



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

2016 INSPECTION OF
WANDOO REINTEGRATION FACILITY

109

JANUARY 2017

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accountable public sector*

2016 Inspection of Wandoo Reintegration Facility

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Inspector's Overview

WANDOO REINTEGRATION FACILITY: A SUCCESS STORY WITH AN UNCERTAIN FUTURE

WANDOO HAS AN UNCERTAIN FUTURE

The Wandoo Reintegration Facility ('Wandoo') in Murdoch opened in late 2012. It is a small, 78-bed minimum-security prison which provides rehabilitation and reintegration services for young men aged 18 to 28. Serco currently operates the facility under a five year contract with the state government. The contract expires in November 2017.

This report shows that Wandoo has been a success in its own right. But, more than that, it offers some positive lessons for the state's other prisons and the Banksia Hill Detention Centre for juveniles. The decision to target specific services at young men was a good one, and Serco has met or exceeded reasonable expectations. In short, there is no performance reason why Wandoo should not continue to operate along current lines.

Despite this, Wandoo's future is uncertain. The Opposition opposes the outsourcing of prison services, and has announced that it will convert Wandoo to a drug rehabilitation centre for female prisoners if elected at the March 2017 election. The current government's position is very different. It established Wandoo to honour a 2008 election commitment and supports contracted services. It has not suggested that there will be any change of function but, if re-elected, will need, at the very least, to decide whether to extend or re-tender the contract.

IT IS IMPORTANT TO EXPAND SERVICES TO YOUNG WOMEN AS WELL AS YOUNG MEN

Young people return to prison at a depressingly high rate. This carries a high cost to community safety, to the young people and their families, and to the state. Although further research is needed, the evidence is that properly targeted initiatives can reduce recidivism. I therefore urge the post-election government to expand, and not to reduce, the focus on young people, whatever decision is taken about Wandoo itself.

Prior to Wandoo, WA had no specific facilities or programs for young prisoners. Recently, a young offenders unit was established at Acacia Prison, a large medium-security prison that is also operated by Serco. This is a promising initiative with real potential. However, a minimum-security option is also needed. This means that if Wandoo is re-purposed, an alternative should be developed.

I also strongly urge the government and the Department of Corrective Services to develop and implement programs for young women. They are a very high need group but to date they have been neglected in Departmental planning.

SOME LEARNINGS FOR ADULT AND YOUTH JUSTICE

Wandoo provides a positive, purposeful, and safe regime, and has performed well across all key measures. It offers new ways of 'doing business' that are relevant to the management of both adult prisoners and juveniles at the troubled Banksia Hill Detention Centre.

The ‘standout’ areas are:

- a coherent, purposeful philosophy that is supported by staff and which permeates all areas of the centre’s operations
- a strong multi-disciplinary approach to managing and supporting the residents
- a model that is based on personal responsibility, positive reinforcement and genuine opportunities for rehabilitation
- sustained and targeted partnerships with the not-for-profit sector
- ‘real’ work opportunities for residents leading to post-release employment
- the contractor’s willingness to respond, innovate and improve.

The Department has set itself the goal of delivering ‘Integrated Individualised Offender management’ (‘IOM’). Wandoo is already doing this, and is a model of best practice. Although it is a small, minimum-security reintegration facility, there are lessons to be learned for the system as a whole.

WANDOO IS PRIVATELY OPERATED, BUT THE DEPARTMENT SHOULD ALSO BE PROUD OF THE FACILITY.

Contracts for prison services will only work well if appropriate oversights and relationships are in place. Fortunately, WA has a robust accountability framework: the Department manages the contract and monitors the contractor, and we provide strong independent oversight of both the contractor and the Department. This means that WA is not at risk of the widespread and expensive accountability failings that the Australian National Audit Office (2017) has revealed in relation to Commonwealth government contracts for offshore immigration detention centres. However, we do believe there is room for the Department to improve contract monitoring and contractual performance measures if it is to maximise the opportunities for innovation and to improve outcomes.

Wandoo has experienced one particularly damaging event in its four years of operation. In August 2015, four residents managed to start a forklift truck, and used it to break out. The escape revealed some on-site weaknesses but also some system-wide issues.

The escape led to the evening regime at Wandoo being severely curtailed. This was an appropriate response immediately after the escape but we have recommended that it is time to relax the restrictions and to bring the Centre in line with other minimum-security facilities. Serco has said it supports this but the Department has ruled that the restrictions will remain in place. I still consider the restrictions should be relaxed as they go against the Centre’s objectives and philosophy, and the contractor should be trusted to manage the risk.

DCS NEEDS BETTER DATA ON COSTS AND OUTCOMES

I have been arguing for many years that we need better methods and better data to compare the relative costs and effectiveness of our prisons. Wandoo again illustrates the importance of this.

WANDOO REINTEGRATION FACILITY: A SUCCESS STORY WITH AN UNCERTAIN FUTURE

Wandoo costs considerably more than the average ‘cost per prisoner per day’ across the state but this is not surprising because it is small (so it lacks economies of scale), and provides a different service. It is also difficult to directly compare costs: arrangements and cost models are not the same at all prisons, and Departmental overhead costs are not clear. The best comparator for Wandoo is probably the Boronia Pre-release Centre for Women, whose costs appear similar.

Ideally, we would also have a ‘cost-benefit’ model which includes outcomes, not just ‘up front’ costs. If facilities such as Boronia and Wandoo are reducing recidivism below what is being achieved with similar cohorts at other prisons, the State will reap massive downstream benefits.

The current evidence is not robust but in response to our recommendations, the Department says it is developing more sophisticated measures for effectiveness and cost.

LOOKING AHEAD

Debates will continue about the best use of the Wandoo site but we must not lose the momentum to improve services for young prisoners. If it remains a young men’s facility, there is scope to expand its capacity by 40-50 people. This would bring some efficiencies and opportunities. If it is converted to a different role, we need another minimum-security option for young men. And we must do more for young women in prison.

Neil Morgan
18 January 2017

THE WANDOO CONTRACT

Serco performs well against its Key Performance Indicators, but some are not relevant to key objectives or challenging enough. The Key Performance Indicators (KPIs) need to be reviewed and linked to outcomes, similar to the new recidivism-based KPIs for the Melaleuca Remand and Reintegration Facility for women.

Recommendation 1:

Revise the Wandoo KPIs to be more outcome based and to include indicators that measure the facility's progress towards reducing reoffending.

Overall the contract is well-managed and represents good practice. Serco and the contract management team at the Department of Corrective Services ('the Department') have a good working relationship, however decisions made elsewhere in the Department can have a negative effect on Wandoo's operations. The Department should allow contractors to manage their own risk and to present innovative solutions to meet intended outcomes.

The Department's monitoring team has evolved and shifted focus since Wandoo opened. Instead of working in partnership with Serco to assess risks and improve processes, the monitors now focus almost entirely on compliance.

Recommendation 2:

The contract monitors should incorporate the results of Wandoo's internal audits into their reviews, and ensure these reviews are focused on outcomes as well as managing risk.

The Department still does not have a good understanding of the total costs and benefits of the Wandoo contract and therefore whether it is achieving value for money. Despite numerous requests and recommendations from our office to provide costings for its private contracts, the Department has been unable to deliver.

RESIDENT LIFE AT WANDOO

The responsible resident philosophy begins the moment that the resident arrives at Wandoo, and sets the scene for the remainder of their stay. The week long orientation program works well and provides residents with sufficient information about how the facility runs.

The kitchen provides good quality meals for the non-self-care residents, while self-care residents cook their own meals. Most Wandoo residents are active, which results in them wanting to eat more. They can make their own protein shakes, but some still find that they are buying extra food from the canteen because they are hungry. Wandoo are exploring the idea of a supermarket, where all residents will be able to self-cater. This would work well with Wandoo's responsible resident philosophy, but Wandoo will need to address the shortage in cooking equipment first.

Religious services are well regarded by residents and Wandoo has good partnerships with a local church. However, some religious programs and services cannot run inside the

SUMMARY OF FINDINGS AND RECOMMENDATIONS

facility because it has taken the Department too long to provide security clearances for the religious visitors. This should be reviewed.

Recreation was clearly important to the residents at Wandoo. They rated recreation as the best thing about Wandoo. It was good to see that residents had an interest in health, fitness and recreation. However, on a Friday night in August 2015, four residents escaped Wandoo, by hotwiring a forklift and ramming it through the gate. After the escape, the Department imposed post-escape evening restrictions, meaning that at night, instead of participating in healthy exercise, residents were sitting around in units doing nothing. Residents should be permitted to use the gym at night, particularly now that most residents wear GPS monitoring bracelets.

Residents told us in the surveys that it is easy to maintain contact with family and friends at Wandoo. There are a number of ways Wandoo residents can maintain contact with family, including visits, mail, telephone, Skype, and email. There are also a number of programs and services available to help fathers build relationships with their children.

There are two main support groups for residents. The peer support group is made up of residents who support those who may be struggling to cope in prison. The main goal of the peer support group is to reduce the level of distress, incidences of self-harm, and suicides. There is also a Resident Information and Activities Council that takes general resident issues to management. Both committees were well established and kept residents engaged in the Wandoo community.

The Family Liaison Officer introduced a range of culturally appropriate activities to keep Aboriginal men engaged and to improve cultural awareness among other residents and staff. While she is doing an efficient job, there are not many other support options for Aboriginal residents who need counselling to help them through family and cultural issues.

Recommendation 3:

The Department and/or Serco should introduce additional support and counselling services for Aboriginal men.

CUSTODY, SAFETY AND SECURITY

After the escape in August 2015, the Department imposed an early lockdown regime at Wandoo. Residents were to be locked into their units by 6:00 pm and their cells by 9:00 pm. These restrictions were necessary immediately after the escape, while the investigation was ongoing. However, one year later the Department's restrictions were still in place with no indication if or when they would be lifted. Given the risk profile and the philosophy of the facility, it is now time for the restrictions to be lifted.

Recommendation 4:

In line with the other minimum-security facilities in the state, the Department should relax the evening restrictions at Wandoo to allow the residents to participate in social and developmental activities in the evenings.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Serco did a good job of revitalising the run-down, graffiti strewn facility. However, since it was originally a juvenile remand facility, the cell and bed sizes are too small for adult, sentenced males. Double-bunking the current cells should be ruled out of any future plans to increase capacity at Wandoo.

Residents cannot return to their units until the afternoon. If a resident finishes work early, they are locked out of their units and must wait until the afternoon before they can return to their accommodation. This was particularly concerning on cold, rainy days as there were not many dry, warm places for residents to wait.

Residents who are approved to participate in external activities are monitored by a GPS ankle bracelet. In theory, the GPS monitors should reduce the risk of escape and allow for more residents to participate in external activities. The system was still in its infancy when we inspected which made it difficult to determine if the monitoring program was working well. We identified some issues with the devices. They were large, uncomfortable and clunky, and were breaking when playing sport. Residents were also concerned with wearing such large devices in public because GPS tracking in Western Australia has traditionally been associated with the monitoring of dangerous sex offenders.

Recommendation 5:

Introduce smaller and more discreet GPS monitoring devices that residents can comfortably conceal when out in the public.

Wandoo has adopted a range of innovative and successful management strategies that keep the facility calm and safe. Wandoo has zero tolerance towards drugs or bullying behaviour. Residents who test positive for banned substances or are suspected bullies are immediately transferred to higher security prisons. Minor bad behaviour can be addressed with other strategies, including the use of behavioural management plans to help residents identify and change their behaviour.

Wandoo deals with resident conflict promptly and effectively. Residents can choose to participate in a restorative justice session, where they can talk through their issues, with the help of a trainer moderator. The program has successfully resolved conflicts between residents that may have otherwise escalated.

The security search procedures for visitors are thorough, but non-intrusive. Staff are polite and professional. We did not receive any complaints from residents or visitors about the way the Wandoo staff treat visitors during a visits session.

During an emergency exercise, staff responded quickly. However, the initial radio call announcing the emergency could have been made quicker. Staff also need to remember not to use the radio during an emergency. More training in this area could remind staff about radio protocols.

When Wandoo first opened, they experienced some problems with staff accidentally taking keys out of the facility. Keys have not been taken out of the facility since Serco introduced a new key exchange system.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

HEALTH CARE

Residents take responsibility for their own personal health needs. They are supported by the health care team, who work with the residents to ensure that they successfully reintegrate into the community.

The health centre is designed to reflect community standards and the staff run the centre professionally and efficiently. The dedicated, proactive, and flexible nature of the staff that work in the health centre has won them a number of awards for outstanding service.

The health centre drives an active health promotion strategy, aimed at teaching residents to take care of themselves. Residents are encouraged to engage in health promotion and are rewarded for doing so.

