



REPORT OF AN ANNOUNCED INSPECTION OF
PARDELUP PRISON FARM

82

DECEMBER 2012
REPORT

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OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

**Report of an Announced Inspection of
Pardelup Prison Farm**

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December 2012

ISSN 1445-3134

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The Inspector's Overview

PARDELUP PRISON FARM: A SAFE, POSITIVE AND PRODUCTIVE PRISON WITH FURTHER POTENTIAL

INTRODUCTION

Pardelup Prison Farm ('Pardelup'), located 27 kilometres from Mount Barker, has a fascinating 85 year history. It commenced operations in 1927 as an adjunct to Fremantle Prison, and in both national and international terms its philosophy and infrastructure were ground-breaking: an open, fence-free rural location and a focus on positive farm-based work.

Up until 2002, Pardelup operated as a prison, holding a maximum of around 80 prisoners. In 2002, during a short term drop in prisoner numbers, the decision was taken to downgrade it to a small work camp. Its maximum capacity was only 20 prisoners and actual numbers were often lower. Given that prisoner numbers were always destined to move back up, this was a short-sighted decision. It also resulted in a deteriorating state asset and a serious under-utilisation of a site with real potential.ⁱ

In 2009, very sensibly, the government decided to invest in building up Pardelup's prisoner numbers and in appropriate refurbishments. In March 2010, Pardelup formally regained its status as a prison and now has a capacity of 84 prisoners. It is also responsible for the Walpole work camp which has a capacity of 12 prisoners.

This inspection, conducted in July-August 2012, confirmed the wisdom of the decision to reinstate Pardelup as a prison and to expand its operations accordingly. Inevitably, the inspection found that it was still a 'work in progress' and identified some areas where improved procedures and practices needed to be developed or embedded. Overall, however, it was an extremely positive scorecard. Enormous progress had been made and many areas of good practice were already evident. The prison had a sound vision and there were strong and positive connections with the local community. These achievements are a tribute to the careful groundwork undertaken prior to March 2010 as well as to the work that has been undertaken subsequently.

SAFE, PRODUCTIVE AND POSITIVE

Pardelup is unique amongst the state's prisons in that it has no perimeter security fence. It is also a very large and open site where prisoners necessarily have access to tools, chemicals and other materials. However, it has proved to be a secure and safe facility. Careful prisoner selection, a zero tolerance approach to bullying and misbehaviour, positive staff/prisoner relations, and the incentive of having single cell accommodation in a pleasant setting have been key ingredients of this success.

Both staff and prisoners reported a stronger sense of personal safety than at other prisons. In addition, extensive community based work and recreation activities have been successful, safe and warmly embraced by the community. The areas identified for improvement with respect to safety and security are generally easily remedied and many have already been addressed.ⁱⁱ

i OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 60 (April 2009) Chapter 7.
ii See Chapter 3 and Recommendations 8 (reception and property) and 14 (chemical handling and storage).

PARDELUP PRISON FARM: A SAFE, POSITIVE AND PRODUCTIVE PRISON
WITH FURTHER POTENTIAL

Pardelup is clearly a prison farm, not merely a prison which has a farm attached. Its operations include livestock, tree plantations, fruit production and market gardening. These activities accord with the Department of Corrective Services' twin goals of providing positive employment for prisoners at the same time as enhancing the prison system's self-sustainability.

As part of this inspection, officers from the Department of Food and Agriculture conducted a comprehensive review of Pardelup's farming and production activities.ⁱⁱⁱ Their report aims both to take stock of the current situation and to suggest options for the future. As such, it includes a number of strategic observations as well as some technical recommendations. I am most appreciative of their enthusiastic engagement and assistance. In terms of the future, there are two main strategic challenges. One is to ensure that departmental strategies and planning for production and consumption across the prison estate are more fully developed. The other is to ensure that the best possible balance is being achieved between productivity on the one hand and enhancing prisoners' skills, qualifications and re-entry prospects on the other.^{iv}

Overall, Pardelup provides a positive environment and promotes respectful, pro-social relationships between staff and prisoners. The fact that all prisoners have their own cells was highly prized. Health services, food, clothing and bedding were generally of a high standard and levels of community engagement were impressive.

A good example of Pardelup's positive and proactive work can be seen in its efforts to cater for diversity amongst its prisoner population. At the time of the inspection, 40 per cent of its prisoners were Indonesian nationals who had been convicted of 'people smuggling' offences. The prison had ensured that good signage was posted in Bahasa Indonesian and had also worked hard to meet the prisoners' dietary, religious and cultural needs.^v The prisoners, in turn, were respectful and very appreciative of the consideration shown to them.

CHALLENGES, OPPORTUNITIES AND POTENTIAL

Pardelup has made very good progress over the past two to three years and is very well placed for further development. At an appropriate time in the relatively near future, after a period of further consolidation, consideration should be given to the possibility of adding more accommodation, together with additional staff resources, to support a total population of 100 to 120. This is likely to be feasible and cost-effective and would provide a better 'critical mass' of prisoners for training programs.

iii See Appendix 1.

iv See Recommendation 12, Chapters 7 and 8 and Appendix 1.

v See Chapter 4. A positive development is that the Department of Corrective Services has recently abandoned its policy of denying some foreign national prisoners the ability to remit money home during the course of their sentence: see Recommendation 7. This policy was distressing, detrimental and discriminatory: see OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (June 2012) vi–viii. It had even led to some Indonesian prisoners refusing to work at Pardelup on one occasion by way of protest.

However, three main challenges and opportunities stand out. The first is to increase the number of Aboriginal people accessing Pardelup's excellent facilities and opportunities. The second is to ensure the best balance between productivity and skilling up prisoners for successful re-entry. The third is to maintain the momentum of the past three years in the face of significant recent management changes.

Aboriginal Prisoner Numbers

Aboriginal people constitute four out of every ten prisoners in the state and have high re-entry needs. Minimum security facilities such as Pardelup are explicitly designed to achieve better reintegration outcomes and therefore to enhance public safety through reduced recidivism.

Obviously, decisions about prisoner placement must take full account of a number of considerations including security, safety and prisoner preparedness. However, for many years, I have been expressing concern at the declining proportion of Aboriginal men and women accessing south west re-entry facilities such as Boronia Pre-release Centre for Women, Wooroloo Prison Farm, Karnet Prison Farm, the Pre-release Unit at Bunbury Regional Prison, and the work camps at Pardelup and Walpole.^{vi} If Aboriginal people are not accessing these facilities in sufficient numbers, their benefits are not reaching a priority target group and public investment is not being maximised.

Prior to Pardelup becoming a prison, the Walpole and Pardelup work camps rarely held Aboriginal prisoners. For the first two years after being upgraded to a prison, Pardelup again held very few Aboriginal prisoners. Shortly before the inspection, numbers increased to 10-12 (around 15 per cent) and have stayed at that level subsequently. One of the reasons suggested by the Department was that Aboriginal people do not want to go to Pardelup. That was not what we found: the men we interviewed held very positive views about Pardelup, were actively engaged and valued the opportunities it offers.

In response to the Exit Debrief presented at the end of this inspection in early August 2012, the Department of Corrective Services commissioned an internal review to identify the reasons for the low number of Aboriginal people at re-entry facilities and to develop strategies to increase their numbers.^{vii} It is to be hoped that this review, overdue though it is, will achieve some positive results. I am also currently undertaking an audit of the flow of prisoners through to minimum security facilities, the findings of which have been shared with the Department. A report of this audit will be published on completion.

vi OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 60 (April 2009) Chapter 7; OICS, *Report of an Announced Inspection of Wooroloo Prison*, Report No. 61 (2009); OICS, *Report of an Announced Inspection of Wooroloo Prison*, Report No. 80 (2012); OICS, *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 62 (2010); OICS, *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 79 (2012); OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (2010).

vii See Recommendation 3.

Balance Between Productivity and Re-Entry Skilling

Although not made the subject of a formal recommendation, an important theme which underpinned both our inspection work and the work of the Department of Food and Agriculture was the balance between productivity and the skill development of prisoners. Productivity is obviously important in terms of cost and system wide sustainability, especially at times of budgetary pressures. However, prisons must also meet the broader public interest of improving prisoners' chances of not returning to prison and the consequential costs of further imprisonment.



Figure 1: The walking trail on Pardelup Farm roads

This is not always an easy balance to achieve as the most productive prisoners are generally the ones who are already skilled and who already have a strong work ethic. For example, a skilled welder with a history of employment will be far more productive than a trainee with little work history. At Pardelup, the issue is exemplified by fact that Indonesian prisoners are productive workers who are self-motivated and easy to supervise. However, the number of Indonesian prisoners in Western Australia is declining markedly and many of those held at Pardelup will soon be moved to Broome Regional Prison. Pardelup is concerned that this may present some challenges in terms of productivity but it should also provide the opportunity for the prison to further develop its focus on skilling up local prisoners and improving their prospects of successful re-entry.

Impact of Management Changes

At the time of the inspection, Pardelup had its own substantive Superintendent and a small and focused management team. Although small in terms of prisoner numbers, Pardelup has a similar number to Boronia Pre-release Centre for Women. There is no doubt that having a dedicated Superintendent at Pardelup, as at Boronia, has been critical to driving its vision and early progress.

In November 2012, in response to management changes and entrenched challenges at Hakea Prison^{viii}, the Superintendent of Albany Regional Prison was appointed to Hakea. This led, in turn, to the Superintendent of Pardelup being appointed to Albany but also being given responsibility for Pardelup and Walpole.

There is an obvious risk that with Pardelup now being, in effect, an adjunct of Albany, it will lose the momentum of the past three years. This would be most unfortunate. There are also risks to Albany in requiring the Superintendent to also oversee Pardelup. It is to be hoped that he can stretch himself adequately between the various sites. This will not be easy though, fortunately, there are a number of other high quality experienced managers at both sites.

SUMMARY

Pardelup provides a refreshing example of the benefits of simple things like fresh air, single cells, positive work opportunities and respectful relationships. It is important that it retains its values and momentum. Staff, management and prisoners are to be congratulated on their achievements to date.

Neil Morgan

6 December 2012

viii OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 81 (forthcoming).

Fact Page

NAME OF FACILITY

Pardelup Prison Farm

LOCATION

Pardelup Prison Farm ('Pardelup') is located on Muir Highway, 27 kilometres from Mt Barker, and 386 kilometres southwest of Perth. The farm is located on Noongar land.

ROLE OF FACILITY

Pardelup is a minimum security prison with a focus on supporting offenders as they re-enter society.

BRIEF HISTORY

Pardelup was originally established in 1927 as an adjunct of Fremantle Prison. Having operated as a farming work camp since 2002, it re-opened as a prison farm on 5 March 2010.

DESIGN CAPACITY OF PRISON

Pardelup has capacity for 84 prisoners, and its work camp at Walpole has capacity for a further 12 prisoners. Each facility provides single-occupancy cells. It is the only prison in Western Australia operating at its design capacity.

MAIN ACTIVITIES

Pardelup provides prisoners with support for re-entry into the community, primarily through work, training, and education. The prison supports communities in the shires of Plantagenet and Walpole through a variety of prisoner activities.

As a working farm, Pardelup focuses on breeding cattle and sheep, and vegetable production for consumption by the prison population within Western Australia.

Chapter 1

PARDELUP: A RE-ENTRY AND REPARATIVE PRISON FARM

METHODOLOGY AND INSPECTION THEMES

- 1.1 The methodology of the Office of the Inspector of Custodial Services ('the Office') is that of continuous inspection. In the case of Pardelup Prison Farm ('Pardelup') the methodology included pre-inspection week activities, including liaison visits; staff surveys (53% response rate), prisoner surveys (32% response rate); inspection week activities including briefings, meetings and observations; desk-top work (statistical and analytical); and engagement of specialists from the Department of Agriculture and Food. The inspection was the first to examine Pardelup as a prison farm and a thorough approach has been undertaken in order to provide a reference point for future inspections.
- 1.2 This inspection focussed on the Pardelup location: Walpole Work Camp ('Walpole') will be subject to its own inspection during 2012–2013, as part of a system-wide inspection of Western Australian work camps. Limited aspects of Walpole were examined for this Pardelup inspection as part of the examination of the prison's custodial infrastructure and re-entry services.
- 1.3 Areas of particular focus for this inspection included:
 - Demographic changes and infrastructure needs: was the Department of Corrective Services ('the Department') and prison adequately managing the size and diversity of Pardelup's prisoner population?
 - Treatment of Aboriginal prisoners: were enough Aboriginal men progressing to Pardelup from other prisons? Were the specific needs of this prisoner population being supported?
 - Treatment of foreign national (including Indonesian) prisoners: were the specific needs of this prisoner population being supported?
 - Management of the prison farm's re-entry and reparative work: was the Department planning and support for the prison farm's key roles adequate? Had the prison farm struck the correct balance between re-entry and reparation?

Context

- 1.4 Pardelup has a significant place in history: originally established as a prison farm and penal outpost to Fremantle jail in 1927, it remains one of the oldest custodial facilities still operating in Western Australia.
- 1.5 From 2002 to 2010 Pardelup operated as a work camp with a capacity of 20 prisoners. It was managed by Albany Regional Prison until 2008 and then by Karnet Prison Farm to 2010. Pardelup has not previously been subject to its own inspection and report. But it has been considered, along with Walpole, during three inspections of Albany Regional Prison (2002, 2006 and 2008).¹ In essence, this Office concluded that Pardelup and Walpole were well-run with high prisoner satisfaction. Each had strong, positive community engagement with meaningful community work allowing skill development. Both allowed work to be undertaken which would not otherwise have been done.

¹ OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 18 (September 2002); OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006); OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 60 (April 2009).

- 1.6 However, previous findings of the Office showed there were three main issues:
- sub-standard facilities;
 - an under-utilised site; and
 - lack of Aboriginal prisoners.
- 1.7 The Department made real progress improving infrastructure at both Pardelup and Walpole since 2009.² Walpole's previous caravan and donga accommodation were improved by the provision of cottages and the camp's work shed extended for visits, training and recreation. Pardelup's accommodation was upgraded to allow for the increased population and its redesignation as a prison farm. Both facilities displayed an enterprising and appropriate use of resources and prisoner work.

PRISON FARM ROLES

- 1.8 Pardelup acquired prison status on 5 March 2010, with responsibility for Walpole. The prison farm is a minimum security facility with a focus on supporting offenders as they re-enter society. Pardelup is the biggest prison farm by area in Western Australia.
- 1.9 Prison management had a clear, businesslike and appropriate vision for Pardelup, including a focus on three key areas:
- Re-entry, including skills development, meaningful work and resocialisation.
 - Reparation, including supporting the Department's self-sustainability goals through farm production and industrial maintenance, and providing support for local communities.
 - Provision of a respectful, safe environment.
- 1.10 Pardelup's roles embody the Department's focus on facilitating successful re-entry into the community in its minimum security work camps and re-entry facilities. As a working farm in an agricultural and tourism-based local area, Pardelup is a suitable site to focus on work-related education and skills training for prisoners nearing the end of their sentence. As a minimum security prison the site provides prisoners with a longer working day, less close monitoring, and more opportunity to participate in meaningful activities including opportunities to self-manage and gain confidence.
- 1.11 Pardelup is a key supplier of meat and vegetables within the prison system. Additionally, it is well-situated in relation to local communities with high needs for voluntary support which provides opportunities for engagement with prisoners.

2 Pardelup opened as a prison farm on 5 March 2010.



Figure 2: Walpole Work Camp accommodation

Prison Demographics

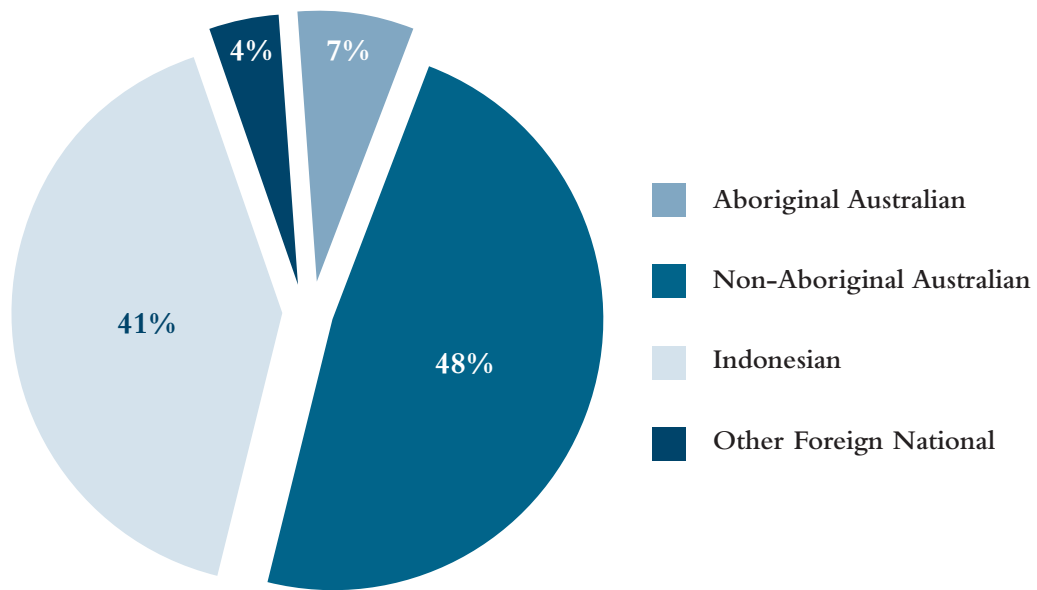
- 1.12 The Department commissioned the expansion of Pardelup's capacity in March 2010 in the context of an overall increase in prisoner numbers in Western Australia's jails. In addition, since March 2009, there has been a significant decline in the number of prisoners with a security rating of maximum and a steady increase in the proportion of prisoners rated medium and minimum.³ Numbers of foreign nationals have also been increasing in recent years, with many of those having been minimum security Indonesian prisoners. Thus from the period leading up to Pardelup's expansion, the Department has faced increased pressure on its facilities for male minimum security prisoners, including an increased need to cater for diversity.
- 1.13 One negative effect of the increased numbers of male minimum security prisoners has been the housing of too many minimum security prisoners in maximum security prisons.⁴ In this context the Department has commendably implemented a fuller utilisation of the Pardelup facility. Since achieving prison farm status, Pardelup's capacity has increased from 20 to 84 prisoners. Pardelup operates at or just below its design capacity. It has benefited from being able to operate with single occupancy cells and without the overcrowding pressures that affect most of the prison estate.⁵

³ OICS, *The Flow of Prisoners to Minimum Security, Section 95, and Work Camps in Western Australia*, forthcoming.

⁴ For example, at the time of its last inspection, Albany prison held 58 minimum security prisoners, representing 19 per cent of the prison's 311 prisoners. See OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012) 3.

⁵ See OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012); OICS, *Report of an Announced Inspection of Broome Regional Prison*, Report No. 77 (March 2012); OICS, *Report of an Announced Inspection of Bunbury Regional Prison*, Report No. 75 (December 2011).

1.14 As the snapshot figures in Figure 1 suggest, since June 2011 Pardelup’s prisoner population has consisted of, on average, 48 per cent non-Aboriginal Australians, seven per cent Aboriginal Australians and 45 per cent foreign national prisoners. On average, 91 per cent of the foreign national prisoners were Indonesian prisoners. Forty five per cent of Pardelup’s prisoners were subject to deportation on parole or at end of sentence.⁶



Aboriginal Australian	Non-Aboriginal Australian	Indonesian	Other Foreign National	Total
6	43	37	4	90

Figure 3: Pardelup prisoner demography⁷

1.15 The behaviour and productivity of foreign nationals – especially Indonesians – are highly valued at Pardelup and other prisons. Whilst there are particular support needs, including language and cultural support, they do not require the same level of re-entry support as local prisoners. Since June 2011, with the aid of an informal agreement with Albany prison, Pardelup has had a practice of maintaining a large component of (on average 35) Indonesian prisoners, the vast majority of whom are subject to deportation.⁸

6 Department of Corrective Services (DCS), Total Offender Management Solution (TOMS), 9 August 2012.

7 The table shows average of numbers from population snapshots taken during the period from July 2011 to June 2012. The graph presents the same information in percentage form.

8 Information provided in conversation with prison management at Pardelup and Albany throughout 2012.

-
- 1.16 The large number of foreign nationals has significant consequences for the prison's re-entry and rehabilitation roles. In one sense, it reduces the scope and scale of re-entry training and work and re-socialisation services. This service reduction occurs in part because prisoners subject to deportation are not eligible for public-funded education services (notably those provided by TAFE).⁹ It also occurs because such prisoners do not require the same level of re-entry support (they will not, for example, be seeking post-release employment in the community). Furthermore, certain cohorts of non-English speaking background (NESB) prisoners do not engage with English language education and consequently do not engage with training and education that requires basic English language competency.¹⁰ As a result, Pardelup provides comprehensive re-entry and re-socialisation services only for its Australian nationals and residents, who comprise approximately 55 per cent of the population.¹¹
- 1.17 In contrast to the high levels of Indonesian, and other foreign national prisoners, the table above suggests a low level of Aboriginal prisoners at Pardelup with an average of seven per cent of the prison population over the year 2011–2012. Data current at the time of writing shows that that proportion had increased to 10 per cent.¹²
- 1.18 Pardelup's prisoner population may see some change. The Minister for Corrective Services has announced that some of the state's Indonesian prisoners may be relocated to Broome Regional Prison.¹³ Moreover, changes to Commonwealth sentencing practices for some categories of offenders involved in people smuggling means that the flow of Indonesian prisoners into Western Australian (and other Australian) prisons is set to decrease.¹⁴
- 1.19 These changes will impact on Pardelup's role as a re-entry facility, as Australian national prisoners have higher re-entry support needs. Pardelup's current re-entry staffing and resourcing is sufficient for the amount of re-entry support required by the prisoner population. If the prison is required to hold a larger number of prisoners requiring more re-entry support then the Department will need to ensure that it is supported to do so (see 7.3–7.4 and Recommendation 11).

9 Foreign nationals must pay for publically-provided education in Australia. TAFE is funded through a mixture of Commonwealth and state funding.

10 For example, older Indonesian prisoners often refuse language lessons because they do not see any value for their lives on return to Indonesia.

11 These findings reflect those made in OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006), the Department should 'review the placement of such prisoners (illustrated here by the Indonesian foreign nationals) into work camps'.

