-social environment [2.1] and the hierarchy of privileges and accommodation associated with supervision levels [3.6]–[3.11] to encourage positive behaviour. In responding to incidents, the centre tends to avoid charging residents for minor offences such as swearing or hostile behaviour. While this behaviour is certainly not accepted, the facility manages such behaviour using a rather less formal approach; often starting with the resident segregated in his room for some ‘time-out’. Staff say that the resident usually calms down within 30 minutes and often will apologise for their behaviour. This approach can be seen as more therapeutic and fits with the Wandoo restorative justice philosophy.
- 6.2 Wandoo staff refrain from using force or restraints as much as possible. We were informed that only once was it necessary to restrain a resident and place him in the facility’s holding cell. Riot gear including shields, batons, restraints and chemical agents are available and all custodial officers are trained in their use, but other than for training purposes, the equipment has never been used for a live situation at Wandoo.

MAKING THINGS RIGHT (RESTORATIVE JUSTICE)

- 6.3 Restorative justice permeated all aspects of operations at Wandoo. In the first instance, restorative justice is a conflict resolution program that is used to mediate situations between residents, staff or a combination of both. Restorative justice is completely voluntary and can be used in situations of bullying, or when there is no clear victim but obvious conflict exists. The most common restorative justice sessions were conducted formally, where a group of people sit down with a facilitator in an attempt to resolve their issues. Other methods of restorative justice can be administered, such as using letters instead of face-to-face contact to communicate to one another.
- 6.4 At the time of the inspection, there had been 18 such restorative justice sessions held at Wandoo. Most of the sessions were held as a result of residents fighting among each other, residents not understanding procedures, or residents disagreeing with staff. In almost all cases, the rules were satisfactorily explained to the resident, or the parties involved talked through their issues and shook hands after resolving the situations. There has only been one case at Wandoo that could not be solved through restorative justice. This was related to an outside crime that had taken place and was beyond the scope of an internal process. The parties involved were eventually transferred to other prisons.
- 6.5 The Serco restorative justice program originated in the UK, and had only recently been implemented at both Acacia Prison and Wandoo. The UK-based trainer visited Wandoo and provided training to all staff. The trainer was also able to train those with a Certificate IV in Training & Assessment to teach the course in the future. The staff have also been trained to mediate among outside parties. After seeing such success with the program inside, they would like to engage family members of residents, to try and alleviate issues likely to affect the resident’s return home. Wandoo also intended to train residents in the restorative justice process. While training for residents was yet to be established, it could make for an interesting scenario if a resident is required to mediate matters involving staff or management.

ANTI-BULLYING STRATEGY

- 6.6 From Security and Intelligence Reports and discussions with staff, the Intelligence Officers were able to identify if a resident could be a victim of bullying, standover or assault. Once a situation had been identified, a comprehensive anti-bullying process was followed. The process included interviewing both the alleged bully and victim to determine if, in fact, it was a genuine case of bullying. At this point, if a bully had been identified, details are recorded on an Anti-Bullying Register and steps are taken to address the issue. This could be in the form of a restorative justice session between the bully and victim or the bully can be placed on a Behavioural Management Plan (BMP). If these steps failed, or in more serious cases, the bully would then be transferred to another prison.
- 6.7 There have only been four cases of bullying recorded on the Anti-bullying register since the opening of Wandoo. One case was resolved through the restorative justice process, staff were monitoring one situation closely, and in the remaining two cases which involved assaults the perpetrators were moved to other prisons.
- 6.8 The implementation of an Anti-bullying strategy and restorative justice certainly help to calm down the temperature of the prison. In fact, almost all respondents in the pre-inspection prisoner survey claimed that they felt safe at Wandoo, compared with a state average of about two-thirds of prisoners surveyed in other WA facilities. Perhaps other prisons should follow Wandoo's lead and invest in similar innovative dynamic security programs.

PRISON OFFENCES

- 6.9 Prison offences fall under section 69 and section 70 of the *Prison's Act 1981*. Section 69 offences are considered more minor offences and include disobeying rules, behaving in a disorderly manner, indecent language, damaging property etc. The more serious section 70 aggravated offences include returning a positive urine result, assaults, behaving in a riotous manner, escapes, being in the possession of a weapon, or failing to submit for a drug test.
- 6.10 After an incident occurs, the prosecutions officer at Wandoo determines if there is enough evidence to charge a resident, and if so, the charge proceeds. According to the *Prison's Act*, all charges must be heard in front of the Superintendent, who can determine the findings and punishments or they can refer the matter to a Visiting Justice. As the Director of Wandoo is not officially regarded as a 'Superintendent', a visiting Superintendent can visit Wandoo upon request to hear prison charges. In the past, the Superintendent from Boronia has visited Wandoo to hear charges. The act of inviting a state Superintendent to hear cases in a private facility ensures the punishments are consistent with those handed out at state prisons.
- 6.11 Wandoo has a zero tolerance for the consumption of banned substances. All residents facing section 70 drug or alcohol charges are placed on a management transfer to Acacia Prison, where their charge is heard by the Wooroloo Superintendent. During 2013, 34 prison charges were laid at Wandoo. Twenty-five of those were for section 70 offences, mostly for using or possessing an illicit drug or failing to submit a body sample. One prisoner was found guilty of a section 70 offence involving an assault against another resident. All residents who faced section 70 charges in 2013 were sent to Acacia and, if found guilty, were punished accordingly.

- 6.12 Of the remaining nine section 69 charges, the majority were for misconduct offences. Five cases were withdrawn or dismissed, three were ruled guilty, and one was non-guilty. Residents found guilty of a section 69 offence can stay at Wandoo, depending on the individual situation, and may receive a punishment such as a loss of privileges.
- 6.13 If a resident is transferred to Acacia or another prison for behavioural or disciplinary reasons, they were permitted to reapply to return to Wandoo. Depending on the individual case, some residents had been permitted to return.

BEHAVIOURAL MANAGEMENT PLANS

- 6.14 Residents who had been identified as bullies or who commit minor disciplinary offences could be placed on a Behavioural Management Plan (BMP). An example of such behaviour would be a resident who was experiencing trouble attending work on time each morning. The BMP contained background information on the resident's behaviour and sets specific and measurable objectives for the resident to achieve over a four week period. Residents and staff agreed on the objectives and staff reviewed the resident's progress each week. If the resident achieved his objectives early, the BMP could be discontinued prior to the four-weekly deadline. If the resident did not meet his objectives by the end of four weeks, he could face transfer to another prison. Positively, all residents on BMPs at Wandoo have successfully achieved their objectives before the end of the four-weekly period, proving the success of the program.
- 6.15 As part of a BMP residents were also required to complete a workbook. The 74-page workbook was aimed at encouraging residents to consider alternative responses to situations and help residents to deal with situations that may arise in a prison environment. The workbook is completed in consultation with Reintegration Staff or a Psychologist. It addresses:
- the resident's actions that led to them being on a BMP;
 - the resident thoughts and feelings;
 - strategies for changing negative thought, feelings and behaviours;
 - problem-solving strategies;
 - decision-making; and
 - goal setting.
- 6.16 The BMP program is a unique and innovative idea that, unlike simple Loss of Privileges (LOPs), directly addresses the resident's misbehaviour. It provides residents with life skills for both inside and outside of prison, and is a true testament to Wandoo's rehabilitation philosophy.

Chapter 7

HOW RESIDENTS MAKE READY FOR RELEASE

MAKING AN EARLY START

- 7.1 The Orientation and Preparation phase discussed in the second chapter is explicitly aimed at setting up the resident during their stay for an effective transition back into the community. There is no contractual requirement for Mission Australia, the junior contractor responsible for re-entry to engage with a resident until six weeks prior to their projected release date. But as we have seen, a Mission Australia staff make themselves available for both a 'meet and greet' session with all new residents in which it is explained how they work, and an individual interview with each new resident as part of their initial throughcare assessment. Ideally, the Mission Australia worker assigned to the resident at this time looks after their case until release, then up to a further three months after release.
- 7.2 The particular focus of Mission Australia during the Orientation and Preparation phase is to ascertain the young man's hopes and prospects for their accommodation and work or training placement on release. Some have a high degree of confidence they may return to live with a partner or family, or to a particular work placement, some have prospects but various degrees of uncertainty and others are likely to need new placements.
- 7.3 These and other issues are identified in the Wandoo Reintegration Plan and tracked as part of Wandoo's throughcare process. Discussions may occur as appropriate with case workers, education staff, throughcare staff or the Senior Community Corrections Officer if applying for parole. The Mission Australia worker maintains contact with each resident throughout their stay and participates in the two-monthly throughcare reviews. The resident may also be assisted at any stage in negotiating with their partner or family in determining where he will stay after his release.

COUNTING DOWN

- 7.4 Six to eight weeks before a resident's anticipated release date, he would engage in a Departure Course run jointly between Wandoo's Throughcare and Rehabilitation department and Mission Australia. This included a planning meeting at which the resident's transition plan was discussed. The resident's family were consulted if appropriate and provided the resident gave permission for release of necessary information to them. Such family members were also invited to attend the planning meeting, although only a few have done so. As with other case conferences, a range of other support staff may also attend.
- 7.5 The Departure Course also included sessions on: work readiness, parole, leisure time, health awareness, anxiety, lapse and relapse, budgeting, first week plans, and cultural awareness. They also received a three ingredient cookbook; a release pack from Hepatitis WA; and a file with a planner tick list, in which to put their certificates, resume, IDs, relapse plan, emergency numbers and drug agency information.
- 7.6 A few may have visited shops for town spends under section 95, but during the Departure Course most were given the opportunity to visit a shopping centre, an experience which could be quite unnerving for someone who has spent time in custody. The resident was escorted by a centre psychologist who helped him manage his anxiety and strengthen his

coping skills. An evaluation of the initial Departure Course was conducted in December 2013 which recorded an overwhelmingly positive response from its eight participants and provided excellent feedback to help its continued development.⁶⁴

