Transitional services in
Western Australian Prisons

May 2016

1 Inspector's overview

It is well known that the number of prisoners in Western Australia is rising, and that our prisons are housing many more people than they were designed for. On any given day, over 6,100 people are now in our prisons, a 20 per cent (1,000) increase since May 2014, compared with only 4,100 in 2009.

What is not generally known is that even more prisoners – over 7,000 – are released every year (600 per month or 150 per week). Half of them have served time after being convicted of a crime ('sentenced prisoners'). The other half have not yet been convicted, and are awaiting court hearings ('remandees').

This report focuses on services to help sentenced prisoners transition back to society. Remandees receive limited transition support (see paras 3.9 and 6.21-6.29, and OICS 2012, 2014c). This is understandable in that most spend less than four weeks in prison. However, remand numbers have risen rapidly in the past three years and remandees, like sentenced prisoners, face significant social and personal issues (OICS 2015). Short remand periods add further disruption and distress in relation to matters such as child care, accommodation and employment. It is therefore important for the Department to expand services to remandees.

In conducting this review we found that:

- supporting prisoners to return to society is an intelligent investment
- the transition services that are offered perform a valuable function and are highly valued by prisoners
- only limited resources are allocated to transition management
- the Department of Corrective Services (the Department) does not allocate these limited resources according to risk, need and demand
- contract redevelopment and procurement has been too slow and poorly handled

Worryingly, while the Department supported all our recommendations it provided no timelines and few concrete commitments.

Why should we spend money to support ex-prisoners?

Too often, especially when budgets are tight, efforts to assist offenders are portrayed as 'going soft', or as giving them unfair free benefits. This is wrong and short-sighted as it is in the whole community's interest to help prisoners return to society. This is because:

- Most prisoners face complex difficulties in relation to issues such as mental health, accommodation, family relationships, substance abuse and employment. It is unrealistic to expect that they will settle back into society without support.
- Ex-prisoners are most likely to re-offend within the first 12 months and the risks of death through suicide or overdose are also elevated at this time.

- Close to half of all sentenced prisoners return to prison within two years of release because they commit another significant crime.
- At current rates, 45 per cent of the 3,700 sentenced prisoners who were released during 2014 will return to prison. This equates to 1,600 people, more than our biggest prison (Acacia).
- The cost of keeping just one person in prison is $332 per day, or $120,000 per year. This means the annual cost of housing the projected 1,600 returning prisoners from 2014 will be over $190 million.
- The emotional, human and financial costs to victims, the community, offenders and families are immeasurable.

In short, it makes human, social and economic sense to reduce the number of people returning to prison. Transition support programs should be a key element of this. Some can be provided by government, but the not-for-profit sector also plays a pivotal role.

Transition managers and 'Re-entry Link' program

Under the Re-entry Link program, which costs around $10 million per year, not-for-profit organisations are contracted to provide pre-release and post-release support. The program is available at all prisons, with the exception of the privately-run Wandoo Reintegration Facility for young men, which has its own processes and contracts. The Re-entry Link program is a highly regarded service. Re-entry Link program staff are extremely motivated in improving the lives of prisoners and commonly provide services well in excess of their contractual requirements.

The Transition Manager role was pioneered at the privately-operated Acacia Prison (where they are called Resettlement Managers) and then rolled out to public sector prisons. It is a good, but rather too rare example of the public sector drawing on private sector innovation (OICS 2014f). Transition Managers assist sentenced prisoners to source key documentation such as birth certificates, Medicare cards and driver's licences. They also refer prisoners who are in the last six months of their sentence to community organisations that offer support by way of short term accommodation or voluntary support (such as Alcoholics Anonymous). These services are highly sought after by prisoners.

Poor allocation of limited resources at public prisons

Five minimum security prisons have a primary focus on re-entry. They vary in size and function, from 90 or fewer (Boronia Pre-release Centre for Women, Wandoo Reintegration Facility and Pardelup Prison Farm) to well over 300 (Karnet and Wooroloo Prisons). However, only 15 per cent of the state's prisoners are released from these prisons: the rest leave the higher security metropolitan prisons (Bandyup Women's Prison, and Acacia, Casuarina and Hakea prisons) or the regional prisons.

In 2014, Boronia released 140 low risk sentenced prisoners, and had one full time Transition Manager to assist. Bandyup, which houses much higher risk, higher needs women, released almost 300 sentenced prisoners and 500 remandees. But it also had only one full time

Transition Manager. If Bandyup was brought in line with Boronia, it would need more than two.

Stark differences are also evident at the male prisons. At the privately-operated Acacia Prison, Serco had managed and prioritised its budget in such a way that it was employing four full time Resettlement Managers to assist 670 prisoners. By comparison, the Department had only found funding for one full time Transition Manager at its major metropolitan male prisons, Hakea and Casuarina. Hakea had released over 450 sentenced prisoners and 1,900 remandees. Casuarina had released around 450, half of whom were remandees. The two male re-entry prisons (Karnet with 265 releases and Wooroloo with 400) also had just one Transition Manager each. We also found that the regional prisons were not resourced in a way that matched numbers, risks or needs.

We have therefore recommended that the Department develops a system which allocates transition services according to demand and risk. The Department has supported this and says it is already actioning the matter as part of the development of an Integrated Individualised Offender Management framework ('IIOM'). But it has provided no timeframe for this.

Contract management and procurement

Service agreements for the re-entry program were established with a commencement date of January 2011. They ran for an initial period of one year with provision for extensions for two additional two year terms subject to a review after the first year. In mid-2015, a number of contracts were extended for 12 months to June 2016.

The service agreements lack appropriate outcome based performance measures and need updating. At present, performance reviews of service delivery focus on matters such as the number of clients and number of contacts, and do not measure results such as reducing recidivism or placing people in accommodation and employment. Most of the outcomes that are listed are very high level and not measurable. In revising the contracts, the Department also needs to take into account the recent shifts in the prisoner population profile, including the growth in women and in remand prisoners.

Contract revision has taken far too long. The 12 month extension from June 2015 to June 2016 gave the Department ample time to conduct an assessment of demand and service specifications for re-entry services, and to conduct a tendering process. The service agreements are fast approaching the end of the June 2016 extension but none of these tasks has yet been completed. In fact, they have barely started. The first stage will be a series of workshops involving potential service providers in late June, just days before contract expiry. There will be a great deal of work to do after that to draw up and tender new contracts.

The status of the service agreements after June is therefore unclear. But if re-entry services are to continue, the only option will be to renew some or all of the contracts for a minimum of six months. The Department is in the midst of major reform and restructuring, but this does not excuse the delays. The delays have generated uncertainty and contracts cannot continue to be rolled over without risk of breaching government procurement requirements.

Poor communication and inconsistent messages from the Department have added further uncertainty and risk. Like any business, not-for-profit organisations need clear advice if they are to develop and fund their services, plan for the future, and retain good staff. At best, the conflicting messages have caused frustration and uncertainty. At worst, the ability of not-for-profit organisations to deliver services has been compromised.

In short, I cannot be confident that there will be seamless service delivery over the coming year. Those most affected by the mismanagement of the last 12 months will be prisoners seeking support services, staff whose agencies are not able to give any assurances about employment, and ultimately the community at large. Although I have not conducted a review of contracted services in youth justice, the evidence suggests that contract development in that part of the Department has been handled in a more structured, timely and appropriate way.

Looking ahead

The evidence shows that it is smart to invest in strong re-entry services if we want to improve community safety and to reduce the financial and social costs of imprisonment. The services that are offered are highly sought after by prisoners and very relevant to assisting a safe return to the community. The not-for-profit sector is developing capacity and is well placed to offer expanded and improved services.

However, there are significant problems. The increase in the prison population has not been matched by an increase in transition management staff; staffing levels are poorly correlated with demand; information sharing is inadequate; services do not always reach the higher risk prisoners; and there are communication and accountability gaps.

The Department has supported all six of our recommendations and has said they reflect existing initiatives. The primary response to each recommendation is:

> 'The Department is developing and implementing an Individualised and Integrated Offender Management Framework to improve and streamline its service delivery. The IIOM implementation project will align assessment and classification processes to better determine and allocate offender program needs, develop greater efficiencies in allocation of offenders to programs and improve prioritisation and sequencing of programs.'

The IIOM is a good concept but none of the responses provides any timelines for implementation.

I am also not persuaded that the IIOM is a necessary pre-requisite for some recommendations. For example, recommendation 6 calls for 'a comprehensive performance management framework to monitor … service agreement outcomes.' One would have thought that this is something that should be embedded immediately, and would be expected by Treasury and others as part of good contract management. The Department's response is obtuse, bureaucratic, and totally non-committal:

> 'This recommendation will be considered via the implementation of IIOM Framework and against strategic platforms around data integrity, enhancing service delivery and driving performance by enhancing IT capabilities.'

The IIOM is a promising concept and one that I welcome. However, it is not the first time that we have been promised better targeted and streamlined services. In the 1990's, when I was a member of the Parole Board we were told that the then Ministry of Justice had implemented a system which would provide a 'seamless transition' for prisoners to the community. It hadn't, though the intentions were as good then as they are now.

Unfortunately, for almost half our prisoners, the only seamless transition seems to be back into prison. That is why transition services matter, why we need to deliver more comprehensive services, and why we need to resource and manage them better.

Neil Morgan

27 May 2016

2   Recommendations

		Page
1	Ensure that the level of resourcing for transitional services is commensurate with demand and prisoner risk.	10
2	Implement options to improve access to transitional services such as transitional clerks, orientation presentations and processes that identify 'high needs' prisoners.	13
3	Provide access to relevant sections of the TOMS database to all Re-entry Link service providers.	32
4	Establish a risk and needs based criteria to prioritise prisoners' access to throughcare support.	32
5	Replace the contract monitoring data portal with an information system that promotes evidence-based decision-making.	33
6	Develop a comprehensive performance management framework to monitor Re-entry Link service agreement outcomes.	37

3   Background

3.1   At any given time, there are over 6,000 people held in Western Australian prisons. Depending on one's perspective, a prisoner's segregation from wider society can be for the purposes of punishment, deterrence, or for rehabilitation. What is not commonly considered is the prison system's role in *releasing* people back into the community. In 2014, close to 4,000 sentenced prisoners walked out of a prison and into the community, equating to over 10 prisoners per day. Each of these prisoners left the highly structured, monitored, and securitised prison environment and entered the relative freedom of the community. This transition can be difficult and, in many cases, unsuccessful.

3.2   Nearly 40 per cent of all sentenced prisoners return to prison within two years of release and over three-quarters of sentenced prisoners have served previous time in prison. As noted in this Office's previous review into recidivism rates in Western Australia, the costs of reoffending are incredibly high (Office of the Inspector of Custodial Services [OICS] 2014a). With each prisoner costing the state $332 per day (Department of Corrective Services [DCS] 2015), not to mention the financial and human costs to victims, there is clearly an imperative to reduce the likelihood of a prisoner returning to prison. Of greatest benefit to the community would be if prisoners not only ceased reoffending but began positively contributing to the community and integrating into mainstream society (Borzycki & Baldry 2003).

3.3   The successful transition from a prisoner to a productive and independent member of the community has been referred to as reintegration (Willis & Moore 2008). It is important to note that while the term 'reintegration' implies previous integration within mainstream society, this is often not the case (Ward 2001).

3.4   The United Kingdom's Social Exclusion Unit (2002, p. 6) identified a number of personal and social disadvantage factors that impede successful prisoner reintegration, including:

- education
- employment
- drug and alcohol misuse
- mental and physical health
- attitudes and self-control
- institutionalisation and life skills
- housing
- financial support and debt
- family networks

3.5   Some cohorts have additional and distinct barriers to reintegration. Female prisoners are more likely to be a primary caregiver of a dependent child, which may affect their employment opportunities and conversely economic independence (Lackner 2012). Female prisoners are also more likely to experience abuse such as domestic violence, undermining their potential for reintegration (DCS 2006; Lackner 2012). Many Aboriginal prisoners face extensive disadvantage when they return to their community from prison. In regional Aboriginal communities the prospects for reintegration are further diminished by issues such as loss of culture, colonisation and discrimination compounded by intergenerational unemployment, substance abuse, and high levels of violence (Willis & Moore 2008).

