



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

REPORT OF AN ANNOUNCED INSPECTION OF
PARDELUP PRISON FARM

103

APRIL 2016

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Report of an Announced Inspection of Pardelup Prison Farm

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April 2016

ISSN 1445-3134 (Print)
ISSN 2204-4140 (Electronic)

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Inspector's Overview

PARDELUP PRISON FARM: SAFE, HARD-WORKING AND PRODUCTIVE,
WITH STRONG SERVICE DELIVERY AND LOW RECIDIVISM

INTRODUCTION

It is unusual in today's environment of crowded prisons for an inspection to find a prison that is actively and successfully implementing the Department of Corrective Services' mission of a safer community through a holistic focus on rehabilitation as well as the security and safety of prisoners, and the safety of staff. It is even more unusual to find a prison where staff are working in a genuinely professional, collegiate, and contented working environment. However, that is what we found when we inspected Pardelup Prison Farm ('Pardelup') in October 2015.

It is disappointing, though, that when such a prison is found the Department does not make a more concerted effort to identify how it is achieving what it does, or to replicate its success into other prisons. This is not say that Pardelup is perfect; no prison can be perfect simply because it relies on human beings to provide its services. However, Pardelup's problems were generally a result of decisions made at head office. For example, escapes from other prisons had created a culture of risk avoidance rather than risk management, and had resulted in unnecessary restrictions to Pardelup prisoners accessing community work programs and paid employment off site.

BACKGROUND

Pardelup, located 27 kilometres from Mount Barker, has a fascinating 89 year history. It commenced operations in 1927 as an adjunct to Fremantle Prison, and in both national and international terms its philosophy and infrastructure when opened were ground-breaking: an open, fence-free rural location with 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-lived 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 serious under-utilisation of a site with real potential.

In 2009, 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. Presently it has a capacity of 84 prisoners, as well as being responsible for the Walpole work camp which has a capacity of 12 prisoners.

WHAT WE FOUND

Pardelup is unique amongst the state's prisons: it has no perimeter security fence, and is the only prison operating exclusively with single cells. 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. Procedural and relational security processes were appropriate for a remote minimum-security prison. 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 also been key ingredients of this success.

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We found that Pardelup had continued to make improvements to its infrastructure since the last inspection, had maintained tight budget control, and had continued the competent operation of prison industries. Significantly this meant that every Pardelup prisoner had meaningful employment, again a very unusual but very positive indicator.

Successive Superintendents had built on the strengths and successes of their predecessors, delivering stable management, entrepreneurial vision, and a non-sexist working environment. The inspection found respectful interaction between management, custodial officers, vocational support officers, and prisoners. Staff satisfaction was high, evidenced by extremely low personal leave and workers' compensation applications. Prisoners and staff alike expressed a preference for Pardelup over any other Western Australian prison.

Pardelup delivered market garden and orchard produce across the custodial estate, and livestock husbandry earned significant profit. As an adjunct to the 2015 inspection, an independent assessment of the Pardelup agribusinesses found them on par with regional best practice, but the prison suffered from an inability to reinvest in agricultural machinery, equipment, and fixed assets (see below).

The Pardelup Education Centre had intelligently adapted its schedules and courses to dovetail the learning needs of prisoners with the demands of a prison with full employment. The recent appointment of a Recreation Officer had seen a revitalisation of recreational activities, particularly team sports off site.

The health centre was keeping pace with both regular and emergency healthcare needs of semiskilled prisoners working in medium-risk industries. The small through-care team had been able to comply with increasingly detailed assessment processes, and continued to provide comprehensive pre-release packages for prisoners. However, the loss of the nurse practitioner and removal of the employment coordinator positions had eroded capacity for health and through-care service delivery.

OUR RECOMMENDATIONS

It is pleasing that the Department supported 10, and only failed to support three of our 13 recommendations. However, while I understand the basis of the Department's reasoning, it appears short-sighted that it has failed to support Recommendation 2 that:

Pardelup should be permitted to retain a proportion of its farm revenues for reinvestment in that business.

The Department in its response has stated that:

Farm revenues are able to be retained by the Department in accordance with a determination by the Treasurer, pursuant to section 23 of the *Financial Management Act* 2006. The Department uses these revenues to help fund its highest priority services and activities.

We do not disagree with the proposition that the Department is 'able' to retain farm revenues, or with the view that revenues should be directed to high priority services and activities. Nor did we argue that Pardelup should be permitted to retain *all* of its farm

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revenues for reinvestment. But, as the Economic Regulation Authority pointed out in its 2015 *Inquiry into the Efficiency and Performance of Western Australian Prisons*, the ability to incentivise performance is an important one, and incentives can be both financial and non-financial (ERA 2015, 159). It would be reasonable to expect that if the farm was allowed to retain a proportion of income above a certain floor, and to make intelligent investments, it would be able to generate even greater revenues. The Department could then use a proportion of these increased revenues to help fund those services and activities it has identified as a priority.

I am also disappointed that while the Department gave ‘in principle’ acceptance to Recommendation 12, that it ‘develop strategies to identify and attract suitable Aboriginal prisoners to Pardelup Prison Farm’, it has not committed to action. The Department simply argues that ‘the location of Pardelup can present issues with isolation from family members and as such requires a commitment from prisoners to want to be placed at that facility’ and that Aboriginal prisoners do not meet the prison’s criteria in relation to self-care and the skills the prison requires.

However this isolation is not something unique for Aboriginal prisoners and it is not uncommon for the Department to be holding Aboriginal people in prisons that are far out of their country. Aboriginal people make up almost 40 per cent of the state’s prison population, but since 2010, Pardelup has never held more than 14 Aboriginal men (16% of its population). Before it was downgraded to a work camp in 2002, it routinely housed a larger number. And most Aboriginal prisoners at Pardelup are very positive about the experience and the opportunities it offers. Furthermore, the clear evidence from prisons such as West Kimberley is that when the Department invests adequately in skilling up and supporting its Aboriginal prisoners, they are willing and able to work, and quite capable of looking after themselves (OICS 2015a).

It is clear to me that the Department needs to identify and implement specific proactive initiatives if it is to meet the general goals it has espoused in its recently launched *Reconciliation Action Plan* or ‘RAP’ (DCS 2015c). The RAP states that the Department will ‘develop strategies to reduce recidivism by Aboriginal people by reducing ... offending by 6% year on year.’ Unfortunately, Departmental history is littered with glossy paper documents making similar in principle commitments but lacking concrete follow-up.

I also note that in 2012, in response to our concerns about low Aboriginal numbers at pre-release facilities, the Department’s previous administration commissioned a review to examine the reasons for low representation and to develop ‘strategies and opportunities to increase the number of Aboriginal prisoners entering these facilities.’ (OICS 2012a, 78). That review has been not made public and little or nothing has changed in terms of Aboriginal people’s access to high quality pre-release facilities.

In short, what is needed is action at each and every level, and detail about initiatives, not more paper bullet points in well-intentioned policy documents. Pardelup has greater potential to contribute to rehabilitation and public safety than is currently being realised.

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SUMMARY

As we commented after our last inspection: 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. It is now for the Department to ensure that it maximises its potential to reduce offending by all groups of prisoners.

Neil Morgan
Inspector
20 April 2016

Fact Page

NAME OF FACILITY

Pardelup Prison Farm

PRISON ROLE

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

LOCATION

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

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.

PRISON CAPACITY

Pardelup has capacity for 84 prisoners, and its work camp at Walpole has capacity for a further 12 prisoners. It is the only remaining prison in Western Australia that solely offers single-cell accommodation.

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.

List of Recommendations

Recommendation 1:

The Department should undertake a cost-benefit analysis of agricultural production at its prisons, ensuring economic data is available to inform the development of coordinated agricultural industries planning across the estate.

Recommendation 2:

Pardelup should be permitted to retain a proportion of its farm revenues for reinvestment in that business.

Recommendation 3:

Pardelup should improve productivity of livestock enterprises by implementing feed budgets to optimise pasture utilisation to meet energy requirements for stock, introducing a Lifetime Ewe Management course for staff and prisoners, and implementing a risk management strategy to mitigate poor seasons.

Recommendation 4:

The Department should ensure that VSOs are provided comprehensive entry-level training within six months of commencement.

Recommendation 5:

The Pardelup visits centre should be fitted with closed circuit television cameras to monitor the interior, exterior, and car park.

Recommendation 6:

Pardelup should develop strategies and procedures to ensure that on-site staffing levels do not drop below agreed minimum manning levels due to prisoner transfers, especially at night.

Recommendation 7:

The Department should simplify its assessment and qualification pathway for placement at work camps, whilst effectively managing its risk.

Recommendation 8:

The Department should establish a dedicated position to manage re-entry and employment services, including the Prisoner Employment Program.

Recommendation 9:

Pardelup should develop a hierarchal system through construction of self-care accommodation.

Recommendation 10:

Pardelup should review its trial of online ordering and delivery of supermarket town spends for potential implementation at other facilities.

Recommendation 11:

Consistent with practice at other prison farms, a custodial officer tasked with security should be stationed at the Pardelup health centre when prisoners are present.

Recommendation 12:

The Department should finalise the review of prisoner assessment tools, and ensure equality of opportunity for Aboriginal prisoners to progress to minimum-security.

Recommendation 13:

The Department should provide support to Pardelup to help it attract and retain Aboriginal prisoners. Measures should include ensuring the regular presence of the Aboriginal Visitors Scheme at Pardelup, and reinstatement of the Prisoner Aboriginal Services Committee, as required by the Department's *Reconciliation Action Plan*.

Chapter 1

INTRODUCTION

- 1.1 Pardelup Prison Farm ('Pardelup') was originally established as a penal outpost to Fremantle Prison in 1927. It is one of the oldest custodial facilities still functioning in Western Australia.
- 1.2 From 2002 until 2010, Pardelup operated as a work camp with a reduced capacity of 20 prisoners. Albany Regional Prison ('Albany') managed Pardelup Work Camp until 2008, when control passed to Karnet Prison Farm ('Karnet'). Pardelup reopened as a prison in March 2010.



Image 1: Approach to Pardelup Prison Farm.

PREVIOUS INSPECTIONS OF PARDELUP

- 1.3 Pardelup was not subject to an inspection by the Office of the Inspector of Custodial Services ('the Office') in its own right prior to becoming a prison in 2010, but it had been considered as part of three inspections of Albany (OICS 2003, OICS 2006, OICS 2009). The reports of those inspections found that Pardelup Work Camp had functioned effectively with high prisoner satisfaction. Prisoners had been involved in work projects at the nearby town of Mount Barker, developing skills and engaging positively with the community. Townsfolk reported that work projects had been chosen appropriately and work was done well and on time.
- 1.4 Evaluation by the Department of Corrective Services ('the Department') and reports of inspections by the Office noted that few Noongar men had been transferred to the Pardelup Work Camp (Cant R 2008, OICS 2009). Those observations gave rise to Recommendation 4 in the 2009 Albany inspection report that:

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The Department implement a strategy ensuring a proportionate number of Noongar Aboriginals are placed in work camps.

- 1.5 The same report noted that infrastructure at Pardelup was in such poor repair that it discouraged prisoners from applying for transfer.
- 1.6 In 2009 the Department began investing in infrastructure at Pardelup, which allowed prisoner numbers to rise. In March 2010, Pardelup formally regained its status as a prison with capacity for 84 prisoners. It also took on responsibility for the Walpole Work Camp ('Walpole'), with capacity for 12 prisoners.
- 1.7 The first inspection by the Office of Pardelup as a prison farm was in 2012. The inspection found the prison had a focused management team, and the substantive Superintendent had developed a sound vision and had made positive connections with the local community. Prisoners had real employment and training, and prison management took account of the dietary, religious, and cultural needs of the large group of Indonesians imprisoned there at that time (OICS 2012a).
- 1.8 The Inspector did identify two challenges. Firstly, the Department needed to finalise strategic plans for food production and consumption across the custodial estate. Secondly, the prison needed to balance farm output with the provision of education, training and re-entry support for prisoner workers.
- 1.9 The 2012 inspection made several recommendations. Single-cell accommodation should continue. Management and staff should communicate more clearly. The Department should provide Pardelup with enough re-entry support staff. The prison should standardise prisoner reception and property management processes, and provide prisoners with healthy lifestyle education.
- 1.10 The Inspector also noted that prisons across the South West had fewer Aboriginal prisoners than elsewhere in the state. He advised the Department to develop strategies to increase the presence of Aboriginal prisoners at Pardelup and Walpole, and observed that Aboriginal community Elders, Aboriginal Visitor Scheme (AVS) visitors, and the Prison Support Officer (PSO) from Albany were not visiting enough.
- 1.11 The Inspector praised the progress that the prison had made since 2009. Pardelup was a secure and safe facility. Rehabilitation was built on respectful, pro-social relationships between prisoners and staff. Prisoners had meaningful employment. Prisoners also had above average health care and a wide range of recreational activities.

INSPECTION METHODOLOGY

- 1.12 Since the 2012 inspection, the Office had conducted 14 liaison visits, tracking strategic and operational developments at Pardelup. The Office also monitored Independent Visitor (IV) Reports from regular visits to the prison. In the months before the 2015 inspection, senior departmental staff provided the Office with written and verbal briefings on developments at Pardelup. They also sent documentary evidence detailing strategic and operational procedures at the prison. Prisoners and staff completed written surveys, with

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55 per cent participation from each group. The inspection team incorporated findings from the liaison visit and IV reports, and evidence provided by the Department and the surveys into planning for the 2015 inspection.

- 1.13 The inspection process in 2015 followed the Office's standard procedure for regional sites. Two team members observed visits and recreation on the Sunday. The full team spent the next three days conducting interviews, holding meetings with staff and prisoners, auditing prison infrastructure, and observing daily operations. On Friday the Inspector gave staff an overview of preliminary findings. At a separate meeting, a team member gave prisoners a summary of issues that they had raised over the five days.

THEMES FOR THE 2015 INSPECTION

- 1.14 The Office usually informs the Department of likely lines of enquiry, or themes that will form a basis for each inspection. Those themes are included in the official inspection announcement letter. The 2015 inspection of Pardelup followed themes including:
1. the extent to which Pardelup had attracted Aboriginal prisoners
 2. the capacity to provide a structured day
 3. access to education and medical services
 4. provision of comprehensive through-care
 5. the state of the farm's agricultural businesses

The Extent to which Pardelup had Attracted Aboriginal Prisoners

- 1.15 The 2012 inspection report had included three recommendations regarding Aboriginal prisoners that were relevant to the first inspection theme:
- Recommendation 3: Devise and implement strategies to progress Aboriginal (particularly Noongar) prisoners to Pardelup, Walpole, or other re-entry facilities in the South West.
 - 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.
 - Recommendation 10: Provide peer support and liaison support.
- 1.16 In 2013, in response to the 2012 Pardelup report, the Department conducted consultation and analysis to determine whether enough minimum-security Aboriginal prisoners were being transferred to Pardelup and other minimum-security prisons. That process produced a draft report that recommended removal of obstacles to Aboriginal prisoners progressing to minimum-security facilities. The report also recommended further research to find if the assessment tool scoring might have made it hard for Aboriginal prisoners to progress to minimum-security classifications.
- 1.17 The 2015 Pardelup inspection by the Office consequently focused on three questions related to Aboriginal occupancy. Had the Department acted on our 2012 recommendations? Had it acted on the recommendations of its own 2013 draft report? Had the number of Aboriginal prisoners increased at Pardelup and Walpole?

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The Capacity to Provide a Structured Day

- 1.18 The 2012 inspection by the Office had found that Pardelup was capable of providing meaningful employment to all its prisoners. The 2015 inspection looked at whether full employment was still available, whether work experience and training provided would enhance post-release employability, whether prisoners had access to education, and whether there was adequate opportunity for both active and passive forms of recreation.

Access to Education and Medical Services

- 1.19 In 2012, health service provision at Pardelup had been assessed as excellent, with high rates of prisoner satisfaction, a full-time nurse practitioner, and a full-time medical receptionist (OICS 2012a, 45). The education centre had also been found to provide quality service, integrating tuition with the prison's full employment demanded by the role that Pardelup played in feeding the custodial estate (OICS 2012a, 52–53). The 2015 inspection considered staff and prisoner responses to questions about health and education in the pre-inspection surveys, and assessed changes to staffing and variation in levels of service provision.
- 1.20 The inspection paid particular attention to emergency health care at Pardelup. Like Karnet and Wooroloo, employment in machinery, horticultural, and farming industries exposed prisoners to increased risk of accident. That risk was aggravated by the fact that Pardelup was more isolated than the other farms, being 27 km from the nearest town, and 80 km from the regional hospital at Albany.