- 7.7 This visit may be followed by others in the following weeks before their release depending on their particular needs, for example to Mission Australia's Wattle House in Maddington where they could meet their new drug counsellor, access emergency relief or obtain interview clothes, and Outcare to discuss a possible accommodation placement. A handful of Wandoo residents were also successful in obtaining Reintegration Leave a departmental program to allow prisoners approaching release to spend time in their family home hopefully to strengthen family support and reduce the impact of institutionalisation. Over a period, such leave can grow from day visits to overnight and even weekend long visits.
- 7.8 If accommodation and work placements were not yet finalised, Mission Australia would work intensively to address these issues. In some cases, this involved elements of individual and family counselling to resolve outstanding issues to ensure an effective return home. In other cases, alternative placements are needed. While there is no contractual expectation that residents with less than three months at Wandoo are satisfactorily placed, Mission Australia works to assist every resident. An example was given of a resident transferred to Wandoo only 11 days before his release without any accommodation organised. He was found temporary accommodation while a more permanent family placement was developed.
- 7.9 A good many of the young men we encountered at Wandoo had a clear idea not only where they would be staying on release, but also where they would be working. These had strong work experience or trade qualifications and were intending to return to a former employer, sometimes with family, or were confident of obtaining work readily. Others developed new competencies during their time in custody, and in some cases the connections they needed to step into work or further training in their area of interest. One young man, for example, in the course of some off-site training had so impressed his trainers that they offered him work on release.
- 7.10 In relation to employment and training, Mission Australia utilised connections with a range of industry partners and training agencies to place residents on release. Feedback from some employers was that Wandoo workers are more conscientious and job-ready than many others they have employed. The David Wirrpanda Foundation's *Solid Grounds*, *Solid Futures* courses at Central Institute of Technology's Koolark Centre at Leederville have been especially popular with exiting Aboriginal men, with the more advanced program having strong links to employment.
- 7.11 Mission Australia's job finding efforts were augmented during the inspection by the presence of a Jobsearch consultant from the ORS Group from a Memorandum of Understanding (MoU) recently concluded between Mission Australia and ORS Group. She will be at Wandoo two days per week. As a Jobsearch agency, they receive government incentives at certain milestones in successfully placing and maintaining a disadvantaged client in work, the most important of these being at six months. Mission Australia is restricted to working

64 Smith D & Roxbrough V, *Evaluation of Departure Course (1)* (17 December 2013) Serco. Wandoo Reintegration Facility.

HOW RESIDENTS MAKE READY FOR RELEASE

with their clients for only three months, so the extended support provided by ORS could assist with prisoner rehabilitation. ORS brought a new range of potential placements including with cleaning contractors for the mines and hospitality providers which the consultant intended to tap for Wandoo residents.

- 7.12 Mission Australia claimed to provide assertive, client centred case management. In working with a resident to develop a transition plan, the worker attempted to identify the residents' reintegration goals, strengths, challenges and actions in each of the following areas: employment, accommodation, family and relationships, peer group influences, alcohol and other drugs, education and training, hobbies and interests. The plan was refined or modified as actions were completed in the period leading up to the release date.
- 7.13 While the templates for the transition plan were comprehensive and effective, recorded information in documentation sighted by inspectors was rather cursory. For example, in relation to accommodation for one resident, it was noted: 'lived in a house with drug users when kicked out by dad', and in relation to family and relationships: 'returning to live with father, mother overseas'. Another simply noted: 'family home', and 'good with parents, has partner'. This might be enough for the worker who had interviewed the resident to sustain further case work with that resident, but surely not enough in the event that the worker was unavailable to continue their work with that resident.⁶⁵



Photo 9: Two residents have since left with greyhounds they trained⁶⁶

65 In response to the draft report, Serco indicated it would address this issue in the context of its regular Contract Management meeting with Mission Australia.

66 Wandoo participates in the Greyhounds as Pets program of Extra Edge.

STEPPING OUT

- 7.14 If a resident left Wandoo during a weekday, the Mission Australia worker would accompany him during the processing in reception and out through the front gate, before handing him over to family or taking him to his accommodation. Serco operational staff transport a resident home if he was released on the weekend.
- 7.15 The first week post-release support was intensive, every hour having been planned prior to release. It includes taking the resident to appointments with their Community Corrections Officer, to work or training appointments and their drug or alcohol counsellor. Things typically slowed down in the second week, but the client may ring for assistance for example, in getting to work. In one case, the worker travelled with him by train and bus to his workplace. It involves a considerable element of support and problem-solving. Issues with family, friends or employers sometimes put placements at risk and a return to substance use is an ever-present temptation for many.
- 7.16 At the time of the inspection, Mission Australia was supervising 22 ex-residents in the community. The contract with Serco provides that at the current band up to 66 residents, Mission Australia's staffing complement is one manager and three case workers working both at Wandoo and in the community. A highlight of the staff briefing at Wandoo each Friday morning was feedback from the Mission Australia Manager on release preparations for clients due to leave and on progress of those who had left. While there are limitations in what can be shared in that environment, this information was well received by all staff and helped maintain a collective focus on ensuring a positive rehabilitative outcome for all the residents.

APPLYING FOR EARLY RELEASE (PAROLE)

- 7.17 An integral element in throughcare and re-entry at Wandoo was the part-time presence of a Senior Community Corrections Officer (SCCO) from the Department. She was based at South East Metro Adult Corrections Centre in Maddington and attended Wandoo two days per week, attending each of the 'meet and greet' sessions on Thursday mornings to meet new residents. She was able to get to know residents throughout their stay and was therefore well positioned for preparing their community-based parole reports, which she did for all Wandoo residents applying for parole. The SCCO was able to assist residents with their queries about parole and has also talked to peer support about parole planning so they could help others in an informed way.
- 7.18 With appropriate releases signed the SCCO was able to share and receive information freely with throughcare staff at Wandoo, Mission Australia workers and other service providers or employers. She appeared very positive about the opportunities and supports available at Wandoo and on release from Mission Australia. The majority of her caseload in the community were ex-residents of Wandoo.

RE-ENTRY OUTCOMES

- 7.19 In a submission to this Office before the inspection, Serco provided the following summary information about residents who were released from Wandoo:
- Fifty-one residents left the facility with accommodation;
 - Five have returned to custody (four of whom were in Wandoo for less than three months and were also parole breaches rather than further offences with a victim);
 - Thirty-six were found accommodation and employment or education on release and were still in education or employment after three months (when they left Wandoo);
 - Of the 15 (out of 51) who did not leave with education continuation or employment established:
 - Thirteen were with Wandoo for less than three months – some for hours rather than months;
 - Six were engaged with Mission Australia’s post-release assistance;
 - Two refused to engage with Mission Australia or the facility; and
 - Two were medically unfit.⁶⁷
- 7.20 Serco also documented what they called ‘life changing experiences’ on the part of their residents quoting from an ex-resident’s letter: ‘I have become a much brighter and better person than the one that first walked in. I was able to fight my demons and overcome them. Being there has made me achieve more things in one year than I have in my whole life.’⁶⁸
- 7.21 These results are consistent with reported key performance indicator information tracked by the Department. They certainly appear very promising for the most part, but because of the time Wandoo has been operating, there are no valid measures of the impact of Wandoo’s programs on recidivism. Wandoo opened in November 2012 but releases were negligible for the first three months so the first release cohort would be those released between February and October 2013 and the first comparative recidivism data will therefore not be available until November 2015.
- 7.22 The Department’s own recidivism data tracks a cohort of prisoners released within a specified period (usually a nine-month period) for two years after each release. This is cross-matched with the releasing facility allowing a comparative table of recidivism rates for each facility across WA to be compiled. Of course, there are many issues relating to such a measure which are discussed in a forthcoming Review by OICS.⁶⁹
- 7.23 Even if recidivism rates prove lower than average, the question remains as to how much the facility actually improved outcomes for the cohort of young men with which it was entrusted. Some are trade qualified and a number had quite strong histories of employment before being interrupted by an episode of offending, substance misuse and/or relationship problems. Such young men are more likely to have good prospects of employment, a family to live with, and a good prospect of a successful return to the community.

67 Serco, *Contract OICS Written Submission: Announced Inspection Wandoo Reintegration Facility* (28 April 2014) 12.

68 Ibid.

69 OICS, *Recidivism rates and the impact of treatment programs* (September 2014).

HOW RESIDENTS MAKE READY FOR RELEASE

On the other hand residents may be disadvantaged by their relative immaturity and many, possibly including most Aboriginal residents, are facing multiple social or economic disadvantages in their efforts to reintegrate back in the community on release.

- 7.24 A further question will be how the Department accounts for the residents who were transferred out of Wandoo before their release. In most cases (45 out of 60) this was due to resident behaviour, almost all for testing positive for using a banned substance (see table below). Many of these, we were told, appeared to be progressing quite well at Wandoo before their relapse in drug use or other behaviour so it is possible their rehabilitation outcomes were still quite favourable despite completing their time in a mainstream facility.

Table 6: Reasons transferred out from Wandoo to 6 May 2014 by background⁷⁰

Reasons transferred out from Wandoo	Aboriginal	Non-Aboriginal	Total
Behavioural	20	25	45
For release	2	-	2
For visits	1	-	1
IMP program	1	2	3
Own request	3	1	4
Parole denial	-	2	2
Protection issues	-	2	2
Unknown	-	1	1
Total	27	33	60

- 7.25 In the end, the rehabilitation outcomes of Wandoo will need a proper evaluation if the State of WA is to be assured that the level of investment in that facility and the opportunity cost of using the site for its present purpose is justified. This should include a sophisticated analysis of recidivism results when available after two years taking into account what would otherwise be expected for those leaving Wandoo. (A recommendation in relation to recidivism measurement appears below after [8.20].)

70 Analysis of records downloaded from the TOMS system from the 1 November 2011 to 6 May 2014.

Chapter 8

MAKING IT WORK

CONTRACTUAL ARRANGEMENTS

- 8.1 As noted above [1.5], the *Operation and Maintenance Contract of the Young Adult Facility Contract* (the ‘contract’) is valued at \$172m over 15 years.⁷¹ Wandoo began operating as a minimum-security prison for young adult male offenders under Serco’s management in November 2012. At the time of our inspection in May 2014, it had been operating for 18 months. To April 2014, the Department’s total contract expenditure had been \$24.85 million.⁷² The Department estimated that Wandoo’s cost per prisoner per day at that time was around \$580. If the facility reaches its population capacity, this cost is expected to fall to \$370.⁷³
- 8.2 All payments are dependent on Serco meeting various requirements under the contract. If requirements are not met, the Department can issue a Performance Improvement Notice (PIN), which Serco must comply with or face financial penalties, or possibly a termination of the contract.
- 8.3 The contract also includes 19 Key Performance Indicators (KPIs). Ten of the KPIs serve as an incentive for Serco to prevent particular events from occurring. The remaining KPIs are used to measure particular aspects of performance and which if not met, can reduce the payment that Serco receives from the Department. The KPIs are outlined in the table below.

