WOMEN'S ACTION PLAN

A 3 Year Strategy for Female Inmates in NSW Correctional Facilities

JUNE 1994
## CONTENTS

<table>
<thead>
<tr>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women in New South Wales Correctional Facilities - Increasing the Pace of Change</td>
<td>1-4</td>
</tr>
<tr>
<td>Summary of Recommendations</td>
<td>5-9</td>
</tr>
<tr>
<td>A Statistical Profile</td>
<td>10-17</td>
</tr>
<tr>
<td>Advocating for Women</td>
<td>18-20</td>
</tr>
<tr>
<td>Facilities for Female Inmates</td>
<td>21-45</td>
</tr>
<tr>
<td>Regional Needs</td>
<td>46-56</td>
</tr>
<tr>
<td>Mothers' and Children in Correctional Centres</td>
<td>57-65</td>
</tr>
<tr>
<td>Section 29(2)(c) of the Prisons Act 1952 (1986 Amendments)</td>
<td>66-69</td>
</tr>
<tr>
<td>Coed or not Coed, that is the question!</td>
<td>70-72</td>
</tr>
<tr>
<td>Visiting Conditions for Women Inmates</td>
<td>73-74</td>
</tr>
<tr>
<td>Inmate Committees</td>
<td>75-76</td>
</tr>
<tr>
<td>Training for Staff Working with Women Prisoners</td>
<td>77-79</td>
</tr>
<tr>
<td>Classification - more questions than answers!</td>
<td>80-84</td>
</tr>
<tr>
<td>Some Significant Detail</td>
<td>85-88</td>
</tr>
</tbody>
</table>
Appendices:

Appendix 1 -
Consultations and visits arranged to assist with "The Women in New South Wales Correctional Facilities Strategic Plan"
89-93

Appendix 2 -
Predicting the Number of Women in Full-Time Custody
94-104

Appendix 3 -
Proposed Women's Services Unit
105

Appendix 4 -
Mothers' and Young Children's Committee - Policy
106-11

Appendix 5 -
Assessment of Proposed Visiting Arrangements at Mulawa Correctional Centre
112-11

Appendix 6 -
AWARE Facility
119-12

Appendix 7 -
Priority Areas of Study for the Women's Services Unit
123-13
WOMEN

IN NEW SOUTH WALES CORRECTIONAL FACILITIES -

INCREASING THE PACE OF CHANGE

"Until there is a commitment to the Women in Prison Programme any implementation will continue to be ad hoc."
[Reference to the implementation of the Report of the NSW Task Force: Women in Prison, 1985].

Introduction

This report is a response by the Planning Unit of the Department to a request for the development of a strategic plan for female inmates in New South Wales correctional facilities. The objective of the project was to develop an equitable, realistic, cost efficient strategy designed to ensure improved access to services and programs for women inmates.

Whilst the initiative for the project was departmentally driven and the conclusions targeted for executive consideration, it soon became clear that for the final report to have any credibility, consultation with key stakeholders external to the Department was an imperative. An ad hoc consultative model was preferred to the establishment of formal committees or working parties.

In examining access to services and programs for women inmates, it became impossible to ignore the universal opinion in literature which dealt with comparable correctional administrations, that whilst females usually made up about 5-6% of custodial populations, greater emphasis should be placed on reducing the number of women subject to full-time imprisonment. Although this report is cognisant of the wider issues in relation to women offenders and acknowledges that there are front-end opportunities as alternatives to full-time incarceration, it has chosen quite deliberately to concentrate on those areas over which the Department of Corrective Services has more immediate control and influence. The recommendations in this report which centre on capital works strategies are sufficiently flexible to contract in size and/or number should there be any significant reduction of the overall female inmate population. The concentration on capital works strategies was expressly intended to allow for a dovetailing with the Department’s Ten Year Capital Works Strategic Plan.

In doing so, it has not proven possible to do justice to a number of significant matters relating to the provision of services and programs. Consequently, these are listed as Appendix 7 to the report and will inevitably form the basis of an early agenda for the proposed Women's Services Unit.

To state that the recommendations of the 1985 Women in Prison Task Force still hold true is a double edged sword. The fact that many of the conclusions and recommendations are just as relevant today as they were eight years ago is testimony to the collective intellectual rigour and sensitivity of those involved with the project. Yet in spite of some worthwhile achievements since 1985, the fact that much has also not changed is indicative of the difficulties faced by a succession of correctional administrations competing for a slice of the public purse. However, complaining of inaction is an unproductive activity especially in the area of corrections where even new age administrators and practitioners have to deal with political reality, which itself is driven by community attitudes frequently characterised by an emphasis on punishment and retribution. Further, whilst there are marginal differences between the philosophies which drive methods of inmate management across correctional administrations in developed countries, the practical difficulties facing those responsible for managing prisons possess many common threads.

Methodology

The methodology for this project was designed to accommodate the resources and time available. It included:

(ii) a literature search

(iii) correspondence with overseas correctional administrations and organisations with responses from:

- Ministry of Justice, Denmark
- H.M. Prison Service, Home Office, United Kingdom
- American Correctional Association
- CGA Consulting Services, United Kingdom and U.S.

(iii) visits to female correctional facilities in:

Queensland

- Brisbane Women's Correctional Centre
- Albion Community Corrections Centre

Victoria

- H.M. Prison, Fairlea
- H.M. Prison, Tarrenegower
- H.M. Prison, Barwon, Banksia Unit
(iv) visits to New South Wales facilities
- Mulawa Correctional Centre
- Norma Parker Correctional Centre
- Tamworth Correctional Centre
- Grafton Correctional Centre
- Broken Hill Correctional Centre
- Special Care Unit, Long Bay Correctional Complex
- Special Purpose Centre, Long Bay Correctional Complex
- Corrections Health Service, Long Bay Hospital

(v) visits to community based residential facilities in Sydney suitable for women released under section 29(2)(c) of the Prisons Act:
- Guthrie House, Enmore
- Ngura, Ashfield
- Phoebe House, Banksia

(vi) consultations with key individuals and organisations interested in and/or involved with women in correctional centres [see Appendix 1].

(vii) consultation with a range of departmental staff with experience and/or interest in the management of women in correctional centres.

Context

After examining a selection of the contemporary literature on the various aspects of women in prison in a range of comparable correctional administrations, it is perhaps hardly surprising that the critical issues have remained consistent over time, national boundaries and political landscapes. A plethora of commissions, working parties, research studies and reports generally point to similar conclusions. The problem is not in the diagnosis of the ailment nor in determining the treatment. What appears to be the main impediment to progress is an implementation lethargy which derives from the marginalisation of women offenders.

To explore the major theories of criminal causality as they apply to women as a specific offender population is well beyond the parameters of this report. However, it may be useful to mention briefly, a number of propositions which go some way to explain why a relatively small number of women compared to men, commit crime. This may assist in placing the recommendations which follow in some sort of socially justifiable context.
One theory is the link between dependence and criminal behaviour. A 1979 U.N. Report on women offenders stated that almost always, a crime committed by a woman is the result of a situation brought about by a man. This happens with the male in a variety of roles - the pimp, the criminal and/or drug addicted male who involves his female partner, or the abusive husband who becomes a murder or manslaughter victim. Other theorists have focused on dependency itself whether on men, families, drugs and alcohol, or welfare as the key concept. Whilst some women may create management problems in prison, dependency is often considered the main characteristic.

Another proposed causal factor is that some women in attempting to free themselves from unsatisfactory relationships become drawn into a cycle of poverty, unemployment and homelessness. This has been described as the feminisation of poverty and frequently becomes linked with drug involvement. The fact that many women in this situation are mothers and primary carers, compounds the downward spiral of economic and social dislocation. The criminal justice system itself colludes in encouraging dependency by minimising the opportunities where women can take responsibility for themselves. Women in prison are frequently treated in a childlike manner, referred to as girls and are not provided with sufficient opportunities to take control of their lives.

The time appears right for significant reform. Good intention can go astray if the political, ideological and bureaucratic planets are not in conjunction. Currently, there seems to be a confluence of genuine desire to remedy the position of female inmates in correctional centres. The underlying considerations in this report, centre around providing physical environments and inmate management systems in which female inmates can begin to build on their strengths in a safe, supportive atmosphere.
SUMMARY OF RECOMMENDATIONS

1. Advocacy

1. A Women’s Services Unit be established during the 1993/94 financial year to advocate and co-ordinate policy matters relating to women inmates in New South Wales.

2. A Women’s Advisory Network be established to provide advice to the Commissioner of Corrective Services. The network would be serviced by the Women’s Services Unit.

2. Capital Works

1. Establish a 50 bed minimum security farm for female inmates close to Sydney at an estimated cost of $2M (1994/95).

2. Establish a 70 bed minimum security correctional centre for female inmates close to Sydney at an estimated cost of $5M (1994/95).

3. Pilot a 25 bed community based Transitional Centre for minimum security female inmates in the Sydney metropolitan area at an estimated cost of $1.34M (1994/95).


5. Develop and upgrade Mulawa Correctional Centre as a 120-150 bed med./max. correctional centre at an estimated cost of $8.0M (1995/96).

3. Regional Needs

1. Modifications be made to the existing facility for women at Broken Hill Correctional Centre to accommodate up to 8 women at an estimated cost of $150,000.00 (1994/95).
2. A unit of the men's minimum security facility at Grafton should be annexed and modified for use by women at an estimated cost of $350,000.00 (1994/95).

3. Utilise these improved facilities for carefully selected female inmates who might benefit from a greater degree of geographical isolation.

4. Further research the Probation Service's plan to assign the supervision of Aboriginal clients on selected programs to appropriate Aboriginal organisations, as a possible model for periodic and/or post release programs.

4. **Mothers and Children in Correctional Centres**

1. The Department adopt the principle that facilities and programs be provided in correctional centres to cater for selected inmates mothers who wish to live with and care for their pre-school age children.

2. That component of the 1993-2003 Ten Year Capital Works Plan relating to facilities for women, take into account the need for mothers and children's accommodation in a range of facilities.

3. That a small working group be established to develop the implementation policy of a mothers and children program. This group would be co-ordinated by the Director, Women's Services.

   The group would develop discrete implementation policies regarding mothers and children for each existing and planned facility including an interim policy for Mulawa Correctional Centre.

5. **Supervision of Inmate Mothers in the Community [Section 29(2) - (c)]**

1. Clearer and more timely information should be provided to pregnant women and primary carers when they are received at a Correctional Centre concerning the role of the Mothers and Young Children Committee and the procedures for submitting applications.

2. Approvals for section 29(2)-lc recommendations be fast tracked particularly in the case of women in the latter stage of pregnancy.

3. A greater level of measured risk management be encouraged so that more inmate mothers can serve the balance of their sentence in the community.
4. Make maximum use of Transitional Centres to be developed by the Department for inmate mothers and their children.

6. Co-educational Programs

1. That in metropolitan Sydney, female inmates are accommodated in correctional facilities which are designed and managed to meet the needs of women.

2. That in regional locations, female inmates are not disadvantaged in terms of accommodation or access to programs and services because of their small numbers.

3. That in the implementation of a strategic plan for female inmates, consideration be given to exploring selective programs which might benefit female and/or male inmates if those programs were managed on a coeducational basis.

7. Visiting Conditions

1. That the recommendations in Appendix 5 be implemented to deal with visits policy in the short term.

2. That the Women's Services Unit, in conjunction with the Department's Operations Branch, review the security and economic value of requiring certain female inmates to wear sealed overalls during visits and explore alternative strategies.

3. That inmates be more involved in determining and arranging their own visits.

4. That when public holidays interfere with all-day visits for inmate mothers, alternative arrangements be introduced so that school age children are not disadvantaged.

8. Inmate Committees

That the Women's Services Unit in co-operation with Governors, assist in facilitating the establishment of inmate committees covering areas of inmate concern. Inmate convenors should report outcomes to Governors and also have the opportunity of meeting with the Women's Advisory Network. The cost of such an initiative would be negligible and would be limited to refreshments.
9. **Training**

1. Staff chosen to work with female inmates should be carefully selected.

2. In order to promote professional development and avoid location stagnation, staff interfacing with women inmates should be encouraged to experience a range of roles by way of cyclic rostering.

3. The Corrective Services Academy conduct a needs analysis relating to upgrading training for staff working with women inmates.

Assuming such an analysis determines the need for such training, the Corrective Services Academy give urgent attention to designing a generic, post initial training course for staff directly interfacing or intending to interface with women inmates. The first course should be available in July, 1994 and be offered at least three times per year.

4. By the end of 1995, the Department should evaluate the course with a view to making it compulsory for all staff intending or selected to work with women inmates.

10. **Classification**

That the Women’s Services Unit once established give priority to examining the implications of the existing classification system in terms of its appropriateness for female inmates. Such a study would be undertaken jointly with Operations Branch.

11. **Inmate clothes**

1. The Women’s Services Unit once established, undertake a review of female inmate clothing policy with a view to introducing a hierarchy of options based on security classifications.

2. An inmate clothing review committee be established.

12. **Grooming**

That consideration be given to establishing a hairdressing/beauty care facility at the maximum and medium institutions described in this report.
13. Animal Rescue Program

In the planning for either the medium or minimum security facilities for females, consideration be given to establishing a native wildlife rescue program along the lines of the project negotiated in principle with AWARE for Silverwater.

14. Telephone Access

Planning for all correctional centres and transitional centres for female inmates should give priority to incorporating an inmate telephone system which allows for unlimited calls at cost to inmates.
A STATISTICAL PROFILE

"Although women still constitute a small minority of prisoners in Australia, the number of women in Australian prisons has increased significantly over the past decade. With this increase in female imprisonment, the need for positive steps to improve women's prison conditions becomes more apparent."¹

One of the more significant statistics which New South Wales has had to defend of late is the comparative ratio of prisoners per 100,000 of the population by State and Territory. If the Justice system subscribes either in full or in part to an almost universally stated maxim that female prison populations should only include women who have provided the court with virtually no other option but to incarcerate them, then New South Wales has been less successful than all other states in giving expression to any reductionist theory of imprisonment. Excluding the States and Territories where female imprisonment figures are statistically less significant and where Aboriginal arrest rates are disproportionate to the size of the Aboriginal population, New South Wales, partly due to truth in sentencing legislation, appears to display a somewhat punitive picture [see Figure 1].

<table>
<thead>
<tr>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>WA</th>
<th>SA</th>
<th>TAS</th>
<th>NT</th>
<th>ACT</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1991</td>
<td>17.4</td>
<td>6.4</td>
<td>6.1</td>
<td>13.0</td>
<td>9.2</td>
<td>7.5</td>
<td>24.8</td>
<td>6</td>
</tr>
<tr>
<td>1992</td>
<td>17.4</td>
<td>6.6</td>
<td>6.7</td>
<td>15.3</td>
<td>11.1</td>
<td>2.8</td>
<td>14.8</td>
<td>1.8</td>
</tr>
</tbody>
</table>

Figure 1

Whilst the Queensland ratio is partly suppressed by not counting women serving their sentence in a community based half way house, both Queensland and Victoria have low overall imprisonment rates.


In the Results of the National Census of Community-Based Corrections, the number of adult female offenders shown as being under some form of community supervision in New South Wales was 2,251 on 30 June 1989 and 2260 on 30 June 1991. The ratios of females serving community based orders including post prison orders per 100,000 is shown below3 (Figure 2).

<table>
<thead>
<tr>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>WA</th>
<th>SA</th>
<th>TAS</th>
<th>NT</th>
<th>ACT</th>
<th>AUST</th>
</tr>
</thead>
<tbody>
<tr>
<td>1989</td>
<td>102.3</td>
<td>54.9</td>
<td>134.5</td>
<td>111.1</td>
<td>112.4</td>
<td>129.3</td>
<td>300.7</td>
<td>53.4</td>
</tr>
<tr>
<td>1991</td>
<td>76.3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Figure 2

This is in the context of a total adult female population in New South Wales of 2,962,469 (1991).

The number of female inmates in full-time custody in New South Wales, has shown some evidence of a percentage reduction each year since 1988 in the size of the rise of the inmate population with an actual reduction in 1993. It should be recognised, however, that whilst there have been substantial percentage increases in most years since 1981, actual numbers remain relatively small compared with the male inmate population.

**NSW Daily Average inmate Population 1980-1993 Financial Year - (Excludes Periodic Detainees)**

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>MALES</th>
<th>FEMALES</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980</td>
<td>3647.0</td>
<td>129.8</td>
<td>3776.8</td>
</tr>
<tr>
<td>1981</td>
<td>3280.2</td>
<td>118.2</td>
<td>3398.4</td>
</tr>
<tr>
<td>1982</td>
<td>3411.7</td>
<td>137.5</td>
<td>3549.2</td>
</tr>
<tr>
<td>1983</td>
<td>3262.9</td>
<td>146.0</td>
<td>3408.9</td>
</tr>
<tr>
<td>1984</td>
<td>3337.9</td>
<td>159.8</td>
<td>3517.7</td>
</tr>
<tr>
<td>1985</td>
<td>3298.9</td>
<td>203.0</td>
<td>3471.9</td>
</tr>
<tr>
<td>1986</td>
<td>3034.4</td>
<td>203.0</td>
<td>3837.4</td>
</tr>
<tr>
<td>1987</td>
<td>3776.9</td>
<td>190.9</td>
<td>3967.8</td>
</tr>
<tr>
<td>1988</td>
<td>3909.5</td>
<td>214.0</td>
<td>4123.5</td>
</tr>
<tr>
<td>1989</td>
<td>4128.9</td>
<td>231.4</td>
<td>4358.3</td>
</tr>
<tr>
<td>1990</td>
<td>4772.1</td>
<td>286.1</td>
<td>5058.2</td>
</tr>
<tr>
<td>1991</td>
<td>5388.3</td>
<td>322.9</td>
<td>5711.2</td>
</tr>
<tr>
<td>1992</td>
<td>5727.3</td>
<td>320.0</td>
<td>6047.3</td>
</tr>
<tr>
<td>1993</td>
<td>5861.9</td>
<td>319.1</td>
<td>6181.0</td>
</tr>
</tbody>
</table>

Figure 3

***Source: Research & Statistics Unit, NSW Department of Corrective Services***

---

3Australian Community-Based Corrections, 1989. Results of the National Census of Community-Based Corrections - 30 June 1993. Francois Debaecker and Jayleen Chapman, Australian Institute of Criminology.
(See figure 3, NSW daily average inmate population 1980-93). The relative daily average increase comparing males and females since 1980 is further illustrated in Figure 5. This clearly indicates that the rate of increase for females has been far in excess of that for males.

However, the average yearly inmate population increase from 1981-93 for females in full-time custody was 7.7% as against 4.13% for males. The table below (Figure 4) indicates that in spite of some degree of fluctuation in the percentages of women divided by sentence length, the range of deviation within each group since 1982 is not so great as to suggest that the main cause of the average annual increase is a rise in sentence lengths. More likely, this increase has been the result of a continuous rise in the number of women being imprisoned. The percentage decrease in the number of unsentenced women in custody as a proportion of the total female inmate population would further support this.

Predictions in respect of the future female inmate population would point to a continuance of the plateau in numbers which has been in place since 1990 and which looks to endure until the latter part of the decade. This is subject to there being no significant legislative and/or policy changes affecting the police or the courts which would have significant impact on sentencing outcomes [See Appendix 2 for detailed account of female inmate predictions].

The proportion of females to males in full-time custody in New South Wales in September 1993 was 5.1% compared to 94.9%. This compares with 5.6% in State prisons in the United States and between 5% and 6% in most comparable correctional administrations.