General practitioner, dental, and mental health services are meeting demand at Wandoo. Waiting times are minimal and emergencies are appropriately prioritised. Patients are triaged to promote efficiency and to ensure residents see the correct medical specialist.

REHABILITATION AND REINTEGRATION

Wandoo's assessment and case management processes are far more comprehensive than those of state-operated prisons. On top of the Department's standard suite of assessments and management plans, Wandoo also incorporates its own reintegration plan to prepare residents to transition into society and lead law abiding lifestyles. Wandoo's offender management model is the best in the state, and should be used as a benchmark for other state facilities.

Wandoo offers a mix of both offender programs and voluntary programs to help residents to succeed upon release. These include: Pathways, an intensive addictions program, and Think First, a cognitive skills program. However Wandoo does not offer the Medium Intensity Program which addresses general offending issues including: violence, substance misuse, associations and attitudes. There were a number of residents who needed to be transferred to other higher security facilities to participate in the Medium Intensity Program or were scheduled for release without addressing their offending behaviour.

Recommendation 6:

Run the Medium Intensity Program at Wandoo.

Wandoo provides a high level of integrated education, training, and employment, and is performing better in this area than when we inspected in 2014. The employment, education, and training program is well designed, planned, and implemented and supports the facility's strategy of providing a rehabilitative pathway to employment on release. The residents enjoy participating in education and training programs, especially external construction courses. However there is a need for more on-site training and development opportunities for residents who are not eligible for external training.

The service provider Mission Australia provides re-entry services that drive Wandoo's aspiration to reduce reoffending. Mission Australia has a small team which is embedded at

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Wandoo. The staff are committed to their work, communicate effectively with residents and help them to adjust to living law abiding lifestyles upon release. Ex-residents can leverage Mission Australia resources in the community for their benefit.

Wandoo provides a thorough rehabilitation program that prepares residents for release into the community and provides initial support. However, it is difficult to determine what impact, if any, the rehabilitation is having on reducing reoffending. While Wandoo is meeting its KPIs to provide employment or training placement for residents upon release, the longer-term impacts have not been accurately measured.

Recommendation 7:

The Department should

- (a) work with Serco to assess the impact of Wandoo's rehabilitation on reoffending rates, and
- (b) use these recidivism figures to provide a cost/benefit analysis for Wandoo.

STAFFING AND CULTURE

Wandoo has a clear philosophy which is followed by staff. Despite a challenging few years, staff adhere to Wandoo's core values and remain committed to providing support and mentoring the young men at Wandoo.

Staff and residents get along very well at Wandoo. They are respectful to one another and interact in a friendly and polite manner. This pro-social philosophy promotes resident engagement, helps staff to know what is happening around the facility and encourages residents to live by the Wandoo rules.

Since our last inspection, the relationship between staff and management had been eroded. This was driven by the drawn out enterprise agreement negotiations, the escape, the post-escape security restrictions, and changes to the rosters. Wandoo management was aware that staff morale was low, and had started to focus on improving communication with staff to rebuild the relationship.

Recommendation 8:

Wandoo management should continue to focus on rebuilding the relationship between management and staff.

Corporate services at Wandoo were functioning well. The position of Human Resource Manager had been abolished, and payroll and recruitment services had moved interstate. The corporate services team now had more capacity to focus on strategic goals and business improvements.

NAME OF FACILITY

Wandoo Reintegration Facility

ROLE OF FACILITY

Wandoo Reintegration Facility is a minimum-security facility for young men aged 18 – 28. It has the capacity to hold 77 residents. The services are provided by the private operator, Serco.

LOCATION

The facility is located in the suburb of Murdoch, 19 km from Perth’s city centre.

BRIEF HISTORY

Wandoo was established as part of the 2008 Liberal Party election promise to open a facility for male young adult offenders. The site previously accommodated juvenile offenders, predominantly on remand. The private operator Serco was awarded the Wandoo contract in November 2011, but due to the delayed transfer of juveniles out of the facility, Serco did not commence operations until November 2012.

INSPECTION DATES

7 – 12 August 2016

CAPACITY

Unit	Purpose	Number of Cells	Number of Beds
Eyre	Self-Care	12	12
Gascoyne	Self-Catering	12	12
Hotham	General Living	12	12
Jeelia	Orientation / General Living	21	41

Chapter 1

INTRODUCTION

1.1 WANDOO REINTEGRATION FACILITY

Wandoo Reintegration Facility ('Wandoo') is a minimum-security prison for young men aged 18 – 28 years. It is located in the suburb of Murdoch, 19 km from the city centre and has the capacity to hold 77 prisoners. The site previously accommodated juvenile offenders, predominantly on remand. Wandoo was established as part of the 2008 Liberal Party election promise to open a facility for male young adult offenders.



Figure 1: An accommodation block at Wandoo

Wandoo's objective is to focus on reducing reoffending and the seriousness of reoffending. Specifically, the facility intends to provide a holistic approach to rehabilitation, to deliver an innovative service delivery model, and to offer opportunities for education, training, employment, preparation for release, throughcare support, post release support, and integrated programs and services. The Minister for Corrective Services, Joe Francis said that he envisioned a facility where young men would be given the best possible chance to succeed on their release:

As I've said many times, if you want people to actually perform and succeed in life when they get out of jail, you have to ensure that their last day in prison is as close to their first day of freedom as is humanly possible (Francis, 2015).

The private operator Serco was awarded the Wandoo contract in November 2011, but due to the delayed transfer of juveniles out of the facility, Serco did not commence operations until November 2012. Serco's contract was initially for a five year period, with

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a possible extension. We therefore purposely scheduled this inspection to occur well before this time to provide an independent view of how Wandoo was performing.

1.2 DEVELOPMENTS SINCE THE 2014 INSPECTION

Our first inspection of Wandoo was conducted in May 2014 when we found that the centre was innovative and functioning well. Serco used the opportunity to train and engage its initial cohort of young men to help convert the run-down juvenile facility into a pleasant, therapeutic environment. We found strong, positive staff and residents relations that contributed to effective dynamic security and improved rehabilitation outcomes. However, we were disappointed that the facility was severely under-utilised and only half full.

We recommended that Serco should continue to engage and attract young Aboriginal men, strengthen its approach to education, training and employment, maximise opportunities for external activities, and ensure that any extension of the upper age limit be administered carefully and gradually. Wandoo made noteworthy progress against our recommendations. To fill the empty beds, the Department increased the upper age limit of Wandoo from 22 to 28. More offender programs were offered so prisoners requiring treatment needs could move to Wandoo to complete their programs before release. And a new feeder unit at Acacia Prison was also established where identified prisoners could be placed while they wait for transfer to Wandoo.

We also made a specific recommendation to the Department to measure Wandoo's recidivism rates appropriately to assess the true value of Wandoo. This recommendation was not actioned, and will be discussed further in this report.

Since the 2014 inspection, Wandoo has experienced a number of issues that have impacted on the facility's operations. On a Friday night in August 2015, four residents escaped from Wandoo and committed violent crimes while at large. All four were eventually recaptured. As a result of the escape, the Department tightened controls on the facility, restricted the night time regime, and reduced resident access to external activities. Residents who received approval to participate in external activities are also now monitored by a GPS ankle bracelet. We will review the impact of these changes throughout this report.

1.3 INSPECTION METHODOLOGY

This inspection ran from 7 – 12 August 2016. As part of the inspection we met with residents, staff, management and service providers. We observed Wandoo's facilities and operations, and reviewed documents, data and policies. Two specialised experts assisted us in the areas of contract management and education, employment and training.

Between inspections, staff from our office regularly visited Wandoo to assess ongoing operations and monitor how the facility was tracking against the 2014 recommendations. In the lead-up to the inspection, we surveyed residents and staff. Every resident completed the anonymous survey, which contained questions about their living conditions, availability of activities, support services, relationships with staff, and things they liked and disliked about Wandoo. Fifty-nine out of 69 staff members completed the online staff

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survey that contained questions about human resources, staff and resident behaviour, management support and leadership, training, and also what they liked and disliked about Wandoo. The survey responses were collated and used to guide this inspection.

1.4 INSPECTION THEMES

In 2009, before Wandoo opened, we released an Issues Paper detailing how we thought the young adults' facility should operate. We commented that the facility needed to develop a strong, cohesive and innovative operational philosophy tailored to the aims, objectives, and outcomes of young offenders. We also said that:

It will also be critical to ensure that the unique role of the facility is maintained. Otherwise there is a real risk that it will drift into becoming 'additional bed capacity' for an overflowing system (OICS, 2009).

For this reason we felt it was paramount for this inspection to review how the operations at Wandoo were complementing the philosophy that the facility was established under. Specifically, we inspected:

- whether the regimes, particularly the evening regimes, at Wandoo were consistent with its operating philosophy and goals and with practices at comparable facilities
- the impact of the age range increase on operations and outcomes
- the appropriateness of providing a wider range of offender programs
- the advantages and disadvantages of residents wearing GPS ankle bracelets
- if the population demographics at Wandoo reflected the intended demographics and goals of the facility

We also reviewed how the Department was managing the Wandoo contract. The Department had experienced significant changes and restructures since Wandoo was initially established. The contract management team at the Department were not immune to these changes. We wanted to assess what impact, if any, these changes had on Wandoo operations. We also analysed the appropriateness of the performance measures and how the contractor performed against them.

Chapter 2

THE WANDOO CONTRACT

The Wandoo contract, for the first five years of operations, is valued at \$47.8 million, excluding the costs for facilities maintenance. When the Department initially drew up the contract, it envisioned a centre that would provide a focus on education and vocational training. The Department wanted a safe and secure environment where young men could be rehabilitated and reintegrated into the community. There was a desire for the contractor to be optimistic, forward thinking, outward looking, and focussed on measurable outcomes.

Serco's operating philosophy for Wandoo meets these desired outcomes. As well as reflecting the principles and objectives of the Wandoo contract, Serco's philosophy also aligns with the overarching Departmental mission to provide a safer community by focusing on:

- security of detainees and prisoners
- safety of people
- safety of offenders, detainees and prisoners
- rehabilitation (DCS, 2015)

2.1 KEY PERFORMANCE INDICATORS

Not all KPIs are linked to practical outcomes

The Wandoo contract is a performance based contract with monthly payments tied to KPIs. The KPIs incur payment penalties (abatements) if they are not achieved. The KPIs for the contract are:

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

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

Since the contract commenced, Serco had received four abatements. One was for an administrative issue, where Wandoo management failed to report a critical incident within the times and requirements of the contract. Serco was penalised \$5,000 for this incident. The remaining KPI penalties were for escapes or absconds. In December 2013, two

THE WANDOO CONTRACT

residents escaped while participating in supervised external activities. Because the residents were outside the facility when they escaped, Serco only received an abatement of \$10,000 for each resident. In August 2014, another resident failed to attend a designated meeting point while participating in an unsupervised external activity. An abatement of \$5,000 was issued. And in August 2015, four residents escaped the facility. For this escape Serco was issued an abatement of \$94,223. In total, Wandoo has been penalised less than one per cent of the \$47.8 million contract costs.

Serco provides a monthly report to the Department on its performance, which includes reporting against each of the KPIs as well as other contractual reporting obligations. Serco consistently achieves high levels of performance. We found the contract KPIs to be generally sound, however it appears that some are not challenging enough and do not reflect Wandoo's performance or philosophy. These include:

- KPI 9: A Failure to obtain a cell certificate. A cell certificate is a sign-off by the Commissioner that individual cells meet the required standards. This is a fairly static measure that is unlikely to change during the course of a contract.
- KPI 10: A failure to obtain a prison certificate. Similar to the cell certificate, this is a sign-off by the Commissioner that the facility can operate as a prison. This is also unlikely to change during the course of the contract.
- KPI 14: The percentage of agreed staffing achieved. Serco will meet this KPI if the Director and three senior management positions are filled each day, either temporarily or permanently. There are eight senior management positions at Wandoo, and having to keep only three positions filled presents little challenge for Serco.

It would be useful for Serco and the Department to conduct a review of the KPIs, and agree on appropriate measures of performance that link action with outcomes. A good outcome measure that is already included is KPI 15 'The percentage of prisoners in employment upon release'. The results are a direct reflection of Wandoo's effort to find suitable employment for residents upon release and to reduce reoffending. More outcome based KPIs such as this should be included in the contract.

The Department has demonstrated innovation and forward thinking when developing the contract KPIs for the new Melaleuca Remand and Reintegration Facility for women. The centre is due to open in December 2016. For the first time in Western Australia, the private operator Sodexo will be measured under a performance incentive regime tied directly to reducing reoffending. The Minister for Corrective Services, Hon Joe Francis MLA, commented that:

It can't just be about paying a company to turn a key (on a cell door). It's about getting a contractor, in this case Sodexo, to spend their own money to stop women coming back to jail (Francis, 2016).