12 DCS, TOMS, 10 September 2012.

13 Murray Cowper, Minister for Corrective Services, 'Broome Prison to remain open for three years', 22 August 2012, <http://www.mediastatements.wa.gov.au/Pages/WACabinetMinistersSearch.aspx?ItemId=150843&minister=Cowper&admin=Barnett>

14 Victoria Legal Aid, 'Charges dropped as mandatory sentencing for low-culpability people smuggling accused is abandoned, 5 September 2012, <http://www.legalaid.vic.gov.au/4668.htm>

CUSTODIAL INFRASTRUCTURE

- 1.20 This section only outlines the current state of Pardelup's custodial infrastructure and does not include horticultural, farming and industrial infrastructure which are discussed in chapters seven and eight. Having formerly been designated as a work camp Pardelup remains unfenced.
- 1.21 As previously indicated, significant improvements have been made at Pardelup and Walpole work camps since 2009.¹⁵ Walpole's accommodation was improved by the provision of shared cottages, and the camp's work shed was extended to allow for visits, training and recreation. Pardelup's accommodation was upgraded to allow for the increase its population capacity to 84.
- 1.22 The changes required for Pardelup's latest role have been accomplished in a short period by utilising the existing infrastructure. Consequently, some of the buildings and rooms are smaller than a new prison design would yield. Some buildings are old and have been vacant for a number of years without any significant maintenance. In the worst cases, such as the staff facilities building, the buildings are unusable.
- 1.23 Further development is being sensibly progressed, however, and most buildings have been refurbished to a good standard. In addition, the natural open areas, unobstructed views of the countryside from the cells, and a designated walk trail provide a sense of openness.

Facilities

- 1.24 Pardelup's accommodation consists of 84 single-occupancy cells arranged in a rectangular compound. The prison has completed the process of refurbishing the accommodation. Nonetheless, while the accommodation is in good condition infrastructure such as plumbing and electrical wiring is ageing and will require continued investment to remain fit for purpose.
- 1.25 Pardelup has utilised the existing cells and constructed several new ones. Throughout the inspection the prisoners referred to the single cells as being the best part about Pardelup. The Department's move toward double bunking in other prisons as a reaction to large population increases has become the norm throughout the prison system. The loss of single cells has been detrimental to the Department's provision of hierarchical management, in which prisoners progress towards higher privileges such as single-celled accommodation and lower supervision levels as a reward for continued good behaviour.¹⁶ At Pardelup, the single cells are a major reason for prisoners' good behaviour as many stated that they did not want to jeopardise their single cell by being transferred to other prisons. Within the Department's hierarchical system, Pardelup is a high privilege facility for minimum security prisoners to work towards. The retention of single cells should therefore be a priority and additional accommodation should be provided to accommodate any increase of the prisoner population.

15 DCS, *Pardelup and Walpole Action Plans 2008–2009*.

16 See OICS, *Report of an Announced Inspection of Bandyup Women's Prison*, Report No. 73 (August 2011); OICS, *Report of an Announced Inspection of Bunbury Regional Prison*, Report No. 75 (December 2011); OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012).

Recommendation 1

Maintain Pardelup as a single-cell occupancy facility and ensure that any future expansion is based on single room accommodation.



Figure 4: Pardelup prisoner accommodation

- 1.26 During the inspection there were several complaints about the manner in which night shift counts are conducted and the impact this had on the prisoners' sleep. Current night shift practice when doing a count is to open the fly wire and room doors to visually account for the prisoner, often using the torch. This occurs at least twice throughout the night and disturbs the prisoners' sleep.¹⁷ A solution might be to insert a viewing hatch in the wall to allow the officer to quietly observe the prisoner.¹⁸
- 1.27 Pardelup built an Officers' Station for the prisoner compound, with good lines of sight across the compound. The station is to be augmented with a Senior Officer's Unit to provide better working space for custodial staff. The compound currently lacks a suitable toilet for staff on night shift.¹⁹

17 Officers perform two muster checks in which they count all prisoners in their cells and additional welfare checks.

18 This Office acknowledges that costs and construction safety issues would be relevant here.

19 Officers on night shift have to walk out of the prisoner accommodation compound to the administration building or portable toilet by the boom gate.

- 1.28 The prisoners' dining hall and kitchen have been upgraded to suit the needs of the larger population. However, the power supply is inadequate to allow the kitchen to run its largest oven. The prisoners' ablutions block containing shower and toilets is of sufficient size for the prison population. The block has recently been repaired and repainted. The prison has been granted Royalties for Regions funding to provide a covered walkway from the accommodation wings to the ablution blocks to prevent prisoners getting wet during rainy weather. The prison has also provided four squat toilets for Indonesian prisoners.
- 1.29 The laundry is adequate for the size of the prisoner population. The laundry has its own separate lockable storeroom for chemicals and equipment. Three boilers serve the laundry and ablutions block, two of which have been upgraded and one of which is new.



Figure 5: Unused baking oven

- 1.30 The administration centre building has been internally redeveloped to provide office space for administration. This building also includes the gate house. The building is not designed for purpose, and presents several limitations on efficient movement including a lack of an interior corridor connecting the two sections of the building (so the boardroom and security office are not connected to the administrative office area and the building's only toilet). The gate house is cramped and presents difficulties for staff engaged in different tasks. The health centre is part of the administration building. This centre has sufficient space for the prison population and good segregation of space with a reception area, combined clinic and administrative space, and Nurse Practitioner's office.

- 1.31 The Transition Centre (combining re-entry and education centres) is adjacent to the main administration wing. Like the administration building, the combined re-entry and education centre was not designed for the prison's current purposes. However, this building demonstrates the prison's sensible redevelopment of an existing building. The centre provides office space for case management, employment services, education services and a private office for counselling. The main classroom suffers from being a thoroughfare connecting the education office, a small kitchen and the computer room. The centre also contains a library. The prison's plans for a new visits centre will provide another classroom, lessening the impact on the existing classroom.
- 1.32 Pardelup lacks a staff room. There is no area for custodial staff to eat meals, so they eat at their desks or at the external benches. Staff also lack a shower facility.
- 1.33 Other custodial infrastructural improvements include progress on upgrading the power supply through Royalties for Regions funding for a new transformer and generator. The prison has upgraded its phone, computer and internet facilities.

Chapter 2

MANAGEMENT AND STAFFING

MANAGING THE TRANSITION FROM WORK CAMP TO PRISON FARM

- 2.1 Pardelup's senior management team was tasked with transforming a work camp for 20 prisoners into a working prison farm with responsibility for up to 96 prisoners. The team – consisting of the Superintendent, the Assistant Superintendent Prisoner Management, the Business Manager and the Security Manager – was comprised equally of staff from custodial and non-custodial backgrounds.
- 2.2 Pardelup's re-entry and reparation focussed management enjoys strong support amongst many prison staff, including custodial and non-custodial staff. With few apparent exceptions, staff in all areas have a positive attitude towards Pardelup and believe in and apply its core values.

Staff Views on Local and Departmental Management

- 2.3 In the pre-inspection survey, non-custodial staff reported good relationships, support, clarity and communication with their local management in significant numbers. For example, 75 per cent of non-custodial staff felt their line managers provided good levels of support and clarity. However, only 33 per cent of custodial officers reported their line managers were good at supporting them and providing clarity. There is room for improvement to ensure continued unity of purpose. Prison management has acknowledged this as an area for further development and taken constructive action to make improvements.
- 2.4 The inspection team observed dissatisfaction amongst some custodial staff who perceived the prison farm as prioritising re-entry and reparative concerns over security requirements. There was a general consensus amongst officers that prison management had insufficient interest in the custodial side of the prison. This perception mainly related to now-resolved concerns around prison management's failure to support custodial officers' concerns about staffing levels (see 2.7). Staff morale improved when the prison resolved the issue.
- 2.5 In recent months prison management had sought to address staff perceptions of a non-consultative style of management and around some staff groups lacking a voice. Communication amongst and between staff groups had recently improved with the introduction of monthly unit staff meetings, Senior Officer meetings, VSO meetings, and prisoner unit meetings (with feedback to the prisoner group being given by peer support prisoners). These meetings need to be conducted in a genuinely consultative manner if prison staff morale is to continue to improve.

Recommendation 2

Maintain and monitor processes for promoting unity of purpose and direction amongst staff, including consultative forms of communication and decision making.

PRISON STAFFING

- 2.6 Like other prisons in the Western Australian system, Pardelup was waiting upon the results of the statewide staffing review for finalisation of its staffing profile. At the time of the inspection, the prison had a staff allocation of 37.5 full-time equivalent (FTE) custodial staff and vocational support officers (VSOs) and 8.8 FTE for public servants, with an additional 3.5 FTE positions allocated to Walpole work camp.
- 2.7 The prison farm has an allocation of 22 FTE for custodial staff. This profile included recent increases in custodial staff. Custodial staffing at Pardelup was increased in June 2012 following a dispute between prison management and staff. Prison management's minimum staffing policy had limited the number of custodial staff on duty to three per shift. Custodial Officers sought an increase in the number of staff required for daily custodial duties in the prison's accommodation compound. A departmental staffing review addressed this issue and provided two extra custodial officers. This increase to five staff on shift at any given time, had resulted in improved views of prison safety amongst custodial staff.
- 2.8 Pardelup's staff allocation included 12 FTE VSOs, including two dedicated to section 95 teams.²⁰ The VSO team presented as a cohesive group with good rapport with Pardelup's prisoners. Members of this group demonstrated great enthusiasm for the re-entry work they do with prisoners. The commitment of this group to long-term involvement at Pardelup reflected well on the prison's practice of recruiting locally.
- 2.9 Pardelup has VSOs for mechanics, carpentry, recreation, kitchen, laundry, canteen and stores, farming and market gardens. The prison has received approval for a further VSO position to facilitate the new hydroponics scheme, which is scheduled to start production in 2013. The prison plans to seek funding for a third section 95 VSO position as there is enough work and training opportunities in the local community to facilitate a third section 95 team. The prison lacks relief support for the recreation and section 95 VSO positions.
- 2.10 Pardelup is seeking to promote itself as a suitable re-entry facility to Aboriginal (and in particular Noongar) prisoners. At the time of the inspection the prison had three Aboriginal staff.²¹ Pardelup suffers from recruitment difficulties caused, in part, by the prison's isolation and Mt Barker's low unemployment – it is difficult for the prison to attract staff to this region and to compete in this local market. Limited promotion opportunities for staff are another disincentive. Housing difficulties have added to the difficulty of attracting staff. Staff were concerned by the prospect of living in close proximity to publicly-housed ex-prisoners if they reside at the Government Regional Officers' Housing accommodation in Mt Barker. They are also concerned by the lack of affordable housing in the private market. These problems are intensified by the high cost of living in Mt Barker and the lack of a regional subsidy.²²

20 'Section 95' is the work release program mandated by the *Prisons Act 1981* (WA). Up until 2006 it was known as 'Section 94'.

21 DCS Document Request, 'Resources and systems 13; Aboriginality'.

22 DCS, *Pardelup Prison Farm, Annual Business Plan, 2011–2012*. Prison management recognises the housing difficulties.

- 2.11 At the time of the inspection there was no job description form (JDF) for the gate house position although the prison is developing JDFs for all prison positions. Some of the duties allocated to the gate house senior officer appear to best fit within other positions in other areas. Booking of visits is one of the many duties that impacts on the officer's ability to carry out core duties, such as monitoring the camera surveillance screens. Visit bookings are accepted Monday to Thursday at any time, unlike other prisons which have allocated time slots for the bookings.
- 2.12 Three custodial staff rostered for night appeared adequate, although difficulties were experienced when prisoners need to be transported for medical attention. To ensure adequate operational capacity the prison needs to maintain the agreed manning levels. The inspection also identified OSH risks affecting the safety of night staff (see 8.30).
- 2.13 While the prison farm's VSO team, the administration and re-entry teams and most custodial staff have good work attendance records, personal leave appeared excessive amongst some of the prison's custodial staff. While this was an area of ongoing development, it may be that with improved staff morale and management-staff relations this may also improve.
- 2.14 The prison has developed some staff wellbeing programs. The Recreation Officer devised an exercise regime for staff and the health centre ran health checks and a 'Biggest Loser' weight loss program for staff.²³ However, some shortfalls affecting the wellbeing of custodial officers were identified. During winter, prisoners are issued gloves and beanies but staff are not. Pardelup's staff require equal protection from the cold.

STAFF TRAINING

- 2.15 Mandatory Academy training is provided at Pardelup by a satellite trainer. Pardelup's Security Manager also provides some short course training, including emergency management training. Pardelup's remoteness (it is a 170 km round trip from Albany prison) and small size of staff group presents logistical limits on the service provided by the Albany prison-based satellite trainer. The trainer typically works with small groups – often two to three staff who are away from their allocated duties for a short time. The trainer sometimes arrives at Pardelup to find the officers have gone for other duties because of staff shortages.
- 2.16 However, there is a positive attitude towards training at Pardelup and staff are flexible in providing cross coverage and help facilitate training as much as possible. At the time of the inspection staff availability had increased following a decision to use overtime to enable constant core staff coverage at Pardelup. There is a high number of non-uniformed staff who are keen for training and this allows the trainer to 'make up the numbers' and provide courses. The boardroom used for training is adequate.

23 Ibid.

- 2.17 Staff informed this Office that the standard of training provision for essential qualifications such as cardiopulmonary resuscitation (CPR) and senior first aid (SFA) is good at Pardelup and comparable with that provided at Albany prison. Operational skills training is not up to the Albany standard, but the need for this at Pardelup is also less.²⁴ Pardelup provides well-focused training in its priority areas including CPR, defibrillation and use of force and restraint.
- 2.18 Pardelup's farming and re-entry role suits external TAFE training. A recent good example of this involved the VSO teams' completion of Certificate IV in Training and Assessment via TAFE.²⁵ The trainer plans to deliver four wheel drive driver training including vehicle recovery and gravel driving. This training is appropriate given the rural farming environment and need for driving on varied surfaces.
- 2.19 During the pre-inspection survey, staff rated their Occupational Health and Safety (OSH) training poorly. Only 28 per cent stated that it was adequate, compared to a state average of 65 per cent. However, since then prison management have ensured that workplace safety and health representatives OSH representatives have undergone training.

24 OICS, pre-inspection interview with the satellite trainer at Albany Regional Prison, 21 June 2012.

25 This allows those with qualifications to provide accredited training.

Chapter 3

TOWARDS A SAFELY OPEN PRISON FARM

- 3.1 A safe prison environment requires that essential policies, procedures and processes are employed to ensure the prison remains secure; it also depends on maintaining and fostering respectful relationships among everyone in the prison. This chapter explores the processes, infrastructure and human elements used to ensure a safe environment.
- 3.2 Since Pardelup became a prison farm in March 2010, a number of factors have impacted on the operational environment. Significantly, the prisoner population has risen considerably and the staffing group has changed to include more new prison officers as well as officers transferred from secure facilities elsewhere in the state. The early stages of Pardelup's redeployment as a prison farm have presented some challenges, but have not compromised safety and security.
- 3.3 The prisoner survey revealed that prisoners felt very safe at Pardelup, with 96 per cent of respondents stating they felt mostly safe during their time at the prison. This was better than the state average of 80 per cent. The staff survey showed 54 per cent stated that they 'almost always feel safe', exceeding the state average of 44 per cent.
- 3.4 Perceptions of safety were borne out by low levels of perceived incidents. In particular only five per cent of staff reported that physical assault regularly occurs, compared with 23 per cent of staff in other prisons. Additionally only 29 per cent of staff at Pardelup reported that verbal abuse often occurs, compared to the state average of 45. Bullying, racism and sexual abuse were also reported as occurring less often at Pardelup.

Staffing

- 3.5 Pardelup has a Security Manager but no other dedicated security staff, due to its small size. Security responsibilities are shared amongst the custodial officer team.
- 3.6 One potentially positive development has been the introduction of a duty officer position to be shared between the education and health centres, ensuring that each area is adequately covered when in use by prisoners. Although the Department had budgeted for this position it had not been filled at the time of the inspection.

DYNAMIC SECURITY²⁶

- 3.7 Pardelup is a fenceless minimum security prison operating without cells that could be used for discipline. The prison is therefore more than normally reliant on dynamic security. Dynamic security requires regular positive interaction between prison officers and prisoners. As this Office has previously noted, constructive interaction will 'improve the experience of imprisonment for prisoners and provide a positive atmosphere and pro-social modelling. Information gathered through positive interactions, trust developed from respectful relationships and the deterrent value of the presence of staff all contribute to safety and rehabilitation'.²⁷

26 This Office's standards state that dynamic security is 'arguably the most important element of an effective, humane and safe custodial environment': OICS, *Code of Inspection Standards for Adult Custodial Services* (April 2007) 27. See also OICS, *Report of an Announced Inspection of Bunbury Regional Prison*, Report No. 75 (December 2011) 16.

27 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 75 (August 2012).

- 3.8 Dynamic security at Pardelup begins with the selection and orientation process. The prison operates a stringent selection process, only holding prisoners presenting an acceptable security risk. During orientation prisoners are informed that Pardelup has a zero-tolerance policy on a range of infringements including alcohol brewing and substance misuse. These practices compensate for the facility's openness and lack of disciplinary cells.
- 3.9 In the pre-inspection survey, 86 per cent of staff respondents rated 'knowledge of and interaction with prisoners' as the most important factors in their perceptions of safety, compared to a state average of 75 per cent). The pre-inspection survey indicated that Pardelup staff have maintained generally good relations with prisoners with 83 per cent of staff reporting that staff and prisoners get along generally well, compared to the state average of 74 per cent.
- 3.10 In the pre-inspection survey prisoners indicated a positive attitude to staff. The view that prisoner relations with unit officers are 'mostly good' was 81 per cent compared to a state average of 58 per cent; the view that prison officers apply the rules fairly was 78 per cent compared to a state average of 55 per cent; and the view that prison officers take care when using force increased was 96 per cent compared with a state average of 57. The view that officers are 'mostly good' in terms of being respectful during cell searches was 93 per cent, compared to a state average of 54 per cent; and the view that prison officers treat prisoners with dignity was 85 per cent compared to a state average of 46 per cent.
- 3.11 The information flow from prisoners to staff appears to be good. Prisoners spoke of the openness and acceptance of staff to listen and expressed little hesitation in bringing items to their attention. Staff spoke of how prisoners passed information to staff and indicated they believed that this was how the prisoners maintained the stability of the environment in which they lived.
- 3.12 At the time of the survey only 48 per cent of staff stated that their peers contributed to their feeling of safety, compared to a state average of 64 per cent. This figure may have reflected distrust amongst some of the custodial officer group; however, these are areas of improvement and staff interviewed for the inspection were more positive about their peers.
- 3.13 Despite the previous doubts amongst the custodial officers, the new Security Manager was confident of building a good intelligence base on the officers' interaction with the prisoners. The Security Manager also stated that prisoners perceive both the Assistant Superintendent and the Security Manager as accessible authority figures. During the inspection this was borne out by the views of prisoners who would normally be under protection if located in other prisons.

Anti-bullying Strategy

- 3.14 Pardelup acts within the prison's anti-bullying policy and the prisoners are spoken to about bullying during the reception and orientation process.²⁸ The message is reinforced by anti-bullying posters around the prison. The Assistant Superintendent has committed to examine any incident of bullying raised and is confident that prisoners will raise their issues with him.
- 3.15 Pardelup successfully manages prisoners who otherwise would be housed in protection in other prisons.²⁹ Potentially vulnerable prisoners spoke of their confidence that staff would address their concerns if they raised an issue. They felt that they were safe and some spoke of enjoying the freedom they had obtained since transferring to Pardelup. Some prisoners reported that they were working in isolated areas of the prison that were away from officers' view, yet still felt safe.

PROCEDURAL SECURITY³⁰

- 3.16 As a fenceless minimum security prison where prisoners hold a key to their own cell, Pardelup does not rely, to the same extent, on the normal prison security infrastructure employed in other prisons, which includes perimeter security, gates, grilles, locks, cameras and alarm systems. Notwithstanding this, Pardelup does suffer from some weaknesses in the security infrastructure it does employ. This appears reflected in the pre-inspection staff survey that indicates that only 31 per cent of staff reported that the prison did a good job of maintaining security infrastructure, compared to a state average of 64 per cent. Consequently, only five per cent of staff surveyed indicated that the prison's infrastructure contributed to their feeling of safety; this was significantly lower than the state average of 28 per cent.
- 3.17 Pardelup's infrastructural deficits include a lack of suitable duress alarms for staff and visitors. Officers informed inspection staff of their concerns that the duress alarms issued did not give the gate house officer the ability to locate where the emergency had occurred, or to track the movement of the person at risk. The prison is addressing these issues. Man Down Alarm System (MDAS) distress alarms for staff and visitors are being supplied from Hakea and are expected to arrive in 2013.
- 3.18 The line of sight at this prison is important as the prison is open with no internal barriers to restrict prisoner movement and prisoners are not locked in their cells at night. Commendably, there is good line of sight from the gate house to the accommodation area and from the officers' station across most of the accommodation compound.

28 DCS, *Pardelup Prison Farm Anti-Bullying Policy*, 11 September 2011.

29 For example, 'protection prisoners' have their own accommodation and separate arrangements at Albany Regional Prison.

30 The staff survey showed that only 38 per cent of staff attributed 'following good procedure' to their feeling of safety, a level lower than the state average of 55 per cent.

- 3.19 There is poor camera coverage in some areas, including the recreation hall used for visits, the orchard and new meeting place, and the industries and hydroponics area. The prison's funding applications for additional security cameras have been rejected.³¹ More positively, the prison's new visits centre will include adequate lines of sight and cameras.
- 3.20 Pardelup's few cameras are under 24 hour monitoring by a gate house senior officer. As mentioned earlier, this position carries many duties which impede on the officer's ability to perform the core duties of camera monitoring. Whilst there are some quiet periods during any shift that allow for other work, the number of tasks allocated to this position negatively impact on the conduct of core security duties.
- 3.21 The gate house contains an electronic key board that was installed when the work camp became a prison, but has been sitting idle since then. The inspection team observed that the prison's practices with key security sometimes breached adequate security protocols. To enhance prison security the electronic key board should be put into use.
- 3.22 Pardelup is identified by a large sign at the entry point of the turn-off road and a boom gate located at the entrance. The prison farm is not surrounded by security fencing but by farming fences. These fences have signage displayed approximately 100–200 metres apart. At the time of the inspection it was not clear that these signs adequately informed the public of the prison boundaries. The prison needs to ensure that they do so.
- 3.23 At the time of the inspection the prison was completing urine tests including a small number of targeted tests. The targeted testing was conducted appropriately, on the basis of intelligence received from staff, monitoring of phone calls and information received from prisoners. A recent audit of the urine testing process identified some minor anomalies that were being addressed.
- 3.24 In the pre-inspection survey 71 per cent of surveyed staff reported that the charges and prosecutions process operated effectively, compared to the state average of 61 per cent. Although there is no full-time prosecutor charges are heard in a timely manner. Section 70 charges usually result in the prisoner being transferred out of Pardelup. Staff prefer the use of loss of privileges (LOPs) to laying formal charges. The use of LOPs (generally for minor incidents) has been appropriate.