3.6   A critical time period that can make or break reintegration is 're-entry'. Re-entry refers to the moment when a prisoner transitions from living within prison to being in the community (Willis & Moore 2008). This is a critical time as prisoners are most likely to reoffend within the first 12 months after release (Langan & Levin 2002; Ross & Gaurnieri 1996). Recently released prisoners also demonstrate a markedly increased risk of death through unnatural causes such as suicide and drug overdose compared to the general population (Binswanger et al. 2007; Graham 2003; Hobbs et al. 2006; van Dooreen, Kinner & Forsyth 2013).

3.7   The Department provides specific services within prisons to assist prisoners with re-entry and improve the likelihood of reintegration. Since 2008, 'transitional managers' have been present at most prisons to assess the reintegration needs of prisoners and refer them to other government and non-government organisations for assistance. The transitional manager role originated from Acacia Prison, and is an example of innovative practices from the private sector being picked up by the public system. In addition, the Department has a total of 111 service agreements with 51 non-profit agencies that provide services aiding prisoner reintegration (DCS 2015a). The total value of these service agreements was $30.7 million in 2014/15 (DCS 2015a).

Transitional Managers and the Re-entry Link Program

3.8   Transitional managers assist prisoners in sourcing identification items such as birth certificates, Medicare cards and driver's licences. Prisoners are also referred to other community organisations that offer programs (e.g. Alcoholics Anonymous) or short-term accommodation. Many of the voluntary programs and accommodation services can only be requested in the final six months of a prisoner's sentence as the Department considers this period the primary scope of re-entry services.

3.9   The 'Re-entry Link' program is the most comprehensive service available for transitional managers to refer people to for assistance, with a total value of $9.4 million in 2014/15 (DCS 2015a). The program consists of not-for-profit organisations being contracted to provide the following services to prisoners:

- Remand support service: assists with issues occurring at the time of the prisoners' entry into prison (e.g. communicating with family, identification documentation, housing issues). Two weeks of support is available from intake into prison, with an additional two weeks of support available with permission from the prison superintendent.

- Pre-release information service (Life Skills): provides group information sessions to prisoners to help prepare them for living in the community. Typical areas covered in the Life Skills program include anger management, budgeting, communication skills, family relationships, and health.

- Pre-release support: the Re-entry Link provider identifies and addresses reintegration barriers for prisoners prior to their release via a case management approach. Prisoners can either be casual or formal clients. Casual clients are provided up to three instances of one-off support while formal clients will be provided a formal transitional plan addressing all aspects of reintegration. This support is available six months prior to release.

- Post-release support:[1] formal clients of the pre-release support service are provided additional case management support for up to 12 months after release.

3.10 There is one provider of the Re-entry Link program at each prison. The Re-entry Link Program aims to link all new prisoners on remand and all sentenced prisoners within six months of release with a Re-entry Link provider. The Life Skills program is also available six months prior to release at most prisons. All services are voluntary.

3.11 The Re-entry Link program is available in every prison in the state except Wandoo Reintegration Facility (Wandoo). Wandoo is a privately operated prison that has contracted Mission Australia to provide re-entry services to prisoners. Mission Australia and Wandoo's 'throughcare planners' have a specific focus on improving the employability of residents though the overall scope of services is similar to those provided by the Re-entry Link program and transitional managers. The collaborative case management of prisoners at Wandoo was regarded as best practice in a recent inspection of the facility (OICS 2014b).

3.12 At all other prisons, Re-entry Link providers collaborate with transitional managers to identify and address the reintegration barriers of prisoners who elect to receive case management support in prison.

---

[1] Prisoners on early release orders in the community are also eligible to receive post-release support. Community corrections officers can refer prisoners to Re-entry Link providers, though this rarely occurs (see DCS 2013a, 2013b, 2013c, 2014a). Specialist re-entry services are also available for prisoners on indeterminate sentences and sex offenders. The focus of this report will be on the provision of the Re-entry Link program to mainstream prisoners at all prisons.

Remand

Services available:

- Re-entry Link Program: Remand support service (up to 4 weeks support)
- Limited range of services can be requested through the transitional manager

Sentenced > 6 months prior to release

Services available:

- Limited range of services can be requested through the transitional manager

Sentenced < 6 months prior to release

Services available:

- Re-entry Link Program: Pre-release support (casual or formal client)
- Re-entry Link Program: Life Skills
- Prisoners can request a wide range of services through the transitional manager

Community

Services available:

- Re-entry Link Program: Post-release support for up to 12 months (formal pre-release clients only eligible)

Figure 1

Overview of re-entry services available to prisoners

3.13 No definitive split between the responsibilities of the Re-entry Link provider and the transitional manager exists and so the reintegration services provided by the two parties differ from prison to prison. The responsibilities of each party at each prison have been determined through negotiations between the transitional manager, the Re-entry Link provider and prison management. The Re-entry Link provider is in most cases responsible for accommodation, family issues, transport and general case management support while identification, Centrelink and referrals to voluntary programs are typically the responsibility of the transitional manager.

3.14 Previous inspections by this Office have found that transitional services and the Re-entry Link program are considered positively by prisoners though the ever-increasing prison population has led to services becoming over-stretched and difficult to access in some prisons (OICS 2010a, 2010b, 2014c). Accessible, effective, and accountable re-entry services and transition practices are crucial to address Western Australia's high recidivism rate and the high costs of reoffending to the community. While it is not possible to examine every aspect of re-entry service provision in Western Australia, this report seeks to determine whether transitional and Re-entry Link

support services provide prisoners with the best possible prospect of successful reintegration.

4 Accessing transitional services

4.1   Transitional managers should be acknowledged for their capability and motivation in the face of considerable workload pressures. Despite the absence of formalised training or policies in the provision of transitional services, they have developed highly productive relationships within prisons and with outside organisations, and have undoubtedly assisted thousands of prisoners in overcoming barriers to reintegration.

4.2   Transitional managers are a highly cohesive group who collaborate regularly and assist one another when problems arise. Transitional manager are, overall, a significant asset to the Department. However, considerable deficiencies in the provision of transitional services were observed. This is not due to a failure of staff but a lack of strategic planning to determine the resources and processes required to address the needs of prisoners most at risk of reoffending.

Prison role and staffing levels

4.3   Prisons in Western Australia vary considerably in their role and level of security. Hakea Prison (Hakea) and Bandyup Women's Prison (Bandyup) are the main entry points for remandees across the state. These prisons are designated maximum-security based on their design, philosophy and operational procedures, with Hakea holding a largely transient population. Minimum-security facilities such as Boronia Pre-release centre (Boronia), Karnet Prison Farm (Karnet), Pardelup Prison Farm (Pardelup), Wandoo, and Wooroloo Prison Farm (Wooroloo) are alternatively considered 're-entry prisons'. These prisons are specifically designed to prepare prisoners for release and maximise their prospects for reintegration.

4.4   While re-entry prisons are specifically designed to prepare prisoners for release the reality is that they represent only a small proportion of all prisoner releases. Only 25 per cent of all sentenced prisoners and 13 per cent of all prisoners were released from a re-entry prison in 2014. Acacia Prison (Acacia), Hakea, and Bandyup have a larger role in releasing people into the community compared to most re-entry prisons, even if only sentenced prisoners are considered.

Table 1

Location of released prisoners in 2014

Prison	Total releases	Releases (sentenced only)	% of all state releases	% of all state releases (sentenced only)
Maximum-Security				
Albany Regional Prison	222	122	2.9%	3.1%
Bandyup Women's Prison	797	288	10.4%	7.4%
Casuarina Prison	429	195	5.6%	5.0%
Hakea Prison	2,356	462	30.8%	11.8%
Medium-Security				
Acacia Prison	666	661	8.7%	16.9%
Minimum-Security				
Boronia Pre-release Centre	142	138	1.9%	3.5%
Karnet Prison Farm	273	271	3.6%	7.0%
Pardelup Prison Farm	78	78	1.0%	2.0%
Wandoo Reintegration Facility	85	81	1.1%	2.1%
Wooroloo Prison Farm	405	400	5.3%	10.3%
Multi-Security				
Broome Regional Prison	239	163	3.1%	4.2%
Bunbury Regional Prison	442	211	5.8%	5.4%
Eastern Goldfields Regional Prison	341	203	4.5%	5.2%
Greenough Regional Prison	430	254	5.6%	6.5%
Roebourne Regional Prison	428	170	5.6%	4.4%

4.5   Accessible transitional services are arguably even more important for prisoners who are not able to reach a minimum-security re-entry facility prior to their release than those that do. The Department's security classification instrument regards younger age, prior prison admissions and the denial of parole as risk factors for escape and so prisoners with these attributes have a low likelihood of reaching a minimum-security facility prior to their release (OICS 2013, 2014a). Prisoners who are not released from a minimum-security facility are also at an increased risk of reoffending as many of the characteristics that predict escape risk also predict reoffending. As noted in this Office's review into recidivism in Western Australia, prisoners released from minimum-security prisons are less likely to reoffend regardless of their release facility as they are typically older, have fewer prior prison admissions and are less likely to have substance abuse issues (OICS 2014a).

4.6   Transitional manager staffing levels are largely consistent across Departmental facilities despite the large variation in the number of prisoners requiring transitional services and the reoffending risk of each prison's population. Most Departmental facilities have one full-time transitional manager, with Pardelup and West Kimberley

Regional Prison (West Kimberley) each having one staff member performing part-time transitional manager duties. The privately run Acacia Prison has four full-time transitional staff. No relationship is evident between staffing levels and the number of the transitional manager's potential clients.

Table 2

Transitional manager FTE and prison releases in 2014

Prison	Transitional Manager FTE	Number of Releases (> 30 days stay)	Releases per FTE
Maximum-Security			
Albany Regional Prison	1	131	131
Bandyup Women's Prison	1	305	305
Casuarina Prison	1	288	288
Hakea Prison	1	598	598
Medium-Security			
Acacia Prison	4[2]	633	158
Minimum-Security			
Boronia Pre-release Centre	1	133	133
Karnet Prison Farm	1	265	265
Pardelup Prison Farm	0.5[3]	76	152
Wooroloo Prison Farm	1	380	380
Multi-Security			
Bunbury Regional Prison	1	200	200
Eastern Goldfields Regional Prison	1	114	114
Greenough Regional Prison	1	214	214
Roebourne Regional Prison	1[4]	196	196
West Kimberley Regional Prison	0.5	138	276

4.7 The presence of only one transitional manager in most facilities results in a lack of leave coverage. While temporary replacements are in most cases available during lengthy periods of leave, this is not the case when a transitional manager is away on holiday for a week or two. This leaves prisoners without access to many transitional services during periods of leave, and results in the transitional manager facing a large backlog of work when they returned.

4.8 Workload pressures are problematic at large facilities that cater for prisoners with high and immediate reintegration needs such as Hakea and Bandyup. While transitional services are primarily intended for sentenced offenders within six months

---

[2] Acacia Prison has one resettlement manager and three resettlement co-ordinators. Their role is synonymous with transitional managers in public prisons and so will be referred to as such in this report.

[3] FTE is approximate for Pardelup and West Kimberley. The staff members at these facilities do not have a clearly defined proportion of their role allocated to the provision of transitional services.

[4] Roebourne had 1 FTE transitional manager during 2014 but now has a part-time transitional manager.

of their release date, much of the Hakea's and Bandyup's transitional manager's time is spent assisting prisoners on remand. Remandees not only place an increased time pressure on service provision due to their shorter prison stays, but can be more time consuming.