Provision of Comprehensive Through-care

- 1.21 Pardelup is a minimum-security prison, focused on providing meaningful work, skills development, and successful re-entry to society. Comprehensive through-care refers to the structured progression towards rehabilitation and resocialisation of each prisoner for the duration of time spent at a custodial facility. It includes development of individual transition plans and post-release support.
- 1.22 The 2012 inspection had found Pardelup performing well in those areas, assisted by the fact that over 40 per cent of the population were Indonesians destined for deportation. Once they were released they would have had no need for reintegration into Australian society. The Office was aware that it could be problematic for an isolated prison providing transition services to a prisoner population of Australian nationals.
- 1.23 The 2015 inspection consequently assessed the capacity of Pardelup to provide rehabilitation and re-entry support to all prisoners, despite the requirement for full employment, and despite changes to the staffing profile.

The State of the Farm's Agricultural Businesses

- 1.24 The 2015 inspection examined the capacity of Pardelup to balance its two roles. On the one hand, Pardelup was a minimum-security releasing prison emphasising rehabilitation and preparation for release. On the other hand, it was a productive primary production business, relied on by the Department to supply meat for the market, and fruit and vegetables for the prison estate. The inspection also considered the capacity for Pardelup management to plan for and implement strategies to expand both horticultural and farming enterprises.

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Image 2: Spring vegetable crop.

- 1.25 The 2012 inspection report had recommended that the Department further develop strategies and planning for farming and horticultural production and consumption across the prison system (OICS 2012a, 61). The Department had responded, supporting that recommendation as an existing departmental initiative, and stating that the Department was ‘currently reviewing the delivery of farming and horticulture across the system, in particular its cost-effectiveness.’ Consequently, the 2015 inspection also planned to assess progress by the Department towards strategically reviewing prison agribusinesses across all Western Australian prisons.

PRISONER PROFILE

Security Classification, Offence History and Demographics

- 1.26 In 2010 the Department reopened Pardelup as a minimum-security prison farm, partly as a consequence of the increased minimum-security placements required because of the recent changes to the prisoner assessment and security classification system. The prisoner population at Pardelup had fluctuated since the last inspection, from the low nineties in 2012, through the low eighties for most of 2013, and down into the low seventies in 2014. There were just 76 prisoners on the Pardelup Prison Farm count at the time of the inspection, including eight at Walpole Work Camp in a facility with a combined capacity of 96.
- 1.27 During 2014 and 2015, departmental efforts to manage its risk following various incidents had driven a tightening of security assessment and management procedures which affected the population at Pardelup. Just before the inspection, in September 2015,

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12 per cent of Pardelup's prisoners had been returned to fenced prisons as a result of changes to section 501 of the *Migration Act 1958*. The changes required mandatory cancellation of visas for people who had a conviction of 12 months or more imprisonment, or been convicted of a sexual offence against a child (ABC, 2015). The Department subsequently decided that all prisoners who fell within that category would no longer be eligible for placement at Pardelup, Boronia Pre-Release Centre, or Wandoo Reintegration Facility (DCS 2015b).

- 1.28 These reductions in population highlighted the risk to the capacity of the prison to source prisoner workers in sufficient numbers to maintain its horticultural and farming enterprises with potential impact on food production for the prison estate. Changes to the security assessments had other effects – the number of Pardelup prisoners earning permission to join the external work parties under Section 95 of the *Prisons Act 1981* (WA), and progressing to the Walpole camp had fallen. During the 2012 inspection, Pardelup had 15 Section 95 workers in two work teams, and nine prisoners were at Walpole. During the 2015 inspection, only seven men were approved for work release on Section 95, limiting the prison to only one external work team. As a result, the second Section 95 Vocational Support Officers (VSO) position had fallen vacant.
- 1.29 The demographic profile of prisoners at Pardelup had also changed. Whereas in 2012 41 per cent of prisoners at Pardelup were Indonesians and seven per cent were other foreign nationals, at the time of the 2015 inspection, all prisoners were Australian. The Aboriginal presence at Pardelup had varied from nine to 14 men at any one time.
- 1.30 Comparisons of the Department's Total Offender Management Solution (TOMS) database in July 2012 and September 2015 for Pardelup showed the 18–25-year-old cohort had fallen from 10 to 5 per cent, while the over 55-year-old cohort had increased from nine to 13 per cent. Prisoners from the metropolitan area made up a greater proportion, the percentage rising from 39 to 52 per cent, while those from the South West had risen from 15 to 31 per cent.
- 1.31 At the time of the inspection, Pardelup managed 18 sex offenders, representing 24 per cent of the population. As the prison had no capacity to offer protection, the safety of those men relied on the ability of management to enforce zero tolerance of bullying and foster a local culture of respect and cooperation.

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Image 3: Main compound at Pardelup.

KEY FINDINGS

- 1.32 Pardelup had continued to develop since the 2012 inspection, with service delivery focused on training, employment, reparation, and re-entry. The relaxed, open living environment was well suited to end-of-sentence preparation for reintegration into society. The inspection in 2015 found the prison had made improvements to infrastructure, had maintained tight budget control, and had continued the competent operation of traditional prison industries. At Pardelup, everyone had meaningful employment.
- 1.33 Successive Superintendents had built on the strengths and successes of their predecessors, delivering stable management, entrepreneurial vision, and a non-sexist working environment. The inspection found respectful interaction between management, custodial officers, vocational support officers, and prisoners. Staff satisfaction was high, evidenced by extremely low personal leave and workers' compensation applications. Prisoners and staff alike expressed a preference for Pardelup over any other Western Australian prison.
- 1.34 A feature of the prison was its vibrant agricultural enterprises. Pardelup delivered market garden and orchard produce across the custodial estate, and livestock husbandry earned significant profit. As an adjunct to the 2015 inspection, an independent assessment of the Pardelup agribusinesses found them on par with regional best practice, but suffering from an inability to reinvest in agricultural machinery, equipment, and fixed assets.

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- 1.35 Aboriginal prisoners continued to be under-represented at Pardelup, and rarely progressed to Walpole, but the Noongar presence at the prison had grown since 2012. Those interviewed felt safe, valued the education, training, and rehabilitation services provided, and said they would recommend Pardelup to the wider Noongar community.
- 1.36 The Pardelup Education Centre had adapted schedules and courses to best fit the learning needs of prisoners with the demands of a prison running with full employment.
- 1.37 The recent appointment of a Recreation Officer had seen a revitalisation of recreational activities, particularly team sports off site. Procedural and relational security processes were appropriate for a remote minimum-security prison
- 1.38 The health centre was keeping pace with the regular and emergency healthcare needs of semiskilled prisoners working in medium-risk industries. The small through-care team had been able to comply with increasingly detailed assessment processes, and continued to provide comprehensive pre-release packages for prisoners. However, the loss of the nurse practitioner and removal of the employment coordinator positions had eroded capacity for health and through-care service delivery.
- 1.39 Pardelup had suffered from decisions made at head office, particularly where a culture of risk avoidance had restricted prisoner access to community work programs and paid employment off site. Despite that, Pardelup enjoyed excellent community relations with the residents of Mount Barker and Walpole, earned by years of reparative project work around those towns. Aware that occupancy at Walpole had fallen during 2015, community members there urged the Department to keep the work camp active and full.
- 1.40 In summary, the Pardelup inspection in 2015 found a genuinely professional working environment actively implementing the Department's mission of: security of prisoners, safety of staff, safety of offenders, and rehabilitation.

Chapter 2

STRATEGIC DIRECTION AND ADMINISTRATION

STRATEGIC DIRECTION

The Role of Pardelup in the Custodial Estate

- 2.1 From 1927 until 2002, Pardelup was a minimum-security prison farm. Thereafter, with a fall in minimum-security prisoner numbers, Pardelup was downgraded to minimum-security work camp status. In 2008, the Office and the Department had collaborated in a multi-agency review of prisoner assessment and security classification. The review considered whether prisoners in Western Australia were being over-classified, and whether the proportion of medium and minimum-security prisoners could be increased without compromising prison security or community safety (OICS 2008). As a consequence of the review, the Department introduced a modified assessment system in June 2009, and by 2010 the proportion of minimum-security prisoners had increased.
- 2.2 In 2010, the Department upgraded Pardelup from work camp to minimum-security prison farm and increased its capacity from 20 to 84 prisoners. Since reopening as a minimum-security prison farm in 2010, Pardelup has fulfilled three distinct roles in the Western Australian prison system:
- As a prison, it seeks to guarantee community safety by providing appropriate custodial accommodation, and to provide a safe living environment for male minimum-security prisoners.
 - As a minimum-security releasing prison, the Department has required Pardelup to provide prisoners with a structured progression into meaningful employment while in custody. The prison must also provide prisoners with education and training to improve employability after release, and with resocialisation, release planning, and post-release support to minimise the prospect of reoffending.
 - As a prison farm, Pardelup has operated two distinct agribusinesses: horticulture and farming. Both businesses contribute towards reparation by defraying the cost of feeding prisoners across the custodial estate.

Financial Context

- 2.3 The Western Australian State Government has recently had a reduced to capacity to fund expansion of custodial infrastructure, despite a steady increase in the prisoner population. The recurrent appropriation estimate for the Department for 2015/16 was one per cent lower than in 2014/15, despite that estimate having risen 5.5 per cent in the previous year (Treasury 2015, 729). Against this the adult prisoner population had risen 7.4 per cent in 2014/15, and was predicted to go higher in 2015/16 (DCS 2015a, 18). As a result the Department had imposed cost-cutting measures on individual prisons. Those measures included caps to staff overtime and reductions in education service delivery. Prisons found it increasingly difficult to make business cases for capital expenditure, curtailing their capacity for local strategic planning.
- 2.4 At Pardelup, budgetary restraint drove limits on staff overtime allowance, actual reductions to industry budgets, and restrictions on capital expenditure. The prison had managed overtime well, with local applications 15 per cent below budget. Nonetheless, the contradictory demands on Pardelup industries – the need to cut costs while maintaining

or increasing output – created difficulties. For Pardelup to maintain its agricultural outputs, investment in machinery, equipment, and agricultural consumables was not only essential, but was in part dictated by the seasons. These matters are further discussed below [see 2.33].

- 2.5 The prison had benefited from State Government Royalties for Regions funding in 2012/13, including a mains power upgrade with a new 220 kW generator (\$65,000), covered walkways (\$10,000), an oval upgrade (\$30,000), as well as water management projects, improvements to industry sheds, and hard stands across the site. A new visits centre had been provided, again by Royalties for Regions, and valued at around \$275,000.



Image 4: Upgraded irrigation for market garden and oval.

Strategic Planning

- 2.6 Pardelup did not develop or implement a divisional strategic plan prior to 2015, when the ‘Pardelup Strategic Business Plan 2015/17’ was published. The new plan focused on a positive culture based on trust, respect, integrity and passion. The plan consisted of three-year strategic priorities and annual objectives in five categories: people, prisoners, community, environment, and business. The objectives in each category were locally relevant, specific, and achievable. The Office will watch with interest how the plan is implemented.
- 2.7 Both head office and local management had engaged in planning specific to the horticultural and farming enterprises at Pardelup. Regarding the custodial estate as a whole, the Department provided the inspection team with Integrated Market Garden Management Plans for 2011/12, 2013/14 and 2014/15 and with Integrated Farm

Management Plans for 2013/14 and 2014/15. All included sections detailing plans for individual prisons including Pardelup. The plans scoped distribution, innovation, crop specialisation, animal husbandry, primary produce consumption by prison year on year, and production targets for the coming year. The two Integrated Farm Management Plans also called for the Department to develop a comprehensive strategy concerning the purchase and replacement of mobile plant and equipment.

- 2.8 Head office had also issued a separate five-year ‘Strategic Farm Management Plan 2014–2019’ which defined the purpose of the three prison farms as the cost-effective provision of agricultural produce to the custodial estate, while providing meaningful employment, education, and training to offenders to assist their successful reintegration into the community after release. The plan also set out prisoner population projections to 2019, together with anticipated cattle, sheep, milk, and egg consumption across the estate, and gave general developmental direction for each of the three prison farms. The ‘Strategic Farm Management Plan 2014–2019’ recommended that Pardelup was to refine grazing and pasture management, continue to improve cattle and sheep breeding programs, investigate the introduction of new cash crops, expand water catchment, and schedule the replacement of mobile plant and equipment.
- 2.9 As an adjunct to the 2012 Pardelup inspection, the Office had engaged expert advice from the Western Australian Department of Agriculture and Food (DAFWA). After reviewing the farm and horticulture businesses, the DAFWA team delivered a comprehensive report, complete with recommendations to improve efficiency, increase livestock productivity, secure water supply for horticulture, and increase workplace safety. The report also included extensive climate, soil type, and water resource data. The DAFWA report appears to have informed subsequent local strategic planning for the agribusinesses at Pardelup.
- 2.10 Locally, the Superintendent and the Business Manager had developed a ‘Pardelup Farm Strategic Plan’ in November 2013, and had modified it in May the following year. It established farm enterprise objectives, recorded current stock levels, and set out production and productivity targets across all sectors, including by projected annual value. The plan included financial projections by overall revenue, and it itemised expenditure and assets. The requirement for prisoner farmworkers and the skills training they might acquire was analysed. Detailed annexes listed livestock inventories, fertiliser schedules, regional rainfall records, and 47 individual paddock plans.
- 2.11 In 2014, Pardelup commissioned a further strategic plan for the farm. A commercial agronomist from Gnowangerup drew up the 2015 Plan, which included the possibility of rotational cropping, with oats, hay, canola, wheat, and barley feed to be cropped in eight paddocks (Great Southern Ag 2014). The 2015 Plan set down projected costs and gross margins by crop, and made suggestions as to selection of crop varieties. It also recommended appropriate fertiliser rates and timing, and chemical requirements for three paddocks over five years. At the time of the 2015 inspection, the 2015 Plan had not been actioned.

- 2.12 The 'DCS Integrated Farm Management Plan (2013–2014)' set out an Action Plan, the first item of which stated:

Begin discussions on the viability and process of excising individual farm budgets out of prison budgets. Begin this process once approved.

Comment – will allow better clarification of farm costs and cost apportionment.

- 2.13 Management at Pardelup were pleased to report that prison and farm budgets had been separated, improving local capacity for effective business planning. The inspection team was provided with Pardelup Farm and Pardelup Prison expenditure and revenue actuals for 2013/14 and 2014/15. That data shed light on the strength of the Pardelup farming and horticulture enterprises.

Corrective Services Agribusiness Planning

- 2.14 The 2012 inspection report had considered agricultural production across the Western Australian custodial estate as a whole. The Inspector's concern over a lack of clarity around agricultural planning gave rise to the recommendation that the Department should 'further develop departmental strategies and planning for farming and horticultural production and consumption across the prison system' (OICS 2012a, 61). The head office response at that time supported that recommendation, claiming it was an existing departmental initiative: 'The Department is currently reviewing the delivery of farming and horticulture across the system, in particular its cost-effectiveness.'

- 2.15 As an adjunct to the 2012 inspection, the Office had invited DAFWA to evaluate the agricultural businesses at Pardelup. The DAFWA Report included a recommendation that

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)'.

- 2.16 Three years later, in October 2015, the Economic Regulation Authority (ERA), in the context of its inquiry into the efficiency and performance of Western Australian prisons, also brought down a recommendation that:

The Department of Corrective Services undertake a rigorous cost-benefit analysis of prison industries. The Department should only continue those industries where it can be demonstrated that the benefits outweigh the costs and the net benefits exceed those of alternative activities (ERA 2015, 132).

- 2.17 Internally, the Department had engaged in strategic planning to guide the development of agricultural businesses at five prisons and three prison farms. Integrated farm and market garden management plans had committed to meeting self-sufficiency objectives by maximising internal opportunities for the supply of farm produce, and the production and supply of fresh and processed fruit and vegetables. The Department's five-year strategic farm management plan went further, recommending that the combined farm operations of Pardelup, Karnet, and Wooroloo should be integrated to achieve two strategic objectives:

STRATEGIC DIRECTION AND ADMINISTRATION

- Prisoner reintegration should be assisted by providing meaningful employment and training.
- The Department's objective of achieving food-chain self-sufficiency could be satisfied.