31 DCS, *Pardelup Prison Farm, Request for Capital Works/Minor Works*, 28 April 2011.

COMPLAINTS AND COMMUNICATION

- 3.25 The pre-inspection survey shows that Pardelup received better results than other prisons for resolving complaints and issues, with the best avenue for resolving issues being the unit officers. Complaints and grievances appear to be handled very efficiently. The majority are resolved in a timely manner. Most are centred on private property for items that have been lost or damaged through storage or transfer (see 5.25).
- 3.26 Pardelup had suffered from a high level of grievances in its first few months of operation. The frequency of grievances had dropped since then. The inspection team found that most of the early grievances were generated by a small number of prisoners who were no longer at the prison.
- 3.27 There is good communication to the prisoners on grievance processes during orientation and literature on the subject has been translated and printed in Indonesian (Bahasa). Both the English and Bahasa versions of the anti-bullying policy have been posted on the notice board.
- 3.28 The inspection team found that no grievances had been lodged by staff. Small numbers of staff reported they lacked confidence in the operation of the grievance process. One staff conflict was resolved at the local level through discussion amongst the relevant parties. While the evidence is not clear it seems that the move towards a more consultative management style at Pardelup may have a positive influence on staff confidence in the grievance process.

EMERGENCY MANAGEMENT

- 3.29 Emergency management exercises have been conducted but not on a sufficiently regular basis. However, the new Security Manager had made some progress in this area and plans had been drawn up for regular desk-top exercises and a live exercise with external agencies.
- 3.30 For a small community in a remote area the use of prisoners to help with fire control is beneficial. Pardelup's prisoners are trained to assist in areas such as mopping up and assisting with clearing debris. However in some cases prisoners actually had been used to fight fires on the fire ground. The Security Manager had therefore arranged for the training of the prisoners to be more comprehensive in this regard and for their role to be clearly defined.
- 3.31 There is also a need for continued exercises to be conducted for evacuation which need to include staff and prisoners attending the emergency muster location to simulate an evacuation threat. This would constitute good practice, providing prisoners with knowledge about where to go and what to do in the case of an emergency.

Chapter 4

EQUALITY AMONGST PRISONER GROUPS

- 4.1 This chapter examines the management of substantive equality for the different prisoner groups at Pardelup. The guiding principle for good management is recognition of the needs of diverse groups and individuals within an overall aim of achieving equality.³² The chapter discusses particular needs and risks associated with Aboriginal and non-English speaking background (NESB) prisoners and the specific issues affecting Indonesian prisoners arrested for people smuggling.

Policy Frameworks Guiding the Equitable Management of Prisoner Groups

- 4.2 Western Australia's substantive equality service provision is guided by the Equal Opportunity Commission's 2010 *Policy Framework for Substantive Equality*.³³ Failure to adhere to the framework engenders risks in terms of potential discrimination challenges under the *Equal Opportunity Act 1984* (WA). The recognition of the needs of diverse groups and individuals within an overall aim of achieving equality is acknowledged both in broader policy frameworks and particular departmental policies.³⁴
- 4.3 The Department defines substantive equality as being 'about treating people differently in order to cater for their needs to achieve equal outcomes'.³⁵ As such it takes into account 'the effects of past discrimination and the differences in needs between groups and individuals to minimise unfair outcomes'.³⁶ It recognises that 'rights, entitlements, opportunities and access are not equally distributed throughout society' and that 'equal or the same application of rules to unequal groups can have unequal results'.³⁷ These guidelines are enacted in order to provide service users with 'equitable outcomes regardless of their ethnic or cultural background, gender or personal conditions'.³⁸
- 4.4 Policy guiding the equitable management of Aboriginal offenders currently includes the Department's *Substantive Equality Policy* (2008), the *Aboriginal Impact Statement and Guidelines* (2009), the developing Aboriginal Justice Program, and the Prisons Aboriginal Service Committee (PASC) guide (2011).³⁹ External guidance exists in this Office's *Inspection Standards for Aboriginal Prisoners*.⁴⁰ Each of these provides guidance for the culturally appropriate treatment of Aboriginal people, including recognition of the negative consequences of colonialism, ongoing disadvantages, and the need to address prison over-representation and high recidivism rates.

32 Equal Opportunity Commission (WA), Substantive Equality Unit, *Policy Framework for Substantive Equality* (2010).

33 Ibid.

34 The Department's *Substantive Equality Policy* (2008) is based on the Equal Opportunity Commission's policy framework. As well as the *Equal Opportunity Act 1984* (WA), the policy references s 95(5) of the *Prisons Act 1981* (WA) and the *Racial Discrimination Act 1975* (Cth). Other states and territories have policy frameworks that reflect the focus on equitable management of diversity. See, e.g., Queensland Corrective Services, *Healthy Prisons Handbook* (2007); New South Wales Corrective Services, *Equity and Diversity Plan 2011–2014*.

35 DCS, *Substantive Equality Policy* (2008).

36 Ibid.

37 Ibid.

38 Ibid.

39 Department of the Attorney General, State Aboriginal Justice Congress 2009, *Western Australian Aboriginal Justice Agreement, State Justice Plan 2009–2014*; DCS, *Aboriginal Impact Statement and Guidelines* (October 2009). The Department has also drafted two provisional policy documents in 2011. These are DCS, *Draft Reconciliation Action Plan* (2011); DCS, *Operational Philosophy for the Management of Aboriginal People in Contact with Corrective Services* (October 2011).

40 OICS, *Inspection Standards for Aboriginal Prisoners* (July 2008).

ABORIGINAL PRISONERS

Progression of Aboriginal Prisoners

4.5 The number of Aboriginal people in custody is increasing and Western Australia has by far the highest per capita Aboriginal incarceration rate in the country.⁴¹

Table 3: WA Incarceration Rates for Aboriginal People⁴²

Date	Total population	Aboriginal %	Aboriginal Nos.
5/7/07	3846	42.9	1650
31/7/08	3840	41.2	1583
30/7/09	4526	40.3	1824
29/7/10	4723	38.9	1836
28/7/11	4627	37.6	1740
26/7/12	4960	39.2	1935

4.6 Aboriginal people in Western Australian prisons have particularly high re-entry needs in comparison to other prisoner groups, in part because of the disadvantages that Aboriginal people suffer in Western Australian communities.⁴³ The Department’s principles of substantive equality therefore require that re-entry services are particularly targeted to the needs of Aboriginal people. Pardelup Prison Farm (formerly a work camp) and Walpole Work Camp are re-entry and reparation facilities. Work camps in Western Australia have demonstrated that they are of particular benefit to Aboriginal prisoners.⁴⁴ The reasons for this include their provision of a culturally appropriate custodial experience providing a more positive and healing environment through close social contacts with elders, communities, families and support services; and facilitating prisoners’ ability to ‘give back’ to their communities, connect with the land and enjoy traditional activities.

41 Professor Neil Morgan, ‘Pardelup Prison Farm 2012 Inspection Debrief’, 2 August 2012. Professor Morgan’s analysis was based on data from the Australia Bureau of Statistics. See also Commonwealth of Australia, Steering Committee for the Review of Government Service Provision, *Overcoming Indigenous Disadvantage: Key Indicators 2011*. The national imprisonment rate for Aboriginal people increased by 59 per cent for women and by 35 per cent for men between 2000 and 2010 (24). The Western Australian Chief Justice also provides an overview: Wayne Martin, ‘Bridging the Gap – Some Ethical Dilemmas’, Curtin University Annual Ethics Lecture, 30 August 2012.

42 DCS Weekly Offender Reports, <http://www.correctiveservices.wa.gov.au/about-us/statistics-publications/statistics/default.aspx>

43 See DCS, *Overcoming Aboriginal Disadvantage, a Guide for Aboriginal Service Committees in WA Prisons* (May 2011); Commonwealth of Australia, Steering Committee for the Review of Government Service Provision, *Overcoming Indigenous Disadvantage: Key Indicators 2011*.

44 DCS, *Capital Works Business Case, ‘Gnowangerup Work Camp and Prison Farm’* (2011).

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- 4.7 To an increasing extent, Pardelup although no longer a work camp, provides a culturally appropriate custodial environment in which Aboriginal men could, potentially, prepare for successful re-entry into their communities. Both Pardelup and Walpole are especially suitable for Noongar Aboriginal men, as the facilities are located in their country.
- 4.8 However, Aboriginal people are under-represented in both facilities. Pardelup's (including Walpole's) under-representation of Aboriginal prisoners fares poorly compared to the state's other work camps.⁴⁵ Since Pardelup opened as a prison farm the numbers of Aboriginal prisoners have rarely exceeded five, and Walpole work camp has usually had no Aboriginal prisoners.⁴⁶ During the same period, Pardelup has had a practice of maintaining approximately 35 Indonesian prisoners.⁴⁷
- 4.9 Prisoner selection in Western Australian prisons is based on a multifaceted evaluation that includes security ratings, social needs such as access to family contacts and visits, and culturally-specific needs such as the need of Aboriginal prisoners to be held in-country. In addition, prisoner selection involves issues of suitability for the role of the particular facility. For re-entry facilities such as Pardelup this includes length of sentence, suitability for work (including work ethic) and need for re-entry support.
- 4.10 At Pardelup, the re-entry element of the selection process appears to have been overridden by other selection criteria. The imbalance between Indonesians and Aboriginal prisoner numbers is one consequence of the selection priorities being used. It is possible that Pardelup's practice of holding large numbers of Indonesian prisoners while holding low numbers of Aboriginal prisoners may breach the Department's own substantive equality policy guidelines.⁴⁸
- 4.11 A key example of the inequality can be seen in the imbalance of Indonesian and Australian (including Aboriginal) prisoners involved in the most meaningful work (see 7.32–7.34). The positive work ethic and good demeanour of foreign nationals – especially Indonesians – are highly valued at Pardelup. This group, occupying most of the external work and horticulture positions, has helped develop and maintain Pardelup's strong reparative contributions to the prison estate. At the same time there are low numbers of Aboriginal prisoners involved in these positions. This imbalance means that Pardelup is not having the positive effect it should have as a re-entry facility in helping to reduce Aboriginal (and particularly Noongar) recidivism through constructive activity. Pardelup's imbalance between groups reflects, in effect if not intention, an imbalance between the prison's reparative and re-entry roles.

45 As of June 2012, Aboriginal prisoners comprised 51 per cent of the work camp population. However, while Warburton, Millstream and Wyndham work camps near Broome are predominately populated by Aboriginal prisoners, Walpole and the Wheatbelt Work Camp at Dowerin are predominately comprised of non-Aboriginal prisoners. Data derived from DCS, TOMS.

46 At our 'snapshot' date (25 July 2012, Pardelup and Walpole combined) there were nine Aboriginal prisoners, 28 Non-Aboriginal Australians, 35 Indonesians and 20 other foreign born prisoners. Walpole: averages for 2010 to 2012 were 10–11 Non-Aboriginal Australian prisoners and no Aboriginal prisoners. Data derived from DCS, TOMS.

47 Prison management at Pardelup and Albany have confirmed this practice.

48 The *Equal Opportunity Act 1984* (WA) section 3(a) describes the objects of the Act as including, 'to eliminate, so far as is possible, discrimination against persons on the ground of sex, marital status or pregnancy, family responsibility or family status, sexual orientation, race, religious or political conviction, impairment, age or, in certain cases, gender history in the areas of work, accommodation, education, the provision of goods, facilities and services and the activities of clubs.'

- 4.12 Pardelup is, however, taking positive steps to increase its numbers of Aboriginal prisoners. Pardelup's management's strategy for attracting Aboriginal prisoners is based on developing a positive local 'reputation' through 'word of mouth' and direct promotion. Some support for the potential success of this strategy was found amongst Pardelup's Aboriginal prisoners. Several prisoners had been attracted to Pardelup by its good reputation at Casuarina and Acacia. Minimum security Aboriginal prisoners at Albany also suggested that they were aware of Pardelup's attractions and stated that they would go to Pardelup if given the chance.⁴⁹
- 4.13 Pardelup's Aboriginal prisoners observed that minimum security Aboriginal prisoners at Albany prison should come to Pardelup as they would enjoy the place, would swell the Aboriginal numbers and would receive help with their parole applications. They told the inspection team they valued the opportunity to be at Pardelup, appreciated the positive staff/prisoner culture and were enjoying meaningful work. They commended Pardelup as a 'good place, with no razor wire', valued the single cells highly, praised the walk track which helped them to get away from the 'prison atmosphere', and appreciated the Aboriginal meeting place.
- 4.14 Pardelup's Aboriginal prisoners also addressed some of the perceived drawbacks of Pardelup. They rejected the view that Pardelup is too isolated for visits. This group reported that they saw Pardelup as relatively 'central' and not too difficult for family to visit – close to Albany, Bunbury, Katanning and even Mandurah. They also noted that the adequate clothing, bedding and cell heating more than made up for the chilly winter conditions.
- 4.15 While Pardelup staff had also directly promoted the prison farm to Aboriginal prisoners at Albany prison, during the week of the inspection there was only one eligible Aboriginal prisoner at Albany prison who might have been able to transfer to Pardelup. The Prisoner Employment Program (PEP) Coordinator promotes Pardelup at Albany prison to Aboriginal prisoners and seeks to develop the Indigenous Employment Program working between both prisons. Pardelup staff promoted Pardelup to Aboriginal prisoners during Albany Prison's 2012 Employment Exposition and National Aborigines and Islanders Day Observance Committee (NAIDOC) celebrations. These are good initiatives seeking to communicate Pardelup's positive re-entry potential for Aboriginal prisoners.
- 4.16 The inspection team found that Pardelup staff had not specifically sought Aboriginal prisoners in the prisoner transfer process from other prisons in part because the numbers of eligible Aboriginal prisoners at other prisons have been very low. This is not just a Pardelup issue, as other minimum security facilities also have small numbers of Aboriginal (and particularly Noongar) prisoners. For example, even though total prisoner numbers have increased at Wooroloo and Boronia, the number of Aboriginal prisoners has declined markedly at both places.

49 OICS liaison visit interview with minimum security Aboriginal prisoners at Albany Regional Prison, 21 June 2012.

- 4.17 Unfortunately, recent inspections of Albany, Boronia and Wooroloo prisons have shown the Department’s recognition or examination of the causes of this issue and possible strategies to be underdeveloped.⁵⁰
- 4.18 The Department has taken positive action to ensure that Aboriginal prisons are supported by culturally appropriate work camps in the Pilbara and in the Ngaanyatjarra Lands. These camps facilitate the in-country re-entry needs of Pilbara, Lands, Wongi and other local Aboriginal groups. However, these facilities do not provide for the needs of Noongar men.
- 4.19 The Department has recognised the need for a specific work camp for Noongar Aboriginal prisoners from the Great Southern region when seeking funding for a culturally appropriate work camp at Gnowangerup.⁵¹ This solution was sensible at the time the funding bid was made, however negotiations with the Aboriginal Lands Trust have delayed progress on Gnowangerup. One of the attractions of Gnowangerup was the lack of additional funds required to open an already existing facility.⁵² Pardelup is even more attractive in this regard, as the facilities are both pre-existing and adapted to purpose. If the Department creates more placements at Pardelup by transferring some of its Indonesian population then it should prioritise the needs of Noongar prisoners and other Australian resident prisoners from the state’s south west.
- 4.20 During the recent inspection for Albany prison this Office recommended that the Department ‘develop and implement proactive strategies to ensure improved access for Aboriginal prisoners to minimum security placements including socially and culturally appropriate work camps’.⁵³ This Office reiterates this recommendation:

Recommendation 3

Devise and implement strategies to progress Aboriginal (particularly Noongar) prisoners to Pardelup, Walpole, or other re-entry facilities in the South West.

Supporting Aboriginal Prisoners

- 4.21 Generally staff at Pardelup had a positive view of the prison’s focus on providing a culturally appropriate custodial environment for Aboriginal people. Notably, racist remarks made by staff to prisoners were thought to be occurring at a lower rate than the state average; 75 per cent of staff thought this never occurred, compared to the state average of 65 per cent. Similarly 47 per cent of staff thought prisoner to staff racist remarks never occurred, compared to the state average of 12 per cent.

50 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012); OICS, *Report of an Announced Inspection of Wooroloo Prison Farm*, Report No. 79 (August 2012); OICS, *Report of an Announced Inspection of Boronia Prison*, Report No. 80 (September 2012).

51 DCS, *Capital Works Business Case, Gnowangerup Work Camp and Prison Farm* (2011).

52 Ibid.

53 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012), Recommendation 5. Similar recommendations were made in OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (June 2010), Recommendation 11; OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 60 (August 2009), Recommendation 7.

- 4.22 Slightly fewer staff at Pardelup thought their communication with Aboriginal prisoners was generally good than was the case for the state's other prisons (71 per cent compared to 80 per cent). Nonetheless, this is a reasonably good performance. However, 24 per cent of staff indicated that provision of a culturally relevant diet for Aboriginal prisoners was poor, compared to a state average of 13 per cent. This failure is particularly problematic at Pardelup as the provision of a culturally relevant diet for other groups was rated by staff at 76 per cent, compared to a state average of 51 per cent. This finding was borne out in discussions with Aboriginal prisoners who wanted regular access to traditional food as part of the routine menu and to have the same quality of service received by other cultural groups.

Recommendation 4

Ensure equitable provision of culturally appropriate food, including regular provision of traditional Aboriginal food.

- 4.23 The Aboriginal meeting place 'Noongar Wonginj' is a positive development, which the prison has approached in consultation with appropriate local community members, and with the aid of \$20,000 Council of Australian Governments (CoAG) funding.⁵⁴ The Noongar Wonginj is built around a central fire pit under a local peppermint tree, with benches for groups to sit on. It has a water feature situated across a small bridge, to facilitate quiet contemplation and private conversations. The centre makes use of indigenous plants, including a Wagyl-shaped flowerbed of red, yellow and black kangaroo paws.⁵⁵ Some of the indigenous plants have been included because of their use in bush medicine.
- 4.24 The prison has taken an inclusive approach, modelling the meeting place on the successful facility at Bunbury's Pre-Release Unit, where all prisoner groups make use of the place. Aboriginal prisoners enjoyed working on the new meeting place, having helped with the design and construction. They looked forward to telling family of their involvement, and using the site for visits.

54 The Noongar phrase 'Noongar Wonginj' translates as 'Man/People Talking'.

55 Noongar people identify the Wagyl as the rainbow serpent which created the waterways and landforms in the South-West region of Western Australia.



Figure 6: Noongar Wonginj, the meeting place

- 4.25 Pardelup strives to promote positive integration between the prisoner groups, including Aboriginal prisoners. The inspection team observed that Aboriginal prisoners seemed to mix well with the rest of the prison population and displayed respect for Indonesian culture. They reported enjoying friendships with the Indonesian prisoners and particularly enjoyed their soccer matches together. Aboriginal prisoners reported sharing photos and phone calls with the Indonesian prisoners after release.
- 4.26 Negative views expressed by Aboriginal prisoners about Pardelup included difficulty obtaining help with parole and funeral applications, problems with the length of time for mail, lack of sufficient traditional food and overly expensive phone calls. Aboriginal prisoners were particularly disappointed that phone calls to Albany, where most had family, were charged at STD rather than local rates.
- 4.27 The Prisons Aboriginal Services Committee (PASC) process currently provides a framework for redressing Aboriginal disadvantage and reducing recidivism.⁵⁶ This process includes bi-monthly prison reporting and departmental monitoring and evaluation of progress. The process is managed from head office, convened at the prisons and reliant on community involvement and external funding for any project work.

56 DCS, *Overcoming Aboriginal Disadvantage, a Guide for Aboriginal Service Committees in WA Prisons* (May 2011).

- 4.28 The inspection team found that PASC meetings had been regularly held in 2010 and early 2011, but the prison had been unable to engage external stakeholders in the process.⁵⁷ Thus, at the time of the inspection PASC meetings were no longer being held. Prison management cited difficulties in engaging external members who declined to attend meetings scheduled at Mt Barker because of distance and travelling expense problems. Prison management also suggest that the local Aboriginal population around Mt Barker has been getting smaller – most Aboriginal prisoners who come to Pardelup are from the Albany area. Consequently, they have decided to leverage off the Albany PASC instead. Unfortunately, at the time of the inspection Albany’s PASC had not met for several months. Moreover, head office guidance seemed lacking after the Reform Coordinator resigned and the Department failed to fill his position in late 2011.
- 4.29 Pardelup Prisoner Indigenous Employment Meetings had been held more frequently. Two meetings were held in 2011, in June at Pardelup and in November at Albany Prison. Four external training and employment agencies were in attendance at the latter, together with departmental staff. Issues discussed and progressed included prisoner training needs, assessments, mentor support and family involvement. Potential partnerships exist with the Southern Agricultural Indigenous Land Service (SAILS) and Walitj Indigenous Farm, where young Aboriginal men work on a farm.⁵⁸
- 4.30 The Department provides an Aboriginal Visitors Service (AVS) to its prisoners. In addition to providing Aboriginal care in order to help prevent self-harm and suicide in custody, the AVS aims to ensure that ‘the Aboriginal community is satisfied that detainees and prisoners are treated in a fair and humane manner whilst incarcerated’;⁵⁹ ‘to improve the conditions of those in custody through consultation, advice and information to decision makers; and [to] provide the community with information about the needs of Aboriginal detainees and prisoners’.⁶⁰
- 4.31 During the inspection Aboriginal prisoners complained about the lack of AVS visits. Unfortunately, despite prison management’s efforts, Pardelup does not have an AVS.⁶¹ The Superintendent has raised this issue with the Department’s AVS manager and head office representatives and was told there was no funding available for such a service.

Recommendation 5

*Raise the profile of Aboriginal culture at Pardelup by ensuring adequate Aboriginal community engagement, including an Aboriginal Visitors Service and Prison Aboriginal Service Committee.*⁶²

57 See DCS, Document Request, R&S 08, Aboriginal Service Committee notes, documented provided as part of the department’s pre-inspection documentation.

58 http://www.agric.wa.gov.au/objtwr/imported_assets/content/fm/june2009_sails%20only.pdf

59 Prosser P, *Aboriginal Visitors Scheme*, paper presented to the Australian Institute of Criminology Best Practice Interventions in Corrections for Indigenous People Conference, Adelaide (13–15 October 1999).

60 DCS, ‘AVS’, *DCS News* (18 March 2011). See also DCS, *Annual Report 2010–2011* (2011) 59.

61 DCS, *Pardelup Prison Farm, Annual Business Plan, 2011–12*. Prison management reports the lack of AVS funding as a business risk. See para. 3.5.

62 See also OICS, *Report of an Announced Inspection of Boronia Pre-Release Centre for Women*, Report No. 79 (July 2012), Recommendation 3.