The Wandoo KPIs need to be reviewed and linked to outcomes, similar to the new recidivism-based KPIs for the Melaleuca Remand and Reintegration Facility for women.

Recommendation 1:

Revise the Wandoo KPIs to be more outcome based and to include indicators that measure the facility's progress towards reducing reoffending.

2.2 RISK MANAGEMENT

The Department's risk management directions are too prescriptive

Overall the contract is well-managed and represents good practice. The Department's contract management team meets with the Serco leadership team monthly to discuss the day-to-day running of the contract. We observed one of the contract management group meetings and reviewed minutes of other meetings. It was evident that the parties work cooperatively but also maintain a healthy professional independence and focus on achieving contract outcomes.

A high level oversight board also meets quarterly. The purpose of the board is to make decisions and to provide direction and advice on strategic and policy issues that affect Wandoo. The contract states that the Department's representatives should include the Commissioner as well as a number of Deputy and Assistant Commissioners and the Contract Director. Evidence showed that while the Serco National Director makes the effort to fly from Sydney to attend these management board meetings, in recent times the Department has not made a similar effort with appropriate representation by senior staff. The Department and Serco should agree on the required attendance at these meetings.

We were told that neither Serco nor the Department's contract management team contributes to the development of statewide Departmental Prison Orders, despite the private prisons having to abide by them. This is having a negative effect on Wandoo's operations. Some recent orders contained unrealistic expectations, while others had significant impact on Wandoo operations. One order that the Department issued earlier in the year directed staff in every prison to check the security seals on every USB port in every cell every day, and to check the security seal numbers on every device once a fortnight. Wandoo advised us that to comply with this order they would have to roster an additional two staff on each day. Wandoo submitted a business case for additional funding to cover the costs of the two extra staff. At the time of the inspection, the business case was still pending, and Wandoo was given permission not to comply with the Prison Order until the situation was resolved.

This approach appears overly prescriptive for a private operator, which carries the operational risk. When drafting Prison Orders, the Department should focus more on achieving outcomes and allowing greater flexibility and discretion in how the contractor can achieve that outcome. Private prisons are often quite innovative and bring with them global experience, and this should be used. For example, the Prison Order instructing all prisons to check every USB port was intended to reduce the risk of prisoners plugging external devices into televisions and X-Boxes. This risk could be put to the contractor to manage, who may choose to manage it in other ways, such as installing software that disables USB ports. The Department should allow contractors to manage their own risk and to present innovative solutions to meet intended outcomes.

2.3 CONTRACT MONITORING

Contract monitoring not sufficiently focused on risk

Separate to the contract management team is a team that monitors Wandoo's performance and compliance with the contract. The Department's monitoring and compliance team has evolved and shifted focus since Wandoo opened. When Wandoo was first established, the team were highly valued and worked alongside Wandoo management to ensure best practice processes were implemented. However, over time, the size of the team shrank and the time spent on-site at Wandoo was reduced. In April 2015, the monitoring and compliance team was transferred away from the contract management team and into the Department's operations area. At the same time their responsibilities expanded from only monitoring the three private contracts, to monitoring the compliance of other areas within the Department including all public prisons.

Instead of working in partnership with Serco to assess risks and improve processes, the team now focus almost entirely on compliance. A review of their recording sheets showed that most of their observations were a simple checklist exercise which was adding little value to the performance of Wandoo. The Senior Monitoring and Compliance Officers ('monitors') now seemed to be more focused on reporting non-compliance than actually improving services or achieving outcomes. For example, one monitor reported that the units were untidy and therefore non-compliant with hygiene standards and prisoner employment. Wandoo management disputed this because the monitor visited the units while the unit cleaner was still in the process of cleaning the unit. The non-compliance report was dismissed. A simple conversation with staff or management would have cleared this up and saved both Serco and the Department the time and effort of reviewing and disputing the finding. In the first quarter of 2016, Wandoo was found to be non-compliant in 54 areas. After the situation was explained by Wandoo management, 23 of these areas were actually found to be compliant. The monitors should focus more on desired outcomes coupled with risk management.

The monitors had also completed an overarching facility compliance review. We found the results were far too prescriptive and failed to focus on risk, consequences, or outcomes. For example, Serco was criticised for not using the sallyport 'as intended', even though it was a feature of the old juvenile facility and was never intended to be used as a sallyport once the site was converted to a minimum-security reintegration facility (DCS, 2016). The sallyport was not being used as a secure vehicle entry point, because this did not align with the entrusted, minimum-security philosophy at Wandoo. Instead, vehicles stop near the front gate where people disembark. Other minimum-security facilities in the state operate the same way.

Serco also has its own internal audit plan to review and monitor high risk areas within the prison. We were told that the Department does not consider Serco's internal assurance to inform its own monitoring program. The Department is missing an opportunity to better target its monitoring resources by leveraging off Serco's internal assurance work. This is a wasted opportunity.

Recommendation 2:

The contract monitors should incorporate the results of Wandoo's internal audits into their reviews, and ensure these reviews are focused on outcomes as well as managing risk.

2.4 THE CONTRACT COSTS

The costs of the contract remain unclear

The Department still does not have a good understanding of the total costs and benefits of the Wandoo contract and therefore whether it is achieving value for money. We know the total Wandoo contract costs, however, we do not know the Department's indirect costs in relation to Wandoo. These indirect costs are the costs of additional services provided specifically for Wandoo, such as the costs of the Department's contract management team and monitors. It would also include a proportion of shared costs for services, such as the cost of the Department's doctor who provides services for half a day per week at Wandoo, or the cost of the Department's Special Operations Group who are on call to attend Wandoo in case of emergency.

Despite numerous requests and recommendations from our office to provide costings for its private contracts, the Department has been unable to deliver. For 15 years, we have been asking the Department to provide a robust estimate of its indirect costs for Acacia Prison, the state's other privately run prison (OICS, 2016, p. viii). From 2003 to 2010 we were told the indirect costs for Acacia were 30 per cent of the contractors' fee. In 2013–2014, the Department's new leadership slashed its estimate to 15 per cent, and then revised it down again to 13 per cent. This seemed too low, and involved a worrying discrepancy of \$7–8 million dollars a year from previous estimates. In 2014–2015, the Department provided yet another estimate to the Economic Regulation Authority of around 11 per cent. The February 2016 contract renewal announcement suggested that indirect costs are now estimated as 19.5 per cent (OICS, 2016).

In our 2014 Wandoo inspection report, we recommended that the Department considers and reports on the financial and non-financial costs and benefits of the facility (OICS, 2014, Recommendation 5). The Department supported this recommendation but has yet to deliver. The Department advised us that they were awaiting the results of a midterm review of Wandoo that was undertaken just prior to our inspection.

The Department has never been able to provide an adequate or consistent methodology to calculate the figure for Acacia or Wandoo, and as a result, we do not know how much the Department spends to manage private prisons. As part of the 2016 inspection report of Acacia Prison, we again recommended that the Department develop and publicly report on robust performance and cost models for the prison system. The Department supported this recommendation, claiming that they were working with the Department of Treasury to develop a cost and demand model for the provision of correctional services across the state (OICS, 2016, Recommendation 2). We look forward to reviewing this model.

Chapter 3

RESIDENT LIFE AT WANDOO

Wandoo is guided by a responsible resident philosophy, which means that residents are encouraged to take responsibility for their actions by participating in the regime activities, meeting their sentence plan objectives, and by treating others with respect. Wandoo's role is to support and develop the residents by providing the resources, structures, and networks necessary for them to succeed. The philosophy flows from the residents' first day until they leave Wandoo.

3.1 ORIENTATION

A relaxed and thorough orientation for new residents

The responsible resident philosophy begins the moment that the resident arrives at Wandoo, and sets the scene for the remainder of their stay. After being processed through reception, residents settle into the orientation unit, and prepare for their orientation. An important part of the orientation process is the Director's Welcome. Every Tuesday morning, the Director meets with the new arrivals to introduce herself and to build rapport. The meeting is intentionally informal, being held in the visits reception area. The tone of the Director's Welcome sets the tone for the remainder of the residents' stay.



Figure 2: The lounge area where the Director's Welcome is held each week

Before residents participate in the week long orientation program they sign a contract committing to the process and agreeing to comply with the expectations of the program. Residents then visit workplaces and meet with staff from around the facility. As they

progress through the orientation process, staff sign the orientation passbook to confirm that the resident has been informed about how things work. The process mirrors modern industrial workplace practices and means all residents have enough information to settle into Wandoo. The process works well. This was confirmed by residents in the survey we conducted before the inspection.

3.2 CLOTHING, BEDDING, PROPERTY

No major issues with clothing, bedding and property

Wandoo set reasonable limits for the amount of property that residents could store in their cells. Any property that could not be stored in cells was kept in the property store room.

Residents do their own laundry in their units. The laundry room was used to launder clothing and bedding left behind by residents. Some residents complained that their mattresses were too thin and starting to sink, but there were a stack of new mattresses available that residents could order.

3.3 FOOD AND NUTRITION

Residents like the food, but want more of it

The kitchen provides good quality meals for the non-self-care residents, while self-care residents cook their own meals. A new meal service for the non-self-care residents was implemented prior to the inspection, which led to a few complaints. The non-self-care



Figure 3: The kitchen available for non-self-care residents to heat their meals



Figure 4: The self-care kitchen where 12 residents prepare their meal each day

residents were frustrated because their dinner meals were pre-prepared by the kitchen and delivered cold. They were expected to heat up their meals using the microwaves in their units. But each unit had just one microwave to share among up to 14 residents, which meant that the reheating process took a long time and was causing conflict. If Wandoo continues to provide cold meals to residents, they should introduce more meal heating options in the units.

The main kitchen was adequately providing for non-self-care residents on special diets, and had started catering for the Aboriginal population. They were serving kangaroo pies and kangaroo tails for occasional cooking at the fire pit. For NAIDOC Week, the kitchen served kangaroo and emu sausages and wattle seed cheesecake.

The self-care residents were also experiencing some problems regarding their food. There were 12 residents in self-care who were expected to cook their meals in a domestic-sized kitchen. The kitchen had only one oven, one four-burner stove, and one microwave. When we visited the self-care unit, one group of residents was slow roasting beef brisket in the oven, which meant that the remaining residents could not use the oven for most of the evening.

There were some issues with the quantity of food provided to the residents at Wandoo. Meals for non-self-care residents were portion controlled and the self-care residents were limited by budget. Residents told us that their active lifestyles made them hungry, so they regularly used their own money to buy extra food. This has led to some standovers during

meal times. To help alleviate the tension and to reduce theft from the kitchen, Wandoo started to allow residents to make their own egg protein shakes. They also provided emergency meals for when residents miss out. Given Wandoo's responsible resident philosophy, consideration should be given to remove the portion control restrictions and provide more food.

We heard of plans to build a supermarket and make all units self-catering. This aligns well with Wandoo's responsible resident philosophy, and would alleviate some of the concerns we noticed during the inspection. Other minimum-security prisons already run similar supermarkets, where residents not only learn to budget, but they also gain cooking and nutrition skills. All of these skills are important for successful re-entry into the community. We were told that the plans to build a supermarket at Wandoo were on hold until the future of the Wandoo contract was certain. If Wandoo was to go ahead and make all units self-catering, more cooking facilities, such as stoves and ovens, will likely need to be installed in all units to meet demand.

3.4 RELIGIOUS AND SPIRITUAL NEEDS

Religious services were impeded by inefficient security clearance processes

Religious services run fortnightly and are well regarded by residents. Residents with appropriate clearances can attend church off-site on Sundays at the local Lakeside Baptist Church. Lakeside Baptist Church also occasionally hosts basketball competitions for the Wandoo men at the church's recreation centre.

Chaplaincy services are provided by the Council of Churches and the Uniting Church. The coordinating chaplain shows compassion for the young men at Wandoo and is supportive of the residents if they experience a loss. He arranges memorial services for Aboriginal residents who have lost loved ones. He ensures that all memorial services coincide with funeral dates, and makes it a priority to attend all of the services.

Prisoners are entitled to receive religious visits under the *Prison's Act 1981* (WA) section 95E. All religious visitors, including those coming on-site to deliver programs, must receive a security clearance before working on-site, even if they are already cleared to work at other Western Australian prisons. The clearances are undertaken by the Department and must be renewed every 12 months. At the time of the inspection, there were 11 religious visitors waiting for security clearances. One had been on the wait list for four months. This was causing delays in the running of religious programs. It was also interfering with the prisoners' legislative rights to religious observance and guidance. A more efficient clearance process should be implemented to ensure residents do not miss out on religious programs and services.