PERCENTAGE OF TOTAL FULL-TIME FEMALES (EXCLUDING UNSENTENCED AND P.D.C.)
BY AGGREGATE SENTENCE (1/12 ACTUAL LONGEST SENTENCE BEING SERVED ON THE CENSUS DATE)

<table>
<thead>
<tr>
<th></th>
<th>1 DAY TO UNDER 3 MONTHS</th>
<th>3 MONTHS TO UNDER 12 MONTHS</th>
<th>1 YEAR UNDER 2 YEARS</th>
<th>2 YEARS TO UNDER 6 YEARS</th>
<th>6 YEARS TO UNDER 10 YEARS</th>
<th>10 YEARS PLUS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1992</td>
<td>9.8</td>
<td>9.8</td>
<td>44.1</td>
<td>21.8</td>
<td>15.7</td>
<td>13.1</td>
</tr>
<tr>
<td>1993</td>
<td>17.2</td>
<td>10.7</td>
<td>29.8</td>
<td>13.9</td>
<td>9.7</td>
<td>17.1</td>
</tr>
<tr>
<td>1994</td>
<td>19.9</td>
<td>19.6</td>
<td>21.4</td>
<td>12.4</td>
<td>12.6</td>
<td>15.7</td>
</tr>
<tr>
<td>1995</td>
<td>24.2</td>
<td>14.5</td>
<td>22.0</td>
<td>15.7</td>
<td>13.7</td>
<td>23.2</td>
</tr>
<tr>
<td>1996</td>
<td>28.2</td>
<td>12.2</td>
<td>24.5</td>
<td>12.2</td>
<td>7.0</td>
<td>33.4</td>
</tr>
<tr>
<td>1997</td>
<td>22.1</td>
<td>10.4</td>
<td>29.9</td>
<td>12.5</td>
<td>7.7</td>
<td>33.0</td>
</tr>
<tr>
<td>1998</td>
<td>24.7</td>
<td>15.6</td>
<td>25.1</td>
<td>17.1</td>
<td>8.0</td>
<td>30.5</td>
</tr>
</tbody>
</table>

Figure 4

****(Source: N.S.W. Police Censuses 1982-90)****

Source: Research and Statistics Unit, NSW Department of Corrective Services
Although the rate of female incarceration has risen over the last decade and has outstripped that of males, actual numbers translate into 303 women in full-time custody on 28 November 1993 as against 6138 males in New South Wales. Consequently, whilst little has changed in terms of the historical problems of women in corrections, many of these difficulties have on occasions been exacerbated by the 'sky is falling' publicity about the numbers of women in prison. This is not to suggest however, that there should be any complacency in terms of the number of women imprisoned in New South Wales.

Figures 6, 7 and 8 provide a snapshot over the last decade of a number of characteristics of the female inmate population. These relate to Aboriginality, nature of most serious offence and age respectively. Of particular concern is the disproportionate rise in the number of Aboriginal female inmates between 1982 and 1993 compared with males.

Figure 9 demonstrates that for the particular sample of inmates selected, there is a close correlation between men and women in terms of age at the time of sentence. In line with international trends and patterns which are historically consistent, the peak age group for offenders who receive custodial sentences is 20 to 24. Figure 10 utilising the same sample, indicates sentence length. Other than for short sentences up to 2 months, the differences between males and females are marginal.

### Percentage of Sentenced Inmates

**Of Aboriginal/Torres Strait Islander Descent**

**In Full-Time Custody (Includes Periodic Detention)**

<table>
<thead>
<tr>
<th>YEAR</th>
<th>FEMALES %</th>
<th>MALES %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1982</td>
<td>6.0</td>
<td>7.0</td>
</tr>
<tr>
<td>1991</td>
<td>13.0</td>
<td>9.1</td>
</tr>
<tr>
<td>1992</td>
<td>12.3</td>
<td>8.5</td>
</tr>
<tr>
<td>1993</td>
<td>13.1</td>
<td>9.4</td>
</tr>
</tbody>
</table>

*Source: New South Wales Prison Censuses 1982-93*
### PERCENTAGE OF FEMALES BY MOST SERIOUS OFFENCE INCLUDING PERIODIC DETENTION - NEW SOUTH WALES

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Murder</td>
<td>3.3</td>
<td>0.2</td>
<td>0.6</td>
<td>6.9</td>
<td>4.3</td>
<td>3.5</td>
<td>3.6</td>
</tr>
<tr>
<td>Attempted Murder</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0.8</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Conspiracy to Murder</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0.3</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Manslaughter</td>
<td>2.7</td>
<td>2.8</td>
<td>4.1</td>
<td>2.5</td>
<td>1.8</td>
<td>1.3</td>
<td>3.2</td>
</tr>
<tr>
<td>Major Assault</td>
<td>5.5</td>
<td>4.1</td>
<td>0.8</td>
<td>3.0</td>
<td>3.6</td>
<td>4.8</td>
<td>3.3</td>
</tr>
<tr>
<td>Other Assault</td>
<td>1.6</td>
<td>1.4</td>
<td>2.5</td>
<td>2.5</td>
<td>4.1</td>
<td>1.8</td>
<td>1.4</td>
</tr>
<tr>
<td>Rape</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Serious Sexual Assault</td>
<td>1.0</td>
<td>0.7</td>
<td>0.8</td>
<td>1.4</td>
<td></td>
<td>0.3</td>
<td></td>
</tr>
<tr>
<td>Incest/Carer Knowledge</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0.8</td>
<td>0.5</td>
<td></td>
</tr>
<tr>
<td>Indecent Assault</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Buggery/Sealing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Robbery Major Assault</td>
<td>13.0</td>
<td>4.8</td>
<td>10.0</td>
<td>4.2</td>
<td>4.1</td>
<td>5.0</td>
<td>5.5</td>
</tr>
<tr>
<td>Other Robbery</td>
<td>2.7</td>
<td>6.2</td>
<td>5.0</td>
<td>3.8</td>
<td>3.6</td>
<td>5.0</td>
<td>4.1</td>
</tr>
<tr>
<td>Fraud</td>
<td>8.3</td>
<td>6.9</td>
<td>12.5</td>
<td>18.3</td>
<td>15.3</td>
<td>15.1</td>
<td>16.5</td>
</tr>
<tr>
<td>Break Enter and Steal</td>
<td>13.0</td>
<td>20.7</td>
<td>13.2</td>
<td>11.8</td>
<td>12.5</td>
<td>11.3</td>
<td>10.5</td>
</tr>
<tr>
<td>Other Theft</td>
<td>9.3</td>
<td>15.9</td>
<td>17.4</td>
<td>21.4</td>
<td>30.8</td>
<td>18.1</td>
<td>16.0</td>
</tr>
<tr>
<td>Driving/Traffic</td>
<td>1.0</td>
<td>2.1</td>
<td>4.1</td>
<td>2.0</td>
<td>3.1</td>
<td>2.5</td>
<td>3.3</td>
</tr>
<tr>
<td>Offences against Order</td>
<td>0.8</td>
<td>1.4</td>
<td>0.8</td>
<td>3.8</td>
<td>7.1</td>
<td>5.5</td>
<td>2.5</td>
</tr>
<tr>
<td>Drug Offences</td>
<td>33.3</td>
<td>25.5</td>
<td>18.2</td>
<td>20.8</td>
<td>11.7</td>
<td>16.1</td>
<td>16.9</td>
</tr>
<tr>
<td>Other Offences</td>
<td>1.3</td>
<td>1.8</td>
<td>0.5</td>
<td>5.4</td>
<td>7.3</td>
<td>10.8</td>
<td></td>
</tr>
</tbody>
</table>

**Figure 7**

### PERCENTAGE OF FEMALES IN FULL-TIME IN CUSTODY BY AGE - NEW SOUTH WALES

#### SAMPLE YEARS 1982 - 93

<table>
<thead>
<tr>
<th>18 TO 20 YEARS</th>
<th>21 TO 24 YEARS</th>
<th>25 TO 29 YEARS</th>
<th>30 TO 39 YEARS</th>
<th>40 TO 49 YEARS</th>
<th>50+ YEARS</th>
</tr>
</thead>
<tbody>
<tr>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>1982</td>
<td>13.3</td>
<td>25</td>
<td>27.7</td>
<td>20.4</td>
<td>8.3</td>
</tr>
<tr>
<td>1983</td>
<td>7.6</td>
<td>36.3</td>
<td>28.7</td>
<td>17.0</td>
<td>8.8</td>
</tr>
<tr>
<td>1984</td>
<td>4.8</td>
<td>34.9</td>
<td>30.7</td>
<td>17.5</td>
<td>8.4</td>
</tr>
<tr>
<td>1988</td>
<td>6.2</td>
<td>19.5</td>
<td>32.4</td>
<td>23.8</td>
<td>14.3</td>
</tr>
<tr>
<td>1991</td>
<td>6.6</td>
<td>15.8</td>
<td>29.8</td>
<td>36.0</td>
<td>9.0</td>
</tr>
<tr>
<td>1992</td>
<td>8.0</td>
<td>17.8</td>
<td>26.1</td>
<td>33.7</td>
<td>10.1</td>
</tr>
<tr>
<td>1993</td>
<td>5.0</td>
<td>17.1</td>
<td>22.1</td>
<td>35.7</td>
<td>10.8</td>
</tr>
</tbody>
</table>

**Figure 6**

*Source: New South Wales Prison Censuses 1982-93***
Age and shortest time to serve

The following information refers to 215 women and 2719 men received with determinate sentences starting between April 1990 and December 1990 (excluding sentences containing a breach of parole or breach of licence and excluding people only in custody to cut out fines).

**Age at Start of Sentence**

<table>
<thead>
<tr>
<th>AGE</th>
<th>MEN</th>
<th>WOMEN</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDER 20</td>
<td>13%</td>
<td>8%</td>
<td>12%</td>
</tr>
<tr>
<td>20 TO 24</td>
<td>31%</td>
<td>27%</td>
<td>31%</td>
</tr>
<tr>
<td>25 TO 29</td>
<td>22%</td>
<td>20%</td>
<td>22%</td>
</tr>
<tr>
<td>30 TO 34</td>
<td>15%</td>
<td>14%</td>
<td>15%</td>
</tr>
<tr>
<td>35 TO 38</td>
<td>8%</td>
<td>12%</td>
<td>9%</td>
</tr>
<tr>
<td>40 TO 44</td>
<td>5%</td>
<td>5%</td>
<td>5%</td>
</tr>
<tr>
<td>45 TO 49</td>
<td>3%</td>
<td>2%</td>
<td>3%</td>
</tr>
<tr>
<td>50 TO 54</td>
<td>2%</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>55 TO 59</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>60 TO 64</td>
<td>1%</td>
<td>0.5%</td>
<td>1%</td>
</tr>
<tr>
<td>OVER 64</td>
<td>0.1%</td>
<td>0%</td>
<td>0.1%</td>
</tr>
<tr>
<td>MEAN AGE</td>
<td>28.7 YRS</td>
<td>28.0 YRS</td>
<td>28.7 YRS</td>
</tr>
</tbody>
</table>

That is, a smaller percentage of women were under 25 years old at the start of their sentence compared to the men.

**Shortest Time to Serve (Aggregated Fixed and Minimum Terms)**

<table>
<thead>
<tr>
<th>Shortest Time to Serve</th>
<th>MEN</th>
<th>WOMEN</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>UP TO 2 MONTHS</td>
<td>16%</td>
<td>25%</td>
<td>17%</td>
</tr>
<tr>
<td>2 UP TO 4 MTHS</td>
<td>20%</td>
<td>24%</td>
<td>20%</td>
</tr>
<tr>
<td>4 UP TO 6 MTHS</td>
<td>15%</td>
<td>11%</td>
<td>15%</td>
</tr>
<tr>
<td>6 UP TO 9 MTHS</td>
<td>15%</td>
<td>10%</td>
<td>15%</td>
</tr>
<tr>
<td>9 UP TO 12 MTHS</td>
<td>8%</td>
<td>7%</td>
<td>8%</td>
</tr>
<tr>
<td>1 YR UP TO 2 YRS</td>
<td>13%</td>
<td>8%</td>
<td>12%</td>
</tr>
<tr>
<td>2 UP TO 3 YRS</td>
<td>6%</td>
<td>4%</td>
<td>5%</td>
</tr>
<tr>
<td>3 UP TO 4 YRS</td>
<td>3%</td>
<td>1%</td>
<td>3%</td>
</tr>
<tr>
<td>4 UP TO 5 YRS</td>
<td>2%</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>5 YRS AND OVER</td>
<td>2%</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>MEAN TIME (MTHS)</td>
<td>12.3</td>
<td>8.4</td>
<td>12.0</td>
</tr>
</tbody>
</table>

Figure 9

Figure 10

16
That is, a higher percentage of the women starting a sentence had short sentences compared to the men (48% of the women and 36% of the men had aggregate sentences under 4 months) and a lower percentage of the women had long aggregate minimum terms (14% of the women and 25% of the men had aggregate terms 1 year and over).
ADVOCATING FOR WOMEN

"A major dilemma facing women inmates is that there has never been enough of them".¹

This report supports a reductionist approach to the number of women in New South Wales correctional centres but at the same time equally recognises that the articulation within the Department of issues relating specifically to women has traditionally been overshadowed by the needs and pressures generated by the overwhelmingly male prison population. In almost all comparable correctional administrations, the needs of women inmates tends to be an afterthought but in a resource starved environment characterised by fiscal stringencies, this problem is further exacerbated. The Department should acknowledge the reality that an all male executive is not likely to be perceived by female stakeholders as having the interests of women as a primary concern.

Consequently, two strategies require attention which would go some way to addressing the imbalance in advocating on gender related issues.

Representing female inmates' needs at a senior level

Addressing the needs of minority populations can be managed by either mainstreaming policies, giving special attention and resources to such groups or both. Correctional administrations are generally male dominated, reflecting inmate populations. The military or quasi-military nature of custodial services still exerts sufficient influence on correctional organisations as a whole, as to generate a culture in which women may well feel discouraged from attaining executive rank. In spite of quite genuine concerns for the needs of female inmates, the reality is that those needs are frequently articulated and adjudicated by men.

In order to partially redress this imbalance there is a need to create within the Department a position to allow the appointment of a senior female whose primary role would be to secure equity of access to services and programs for female inmates and to ensure that the special needs of women are addressed. To ensure that such a position is not tokenistic, the responsibilities should encompass both research, policy formulation and implementation on an advise and report basis.

The level of such a position should provide the occupant with sufficient authority to negotiate on an equal footing with senior custodial staff. A possible title for such a position would be Director of Women’s Services. Given the advice and consultation role, the position(s) would best be located in the Co-ordination, Planning and Policy Branch.

The establishment of a unit charged with researching and responding to the needs of female inmates would reflect the Department’s desire to make real gains for women. Assuming that the most significant gains are made during the first two or three years of a long term plan, the unit could be established on a temporary basis (say three years) with the option of a review to determine how best to address the needs of female inmates at that time.

Director status would be at Clerk, Grade 11-12 level. In advertising and recruiting for such a position, candidates should not be restricted to any specific discipline. Emphasis should be placed on dynamism and a proven record in policy development and implementation. High level negotiation skills would be equally critical in addition to basic research skills. In the first instance, such a position should be supported by a Project Officer, Grade 7-8 and a Clerical Officer. Given budgetary constraints, in order to demonstrate a commitment to Women’s Services, compromises may be required in other areas of Departmental activity to accommodate such a unit. The total cost of establishing such a Women’s Services Unit would be in the order of $195,500 [for detailed cost estimate, see Appendix 3] The unit would be located at Head Office to allow easy access to the departmental executive and be readily available for participation in both formal and informal decision making processes.

Advisory network on women inmates in New South Wales

In order to establish and maintain constructive dialogue with organisations which have an identified interest in issues affecting women inmates, an advisory network should be established, serviced by the Women’s Services Unit and charged with providing advice to the Commissioner of Corrective Services on any matter relating to the management of female inmates in New South Wales. Such an initiative would demonstrate a genuine desire on the part of the Department to be proactive in approach and willing to field constructive criticism.

The network comprising of a maximum of 11 members could be composed as follows:

- Director, Women’s Service Unit - Facilitator
- Representative from the Office for the Status and Advancement of Women
- Representative from the Corrections Health Service
- A non-custodial member of the management team of a correctional facility for women (inc. Transitional Centres)
. the Governor of a correctional centre for women

. Four community organisation representatives

The network would have the power to co-opt two additional members on a needs basis. Co-option would have to be supported by a two-third’s majority of the network itself and approved by the Commissioner. Other than in special circumstances, membership of the network would be for twelve months with an option to serve for a further twelve months. No fees would be paid.

Travelling expenses would be paid for any member who is unemployed or receiving government benefits. The Network would meet at least twice per year. An allocation of time would be set aside at each meeting for consultation with inmate representatives [see ‘Inmate committees’]. This would require meetings to be held at correctional centres.

Recommendations

1. A Women’s Services Unit be established during the 1993/94 financial year to advocate and co-ordinate policy matters relating to women inmates in New South Wales.

2. A Women’s Advisory Network be established to provide advice through the Women’s Services Unit to the Commissioner of Corrective Services. The network would be serviced by the Women’s Services Unit.
FACILITIES FOR FEMALE INMATES

One problem with the institution is that all women inmates go there (Mulawa). All remand inmates, long term, short term, maximum, medium and minimum security inmates are in the same area.¹

The limited range of correctional centres for female inmates in New South Wales is reflective of many correctional jurisdictions in the developed world. The relative size of female prison populations compared to their male counterparts usually ensures that women are not provided with anything like the range of facilities available to men. There are two designated facilities for full-time female inmates in New South Wales both located in metropolitan Sydney. Mulawa Correctional Centre is a Medium/Maximum institution with a design capacity of 222 beds and accommodating 212 full-time sentenced and unsentenced inmates (as at 28 November 1993). This population contains a mix of security classifications from maximum to minimum. Norma Parker is a minimum security institution with a bed capacity of 90 and an inmate population of 80 (as at 28 November 1993). Inmates at Norma Parker are predominantly pre- and work-release. There is one Periodic Detention Centre, Merinda, which caters for 52 female weekend detainees and is located at Parramatta. Ad hoc provisions are available for up to 3 female inmates at Broken Hill Correctional Centre and 8 at Grafton Correctional Centre, both medium security male facilities.

Mulawa Correctional Centre was established as a variable institution for women in 1970. Prior to 1970 women inmates were housed at the Long Bay Correctional Centre. At this early stage Mulawa’s female inmate population fluctuated between 70 and 100. Inmates were housed in dormitory style accommodation. Single accommodation was available in the security block, later named Mary Reiby House. Hospital accommodation was available and had the capacity to house up to 10 inmates in both ward and single cells.

Early in 1970 a re-organisation of the gaol resulted in the separation of inmates into:

Remand, trial and first offenders - housed in Chisholm House

¹Waller K., Suicide and Other Self-Harm in Correctional Centres, Report to the N.S.W. Attorney General and Minister for Justice, August 1993.
Recidivists - housed in Catchpole House

High risk offenders - housed in Mary Reiby House

Protection and inmates with health problems were housed in the Rose Scott Unit. This re-organised structure remained until the late 1970's when significant increases in the number of inmates involved in drugs resulted in new initiatives being implemented in the approach to the management of female offenders. A number of female inmates were transferred to a section of Cessnock Correctional Centre and later to Tomago Women's Open institution. In July 1980, escalating inmate numbers resulted in the opening of the Norma Parker Centre for women at Parramatta. Later that year extensions to Mulawa Correctional Centre were completed, resulting in single accommodation for mainstream inmates for the first time.