NON-ENGLISH SPEAKING BACKGROUND (NESB) PRISONERS

Policy and Management

- 4.32 This Office has previously recommended that the Department develop and implement standards for the management of foreign national prisoners, many of whom are NESB prisoners.⁶³ The Department is progressing this work by updating existing policy directives to reflect the needs of foreign national prisoners in areas such as communication, religion and diet.⁶⁴ A promising development is the Department's Cultural Consultancy Project, which involves developing a role similar to the Peer Support Officer (PSO) position for NESB prisoners.⁶⁵
- 4.33 The strength of such practices at Pardelup was apparent in the pre-inspection surveys, and in the inspection team's observation of staff and prisoner relations. For example, 77 per cent of prisoners felt that staff understood their culture, with a further 80 per cent reporting that staff respected their culture. In comparison, the state averages were 46 per cent and 47 per cent, respectively. Staff view reinforced these findings, with 67 per cent of staff reporting that the prison is generally good at providing respect for and recognition of different prisoner cultures, compared to a state average of 51 per cent. Moreover, 71 per cent of staff reported that they enjoyed good communication with NESB prisoners, compared to a state average of 59 per cent.
- 4.34 Pardelup prison does a good job of fostering integration, in part through the respect displayed by staff for all cultural groups and practices. Prison management actively foster integration through joint participation in recreation and cultural activities (including celebrations such as Aboriginal cook-ups or Muslim celebrations). Similarly, while reflecting the importance of Noongar culture, the new meeting place is being promoted for the use of all groups. These practices contribute to the healthy relations the inspection team observed between Pardelup's prisoner groups.

Language, Interpretation and Translation

- 4.35 For many prisoners at Pardelup English is a second language, but some have no English competency at all. These NESB prisoners require interpretation and translation support. The Western Australian Language Services Policy 2008 (WALSP) establishes minimum standards for the use of interpreting and translating services.⁶⁶ Appropriately qualified interpreters and translators are necessary for communication of essential information for the protection of rights, health and safety (including informing prisoners of their legal rights and obligations); situations requiring informed consent; situations involving legally binding contracts or agreements with the state; and situations involving the communication

63 OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 63 (April 2010), Recommendation 15. OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012), Recommendation 8.

64 Telephone interview with DCS Policy Officer, 23 August 2012.

65 OICS discussion with DCS Project Officer, 17 November 2011.

66 The Department's Cultural Consultancy Project involves a review of its own language service policy. The current policy is DCS, *Language Services: Policy and Practical Guidelines* (2002).

of essential information for full participation in decisions or proceedings relating to a prisoner's rights, health and safety.⁶⁷ The WALSP allows for non-professional interpreting only in 'exceptional circumstances'.⁶⁸

- 4.36 Key areas for attention in respect of interpreting and translation in prisons include orientation materials and support, medical and program discussions, complaints and security discussions, as well as communication about special diets, accommodation, religious matters and counselling.⁶⁹ Some of these areas require confidential treatment and some are areas where face-to-face support is more appropriate than telephone support.
- 4.37 Pardelup's practices for interpretation and translation were the best in the Western Australian prison system. The prison has had key documents including Administration Notices, Unit Plans, Handbooks, Orientation Guides, Training Manuals translated into Bahasa. For Commonwealth parole orders and other official documentation such as removal notices the Translating and Interpreting Service (TIS) was used. The prison's kitchen included OSH signs in Bahasa and English.
- 4.38 Prisoners are offered TIS for IMP case conferences – however most decline and instead request support from a bilingual peer support prisoner. Officers have sometimes used TIS for security-based interviews (i.e., when investigating incidents). The prison relied on telephone support for legal interviews with NESB prisoners, including situations requiring informed consent.⁷⁰ However, the TIS service was not offered on a face-to-face basis. The service was also limited because the Department has only a budget of \$20,000 for interpreting services. Pardelup's nursing staff frequently used the telephone interpreting service to facilitate consultations with Indonesian prisoners. With a TIS budget of only \$600, the health centre spent \$4,406 in 2011–2012.
- 4.39 Like other prisons, Pardelup lacked a budget for on-site interpreting and staff language training. Staff stated that there was a need for interpreters when dealing with Indonesian prisoners, rather than relying on prisoners' peers. As argued in previous inspection reports, there are issues surrounding confidentiality that make the use of other prisoners as translators potentially problematic.⁷¹ Some issues are not suitable for the basic level of communication achieved through prisoner peers or basic English. However, Pardelup has sent officers to TAFE for short courses in Bahasa and several staff have made their own efforts to learn Bahasa. Department staff (at Pardelup or elsewhere) who work with Indonesian prisoners (including health staff) would benefit from further Bahasa language training.

67 Government of Western Australia, Office of Multicultural Interests, *Western Australian Language Services Policy* (2008) Standard 2.1.

68 Ibid, Standard 2.3.

69 See UNODC, *United Nations Office on Drugs and Crime, Handbook on Prisoners with Special Needs* (2009) Chapter 4, 'Foreign National Prisoners'.

70 At the time of the inspection the DCS contract for interpreting and translation was out for tender.

71 See, for example, OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012) 41; OICS, *Report of an Announced Inspection of Broome Regional Prison*, Report No. 46 (October 2007) 9, Recommendation 7.

Recommendation 6

Support DCS staff who work with Indonesian prisoners with Bahasa Indonesian language training.

- 4.40 Although prisoners should not be used as a replacement for qualified interpreters, there are positive aspects to the use of prisoners with sufficient English language and social skills to support their peers. Such ‘cultural brokers’ are elected to the peer support team. These prisoners were available to assist NESB prisoners commencing new roles within the prison.
- 4.41 An important area for NESB prisoners is English language learning. The education centre is working to meet the language needs of NESB prisoners. An enthusiastic English language tutor delivers courses and the centre makes good use of computer-based course materials. However, the provision of Western Australian Language Services Policy-compliant basic services could be improved through additional measures.⁷² For example, NESB prisoners could be provided with intensive occupational health and safety training in Perth (undertaken with the assistance of trained interpreters) before being transferred to Pardelup.

Communication, Family Contact and Other Social Connections

- 4.42 Foreign nationals held at Pardelup often lack the social networks in Perth that would justify their placement in metropolitan prisons. Because they are isolated from their social networks, communication and connectivity are particularly important for this group. Without adequate support, such prisoners face a heightened risk of mental illness.⁷³ Pardelup facilitated social contacts through consular contact, international phone calls and Skype connectivity, as well as occasional face-to-face social visits.
- 4.43 At most prisons, prisoners who get some visits do not get the remote phone allowance. However, Pardelup provided the allowance for all prisoners, as compensation for the isolation. Prisoners at Pardelup received a telephone allowance of up to \$33.70 per week, which allows for approximately 20 minutes conversation per week.⁷⁴ As noted below, international phone calls are more expensive and better value for money may be provided to the Department and prisoners through the use of phone cards (see 5.51).
- 4.44 Video link services are used in Western Australian prisons for remote court appearances and social visits within Australia. At Pardelup this service was not being used by foreign national prisoners as it did not provide for international communication. However at the time of the inspection Pardelup had introduced Skype, with intrastate, interstate and international use of the service (see 5.53). Although Indonesian prisoners had not begun using this service, the prison put out a notice in Bahasa to promote it.

72 Government of Western Australia, Office of Multicultural Interests, *Western Australian Language Services Policy* (2008).

73 UNODC, *United Nations Office on Drugs and Crime Handbook on Prisoners with Special Needs* (2009) 82, 86.

74 Indonesian prisoners receive \$20.40. See Document Request, Care & Wellbeing 14, ‘Care of Indonesian Prisoners’.

Orientation and Placement

4.45 New prisoners at Pardelup receive an entry pack including a guide to the prison and its rules and regulations. This guide had been translated into Bahasa for Indonesian prisoners. Indonesian members of the peer support team take part in the orientation process, helping new Indonesian prisoners to integrate into prison life. This service was only occasionally available for other NESB foreign nationals when, for example, there were peer support members of the same ethnicity. This is reasonable given the small numbers involved, but perhaps reinforces the value of having a dedicated foreign nationals' Cultural Liaison Officer.⁷⁵

Legal and Immigration Support

4.46 Communication with the Department of Immigration and Citizenship (DIAC) is important for prisoners with uncertain immigration status, including those subject to deportation. A lack of information can cause anxiety and mental illness. Pardelup's re-entry team had developed good relations with the DIAC. While prison staff are not trained to assist prisoners with immigration queries, Pardelup's practices are compliant with the guidelines developed by Queensland Corrections, which include requirements for centres to liaise regularly with DIAC and for prisoners to be informed as early as possible whether they are being considered for deportation.⁷⁶ During the inspection prisoners also reported that they enjoyed good access to legal support.

Religious Support

4.47 Pardelup is supportive of diverse religious practice. The visiting Imam told the inspection team that prison staff were accommodating Muslim prisoners' spiritual needs. The prison facilitated worship for Islamic prisoners including communal Friday prayers in the visits centre (which is spacious enough for the large numbers of Islamic prisoners). Their daily prayer during work was also facilitated. In 2011 Indonesian consular officials visited prisoners at Pardelup and provided prayer mats, Korans and headwear for prisoners.

Indonesian Prisoners

4.48 Since becoming a prison farm in March 2010 Pardelup had held a high proportion of Indonesian prisoners, with a high of 86 per cent in March 2011. Indonesian prisoners were subject to a number of particular problems. The first of these is the difficulty they have supporting families at home.⁷⁷

4.49 Since 13 June 2011 the Department has limited the use of gratuities by 'people smugglers' and 'illegal fishermen'.⁷⁸ DSC Notice 14/2011 required that such prisoners are not permitted to 'transfer gratuity earnings outside of the prison' or to another prisoner. This causes hardship for the dependents of Indonesian prisoners during their time at Pardelup. Interviews with prisoners suggested that some dependents are suffering severe hardship over lengthy periods.

75 OICS discussion with DCS Project Officer, 17 November 2011.

76 Queensland Corrections, *Healthy Prisons Handbook* (2007) Standard 10.3. The standard further require the prison to 'check with offender management coordinator for evidence of appropriate liaison'.

77 See also ; OICS, *Report of an Announced Inspection of Broome Regional Prison*, Report No. 76 (April 2012) 35–36; OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012) Inspector's overview vi–viii, 47–48, Recommendation 10.

78 DCS, Assistant Commissioner Custodial Operations, Notice No. 14/2011: 'Restricted Expenditure of Gratuities'.

In some cases, all contact between the prisoner and his family has been lost because of the prisoner's inability to provide support during his sentence.

- 4.50 This Office has previously noted that the Department's policy deviates from Article 25 of the Universal Declaration of Human Rights, which requires that adults be allowed to support their dependants.⁷⁹ The notice also contravenes Rule 76 (2) of the *Standard Minimum Rules for the Treatment of Prisoners*, which states that 'under the system prisoners shall be allowed to spend at least a part of their earnings on approved articles for their own use and to send a part of their earnings to their family' (emphasis added).⁸⁰
- 4.51 Notice 14/2011 is also inconsistent with the Department's commendable practice of allowing Indonesian deportation prisoners to take their gratuity earnings in cash at the end of their sentence. As the Inspector previously noted, 'common sense and humanity suggest it would be far preferable for prisoners to be able to provide some support to their families during their incarceration rather than taking a potentially large amount home at the end'.⁸¹ Moreover, the policy is inequitable as 'foreign nationals who are murderers, sex offenders or drug traffickers can remit money home'.⁸² This Office therefore reiterates the recommendation made in the 2012 report on Albany Regional Prison:

Recommendation 7

Ensure that all foreign national prisoners are able to use a portion of their gratuities for sending remittances to support their dependants while serving their sentence.

- 4.52 During 2011–2012 liaison visits, this Office's staff had become concerned about allegations of the incarceration of Indonesian minors at Pardelup prison. This Office subsequently facilitated the work of the Australian Human Rights Commission which undertook the *Inquiry into the Treatment of Individuals Suspected of People Smuggling Who Say They Are Children*.⁸³ The inquiry addressed concerns that the age determination methods used for prisoners convicted of 'people smuggling' had resulted in the imprisonment of minors, some of whom are likely to be Indonesian children. Eight of these had been released from Pardelup for deportation to Indonesia in 2012.⁸⁴ The inspection team did not encounter any allegations of the incarceration of minors at Pardelup during the inspection.

79 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012).

80 United Nations, *Standard Minimum Rules for the Treatment of Prisoners* (1955).

81 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012), Inspector's Overview and Recommendation 10.

82 Ibid.

83 OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 63 (April 2010) 55–60; OICS, *Report of an Announced Inspection of Broome Regional Prison*, Report No. 76 (April 2012).

84 The Inquiry's findings were published in July 2012. See Australian Human Rights Commission, *Inquiry into the Treatment of People Suspected of People Smuggling Offences Who Say They Are Children* (2012) <http://www.hreoc.gov.au/ageassessment/index.html>

Chapter 5

LIVING IN PARDELUP PRISON FARM

- 5.1 Pardelup's living conditions are highly prized by prisoners, especially the single-cell accommodation and the 'open' feeling of the prison farm. Prisoners enjoy long 'out-of-cell' hours, above average bedding and laundry, appropriate work clothing and good quality food. These positive features provide incentives to good behaviour and constructive engagement with the re-entry process. Pardelup thus compares very well to other male minimum security facilities such as Wooroloo and Karnet.

ENTERING PARDELUP

Reception

- 5.2 Pardelup is an unfenced minimum security prison farm. The facility's cells are not locked and a quarter of the prisoners work away on Section 95 or at the Walpole Work Camp. Incoming prisoners selected for transfer from other prisons are both low risk from a security perspective, as well as low risk from physical health and psychological wellbeing perspectives. Although Pardelup has the capacity to manage low-level At Risk Management System (ARMS) or Support and Monitoring System (SAMS) prisoners, such prisoners are rarely selected to come to the prison.
- 5.3 The status of Pardelup as a re-entry prison that receives end-of-sentence prisoners who have requested transfer to the site is reflected in the low levels of prisoner distress on arrival, as well as high levels of prisoner satisfaction across multiple categories of physical, interpersonal and occupational criteria.
- 5.4 Prisoners arrive from other prisons towards the end of their sentence with their property, prescribed medication and comprehensive documentation detailing security status, health and wellbeing information. The reception process commences with a personal briefing from the ASPM detailing the zero-tolerance policy of the prison concerning alcohol and other drug use and emphasising the high standards of behaviour required of prisoners. A senior officer in the Reception area then examines existing documentation and administers an orientation checklist which includes current health status, alerts on other prisoners, work history and vocational skills, and employment preferences. This checklist is supplemented by the pre-release checklist process conducted over the first week of the prisoners' time at Pardelup.

Orientation

- 5.5 Whenever a prisoner is transferred to a new site, Policy Directive 18 (Prisoner Orientation) requires that the prisoner be assisted with integration into the prison environment by provision of an orientation program that gives an awareness of prisoners' rights and responsibilities, entitlements, program opportunities, disciplinary processes and routines.

- 5.6 Pardelup's status as a re-entry prison also predicts that incoming prisoners have a sound understanding of Western Australian custodial culture and have shown themselves to be compliant with regulations. It is reasonable for Pardelup senior officers to expect that while incoming prisoners do require induction specific to the prison farm, their prior experience will assist their assimilation of that information.
- 5.7 Pardelup has accommodated its Indonesian prisoners by providing Bahasa translations of the 'Pardelup Unit Plan' and 'A Guide to Pardelup Prison'. Copies of the guide were available at reception and both documents in both languages were displayed on the noticeboard. Alert, warning and information posters were displayed in many locations, in both English and Bahasa.
- 5.8 Peer support prisoners supplement the orientation of new arrivals at Pardelup. Some new prisoners prefer to seek the support of their peers and the prison supports their preferences. The peer support team includes prisoners with Bahasa language skills and a Noongar man. The assistance provided by peer support prisoners has facilitated functional understanding of the orientation process for illiterate or semi-literate prisoners. Peer support prisoners have been awarded certificates of appreciation by Pardelup management for their contribution to the orientation processes for other prisoners.

FOOD, CLOTHING AND BEDDING

Food

- 5.9 The quality of food served at Pardelup was praised by both staff and prisoners. In the pre-inspection survey 73 per cent of prisoners were 'mostly happy' with the quality of their meals. This result was significantly higher than the state average of 47 per cent. Discussions with prisoners during the inspection confirmed that prisoners generally enjoyed their meals.
- 5.10 Food for section 95 crew prisoners such as buns with salad and cold meat is prepared by kitchen staff and stored in a dedicated fridge. However section 95 prisoners felt that their lunches, mostly cold meals, were inappropriate for cold days. Although the section 95 VSO had obtained gas stoves for heating tea, appropriate food storage and heating options for meals taken out on section 95 remains a challenge for the kitchen staff. Options to introduce soups and stews can be implemented if the prisoners have access to a small burner, microwave or barbeque. These options are currently being explored.



Figure 7: Fridge Used by Section 95 Workers

- 5.11 The prisoner survey also indicated that prisoners were generally satisfied with the quantity of food available to them. Being a working farm, the kitchen allows prisoners to eat as much as they need to maintain energy levels. While this practice ensures working prisoners do not go hungry, both the kitchen staff and the prisoners agreed that some prisoners tend to over-indulge on portion sizes and high sugar and fat options, such as ice-cream.
- 5.12 Pardelup's four weekly cyclic menu is designed to provide variety. The menu complies with Australian Dietary Guidelines and contains a substantial mix of fish, chicken, fruit and vegetables as well as the occasional pastry or cake. The inspection revealed that the prisoners enjoy the daily servings of fresh fruit and vegetables although they sometimes feel their healthy eating is offset by some of the less healthy food options.
- 5.13 The availability of high sugar and fat options combined with unlimited helpings has raised some dietary concerns amongst prisoners. Several prisoners reported a need for assistance to make informed food choices. The Nurse Practitioner shared her concerns regarding healthy eating, commenting that high cholesterol is a particular health issue that needed to be addressed.⁸⁵ Further education in the form of a tailored healthy living program would be valued by both prisoners and staff at Pardelup and appropriate to the prison's re-entry and resocialisation roles (see also 5.33–5.35 and 6.9).

85 High cholesterol may carry particular risks for re-entry prisons such as Pardelup, where the prison population tends to be older than at receiving facilities such as Hakea. In addition, Indonesian prisoners tend to present with high cholesterol levels (see 6.20).

- 5.14 The kitchen's food hygiene practices are of a high standard. At the time of the inspection the food preparation areas were observed to be clean and tidy. Equipment was observed to be stored appropriately to minimise risk of contamination. Date labelling is used to identify when food should be consumed and stock is separated and rotated accordingly. The kitchen utilises a hygiene checklist, with a list of duties for prisoners to check off each morning and afternoon, and hygiene inspections are regularly conducted. Another positive practice is the display of food handling posters in English and Bahasa throughout the preparation areas.
- 5.15 The menu caters for the high proportion of Indonesian prisoners. Indonesian prisoners seemed to appreciate the rice and chilli sauce made available for every meal. When pork dishes are served Indonesian prisoners are provided a culturally appropriate alternative usually cooked by an Indonesian prisoner. The kitchen stores and prepares pork products separately and separate equipment is used to prevent cross-contamination. Some Indonesian prisoners have, however, expressed disappointment with the lack of Halal food.⁸⁶



Figure 8: Food safety signs in Indonesian and English

⁸⁶ The provision of food that does not meet Halal standards has been raised in other OICS reports. See OICS, *Report into an Announced Inspection of Hakea Prison*, Report No. 81 (forthcoming 2012); OICS, *Report into an Announced Inspection of Hakea Prison*, Report No. 63 (April 2010) 32, and OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (August 2012) 4, Recommendation 6.

- 5.16 During the inspection the kitchen appropriately accommodated for the Indonesian prisoners that were partaking in Ramadan. Their meals were pre-prepared and provided to the prisoners in the afternoon to refrigerate in their cells and consume after dark. The kitchen opened before sunrise to accommodate early breakfasts and the kitchen microwaves were made available for use until 10:00pm each night. The availability of rice cookers in each cell allowed prisoners on Ramadan to cook rice in the evenings. Pardelup's limited self-catering is available to all prisoners; each cell is also equipped with a refrigerator and prisoners enjoy access to the kitchen for tea, coffee and use of the microwave.
- 5.17 Aboriginal prisoners were generally satisfied with the quality of their food. Aboriginal prisoners enjoyed the cook-up they had during NAIDOC week and the Chef Instructor accommodates requests for traditional food and welcomes Aboriginal prisoners who would like to cook traditional food in the kitchen. The Chef Instructor also ensures that curries and other meals appropriate for Asian prisoners do not contain too much chilli, as Aboriginal prisoners reported a preference for plainer fare. Nonetheless, Aboriginal prisoners reported they would like more opportunities for traditional Aboriginal food, including kangaroo. Members of this prisoner group told the inspection team they would like to see the same degree of culturally appropriate care given to the food of all prisoner groups, regardless of whether they are Indonesian, Aboriginal, or other.⁸⁷
- 5.18 Alternative meal options are provided for prisoners on restricted diets. The prison and the canteen both provide gluten-free and lactose-free options. Soft food is produced for some prisoners and alternative options are provided for diabetics. The Nurse Practitioner provided the kitchen with medical certificates to ensure they are aware of the prisoners on restricted diets.
- 5.19 The kitchen's high quality pie-making program produced an income of approximately \$11,000 between July 2011 and 2012.⁸⁸ The kitchen had supplied several Western Australian prisons. However, the program was scrapped because the kitchen did not have appropriate equipment to ensure hygienic standards and there were some issues with the kitchen's power supply. However, the kitchen has subsequently ordered a blast chiller, which is necessary for standards to be met, and the pie-making enterprise may be reinstated in future.

Clothing and Bedding

- 5.20 Pardelup's frequently cold and windy climatic conditions demand appropriate clothing for prisoners. The quality and quantity of the clothing and work apparel observed during the inspection was adequate. This was reflected in the pre-inspection prisoner survey report responses which showed above average prisoner satisfaction with clothing issued. Prisoners engaged in light industrial work in the carpentry and mechanical workshops were observed to wear basic prison issue clothing, supplemented by safety boots and high visibility vests. Prisoners employed in the kitchen were observed to be wearing white clothing and hair coverings (including beard covers). Prisoners employed in agriculture (gardens, grounds, farm) wore basic prison issue clothing supplemented by work boots, jackets and head coverings.

87 In the pre-inspection staff survey 24 per cent of staff indicated poor provision of a culturally relevant diet. This is considerably higher than the state average of 13 per cent.

88 Estimate provided by the Chef Instructor during the inspection.

- 5.21 Pre-inspection prisoner survey responses showed prisoner satisfaction with bedding was well above average, with 93 per cent of prisoners reporting they were mostly happy with their bedding, compared to a state average of 64 per cent. Cells were observed to contain adequate bedding materials. Prisoners reported that the standard issue of mattress and pillow, sheets, pillow slip and two blankets was provided. Prisoners also reported that additional 'personal' sheets, pillow slips and doonas could be purchased from the canteen.
- 5.22 Laundry facilities at Pardelup were observed to be adequate, with two serviceable industrial washing machines and two large dryers. Prisoners reported timely return of clothing. Prisoners surveyed indicated satisfaction with laundry services was well above average.⁸⁹

UNITS, CELLS AND UNLOCK TIMES.

- 5.23 Unusually, out of all of the prisons in Western Australia, Pardelup is the only one that is not overcrowded – the prison is filled only to its design capacity and all prisoners have their own cell. Eighty-nine per cent of prisoners were mostly happy with their unit and cell conditions, compared to state averages of 70 per cent. Eighty-nine per cent of staff reported that the provisions for prisoner property in the prisoners' cells was adequate, compared to a state average of 69 per cent. Cells were observed to retain warmth, being adequately heated by the standard-issue electric/oil room heaters. Prisoners also enjoy a long unlock, from 7.00 am to 10.30 pm. Prisoners are given keys to their cells and can let themselves out during the hours of 10.30 pm to 7.00 am to access the ablution facilities.