3.5 RECREATION

Recreation is rated highly

Recreation was rated in the survey as the best thing about Wandoo. The gym at Wandoo is large and made up of two exercise rooms with modern cardio and weights equipment. There is also additional exercise equipment outside in the undercover basketball area.



Figure 5: Some of the gym equipment available at Wandoo

All residents are physically assessed when they first arrived at Wandoo and instructed in how to use the gym equipment properly. If a resident is unfamiliar or uncomfortable using the gym or playing sport, the recreation officers will encourage him to participate in passive activities, such as darts. This gently eases residents into exercise without feeling threatened or overwhelmed.

Residents had become frustrated that access had been limited since the Department had imposed early evening lockdowns following the Wandoo escapes. Wandoo tried to provide alternative solutions to keep the residents occupied at night, including supervised bingo and yoga classes. While helpful to an extent, the organised classes did not alleviate residents' frustration with not being able to use the gym at night. Instead residents were sitting around in units at night doing nothing. The wider impact of these restrictions is discussed further in chapter 5.

Prior to the escape, there were more recreation opportunities available off-site, including rock climbing, swimming, 10 pin bowling, and even running the City to Surf marathon. These were healthy, social activities that encouraged residents to look after their health and set goals. It is disappointing and discriminatory that most of these activities were cancelled because of the escape. Other minimum-security prisons that have also experienced escapes have not been subject to the same restrictions. Consideration should be given to reintroducing these activities, particularly as most of the residents now wear GPS monitoring bracelets.

Many residents had a keen interest in fitness careers. A group of residents had completed their Certificate III in Fitness and had continued on to complete their Certificate IV. Three of the resident recreation workers had their fitness qualifications, so they ran the afternoon circuit classes. It was positive to see a healthy interest in health, fitness and recreation.

Wandoo supports weekend organised sport, but as part of the responsible resident philosophy staff have always encouraged residents to arrange it themselves. This means that weekend sport often does not get organised. On the Sunday that we visited, no team sports had been arranged and no residents were out on the oval. We heard from residents that they would like to play sport on the weekend, but they did not know how to organise it. They claimed that when they are out in the community, if they want to play football, they would join a local football club, rather than starting their own team. This was especially true for some of the Aboriginal residents. There is an opportunity for Wandoo to meet the residents halfway – instead of organising team sports for the weekends, Wandoo staff could work closer with residents to help them set up weekend competitions and games.

3.6 EXTERNAL CONTACTS AND COMMUNICATION

Maintaining contact with family is supported

Residents told us in the surveys that it is easy to maintain contact with family and friends at Wandoo. There are a number of ways Wandoo residents can maintain contact with family, including visits, mail, telephone, Skype, and email. There are also a number of programs and services available to help fathers build relationships with their children.

Residents can have visits with their family and friends on weekends, or on Fridays if the resident has earned privileges. Visitors told us that the booking process was user-friendly and efficient. Wandoo is located within walking distance to Murdoch train station, so there does not seem to be a need for the facility to put on transport for visitors.

The visit centre has an indoor and outdoor seated area, but it was a cold and windy day when we observed the visits, so most people were cramped inside. The visits room was crowded and noisy and despite some toys being made available, there was no area for children to play.

Residents are not permitted to wear enclosed shoes during visits, instead they have to wear thongs. This type of footwear was not suitable for such a cold and windy day. The rule was introduced to prevent trafficking, but given that residents are all strip searched after each visit, the banning of shoes seems excessive and should be reviewed.

There are many opportunities for fathers at Wandoo to connect with their children. Residents with young families can attend a playgroup every fortnight. The focus of the playgroup is to build strong relationships and to teach fathers about basic child care. Fathers can feed their children, change nappies, entertain, tell stories, and paint. During the inspection, six fathers were booked to attend playgroup with their children. Through the Good Beginnings program, Wandoo has also established good connections with the Department of Child Protection and Family Services (DCPFS). DCPFS staff regularly bring children to Wandoo to interact with their fathers. In addition, the Chaplaincy



Figure 6: The indoor area of the visits centre

department runs a parenting program and Aboriginal fathers can attend family counselling off site.

Residents can also stay in contact with family and friends using the telephone and mail. Residents with family in remote locations can apply to contact their families through Skype. On top of all of this, Wandoo recently introduced an email program specifically for residents who do not get visitors. It was still in its infancy when we inspected, but around five to eight emails were being sent every month. Email is a good solution for family if they can access a computer and would like to communicate quicker than writing a letter.

3.7 SUPPORT SERVICES

Residents are well-supported by their peers

There are two main support groups for residents. The peer support group is made up of residents who support those who may be struggling to cope in prison. The main goal of the peer support group is to reduce the level of distress, incidences of self-harm, and suicides. There is also a Resident Information and Activities Council (RIAC) that takes general resident issues to management. Both committees were well established and kept residents engaged in the Wandoo community.

There were four residents on the peer support team at the time of the inspection, two of whom were Aboriginal. However, because resident turnover is high, membership of the peer support team often fluctuates. We observed a peer support team meeting where the members felt comfortable confidentially raising issues on behalf of other residents.

In line with the responsible resident philosophy, the peer support team plays a significant role around the prison. They lead the orientation program for new residents and are involved with events and appointments around the facility. On the first day of our inspection, we participated in a guided tour by one of the peer support residents, who professionally carried out his duties despite telling us that he was nervous. Peer support also helped to organise and arrange seating for the health and employment exhibition that ran during the inspection.

Peer support residents also sit on the RIAC. Other residents are invited to attend RIAC meetings if they wish. RIAC provides a voice for the resident community and is also used to develop activities, disseminate information, and improve communication. RIAC residents meet regularly with Wandoo management to discuss general issues concerning residents, programs, residential services, operational issues, and environmental issues. We observed a RIAC meeting where residents brought issues to management which were politely discussed and actioned. The meeting was well attended and residents appeared engaged with the process.

A lack of support services for Aboriginal men

In 2014, we found that Wandoo had made a significant effort to meet the needs of Aboriginal residents. Wandoo had organised cultural events, facilitated Elders' visits and encouraged cultural cook-ups. Aboriginal residents felt that Wandoo staff appreciated their culture but we concluded that there was still more that Wandoo could do. We recommended that 'Wandoo management should implement measures to further engage and attract Aboriginal young men' (OICS, 2014, Recommendation 1).

At the time of this inspection, 20 of the 77 residents were Aboriginal. They were fairly represented on the peer support team and across all jobs. The cultural initiatives were still being driven by the Family Liaison Officer. She had introduced Noongar language programs for staff and residents, coordinated the peer support team, assisted with family case conferencing, produced a Noongar language booklet and dictionary, and kept detailed notes about family and cultural issues that the Aboriginal residents were experiencing. The residents spoke highly of the Family Liaison Officer, who demonstrated dedication and genuine care and respect for the residents. However, while she had implemented a range of initiatives to keep Aboriginal men engaged, there were few other options for Aboriginal residents who need counselling to help them through family and cultural issues. She was therefore expected to take on an additional support role that would usually be undertaken by the Aboriginal Visitors Scheme (AVS).

The AVS was set up by the Department to provide support to Aboriginal people in custody in line with recommendations from the Royal Commission into Aboriginal Deaths in Custody. During the 2014 inspection AVS visitors were attending Wandoo once a week, to meet with the Aboriginal residents and to discuss any family and cultural issues they were having. The residents appreciated having an additional Aboriginal person to talk to at Wandoo who also had connections to the community. In September 2015 the Department advised Wandoo that regular AVS visits would stop. The Department did, however, confirm that AVS would still attend if requested or in times of emergency. Not long after

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this decision was made, Wandoo requested the support of AVS to assist with some family feuding over a death in the community. Despite multiple requests for support, the AVS did not visit Wandoo or provide any service to help alleviate the situation. The Family Liaison Officer had to deal with the situation herself, on top of her other duties.

In January 2016 the Department announced an AVS 24-hour counselling hotline available to prisoners and their families and friends. Feedback from Aboriginal prisoners and families is that, while the hotline is useful for families, it is not an adequate replacement for face-to-face AVS prison visits. More needs to be done to support the Aboriginal men at Wandoo and the Family Liaison Officer.

Recommendation 3:

The Department and/or Serco should introduce additional support and counselling services for Aboriginal men.

Wandoo established an Aboriginal Advisory Board, consisting of Wandoo staff, Elders, and local government community workers. The objective of the Board is to encourage engagement from the broader community to help manage Aboriginal offender issues at Wandoo and to build partnerships with Aboriginal service providers. The Board was still in its infancy when we inspected. Copies of meeting minutes showed little activity had occurred but some planning had commenced.

Wandoo had discussed the possibility of introducing a unit dedicated solely to Aboriginal residents. It was decided that Wandoo would not go ahead with creating an Aboriginal unit, although they committed to revisiting the idea in the future. The residents told us during the inspection that they would like an Aboriginal only unit. There were no Aboriginal residents in self-care accommodation, and when we asked why not, some of the Aboriginal men told us that they preferred to live with their family and friends in standard accommodation rather than be split up in self-care. Opportunities should be explored where Aboriginal residents can support each other and still progress to self-care or semi-self-care accommodation.

Chapter 4

CUSTODY, SAFETY AND SECURITY

The layout of the Wandoo infrastructure suits responsible, minimum-security young men who are preparing for release back into the community. The level of security is well balanced to the risk posed by a minimum-security cohort. Wandoo is the only minimum-security facility in the state with a double-fence, which was a result of the facility being designed for juveniles. However, once inside, the atmosphere is open and relaxed, with no internal fencing or segregation areas.

There have been two incidents where Wandoo residents escaped while participating in supervised activities in the community. After each incident Wandoo management reviewed its risk assessment processes and operations, and implemented strategies to reduce the risk of further escapes. This included the introduction of GPS monitoring bracelets.

Wandoo then experienced a serious escape from within the facility. On the evening of 21 August 2015, four residents escaped by hotwiring a forklift and ramming it through two perimeter gates. While on the run, the men committed serious crimes and were not recaptured until days later. The escape was a dramatic turning point in Wandoo's operations, with the Department stepping in to direct some of the prison's operations.

4.1 POST-ESCAPE EVENING RESTRICTIONS

The evening restrictions undermine the Wandoo's philosophy

Prior to the August 2015 escape, residents were permitted to freely move around the Wandoo site until 10:00 pm. Residents would spend their days working, studying, or participating in programs. In the evenings after dinner they were free to use the gym, the library, the art room, or the computer room. This was comparable to a normal working day that someone in the community may experience. The regime encouraged residents to manage their own time, which complimented Wandoo's responsible resident philosophy. As the facility was enclosed by two security fences, and the residents were rated minimum-security, the risk of escape was deemed to be low. Nobody predicted that a group of residents would hotwire a forklift and use it to ram through the gates. It was particularly surprising as one of the escapees was approved to participate in external activities in the community.

After the escape, the Department imposed an early lockdown regime at Wandoo. Residents were to be locked into their units by 6:00 pm and their cells by 9:00 pm. These restrictions were necessary immediately after the escape, while the investigation was ongoing. However, Wandoo expected that the evening lockdowns would be lifted in time. This did not occur and six months after the escape, in February 2016, the Department issued a Prison Order making the early lockdown regime permanent. The Prison Order advised Wandoo that, from that point onwards, residents would only be permitted out of their units when there is enough natural light to clearly view the perimeter. This meant that in the winter months, residents must be locked in to their units before 6:00 pm. One year later, the Department's restrictions were still in place with no indication if or when they would be lifted.

The early lockdowns were the most complained about issue by residents in the pre-inspection survey. The residents knew that prisoners at other minimum-security facilities were not locked down early, and felt that they were being unfairly punished for the actions of the escapees. Residents told us that they felt like children, being sent to bed early, and that

they would rather be at one of the other minimum-security prisons where they are treated like adults. The restrictions also meant that instead of participating in healthy social and developmental activities, residents were spending their evenings either playing X-Box or sitting around playing cards in their units.

The residents were correct in assuming that no other minimum-security facilities lockdown prisoners at night. Prisoners in the minimum-security unit at Greenough Regional Prison are still allowed to associate freely at night, despite two night time escapes from the minimum-security yard in 2015. The most comparable facility to Wandoo would be the Boronia Pre-Release Centre for Women. The metropolitan based facility has a similar numbers of prisoners with similar staffing arrangements as Wandoo. However, the women at Boronia are free to move around the facility at night until 10:30 pm.

