



OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES

2019 INSPECTION OF PARDELUP  
PRISON FARM

124

SEPTEMBER 2019

*Independent oversight  
that contributes to a more  
accountable public sector*

## 2019 Inspection of Pardelup Prison Farm

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# Inspector's Overview

## PARDELUP PRISON FARM CONTINUES TO BUILD ON PAST SUCCESS

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Pardelup is a highly performing prison that continues to offer positive opportunities for the prisoners who reside there. One of the most notable aspects is that the prison lives and breathes the Pardelup philosophy of 'Proud to be Pardelup' and we saw evidence that its values of 'Trust, Respect and Integrity' are present throughout their work. Both staff and prisoners can take credit for the sense of community this fosters within the prison.

Pardelup now has a settled and stable management structure which will set a strong foundation stone for the future.

In any successful business, some reinvestment of profits is essential for continued growth and prosperity. The farm and garden operations at Pardelup are no different. It was, therefore, a little disappointing that the Department could not support Recommendation 1 relating to the retention of revenue for reinvestment into operations. Such reinvestment will be crucial if Pardelup is to expand operations and make a stronger contribution to food production for the prison estate.

In both of our previous inspections of Pardelup we commented on the need to increase the number of Aboriginal prisoners at both the prison and work camp. There have been some positive improvements in services and facilities for Aboriginal prisoners at Pardelup but only limited progress on increasing the numbers of Aboriginal prisoners. The momentum needs to continue and build so that Aboriginal prisoners have access to the rehabilitative benefits of a placement at Pardelup.

We observed strong evidence of healthy and positive engagement and relationships with the local communities in both Mount Barker and Walpole. The work of the prison and work camp was highly valued and both facilities have been embraced by their local communities.

Health services were generally quite good, but the loss of dental services through a local Mount Barker dentist has had a significant impact on prisoners' satisfaction levels and there were now long wait times for services.

There are many positive benefits for prisoners and the community more generally in having facilities like Pardelup and the Walpole Work Camp operating as part of the corrections environment. The potential to rehabilitate individual prisoners can have lasting implications for them and their families.

Some of the credit for the success we have seen goes to its unique environment, but the work of management, staff and prisoners in both the prison and work camp deserves the most recognition.

The success of our inspection work is dependent on a lot of hard work and strong working relationships with key stakeholders. I would like to acknowledge the cooperation we received from all stakeholders during this inspection, particularly the Department and the Pardelup leadership and staff. It is also important to acknowledge the significant

## PARDELUP PRISON FARM CONTINUES TO BUILD ON PAST SUCCESS

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contribution of the members of our inspection team. Finally, I would like to acknowledge the efforts of Kieran Artelaris for his hard work in planning the inspection and as principal drafter of this report.

**Eamon Ryan**  
**Inspector**

6 September 2019

## EXECUTIVE SUMMARY

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This was our third inspection of Pardelup. The inspection took place over four days in February 2019, and was guided by our Code of Inspection Standards for Adult Custodial Services. The findings and recommendations in this report are based on evidence gathered from multiple sources throughout the inspection process.

At Pardelup, we found a clear and coherent philosophy that was understood and supported by all staff. The senior management team promoted the motto – ‘Proud to be Pardelup’ – and emphasised the values of ‘Trust, Respect, and Integrity’. These values were apparent in all aspects of the prison’s operations.

Pardelup had suffered from instability and uncertainty surrounding key senior management positions in the 12 months leading up to our inspection. Positively, in the months after our inspection, permanent appointments were made to all senior management positions, providing consistency for the prison moving forward.

The infrastructure and layout of the prison was a key feature that contributed to the relaxed, minimum-security atmosphere. Single-cell accommodation and open grounds created a pleasant environment that was attractive to prisoners, and formed an incentive to comply with prison rules and requirements.

Prisoner numbers had been consistently at capacity, but the proportion of Aboriginal prisoners at Pardelup remained low at 14 per cent. This was a significant under-representation considering that they made up 39 per cent of the statewide prison population. We remain concerned that Aboriginal prisoners are missing out on the rehabilitative advantages of minimum-security facilities like Pardelup.

During 2017, the farm suffered from severe feed shortages and significant livestock losses. This highlighted the risks of not properly managing the farm, and led to more support and oversight of the farm by the Department. Pardelup implemented a new approach to farm management that ensured a more sustainable farm operation. In 2019, the farm was performing strongly, and there was a consistently high level of production in the market gardens and orchards.

The combined value of the farm and market garden operations to the Department was significant. Despite this, Pardelup continually battled to get approval to invest in the farm and gardens. We maintain that it makes good business sense to allow Pardelup to reinvest in the farm and gardens, encouraging improvement and innovation to ultimately increase future production and revenue.

Positive interaction between staff and prisoners formed the basis for good dynamic security, and resulted in valuable intelligence gathering and reporting. This contributed to a safe and settled atmosphere throughout the prison. Both staff and prisoners reported high perceptions of safety.

Security procedures struck an appropriate balance between maintaining a minimum-security atmosphere, and managing security risks. However, some policies and procedures that had been introduced by the Department were irrelevant or unachievable

## EXECUTIVE SUMMARY

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for Pardelup. For example, the direction to secure certain equipment outside the secure perimeter of the prison clearly cannot apply at Pardelup where there is no secure perimeter. We recommend that the Department should, where appropriate, consider granting specific exemptions from system-wide policies for facilities like Pardelup.

Reception and orientation processes were excellent. New prisoners attended a well-structured orientation program for four days after arrival, which provided a sound understanding of not just prison processes and services available, but also the philosophy of the prison.

Pardelup fostered a real sense of community, driven by the 'Proud to be Pardelup' philosophy. This was reinforced daily in the positive interactions between staff and prisoners, and maintained in 'community meetings' held every two months attended by all prisoners and all staff on duty.

Excellent visits facilities and arrangements offset the isolation of the prison. One of the best features of Pardelup was the ready availability of e-visits via Skype.

There were many recreation options within the prison, but they were mainly unstructured, and external recreation activities were limited. This was a result of inconsistent recreation staffing.

Online ordering and delivery for canteen products was highly effective. It meant that a wider variety of items were available, and prisoners paid the same prices as anybody else in the community.

Assessment and case management processes generally worked well at Pardelup, but prisoners were frustrated by delays in external activity approvals.

Basic education was limited, although education staff were responsive to student needs. Pardelup offered an excellent range of short courses and traineeships.

Prisoners were engaged in a wide range of meaningful employment, but Aboriginal prisoners were clustered in the market gardens at lower pay rates. This likely reflected their job skills and prior work experience, but the prison must play a role in overcoming Aboriginal disadvantage.

There was an effective screening process in place to ensure that prisoners transferring to Pardelup were medically stable. Health services were generally appropriate for the population, but prisoners were highly dissatisfied with access to dental care.

A Transitional Manager position had been established at Pardelup. However, there was no Employment Coordinator position, meaning the Transitional Manager was covering both roles. Strict eligibility criteria and lengthy bureaucratic approval processes meant that the Prisoner Employment Program was not viable at Pardelup.

Pardelup maintained a strong relationship with the local communities around Mount Barker, and in Walpole where the Walpole Work Camp is based. The work camp provided a valuable service to the local community, and excellent reintegration for prisoners.



## LIST OF RECOMMENDATIONS

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### RECOMMENDATION 1

Pardelup should be permitted to retain a proportion of its farm and market garden revenues for reinvestment.

### RECOMMENDATION 2

The Department should, where appropriate, consider granting specific exemptions from system-wide policies for facilities like Pardelup.

### RECOMMENDATION 3

Pardelup should develop strategies to broaden work and training opportunities for Aboriginal prisoners.

## FACT PAGE

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### NAME OF FACILITY

Pardelup Prison Farm

### ROLE OF FACILITY

Pardelup is a minimum-security prison for male prisoners, with a focus on preparing prisoners to re-enter the community. As a working farm, Pardelup breeds cattle and sheep, and produces fruit and vegetables for consumption by the prison population in Western Australia. Pardelup also operates a work camp near the town of Walpole.

### LOCATION

Pardelup is located on Noongar land, 27 kilometres from Mount Barker, and 386 kilometres south-west of Perth.

### HISTORY

Pardelup was originally established in 1927 as an outpost of Fremantle Prison. It was downgraded from prison farm to work camp (with reduced prisoner numbers) in 2002. However, it re-opened as a prison farm on 5 March 2010.

Walpole Work Camp opened in 1998, and is the oldest work camp in Western Australia.

### CAPACITY

Prison	84
Work Camp	12

### NUMBER OF PRISONERS HELD AT COMMENCEMENT OF INSPECTION

Prison	82
Work Camp	12

# Chapter 1

## INTRODUCTION

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This was the third inspection of Pardelup Prison Farm ('Pardelup') conducted by the Office of the Inspector of Custodial Services ('the Office'). The inspection took place in February 2019.

### 1.1 BACKGROUND

Pardelup was originally established in 1927 as an outpost of Fremantle Prison. Until 2002, Pardelup operated as a prison, holding a maximum of around 80 prisoners. In 2002, during a short-term drop in prisoner numbers, the Department of Justice ('the Department') downgraded the prison to a work camp, with a capacity of only 20 prisoners. When prisoner numbers rose again, Pardelup was expanded from a work camp to a prison farm with capacity for 96 prisoners (including 12 at Walpole Work Camp) in March 2010.

Pardelup is a minimum-security facility for male prisoners, with a focus on preparing prisoners to re-enter the community. It is the only prison in Western Australia without a secure perimeter fence, and the only prison in which all prisoners are housed in single cells.

The prison compound is located on 2,600 hectares of land. Orchards and market gardens supply produce to the prison system statewide, and the farm operation focuses on raising livestock for sale on the open market. At the time of our inspection, the farm was grazing 750 cattle and 2,900 sheep.

### 1.2 PREVIOUS INSPECTIONS

#### 2012 inspection

Our first inspection of Pardelup took place in 2012, two years after the facility's status as a prison had been restored. The expansion had been successfully managed, and our findings were generally positive (OICS, 2012).