PERSONAL PROPERTY AND PURCHASES

- 5.24 Incoming prisoners arrive at Pardelup with secured property bags. As part of the arrival and induction process, the senior officer in reception opens the secured property bags, logs and sorts the prisoner's personal possessions and explains the Pardelup local orders concerning cell contents which allow a small number of approved items as personal property. Personal property items surplus to requirement or permission are boxed and placed in secure storage. The secure storage area is adequate both in terms of size and security.
- 5.25 The lack of a dedicated reception officer has caused problems with the management of prisoner property. Most of the grievances and complaints received by the prison have involved property, including clothing damage and replacement costs for missing items. Staff reported that the prison's property recording procedures were not consistently thorough as untrained officers are undertaking inventory management. One consequence was that claims and grievances could not be resolved properly as some of the recording was inadequate.
- 5.26 Staff informed the inspection team that Pardelup local orders – including those relating to the permissible number of those personal items – were 'under review'.⁹⁰ The lack of current orders has reduced the capacity to conduct property-related cell inspections, as officers lack clear guidance on the number of electrical and other items permitted in cells.

89 Eighty-five per cent of prisoners were mostly happy with their laundry at Pardelup, compared to a state average of 62 per cent.

90 The existing order is Pardelup Local Order 1.12, (1 February 2010).

Recommendation 8

Ensure greater clarity in reception and property processes and more consistency in their application.

MONEY MANAGEMENT

- 5.27 The prison has a merit-based system for the management of prisoner gratuities. The team responsible for determining levels includes the ASPM, VSOs and custodial officers. Gratuities are allocated on merit and skills and commitment. For example, people with trade certificates receive level one gratuities.⁹¹ Similarly prisoners who take on social responsibilities through the peer support roles are also given level one gratuities.
- 5.28 However, the prison does not keep or use any data on gratuity level equity amongst prisoner groups. It is unable, therefore, to analyse trends in terms of different prisoner groups and therefore to devise strategies to support particular groups where necessary. A key example discovered during the inspection was the correlation between a lack of level one payments for prisoners doing section 95 work and the lack of Australian nationals on the section 95 crews. Staff and prisoners commented that Australian nationals were not motivated to do section 95 work because the payments were viewed as insufficient.
- 5.29 Pardelup's payment system is recorded and transparent. Payments are automatic and credited daily and prisoners can check their balances at any time in the officer's station. The prison's transition plan includes banking plans and help with setting up bank accounts (in the last month of a prisoner's sentence), as well as help with budgeting.
- 5.30 The process for visitors to provide money to prisoners was observed to be adequate. Visitors can pay money into a prisoner's account during their visits. A senior officer takes the payments and informs the prisoner after visits. Money sent by mail is opened by two staff to ensure accountability.
- 5.31 Prisoners receive an automatic phone allowance on reception; all prisoners receive the remote allowance when they have \$250 or less of gratuities and private money in their prison accounts. Prisoners can have up to \$140 in phone allowance money and \$100 in private cash. Extra amounts have to be applied for and are only allowed for approved specific purposes.

CANTEEN

- 5.32 One VSO is responsible for the store, canteen and laundry. Prisoners working in the canteen hold responsible positions (including ordering and stocktaking duties) and are paid accordingly (levels one and two). Prisoners' access to the canteen is restricted to specific purchasing days; prisoners otherwise wishing to see the canteen officer must do so through a unit request form via the unit office. This structured approach has improved the timeliness of the canteen processes.

91 Gratuities payments range from the lowest – level six, through to the highest – level one.

- 5.33 Pardelup's range of canteen products falls short of best practice for re-entry facility canteens, such as that of the Pre-Release Unit (PRU) at Bunbury.⁹² Healthy options products are particularly lacking. Staff reported that this was due to a lack of enthusiasm amongst prisoners. As noted elsewhere in this report, the Nurse Practitioner has identified a need for education support for healthy prisoner diets (see 5.13 and 6.9).
- 5.34 Pardelup would benefit from a holistic approach to healthy life skills including food shopping and cooking at this re-entry facility. A healthy life skills program should be developed on the basis of cooperation between the health centre, the kitchen, the canteen and the education centre (where re-entry cooking classes are held). This may be best developed through the deployment of an officer for life skills support as at the Bunbury PRU.⁹³ This officer would provide mentoring and support the prisoners to develop essential skills for successful reintegration into the community, including healthy food shopping.

Recommendation 9

Implement and promote a program and provide ongoing support to further educate prisoners about healthy eating and living.

RECREATION

- 5.35 Results of the pre-inspection survey indicated that 67 per cent of respondent prisoners were mostly happy with their access to organised sport, compared to a state average of 57 per cent. Similarly 62 per cent of responding prisoners were mostly happy with their access to other recreation, compared to a state average of 51 per cent.
- 5.36 Recreation was run by one recreation officer with the assistance of a prisoner. A custodial officer should normally accompany the recreation officer during external sporting events. The recreation officer enjoyed good support from local management. However, the prison lacks relief cover for this position.
- 5.37 Prisoners' involvement in external recreation was supported by prison management as a means of facilitating linkages to external communities and promoting post-release healthy lifestyles. Staff, prisoners and community members praised the recreation officer for his work.
- 5.38 External recreation includes indoor soccer, Australian Rules football training and games with Mt Barker Bulls, and cricket. The recreation officer said prisoners love to play in the community and are well-behaved even when playing against teams which include females. The inspection team observed external recreation in Mt Barker. The well-attended game was played with good sportsmanship and integration amongst foreign national and Australian prisoners.

92 OICS, *Report of an Announced Inspection of Bunbury Regional Prison*, Report No. 75 (December 2011) 53–54. Bunbury PRU canteen supports self-care prisoners. This is one reason for the broader range of products at the PRU canteen. The PRU canteen's link to life skills training and support is another reason for the provision of a broader and healthier range of food products.

93 This Office is aware of current restrictions on the Department's budget. The Office would support the deployment of an existing staff member to these duties on a part-time basis.

- 5.39 The recreation officer would like to run the external sport as a social visits occasion; however, this would require a custodial officer for support. The recreation officer would also like to run an inter-prison (Albany versus Pardelup) soccer competition; he said the administration was supportive in principle.
- 5.40 Prison-based recreation includes sports such as football, soccer, cricket, ping pong, darts and quizzes. All competition based recreation is popular, as prisoners enjoy competing for prizes (such as chocolate). There is good prisoner integration during recreation.
- 5.41 Staff and prisoners praised the prison's provision of sporting equipment and prison management was committed to providing more and improved equipment. The prison had recently had the oval re-surfaced and it now provides a safe level playing field for sports. The prison also applied for funding to resurface the combined tennis and basketball court. As the Department refused the funding application, the court remained unusable. This represented a missed opportunity to provide a better variety of recreation activity and enhanced prisoner fitness. The gymnasium was adequate but a speed ball would make a good addition.
- 5.42 Passive recreation options included the highly valued walking track, TV and DVD viewing, individual game playing (such as Xbox), tai chi, music playing, and yarning round the fire. DVDs were shown once or twice a week in the recreation room. The prison also screened the popular sporting events such as AFL, showing the matches prisoners want to watch.
- 5.43 Prisoners surveyed were particularly pleased with their access to the library, with 96 per cent stating they were mostly happy, compared to a state average of 57 per cent. The prison provides access to the library for all of the prisoners' unlock hours from 7.00 am to 10.30 pm. The library is reasonably well-stocked.⁹⁴
- 5.44 The library has one computer, but it was not provided with sufficient software and materials to allow for students' educational use. This prevented those prisoners who work during the week and would like to pursue external studies on the weekends from doing so. This lack represents a missed opportunity to facilitate prisoners' constructive re-entry activities in recreation time. The library also lacked any range of Indonesian reading material (a Bahasa newspaper such as the Jakarta Post would be a useful prisoner resource).
- 5.45 The library contained a copy of the prison's standing and local orders, Readers Digest Legal Q&A book and a range of other legal books (in English only). Prisoners also had access to legal resources on CD, which they can access on an education centre computer.

SOCIAL VISITS

- 5.46 Pardelup is increasingly viewed as an accessible location for visits. Prison management stated that when prisoners want to come to Pardelup they are informed about the prison's location and advised to consider whether the location is suitable for their visitors. While some prisoners decide not to come, prisoners surveyed rated Pardelup's facilitation of contact through visits services positively. Sixty-eight per cent of prisoners surveyed stated were happy with the provision of family contact through visits, compared to the state average of 70 per cent.

94 Ninety-four per cent of staff surveyed rated library access as good, compared to the state average of 71 per cent.

- 5.47 As noted above, the Aboriginal prisoners who spoke with the inspection team praised the central location of Pardelup and reported that their friends and family could visit them often, almost every weekend. This group reported that the visits are the best part of their experience at Pardelup. The prison tries to create a relaxed atmosphere for visits. Visits are for five hours and include lunch as a compensation for the long distances some of the visitors travel. Visitors told the inspection team they appreciated the longer visiting hours.



Figure 9: Sandpit for visiting children

- 5.48 In the pre-inspection survey staff rated the visits facility poorly, with only 58 per cent describing it as adequate, compared to the state average of 76 per cent. Visits were being held in the recreation centre which was observed to be cold, crowded and noisy. The prison was aware of the facility's shortcomings and had won \$250,000 Royalties for Regions funding for new visits facilities in Walpole and Pardelup.
- 5.49 In the interim, the prison has made some infrastructure improvements since February 2010, including the recent addition of a children's sand pit. Despite this, prisoners noted that more play equipment could be provided for visiting children. One commendable suggestion from a prisoner was for a chalkboard for children to draw on while in the play pit. There were concerns that the local cats use the sandpit as a toilet and suggestions that the prison provide a cover. There were also concerns that infants were not always adequately catered for and that visiting mothers had, on occasions, been prevented from bringing in their pram.

- 5.50 Aboriginal prisoners reported that they were sometimes not informed that they were expecting visitors, therefore they did not save their gratuities to purchase treats for their visitors. Prisoners' proposal for a 'visits spend' gratuities program whereby prisoners can put money aside in case of unexpected visitors seems a commendable idea.

External Contacts

- 5.51 At most prisons, prisoners who get some visits do not get the remote phone allowance. Pardelup commendably provides the allowance for all prisoners as compensation for the prison's relative isolation. However, the service provider charges all calls from Mt Barker to Albany (and further afield) at the expensive STD rate, not the local rate. This has a detrimental effect on prisoners' ability to stay in touch with families. Walpole prisoners use phone cards, which provide better value for money. This practice should be extended to the prison farm, possibly through the sale of phone cards in the canteen.
- 5.52 The prison has five phones in the accommodation compound. These seemed adequate for the needs of the prisoner population. Prisoners were generally happy with the provision of family contact through mail. Mail is collected daily and confidential mail is held securely.
- 5.53 This Office advocates the use of a range of communication media to further facilitate contact between prisoners and their friends and families.⁹⁵ Prisoners rated the provision of video link visits poorly, with only 19 per cent reporting to be happy with this prison service, compared to a state average of 36 per cent. However, Pardelup's new Skype service has started well and at the time of the inspection both Australian nationals and foreign nationals were beginning to use it. This service enables prisoners to stay in touch with family members and other social contacts without having to pay for phone calls. As it can be accessed on any internet connected device (including mobile phones) it has the capacity to enhance social connectivity.

PEER SUPPORT

- 5.54 Peer support prisoners are highly regarded and play a central role at Pardelup. Peer support prisoners support prisoners during orientation, are accessible and representative of the main groups and languages of the prison population. This was reflected in positive prisoner views of the peer support prisoners. Sixty-seven per cent of prisoners who responded to the pre-inspection survey said they would turn to a peer support prisoner for help if they had a complaint or an issue they were concerned about. This figure was much higher than the state average of 39 per cent.
- 5.55 Pardelup's peer support prisoners represent the diverse prisoner population on prisoner issues such as parole plans and views on prison services and facilities. However, the prison lacks a Prison Support Officer (PSO). Although there had been consideration of deploying the PSO from Albany on a part-time basis, the Albany PSO does not have the capacity to support Pardelup prisoners. The lack of a PSO leaves the peer support prisoners lacking dedicated (non-custodial) leadership and guidance. Appropriate PSO support at Pardelup would also enhance the prison farm's attraction to Aboriginal prisoners in other prisons, thus furthering the prison's ability to provide culturally appropriate re-entry services.

95 See, for example, OICS, *Report of an Announced Inspection of Karnet Regional Prison*, Report No. 47 (October 2007); OICS, *Report of an Announced Inspection of Acacia Prison*, Report No. 53 (July 2008); OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 63 (June 2010).

- 5.56 The peer support system provides support to at-risk and vulnerable prisoners. To this end, peer support prisoners may receive suicide-prevention training such as Gatekeeper training, and training in mental health support such as the Mental Health First Aid training course and the First Aid Mental Health Training for Aboriginals and Torres Strait Islanders.⁹⁶
- 5.57 At Pardelup the PSO role could usefully incorporate other duties. For example, a PSO could provide targeted support, including support for Noongar prisoners' cultural, re-entry support and mental health needs, and facilitating prisoner self-representation.⁹⁷ Such a role could draw upon and further best practice at other Western Australian prisons such as Albany where the PSO has been a key participant in the PASC process, and provides support and leadership for prisoner engagement with Aboriginal cultural and mentoring programs such as the Corroboree project and the informal industries mentoring system.⁹⁸
- 5.58 The Department's Cultural Consultancy Project potentially involves developing a cultural liaison position similar to the peer support role to enhance its relevance for NESB prisoners.⁹⁹ Given the large number of Indonesian prisoners currently accommodated at Pardelup, such a role would be valuable. However, if the Minister's plans to use Broome Regional Prison to hold the majority of the state's Indonesian prisoners goes ahead, then this position would be more useful at Broome (see 1.19). This Office therefore recommends that Pardelup provide peer support and cultural liaison support in the manner that best suits its prisoner population's needs.

Recommendation 10

Provide peer support and cultural liaison support.

FUNERALS

- 5.59 This Office's Inspection Standards for Aboriginal Prisoners states that:
- [O]bligations to community and family are an integral part of Aboriginal cultural life. Marking the death of an Aboriginal person from one's own community or family is one of the strongest obligations that exist. Consequently, special provisions under the Prisons Act that allow for the attendance of prisoners at the death bed or funeral of a family member need to be exercised with a sensitive regard to Aboriginal community and family relationships.
- 5.60 Access to funeral attendance affects all prisoners but is of particular cultural importance to Aboriginal prisoners.¹⁰⁰ Aboriginal prisoners at Pardelup told the inspection team they have been pleased with the support received to attend funerals. They felt that the prison organises the procedure well and provided adequate time and circumstances to grieve. However, they find the process to attend the funerals challenging as they have difficulty filling out the paperwork from head office. They would like extra time and money to make phone calls to make funeral arrangements.

96 Training of peer support prisoners also contributes to their post-release employment prospects.

97 Note, the Peer Support Officer at Albany prison facilitates the prisoner forum.

98 Observations made during this Office's liaison visits to Albany Regional prison in 2012.

99 OICS discussion with DCS Project Officer (17 November 2011).

100 Approximately 80 per cent of prisoners attending funerals between 1 June 2002 and 31 May 2012 were Aboriginal persons. See OICS, *Funeral Attendances and Alternatives Audit*, forthcoming.

- 5.61 The Department has commendably supported this aspect of Aboriginal prisoners' cultural belief and practice. However, in recent years the Department has restricted the numbers of prisoners attending funerals, because of funding limitations.¹⁰¹ Subsequently, the Department amended its funeral support and visiting dangerously ill persons policy.¹⁰² Between the 4 and 30 September 2012, the amended policy reflected the Department's stated financial limitations and limited attendance to a maximum of four prisoners who may normally travel a return journey distance of no more than 200 km from the facility they reside in, or from a facility in closer proximity to the funeral.¹⁰³
- 5.62 The Department's amendment created the risk of discriminating against some Pardelup prisoners by failing to facilitate funeral attendance on the basis of distance. This was likely to be a recurring problem at Pardelup, as many prisoners have family connections in areas further afield than the 200 km return journey limit. This Office welcomes the Department's revocation of the road distance limit for funeral attendance.¹⁰⁴ While the policy remains under review, it is hoped that the Department will support the right of Aboriginal prisoners to attend the funerals of those persons with whom they hold a close connection.

101 Ibid.

102 DCS, Policy Directive 9, 'Funerals and visiting dangerously ill persons'. The Department announced the policy to the Western Australian Legislative Council's Estimates and Financial Operations Committee in early July 2012. See *The West Australian*, 'Inmates to miss funerals in cost cuts', 9 July 2012.

103 DCS, *ibid* [9.7.1]–[9.7.2]. Under the revoked policy, 200 km was the distance specified for the round trip. Prisoners could have been transferred to other prisons for funerals and visits to dangerously ill persons in which case the 200 km limit applied from the prison the prisoner(s) had been transferred to.

104 DCS, ACCO Notice 7/2012, 'Absence Permits – Distance Restriction Revoked for Funerals and Visits to Dangerously Ill Persons', 1 October 2012.

Chapter 6

HEALTH SERVICES

- 6.1 This chapter describes Pardelup’s health services. The Department’s claim that Pardelup ‘provides excellent healthcare services’ is confirmed by the views of prisoners in the pre-inspection survey, where 81 per cent felt that their general health services were ‘mostly good’, a result considerably higher than the state average of 54 per cent. Similarly, 71 per cent were happy with their access to health services, a result higher than the state average of 56 per cent.
- 6.2 Key elements of that positive response involved prisoners’ satisfaction with medical specialists, with 56 per cent of prisons stating that they were mostly happy, compared to a state average of 38 per cent, and with medication services, with 68 per cent of prisons stating that they were mostly happy, compared to a state average of 47 per cent. Additionally, 30 per cent of prisoners reported that they would regularly choose to see health centre staff for help or support, compared to a state average of 17 per cent.

THE DEPARTMENT’S HEALTH SERVICES DELIVERY FRAMEWORK

- 6.3 The Health Services Directorate is part of the Offender Management and Professional Development Division of the Department. It provides the human resource management and clinical management framework for health service delivery across the prison estate. Prisoners have much the same range of health conditions as the general community. However, chronic disease conditions, mental health conditions, blood borne viruses, drug and alcohol addictions, and dental disease are common and more prevalent than in the general community.¹⁰⁵
- 6.4 While the Department is currently developing operational policies for the management of foreign national prisoners, these will not include policies in the areas of health, as this area is the responsibility of the Health Services Directorate. Given the large proportion of foreign national prisoners at Pardelup, healthcare would benefit from informed policy guidelines for the management of this group’s health needs.
- 6.5 Across the prison estate and at Pardelup, healthcare delivery is organised around four key areas: primary care, blood borne viruses (BBV), chronic disease management (CDM) and co-morbidity (incorporating mental health and substance addictions).¹⁰⁶ All nursing staff, with the exception of co-morbidity staff, are responsible for primary care but may also hold responsibility for coordination and delivery of the specialist service areas of CDM and BBV management.

105 Chronic diseases include diabetes, asthma, hepatitis and cardiovascular disease.

106 Co-morbidity nursing staff operate as a discrete, specialist team within the Health Services Directorate. They do not hold primary care responsibility and are remotely line-managed by a nurse at head office.

HUMAN RESOURCES

Resourcing for General Practitioner (GP) Services

- 6.6 At the time of the inspection, the GP service has just recently become regularised, with an Albany GP attending Pardelup for half a day each week. The prison has a good working relationship with the local hospital and made good use of medical transport.¹⁰⁷ Prisoners surveyed at Pardelup reported positive results in respect of the state of the medical transfer vehicle (96 per cent reporting it to be ‘mostly ok’ compared to a state average of 76 per cent), comfort of the trip (82 per cent reporting it to be ‘mostly ok’ compared to a state average of 58 per cent) and the level of respect shown by medical transport staff (95 per cent reporting it to be ‘mostly ok’ compared to a state average of 75 per cent).

Resourcing for Nursing Services

- 6.7 At the time of the inspection Albany prison’s Nurse Manager was administering the health centre, while a Nurse Practitioner ran the centre on an acting basis. The Department had recently advertised the Nurse Practitioner position on a substantive basis. The centre also has a full time receptionist. The Health Centre was open from 7.00 am to 3.30 pm Monday to Friday. After hours care involves officers transporting prisoners to the hospital in Mt Barker.
- 6.8 The Nurse Practitioner’s duties included basic patient care, pharmacy management, needs assessment, chronic disease management and co-morbidity, health and hygiene education. As a Nurse Practitioner (rather than Nurse Manager) she is able to order pathology, x-rays, prescribe certain medications, analyse test results and refer patients to specialists. For an isolated facility like Pardelup with only one nursing position it is an advantage to have a Nurse Practitioner.
- 6.9 Pardelup’s staffing levels only enabled a basic level of care placing the Nurse Practitioner under significant pressure to work long hours. There is currently no relief for this position. An extra nurse one day a week would enable the centre to provide the health education that prisoners require to prepare for re-entry into the community.

Addressing Substance Abuse

- 6.10 Generally, prisoners’ substance abuse issues had been dealt with by the time prisoners came to Pardelup. Pardelup’s focus is on finding appropriate post-release support. Continuity planning and advice is important. Commendably, the Nurse Practitioner seeks to be informed as soon as prisoners are granted parole so she can begin to engage with the prisoner and offer continuity planning.

Self-Harm Prevention

- 6.11 Because it is a re-entry prison holding end-of-sentence prisoners, Pardelup generally does not hold prisoners whose risk levels normally require SAMS or ARMS. However, self-harm risks do arise occasionally and the prison has a functional SAMS process to manage these occurrences. During the week of the inspection the prison had one prisoner on SAMS and his needs were observed to have been appropriately managed and monitored.

¹⁰⁷ Forty-six per cent of surveyed prisoners had used medical transport compared to a state average of 24 per cent.

- 6.12 The prison's mental health demographics suggest that there is a need for professional mental health resources. For example, at the time of the inspection approximately 10 per cent of prisoners were on anti-psychosis medication and approximately 10 per cent of the prison population were thought to be suffering from some form of depressive illness. In addition, prisoners' discussions with the transitional health Aboriginal Liaison Officer (6.16–6.18) suggest that a high rate of depression amongst Aboriginal prisoners may exist undiagnosed.
- 6.13 Given the need for mental health support, the commencement of a one day per week Prisoner Counselling Service shortly before the inspection was commendable. Up until the time of the inspection, psychiatric services had been provided via video link to psychiatric staff at Albany. It was positive to see that the prison had arranged for the services of a visiting psychiatrist in future.