In 1981 Tomago Prison was closed for female inmates and all occupants were transferred to the Norma Parker Centre. In 1984, overcrowding and tensions within Mulawa resulted in a female wing being established at Bathurst Correctional Centre, a male institution. Further extensions were completed to Mulawa in September 1989, including the completion of the Dawn De Loas Centre and a new Segregation Unit. As a result of these extensions, Bathurst Women's section was closed, with inmates being transferred to Norma Parker Centre and Mulawa, according to their classifications. Also in September 1989, 10 female prisoners were returned to Mulawa Correctional Centre from the Parklea Segregation Unit.

In April 1990, Stage 2 of the Mulawa redevelopment program was opened providing the potential to house 76 inmates. Recent history has seen further changes in the utilisation of buildings making up the Mulawa complex, to accommodate education facilities, drug and alcohol facilities and the Young Offenders Program. Figures 11 and 11A give some idea of the ad hoc configuration of the Mulawa complex. Mulawa Correctional Centre is now the principle Reception Prison for all female offenders. Together with the Norma Parker Centre, Mulawa provides correctional programs which address the requirements for a graduated reduction in classifications from maximum to minimum security. However, the ad hoc nature of its development driven by demand factors has resulted in a situation in which it is not possible to ensure the complete segregation of one group or classification of inmates from another. This exacerbates the perennial problem of inmates passing contraband and somewhat dilutes the advantages designed to flow from a reduction in classification.

New receptions, trials, remands and inmates who refuse to work are housed in the Conlon Unit. This area has the potential to house 60 inmates in single accommodation and if necessary, can house 120 inmates in double accommodation. All meals for inmates in this area are cooked in a central kitchen area and then delivered to the wings. The
nature of Conlon's population, its traditional male oriented design and the inadequate, adjacent, external recreation area serving the unit has resulted in it assuming a reputation as one of the more difficult areas of the Correctional Centre to manage.

The Wyndana section of the correctional centre includes three accommodation units capable of accommodating 76 inmates. Inmates in this area are managed by way of a unit living model. Communal cooking facilities are provided and inmates prepare all their own meals. The Dawn De Loas section of the facility includes four living units capable of accommodating 72 inmates. As in Wyndana inmates are subject to unit living and cook their own meals. This centre is primarily designed to accommodate 'C' Classification inmates, however, a number of 'B' classification inmates are currently accommodated.

One obvious anachronism resulting from the limited range of facilities for women is that the quality of accommodation in the Dawn De Loas Centre and Stage 2 of Mulawa is aesthetically pleasing and spacious whilst a transfer to the Norma Parker Centre, which is one step closer to release, and which should be a bonus, offers less salubrious living accommodation. Although the overall ambience of the centre is not unpleasant, the rooms in which the inmates are accommodated are qualitatively inferior to those at Dawn De Loas and because of the age and configuration of the building require multiple sharing. Thus, the fact of only two facilities being available to female inmates, with contradictions abounding as women progress through the security classifications, results in confused messages being sent in an inmate management system which purports to reward good behaviour and a willingness to participate in programs.

The Mary Reiby Unit principally houses protection inmates and has a capacity for up to 18 inmates in double accommodation. To be on protection should not disadvantage an inmate nor should it be seen as some form of sanction. The conditions in the Mary Reiby Unit and the limited access to outdoor facilities and other programs could be interpreted as a management strategy to deter inmates from seeking protection status. Against this, it is equally recognised that there are currently limited options in terms of an alternative location for protection inmates. The reconfiguration of Mulawa as described later in this chapter would resolve this situation.

Recent initiatives have resulted in the closing of Morgan House and Rose Scott units, previously used to house developmentally delayed and at risk prisoners in sub standard conditions.

The Multi-purpose Unit has the capacity to house 12 therapeutic inmates and 9 segregation inmates, in single accommodation. This combination of inmates although separated but residing in the same block, is totally unsatisfactory and in any future replanning of Mulawa, these two groups of inmates require discrete accommodation and management.
Blaxland House has now been converted into an Education Block and together with demountable classrooms provides education facilities.

The Norma Parker Centre was established as a minimum security institution for women in 1980. The Centre takes its name from Norma Parker, a pioneer sociologist whose primary concern was women's issues.

The Centre has a long history as an institution beginning in 1842 when it was declared as a Catholic orphanage. In 1886, it was acquired by the then State Government for use as a home for vagrant and destitute young women and girls with delinquent young women often being placed into the home. In later years the Centre became known as the Parramatta Girls' Home, becoming infamous for its treatment of young delinquent women unfortunate enough to be incarcerated behind its walls.

Prior to 1980 women classified as C category prisoners were sent to the Cessnock Correctional Centre where they were accommodated in a wing located adjacent to the male section. As a consequence of an increase in the male inmate population, this wing was closed as a female area and the women were moved to a small open facility at Tomago located near Newcastle.

In 1980 the Norma Parker Correctional Centre was opened as a C category institution for women with an initial state of about 20 women being transferred from Mulawa. Shortly after this opening, Tomago was closed for women and the inmates moved to the Norma Parker Centre.

Today the Centre houses both C2 (pre-work release) and C3 (those eligible for day release to work or education) classification women offenders. The facility's population averages between 75 and 85 with an overall capacity to accommodate 90.

The Norma Parker Centre is the only women's correctional centre which offers participation in the Work Release Program as well as the Day and Weekend Leave Programs for women who meet the criteria for these Programs. Currently about 30 percent of the total number of women accommodated at the Centre, participate in the Work Release and Weekend Leave Programs with about 35 percent in total (i.e. including Work Release/Weekend Leave) participating in the total Program i.e. including Day Leave. Those women who do not meet the current criteria in terms of participating in these programs engage in programs within the Centre e.g. education and they are employed in various jobs in the Centre e.g. the Cortex industry.

The general philosophy of the Norma Parker Correctional Centre is to provide a positive environment with an emphasis on education and work (through the Work Release Program) plus social and recreation programs. As Area Management is introduced, the present inmate management philosophy will be further enhanced through the case management process resulting in even greater interaction between officer and inmate as inmates progress toward their return to the community.
The Norma Parker Correctional Centre comprises two main accommodation areas, Winmill House and Morgan House (see figure 12 and 12A). Winmill House houses new receptions from Mulawa and consists of both single and multiple occupancy rooms. Women in this area are not self-sufficient in terms of cooking facilities and their meals are prepared in the kitchen and served in a communal dining room. Morgan House is a two storey building and is divided into two separate areas:

Morgan 1 - which houses women who are not participating in the Work Release Program and

Morgan 2 - which houses women who satisfy the criteria for the Work Release Program and who are actively seeking work but have not yet found a job.

Accommodation in Morgan House is similar to that available in Winmill House i.e. single and multiple occupancy rooms. However, there is a difference in that women in Morgan House are able to prepare their own meals.

The main Work Release inmates live in two houses, Cottage 1 and 2 in an area adjacent to the main Centre. The Program itself is divided into two stages:

Stage 1 - inmates engaged in full-time employment and also participating in the Day Leave Program

Stage 2 - inmates working full-time and who are also entitled to Weekend Leave as well as Day Leave.

Inmates on Stage 1 of the Program contribute $65 per week towards their accommodation and food whilst Stage 2 inmates pay the Department $60 per week, the difference being they are absent from the Centre each weekend.

Work Releasees are also expected to earn "credits" which count toward their day and weekend leaves. "Credits" may involve cutting grass and gardening in the Work Release area or helping out other inmates in the main area of the Centre.

For some women who have not yet found employment but are looking for work there is the opportunity to perform community work whilst they look for a job. This type of activity is encouraged by the Centre as it provides the opportunity for inmates to meet people in the community, contribute towards their communication skills and encourage some social responsibility.
In addition to the Mulawa and Norma Parker Correctional Centres, small numbers of female inmates are accommodated at Grafton and Broken Hill Correctional Centres, the details of which are addressed elsewhere in this report. [see page 51 Regional Needs]

* * * * *

Before describing how this situation may be improved it would perhaps be appropriate to reflect on some ideological and economic parameters within which this may best occur. Eastel\(^2\) states:

"The small numbers of women do not generate enough perceived need or impetus for building sufficient minimum or open security prisons . . .

"Maximum security translates into high walls of concrete or barbed wire, presence of uniformed officers everywhere with a consequent lack of privacy, little room for individualisation of treatment, use of solitary confinement as punishment, a rigidity and lack of independence in living from day to day and according to many of the women interviewed by Eastel (1992), both a sharp demarcation between staff and inmates and an ethos which mitigates against rehabilitation."

Eastel further questions the need to classify remand inmates as maximum security and observes that as a result some of them are inappropriately placed within the correctional facility. Although Eastel paints an unnecessarily bleak picture, the essence of her comments is not altogether incorrect.

There is sound economic justification for developing a greater range of facilities for female inmates in New South Wales. Any theoretical advantages derived from a centralisation of resources are lost through design inefficiencies brought about by reactive planning and the resultant staffing inefficiencies which flow from this. In addition the very age of the Norma Parker Centre generates high maintenance costs and together with heritage restrictions limits the viability of the facility in terms of future use as the main minimum security institution.

The results of a Facilities Condition Survey conducted by consultants F.M.P.L. and published in February 1992 indicated that on a scale of 1:4 (with 4 the worst condition), Norma Parker Correctional Centre rates 3. The replacement cost for Norma Parker was estimated at $6.9 M. Modern building practice

calculates average yearly maintenance costs at between 1% and 1½% of replacement cost. In an ideal situation this would put the Centre’s maintenance costs at between $69,000 and $103,500 per annum. However, essential maintenance was calculated at $635,000 with backlog maintenance estimated at $2.4 M.

Although some parts of the Mulawa complex are relatively new, there are also areas which present similar problems to that of Norma Parker. Taken in total, replacement cost for the Mulawa Complex calculated at January 1992 was $23,886,000. Average best practice annual maintenance costs should be in the order of between $238,860 and $358,290. In fact, essential maintenance costs were calculated at $1,354,010 with maintenance backlog at $6,040,625.

The 1985 Report of the NSW Task Force on Women in Prison recommended the immediate development of Mulawa on the basis of a reduced inmate population. It further recommended the development of a range of community based facilities.³

A Minority Report⁴ published at the same time recommended:

- a small maximum security facility for women prisoners who are persistently violent and/or escapees. This should not be part of the major women’s facility;

- a larger core medium security facility not on the Silverwater site. Usage should be flexible. Construction should be on normal domestic e.g. cluster and individual townhouse design;

- minimum security women’s facility located in another suburb away from maximum and medium security.

Both reports highlighted the need for a range of facilities. In terms of facility planning, the main difference of opinion centred on the use or not of the then existing Mulawa site. The subsequent inmate accommodation improvements, namely Dawn De Loas and Wyndana were high cost in capital works terms, providing a physical level of security now possibly regarded as unnecessary for most female inmates. Whatever future capital works outcomes evolve for female inmates in New South Wales, there is a body of opinion which argues that the very fact this population is a small one and in some degree requires quite different treatment to male inmates, a commitment should be made to extend the range of institutional options whether or not the cost flowing from


such a decision is marginally greater than a more centralised approach.

Historically, decisions regarding female inmates have been piecemeal. It is critical that future decisions are holistic and form part of a co-ordinated strategic plan.

The explosion in the United States prison population numbers over the last decade has created unprecedented building programs across the various criminal jurisdictions. Although many of the planning and design issues of space for female inmates are similar to those for male inmates, there are issues which are unique and which have to be considered in the planning and designing of new female inmate facilities. Charlotte Nesbitt, a Project Developer and active member of the American Correctional Association, has listed a number of issues which are considered to be critical in the planning and design of women’s correctional facilities, particularly when compared to planning for males.5

- **Parity:** facilities for females should be at least comparable with those for males with additional services to meet the unique needs of women.

- **Multi-classification requirement:** unlike male institutions which normally house a limited number of classifications, the small female inmate population inevitably requires institutions to accommodate a wider range of security levels.

- **Educational and Job Skills:** modern correctional practice demands that women are given the opportunity to learn non-traditional, non-stereotypical roles. This requires special areas for program delivery.

- **Privacy and separation:** female offenders tend to be more concerned about privacy, particularly in living units. This has implications for ensuring that cells include shower facilities.

- **Medical and Mental Health Care:** many female inmates are frequently subject to additional medical problems resulting from the nature of their lifestyles. For the small number who manifest psychiatric problems, separate treatment facilities are limited. Being in prison is itself a cause for some medical and/or psychiatric problems to occur.

- **Visiting and Child Care:** at the risk of reinforcing stereotypes, there is a need to provide accommodation and visiting arrangements which support and enhance the mother-child relationship. In an ideal world this should apply equally to inmate fathers.

---

Other planning issues which should be considered particularly in relation to female inmates include:

- facilities can be more normal, less institutionally oriented and therefore less costly;
- facilities can reflect a more residential character;
- perimeter security can be less obtrusive but still ensure public safety;
- less use of expensive security hardware;
- increased use of more interactive staff-inmate management models. Women are more adept at resolving issues by way of interpersonal dynamics than by force or an overuse of authority;
- more use of normal furnishings and fixtures;
- increased attention to the aesthetic aspects of an environment;
- more space and equipment for personal grooming without overly reinforcing gender stereotypes;
- recreation should provide space for smaller group activities and individual exercise rather than large team sports;
- multi-purpose rooms for group meetings educational and recreational activities.

Almost all of these matters also have relevance when planning for males. What is important is to recognise the question of degree. Certainly in those areas which provide an opportunity for increased risk management, planning for and managing women offers greater scope. Those issues set out above should be seen in the context of the American Correctional Association’s National Correctional Policy on Female Offender Services. Whilst cross cultural linkages are not always totally relevant, the ACA policy stated below appears to be equally germane to the Australian correctional milieu.
"A.C.A. National Correctional Policy
on Female Offender Services

Introduction: Correctional systems must develop service
delivery systems for accused and adjudicated
female offenders that are comparable to those
provided to males. Additional services must
also be provided to meet the unique needs of
the female offender population.

Statement: Correctional systems must be guided by the
principle of parity. Female offenders must
receive the equivalent range of services
available to other offenders, including
opportunities for individualised programming
and services that recognise the unique needs of
this population. The service should:

A. Assure access to a range of
alternatives to incarceration,
including pretrial and post-
trial diversion, probation,
restitution, treatment for
substance abuse, halfway
houses, and parole services;

B. Provide acceptable conditions
of confinement, including
appropriately trained staff and
sound operating procedures
that address this population's
needs in such areas as clothing,
personal property, hygiene,
exercise, recreation, and
visitation with children and
family;

C. Provide access to a full range of work
and programs designed to expand
economic and social roles of women,
with emphasis on education; career
counselling and exploration of non-
traditional as well as traditional vocational training; relevant life skills, including parenting and social and economic assertiveness; and pre-release and work/education release programs;

D. Facilitate the maintenance and strengthening of family ties, particularly those between parent and child;

E. Deliver appropriate programs and services, including medical, dental, and mental health programs, services to pregnant women, substance abuse programs, child and family services, and provide access to legal services; and

F. Provide access to release programs that include aid in establishing homes, economic stability, and sound family relationships.

In order to address the array of improvements required to achieve best practice in the management of female inmates in New South Wales correctional centres, two major strands of recommendations evolve. Firstly, there are those concerning the establishment of a Women’s Services Unit within the Department and a Women’s Advisory Network to act as a vehicle for input from key stakeholders. These two groups will act as change agents and work to ensure that the momentum towards progress is maintained. The acceptance and establishment of the Women’s Unit and the Advisory Network will almost certainly be seen by those with an interest in the management of female inmates as a measure of the Department’s will to effect real change. It would be no exaggeration to suggest that there is a considerable degree of expectation amongst interest groups that the Department is serious about improving the level of advocacy for women in correctional centres. In spite of the interest generated by the 1985 Women in Prison Task Force, there is still a residue of disappointment at what are perceived to be limited outcomes. Consequently, it is important that the current momentum to achieve reforms for female inmates translate into real gains.

Secondly, there are recommended capital works strategies. In themselves, buildings provide only limited solutions. However, appropriately designed facilities provide an arena within which improved and more humane, inmate management systems can develop.
"While the walls and the buildings can enhance the atmosphere, the fundamental well-being of the gaol is really dependent upon the success of human relations within."

The key to the capital works strategy involves extending the range of facilities available to female inmates, separating different groups of inmates with different needs and normalising correctional facilities without compromising security. Overlaid on all of these factors is a recognition that the requirements of a correctional centre for women may be significantly different from that required by men. Wherever possible, planning with Public Works and other key partners should involve female professionals. What then is the recommended range of facilities required and how do they reflect the classification profile of the female inmate population?

*Minimum security (1)*

Of the 255 sentenced, full-time female inmates, 187 are classified as minimum security, 77 of these are located at Normal Parker Correctional Centre and 106 at Mulawa Correctional Centre. [22 November 1993 figures]. In order to provide minimum security facilities which better reflect "normality", provide opportunities for some inmate mothers to care for their children and provide a real transitional point prior to release back into the community, three community based facilities, each housing up to twenty-five inmates should be established across the Sydney Metropolitan area. The Albion Community Corrections Centre in Brisbane provides a good model for such facilities.

Albion is located in a residential inner-city suburb in Brisbane. It caters for a variety of minimum security female inmates either serving sentences of less than twelve months or in the latter stage of a lengthier sentence. The buildings making up Albion resemble a large guest/boarding house and "perimeter" security is limited to domestic style security grilles on doors and windows and an alarm system. Both are in place more to keep intruders out than the inmates in. Inmates are not allowed out unless as part of a recognised program. The facility accommodates some inmates with small children.

The Albion facility is managed by Community Corrections Officers. The staffing profile is extremely lean with one full-time manager and one other officer on a twenty-four hour, three shift basis. Whilst catering for up to thirty women, the average weekly state during the 1992/93 financial year was 19 (excluding children).

The facility has a good relationship with the local community, assisted by the fact that a number of inmates are involved in a program which involves two days per week unpaid, local community work. A number of the inmates are involved in work release and other day release programs. It is pertinent to note that the daily cost of maintaining female inmates at the Brisbane Women’s Correctional Centre - the main, mixed classification female institution - was $118.79 (1992-93 based on a daily average of 64 offenders and excluding capital costs). The daily cost per inmate for Albion for the same period was $54.23 based on a daily average of 19 inmates. This figure includes costs generated by the presence of children.

Three Transitional Centres for Women, based on the Albion model, should be located in the greater Sydney metropolitan area. Each facility may reflect a slightly different regime depending on the management requirements and program needs of specific inmate populations. The management of such facilities might be assigned to:

- selected custodial staff
- parole officers
- a combination of both

One of the perennial difficulties in establishing such a project is finding suitable sites. Further research is required into the various options ranging from custom built facilities through to the adaptive reuse of buildings such as motels, schools and nursing homes.

The estimated cost and strategic time scale for the possible introduction of these facilities has been integrated into the Department’s Capital Works Strategic Plan 1993-2003. Should it prove not possible to find suitable sites for such facilities on the basis of the NIMBY syndrome (Not In My Backyard), some consideration might be given to seeking expressions of interest from suitable charitable organisations with a successful record of residential care management to provide and manage institutions of this nature on behalf of the Department. Perhaps the most desirable option would be a combination of two facilities managed by the Department and one by private enterprise in order to extend the range of management styles even further.