Pardelup had a focused senior management team, with a sound vision for the prison, and strong links with the local community. Rehabilitation was built on respectful, pro-social relationships between prisoners and staff. Prisoners had access to meaningful work and skill development, and a wide range of recreational activities. Pardelup was a secure and safe facility, and prisoners enjoyed above-average health care. Prisoners were provided with good support to re-enter and reintegrate into the community.

Farming and horticultural production at Pardelup had developed well, but we identified a need for the Department to improve strategic management of the farming and horticultural operations at different prisons across the state.

Pardelup was housing a large number of foreign national prisoners (45% of the prison population), most of them Indonesian men convicted of illegal fishing or people-smuggling offences. The prison was meeting the language, cultural, and religious needs of the foreign national prisoners, and facilitated communication with their families and social support networks.

## INTRODUCTION

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However, the majority of the foreign nationals did not receive re-entry and reintegration support because they would be deported upon release. This meant one of the key benefits of Pardelup was wasted on them.

Aboriginal prisoners were under-represented at Pardelup, forming only seven per cent of the prison population (compared to 39% of the total prisoner population statewide). We noted that Aboriginal prisoners have high re-entry needs, and would benefit from the opportunities and support provided at Pardelup. Our recommendation to implement strategies to increase the number of Aboriginal prisoners at Pardelup was supported by the Department.

### 2015 inspection

By the time of our second inspection in 2015, there were no longer any foreign national prisoners at Pardelup, but the number of Aboriginal prisoners had not increased. We again recommended that steps be taken to identify and attract Aboriginal prisoners to Pardelup, and to rejuvenate services for Aboriginal prisoners (OICS, 2016c).

Pardelup continued to deliver a safe and supportive environment for staff and prisoners. The relaxed, open living environment was well suited to end-of-sentence preparation for reintegration into society. Prisoner employment was carefully balanced with education and training, and delivery of health services was adequate. The senior management team had been stable, although a new Superintendent had just started. The budget was under control, and local strategic planning was sound.

Pardelup had expanded its farming and horticultural industries, doubling market garden and orchard plantings, refining hydroponic tomato cropping, and earning significant profit from sale of cattle and sheep. However, we still found that the Department lacked a strategic understanding of the value of agricultural industries across the prison system. We recommended that a cost-benefit analysis be conducted to inform the development of coordinated agricultural industries planning.

Pardelup had potential to further increase agricultural production, but was suffering from an inability to re-invest profits in machinery and equipment. We recommended that Pardelup should be permitted to retain a proportion of its farm revenues for reinvestment in that business.

### 1.3 2019 INSPECTION PROCESS

The on-site inspection was conducted over four days, and included formal and informal meetings with management, staff, and prisoners. Prior to the on-site inspection, surveys were distributed to both prisoners and staff at Pardelup. The survey results assisted in determining the focus of the inspection and provided a source of primary evidence during the inspection. We also sought comment from various community agencies and organisations that deliver services inside the prison.

## INTRODUCTION

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The inspection was guided by the Office's Code of Inspection Standards for Adult Custodial Services. The findings and recommendations in this report are based on evidence gathered from multiple sources throughout the inspection process.

The Deputy Inspector presented preliminary findings to staff and management at the conclusion of the inspection. A member of the inspection team also delivered a presentation to the prisoner group. Further details about the inspection team, and our process leading up to and during the inspection can be found in Appendix 4.

# Chapter 2

## SYSTEMS AND RESOURCES

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### 2.1 PRISON DIRECTION AND MANAGEMENT

#### **The Pardelup philosophy was evident throughout the prison**

At Pardelup, we found a clear and coherent philosophy that was understood and supported by all staff. The senior management team promoted the motto – ‘Proud to be Pardelup’ – and emphasised the values of ‘Trust, Respect, and Integrity’. These values were apparent in all aspects of the prison’s operations. The Strategic Business Plan 2017–2019 places importance on Pardelup’s identity as a re-entry and reintegration prison. The mission statement includes: ‘to prepare prisoners in our care to re-enter community life on release’; and ‘to ensure prisoners are given the necessary work and life skills to reduce the risk of re-offending.’

The way that staff interacted with prisoners was reflected in prisoners’ very positive views of staff. Pardelup values could also be seen in the way that staff approached their work. We spoke to many staff, from senior management to officers on the floor, who were motivated by the belief that Pardelup offered an opportunity to have a positive influence on prisoners. Prisoners also made a commitment to the philosophy and values, and this started during the orientation process [see Chapter 3].

The overall result was a calm and constructive environment that was appreciated by both staff and prisoners. Many staff told us that Pardelup is the best prison in the state, and many prisoners said that being at Pardelup helped prepare them for life in the community again. As one prisoner said to us, ‘This is where you come to recover from prison’.

#### **Pardelup maintained a strong relationship with local communities**

Pardelup ran quarterly meetings with a community liaison group that consisted of representatives from the local shire, police, fire and emergency services, and other agencies. Separate quarterly meetings were also held with the Walpole community, focusing on the work camp.

Cooperation with local government agencies and community organisations was strong. The community work carried out by prisoners in both communities was extensive. As a result, both facilities had been embraced by their local communities.

#### **Senior management instability was a significant issue**

At the time of our inspection in February 2019, uncertainty about three key senior management positions at Pardelup had been ongoing for six to 12 months. This had hindered the prison’s ability to move forward, and had demoralised staff.

Pardelup’s senior management team consisted of just four positions:

- Superintendent
- Assistant Superintendent Operations (ASO)
- Security Manager
- Business Manager

## SYSTEMS AND RESOURCES

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The ASO and Business Manager positions were vacated via the Department's Voluntary Targeted Separation Scheme (VTSS) in March 2018. The Superintendent transferred to Broome Regional Prison in June 2018, filling a position that had also been vacated in the VTSS. This left Pardelup with three of four senior management positions vacant. None had been permanently filled by the time of our inspection in February 2019.

For several months, the Superintendent at Albany Regional Prison also took on responsibility for Pardelup. A different Acting Superintendent was appointed for three months at the end of 2018, before the Albany Superintendent again took over.

Feedback from staff about the Albany Superintendent was consistently positive, but most pointed out that there were limits to what he could achieve when he was only on site one day per week. There was also very positive feedback about the period October–December 2018, when there was an Acting Superintendent on site full-time. Staff felt that the prison operated well at this time, with clear and consistent direction. However, this arrangement ended, and Pardelup was again added to the responsibilities of the Albany Superintendent. The loss of full-time leadership and change of direction was unsettling for the prison.

The ASO position was covered by a Senior Officer, and the Business Manager position by the Administration Coordinator. Both were on rolling monthly Higher Duties Allowance (HDA) agreements. Much time and energy was spent on renewing these and other HDA agreements, and at times it was difficult to get timely approval from head office.

On more than one occasion, head office did not approve a new agreement until after the previous agreement had ended. As a result, staff acted in a higher position for a week or two without being paid at the higher level. The uncertainty of the situation made it difficult to backfill other positions. For the Acting ASO and Acting Business Manager (and others in the administration team), it meant elevated workload and stress. Pardelup staff complimented both the Acting ASO and the Acting Business Manager, saying they had done a great job in challenging circumstances.

It was a credit to all involved that the prison continued to operate at a high level. But it was frustrating for the acting senior managers, staff, and prisoners that progress had been slowed by the ongoing uncertainty. This contributed to a strong sense among staff that Pardelup is forgotten, and not valued by head office.

In the staff survey, 76 per cent of respondents reported good support from local management. However, no respondents reported good support from head office; 41 per cent reported mixed support; and 53 per cent said support from head office was poor. This was consistent with feedback received during the inspection.

Pleasingly, in the months after our inspection, the Department addressed the issue of senior management instability. By June 2019, permanent appointments had been made to all senior management positions. This was a positive development, and would provide certainty and consistency for the prison moving forward.

## SYSTEMS AND RESOURCES

### 2.2 STAFF

#### A small staffing group meant any vacancy or absence had an impact

Pardelup had a relatively small staffing group, with 49 full-time equivalent (FTE) staff positions. Only four positions were vacant, but as previously discussed, three of these were in senior management, and this had a significant impact.

**Table 2-1: Number of positions and current staffing levels at Pardelup Prison Farm, February 2019**

Type of position	Number of positions	Current staffing
Public servants	7	4
Senior Officers	8	8
Prison Officers	17	17
Vocational and Support Officers	13	12
Work Camp Officers	4	4
<b>TOTAL</b>	<b>49</b>	<b>45</b>

Although there was only one vacancy in Vocational and Support Officer (VSO) ranks, two other positions had not been filled until shortly before our inspection (Farm Officer and Stores/Canteen Officer). One of the Chef Instructors in the kitchen had also been absent for substantial periods on personal leave and workers' compensation leave. The remaining vacant position was the Relief VSO, which made it difficult to cover the other vacancies and absences within the VSO group. As a result, VSOs from non-essential areas (such as recreation) were frequently redeployed to essential areas (such as the kitchen). A negative impact on recreation services was inevitable [see Chapter 3].

There were no vacancies in custodial staffing, but there had been two Senior Officers acting in other positions for much of the preceding 12 months (one as ASO, and one covering the vacant Farm Officer position). This was significant for a Senior Officer group of only eight, and it had a flow-on effect in prisoner officer ranks.

The number of prison officers on shift at any given time is low at Pardelup – as low as five on day shift, and two on night shift. Any uncovered absence or vacancy had an immediate effect on how the prison operated. The willingness and flexibility of custodial staff, and the minimum-security philosophy of Pardelup, meant that all services usually continued, even when the prison was short-staffed. Some staff expressed concern that this sometimes resulted in a lack of custodial supervision for certain areas of the prison. However, we considered that the arrangements in place were sufficient to manage this risk.

In the 2016 inspection report, we noted that, in the event of an emergency medical escort during night shift, staffing in the prison could drop to dangerously low levels. We recommended that Pardelup develop strategies and procedures to prevent this from happening (OICS, 2016c, p. 24). It remained a risk in 2019, although the prison would



## SYSTEMS AND RESOURCES

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always call staff in on overtime in this situation. The number of officers on night shift is unlikely to increase unless the number of prisoners at Pardelup increases.