Table 7: Key Performance Indicators under the contract

Key Performance Indicator		Payment deduction if KPI not met
Possible Specified Event Abatements (deductions from monthly payments)		
1	A death	\$100,000 per death
2	An escape	\$25,000 per escape per prisoner; or \$10,000 per escape per prisoner if it occurs during an escort Capped at \$75,000 per incident
3	An abscond	\$5,000 per prisoner
4	A loss of control	\$25,000 per incident
5	The unlawful release of a prisoner	\$10,000 per unlawful release
6	The unlawful detention of a person	\$300 per day
7	A failure to comply with a PIN	\$5,000 for first incident \$10,000 each subsequent incident in relation to the same PIN

71 Tenders WA, View Contract Details, Operation and Maintenance of the Young Adult Facility (DCS0012011), awarded 20 March 2012 <www.tenders.wa.gov.au>

72 Information provided by DCS on request.

73 Information provided by DCS on request. Separate information provided by DCS to the Economic Regulation Authority appears to indicate that these quoted costs are based solely on contractual requirements and do not include departmental overheads.

MAKING IT WORK

8	A failure to notify and/or report a Critical Incident correctly	\$5,000
9	A failure to obtain a cell certificate	\$300 per day per uncertified cell
10	A failure to obtain a prison certificate	\$25,000 per day
Possible Performance Measure Abatements (deductions from monthly payments)		
11	The number of serious assaults	Up to 1% of the Monthly Operating Payment, depending on the population and the number of assaults
12	The number of serious self-harms	Up to 1% of the Monthly Operating Payment, depending on the population and the number of serious self-harms
13	The percentage of random urine sample tests identifying a positive test result	Up to 1% of the Monthly Operating Payment if not met, depending on percentage of positive results
14	The percentage of agreed critical positions staffed	1% of the Monthly Operating Payment if not fully met
15	The percentage of Prisoners in employment upon release	Up to 1% of the Monthly Operating Payment if not met, percentage of prisoners employed on release
16	The percentage of prisoners engaged in constructive work	Up to 1.5% of the Monthly Operating Payment, depending on percentage of prisoners with constructive work
17	The percentage of prisoners that successfully completed agreed course modules	Up to 1.5% of the Monthly Operating Payment, depending on the percentage of prisoners completing agreed course modules
18	The level of agreed facility maintenance services achieved	Up to 1% of the Monthly Operating Payment, depending on level of maintenance achieved
19	The rating obtained from the quarterly Customer Satisfaction Survey	Up to 1% of the Monthly Operating Payment, depending on rating achieved

8.4 Different levels of performance against KPIs are also coded as red, amber or green.⁷⁴ If KPI performance is rated as red, the Department may issue a PIN. The Department may also issue a PIN if the performance against KPI results in cumulative deductions from the monthly payments above certain levels. For example, if performance against KPIs is such that the monthly payments are reduced by an average of five to 10 per cent over three months, the Department can issue a PIN.⁷⁵

⁷⁴ DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract* (March 2012).

⁷⁵ Ibid.

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- 8.5 For KPIs 9, 10 and 18, abatements and payment deductions only apply if Serco fails to remedy the problem within set timeframes. For KPIs 4, 6, 7, 8, 9 and 10, abatements and deductions are applied repeatedly if the situation is not remedied within set timeframes. For most KPIs, a multiplication factor applies if a failure occurs repeatedly.
- 8.6 KPI performance is agreed between the contract parties after the Department assesses evidence submitted by Serco. At the time of our inspection, data on performance against KPIs was available from the beginning of the facility’s operations in November 2012 until February 2014. Since the end of the initial abatement-free period, Serco received two abatements for “Specified Events” after two prisoners escaped. Serco did not meet performance targets for five out of 100 other KPI assessments, losing a portion of its monthly fees for:
- KPI 13 – on four occasions, Wandoo failed to meet targets in relation to positive urine tests (drug testing of prisoners).
 - KPI 17 – on one occasion Serco was late submitting data about the percentage of prisoners that successfully complete agreed course modules.
- 8.7 KPI 13 was particularly problematic for Serco and they contended they were penalised unfairly because the requirement to test 10 per cent of the population for this purpose each month meant that just four were being tested due to low numbers in the facility, and a single positive test triggered an abatement. The Department in February 2014 determined that 10 per cent of the population, but no fewer than five residents would be tested each month. In effect, this meant that future abatements would only be triggered in the event two or more residents tested positive for using a banned substance.
- 8.8 On the positive side, Wandoo Serco and its partner Mission Australia has so far consistently met one of the most demanding performance indicators, and the one most germane to the objectives of the facility, KPI 15, ‘the percentage of prisoners in employment on release’. One hundred per cent performance is the set target for this KPI, but contractually, abatement is triggered only if the contractors fail to exceed above the 75 per cent level. According to the agreed counting rules, a resident taking up a full-time education or training placement on release is counted as meeting the KPI, while residents staying less than three months at Wandoo are excluded from the count.
- 8.9 KPI 19, the customer satisfaction survey, has never been used because the two contract parties have concerns about a lack of statistical validity.⁷⁶
- 8.10 A major component of the Contract is *Schedule 6 – Appendix 1 Service Requirements* (‘Service Requirements’) which articulates the operating philosophy for the facility and sets out detailed requirements of all aspects of operations, namely: Throughcare, Care and Wellbeing, Custody and Containment, Facility Management Services, Human Resources and Systems, and Other Requirements.⁷⁷ This is an excellent document that warrants inclusion in the published version of the contract.

76 Meeting notes.

77 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012).

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- 8.11 The Department has developed a policy framework to manage all its custodial contracts, including the *Operation and Maintenance of the Young Adults Facility Contract*. The policy framework includes a high level, principle-based *Custodial Contracts Monitoring Framework*.⁷⁸
- 8.12 Underneath the *Custodial Contracts Monitoring Framework* document is a more detailed monitoring framework specifically for Wandoo.⁷⁹ This document specifies relevant legislation, policy and standards, how risks will be managed, how responsibilities will be assigned, what skill and experience are required, how relationships will be managed, how the contract will be administered, how contractor performance will be managed, how to manage contract variations and disputes, as well as requirements for ethical behaviour, record keeping and ending the contract.
- 8.13 The final guiding document for the Department's management of the Contract is the *Wandoo Reintegration Facility Site Monitoring Plan*.⁸⁰ The document outlines how the Department will inform itself of the contractor's performance against the Service Requirements. It contains a detailed schedule of tests that are carried out to determine whether Serco complies with the specific Service Requirements. Each service requirement chosen for testing by the Department is risk assessed and assigned a frequency of testing. Additional hours are also allocated for random compliance testing. The tests are conducted by monitors who are Department employees located on-site at Wandoo. The hours required to complete the testing at Wandoo under the Site Monitoring Plan equate to approximately six days a week.
- 8.14 However, the Department advised us that they were reviewing the deployment of monitors across the prison system in WA to ensure they were available where they could do the most good, whether that be in private or public prisons. At the time of our inspection this meant there was only one monitor on-site at Wandoo for three days a week. This meant that only half the planned testing could be completed. The Department will need to carefully review which tests it will prioritise with reduced resources. While high risk areas such security should be prioritised, it also important to ensure areas such as throughcare, education and employment are not overlooked. These services are considered to have a direct impact on reducing recidivism, the main objective for Wandoo.
- 8.15 We also checked the monitoring reports for March 2014, and noted that testing results were recorded on only seven days in that month. In view of the resources and test requirements outlined in the *Site Monitoring Plan*, we would have expected tests to be conducted on 20 days in March. A failure to carry out scheduled testing increases the risk that the contract compliance issues will not be picked up by the Department.

78 DCS, *Custodial contracts framework* (14 May 2013).

79 DCS, *Contract Management Framework – Young Adults Facility Contract for the operation and maintenance of the Wandoo Reintegration Facility* (1 November 2012).

80 DCS, *Wandoo Reintegration Facility Site Monitoring Plan* (January 2013).

8.16 Serco itself also has a well-developed system for managing its own performance under the contract, as well its own corporate responsibilities. Its compliance framework for Wandoo includes:

- A calendar of assurance events, such as internal and external audits, inspections and compliance projects.
- A detailed calendar for contract compliance.
- An Internal Audit Plan.
- A Continuous Improvement Register.
- A Corrective Actions register.
- A Non-Conformance Management Procedure.
- All aspects of the compliance framework are actively used, although some activities are behind schedule.⁸¹

CONTRACT MANAGEMENT

8.17 The Department and Serco meet monthly to discuss the contract issues and performance. Both parties report that contract negotiations are rigorous but professional. For example, Serco recently requested a contract variation to enable them to release residents into drug and alcohol rehabilitation without being penalised under KPI 15 (percentage of prisoners in employment, education or training upon release). The Department rejected the request, but indicated it was willing to consider potential mitigations on a case by case basis, where Serco can provide sufficient evidence to justify the need for rehabilitation.

8.18 The Department was planning to review Wandoo’s overall effectiveness. The Department’s *Benefits Register and Realisation Plan*⁸² specified the objectives, outcomes and measures that Wandoo was intended to achieve, as well as how achievement was to be measured. The four key benefits of the facility were noted as being: improved quality of service to young adult males, improved governance, improved value for money, and improved reputation and image. The specific objectives underpinning these benefits were:

1. Reduce reoffending and the seriousness of reoffending amongst young adult males:
 - 1.1 Improve re-entry opportunities for young adult male offenders;
 - 1.2 Identify and address the needs of young adult male offenders; and
 - 1.3 Develop an innovative and complementary service delivery model based on best practice for this cohort.
2. Achieve Government’s mandate.
3. Ensure young adult Aboriginal males have equal access to the benefits provided by this facility.
4. Ensure a mechanism to transfer innovation.
5. Make a positive difference to the lives of young adult males, their families and the broader community.⁸³

81 Serco, *Contract OICS Written Submission: Announced Inspection Wandoo Reintegration Facility* (28 April 2014) 7–8.

82 DCS, *Benefits Register and Realisation Plan – Project ID CET 74 - Young Adults Facility Project* (November 2011).

83 *Ibid.*, 8–12.