2.18 In October 2015, the inspection of Pardelup found no evidence to suggest that a high-level analysis of the Department's food supply chain had been conducted. While integrated market gardening and farming plans had been prepared annually, they did not extend beyond providing an understanding of expected production from the individual farm locations, and allocating responsibility for achieving target outputs. Requests from business managers for an independent review of horticulture and farming across the custodial estate had been unsuccessful.

2.19 In 2015, as in 2012, the Office contracted in external agricultural expertise for the inspection. The agricultural economist met with key staff members, undertook a physical inspection of the farm and market garden and reviewed relevant documentation, before presenting her report [see Appendix 3]. Two recommendations from that report identified the need for system wide analysis. The first concerned the apparent lack of industry standard business performance tools, such as cash flow budget forecasting, records of actual cash flow expenditure and income, and the use of asset and liability statements to monitor changes in net asset value. Neither Pardelup nor the Department had been able to demonstrate use of such financial monitoring protocols for the full three years between inspections.



Image 5: Plant nursery and aquaponics.

- 2.20 The second recommendation concerned simple supply and demand. The agronomist found that the prison farms were currently unable to produce sufficient cattle to meet the demand for meat across the custodial estate, and that they were unlikely to have the capacity to double stock output to meet that demand. Consequently, alternative strategies would be required. It was recommended that the Department conduct a scenario analysis to examine different options to meet its self-sufficiency objectives in the most cost-effective way possible. Possible options included buying direct from other producers to meet increased demand, developing collaborative partnerships with other producers, implementing a feed-lot, and the lease or purchase of additional land near the current farms to expand production.

Recommendation 1

The Department should undertake a cost-benefit analysis of agricultural production at its prisons, ensuring economic data is available to inform the development of coordinated agricultural industries planning across the estate.

Agribusiness at Pardelup

- 2.21 At Pardelup, the horticultural and farming industries had gone from strength to strength. In his overview of the 2012 Pardelup report, the Inspector had cautioned Pardelup management on the need to balance industry productivity against providing meaningful employment, training, and vocational skills development. In the three years between inspections, the prison had responded admirably to the challenge from head office to boost agricultural output. Although Pardelup was one of only three prisons in Western Australia with a prisoner capacity of less than 100, in 2014/15 it produced 22 per cent of the total state horticultural output, contributing strongly to the Department's self-sustainability in fruit and vegetable production. Complementing that, the 2015 inspection found that prisoners at Pardelup continued to have access to acceptable and meaningful employment, and the number of industrial trainees and unit enrolments had risen year on year [see 4.8].
- 2.22 Pardelup management had benefited from a historical accounting anomaly. In 2010, when the then Pardelup Work Camp had been upgraded to prison farm status, a separate 'performance centre' or operating budget had been created for the new entity. Thus, the original performance centre, 'DCS 4225 Prison Farm', had continued to record all financial transactions relating to the farm (livestock) operation, and the new performance centre, 'DCS 4229 Pardelup Regional Prison', recorded all other financial transactions. While dual accounting had not been available to other prisons prior to 2015, the clarity it gave to financial management at Pardelup had been noticed, and at the time of the inspection, the Department was transitioning Karnet and Wooroloo prison farms to dual performance centres.

2.23 Unlike other prison farms, Pardelup was permitted to sell livestock on the open market, thereby generating cash flow in performance centre 'DCS 4225 Prison Farm'. As at other prisons, fruit and vegetable product from Pardelup 'sold' to other prisons was recorded on the Prison Industries Catalogue (PIC) database. PIC transactions did not entail actual cash exchange between prisons, and the 'values' used were based on the Perth Market City Wholesale Pricing database.

Pies, Horticulture and Farming

2.24 The 2015 inspection found Pardelup expanding its production of pies, vegetables, fruit, and livestock. Pie production had commenced in January 2015, following investment in new specialist commercial catering equipment. In the nine months to September, the Pardelup kitchen had baked and distributed over 140,000 pies to nine prisons across the state, averaging over 3,500 pies per week. The PIC value of those pies had been \$172,000.

2.25 Pardelup had extended irrigated field vegetable gardens from the single hectare seen in 2012 to over two and a half hectares in 2015. Expectations were that Pardelup's 4,000 tomato plants would yield 16 tonnes, 3,000 capsicum plants would yield five to six tonnes, 30,000 broccoli and cauliflower seedlings had been planted, and the projected garlic crop was one tonne. Prisoners had erected new vermin proof fences to exclude kangaroos from the field vegetables. A large hydroponic shed had been dedicated to tomato cropping, and production had exceeded expectations, rising from eight to 14 tonnes over the previous two seasons. The senior Gardens VSO reported that tomato output could be tripled before demand across the Western Australian custodial estate would be satisfied. Market gardening machinery included irrigation, fertilisation and pest control equipment, tractors and cultivators, and cool and storage rooms.

2.26 The Pardelup orchard had been netted against bird damage, and at the time of the 2015 inspection, older trees were being replaced with espaliered stock to increase output. The Department's Primary Production Coordinator was supplying citrus and avocado trees for planting outside the nets. The PIC value of produce from the combined Pardelup market garden and orchard had risen from \$133,000 in 2013/14, to \$197,000 in 2014/15.

2.27 An aquaponics project had commenced, and Pardelup Education Centre staff had delivered related training for prisoners. Prisoners, under the supervision of VSOs, had modified surplus 1,000 litre fertiliser drums to grow herbs, fed by live fish product, and they anticipated that the project would grow into a stable, low cost operation, supplying herbs to the kitchen, saving some \$4,000 each year.

2.28 The inspection team found the Pardelup farm to be performing strongly. A new VSO Farm Supervisor had commenced in January 2015, bringing experience of farming in the district as well as a history working on DAFWA research stations across the South West. The sheep herd was transitioning from merino to white Suffolk cross to increase body weight, and cattle were moving from Hereford to Angus bloodlines. Stocking rates were within the expected range for the district. The cattle herd was down slightly from 988 in 2014 to 900 in 2015, and sheep numbers had come down from 5,400 in 2014 to 3,350 in 2015. Despite that, total revenue from livestock sales had increased significantly from \$252,000 in 2013/14 to \$717,000 in 2014/15.

- 2.29 Pasture management had also improved on previous years. Although the 2015 pasture had gone in late, crops were predicted to be good, with 240 hectares under pasture, and 2,000 bales of hay anticipated. Better silage handling would also improve output on the previous season, as silage in 2014 had been processed and stored poorly, and protein content had been below par. The Farm Supervisor anticipated wrapping 2,000 silage bails, bagged at the optimum moisture content for best palatability. Pasture, being a long-term strategy, would require careful forward planning, particularly as rainfall in the region continued to fall. Historical records showed a regional rainfall reduction from 900 millimetres in 1911, to 480 millimetres in 2014.

Business Risk

- 2.30 The 2012 inspection had identified water supply security as a particular area of risk for the Pardelup agribusinesses. Ground water was not available, and water to sustain prisoners and staff, gardens, orchard, and livestock was limited to dam storage of rain. The Pardelup VSOs had completed the process of linking all dams around the farm, with pipe diameters increased from 50 mm to 90 mm. A detailed plan of the pipes and pumps was on file, and water from any or all dams could be quickly shut off in emergency.
- 2.31 The 2012 inspection report had included the recommendation that a large new dam with roaded catchment be provided as a matter of urgency (OICS 2012a, 65). Responding to that, Pardelup had submitted successive business cases, securing \$40,000 in 2013 to have contractors excavate the new dam, increasing catchment by 14 megalitres. Unfortunately, the roaded catchment feeding that dam had not been completed until April 2015, and water collection opportunities had been lost. Despite that, the Pardelup Business Manager predicted that the 28 megalitres of water stored across the site at the time of the inspection would carry prison, livestock, and market gardens operations well into 2016. The senior Gardens VSO considered it likely that gardens watering would need to be curtailed to preserve supply for more essential purposes in the autumn of 2016. Irrigation for the orchard had been secured with the installation of a BioMax grey water treatment plant capable of purifying the 26 kilolitres of output that the prison compound produced each day. The new BioMax waste water recycling plant commenced operation several weeks after the 2015 inspection.
- 2.32 Pardelup management and staff also drew attention to risk driven by budgetary restriction. For 2015/16, the farm had applied for a budget of \$263,000, an increase on the \$235,000 spent in 2014/15. The eventual allocation for 2015/16 had been just \$194,000. That put local strategic planning in jeopardy. Compounding that funding reduction, aging agricultural machinery, equipment, and farm fixtures reduced efficiency. Not only were farming implements well below industry standard, but breakdowns occurred frequently, further impeding workflow. At the time of the inspection, and since the appointment of the new Mechanics VSO, mechanical maintenance schedules were being met and repair costs had been curtailed, but business cases in support of the purchase of new equipment had not been successful. Departmental regulations did not permit local decision-making over investment in capital equipment, despite the significant real earnings seen on the 'DCS 4225 Prison Farm' performance centre in 2014/15. Pardelup staff noted the ERA report, when addressing industry earnings and reinvestment, had included the following

recommendation:

The Department of Corrective Services introduce a revenue sharing arrangement to allow Superintendents to retain a proportion of additional revenues generated by efficiency improvements from industries in their prison for use on specified activities within their prison (ERA 2015. 132 Rec 7).

2.33 The expert agricultural consultant to the 2015 inspection observed that:

Normal farm business practice allocates 10 per cent of the value of capital per year for replacement of machinery. There appears to be no evidence of this and planning for plant and machinery needs is ad hoc, although it is clearly identified as a constraint.

2.34 That observation led the expert to recommend that the Department conduct an audit and review of plant and equipment requirements to develop a realistic replacement program, and develop a plan to prioritise the farm infrastructure requirements and improvements with an estimate of costs and a schedule for action and completion.

Recommendation 2

Pardelup should be permitted to retain a proportion of its farm revenues for reinvestment in that business.

2.35 The Office accepted three specific recommendations made by the agricultural consultant in her review of progress at Pardelup against recommendations contained in the DAFWA 2012 report. Livestock feed should be monitored closely to optimise use of pasture and reduce dependence on pellet feed. Better management of the sheep flock could be informed by industry standard scientific assessment of animal condition scoring and determination of feed requirements. Risk associated with annual climatic variation could be mitigated by attention to overall farm budgeting, and careful feed management.

Recommendation 3

Pardelup should improve productivity of livestock enterprises by implementing feed budgets to optimise pasture utilisation to meet energy requirements for stock, introducing a Lifetime Ewe Management course for staff and prisoners, and implementing a risk management strategy to mitigate poor seasons.

2.36 In 2012 the Inspector recommended that Pardelup needed to improve chemical safety and security (OICS 2012a, 67). This had been addressed. Between the mechanics workshop and the vegetable packing shed, a vehicle wash-down pad with drainage was in place. Three locked metal chemical storage boxes with appropriate hazard warning signage stood on one side of the pad, and fuel and oxy bottles were secured on the other side, next to an emergency shower and eye wash station. Oil, fuel, and chemical spill kits stood nearby. At the farm, inspection team members observed a brick chemical storage shed secured with a steel door. In addition to structural and procedural improvements to chemical handling and storage, four VSOs had been provided AusChem training by TAFE in February 2015, and in November 2013 and January 2015, Pardelup VSOs had trained prisoners in the Apply Chemicals Under Supervision module of Certificate II in Horticulture.

MANAGEMENT AND HUMAN RESOURCES

- 2.37 In his overview in the 2012 report, the Inspector drew attention to the positive influence of three years stable management at Pardelup under one Superintendent. At that time, it was expected that the incumbent would be appointed Superintendent of Albany, and that Pardelup would become an adjunct of that prison. Subsequently, however, another Superintendent was installed and Pardelup remained a prison in its own right, retaining control of Walpole Work Camp. That Superintendent remained at Pardelup until March 2015, at which time he swapped positions with the Superintendent of Roebourne Regional Prison, who arrived at Pardelup in April. The new Pardelup Superintendent was out of the state on leave at the time of the inspection in October. Other staff, custodial officers, and VSOs had continued at Pardelup since the 2012 inspection, and their presence had been a stabilising influence.
- 2.38 The business services team at Pardelup was very small, consisting of only three positions, the Business Manager, the Administration Coordinator, and the Cashier. The team worked well together, managing their diverse tasks efficiently and effectively. The team communicated well, and familiarity across their roles gave them capacity to cover short-term absences. Pardelup had maintained flexibility within the staffing profile despite the introduction at head office of higher-level appointment approvals, which could create delays of up to six weeks or longer (see also OICS 2016).
- 2.39 At Pardelup, the business services team drew praise from other staff, unlike at other facilities where the processing of finance and human resources transactions could be a source of tension. The performance appraisal and development system at Pardelup was coordinated by the Business Manager and functioned smoothly. Reviews were up-to-date and staff were familiar with their assessors and aware of the process.
- 2.40 The inspection team in 2015 identified a palpable unity of purpose across the site, and the staff survey showed a very high perception of safety in the workplace, and a high opinion of the prison's facilities. In June 2015, the Pardelup transfer list showed 48 applicants for transfer in, and only five for transfer out.

Communication

- 2.41 In 2012, the pre-inspection staff survey had suggested dissatisfaction among custodial officers over perceived prioritising of re-entry service provision over security. Communication between senior management and officers had also been poor. In the 2015 pre-inspection survey and in discussion with staff during the 2015 inspection, staff reported an improvement in support from and communication with line managers and local management. Staff also expressed greater confidence in the prison's capacity to receive and resolve work-related grievances.

Staff Satisfaction and Workplace Safety

2.42 In his debrief to Pardelup staff at the conclusion of the 2015 inspection, the Inspector observed:

In terms of both Personal Leave and Worker’s Compensation taken per Full-Time Equivalent (FTE) Pardelup is the best of the public prisons. These statistics support the view that the prison has good morale, and given the nature of the industries involved at the prison is extremely safety conscious.

2.43 The 2012 inspection report had found that ‘personal leave levels appeared excessive among some of the prison’s custodial staff’ (OICS 2012a, 12). At that time, Pardelup had the second highest rate of personal leave in the Department (an average of 153.6 hours per FTE). The 2015 inspection found that these figures had improved markedly. In 2014/15, the average number of hours of personal leave per FTE at Pardelup was 79.2, significantly lower than the state average of 105.4. Prison management ascribed this improvement to close monitoring of personal leave trends and active case management of staff with poor attendance records.

2.44 Workers’ compensation leave levels were extremely low at Pardelup. Such low levels are often regarded as one measure of organisational health (Comcare 2009). In 2014/15, the average number of hours of workers’ compensation leave per FTE at Pardelup was just 0.7, compared with the state average of 52.6 (see Figure 1). The staff survey provided further evidence of high staff satisfaction. The overall staff quality of life score was very high (8.57), much higher than that reported in the 2012 Pardelup staff survey and above state average of 6.25 from similar surveys. The pre-inspection staff survey also suggested that in 2015, work related stress was lower than in 2012, and lower than the state average.

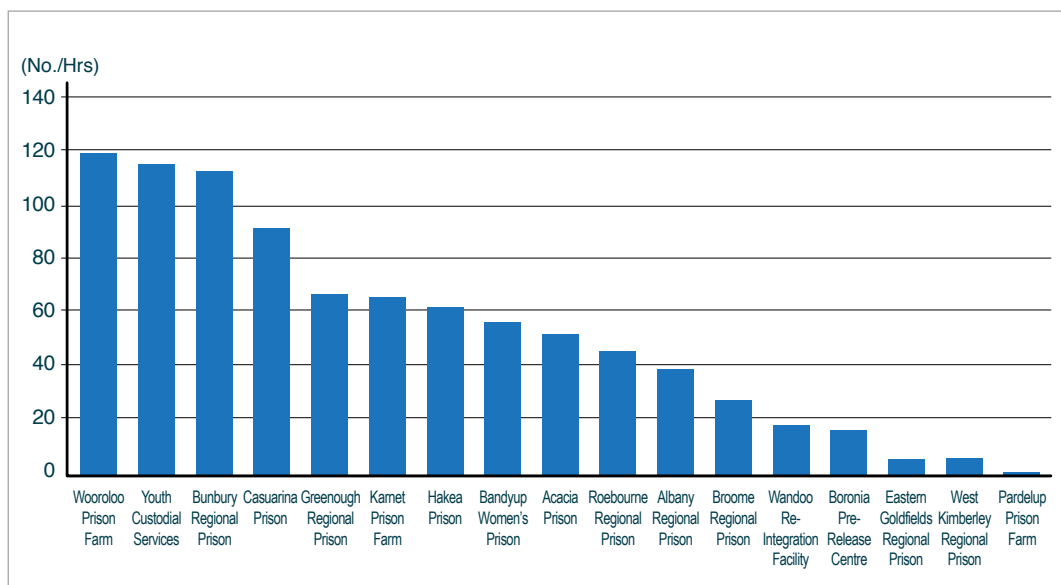


Figure 1: Average number of hours of worker’s compensation leave per FTE in Department of Corrective Services facilities in 2014–2015.