Dental Services

- 6.14 Dental care has been the weak spot of health services at Pardelup. In the pre-inspection prisoner survey, only 19 per cent of prisoners reported feeling happy with their access to dental services at Pardelup, a figure even lower than the state average of 26 per cent. However, the service had been improved shortly before the inspection and health centre staff reported that urgent needs dental services are usually dealt with within two weeks.

HEALTHCARE FOR A DIVERSE PRISONER POPULATION

- 6.15 Pardelup's prisoner population had grown from 20 to 96 since February 2010. At the time of the inspection, Aboriginal prisoners represented less than 10 per cent of the prisoner population while Indonesian prisoners represented approximately 40 per cent. This profile provides relevant background to the examination of health services at Pardelup.

Healthcare for Aboriginal Prisoners

- 6.16 The CoAG funded Aboriginal Health Transition Program provides an Aboriginal Liaison Officer (ALO) to work with prisoners nearing release to ensure continuity of health care after release. This position has been appropriately filled by a re-entry service staff member with strong community connections.¹⁰⁸ This is a positive initiative.
- 6.17 The ALO has responsibility for Pardelup and Albany Aboriginal prisoners. The Great Southern Aboriginal Health Service manages the service and the officer is a local Noongar man. Within the Aboriginal Health Transition Program framework, the ALO liaises with Aboriginal clients for the six-month period preceding release, and then for six months following release. His community work includes the Albany and Mt Barker areas, and liaison with service providers and support networks in other places to which released prisoners return (including Perth and Kalgoorlie). At present, the ALO engages with approximately 75 prisoners per month, spending approximately half of his time in the prison and half in the community. The ALO has generally enjoyed a positive response from prisoners in the prison and after release in the community.

108 DCS News (6 February 2012).

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- 6.18 The ALO has found that one of the common issues amongst Aboriginal prisoners is mental illness. To address this he connects prisoners with appropriate post-release services, as well as providing them with the opportunity to informally discuss their issues in a culturally appropriate way. He also promotes the Map of Loss program which helps prisoners (including Aboriginal men) work through their issues and difficult experiences in an empowering way. He reported that Aboriginal prisoners have found this program to be culturally appropriate and useful. The prison and Great Southern Aboriginal Health Services plan to continue with this new program.

Healthcare for Indonesian Prisoners

- 6.19 The Commonwealth government's policy framework for health care in immigration detention identifies communicable diseases, particularly tuberculosis (TB) and those which are sexually transmitted, and dental disease as being particularly prevalent amongst Indonesian prisoners. These prisoners generally come to prison via immigration detention centres. It is therefore likely that they would have been screened for these conditions prior to their imprisonment. The Department for Immigration and Citizenship (DIAC) policy states that health discharge assessments recording the health conditions and ongoing treatments of prisoners moved from immigration detention to prison are provided to the prisons.¹⁰⁹ However, DIAC does not provide health records with the transfer of the prisoner from detention to the prison, instead supplying information only when the health centre requests it. This lack of information sharing poses significant health risks and potential legal liabilities.
- 6.20 There is a high level of health needs amongst Indonesian prisoners, which appears to increase in correlation to low education levels. Common health problems included blood borne viruses (hepatitis B), sexually transmitted diseases, gastric problems and high cholesterol. The health centre provides video link consults with the Department's Indonesian GP. This ensures adequacy of communication including medical consent, as the GP brings medical expertise together with language and cultural understanding.
- 6.21 Pardelup's health service needs include work on education, particularly around health and hygiene for Indonesian prisoners. There is a particular need for health education addressing diet (especially cholesterol), lifestyle and chronic disease risks. A well-researched and evidenced health program for Indonesians should be designed taking into account this prisoner group's (predominantly) basic education levels.
- 6.22 Several Indonesian prisoners have come to Pardelup on anti-depressants prescribed in another detention facility. The health centre at Pardelup reviews each prisoner's needs in this regard and develops plans to manage their withdrawal from medication in prison where appropriate. This practice is commendable and should reduce the risks for unmanaged withdrawal from medication when prisoners return to Indonesia.
- 6.23 Post-release healthcare for Indonesian prisoners, including issues such as medication provision continuity, is an issue of concern. There is a risk that prisoners will be unable to obtain prescribed medication in their home country. An example of this is the expensive

109 Email forwarded from Assistant Secretary, Detention Health Services Branch, Department of Immigration and Citizenship (21 December 2011).

HEALTH SERVICES

hepatitis B treatment received by some Indonesian prisoners. Post-release continuity of this medication cannot be guaranteed for deported prisoners.

- 6.24 It should be recognised that while most Indonesian prisoners are Commonwealth prisoners there is no Commonwealth funding to support the state's provision of health services. The state currently makes up this funding shortfall; however, it is reflected in decreased health services for state prisoners.¹¹⁰

MEDICATION MANAGEMENT

- 6.25 Hakea Prison pharmacy supplies the medication needs of all public prisons in Western Australia. Prison health centres submit their patients' prescriptions to Hakea's pharmacy on a designated time and day each week. If the prescriptions are received at the pharmacy by the designated deadline, the medications will generally be supplied to the prison on time and as per order. Pardelup's Health Centre staff reported that the system functioned efficiently.
- 6.26 Pardelup provides good access to and provision of medication. Some medication issued at other prisons in blister packs is brought to Pardelup by the prisoner. Other medication is issued from Pardelup's health centre reception in the mornings. After hours, medication is issued by a senior officer from the gate house. Non-prescription health products such as fish oil tablets, cough relief sweets and muscle ache creams are sold in the canteen.

PROMOTING MENTAL HEALTH

- 6.27 The pre-inspection staff survey indicated that 54 per cent of respondents thought the prison was effective in its provision of mental health services, while the state average was only 37 per cent. Pardelup screens prisoners for mental health and self-harm risks in the prisoner transfer process. No prisoner who is considered to be at risk is transferred to Pardelup.
- 6.28 At the time of the inspection there was no regular Prison Counselling Service (PCS) service for Pardelup. However, the Department was making arrangements for a psychologist and mental health nurse to attend Pardelup once every three months.

Blood-borne Virus Management

- 6.29 Blood-borne virus (BBV) management is a major focus for prison health service provision, including at Pardelup. New patients were being offered screening and prisoners were required to participate in BBV education sessions. Hepatitis C positive patients assessed as eligible and suitable may commence a six-month or 12-month Interferon program.

Health Throughcare

- 6.30 When the Nurse Practitioner recently arrived at Pardelup the pre-release health interview had been scheduled for the day prior to release. The health centre now schedules for three months prior in order to provide better throughcare health planning. The Nurse Practitioner endeavoured to develop learning networks for throughcare including contact with the Great Southern Aboriginal Health Service. Drugs and alcohol use are the areas of most interest in this regard.

¹¹⁰ Section 120 of the Australian Constitution requires the states to detain Commonwealth prisoners. This Office has previously commented on funding gaps for Commonwealth prisoners held in Western Australia and other state facilities. See OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006), Inspector's Overview.

Chapter 7

RE-ENTRY SERVICES

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- 7.1 Pardelup's major aim is facilitating prisoners' progression towards successful re-entry into the community.¹¹¹ This chapter examines the prison and community re-entry services that support outcomes of reduced recidivism and enhanced community safety. The chapter starts by examining the cooperative work of transitional management and re-entry services at Pardelup and in the community before looking at education, training and employment. The chapter then examines the re-entry work undertaken at Walpole Work Camp.

PRE-RELEASE PLANNING, RE-INTEGRATION AND RE-ENTRY SERVICES

- 7.2 Pardelup's process saw a prisoner potentially move from general prison-work on arrival through to supervised and then unsupervised section 95 activities, and ultimately to minimal supervision at Walpole. The ideal pathway travels from supported constructive activities (including farm, industries and external recreation and work activities) through to unsupervised self-responsibility and release.

Re-entry Staffing

- 7.3 Facilitating re-entry is Pardelup's major strength. The Assistant Superintendent Prisoner Management (ASPM), who had strong pre-release support experience, monitored prisoners' progress in consultation with re-entry team members, VSOs, security and custodial officers. Despite the prison's re-entry focus, Pardelup did not have a budget for a Transitional Manager; instead, the prison's Case Management Coordinator, Education Coordinator and Prisoner Employment Program (PEP) Coordinator share transitional management responsibilities. The re-entry team was highly committed and innovative.
- 7.4 As noted above (1.19), the prison faces the prospect of holding a larger proportion of prisoners requiring greater re-entry support as the Department plans to move some Indonesian prisoners to Broome. On average, Indonesian prisoners make up 42 per cent of the prisoners at Pardelup.¹¹² If all of these prisoners were to be replaced with Australian nationals requiring support for re-entry into the community, then the workload of the re-entry team is likely to increase by a similar proportion. This Office therefore makes the following recommendation.

Recommendation 11

Ensure sufficient staffing for Pardelup's re-entry needs, including increased staff to match any increase in the prison population requiring re-entry support.

111 Prison management interviewed during the inspection emphasised that the re-entry role is primary, and while reparation is important at Pardelup, it is secondary to facilitating successful re-entry.

112 Pardelup regularly holds approximately 35 Indonesian prisoners of a maximum of 84 prisoners.

Assessments and Sentence Management

- 7.5 The small size of Pardelup's population enables individual interaction with prisoners and staff.¹¹³ At the time of the inspection, the majority of case management and assessment and classification work was carried out by the case management coordinator and the ASPM, supported by other staff as necessary.
- 7.6 Minimum security prisoners were selected for transfer to Pardelup following assessment at other prisons. Because Pardelup is the only prison without a fence in Western Australia, only low risk prisoners were selected. Pardelup is also different to other facilities because of its remoteness, cool climate, high work requirements and lack of program provision. Prisoners must be suitable for these conditions as well as presenting a very low risk of escape.
- 7.7 Pardelup's case management processes were partially configured around Indonesian prisoners who were generally held on Commonwealth charges and subject to deportation on release. The Case Management Coordinator reported a professional relationship with the Department of Immigration and Citizenship's (DIAC) compliance and removals team. Recent deportees had been able to retain their earned gratuities and personal property on their release. Former prisoners are assisted to their home locations by the International Organisation for Migration.

Prison-based Transitional Management

- 7.8 Pardelup's re-entry team took a holistic approach to the management of prisoners' transitional needs, assessing, facilitating and evaluating prisoners' transition towards successful re-entry. Assessment and planning was progressed through the Pre-Release Transition Checklist (PRTC). This checklist was used to assess and plan for re-entry needs including review of alerts, parole planning, treatment program planning, education, training, employment, and resocialisation and other re-entry needs.
- 7.9 The PRTC process was normally conducted over six working days. The process commenced once prisoners had had time to settle into Pardelup. The Case Management Coordinator first interviewed the prisoner, discussing alerts, parole planning and incomplete treatment needs planning. The Education Coordinator then discussed education and training needs, and plans for the prisoner's progression including completion of any incomplete courses where possible. Life skills and other resocialisation and work-related courses were scheduled at this time. The PEP Coordinator completed the employment and transitional needs components, including planning for career pathways and PEP eligibility. The assessment involved matching desired career paths with employment market needs. The transitional component involves assessing documentation needs including birth certificates, proof of age documents, driver licenses, tax file numbers, Medicare cards and bank accounts. The PEP Coordinator helped the prisoner make a planning budget to pay for necessary documentation and to save money for other re-entry needs.

113 The staff-to-prisoner ratio is higher for re-entry work because many foreign national prisoners at Pardelup have little need for re-entry support.

- 7.10 A minority of Pardelup’s prisoners serve sentences of fewer than six months and are therefore ineligible for an individual management plan. While not formally case-managed, these prisoners are still encouraged to seek support for re-entry needs. At the time of the inspection, some of these prisoners were Aboriginal men who required assistance in administrative matters such as driver licences.

Community-based Transitional Support

- 7.11 The Regional Counselling and mentoring Service (RCMS) provided re-entry support for prisoners during the six months prior to release and for 12 months post-release, and supported remand as well as sentenced prisoners. Re-entry case-management addressed personal issues, travel arrangements, clothing and housing, and pre-release support for employment. Housing support was provided through Transitional Accommodation and Support Services (TASS). The Department of Housing and Works currently provides four houses in Albany for this purpose, but most housing support was for more distant locations (Perth in particular).
- 7.12 RCMS delivered a 25-hour life-skills program addressing self-esteem issues, parole completion, living arrangements, money management (including banking), employment, education and training, relationships, parenting and skills for staying out of prison. Community members informed this Office of ‘well-organised open days’ that brought together a broad spectrum of organisations.
- 7.13 The RCMS also presented the Pathways programs, programs for managing emotions (including anger). Re-entry services were recently provided with their own program room (including an office that can be used for one-to-one counselling). The new room allowed the service provide to provide programs and counselling simultaneously.
- 7.14 The Aboriginal Liaison Officer worked primarily on the facilitation of transitional health needs for Aboriginal prisoners. However, he also identified re-entry services and opportunities, including accommodation and employment. These re-entry issues are viewed as essential for promoting health amongst Aboriginal men re-entering the community.

RE-ENTRY FOCUSED EDUCATION

- 7.15 Pardelup’s education centre had developed well under the management of an enthusiastic and capable team. Both the Acting Education Manager and Acting Education Coordinator were employed on short (three-month) contracts. These positions need to be made substantive, to provide consistency for prisoners and livelihood security for staff. The Education Manager attends (from Albany) once a fortnight for planning and supervision. The centre has part-time clerical support and employs four casual tutors as well as TAFE facilitators.

Scale and Scope of Education

- 7.16 Pardelup was achieving high rates of prisoner engagement in education and training. In April 2012, approximately 67 per cent of Pardelup’s non-Aboriginal prisoners were enrolled in education and training, while 80 per cent of Aboriginal prisoners were

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- 7.17 enrolled.¹¹⁴ This compares well to the state average of approximately 33 per cent of non-Aboriginal prisoners and 31 per cent of Aboriginal prisoners.¹¹⁵ In addition, at eight per cent, the percentage of the prisoners at Pardelup engaged in traineeships was ranked the third highest amongst Western Australian prisons.¹¹⁶
- 7.18 While the participation rates and range of courses are impressive, the prison also had a higher than average number of prisoners who stated on the prisoner survey that the education or training they were doing would help them in the future (79 per cent compared to a state average of 69 per cent).

Education Centre Equipment

- 7.19 The education centre was well supplied with two office/staff computers, photocopiers, facsimile machine, projectors, student computers and new ergonomic student chairs. The centre has eight student computers and good computer resources. However, self-study prisoners and other prisoners are hampered by the out-of-date software. The failure to (as of yet) update to Word 2010 meant that students struggled to comply with coursework designed for this medium.

Education and Training to Employment Pathways

- 7.20 The prison integrated education, training and work opportunities. The process began at orientation where prisoner's levels of experience and potential opportunities were identified, in combination with the Individual Management Plan (IMP) education checklist and the PRTC. Education plans were based (in part) on the prisoner's length of sentence – where possible prisoners are directed to TAFE-provided traineeships. If prisoners had a short sentence education staff placed them in a short courses. Where a prisoner had partially completed courses, the centre sought to provide access to completion so that prisoners could re-enter society with the complete qualification.
- 7.21 At the time of the inspection Pardelup had 14 prisoners undertaking traineeships, including traineeships in carpentry, gardens, horticulture, OSH, training and assessment, and sports training. There was an emphasis on mining-relevant traineeships such as OSH which provide a pathway to employment. Seven prisoners were doing OSH Certificates III and IV. These OSH qualifications are suitable for work in the mines and construction.
- 7.22 Pardelup provided training in 'Training and Assessment' which allows qualified persons to teach in a variety of businesses including mining. Other training is linked to local employment shortages in carpentry, sports training and traffic management. Carpentry training is one of the prison's growth areas and the integration of training and work in the carpentry workshop and training room was a positive development. The traffic management course had been linked to work experience with the local Plantagenet Shire.

114 DCS, Education and Vocational Training Unit (EVTU), snapshot data for 19 April 2012. Figures have been rounded to the nearest decimal point. Note that although numbers of Aboriginal prisoners at Pardelup were low, the participation rates were high.

115 Ibid.

116 Ibid.



Figure 10: Carpentry workshop

- 7.23 VSOs had been given access to training and assessment qualification courses in order to facilitate more traineeships at Pardelup. The education centre is planning to deliver Certificate I Construction and other courses at Pardelup using the prison's VSOs. Providing Department-funded prison based training is cost effective and has the added benefit of being deliverable to foreign national prisoners. The focus on training for re-entry involved the provision of short courses including employment-focussed courses such as forklift, working at heights, scaffolding, chemical handling and first aid.

Resocialisation Courses

- 7.24 Courses aimed at teaching re-socialisation skills including cookery, completion of forms, creating a résumé, computer skills and personal wellbeing (including mental and physical health) were provided by RCMS. The 'healthy eating on a budget course' helps prisoners to develop basic re-entry skills. This six-week cooking course had a positive influence on prisoners' self-esteem.
- 7.25 The education centre used Entry to General Education course units like literacy and numeracy, but tailored them to address resocialisation needs. For example, the education tutors used the 'forms' course to teach prisoners about property rental procedures. Other courses include finance and résumé courses, provided by Work Link (Albany). The résumé course requires provided skills assessment, and needs and skills training analysis.

Education for Aboriginal Prisoners

- 7.26 The Education Coordinator and the Southern Aboriginal Corporation (SAC) had liaised to develop appropriate courses for Aboriginal prisoners. The education centre had sought the involvement of local elders to advise on and present programs. It had a range of culturally appropriate programs including Story Telling through Deadly Art, Deadly Foods, Keep Your Culture Keep Your Job, Learners Permit, and Drama. The Education Coordinator was involved in ongoing consultation with SAC and Great Southern TAFE on possible traineeships for Aboriginal prisoners. The education centre also incorporated development of the meeting place within the 'complete a project' course. This helped Aboriginal prisoners to meet education objectives. It was a good example of culturally appropriate coordination of education and work.

Education for Foreign Nationals

- 7.27 Commonwealth and Western Australian Department of Training and Workforce Development funding for the education of foreign national prisoners is limited and does not allow for funded TAFE courses. The education centre therefore made use of the Department's own courses to provide education and training to foreign nationals. One example was the chainsaws maintenance course which Indonesian prisoners were able to undertake as part of supervised section 95 training and work.
- 7.28 The centre provided English language classes twice a week (using English language CDs), which were popular with some of the Indonesian prisoners. The language tutor was enthusiastic and creative and had created strong engagement with the prisoners. Once again, this study was provided through the Department's own course and leads to a qualification.¹¹⁷ In addition it is possible that farming work and training could be also used as a vehicle for work-relevant English language training.¹¹⁸
- 7.29 Approximately one-third of Indonesian prisoners were engaged in education in the months preceding the inspection. The older Indonesian prisoners tended to prefer to work. Younger Indonesian prisoners tended to be motivated to study as they could see some future employment potential. English language literacy and numeracy, and computing courses all have potential to be useful for business in Indonesia. Indonesian prisoners also benefited from Tai Chi classes, budgeting and nutrition courses.

RE-ENTRY FOCUSED EMPLOYMENT AND INDUSTRIES

- 7.30 Pardelup provided more work than other state prisons, on average. In the pre-inspection survey prisoners reported working an average of 33 hours per week, compared to a state average of 20 hours. The pre-inspection prisoner survey indicated that 75 per cent of prisoners at Pardelup listed work as their primary activity, compared with only 47 per cent of prisoners at other prisons.

117 Certificate in General Education for Adult Literacy and Numeracy.

118 Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – an Inspection Report on Agricultural Operations* (August 2012), [2.4.3] Training. Many of the Indonesian prisoners have farming as well as fishing backgrounds.

- 7.31 The pre-inspection survey indicated that 63 per cent of staff felt that the prison was adequately effective in providing prisoners with meaningful employment, compared to a state average of 36 per cent. The Department provides and funds external work opportunities through the section 95 program, which enables both supervised and unsupervised work in the community. Prisoners surveyed rated work, and section 95 work in particular, as the most positive aspect of this prison.
- 7.32 Seventy per cent of Pardelup’s prisoners were involved in external work, horticulture and farming and industries.¹¹⁹ The largest proportion (27 per cent) of Pardelup’s prisoners were involved in external work, another 25 per cent were involved in horticulture and farming, and 18 per cent were working in the industries workshops. The remaining 38 per cent were meaningfully employed in prison service activities such as the kitchen, canteen, recreation and cleaning duties.
- 7.33 Pardelup compares well in relation to other re–entry focused facilities in terms of the provision of meaningful employment. The prison’s work and training activities such as farming and horticulture were well coordinated to provide prisoners with skills, experience and qualifications. However, the large proportion of Indonesian and other foreign national prisoners subject to deportation limits the degree to which the prison can successfully provide re–entry employment opportunities to those who most need it. For example, most of the external work was done by prisoners who were not Australian nationals or permanent residents. Sixty-six per cent of the section 95 team working in the community were Indonesians and only 27 per cent Australian nationals. The proportion of foreign nationals at Walpole was only 22 per cent.¹²⁰ There were only six Australian nationals or permanent residents doing external work (section 95 or Walpole).¹²¹



Figure 11: Working-at-heights training equipment

119 DCS, TOMS, 7 August 2012.

120 Indicative snapshot data and analysis derived from DCS TOMS, 7 August 2012.

121 Ibid.

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- 7.34 These proportions suggest that Pardelup has the capacity to provide a greater proportion of external work for prisoners re-entering their Australian communities. By transferring foreign national, non-resident or deportation prisoners to Broome Regional Prison, Pardelup would be able to provide another 20 external work positions for Australian nationals or permanent residents (11 section 95 work and nine work camp placements).¹²²
- 7.35 The re-entry value of horticulture employment (and training) was similarly limited by an over-reliance on foreign national prisoners. Only 33 per cent of the prisoners engaged in these activities were Australian national or permanent residents. By transferring foreign national, non-resident or deportation prisoners to Broome Regional Prison, Pardelup would be able to provide another 10 horticulture work positions for Australian nationals or permanent residents.¹²³ Taken together, at the time of the inspection Pardelup currently had capacity to provide meaningful re-entry focussed external work and horticulture to at least a further 30 Australian nationals or permanent residents.

Paid Employment Through the Prisoner Employment Program.

- 7.36 The Prisoner Employment Program (PEP) works to prepare prisoners for release and promote successful re-entry into the community through a combination of paid employment, work experience, vocational training and education in the community prior to release.¹²⁴ Pardelup's PEP Coordinator ran both PEP and Career and Employment Services (as well as contributing to transitional management). She enjoyed good support from prison management, good work relations with the re-entry team and valued the cooperative approach taken by the VSO team.
- 7.37 As this chapter outlines, the PEP Coordinator had provided good support for prisoners' career planning, training links for employment, external activities and transitional re-entry needs. However, the prison had had only had mixed success with its PEP paid employment program. Between March 2010 and the time of the inspection the prison had progressed only 13 prisoners through PEP employment. Of those who had done PEP employment, 10 were still in work. During the same period it had assisted only 25 prisoners seeking employment. Between July 2011 and June 2012, 36 prisoners were put forward for PEP employment or seeking employment and 16 of these were approved. Since March 2010 most prisoners had engaged the PEP Coordinator's assistance in some form.
- 7.38 The PEP paid employment component depends upon the following factors:
- Suitability of opportunities – the community had current opportunities in agriculture, metal fabrication (including shed building) and traffic management. However, prisoners did not always view the community possibilities as suitable options.¹²⁵
 - Eligibility – the majority of prisoners who apply for PEP are found to be ineligible. Additionally, the prison had a high proportion of prisoners subject to deportation who were not eligible for PEP.