It is pertinent to note a statement made by the Minister for Justice, the Hon John Hannaford MLC, in reply to a question before Estimates Committee No. 5 on 21 October 1993 when he stated:

---

7 Capital Works Strategic Plan 1993-2003, N.S.W. Department of Corrective Services.
"We want to look at more community-based residential options for women, and as part of this study we want to develop a wider range of locations for services to be able to suit classification needs".  

In addition to the three metropolitan sited, minimum security, community based facilities, consideration should be given to the establishment of a fifty bed, minimum security, semi-rural facility centred on a farm property, much along the highly successful Victorian model, Tarrengower. (For details of Tarrengower, see page 63). This facility should be located so that visits are readily accessible from Sydney. Such a facility would extend the range of options available to female inmates. It would cater for inmates with a C2 (pre work release) or C3 (work and other approved day release) security categories.

Some early analyses of site options for a minimum security prison farm for female inmates have been identified and will require further research. One example which reflects a workable model is the adaptive use of the existing Emu Plains Correctional Centre currently utilised for males. The size of the facility is suitable and its geographic location and proximity to metropolitan public transport is already well proven. Established work opportunities centring around milk production and the growing of vegetables are equally suitable for women inmates as they are for men. In the event of Emu Plains converting to a facility for women, the existing male population could be housed by an expansion of the John Morony correctional Centre at South Windsor.

Attempts to locate almost any form of social welfare or correctional facility with a residential component into an urban setting inevitably generates local resistance. This occurs even when the site for a facility is in an industrial or semi-industrial location. The introduction of community based, minimum security facilities for females has to be managed with a high degree of sensitivity and a genuine concern for local sentiment. In developing strategies to manage this public relations process, Department staff with experience in this area should be resourced on a needs basis.

The name given to this form of correctional facility for women should be selected with care. It should become congruent with the local community’s comfort zone in terms of what to expect. Similar developments in the U.S. State of Georgia are called Female Transitional Centres reflecting the pre-release status of the inmates prior to return to the community. Whilst such a generic title might be the official name given to the facilities, each of the individual centres might be given a specific name which may soften negative connotations associated with correctional facilities.

---

Accommodation for female inmates at the minimum security prison farm, including some with children, would be in a series of self-contained units built with relatively low cost domestic style materials. In examining Emu Plains as one option, an initial examination of the site would suggest the area currently being utilised for poultry breeding as a suitable location for the minimum security unit(s). The poultry breeding industry at Emu Plains Correctional Centre is in the process of being phased out and provides a suitable site without encroaching on the valuable farming land which is already fully utilised [see Fig. 13]. The initial concept of a prison farm for women has determined a fifty bed facility. However, as with the community facilities, the bed capacity can be adjusted upwards or downwards after a more detailed analysis has been undertaken. It might be noted that H.M. Prison Tarrentower is in the process of increasing its inmate bed capacity from thirty-two to fifty.

With specific relevance to the minimum security facilities proposed, one management strategy should prevail. It should be clear to inmates that any infraction of the rules, particularly those relating to the possession or use of illegal drugs, will result in immediate transfer to an institution of higher security classification with the resultant loss of privileges specifically granted to minimum security inmates. This approach appears to have been highly successful at Tarrentower, generating considerable peer pressure to maintain a drug-free environment. It also mirrors in part a management style practised in many United States Federal institutions where a strict regime prevails in the sense of giving inmates a high level of autonomy if they co-operate but imposing significant sanctions for serious infractions of the rules. In order to ensure that there is no misunderstanding of likely outcomes for proven breaches of prison discipline in the American federal system and to secure an acceptable level of consistency of resultant outcomes, inmates are issued with a detailed booklet which lists infractions and disciplinary actions which are likely to result. Similarly, it should be clear to all that there are no rewards for persistent acting out behaviour.

With the adoption of these proposals the Department would be in a position to dispose of the Norma Parker Correctional Centre, an institution which has long been obsolete in design and which generates high recurrent costs.

Minimum Security (2)

The minimum security facilities described above account for 125 inmates. On 22 November 1993, 51 inmates were classified as 'B' or medium security. In addition to these, a number of inmates classified as C1 - upper range minimum security - would probably be considered borderline in terms of their suitability for a minimum security regime. Consequently, there is a need for a minimum security facility for those inmates not thought appropriate for the lowest level of security conditions but who are not required to be housed in a highly secure environment. Some B category inmates are currently classified medium not because of any security threat but because the length of the sentence which they are serving requires classification at this level for a period of time irrespective of whether their behaviour is exemplary or not. All in all, this upper minimum/medium security group would number about 100 inmates. Of these a small proportion would be required to be placed in special programs such as those for the developmentally delayed whilst others would be on protection or other special management programs.
Consequently, a key link in the range of facilities for female inmates is the need for a self contained 70 bed minimum security correctional centre in which inmates are housed and managed with marginally less freedom than those in the adjacent farm complex. The management and design of the two adjacent facilities, should be such that there are clear incentives for inmates to aspire to move from one to the other. Some infra-structure might be shared but in essence, the institution has to function autonomously so as to avoid the problems of 'contamination' such as that experienced at Mulawa. In conceiving of a minimum security institution of this nature, care should be taken to ensure that any design recognises the inherent differences and requirements in terms of the need for security between male and female inmates. Such a recognition should lead to capital cost savings.

In examining site options for a minimum facility, the Emu Plains Correctional Centre again displays many of the characteristics required for such a development. Many advantages are the same as those described for the minimum security prison farm. The additional bonus is that the already existing fenced compound provides adequate perimeter security should this be required. (see Figure 13). There is adequate room within the compound for creating an autonomous correctional centre. A number of existing buildings are suitable for continuing use. Present accommodation in barrack style single rooms are not suitable and it is highly likely these would have to be demolished in favour of modern, appropriately designed living units. There also appears to be adequate space within the compound to accommodate yet to be determined industry program(s).

Emu Plains is but one of a number of possible sites which require further feasibility studies.

**Alternative options for minimum and medium security facilities:**

- greenfield sites: experience has long since demonstrated that obtaining greenfield sites in the Sydney Metropolitan area is extremely difficult. Public and Local Council antagonism to the siting of any form of institution is generally de rigeur. Inevitably metropolitan sites are costly.

- further development on existing Departmental sites: the two options would be on the Long Bay Complex of Correctional Centres site and the South Windsor site (John Morony). The Long Bay site could conceivably accommodate a 70 bed minimum security facility for women. However, there is a strong body of evidence which concludes that female facilities located on large correctional complexes designed and managed for males is counter-productive, even though the female institution is managed independently. Inevitably, many decisions made in relation to male inmates flow on to females irrespective of their appropriateness. In addition, establishing a female facility at Long Bay would incur serious perception problems. Long Bay is the main male correctional complex in metropolitan Sydney. The Complex is made up in part of a number of old style correctional facilities which are operationally inefficient. Locating female inmates adjacent to such an area, which carries with it a male dominated history, much of which is unrelated to female inmate behaviour, would not be viewed favourably by
most social commentators. A second alternative would be to locate both a modified minimum security farm and a minimum security facility for females at the Department's South Windsor site. This option would attract similar criticism to the Long Bay alternative with the additional disincentive associated with perceived remoteness compared to Mulawwa and the poor state of local public transport. Once again, perception is likely to interpret such a development as marginalising women in a symbolic geographical sense. A third option involves the use of the present Emu Plains Correctional Centre. Although it is possibly marginally further than South Windsor from Sydney, its surroundings are more developed and public transport is quite accessible.

From a master planning perspective it would appear logical to group the two women's facilities together on the same site, make better more economic use of any proposed site and further develop the South Windsor site for minimum security males. Details relating to timing and estimated costs are set out in the Capital Works Strategic Plan 1993-2003.

- Further development on the Mulawwa Correctional Centre site: conceptual site configuration work by Public works has demonstrated that to attempt to combine a main women's maximum security correctional facility and a discrete medium or minimum facility would result in the least desired operational outcome. It is doubtful whether such an arrangement would provide the Department with any real opportunity to achieve best practice.

Medium/Maximum security

The female inmate correctional centre population on 7 November 1993 was 307. Population predictions to 1997 suggest a continuing plateau effect subject to no major sentencing or policing policy changes. The various minimum security institutional facilities described earlier in this chapter account for 195 inmates. Assuming up to between 15 and 20 inmates are located in regional centres and the Special Purpose Centre, this leaves a residual population of some 100 - 120 which includes a small number of maximum security inmates (10 to 15), unsentenced inmates including appellants (80 - 90) and small groups of special needs inmates. Collectively, these groupings form the population of a main gaol which requires a secure perimeter and some maximum security cell accommodation.

The various buildings which make up Mulawwa range in age from pre 1900, to modern accommodation units completed in 1990. Since planning began for the most contemporary of the buildings at Mulawwa, best practice design and management has changed significantly. Even including the most recent significant capital works developments, planning for Mulawwa reflects a different period in the correctional time frame. Consequently, as the site is currently configured it is

42
impossible to achieve best practice in contemporary correctional management (Figure 11 and 11A provide a visual snapshot of the Mulawa complex, building use and main accommodation divisions. Consequently, in an ideal situation this residual, main gaol population should be housed in a small, custom built facility possibly on a greenfield site. However, a more realistic and in the final analysis, cost effective solution is to reconfigure Mulawa and adapt it for a reduced inmate population.

Figure 14 illustrates that this can be achieved by demolishing a number of obsolete buildings which possess no heritage status; a division of the campus into discrete areas in which inmates will be managed with little or no contact with other groups; and providing bed capacity for 150 inmates in total. This takes into account that in some specialist units, empty beds would not be backfilled and also provides a small safety net for any increase in the overall prison population. This can be achieved with a modest capital works outlay, estimated to be approximately $8.0 M.

The costs and time frames for the capital works strategy is set out in Figure 15.

**Table: Capital Works Female Strategic Plan**

<table>
<thead>
<tr>
<th>Project</th>
<th>Commence</th>
<th>Complete</th>
<th>E.T.C. ($M)</th>
<th>Beds</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Regional facilities upgrade:</td>
<td>1994</td>
<td>1995</td>
<td>40.5</td>
<td>8</td>
</tr>
<tr>
<td>Broken Hill Station 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Minimum correctional centre</td>
<td>1994</td>
<td>1995</td>
<td>5</td>
<td>70</td>
</tr>
<tr>
<td>3. Min. sec. prison min. sec.</td>
<td>1994</td>
<td>1985</td>
<td>2</td>
<td>50</td>
</tr>
<tr>
<td>4. 3 x 25 bed Transitional Centres for Women</td>
<td>1994</td>
<td>1995</td>
<td>4</td>
<td>75</td>
</tr>
<tr>
<td>5. Development and upgrade of Mulawa</td>
<td>1995</td>
<td>1995</td>
<td>8.0</td>
<td>120-150</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td><strong>$19.6 M</strong></td>
<td></td>
</tr>
</tbody>
</table>

If the strategies for accommodating female inmates described above are achieved, then for the first time in New South Wales, female inmates in correctional centres will have a meaningful range of options available to them.

The **range** will provide for:

- security considerations
- geography

43
the needs of inmate mothers

a greater variety of institutional work experiences

an increased capacity to manage female inmates in smaller groups which, according to most correctional commentators, produces the best management outcomes

environments which give inmates the opportunity to take more control of their own destinies

a clear policy of privileges and sanctions in which serious infractions will mean a loss of real managed freedoms and choices.

**Discrete Drug Treatment Regimes**

At the present time a variety of strategies are offered to inmates who seek assistance with drug-related problems. These range from methadone maintenance, through various types of counselling to alternative procedures such as yoga and meditation. However, all inmates with either no or varying degrees of drug involvement are mixed together. This generates a rich breeding ground for the sharing and trading of contraband drugs and may create an environment in which inmates with no history of drug use are drawn into usage. Similarly, inmates with drug-related problems who are motivated to deal with these problems, find it difficult to do so when temptations abound.

Consequently, consideration should be given within the overall strategic plan for female inmates to designate one or more facilities or part of a facility as a discrete drug treatment regime. These may be designed to deal with short and/or long treatment modalities to suit inmates serving a variety of sentence lengths. Care is required in ensuring such regimes do not offer what are perceived as soft options which will inevitably draw in inmates for the wrong reasons. Such a model may well be considered suitable for the contracting out of the treatment function to a community-based therapeutic community organisation.

A second alternative to contracting out is the notion of *going into partnership* with a voluntary organisation. In this case funds would be allocated to an organisation to assume responsibility for the treatment role within a correctional centre dedicated as a drug treatment centre. The Department would retain overall control of programs but would leave the operational control to the selected organisation. Operational funds might be apportioned between the organisation and the Department depending on the respective levels of responsibility.

In either event the key to any success would derive from the assessment of inmates deemed suitable to enter such a program.

**Periodic Detention**

The Department's capital works planning process has foreshadowed the possible closure of Merinda, the Periodic Detention Centre (P.D.C.) for women at Parramatta in the event of the decommissioning of Parramatta Correctional Centre. Figure 13, illustrates the potential to relocate the main Sydney region's female P.D.C. to the Emu Plains or any other composite site. This proposed 60 bed P.D.C. facility has been estimated to cost $1.8M.
REGIONAL NEEDS

"Whilst women prisoners remain located in units in men's prison facilities the Office of Corrections will ensure that they receive appropriate and equitable access to programs and services, such as health, education and training, visiting and recreation. Their access will be determined on the need of, and/or level of interest shown by women prisoners to access the respective program or service and will not be a reflection of their representation amongst the total prisoner population within the respective prison. Furthermore, the Office of Corrections will provide opportunities for women prisoners to integrate with men prisoners in recreation programs and activities, employment and visiting programs."

As figure 16 demonstrates, most female inmates normally reside in the Sydney Metropolitan area. Almost all correctional facilities for women are centred in Sydney. Excluding Mulawa (Silverwater) and Normal Parker (Parramatta) Correctional Centres and the Merinda Periodic Detention Centre (Parramatta), the only other correctional centres accommodating women are Broken Hill and Grafton both medium security institutions designed and managed for males. Because of limitations imposed by the age and design of the two institutions, females generally remain in either facility for relatively short periods of time either on remand, serving short sentences or serving time for fine default. On 2 November 1993, Grafton was holding six females (4 sentenced, 1 remand, 1 appellant) out of a total inmate population of 182. Broken Hill held two females (1 sentenced, 1 fine defaulter) out of a total inmate population of 38. Grafton has a capacity to accommodate 8 females and Broken Hill 3.

For those few women inmates who do come from country areas, imprisonment frequently imposes additional burdens. Almost all correctional literature and anecdotal evidence suggests that where women inmates are located as an adjunct to an institution managed for males, they are frequently denied equal access to services and programs. If they are transferred to the main female facilities in Sydney, then family and community ties are impeded by the tyranny of distance. Appendix 4 is a request from a female inmate at Grafton Correctional Centre illustrating this very issue. Against this, is the question of

---

equity whereby the provision of increased access to correctional facilities in country areas may create a net widening phenomenon resulting in the courts sending more women to prison who may otherwise have received non-custodial sentences. There is a strong body of opinion that in spite of oft stated support for a reductionist approach to women in prison, if additional places were provided, particularly in country areas, they would inevitably be filled.

Consequently, a more pragmatic approach should centre around some limited extension and improvement of those facilities that do exist and extending sentencing options which are least likely to result in women being sent to full time custody. Those areas that were examined for the purposes of this study were selected on the basis that the Department already has a presence and improved access and conditions could be achieved at minimal cost. One area for further study is an examination of the needs and opportunities in relation to providing facilities for women in regional facilities where no such provision currently exists.

Tamworth

Tamworth is a small, medium security correctional centre with a bed capacity of 66 and an inmate population of 56 on 28 November 1993. The existing correctional facility at Tamworth cannot adequately accommodate a female population. Living accommodation is antiquated and the close configuration of the buildings would seriously impede the security of women and access to programs.

It was suggested that a large storage shed adjacent to the main facility could be converted for inmate accommodation (see Figure 17). However, it is doubtful whether this building is appropriate for women inmates and the likely demand for places would not justify the cost of any conversion.

Senior police in Tamworth estimate that the need to incarcerate women probably amounts to less than 10 occurrences per year. This figure could rise to 20 if it included other country towns in the magisterial and judicial circuit. The figure includes fine defaulters.

In relative terms, the demand for accommodation for full-time female inmates in Tamworth is not high priority. A more practical and less costly initiative which merits further examination is the possible conversion of an unused Deputy Governor’s residence which is located outside the institution on Departmental land into a small Periodic Detention Centre for women (see Figure 18). There is a potential for four bedrooms each holding 2-3 inmates with adequate bathroom, kitchen and meeting/program space for small numbers. Such a conversion could also be utilised for female fine defaulters.
Grafton

Grafton is a medium/minimum security institution with a bed capacity of 150 and an inmate population of 187 on 28 November 1993. The facility has a small eight bed unit set aside for female inmates including remands, sentenced and fine defaulters. (see Figure 19). Owing to the uncertain demand on the unit and the extremely limited living conditions in terms of open space, women are seldom housed at Grafton for more than six to eight weeks. After this initial period, they are transferred to Mulawa Correctional Centre. In the past staffing restrictions have on some occasions resulted in women remaining in the unit unsupervised. For the same reason, requests to see professional staff can be delayed since the female inmates have no latitude at all for escorted movement. Because of security considerations, access to an external recreation area is totally unsatisfactory and limited to a small caged yard (see Figure 20). Figure 21 illustrates the flow of female inmates through Grafton for the first six months of 1993.

<table>
<thead>
<tr>
<th>MONTH</th>
<th>NO. OF FEMALE INMATES</th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>9</td>
</tr>
<tr>
<td>February</td>
<td>13</td>
</tr>
<tr>
<td>March</td>
<td>5</td>
</tr>
<tr>
<td>April</td>
<td>12</td>
</tr>
<tr>
<td>May</td>
<td>15</td>
</tr>
<tr>
<td>June</td>
<td>13</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>67</strong></td>
</tr>
</tbody>
</table>

(Includes sentenced, remands and fine defaulters)

Given the fairly consistent number of female inmates housed at Grafton, albeit temporarily for some, there is a clear need to provide alternative accommodation which incorporates adequate access to open air and reasonable access to programs and services. One solution is to isolate one of the 10 bed male minimum security units for females. Their design and location, given security considerations, is well suited to a small female population. Access to the programs facility which services this area can be time managed. With some creative management a number of the women could be employed in the adjacent C.S.I. nursery project. Places for the displaced male inmates would have to be found elsewhere in the correctional centre system. In providing suitable accommodation for ten female inmates at any time, this would reduce the need for escorts to Mulawa Correctional Centre in Sydney. This journey is long, tedious and poses difficult issues relating to inmate well being particularly when female inmates are concerned.
Subject to staffing considerations better utilisation of the Periodic Detention Facility at Grafton could be made by establishing a mid-week program for women. There have been many inquiries by local courts for a female Periodic Detention Centre in the area served by Grafton Correctional Centre.

In achieving any or all of these developments, more female staff would be required at Grafton. In June 1993, three of the 69 custodial officers were female which resulted in not infrequent occurrences where no female officer was on duty to assist with searches, thus compromising security.