- 2.45 Pardelup had achieved extremely low levels of workers' compensation leave despite the hazardous nature of the industries on site. The prison had a thorough and effective occupational health and safety (OHS) system, with four elected safety and health representatives, and another four employee representatives for specific areas: health services, education, administration, and the work camp. Worksafe, the Western Australian Government agency responsible for the administration of the *Occupational Safety and Health Act 1984*, had trained and registered all representatives. The OHS committee met monthly, with the Superintendent (OHS Manager) and Business Manager (OHS Coordinator) representing the senior management team. In conversation, staff were generally satisfied that hazards were identified and rectified promptly.

Emergency Management

- 2.46 While the generic Emergency Management Plan (EMP) issued by the Department had been reviewed at Pardelup in November 2014, the new Security Manager had identified site-specific risk and unique operational factors that could be written into an EMP that better fit the particular risks that the prison faced. For example, in an emergency staff could not secure prisoners in cells. Bush surrounded the prison, exposing it to danger from fire. The vast 2,360 hectare site made it impossible to locate prisoner farmworkers quickly. Farmworkers had no access to radio communication, and farm vehicles were not equipped with Ground Positioning Satellite locators. The Security Manager and the VSOs saw the need for First Aid training for all workers.
- 2.47 At the time of the inspection, the Security Manager had conducted one live exercise and three table-top exercises. Security had also planned for a full facility fire evacuation, and for exercises in response to a major gas leak, and in the event that a staff member could not be accounted for.

Training

- 2.48 All staff training at Pardelup was coordinated by the satellite-training officer from Albany. He visited Pardelup weekly, and Walpole monthly. Although the satellite trainer had delivered the VSO Induction Program on site, five VSOs had not been given comprehensive entry-level training at the Department's Academy in Perth, despite having been employed at Pardelup for over six months. Such training is an important introduction to custodial management for VSOs who did not usually have a custodial background. Failure to complete the training exposed both the prison and individual VSOs to risk, as VSOs have supervision responsibilities for prisoners. Departmental policy required that any new VSO should complete the entry-level training program within six months of commencement. Ideally, any such training should be completed before commencement.

Recommendation 4

The Department should ensure that VSOs are provided comprehensive entry-level training within six months of commencement.

INFRASTRUCTURE AND SECURITY

2.49 Pardelup is a small, minimum-security prison farm on the edge of the forest, a day's walk from the nearest town. It is the last prison in Western Australia without a secure perimeter fence. For the majority of Pardelup prisoners, it is where they complete the final stage of their reintegration prior to release. Local management maintain safety by selecting prisoners carefully, instilling a culture of trust and responsibility, and when necessary, enforcing compliance under threat of return to a more secure prison. Since Pardelup reopened as a prison in 2010 there had been no escapes.

Infrastructure

- 2.50 The prison compound buildings had been upgraded between 2010 and 2012, and although Pardelup had no formal maintenance strategy at the time of the 2015 inspection, staff reported that improvements had occurred. The Unit Office had been extended, providing a senior officer workroom and a staff kitchen. Unfortunately, that office extension had not included staff ablution facilities. The workload of the senior officer at the master control Duty Office had been reduced by the installation of electronic key control and the re-allocation of responsibility for visits bookings elsewhere. While the configuration of closed circuit television (CCTV) monitors in the Duty Office was not ideal, options for alternative placement were restricted. Staff noted that one of the toilets used by night-shift workers could not be adequately secured, presenting risk.
- 2.51 Prison industries workspaces had also received attention. The carpentry workshop had been extended, providing for additional timber storage and safer movement around machinery. A spray booth, purpose-built by prisoners, enhanced the capacity of the mechanics workshop. Responding to a recommendation from the 2012 inspection, secure chemical storage containers were in place at the farm and at the vehicle wash-down pad. Additional agricultural equipment and machinery sheds had been constructed at the farm, and two had been secured with wire gates.



Image 6: Pardelup Visits Centre.

- 2.52 At the entrance to the prison compound, the car park had been extended to cater better for staff and visitor traffic. The new visits centre, strategically located outside the compound adjacent to the car park, provided visitors with a relaxed regime and a comfortable, unconfined atmosphere. The Pardelup Security Manager drew attention to the lack of CCTV coverage at the visits centre.

Recommendation 5

The Pardelup visits centre should be fitted with closed circuit television cameras to monitor the interior, exterior, and car park.

Perimeter and Procedural Security

- 2.53 Perimeter security at Pardelup was minimal. Departmental entry statement signage on Muir Highway welcomed visitors to the site. Unlike other prisons, Pardelup was surrounded by a simple five-strand rural wire fence. The fence was fitted with signage specifying that, being a prison farm, unauthorised entry would result in prosecution. The prison compound was located at the end of a long access road off the highway. A boom gate controlled by prison staff limited traffic into the compound proper. The layout of the prison afforded good line of sight from the Duty and Unit Offices across the compound. Sightlines were important at Pardelup as prisoners could move freely about the site during the day, and they were not locked down at night.
- 2.54 Procedural security called for regulation of the behaviour of prisoners. Pardelup's perimeter extended for several kilometres, providing multiple potential drop-off points for contraband. The zero tolerance policy regarding serious substance abuse required enforcement, and security relied on a combination of patrols, searches, screening, and intelligence.
- 2.55 Patrols of the compound and farm at Pardelup were regularly conducted, with officers and farmworkers on the lookout for anything out of the ordinary, and checking known trouble spots. Officers did not conduct body searches of prisoners as frequently as at other prisons, but those returning to the compound after visits were subject to random searches. Following departmental *Policy Directive 23*, officers searched a minimum of two cells each day for contraband, and morning room inspections were also conducted to control cleanliness and monitor the personal items in cells. Additional room searches occurred on advice from the Senior Officer Security. Search kits, stored at the Duty Office, were checked twice daily as part of the restraints checks. Visitors to the prison were rarely searched, unless specific information suggested otherwise.
- 2.56 The Department's drug strategy required urine prevalence testing of a set number of randomly selected prisoners, and at Pardelup the last prevalence testing list named 45 prisoners. As the prison was not budgeted for extra staffing to undertake the testing, it had been conducted over several days. Once the prevalence testing commenced, prisoners become aware of it very quickly, potentially compromising detection. Targeted urine-testing was conducted on intelligence received from staff, monitoring of phone calls, and information received from prisoners. The number of urine tests

conducted was not excessive and targeted prisoners were being tested for appropriate reasons. The inspection in 2012 had found that the urine testing room used at Pardelup was not a sterile environment. In 2015 that appeared to have been remedied as staff were conducting tests in the health centre or in the multipurpose cell. Screening prisoners at Walpole required an officer from Pardelup to travel to the camp to assist the single work camp officer on duty.

- 2.57 In addition to meeting the objectives of the Department's Drug Plan 2003, Pardelup had developed its own 'Local Drug Action Plan 2015', a 12-page document specifying the management of drug use by prisoners at Pardelup and Walpole. It detailed processes and procedures regarding detection, testing, evidence collection, and drug storage. It also provided information and guidelines for officers at Pardelup on the detection of drugs, and specified appropriate responses depending on the circumstances. The 'Local Drug Action Plan' appeared to be achieving its objectives. While Pardelup maintained its zero tolerance of alcohol consumption and serious drug abuse, first-time users of marijuana were given a second chance before transfer to a higher-security prison. At the time of the inspection the prison was negotiating with Narcotics Anonymous to provide a drug counselling service, but the outcome was uncertain. Prison management reported that the Department had restricted the number of eligible external service providers, and Narcotics Anonymous had not yet been approved to attend Pardelup.

Relational Security

- 2.58 Where perimeter and procedural security is difficult (as at Pardelup), a prison comes to depend on relational security, which in turn relies on regular, positive interaction between staff and prisoners. At Pardelup, relationships based on mutual respect permitted staff to become aware of mood and behavioural changes in a prisoner that might be associated with depression, anxiety, family issues, or other triggers that could result in attempts to self-harm or escape. Although departmental records showed four incidents since 2010 where a prisoner at Pardelup had threatened self-harm, further investigation revealed that only one of those events actually fit that category. Pardelup had a remarkably good record in that regard. Relational security was strong. The flow of information from prisoners to staff appeared to be good, and staff reported that prisoners had little hesitation in bringing issues to their attention, thereby maintaining the stability of the environment in which they lived.
- 2.59 The Security Manager also derived intelligence from the monitoring of telephone calls. Prisoners at Pardelup were permitted to make 20-minute phone calls, although not all exercised that option. Night shift staff monitored calls randomly as a matter of course. When specific intelligence was available, calls made by a particular prisoner were targeted. The number and type of calls made by prisoners were cross-referenced to determine whether a mobile phone was being used.

Disciplinary Offences and Punishment

- 2.60 As at the last inspection, there was no full-time prosecutor at Pardelup in 2015, but charges were heard in a timely manner. Pardelup did not have a punishment cell, and the one

multipurpose cell was not used for punishment. Therefore, the consequence of conviction of a serious charge was immediate transfer to a secure facility elsewhere – usually Albany. The prison had a secure vehicle for those transfers. If prisoners had been at Pardelup for less than 28 days, they were transferred double handcuffed and escorted by two officers. Situations could arise where officers on night duty could be required to conduct an escort, reducing staff on site to just one officer, effectively confined to the Duty Office.

Recommendation 6

Pardelup should develop strategies and procedures to ensure that on-site staffing levels do not drop below agreed minimum manning levels due to prisoner transfers, especially at night.

- 2.61 In the 12 months prior to the inspection, of 113 incidents recorded on TOMS, only two were reported as having involved the use of force and/or restraints. Staff cited good relational security and the relaxed atmosphere across the site as reasons for their preference to talk prisoners down rather than use physical force.

Security Management and Staff Safety

- 2.62 The Senior Officer Security had recently transferred from West Kimberley Regional Prison (WGRP), arriving at Pardelup in June 2015. It was his first posting as security manager. He had been impressed by the collegiate atmosphere among staff at the prison, had found security procedures to be adequate, and had not been daunted by the lack of a secure perimeter fence. Professional support had been available from the Superintendent at Pardelup and from the Security Manager at WGRP.
- 2.63 The 2015 pre-inspection staff survey revealed a very high perception of personal safety at Pardelup, up dramatically from that reported in the 2012 survey. Despite this improved perception, the lack of custodial officers stationed at the industries workshops or at the health centre presented risk [see Recommendation 11].

Chapter 3

LIFE AT PARDELUP



Image 7: Original Pardelup building.

- 3.1 Pardelup occupies 2,360 hectares of prime grazing and horticultural land 80 kilometres north of Albany. The approach from Mount Barker along Muir Highway passes established vineyards and prosperous farms. Tucked into the eastern corner of the property, the prison compound comprises a quadrangle, with recently renovated single-cell accommodation along verandas on three sides, and kitchen/dining, ablution, laundry, and gym facilities on the fourth side. Administration and education buildings lay to the north-east, and industries workshops to the south-east. Surrounding the compound are sports grounds, extensive market gardens, a large netted orchard, and grazing paddocks. The overall impression is of unconfined space. Pardelup is the last prison in Western Australia without a perimeter fence.
- 3.2 In the 2012 report, the Inspector's summary noted that 'Pardelup provides a refreshing example of the benefits of the simple things like fresh air, single cells, positive work opportunities and respectful relationships.' In the 2015 pre-inspection survey, prisoners rated their overall quality of life at Pardelup at 6.79, which was marginally down on the 2012 survey result of 7.12, but well above the state average of 4.92. Prisoners saw Pardelup as the best prison in the state.

THROUGH-CARE AND REINTEGRATION

- 3.3 As a minimum-security prison farm Pardelup is focused on providing meaningful work, skills development, and successful re-entry to society. Comprehensive through-care and reintegration refers to the structured progression towards rehabilitation and resocialisation of each prisoner for the duration of time spent at a custodial facility, from initial reception through to release and beyond. It includes development of individual transition plans, education and training, constructive employment, pre-release preparation, and post-release support.
- 3.4 In 2012, the Office had found facilitating prisoner re-entry to be Pardelup's major strength (OICS 2012a). The then Assistant Superintendent Prisoner Management (ASPM) had oversight of the process, receiving reports from education staff, VSOs, and custodial staff. The Department had not allocated the prison a Transitional Manager position, so the re-entry process was overseen by the case management coordinator (CMC) and the Employment Coordinator. Subsequently, the ASPM position had been replaced with an Assistant Superintendent Operations position, and the Employment Coordinator position had been reallocated to Bandyup Women's Prison, deemed to have higher re-entry needs. This reduced opportunity for service delivery at Pardelup. Ideally, all releasing prisons should have an Employment Coordinator.

Reception and Property

- 3.5 Newly arrived prisoners were admitted and processed through a reception centre, where they were identified, the warrant for imprisonment was verified, they were informed about local prison rules, and they were issued prison clothes and footwear. Officers were trained to be mindful of the prisoner's mental and emotional condition during that first encounter.
- 3.6 The 2012 inspection had included a recommendation that Pardelup improve clarity and consistency regarding prisoner reception and property management. In 2015, the reception process was sound. Prisoners arriving at Pardelup were typically nearing the end of a sentence, and were well versed in prison routine. That fact was reflected in the positive prisoner survey reports regarding lack of stress on arrival, and satisfaction with the level of information provided.
- 3.7 Prisoners arrived on Tuesday mornings, with the transport vehicle calling ahead from Albany to advise of arrival time. The incoming prisoner was welcomed off the bus by management, and walked to the reception centre, centrally located between administration offices and the Duty Office. After a strip search and formal identification, the reception officer conducted an at-risk assessment, following a checklist to determine attitude, affect, alerts, and relevant family issues.
- 3.8 Personal property travelled with the prisoner in sealed containers, and incoming prisoners had property inspected and checked against an accompanying list. Prisoners were permitted to retain certain personal effects to reduce the negative effects of imprisonment and sustain their sense of personal identity. Pardelup had limits on electrical and other items in cells, and surplus possessions went into the property store for safekeeping. A numbering system for property, valuable property, and laundering had recently been implemented. Boxed property and larger items were stored on industrial shelving and valuable property

was secured behind a padlocked door. Although the size of the property store was adequate at the time of the inspection, there were plans for it to be expanded into a sea container through the back wall.

Orientation

- 3.9 As the first days of imprisonment could be unsettling for prisoners, an orientation process was provided to clarify local rules and regulations, and familiarise the new arrival with the layout of the site. The orientation process at Pardelup was relatively informal, appropriate for the level of security and the reasonable expectation that prisoners were approaching release, and were familiar with custodial systems. When orientation was required for a first-time arrival, a peer support prisoner walked him from reception to his allocated cell.
- 3.10 As they walked, the peer support team member explained the physical layout of the site, the location of potable water taps, and the zero tolerance towards substance abuse and bullying. The prisoner population at Pardelup was a complex mix of mainstream and protection, with a wide range of ages, and with diverse custodial histories. With no ability to segregate, managing bullying was a live issue.