### 2.3 INFRASTRUCTURE AND MAINTENANCE

#### **Infrastructure was well-maintained, and a valued element of the prison**

Pardelup's core infrastructure is very old, but remained in good condition. The prison compound was refurbished when the prison re-opened in 2010, and there was a program of routine maintenance. More substantial works had been carried out in the prisoner ablutions block in 2016, involving replacement of plumbing and a refit of the interior. The ablutions block was in excellent condition during our inspection.

The infrastructure and layout of the prison was a key feature that contributed to the relaxed, minimum-security atmosphere. The absence of a perimeter fence means that there is no visible secure infrastructure at Pardelup. Prison buildings are single-storey and domestic-scale. Prisoners are accommodated in rooms, rather than cells – they cannot be locked in by staff. Accommodation is basic, but prisoners highly valued the fact that they do not have to share a room.

The grounds of the prison are open, and featured well-maintained lawns and established trees. Prisoners tended to vegetable gardens and flower beds immediately outside their rooms. Overall, Pardelup provided a pleasant environment that was attractive to prisoners, and formed an incentive to comply with prison rules and requirements.



*Photo 1: Gardens and open spaces contributed to a pleasant atmosphere.*

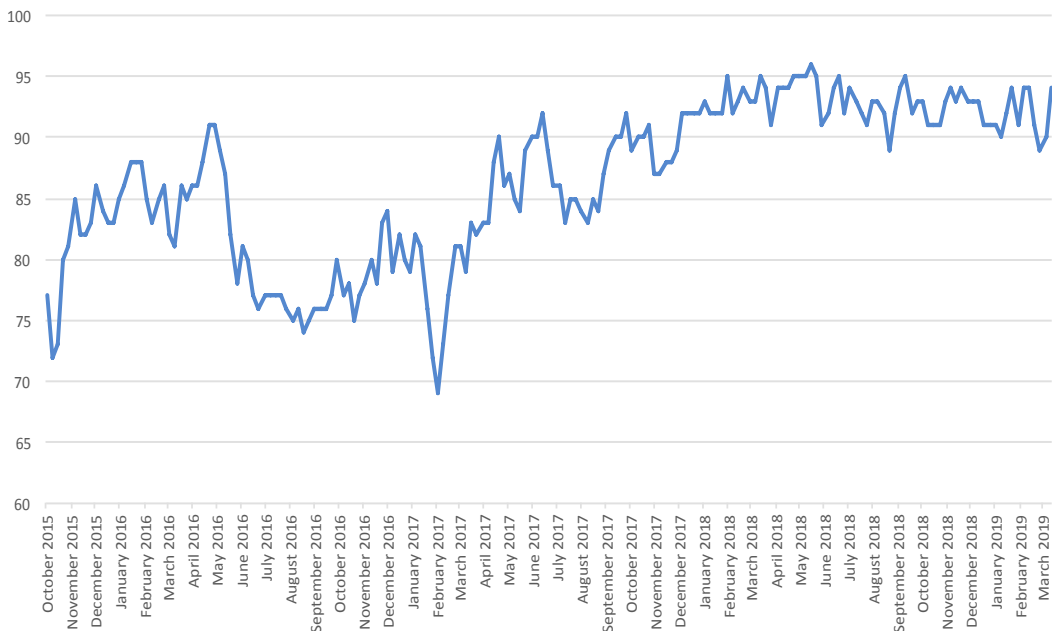
## SYSTEMS AND RESOURCES

### 2.4 PRISONER POPULATION

#### Prisoner numbers had been consistently at capacity

Pardelup has a total capacity of 96 prisoners – 84 beds at the prison plus 12 at the work camp. During our 2015 inspection, we noted that prisoner numbers had been well below capacity for some time – in the low eighties for most of 2013, and down into the low seventies in 2014. At the time of the 2015 inspection, there were just 76 prisoners at Pardelup (OICS, 2016c, pp. 5–6). We considered it a missed opportunity that a prison operating so well was not being fully utilised.

Numbers continued to fluctuate after the 2015 inspection, remaining very low in the second half of 2016 and first half of 2017. By that time, the prison population throughout the state was growing steadily, and there was constant need to disperse prisoners from the overcrowded metropolitan prisons. Positively for Pardelup, this meant that the Department increased its focus on moving prisoners through the system to minimum-security prisons. Since the end of 2017, Pardelup had been consistently at or close to capacity. At the time of our 2019 inspection, we were pleased to find that Pardelup had only two spare beds. Maintaining high numbers at Pardelup maximises the benefit to prisoners, and strengthens the ongoing viability of the prison.



**Figure 2-1: Number of prisoners at Pardelup Prison Farm, October 2015 – March 2019**

## SYSTEMS AND RESOURCES

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### **The state's assessment backlog was a threat to numbers at minimum-security**

There was a risk that prisoner numbers at Pardelup would not be maintained because of the backlog in the Department's prisoner assessment process. The most important prisoner assessment, the Initial Individual Management Plan (IMP), is normally completed before any prisoner can be sent to Pardelup. The Initial IMP sets out a prisoner's security rating, education and training needs, program requirements, and prison placement. This document guides a prisoner's movement through the system, and progression towards minimum-security rating.

However, in our 2018 inspection of Hakea Prison, we found that the assessment system was struggling to cope with the rising numbers entering the prison system (OICS, 2019, pp. 11–12). There was a significant backlog of more than 800 outstanding Initial IMPs by the end of 2018. For Pardelup and other minimum-security prisons, this backlog potentially reduced the pool of prisoners available to progress to minimum-security placements.

### **The proportion of Aboriginal prisoners at Pardelup remained low**

In previous reports, we have expressed concern at the low proportion of Aboriginal prisoners benefiting from the rehabilitative advantage of minimum-security facilities like Pardelup and Walpole Work Camp (OICS, 2012, pp. 20–24; OICS, 2016c, pp. 40–44). We made several recommendations aimed both at getting more Aboriginal prisoners to Pardelup, and increasing cultural support for Aboriginal prisoners at Pardelup. In response to our 2012 report, the Department undertook its own analysis to determine why Aboriginal prisoners were not reaching Pardelup and other minimum-security prisons. This resulted in a draft report with a number of findings and recommendations (OICS, 2016c, pp. 41–42). Unfortunately, this draft report was never finalised, and Pardelup was left to make its own efforts to identify and attract eligible Aboriginal prisoners.

Since our 2015 inspection, Pardelup had made positive progress on Aboriginal services within the prison. They had re-established an Aboriginal Services Committee, and arranged regular fortnightly visits by the Aboriginal Visitors and the Prison Support Officer from Albany Regional Prison, as recommended in our 2016 report (OICS, 2016c, p. 43). The cultural area was a good space, and well-maintained, but was not frequently used outside of specific events such as NAIDOC Week. The kitchen provided kangaroo meat to prisoners on request, but again this option was not frequently taken up.

There had been limited progress on the fundamental issue of low Aboriginal numbers, and Pardelup ultimately had very little influence on this. At the time of our 2019 inspection, there were 13 Aboriginal prisoners at Pardelup – 14 per cent of the prison population. This was only marginally higher than the figures during the 2015 inspection – nine Aboriginal prisoners representing 12 per cent of the prison population. Aboriginal prisoners remained significantly under-represented considering that they made up 39 per cent of the statewide prison population.

## SYSTEMS AND RESOURCES

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***Photo 2: The cultural area at Pardelup.***

It was also rare for Aboriginal prisoners to be placed at Walpole Work Camp, and there were none at the time of the inspection. We understand there may be cultural reasons why Noongar prisoners are reluctant to accept placement at Walpole. It may be time for the Department to consult with the local Aboriginal community about ways to overcome this.

### **There was potential to increase prisoner numbers at Pardelup**

During our inspection, we learned that local management had been exploring options to increase the capacity of the prison. This had been discussed with staff, and there was general consensus that Pardelup could comfortably accommodate an additional 15–20 prisoners, provided the appropriate infrastructure was in place.

We agree with this assessment, noting that any decision to expand capacity must take into account the Department’s projected demand for minimum-security beds. The prison is performing well, and is in a strong position to manage additional numbers. The key would be to ensure that the philosophy and atmosphere of Pardelup is maintained.

## SYSTEMS AND RESOURCES

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### 2.5 FARM MANAGEMENT

#### **Farm mismanagement in 2017 had prompted a change in approach**

During our 2015 inspection, we engaged the expertise of an agricultural economist, who made findings about the need to carefully manage livestock feed and pasture. Our recommendations included 'implementing feed budgets to optimise pasture utilisation to meet energy requirements for stock ... and implementing a risk management strategy to mitigate poor seasons' (OICS, 2016c, p. 17).

Unfortunately, during 2017, the farm suffered from severe feed shortages and significant livestock losses. This highlighted the risks of not properly managing the farm, and led to more support and oversight of the farm by head office. The Acting Business Manager focused more on the farm, and developed better communication with the Acting Farm Supervisor (who was eventually appointed permanently in June 2018).

The farm began to recover, but the following season saw very low rainfall in the region, resulting in poorer quality pasture. Pardelup again experienced livestock losses, mainly associated with nutrient deficiency in pregnant ewes. This time such losses were common across the district. Pardelup sought advice from local farming and livestock experts, and ultimately the senior management team and the Farm Supervisor agreed upon a new approach to farm management.

The aim of the new approach was to ensure a more sustainable farm operation by reducing livestock numbers, improving pasture quality, and producing surplus feed. This would give the farm a stockpile of feed in the event of a poor season. Pardelup had also experimented with summer crops to reduce reliance on feed stores. Holding surplus feed would open up late-season opportunities to purchase under-conditioned lambs and fatten them up for market at increased profit.

This new approach seemed entirely sensible. It ensured the ongoing viability of the farm, and still provided potential for controlled expansion in the future.

#### **Farm and gardens production was very strong, limited only by investment**

At the time of our 2019 inspection, the farm was performing strongly. The Farm Supervisor and the Acting Business Manager were pursuing the new approach with success. A new Farm Officer had been appointed a few weeks before the inspection, providing welcome support to the Farm Supervisor. In horticulture, the two gardens officers drove a consistently high level of production in the market gardens and orchards. The hydroponic shed was prolific, supplying 15 tonnes of tomatoes to the prison system each year. The most recent addition was an aquaponic system that was producing around 650 kilograms of herbs per year.