4.9   Problematic workloads were also evident at West Kimberley, a facility without a full-time transitional manager. West Kimberley releases more prisoners per year than Albany, Boronia, Eastern Goldfields Regional Prison (Eastern Goldfields) and Karnet, who each have a full-time transitional manager. The West Kimberley transitional manager described how they had to be selective in what tasks they undertook due to the high workload. Tasks that were undertaken by the transitional manager at other prisons were the responsibility of the Re-entry Link provider at West Kimberley, resulting in the Re-entry Link provider having less capacity to provide case management support.

4.10   These considerable workload inequities result in an impaired capacity to provide an effective service at some prisons. It is inevitable that compromises have to be made when some prisons have over five times the workload as other prisons yet have identical resourcing. Many of the transitional managers often struggled to cope with the workload and were concerned that some offender groups did not access services prior to release. The Department's own review into re-entry services made a similar finding in early 2014, yet no additional resourcing has been made available (Highfield 2014).

4.11   Transitional managers at facilities with higher workloads described having limited capacity to:

- meet with prisoners on a one-on-one basis
- identify and assist prisoners with lower literacy or assertiveness
- communicate the types and availability of services to staff or prisoners
- research new services or review the quality of existing services

4.12   Some prisoners were said to miss out completely on services or failed to receive the level of attention they required, though no reliable data exists on the extent that this occurs (see para. 5.1). Overall, while smaller facilities have the capacity to provide an individualised case management service and are able to meet with prisoners multiple times during their stay, this is not possible in many of the larger facilities despite the greater number of prisoners they release into the community, and the riskier profile of their prisoners.

Recommendation

Ensure that the level of resourcing for transitional services is commensurate with demand and prisoner risk.

Promoting transitional services

4.13   There is little consistency across Western Australian prisons in how transitional managers promote available services, or assess the reintegration needs of their prisoners. Some level of inconsistency is expected given the considerable differences in prison size and population profiles across the state. However, some practices employed at some prisons are in fact counter-productive and actually make it more difficult to request assistance than in other prisons. More worryingly, in many cases, it is more difficult to request services in prisons that release prisoners at greater risk of reoffending.

4.14   A prisoner's introduction to transitional services differs depending on the prison they were received. Prisoners first learn of transitional services during the orientation process. The orientation process differs from prison to prison and largely reflects prison size and security rating:

- At smaller prisons and most regional prisons the transitional manager is involved in the orientation, either by individually interviewing prisoners or presenting at group orientation sessions.
- At the minimum-security facilities of Karnet and Wooroloo it is the responsibility of specifically employed prisoners to provide a tour of the facility and to introduce new prisoners to relevant staff such as the transitional manager.
- At large maximum-security prisons such as Hakea, Casuarina Prison (Casuarina), and Bandyup it is the responsibility of an orientation officer or peer support officer to explain the services available to new prisoners.

4.15   Large remand facilities such as Hakea, Bandyup and to a lesser extent, Casuarina hold a population at a high risk of reoffending and a higher likelihood of having immediate reintegration needs due to their remand status. Despite the higher need for accurate and timely information on the services available at these facilities the transitional managers have limited input and awareness of the information provided to prisoners on transitional services. One transitional manager stated that they were not aware if transitional services were mentioned at all during the orientation process. This presents an unacceptable risk of prisoners not being informed of the services that they can request.

4.16   The transitional managers at Albany Regional Prison (Albany) and Acacia similarly do not have the time to individually see prisoners or present information however, they had developed information packages on transitional services that were delivered during orientation. At Albany this took the form of an 'induction booklet' issued during orientation while at Acacia Prison the transitional manager had developed a PowerPoint presentation that was presented by other prisoners. These processes ensure information is up-to-date and accurate and should be considered at Hakea, Bandyup and Casuarina.

4.17 Following orientation, prisoner access to transitional services is largely through an opt-in process. This is not ideal, as prisoners who are more likely to reoffend are in many cases less likely to proactively pursue assistance, or demonstrate motivation to change (Lackner 2012). Transitional managers noted that assertive prisoners were more likely to request services and that quieter prisoners sometimes missed out. The level of resourcing certainly contributes to this problem however, the processes in place at some prisons also make it less likely that prisoner needs will be identified.

4.18 The primary method to request transitional services is by completing a re-entry questionnaire. The re-entry questionnaire is a checklist that lists all available services. Prisoners tick a checkbox next to any service they would like a referral to and submit the form to the transitional manager. This form is available during the orientation process (though many prisoners are not eligible to receive most services at this point) and also from each unit office. The form differs between prisons in terms of the services available and the complexity of information presented. Prisoners have low levels of literacy (Community Development and Justice Standing Committee 2010) and so the completion of a re-entry questionnaire is an inappropriate method to request services for many prisoners.

4.19 It is commendable that alternatives to the completion of a re-entry questionnaire exist, though most still require the prisoner to opt-in to access services. The methods available differ from prison to prison and include:

- transitional managers walking around the prison to promote services and field queries
- referrals to the transitional manager by other prison staff or the Re-entry Link provider
- prisoners being able to submit a unit interview form to arrange a meeting with the transitional manager
- prisoners having the capacity to meet with the transitional manager without an appointment due to an open-door policy
- transitional managers automatically scheduling meetings with every prisoner
- assistance by prisoners employed as 'transitional clerks' to complete the re-entry questionnaire

4.20 Hakea appears to have the highest risk of prisoners missing out on having their reintegration needs addressed. Hakea is reliant on prisoners opting in to request services despite its transient and high risk prisoner population. In addition Hakea not only has inadequate staffing for its population, it has no transitional clerks, and the location of the transitional manager's office in the main administration block limits prisoner contact to scheduled appointments in official visits. While Hakea's transitional manager very efficiently and capably manages the considerable volume of requests received they do not have the capacity to proactively engage with prisoners who did not opt-in to receive transitional services (see OICS 2012a).

4.21   The other maximum-security facilities seek to mitigate the risk of prisoners missing out on services, though there is little consistency in the extent, or the method by which this is achieved. At Casuarina and Albany the transitional managers stated that they walked around the facility to field requests and advertise services. At both Albany and Bandyup detailed records were kept on who had and hadn't requested services. The transitional managers in collaboration with other prison staff and external service providers identified prisoners who were 'high need', and these prisoners were followed up, even if they hadn't requested services. This is commendable. However, prisoners at Bandyup who had not returned the re-entry questionnaire they were provided were, in many cases, simply sent another re-entry questionnaire to complete. Unfortunately simply sending another questionnaire may not address the underlying reason why the first questionnaire had not been completed (see OICS 2014c).

4.22   Casuarina differs to other maximum-security facilities in that it employs prisoners as transitional clerks to assist with the completion of re-entry questionnaires. Prisoners are automatically approached by transitional clerks six months prior to release, a practice which reduces the reliance on prisoners opting in and mitigates literacy related barriers to requesting services.

4.23   The use of transitional clerks is inconsistent, not only across maximum-security facilities, but across the entire custodial estate. The decision on whether to use transitional clerks at a facility appeared to be based on subjective perceptions of prisoner trustworthiness or risk rather than Departmental guidelines or objective metrics such as prison size or security rating. Casuarina, Bunbury Regional Prison (Bunbury) and Acacia employ multiple transitional clerks who move throughout the prison to assist prisoners to complete the re-entry questionnaire and to improve awareness of transitional services. The transitional manager at Casuarina noted that the clerks were indispensable and they would not get through one-third of their work without them. At Wooroloo, one transitional clerk is employed but does not assist as much with the completion of forms due to confidentiality concerns. At Bandyup and Albany, transitional clerks are not used at all due to confidentiality and standover concerns. Transitional clerks are therefore considered indispensable at one maximum-security prison, while being a liability and a danger at another.

4.24   Given current fiscal constraints and ever-increasing prisoner numbers, transitional clerks represent a cost-effective method to bridge gaps in service provision and provide meaningful prisoner employment, provided sufficient safeguards are in place. Transitional clerks have access to confidential information and so it is clear that only prisoners afforded the highest level of trust are suitable to be transitional clerks. Limitations may also need to be placed on the types of information they can access. The presence of transitional clerks in five very different prisons, however, demonstrates that this is not an insurmountable obstacle.

4.25   Overall, the Department needs to be more innovative mitigating the prison size and security related barriers to accessing transitional services. Poor staffing levels at many

of the larger prisons undoubtedly present a substantial barrier to accessing services. However, inconsistencies in practice across prisons also contribute to the risk of prisoners falling through the cracks. Innovative practices such as the use of transitional clerks, the identification of 'high needs' prisoners, and the use of information packages delivered during orientation are applied inconsistently across the estate. This reflects a lack of strategic planning on how best to deliver transitional services at each prison.

Recommendation

Implement options to improve access to transitional services such as transitional clerks, orientation presentations and processes that identify 'high needs' prisoners.

5 Determining supply and demand for services

5.1 The Department's recording of transitional services data has been poor. This has stymied the Department's ability to determine the amount of unmet demand and allocate resources efficiently and effectively. During the course of this review the Department began recording transitional services referrals in all Department prisons except for Hakea, using their education and training database, known as Pathlore. Using Pathlore to record transitional services data is a step in the right direction towards a more strategic approach to the delivery of transitional services.

5.2 Prior to using Pathlore to record referral information in mid-2015, transitional managers recorded referral information through three methods:

- Statistics spreadsheet: Each transitional manager had an Excel spreadsheet where they collated the number of weekly referrals to each service. Details on the number of Aboriginal and non-Aboriginal clients were also collected.

- Quarterly performance report (QPR): Transitional managers in Departmental prisons submitted a QPR to their superintendent, Head Office manager, and contracted services. The QPR summarised the number of referrals and clients to all services each quarter and provided additional context on workload, difficulties, and any other activities undertaken by the transitional manager. The QPR is best described as an activity report, given that performance is self-reported and there are no outcome measures of what constitutes good performance.

- Total Offender Management System (TOMS) offender notes section: Offender notes is a free-text section within the Department's TOMS database that is frequently used by transitional managers to record actions that have been undertaken for each prisoner. This information is useful if a prisoner moves between facilities. Offender notes cannot be used for statistical tracking due to its free-text nature.

5.3 Examination of data from these sources found large amounts of missing data, inconsistency between prisons in the services that were included and excluded for reporting purposes, a lack of alignment between the QPR and the statistics spreadsheet, and inconsistency in the counting rules within prisons across multiple quarters. These statistics were not suitable for strategic planning purposes.

5.4 The poor quality of the data also meant that it could not be determined whether transitional services were being equitably provided across genders and races, one of the purposes for this review. While the data suggested that Aboriginal prisoners and women were more likely to request transitional services, in line with their higher reintegration needs, the lack of robustness of the data prevented any definitive conclusions being made.

5.5   In mid-2015 the Department began training transitional managers in using the Department's education and training database, known as Pathlore, to record transitional services referral data. Pathlore has many benefits over the existing statistics spreadsheet. Since it is a database, it is considerably more powerful and time efficient in its capacity to search for individual records, retrieve information and link together data to determine relationships. Unlike the statistics spreadsheet, Pathlore records information on an individual basis which means that it can be accurately known how many distinct prisoners requested certain types of services in a given timeframe. The use of a database with fixed data entry fields also results in there being a far more consistent and robust approach to recording data compared to the statistics spreadsheet.

5.6   A shortcoming of Pathlore is that it lacks a function to record the details of prisoners who were waitlisted for programs, a feature present in the statistics spreadsheet. As a result Hakea chose not to use Pathlore, but rather continued to use the statistics spreadsheet.

5.7   While the use of Pathlore is a much needed improvement to what was previously an unacceptable situation, the failure of the Department to successfully implement its roll out across all its Departmental run prisons remains a significant deficiency.