Induction and Initial Assessment

- 3.11 Induction in Western Australian prisons provided prisoners with information, instruction, and training to enable them to engage in employment and work safely. At Pardelup, a new induction and assessment process was in place, with particular activities scheduled across the first week on site. The fact that prisoners always arrived at the prison on Tuesdays made a regular weekly schedule possible.
- 3.12 The new schedule gave staff and prisoners clarity around the induction process. Most of the delivery took place at the education centre. Medical and educational staff assessed health and educational status. The CMC and the education project officer recorded requirements for transitional services. The relevant VSOs delivered basic training for food handling, workplace safety and basic machinery operation. By Friday afternoon, a new prisoner would have been assessed, trained, and be ready to commence work in an appropriate prison industry.

Case Management and Security Assessment

- 3.13 Prisoners at Pardelup were case managed appropriately. All new arrivals were given an initial assessment by the CMC during induction. Thereafter, the majority of prisoners were case managed with individual management plans (IMPs). The CMC allocated each prisoner with an IMP a custodial officer as a case manager. Each case manager was responsible for four or five prisoners. Officers logged prisoner contact reports midway between six-monthly case conferences. Prisoners with an effective sentence of less than 12 months were not managed with IMPs. They were placed on management and placement (MAP) plans, and did not have a case manager allocated.

- 3.14 The Department required that IMPs be reviewed every six months. As a rule, Pardelup complied with that requirement, but in the weeks before the inspection, Pardelup staff and prisoners had suffered an outbreak of flu, and some case management had fallen behind. The CMC was keeping up with assessment reports across her portfolio, but would have appreciated the assistance of a dedicated assessment writer. She did acknowledge that an increase to the Pardelup staffing establishment to provide an assessment writer position was unlikely.
- 3.15 Since August 2015, education and industries at Pardelup had been using prisoner assessment reports. The prison had introduced new prisoner performance feedback forms, with a work performance score system and a capacity modifier. The form used between 40 and 120 tick-boxes probing attitude, literacy, requirement for education and skills training, and future employability. The performance feedback form scores were not tied to gratuity pay level, but counted towards security classification, parole, Section 95 and Prisoner Employment Program (PEP) applications. The forms were expected to be updated after six months, in line with IMP or parole reports.
- 3.16 In 2012, Pardelup had filled 15 positions on two Section 95 external work parties. Since then, the approval process for granting Section 95 permission had become more complex. The CMC distributed responsibility for completing Section 95 reports among officers to ensure a balanced loading. She maintained a spread sheet to assist that allocation, and it logged report request date, officer report date, date of the Assistant Superintendent Operations request to the Corrective Services Intelligence Directorate (CSID) for further information, and the level of sign off required. Before recent changes to the security assessment, the entire Section 95 report process would typically take two days. Pardelup management reported that those changes had pushed the process out to between six and eight weeks. Furthermore, that report required review every six months.
- 3.17 The CMC expressed concern that Pardelup might lose capacity to keep prisoners at Walpole, as several men at the work camp were approaching release date. The complexity of the process required by the Department for work camp placement might prevent their replacement. Further, the steps required before work camp permission application could proceed were increasingly onerous. A prisoner was required to spend 28 days at Pardelup, and then complete 28 full days supervised external activity. With four-day working weeks, that could take two months. The prisoner was then required to complete a further 10 days unsupervised external work, followed by another suitability checklist form and CSID report. The whole process could take four months, and would still need to be reviewed every six months.



Image 8: St Werburgh's Chapel near Mt Barker, a Section 95 worksite.

Recommendation 7

The Department should simplify its assessment and qualification pathway for placement at work camps, whilst effectively managing its risk.

Reintegration

- 3.18 In 2012, the Office had found facilitating prisoner re-entry to be Pardelup's major strength. The inspection report had included a recommendation calling for sufficient staffing for re-entry needs at Pardelup, including increased staff to match any increase in the prison population. While the prisoner population had not grown, re-entry staffing had actually been reduced. The Department's Education and Vocational Training Unit (EVTU) had transferred the employment coordinator position from Pardelup to Bandyup Womens' Prison, and the position had been cut from the Pardelup staffing establishment. To compensate, the EVTU manager had funded an education project officer at Pardelup on rolling contract since April 2014. The position was line managed from head office, and had evolved to provide some career employment services and other such pre-release assistance as would usually be delivered by a Transitional Manager.
- 3.19 With the recent inclusion of information detailing transitional service provision on the prison education database, it was evident that the education project officer has been active in assisting a number of prisoners with job search skills and resumes, with progressing applications for motor driver's licences, with securing full identification portfolios, and

accessing counselling using Skype. She engaged in the induction week, recording career aspirations and work competencies, giving advice on outstanding fines, and encouraging prisoners to consider accommodation prospects after release. During the month of July 2015, she had conducted over 100 interviews with 64 distinct prisoners.

- 3.20 The education project officer had also coordinated an employment expo at Pardelup in June 2015, with 22 exhibitors from Mount Barker, Albany, and Perth. She travelled to Walpole monthly to interview work camp prisoners and help with personal employment history resumes. The inspection team concluded that Pardelup was delivering transitional services effectively, but as the position was not securely established, staffing for re-entry services at Pardelup had been put at risk.

Recommendation 8

The Department should establish a dedicated position to manage re-entry and employment services, including the Prisoner Employment Program.

Re-entry Support

- 3.21 The re-entry provider for Pardelup was Regional Counselling and Mentoring Services Inc. (RCMS), a non-government organisation based in the city of Albany. Three RCMS staff members were dedicated to servicing Pardelup. Engagement with prisoners began six months before release. Two RCMS caseworkers travelled to Pardelup each Thursday to meet with individual prisoners in the morning and conduct small group training workshops in the afternoon. In the morning sessions, prisoners discussed post-release support requirements and explored coping strategies. The caseworkers helped prisoners prepare parole plans, and make connections with rehabilitation programs on the outside. The afternoon workshops covered anger management, substance abuse control, and general life skills.
- 3.22 RCMS provided practical support as the prisoner's release date approached. They helped arrange transport from Pardelup to Albany or Perth. They gave prisoners civilian clothing if required. Prisoners were encouraged to explore accommodation options. RCMS staff helped prisoners negotiate with the Department of Housing, but public housing was difficult to secure. If a prisoner expected to live in the Albany region after release, RCMS could provide support for the first year. When a prisoner planned to live in Perth, RCMS could link him with Outcare, the re-entry provider for the metropolitan area. RCMS did maintain connections with other re-entry service providers across regional Western Australia.

CONDITIONS FOR PRISONERS

Capacity Building

- 3.23 The opening message in the Pardelup 'Strategic Business Plan' emphasised development of a positive culture based on trust, respect, integrity, and passion. The majority of staff and prisoners came together at community meetings every two months to discuss progress and air grievances. The prisoner survey suggested that their approval of prison management and unit officers had improved from 2012. VSOs continued to be extremely well regarded.

- 3.24 Trust in the peer support prisoner team appeared to have fallen since the previous inspection with only 26 per cent responding to the 2015 survey indicating they would trust peer support to support them if they had an issue they were concerned about, compared to 43 per cent in the 2012 survey. Still, prisoners were aware of the process, and its capacity to send clear messages to management. In conversation, prisoners reported an awareness of the Pardelup zero tolerance of substance abuse and bullying, and felt it contributed to the high rating of safety at Pardelup. The proportion of prisoners feeling mostly safe at the prison was higher (88%) than the state average of 67 per cent.
- 3.25 Peer support team members and other prisoners suggested that Pardelup should provide a hierarchal system, with opportunity to progress to better circumstances as a reward for good behaviour. That opportunity was limited, as Pardelup already provided meaningful employment, the dining room menu was adequate, and accommodation was all single-cell. The only distinction in quality of living conditions was regarding 12 rooms in two transportable buildings considered inferior, and reserved for recent arrivals. Improved living conditions could be offered if self-care accommodation was made available, with prisoners given single-cell accommodation in group dwellings with a shared kitchen and recreation space. Peer support noted the wealth of skilled tradesmen among the prisoner population, and proposed the construction of two 10-bed self-care units. The carpentry workshop could cut and mill timber for construction on-site, and prisoners could do the work.

Recommendation 9

Pardelup should develop a hierarchal system through construction of self-care accommodation.

Accommodation and Food

- 3.26 The first recommendation in the 2012 inspection report was for the Department to maintain single-cell accommodation at Pardelup – the 2015 inspection found this to have occurred. Complementing the ongoing refit and renovation of cells, prisoners appreciated the new covered walkways linking cells and the ablution block, availability to access showers after work, and continuation of the tradition of late lights out and no lockdown. Indeed, men kept the key to their own room.



Image 9: Single-cell accommodation at Pardelup.

- 3.27 The prisoner survey for 2015 indicated that although satisfaction with food quality at 48 per cent was still above the state average of 39 per cent, it had deteriorated markedly from 2012 when 68 per cent has rated food quality as good. The inspection team could find no reason for this. Despite perceptions, kitchen operations were of a high standard, with adequate catering equipment, strong hygiene, health and safety regimes in place, and competent management. Individual prisoner dietary requirements were prominently displayed and adhered to, and kitchen workers had completed basic food safety training, with records kept.
- 3.28 As noted above, Pardelup has had no capacity to provide self-care, denying prisoners opportunity for taking personal responsibility and developing skills in some areas. A recent innovation had gone some way to rectifying that deficit. Shortly before the inspection, prisoners completed construction of an enclosed barbeque area for limited self-catering. It was located adjacent to the main kitchen and enclosed with shade cloth and was equipped with barbecues, a microwave, sink, work benches, and seating. Prisoners could order meat and other ingredients through town spends, and outside of work hours could prepare simple meals and snacks at their own volition.

Recreation

- 3.29 The prisoner survey reported a reduction in the proportion of those happy with the amount of organised sport. Pardelup management attributed those changes in part to the fact that the Recreation VSO position had been vacant for 18 months. At the time of the inspection, an appointment to that position had recently occurred, and the incoming VSO had already developed a new recreation schedule for October with both active and passive activities.
- 3.30 Another reason for the increased prisoner dissatisfaction with recreation may have been the changes to the Section 95 process that had reduced access to external sports activities. Two basketball games at the Mount Barker recreation centre planned for mid-October were to be the first external sporting events since February 2014. During the last inspection, prisoners had placed high value on weekly external recreation and they were now eagerly anticipating their return.



Image 10: Pardelup gym.

- 3.31 Provision existed for both active and passive recreation on site. Prisoners praised the Pardelup gym as better than the gym at Albany, having functional exercise machinery, free weights and a punch bag. A concrete tennis court was available. The football oval had been re-surfaced to reduce the risk of ankle injury. Prisoners were less impressed with the volleyball sand pit, which they said was contaminated with cat faeces. After work, men could walk or run the loop, a 3.2 kilometre track through the inner paddocks. Prisoners could also access a recreation hall with pool and ping pong tables, a dart board, and a projector and large screen for watching movies or special TV events.

Library and Legal Resources

- 3.32 The small library, between the education centre and the computer room, was not heavily patronised during the inspection. It competed with solid employment schedules, recreation options, and the solace of single cells. Nonetheless, library stock was limited, and the prisoner survey suggested reduced access in 2015. Legal resources were adequate, as few prisoners were actively involved in legal proceedings. Those few with matters before the court had sufficient access to advice by telephone and mail. A Justice of the Peace visited the prison as required. The library provided limited legal documentation in hard copy, and digital resources were also available, but not online. Prisoners had ready access to the computer room should they need to prepare for proceedings.

Visits and Communication

- 3.33 Of all the prisons in Western Australia, Pardelup is the most isolated from a regional centre. Despite that, just over half of the prisoners responding to the survey reported easy contact with family through the visits process, which compared well with the state average of 54 per cent. Pardelup local orders recognised the travel distances for family members. The weekend visits period was five hours, from 9.00 am through to 2.00 pm. Visitors could elect to stay on site for the full five hours. In keeping with minimum-security, two custodial officers processed visitors in a relaxed but watchful manner.



Image 11: Outdoor visits area.

- 3.34 Since the 2012 inspection, a \$240,000 grant from the State Government Royalties for Regions program had funded a new visits centre at the entrance to the Pardelup prison compound. The visits hall was large and spacious, with an indoor child's play space, kitchen facilities, and wide verandas. A low wooden fence surrounded an expansive grassed area, and recently installed colourful playground equipment added to the picnic atmosphere. There were no CCTV cameras at the visits centre.
- 3.35 Prisoners at Pardelup had access to three telephones in a centrally located shelter that gave reasonable privacy. A very high number of respondents to the survey reported finding it easy to contact their family by phone. The inspection team did not see any prisoners lining up for the telephones.
- 3.36 Use of Skype video communication had been available at Pardelup for three years, allowing prisoners to make audio and visual contact with family members. Given the remote location of the prison, it was an appropriate method for maintaining family contact. Pardelup used a mobile phone system connecting through 3G rather than using optic fibre or regular telephone connection. The system was in use every day after dinner between 6.30 pm and 8.30 pm, and in the afternoon on weekends. Officers processed applications for sessions as 'non-contact social visits' on the TOMS database. Each prisoner was permitted up to three 20-minute Skype sessions per week, with no charge. The Skype terminal was located in the entrance to the recreation hall, and an officer monitored the session visually from the Duty Office. The Skype visit that the inspection team observed was to a prisoner's son, in the family vehicle, in Queensland. Although the audio quality was adequate, the quality of the incoming picture was not good, but certainly enough to recognise the people present.

Clothing, Bedding and Ablution Facilities

- 3.37 Clothing, bedding, and laundry systems are fundamental to basic decency regarding prisoner care and wellbeing. The pre-inspection survey suggested that Pardelup prisoners were noticeably happier with their clothing, bedding, and laundry systems than the state average, and the inspection found no systemic concerns.
- 3.38 Pardelup issued and maintained suitable clothing and bedding, despite the wide temperature variation and the demand for outdoor work at the site. The laundry had three large washing machines and two large dryers. Bedding was washed weekly, and prisoners' clothing and towels were laundered twice each week. The small but efficient group of Pardelup laundry workers met demand, and also demonstrated organisational and record keeping skills. A senior laundry worker did basic repairs to clothing. Laundry workers demonstrated good hygiene practices, and the senior laundry worker had completed relevant training.

Canteen

- 3.39 Pardelup offered a weekly canteen service to prisoners. The range of products stocked at the prison was somewhat limited by the available storage space, but snacks, toiletries, and hobby materials were available. Unfortunately, the canteen did a lively trade in tobacco products. Unlike at some other sites, however, tobacco stocks were tightly controlled and accounted for.

- 3.40 The canteen service was supplemented by a town spends service, with the canteen manager and one canteen worker travelling to Albany for additional items. Supermarket stock and goods from other retailers were available on fortnightly rotation. In the weeks before the 2015 inspection, the canteen had been trialling online ordering, using the extensive Woolworths supermarket range. Men could order barbeque packs, fish fingers and the like for cooking in the newly enclosed barbeque area outside the dining room. Woolworths picked and packed the selected items, and delivered to the prison. Peer support prisoners noted that while some prisoners were unhappy when items delivered were not exactly what they had ordered, that experience prepared them for the reality of online shopping. An online town spends ordering service could become a useful service at other prisons.

Recommendation 10

Pardelup should review its trial of online ordering and delivery of supermarket town spends for potential implementation at other facilities.

HEALTH CARE

General Health Services

- 3.41 Despite Pardelup's isolated location the 2012 inspection found that the Department's claim that Pardelup 'provides excellent health services' was justified. The prisoner survey at that time showed 74 per cent of respondents thought general health services were good, and 56 per cent that access to medical specialists was good. Both were well above state averages. In 2015, the prisoner's view of medical services appeared even more positive.



Image 12: Health Centre at Pardelup.

- 3.42 Pardelup did enjoy advantages likely to improve wellness outcomes. The minimum-security, open atmosphere, and the trust and respect felt across the site contributed to high prisoner quality of life. The practice of screening incoming prisoners to eliminate those with serious physical or mental illness also reduced demand on the prison health service. The Pardelup health centre, a relatively recent addition, was a well-equipped stand-alone stone and timber structure, centrally located behind the Duty Office.



Image 13: Health Centre treatment room.