- 8.19 The Department’s review of Wandoo should be rigorous, and provide a well-supported analysis of whether \$172 million of taxpayer money was on track to be spent effectively. The Department needs to assess whether the contract arrangement was achieving its intended purpose, and whether the contract provides value for money. Value for money does not mean that the Department has simply chosen the cheapest option, but that the Department knows that it is paying a reasonable price for the outcomes achieved.
- 8.20 The *Benefits Register and Realisation Plan* sets out a framework for assessing the effectiveness and value for money of the facility. However, it would be worth refining the document further to ensure assessments conducted under the plan are robust. This would ensure the Department can provide a strong justification for continuing to pursue stated objectives through Wandoo, amend the contract if it proves ineffective in any respect, or amend its own objectives.

Recommendation 5:

The Benefits Register and Realisation Plan for the Wandoo Reintegration Facility should be revised to include:

- (a) Valid recidivism measures that compare Wandoo results with results from comparable prisoner cohorts.*
- (b) Both the benefit and costs of the facility. Financial and non-financial costs should be explicitly considered. Factors could include the impact of the facility on the rest of the people in the Department’s custody, including women and juveniles, and projected savings from any reduced recidivism.*

BUSINESS MANAGEMENT

- 8.21 The management of Wandoo Reintegration Facility has a strong approach to policy and planning, with a clearly articulated and well known vision, and consultative, accountable business planning processes articulated in its *Contract Strategic Plan 2013–2016*.⁸⁴ Its vision is:

To be the best young adult reintegration facility in Australia. We will achieve this by preparing the way for our residents to return as responsible members of the community, enabling them to engage positively with society in an independent, confident, and law abiding manner.

We will do this by working in partnership with DCS and Mission Australia.

Together we will provide leading edge resettlement opportunities that will lead to successful reintegration, preventing the next victim.⁸⁵

- 8.22 The *Contract Strategic Plan 2013–2016* was developed in consultation with staff who, at the time of the inspection had access to the detailed version on their shared drive, as well as an abbreviated printed version. It includes the prison’s Vision, Mission Statement, Philosophy, Key Strategic Objectives, as well as individual Department Objectives which link back to the Key Strategic Objectives.

84 Serco, *Contract Strategic Plan 2013–2016 – Serco Wandoo Reintegration Facility* (February 2014).

85 Ibid, 2.



Photo 10: The Wandoo strategic plan 2013–2016

8.23 Being part of Serco, Wandoo shares its Governing Principles with other operational units including Acacia Prison. These principles are:

- Foster an entrepreneurial culture;
- Deliver our promises;
- Enable our people to excel; and
- Build trust and respect.

8.24 From these principles Wandoo seeks to build a restorative justice Framework supported by their five cornerstones of prison management:

- Custody and Containment;
- Care and Well Being;
- Rehabilitation and Reintegration;
- Reparation; and
- Organisational Effectiveness.

8.25 As of December 2013 progress against the Objectives set for each of Wandoo’s internal departments was as follows:

Table 8: Reported progress of Wandoo’s objectives by internal departments as at December 2013

Department	TBC / Postponed	To start / In planning	Partial	Achieved / In progress
Operations (custody and containment)	6	-	2	2
Medical services (care and wellbeing)	-	3	1	6
Rehabilitation and reintegration	-	-	11	4
Business services	4	-	1	4
Human resources and Occupational Health and Safety	5	-	-	12

8.26 In addition each of Wandoo’s departments had a number of delivery actions which were regularly reviewed. For example the following delivery action under reintegration and rehabilitation had commenced at the time of the inspection:

Delivery of out of hour’s sessions to enhance constructive use of leisure time which includes groups such as Narcotics and Alcoholics Anonymous, Meditation Groups, Sycamore Tree (restorative justice program), Green Lighthouse (resident led) and Alternatives to Violence program.⁸⁶

8.27 The prison’s Senior Management Team (SMT) reviewed progress against its key strategic objectives and its departmental objectives at meetings every quarter and on an annual basis.

8.28 Wandoo’s main prisoner consultation group is the Resident Information and Activities Council (RIAC). The Council meets monthly with the SMT and the minutes are posted on the CMS and the Notice boards for everyone to see, as well as being provided to staff by email. Despite multiple attempts to institute weekly unit meetings with the unit managers, they remained under-attended. Despite this, the inspection observed open communication between residents, particularly peer supporters, and senior management, which allowed issues to be raised directly with senior management.

⁸⁶ Ibid, 21.

HUMAN RESOURCE MANAGEMENT

- 8.29 Part 11 of the *Contract* and Part 6 of the *Service Requirements* dealt extensively with the Department's expectations with regard to human resource management. Embedded in this document is the undertaking that consideration has to be given to an individual's support for the philosophy of the facility in assessing their suitability for employment.
- 8.30 Key Performance Indicator number 14 is the only measurement that related to human resources issues. This required a specific percentage of agreed critical positions to be fully staffed. The Office was informed that these 'agreed critical positions' were the following four management positions: the Director, Business Services Manager, Deputy Director and Rehabilitation & Reintegration Manager. In its briefing to the Office before the inspection, Department contract management staff indicated a lack of satisfaction with the KPI, as it did not provide any useful outcome to the contract. If this is indeed the case, it should be removed or modified to reflect the desire to achieve a more useful outcome to service delivery or accountability.
- 8.31 Wandoo has a strong SMT in the Director, Deputy Director and Human Resources Manager, who were all clear about the direction of the facility and were committed to its vision. During the inspection staff voiced a clear understanding of the direction of the centre and management expectations. Staff also indicated that they felt able to approach management about issues and air grievances openly.
- 8.32 There was a mixed response from staff about the quality of communication from management. Senior management had ample examples and evidence of structured communication policies and opportunities within the facility, however, the feedback from staff was that there were still some gaps. These communication issues seemed to relate more to what was being communicated, rather than the amount of communication. The view of many was that there was a constant stream of information, especially via email, but they found much of it irrelevant to their role and so ended up skimming over it, and thereby sometimes missing the relevant parts.
- 8.33 With regard to communication between different staffing groups, some felt this could also be improved. There was a view from some that there was a lack of understanding between different staffing groups about each other's roles, so it was not realised what the important information to share actually was. An example was given during the inspection of an event being organised that included inviting residents families, and unit managers not being aware of this. Not being aware, the Unit Managers were not in a position to organise appropriate security.
- 8.34 Staff also noted that the different shift patterns of unit managers, as opposed to operational floor staff (further discussed at [8.51] below) did not assist in communication. Different managers coming through on different shifts missed information or shared it with the wrong shift group, and this had sometimes resulted in gaps.

- 8.35 Most staff recognised that management were now attempting to address some of these concerns through the creation of the new Operational Manager position. Many staff reported that communication from administration had improved since the position had started operating and it was hoped this would continue to improve further. Perhaps the position can also look at ways of improving communication between the different service delivery areas as well.
- 8.36 Interviews with staff revealed one significant issue with senior management during the inspection. Some staff felt undermined by management as operational decisions about residents were sometimes overridden following an approach to management by the resident. Senior management at Wandoo had an open door policy for residents, which enabled residents to complain directly after receiving a decision from staff they considered unfair. This is entirely appropriate if the decision by staff was not in accord with the centre's operational philosophy and standards. However, it may not be healthy if this is done in a way that unnecessarily alienates staff. Processes such as consultation with the staff decision maker, or an opportunity for the staff and their line management to reconsider the decision, or a restorative justice process involving the resident, may help meet the needs of all parties.

STAFF

- 8.37 Wandoo operate its staffing group in a different way to other prisons in Western Australia. Wandoo's Reintegration Officers have similar safety and security responsibilities as prison officers in other facilities. However, these positions also have an active role as case managers expected to engage with residents at locations across the site and outside the facility to facilitate rehabilitative and reintegrative activities. This included duties such as recreation, program delivery, educational assistance, restorative justice and through care.
- 8.38 The facility also had another staff group called Rehabilitation and Reintegration Officers, who do not have a security role and participate in activities such as education, training, family support, through care and programs.
- 8.39 In addition to its own staff, Wandoo has a number of contractors that are regularly on-site (some daily) that provide services. Mission Australia in particular has a daily presence as the sub-contractor providing through care services and post-release support to residents.
- 8.40 In April 2014, Wandoo reported that it had 64.5 staff, and there were only three position vacancies. This was made up of:

Table 9: Wandoo staffing deployment as at April 2014

Staffing groups	No.
Senior management	8
Other management (inc. Unit Manager)	6
Operations (Reintegration Officers)	29
Rehab & Reintegration	13
Business Services	8.5

- 8.41 Discussions with operational staff throughout the inspection indicated that they were teetering on the view that this staffing structure was coping, but that a few additional operational staff would enable service provision to the residents to be enhanced. The main concern from staff stemmed from the significant number of activities that take place off-site and the drain this leaves on staff remaining in centre. While staff accept and are supportive of these off-site activities and recognise its importance to achieving Wandoo's outcomes, many stated that it sometimes meant that activities on-site could be cancelled for lack of staff, or that some off-site activities had to be prioritised over others.
- 8.42 There would appear to be two possible solutions to this problem. The first would be to reassess the operational deployments and supervision requirements to understand the extent to which activities (both on and off-site) are being affected because of staff limitations. Adjustments in deployment may be required. Alternatively, options to enable residents to undertake more activities safely with reduced supervision could be explored, for example, using GPS electronic monitoring devices (further discussed at [9.24] below).
- 8.43 Most of the operational staff at Wandoo had previously worked for Serco at Acacia Prison. This meant that most of the staffing group had some level of previous experience within the custodial system, and with Serco specifically. Feedback from both Wandoo management and others in the staffing group was that those who were currently working at the facility had adjusted well to the change in work philosophy at the reintegration centre, and those who could not support the ethos had left.
- 8.44 The contract required that Wandoo have strategies to ensure the successful recruitment of Aboriginal employees and set a Departmental objective for Serco of seven per cent of its workforce. To do this, it stated there should be an Aboriginal Employment Strategy at the prison. During the course of the inspection, Wandoo provided a copy of this strategy to the Office. The strategy commits to striving to achieve a four per cent Indigenous representation in its employees within the first 12 months of operation. Figures provided by Wandoo indicated that in April 2014 it had three Aboriginal employees, constituting about 4.5 per cent.

STAFF CONCERNS

- 8.45 There were two main concerns for operational staff at Wandoo. The first related to the difficulty in covering shifts when they were absent. While staff reported that overtime would be offered to cover absences (and was often done for training) the small pool of officers from which the prison could draw from was limited. This often meant that positions could not be covered and so duties had to be absorbed from within the shift. This was confirmed by the pre-inspection surveys, in which 77 per cent of respondents stated they never or rarely did overtime shifts.