Areas of need

5.8   Given that Pathlore has only been recently, and partially introduced, there is limited data available on the transitional services most in demand. However, there was general consensus among transitional managers on the areas where demand was most exceeding supply. These included:

- voluntary programs
- services for prisoners with a mental illness
- accommodation

Voluntary Programs

5.9   Transitional managers regarded voluntary programs as an area of high need, with programs relating to drug and alcohol misuse, domestic violence, and anger management being most frequently requested. Voluntary programs are particularly important for prisoners on remand, or who have been given a short sentence. Prisoners with an expected custody time of less than six months, or who are on remand are generally not assessed for Departmental treatment programs (DCS 2012a) and so are reliant on voluntary programs accessed through the transitional manager to address their offending behaviour. The ineligibility of short-stay prisoners to participate in treatment programs particularly disadvantages Aboriginal prisoners as they are more likely to be imprisoned for short periods (Willis & Moore 2008).

5.10   Even prisoners on longer sentences have considerable difficulties accessing programs. For prisoners released in 2014, 29.7% of identified treatment needs were unmet due to a lack of program availability. Program accessibility is poorer in regional prisons (OICS 2014a).

5.11   The Department has some voluntary drug and alcohol services available, such as the Brief Intervention Program (BIS), the Drug and Alcohol Throughcare Service, and the Prison Addictions Services Team; however, waiting lists were long and the services were not available at all prisons. Programs provided by community organisations were highly regarded but similarly limited in their capacity to cope with demand.

Mental Health

5.12   Transitional managers also considered prisoners with mental health issues as being inadequately covered by available services. There is a vastly higher prevalence of mental health issues among prisoners compared to the general population (Davison et al. 2015; Mental Health Commission 2014) and previous reports by this Office and other agencies have noted the inadequacy of currently available services to identify and treat those with mental health conditions both in prison and in the community (Mental Health Commission 2014; OICS 2014c, 2014d).

5.13   Prisoners with active or serious mental health issues are not eligible to participate in many Departmental treatment programs (DCS 2012b) and transitional managers stated that community services were similarly limited relative to demand. One transitional manager noted that community services were typically available on a crisis basis, but this meant that many prisoners with chronic mental health conditions left prison with little to no formal support.

Accommodation

5.14   Many prisoners were said to be released to homelessness or to crowded and dysfunctional living arrangements and were, as a result, at a significant risk of reoffending. Transitional managers described how they had to manage prisoner expectations regarding accommodation, which in some cases involved telling prisoners there was little likelihood of success when filling out application forms. Accommodation providers were observed to halt applications entirely due to the length of waiting lists. The Department have commendably committed significant resources to improve the accommodation outcomes of ex-prisoners. The Department has entered into arrangements with the Department of Housing (DoH) and with non-profit organisations to provide accommodation for up to three months through Outcare's accommodation program, up to six months through the Transitional Accommodation Support Service (TASS) program, and up to nine months through the Accommodation and Support Services Program. Some accommodation support is also available for up to 18 months for single people.

5.15   The TASS program is the most comprehensive housing program currently contracted by the Department. Prisoners are able to access 40 DoH houses across the state, with four of these houses allocated to prisoners with intellectual disabilities. However, only 105 out of 585 (18%) applications for the TASS program in 2014 resulted in a placement. Transitional managers at both metropolitan and regional prisons noted great difficulty in accessing TASS houses for prisoners due to their scarcity. The TASS program is not available at all in the Pilbara and the Kimberley.

5.16   Overall, there are substantial shortfalls in the availability of services that address key risk factors for recidivism. Many of these services are arguably at the periphery of the Department's responsibility. There is therefore a need for a strategic whole-of-government approach to address these risk factors, particularly in light of the whole-of-community impacts of reoffending. Mapping out the services required by government and non-government organisations begins with the undertaking of a needs analysis informed by a credible evidence base (Department of Premier and Cabinet, 2011).

6　The Re-entry link program

6.1　The Re-entry Link program provides support to thousands of prisoners each year with the overall goal of reducing the burden of reoffending on the community. Given the extreme costs of imprisonment, the program only needs to assist 100 people to stay out of prison for one year (who otherwise would have been imprisoned) for the program to have a positive return on investment on its $9.4 million annual contract costs.[5]

6.2　The Re-entry Link program is a highly regarded service. Re-entry Link program staff are extremely motivated in improving the lives of prisoners and provide services well in excess of their contractual requirements. In addition, many of the elements of the Re-entry Link program align with findings of prior research. The provision of a Life Skills program reflects the fact that many prisoners lack the practical skills necessary to sustain employment, housing, or relationships due to their disadvantaged backgrounds (Social Exclusion Unit, 2002).

6.3　The provision of pre and post-release case management support also aligns with evidence-based research that has increasingly supported a 'throughcare' approach to reducing recidivism (Borzycki & Baldry 2003; Borzycki 2005; Lackner 2012; Willis & Moore 2008). Throughcare refers to the delivery of continuous care to prisoners during their time in prison and after their release into the community (Borzycki 2005; Willis & Moore 2008). This approach recognises the need for long-term solutions to address long-term problems and provides an opportunity for treatment gains made in prisons to be practiced and reinforced in the community (Borzycki 2005; Willis and Moore 2008).

6.4　While there are many positive elements of the Re-entry Link program the efforts of staff have been compromised by poor program design and implementation.. Similarly to delivery of transitional services, staffing levels are poorly correlated with demand, information sharing is inadequate, interventions do not target those most at-risk, and accountability mechanisms are inadequate. More proactive support by the Department would be beneficial.

Staffing levels

6.5　The services provided as part of the Re-entry Link program are all voluntary and so it is not expected that every prisoner will want or require assistance. What is expected is that every prisoner who requires assistance will have the opportunity to access support. As per the provision of transitional services, metropolitan facilities had greater limitations in their capacity to identify and meet prisoner reintegration needs due to lower staffing levels.

---

[5] This is based on the 100 prisoners costing the state $332 per day over 365 days.

Table 4

Contractually stipulated staff allocation per service region

Service Area	Case worker FTE[6]	Number of releases in 2014 (> 30 days stay)	Releases per FTE
Metropolitan Area - Male	16	2,164	135
Metropolitan Area – Female	4.9	438	89
West Kimberley	3.5	138	39
Pilbara	4	196	49
Mid-west	4	214	54
Eastern Goldfields	4	114	29
South-West	4	200	50
Great Southern	3.5	207	59

6.6 Metropolitan prisons demonstrated considerably lower staffing levels in comparison to the number of prisoners being released. This was the case even when conservative estimates of workload were employed that excluded short-stay prisoners, such as those imprisoned in the state's primary remand entry points of Hakea and Bandyup.

6.7 The regional facilities of Roebourne and West Kimberley had four and 3.5 case worker FTE respectively for a population close to 200 prisoners at each prison. Greenough Regional Prison and Bunbury Regional Prison had four case workers respectively for a population close to 300 prisoners at each prison. In contrast, there were only two case managers at Wooroloo despite its higher population and comparable number of releases from the facility. Even worse, there were only six case managers at Acacia Prison which by itself houses close to 1400 prisoners at any given time and which releases considerably more sentenced prisoners than any other facility.

6.8 When Acacia's population increased from 1,000 to 1,400 in late 2014, no additional resources were provided to the Re-entry Link provider, despite the population increase being the equivalent of the combined populations of Roebourne and West Kimberley. While the Re-entry Link provider reorganised internal resources as best as possible to address the increase in demand, service provision was described as being strained.[7] Poorer prisoner outcomes are inevitable when beds are increased at a prison without a commensurate increase in facilities and services (see Recommendation 1).

---

[6] This consists of all staff allocated to the Re-entry Link program, with the exception of those solely responsible for program management or administrative support.

[7] In their response to the report, the Department stated "The population increase at Acacia should be viewed in the context that additional numbers were largely drawn from other metropolitan prisons that the same provider is contracted to service, therefore representing no absolute change in the population of eligible prisoners. Additionally, under the newly negotiated extension for the Acacia contract, DCS has ensured that

Program participation

6.9 Data was requested from the Department on the number of participants at each prison to the four main Re-entry Link services. These services are the Life Skills program, remand support service, and pre and post-release support. There were considerable delays in attaining this data from the Department and the data that was eventually provided had numerous anomalies. The Department were unable to adequately explain these anomalies. Precise numbers for participation in these services at individual prisons should be considered in light of these data limitations.

Life Skills program

6.10 The Life Skills program is not a clinical treatment program with a clearly defined scope, format or length. Instead, it consists of a number of 'modules' dealing with practical re-entry issues such as money management, anger management, relationships, parenting skills, gaining employment, and mental health. The delivery of practical re-entry advice aligns with research noting the lack of practical skills among prisoners (Social Exclusion Unit 2002) and the practices of other Australian states and overseas jurisdictions (Corrections Victoria 2015; D'Amico et al. 2013; Lattimore et al. 2012; Smit, O'Regan, Bevan 2014). Research on the effectiveness of Life Skills programs in reducing recidivism has been mixed (Griffiths, Dandurand, & Murdoch 2007; Lattimore et al. 2012; MacKenzie n.d) and so while the program has a role to play as part of a holistic suite of interventions it is unlikely to result in behavioural change by itself.

6.11 At most prisons the Life Skills program is available to all sentenced prisoners who are within six months of their expected release date. Prisoners on remand or who are outside of the six month scope are also occasionally included when insufficient sentenced prisoners are available. Hakea and Roebourne differ to other prisons as the program is available to both sentenced and remand prisoners at any stage of their time in prison.

6.12 The Department has developed a set of standard Life Skills modules to be delivered by the Re-entry Link provider. Each prison's Superintendent is responsible for selecting the modules that are provided at their prison and the Re-entry Link provider is able to add, remove or combine modules based on the perceived needs of prisoners. As such, a 'module' constitutes different things at different prisons.

6.13 The delivery of the program also differs between prisons. At some prisons there is a consistent ordering of program content, set starting dates, and an expectation that prisoners will complete all modules. At some of the prisons with a more transient prison population fewer modules are presented and the content delivered in a given week is not as formalised. As result, the time it takes prisoners to complete all modules ranges from two days to 10 weeks, depending on the prison.

---

the contractor will have more oversight and flexibility in the programs delivered at Acacia. This should enable more targeted program delivery to the resident population."

6.14   The flexibility in program provision is one of the Life Skill's primary strengths. Re-entry Link providers were observed tailoring program content to the specific needs of each prison's population. This tailoring occurred in collaboration with feedback from the transitional manager and contract management staff.

6.15   Many innovative practices were observed that exceeded contract requirements. For example, the standard Life Skills program at Bandyup is accompanied by Aboriginal specific 'yarning sessions'. The yarning sessions provide participants a therapeutic and culturally appropriate environment to discuss issues relating to grief, loss and trauma and are incredibly popular among prisoners.

6.16   At West Kimberley the Re-entry Link provider developed a 'Life-cycle' program as an accompaniment to a standard Life Skills program. The Life-cycle program teaches prisoners to repair and refurbish donated bicycles. The refurbished bicycles could be used by the prisoner as a form of transport when released and were also donated to remote communities. This program innovatively attempts to address the high frequency of imprisonment due to driving offences in the Kimberley.

6.17   The lack of consistent program structure makes it difficult to compare program provision levels between prisons on a like-for-like basis. However, some prisons were observed to have low levels of participation relative to their size.