- 3.43 Two potential risk factors were evident. Employing prisoners in agricultural industries could present increased risk of physical injury, and the relative isolation of the prison could hamper the provision of emergency medical assistance. The inspection team found that effective pre-employment safety training and the prison's emergency transport strategies had mitigated workplace risk. In the event that workplace injury did occur, duty officers could summon an ambulance from Mount Barker to Pardelup, but that had occurred rarely, perhaps twice a year. All officers and VSOs had cardio-pulmonary resuscitation training, most VSOs had Senior First Aid accreditation, and the new Mechanic VSO was a trained paramedic. Pardelup was resourced for four medical transfers per week, but as they were conducted by Pardelup officers, not by Serco, wait times were minimised. In an emergency, Pardelup had been permitted to transfer a prisoner offsite with just one escort officer.

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- 3.44 The 2015 inspection team had taken note of liaison visit reports that health service provision had changed in the months leading up to the inspection. From the opening of Pardelup in 2010 until autumn 2015, medical services at had been provided by a nurse practitioner, five days per week, with professional oversight from the Clinical Nurse Manager at Albany. The Pardelup nurse practitioner had delivered the full suite of health services typically available to prisoners in Western Australia including: needs assessment, basic patient care, pharmacy management, chronic disease management, and comorbidity, health, and hygiene education. In addition, as nurse practitioner, she could order x-rays and pathology, prescribe certain medication, analyse test results, and refer patients to specialists. To supplement her services, a GP had visited every three weeks.
- 3.45 Unfortunately, the nurse practitioner had resigned in June 2015, and the 1.0 FTE nurse practitioner position had been lost. This was despite the 2012 inspection finding that the nurse practitioner had in fact been ‘under significant pressure to work long hours’, and suggested a second nurse working part-time could be required, particularly to provide health education.
- 3.46 At the time of the inspection, a contract clinical nurse provided professional medical services at Pardelup, on duty 7.00 am – 3.30 pm, Tuesday, Wednesday, and Thursday. She was line managed by the Albany Clinical Nurse Manager. She kept to a tight three-day schedule, conducting medical examinations of all incoming prisoners as part of the Pardelup induction process, and prepared all individual medication packs. Prisoners could pre-book 15-minute appointments by dropping personal medical cards into a box at medical reception. The clinical nurse could distribute medication following an e-consultation with the GP stationed in Albany.
- 3.47 Pardelup continued to employ a medical receptionist, working a nine-day fortnight. She oversaw the patient appointment process, and was responsible for the financial accounts for both Pardelup and Albany. On Mondays and Fridays, when the contract clinical nurse was not on site, the medical receptionist attended the centre, but no clinical services were available.
- 3.48 To partially compensate for the departure of the nurse practitioner, the frequency of GP visits had increased to fortnightly. Other specialist service provision continued as before, with the physiotherapist visiting fortnightly, and an optometrist scheduled for four visits each year. Prisoners requiring dental work travelled to Albany, but the wait list was long. Only a dental emergency would jump the queue. Dental services at Albany were limited to one day per week, so men transferred to Albany from Pardelup for planned dental or medical treatment could be away for several days, and the fact of transfer to another facility would automatically cancel Section 95 permission.
- 3.49 Prisoners at Walpole would receive minor treatment from the Walpole community clinic. For higher-level service, the work camp officer would bring a Walpole patient back to Pardelup on the Friday staff shift change, and a decision would then be made whether to take the prisoner to Albany or have him stay at the farm. As indicated above, Pardelup was limited to four medical transfers per week, conducted by Pardelup officers. In an emergency, more frequent movements were possible, but they were difficult to arrange.

Medication Management

- 3.50 Regular medication for Pardelup was couriered from the Hakea Prison dispensary weekly, departing Perth on Monday morning, and arriving at Mount Barker that afternoon. The Pardelup canteen VSO collected the medication on Tuesday morning, and had it back to the farm by early afternoon. Once sorted, individually named daily medication packs remained in the clinic until Wednesday morning. The clinical nurse delivered the packs to the Duty Office for secure storage in a locked filing cabinet. On the four days that the clinical nurse was not on site, medication was distributed from the Duty Office. When the GP prescribed new medication, the Pardelup medical receptionist could print prescriptions and take them to the Mount Barker pharmacy to have them filled.
- 3.51 Security of medication was good at the health centre. Medication was stored in a locked room at the end of the surgery, accessed by an electronic ‘swipe’. Inside the secure room, Schedule 4 medication was locked in a small steel safe. Schedule 8 medications were not stocked or dispensed. On release from Pardelup, men were given pathology documentation, a list of current medication, and medication pack leftovers, but prescriptions were not released.
- 3.52 Until June 2015, the nurse practitioner had attended the Pardelup health centre five days per week, and the constant presence of a custodial officer had not been considered necessary. Established practice saw the custodial officer tasked with security at the education centre visit the health centre briefly, and then return to the education centre. Since the departure of the nurse practitioner, security at the Pardelup health centre had become an issue, as the contract clinical nurse required more protection. Several weeks after she commenced, a security grill had been installed between the health centre waiting room and the registrar’s office. Duress alarms were fitted at the registrar’s desk, the clinical nurse’s desk, and beside the examination bed in the main surgery. Full-time presence of a custodial officer had not been provided. Enquiries at Karnet and Wooroloo, the other two minimum-security prison farms, indicated that their medical centres had both been allocated full-time custodial officers to provide security.

Recommendation 11

Consistent with practice at other prison farms, a custodial officer tasked with security should be stationed at the Pardelup health centre when prisoners are present.

Health Education

- 3.53 The inspection in 2012 had given rise to a recommendation that Pardelup ‘implement and promote a program and provide ongoing support to further educate prisoners about healthy eating and living’ (OICS 2012a, 39). The Pardelup Education Centre had responded by introducing a ‘healthy eating on a budget’ module, most recently delivered in May 2015 over three days. The comprehensive course covered identification of healthy foods, value-for-money food shopping, dietary guidelines and the ‘food pyramid’, meal planning, and personal weight control strategies. The course concluded with a practical cooking class.

- 3.54 In a parallel effort, Pardelup had formed a Healthy Living Committee, with the education coordinator as chair, and the nurse practitioner, chef supervisor, recreation officer, and canteen VSO as members. The committee monitored healthy lifestyle education delivery, prisoner menu schedules, and recreation services. The committee had also organised a Men's Health Week in December 2014, with health education programs provided by Population Health and Great Southern Aboriginal Health Service.

Management of Substance Abuse

- 3.55 At the time of the inspection, Pardelup was not delivering any dedicated drug and alcohol treatment programs. No prisoners at Pardelup were on Section 8 drugs or methadone, reducing risk at the site. Tobacco addictions were addressed through addictions education delivered by the education centre, and the medical centre was also available for individual consultation on alcohol and drugs abuse. Prisoners could buy nicotine patches from the canteen. A comparison of the pre-inspection prisoner surveys indicated that the number of prisoners receiving assistance to reduce smoking had increased from 29 to 78 per cent.
- 3.56 Comorbidity support had been available from Albany via video link. At the time of the inspection in 2015, Pardelup management were negotiating with Narcotics Anonymous to come on site.

Aboriginal Health

- 3.57 The 2012 Pardelup inspection report commented favourably on an Aboriginal health transition program that employed an Aboriginal Liaison Officer (ALO) with strong community connections to assist prisoners with continuity of health care after release (OICS 2012a, 47). The program, managed by the Great Southern Aboriginal Health Service, had received Council of Australian Governments (COAG) funding which enabled the ALO to work with Aboriginal prisoners at Pardelup for six months pre- and six months post-release. Unfortunately, COAG funding had ceased in June 2015, and the program was terminated.

MENTAL HEALTH AND SPIRITUAL CARE

Mental Health Care

- 3.58 Mental health care was not regarded as an area of risk at Pardelup and prisoners in the pre-inspection survey generally rated psychiatric healthcare as good. Those positive attitudes were understandable, and to some extent reflected the fact that prisoners were chosen for fitness and stability. The relaxed atmosphere at Pardelup was considered therapeutic in itself. If needed, the GP and a psychiatrist could be called on. The psychiatrist was based in Bunbury and visited Albany three days per month, and as Pardelup was en route, stopovers were convenient. Psychiatric assessment via video link was always an option.

Prison Counselling Service

- 3.59 The Albany staffing establishment included a prison counselling service (PCS) team of four, with professional support from Bunbury Regional Prison. One member of the Albany PCS team attended Pardelup every Monday, rotating the duty every three months. Prisoners either

self-referred, or were recommended by staff members or peer support prisoners for intervention. Issues could include coping skills, sleep hygiene, and the like. On the day of the interview the PCS officer had five appointments, three arising from serious incidents in the community involving the family members of prisoners. The average at Pardelup was two or three appointments. The Duty Office called prisoners to the PCS office next to the education centre, but the nature of the appointment was not broadcast.

- 3.60 In counselling sessions, the PCS officer focused on listening and normalising the reaction of the prisoner to the cause of the stress. They discussed coping mechanisms and possible avenues of self-care. A number of men appreciated the opportunity to talk freely in PCS sessions about their attitude to living with sex offenders. The PCS process was not intended to address offending behaviour. The PCS officer reported that staff at Pardelup had scope to develop positive relationships with prisoners, reducing individual stress and this contributed to low numbers of prisoners at risk of self-harm.
- 3.61 The PCS officer was aware of different grieving processes among Aboriginal men, and their ongoing desire to return to country. She was grateful for the chance to have taken part in a cultural sensitising workshop conducted by a respected Nyamal Aboriginal clinical psychologist. That workshop had guided her approach. When funeral applications were denied, Noongar men were encouraged to consider alternate grieving processes. Aboriginal prisoners appreciated the help provided by officers at those times, in particular the extra telephone calls provided. The PCS officer remarked on the stark difference between the help given in those circumstances at Pardelup compared to Albany. Prisoners at Pardelup had reassured her that they would not walk off site following denial of a funeral application.

Religious Needs

- 3.62 The Pardelup Superintendent reported that no spiritual or religious services were regularly provided on site. A relatively new chapel was located behind the education centre and adjacent to the Noongar cultural area, but during the inspection it remained locked as it was used as a store room for musical instruments. A religious individual visited the prison on Wednesday afternoons, leading bible study for interested prisoners.

ABORIGINAL PRISONERS

- 3.63 Australian governments continue to work towards overcoming Indigenous disadvantage (SCRGSP 2014, DCS 2015c). Despite this, imprisonment rates continue to result in worsening justice outcomes for Aboriginal adults and juveniles. In June 2014, the proportion of Aboriginal and Torres Strait Islander (ATSI) prisoners in Western Australia exceeded 40 per cent, while the Aboriginal imprisonment rate of 3,013 prisoners per 100,000 of the ATSI population was 18 times the non-indigenous age standardised imprisonment rate (ABS 2014).

- 3.64 In his overview to the report of the 2012 Pardelup inspection, the Inspector restated the view that Pardelup and other minimum-security facilities could reduce recidivism by delivering enhanced reintegration services. That report included specific recommendations regarding Aboriginal prisoners including:
- Raising the profile of Aboriginal culture at Pardelup by ensuring adequate Aboriginal community engagement, including an Aboriginal Visitors Service and Prison Aboriginal Service Committee.
 - Devising and implementing strategies to progress Aboriginal (particularly Noongar) prisoners to Pardelup, Walpole, or other re-entry facilities in the South West.
- 3.65 In 2013, in response to the 2012 Pardelup Report, the Department conducted consultation and analysis to assess why significant numbers of minimum-security Aboriginal prisoners were not being transferred to Pardelup and other minimum-security prisons. The Department's Draft Report made several findings:
- While both Aboriginal and non-Aboriginal rates of imprisonment have increased, the rate of increase is much higher for Aboriginal people, and Aboriginal women in particular.
 - The increase in Aboriginal imprisonment is not the result of increasing crime rates, but more frequent use of imprisonment for longer periods of time.
 - The increase in imprisonment is largely due to changes in sentencing law and practice, restrictions on judicial discretion, changes to bail eligibility, changes in administrative procedures and practices, changes in parole and post-release supervision, and limited availability of rehabilitative programs.
- 3.66 The Department's Draft Report included the following recommendations:
- Develop prison and prisoner management strategies to address the identified obstacles to Aboriginal prisoners progressing to minimum-security.
 - Undertake further research into the finding that a number of the scored questions in the assessment tools could possibly be having inequitable and negative impacts on Aboriginal prisoners.
 - Prioritise the needs of male Noongar prisoners in the metropolitan and South West prisons (including work, training and program opportunities) to ensure substantively equitable outcomes for male Aboriginal prisoners from the South West.
 - Progress strategies to encourage the use of Pardelup Prison Farm to address the needs of male Noongar prisoners, including OICS' suggestion that there is potential for demountable buildings to be used to expand the capacity of Pardelup, and increase the range of work opportunities and skill development available.
 - Monitor participation rates of Aboriginal prisoners in Section 95 activities, Work Camps, prison work opportunities, and the proportions of Aboriginal prisoners progressing to minimum-security.

- 3.67 The Department appears not to have progressed the findings of the 2013 Draft Report. Even the Department's first *Reconciliation Action Plan*, introduced in December 2015, did not appear to address those findings in sufficient detail (DCS 2015c).
- 3.68 The inspection of Pardelup in 2015 found that while the presence of Aboriginal men at the prison had fluctuated in the three years since the previous inspection, progress had not been sustained. Nine Aboriginal men were present in July 2012, and nine were present in October 2015. Although local prison management had promoted the benefits of Pardelup to Aboriginal prisoners at Albany and elsewhere, during 2015 it had been unable to attract more than 14 from that group at any one time. Rarely had Aboriginal prisoners then progressed to Walpole.
- 3.69 Although data on the progression of Aboriginal prisoners through security levels could be accessed, and records showing their capacity to participate in external activities were available, the Department seemed to have done little with that information. Head office was researching the possibility that scoring questions in assessment tools were hampering the progression of Aboriginal prisoners to minimum-security, but at the time of the inspection, that research had still not been completed.

Recommendation 12

The Department should finalise the review of prisoner assessment tools, and ensure equality of opportunity for Aboriginal prisoners to progress to minimum-security.

- 3.70 In 2010, in response to the 2005 Mahoney inquiry into the management of offenders in custody, the Department established Prison Aboriginal Services Committees (PASCs) in all Western Australian prisons. Those committees were intended to bring prison management, Aboriginal prisoner and community representatives, local Aboriginal service providers, and other appropriate representatives together every month to monitor the departmental management of Aboriginal prisoners. The Department also intended that PASCs should ensure that Aboriginal prisoners had access to appropriate services and programs. The Department reaffirmed its commitment to the PASC process in its *Reconciliation Action Plan* in 2015 (DCS 2015c).
- 3.71 Pardelup had experienced difficulty maintaining an active PASC. In mid-2013, citing a lack of interest on the part of local Aboriginal community members, the Pardelup PASC members decided to merge with the Albany PASC. By October 2013, consultations with representatives of the Southern Aboriginal Corporation (SAC) led to scoping joint involvement in Indigenous Employment Programs. Minutes of the PASC meeting in November 2014 reported that SAC had lost funding for those employment programs. The joint PASC then decided to focus on the provision of pre-release services to Aboriginal men at both prisons, but did not continue to meet.

- 3.72 In 2015, Pardelup lacked a PASC, the Aboriginal Visitors Scheme had ceased visiting, and the prison had failed to develop a structured program of visits by Aboriginal Elders.¹ The PSO from Albany only commenced weekly visits to Pardelup during the week of the inspection.

Recommendation 13

The Department should provide support to Pardelup to help it attract and retain Aboriginal prisoners. Measures should include ensuring the regular presence of the Aboriginal Visitors Scheme at Pardelup, and reinstatement of the Prisoner Aboriginal Services Committee, as required by the Department's Reconciliation Action Plan.

Noongar Perceptions of Pardelup

- 3.73 Noongar prisoners interviewed said that for them, Pardelup was a safe place. They appreciated the zero tolerance policy regarding bullying. They kept a low profile, looked out for each other, and took solace from the relaxed, rural atmosphere. All Noongar men interviewed said they would be prepared to talk with family members and friends and promote the benefits of doing time at Pardelup, as opposed to Albany or metropolitan prisons. They really appreciated the Noongar cultural area. They could access it any time after 3.00 pm, and the carpentry workshop provided wood for fires when regional fire bans permitted.
- 3.74 Aboriginal prisoners had found employment on site at the market gardens, and in previous months in the kitchen, and in both the cabinet and mechanics workshops. Section 95 permission had been granted to two Aboriginal men in March, three in July, and two in August, but at the time of the inspection, none were working off site.