## SYSTEMS AND RESOURCES

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*Photo 3: Hay bales on the farm.*



*Photo 4: Herbs growing in the aquaponic system.*

## SYSTEMS AND RESOURCES

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The combined value of the farm and gardens operations to the Department was significant. In 2018–2019 produce from the gardens worth an estimated \$250,000 was used throughout the system. In the same period, livestock from the farm was sold on the open market, with anticipated revenue of \$580,000. Despite this, Pardelup continually battled to get approval to invest in the farm and gardens.

In our 2016 inspection report, we recommended that the Department ‘should undertake a cost-benefit analysis of agricultural production at its prisons’ to inform planning across the system. In 2019, the basis for the Department’s decisions about Pardelup still seemed unclear. Proposals from Pardelup to increase staffing, upgrade equipment, and expand production had not been approved by head office. The Department was interested in expanding production at Pardelup, but was not willing to spend money.

We also recommended that ‘Pardelup should be permitted to retain a proportion of its farm revenues for reinvestment in that business’ (OICS, 2016c, p. 17). The Department did not support this recommendation (OICS, 2016c, p. 60). We maintain that it makes good business sense to allow Pardelup to reinvest in the farm and gardens, encouraging improvement and innovation to ultimately increase future revenue. We believe that this recommendation is still valid, and restate it below.

### **Recommendation 1**

Pardelup should be permitted to retain a proportion of its farm and market garden revenues for reinvestment.

# Chapter 3

## PRISON OPERATIONS AND LIVING CONDITIONS

### 3.1 SAFETY AND SECURITY

#### Staff-prisoner interaction was good, and perceptions of safety were high

One of the key features of Pardelup was the positive relationship between staff and prisoners. This was evident throughout the prison in the way that staff and prisoners interacted with each other, reflecting the prison's stated values of 'trust, respect, and integrity'. In our pre-inspection prisoner survey, respondents reported good relationships with all groups of staff, with results significantly higher than the state average.



**Figure 3-1: Percentage of prisoner survey respondents reporting a good relationship with staff, January 2019**

Strong interaction between staff and prisoners formed the basis for good dynamic security, and resulted in valuable intelligence gathering and reporting. The Security Manager noted that, although there were no resources for a specific security team at Pardelup, every staff member contributed to the security of the facility. Staff had good awareness of any issues that were arising among the prisoner group, and were often able to address them before they caused problems. This contributed to a safe and settled atmosphere throughout the prison.

Both staff and prisoners at Pardelup had high perceptions of safety:

- 94 per cent of prisoner survey respondents said they mostly feel safe.
- 76 per cent of staff survey respondents said they almost always feel safe, and 18 per cent said they mostly feel safe.

Prisoners were generally satisfied that any bullying or aggressive behaviour by other prisoners was quickly identified, and the offenders were transferred out of the prison. The threat of being transferred out was an effective deterrent to misbehaviour because placement at Pardelup was valued so highly by prisoners.



## PRISON OPERATIONS AND LIVING CONDITIONS

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### **Security procedures were appropriate for the type of facility**

Appropriate procedural security at Pardelup is about the balance between maintaining a minimum-security atmosphere, and managing security risks. Most prisoners do not want to risk being moved out of Pardelup so they will follow the rules unless they think there is a very low chance of being caught. Security procedures therefore need to be tight enough that prisoners feel the chance of being caught is too high. But not so obtrusive as to ruin the sense of trust and freedom that makes Pardelup a desirable destination for prisoners. This balance appeared to be right during our inspection.

Pardelup had a robust regime of random and targeted urine testing and breath testing, and positive test results were very low. Waste water testing also indicated very low drug use within the prison. This is a notable achievement given the open nature of the facility.

Staff undertook routine and targeted monitoring of prisoner telephone calls, and the small size of the prisoner population meant it was possible to cover a large proportion of calls. This was another good source of intelligence for Pardelup.

Staff conducted regular and random perimeter patrols, and mobile surveillance cameras were also used to monitor the perimeter. The Security Manager had created a randomly generated cell searching matrix that ensured all cells were searched within a 90-day period. All staff were subject to searching, with five random pat down and bag searches conducted each day. This represented a significant proportion of staff on site – about 35 per cent on weekdays, and 80 per cent of staff on weekends.

The Security Manager had also developed a closer working relationship with the drug dog handler from Albany Regional Prison, which resulted in more frequent attendance of the drug dog at Pardelup. Members of the Albany Security Unit had also attended on a few occasions, which had increased the security presence on site and allowed specific security operations to be run.

Within budget limitations, Pardelup had been quite active in exploring technological innovations in the security area. Mobile cameras were useful in monitoring an extensive and insecure perimeter, and staff used a device that detected mobile phones with some success. The prison had even trialled the use of a drone for aerial surveillance.

### **Emergency response plans were comprehensive, and tested regularly**

Pardelup had comprehensive emergency management documentation, with individual response plans for a wide range of specific emergency situations. This is especially important for a site like Pardelup because of its isolation. Emergency planning had an appropriate focus on the particular risk of bushfire. The prison had developed a special risk plan and a bushfire threat plan with the Department of Fire and Emergency Services (DFES).

The prison ran a mix of live and desktop emergency exercises – roughly one per month – ensuring staff maintained knowledge of how to respond to emergency incidents. Around the time of our inspection, emergency planning was put into practice successfully.

## PRISON OPERATIONS AND LIVING CONDITIONS

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Pardelup staff responded well to two separate medical emergencies within the prison – one involving a staff member and one involving a prisoner.

### Some Departmental policies were irrelevant or unachievable for Pardelup

In the 12 months prior to our inspection, the Department had introduced several system-wide policies in response to specific incidents such as the riot at Greenough Regional Prison, and the Corruption and Crime Commission's 'Report into inadequate supervision of prisoners whilst in the community' (CCC, 2018).

Some of these, such as tightening of procedures around external activities, have made it more difficult for the prison to operate. Some are even impossible to comply with. For example, searching procedures that require two officers cannot be followed at Walpole Work Camp where there is only one officer.

Others are plainly irrelevant to a minimum-security environment with no fence. For example, the direction to secure all power tools and ladders outside the perimeter of the prison clearly had no application at Pardelup.

It was a source of frustration for many staff that Pardelup does not seem to be considered when implementing such policies. Several staff expressed concerns that, if something went wrong, they would still be held liable for failing to comply with policy, even where the policy is impractical at Pardelup. We have found similar problems with the application of blanket policies at other minimum-security facilities around the state (OICS, 2018, p. 20).

### **Recommendation 2**

The Department should, where appropriate, consider granting specific exemptions from system-wide policies for facilities like Pardelup.

## 3.2 RECEPTION AND ORIENTATION

### Reception and orientation processes were excellent

The reception process at Pardelup was thorough, but relaxed, serving as an appropriate introduction to the minimum-security environment. Prisoners have usually spent time at one or more prisons before arriving at Pardelup. As a result, they are far less likely to be distressed upon arrival. In our pre-inspection prisoner survey, 81 per cent of respondents stated that they were not upset when they first came to Pardelup. Even so, entering a new and unfamiliar environment can be stressful, and the reception process plays an important role in making that transition easier.

There were several key elements that made this successful at Pardelup. Prisoners always arrived on Tuesday each week, enabling a well-structured reception and orientation program. Staff interacted with prisoners in a respectful and friendly manner. The initial interview with each prisoner was undertaken in private, with other prisoners waiting outside the reception centre. Prisoners were given clear information about what was

## PRISON OPERATIONS AND LIVING CONDITIONS

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happening, and what was going to happen later that day and for the rest of the week. There was a prisoner working in reception, and a member of the peer support team, both involved in welcoming new prisoners. New prisoners also received a comprehensive orientation booklet as part of their reception pack.

Orientation commenced immediately after reception with a tour of the prison conducted by the peer supporter. This was not just an explanation of the physical layout of the prison, but also how processes worked, and how to access specific services. This was a very effective introduction to the prison for new prisoners – 87 per cent of survey respondents said that they received enough information to understand how the prison works when they arrived.

Orientation continued for the first four days after arrival, with a schedule of activities. This included information sessions on health services, education, transitional services, and case management. It also included education sessions on work safety, and food hygiene; and an assessment of literacy, numeracy, and computing skills [see Chapter 4].

To finish their first week, all new prisoners met with the ASO to be welcomed to Pardelup. The ASO outlined Pardelup's values – 'Trust, Respect, Integrity, and Passion' – and emphasised personal responsibilities. Prisoners even received a silicone wristband bearing the 'Proud to be Pardelup' motto, and values of 'Trust, Respect, Integrity, and Passion'.

All these elements combined to form an excellent orientation process. Prisoners were given a sound understanding of not just prison processes and services available, but also the philosophy of the prison.

### 3.3 PRISON COMMUNITY AND PEER SUPPORT

#### **Pardelup fostered a real sense of community, and peer support was strong**

The sense of community at Pardelup started with prisoners being welcomed by the ASO, and introduced to the 'Proud to be Pardelup' philosophy. This was reinforced daily in the positive interactions between staff and prisoners. The sense of community was maintained in 'community meetings' held every two months in the visits centre. These meetings were attended by all prisoners, and all staff on duty. They were an opportunity for staff to address the prisoner group to pass on information, and for prisoners to raise questions or requests. Community meetings were well-attended, and respected by both staff and prisoners. The sense of community was an important aspect of the atmosphere at Pardelup, with misbehaviour seen by most as letting down the community.

Many prisoners told us that the Pardelup community was supportive, and prisoners looked out for each other. In this sense, peer support was a collective responsibility, and the work of the peer support team was a valuable complement to this. There were four prisoners on the peer support team, including one Aboriginal prisoner. The peer support team were active within the prisoner group, identifying and resolving issues, providing

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support or mediating where necessary. They were centrally involved in the orientation of new prisoners, and also functioned as representatives of the prisoner group (like a Prisoner Council in some of the larger prisons). The peer support team met with the ASO every two weeks, and discussed issues on behalf of the prisoner group. These meetings were minuted, and an outline of each meeting was posted on notice boards around the prison. The peer support team also provided input to menus and canteen lists. Members of the peer support team stated that their role was respected by staff at all levels, and issues they raised were taken seriously. The peer support team functioned effectively, providing emotional, social, and cultural support to fellow prisoners, and representing the views of the prisoner group to senior management.