The Department advised us in writing that Wandoo was subject to the early lock-ins 'following broad consultation with key stakeholders, including Wandoo'. The Department further explained that the other minimum-security facilities were exempt from the early lock-in restrictions because the cells and units in other minimum-security facilities do not lock and the ablution facilities are external to the cells. This is a poor justification for the early lock-ins at Wandoo, and it does not explain why residents at Wandoo are required to be locked in three hours earlier than at the other facilities. There is no longer any justification for the discriminatory and contradictory operational regimes between prisons. The early lockdowns at Wandoo may have been appropriate immediately after the escape, but it is now time for the Department to reduce these restrictions and allow Wandoo to return to a more relaxed evening regime.

Recommendation 4:

In line with the other minimum-security facilities in the state, the Department should relax the evening restrictions at Wandoo to allow the residents to participate in social and developmental activities in the evenings.

4.2 INFRASTRUCTURE

Cell and bed sizes remain an issue

Serco did a good job of revitalising the run-down, graffiti strewn facility. However, since it was originally a juvenile remand facility, the cell and bed sizes are too small for adult males. There are four accommodation units at Wandoo. Three units are single occupancy while the short-term orientation unit is made up of double-bunked accommodation. This brings the total number of beds to 77. The child-sized, single cells are small, averaging around 5 m². The Standard Guidelines for Prison Facilities in Australia and New Zealand state that single cells with a toilet and shower should be a minimum 8.75 m² (Corrections Victoria, 1990). Probably the most uncomfortable issue is the bed size. The small beds are approximately 1.9 metres long, which for some tall, young men is too short for them to lie in comfortably. We heard from some men that they need to curl up in an uncomfortable diagonal position when sleeping, or move their mattress to the floor to sleep comfortably. Wandoo did its best to accommodate for tall men, by providing them with additional



Figure 7: A double bunked cell when the facility was used as a juvenile facility



Figure 8: A refurbished cell at Wandoo, made into a single cell

mattresses if they chose to sleep on the floor.

Being cramped into small cells is amplified by the early evening lock-ins. During our 2014 inspection exit debrief we commented that the small cell sizes and the double-bunking in the orientation unit was ‘just bearable’ because residents were not locked in at night. That situation has since changed, with residents locked in early. As mentioned already, the night time lockdowns should cease.

Some consideration has been given to increasing the number of beds at Wandoo in the future. It would be disappointing if double-bunks were to be installed in the single cells, as there is already little personal space for one person, let alone two. Double-bunking the current cells should be ruled out of any future plans to increase capacity at Wandoo. Alternative options should be considered if the capacity at Wandoo was to increase.

4.3 DAILY REGIME

Residents cannot return to their units if they finish work early

Residents participate in activities throughout the day such as work, education or programs. The units are locked throughout the day to discourage residents from remaining in their unit when they should be at work. However, if a resident finishes work early, they are locked out and must wait until the afternoon before they can return to their accommodation.

We found this practice to be contrary to Wandoo’s responsible resident philosophy and does not reflect community standards. During the inspection we regularly came across residents who had finished work early and had not been permitted to return to their units. The week of the inspection was particularly cold and rainy, and the residents were huddled under the smoking shelters or sitting outside the gym trying to stay warm. Wandoo should unlock the units and implement a more suitable responsible resident strategy for encouraging residents to attend their workplace that aligns with practices in the community.

4.4 GPS PROGRAM

GPS program seems to be working

Since opening, Wandoo has experienced two incidents where residents escaped while working in the community. In January 2015, as an additional security measure, Wandoo commenced a pilot program to trial the use of GPS ankle bracelets. Fifteen devices were strapped on to the ankles of residents who were participating in external activities. Wandoo conducted its own review of the GPS trial. As part of the review, residents confirmed that they were constantly aware of their GPS monitoring device and it served as a reminder of the risks involved with escaping. Wandoo concluded that wearing the GPS monitors affects residents’ decision-making and therefore reduced the risks of escaping while working in the community. Wandoo deemed the trial successful, but noted a number of accidental breaks occurring when residents were playing football.

The trial was ongoing when the four residents escaped from Wandoo in August 2015. None of the escapees were wearing a GPS bracelet. Even though the escape occurred from inside the facility, the Department wound back all external activities and made it more difficult for

residents to participate. To reduce the risk of another escape, and to provide additional assurance to the Department, Wandoo extended the GPS program beyond the pilot period. Wandoo did not want residents missing out on rehabilitation, so they introduced a blanket rule that residents can only participate in external activities if they are fitted with a GPS monitoring device. There were 47 residents wearing GPS bracelets at the time of the inspection and more on the wait list for devices. Since the rule was introduced, there have been no further escapes.

We support the use of GPS monitoring; if it means that more residents can participate in external activities, if it reduces the risk of absconds, and if the system works well. However, we identified a number of issues that can easily be fixed. There were not enough bracelets to allow all approved residents to participate in external activities. More devices were on order but had not yet arrived. The devices also needed to be more discreet and comfortable to avoid the stigma of being labelled a dangerous sex offender by the community. Residents told us stories of unfriendly encounters with people using public transport who assumed the residents were dangerous sex offenders. We also heard that people had taken photos of the residents wearing the bracelets and posted them to social media, labelling them as sex offenders. Some residents were so concerned with the public pressure that they did not want to participate in external activities. This issue needs addressing.

Recommendation 5:

Introduce smaller and more discreet GPS monitoring devices that residents can comfortably conceal when out in the public.

4.5 RESIDENT BEHAVIOUR

Poor resident behaviour is managed well

Staff and management can implement a number of behaviour management strategies if a resident is not conforming to the rules. A resident may be issued a warning, have their privileges temporarily removed, have notes made on their file, be transferred to another facility, be regressed to basic supervision level, be charged under the *Prisons Act 1981* (WA), or be placed on a Behavioural Management Plan.

When residents first arrive at Wandoo, they are informed of Wandoo's zero tolerance towards drugs or bullying behaviour. If a resident receives a positive urine test result or is found to be bullying or threatening towards another resident, they will be transferred out straight away. Since Wandoo first opened, 42 residents, or around 10 per year, have been charged with a drug offence. The residents told us that they like the policy, as it encourages residents to behave and helps residents feel safe.

Staff rarely charge a resident for other minor misconduct, such as swearing or disobeying the rules. Only 28 charges have ever been laid at Wandoo for minor misconduct. This behaviour is certainly not accepted. But instead of charging the resident, staff tend to deal with the prisoner individually, in line with Wandoo's responsible resident philosophy. This strategy seems to work for Wandoo, as the resident usually conforms after being spoken to.

However, if the resident displays constant bad behaviour, such as turning up for work late, not keeping his room tidy, or other minor behavioural issues, he may be placed on a Behaviour Management Plan. The purpose of a Behaviour Management Plan is to help the resident to identify his bad behaviour and provide him with an opportunity to rectify such behaviour. The Behaviour Management Plan contains the reasons for the plan, expected standards of behaviour, the support measures available to the resident and consequences if the plan is not followed. While on a Behaviour Management Plan, residents must also complete a workbook, to help residents think about how they respond to situations and deal with situations that may arise in a custodial environment. The workbook addresses:

- the resident's actions that led to them being on a Behavioural Management Plan
- the resident's thoughts and feelings
- strategies for changing negative thought, feelings and behaviours
- problem-solving strategies
- decision-making
- goal setting

Wandoo advised us that Behaviour Management Plans are rarely used, only around three times per year. Only one resident has been transferred to another facility for failing to comply with their Behaviour Management Plan. This suggests that the system works well. However, we agreed with Wandoo management that the 74-page workbook was probably too complex and could be simplified. File notes also suggest that some residents on Behaviour Management Plans have corrected their own behaviour because they were afraid of being transferred to another facility, not because the activities in the workbook helped with their thought patterns. Consideration should be given to either reduce the complexity of the workbook, or introduce a more user-friendly way to teach the resident about his behaviour.

Residents who demonstrate serious bad behaviour may be charged under the *Prisons Act 1981 (WA)*. Offences may include disobeying rules, behaving in a disorderly manner, indecent language, damaging property, returning a positive urine test result, assault, behaving in a riotous manner, escapes, being in the possession of a weapon, or failing to submit for a drug test. In most cases, particularly drug and alcohol offences, the resident is transferred to a higher security facility and the charge is heard at the other facility.

All staff at Wandoo play an active role in collecting and reporting information to Wandoo security. Wandoo security then collates the information, identifies any security risks and lets staff know what they should be looking out for. Wandoo can also request security information from the Department's Intelligence Directorate (CSID), who can access information from a wider database. While the relationship between Wandoo and CSID is reportedly good, Wandoo management was concerned that CSID was not sufficiently informing them when residents had particularly concerning juvenile records. Wandoo did not want to see complete juvenile records, but was hoping that the facility could be better informed by the CSID when residents arrive with a significant young offender history.

4.6 RESOLVING CONFLICT

An impressive conflict resolution program

Wandoo deals with resident conflict promptly and effectively. Residents are encouraged to take responsibility for the consequences of their behaviour and address the harm that they have caused through restorative justice programs. When an issue arises, staff can recommend a restorative justice session, or residents can request a session. Participation is voluntary. The people involved in the conflict sit down with a facilitator and talk through their issues, safely and respectfully. Residents can ask for a peer support resident to attend if they feel intimidated or afraid or if they would just like additional support. Residents also have the opportunity to share their thoughts and feelings privately with the facilitator before the meeting.

The Restorative Justice Coordinator assesses when restorative justice is the most appropriate solution for resolving conflicts, as there are some cases when it is simply not appropriate. It works well when residents who usually get along well, have an argument or disagreement, and need to talk through the issue. It does not work well if a resident has already submitted a grievance or if the issue is bigger than a minor misunderstanding. Wandoo tried restorative justice between residents and staff, but found it not to be very effective. They also contemplated staff to staff conflict resolution, but now refer staff conflict to the human resource department.

Restorative justice sessions have successfully resolved conflicts that may have otherwise escalated. Minor conflict, such as arguments over food or residents being rude to one another, were easily resolved after the residents talked it through. Some staff felt that the restorative justice process was sometimes abused by residents, who pretend to make peace so that they do not find themselves in further trouble. However, this is unlikely given that the program is voluntary, there is no punishment for not attending, and it takes a fair amount of courage for young men to open up about their feelings in front of others.

4.7 GATEHOUSE SECURITY

Stringent security processes do not impede on the visitor experience

When visitors arrive at Wandoo, they must pass through a thorough security screening process. The process is far more rigorous than what we have seen at other minimum-security facilities. However, it was not invasive and visitors did not seem to mind presenting themselves for screening. Residents also told us in the survey that they thought that their visitors were treated well. When we observed the processing of visitors, Wandoo staff were polite and professional. Some slight vulnerabilities were identified, but the risks were being managed appropriately for a minimum-security facility.

Custodial staff monitor the visit session in person and via cameras. Staff stepped back and gave the residents and their visitors space, while still maintaining a presence. There were some issues identified with the antiquated CCTV monitoring system in the visits area, but a business case had been submitted to upgrade the system. The business case will likely remain on hold until the contract renewal is resolved.

4.8 EMERGENCY RESPONSE

Problems with radio protocols during an emergency exercise

All staff and official visitors to Wandoo wear a personal duress alarm. The alarm can be pressed at any time if a person feels unsafe or if they require emergency assistance from custodial staff. Staff are notified over the radio and attend the emergency as soon as possible. We intentionally pressed the alarm to measure how quickly staff would respond. The initial radio call took longer than we expected but the response time and the number of staff that responded was good. The response could have been quicker, perhaps even under a minute, if the radio call had been made earlier.

The low risk profile of residents means that Wandoo does not experience many emergency situations, however staff still need to be prepared. During this exercise, staff were still talking freely on the radio. In an emergency situation, all radio traffic should cease to keep the airways clear for the emergency responders. Wandoo should conduct more live emergency exercises to remind people of the radio processes during an incident.

4.9 PHYSICAL SECURITY

An innovative and secure key management solution

When Wandoo first opened, Serco received a number of Performance and Improvement Notices because staff were accidentally taking facility keys home at the end of their shift. Three years ago, Serco introduced a system whereby staff must exchange their car keys for facility keys. This prevents staff from leaving with facility keys, as they cannot drive home without their car keys. Since the method was introduced, facility keys have not been taken off site.

The perimeter fence line requires close monitoring

Wandoo is enclosed by two perimeter fences that were left over from when Wandoo was a juvenile facility. But the internal layout is an open campus style, allowing responsible residents to move freely throughout the facility.

Wandoo is located next door to South Metropolitan TAFE. Recently, the TAFE extended its car park, which now backs on to the Wandoo perimeter. This creates a vulnerability that Wandoo will need to closely monitor. Additional security strategies will need to focus on this area, to reduce the risk of trafficking or other risky behaviour in this area.