Image 14: Noongar cultural area.

¹ The Department maintains that every effort has been made to have Aboriginal Elders visit regularly.

- 3.75 Aboriginal prisoners recommended that the education centre should arrange for younger Noongar men to get structured education in Noongar history, and associated training in public presentation skills. They felt it could be a real employment opportunity for young men after release, as there was ongoing call for Aboriginal cultural awareness training at work sites across the Great Southern. They also sought the reinstatement of a Conservation and Land Management training program that had seen men taken off site into the bush for species identification, and training in record keeping, cataloguing, and archiving.

Food, Funerals and Access

- 3.76 The inspection report in 2012 had recommended that there be equitable provision of culturally appropriate food, including regular provision of traditional Aboriginal food. In 2015, Noongar men reported that the kitchen had provided kangaroo tails on weekends for cooking in the cultural area. They did tell the inspection team that they would prefer that the skin be left on the tails, and that they would like access to kangaroo meat and damper for regular cook-ups, as had been the case previously.
- 3.77 The departmental restriction on permission to attend funerals continued to cause distress to Aboriginal prisoners. The Department's *Policy Directive 9* even denied prisoners permission to attend the funerals of very significant relatives. Noongar prisoners queried the level of risk associated with minimum-security prisoners attending funerals. They did report that Pardelup provided extra phone calls in recognition of the comfort that contact with family brought to grieving prisoners.
- 3.78 Aboriginal prisoners reported few visits from family while at Pardelup, but did not regard that as distressing. They did regret the lack of AVS, Elders, and PSO visits.

Cultural Support

- 3.79 Aboriginal men had enjoyed the NAIDOC celebration in 2015, but felt that more official and community visitors from Mount Barker and the Albany region should have attended. In their view, the poor turnout served to emphasise the limited connection Pardelup had developed with the Noongar community across the Great Southern region.²

² The Department maintains that every effort has been made to have Noongar community members attend Pardelup on a regular basis.

Chapter 4

DOING TIME

- 4.1 The passage of time is fundamental to the experience of imprisonment. Prisoners at Pardelup told us they appreciated the relatively unrestricted lifestyle at the farm and their engagement in constructive employment made time ‘go faster’. Easing men into that work had become a feature of the prison, with staff at the Education Centre, VSOs, and external training authorities collaborating effectively. Unfortunately, access to Section 95 and PEP permissions to work off site had fallen away since 2012.

EDUCATION

- 4.2 The Pardelup Education Centre had a staffing establishment of one full-time Prisoner Education Coordinator (PEC), shared between two people. An education tutor had also been engaged on contract to deliver information technology skills. At the time of the inspection, one Pardelup PEC was acting in the position of Campus Manager (CM) at Albany, and the other had assumed full-time status at Pardelup, managed by the acting Albany CM. Education staff had taken advantage of professional development opportunities, broadening their educational practice and building awareness and skills pertinent to the custodial workplace.
- 4.3 Education centre staff drove much of the structured induction week for new arrivals, scoping gaps in basic education and delivering work safety training in preparation for employment. After induction, prisoner education prioritised one-on-one sessions for numeracy and literacy, basic information technology training, and facilitation of self-paced learning. The centre timetable had been designed to work around employment schedules, avoiding the competition for prisoner time found at other prisons.
- 4.4 One PEC had developed a suite of original and valid training and assessment Adult Basic Education resources relevant to over 30 units of competency. He had also developed and introduced courses as diverse as Healthy Eating on a Budget, Deadly Foods, and Critical Thinking and Ethics. For that innovative work, head office had nominated the individual for a departmental Staff Recognition Award in 2015 and he won an Excellence Award in the rehabilitation category.
- 4.5 The proportion of prisoners engaging in education at Pardelup was the second highest in the state, at 66 per cent. At the time of the inspection, 49 students had enrolled in 161 units ranging from Certificates I, II, and III in General Education for Adults, through Agriculture, Horticulture, Conservation and Land Management, Business, Information Technology, Construction, and Sport and Recreation. Outcomes, both for enrolment and unit completion, had risen year on year since the 2012 inspection, with 1,318 completions in 2014/15, up from 707 the previous year.

TRAINING

- 4.6 VSOs managed Pardelup Prison industries. They focused on production in their areas of responsibility, the skills development of the prisoners they supervised, and facilitation of training. Prisoners spoke highly of their interaction with the VSOs.

DOING TIME

- 4.7 As with education, training needs assessment commenced during the structured induction week for new arrivals, and VSOs were on hand to deliver basic training and assist with streaming to appropriate employment. Of the 11 VSOs on site at the time of the inspection, six had completed Certificate IV in Training and Assessment, and all held multiple trade-relevant qualifications. Unfortunately, five VSOs had still not been given required, comprehensive entry-level training, despite having been employed at Pardelup for over 12 months [see Recommendation 4].
- 4.8 Relevant VSOs delivered on-the-job traineeships in Horticulture, Kitchen Operations, Agriculture, and Cleaning Operations, while Technical and Further Education (TAFE) staff provided certification when necessary. Great Southern Institute of Technology delivered Certificate III in Workplace Safety as required, and machinery operation courses were delivered monthly by TAFE. Since 2012, 39 prisoners had been enrolled in industry traineeships, with 35 completions. The following table demonstrates how numbers of students and unit enrolments had risen year on year.

Industry Area	2012–2013		2013–2014		2014–2015	
	Distinct Students	Unit Enrolments	Distinct Students	Unit Enrolments	Distinct Students	Unit Enrolments
Agriculture, Horticulture, CLM	62	169	56	188	106	590
Construction	57	138	74	272	75	250
Civil Construction	57	95	43	62	26	26
Hospitality	23	71	5	32	10	21
Mechanical/Automotive	2	13	3	3	1	1
Recreation	7	39	12	111	43	39
Transport and Warehousing	19	47	32	34	24	65
Laundry and Textiles	2	9	1	9	1	6
TOTAL	229	581	226	711	286	998

Figure 2: Pardelup Prison Farm Industry Training 2012–2015.

- 4.9 VSOs were feeling the impact of departmental budget cuts. Both the farm and market gardens reported the need for equipment and machinery upgrades to cope with output and expansion. They felt that a proportion of the proceeds from productive industries should be available to the prison for reinvested to make those industries more sustainable.

DOING TIME

EMPLOYMENT

- 4.10 The agribusinesses at the farm complemented traditional prison industries to ensure that everyone at Pardelup worked. The structured induction week at Pardelup assessed prisoner aptitude, provided basic vocational training, and streamed prisoners to employment in appropriate industries.
- 4.11 Prisoners earn gratuities for engaging in employment. Daily earnings are small by comparison to Australian award rates, with the highest gratuity rate paid on site, level one, equating to just 2.5 per cent of the relevant award. Elsewhere in the Western Australian custodial estate, prisons use a six-level gratuity scale, with a fixed proportion of the workforce apportioned to each level. At Pardelup, in recognition of the intensity of effort required across the site, the two lowest gratuity levels had been dropped, permitting more prisoners to get higher pay.

TRADITIONAL PRISON INDUSTRIES

- 4.12 Prisons across Western Australia generally aspire to self-sufficiency as far as reasonable. To do so they use prisoner labour in industries such as: catering and laundry services, cleaning and facility maintenance, and specialised industrial production selected according to circumstance. As a working farm, Pardelup is able to provide meaningful employment to a greater proportion of its prisoner population than at most other facilities, with industries including horticulture, farming, and the maintenance of related machinery and equipment.



Image 15: Cabinet workshop.

Carpentry/Maintenance

- 4.13 The carpentry workshop employed nine prisoners, providing on-the-job training to develop skills in carpentry, maintenance, and the use of power tools and woodworking machinery. Traineeships in building and construction were available. The Carpentry VSO held a Trade Certificate in Wood Machining, Certificate III in Cabinet Making, and Certificate IV in Training and Assessment.
- 4.14 The workshop was spacious, having been extended since the 2012 inspection. State government funding under the Royalties for Regions program had enabled investment in quality wood-working machinery. Prisoners used a variety of handheld power tools, which were secured appropriately at night. Timber was cut and milled on site, or was bought in as required. The workshop had good dust extraction, and clear separation of woodwork machines and bench workspace. Safety signage was on display.
- 4.15 At the time of the inspection, carpentry/maintenance workers were continuing the renovation of all cells. Prisoners had stripped and repainted each room, and new furniture had been constructed and fitted. On the day of the staff debrief, we observed prisoner maintenance workers repairing a fire extinguisher fitting at the visits centre in a timely and competent manner.

Kitchen

- 4.16 The Pardelup dining room and kitchen were located in a large building on the east side of the accommodation quadrangle. Both were clean and well maintained, but showed their age. The kitchen employed eight men, providing on-the-job training in safe food preparation, kitchen hygiene, and general life skills, and traineeships in Hospitality, Catering, and Cleaning. The Kitchen VSO ('chef supervisor') held a Certificate of Trade Studies (Cooking), and Certificate IV in Training and Assessment. He was assisted by the relief VSO, who also held Certificate IV in Training and Assessment.
- 4.17 The kitchen was spacious and fitted out with industrial catering equipment. Behind the kitchen work area, the chef supervisor had access to a locked office and further back, a smaller room was dedicated to pie preparation and general baking. Pardelup had recommenced pie production in January 2015, and at the time of the inspection was supplying 4,500 pies per week to eight other prisons.
- 4.18 The prison menu changed monthly, and was displayed on the main prison noticeboard. Special dietary requests were recorded, and prisoners on special dietary regimes were listed on the kitchen passageway whiteboard.

Cleaning and Laundry

- 4.19 Cleaning and Laundry industries employed eight and three men respectively, although traineeships were limited.



Image 16: Mechanical and metal workshop.

Mechanics Workshop

- 4.20 At the time of the inspection, Pardelup had recently appointed a Mechanics VSO, bringing skills in fitting, turning, and general mechanical repair. The mechanics workshop employed four prisoners, providing on-the-job training in metalworking, maintenance of all vehicles, tractors and machinery, and metal fabrication. Traineeships in small engine and general mechanics were available. The Mechanics VSO held a Certificate in Mechanical Fitting, and Certificate IV in Training and Assessment.
- 4.21 The door of the mechanic's workshop could not accommodate large earthmoving and agricultural machinery. Consequently, prisoners serviced and repaired that equipment outside on the forecourt. Inside, hazard signage was on display, and storage space provided above an office/training room. Metalworking machinery, including a lathe brought from Albany, was safely separated from the main work floor. Prisoners had constructed a spray booth, and they were repairing, painting, and bringing farm machinery back into service at minimal cost.

Section 95 External Employment

- 4.22 Pardelup had a proud tradition of progressing prisoners to Section 95 permission to work off site on specified projects around the Shire of Plantagenet. In 2012, two Section 95 teams had employed 15 prisoners. In 2015, eight prisoners formed just one Section 95 work party. Activities in 2015 had included weed control in national parks, maintenance of historic buildings, and provision of firewood to elderly ratepayers. The single Section 95 VSO held Certificates IV in Meat Processing, Horticulture, and Training and Assessment. The second Section 95 VSO position was vacant.

Prisoner Employment Program (PEP)

- 4.23 The Department introduced the Prisoner Employment Program in 2008. PEP has since been consolidated into two streams: Career and Employment Services (CES) and Paid Employment (PE). CES includes individual career counselling, resume preparation, coaching in job search skills, and the ability to visit an external agency to assist with job seeking. Prisoners are eligible to participate in CES in the 12 months prior to the earliest release date, and can apply three months before that. At the time of the inspection, eight prisoners at Pardelup were approved for PEP CES ‘Seeking Employment’, permitting them to travel to Mount Barker to attend the Centrelink employment office and search for jobs. Occasional on-site employment and career expos, were also arranged for the benefit of all residents.
- 4.24 Prisoners with a specific offer of employment could apply to participate in the PE stream of PEP, in which they could travel off site on a daily basis to undertake paid full-time employment at applicable industry rates. Continuation of paid employment after release provides financial security and greatly enhances a prisoner’s prospects of effective reintegration into community life. Prisoners are eligible to participate in Paid Employment in the six months prior to the earliest release date, and can apply three months before that.
- 4.25 Pardelup had been less successful assisting prisoners to PEP Paid Employment. Whereas between 2010 and 2012 nine prisoners had found jobs with local employers, since 2012, only one prisoner had been approved for PEP Paid Employment off site for more than one day. In 2015, no prisoners were on PEP Paid Employment, causing more complaints from prisoners than any other issue. Many prisoners said they had applied for transfer to Pardelup specifically to benefit from the earnings and enhanced parole prospects that PEP Paid Employment could provide.
- 4.26 With its relatively remote rural location, Pardelup did face challenges in offering Paid Employment through PEP, and it was also hampered by the lack of a dedicated Employment Coordinator position. However, those challenges are not insurmountable, and should be a priority for Pardelup’s future success and a core aspect of its service delivery mission for reducing reoffending.

AGRICULTURAL INDUSTRIES



Image 17: Hydroponic tomato production.

- 4.27 As the Inspector noted in the report of the 2012 inspection, Pardelup was clearly a prison farm, not merely a prison with a farm attached (OICS 2012a iv). The farm comprises market gardens and orchards, which supply vegetables and fruit to prisons throughout Western Australia, as well as livestock production and pasture farming, which earned a significant profit (partly offsetting correctional expenditures).
- 4.28 Opportunities for employment at the extensive Pardelup market gardens and orchards varied with the season. In March 2015, 23 prisoners worked the fields, but at the time of the inspection, the work force was down to 18, of whom five were Aboriginal. On-the-job training was available in nursery operations, hydroponic and field vegetable growing, irrigation, the application of fertilisers and insecticides, and packing and shipping of produce post-harvest. The senior Gardens VSO had a Diploma in Horticulture and Certificate IV in Training and Assessment, and the second Gardens VSO held certificates in Horticulture, Conservation and Land Management, and Civil Construction.



Image 18: Profit from animal husbandry rose year on year.

- 4.29 Livestock production and pasture farming could employ eight prisoners, but in October 2015, the mixed cattle and sheep operation was running with six workers. On-the-job training followed seasonal demand, and covered maintenance of machinery fences and stockyard, animal handling, and pasture seeding and cropping. Farmworkers had commenced traineeships in Agriculture and Rural Operations. The senior Farm VSO held certificates in Agriculture, Engineering, Plant Operation, and Trade Studies, as well as vehicle operation and emergency management, particularly fire control. The second Farm VSO held certificates in Dairy Farming.
- 4.30 Enrolment in Agriculture, Horticulture, and Conservation traineeships had risen from 56 prisoners enrolled in 106 units in 2013/14, to 106 prisoners enrolled in 590 units in 2014/15. In 2014/15, Pardelup prisoners also had high rates of unit completions in Certificate II in Horticulture (63 students, 128 unit completions), Certificate II and III in Conservation and Land Management (60 students, 192 unit completions), and Certificate III in Rural Operations (52 students, 114 unit completions).
- 4.31 The inspection team noted that some 35 per cent of the prisoners at Pardelup were in agricultural employment. This caused the inspection team initial concern, as the Western Australian Department of Training and Workforce Development (DTWD) had not ranked agriculture highly on its State Priority Occupation List (SPOL), focusing as it did on the metropolitan labour market. Further analysis revealed that 31 per cent of prisoners at Pardelup had given the South West and Great Southern as their last known address, and the prisoner survey suggested a similar percentage would return to the region on release.

4.32 In addition to the state wide SPOL, DTWD had developed the *Great Southern Workforce Development Plan 2013–2016* to define appropriate skill sets to support the farm workforce in the Great Southern (DTWD 2013). That plan identified farmer and farm manager, plant operator, commercial cleaner, laundry worker, forestry worker, and nursery hand (horticulture) as regional profile priority occupations. Pardelup was therefore justified in providing training and employment in those occupations.

Chapter 5

WALPOLE WORK CAMP



Image 19: Walpole Work Camp prisoners cycling to work.