### 3.4 FAMILY AND SOCIAL CONTACT

#### **Visiting arrangements were outstanding, and offset the isolation of the prison**

The visits centre was the newest building at Pardelup, constructed in 2014. It remained in good condition, and provided a spacious and family-friendly environment. The excellent facilities included wide verandas, and an expansive lawn area; an indoor child play area, and an outdoor playground; a kitchen, and barbeques; and toilets for visitors.



*Photo 5: Visits – indoor area.*

## PRISON OPERATIONS AND LIVING CONDITIONS

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**Photo 6: Visits – outdoor area.**

Visit sessions ran from 9.00 am – 2.00 pm on weekends and public holidays. Visitors were permitted to stay for the whole five hours, and the prison provided a cooked lunch. This was an appropriate recognition of the fact that Pardelup is quite isolated, an hour's drive from Albany, and four hours' drive from Perth. It made the trip worthwhile for family and friends of prisoners.

The atmosphere during visit sessions was pleasant and relaxed. Prisoners and their families spoke highly of the experience. Results from the prisoner survey were also positive – 81 per cent of respondents said that their visitors were treated well by staff, and 68 per cent said that visits were easy to access at Pardelup. Another 17 per cent said that they had never received visits at Pardelup, which reflected the isolation of the prison.

### **Access to mail, telephone calls and e-visits was very good**

Other forms of social contact were particularly important to overcome the isolation. Mail was used regularly by prisoners to keep in touch with family and friends. In the prisoner survey, 85 per cent of respondents said it was easy to contact family using mail. Telephone calls were even more popular, with 100 per cent of survey respondents reporting easy access.

One of the best features of Pardelup was the availability of e-visits via Skype. E-visits were a well-established service at Pardelup, having been in place for well over six years. However, audiovisual reception had been poor at times, and often the feed would drop out altogether. In our 2019 inspection, we were pleased to find that these issues had been

## PRISON OPERATIONS AND LIVING CONDITIONS

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resolved. In early-2018, a new booth for e-visits had been built outside the canteen, with an improved internet connection. Since then, the service had been faultless.



**Photo 7: The new e-visits booth**

E-visits are available at several other prisons, including Hakea Prison and Acacia Prison (OICS, 2019, p. 22; OICS, 2016a, p. 40). But no other prison matched the level of access provided by Pardelup. Prisoners were permitted three 20-minute e-visits each week at no cost. Prisoners recognised this as a unique feature of Pardelup, and valued the service highly. Sixty-six per cent of prisoner survey respondents said it was easy to contact their family via Skype, compared to the state average of only seven per cent.

Applications for e-visits were processed and approved by the prison promptly, and the use of the service was flexible. One prisoner told us he had been able to use Skype to attend the wake of a family member. Another had used Skype to attend parent/teacher meetings for his child in the eastern states.

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The e-visit service at Pardelup was very good practice, with obvious benefits in terms of helping prisoners to remain connected with their families. If Pardelup – a small prison with limited resources in an isolated regional location – can make e-visits accessible, it should also be possible in other prisons.

### 3.5 RECREATION

#### **There were many recreation options in the prison, mainly unstructured**

Pardelup had a good range of active and passive recreational activities available to prisoners. Facilities included a full-size oval, beach volleyball court, hard court for basketball and tennis, and cricket nets. The gymnasium was a good size, and well-equipped with weights and exercise machines. It was open to prisoners from 5.00 am – 9.30 pm (but prisoners were not supposed to use the gymnasium during the working day unless they were off shift). In the prisoner survey, 87 per cent of respondents said the gymnasium was good.

The recreation hall contained two pool tables, a table tennis table, and a dart board. Pool and darts competitions were held throughout the year, and bingo ran every fortnight in the visits centre. Board games were available, and prisoners could borrow books from the library. Televised sports were broadcast on a projector screen in the recreation hall on weekends, often attracting a good crowd of prisoners.

The Recreation Officer had been redeployed extensively over the preceding two years, mainly covering absences in the kitchen. This greatly reduced the attention given to recreation, and meant that organised sporting matches or competitions happened less frequently. Many prisoners were happy to be self-motivated and self-directed, and valued the freedom to choose when they wanted to recreate. But others craved more organised sport. This was reflected in the prisoner survey – 42 per cent of respondents said the amount of organised sport was good, but 58 per cent said it was poor.

The situation was frustrating for the Recreation Officer who had been unable to pursue many of his plans for recreation. At the time of the 2019 inspection, the prison intended to recruit and fill the vacant Relief VSO position. This would hopefully reduce the redeployment of the Recreation Officer (and other VSOs).

#### **External recreation activities were limited**

Many prisoners wanted more opportunities to participate in community sporting competitions outside the prison. When we first inspected Pardelup in 2012, prisoners were playing several different sports in Mount Barker, and this was a key aspect of the prison routine (OICS, 2012, pp. 39–40). Since then, it had become more difficult to take prisoners outside the prison for recreation. The Department's processes for approving external activities, as provided for in Section 95 of the *Prisons Act 1981* (WA), were stricter, and more laborious. When we inspected again in 2015, Pardelup prisoners had not participated in any external recreation for more than 18 months.

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In 2019, the situation had improved, with more frequent external recreation taking place, but this was still relatively limited. The level of participation was mainly dictated by staffing. The Recreation Officer was only allowed to take eight prisoners at a time out of the prison, and his availability had been limited by regular redeployment. He was rostered to work alternate weekends, but with support from local management he was able to swap his shifts when necessary to cover weekend activities.

During the football season, Pardelup prisoners had served Mount Barker Football Club as boundary umpires, time keepers, and field runners (but not as players). A Pardelup soccer team had played in a local league from October–December 2018. However, it had been necessary to withdraw Pardelup teams from most local sports competitions because regular attendance could not be guaranteed.

Involvement in external recreation is valuable for prisoners' rehabilitation and reintegration into the community. It also aids the community by providing participants to boost local sporting competitions. This could be a greater priority for Pardelup. More consistent staffing might enable more regular participation in external recreation.

### 3.6 FOOD AND CANTEEN

#### **Meal quality had improved, and prisoners valued the opportunity to self-cater**

Kitchen operations were of a high standard, with adequate and well-maintained equipment, and satisfactory health and safety regimes in place. The kitchen was run by two Chef Instructors, and 12 prisoners who had all completed basic food safety training.

In mid-2018, the Acting Business Manager implemented changes in the kitchen aimed at raising the standard of meals, and enhancing the professionalism of staff and prisoners who worked in the kitchen. This allowed Pardelup to raise the level of training available in the kitchen from Certificate II in Kitchen Operations to Certificate III.

Prisoners were consulted in the preparation of seasonal menus, and a good assortment of meals was offered. Kangaroo meat was available on request for Aboriginal prisoners (and others). From our observation of meals, food quantity was more than sufficient.

Prisoners' views on food quality were mixed. Some said the quality of meals was variable. Several prisoners stated that too many meals contained red meat. The menu indicated that red meat featured in 50 per cent of meals, and on certain days it was both the lunch and dinner meal.

However, the overall view of food in the prisoner survey was very positive – 87 per cent of respondents were satisfied with food quality, and 81 per cent were satisfied with food quantity. These results were significantly higher than the 2015 results (39% and 21%), which indicated that the changes in the kitchen have had a positive effect.



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Satisfaction with food was also linked to increased opportunity to self-cater. This was now possible in the outdoor kitchen, which was located adjacent to the dining room, and enclosed in shade cloth. The outdoor kitchen was equipped with barbeques and gas burners, pots and pans, cooking utensils, a microwave, sink, hot water urn, refrigerator, and freezer. Prisoners could purchase meat and other ingredients through the canteen, and also used fresh produce from the vegetable garden to cook meals. Self-catering gave prisoners choice and autonomy. If the meal on offer in the dining room did not appeal, prisoners were happy to supplement their own diet, even though it was at their own cost.

### **Online ordering and delivery for canteen products was highly effective**

Pardelup had continued to use the online ordering and delivery system that had been introduced shortly before the 2015 inspection. Orders were made each week on Monday, delivered by Woolworths on Thursday morning, and distributed on Friday. This was a highly effective system with many advantages.

Ordering directly from Woolworths meant that a wider variety of items was available. It also meant that prisoners were paying the same prices as anybody else in the community. The canteen list was provided to each prisoner, and reviewed in peer support team and community meetings every six to eight months. The list included everything from cooking ingredients for self-catering, and health food options, to electronic appliances, and hobby items. This meant it was possible for the canteen to stop stocking electronic and hobby items on site because they could be ordered quickly as needed.

Prisoners were very happy with the range and pricing, and viewed the canteen as one of the best features of Pardelup. In the prisoner survey, 94 per cent of respondents said that the canteen was good, a significant increase on the 2015 result of 60 per cent.

# Chapter 4

## REHABILITATION AND REPARATION

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### 4.1 INDIVIDUAL CASE MANAGEMENT

#### **Assessment and case management processes generally worked well at Pardelup**

Assessments and case management at Pardelup are the responsibility of the Case Management Coordinator (CMC). The CMC tasked certain reports to unit officers – including Contact Reports, external activity and work camp suitability assessments, and funeral permit applications – and requested input from various staff in completing other reports. The CMC had written detailed guidance notes to assist staff with their report writing and case management obligations.

Key reports such as IMP Reviews and Parole Checklists were being completed on time. Case Conferences included good consultation with prisoners, and issues raised were recorded in the minutes. Unit officers appeared to take their case management responsibilities seriously, and were mostly up-to-date with Contact Reports.