Chapter 5

HEALTH CARE

The perceptions of health services at Wandoo were positive, with two-thirds of residents telling us in the survey that they thought health services were good. This was higher than the state average of 51 per cent.

The configuration of the health centre at Wandoo is similar to any community health centre. There is a general waiting/reception area, two treatment rooms which double as the nurses' offices, and another treatment room used by the doctor. There is a large television located in the waiting area which is used to screen health promotion shows.

5.1 THE HEALTH CENTRE



Figure 9: The Wandoo health centre

Responsible resident philosophy adopted by medical centre

As is accepted practice in the community, residents manage their own health appointments. They can make an appointment using the electronic kiosk, which is similar to using an online booking engine in the community. Residents can also keep essential medication on their person. Residents sign a contract acknowledging that this is a privilege, and agree to manage their own medication needs responsibly. As part of this contract, they also commit to attend the health centre to collect their medications and attend scheduled appointments without having to be reminded. This is good practice and affirms the responsibilities required of them when they leave Wandoo and reintegrate into their community.

The centre operates a daily triage clinic each morning from 8:00 am to 9:00 am. Residents can drop in to the centre during this hour to discuss any urgent or emerging concerns they may have about their personal health, and to receive their daily medications. They do not

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need a scheduled appointment during this time. This daily triage hour is specifically timed to take place before residents commence work for the day. The health centre's operations are responsive to, and in line with the overall operating philosophy of the facility, that requires residents to be engaged in meaningful work and to take responsibility for their personal needs.

Effective and efficient health services

Staff run the medical centre professionally and efficiently. The health centre is staffed by a full-time manager, a full-time nurse, and a part-time nurse. They all agreed that this was enough staff to meet demand, but also said that they were very busy. There was no dedicated administrative support position for the health services' team at Wandoo. Most other prison health centres have a medical receptionist whose role is to manage general and specialist medical appointments, and take care of the administrative functions required in any busy medical centre. At Wandoo, these functions are performed by the nurses themselves, including the health care manager. This model seemed to be working well.

The health centre is designed to reflect community standards. The staff working in the health centre apply a multidisciplinary approach to their work. For example, the manager was also the mental health nurse and undertook administrative tasks like scheduling external medical appointments. Similarly, the nurses coordinated all the various tasks associated with managing residents' health needs, including those that would otherwise be dealt with by an administrative support position.

The health care team are able to change operations and practices to meet the needs and preferences of the residents. For example, the residents provided feedback that they disliked going to the dentist at Acacia because of the 140 kilometre round trip during which they must be restrained. Wandoo changed the process and partnered with a local dentist to provide services to the residents. Triage session times were also changed to accommodate residents who had to start work early. The flexibility of Wandoo's health centre is unique among prison health services in Western Australia. Most often, prison health centres have to comply with the demands of the operational regimes over and above patients' requirements and preferences.

The health care team at Wandoo had also won awards for the service they provide. In 2015 they won two awards. One was a Serco customer service award that the medical staff won at both the national and global level. They also won a Serco global award for setting up and managing a good health centre practice model.

5.2 HEALTH PROMOTION

Health promotion is a priority and is delivered well

A key element of the responsible resident model is to educate residents so they can make informed decisions about their own health needs. The health promotion program at Wandoo includes:

- a health education session as part of residents' orientation. This covers areas such as diet, obesity, chronic health (asthma, diabetes), and sexually transmitted infections

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- a physiotherapy awareness-raising session for all new residents to learn how to look after themselves when playing sport or using the gym
- health promotion programs aired on the television in the health centre for residents to watch while waiting to attend appointments
- annual wellness exhibition for staff and residents
- university dental students hold awareness sessions on preventative strategies and general dental care
- monthly information sessions where residents can drop in for afternoon tea and ask health related questions in an informal setting

Residents are rewarded for being responsible and looking after their health. Every month, a prize such as a hamper, is awarded to a resident who has shown that they are engaged with the health centre. Since the incentive schedule has been introduced, engagement with the health centre has increased. More residents are attending their health appointments and the 'did not attend' rates have decreased.

5.3 HEALTH SERVICES

Health services are effectively servicing the Wandoo population

General Practitioner (GP) Services

Residents can request a medical appointment using the electronic kiosks. To ensure the appropriate appointment is booked, the nurses will liaise with the resident about the nature of their issue, and triage appropriately. This approach works well at Wandoo because the nurses are engaged with the residents about their health care needs and referrals are made to the GP based on engagement.

The doctor attends Wandoo one morning per week. Because the nurses manage her appointments, she is able to spend more time on serious health concerns. The amount of time the doctor spends on-site seemed sufficient and wait times were relatively short. Residents who needed to see a doctor could usually see her the next time that she visits the centre, at the most one week's time.

The Department's policy requires that prisoners should see a doctor within 28 days of arriving in custody. The crowding and general lack of resourcing in the state's prisons has meant that sometimes residents arrive at Wandoo without being seen by a doctor from the transferring prison. The initial health assessments can take-up to half an hour. The doctor at Wandoo will prioritise initial health screening, although it becomes particularly onerous for her as she only spends a few hours per week at the site. This means that sometimes residents miss out on their scheduled appointment. While this was identified as an issue, the GP and the health centre staff at Wandoo were managing it well.

Dental Services

During the 2014 inspection, we found that access to dental services was a problem. Residents were travelling to Acacia for their dental appointments, where one dentist was already struggling to service a population of around 1,000 prisoners. Two local community dentists now service the Wandoo population, which has reduced waiting and travel times.

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The medical centre noticed some inconsistencies in the referral processes for dental treatment, so they began triaging dental patients. Urgent patients could be seen within 48 hours, those experiencing intermittent dental pain are scheduled for two to four weeks, and those requiring ongoing maintenance and check-ups are scheduled eight weeks in advance.

This new dental triage process has had a positive effect on both the resolution of residents' dental requirements and on the perception among residents that they are being treated equitably when it comes to seeing the dentist.

Mental Health Services

There is no visiting psychiatrist to Wandoo, because people with significant psychiatric needs are very unlikely to be approved for placement at Wandoo. There is however a permanent psychologist on-site to provide therapeutic counselling to residents who request this. This is a positive improvement on psychological services at other prisons which are so stretched and under-resourced that they are only able to focus on crisis intervention and risk management. Residents at Wandoo have the opportunity for more in-depth, long-term psychological support. This increases the possibility of real change for them thereby significantly improving their prospects of successful reintegration.

Chapter 6

REHABILITATION AND REINTEGRATION

Wandoo aims to provide a positive rehabilitative environment where residents can refrain from criminal behaviour and become responsible members of the community. An innovative and thorough case conferencing model tracks and supports residents as they progress through their rehabilitation journeys. Residents have the opportunity to work, participate in education and training, and undertake programs designed to ensure that they are suitably prepared to re-enter the community.

6.1 OFFENDER MANAGEMENT MODEL

The best offender management model in the state

Wandoo's assessment and case management processes are far more comprehensive than those of state-operated prisons. Wandoo recognises that many residents come from disadvantaged backgrounds. Some arrive poor or homeless, under-educated, unemployed or underemployed, have poor mental and physical health and are often addicted to drugs and alcohol. As most people in custody will eventually be released, appropriate treatment and support while in custody and upon release is imperative for successful re-entry. An ideal throughcare program would see a resident appropriately assessed and managed when they first enter custody, either as a sentenced prisoner or on remand, continuously monitored throughout their time in custody, and end after they are released.

Ideally, he should arrive with an Individual Management Plan or a Management and Placement Plan, usually produced by staff at Hakea Prison. These plans contain information such as the resident's treatment and education requirements, and proposed facility placements that may affect his sentence. However, the Management and Placement Plans and Individual Management Plans contain only general rehabilitation needs, and do not address re-entry needs. To fill this gap Wandoo introduced a Wandoo Reintegration Plan that provides a more holistic and in-depth approach to addressing the resident's rehabilitation needs.

Every resident at Wandoo is assessed during their first three weeks and provided with a Wandoo Reintegration Plan. The Wandoo Reintegration Plan contains goals and actions that are structured around the nine pathways that Wandoo believes are important for successful re-entry into the community. The nine pathways are:

- family and significant others
- health and wellbeing (physical and psychological)
- substance misuse
- accommodation
- employment, education and training
- recreation
- cultural and spiritual
- financial and legal
- attitudes, thinking and behaviour (treatment interventions)

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The throughcare team meets regularly with residents to assess and report on their progress against the Wandoo Reintegration Plan. In addition to these reviews, Wandoo runs weekly multidisciplinary meetings. In these meetings, staff from across the facility evaluate the status of each resident and track their progress against the goals outlined in their plan. The forum is also used to discuss concerns, to identify security risks and to review residents' status for participation in external activities. This is an effective process that integrates knowledge and coordinates efforts across all areas.

A case manager is assigned to support each resident and to monitor their rehabilitation progress. Case managers compile information about how residents are performing in work or training, how much contact they are having with their family and how engaged they are with programs and release preparation. This information is used to determine how the resident progresses through accommodation, employment, education and training.

Wandoo's offender management model was described in our 2014 inspection as 'best-in-class'. We commented that:

The facility embodies the kind of case management, integration of education, employment and training, rehabilitative programming and release preparation that one expects to see in a well-functioning youth justice facility (OICS, 2014, p. 75).

Wandoo has continued to deliver the best offender management model in the state. The Department has promised to introduce a similar statewide offender management model that will identify the reintegration needs of every offender in custody, develop reintegration plans and deliver interventions through various stakeholders. The proposed model should address many of the weaknesses of the current Individual Management Plans and should transform the stand-alone case management system to a more integrated, holistic approach. The state's integrated offender management model is yet to be implemented, however, a pilot program that was undertaken at Greenough Regional Prison was found to be useful in highlighting gaps in service provision.

6.2 OFFENDER PROGRAMS

Need for a Medium Intensity Program

Wandoo offers a mix of both offender programs and voluntary programs to help residents to succeed upon release. When residents receive an effective sentence of more than six months, the Department assesses them to determine which treatment programs they need to attend to address their offending behaviour. Wandoo runs only two offender treatment programs: Pathways (an intensive addictions program) and Think First (a cognitive skills program). During the 2016 inspection, most residents who needed to undertake the Pathways or Think First program were scheduled to do so before their release. Only four residents were scheduled for release without having the chance to participate in the Pathways program, and one resident would be released without completing Think First.

There were a number of residents who were required to participate in the Medium Intensity Program, but were not able to because the program is not offered at Wandoo. An analysis showed that as at 19 August 2016, five prisoners were scheduled to be transferred to other

facilities to complete their Medium Intensity Program. It was particularly concerning that one of these prisoners was scheduled to return to a maximum-security prison to undertake the program. Such transfers disrupt the resident's rehabilitation journey, and should be minimised. A further nine prisoners who were assessed as requiring the program were scheduled for release from Wandoo without undertaking the program at all. We also identified 10 other young men in other metropolitan prisons who were assessed as needing the program but unable to access it at any facility.

Wandoo has submitted a proposal to the Department detailing how they could facilitate the Medium Intensity Program. At the time of writing this report however, no decision had been made.

Recommendation 6:**Run the Medium Intensity Program at Wandoo**

For the past two years, the Department has put a hold on all of its external contracts while it assesses the needs of public prisons. This means that most public prisons have reduced the number of voluntary programs on offer. The private prisons were not part of this cut back, and they continue to provide voluntary programs. Wandoo offers a small but substantive suite of voluntary programs tailored to meet the needs of residents. Some residents may want help to address their addictions but they have not been assessed as requiring an offender treatment program or their sentences are too short to be eligible. Peer mentoring programs that address substance misuse and addiction are popular at Wandoo. Three peer programs are offered: Green Lighthouse, Narcotics Anonymous, and Alcoholics Anonymous. In preparing for release, Wandoo also links residents with external Narcotics Anonymous and Alcoholics Anonymous groups. Where possible, residents can attend external meetings, however, access to external programs is limited by clearances and the availability of GPS ankle bracelets.

A new addictions program for Aboriginal residents recently commenced at Wandoo. The program titled *Who's Ya Mob?* was introduced by the Aboriginal Alcohol and Drug Service and involves Elders helping residents rediscover their extended family connections and backgrounds. The course was so popular that the Aboriginal Alcohol and Drug Service introduced an alternative program called *OneEightyDegrees*, which offers similar support but without the cultural element. These programs are especially valuable for those residents who could not participate in the Pathways offender treatment program.

Headspace Fremantle was running a Men's Group that focused on emotional regulation, interpersonal skills, and maintaining mental health. Individual assessment and counselling was also provided, but the services were no longer running due to internal restructuring. The centre psychologist also provides therapeutic individual counselling that focused on grief, loss, trauma, depression, anger management, addictions, relationships, violence, and offending relapse prevention.