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- 8.46 In the past management have tried to address this by offering shifts to officers from Acacia that it believes are appropriate to work at the centre. Wandoo management reported that initially they were permitted to do this by the Department, with the work permits being able to cover both facilities. After a short time, however, the Department stated that this could no longer occur because the permits were issued specifically to location and were not interchangeable. A proposal has been put forward to enable a dual permitting system for overtime, and this should proceed shortly.
- 8.47 Wandoo must ensure, however, that those working overtime shifts from Acacia are appropriately aware and supportive of the philosophy of the centre and engaged in its working routines and expectations. The Office would recommend a formal system be put in place requiring officers who wish to be offered overtime at Wandoo to apply for the pool, be assessed and eventually provided with some additional training.
- 8.48 The second solution that Wandoo was gradually introducing was the development of a bank of experienced part-time staff. As staff members leave the facility on good terms and with good work assessments, they are being approached about their willingness for casual work. Wandoo has identified a couple of former staff willing to do these shifts, and will continue to increase their capacity in this way.
- 8.49 The second issue for staff is related to the roster at Wandoo. Most Reintegration Officers are allocated to one of two shifts – A or B. Each shift works a seven day fortnight, working 12 hours each shift. Another group of operational staff are allocated to night shifts, with these officers working seven days on, seven days off. The final operational staffing group is master control, who works on a separate rolling day and night roster.
- 8.50 Unit managers work on a totally different roster system, an issue for many staff. The pre-inspection survey showed only half thought the roster worked effectively, and when probed during the inspection staff said their concern was due to unit manager rostering. Rather than being allocated to lead one shift or the other, the managers roll through different days and allocation of duties, a situation exacerbated by some managers taking on additional duties. This has led to staff feeling that they do not get any consistency of leadership and decision-making. This caused frustration to the staff and sometimes to residents. Wandoo management indicated to the Office that they were aware of the issue and have started discussions with unit managers to alter their rosters to be more in line with shift staff.⁸⁷

TRAINING

- 8.51 The *Young Adults Facility Contract* provided that Serco must develop a suitable training package for its staff, provide this to the Department for approval, and ensure all staff completes that training. More detail for this is in Schedule 6 – Appendix 1 which provided for the training and performance management expectations of Serco under the contract. It provided not only for the general content of basic training courses, but also specifies types of training specifically required for Wandoo staff (given its focus and purpose),

87 In response to the draft report Serco stated; 'Unit Managers shift patterns have been altered to bring greater alignment to the staff shifts and reduce the perceived inconsistencies.'

career development training, ongoing training requirements, qualifications and status of where training is obtained from, and training for operational supervisors.

- 8.52 All operational staff at Wandoo had to obtain a Certificate III in Correctional Practice. Most Rehabilitation and Reintegration Officers also obtained the qualification, as it qualified them to supervise residents during activities and therefore increased flexibility. In addition to this, all staff at Wandoo had to complete additional units specific to the work expectations and philosophy of the centre.
- 8.53 The *Service Requirements* specified that all staff had to be provided with an induction and orientation when commencing work at Wandoo.⁸⁸ Documentation provided to the Office prior to and during the inspection indicated a thorough process was in place. A comprehensive employee handbook divided into five sections was given to all employees, which contained reference materials, policies and procedures, performance management information and all relevant forms. Staff must also complete the induction checklist over the first month of employment at Wandoo. This required the staff member to have formal meetings with nine different service delivery and management areas, where they are provided with information about the services provided and work undertaken in those areas. Managers had to sign off on meeting attendance.
- 8.54 Basic training for staff at Wandoo also included additional units of Certificate III study including processing offenders, how to conduct interviews, young adult offending awareness, mental health first aid, cultural awareness, restorative justice principals and motivational interviewing. Positively, all training was open to all staff, and not simply restricted to those considered operational.
- 8.55 All unit managers were required to have obtained, or be in the process of obtaining a Certificate IV in Corrective Services. In a positive move for staff development, all staff had been offered support to undertake the course, regardless of their career aspirations.
- 8.56 Statistics provided to the Office prior to the inspection indicated a generally high level of engagement with training. This is to be commended. Of concern, however, was the low rate of training in a couple of areas that would seem essential to better service provision. One of these was cultural awareness training, where the register indicated a high number of staff noted as 'no' and so identified as not having completed the course or being scheduled to participate. Another was training in the systems to manage at-risk and vulnerable resident known as ARMS and Support and Monitoring System (SAMS). While it is recognised that Wandoo is still in relatively early days these would seem important areas of need.
- 8.57 Feedback from staff in the pre-inspection survey and during staff interviews on-site was that they felt Wandoo was very supportive of access to training. Coverage was often bought in on overtime to allow rostered staff to access training, as opposed to entrenched practices elsewhere in the system to lock prisoners down to facilitate training. This is excellent practice.

88 DCS, *Operation and Maintenance Contract of the Young Adult Facility Contract, Schedule 6 – Appendix 1, Service Requirements* (March 2012) 171–172.

COMMUNITY RELATIONS

- 8.58 The standards used by this Office for an inspection expect that each prison should have a broadly representative ‘Community Reference Group’.⁸⁹ This Group should meet regularly with the prison management and contribute to the prison’s operational agenda. In the case of Wandoo, however, although a Community Reference Group was started by prison soon after opening, it struggled to generate any interest. As a result Wandoo had actively involved itself in two Advisory Committees run by the local City of Melville, these being: the City of Melville’s Safer Melville Advisory Committee, and the City of Melville’s Murdoch Strategic Group Meeting. As a consequence of attending these meetings, and involving themselves in discussions, Wandoo had successfully enhanced the level of community involvement in the prison. The Murdoch Strategic Group Meeting being particularly significant to the prison as it provides a community forum for possible section 95 projects to be raised, discussed, and reported on to the local community.⁹⁰
- 8.59 It is a specific objective flowing on from their Strategic Plan that Wandoo sought to ‘prevent the next victim and reduce the fear of harm for residents by forging strong links with the community, encouraging public buy-in to our concepts and philosophy through reparation work and making the facility part of the wider community.’⁹¹ Twenty-five of the 49 residents were on section 95, with 15 of the 25 unsupervised. They presently have around 10 residents out each day, about half of what they would like.
- 8.60 As part of their reintegration methodology Wandoo has partnered with Mission Australia to assist young men to reintegrate back into the community by assisting them with employment, shelter, and re-establishing contact with their families. Mission Australia’s involvement was contracted for four weeks before release and runs through for three months after release. In actual fact Mission Australia’s involvement actually starts during the first week of the prisoner’s arrival at Wandoo when they start to ensure that housing is lined up for their release. Mission Australia’s own partnership with the ORS Group meant that an additional resource with strong links to the mining industry, and experience in obtaining difficult-to-place individuals in jobs in that industry was now available.
- 8.61 The consensus among non-Serco staff involved with the prison (both volunteers and staff of other agencies working on-site) is that they felt fully integrated as part of the team. This degree of integration is not something usually seen in other prisons and is something other prisons should seek to copy.

89 OICS, *Code of Inspection Standards for Adult Custodial Services* (2007) No. 153, available at <oics.wa.gov.au>

90 Section 95 of the *Prisons Act 1981*, allows the provision of programs and services for the wellbeing rehabilitation of prisoners, which may be provided inside or outside the prison, subject to relevant rules and regulations. It is commonly used a vehicle for reparation activities in the community.

91 Serco, *Contract Strategic Plan 2013–2016 – Serco Wandoo Reintegration Facility* (February 2014) 8.

Chapter 9

SECURITY AND SAFETY

DYNAMIC SECURITY AND TREATMENT OF DETAINEES

- 9.1 The dynamic security practices demonstrated at Wandoo really are a case of best practice. Residents are encouraged to call staff by their first names, and vice versa, staff also call residents by their first name. All staff wear casual polo shirts instead of authoritarian-style uniforms and residents are not referred to as prisoners. Throughout the inspection, staff were regularly observed roving throughout the site, conversing with residents. The residents also seemed comfortable and relaxed and the interaction appeared welcomed. This positive contact supports both respectful and open communication and encourages the residents and officers to build trusting relationships. In fact, during the pre-inspection resident survey, the Reintegration Officers (Unit Officers) were the most trusted people residents would turn to if they had a problem.
- 9.2 While liaising with residents, officers were encouraged to collect information about potential security risks and to record such information in a Security and Intelligence Report (SIR) saved on the Department's Justice Intelligence System. Information on the SIRs encompassed more than just verbal information, and could include suspicious acts, observations, anything 'out of the ordinary', associations, graffiti, inappropriate behaviour, or conflicts of interest. Staff were encouraged by management to be security alert at all times. On average, around 18 SIRs were completed per month. The Intelligence Officers monitor each of these reports, and action if necessary. As a result of such strong dynamic security practices, the Intelligence Officers seemed confident that they were aware of most of the security issues throughout the site.

PROCEDURAL SECURITY

Visiting Wandoo

- 9.3 Upon entering Wandoo, the facility feels almost too secure for Wandoo's minimum-security classification. The perimeter is enclosed with two tall fences, which, in this Office's view is unfortunate, but acceptable given the urban location of the Facility. There is no gatehouse on the outside of the perimeter, therefore visitors must wait by the large metal gates to gain entry. Security staff were required to remotely unlock the electronic gate each time a visitor or resident wishes to pass through.
- 9.4 Once inside the perimeter, visitors can register at the internal gatehouse. There are lockers in the gatehouse for visitors to store their personal belongings before proceeding through the metal detectors and passing their remaining belongings through an x-ray machine. Visitors were asked to open their mouths for inspection, turn out their pockets and rustle their hair.
- 9.5 For a minimum-security prison, the robust security protocols for visitors contributed to a feeling that perhaps the facility was too focused on security. However, this was not surprising given the additional layer of reputational risk Serco must manage as a private contractor under close public scrutiny.

Searching of Residents

- 9.6 Residents also experienced stricter security processes than they might have expected at other minimum-security facilities. Each time residents return from external activities, they are strip-searched before re-entering the facility. Every resident is also strip-searched each time they complete a visit. In 2013, 3611 strip searches were conducted at Wandoo, around 10 strip searches conducted per day across the entire population.
- 9.7 This Office was concerned at the amount of strip-searching at Wandoo. Security staff believed it successfully prevented smuggling of contraband into the centre through visits or reception. There had been some inconsistency in search procedures following a visit which had caused friction between staff and perceptions of unfairness among residents but this had been resolved at the time of the inspection. Management justified the number of searches on the basis of the centre's strict anti-drug policy and continuing positive detections in urine testing. Interestingly, residents did not complain about strip-searching, indeed they told us they accepted such treatment if it meant their visitors were less harshly treated than they believed is the case at some other prisons.