Table 5

Number of participants and contacts for Life Skills Program per prison in 2014

Facility	Total participants	Average number of modules completed per participant
Acacia Prison	104	6.5
Albany Regional Prison	75	5.5
Bandyup Women's Prison	68	8.1
Boronia Pre-release Centre	37	4.3
Bunbury Regional Prison	44	5.9
Casuarina Prison	56	5.0
Eastern Goldfields Regional Prison	21	3.6
Greenough Regional Prison	127	3.5
Hakea Prison	120	1.9
Karnet Prison Farm	55	6.9
Pardelup Prison Farm	32	4.3
Roebourne Regional Prison	462	5.0
West Kimberley Regional Prison	41	3.0
Wooroloo Prison Farm	78	6.1
Total	**1,320**	**4.8**

6.18   The high participation at Roebourne relative to other facilities can be attributed to its wider eligibility scope and higher frequency of program delivery. Roebourne's Re-entry Link provider delivered two to three modules daily, with prisoners able to input into what modules were delivered through group information sessions and were able to quickly attend any module that interested them. In contrast, the program is delivered two hours per week over six weeks in Eastern Goldfields and was generally limited to sentenced prisoners within six months of release. The Re-entry Link provider at Eastern Goldfields is also required to send a list of interested prisoners to the transitional manager three weeks prior to the program commencing (DCS, 2014b). Such a lengthy process makes little sense given the transient nature of Eastern Goldfields' population.

6.19   Acacia Prison, Casuarina Prison and Hakea Prison similarly demonstrated low participation relative to their size. These prisons have some of the highest reoffending rates in the state and so their low participation is concerning. Hakea Prison in particular was expected to have higher participation given that the program runs for two days every week and is open to both sentenced and remand prisoners.

6.20   Overall, there are some innovative programs delivered under the Life Skills banner and there are good processes in place to ensure that program content aligns with prisoner needs. Given the considerable success at attracting participants at Roebourne, the Department should investigate methods to better streamline the program referral

process, and where possible, provide more options for prisoner to input into the modules they would like to attend.

Remand Support Service

6.21 Entering prison is undoubtedly a very stressful experience, particularly if it occurs unexpectedly. While adjusting to the prison environment is hard enough by itself, there are a lot of practical issues associated with imprisonment that can add to the stress experienced. Relatives may need to be contacted, pets may need to be moved, and businesses may need to be notified of delays in payment. The remand support service is specifically designed to address these immediate needs when a person enters prison. This support not only benefits the management of the prisoner within prison, but may also prevent the development of additional reintegration barriers.

6.22 The Department does not does not collect data that quantifies the extent that the remand support service meets demand as part of its contract monitoring processes (see para. 7.29). While some contract performance reviews raised concerns with prisoners not being seen within two weeks of their admission (DCS, 2014b, 2014c), the extent to which client numbers align with the number of prisoners received into each facility is unknown. This is a significant issue given the time-critical nature of the support that may be required by people entering the prison system.

6.23 The extent that the remand support service met demand was estimated by comparing the number of remand service clients with the number of distinct remandees received at each facility in 2014. Additional comparisons were conducted with the number of distinct remandees received at each facility whose stay exceeded one week. This reflects the current process of transitional managers providing the Re-entry Link provider a list of prisoners on a weekly basis. This estimate thereby excludes those who are in prison for very short periods, such as due to delays attaining bail.

Table 6

Number of participants or Remand Support Service per prison in 2014[8]

Facility	Total clients	Distinct remandees received	Distinct remandees received (>1 week stay)	Coverage	Coverage (>1 week stay)
Albany Regional Prison	102	191	146	53.4%	69.9%
Bandyup Women's Prison	342	579	464	59.1%	73.7%
Broome Regional Prison	41	214[9]	155	19.2%	26.5%
Bunbury Regional Prison	142	258	177	55.0%	80.2%
Casuarina Prison	438	690	658	63.5%	66.6%
Eastern Goldfields Regional Prison	111	235	184	47.2%	60.3%
Greenough Regional Prison	215	308	263	69.8%	81.7%
Hakea Prison	1,154	2,871	2,330	40.2%	49.5%
Roebourne Regional Prison	270	351	308	76.9%	87.7%
West Kimberley Regional Prison	144	252	223	57.1%	64.6%
Total	**2,959**	**5,949**	**4,908**	**49.7%**	**60.3%**

6.24 The number of remand support service clients equated to half of all distinct remandees received into each facility and 60 per cent of all remandees who remained at a facility at least a week prior to being discharged. Roebourne, Greenough, and Bunbury performed particularly well with over 80 per cent of prisoners who remained at the facility at least a week prior to release receiving support. It was also encouraging to see that prisoners who were on remand for long periods were provided support well in excess of contract requirements. Some prisoners were contacted by the Re-entry Link provider over 40 times during their time on remand.

6.25 Low levels of participation were recorded at Hakea and Broome. Less than half of prisoners at Hakea accessed the remand support service despite it being Western Australia's primary reception and remand facility and therefore having a higher need for immediate issues relating to imprisonment to be resolved.

6.26 The very low engagement of prisoners at Broome was also of significant concern, and was particularly surprising given the comparatively small prisoner population, the location of the Re-entry Link provider's office next door to the prison, and the absence of any adverse findings in a recent contractual performance review (DCS,

---

[8] Data received from the Department. The Department's data stated that approximately 4 per cent of remand support service clients were at facilities that do not typically hold prisoners on remand (e.g. Acacia, Karnet, Wooroloo). Data from these prisons have been omitted. In addition, Re-entry Link providers stated that they were sometimes not able to provide data to the Department on remand prisoners they had supported due to technical problems with the Department's information systems. This therefore might lead to an underestimation of remand clients at some facilities.

[9] Remand receptions refer to the first seven months of 2014. From August 2014, Broome became an annex of West Kimberley and so all remand receptions at this point were counted as being at West Kimberley.

2014d). Broome is the Kimberley's primary remand and assessment centre and so the poor result is concerning and indicates possible substantial deficiencies in contract monitoring and/or data quality.

6.27   Discussions with service providers and the examination of service agreements indicated that the resourcing of the remand support service at some facilities did not reflect demand. At Broome, staff attend the prison on an as-needed basis, which is typically twice a week. This should be adequate given the small population of Broome but is obviously not. At Hakea, two case workers meet with prisoners two half days each per week. This compares poorly with other prisons. At Bunbury, a case worker allocates one day a week to remand prisoners, including participating in a weekly orientation presentation and spending half a day individually meeting with prisoners. While this equates to one-quarter of the client contact time available at Hakea, Bunbury has one-fourteenth of the remand prisoner intake. Similarly, at Roebourne 0.3 FTE is allocated to remand support, which equates to one case worker spending a little over one day per week supporting remand prisoners. On these figures Roebourne provides more than half of the client contact time as Hakea despite only having around one-eighth of the remand intake.

6.28   The process followed by Re-entry Link staff to meet with remand prisoners is consistent across prisons. Re-entry Link staff are provided a weekly list of newly received prisoners from which individual meeting appointments are made. Since Re-entry Link staff may only attend prison one or two days a week this process inevitably results in some prisoners leaving prison or being transferred to another prison prior to being seen by Re-entry Link staff. Difficulties seeing prisoners prior to being transferred or released were reported at both small prisons such as Eastern Goldfields, and larger prisons such as Hakea (DCS 2014b, 2014c).

6.29   There is a need to better integrate remand support into the assessment and induction process of new prisoners. This can be achieved through a contracted service or through increased resourcing of Departmental staff. In Victoria for example, all new receptions into custody receive a Reception Transition Triage, where reintegration barriers relating to housing and debt are assessed and resolved upon entry for all prisoners (Corrections Victoria 2015). Logically, a similar approach would be beneficial in minimising unmet demand for services in Western Australia.

Pre and post-release support

6.30   The provision of case management support within prison and in the community is the most intensive of the services provided in the Re-entry Link program suite. This support commences six month prior to release. At this point, prisoners are provided the opportunity to be registered as either a formal or casual pre-release client. Casual clients are provided up to three instances of one-off support and their reintegration needs are expected to be minimal and non-ongoing. A formal client is provided more intensive and ongoing case management support.

6.31   Case workers must develop a transitional plan for each formal client that documents case management goals and outlines the activities and service referral requirements that would enable these goals to be met. Identified needs included in the transition plan include client identification documents, access to the Department of Human Services (Centrelink), fines enforcement, family contact issues, accommodation, education and training, employment, and referral to appropriate agencies to address issues such as mental health and substance misuse.

6.32   Formal pre-release clients are eligible to receive up to 12 months post-release case management support by the service provider. Post-release support involves linking prisoners to relevant community based services, providing counselling, advocacy, health support, mentoring and practical assistance in self-care and living skills.

6.33   A very high proportion of prisoners accessed at least some form of re-entry support. Close to 5000 distinct prisoners were casual pre-release clients while 1930 distinct prisoners were formal pre-release clients in 2014. Fewer prisoners signed up to be formal post-release clients, with only 793 distinct post-release clients registered in 2014. Overall, a little under a half of all sentenced prisoners that are released received formal pre-release support while approximately one in five receive formal post-release support. As such, only a minority of prisoners released from Western Australian prisons fully benefit from the Re-entry Link program's throughcare approach.

6.34   Comparisons were made between the number of formal post-release clients from each facility and the overall number of releases from each facility. Large metropolitan facilities had fewer post-release clients compared to other facilities.

Table 7

Formal post-release clients compared to statewide releases in 2014[10]

Facility	Proportion of formal state-wide post-release clients	Proportion of state-wide releases	Difference
Acacia Prison	9.6%	22.6%	-13.0%
Albany Regional Prison	6.6%	3.6%	3.0%
Bandyup Women's Prison	4.9%	5.9%	-1.0%
Boronia Pre-release Centre	5.7%	4.7%	1.0%
Broome Regional Prison	6.4%	1.4%	4.9%
Bunbury Regional Prison	6.0%	5.8%	0.3%
Casuarina Prison	3.0%	5.9%	-2.9%
Eastern Goldfields Regional Prison	9.8%	4.4%	5.4%
Greenough Regional Prison	6.4%	6.2%	0.2%
Hakea Prison	5.0%	5.1%	-0.1%
Karnet Prison Farm	4.9%	9.3%	-4.4%
Pardelup Prison Farm	3.4%	2.7%	0.7%
Roebourne Regional Prison	14.5%	4.3%	10.2%
West Kimberley Regional Prison	7.5%	4.7%	2.8%
Wooroloo Prison Farm	6.4%	13.6%	-7.2%

6.35   Acacia released 658 sentenced prisoners in 2014 yet only had 84 post-release clients. Casuarina released 171 sentenced prisoners yet had only 26 post-release clients. The prisons of Wooroloo and Karnet similarly had few clients relative to their size and role as 're-entry prisons'. In 2014, Wooroloo released 396 prisoners and Karnet released 270 prisoners, yet had only 56 and 43 post-release clients respectively. Smaller regional prisons without an explicit re-entry focus had a comparable or higher number of post-release clients, including Roebourne (127 clients), West Kimberley (66 clients), Eastern Goldfields (86 clients) and Albany (58 clients).

---

[10] State-wide release data only includes sentenced prisoners who were at each facility for at least a week. Prisoners released from Wandoo were excluded.

7 Effectiveness

7.1   A long-term evaluation of the Re-entry Link program's impact on reoffending has never been conducted by the Department. Given the considerable level of government expenditure on this program, it is concerning that the expected benefits of this service remain untested. This unacceptable situation is mirrored by the Department's failure to conduct evaluations of its criminogenic treatment programs (OICS 2014a).

7.2   This Office requested Re-entry Link recidivism data from Department in order to examine the post-release outcomes of prisoners that were provided case management support. The results did not provide any clear answers on the effectiveness of this support and highlighted the need for a more comprehensive evidence base to inform decision-making.

7.3   The effectiveness of the Re-entry Link program was examined by comparing the reoffending outcomes of prisoners who received formal post-release support against those who did not receive this support. The post-release support service was specifically chosen for analysis as it is the most intensive support pathway available to prisoners under the Re-entry Link program and was therefore the most likely to demonstrate a measurable effect on reoffending. The Department provided data on the two-year return to prison rate of sentenced prisoners released in 2012, which detailed the level of support provided by the Re-entry Link program. During 2012, 623 out of 2925 (21.3%) sentenced prisoners released from prison received formal post-release support.