The Prison Fellowship's Sycamore Tree program had last run in 2014. The program involves residents meeting with victims of crime to help them better understand the

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consequences of their criminal activities. Following rebuilding of the Fellowship, the Sycamore Tree program re-commenced during the inspection week.

Wandoo also hosts an external speaker every month from a range of backgrounds and life experiences in the hope of providing inspiration, motivation and role models for the young men. Some of the guest speakers had been Aboriginal Elders who were invited to the monthly fire pits.

6.3 EDUCATION, TRAINING AND EMPLOYMENT

Improved education, training and employment services

The primary aim of the education, training and employment area of Wandoo is to encourage residents to develop personal responsibility, skills, and a work ethic that enhances employability and enables residents to live law abiding lifestyles when they re-join the community. The area is held accountable by two KPIs: one is to keep residents engaged in constructive work or training, and the other is to encourage prisoners to successfully complete agreed course modules. These KPIs are consistently met.

In 2014, we found that there was an ‘under-emphasis’ on education at Wandoo compared with other prisons (OICS, 2014, p. 33). Education resources were limited and the young men were not interested in education because of the negative memories they had of school classroom environments. In 2016, we were pleased to see that the education services had improved. Students were more engaged with education and residents spoke highly of the education services. In the survey, residents ranked education as the third best thing about Wandoo, which we rarely see in prisoner surveys. This office also received a letter from a Wandoo resident before the inspection, telling us that the education team ‘go above and beyond to make us skilled for the workplace upon release’. Wandoo should be congratulated for improving education services and keeping the residents positively engaged in education.

Wandoo has developed a number of partnerships with employers, employer groups, education providers, and training groups to deliver a wide range of education options. Both accredited and nonaccredited courses and traineeships are offered within the facility and in the community. Most are transferable qualifications, meaning that if a student prisoner has not completed their full qualification on release, their statement of attainment is accepted by public and private Registered Training Organisations nationally.

The Aboriginal residents were pleased that a course was available that would help them prepare for work and guarantee them a job on release. The training provider AUSCOM offers Certificate II in Work Preparation for Aboriginal residents. Five Aboriginal residents had graduated and a second course was scheduled. The Aboriginal graduates appreciated this opportunity, while others were eagerly hoping they could attend the next course.

The Rap and Radio course is another innovative program that keeps residents engaged in basic education. The program focuses on literacy through reading and writing. Residents write street raps (narratives) and put out five CDs a semester. The students spoke highly of the course and the positive influence of one of the guest Aboriginal rap artists. One student told us that when he was in another prison he worked his way to get to minimum-security

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so he could participate in the course. Another told us that the Rap and Radio program changed his life and now he focuses on music more than crime. This initiative is a fantastic way to keep residents engaged with education.

Unlike other prisons, residents at Wandoo have the opportunity to continue to participate in education and training throughout summer. A comprehensive schedule is planned for the summer period including work, education, competitions, training, extracurricular activity, creative and cultural activities, and social education. This was good to see.

Long-stay residents need more internal training opportunities

All residents are offered the opportunity to develop their literacy and numeracy skills while at Wandoo. Residents can also participate in short courses such as the Certificate of General Education, Forklift, Safety Signs, First-Aid, Hospitality Hygiene, and the Construction White Card. Traineeships are offered in hospitality (kitchen operations), horticulture, and warehousing. At the time of the inspection seven residents were participating in traineeships. Residents can also participate in external studies ranging from Certificate IV to tertiary university study. Four residents were studying for a university course at the time of the inspection.

To ensure the most appropriate training is offered, Wandoo conducted an analysis of resident releases. The analysis confirmed that the construction industry was by far the largest employment sector for released residents. In response, Wandoo developed a construction skills development program where short construction courses are offered such as dogging and rigging, working at heights, and working in confined spaces. The students participating in these courses told us that these courses provided them with a feeling of accomplishment and they were pleased to be leaving prison with qualifications.

Unfortunately, many of the construction courses are run off-site and are only available to residents who receive approval to participate in external activities. During the inspection, there were a number of residents at Wandoo with more than 12 months to serve on their sentence and were subsequently not eligible for an external clearance. Residents who are not cleared to work externally have limited opportunities to develop their construction skills and qualifications. This is an increasing challenge for the education and training team.

At the time of the inspection, the workshop facilitator was on long-term sick leave, leading to the closure of the carpentry workshop. Wandoo was in the process of hiring a replacement and was considering using this as an opportunity to convert the workshop into a construction workshop. As part of this proposed plan, residents would be able to complete on-site courses in wall and ceiling tiling, floor and wall tiling, brickwork, forklift, and bobcat driving. This is an innovative plan that begins to address the challenge of providing more training opportunities for residents who cannot participate in external training.

Residents build work skills in preparation for release

On top of the education program, there are a range of job opportunities within the facility in the kitchen, cleaning party, store, laundry, gym, education, horticulture, gardens, and maintenance. Working at Wandoo is about more than simply earning money. Wandoo

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aspires to create constructive, meaningful, and sustainable employment opportunities for residents to develop skills to prepare them for working in the community. Wandoo provides employment opportunities to residents only if it benefits the resident, if it can be facilitated by Wandoo, and if it adds value to the community. Residents are selected for jobs based on the completion of offender programs, risk assessments and the resident's rehabilitation goals.

Residents can also participate in reparation work in the community. Wandoo has built strong links with a large number of community organisations that deliver a wide range of services to residents. Wandoo provides services to various community organisations and not-for-profit groups, and contributes to local council projects. The good relationship with community groups was clearly illustrated during the inspection at the well attended stakeholders' breakfast hosted by Wandoo, and at the health and wellness exhibition for residents that included a large number of community service providers.

6.4 PREPARATION FOR RELEASE

Residents are well prepared to re-enter the community

The service provider Mission Australia provides re-entry services that drive Wandoo's aspiration to reduce reoffending. Mission Australia has a small team which is embedded at Wandoo. The staff are committed to their work, communicate effectively with residents and help them to adjust to living law abiding lifestyles upon release.

Mission Australia case officers are linked with residents when they first arrive to help them complete their Wandoo Reintegration Plan. When preparing for release, Mission Australia and staff from the education, programs, and throughcare teams work to ensure the resident is supported for a smooth transition back in the community. They help to organise and confirm transport details on release, accommodation, family relationships, any mentoring or support arrangements, employment, training, parole contact obligations, recreation and leisure, banking, and income support arrangements.

Just prior to leaving Wandoo, the resident attends a release planning workshop. The course is focused on goal setting, identifying triggers for relapse, managing stress, and learning to cope. A first week plan is also produced, that details exactly how the resident intends to spend their time in that first week, including their leisure and social activities.

Mission Australia is heavily involved with the resident's first week out. A Mission Australia case officer may accompany a released resident to open a bank account, go shopping or attend new accommodation. Some residents are taken to appointments during the week to meet with their Community Corrections Officer, counsellor, employer, or training provider. Mission Australia workers provide help and support for up to three months after release, to help the ex-resident access the services they need, maintain work or training obligations, and make appropriate choices in who they see and how they use their leisure time.

A new mentoring program also commenced, where Wandoo staff can continue to act as mentors for residents after they are released. The program has been carefully constructed to limit the nature of the relationships and protect the worker's privacy and safety. While the concept sounds promising, the majority of residents we spoke with during the inspection

did not like the idea of maintaining contact with staff once released. Despite this a handful of ex-residents were using the program.

The Serco and Mission Australia re-entry partnership has been critical to the Wandoo philosophy and outcomes, with many positive aspects demonstrated during both the 2014 and the 2016 inspections. However, Wandoo is approaching its first five years of operation, and it is time to conduct a more thorough review of the re-entry services provided by Mission Australia to ensure optimal targeting of resources.

6.5 REHABILITATION

It is difficult to determine the effectiveness of Wandoo's rehabilitation program

Wandoo provides a thorough rehabilitation program that prepares residents for release into the community and provides initial support. However, it is difficult to determine what impact, if any, the rehabilitation is having on reducing reoffending. While Wandoo is meeting its KPIs to provide employment or training placement for residents upon release, the longer-term impacts have not been accurately measured.

Wandoo measures successful re-entry and rehabilitation using two methods. One is the re-entry KPI, where Wandoo receives a performance payment dependent on the percentage of residents in employment upon release. This is defined to include full-time education, training, or residential drug rehabilitation. Both Mission Australia and Wandoo are involved in finding residents work on release. Wandoo provides work and training opportunities for residents while serving their sentences, and in many cases residents have continued to work for these companies when released. Mission Australia has its own partnerships with Job Active providers to help residents find work. Wandoo, with the support of Mission Australia, has consistently met this KPI. Wandoo has released over 90 per cent of residents, who were at Wandoo for more than three months, into steady employment, education, training, or residential drug rehabilitation.

Wandoo also measures successful rehabilitation by assessing the facility's return to custody or recidivism rate. However, we faced difficulties when trying to understand the impact of Wandoo's rehabilitation program on recidivism. Wandoo's own internal auditing team produced a recidivism figure that suggested only 12.3 per cent of residents released from Wandoo return to custody within two years. According to Wandoo's calculations, this placed them far lower than the state average return rate of 41 per cent for adult males. However, the Department's figures suggest that Wandoo's recidivism rate is much higher.

Further investigation revealed that Wandoo and the Department were measuring recidivism differently, hence the difference in results. The Department's calculations captured the recidivism rates for residents released over a rolling 12-month period. Wandoo, on the other hand, was measuring all returns to custody from the day the centre released its first resident, a completely different population base than what the Department measures from.

Wandoo also only captured residents who had spent more than three months at Wandoo and were linked up with Mission Australia's re-entry services. The Department's data

REHABILITATION AND REINTEGRATION

captured all residents released from Wandoo, even those who had only spent a few nights at the facility and were released with little or no re-entry support.

Recidivism figures are one of the most important measures to accurately assess if Wandoo is successfully rehabilitating young men and providing value for money. A robust methodology that takes into account all factors likely to influence the return to custody rate needs to be produced and implemented by both the Department and Wandoo.

In 2014, we recommended that the Department establishes 'valid recidivism measures that compare Wandoo results with results from comparable prisoner cohorts' that would support a full cost/benefit analysis (OICS, 2014, Recommendation 5). The Department supported this recommendation but provided no evidence that this had been done.

The importance of measuring accurate and robust recidivism rates at Wandoo was discussed at length with Wandoo management during the inspection. By the end of the inspection, Wandoo had commissioned an academic to undertake research into the recidivism statistics and provide a more robust measure that would accurately assess the impact of Wandoo's rehabilitation program. In light of this recidivism review, Wandoo should also review its own rehabilitation and reintegration services to ensure optimal targeting of re-entry resources.

Recommendation 7:

The Department should

- (a) work with Serco to assess the impact of Wandoo's rehabilitation on reoffending rates, and
- (b) use these recidivism figures to provide a cost/benefit analysis for Wandoo.

Chapter 7

STAFFING AND CULTURE

Since the 2014 inspection, a number of issues have impacted on staff morale. The 2015 escape left many feeling disheartened and led to tighter security restrictions. The staff were also consumed with enterprise agreement negotiations that were drawn out over 2015 and 2016. While staff were dissatisfied and relationships with management had eroded, morale appeared to be lifting, and management remained committed to rebuilding the relationship.



Figure 10: A sign in both English and the Noongar language demonstrating the positive philosophy at Wandoo

7.1 TREATMENT OF RESIDENTS

Positive staff and resident relationships

We were impressed with the respectful attitude shown by both staff and residents at Wandoo. Residents are encouraged to call staff by their first names, and staff also call residents by their first name. All staff wear casual polo shirts and residents are not referred to as prisoners. Staff and residents are respectful to one another and were always friendly and polite. Staff knew the names and backgrounds of residents, and residents seemed to know and appreciate the roles and responsibilities of each staff member.

At one stage during the inspection, a resident was noticeably upset after a visit. We observed a staff member sitting and talking with the resident after the visit. It was good to see that the staff member was genuinely concerned about the welfare of the resident, and was doing their best to help.

STAFFING AND CULTURE

The strong focus on building strong relationships also contributed to the safety felt by most staff and residents. The majority of residents told us in the pre-inspection survey that they felt safe at Wandoo. They claimed that they felt safe because the staff and residents are friendly and respectful and the environment is generally calm. Staff also told us in the pre-inspection survey that they felt safe in their working environment.