**Broken Hill**

Broken Hill is a small, medium security correctional centre with a bed capacity of 28 and an inmate population of 36 on 28 November 1993. The facility has a capacity to accommodate up to three or four female inmates in a large, cell/room with its own ablution facilities. The age, size and configuration of the institution severely restricts work and program opportunities for women. The restrictive size of the one room which accommodates women is a potential source of conflict given that access to external exercise areas is also limited.

Over the last three years the maximum female state has peaked at five. Of those few women who are held at Broken Hill, it is estimated that 90% are fine defaulters.

Consultation with local police, magistrate and probation service indicates that there is no perceived demand for any increased full time accommodation for locally sentenced female inmates at Broken Hill Correctional Centre. However, there is the potential to create a small unit which could accommodate women arrested and sentenced elsewhere who might benefit from the geographical isolation, the more relaxed regime, allowing the opportunity for a "time out" approach to inmate management. There have been a number of examples of women presenting management problems at Mulawa Correctional Centre who have responded positively to the Broken Hill regime. Such a program would not be appropriate currently without improvements to the accommodation available for women. There is potential for an eight women unit by way of minor capital works modifications to the area presently utilised for minimum security males. Such an initiative would also require an increase in the female staff component (currently one).

As with other regional facilities, there are ambivalent attitudes to the suggestion of a Periodic Detention Centre opportunity for women. The local Magistrate indicated doubt that there was a need for such a facility whilst senior police advised that the estimated three women per month in custody were mostly contained for minor alcohol related offences and therefore not likely to be dealt with by way of a Periodic Detention Centre sentence. Given that fine defaulters can convert the debt to a Community Service Order, this reduced the potential need for female accommodation even further.
Broken Hill Correctional Centre, with improved accommodation facilities for women, can offer a number of benefits:

- the ability to hold local women rather than the costly and dislocating procedure of transferring them to Mulawa;
- providing an addition to the range of facilities available to women within the overall system.

However, current access to programs for the few women at Broken Hill is poor. Increased access would require some creative inmate management options and because of small numbers, the possibility of closely supervised co-educational activity. Risk management would require a clear prescription that any infractions would result in automatic removal to another institution.

In spite of the existing absence of any demand for female Periodic Detention Centre places, in the event of any multi-purpose development to extend the capacity of the correctional centre for either full- or part-time imprisonment for males, there should be sufficient in-built flexibility to accommodate small numbers of females to accommodate any changes in local sentencing patterns.

**Probation Service - supervising Aboriginal clients**

The New South Wales Probation Service is on the threshold of assigning out the supervision of Aboriginal clients involved in nominated programs to selected Aboriginal organisations. Centring around Attendance Centre (A.C.) and Community Service Orders (C.S.O.), Aboriginal organisations will be invited to establish programs and will be funded to do so. If successful, this initiative may extend to designated Aboriginal organisations or individuals becoming responsible for community supervision and the provision of pre-sentence reports.

The Operational Plan relating to this project is due to be introduced in the new year. Three geographical locations have been targeted as a starting point, selected because of the availability of appropriate Aboriginal infrastructures, namely Casino, Dubbo and Sydney. Parallel with this development is a move to standardise across the State, the provision to convert fine default to a Community Service Order. This will impact both the Aboriginal and the wider community. Whilst the conversion process provides potential for any fine defaulter to avoid imprisonment, programs and supervision for Aboriginal clients by Aboriginal supervisors is likely to enhance the opportunity for those clients to avoid imprisonment.

Assuming this initiative meets with a degree of success, it has potential to provide a model for managing Aborigines sentenced to Periodic Detention in areas where the Department of Corrective Services has no institutional presence. This is particularly relevant to Aboriginal women. Once the Probation
Service's initiatives have taken hold, the Department of Corrective Services might consider exploring a joint interface whereby the newly developed Aboriginal supervisory infrastructure, could assume responsibility for periodic detention programs. This may require appropriate amendments to the legislation. If successful, such a model should be considered for non-Aboriginal offenders to ensure equity of access wherever this has practical application.

Recommendations

1. Modifications be made to Grafton and Broken Hill Correctional Centres to extend and improve access to female inmates from those areas.

2. Utilise these improved facilities for carefully selected female inmates who might benefit from a greater degree of geographical isolation.

3. Further research the Probation Service's plan to assign the supervision of Aboriginal clients on selected programs to appropriate Aboriginal organisations, as a possible model for periodic and/or post release programs.
MOTHERS’ AND CHILDREN IN CORRECTIONAL CENTRES

“My baby ain’t in prison. My baby’s with his momma”.
[Inmate mother, Bedford Hills maximum security Correctional Centre, New York State]

Feminist criminology ideologues have suggested that any emphasis on the special needs of incarcerated mothers only compounds the traditional stereotypic role of women in wider society. Some argue that it is disempowering to give priority to maternal responsibility over a women’s responsibility before the law. By giving incarcerated mothers special consideration, the correctional system is reinforcing the role of woman as mother and thus perpetuating passive and dependent behaviour. Frequently motivated by a genuine desire to be humane, such policies in fact continue to act as a social control mechanism over women.

Be this as it may, correctional administrators are forced to confront the reality that many of the women entering the system are primary carers. For those women, a sentence of imprisonment may be as much a punishment of the child(ren) as the mother herself. Consequently, all of the literature which discusses the pros and cons of whether incarcerated mothers should be allowed to parent their children in prison, emphasise the absolute necessity of basing policies and decisions on the best interests of the child. In any policy formulation it is the children’s rights and needs which must remain of primary concern. This is not to suggest that in doing so, other imperatives can be ignored such as the security, good order and management of correctional facilities.

A brief history of female inmates and the care of their children in New South Wales

A program to accommodate mothers and their pre-school children was established at Mulawa in 1979.

Until this time only women who had given birth while in custody had been able to keep their children with them.

This program was established primarily in response to a recommendation of the Nagle Royal Commission.
The program appeared to possess unclear aims and definitions, not the least being no clear criteria on the age of the children eligible for inclusion in the program. The original cut-off age of 12 months was considered arbitrary and undesirable in the first review report.

Together with this program, a Mothers and Babies Committee was established by the then Chairman of the Corrective Services Commission, Dr Tony Vinson. This committee had broad terms of reference which were based on a philosophy of meeting the 'child's best interest'.

In August 1980 there was an incident at Mulawa which has been variously described as a 'riot' or a 'peaceful sit in'. Considerable controversy surrounds the exact nature of the incident.

As a consequence of this disturbance, it was decided to move the Mothers and Babies Unit to the perimeter of the Mulawa/Silverwater Complex.

The Mothers and Babies Unit was suspended on Christmas Eve 1981 by the then Minister Rex Jackson who expressed the opinion that 'children should not live behind barbed wire'.

In 1982 a Report Children of Imprisoned Parents (by the then NSW Department of Family and Community Services) recommended that the Mothers and Babies Unit be re-established.

In March 1985 the Report of the NSW Women in Prison Task Force recommended that 'facilities for mothers to live with their babies or infants should exist within the prison'.

In August 1986 the Mother and Young Children Committee repeated the call for a gaol-based Mothers and Children Unit.

In November 1986 Section 29(2) of the New South Wales Prisons Act was amended to specifically allow 'a female prisoner who is the mother of a young child or young children, for the purpose of enabling the prisoner to serve her sentence with her child or children in an appropriate environment determined by the Director-General'.

A Mothers and Children's Committee is currently in operation at Mulawa.

Pregnant female inmates are escorted to Westmead Hospital for the birth where they remain until medical advice says they may be returned to custody or to their own home on a Section 29 order.

An informal survey carried out at the Mulawa and Norma Parker Correctional Centres in 1992 indicated that of the 312 women interviewed, 55 had children between the ages of 0-5. The total number of children in this age range was 76 and divided by age as follows:
<table>
<thead>
<tr>
<th>Duration</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 1 year</td>
<td>9</td>
</tr>
<tr>
<td>Between 1 and 2 years</td>
<td>24</td>
</tr>
<tr>
<td>Between 2 and 3 years</td>
<td>13</td>
</tr>
<tr>
<td>Between 3 and 4 years</td>
<td>16</td>
</tr>
<tr>
<td>Between 4 and 5 years</td>
<td>15</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>76</strong></td>
</tr>
</tbody>
</table>

**Overseas experience**

A 1987 study by the Alliance of Non-Governmental Organisations (NGO's) on Crime Prevention and Criminal Justice with the United Nations, and covering 70 countries, concluded that there were two key areas requiring consideration in evaluating a child's best interests:

(i) the need to be raised by her/his mother;

(ii) the need to be raised in a place that can offer positive preparation for adult life.

In a descending order of desirability the recommendations included:

7. the use of alternatives to imprisonment for mothers;

2. provision of community based facilities for mothers who are not required to be in prison but who cannot be released into the community;

3. separate children’s units outside but adjacent to main prisons;

4. children’s units within a correctional setting.

Of the seventy countries involved in the study, policies were divided into three groups by the ages of children permitted in prison with their mothers. Twenty countries allowed nursing babies (up to 18 months). Twenty-two allowed children to remain until aged two or three. Eleven allowed school-age children between four and seven.

It was noted by Weintraub, who critiqued the study, that in some countries policy and practice do not always coincide. Further, in poorer countries policy indicated theoretically desired systems, whilst practice reflected realities.

More specifically for the purposes of this report, contact was made with three

---

overseas correctional administrations. In summary the following information had relevance:

**Home Office H.M. Prison Service United Kingdom**

Three of the twelve women’s prisons in England and Wales have facilities for mothers and babies providing a total of 48 places. Nine more places are to become available soon. These places service a total female prison population in 1991 of 1561 inmates.

One is located within a large, secure multi-function facility in London, Holloway, and holds thirteen mothers with their babies in single rooms. A second is made up of a small collection of houses within a secure perimeter fence in a rural setting near Manchester. Accommodation is in single rooms and mothers can cook for themselves and their babies. Nursery nurses accompany the mothers with their babies to outside activities and care for the children when mothers are attending education or other activities. The third facility is an extension to an open prison which is set in a country house in rural Yorkshire. It is purpose built with single accommodation for mothers and babies.

Decisions to allow a mother to keep her baby in prison is made by the Governor in the light of a recommendation from a multi-disciplinary team. The age limit at the secure facility is 9 months whilst in the less secure facilities the limit is 18 months. Advice from the U.K. Department of Health to the Prison Service is that after the age of 18 months the prison environment can have an adverse effect upon a child’s development.

**Minister of Justice Department of Prisons and Probation Denmark**

Women can have their children up to the age of one year with them in prison. Children beyond that age may be allowed to stay with the mother, where it is deemed to be conducive to the welfare of the child. In practice both some male and female prisoners are allowed to have their children up to the age of 2½ to 3 years with them in prison.

---

2 For more detail, three Home Office documents are available through Lawrence Goodstone, Senior Planning Officer 289 1257

Mother and Baby Units
Working on a Mother and Baby Unit
Regimes for Women

3 Source: Correspondence from Danish Ministry of Justice. Other resource documents available:

Danish prisons, Ministry of Justice, Copenhagen, 1990.
Prison System of Denmark, Justice, Copenhagen, 1990. (available from Lawrence Goodstone as above).
United States

Given the number of correctional facilities in the United States which are administered by Federal, State and County jurisdictions, few have mothers and children programs. One significant program however, is that at Bedford Hills Correctional Facility, New York’s only maximum security prison for women with an inmate population in 1991 of 723. In what is described as a fairly typical American prison, the Bedford Hills credo is:

'... though we doubt that prison is where most of the togetherness should be, mothers and children should be together'.

The prison document describing the mothers and babies facility also states:

'The baby’s best interest must share priorities with prison security'.

Sixteen mothers can live with their newborns in the prison for 12-18 months.4

INTERSTATE PRACTICE

Northern Territory

Since 1986, the Northern Territory does not accommodate children in its one facility which holds female inmates. The female inmate state on 19 October 1993 was eight. The reason for the retraction of the mothers and children program relates to the fact that most inmates are tribal Aborigines and some concern was held for the safety of any children residing in prison stemming from ‘pay back’ systems.

Queensland

Queensland has two correctional facilities which house female inmates both of which permit inmate mothers to retain the care of their children whilst in prison. The main female facility, Brisbane Women’s Correctional Centre with a

4 Information provided by Stephen A. Carter of CGA Consulting Services Inc. Detailed information on the Bedford Hills program available from Lawrence Goodstone as above.
maximum security classification, has a design capacity of 85 with a population state on 9 September 1993 of 56. The state has been as low as 30, due possibly to the emphasis in Queensland on alternatives to imprisonment. The other facility accommodating 18 women is located at Townsville and holds women with the full range of security classifications.

Both the Brisbane and Townsville institutions, whilst accommodating very small numbers of children, make no special provisions for them in terms of physical facilities. When the research was undertaken for this report in July/August 1993 one child was residing in the Brisbane Women's Correctional Centre, whilst Townsville had no children. Care was taken to locate mothers with children in living units holding other inmates who had no objection to this arrangement.

Mothers with children are also accommodated in Queensland at the Albion Community Corrections Centre. This community based facility, although managed and staffed by the Queensland Community Corrections Service, holds women who are serving prison sentences and who possess a minimum security rating. Residents can range from women with short sentences to those serving the latter part of lengthy periods of imprisonment (Albion is more thoroughly described on pp. 35 to 36).

**South Australia**

Like Queensland, South Australia has two correctional facilities accommodating female inmates. The main institution, Northfield Correctional Centre in Adelaide, holds 57 women, whilst an annexe to Port Augusta's male facility, holds 12 women. South Australia has a well documented mothers and children policy and provides designated accommodation at Northfield for three mothers. In similar fashion to Victoria, mothers caring for the child(ren) in prison, sign an agreement which clearly sets out the respective obligations of both parties. Both the Victorian and South Australian agreements indemnify the States from liability in respect of physical injury to the child. However, there appears to be a strong body of opinion which would suggest that common law action may well make such agreements of more value as management tools than as legal instruments of protection for the respective administrations.

**Tasmania**

Tasmania has one female correctional centre which has accommodation in single cells for 23 women of varying security classifications. The female inmate population on 19 October 1993 was nine. Section 86 of the Tasmanian Prison Regulations allows for female inmates to have children up to the age of four years reside with them in prison. The administration of this regulation tries to avoid overly prescriptive policies but prefers to deal with each case on its merits.

Key factors taken into consideration include:
whether a mother is breast feeding;

availability and quality of outside support – it is preferable to allow
the child to reside in prison with the mother if the alternative is to
make the child a ward of the State;

whether or not the baby is born in prison.

Special accommodation is provided for mothers and babies by combining two
adjoining cells, one of which is converted into a nursery. At the time of writing
this report, no children were residing within a Tasmanian correctional facility.

Victoria

Victoria has had a mothers and children program since 1988. Up until recently,
this program was available at H.M. Prison Fairlea, which is Melbourne’s main
female facility, and has a medium/maximum security rating, and H.M. Prison
Tarrengower, an open prison camp centred on a 338 acre property at Maldon in
central Victoria. In August 1993 due to overcrowding at Fairlea, all inmate
mothers caring for their children at that institution were transferred to
Tarrengower. The events leading to this decision included the closure of the
women’s unit at H.M. Prison, Barwon, Victoria’s main maximum security
facility. Of particular significance in respect of this decision, was the element of
flexibility exercised within the classification process. It is assumed that in
reclassifying inmate mothers at Fairlea to a C1 or C2 security rating, which was
a precondition to transfer, assumptions were made that women with direct
responsibility for their children were not likely to abscond.

Tarrengower provides minimum security accommodation in a series of self
contained cottages for a total of 32 female inmates. On 14 October 1993, 8
mothers at the facility were caring for a total of 11 children. Tarrengower is a
working farm and all inmates are generally expected to work. Children up to
the age of 5 are accommodated with their mothers and mothers with very
young children may be excused from normal work routines. The length of stay
for an inmate can vary from a few weeks to over two years. A family visits
centre caters for overnight weekend accommodation for the spouses or de facto
partners and older children of inmates so that family ties are maintained.
Because of the perceived benefits of the facility, there is considerable peer
group pressure to maintain a drug free environment. There is no second chance
for any inmate who is found to have administered or have in her possession any
illegal substance.

The staffing of Tarrengower is made up of 16 custodial officers, and three
civilian staff. The annual recurrent budget, including salaries was $980,000 for
1992/93. Plans are in hand to increase the inmate capacity to 50 in the near
future as a result of the closure of the women’s unit at H.M. Prison, Barwon.
The daily cost per inmate at Tarrengower is calculated at $143.21 per day.
This includes costs associated with the children.
Western Australia

Western Australia has a long established program for inmate mothers to care for children up to the age of twelve months in prison. Bandyup, the main female facility in Perth, accommodates up to four inmate mothers in a unit which is located separate from the rest of the institution but allows complete integration in terms of access to services and programs. The decision to limit children up to twelve months of age is based on:-

1. The fact that the average length of stay for female inmates in Australia is five-and-a-half months. The policy thus ensures a relatively frequent throughput to avoid bottlenecks in a small, highly specialised resource.

2. Advice that after the age of one, children begin displaying minor forms of institutional related behaviour.

The inmate residents of this unit cook for themselves and their children. On arrival at the facility, the children are examined by in-house nurses. The appropriateness of the arrangement is further examined by childcare workers.

In country institutions, similar overall policies apply although no special facilities exist. Western Australia applies a casework approach to mothers and children in prison. The decision to accept a child technically rests with a member of the departmental executive although in practice, it is made by the Superintendent of the institution.

* * * *

In exploring the desirability or not of developing a mothers and children’s program in New South Wales Correctional facilities, it is worth restating the question raised by Maher6

"If full parental rights are extended to women as mothers, as opposed to all imprisoned parents, such a practice can ultimately serve to reinforce the gender stereotypes that contribute to women’s oppression within the criminal justice system."

---

Whilst most feminist and other commentators state that prison is not the ideal environment for a child and that every effort should be made by sentencers and correctional administrators to divert prison bound mothers elsewhere, there is also some acknowledgment that there will remain a small pool of mothers for whom this may be the only option if it is available. Preliminary data from a yet to be completed survey obtained from a sample of sentenced women in Mulawa and Norma Parker Correctional Centres who participated in a drug and alcohol survey during August - October 1993, indicates that of a total of 112 women interviewed, 27 (25%) had children under five. Of this group 19 women stated that they would like to have their children in prison with them if suitable facilities were provided. Of the sample 3 women were pregnant and 8 women had more than 1 child under 5 years of age.\(^6\)

Opinions expressed in both the literature and in consultations with staff and inmates, indicate that where mothers and children programs do function in prisons, such arrangements become counter-productive for children once they achieve school age. Even for pre-school children, the dangers of institutionalisation and imprinting require careful attention. Concern is also expressed that by making such facilities more available, sentencers may be more inclined to impose custodial sentences on offender mothers. Although cognisant of these factors, it would be remiss for the Department not to give serious consideration to such a program.

**Recommendations**

1. The Department adopt the principle that facilities and programs be provided in correctional centres to cater for selected inmate mothers who wish to live with and care for their pre-school age children.

2. That component of the 1993-2003 Ten Year Capital Works Plan relating to facilities for women, take into account the need for mothers' and children's accommodation in a range of facilities.

3. That a small working group be established to develop the implementation policy of a mothers and children program. This group would be coordinated by the Director, Women's Services.

The group would develop discrete implementation policies regarding mothers and children for each existing and planned facility including an interim policy for Mulawa Correctional Centre.