7.4   The Department's data indicated that there was negligible difference in the reoffending outcomes of those who received post release support versus those who did not. At six months, 12 months and 24 months post-release, the reoffending outcomes of these two groups were nearly equivalent. Overall, the average number of days in the community prior to reimprisonment for prisoners who received post-release support was 266 days, versus 267 days for those who did not receive this support.
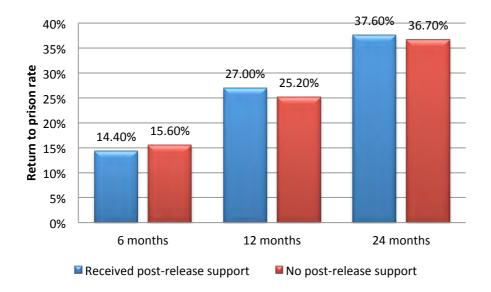
Figure 2
Recidivism outcomes for sentenced prisoners receiving post-release support released in 2012

7.5 The Office attempted to perform more sophisticated statistical analyses to reduce the likelihood of this result simply being due to differences in the population characteristics of those who elected to receive post-release support versus those who did not (see Appendix C for methodology details). However, these results proved inconclusive given the lack of reliability of the underlying data. Further analyses on the effectiveness of service provision is required once complete and accurate data becomes available (see paras 7.15 – 7.18).

Barriers to success

7.6 No single intervention will be effective for every prisoner. However, re-entry interventions are more likely to be successful if the target population is clearly defined, intervention intensity aligns with the risk of reoffending and where criminogenic needs are addressed (Borzycki 2005; Griffiths, Dandurand & Murdoch 2007, Pruin 2014). In other jurisdictions, similar re-entry programs are limited to those who at a higher risk of reoffending (Braga, Piehl, & Hureau 2008; Lattimore & Visher 2010; Victorian Ombudsman 2014; Smit, O'Regan & Bevan 2014). This is not the case in Western Australia, where the program is not targeted and where those who are at a higher risk of reoffending are not provided more intensive support.

7.7 In order to gauge the intensity of support, the Department provided data on the number of 'contacts' that occurred between case Re-entry Link case workers and each prisoner upon their release from prison. A contact may range from financial aid, the provision of mentoring, assistance moving furniture to a referral to a community based drug and alcohol program. The number of contacts that occurred between case workers and prisoners is a key performance indicator of the program (see para. 7.28) and is used by the Department to gauge the overall level of prisoner support. It is

acknowledged that the number of contacts reflects quantity rather than quality of support. However, it would be expected that prisoners would be contacted by case workers frequently at least in the first few months after their release from prison. This was not the case.

7.8 Approximately one in seven formal post-release clients received only one contact and over one in five formal clients (22%) were contacted either once or twice. This low level of engagement will not result in meaningful behavioural change. Prisoners received two contacts per month on average, ranging from 6.4 at Bandyup Women's Prison to 0.2 at Greenough Regional Prison. Contributing to the low frequency of contacts at many facilities was the poor post-release engagement with the service. Only 11 per cent of post-release clients complete the entire 12 month support period (Highfield 2014).

7.9 An examination of the characteristics of post-release support clients found that there was a lack of a clear and consistent relationship between risk factors for recidivism and the intensity of support provided. This does not conform to a considerable body of research which has found that the intensity of intervention provided to prisoners should reflect their risk of reoffending (Andrews et al. 1990; Bonta et al. 2010). Being young, being previously imprisoned and having an identified substance use problem are all associated with a considerably increased chance of returning to prison (OICS 2014a) and yet were not associated with substantially higher levels of support (refer to Appendix C for details on how the frequency of support was calculated).

Table 8
Recidivism risk factors compared with the intensity of post-release support

Risk factor	% of cohort who received post-release support	% of clients who received below average contact frequency	% of clients who received above average contact frequency
Age Group			
18-24	14.4%	77.1%	22.9%
25-34	21.7%	72.0%	28.0%
35-44	23.4%	70.7%	29.3%
45+	25.6%	78.8%	21.2%
Prior Prison Admissions			
0	13.9%	69.4%	30.6%
1-3	21.7%	72.2%	27.8%
4-6	21.7%	76.5%	23.5%
7-9	27.9%	76.8%	23.2%
10+	27.0%	74.4%	25.6%
Substance Use Risk Rating			
Not assessed	20.6%	72.2%	27.8%
Low/Moderate	18.9%	77.8%	22.2%
High	22.2%	76.9%	23.1%
Very High	22.4%	71.8%	28.2%

7.10 Prisoners aged 18-24 were not only less likely to receive formal post-release support but were less likely to receive higher levels of support compared to older age groups, with the exception of those aged over 45. Prisoners aged 18-24 demonstrated over double the recidivism rate of prisoners aged over 45 yet were provided similar levels of support. Similarly, prisoners with prior prison admissions were more likely to receive post-release support, potentially due to greater awareness of the support services available, but were less likely to receive higher levels of support.

7.11 A prisoner's substance abuse risk rating appeared to have a negligible impact on the likelihood of receiving post-release support. There was also very little difference in the provision of support or intensity of support for prisoners who were assessed as 'very high risk' versus those who had not been assessed at all.

7.12 A factor contributing to the mismatch between support intensity and prisoner risk is the lack of access service providers have to crucial case management information held by the Department. The Department's TOMS database provides information on prisoner alerts, violence restraining orders, self-harm history, prior community supervision history and prisoner risk levels. TOMS access is inconsistent across the state. At some prisons it is available to service providers all the time, at other prisons availability is dependent on the staff that are present on a particular day, while at most prisons it is not available at all. At West Kimberley Regional Prison, staff do not even have access to a phone or computer at the prison, let alone TOMS.

7.13   Re-entry Link staff can request some of this information from prison staff but are ultimately reliant on self-reported information from prisoners in the development of transitional plans. Information from TOMS is crucial for the development of well-targeted transitional plans since many prisoners are not able to recall or express the interventions that they require (ERA 2015). This information is also crucial for the appropriate allocation of Re-entry Link staff resources and the development of risk assessments that ensure staff, prisoner and community safety. In addition, access to TOMS may assist service providers to identify those prisoners more likely to disengage from the program and thereby, implement preventative measures accordingly. Service providers in many cases have comprehensive processes to assess prisoner needs and determine support intensity, however, these assessments are based on information that is at best, incomplete, and at worst, inaccurate.

7.14   The lack of access to information related to prisoner risk in TOMS undoubtedly leads to some prisoners not receiving support in line with their actual risk while others receive excessive support. As a result, public funds are not being spent efficiently and community safety is being undermined. The Department has set a target to reduce recidivism by six per cent per year (OICS 2014a) and have committed significant resources to the Re-entry Link program, however, have failed to provide Re-entry Link staff with the information required to do their job effectively.

Recommendation

Provide access to relevant sections of the TOMS database to all Re-entry Link service providers.

Recommendation

Establish a risk and needs based criteria to prioritise prisoners' access to throughcare support.

7.15   Overall, post-release support is under-utilised, not clearly targeted and key factors associated with recidivism are not shared by the Department. Service provider access to TOMS is a first step, but the Department also needs to build a shared evidence base that allows knowledge on what is effective to be developed over time.

7.16   The main evidence base for Re-entry Link providers and the Department is a data portal used primarily for contract monitoring purposes. The portal provides basic summaries of clients and contacts for each service but does not distinguish between prisons. The Re-entry Link provider for male metropolitan prisons is therefore unable to determine the number of clients at Hakea versus Wooroloo, while the female metropolitan prison provider is unable to determine the number of clients at Bandyup versus Boronia. Re-entry Link providers are therefore unable to use the portal to diagnose program provision issues at specific prisons.

7.17   Additionally, the portal does not have the capability to report on outcomes for the interventions provided. The attainment of case management goals or reoffending

outcomes of prisoners are not reported so service providers are unable to gauge the effectiveness of their interventions. Furthermore, the data portal was described by Re-entry Link staff as being extremely cumbersome to use and prone to technical problems. Data was sometimes not being able to be entered and previously entered data was sometimes erased without warning. The considerable difficulties this Office had in obtaining basic data for this report corroborates these complaints.

7.18   The Re-entry Link data portal needs to be replaced. Both the ERA (2015) and Social Ventures Australia (SVA 2014) recommended that the Department develop a shared measurement/case management tool in collaboration with service providers. The tool would provide service providers timely information on the reoffending status of their clients and promote data driven decision-making on 'what works' to reduce reoffending. This Office wholeheartedly supports this approach.

Recommendation

Replace the contract monitoring data portal with an information system that promotes evidence-based decision-making.

Contract management

7.19   The Department's contracted services division has historically been responsible for contract procurement and monitoring. As part of the Department's comprehensive reform process, the role of contracted services has narrowed in scope. Contracted services are now only responsible for contract procurement while the monitoring of contracts has shifted to operational areas of the Department. In the case of the Re-entry Link program, monitoring is now the responsibility of the newly established 'Rehabilitation and Reintegration' directorate (see para 8.3).

7.20   At the time of writing this report, the Re-entry Link program was described by the Department as being in a 'state of transition'. Current service agreements expire in mid-2016 and the Rehabilitation and Reintegration directorate was undertaking a review of the program.

Performance monitoring

7.21   Prior to the Re-entry Link program shifting to the Rehabilitation and Reintegration directorate, performance was monitored through the examination of data inputted into the Re-entry Link data portal by the service provider. Six-monthly performance reports were developed from this data and the contract manager used this information to identify areas of potential concern and work through solutions with the service provider.

7.22   The contract manager met with the service provider annually to discuss performance, with the meeting informed by a 'service review report' developed by a contract management officer. The service review report summarised the performance of the service provider and was informed by data from the Re-entry Link data portal,

discussions with the transitional manager, auditing of documentation, and a self-reported performance appraisal by the service provider.

7.23   While the contract manager met with the service provider annually, service review reports were done less regularly, with frequency of review based on the Department's assessment of the risk of each contract. All Re-entry Link providers were the subject of a service review at least once in the past five years.

Table 9

Years in which Re-entry Link service review completed for Re-entry Link providers

Re-entry Link provider	2011	2012	2013	2014
Accordwest		✓		✓
Centrecare	✓	✓		✓
Geraldton Resource Centre		✓	✓	
Men's Outreach Service	✓			✓
Outcare		✓		✓
Pilbara Community Services	✓		✓	
Regional Counselling and Mentoring Service		✓		
Ruah	✓	✓	✓	

7.24   The information contained within service reviews was inconsistent and cursory. The supporting evidence for the attainment of each performance outcome differed between service reviews despite consistency in the outcomes themselves. Some service reviews included statistics and some did not, with the selection of the statistics reported being similarly inconsistent. The determination of the acceptability of service provision was largely based on self-reported information from the service provider and the perceptions of transitional managers rather than accurate, quantified indicators of service coverage or effectiveness.

7.25   The quality of contract monitoring appeared as good as could be expected given the substantial deficiencies in the service agreements themselves. A key specification of service agreements is that service providers engage with prisoners through a case management framework to assess the offender's needs and to discuss and implement appropriate actions to address those needs. The service agreements detail the responsibilities of the service provider and the development of a transition plan features as a fundamental responsibility. This responsibility is not reflected in service agreement key performance indicators (KPI's).

7.26 For each service provided as part of the Re-entry Link program the KPIs were defined and measured at two levels – lower level outputs and higher level outcomes. Each service provider had identical KPIs. As an example, the KPIs for the post-release support service were as follows:

Outputs:
- The service is being provide in accordance with the DCS approved Service Model;
- Services have been provided both in the local community and throughout the region effectively and on time;
- Number of post-release contacts; and
- Number of post-release clients.

Outcomes:
- Prisoners and their families are supported on a regular basis to review and maintain their effective transition into the community; and
- Effective processes, procedures and documentation exist to allow effective provision of services.