The staff at Wandoo seemed genuinely interested in working with the residents towards their rehabilitation goals. This was clearly demonstrated in the pre-inspection staff survey where most respondents (52 out of 59) stated that they generally get along well with residents. We asked staff what was the best thing about working at Wandoo. Two of the top answers were about being able to make a difference and working with residents. We also asked residents in their survey who they would turn to if they needed help. Residents told us that they would turn to staff, including senior staff and the Director. We do not usually see such respect shown towards staff at other prisons.

7.2 STAFF SATISFACTION AND MORALE

A destabilised relationship between staff and management

Since 2014 the relationship between staff and management had been eroded. In the staff survey, respondents rated their quality of working life 6.6 out of 10, down from 7.1 in 2014. Similarly, respondents rated their current level of work-related stress at 6.4, up from 5.5 in 2014 (and higher than state averages). Serco also runs its own annual global survey of employees, which showed that the level of engagement among employees at Wandoo was far lower in 2015 than in 2014.

In April 2015, Serco and the Community and Public Sector Union (CPSU) commenced negotiating new terms and conditions of employment, as part of a new enterprise agreement. The negotiations proved to be difficult and protracted, and became extremely divisive. The process was described by both sides as ‘destructive’ and ‘negative’. Some even felt that the campaign became personal on both sides.

In August 2015, the Director left Wandoo to take-up the Director’s position at Acacia Prison, also operated by Serco, leaving the Wandoo Director’s position substantively vacant. A week after she left, four residents escaped. Serco immediately appointed another temporary Director to Wandoo to stabilise and secure the site. He stayed in this role for just a short few weeks before the former Director was recalled from Acacia Prison and permanently returned to Wandoo.

The reasons for recalling the Director from Acacia Prison were not entirely clear to staff. During the inspection, many staff expressed discontent at the way that Serco and the Department managed the situation. In particular, they felt that the Deputy Director, who was acting Director at the time of the escape, had been unfairly blamed for the escape. Many staff also saw the escapes as a betrayal of trust and respect that is at the core of the Wandoo philosophy, and this in itself was demoralising. Staff regretted the resulting increase in security and the ongoing negative effect on the Wandoo regime, pointing out that this also undermined the operating philosophy.

STAFFING AND CULTURE

During the post-escape period and the period of management instability, the negotiations for the enterprise agreement were still ongoing. By November 2015, Serco and the CPSU had not been able to agree on terms, and the union initiated industrial action. This included several work stoppages in late 2015 and early 2016. By the time of our inspection, most of the terms had been settled upon but the agreement was still not finalised. Staff were still dissatisfied with certain aspects of the agreement, particularly the long service leave entitlements. The delay meant that staff had been waiting for more than 12 months of back pay related to the salary increase they had won. Settling the back pay was beyond Serco's control, but this was not understood by staff, and it was generating further resentment.

The other issue constantly raised by operational staff was dissatisfaction with the new shift roster that had been introduced in May 2016. The previous roster was problematic because of uneven distribution of duties. A core group of staff worked night shifts, meaning that they did not have a lot of contact with residents and were at-risk of burnout and deskilling. There were also two distinct shifts, A shift and B shift, which risked developing two distinct work cultures.

Staff were consulted and given a choice to vote on three new roster options. The resulting roster distributed shifts equally among staff, and the A and B shifts were disbanded. A number of staff were concerned that the new roster provided a poorer work-life balance, and several did not like working night shifts. Staff also complained that it was more difficult to schedule their personal commitments and were particularly concerned with a section of the roster that required staff to work six shifts in one week. The senior management team had recognised that staff were unhappy with the roster, and committed to reviewing it. A roster review committee including staff representatives had been formed.

There was still one ongoing staffing issue that we identified in 2014, which remained un-resolved this inspection. In 2014, staff were unhappy about management's open door policy. This policy allowed residents to complain directly to management if they felt that a staff member made an unfair decision. Some staff felt undermined if their decisions were overridden. We suggested that management should consult more with the initial decision maker or provide an opportunity for the staff member and their line manager to reconsider the decision. There was no indication of any change in 2016, and this issue continued to fuel disgruntlement among staff.

All of these issues meant that staff had lost some of their respect for management. Wandoo management was also equally disappointed by the way that the enterprise agreement negotiations had played out, and recognised the damage that had been done to the relationship with staff.

The senior management team recognised that staff morale was low, and they acknowledged that Wandoo was still recovering from the negativity of the negotiation process. They were working to improve communication and relationships with staff, and some progress had been made. Managers across the site generally agreed that morale had improved since the depths of the enterprise agreement negotiations although it was universally acknowledged that staff morale and culture was still recovering.

Recommendation 8:

Wandoo management should continue to focus on rebuilding the relationship between management and staff

Staff remain committed despite challenges

Wandoo staff remained committed to Wandoo's operational philosophy. They assist the residents to develop responsibility and to provide the resources, structures and networks necessary for residents to succeed. Most staff stated that this was what had originally attracted them to working at Wandoo. Staff from all areas expressed commitment to the pro-social environment and the idea of rehabilitating and reintegrating the residents. This commitment was evident from our observations of staff and residents interacting.

The majority of Wandoo's senior management team, including the Director and Deputy Director, had been at Wandoo since inception, and continued to exhibit strong personal commitment to its philosophy and strategic objectives. Their leadership had been important during a challenging period for the facility.

7.3 CORPORATE SERVICES

Corporate services were functioning well

Staff at Wandoo were able to access their personal employment details and human resources processes such as payslip information and leave bookings via Serco's online 'My HR' system. Staff were generally satisfied with this system. This was illustrated in meetings and conversations with staff during the inspection, and in the results of the pre-inspection staff survey. Overall, we found that corporate services were functioning well. Senior management were justifiably proud of the international accreditations they had achieved in quality management, environmental management, and occupational health and safety.

Since the 2014 inspection, Serco had centralised a number of services. The position of Human Resources Manager had been abolished and payroll processes transferred to Adelaide and recruitment to Melbourne. In any such centralisation process, there is always a risk of diminished services at the local level, but this did not appear to be the case at Wandoo. Importantly, Wandoo retained two staff members on-site in the human resources team, which provided local expertise and a contact point for Wandoo staff. The restructure reduced the number of low-level transactions managed on-site and allowed the Wandoo corporate services team to focus on strategic goals and business improvements. This was a good outcome. Feedback from staff and management about the service provided by the on-site human resources team was positive.

Appendix 1

REFERENCE LIST

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Appendix 2

ACRONYMS

AVS	Aboriginal Visitors Scheme
ABC	Australian Broadcasting Corporation
CPSU	Community and Public Sector Union
CSID	Corrective Services Intelligence Directorate
DCPFS	Department of Child Protection and Family Services
DCS	Department of Corrective Services
GP	General Practitioner
GPS	Global Positioning System
HR	Human Resources
IIOM	Individualised Integrated Offender Management
KPI	Key Performance Indicators
MLA	Member of the Legislative Assembly
NAIDOC	National Aborigines and Islanders Day Observance Committee
RIAC	Resident Information and Activities Council
TAFE	Technical and Further Education
USB	Universal Serial Bus
WA	Western Australia

Appendix 3

RESPONSE TO THE RECOMMENDATIONS

Recommendation	Serco Response	Department of Corrective Service Response
1 Revise the Wandoo KPIs to be more outcome based and to include indicators that measure the facility's progress towards reducing reoffending.	Supported Wandoo accepts the premise and will work cooperatively with DCS to achieve this outcome.	Supported The Department's Contract Management branch and Wandoo management have discussed and agreed on the need to revise the KPIs and introduce new Performance Measures that focus on reducing reoffending. Negotiations on these measures will commence after the Mid Term Review.
2 The contract monitors should incorporate the results of Wandoo's internal audits into their reviews, and ensure these reviews are focused on outcomes as well as managing risk.	Noted The recommendation is one that is outside the influence/control of the contractor.	Supported in Part The Department's Monitoring and Compliance branch focus all monitoring activity and compliance reviews around risk. This is a vital role and identifies risk within the Department where policy, process and procedure, including regulatory compliance, is not being implemented or followed correctly. This broader approach also demonstrates that to be effective the functions of the branch are both forward and outward looking. In summary, monitoring and compliance is an operational function of the department. It is there to manage compliance risk and protect the Department in a pragmatic and risk-based way.
3 The Department and/or Serco should introduce additional support and counselling services for Aboriginal men.	Supported We note that this is a joint recommendation and could be met by the reintroduction of AVS support. However we will also explore greater support through the Aboriginal Advisory Board and the take suggestions from the Residents themselves.	This is a matter for Wandoo management.
4 In line with the other minimum-security facilities in the state, the Department should relax the evening restrictions at Wandoo to allow the residents to participate in social and developmental activities in the evenings.	Noted Wandoo agrees and will work cooperatively with DCS to achieve this outcome.	Not Supported Evening restrictions will remain in place at Wandoo. Participation in social and developmental activities can still occur within the Unit.

RESPONSE TO THE RECOMMENDATIONS

Recommendation	Serco Response	Department of Corrective Service Response
5 Introduce smaller and more discreet GPS monitoring devices that residents can comfortably conceal when out in the public.	Supported in Principle Serco are exploring more discreet devices and will seek to implement if possible.	Supported – existing Departmental initiative The introduction of smaller and more discreet GPS monitoring devices for residents at Wandoo is currently being evaluated.
6 Run the Medium Intensity Program at Wandoo	Supported The recommendation is supported and the Director has already taken action to address the recommendation.	Supported – existing Departmental initiative The Medium Intensity Program had been approved to be run at Wandoo and is scheduled to commence in 2017.
7 The Department should (a) work with Serco to assess the impact of Wandoo’s rehabilitation on reoffending rates, and (b) use these recidivism figures to provide a cost/benefit analysis for Wandoo.	Noted The recommendation is one that is outside the influence/control of the contractor	Supported (a) A relevant Performance Indicator already exists. (b) The Department agrees that its current measure of recidivism by facility of release is a poor measure of the likely rehabilitative impact of each facility. The Department is developing a tool that will not only measure recidivism but also isolate the likely impacts of a range of demographic and intervention variables. A cost benefit model is also being developed to complement this tool and to help the Department focus its resources on the types of services and strategies that most effectively reduce re-offending.
8 Wandoo management should continue to focus on rebuilding the relationship between management and staff	Supported The recommendation is supported. The Senior Management Team are already taking appropriate action and will continue to drive these actions to address the recommendation.	This is a matter for Wandoo management to address.

Appendix 4

ASSESSMENT OF PROGRESS AGAINST THE 2014 RECOMMENDATIONS

Recommendation No.	Recommendations Report No. 94, <i>Report of an Announced Inspection of Wandoo Reintegration Facility</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	Wandoo management should implement measures to further engage and attract Aboriginal young men.				•	
2.	Wandoo should continue to develop its Pathways approach to education, training and work with attention to those needing more basic literacy and numeracy, better continuity along Pathways, higher completion levels, increased information and communications technology content, improved access to external course resources and better use of the Prisoner Employment Program.				•	
3.	DCS should further amend the Prisoner Employment Program to accelerate approval processes to facilitate timely participation in longer term education and training programs by prisoners approved for unsupervised section 95.		•			
4.	DCS and Serco should develop an additional education, training and work facility within Wandoo.			•		
5.	The Benefits Register and Realisation Plan for the Wandoo Reintegration Facility should be revised to include: 1. Valid recidivism measures that compare Wandoo results with results from comparable prisoner cohorts. 2. Both the benefit and costs of the facility. Financial and non-financial costs should be explicitly considered. Factors could include the impact of the facility on the rest of the people in the Department's custody, including women and juveniles, and projected savings from any reduced recidivism.	•				
6.	Wandoo management review its staffing, scheduling and vehicle resources to ensure that external activities and other section 95 placements are maximised.				•	
7.	Any extension of the upper age limit for Wandoo should be administered gradually and only as far as needed to utilise capacity at Wandoo, selecting only those motivated to make positive life-changes.	•				

Appendix 5

2016 INSPECTION TEAM MEMBERS

Neil Morgan	Inspector
Lauren Netto	Principal Inspections and Research Officer
Amanda Coghlan	Inspections and Research Officer
Cliff Holdom	Inspections and Research Officer
Kieran Artelaris	Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Grazia Pagano	Expert Advisor, Education and Training
Colin Campbell	Expert Advisor, Contract Management
Nicole Harrowfield	Student Intern

Appendix 6

KEY INSPECTION DATES

Formal announcement of inspection	15 April 2016
Pre-inspection community consultation	12 July 2016
Start of on-site phase	7 August 2016
Completion of on-site phase	12 August 2016
Inspection exit debrief	12 August 2016
Draft Report sent to DCS and Serco	28 November 2016
Due date for return of report from DCS and Serco	9 January 2017
Draft report returned by DCS	6 January 2017
Draft report returned by Serco	15 December 2016
Declaration of Prepared Report	13 January 2017

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



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