Contraband

- 9.8 The rigorous strip-searching of residents may prevent some contraband from entering during visits and after external activities, however, as with other prisons, contraband still makes its way in to the prison. In fact, the pre-inspection staff survey revealed that only one-third of the staffing group believe that the prison is 'doing enough' to prevent contraband from entering the premises. Being in such a metropolitan location, the fence poses a prime opportunity for contraband to be thrown over. The late lockdowns after the sun goes down and low visibility provides ample opportunity for residents to scour the fence lines for contraband.
- 9.9 Perimeter searches are conducted twice daily, where numerous items of contraband have been found, including a two-litre soft-drink bottle full of alcohol and a carton of cigarettes. Wandoo could invest in conducting more perimeter patrols, however, they must weight up the value of more patrols against just how much the fence contraband is really posing a problem. The Department may also need to consider more advanced external detection systems and improved security cameras than those currently in place.
- 9.10 In principle, the clearest indicator for banned substances is the number of urine tests that return positive. Wandoo had a zero tolerance for residents who test positive for banned substance. Residents who test positive were sent to a medium-security facility to face charges and residents were well aware of the consequences they will face if they were detected using a banned substance. This on its own should be incentive enough to deter residents from attempting to smuggle banned substances onto the premises.
- 9.11 [Note: a discussion about the substances tested at Wandoo and the use of drug dogs has been deleted from this report for security reasons and provided directly to the Department and Serco.]

Urine Testing

- 9.12 As with other facilities Wandoo undertook testing of residents reasonably suspected of using a banned substance, whether indicated through intelligence, behavioural, or circumstantial evidence. It also undertook four or five random tests per month as part of the contract monitoring framework (discussed above at [8.6]) and participated in the Department's statewide drug prevalence testing program under which prisoners are randomly tested for the presence of drugs four times a year in accord with a sampling procedure created by the Australian Bureau of Statistics (ABS). Urine testing of prisoners and the consequences for those testing positive are intended to deter substance use in prison. Prevalence testing was also intended to measure levels of usage and changes over time both in a particular facility and across the state's prison system.
- 9.13 In the case of a small facility such as Wandoo, almost the entire population has to be tested each time to provide a statistically accurate sample for that group, a very intrusive exercise for prisoners and staff alike. The risk to integrity of such sampling is well known, with efforts made by some to dilute or substitute samples. Also, the sampling process could take two or three days, which allowed some users to avoid detection by suspending their substance use when testing began. [Note: additional comments about the substances tested at Wandoo have been deleted from this report for security reasons.]
- 9.14 A 2009 literature review by the Department found that the WA testing regime for prisoners was broadly in line with national best practice but that:
- There is some indication that random drug testing does little to actually stop drug use once an offender is incarcerated. As such, there is growing impetus for a harm minimisation approach, which is, identifying drug users and encouraging them to enter treatment programs.⁹²
- 9.15 It is time the Department considered the costs and benefits of the prevalence testing program, and any opportunities for reform.

Personal Duress Alarms

- 9.16 As with most prisons in the state, Wandoo staff and visitors are required to wear a personal duress alarm on their belt, which can be activated if a person feels that their personal safety is at risk. To test the response, a member of the inspection team activated their personal duress alarm in the education centre. It took just 90 seconds for three operational staff to arrive which we considered acceptable given the location and the low risk profile of the facility.

Key Control

- 9.17 Wandoo had recently been abated for staff accidentally taking keys off the premises. Alternative solutions were explored to prevent this from occurring in the future, including the implementation of an alarm system to alert the facility when keys are taken off-site. However, during the inspection, it was positive to see that Wandoo had

92 Bridle R & Hancock K, *Drug Testing Evaluation Literature Review – Evaluation of Drug Testing Policies, Procedures and Practices* (2009) Strategic and Executive Services, Department of Corrective Services, WA, 1 & 32.

implemented a rather simple, innovative, and cost-effective solution for preventing keys being taken off-site. When staff and visitors arrive, they had to swap their car keys for facility keys. The idea behind the process was that a person could not go very far with facility keys if they could not drive away. This seemed to be working well.



Photo 11: Master control

DECEMBER 2013 ESCAPE

- 9.18 On 3 December 2013, three residents were undertaking external supervised grounds maintenance for a non-government agency in the Perth suburb of Melville under the section 95 program. The three residents and the officer stopped for lunch in a picnic area of Alfred Cove, where two of the residents asked if they could go for a short walk along the foreshore a few metres away. The officer agreed but asked the residents to stay within view at all times. At some point, the two residents evaded the officer and absconded from the picnic area. Both residents were recaptured the follow day and were not reported to have committed any crimes while at large.
- 9.19 Both residents were subject to risk assessments prior to their approval to undertake external work. In fact, one of the escapers had even been assessed as suitable for unsupervised work in the community. Both residents had successfully participated in external activities in the past and there was no intelligence to suggest that the residents were planning to abscond or escape. An internal investigation by Serco concluded that the incident of escape was not pre-planned and was instead an opportunistic event and that the supervising officer conducted himself professionally and according to procedures.⁹³

93 Serco, *Investigation Final Report – Date of Incident – 3 December 2013* (13 December 2013).

- 9.20 Regardless of the actions of the officer supervising the residents during the incident, Wandoo still received a financial penalty for absconding. After the incident, Wandoo completed a lessons-learned analysis and reviewed their security processes to prevent another similar incident from occurring in the future. Some of the actions resulting from the review included:
- Section 95 locations would be site assessed by security for suitability and all section 95 staff would be advised of suitable locations for meal breaks.
 - Weekly meetings will occur with staff across all areas of the prison to review section 95 assessments. Any concerns identified at these meetings were to be reported to the Wandoo Senior Management Team.
 - Temporary suspension of section 95 activities if a resident's circumstance changes.
 - Additional risk factors would be added to the section 95 assessment.
- 9.21 It was positive to see that Serco did not instinctively react to the absconding and cancel all section 95 activities. During the inspection, this Office was informed that Serco was investigating the potential to introduce GPS monitoring of section 95 residents.⁹⁴ The initiative could act as a deterrent for absconding and could potentially allow for more residents to participate in external activities.

EMERGENCY MANAGEMENT

- 9.22 The centre had a comprehensive *Contingency Planning and Emergency Procedures Manual*⁹⁵ and 16 contingency plans for particular events such as a bomb threat, fire, or bushfire, loss of essential services, riots and loss of control, hostage situation, or any other disastrous event that affects the running of the facility. In such an event, an incident control centre was to be established in the administration boardroom which was fitted with the necessary communications equipment.
- 9.23 The Security Manager prepared for emergencies by conducting regular desktop and live emergency management exercises. A minimum of five emergency management exercises were run per year. One recent exercise included a live fire evacuation from the medical centre. Prior to the inspection, the Department's Emergency Support Group (ESG) had visited Wandoo and conducted a live hostage situation exercise. ESG took control of the Wandoo boardroom and set it up as the incident control centre. An ESG officer also took responsibility as the incident controller. The exercise was reportedly successful with staff at Wandoo claiming that they really benefited from the experience.
- 9.24 The Security Manager told the inspection team that all staff were fully trained and should feel confident in the case of an emergency. However, results from the pre-inspection staff survey suggested that a number of staff would like more training in emergency management. Specifically, nine of 24 respondents did not feel adequately trained to handle a loss of control and seven did not feel adequately trained to handle a disaster such as fire or flooding. More training should be provided to build the confidence of both staff and residents at Wandoo.⁹⁶

94 A trial was subsequently organised to commence in late September 2014. In response to the draft report, Serco indicated they have now installed the GPS equipment and trained staff in preparation for the Commissioner's approval to deploy GPS tracking devices for residents on s95 activities.

95 Serco, *Wandoo Reintegration Facility Director's Rule – Rule No: 1.1 – Contingency Planning and Emergency Procedures Manual* (7/01/2013).

96 In response to the draft report, Serco stated: 'Serco notes the suggestion for more training for basic grade staff in emergency management and will ensure this takes place over the next year.'

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- 9.25 Wandoo had a good relationship with the local Murdoch Fire Station who had been invited into the prison to familiarise themselves with the layout of the facility. Wandoo also informed the local police about the locations of section 95 placements.

TRANSPORT

- 9.26 The Court Security and Custodial Services contract covers transport for residents who are required to attend court, however, all other movements are completed by Wandoo staff. The facility had two standard sized vehicles available for external activities, which include medical escorts, recreation, section 95 activities, shopping and other movements. Residents were not restrained while undergoing a movement. All residents who completed the pre-inspection survey claimed that they were happy with their movements, particularly the vehicle they were transported in.
- 9.27 Movements were scheduled by each individual branch. For example, the medical centre books medical appointments and the recreation officer will schedule running sessions by the lake. This can become problematic when too many movements were scheduled and there were not enough vehicles to move the residents around. On some occasions, taxis and hire cars were used. Scheduled external activities were sometimes cancelled due to a lack of vehicles or officers, with medical escorts appropriately taking priority. An officer could no longer be spared to supervise groups of residents attending short courses at Choice Industrial, leaving only two or three qualified for unsupervised section 95 to attend.
- 9.28 As touched on above [3.45], external recreation could also be affected. Wandoo could field several players and officials for VSwans football matches, but can only take four in a vehicle. Some kind of mini-bus would seem an essential resource for Wandoo. In the pre-inspection staff survey, the issue of insufficient vehicles was raised by a number of staff. In support of their concerns, during the inspection, the inspection team observed quite a few last-minute appointment cancellations due to the lack of transport options. Residents who completed the pre-inspection survey also mentioned that they would like more opportunities to attend external activities.⁹⁷
- 9.29 Positively, one resident attended a section 95 unpaid reparation work placement by train four days per week without any problems. Being situated within walking distance to Murdoch train station invited more options for residents to attend unsupervised external activities using public transport. Push-bikes could also be used to access a good many education, training, work or recreation facilities in the area and improve access to transport hubs.

Recommendation 6:

Wandoo management review its staffing, scheduling and vehicle resources to ensure that external activities and other section 95 placements are maximised.

⁹⁷ In response to the draft report, Serco stated: 'Wandoo has examined the need for more vehicles and will seek to lease a further 7 seated vehicle and rent a minibus or 4 wheel drive as required for individual s95 activities.'