---

\(^6\) Source: Research and Statistics Unit, Department of Corrective Services.
SECTION 29 (2) - (C) OF THE PRISONS ACT 1952
(1986 AMENDMENTS)

"The fundamental liberty interest of natural parents in the care, custody, and management of their child does not evaporate simply because they have not been model parents or have lost temporary custody of their children to the State. Even when blood relationships are strained, parents retain a vital interest in preventing the irretrievable destruction of their family life."  

"The female felon offends society's idealized vision of women as all-caring, nurturing, and attentive to their children."

Any prisoner may, in accordance with a permit granted to the prisoner by the Commissioner, be permitted to be absent from a prison, on such conditions as may be specified in the permit, for a period, being:

(c) in the case of a female prisoner who is the mother of a young child or young children, for the purpose of enabling the prisoner to serve her sentence with her child or children in an appropriate environment determined by the Commissioner - such period as may be specified in the permit. (Prisons Act 1952)

*   *   *

The policy of the Department's Mothers and Young Children's Committee states inter alia that it (the committee):

---


66
"... accepts the principle that 'imprisonment which is a temporary condition, is not (in itself), evidence of a mother's lack of desire or ability to perform parental duties. We should not use imprisonment as the basis for dissolving a mother's ties and responsibilities to her family'. Nor should imprisonment be used as the basis for a denial of the requirements of what is in the 'best interests of the child'."

The policy and objectives of the committee possess a sound theoretical base which have gained acceptance across all disciplines. However, in practice the number of women released by way of section 29(2)-(c) orders do not appear to reflect the same degree of enthusiasm for the principle.

The reasons for the relatively small number of section 29(2)-(c) releases may stem from the following factors.

It is doubtful whether the provisions of section 29(2)-(c) orders are adequately explained to women when they enter the correctional system. The initiative to refer cases to the Mothers and Young Children’s Committee appears to come from staff within the institution. Whilst this pattern may have developed with the best of intentions, the ultimate result is that with the correctional professionals taking the lead, inmate mothers, many of whom already display highly dependent behaviour, are further disempowered. Emphasis should be on encouraging these inmates to initiate action for themselves by the provision of timely and adequate information including the procedure for submitting an application and appropriate support. It is noted that pregnant inmates tend to initiate action in terms of section 29(2)-(c) orders after having accessed informal information networks within the correctional system.

The decision to release under this provision of the Prisons Act presently resides with the Chief Executive Officer and under delegation to the Deputy Commissioner, the Assistant Commissioner Operations, the Manager Operations or the Superintendent to the Assistant Commissioner Operations. Traditionally, however, the decision has remained with the Commissioner.

Given that the bureaucratic process relating to obtaining a decision on section 29(2)-(c) applications, can frequently be a lengthy one, the very nature of this process in terms of possible outcomes can be a time of considerable anxiety for inmates. Consequently, any means of making this procedure more efficient and less traumatic for the applicant should be considered.
In any event, sensitive and accelerated consideration should be given when decisions are required in respect of an impending birth.

Whilst often more difficult to achieve there should be greater emphasis on home placement. When available home placement provides greater stability for both mother and children and is economically more efficient.

Given that the community is generally less punitive in its attitudes to female inmates, the Department should be prepared to take greater risks in managing section 29(2)-(c) inmates given the best interests of children involved. Occasional failure, which might be expected with any extension in the utilisation of this provision, should not force the Department into a defensive position.

For details of section 29(2) - (c) applications in 1992/93 see Figure 21 below:

<table>
<thead>
<tr>
<th>SECTION 29(2) - (C) APPLICANTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>RECOMMENDED OR RELEASED 1992-93</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>1992</th>
<th>1993</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number considered by Committee</td>
<td>18</td>
<td>19</td>
</tr>
<tr>
<td>Recommended</td>
<td>13</td>
<td>12</td>
</tr>
<tr>
<td>Not recommended</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td>Approved</td>
<td>8</td>
<td>9</td>
</tr>
<tr>
<td>Not approved</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Completed</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Breached</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

At 22 October 1993: three inmates were released in the community by way of Section 29(2) - (c) orders.

At 22 October 1993: three inmates were awaiting decisions on Section 29(2) - (c) recommendations.

Figure 21

In assessing possible section 29(2)-(c) release for pregnant inmates, consideration should be given as a matter of policy to ensuring the release two to three weeks prior to the birth, allowing time to adjust to the demands of living in the community. This should only occur where suitable support
mechanisms are available. A minor benefit to the Department in such cases would be savings in escort costs. [For more details on the working policy of the Mothers and Young Children Committee see Appendix 5]

Recommendations

1. Clearer and more timely information should be provided to pregnant women and primary carers when they are received at a Correctional Centre concerning the role of the Mothers and Young Children Committee and the procedures for submitting applications.

2. Approvals for section 29(2)-(c) recommendations be fast tracked particularly in the case of women in the latter stage of pregnancy.

3. A greater level of measured risk management be encouraged so that more inmate mothers can serve the balance of their sentence in the community.

4. Make maximum use of Transitional Centres to be developed by the Department for inmate mothers and their children.
COED OR NOT COED, THAT IS THE QUESTION!

"A fundamental precondition for successful reform for women prisoners is the recognition that their life experiences are different from those of men."¹

In developing a medium to long term strategic plan for female inmates, the question of co-educational facilities has to be addressed. In the absence of any all encompassing research on the subject, the best that can be said is that co-education correctional programs have surfaced in various criminal justice systems as quasi experiments, often driven by economic need rather than an enlightened liberal philosophy. Without demeaning the attributes of specific initiatives, they have tended to attract a novelty quality about them. Seldom, if ever, have correctional administrations embraced a co-education policy as a main plank within an inmate management system.

The most oft quoted rationale for forms of co-education inmate management is normalisation. However, whilst most enlightened correctional administrations would subscribe to a philosophy based on normalisation, management practice reveals substantial difference. Normality is a relative term and very much culture bound. The Danish prison system permits conjugal visiting for most inmates. Sexual intercourse within an established relationship is normal. There would be few correctional administrations in Australia, however, where such normal activity would be on the agenda, let alone permitted.

In terms of co-education activity, what then is normal? The Australian experience has mostly been sporadic attempts to integrate women into programs established and designed for men. Feminist criminologists suggest that co-education programs benefit men and the State more than they benefit women. Justification for such programs frequently centre on women softening and humanising all male environments. Their very presence is said to ‘... break down the abuse and violence of the hyper-male military environment of male prisons...’² The argument is extended to suggest that co-educational programming is ‘... a deliberate move to circumvent the fact that women are grossly discriminated against in many areas in the prison by giving them “access” to male prisons’³. There is adequate evidence in most Australian

¹Moffett, K., ‘Creating Choices or Repeating History: Canadian Female Offenders and Correctional Reform’, Social Justice, Vol. 18, No. 3., p. 199.
³ibid
States, including New South Wales, that where small numbers of women are located in male facilities, they are subject to greater control, have less freedom of movement and in an effort to assist and protect them, are in fact doubly disadvantaged.

On a more forensic note, there is a strong body of opinion which suggests that given the history of abuse by males that many of the women in correctional centres have been subject to, they deserve the right to serve out their sentences in a male free environment. Interestingly enough, this argument does not always extend to the presence of male staff. Against this, some correctional practitioners counter by suggesting that many abused female inmates are dealing with equal anger towards women, given that childhood abuse frequently involves the possible acquiescence of a significant female in that inmate’s life.

There is an overwhelming body of evidence which confirms that placing small numbers of females in programs designed and managed for males is counterproductive for the women. Unfortunately, the “feel good” effects for those who in good faith administer such arrangements do not always transfer to the female inmates involved. It is interesting to note that the Federal Bureau of Prisons in the United States, which is in some ways a pace setter for U.S. correctional practice, is said to have made a definite policy change away from co-educational facilities.⁴

The Victorian Government has recently discontinued a four year ‘experiment’ at H.M. Prison, Barwon, a maximum security facility for men but accommodating a 25 bed women's unit. Whilst there had been some moderate success in integrating females into education and work programs on a co-ed basis, female inmates continued to argue that they did not share the full range of benefits available to the men. When action was threatened through the Victorian Equal Opportunity Tribunal, the female inmates were removed from Barwon causing crowding in the two other correctional facilities for women.

The solution lies in compromise. Other than where it is extremely difficult to avoid, such as in regional institutions, women should not be accommodated with men in the same facility. However, this is not to say that some women may not benefit from being placed in carefully selected, potentially coed programs where these are managed sensitively. There is no reason why groups of selected women inmates in minimum security categories could not be bussed to appropriate male institutions for programs. Similarly, there is equally no reason why appropriate male inmates could not be bussed to programs offered in a female institution.

Amanda George states:\(^5\)

"The only way for women prisoners to get equal access to programmes, to be able to fully participate in programmes designed to increase women's skills, confidence and self determination is to do this in an environment which is specifically concerned with the needs of women."

To achieve this does not automatically exclude coed programs. The key is in how well the programs are selected and managed.

**Recommendations:**

1. That in metropolitan Sydney, female inmates are accommodated in correctional facilities which are designed and managed to meet the needs of women.

2. That in regional locations, female inmates are not disadvantaged in terms of accommodation or access to programs and services because of their small numbers.

3. That in the implementation of a strategic plan for female inmates, consideration be given to exploring selective programs which might benefit female and/or male inmates if those programs were managed on a coeducational basis.

VISITING CONDITIONS FOR WOMEN INMATES

"When an inmate attends a visit they are required to greet those family members, children and friends in a pair of baggy fawn overalls with a locked zip up the back. The inmates look like clones in straightjackets in a psychiatric hospital."

[Mulawa inmate]¹

One of the frequent sources of complaints from both inmates and critics of facilities at Mulawa, relate to the visiting area and policies affecting visits. In contemporary terms, the visiting area at Mulawa is aesthetically drab and does little for the self esteem of inmates. Its current state is hardly likely to encourage positive staff attitudes amongst those who have to supervise the area.

A new gatehouse will be completed by the end of February 1994 to enable the visits facility in the Dawn de Loas to cater for the whole Mulawa complex. It will also provide common access for staff and visitors. The Dawn de Loas visits facility is modern, humane and provides considerably improved management and security. There is also a room for children to play which can be supervised by nearby inmate mothers and observed from the officer station.

Whilst far superior in design to the existing Mulawa visits centre the Dawn de Loas visits area is a relatively compact area for the twenty tables which are set out for contact visits. The external patio area is also used for visits and is about to be covered to enhance utilisation.

Visits will be permissible under the new arrangements from Wednesday to Sunday with Monday and Tuesday reserved for legal visits. There will be no lunch time break to allow for a more continuous flow of visits.

An examination of the visiting facilities available and the likely throughput of visitors at the Dawn De Loas Centre would suggest that there is adequate capacity to accommodate a centralised visits area for the Mulawa complex. [For a more detailed examination on this topic, see Appendix 5]

All day visits will continue to be provided for in the grassed area adjacent to the Mulawa main gate. These visits provide an opportunity for inmate mothers to spend quality time with their children.

The somewhat unique nature of the Mulawa population and the design limits of the complex create a situation which to some degree discriminates against the women inmates compared to their male counterparts. In male correctional centres, the requirement to wear sealed overalls during contact visits is mandatory for maximum security inmates. Medium security inmates wear overalls depending on which institution they are serving their sentence. For women who are classified as maximum or medium security, the only option is the Mulawa complex. Consequently, because it is impractical and to some degree unnecessary to separately manage the two security levels, all women have to wear overalls.

In recognising that there is a continuous problem with contraband drugs, the effectiveness of sealed overalls could well be questioned. The process of managing inmates into and out of overalls is staff intensive. It may well be that random urine sampling of inmates who have received visits is just as effective, less disruptive to the general inmate population and no more costly than the provision and management of overalls for all inmates during visits. Further, the fact that inmate mothers involved in all day visits are not required to wear overalls is evidence of further inconsistency.

All day visits for inmate mothers to spend time with their children occur on Mondays. When Public Holidays fall on Mondays, these visits are cancelled owing to additional staff costs. This may well disadvantage school age children who are not available to spend whole days with their mother at any other time. This is of particular relevance since the four term school year in New South Wales ensures that almost all Public Holidays are absorbed into School holidays.

**Recommendations**

1. That the recommendations in Appendix 5 be implemented to deal with visits policy in the short term.

2. That the Women's Services Unit, in conjunction with the Department's Operations Branch, review the security and economic value of requiring certain female inmates to wear sealed overalls during visits and explore alternative strategies.

3. That inmates be more involved in determining and arranging their own visits.

4. That when public holidays interfere with all-day visits for inmate mothers, alternative arrangements be introduced so that school age children are not disadvantaged.
INMATE COMMITTEES

"Although the rhetoric of rights and equality has helped empower women prisoners in some cases, there is reason to be sceptical of any reform attempts that merely try to make women equal to men instead of addressing women inmates' unique experiences."¹

The perception of the degree and level at which inmates are generally permitted access to those people who make decisions about and for them frequently evokes concern amongst those involved with corrections. Certainly amongst inmates, there is a frequently expressed frustration that they are powerless to influence decision making processes which impact their lives whilst in prison.

With the advent of area management - which provides a formalised and organised system of correctional centre management by breaking down the institutions into defined areas each of which may contain a number of inmate accommodation units and static posts under the control of an Area Manager - inmates do have increased opportunity to voice their views through regular unit meetings. Concerns and requests are then carried by the Area Manager into other forums for executive determination. This process is an improvement over earlier systems designed to deal with inmate representation. However, relying on staff to transmit inmate representations does not fully address the question of empowering inmates to articulate and take responsibility for themselves, when involved in the process of negotiating changes to local policies. Area meetings with inmates are an integral part of this contemporary style of inmate management but they still rely on custodial staff to speak for inmates.

This issue has particular significance in a women's correctional facility given that many of the inmates have experienced high levels of dependency either on male partners, the social welfare system and/or drugs and/or alcohol. The more opportunities provided to empower female inmates the better, even though there may be some overlap of activity. The process itself can become a vehicle for learning better strategies to achieve personal or collective goals.

¹Mottet, Kelly, "Creating Choices or Repeating History: Canadian Female Offenders and Correctional Reform in Social Justice", Vol. 18, No. 3, p. 191.
One strategy to enhance the access of female inmates to the correctional bureaucracy is by means of inmate representative committees. The Queensland Department of Corrections has implemented such a strategy at the Brisbane Women’s Correctional Centre. Since 1990, a number of inmate driven committees have been functioning with inmate convenors elected following self nomination. The committees centre on broad program and interest areas such as Health, Education, Activities, Street Kids, etc. Convenors tend to be inmates serving long sentences which provides continuity to the committee process and a sense of purpose for those inmate convenors. The convenors meet on a regular basis with the Centre’s General Manager and also meet monthly with a Community Advisory Committee. Committees of this nature can only prove successful if correctional administrators are genuinely supportive of the process and as a result, the committees are not perceived as tokenistic.

The Queensland committees centre on suggestions, complaints and problem solving. The direct link to the Community Advisory Committee is seen as extremely important. At the risk of stereotyping there appears to be some substance to the proposition that women inmates respond more positively to initiatives of this kind and are less likely to use such situations for reinforcing hierarchical pecking orders.

Recommendation

That the Women’s Services Unit in co-operation with Governors, assist in facilitating the establishment of inmate committees covering areas of inmate concern. Inmate convenors should report outcomes to Governors and also have the opportunity of meeting with the Women’s Advisory Network. The cost of such an initiative would be negligible and would be limited to refreshments.
"One argument against such an assignment [male officers to a female institution] is that the power relationship that exists between men and women in the outside world extends into and is exaggerated within the prison. . . .

"A second argument against the assignment of male officers to close supervision of female inmates is that it would cause severe trauma to those women who have histories of physical and/or psychological abuse by men. . . .

"Proponents of the deployment of male correctional officers in all-female prisons suggest that such assignments would create a more 'normal' environment in the prison, one which resembles the outside 'free world'."¹

The key to the successful management of inmates is in the quality of staff charged with this responsibility. Primary training for custodial staff in New South Wales is highly concentrated with little if any time, to address gender related issues. There is no specific training given in the management of female inmates unless trainees choose to examine this topic as part of a course assignment. Given few officers will ever be exposed to the management of female inmates, inclusion of a discrete topic which involves 5% of the prison population is not sustainable.

What is sustainable is the proposition that any officer involved in the management of female offenders should be carefully selected and properly trained. Mulawa Correctional Centre somewhat unfairly continues to possess a reputation in the minds of many, of an institution where staff gender issues impede the smooth management of the facility. Whilst it is difficult to discern the level of myth or reality associated with this proposition, there seems general agreement that working successfully with female inmates requires special skills.

The Victorian correctional system has addressed this matter by introducing a post primary training course for any officer required to work with women inmates. The course was designed by the Women's Program Co-ordinator, a psychologist and a training and development officer from the Staff Training College, all women.  

The course objectives are designed to provide participants with new insights and skills in working with female prisoners by:

- enhancing the management skills of officers currently working with women prisoners,
- providing officers with insight into gender theory,
- encouraging officers to examine their own ideas and beliefs about women in society and the impact that these ideas and beliefs may have on their interaction with women prisoners,
- providing officers with an understanding of departmental policy and relevant legislative requirements that affect women prisoners; and
- sensitising officers to the needs and concerns of women prisoners.

The course is voluntary and involves 8 days of training spread over a two month period. The course schedule is designed to minimise the impact of participants' absences from the workplace. The response to early courses generated a level of interest which resulted in a waiting list for subsequent courses. One of the unforeseen but valuable by-products of the course is that the course content and style of presentation acts as a natural filter in determining a staff member's suitability to work with women inmates. Some consideration has been given to making the course compulsory for all officers intending or selected to work with women inmates.

Whilst the Victorian model has been designed essentially to target custodial staff, participants are drawn from all disciplines. Any possible New South Wales variation should give serious consideration to including all staff who interface directly with women inmates. In the event of New South Wales mounting such a course for groups of sixteen participants for eight days spread over two to three months, the approximate cost per course would be $1500.00. Additional costs would be those associated with officers’ travel and sustenance and the replacement of those officers where necessary.

---

It is worthy of note that the Waller report into suicide and other self-harm in Correctional Centres\(^3\) gives specific attention to the Mulawa Correctional Centre and describes it as unique and presenting unique problems. The report records the disproportionate number of self mutilations by women compared to men (16% of incidents of self mutilation are inflicted by 4% of the total New South Wales inmate population). For this and other reasons the committee suggests that correctional officers appointed to Mulawa should receive special training.

A recently developed system of cyclic rostering for custodial staff ensures exposure to a range of work functions.

**Recommendations**

1. Great care should be taken in the selection of staff chosen to work with female inmates.

2. In order to promote professional development and avoid location stagnation, staff interfacing with women inmates should be encouraged to experience a range of roles by way of cyclic rostering.

3. The Corrective Services Academy conduct a needs analysis relating to upgrading training for staff working with women inmates.

Assuming such an analysis determines the need for such training, the Corrective Services Academy give urgent attention to designing a generic, post initial training course for staff directly interfacing or intending to interface with women inmates. The first course should be available in July, 1994 and be offered at least three times per year.

4. By the end of 1995, the Department should evaluate the course with a view to making it compulsory for all staff intending or selected to work with women inmates.

\(^3\)Waller, K., Suicide and other Self Harm in Correctional Centres, Report to the NSW Attorney General and Minister for Justice, August 1993.
CLASSIFICATION

MORE QUESTIONS THAN ANSWERS!

"That the same classification system is used for male and female prisoners does not make much sense."