#### **But prisoners were frustrated by delays in external activity approvals**

Prisoners can apply to participate in approved external activities under Section 95 of the *Prisons Act 1981 (WA)* on arrival at Pardelup. Until approval is obtained, new prisoners are restricted to working in the prison compound or market gardens. But it was local practice to wait 28 days after arrival to commence this assessment so staff could get to know the prisoner. Only then was a unit officer tasked by the CMC to prepare the checklist on TOMS (the Department's offender management database).

These checklists are highly detailed, and could take several weeks for unit officers to complete. Approvals from local security could take some weeks on top of that. Each application then needs to be signed off by the Superintendent, and in some cases by the Director Sentence Management in head office. Every approval for external activities and work camp placement has to be reviewed every six months. Reviews took precedence over new applications, which added further to delays.

Around 35 per cent of prisoners at Pardelup were waiting for external activity approval. This generated a high level of frustration among prisoners, particularly as approval times were not consistent. There were no set timeframes for completion of checklists or approvals. The lack of feedback to prisoners added to their frustration. We thought this was unsatisfactory and ought to be addressed.

Our view is that the external activity approval checklist should be started by an officer as soon as a new prisoner arrives at Pardelup. After 28 days, if the prisoner has behaved appropriately, the checklist should already be complete and ready for approval.

### 4.2 EDUCATION AND TRAINING

#### **Basic education was limited, but education staff were responsive to student needs**

Pardelup has a small education centre staffed by a Prisoner Education Coordinator and a Tutor. As part of orientation in their first week, all new prisoners were assessed for literacy and numeracy. They also completed a brief course on using a personal computer, and a

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module on using basic machinery. Education staff delivered an Introduction to Health and Safety to those who had not already done this at another prison. Most prisoners were also signed up for Construction White Card and Senior First Aid training at a later date.

Beyond the first week, there were no prisoners doing full-time education at Pardelup. Only those for whom English is a second language participated in basic adult education. A few other prisoners were studying the Department's self-paced learning modules, which are part of the Certificate for General Education for Adults. This work was completed in their own time with minimal contact with education staff. The education centre also offered business, leadership and project management courses with Trainwest; drawing skills and art history courses with South Regional TAFE; and tertiary degrees through Open Universities Australia. Four students were studying at tertiary level in Business, Commerce, and Arts.

### **Pardelup offered an excellent range of short courses and traineeships**

Our inspection found a high level of participation in education and training, with 60 per cent of prisoners enrolled in one or more courses in 2017–2018. Most enrolments were in the various short courses made available through South Regional TAFE and the Down to Earth training company. These included:

- Operate and maintain chainsaws
- Operate quad bikes
- Operate tractors
- Licence to operate a forklift
- Conduct excavator operations
- Conduct grader operations
- Conduct skidsteer operations
- Chemical handling
- Working at heights
- Working in confined spaces
- Electrical test and tag
- Polywelding

The education centre had an excellent relationship with South Regional TAFE, who typically had one or more trainers on site every Friday. Traineeships were available in a range of areas:

- Production Horticulture (Certificate I and II)
- Horticulture (Certificate IV)
- Furniture Making (Certificate II)
- Hospitality (Certificate II)
- Engineering (Certificate II)

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Following a restructure of kitchen operations, Pardelup was offering a Certificate III in Hospitality in 2019 for the first time [see Chapter 3].

Overall, the Pardelup education centre provided a diverse range of education and training options appropriate to the prison population. Prisoners had ample opportunity to develop skills and gain qualifications that would assist them upon release.

### 4.3 EMPLOYMENT

#### **Pardelup prisoners were engaged in a wide range of meaningful employment**

All prisoners at Pardelup had jobs, and their work was generally meaningful and engaging. The market gardens employed the highest number of prisoners, with 32 working in the vegetable gardens, orchards, hydroponic shed, and aquaponic operations. Another seven prisoners worked on the farm. Other prisoners worked in industrial workshops, or within the prison compound in areas like the kitchen, laundry, and cleaning party. There were eight prisoners working in the community in the Section 95 team, and the 12 prisoners at Walpole Work Camp also worked extensively in the community.

**Table 4-1: Work location numbers by Aboriginality, 10 February 2019**

Work location	Aboriginal	Non-Aboriginal	Total
Canteen		1	1
Carpentry		8	8
Cleaning party		6	6
Farm		7	7
Kitchen	1	10	11
Laundry		3	3
Market gardens	11	21	32
Mechanical		5	5
Recreation		1	1
Section 95	1	7	8
Work camp		12	12
<b>TOTAL</b>	<b>13</b>	<b>81</b>	<b>94</b>

The level of responsibility and standard of work at Pardelup was much higher than at most other prisons. Prisoners had opportunities to develop new skills, and gain solid work experience in a variety of areas.

The gratuity profile of the prison reflected the extra responsibility and efforts of prisoners, with a greater proportion at the higher gratuity levels. Almost half of prisoners at Pardelup

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were paid the top gratuity rate (Level 1), and the 12 prisoners at Walpole received an even higher work camp rate. None were paid below Level 3. In other prisons, it is standard for 25 per cent of prisoners to be paid lower than Level 3, and only 10 per cent paid Level 1.

### **But Aboriginal prisoners were clustered in the market gardens at lower pay rates**

Of the 13 Aboriginal prisoners at Pardelup during our inspection, 11 were employed in the market gardens. One was employed in the kitchen, and another in the Section 95 team. Only three (23%) were earning Level 1 gratuities, compared with 36 of 69 non-Aboriginal prisoners (52%) living at Pardelup. All of the prisoners at Walpole Work Camp earning the special work camp rate were non-Aboriginal.

The placement of Aboriginal prisoners in the market gardens broadly reflected their preferences and work histories. However, even in the market gardens they were under-represented at the higher gratuity levels, with only one Aboriginal prisoner earning Level 1 gratuities, compared to seven non-Aboriginals. This likely reflected their job skills and prior work experience, but the prison must play a role in overcoming Aboriginal disadvantage, and achieving substantive equality.

We believe more could be done to equip and encourage Aboriginal prisoners to take up higher levels of responsibility within the gardens, or in other areas at Pardelup. It was disappointing that Aboriginal employment at Pardelup was so narrowly based compared to many other prisons. Aboriginal prisoners should be empowered with training to increase their job skills, and given opportunities to experience different types of work.

### **Recommendation 3**

**Pardelup should develop strategies to broaden work and training opportunities for Aboriginal prisoners.**

### **Industrial workshops provided value but would benefit from investment**

There were only two industrial workshops at Pardelup – the carpentry/maintenance workshop, and the mechanical workshop. Both workshops had completed valuable work for the prison over the years while operating within tight financial constraints.

The mechanical workshop had saved tens of thousands of dollars in repair and replacement costs. But the workshop lacked some parts and equipment, and many of the farm vehicles and machines were so old that it was no longer cost effective to maintain them. The carpentry/maintenance workshop had been working on refurbishing furniture for prisoner accommodation throughout the prison. Previously, the workshop had produced fine furniture to sell locally or at regional fairs, but that had stopped.

Both workshops, like the farm and gardens, had the potential to achieve much more. Additional investment in this area would be likely to increase capacity to complete projects, and improve the work experience and level of training that could be offered to prisoners.

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### 4.4 HEALTH SERVICES

#### **Prisoner health needs were low by design, and health services were appropriate**

There was an appropriate and effective screening process in place to ensure that prisoners transferring to Pardelup were medically stable. Pardelup was not resourced to care for prisoners with acute health needs, but they did manage several prisoners with chronic diseases.

The Pardelup medical centre ran as a satellite of the Albany Regional Prison medical centre. The Clinical Nurse Manager (CNM) based at Albany managed both medical centres, and visited Pardelup every two weeks. Staffing of the medical centre was limited to a 0.9 FTE position, shared by two nurses – one working 0.7 FTE, and the other 0.2 FTE. This was sufficient to meet the needs of the prisoner population. Both nurses were highly competent and experienced, and based locally. They were on short-term contracts at the time of the inspection, but the CNM hoped to appoint them permanently.

Previously, the medical centre was very accessible for prisoners. They were able to drop in and book an appointment via the medical receptionist at any time during business hours. In most cases, they could sit in the waiting room and see a nurse within minutes. However, the medical receptionist position was lost in the VTSS in March 2018. This led to a change in process. Prisoners were now required to request an appointment by placing a form in the mail box outside the medical centre. The duty nurse checked the box several times each day, and scheduled appointments. While prisoners still had good access to the nurses, it was less immediate, and the appointment process was more impersonal. The loss of the medical receptionist was not ideal, but Pardelup had compensated adequately. The Albany medical centre had two medical receptionists who had picked up much of Pardelup's medical record-keeping workload.

A general practitioner visited Pardelup for one day each fortnight, with appointments triaged by the duty nurse. Nurses could e-consult with doctors at other times, and they considered this level of coverage sufficient. Mental health services were limited, with a psychiatrist available for telephone or video-link consults once a month. The mental health nurse from Albany was also available to provide support when necessary. However, demand was low, and any prisoner with high mental health needs would be transferred to a different prison.

The medical centre itself was in good condition, and well-equipped. Doors and windows were secure, and medication was stored in a secure inner room. There was a security grille between the waiting room and the treatment room. As recommended in our 2016 inspection, a prison officer was always present when prisoners were inside the medical centre (OICS, 2016c, p. 38).