Chapter 10

FINDINGS AND FUTURE CHALLENGES

FINDINGS

- 10.1 The Office found many strengths and achievements in the performance of the Wandoo Reintegration Facility after its first 18 months of operation:
1. Enabling works were successfully undertaken to convert and renovate the former Rangeview Remand Centre to Wandoo with the involvement of residents. This has considerably improved the amenity and suitability of the facility for its current purpose [1.11]–[1.13].
 2. The orientation process for new residents provided a thorough introduction to many aspects of life at Wandoo, effectively created a supportive network for each resident, emphasised resident self-responsibility and possessing educative and diagnostic elements [2.1]–[2.10].
 3. Serco Wandoo had developed its own set of nine intervention Pathways as the basis for its throughcare and reintegration planning which sought to address social exclusion factors relevant to young WA prisoners. These assessment and planning processes were multidisciplinary in that it involved clinicians and others from diverse disciplines, and holistic in that it included identification of needs, support opportunities, clinical interventions and post-release strategies across a number of domains [2.11]–[2.18].
 4. An allocated case worker met with each resident every two to four weeks in an explicitly supportive role, with a focus on progress in all aspects of their activities at Wandoo. At the meeting, any issues concerning the resident were discussed, their release plans reviewed, any behavioural issues addressed [2.19]–[2.21].
 5. The quality of the relationship between staff and residents in general, and the case worker relationship in particular, supported effective dynamic security at Wandoo. Security systems and processes in general were appropriate and effective [9.1]–[9.17].
 6. Like Acacia, the CMS Kiosk in each unit provided notifications, messages, timetable information, meal choices, appointment request, account management and spends for residents and frees up staff from dealing with such queries [3.13]–[3.15].
 7. Visitors were afforded a safe and comfortable environment for their visits with residents and remote virtual visits using Skype were also facilitated [3.21]–[3.25].
 8. There was a good level of health service provision and strong efforts were made to educate residents to care for themselves and to stay fit and healthy. This included for example the extension of physiotherapy beyond individual treatment to training in correct use of gym equipment and group education sessions on injury management, diet and exercise, and manual handling [3.26]–[3.34].
 9. A Resident Self Help Book was provided to each new resident as part of an assessment and education session with a centre psychologist aimed at strengthening mental health and building resilience. Unlike most facilities, psychology also provided individual therapeutic counselling [3.37]–[3.8].
 10. Wandoo had created nine integrated education, training and employment Pathways aimed at preparing residents for jobs in demand they may attain on release. While not fully implemented, ideally each pathway included education or training strategies,

an associated employment opportunity within Wandoo, and reparation activities for residents who were approved to go outside the facility [4.1]–[4.12].

11. Wandoo hosted some excellent arts programs for its residents, including a Rap 'n Radio program run by an Aboriginal DJ from Central Institute of Technology which focused on lyric writing and use of technology in developing spoken word performance for recording [4.13]–[4.16].
12. Residents at Wandoo were making some very positive contributions to the community by way of reparative work, notably at the Foodbank warehouse in the gardens at local police, DFES and HeadWest facilities, in weeding at Bibra Lake and in maintaining a section of the Bibbulmun track [4.23]–[4.24].
13. Wandoo had successfully facilitated two IMP programs: the Pathways substance use program and the Think First cognitive behavioural program. It also attracted strong participation by residents in a range of self-help alcohol or drug programs and an Anger Management program. It had hosted the Mad Bastards program, an Aboriginal Health and Empowerment Program for Aboriginal men run by Mibbinbah [5.1]–[5.19].
14. Wandoo had put restorative justice at the centre of its operating philosophy with implications for how relationship tensions between residents, and between residents and staff were restored. The approach also guided management of behavioural issues of residents and in assisting residents to prepare for their reintegration back into the community through family group conferencing [6.3]–[6.5].
15. A Behavioural Management Planning system which uses a resident workbook had been developed to complement restorative justice practices and minimise transfers back to higher security placements. This was managed by unit staff and centre psychologists [6.14]–[6.16].
16. A good range of fitness, team sports, arts, music, group activities and passive recreation options had been established at Wandoo [3.39]–[3.47]. For those so qualified, external activities were also available including participation in VSwans football program and Lakeside basketball competition. Visitors from the Wildcats and West Coast Eagles had also given inspiration to the young men.
17. A strong program of occasional activities was also being provided, including expos in employment, health and wellbeing, and parenting; quarterly family days; Christmas and NAIDOC celebrations; ANZAC commemoration; Harmony Day; and reward and monthly award and recognition ceremonies to celebrate achievements of residents [3.27]; [3.53].
18. The Good Beginnings parenting support program appears to make a real difference in the way young fathers think and behave in relation to their children, providing individual counselling, playgroups, picnics, library visits, special visits and remote Skype visits [5.21]–[5.25].

FINDINGS AND FUTURE CHALLENGES

19. The partnership with Mission Australia had provided a strong platform for re-entry services with appropriate placements secured for accommodation and work or training for those released from Wandoo. Mission Australia's own partnership with the ORS Group, a Jobsearch provider attending at Wandoo should help augment the assistance available in finding and keeping a work placement on release [7.1]–[7.25].

10.2 The Office also found some areas of limitation or weakness in performance at the time of the inspection:

1. The population of the centre remained significantly under capacity 18 months after commissioning [1.14].
2. The former Rangeview Remand Centre was designed to accommodate just 68 youth or children including in 'buddy cells'. Should Wandoo be filled to its contractual capacity of 80 young men, 46 would be in shared cells, which could generate significant pressures for the men and the centre [3.1]–[3.3].



Photo 12: Jealia orientation unit – now double bunked

3. The quality of accommodation in self-care provided a weak incentive for good behaviour and program participation – the kitchen was too small and under-equipped, and the outdoor area was less than pleasant [3.11].
4. Some elements in the system of employment, training and education at Wandoo were undeveloped [4.4], and individual progress was hampered variously by short stays in Wandoo, program commitments, cancellations, lack of on-site training facilities and limitations in access to external education, training, and work.

FINDINGS AND FUTURE CHALLENGES

5. Wandoo made only limited resources available for general education [4.10]–[4.12].
 6. The centre had insufficient program, education, training or work facilities on-site to properly engage 80 young men [4.21]. Just 25 of the 49 residents were approved to participate in approved external activities through section 95 of the *Prisons Act 1981*. Only 15 had permission to participate in approved unsupervised activities.
 7. Bottlenecks had occurred due to delays and limitations in the Departmental approval processes for prisoners to attain section 95 approval, in approvals for external placements, and in approvals for the Prisoner Employment Program [4.23]–[4.27].
 8. Wandoo had difficulties in scheduling and transporting residents approved for section 95 placements or for other authorised absences [9.26]–[9.30]. As more residents engage in external activities, more staff and vehicles need to be made available for transport, supervision and monitoring of such activities.
- 10.3 In many of these areas, the performance at Wandoo was best-of-class in Western Australia. The management and staff of the Wandoo Reintegration Facility have demonstrated a considerable appetite for innovation and improvement, with additional initiatives and ideas being discussed at the time of the inspection. Importantly, the facility embodies the kind of case management, integration of education, employment and training, rehabilitative programming and release preparation that one expects to see in a well-functioning youth justice facility.
- 10.4 This is encouraging as key aspects of this have been missing for some time in the Department's youth custodial system. The Department has also embarked on developing an integrated offender management approach to adult justice services and again Wandoo provides a good model for this. Nevertheless, it is recognised that Wandoo is a male minimum-security releasing facility working with a select cohort, so the way in which such systems are implemented in other facilities with other groups may differ.
- 10.5 We have also noted that Wandoo had some limitations and weaknesses in performance in some areas. This is to be expected at the 18-month point in a new custodial facility, but in this case, some of these issues were outside the scope of local management to address.
- 10.6 Notwithstanding these limitations and weaknesses, and the challenges and opportunities for improvement discussed in the next section, the management and staff of Wandoo and the Department's project staff and contract managers involved with Wandoo could be justly proud of what had been achieved.

FUTURE CHALLENGES

- 10.7 As noted in the introduction, there were 49 residents at Wandoo at the time of the inspection, in a facility contracted to hold 80 residents [1.14]. It was also noted above at [8.1] that the contractual cost of maintaining a prisoner at Wandoo at the time of the inspection was \$580 per person per day, which would fall to \$370 per person per day should the facility be filled to capacity. These costs compare to an average cost of \$290 per person per day across the prison estate.

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- 10.8 It was always expected that the Young Adult Facility would require an appropriate level of resources to attain its goals but that such an investment would be fully recompensed over time by a significant reduction in re-offending by Wandoo residents resettled in the community. A reduction in re-offending by released prisoners is a social good insofar as it reduces victimisation, and is an economic good insofar as some of the multiple costs associated with crime are recovered. But in the context of a system struggling with burgeoning prisoner populations and acute budgetary pressures impacting government services, the present situation is unsustainable.
- 10.9 The obvious remedy to the present situation was to increase the number of residents at Wandoo. This is largely in the hands of the Department who manage the assessment and placement system. Although Wandoo has become the default placement for young men from the greater metropolitan region who attain a minimum-security placement, only a minority of young men are either initially assessed at minimum-security or are capable of attaining a minimum-security classification in the course of their sentence. This is because youth counts against prisoners reaching minimum-security as younger prisoners are assessed as posing a higher escape risk.⁹⁸ While age is a risk factor for escape, and public risk does need to be managed, a more nuanced assessment of youth risk would allow more young people to access Wandoo. This was recommended in the Office's recent review of recidivism rates in WA and the recommendation was supported by the Department.⁹⁹ Another difficulty in filling the prison is that some of the young men eligible for transfer to Wandoo express a preference to remain in a different prison. Aboriginal prisoners in particular often wish to be in a facility where they have the support of close relatives.
- 10.10 A minority of young men are initially classified as minimum-security and are eligible for early placement at Wandoo, where they may be required to complete either of the two offender programs available there (Think First and Pathways) or engage in other activities and opportunities available. Other young men may hope to earn a lower security classification through sustained good behaviour and/or by completing offender programs. But programs placements are often not available, or only available close to the prisoner's release date. The idea that Wandoo attract more young prisoners by offering a violent offender program has been rejected by the Department as being out of character for a re-entry facility [5.5].
- 10.11 Some of the young men who are eligible for transfer to Wandoo expressed a preference to remain in a different prison. Aboriginal prisoners in particular often wish to be in a facility where they have the support of close relatives. Other facilities may be more favourable for family visits or have particular education, work, training or offender programs that a prisoner needs. There has also been evidence that potential residents in sending prisons have been put off by residents transferring out of Wandoo following a positive indication to drug use in drug testing. Aboriginal prisoners also appear to have been disadvantaged through the assessment and classification process used [7.23]. This report has documented some of the initiatives taken in activities and programs to engage young Aboriginal

98 OICS, *The flow of prisoners to minimum-security, section 95 and work camps in Western Australia*, Audits, Reviews and Thematics (December 2012).