122 Ibid.

123 Ibid.

124 See DCS, Policy Directive 68.

125 Walpole community members also told the inspection team that employers tend to view PEP as a chance to exploit cheap labour rather than facilitate a prisoner's employment.

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- Seasonality – farms or the local abattoir sometimes had seasonal work.
 - Availability of transport – Pardelup’s location is remote and transport to and from work presented the prison with movement difficulties.

External Employment and Community Relations

- 7.39 Pardelup worked well with communities within the local Plantagenet Shire, including Mt Barker. Community members reported that the prison management and officers provided efficient and cordial facilitation of community work. Those members who attended the prison reported feeling safe and well supported by prison staff. There was strong praise for the education staff and for the section 95 officers who were described as well prepared and equipped. Community members praised the work ethic and good demeanour of the prison’s section 95 crews, particularly the Indonesian prisoners.¹²⁶
- 7.40 The section 95 teams had engaged in local community work projects including landscaping and regeneration; boardwalk installation and footbridge building; traffic control; carpentry for the recreation centre (bench and pergola); work on the miniature train for children; viewing platforms; racetrack maintenance; and wetland irrigation. Hospital grounds maintenance and horticultural work had involved Certificate I & II training.
- 7.41 Further section 95 work opportunities include earthworks and road construction; training and work experience toward work in the three new local mines; work with Great Southern Haulage (driving and machine operation). The Shire was keen to employ released prisoners. Local tradespeople were happy to provide training and work experience to individual prisoners. Local farmers had seasonal opportunities for harvesting and local vineyards had opportunities for pruning work.
- 7.42 Community groups were appreciative of the section 95 work, especially, for example, older residents during preparations for ANZAC day. The hospital grounds were in good condition because of prisoners’ work. In addition, patients were said to have enjoyed the time prisoners gave them for conversation. The community was grateful for the Thomas the Tank Engine bookshelves prisoners had built for the town library and for the painting of the Gilcreek Scout Hall.
- 7.43 There was general consensus that the community’s demand for prison work in the Plantagenet Shire area exceeded the prison’s capacity to supply labour.¹²⁷ Planned future work includes a grandstand at the Kendenup Skate Park; Wetlands Redevelopment work; Wilson Inlet Catchment weed control; Mount Barker Turf Club racing track preparation; National Park weed control and general track maintenance for the Department of Environment and Conservation.
- 7.44 Community members observed that prisoners who normally resided in the city had benefitted from the sense of community that Mt Barker provides.¹²⁸ They were proud to have been able to provide Indonesian prisoners with a positive experience of Australian community life. Shire representatives expressed interest in the reintegration of prisoners in the local area as a means of community renewal.

126 Community views were expressed to inspection and liaison team members at meetings held at the Plantagenet Shire offices throughout 2011 and 2012.

127 Ibid.

128 Ibid.

RE-ENTRY WORK AT WALPOLE WORK CAMP¹²⁹

- 7.45 Walpole community views on the value of the work camp remained strongly positive at the time of this inspection. Community members emphasised the degree to which the community was reliant on the work camp. Many community projects would not be undertaken if it were not for work camp labour, as Walpole’s population was a mixture of elderly and young families (limiting the pool of volunteers available for physical work).
- 7.46 Walpole community work has included the Northcliffe walking tracks; rejuvenation of the town’s aging wooden jetties; and maintenance, gardening and small construction work around the town including the recreation centre’s gazebo, paving and stone-walling. Work camp labour has aided the town’s participation in special events including Australia Day celebrations and the Tidy Towns Competition.
- 7.47 The Walpole Community Liaison Committee had received letters of appreciation for the work of work camp prisoners. Positive social interaction between residents and work camp prisoners had been observed to be an aid to prisoners’ resocialisation. Walpole prisoners are able to attend TAFE courses and have gained skills and employment-relevant work experience through the community work. Walpole Work Camp therefore provided good facilitation of prisoners’ re-entry. However, as discussed above (4.8–4.11), it is important that the work camp houses prisoners who are working towards re-entering Australian communities.

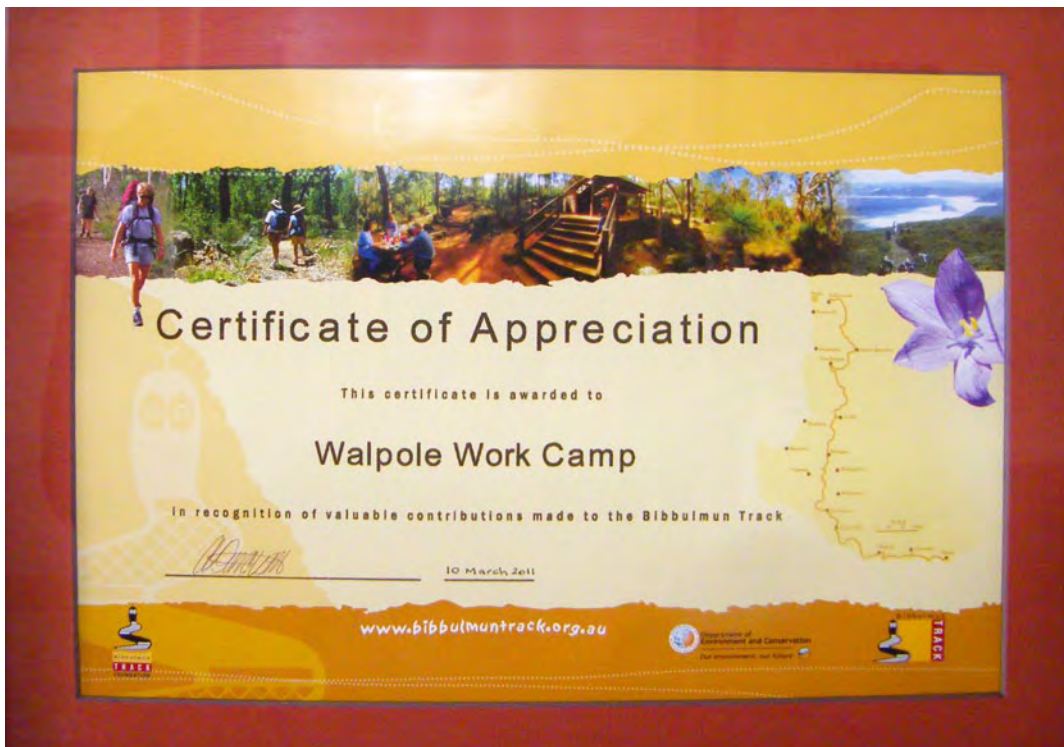


Figure 12: Recognition for efforts by Walpole Prisoners to the iconic Bibbulmun Track

129 Walpole work camp will be subject to its own inspection during 2012–2013 (see 1.2).

Chapter 8

PRODUCTION: FARMING, HORTICULTURE AND INDUSTRIES

8.1 This chapter examines Pardelup's farming, horticulture and industries.¹³⁰ It draws upon the findings of a detailed expert review conducted by experts from Department of Agriculture and Food as part of this inspection.¹³¹ The experts found that Pardelup's farming operations were well run and managed, but could be enhanced with better system-wide planning and resource investment. The chapter also examines the prison farm's sustainability and occupational and health practices.

MANAGEMENT STRATEGY AND PLANNING

8.2 Pardelup was the largest primary producer amongst Western Australia's prisons.¹³² The prison's major focus was on primary production and improving farm outputs. Industrial work at Pardelup was mainly geared towards prison maintenance and the provision of training and skill development. The prison farm's major reparative aims included:

- continued expansion and improvement of the Department's self-sustainability in the area of meat and fruit and vegetable production.
- complementing traditional methods of crop growing with new technologies that will improve production and reduce costs.
- development of competition-neutral produce for sale in market.¹³³

8.3 Although Pardelup was operating well, the prison operated without a sufficiently developed system-wide management strategy for farm production and work.¹³⁴ The agriculture experts strongly recommended that the agriculture production of prison systems be reviewed and managed as a whole with a view to better understand supply and demand issues.¹³⁵

8.4 Within this recommended review, a cost-benefit analysis should be completed to understand if supplying other prisons is saving costs or if it is more beneficial to purchase products closer to the prisons. Related to this lack of system-wide direction, the Department should more fully clarify whether its financial objectives for prison farms are for cost neutrality, full-cost recovery or profitability. Analysis should consider the constraints of limited departmental investment capacity and the Department's annual budget cycle limit on long-term planning and investment. This analysis should also explore opportunities to further the Department's aim of having the prison farms to work together and learn from each other.¹³⁶

130 This chapter considers the productive and financial components of reparation.

131 Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012), [1.1.1], (an Executive Summary of this report is reproduced as Appendix 1 below).

132 DCS, *Pardelup Prison Farm, Annual Business Plan, 2011–12*.

133 DCS, *Pardelup Prison Farm pre-inspection briefing 2011–2012*. Note 'competition neutrality' refers to the Department's responsibility to use its produce in a way that does not involve competition with Australian producers.

134 Existing system plans include DCS, *Integrated Market Garden Management Plan, 2011–2012*; DCS, *Integrated Farm Management Plan, 2012–2013*.

135 Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012).

136 DCS, *Integrated Farm Management Plan, 2012–2013*. The Department reports that 'in the spirit of continual improvement' it should 'move towards a new focus where the farms are under the same farm management'.

Recommendation 12

Further develop departmental strategies and planning for farming and horticultural production and consumption across the prison system.¹³⁷

MARKET GARDENS

- 8.5 Pardelup enhanced market gardening in 2011 by converting one hectare of pasture for vegetables and another 0.4 hectares for an expanded fruit orchard. The vegetable crops included tomatoes, capsicums and pumpkins over summer, and broccoli, cauliflower, pumpkins, turnips and onions in the winter. Pardelup’s vegetable produce was not only used for internal consumption, but also sent to metropolitan and south west prisons.¹³⁸
- 8.6 Fruits grown include apples (Gala, Granny Smith and Pink Lady), pears (Nashi and Bartlett), nectarines, peaches, plums, persimmons, avocado, & grapefruit. Pardelup’s fruit produce has to date been used for consumption at Pardelup only, but the prison plans to send produce to metropolitan and south west prisons once crop yields increase.¹³⁹ The orchard’s older section was 15 years old and produced approximately 1.3 tonnes of apples last season. The pruning of these trees two years ago should ensure higher yields in future. Fruit crop yields from the orchard’s newer trees will remain low until those trees mature.¹⁴⁰ During 2012 an additional 300 trees will be planted.



Figure 13: Pardelup orchard – safe from birds

137 The Department has progressed this Office’s previous recommendation ‘that Karnet Prison Farm be responsible for coordinating the prison system’s food production. In addition, a consolidated and comprehensive farm plan including detail for each prison farm should be updated annually. See OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 47 (October 2007), Recommendation 3. This Office’s recommendation reiterates that of the agricultural experts. See Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012), [1.1.1], (see Recommendation 1 in Appendix 1 below).

138 Pardelup sends vegetables to Bandyup, Boronia, Bunbury, Casuarina, Hakea and Karnet Prisons.

139 DCS Pardelup Business Manager, email to OICS, 11 September 2012.

140 Most of the trees are only 18 months old.

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- 8.7 The prison had constructed a hydroponics production area, providing prisoners with training during the build. It was planned to be used to augment the farm's tomato production, and as a vegetable seedling nursery. At the time of the inspection the hydroponics shed was being reticulated and is scheduled for completion by April 2013. Hydroponics development will be supported by an additional gardens VSO, which will enable greater production and opportunities for prisoner training.
- 8.8 The agricultural experts reported that 'significant progress has been made over the last two years in developing the horticulture enterprise into a productive, profitable and sustainable operation. Plans for the future development are in keeping with good practice'.¹⁴¹ While recent budgetary constraints had limited the capacity for full development of the site's primary production, head office had funded the necessary infrastructure to enable vegetable production to be increased to significantly contribute to meeting internal demand. This investment appears to have been worthwhile, as prison management estimated that the costs for the gardens' set up and maintenance could be recovered by the end of the 2014 growing season.¹⁴²
- 8.9 The prison was looking to further expand production from 1.4 to four hectares of market gardens. Developing the gardens and orchards is dependent on increasing the prisoner population and improving the amount and security of the water supply. The prison had made good progress in this area which is further discussed below (see 8.18–8.20 and Recommendation 13).
- 8.10 Prison management had taken an innovative approach to business including garlic production for market and consideration of arrangements with other farmers to pool machinery. The prison's market activities were designed to be compliant with the competitive neutrality rules governing public bodies in Western Australia, including the *State Trading Concerns Act 1916* (WA). These rules limit the prison from open competition on the market, but allow competition with import traders (such as garlic distributors). Subject to their coherence with broader departmental strategies, such innovations deserve departmental support, including more VSOs if production expands.

141 Department of Agriculture and Food (Western Australia), *Paradelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012) [2.3].

142 The Department's *Integrated Farm Management Plan, 2012–2013* shows a notional deficit of \$73,714 for 2011–2012.



Figure 14: The garlic crop – a legitimate import replacement

LIVESTOCK AND POULTRY

- 8.11 The farm carried sheep and cattle (on a ratio of approximately three to seven). Pardelup's cattle and sheep production was higher than the average amongst local producers. Pardelup provided approximately 60 per cent of the beef for use in the prison estate, while sheep production was aimed a production of prime lambs and wool.¹⁴³
- 8.12 The farm's mix of sheep and cattle represented good farming practice. This mix spread the risk of price decreases across two different kinds of stock and provided enhanced pasture management through the rotation of sheep into cattle-grazed pasture. This improved pasture utilisation and can improve composition. Additionally, this mixture provided better opportunities for prisoners to gain a 'variety of technical skills across different agricultural enterprises'.¹⁴⁴
- 8.13 The agricultural experts observed that the farm was in good working order. The experts reported that:
- The property has a good network of laneways to facilitate easy movement of livestock. Fences are in very good working order and well maintained with a good set of maintained yards that are easy to manage and well designed to minimise stress on animals and risks to workers. The major creek lines have been fenced as well as remnant vegetation and some areas of salinity.¹⁴⁵

143 DCS Pardelup Business Manager, email to OICS, 11 September 2012.

144 Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012).

145 Ibid.

- 8.14 The farm has potential to increase grazing and productivity through subdivision of several of its large (up to 40 hectare) paddocks and rotational grazing. This would also improve pasture composition through reduced selective grazing. Pardelup's Farm Manager had identified approximately 300 hectares of potential rotational grazing pasture. Such a strategy would require additional investment for fencing and watering points. Increased stock and marketed produce would provide cost recovery over time.
- 8.15 Pardelup's poultry facilities for egg production were managed by a prisoner who demonstrated a positive commitment to his work. The chickens provided the kitchen with approximately 100 free range eggs per day. Consistent with practices in other Western Australian prisons, this level of production was sufficient for the prisoner population's needs.¹⁴⁶

INFRASTRUCTURE AND RESOURCES

- 8.16 Physical infrastructure development has been supported by the Department and with some Royalties for Regions funding. Key developments at this inspection included the industries shed and equipment, investment in water security, investment in power security, the orchards, and the new hydroponics shed.



Figure 15: A new glasshouse featuring hydroponics

146 DCS, *Integrated Farm Management Plan, 2012–2013*.

- 8.17 Pardelup had introduced sensible practices for resource and cost-efficiency. Examples included selling stock ‘from the gate’ to save paying freight costs, installing a cold store so that produce does not have to be shipped on the day of picking and utilising empty space on the truck that delivered supplies from Karnet Prison Farm.

Water Management

- 8.18 Rainfall in the south west of Western Australia has declined since 1940. Pardelup lacks fresh underground groundwater and relies instead on runoff into dams and some additional water from rooftop catchments. The prison had developed a sustainable water management plan for current consumption needs and farming requirements. The prison had modified existing infrastructure and practices to capture more water, limit unnecessary use of water and increase water containment. New equipment had been installed to manage water consumption, including water meters and new shower heads, and this was supported by administration notices that explain restrictions on water use. Some of Pardelup’s drinking water was supplied through the chlorination and filtration of dam water. Constant monitoring of water stocks and flows allowed management to appropriately prioritise water use.
- 8.19 Changes to infrastructure included the establishment and development of dams, catching run off from roofs, reshaping the ground around dams to improve water capture and the installation of new tanks. The farm used some bore water that, although too salty for human consumption, was adequate for cattle and sheep. Sewerage was treated through a Biomax system to produce water that was suitable for use on the orchards. These initiatives reduced the costly reliance on trucking in water and reduced risks to agricultural yields.
- 8.20 The agricultural experts recommended that more dams be developed to ensure water storage for up to two seasons to drought-proof the paddocks and to add security to a mixed enterprise property.¹⁴⁷ They recommended that new and existing dams were provided with roaded catchments to increase runoff and one of the new dams should be built deeper than existing dams, to reduce water loss through evaporation and better manage salinity.¹⁴⁸

Recommendation 13

*Build a new dam with a roaded catchment and sufficient depth.*¹⁴⁹

147 Department of Agriculture and Food, *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012).

148 A ‘roaded catchment’ is a hard surfaced area surrounding the dam. It is used to catch rainfall and direct it into the dam.

149 This Office’s recommendation reiterates that of the agricultural experts. See Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012) [1.1.3], (Recommendation 8 in Appendix 1 below).

SUSTAINABILITY

- 8.21 The results of the Pardelup survey showed that 29 per cent of staff felt that environmental sustainability issues were managed well in the prison. This was better than the average of 11 per cent of staff who felt this way across other Western Australian prisons.
- 8.22 Pardelup's audit of electricity use identified the kitchen and food hall as the largest users of electricity. The prison subsequently reduced electricity costs by removing a number of light bulbs.
- 8.23 As a prison farm in regional Western Australia, Pardelup relied heavily on its vehicle fleet. The inspection team's view was that reductions in the environmental costs of vehicle use were unrealistic without reducing service delivery in areas such as re-entry activities and work.
- 8.24 Pardelup was effectively managing the environmental risks of the farm. Most creek lines and remnant vegetation have been fenced and demonstrate good recovery. Saline areas were being addressed with interceptor and reverse interceptor drains which diverted subsurface water flows away from saline areas. Practices for disposing of waste were environmentally sound and the tip was only used for green waste. However, over a long period the tip had previously accepted non-green waste including tyres and chemicals.

OCCUPATIONAL SAFETY AND HEALTH (OSH)

- 8.25 There was little evidence of consistent management of OSH at Pardelup prior to 2012. However, prison management had identified OSH as a key issue for Pardelup and the prison had recently begun to develop a comprehensive system.¹⁵⁰ At the time of the inspection the prison was focussing on basic safety procedures for industries including storage of materials, safe work practices and training of offenders and staff. The prison's OSH management processes included the use of representatives covering all workplace areas, periodic workplace inspections and a monthly OSH committee meeting. Representatives from one work area inspected other workplaces. This ensures the independence of the inspections.
- 8.26 The agricultural experts observed that 'the risks to people, animals, crops and the environment are significant when farm chemicals are stored, handled, transported, disposed of and applied'.¹⁵¹ Unfortunately, the inspection team found that Pardelup's storage of chemicals was not always safe, with unsafe storage identified at the shearing shed depot.
- 8.27 The prison farm should ensure compliance with the Western Australian Health Department's Guide to the use of pesticides in Western Australia.¹⁵² The agricultural experts suggested that AusChem WA compliant training should be provided to all users of chemicals.¹⁵³ They also advised that security of chemicals should be a high priority for the prison farm with chemicals to be stored in a suitable area to Australian Standards. The prison had ordered two Australian Standards compliant chemical storage units.

150 DCS, *Pardelup Prison, Pardelup Strategic Presentation*, 30 August 2012.

151 Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012) [2.4.2].

152 Ibid, [1.1.4], (Recommendation 10 in Appendix 1 below); http://www.health.wa.gov.au/publications/subject_index/p/poisons.cfm

153 See www.chemcertwa.com.au

- 8.28 The agricultural experts advised the prison farm should also make use of services for the collection of unwanted chemicals and for collection of empty containers.¹⁵⁴

Recommendation 14

Provide AusChem training to all chemical users and Australian standard storage facilities and processes for chemicals.



Figure 16: Unsafe chemical storage at the shearing shed depot

- 8.29 The VSOs kept a constant eye on their crews to ensure that OSH standards are maintained. Indonesian prisoners sometimes had no awareness of electricity risks and had to be trained. The VSOs had made efforts to learn Indonesian and stated a desire to be supported to learn more.
- 8.30 Potential areas of risk that Pardelup may need to address include insufficient fire-fighting equipment in the compound. Pardelup's fire-fighting equipment was provided upon the prison being reopened in March 2010. There was only one fire extinguisher per eight rooms and no high-pressure water hose for large fires. The OSH committee was reviewing the compliance of its equipment with Australian Standards. Further funding would be required if the review finds that high-pressure hoses are required.

¹⁵⁴ Note this Office's recommendation reiterates that of the agricultural experts. See Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012) [1.1.4], (Recommendation 10 in Appendix 1 below).

- 8.31 The safe movement of officers on night patrols, particularly behind the workshops, was an area of potential risk. The ground was uneven and there were metal sheets and other objects scattered behind the workshops that were difficult to see at night. The prison acknowledged that this 'area is presently the subject of levelling and other works associated with major power upgrade works and will continue to be a hazardous area for some time'.¹⁵⁵ Prison management reported that the prison monitored this area for trip hazards and addressed these in a timely fashion.¹⁵⁶ Officers were provided with large torches to use on night patrols and contractors were required to erect warning signs. The prison was also investigating potential funding sources for lighting for this area.
- 8.32 The prison was aware of the risks posed by its slippery and uneven staff carpark. The prison requested funds for surfacing the carpark in the 2012–2013 submission but was yet to receive approval. In the interim the prison was managing the risks. The carpark had recently been rolled and compressed in order to improve the surface. Lighting was provided by three roadside security lights mounted adjacent to the carpark and trees had been removed to enhance lighting. Staff were advised that the carpark was unsealed and could pose possible slip or trip hazards.
- 8.33 A positive development was the prison's commitment to provide Chemcert II training to prisoners employed in the laundry and cleaning. However, education funding restrictions for foreign nationals had caused the prison to seek alternative training opportunities for these prisoners. Another positive initiative was the prison's commitment to source ergonomic high-backed chairs for the duty officers on night shift.