- 5.1 Commissioned in January 1998, Walpole was the first adult custodial work camp facility in Western Australia, opening with one officer and eight prisoners at minimal cost. An existing Main Roads accommodation site had been re-purposed, and development of the Bibbulmun Walk Track, a Department of Conservation and Land Management project, provided constructive and ongoing work opportunities from the outset. A community steering committee, the Walpole Work Camp Community Liaison Group, had been established early to assess project applications put forward by community organisations for allocation to the work camp prisoners. Over the years, reparation and rehabilitation outcomes had been outstanding. Walpole had consistently maintained near-capacity occupancy for the 17 years of its operation, and its relatively small size (never over 12 prisoners) only required one officer on site. At the time of the 2015 inspection, however, occupancy of the work camp had fallen to eight.
- 5.2 Accommodation at the camp in 2015 was single bed self-care in two six-room cottages, each with shared kitchen, dining, lounge, and ablution areas. Prisoners had constructed covered verandas joining the two cottages. Since 2012, improvements had been made to the waste water treatment process, and an emergency generator had been installed on site. A section of one workshop had been partitioned off to create a gym room, quality exercise machinery had been brought in, and a window had been cut into the south wall, affording a pleasant view down the valley. Part of another workshop had been partitioned to provide a tool store and a cleaning products store. Prisoners spoke highly of the quality of life at the camp, the wide range of meaningful work opportunities on and off site, and the positive influence of greater personal responsibility.

- 5.3 The inspection team met with the Community Liaison Group in 2015 to discuss community acceptance of the work camp. Liaison group members discussed many civic projects over the years that could not have been done without input from the camp. They said the work had saved the town hundreds of thousands of dollars. Improvements to the Walpole resource centre, construction of an entrance to the community hall, management of the recreation centre, and refurbishing of the tourist centre were examples of such successful projects. Community acceptance of the work camp had been overwhelming and community safety had not been compromised.

Access for Aboriginal Prisoners

- 5.4 Previous inspections and departmental policy documents had identified work camps as particularly appropriate for Aboriginal minimum-security prisoners. The Department's 2008 *Work Camps Future Directions* paper stated that:
- Regional work camps are well suited to Aboriginal offenders who often struggle to cope with imprisonment in a standard custodial environment (DCS 2008).
- 5.5 A 2012 report by this office found that, Aboriginal men had been well represented in terms of work camp placement around the state. They had occupied around 50 per cent of available work camp beds, while comprising 40 per cent of the prisoner population. That had been partly due to the remote location of most work camps. Between 70 and 75 per cent of available work camp placements had been in the Pilbara, Kimberley, and Goldfields regions, proving ideal for Aboriginal prisoners from those regions (OICS 2012b). Noongar men from the South West of the state had been less fortunate. Since July 2014, no Aboriginal men had progressed to Walpole. Opportunities for rehabilitation and reparation for Noongar men had been lost.
- 5.6 The Acting Inspector summed up the recent history of Walpole in his debrief to Pardelup staff at the conclusion of the inspection in 2015:
- Walpole is the oldest work camp in the estate, with a proud history of near-full occupancy and effective rehabilitation. Unfortunately, the Department has rarely been able to find Noongar prisoners work camp suitable.
 - Men at the camp live in a self-care situation, and most cycle at dawn to work on projects around the town. Trust and respect are palpable.
 - Recently, numbers have fallen, but never below 50 per cent. Walpole community members strongly value the ongoing benefits to the town that the prisoners provide. They urge the Department to keep the camp active and full.

Long-term Viability

- 5.7 As discussed above [see 1.39], changes to the ability for Pardelup to attract and progress prisoners to Section 95 and work camp status may continue to drive occupancy of Walpole down. Strategic planning within the Department must weigh the rehabilitative benefit of time spent at Walpole against continued dependence on the current security classification process.

Appendix 1

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Appendix 2

ACRONYMS

ALESCO	A proprietary HR system used by DCS
ALO	Aboriginal Liaison Officer
ASO	Assistant Superintendent Operations
ASPM	Assistant Superintendent Prisoner Management
ATSI	Aboriginal and Torres Strait Islander
AVS	Aboriginal Visitor's Scheme
CALM	Department of Conservation and Land Management
CCTV	Closed Circuit Television
CES	Career Employment Services
CM	Campus Manager
CMC	Case Management Coordinator
COAG	Council of Australian Governments
CSID	Corrective Services Intelligence Directorate
DCS	Department of Corrective Services in Western Australia
DAFWA	Department of Agriculture and Food Western Australia
DTWD	Department of Training and Workforce Development
EMP	Emergency Management Plan
ERA	Economic Regulation Authority of WA
EVTU	Education and Vocational Training Unit
FTE	Full-Time Equivalent
GP	General Medical Practitioner
IIOM	Individualised Integrated Offender Management
IMP	Individual Management Plan – an individual management plan of residential and program placements for medium and longer term prisoners
IV	Independent Visitor
MAP	Management and Placement
NAIDOC	National Aboriginal and Islanders Day Observance Committee
OHS	Occupational Health and Safety
PASC	Prison Aboriginal Services Committee
PCS	Prisoner Counselling Services
PEC	Prisoner Education Coordinator
PEP	Prisoner Employment Program
PSO	Prison Support Officer
RCMS	Regional Counselling and Mentoring Services Inc.
SAC	Southern Aboriginal Corporation
SCRGSP	Steering Committee for the Review of Government Service Provision
TAFE	Technical and Further Education
TOMS	Total Offender Management Solution – the custodial offender database of DCS
VSO	Vocational Support Officer – a distinct category of uniformed officers employed for particular functions, including those with trade skills
WKRIP	West Kimberley Regional Prison

Appendix 3

ANDERTON REPORT

EXECUTIVE SUMMARY

The farm manager and market garden manager show a high level of commitment and professionalism to the enterprises they manage. Planning to improve the farm and horticulture enterprises is part of the culture and progress is achieved from a number of processes, including strategic planning.

The market garden and farm continue to grow to meet demand and expectations, but with limited resources underpinned by government policy and systems, this constrains the rate of growth. Water availability and replacement of capital equipment are the two major limiting factors.

The Department of Corrective Services have an ambitious self-sufficiency goal, yet the culture appears to have a low level of understanding about agriculture and farm business requirements. For example, the profits are required to return to consolidated revenue, which makes it difficult to manage a capital replacement program. The procurement requirements for expenses more than \$5,000 create further difficulty especially when farm businesses often require items that cost more than this. The Department's policy for vehicles does not work well for farm vehicles.

Minimal financial monitoring and evaluation of farm and market garden enterprises weakens the position to justify expenditure to meet requirements and expectations of the wider goal for self-sufficiency. Evidence based policy decisions to support capital requirements and other expenditure required for expansion is constrained by the level of analysis.

There is a risk that changes in government policy may alter and prisoners may not be able to work on the farm and market garden, which would create short-term difficulties for management.

RECOMMENDATIONS

Recommendation 1:

Systems are organised to manage data required for monitoring and evaluation of farm business and enterprise performance. An option is to access expertise from a farm business consultant to provide the guidance required.

Recommendation 2:

An audit and review of plant and equipment requirements to develop a realistic replacement program. Developing an audit around needs and a Gantt chart of operational requirements for activities will assist with allocation of resources and planning for all operations across the farm as well as identifying the gaps to assist with an appropriate investment program.

Recommendation 3:

A plan to prioritise the farm infrastructure requirements and improvements with an estimate of costs and a schedule for action and completion.

Recommendation 4:

Animal handling and animal welfare training program for prisoners.

Recommendation 5:

Conduct an audit for supply and demand of water and develop a plan for infrastructure requirements. The plan needs to assess the cost of additional infrastructure and consider the benefit from the additional production achieved.

Recommendation 6:

Conduct a scenario analysis to examine different options to meet the departments self-sufficiency objectives in the most cost-effective way possible. Options which could be considered are:

- buying direct from other producers to meet increased demand
- develop collaborative partnerships with other producers
- implementing a feed-lot
- leasing land near the current farms to expand production
- purchase more land

Recommendation 7:

Improve productivity of livestock enterprises by implementing feed budgets to optimise pasture utilisation and plan for conservation of fodder to meet energy requirements for stock. Pardelup should introduce a Lifetime Ewe Management course for staff and prisoners to learn the principles around food on offer, condition scoring of animals and monitoring energy requirements. A risk management strategy is required to manage poor seasons as part of the feed budget and financial planning.

Appendix 4

RESPONSE TO RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>1. The Department should undertake a cost-benefit analysis of agricultural production at its prisons, ensuring economic data is available to inform the development of coordinated agricultural industries planning across the estate.</p>	<p>Supported in Principle</p> <p>Response:</p> <p>As part of the Department's reform, a new organisational structure for Adult Justice Services has been developed and is being implemented. A position has been identified that will oversee industries, including prison farms. Agricultural planning across the estate will be enhanced, which will include a cost-benefit report, incorporating lessons learnt with a view to improving and consolidating the way the Department manages its agricultural industries.</p>
<p>2. Pardelup should be permitted to retain a proportion of its farm revenues for reinvestment in that business.</p>	<p>Not Supported</p> <p>Response:</p> <p>Farm revenues are able to be retained by the Department in accordance with a determination by the Treasurer, pursuant to section 23 of the Financial Management Act 2006. The Department uses these revenues to help fund its highest priority services and activities.</p>
<p>3. Pardelup should improve productivity of livestock enterprises by implementing feed budgets to optimise pasture utilisation to meet energy requirements for stock, introducing a Lifetime Ewe Management course for staff and prisoners, and implementing a risk management strategy to mitigate poor seasons.</p>	<p>Supported in Principle</p> <p>Response:</p> <p>Pardelup will ensure its Farm Management Plan optimises the management of all livestock. Farm VSOs have been directed to produce a feed budget for the upcoming season. This will be an ongoing requirement as fodder production, pasture conditions and livestock numbers vary from season to season. A risk management strategy will be developed that encompasses water supply, pasture availability, fodder production and animal husbandry. A Farm working group has been formed to facilitate a cooperative working environment between the three farms operated by the Department. This is to enable a combined budget, sharing of resources and best farming practices.</p>
<p>4. The Department should ensure that VSOs are provided comprehensive entry level training within six months of commencement.</p>	<p>Supported</p> <p>Response:</p> <p>Entry Level Training for Vocational Support Officers has been reinvigorated and will be delivered within six months of their commencement.</p>

RESPONSE TO RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>5. The Pardelup visits centre should be fitted with closed circuit television cameras to monitor the interior, exterior, and car park.</p>	<p>Not Supported</p> <p>Response:</p> <p>The structural layout of the Pardelup Visitors Centre is currently sufficient for staff to monitor and supervise prisoners and their visitors both inside and outside. The car park is already fitted with closed circuit television cameras.</p>
<p>6. Pardelup should develop strategies and procedures to ensure that on-site staffing levels do not drop below agreed minimum manning levels, especially at night.</p>	<p>Noted</p> <p>Response:</p> <p>The staffing agreements for all prisons are determined by the respective Superintendent, Assistant Commissioner Custodial Operations and members of the Western Australia Prison Officers' Union. At times, it is necessary for the Superintendent to reassess core operational needs and daily priorities and to deploy staff as required, in accordance with section 36 of the <i>Prisons Act 1981</i>. Whilst every effort is made to cover staff absences, especially during night shift, if this is not possible, restrictions are put in place for prisoner movement.</p>
<p>7. The Department should simplify its assessment and qualification pathway for placement at work camps, whilst effectively managing its risk.</p>	<p>Supported – Existing Departmental Initiative</p> <p>Response:</p> <p>The Department is developing a revised and validated Assessment and Classification process as part of the Integrated and Individualised Offender Management Framework. The new process will meet the needs of WA conditions, including population and target groups.</p>
<p>8. The Department should establish a dedicated position to manage re-entry and employment services, including the Prisoner Employment Program.</p>	<p>Supported in Principle</p> <p>Response:</p> <p>It is noted that the inspection concluded that Pardelup was delivering transitional services effectively. The level of resourcing will be determined in the development of the framework for Integrated and Individualised Offender Management.</p>
<p>9. The Department should review Pardelup's trial of on line ordering and delivery of town spends from a supermarket vendor for potential implementation at other facilities.</p>	<p>Supported in Principle</p> <p>Response:</p> <p>The outcomes of the trial of the online ordering system will be shared internally with other prisons that could benefit from knowing more about the system.</p>

RESPONSE TO RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>10. Consistent with practice at other prisons, a custodial officer tasked with security should be stationed at the Pardelup health centre when prisoners are present.</p>	<p>Not Supported</p> <p>Response: The two other prison farms referred to in the report are not comparable due to the significant difference in prisoner population. The Pardelup Health Centre has been fitted with a security grille and duress alarms to the desks and the examination bed. On duty custodial staff are capable of being deployed to the health centre for extended periods, as required.</p>
<p>11. The Department should finalise the review of prisoner assessment tools, and ensure equality of opportunity for Aboriginal prisoners to progress to minimum-security.</p>	<p>Supported – Existing Departmental Initiative</p> <p>Response: The Department is developing a revised and validated Assessment and Classification process as part of the Integrated and Individualised Offender Management Framework. The new process will meet the needs of WA conditions, including population and target groups.</p>
<p>12. The Department should develop strategies to identify and attract suitable Aboriginal prisoners to Pardelup Prison Farm.</p>	<p>Supported in Principle</p> <p>Response: Strategies to identify and attract suitable Aboriginal prisoners to Pardelup Prison farm has been an ongoing consideration for Pardelup. The location of Pardelup can present issues with isolation from family members and as such requires a commitment from prisoners to want to be placed at that facility.</p>
<p>13. The Department should rejuvenate services to Aboriginal prisoners at Pardelup Prison Farm including restoration of regular visits by the Aboriginal Visitors Scheme and Peer Support Officer, facilitation of elder’s visits and other cultural activities, and re-establishing an Aboriginal Services Committee.</p>	<p>Supported – Existing Departmental Initiative</p> <p>Response: The Reconciliation Action Plan outlines the Department’s commitment to providing safer custodial environments for Aboriginal people. An Aboriginal Services Committee will be established and maintained in each prison to provide a focus on the appropriate management and delivery of services to Aboriginal prisoners. Opportunities to further develop the Aboriginal Visitors Scheme are being investigated; which has already seen enhancements such as the culturally-appropriate free telephone support commenced earlier this year.</p>

Appendix 5

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2012 RECOMMENDATIONS

Recommendation No.	Recommendations Report No. 82, <i>Report of an Announced Inspection of Pardelup Prison Farm.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	Maintain Pardelup as a single-cell occupancy facility and ensure that any future expansion is based on single-room accommodation			•		
2.	Maintain, and monitor processes for promoting unity of purpose and direction among staff, including consultative forms of communication and decision-making.				•	
3.	Devise and implement strategies to progress Aboriginal (particularly Noongar) prisoners to Pardelup, Walpole, or other re-entry facilities in the South West.		•			
4.	Ensure equitable provision of culturally appropriate food, including regular provision of traditional Aboriginal food.			•		
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		•			
6.	Support DCS staff who work with Indonesian prisoners with Bahasa language training		•			
7.	Ensure that all foreign national prisoners are able to use a portion of their gratuities for sending remittances to support their dependents while serving their sentence.			•		
8.	Ensure greater clarity in reception and property processes and more consistency in their application.			•		
9.	Implement and promote a program and provide ongoing support to further educate prisoners about healthy eating and living.			•		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE
2012 RECOMMENDATIONS

Recommendation No.	Recommendations Report No. 82, <i>Report of an Announced Inspection of Pardelup Prison Farm.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
10.	Provide peer support and cultural liaison support		•			
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.	•				
12.	Further develop departmental strategies and planning for farming and horticultural production and consumption across the prison system			•		
13.	Build a new dam with a roaded catchment and sufficient depth.			•		
14.	Provide AusChem training to all chemical users and Australian standard storage facilities and processes for chemicals.			•		

Appendix 6

THE INSPECTION TEAM

Andrew Harvey	Deputy Inspector
Jim Bryden	Inspections and Research Officer
Kieran Artelaris	Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Michelle Higgins	Inspections and Research Officer
Susan Stuart	Inspections and Research Officer
Lucy Anderton	Agricultural Economist

Appendix 7

KEY DATES

Formal notification of announced inspection	10 June 2015
Pre-inspection community consultation	4 September 2015
Start of on-site phase	4 October 2015
Completion of on-site phase	8 October 2015
Inspection exit debrief	9 October 2015
Draft Report sent to the Department of Corrective Services	4 March 2016
Draft Report returned by the Department of Corrective Services	5 April 2016
Declaration of Prepared Report	18 April 2016

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



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