7.27 Benchmarks have not been developed for any of these outputs or outcomes. Since a 'regular basis' or an acceptable number of clients or contacts is not quantified, good or poor service provider performance cannot be consistently or transparently assessed. The extent to which service provision meets demand or addresses reintegration needs is unknown and not recorded. The KPIs also provided no incentive for service providers to engage with clients with complex needs since the number of clients is measured but the effectiveness of engagement or the profile of clients is not assessed. Similar shortcomings were present across all KPIs of the Re-entry Link program.

7.28 Fundamental changes to the Re-entry Link program service agreements are required. In reviewing the program, the Department should ensure that service agreements adhere to the Western Australian Government's 'Delivering Community Services in Partnership' (DCSP) policy (Department of Premier and Cabinet 2011). The DCSP policy provides guidelines for the contracting of services from the not-for-profit sector by all Public Authorities. The policy focuses on improved partnerships between Public Authorities and the not-for-profit sector in identifying the needs of the target population, developing a strategic response and evaluation of outcomes rather than outputs. Service Agreements developed in compliance to the DCSP policy require clear performance measures relating to the effectiveness and efficiency of service delivery.

7.29 It is acknowledged that the shift to an outcomes based performance monitoring framework in line with DCSP policy is a complex undertaking. It is unlikely to be accomplished prior to the expiry of current service agreements. Developing outcomes based performance measures that take into account the small and diverse prisoner populations in Western Australia is an end product of a process that begins with

identifying needs, analysing social drivers and exploring potential responses to reoffending in consultation with service providers (see Department of Premier and Cabinet 2011). This consultation process is yet to occur.

7.30   The Department's short-term focus should be on developing an evidence base on what services are required and what interventions are effective. In addition, it is a priority that the Re-entry Link program targets those most likely to benefit from participation. This can be achieved by limiting post-release case management support to specific at-risk groups or providing incentives for addressing the reintegration needs of certain cohorts. Considerably better information sharing between service providers and the Department is required for this to occur.

7.31   Longer term, the Department has the opportunity to explore new models of service delivery in partnership with community organisations (see SVA 2014). The DCSP policy notes that the procurement process for establishing service agreements with non-profit organisations promotes flexibility, innovation and community responsiveness while continuing to meet accountability requirements (Department of Premier and Cabinet 2011). The Department needs to capitalise on these benefits. Currently, service providers are not provided any incentive to develop and deliver innovative and potentially effective initiatives.

Recommendation

Develop a comprehensive performance management framework to monitor Re-entry Link service agreement outcomes.

8   IIOM: the solution?

8.1   The Department's current case management tool is the individual management plan (IMP). The IMP informs prisoner placement, security rating and treatment interventions for the duration of the prisoner's stay and is developed in conjunction with the prisoner, education and treatment assessors (DCS 2012a). Transitional services and associated contracted services such as the Re-entry Link program are not components of the IMP and have largely operated as stand-alone case management systems. This disjointed approach is inconsistent with best practice and has been the subject of numerous criticisms by this Office (OICS 2011a, 2011b, 2012, 2014e).

8.2   The Department is positively moving towards such a more integrated case management model. The new model, 'Integrated and individualised offender management' (IIOM) is planned to be introduced across the prison estate as part of the Department's wide-ranging reform process and increased focus on 'SSSR' - security, safety of staff, safety of prisoners, and rehabilitation. IIOM will involve all the reintegration needs for each offender being identified, a plan developed, and interventions delivered by various stakeholders (including transitional and re-entry services) scheduled in an optimally sequenced and timed manner (DCS 2015b). Ideally, the case management of offenders will commence as early as possible during a prisoner's stay in prison (Borzycki 2005; Lackner 2012; Maguire & Raynor 2006). This approach increases the likelihood of complex needs being addressed, decreases the likelihood of service duplication and aligns with research findings (Ministry of Justice 2013; Social Exclusion Unit 2002).

8.3   The Department finalised an organisational structure in 2015 where a singular 'Rehabilitation and Reintegration' directorate has carriage of IIOM and is responsible for the provision of services that enhance rehabilitation and reduces reoffending (DCS 2015b).
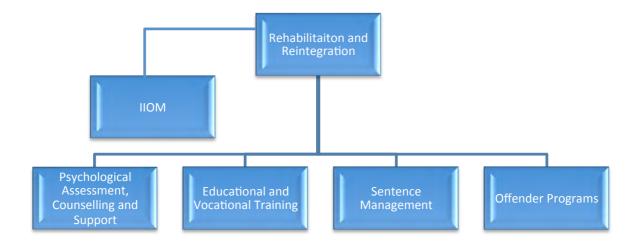
Figure 3
Finalised high-level structure for the Rehabilitation and Reintegration Division

8.4   In the new structure, the IIOM branch is responsible for developing and monitoring each prisoner's IIOM plan while the other branches are responsible for providing input into the plan and delivering services. Transitional services and the Re-entry Link program is the responsibility of the Educational and Vocational Training Unit (EVTU). The Department anticipates that communication and responsiveness will be improved and information silos will be reduced by having all services providing input into a single plan (DCS 2015b).

8.5   On paper the IIOM system has incredible potential. The proposed system addresses many of the weaknesses of the current IMP system. If it operates as proposed, the IIOM system should transform transitional services and the Re-entry Link program from being opt-in, stand-alone case management systems to being integrated with other service delivery areas and built around proactive prisoner engagement and prisoner risk.

8.6   IIOM is yet to be implemented across the prison estate and so its performance in practice can only be speculated on. When a pilot of the program was undertaken at the women's precinct of Greenough Women's prison it was found to be useful in highlighting gaps in service provision but was more time intensive (OICS 2014c). An integrated case management system similar to IIOM is also in place at the privately run Wandoo Reintegration Facility, which was described as being 'best-in-class' in many areas of service provision (OICS 2014b). However, as per the pilot program at Greenough, the system at Wandoo is both more time and resource intensive than the existing IMP.

8.7   It is unknown how a more time and resource intensive case management system will effectively function in an increasingly fiscally constrained environment. The Department, as per many public sector agencies, has reduced both services and staff in the past year in response to deteriorating state finances. IIOM should improve efficiency by reducing service duplication but it will inevitably be more resource intensive by seeking input from all service providers for all prisoners for longer timeframes.

8.8   A good planning system will be of little benefit if stakeholders do not have the capacity to identify the reintegration needs of prisoners on an individual basis. This is especially the case in the provision of transitional services. Transitional managers in larger facilities already have an exceptionally high workload which gives them little opportunity for prisoner contact. Re-entry providers similarly struggle to support current levels of service provision and will be unable to cope with any increase in their scope of services without a substantial increase in funding.

8.9   IIOM will similarly be of little benefit if identified interventions are not actually delivered. As noted previously, close to a third of all identified treatment needs were unmet prior to the prisoner being released during 2014 due to a lack of program availability.[11] Regional prisons demonstrated the highest level of unmet treatment needs, reflecting inadequacies in resourcing rather than planning. The meeting of education needs has also been significantly impacted with EVTU experienced a $1.2 million budget cut in 2014/15, and available training hours being cut in almost all prisons.

8.10   The Department should be commended on its plan to introduce IIOM however, the best case management system in the world will not improve prisoner reoffending outcomes if reintegration needs are not properly identified and if required interventions are not delivered. The Department should consider limiting the scope of IIOM if resource constraints prohibit it operating as initially planned. In terms of maximising 'bang for your buck' it would be better to intensively case manage cohorts at a higher risk of reoffending or who face greater barriers to reintegration than having limited case management available for all prisoners.

---

[11] Data extracted from the Department's TOMS database.

9   Table of Abbreviations

ASSP	Accommodation and Support Services Program
BIS	Brief Intervention Program
DATS	Drug and Alcohol Throughcare Service
DCS	Department of Corrective Services
DCSP	Delivering Community Services in Partnership
DoH	Department of Housing
EVTU	Educational and Vocational Training Unit
FTE	Full Time Equivalent
IIOM	Integrated and individualised offender management
IMP	Individual management plan
KPI	Key performance indicators
PAST	Prison Addictions Services Team
QPR	Quarterly performance report
RTT	Reception Transition Triage
SCA	Second Chance Act
TASS	Transitional Accommodation Support Service
TM	Transitional Manager
TOMS	Total Offender Management System

10   Appendix A: Key findings

- The resourcing of transitional services at each prison bears no relationship with the number of prisoners requiring transitional services.

- Limited data on the supply and demand for transitional services is available.

- There were inconsistent practices to access transitional managers across the prison estate. Some of these inconsistencies presented barriers to reintegration needs being met.

- The Re-entry Link program was not clearly targeted and intervention intensity was not related to prisoner risk.

- Re-entry Link program service agreements lack clearly quantified benchmarks and fails to hold service providers accountable.

- The Department's under-development IIOM system aims to address many of the weaknesses of the current case management system. However, there will be marginal benefits if current issues identifying and resolving reintegration needs persist.

11 Appendix B: Department of Corrective Services response to recommendations

Government of **Western Australia**
Department of **Corrective Services**

Response to the review Transitional Services in Western Australian facilities
Department of Corrective Services

February 2016

To protect, to rehabilitate and to serve

The Department of Corrective Services welcomes the review of transitional services provided in Western Australian custodial facilities.

The Department has reviewed the report and noted a level of acceptance against each recommendation.

Recommendations will be considered against departmental priorities that are focused on security, safety and rehabilitation.

Progress against recommendations will be monitored indirectly via the Strategic Plan report card.

Appendix A contains a number of notes for your attention.

43

Responses to Recommendations

OICS Recommendation 1:

Ensure that the level of resourcing for transitional services is commensurate with demand and prisoner risk.

Department of Corrective Services Response:

The Department is developing and implementing an Individualised Offender Management Framework to improve and streamline its service delivery.
The IIOM implementation project will align assessment and classification processes to better determine and allocate offender program needs, develop greater efficiencies in allocation of offenders to programs and improve prioritsiation and sequencing of programs.

Level of Acceptance:
Supported – existing Departmental initiative

OICS Recommendation 2:

Implement options to improve access to transitional services such as transitional clerks, orientation presentations and processes that identify 'high needs' prisoners.

Department of Corrective Services Response:

Refer to response to recommendation 1.
The Department is developing and implementing an Individualised and Integrated Offender Management framework to improve and streamline its service delivery with specific focus on transitional and reintegration processes.

Level of Acceptance:
Supported – existing Departmental initiative

OICS Recommendation 3:

Provide access to relevant sections of the TOMS database to all Re-entry Link service providers.

Department of Corrective Services Response:
Refer to response to recommendation 1.
This recommendation will be considered as part of the project to develop a data framework for the Integrated and Individualised Offender Management Framework.

Level of Acceptance:
Supported – existing Department initiative

OICS Recommendation 4:

Establish a risk and needs based criteria to prioritise prisoners' access to through care support.

Department of Corrective Services Response:

Refer to response to recommendation1.
The Department is developing and implementing an Individualised and Integrated Offender Management framework to align assessment and classification processes to better determine and allocate offender program needs.

Level of Acceptance:

Supported – existing Department initiative

OICS Recommendation 5:

Replace the contract monitoring data portal with an information system that promotes evidence-based decision-making.

Response:

Refer to response to recommendation1.
This recommendation will be considered via the project to deliver an Individualised and integrated offender management framework. Suggested changes to information systems referred to in this report will also be considered via the reform platforms to optimise investments in technology and enhance performance and service delivery.

Level of Acceptance:

Supported – existing Department initiative

OICS Recommendation 6:

Develop a comprehensive performance management framework to monitor Re-entry Link service agreement outcomes.

Response:
Refer to response to recommendation 1.
This recommendation will be considered via the implementation of IIOM Framework and against strategic platforms around data integrity, enhancing service delivery and driving performance by enhancing IT capabilities.

Level of Acceptance:
Supported – existing Departmental initiative

12   Appendix C: Methodology

Re-entry Link program service agreements, service reviews and Departmental evaluations were requested from the Department. In addition, transitional manager referral data and Re-entry Link program statistics from 2014 were also requested from the Department.