The rationale for classifying inmates has changed over time but has generally reflected penal or correctional philosophy which is one step ahead of prevailing societal attitudes. Classification in contemporary terms is considered "... essential to the operation of an orderly and safe prison system. It enables the institution to gauge the proper custody level of an inmate, to identify the inmate's educational, vocational and psychological needs, and to separate non-violent inmates from the more predatory. Classification is also indispensable for any coherent future planning". Classification may be defined as a system and process that divides inmates into groups for a variety of purposes and considerations including the following:

1. to assess and group offenders for the purpose of designating security and custody;
2. to diagnose offenders and determine programs and services, such as medical and mental health services, vocational programs, educational programs and work programs, based on their need and the availability of those services;
3. to designate offenders for appropriate housing placement within a facility;
4. to schedule reviews of security, custody and program placement and to reassess needs and progress for possible reclassification;
5. to assess inmates for placement in community transition programs and for special needs.²


80
Of late, greater emphasis has been placed on more objective classification systems rather than reliance on subjective judgments. Particularly when dealing with high volume inmate populations and with inmates who have no previous institutional history, risk assessment instruments can be critical adjuncts to the judgment of correctional professionals.

For women inmates in New South Wales correctional centres, the classification process is something of an anachronism. Whilst it has value in assisting with the process of determining an inmate's program regime, the issue most critical to male inmates, namely, security level and therefore institutional placement, is of marginal significance for women given that there are only two placement alternatives available. Although there are a range of regimes within Mulawa Correctional Centre, it is doubtful whether inmates or staff differentiate between them sufficiently to give them any hierarchical significance.

The argument between clinical judgment and empirically derived risk assessment instruments is somewhat lost on female inmates in New South Wales. Their numbers allow a situation where the same group of correctional professionals are involved in the assessment of almost all inmates entering and progressing through the system. Although objective assessment forms are completed, they are universally considered to be superfluous by those involved in classification and it is alleged that little notice is taken of them. It is acknowledged that if there was a range of facilities available to women, then the objective assessment process would have greater significance.

The gender-related criticism regarding classification processes frequently purports that classification instruments and processes are designed for male inmates and are inappropriate for women. Classification managers defend by suggesting that it is not the instruments or processes which are inappropriate but rather that the problem lies in inappropriate management of the process.

This argument however takes us nowhere. Of even more fundamental significance are the security categories themselves as they relate to male and female inmates.

New South Wales Prison Regulations define maximum security prisoners as follows.³

Category A1 - those who, in the opinion of the Director-General, represent a special risk to good order and security and should at all times be confined in special facilities within a secure physical barrier that includes towers.

Category A2 - those who, in the opinion of the Director-General, should at all times be confined by a secure physical barrier that includes towers or some other highly secure perimeter structures.

³New South Wales Regulation, Prisons Act 1952, Part 2, 8.11
The very tenor of the description is one which justifiably describes high risk and/or high profile inmates who have committed serious crime and/or pose a serious physical threat to either the community, correctional centre staff or both. Seldom do female inmates present this level of risk and yet all unconvicted inmates are automatically classified as such.

Category B - inmates are those who should at all times be confined by a secure physical barrier. Again, the question of what constitutes a secure physical barrier may be quite different for female inmates. Similarly, the design and construction of cell accommodation within security categories, by reflecting gender specific characteristics, could well provide an opportunity to reduce costs. Those who would argue that such a policy would reduce the flexibility of the building stock, since it may not be suitable for male inmates if required, must recognise that it is unacceptable and to a large degree unnecessary, for women to be housed in conditions designed for men.

Classification which tends to follow a fixed pattern based on how long an inmate remains in specific security regimes depending on sentence length, provides inmates with little incentive to think and act positively. Particularly for inmates serving other than short sentences, classification practice needs to stretch beyond consistency and consensus. One such example is a model utilised in Wyoming in the United States:

"Classification at the WCC (Wyoming Correctional Centre) is based on demonstrated behaviour and individual progress. In this way, it is in stark contrast to much classification practice in the nation which seeks to anticipate or predict behaviour based upon either clinical judgment or empirically derived risk assessment instruments... The physical environment... controls movement and assures close staff observation. Once within that environment, risk is managed gradually, granting greater levels of movement and independence with a carefully constructed set of incentives to encourage acceptable behavior... There may be lessons here for larger jurisdictions as well."  

With the advent of a more formalised case management practice in New South Wales correctional centres, the small female inmate population, lends itself to a more individualised assessment process based on actual behaviour rather than predicted behaviour. A Canadian Task Force points to the need for cultural factors to be considered as part of the process.

"Instead of traditional male-oriented and culturally specific classification systems, the Task Force favors development of a woman centered and culturally relevant assessment system. The assessment system would be designed to look at the whole spectrum of a woman’s needs from a holistic perspective, including needs relating to programming, spirituality, health, family, culture, and release plans."

There has been a downward shift in the distribution of inmate security levels in recent years, as illustrated in Figure 21. However, there appears to be considerable consensus that this trend has further to go, particularly in relation to women.

There are many and diverse issues which relate to classification which are beyond the scope and resources of this study to address. Inadequate access to work release and limitations imposed on inmates on methadone programs are but a few of the issues which greatly impact female inmates.

**Recommendation**

That the Women’s Services Unit once established give priority to examining the implications of the existing classification system in terms of its appropriateness for female inmates. Such a study would be undertaken jointly with Operations Branch.

---

5Moffatt, Kelly, "Creating Choices or Repeating History: Canadian Female Offenders and Correctional Reform."
### Classification Percentages

**By Sex**

**Sample Years 1988-93**

<table>
<thead>
<tr>
<th>YEAR</th>
<th>PGC/OTHER</th>
<th>A1</th>
<th>A2</th>
<th>B</th>
<th>C1</th>
<th>C2</th>
<th>C3</th>
<th>E1</th>
<th>E2</th>
<th>REMAND/TRL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td>1988</td>
<td>0.3</td>
<td>9.4</td>
<td>0.2</td>
<td>19.6</td>
<td>19.0</td>
<td>15.4</td>
<td>7.5</td>
<td>9.9</td>
<td>14.1</td>
<td>24.9</td>
</tr>
<tr>
<td>1991</td>
<td>21.6</td>
<td>20.2</td>
<td>0.1</td>
<td>10.1</td>
<td>0.9</td>
<td>14.9</td>
<td>14.3</td>
<td>10.2</td>
<td>21.7</td>
<td>24.4</td>
</tr>
<tr>
<td>1992</td>
<td>19.7</td>
<td>21.1</td>
<td>0.2</td>
<td>9.2</td>
<td>4.0</td>
<td>16.4</td>
<td>18.1</td>
<td>11.5</td>
<td>24.0</td>
<td>23.4</td>
</tr>
<tr>
<td>1993</td>
<td>19.2</td>
<td>20.7</td>
<td>0.3</td>
<td>8.7</td>
<td>4.1</td>
<td>14.0</td>
<td>14.4</td>
<td>13.7</td>
<td>25.1</td>
<td>23.3</td>
</tr>
</tbody>
</table>

**Figure 21**

****Source: Research & Statistics Division, Department of Corrective Services****

84
SOME SIGNIFICANT DETAIL

"Prison clothing is dull, oppressive and badly fitting. Clothing is as important inside gaol as out, to show how you feel, and prison clothing certainly adds to that castaway feeling." [Mulawa inmate]

Although the individual pathology of each female inmate is obviously quite unique, there appears to be sufficient fragmented evidence to suggest that many possess low self esteem. Whilst this may be equally true of a large proportion of male inmates, the significant difference is that women traditionally have not been freely empowered to develop a sense of self but rather feel their personae to exist as part of a relationship either with parent(s), spouse, child or other partner.

"The central feature is that a woman stays with, builds on, and develops in the context of attachment and affiliation with others. Indeed a woman's sense of self becomes very much organised around being able to make and then maintain affiliations and relationships. Eventually, for women, the threat of disruption of a relationship is perceived not as just a loss of a relationship, but as something close to a total loss of self."  

The management of female inmates in correctional centres through the process of area and case management and the whole range of program pathways, should endeavour to provide women with every reasonable opportunity for self determination. Two practical applications of this strategy relate to inmate

---

clothes and beauty and hair care. These are highlighted not because they are the most important nor to reinforce stereotypes but because there is evidence elsewhere that attention to these issues generate disproportionately positive outcomes for inmates.

**Inmate clothes**

Victoria's main prison for women, Fairlea, provides inmate clothing which is functional but not demeaning. Brisbane's main female institution allows inmates to wear their own clothes (both remands and sentenced). Replacement clothing is purchased through the buy-up system and selected from advertisements and catalogues. Inmates who choose to wear correctional issue or cannot afford their own clothes are provided with clothes which again are functional but aesthetically quite acceptable.

New South Wales insists on females wearing Departmental issue. The clothes are functional, possibly comfortable but because they have not kept pace with fashion have the effect of making adult women look unnecessarily dowdy. Discussion with Corrective Services Industries would suggest that this is not necessary nor desirable. More fashionable garments can be produced at little or no additional cost and without compromising security or the good order of the institution. Inmate management would almost certainly be enhanced by inmate representation in any process examining clothing policy.

Recent inmate property policy changes have not fully addressed the clothing requirements of women. One method of addressing this issue would be the establishment of an inmate clothing review committee. Such a committee should have custodial, C.S.I. and inmate input and convene at least twice yearly.

There appears to be no significant reason as to why women in the lower security categories should not be able to wear their own clothes.

**Hair Care**

"The system does not recognise that women are only trying to improve their appearance and by doing so are more inclined to behave better and actually express self-esteem and pride."

(Mulawa inmate)²

Brisbane Women’s Correctional Centre has a hairdressing “salon” which is accessible to all inmates. It was established by the correctional centre administration for an initial outlay of some $12,000.00. The centre pays a qualified hairdresser for a fixed number of hours, and training programs, utilising the salon, are offered by TAFE. The salon is considered by inmates and staff to be an extremely worthwhile initiative. The immediate benefit is said to be that inmates take greater pride in their appearance. Whilst this superficial advantage should not be underestimated, it is more the part it plays in a holistic approach to confidence building that is significant. It goes without saying that esteem building should not rely on such stereotypic activity. Equally, it should not be the sole province of involved social commentators to determine what inmates value most whilst in prison.

**Recommendations**

1. The Women’s Services Unit, once established, undertake a review of female inmate clothing policy with a view to introducing a hierarchy of options based on security classifications.

2. An inmate clothing review committee be established.

3. That consideration be given to establishing a hairdressing/beauty care facility at the medium/maximum and minimum institutions described in this report.

**Animal Rescue Program**

Earlier in 1993 negotiations were held with Australian Wildlife Ambulance Rescue Emergencies Inc. (AWARE), with the view of establishing an animal rescue program at the Silverwater complex of correctional centres. AWARE, members work under licence to the National Parks and Wildlife Service and are concerned with the fostering of sick, injured or orphaned native wildlife. Establishing such a program at a correctional centre would provide a useful community service, a unique learning opportunity for inmates and an ongoing novel, public relations opportunity for the Department. It was estimated that the cost of building cages and providing appropriate equipment was in the vicinity of $30,000.00.

Although the original plan centred around Silverwater - and this may still prove to be a suitable location for a pilot program - consideration should be given to establishing and/or extending the initiative to the proposed minimum security farm for female inmates. The activity would almost certainly provide a positive adjunct to other programs likely to be established at the proposed minimum and or minimum/medium facility and a semi rural setting would appear to be most suitable [See Appendix 6 for a model of the program].
**Recommendation**

In the planning for either the medium or minimum security facilities for females, consideration be given to establishing a native wildlife rescue program along the lines of the project negotiated in principle with AWARE for Silverwater.

**Inmate access to telephones**

Overseas and interstate experience has demonstrated that freer access to inmates to make telephone calls, reduces inmate-staff conflict, gives inmates more responsibility and removes a series of onerous tasks from correctional officers who can make far more constructive use of the time taken to arrange and supervise such calls. Technology is available whereby the range of calls can be determined by pre-programmed phone cards. A trial of inmate telephone calls utilising a "smart card" has proven successful at Parramatta Correctional Centre and plans are in hand to extend this provision to other institutions.

Given that many female inmates are primary carers and have a need to maintain unhindered contact with children and substitute carers, all correctional centres for women should provide opportunities for unlimited telephone access at cost to the inmate.

**Recommendation**

Planning for all correctional centres and transitional centres for female inmates should incorporate an inmate telephone system which allows for unlimited calls at cost to inmates.
CONSULTATIONS AND VISITS ARRANGED TO ASSIST WITH
'THE WOMEN IN NSW CORRECTIONAL FACILITIES
STRATEGIC PLAN':

CORRECTIVE SERVICES, QUEENSLAND:

Albion Community Corrections Centre, Qld.
Contact: Helena Jones, Manager.

Women's Correctional Centre, Woolloongabba, Qld.
Contact: George Brand, General Manager.

OFFICE OF CORRECTIONS, VICTORIA:

H.M. Prison, Barwon, Lara, Victoria (maximum security facility for men and women):

Banksia Unit (accommodation unit for women).

Women's Drug Treatment Unit.

Contact: David McCurry, Deputy Governor.

H.M. Prison, Fairlea, Victoria (maximum security facility for women).
Contact: Bill Morland, Governor and Mike Arnold, Deputy Governor. Joy Jackson, Psychologist

H.M. Prison, Tarrengower, Victoria (minimum security facility for women).
Contact: Noel Brook, Governor
Ellen Storey, Senior Prison Officer, Program Co-ordinator.

Office of Corrections, Victoria.
Contact: Marg d'Arcy, Women's Project Co-ordinator.

Task Force, Prahan, Victoria, Working with Women Prisoners, training program for Correctional Officers.
REGIONAL POLICE AND COURTS

Broken Hill

Broken Hill Local Court, Broken Hill.
Jill McDonald, Stipendiary Magistrate.

NSW Police Service, Broken Hill.
Contact: Inspector Dick Holland

Grafton

Grafton Local Court, Grafton.
Contact: Clerk of the Court.

NSW Police Service, Grafton.
Contact: Senior Sergeant Wood

Probation Service, Grafton.
Contact: Murray Patchett, Resident Probation Officer.

Tamworth

NSW Police Service, Tamworth.
Contact: Det. Sergeant Lou Haslam

Probation Service, Tamworth.
Contact: Kim Watson, Officer in Charge.

Tamworth Local Court, Tamworth.
Contact: Clerk of the Court.

COMMUNITY BASED ESTABLISHMENTS:

Guthrie House, Enmore.
Contact: Christine Meshios and Christine Franken.

Kamballa, Community Services, Civic Place, Parramatta (adjacent to Norma Parker).
Contact: Ken Burke, Area Manager.

Ngura House, Aboriginal Corporation for Homeless and Rehabilitation Community Services, Ashfield.
Contact: Jack Walker.

Phoebe House,
Contact: Carolyn Stoney, Co-ordinator.
DEPARTMENT OF CORRECTIVE SERVICES, NEW SOUTH WALES:

Broken Hill Correctional Centre, Broken Hill.
Contact: Mike Hall, Governor, staff and female inmate.

Chief, Health Drug and Alcohol Officer,
Contact: Deborah Allen

Chief Welfare Officer, L. 16, Roden Cutler House.
Contact: Bill Hodge

Classification & Placement, Long Bay Correctional Complex.
Contact: Ian Allpass, Director, Classification & Placement.

Corrections Health Service Board.
Contact: 1. Lynn Flemming, Executive Officer to the Board.
2. Strategic Planning Workshop.

Corrections Health Service, Long Bay Prison Hospital, Long Bay Correctional Complex, Malabar.
Contact: Dr Phillip Brown, Chief Executive Officer.
Grafton Correctional Centre, Grafton.
Contact: Roy Foxwell, Governor (custodial and professional staff)

Long Bay Prison Hospital, Long Bay Correctional Complex.
Contact: George Ritchie, Governor (custodial and professional staff).

Merinda Periodic Detention Centre, Parramatta (facility for female detainees).
Contact: Roslyn McGregor, Officer in Charge.

John Morony Correctional Centre, Freeman House, South Windsor.
Contact: Steve Tandy, Governor (and custodial staff).

Mulawa Correctional Centre, Silverwater:
Mulawa Correctional Centre
Contact: Tony Kelly, Governor (inmates, custodial and professional services).

Corrections Health Service, Annexe
Contact: Jo Cunningham

Norma Parker, Parramatta.
Contact: Desia Hely, Governor (custodial and professional staff and inmates).

Northern Region, Muswellbrook.
Contact: Chief Superintendent K. Middlebrook, Regional Commander Northern Region.
Official Visitor to Mulawa Correctional Centre.
Contact: Jody Sherrin.

Periodic Detention Centre, Long Bay Correctional Complex.
Contact: Steve D'Silva, Co-ordinator.

Tamworth Correctional Centre.
Contact: John Heffernan, A/Governor and Des Robinson, D/Governor.
(custodial and professional staff)

Windsor Periodic Detention Centre, South Windsor Correctional Complex,
South Windsor, (facility for male detainees).
Contact: Alan Short, Officer in Charge.

COMMUNITY BASED ORGANISATIONS:

Catholic Women's League, Archdiocese of Sydney.
Contact: Joan Carolan, President
          Esther Doyle, Convener, Social Responsibilities

Children of Prisoners Support Group, The Cottage, Silverwater.
Contact: Jude Butler, Project Officer
          Neelica Rassel, Child and family worker.

Civil Rehabilitation Committee of NSW, Accommodation Service, Stanmore.
Contact: Gavin Smith, Team Leader
          Jennifer Wellshead, Accommodation Worker


Women and Girls in Custody Group.
Contact: Dr Eileen Baldry, Lecturer, Faculty of Social Work, University
         of New South Wales.
Contact: Dr Jenny Bargen, Lecturer, Faculty of Law, University of
         New South Wales.

Women and Girls in Custody Group, Committee Meeting, Department of
Juvenile Justice.
Contact: Elizabeth Moore.
         Lindy Cassidy, Convener.

Women at Work.
Contact: Mari Kauppinen, Julie Earngey.

OTHER:

Australian Institute of Criminology, ACT.
Ministry for the Status and Advancement of Women
Women's Consultative Committee
Contact: Anne Edwards/Joanne Yates

International Year of the Family
Contact: Michael Johnson
PREDICTING THE NUMBER OF WOMEN
IN FULL-TIME CUSTODY

BARBARA THOMPSON
RESEARCH STATISTICIAN

SEPTEMBER 1993
PREDICTING THE NUMBER OF WOMEN
IN FULL-TIME CUSTODY

INTRODUCTION

The number of females in custody depends on:

- the amount of crime committed by women
- policing resources and strategy
- court throughput
- sentencing policy

As it is not possible to accurately predict future changes in these factors it follows that it is not possible to accurately predict the number of women in custody in five or ten years time. The best that is possible is to estimate the numbers "if everything continues as it is now" and be alert for changes.

With regard to the total number of inmates in custody (and presumably to the number of women in custody) historically it is changes in legislation and policy that have made the biggest changes to the number of inmates, not trends in crime rates.

The last major change in legislation effecting inmate numbers was the Sentencing Act, 1989 which had a marked effect on time to serve. This contributed to the big rise in inmate numbers in the last few years. However, by now (mid 1993) most of the inmates in custody have been sentenced after the Act. Thus there will be little further increase in numbers due to this change in legislation.

These events causing major changes have occurred periodically in the past and their effects have been apparent for an appreciable time period after the actual event. For example, the increase in numbers estimated as due to the Sentencing Act built up over about 3 years. Thus simple extrapolation is not a valid method of predicting the number of inmates in the future "if everything continues as it is now". Instead the prediction must be made with regard to what is actually causing the numbers to change.