99 OICS, *Recidivism rates and the impact of treatment programs* (September 2014).

young men but recommended that management implement measures to further engage and attract Aboriginal young men (after [3.57]).

- 10.12 At the time of the inspection, two solutions were in prospect [1.16]. The least radical was to extend the upper age limit from 24 to 28. This is supportable on the basis that the journey to social and mental maturity for young males likely extends throughout their 20s. A cohort of slightly older men, if suitably motivated, might also help mentor younger men or at least model good participation and behaviour. Aboriginal young men may especially appreciate having older relatives they can look up to. Conversely, older men may be more entrenched in their criminality and influence young men in negative ways, so extending the age range carries a risk. It would be wise therefore to extend the age range gradually and only as far as needed to utilise capacity at Wandoo, selecting only those motivated to make positive life-changes.

Recommendation 7:

Any extension of the upper age limit for Wandoo should be administered gradually and only as far as needed to utilise capacity at Wandoo, selecting only those motivated to make positive life-changes.

- 10.13 The more radical solution under consideration was to change the venue of the program for young men to a dedicated unit at Acacia Prison. In a medium-security environment, many more young men would be eligible to participate in the ‘Wandoo’ program, potentially benefiting from intensive case management, a different approach to programs, education, employment and training and stronger release preparation and re-entry services. Such a solution would extend the contact time with some young men, potentially helping them to step up in their ability to take self-responsibility and make the changes.
- 10.14 However, this solution would fundamentally alter the service that could be provided. In particular it would greatly reduce access to external work, training and other resettlement activities in the metropolitan area. It would also be difficult in that environment to replicate and maintain the collaborative relations between staff and residents at Wandoo and the degree of self-responsibility expected of residents. Many young men would also leave the program as they become eligible for transfer to a minimum-security prison such as Wooroloo or Karnet.
- 10.15 The reason this solution was under consideration was so that Wandoo might become a facility for women, meeting an urgent need to relieve serious crowding at Bandyup Prison.¹⁰⁰ There is much that could be achieved through specialist programs or ‘focus units’ for young men in other facilities. Other young men could certainly benefit from more age-appropriate programs, work skilling, care management support and re-entry services. But it is fallacious to think that the Wandoo program as such could be transferred to a wholly different custodial environment. It would be unfortunate indeed to see such a well-developed and promising re-entry facility closed before it has a chance to reach its full potential and its benefits are fully realised.

¹⁰⁰ Strutt J, *Underused young men’s prison at Wandoo may become women’s jail as overcrowding plagues Bandyup*, ABC (4 July 2014), downloaded from <<http://www.abc.net.au/news/2014-07-04/underused-young-men27s-prison-may-become-women27s-jail/5573508>>

Appendix 1

AGENCY RESPONSES TO THE RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>1. Wandoo management should implement measures to further engage and attract Aboriginal young men.</p>	<p>DCS No response required</p> <p>Serco: Agreed (Low) Wandoo accepts most of the suggestions and will put these in place over the next six months where appropriate. Furthermore, we will seek to ensure that Wandoo continues to address the needs of Indigenous prisoners by exploring the possibility of a culturally inclusive unit of residence, providing exclusively for Indigenous residents and those wanting to identify with Indigenous culture, that seeks to integrate traditional values, indigenous specific education, training and employment programmes and culturally responsive support systems into the reintegration process aligned with the ethos of Serco's values and beliefs at Wandoo.</p>
<p>2. Wandoo should continue to develop its Pathways approach to education, training and work with attention to those needing more basic literacy and numeracy, better continuity along Pathways, higher completion levels, increased information and communications technology content, improved access to external course resources and better use of the Prisoner Employment Program.</p>	<p>DCS No response required</p> <p>Serco: Agreed (Medium) Wandoo will strengthen and continue to develop its offender centric Pathways approach.</p> <p><u>Pathways Approach:</u> The following will be progressed to strengthen Wandoo's pathway approach:</p> <ul style="list-style-type: none">• Expand the Resident Employment and Remuneration Committee (RERC) so that it operates in a multi-disciplinary approach.• Engage the Aboriginal/Family Liaison Officer in the multi-disciplinary approach with the intent of strengthening our engagement with Indigenous residents to ensure greater Indigenous consultation and input from residents. This will include a grievance procedure.• Ensure each Pathway has a 'champion' in the Education team and that the Pathways are reviewed quarterly for relevance and content.

AGENCY RESPONSES TO THE RECOMMENDATIONS

Recommendation	Acceptance Level/Response
	<p data-bbox="737 499 1174 530"><u>Education, Training and Employment</u></p> <p data-bbox="737 533 1276 602">The following will be progressed to strengthen Wandoo’s education and training process:</p> <ul data-bbox="737 616 1353 1500" style="list-style-type: none"> <li data-bbox="737 616 1353 757">• Front end assessments will be improved to identify outstanding literacy and numeracy needs of prisoners which may have changed since their initial assessment. <li data-bbox="737 770 1353 947">• Those identified as needing intensive literacy and numeracy support will be given support through specific programmes aligned to the Pathways and set as a target in their Individual Learning Plans (e.g. Soundways and Toe by Toe). <li data-bbox="737 960 1353 1102">• Wandoo will seek to ensure that participation and completion levels in education and training programmes will be increased through its offender and learner centric approach. <li data-bbox="737 1115 1353 1292">• Each resident will continue to be case managed using their Individual Learning Plans to ensure better continuity along the reintegration pathway and a seamless transition from education and training to employment. <li data-bbox="737 1305 1353 1413">• Raise our concerns with DCS about the bureaucracy of PEP that sees approximately 80% of applications being denied. <li data-bbox="737 1426 1353 1500">• Ensure that all Residents applicable to PEP are encouraged to apply. <p data-bbox="737 1514 1129 1545"><u>Information and Communication:</u></p> <p data-bbox="737 1547 1342 1617">The following will be progressed to strengthen Wandoo’s information and communication capability:</p> <ul data-bbox="737 1630 1353 1975" style="list-style-type: none"> <li data-bbox="737 1630 1353 1771">• Engaging a CMS Administrator to support the CMS Scheduling process, to ensure that residents have increased transparency and awareness of schedule availability and information on the CMS Kiosk. <li data-bbox="737 1785 1353 1975">• Wandoo will develop an ITC strategy that will see the safe and secure adoption of technology as intrinsic to the offender centric approach. This pathway will also ensure that residents have improved access to external courses.

AGENCY RESPONSES TO THE RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>3. DCS should further amend the Prisoner Employment Program to accelerate approval processes to facilitate timely participation in longer term education and training programs by prisoners approved for unsupervised section 95.</p>	<p>DCS Supported – Existing Departmental Initiative The Department is currently reviewing the Prisoner Employment Program and will take into consideration the issues raised in this report.</p> <p>Serco: Agreed (Medium) As part of the offender centric approach Wandoo will identify residents who have longer sentence durations. Wandoo will seek to support and negotiate with DCS to allow access to longer term external education and training programmes that are meaningful and coincide with the resident's reintegration back into the community.</p>
<p>4. DCS and Serco should develop an additional education, training and work facility within Wandoo.</p>	<p>DCS Supported In Principle The Department recognises that as the population increases at Wandoo, additional education, training and work opportunities, either inside or outside the facility will be required. The Department will work with Wandoo to ensure these are in place, within fiscal constraints.</p> <p>Serco: Agreed (Low) Wandoo will seek to work with DCS to develop a strategy to expand and increase the education, training and work facilities within Wandoo.</p>
<p>5. The Benefits Register and Realisation Plan for the Wandoo Reintegration Facility should be revised to include:</p> <p>(a) Valid recidivism measures that compare Wandoo results with results from comparable prisoner cohorts.</p> <p>(b) Both the benefit and costs of the facility. Financial and non-financial costs should be explicitly considered. Factors could include the impact of the facility on the rest of the people in the Department's custody, including women and juveniles, and projected savings from any reduced recidivism.</p>	<p>DCS Supported The Department's Benefits Register and Realisation Plan will be robust and include a meaningful recidivism measure for Wandoo.</p> <p>Serco: N/A DCS directed recommendation, Serco will support and work in partnership.</p>

AGENCY RESPONSES TO THE RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>6. Wandoo management review its staffing, scheduling and vehicle resources to ensure that external activities and other section 95 placements are maximised.</p>	<p>DCS No response required Serco: Agreed (High) This is fully accepted and is part of the current strategy aligned to Wandoo’s proposal for a GPS trial. Wandoo has implemented a weekly scheduler’s meeting to capture the vehicle and staffing resources required a week ahead in addition to the existing electronic scheduling by individual departments. A full time Coordinator has been recruited to manage the movement coordination and scheduling.</p>
<p>7. Any extension of the upper age limit for Wandoo should be administered gradually and only as far as needed to utilise capacity at Wandoo, selecting only those motivated to make positive life-changes.</p>	<p>DCS Supported In Part The extension of the upper age limit for Wandoo is in progress. The additional criteria of being male and minimum-security will remain. Refining the selection process may only occur should a wait list arise. Serco: Agreed (Medium) Wandoo will work with DCS to ensure the age increase is administered gradually.</p>

Appendix 2

THE INSPECTION TEAM

Andrew Harvey	Deputy Inspector
Natalie Gibson	Director Operations
Cliff Holdom	Inspections & Research Officer
Matt Merefield	Inspections & Research Officer
Amanda Coghlan	Inspections & Research Officer
Michelle Higgins	Inspections & Research Officer
Charles Staples	Inspections & Research Officer

Appendix 3

KEY DATES

Formal notification of announced inspection	17 January 2014
Pre-inspection community consultation	1 April 2014
Start of on-site phase	11 May 2014
Completion of on-site phase	15 May 2014
Inspection exit debrief	16 May 2014
Draft Report sent to the Affected Parties	26 September 2014
Response from Serco received	23 October 2014
Response from Department of Corrective Services received	28 October 2014
Declaration of Prepared Report	11 November 2014

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



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