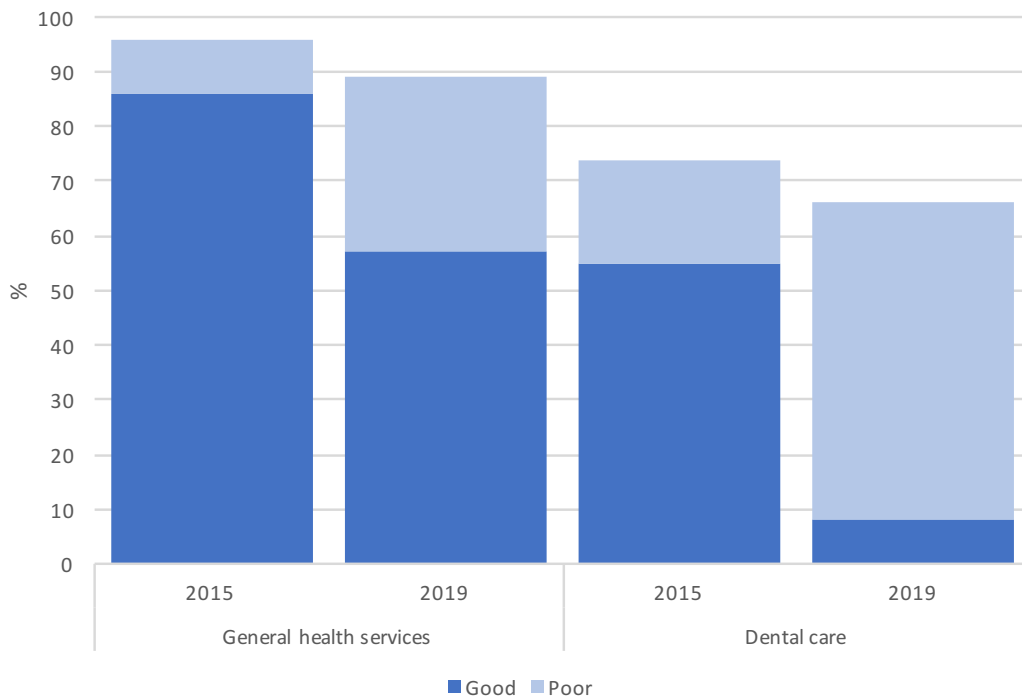
## REHABILITATION AND REPARATION

### Prisoners had negative views of health services, particularly dental

Overall prisoner perceptions of health services at Pardelup had dropped considerably according to our prisoner survey. In 2015, 86 per cent of respondents stated that general health services were good, and only 10 per cent said they were poor. In 2019, only 57 per cent of respondents said that general health services were good, and 32 per cent said they were poor.

However, our inspection found that the nurses in the medical centre still provided a high standard of service. The poorer survey result most likely reflects the loss of the medical receptionist position and the reduced accessibility of the medical centre.

The other factor that influenced overall views of health services was very high dissatisfaction with dental services. Only eight per cent of survey respondents stated that dental services were good, and 58 per cent said they were poor. This was significantly worse than the 2015 results (55% good; 19% poor). During our inspection, any criticism of health treatment by prisoners was invariably linked to dental services.



**Figure 4-1: Perception of health services among prisoner survey respondents, January 2019**

Pardelup prisoners had previously been treated by a dentist in Mount Barker. However, this arrangement ended because of that dentist's safety concerns. As a result, dental services were only available through the public health system in Albany, and wait times were long. Most prisoners did not get attention until their dental health was critical, and emergency treatment was necessary. Tooth extractions were usually the only option.

## REHABILITATION AND REPARATION

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We were told that two Pardelup prisoners had pulled their own teeth in recent months. Poor access to dental services has been a problem throughout the prison system for several years now.

### 4.5 PROGRAMS

#### **A range of voluntary programs provided opportunities for personal development**

The Department has a suite of programs designed to address offending behaviour, but Pardelup has never been resourced to deliver any of these. Most prisoners have completed required programs at another prison before arriving at Pardelup.

Although they may not be required to participate in a specific program, many prisoners are looking for support with anger management, relationship issues, addictions, and other issues associated with criminal behaviours. We were therefore pleased to find a good range of voluntary programs available to prisoners at Pardelup, coordinated by the Transitional Manager.

Over the years, Pivot Support Services (formerly known as Regional Counselling Services) have provided regular workshops at Pardelup. These were less regular in 2018 because of disruption associated with a change in the re-entry services contract, combined with staffing issues at Pivot. However, by the time of our 2019 inspection, the service had been restored. Pivot was offering a number of different workshops addressing anxiety, anger management, substance use, and life skills. They were also piloting a parenting program.

The Sycamore Tree Program was run by the Prison Fellowship once a year. This is quite an intense program in which prisoners meet victims of crime to better understand the impacts of crime on others. Feedback about this program from participants (both prisoners and community volunteers) was very positive.

An important new local initiative was the Ice Breakers program run by the Albany Police and Community Youth Centre. This is a weekly program over three months tackling crystal methamphetamine and other drug addictions. It was piloted at Pardelup in 2018 with 12 completions, and a second group of 16 had started not long before our inspection. Some participants from the original group were also undertaking training to be facilitators in the future. Feedback from prisoners about this program was also very positive, with special praise for the facilitators.

### 4.6 PREPARATION FOR RELEASE

#### **A transitional services position had been re-established at Pardelup**

In most public prisons across the state, the important task of preparing prisoners for release is managed and coordinated by two key positions – the Transitional Manager and the Employment Coordinator. However, in 2015, we found there was no permanent position at Pardelup dedicated to re-entry/transitional services and employment services. There was only a project officer on a rolling contract. We recommended that:



## REHABILITATION AND REPARATION

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The Department should establish a dedicated position to manage re-entry and employment services, including the Prisoner Employment Program (OICS, 2016c, p. 30).

In 2019, we were pleased to find that a Transitional Manager position had been established at Pardelup. However, there was no Employment Coordinator position, meaning the Transitional Manager was covering both roles.

### **Some employment services were available, but no Prisoner Employment Program**

The Transitional Manager provided employment and job-seeking support to pre-release prisoners, and linked them with employment service providers in the community. Prisoners were encouraged to prepare their own resumes using a template on a computer in the education centre, and the Transitional Manager would then review and refine these. She assisted prisoners with online job searches, and in applying for a two-week exemption from their jobactive obligations on release. This allowed them to settle their affairs while still receiving unemployment benefits.

Pivot provided some information on job-seeking as part of their life skills workshops, and Southern Aboriginal Corporation also provided an occasional workshop called 'Prepare for the World of Work'. Worklink from Albany provided career guidance on request. Pivot and other re-entry providers assisted those approaching release by making referrals to jobactive, and other employment and training agencies.

During our first inspection of Pardelup in 2012, there was an active Prisoner Employment Program (PEP). PEP provides prisoners with the opportunity to participate in paid employment, work experience, vocational training or education in the community prior to release. Paid employment is very popular with prisoners because they can earn a full wage, and accumulate savings prior to release.

However, PEP had proved unsustainable at Pardelup, especially after the local abattoir closed. It had been the one steady employer in the area, and work opportunities proved very limited after that. PEP was logistically difficult at Pardelup because significant distances were involved, and a staff member was required to drive prisoners to and from their workplaces every day. PEP criteria required a prisoner to continue in their paid employment position after release. Only a minority of prisoners at Pardelup are from the local region so very few would be likely to continue in a work placement after release. In several of our previous reports, we have criticised the strict eligibility criteria and lengthy bureaucratic approval processes that act as barriers to the success of PEP (OICS, 2009, pp. 21–23; OICS, 2010, pp. 14–15; OICS, 2016b, p. 39).

The local management team stated that in principle, they would consider any easy PEP placements. For example, if there was a local employer, and the prisoner could drive themselves to work. But prisoners had consistently been told that PEP was simply not available at Pardelup. Several prisoners expressed frustration about this, particularly given that PEP is available at other minimum-security prisons.

## REHABILITATION AND REPARATION

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Pardelup did have two prisoners on PEP as a requirement of their Resocialisation Programs. However, both were approved only to undertake job-seeking as part of their community activities. They were not expected to commence employment prior to release.

### **There were good practices evident in transitional services**

The Transitional Manager met with every new prisoner as part of their orientation. She completed a checklist of re-entry needs, and developed a transition plan with each prisoner. She provided assistance with conversion of fines, renewal of motor driver's licences, obtaining birth certificates, communication with various government agencies, and referrals to outside agencies.

The Transitional Manager maintained a list of prisoners due for release. Those within six months of release were referred to Pivot, the contracted re-entry support provider. Every prisoner was seen by Pivot staff who visited Pardelup once a week. Prisoners being released to other regions of the state were referred on to the relevant re-entry support provider in that area. Pivot (and other providers) worked with the prisoner to address various needs prior to release, and provided up to 12 months of post-release support.

Eight weeks prior to release, the Transitional Manager conducted an exit interview with each prisoner, and their transition plan was constantly under review in those final weeks. An excellent relationship had been established with the Mount Barker Bendigo Bank, who sent a representative to see any prisoners wanting to open a bank account prior to release. Forms were sent to Centrelink 21 days before release, and a telephone interview with them took place in the last week.

### **Telephone and Skype contact with external service providers worked well**

The Transitional Manager referred prisoners to various rehabilitative and support services, and organised a range of programs and activities at Pardelup. But Pardelup's isolation meant that many services were not available on site. To combat this, Pardelup had established a good system of scheduling telephone and Skype contact with external agencies for rehabilitation and reintegration purposes. Prisoners could talk to re-entry support case workers from other regions, obtain legal advice about family matters, undertake trauma counselling, and speak to other agencies about many other matters.

### **Pardelup was successfully managing two prisoners on Resocialisation Programs**

Prisoners serving indefinite sentences in Western Australia can only be placed in a minimum-security prison or work camp if they have been approved by the Executive Council for a Resocialisation Program (RSP) following a favourable recommendation by the Prisoners Review Board. At the time of our inspection, there were two prisoners on RSPs at Pardelup. Such programs are necessarily intensive, and generated additional work for staff.

## REHABILITATION AND REPARATION

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The Transitional Manager had worked closely with the CMC in administering these RSPs. The two prisoners had been linked with Pivot, who acted as their reintegration leave sponsors, and with other agencies to support employment, health, and housing needs. Pivot would continue to provide support post-release, and Palmerston were also involved to provide support in managing addiction issues after release.

### 4.7 WORK CAMP

#### Work camp facilities and services were good

Placement at Walpole Work Camp was highly valued by prisoners. Accommodation and facilities were of a good standard, and prisoners had privileges not available elsewhere in the prison system. The work camp had a maximum capacity of 12 prisoners – a select group who were held to high standards of behaviour. There was only one officer per shift at the work camp, which meant there was a strong emphasis on trust and good rapport between officers and prisoners.

There were two accommodation units, each containing six bedrooms and two shared bathrooms; a well-equipped kitchen; and a communal living room. Prisoners cooked meals for themselves, and could shop for themselves at the local supermarket in Walpole. The autonomy was greatly appreciated by prisoners, and valuable preparation for returning to community living.