A series of interviews were conducted with Departmental staff and other key stakeholders. Phone and/or face-to-face interviews were conducted with a total of 15 transitional managers and representatives from eight organisations delivering the Re-entry Link program. Multiple meetings also occurred with Head Office staff responsible for the Re-entry Link program and transitional services.

Re-entry Link program data analysis

The Department provided a dataset of all sentenced prisoners released in 2012 who were not on fine-default-only sentences. The dataset included the details of each prisoner released, including their prisoner ID, Aboriginal status, gender, exit facility, discharge type and whether they returned to prison or corrections within two years. The dataset provided the date the prisoner was discharged from prison and the date they were received back into prison after release (if applicable), which enabled the calculation of the number of days in freedom in the community.

The Department also provided data on the level Re-entry Link program support provided to each prisoner. The dataset listed the number of pre and post-release formal and casual contacts that occurred between each prisoner and the Re-entry Link provider.

Additional prisoner information such as their level of risk, number of prior prison admissions, educational attainment, employment status and prisoner security rating were added to the dataset through data extractions from the Department's TOMS database.

A Cox regression survival analysis was attempted to assess the effectiveness of the Re-entry Link program (post-release support) in improving post-release days at freedom for prisoners released in 2012, after adjusting for the effects of age, gender, prior prison admissions, Aboriginal status, security rating, educational attainment, substance use risk rating, violent offending risk rating, sex offending risk rating and employment status on arrest. The prisoner had to have been classed as a formal client of the program and receive at least one post-release contact by the Re-entry Link provider to be considered as receiving post-release support. There was insufficient confidence to report the results of this analysis given the lack of reliability of the underlying data.

In order to categorise the frequency of post-release support, the number of formal post-release contacts were divided by the number of days the person was in the community (up to a maximum of 365 days). Support was considered to cease if a prisoner re-entered prison. The average number of contacts per prisoner was calculated and prisoners who were below this average were categorised as low contact frequency and those above this average were categorised as high contact frequency. This process examined total support received over one

year but did not take into account early disengagement from the program. While the Department provided data on the length of program engagement, this data was not used as the Office lacked confidence in the reliability of the data.

13   Appendix D: Reference list

Andrews, Don, Zinger, I, Hoge, R, Bonta, J, Gendreau, P & Cullen, F, 1990, Doess correctional treatment work? A clinically relevant and psychologically informed meta-analysis. *Criminology*, vol. 28, pp. 369 – 404.

Binswanger, I, Stern, M, Deyo, R, Heagerty, P, Cheadle, A, Elmore, J, & Koepsell, T, 2007, Release from prison – A high risk of death for former inmates, *New England Journal of Medicine*, vol. 356, no. 2, pp. 157-65.

Bonta, J, Bourgon, G, Rugge, T, Scott, T, Yessine, A, Gutierrez L, & Li, J 2010, The strategic training initiative in community supervision: Risk-need-responsivity in the real world, Public Safety Canada, Ottawa.

Borzycki, JM & Baldry, E 2003, Promoting integration: The provision of prisoner post-release services, *Trends and Issues in crime & criminal justice,* no. 262, Australian Institute of Criminology, Canberra.

Braga, A, Piehl, A, & Hureau, D, 2008, *Controlling violent offenders released to the community: An evaluation of the Boston reentry initiative*, The Rappaport Institute for Greater Boston, Boston.

Community Development and Justice Standing Committee of the Legislative Assembly of the Parliament of Western Australia 2010, *'Making Our Prisons Work': An Inquiry into the Efficiency and Effectiveness Prisoner Education, Training and Employment Strategies*, Report no. 6 in the 38th Parliament. Legislative Assembly, Parliament of Western Australia, Perth.

Corrections Victoria 2015, *Fact sheet – Corrections Victoria reintegration pathway*, version 1, Corrections Victoria, Melbourne.

D'Amico, R, Geckeler, C, Henderson-Frakes, J, Kogan, D, & Moazed, T, 2013, *Evaluation of the Second Chance Act (SCA) adult demonstration grantees: Interim report*, United States Department of Justice, Washington.

Davison, S, Fleming, J, Butler, T, Morgan, V, Petch, E, Morgan, F, Rock, D, Jones, J, Wright, M, Mitchell, M, Janca, A 2015, *Mental health and substance use problems in Western Australian Prisons*: *Report from the Health and Emotional Wellbeing Survey of Western Australian Reception Prisoners, 2013*. WA Department of Health, Perth.

Department of Corrective Services 2006. *Profile of women in prison 2005: Main findings of the Prisoner Characteristics and Needs Survey of female prisoners in Western Australia 2005*, DCS, Perth.

Department of Corrective Services 2012a, *Adult Custodial Rule 18: Assessment and sentence management of prisoners*, version 8, DCS, Perth.

Department of Corrective Services 2012b, *Offender Services programs guide*, version 4, DCS, Perth.

Department of Corrective Services 2013a, *Geraldton Resource Centre Re-entry Link service review report*, DCS, Perth.

Department of Corrective Services 2013b, *Pilbara Community Services Re-entry Link service review report*, DCS, Perth.

Department of Corrective Services 2013c, *Ruah Community Services Re-entry Link service review report*, DCS, Perth.

Department of Corrective Services 2014a, *Accordwest Re-entry Link service review report*, DCS, Perth.

Department of Corrective Services 2014b, *Centrecare Re-entry Link service review report*, DCS, Perth.

Department of Corrective Services 2014c, *Outcare Re-entry Link service review report*, DCS, Perth.

Department of Corrective Services 2014d, *Men's Outreach Service Re-entry Link service review report*, DCS, Perth.

Department of Corrective Services 2015a, *Annual Report 2014-2015*, DCS, Perth.

DCS 2015b, *Branch structure and functions: Rehabilitation and reintegration*, DCS, Perth.

Department of Premier and Cabinet 2011, *Delivering community services in partnership policy: A policy to achieve better outcomes for Western Australians through the funding and contracting of community services*, Department of Premier and Cabinet, Perth.

Economic Regulation Authority, *Inquiry into the efficiency and performance of Western Australian Prisons – Final Report*, ERA, Perth.

Graham, A 2003, Post-prison mortality: Unnatural death among people released from Victorian prisons between January 1990 and December 1999, *Australian & New Zealand Journal of Criminology*, vol. 36, no. 1. Pp. 94-108.

Griffiths, C, Dandurand, Y, & Murdoch, D, 2007, *The social reintegration of offenders and crime prevention*, National Crime Prevention Centre: Public Safety Canada, Ottawa.

Highfield A 2014, *Evaluation of re-entry link and re-entry service provision*, Department of Corrective Services, Perth.

Lackner, M 2012, *Prisoner reentry and reintegration : Perspectives of the women involved in Outcare's St John of God Women's Program*, Masters Thesis, Edith Cowan University.

Langan, P & Levin, D 2002, *Recidivism of prisoners released in 1994*, United States Department of Justice.

Lattimore, P, Barrick K, Cowell, A, Dawes, D, Steffey, D, Tueller, S, 2012, *Prisoner re-entry services: What worked for SWORI evaluation participants?* Prepared for the National Institute of Justice, Available from http://www.nij.gov/topics/corrections/reentry/Pages/evaluation-svori.aspx#postrelease

Lattimore, P & Visher C, 2010, *The multi-site evaluation of SWORI: Summary and synthesis*, Prepared for the National Institute of Justice. Available from http://www.nij.gov/topics/corrections/reentry/Pages/evaluation-svori.aspx#postrelease

Mackenzie, D n.d., *What works in correctional education?* The Pennsylvania State University, viewed 5 November 2015, http://www.deakin.edu.au/health/psychology/research/ease/2009%20conference/files/Mckenzie%20Doris%20paper.doc

Maguire, M. & Raynor, P, 2006, *How the resettlement of prisoners promotes desistance: Or does it?*, *Criminology & Criminal Justice*, vol. 6, no. 1, pp. 19-38.

Mental Health Commission 2014, *The Western Australian mental health, alcohol and other drugs services plan 2015-2025*, Mental Health Commission, Perth.

Ministry of Justice (UK) 2013, *Transforming rehabilitation: A summary of evidence to reduce reoffending*, Ministry of Justice, London.

Office of the Inspector of Custodial Services 2010a, *Report of an announced inspection of Hakea Prison*, Report no. 63, OICS, Perth.

Office of the Inspector of Custodial Services 2010b, *Report of an announced inspection of Casuarina Prison*, Report no. 68, OICS, Perth.

Office of the Inspector of Custodial Services 2011a, *Report of an announced inspection of Roebourne Regional Prison*, Report no. 70, OICS, Perth.

Office of the Inspector of Custodial Services 2011b, *Report of an announced inspection of Bunbury Regional Prison*, Report, no. 75, OICS, Perth.

Office of the Inspector of Custodial Services 2012, *Report of an announced inspection of Hakea Prison*, Report no. 81, OICS, Perth.

Office of the Inspector of Custodial Services 2012b, *Report of an announced inspection of Wooroloo Prison Farm*, Report no. 80, OICS, Perth.

Office of the Inspector of Custodial Services 2013, *The flow of prisoners to minimum-security, section 95 and work camps in Western Australia*, OICS, Perth.

Office of the Inspector of Custodial Services 2014a, *Recidivism rates and the impact of treatment programs*, OICS, Perth.

Office of the Inspector of Custodial Services 2014b, *Report of an announced inspection of Wandoo Reintegration Facility*, Report no. 94, OICS, Perth.

Office of the Inspector of Custodial Services 2014c, *Report of an announced inspection of Bandyup Women's Prison*, Report no. 93, OICS, Perth.

Office of the Inspector of Custodial Services 2014d, *Mentally impaired accused on 'custody orders': Not guilty, but incarcerated indefinitely*, OICS, Perth.

Office of the Inspector of Custodial Services 2014e, *Report of an announced inspection of Roebourne Regional Prison*, Report no. 89, OICS, Perth.

Office of the Inspector of Custodial Services 2014f, *Report of an announced inspection of Acacia Prison*, Report no. 90, OICS, Perth.

Office of the Inspector of Custodial Services 2015, *Western Australia's rapidly increasing remand population*, OICS, Perth.

Pruin I, 2014, *Research on transition management: What works in re-entry?*, PowerPoint slides, viewed 5 November 2015, http://jcn.pixel-online.org/files/workshops/04/01_Research%20on%20transition%20management%20-%20What%20works%20in%20re-entry.pdf

Ross, S & Gaurnieri, T, 1996, *Recidivism rates in a custodial population: The influence of criminal history, offence, and gender factors*, Criminology Research Council.

Smit, G, O'Regan, M, & Bevan, M, 2014, 'Out of Gate': Collaboration supports reintegration, *Practice – the New Zealand Corrections Journal*, vol 2, no. 3, pp. 29 – 32.

Social Exclusion Unit 2002, *Reducing re-offending by ex-prisoners*, Office of the Deputy Prime Minister, London.

Social Ventures Australia 2014, *Social Impact Bonds: Reducing reoffending in Western Australia*, viewed 28 August 2015, http://www.correctiveservices.wa.gov.au/about-us/statistics-publications/default.aspx

van Dooren, L, Kinner, S, & Forsyth S 2013, Risk of death for young ex-prisoners in the year following release from adult prison, *Australian and New Zealand Journal of Public Health*, vol. 27, no. 4, pp. 377-82.

Victorian Ombudsman, 2014, *Investigation into the rehabilitation and reintegration of prisoners in Victoria – Discussion paper*, Victorian Ombudsman, Melbourne.

Ward, J. 2001, *Transition from Custody to Community*, Office of the Correctional Services Commissioner, Victoria Department of Justice, Melbourne.

Willis, M & Moore, J, 2008, *Reintegration of Indigenous prisoners*, Research and Public Policy Series no. 90, Australian Institute of Criminology, Canberra.