155 DCS Pardelup, Business Manager's email to the inspection team, 6 September 2012.

156 Ibid.

Chapter 9

PARDELUP: A PROMISING WORK IN PROGRESS

OVERALL INSPECTION FINDINGS AND CONCLUSIONS

- 9.1 This report is the first to examine Pardelup since it was expanded from a work camp with capacity for 20 prisoners to a prison farm with capacity for 96 prisoners (including 12 at Walpole Work Camp) in March 2010.
- 9.2 Pardelup and Walpole have previously been found to be well-run facilities with high prisoner satisfaction.¹⁵⁷ Each had positive community engagement with meaningful community work allowing skill development. However, both work camps were being under-utilised. Substandard facilities, accommodation and visitor access were identified as disincentives to prisoners applying for placements.
- 9.3 This report found that Pardelup and Walpole continued to enjoy high levels of prisoner satisfaction; providing meaningful work, allowing skill development, and positive community engagement. Pardelup and its work camp were progressing well in terms of facilitating prisoners' re-entry into the community, developing farming and horticultural production, and expanding and improving infrastructure.
- 9.4 The inspection found that Pardelup's accommodation has been upgraded and expanded, its administration and transitional management facilities improved and farming, horticultural, and industries infrastructure developed to meet re-entry work and productive needs. The prison had obtained funding for a new visits centre. Walpole's accommodation was improved by the provision of cottages and basic visits, training and recreation facilities.
- 9.5 This report inquired into the Department's management of Pardelup's role as a minimum security re-entry facility in the context of demographic changes. Since March 2009, there has been a steady increase in the number of minimum security prisoners in Western Australian jails, with sustained numbers of foreign national prisoners. At the same time there has been a decrease in the proportion of Aboriginal prisoners in metropolitan and south west minimum security facilities.
- 9.6 These pressures have placed increased demand on minimum security facilities, on support for cultural and linguistic diversity and on support for the re-entry needs of Aboriginal (particularly Noongar) prisoners. In this context the Office found that Pardelup provided particularly constructive conditions for the re-entry of a larger number of minimum security prisoners. However, the Department is yet to use Pardelup to its full capacity as a re-entry prison.
- 9.7 Because of the large number of foreign national prisoners (including Indonesians) subject to deportation, the cohort that Pardelup had to work with for re-entry purposes was limited. Bearing in mind the impending possible move of Indonesian prisoners to Broome Regional Prison, this Office noted that a greater proportion of Australian national and resident prisoners suitable for re-entry into the Australian community would represent better use of this facility.

157 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 38 (November 2006); OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 60 (April 2009).

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- 9.8 Although Pardelup was taking positive steps to increase its numbers of Aboriginal prisoners, this report observed that Pardelup’s low numbers of Aboriginal prisoners meant that this re-entry facility was not having the positive effect it should have in helping to reduce Aboriginal (and particularly Noongar) recidivism through constructive activity. The Office therefore recommends that the Department devise and implement strategies to progress Aboriginal (particularly Noongar) prisoners to Pardelup, Walpole, or other re-entry facilities in the south west (Recommendation 3).
- 9.9 This report found that strong local leadership had driven the prison’s re-entry focus, with support from competent and committed re-entry, VSO, custodial and medical staff. However, the inspection team observed dissatisfaction amongst some custodial staff who perceived the prison farm as privileging re-entry and reparative concerns over security requirements. Prison management has acknowledged this as an area for further development and taken constructive action to make improvements. The Office therefore recommends that the prison maintain and monitor processes for the promotion of staff coherence and consultative forms of communication and decision making (Recommendation 2).
- 9.10 Despite the lack of sufficient numbers of suitable prisoners, Pardelup’s positive re-entry context provided incentives to good behaviour and constructive activity amongst prisoners who aspired to go or remain there. A key attraction was the single-cell accommodation. Because single cells limit the population, Pardelup’s prisoners enjoyed services that were not over-burdened by overcrowding as they were at other prisons.¹⁵⁸ The Office therefore recommends that Pardelup should maintain its single-celled accommodation (see Recommendation 1).
- 9.11 Prisoners also informed the inspection team that they valued the ‘open’ feeling of the prison farm, the long ‘out-of-cell’ hours, the unlocked cells, the walk track which helped them to get away from the ‘prison atmosphere’, and the work in open farmland and the local community. Living conditions were also viewed positively, with prisoners ranking Pardelup as above-average for food, bedding and laundry and clothing.
- 9.12 Pardelup provided a positive staff/prisoner culture. Prisoners reported feeling safer at Pardelup than at other Western Australian prisons.¹⁵⁹ The high quality of the staff-prisoner interaction was commendable. The view that prisoner relations with unit officers are ‘mostly good’ was 81 per cent compared to a state average of 58 per cent; and the view that that prison officers treat prisoners with dignity was 85 per cent compared to a state average of 46 per cent. These positive relations formed the basis of Pardelup’s strong dynamic security, which was enhanced by the prison’s effective zero-tolerance approach to major infringements such as substance abuse or bullying.

158 See, for example, the section on the Pre-Release Unit at Bunbury Regional Prison – OICS, *Report of an Announced Inspection of Bunbury Regional Prison*, Report No. 75 (December 2011) 54–57.

159 In the pre-inspection survey, 96 per cent of surveyed prisoners stated they felt mostly safe during their time at the prison, compared to the state average of 80 per cent.

- 9.13 This report also noted that Pardelup's security equipment was not yet sufficient. The Office reported that plans for adequate distress alarms for staff and visitors need to be progressed; the prison needed more surveillance cameras; and the Duty Officer position for the health and education centres needed to be filled. This report also noted that the senior officer for the gate house needs to have sufficient time for core security duties.
- 9.14 This constructive context for re-entry work was supported by full and meaningful employment. Appropriately, for a re-entry facility, a quarter of the prisoners worked external to the prison on section 95 activities or at the Walpole Work Camp, and another quarter worked on the market gardens and farm. Prisoner training was also well supported and well targeted to potential post-release employment possibilities.
- 9.15 Pardelup prison was doing a good job of fostering integration, in part through the respect displayed by staff for all cultural groups and practices. Prison management actively fostered integration through joint participation in recreation and cultural activities. These practices contributed to the healthy relations the inspection team observed between Pardelup's prisoner groups.
- 9.16 In addition to the issue of access to Pardelup and Walpole, this report inquired into support for the specific needs of Aboriginal prisoners. Pardelup was working to provide a culturally appropriate custodial environment for Aboriginal people. The Aboriginal meeting place 'Noongar Wonginj' was a positive development, which the prison had approached in consultation with appropriate local community members. Aboriginal prisoners had taken pride in their work on the meeting place and looked forward to using the site for visits.
- 9.17 However, not enough of the Aboriginal prisoners at Pardelup were engaged in external work, thereby missing out on valuable re-entry experience. Negative views expressed by Aboriginal prisoners about Pardelup also included the perception that the prison was not catering for traditional Aboriginal food to the same extent that it catered for food for Indonesian prisoners. Although the Chef Instructor had made commendable efforts in this regard, there remained room for greater substantive equality in this area (see Recommendation 4).
- 9.18 Although Pardelup excels in community engagement, the report observed that processes for engaging with the Aboriginal community needed further support and development at Pardelup. The Office therefore recommends that Pardelup raise the profile of Aboriginal culture at Pardelup by ensuring adequate Aboriginal community engagement, including an Aboriginal Visitors Service and Prison Aboriginal Service Committee (Recommendation 5).
- 9.19 One further recommendation relevant for all prisoners is of particular relevance for Aboriginal prisoners. Recommendation 10 requires the prison to provide peer support and cultural liaison support. The lack of a PSO left the peer support prisoners without appropriate leadership and guidance. This gap represents an opportunity for the Department to fill the PSO position in a manner appropriate to the prisoner population's needs, including a possible particular focus on support for Noongar prisoners' cultural, re-entry support and mental health needs.

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- 9.20 This report also inquired into support for the specific needs of non-English speaking background (including Indonesian) prisoners. Pardelup had developed some strong practices for interpretation and translation and language support. However, staff working with large groups of Indonesian prisoners should be supported with language training (see Recommendation 6). Pardelup facilitated social contacts by providing the remote phone allowance for all prisoners, as compensation for the isolation. At the time of the inspection the Skype service was beginning well, with intrastate, interstate and international use of the service. Pardelup was supportive of diverse religious and cultural practice. Pardelup accommodated Muslim prisoners' spiritual needs including communal Friday prayers and the kitchen accommodated Indonesian prisoners' food preferences.
- 9.21 The prison had developed good relations with DIAC in order to facilitate deportations to prisoners' place of origin, and deported prisoners were able to take their savings and personal property. However, the Department's prevention of remittance-sending during their period in prison causes undue hardship for the dependents of some prisoners convicted of people smuggling and illegal fishing. The Office therefore recommends that the Department reinstate the right to send money home for all prisoners throughout their sentences (see Recommendation 7).
- 9.22 Pardelup's re-entry strength was based on the work of a committed and capable re-entry team working in a well coordinated fashion across education, training, employment, and transitional management. Pardelup's induction process had sensibly targeted re-entry needs through the application of a checklist which provided a holistic basis for planning prisoners' re-entry needs. Recommendation 11 of this report seeks to safeguard the constructive re-entry work being done at Pardelup in the eventuality of the prison receiving a larger cohort of prisoners suitable for re-entry into Australian communities. The Office therefore recommends the Department ensure sufficient staffing for Pardelup's re-entry needs, including increased staff to match any increase in the prison population requiring re-entry support.
- 9.23 One of the Office's recommendations is aimed at furthering the positive work being done to promote prisoners' resocialisation. Although Pardelup provided some health education, cooking and budgeting courses, Pardelup staff identified gaps in the provision of health education, particularly in the areas of diet and nutrition. The Office recommends that the prison implement and promote a tailored program to further educate prisoners about healthy eating and living (Recommendation 9).
- 9.24 Pardelup's orientation process was well done with adequate peer support prisoner involvement. However, as the prison lacked a dedicated Reception Officer, the reception process – and property management in particular – was inconsistently performed. The Office therefore recommends that the Department ensure greater clarity in reception and property processes and more consistency in their application (Recommendation 8).

- 9.25 Pardelup is the largest primary producer amongst Western Australia’s prisons. The prison’s major focus was on primary production and improving farm outputs. The prison was supplying approximately 60 per cent of the Western Australian prisons’ beef requirements and providing lambs to market and the Karnet abattoir. The agricultural experts reported that ‘significant progress has been made over the last two years in developing the horticulture enterprise into a productive, profitable and sustainable operation’.¹⁶⁰ Departmental and Royalties for Regions funding had enabled the infrastructure necessary for vegetable production to make a large contribution to internal demand. While prison management estimated that the costs for the gardens could be recovered by the end of the 2014 growing season, the prison was looking to expand production from 1.4 to four hectares of market gardens and become the ‘breadbasket’ of the prison system.



Figure 17: Market gardens at Pardelup

- 9.26 Three of the Office’s recommendations reiterated those of the agricultural experts commissioned for this inspection. The agricultural experts identified a need for further development of the Department’s strategies and planning for farming and horticultural production and consumption (see Recommendation 12).

¹⁶⁰ Department of Agriculture and Food (Western Australia), *Pardelup Prison Farm – An Inspection Report on Agricultural Operations* (August 2012).

- 9.27 Pardelup has made good progress on water security for consumption, and for farming and horticulture. The agricultural experts advised the building of a deep water dam with a roaded catchment to match the prison's expanded horticultural production (see Recommendation 13).
- 9.28 Pardelup's development of OSH practices was being progressed through the OSH committee process. The agricultural experts recommended AusChem training to all chemical users and the use of Australian Standard storage facilities and processes for chemicals (see Recommendation 14).
- 9.29 In conclusion, Pardelup's prison management has – with departmental and community support – established Pardelup as a prison farm providing effective re-entry services and valuable contributions to the prison system's self-sustainability through horticultural and farm production. The further development of Pardelup's re-entry work depends upon the accommodation of greater numbers of Aboriginal and other Australian national and permanent resident prisoners who will go on to re-enter local communities. This expansion of re-entry needs will need to be fully resourced. Similarly, while Pardelup's plans to become the 'breadbasket of the prison system' are realisable with adequate support, the Department needs to progress this work within a coherent food production and consumption strategy.

Appendix 1

DEPARTMENT OF FOOD AND AGRICULTURE REPORT

EXECUTIVE SUMMARY

The Department of Agriculture was commissioned to carry out a follow up inspection of the Pardelup Prison Farm, located approximately 25 km west of Mt Barker on the Muir Highway. The physical inspection was carried out on 5 July 2012.

The inspection included a briefing on the operational boundaries of Correctional Services as an agency, which revolved around issues concerning competitive neutrality, occupational health and safety, demographic and cultural aspects of the clients and the objectives of correctional services on their agricultural properties and an on ground inspection. The on-ground inspection focussed on the land and water resource management practices, and the management of the livestock and horticultural enterprises.

Pardelup farm totals 2,360 ha in area, with 970 ha being cleared and arable, and 1,390 ha being either remnant bush or bluegum plantations.

The Pardelup Prison Farm presented as tidy farm with the infrastructure appearing to be well maintained. Paddock fences were in very good condition and aligned in many cases with the natural lie of the landscape. For ease of livestock handling, the paddock layout also incorporated lane ways with well-constructed farm roads. Major creek lines, saline areas and remnant vegetation have been fenced off for protection. This is a credit to the staff involved in its management and upkeep.

The Department of Agriculture and Food, Western Australia has completed a comprehensive report on the technical production and management features of the property. Relative to the district, the livestock enterprise is performing close to the average. There have been a number of recommendations made towards increasing the pasture productivity and subsequently the livestock productivity to raise the bar for Pardelup to above the district average.

The horticulture area is not as well established as the livestock enterprises. The report identifies the major issues to be considered in horticulture production with leads to technical information to be applied as the horticulture area expands. The key issue for expansion of the horticulture area is the security of fresh irrigation water.

With poor ground water sources in this area, the farm is heavily reliant on surface water runoff into dams for both stock and irrigation water from the natural lie of the land. The property is well resourced with farm dams for livestock water. On the other hand if the horticulture area is to expand, it will be critical to plan for water security by developing efficient water harvesting catchments for dams.

KEY RECOMMENDATIONS:

Overall Efficiency and Effectiveness

Recommendation 1 – Review of food provision to the prison population

A Benefit–Cost analysis should be conducted across the prison system’s food supply chain to provide the economic data critical to develop specific strategies to achieve the objectives of the Corrective Services ‘Integrated Market Garden Management Plan (2011–2012)’.

Livestock Production Recommendations

Recommendation 2 – Increase productivity by rotational grazing

There is potential that some larger paddocks with good water supplies could be subdivided into smaller paddocks to intensify grazing. The result may lift cattle turn off by 15% and maintain or improve pasture composition.

Recommendation 3 – Short term trading to optimise pasture utilisation

The potential is that once the rotationally grazed area is established it might be possible to buy in animals that could be quickly sold if the season turns dry and feed runs short. The farm manager will need to consider if this fits within the current enterprise.

Recommendation 4 – Increase Merino lambing percentage

The discrepancy between the merino and first cross lambing percentages should be investigated by the farm manager and strategies put in place to bring the merino lambing percentage up to 100 per cent.

Recommendation 5 – Improve livestock monitoring systems

An electronic set of weigh scales linked to an electronic NLIS system should be installed. The animals are scanned as they get weighed and their weight is automatically recorded against the NLIS number. This would allow for detailed monitoring of stock and individual animal performance to be recorded over time.

Recommendation 6 – Improve fertiliser application programs

Based on soil test data from paddocks 1, 7, 224 and 20 there is a need for some adjustment to fertiliser programs. While the farm has been soil tested (5 paddocks in 2011) it is recommended that soil testing is conducted every year on a portion of the farm. The regime of testing should aim to sample approximately 5–10 paddocks a year which will result in the whole farm being tested every 3–5 years.

Recommendation 7 – Increase lime applications

There is a program of liming to tackle soil acidity; however, it would be advisable to increase the liming rates in line with the Department of Agriculture and Food recommendations. These recommend that soils are above a pH of 5.5 (calcium chloride), which will often require applications of at least 2t/ha of lime over a period of five years.

Horticulture Production Recommendations

Recommendation 8 – Plan for secure water supplies

Future farm dams are planned to supply for water storage of up to two seasons to drought proof the paddocks and to add security to a mixed enterprise property. Additional dams for the horticultural block are developed with roaded catchments to increase the water harvesting efficiency and ensure maximum runoff in below average rainfall years. Dams will need to be designed to complement the additional water harvestable.

Recommendation 9 – Ground water exploration

The ground water is not likely to be within sustainable yields or quality within this area as such further investment in groundwater investigation is not warranted.

General Farm Practice Recommendations

Recommendation 10 – Chemical safety and security

Ensure that operations of the farm meet the Department of Health's 'Guide to the use of pesticides in Western Australia'. This includes security in the storage of farm chemicals, fuels and fertilizer for the protection of officers and prisoners.

Appendix 2

THE DEPARTMENT'S RESPONSE TO THE 2012 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>Human Rights</p> <p>1. Maintain Pardelup as a single-cell occupancy facility and ensure that any future expansion is based on single room accommodation</p>	<p>DCS: Supported</p> <p>Currently, and with the existing prisoner profile, DCS has no intention of changing the current single cell accommodation make-up of Pardelup Prison Farm.</p>
<p>Administration and Accountability</p> <p>2. Maintain, and monitor processes for promoting unity of purpose and direction amongst staff, including consultative forms of communication and decision making.</p>	<p>DCS: Supported</p> <p>Senior management will continue to promote a positive staff culture and effective communication and consultancy at all levels.</p>
<p>Racism, Aboriginality and Equity</p> <p>3. Devise and implement strategies to progress Aboriginal (particularly Noongar) prisoners to Pardelup, Walpole, or other re-entry facilities in the South West.</p>	<p>DCS: Supported</p> <p>The Department has commissioned a review to:</p> <ul style="list-style-type: none"> • Identify the reasons for the disproportionately low numbers of Aboriginal prisoners at re-entry facilities in the South West – Wooroloo Prison Farm, Karnet Prison Farm, Bunbury Pre-Release Unit, Pardelup Prison Farm, and Boronia Pre-Release Centre; and • Develop strategies and opportunities to increase the number of Aboriginal prisoners entering these facilities.
<p>Racism, Aboriginality and Equity</p> <p>4. Ensure equitable provision of culturally appropriate food, including regular provision of traditional Aboriginal food.</p>	<p>DCS: Supported in Principle</p> <p>The menu at Pardelup Prison Farm has been reviewed for dietetic compliance with the Australian Dietary Guidelines and PD15. The menu was found to be, in the most part, compliant. Currently, Indigenous foods are offered at times of cultural importance.</p>
<p>Racism, Aboriginality and Equity</p> <p>5. Raise the profile of Aboriginal culture at Pardelup by ensuring adequate Aboriginal community engagement, including an Aboriginal Visitors Service and Prison Aboriginal Service Committee.</p>	<p>DCS: Supported – Existing Departmental Initiative</p> <p>Significant effort has been made to create a cultural meeting place on the site for use by Aboriginal prisoners. This was achieved in consultation with local Aboriginal groups. These important stakeholder relationships are ongoing.</p> <p>The AVS service is organised according to priority in order to maintain the service within the budget. AVS have confirmed the ability to attend Pardelup Prison in the event of an emergency or an Aboriginal prisoner has requested their assistance and support.</p>

THE DEPARTMENT'S RESPONSE TO THE 2012 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>Racism, Aboriginality and Equity</p> <p>6. Support DCS staff who work with Indonesian prisoners with Bahasa Indonesian language training.</p>	<p>DCS: Not Supported</p> <p>It is important to point out that considerable effort has been made to provide policies, procedures and daily routines translated in Indonesian, of which the Inspection team commented on positively. It has also been identified that over the next 12 months this group of offenders will be moved to Broome and the numbers imprisoned at Pardelup will decrease significantly and as such any investment in the development of language skills for staff would not be justified at this time.</p>
<p>Racism, Aboriginality and Equity</p> <p>7. Ensure that all foreign national prisoners are able to use a portion of their gratuities for sending remittances to support their dependants while serving their sentence.</p>	<p>DCS: Supported</p> <p>Minister for Corrective Services has directed that remittances to overseas will be allowed and the Department is putting in processes to allow this to happen.</p>
<p>Care and Wellbeing</p> <p>8. Ensure greater clarity in reception and property processes and more consistency in their application.</p>	<p>DCS: Supported in Principle</p> <p>The relevant Standing Order will be reviewed and clarity provided to staff on what items are acceptable for prisoners to retain.</p>
<p>Health</p> <p>9. Implement and promote a program and provide ongoing support to further educate prisoners about healthy eating and living.</p>	<p>DCS: Supported – Existing Departmental Initiative</p> <p>The Education Centre at Pardelup runs a healthy cooking on a budget course as part of the transition program.</p>
<p>Racism, Aboriginality and Equity</p> <p>10. Provide peer support and cultural liaison support.</p>	<p>DCS: Supported – Existing Departmental Initiative</p> <p>Peer support is already in place at Pardelup prison.</p>
<p>Rehabilitation</p> <p>11. Ensure sufficient staffing for Pardelup's re-entry needs, including increased staff to match any increase in the prison population requiring re-entry support.</p>	<p>DCS: Supported – Existing Departmental Initiative</p> <p>There is currently no intention to increase the prisoner population at Pardelup Prison.</p> <p>DCS is currently conducting a review of all positions linked to Transitional Services, Assessment and Case Management across all prisons. The outcome of this review will determine what, if any, changes will be made to Pardelup Prison.</p>

THE DEPARTMENT'S RESPONSE TO THE 2012 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>Correctional Value-for-Money 12. Further develop departmental strategies and planning for farming and horticultural production and consumption across the prison system.</p>	<p>DCS: Supported – Existing Departmental Initiative The Department is currently reviewing the delivery of farming and horticulture across the system, in particular its cost effectiveness.</p>
<p>Correctional Value-for-Money 13. Build a new dam with a roaded catchment and sufficient depth.</p>	<p>DCS: Supported In Principle Whilst the addition of a new dam would be of some benefit, in the current economic climate it is not a priority.</p>
<p>Staffing 14. Provide AusChem training to all chemical users and Australian standard storage facilities and processes for chemicals.</p>	<p>DCS: Supported Training will be provided where required to ensure we meet safe chemical handling requirements though not necessarily through the Auschem training provider. This issue has largely been resolved however there will be ongoing monitoring of the management of chemicals and fuels at the site via the OSH audit process.</p>

Appendix 3

THE INSPECTION TEAM

Neil Morgan	Inspector
Christopher Davers	Director Operations
Jim Bryden	Inspection and Research Officer
Amanda Coghlan	Inspection and Research Officer
Stephanie McFarlane	Inspection and Research Officer
Matt Merefield	Inspections and Research Officer
Charles Staples	Inspections and Research Officer

Appendix 4

THE INSPECTION TEAM

Formal notification of announced inspection	26 March 2012
Pre-inspection community consultation	11 June 2012
Start of on-site phase	21 May 2012
Completion of on-site phase	2 August 2012
Inspection exit debrief	2 August 2012
Draft Report sent to the Department of Corrective Services	26 October 2012
Draft Report returned by the Department of Corrective Services	30 November 2012
Declaration of Prepared Report	7 December 2012



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