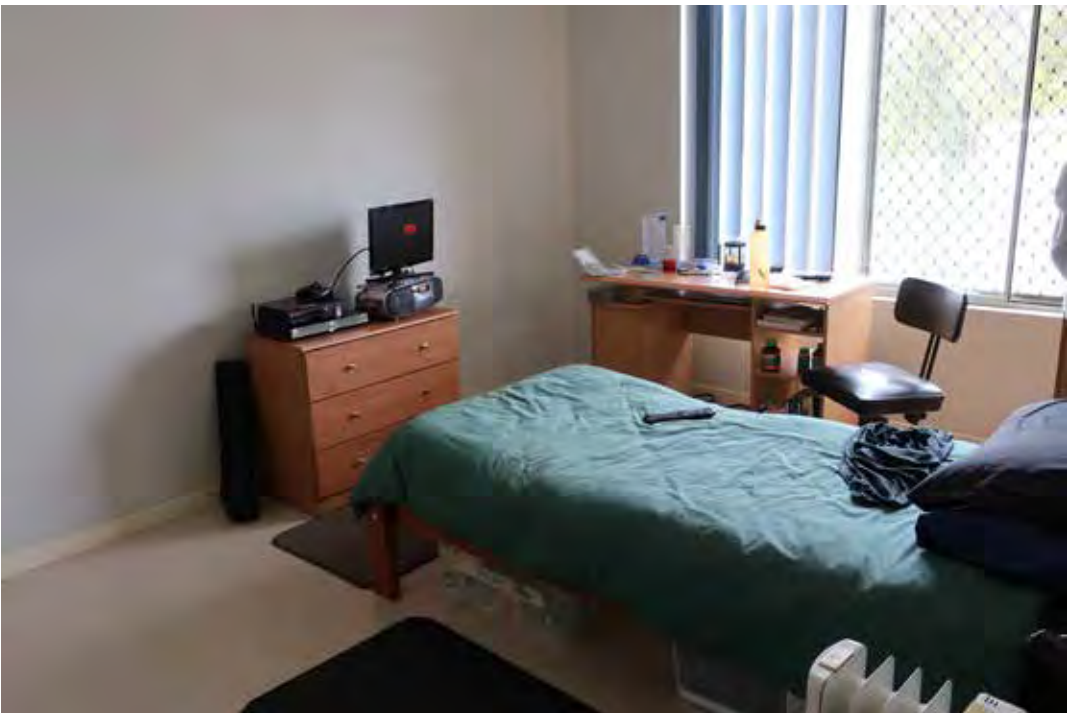
*Photo 8: The two accommodation units at Walpole.*

## REHABILITATION AND REPARATION

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*Photo 9: The kitchen in one of the units.*



*Photo 10: A bedroom in one of the units.*

## REHABILITATION AND REPARATION

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There was a gymnasium with a good range of weightlifting and exercise equipment, and a recreation room with a pool table, table tennis table, and dart board. Prisoners also had the opportunity to recreate in the community, using facilities including the community recreation centre, and the local golf course. They regularly went fishing at a nearby beach.

Social visits took place in the recreation room. Like at Pardelup, visit sessions ran for five hours on weekends and public holidays. In recognition of the work camp's isolation, visiting arrangements were quite flexible. Visits could be facilitated mid-week if family or friends happened to be in the area. Skype access was so popular and successful at Pardelup that it had become a disincentive for prisoners to go to Walpole where Skype was not available. To combat this, the work camp had arranged weekly access to Skype at the local resource centre. This was a good solution.

Walpole is an hour and a half's drive from Pardelup, meaning access to services was inevitably more limited for work camp prisoners. However, the CMC and Transitional Manager made good efforts to maintain contact with work camp prisoners, and visited Walpole regularly. Most education was necessarily self-paced learning, but there were some other opportunities. There was one prisoner undertaking a course in project management, and another working through a self-paced computing course at the local community resource centre. Five short courses were offered at Walpole in 2018, including Senior First Aid.

Any prisoner with medical needs or appointments was required to temporarily transfer back to Pardelup. Two double-bunked temporary accommodation rooms had been built at Pardelup for this purpose.

Overall, the privileges and high quality of life for prisoners compensated more than adequately for the isolation and more limited access to services at the work camp.

### **Excellent reintegration for prisoners, and valuable service to the local community**

Work camp prisoners were afforded a high level of trust, freedom, and responsibility. Several worked unsupervised in the community, riding bicycles to and from Walpole every day. We observed casual and friendly interactions with community members as they arrived in town in the morning. The rehabilitative value of this is immense. It is such an effective way of reintegrating prisoners with the community. It is also the purest form of reparation seen anywhere in the system. Prisoners provide direct benefit to the community, making amends for their offending.

Other prisoners worked in a team supervised by the work camp officer, undertaking various projects in the region. This has included maintenance work on the Bibbulmun and Munda Biddi tracks, and weed identification and eradication in local forests. Work camp prisoners had been trained in refuelling water bombers and fire prevention support for DFES. In Walpole, prisoners carried out maintenance and gardening for not-for-profit organisations, and assisted in setting up for local events.

## REHABILITATION AND REPARATION

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The local community is reliant on, and enormously grateful for the service provided by the work camp, both in town and in the wider area. Most of it is work that would otherwise be unaffordable for the shire and community organisations. The work camp is a vital part of the community, and both parties benefit greatly from the arrangement.

# Appendix 1

## TABLE OF ABBREVIATIONS

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ASO	Assistant Superintendent Operations
CCC	Corruption and Crime Commission
CMC	Case Management Coordinator
CNM	Clinical Nurse Manager
DFES	Department of Fire and Emergency Services
FTE	Full-Time Equivalent
HDA	Higher Duties Allowance
IMP	Individual Management Plan
OICS	Office of the Inspector of Custodial Services
PEP	Prisoner Employment Program
TOMS	Total Offender Management Solution
VSO	Vocational and Support Officer
VTSS	Voluntary Targeted Separation Scheme
WA	Western Australia

# Appendix 2

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# Appendix 3

DEPARTMENT OF JUSTICE RESPONSE

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## **Response to the Announced Inspection: Pardelup Prison Farm 2019**

**August 2019**

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Page 1 of 6

## DEPARTMENT OF JUSTICE RESPONSE

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Response to the Announced Inspection:  
**Pardelup Prison Farm 2019**

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The Department of Justice welcomes the inspection of Pardelup Prison Farm as part of the Inspectors announced schedule of inspections for 2018-19.

The Department has reviewed the report and noted a level of acceptance against the three recommendations.

Appendix A contains comments for your attention and consideration.

## DEPARTMENT OF JUSTICE RESPONSE

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Response to the Announced Inspection:  
Pardelup Prison Farm 2019

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### Response to Recommendations

#### 1 Pardelup should be permitted to retain a proportion of its farm and market garden revenues for reinvestment.

**Level of Acceptance:** Not Supported  
**Responsible Business Area:** Adult Male Prisons  
**Proposed Completion Date:** N/A

**Response:**

The situation in relation to the reinvestment of farm revenues has not changed and continues to be determined by the Treasurer, pursuant to section 23 of the Financial Management Act 2006. The Department continues to use these revenues to help fund its highest priority services and activities.

#### 2 The Department should, where appropriate, consider granting specific exemptions from system-wide policies for facilities like Pardelup.

**Level of Acceptance:** Supported  
**Responsible Business Area:** Operational Support  
**Proposed Completion Date:** 29 February 2020

**Response:**

In November 2018, the Custodial Operational Policies and Procedures (COPP) Project commenced to establish clear, simplified and consistent custodial operational policies and procedures to ensure officers involved in the corrections system know what is required of them.

The 18 month project will deliver policies and procedures for prisons and Banksia Hill Detention Centre throughout Western Australia. In developing the policies and procedures, the project team considers:

- Legislation;
- International and national standards (e.g. United Nations Rules, Guiding Principles for Corrections in Australia); and
- Recommendations from external agencies (e.g. Office of the Inspector of Custodial Services, Corruption and Crime Commission, Royal Commissions).

The project team also consults with:

- Relevant internal and external stakeholders in the consultation process, and work closely with and draw expertise from operational officers; and
- The State Solicitor's Office for legal advice on high risk policies and procedures.

Where it is identified that a particular prison or group of prisons should have operational policy and procedures that differs from other prisons, these changes will be considered in line with the security and good order of the prison/s prior to incorporating in a respective Rule or COPP.

Response to the Announced Inspection:  
Pardelup Prison Farm 2019

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**3 Pardelup should develop strategies to broaden work and training opportunities for Aboriginal prisoners.**

**Level of Acceptance:** Supported  
**Responsible Business Area:** Adult Male Prison  
**Proposed Completion Date:** 30 June 2020

**Response:**

Pardelup is piloting an extensive marketing campaign to broaden employment and training opportunities for Aboriginal prisoners.

This includes:

- Attracting Aboriginal prisoners to Pardelup from metropolitan and regional prisons through promotion and awareness campaigns;
- Tailoring the training to suit the individual;
- Providing sought after qualifications as relevant to the training; and
- A buddy system where Aboriginal prisoners from Pardelup are buddied up with incoming Aboriginal prisoners from around the estate.

# Appendix 4

## METHODOLOGY

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Previous inspection 4–8 October 2015

### Activity since previous inspection

Liaison visits to Pardelup Prison Farm 10

Liaison visits to Walpole Work Camp 2

Independent Visitor visits 16

### Surveys

Prisoner survey 10 January 2019 53 responses

Staff survey (online) 7–18 January 2019 17 responses

Service provider survey (email) 21 January 2019 4 responses

### Inspection team

Darian Ferguson Deputy Inspector

Kieran Artelaris Inspections and Research Officer

Cliff Holdom Inspections and Research Officer

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Steven Caruana Inspections and Research Officer

### Key dates

Inspection announced 18 October 2018

Start of on-site inspection 10 February 2019

Completion of on-site inspection 13 February 2019

Presentation of preliminary findings 22 February 2019

Draft report sent to Department of Justice 8 July 2019

Declaration of prepared report 6 September 2019



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



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