With regard to changing numbers, the women in full-time custody fall into three groups.

1. Sentenced inmates (including appellants);
2. Remands, trials and deportees;
3. Fine defaulters (only in custody to cut out fines).
CURRENT PREDICTION AS AT SEPTEMBER, 1993

Sentenced Inmates (including Appellants)

The number of sentenced inmates in custody at any time depends on the number of sentenced inmates received and the time they serve.

Reception rates vary throughout the year, mainly depending on when courts are sitting. The number of sentenced women received between September and August was 334 in 1989/90, 307 in 1990/91, 287 in 1991/92 and 291 in 1992/93. Thus the rate of sentenced receptions has been stable for the last few years. This is illustrated in Figure 1. For the purposes of this prediction it was assumed that the reception rate would continue at the level of September 1991 to August 1993.

Time to serve depends both on the length of the fixed or minimum term assigned, and also the amount of additional term served where applicable. The only available information at present is for the sentence lengths of sentences starting between April 1990 and December 1990, and the amount of additional terms served by women discharged between April 1990 and October 1990. More up to date information about sentence lengths has been requested from the Information Technology Branch.

It was noteworthy that none of the 243 sentenced women in full-time custody (excluding fine defaulters and BOP's) on 30th June, 1993 had reached the end of their aggregate minimum or fixed term.

A computer model was devised to calculate the number of sentenced inmates using this information. The method is as follows:

a) Start at a given date in the past with the actual number of inmates, their earliest release dates and their latest release dates (eg. end of minimum and additional terms). In this case the start date was 4th July 1993.

b) Estimate how many of these inmates will still be there 4 weeks after the start date, taking into account how many will have been released automatically and how many released to parole by the Offenders Review Board.

c) Add on the number estimated to have been received for the first time with a sentence during those 4 weeks. Estimate earliest and latest release dates for these newly received inmates.

d) This gives an a prediction of the number of inmates 4 weeks after the start date. Repeat steps b) and c) to get predictions every successive 4 weeks for as far into the future as desired.

It should be noted that the predictions, being based on average sentences and calculated at 4 weekly intervals, cannot show the short term fluctuations in the actual numbers.
Remands, Trials and Deportees

The number of remands and trials fluctuates over the year, mainly depending on when the courts are sitting. Because there are seldom female deportees, the number of deportees have been included with the remands and trials.

From the plot of the number of remands and trials each Sunday (Figure 2) it appeared that the number for 1992/93 was often lower than for 1991/92 (between 37 and 68 in 1991/92 with an average of 51 and between 33 and 59 in 1992/93 with an average of 44). The numbers for 1993/94 up to 12th September, 1993 have been close to the numbers for 1992/93.

For this prediction the average for 1992/93 of 44 has been used.

Fine Defaulters

The number of women in custody solely for fine default has not been markedly increasing or decreasing since counting began in November 1991 (see Figure 3). The number each Sunday between December 1992 and August 1993 varied between 6 and 23 with an average of 13. It should be noted that the cutout rate for fines increased from $50.00 to $100.00 a day on 1st December, 1992. For the current prediction the number of fine defaulters is taken to be a constant 13.

The number of women received for fine default has also been stable since summer of 1992 with 401 received between December 1991 and August 1992 and 409 received between December 1992 and August 1993 (see Figure 4).

Total Number of Women Inmates

Adding the predicted number of sentenced women inmates, remands, trials, deportees and fine defaulters together gives the total predicted number of women inmates. Figure 5 shows the predicted number from August 1993 to June 1997, with the actual numbers for August to September, 1993.

The predicted numbers fluctuate between 308 and 330 without an overall trend.

That is, although the average number of female inmates is predicted to be constant, the actual number at any time will fluctuate.

Taking into account an observed variation of 26 in the number of remands and trials and 17 in the number of fine defaulters, a possible variation of 65 in the number of women at any one time may occur under this prediction. With the inherent inaccuracies of the prediction it would be useless to try and estimate how this variation will occur.

At present the prediction is about the actual figure.
The predictions for the end of June are as follows:

<table>
<thead>
<tr>
<th></th>
<th>Total Inmates</th>
</tr>
</thead>
<tbody>
<tr>
<td>1994</td>
<td>326</td>
</tr>
<tr>
<td>1995</td>
<td>319</td>
</tr>
<tr>
<td>1996</td>
<td>317</td>
</tr>
<tr>
<td>1997</td>
<td>311</td>
</tr>
</tbody>
</table>

Adding the 13 4 weekly estimates for each financial year gives the following predictions for the yearly average.

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>Yearly Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>1993/94</td>
<td>322</td>
</tr>
<tr>
<td>1994/95</td>
<td>319</td>
</tr>
<tr>
<td>1995/96</td>
<td>320</td>
</tr>
<tr>
<td>1996/97</td>
<td>313</td>
</tr>
</tbody>
</table>

**DISCUSSION**

As noted before, the predicted numbers are calculated as averages and cannot hope to show the short term fluctuations in the actual numbers. For example, it is quite feasible to have a week with temporarily more sentenced women inmates than usual, temporarily more remands than usual and temporarily more fine defaulters than usual, so that the total numbers rise appreciably for a short time before returning to normal.

At present there seems no reason why these assumptions should change in a way to markedly increase the number of women in the next five years.

**Long Term View**

The main assumptions made in this prediction are as follows:

1. The overall rate of new sentenced receptions is constant.
2. The overall time served is constant.
3. The overall number of remands and trials is constant.
4. The average number of fine defaulters is constant.
1. Reception Rate

The increase in the number of women in custody due to increases in the NSW female population (assuming crime rates and the arrest and conviction rates for women remain the same) is estimated to be small.

At the same time the police seem committed to be trying to reduce the crime rate. There is also a financial incentive to encourage alternative sentences to full-time custody, such as periodic detention and to develop and expand programs such as home detention. Thus it is hard to predict long term trends in the reception rate.

2. Time Served

At present there is no evidence that sentences are going up or down. However, one could argue that after the recent large increase in time served following the introduction of the Sentencing Act, sentences are unlikely to be increased in the near future.

3. Remands and Trials

There seems a commitment by Courts Administration to minimise court delays and hence the number of remands and trials in custody. There is also a financial incentive to have as few bail-granted inmates in correctional centres as possible, encouraging the introduction of alternatives such as bail hostels.

4. Fine Defaulters

There is a financial incentive to find other ways to deal with fine defaulters than full-time custody.

From the above arguments, there seems no foreseeable reason why the number of women in custody in the next five years should rise significantly. However, it is important to be constantly alert to trends in reception rates and sentencing patterns and to proposed changes in legislation and policy which may affect inmates numbers.

It is also important that the predicted numbers be periodically recalculated as more data becomes available.

SUMMARY

1. The current prediction is for the number of women in custody to remain essentially constant with fluctuations of up to ± 33.

2. At present there seems no foreseeable reason why the total number of women in custody should increase significantly in the next five years.

3. It is important to monitor trends in receptions and sentencing patterns and be alert to proposed changes in legislation and policy which may affect inmate numbers.

4. The predicted numbers should be updated as more data becomes available.
The graph compares the numbers of sentenced females for each quarter from Spring 1989 to Winter 1993.

The x-axis represents the quarters: Spring, Summer, Autumn, and Winter. The y-axis represents the number of inmates, ranging from 0 to 200.

Starting from the end of the District Court Winter vacation each year.

Figure 2: Female Remands and Trials

Each Sunday
NUMBER IN CUSTODY EACH SUNDAY

Figure 3: Female Fine Defaults
Note that the custodial rate changed from $50 a day to $100 a day on 1/12/92.

Figure 4: Female fine defaults received and in custody.
Figure 5: Total Women in Full-Time Custody

At Four-Weekly Intervals August 1993 to June 1997
# Proposed Women's Services Unit

**At 1993/94 Cost Levels**

<table>
<thead>
<tr>
<th>Employee Related Costs</th>
<th>Cost $</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries: 1 Grade 11/12 Director</td>
<td>58,132</td>
</tr>
<tr>
<td>1 Grade 7/8 Project Officer</td>
<td>42,202</td>
</tr>
<tr>
<td>1 Grade 3/4 Clerical Support</td>
<td>31,117</td>
</tr>
<tr>
<td></td>
<td><strong>$131,451</strong></td>
</tr>
<tr>
<td>Allowances - Higher Duties (for Director's annual leave)</td>
<td>917</td>
</tr>
<tr>
<td>Temporary Assistance (Clerical Officer annual leave periods)</td>
<td>2,328</td>
</tr>
<tr>
<td>Annual Leave Loading</td>
<td>1,761</td>
</tr>
<tr>
<td>Payroll Tax</td>
<td>9,555</td>
</tr>
<tr>
<td>Workers' Compensation Insurance</td>
<td>894</td>
</tr>
<tr>
<td>Fringe Benefits Tax</td>
<td>300</td>
</tr>
<tr>
<td></td>
<td><strong>$147,248</strong></td>
</tr>
</tbody>
</table>

## Maintenance and Working Expenses

<table>
<thead>
<tr>
<th>Expense</th>
<th>Cost $</th>
</tr>
</thead>
<tbody>
<tr>
<td>Motor vehicle - leasing and running costs p.a.</td>
<td>5,000</td>
</tr>
<tr>
<td>Rental - Roden Cutler House (based on similar size unit)</td>
<td>17,600</td>
</tr>
<tr>
<td>Cleaning &amp; Minor Plant</td>
<td>10,000</td>
</tr>
<tr>
<td>Staff Related: Staff Development</td>
<td>4,000</td>
</tr>
<tr>
<td>Subsistence/Air Fares/Travel (5 overnight &amp; 1 interstate trip)</td>
<td>1,550</td>
</tr>
<tr>
<td>Administrative Overheads</td>
<td>10,000</td>
</tr>
<tr>
<td></td>
<td><strong>48,150</strong></td>
</tr>
<tr>
<td></td>
<td><strong>195,398</strong></td>
</tr>
</tbody>
</table>

**Estimated Annual Requirement**

| **$195,398** |

---

105
MOTHERS & YOUNG CHILDREN’S COMMITTEE

DEPARTMENT OF CORRECTIVE SERVICES

POLICY OF THE COMMITTEE

1. The M. & Y.C.C. accepts the principle that “imprisonment which is a temporary condition, is not (in itself), evidence of a mother’s lack of desire or ability to perform parental duties. We should not use imprisonment as the basis for dissolving a mother’s ties and responsibilities to her family”. Nor should imprisonment be used as the basis for a denial of the requirements of what is in the “best interests of the child”.

2. The key factor underlying the Committee’s decision making process is WHAT OUTCOME WILL BE IN THE BEST INTEREST OF THE CHILD.

3. Release under Section 29 (2)-(c) of the Prisons Act, 1952 (1986 Amendments)
   The Department of Corrective Services should be committed to and continue to utilise Section 29 as a means whereby mothers of young children can serve their sentences with their children in an environment which is beneficial for the child, the mother and mother/child bonding.

4. The Committee’s recommendation is based on the principle that:
   (a) continuity in the primary carer/child relationship is considered to be of great importance to the child’s overall social, intellectual, emotional and mental development.
   (b) primary carers can only develop optimal parenting capacity through having continuing care of the child from birth. This is vital to the bonding and attachment process.

5. That the primary care giver, if other than biological parents, will also be considered by the committee and recommendations will be made accordingly.

6. It is important that women who enter prison whether in a pregnant state, or who have dependents, are advised on their entry to prison of: -
   (i) the role and function of the M. & Y.C.C.
   (ii) their right to submit an application to the M. & Y.C.C. for consideration and assessment of their situation.

7. Placement options currently under Section 29 release are: -
   (a) drug rehabilitation centre
   (b) half-way house or refuge
   (c) at home
OBJECTIVES OF THE COMMITTEE

1. To make recommendations to the Commissioner of the Department of Corrective Services regarding Section 29 applications from women serving a sentence, who wish to continue as the primary care giver to their child/children or to have primary responsibility for their unborn child after it's birth.

2. To consider the most appropriate option available to the individual mother and child/children and make a recommendation accordingly:
   (i) release under Section 29(2)(c) of the Prisons Act 1952 (Amendments 19..)
   (ii) referral to appropriate community organisations for placement of the child during the mother's term of imprisonment.

3. To make appropriate recommendations regarding programmes and conditions that will facilitate and maintain the quality of child/parent relationship where the mother is in gaol, or under Section 29 (2)(c) releases.

ASSESSMENT PROCEDURE

Stage 1:- Identify women whose circumstances should be considered by the Mothers & Young Children's Committee.

Some means of identifying are:

(1) Initial reception interviews by Classification Clerk and Welfare Officer.
(2) Gaol Reception Committee
(3) Prison Staff
(4) Children of Prisoners Support Group
(5) Department of Community Services
(6) Chaplaincy Service
(7) Self-referral

Stage 2:- A member of the Committee will interview the woman to gather information outlined in the Information Form *(see Appendix A) and inform her of the procedure in relation to applications placed before the Mothers & Young Children's Committee. This information is then referred to the committee at the next M. & Y.C.C. meeting.

In addition to the Assessment Form, the following reports are to be
obtained where relevant.

(i) Psychological/psychiatric report
(ii) Probation & Parole
(iii) Drug & Alcohol
(iv) Department Family & Community Services
(v) any relevant community agency or hospital

Section 29 (2)-(c) release to a home should not be recommended without obtaining a written home assessment. It is preferable that the home assessment be conducted by the Community Corrections office that will be supervising the placement. However, it is also appropriate for any member of the committee to conduct the assessment.

Also, release should not be recommended without liaison with the current carers (including any agency involved) of the child.

Stage 3:- Assessment reports are submitted to the monthly meeting of the committee for discussion.

The women who have submitted applications for the committee’s consideration may be interviewed by the committee.

The committee then deliberates on the most appropriate recommendation to make in the best interests of the child/children after considering all the available information.

MEMBERSHIP AND FUNCTIONING PROCEDURES OF THE COMMITTEE

The committee should comprise the following:-

(a) Superintendent or Superintendent’s nominee (one from both Norma Parker Centre and Mulawa Correctional Centre).

(b) Psychologists. Mulawa and Norma Parker Centre.

(c) Welfare Officers. Mulawa and Norma Parker Centre

(d) Drug & Alcohol Workers - Mulawa and Norma Parker Centre

(e) District Manager - Auburn, Dept. of Community Services

(f) District Officer - Auburn, Dept. of Community Services
Mothers & Young Children's Committee
Section 29 (2)(c) Release Policy

(g) Representative from the Women’s Advisory Council

(h) Representative from Children of Prisoners Support Group

(i) Probation & Parole Officer

(j) Nursing Unit Manager, Mulawa

When the need arises, any relevant worker (e.g. halfway house staff) can attend the meeting to discuss a particular case.

The committee is to be chaired by the psychologist in Mulawa.
The committee meets on the 2nd Tuesday of each month.
The Secretary of the committee is to be the representative from the Children of Prisoners Support Group.

The minutes of each meeting are to be sent to the Superintendents of Mulawa and Norma Parker Centre and members of the committee.

In making recommendations, the committee aims for consensus, but where consensus cannot be achieved, a recommendation is based on a majority vote. Each discipline is allowed one vote. Members wishing to dissent from the recommendation of the majority, may wish to have their reasons for doing so recorded in the minutes.

Full membership is defined as one person per discipline.

A quorum for the committee is to be half the full membership plus one. Without a quorum, the meeting should not proceed.

Members should inform the Chairperson or Secretary, prior to the meeting if they are unable to attend.

PROCEDURES

1. Where possible, the applicant should be informed of the decision by the committee at the meeting.

   If the decision is not to recommend, the applicant should be notified in writing, outlining areas of concern, as well as being informed of the criteria for review. Referral should be made to appropriate support services.

2. The committee will review applications previously not recommended if the circumstances change significantly.
3. The member of the committee who is notified of the final decision regarding the recommendation should ensure that:

(a) the applicant is informed
(b) each member of the M.&Y.C.C. is informed
(c) and where the Section is approved the following points (4) & (5) is carried out.

Once the recommendation for release is approved, the committee should ensure:

4. That the relevant Community Corrections Office that will be supervising the placement be contacted by the member of the committee to explain the spirit of a Section 29 (2)(c) release, as distinct from other releases e.g. parole, home detention, and sent a copy of the Section 29 (2)(c) order.

5. That the supervision is organised prior to release by the Community Corrections Officer and/or a member of the committee. This is particularly relevant in the case of releases prior to extended public holidays (e.g. Christmas or Easter) when the women on release or their supervisor especially in case of home placements may not have access to persons in authority with the Department.

6. That a committee member is responsible for obtaining updated information on the progress of the women on release either by direct contact or through liaison with the Community Corrections Officer. This information is to be reported to the committee at each monthly meeting and documented in the minutes.

7. At the completion of a Section a final written report is to be obtained by the supervising officer, Community Corrections or a member of the committee (if relevant) to be included in the woman’s gaol and M.&.C.C. file.

Some factors to be considered for determining suitability for a Section 29 (2)(c) release:

- The woman’s adequacy as a primary care giver
- The need for bonding/attachment with a new born child
- The sentence being served as well as previous record
- Performance on conditional liberty e.g. parole, bail, the nature of the offence
- Alcohol or drug problems experienced by the woman and the need for assessment and treatment
- The existence of suitable alternative care arrangements
- The mother’s behaviour in prison if it indicates that the child may be in
jeopardy because of that behaviour.

SUBMISSIONS FOR SECTION 29 (2)(c) RELEASE

1. To be written by a member of the committee.
2. Should be in the format attached (see Appendix "B").
3. All reports canvassed that are relevant should be attached.
4. A copy of the submission is to be circulated at the next monthly meeting.

BREACH OF SECTION 29 (2)(c)

1. When a breach occurs, the Superintendent or person in charge of the relevant gaol should be notified immediately by the supervisor at the agency or home placement.
2. Alternate care arrangements, as outlined in the submission, for the child be activated. Those involved in this process should ensure that this causes the least amount of trauma to the child.
3. A written report is to be obtained from the supervisor of the agency or the Community Corrections Officer outlining the reasons for the breach.
4. The committee will evaluate the circumstances of the breach and/or revocation and make recommendations accordingly.

This revised policy was finalised at a special meeting on August 24, 1992.
APPENDIX "A"

MOTHERS & YOUNG CHILDREN'S COMMITTEE

INFORMATION FORM

NAME: ________________________  D.O.B. __________

LOCATION: _______________  SENTENCE: ____________

To date from: ____________  Min. expiry date: ____________  D.O.R. ____________

Further Court: ________________________  Bail Yes/No

PERSONAL INFORMATION

Pregnant Yes/No  Date due: ______  Other children: Yes/No ______

CHILDREN:

<table>
<thead>
<tr>
<th>NAME</th>
<th>AGE</th>
<th>CAREGIVER</th>
<th>RELAT. TO CHILD</th>
<th>CONTACT DETAILS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

HOW LONG HAVE THE CHILDREN BEEN THERE: ________________________________

HAS THE CARER PREVIOUSLY CARED FOR THE CHILD: YES/NO

If yes, give details: ________________________________

______________________________

WAS MOTHER PRIMARY CARE GIVER PRIOR TO IMPRISONMENT: YES/NO

If no, brief details: ________________________________

______________________________

MOTHER'S ADDRESS PRIOR TO IMPRISONMENT: ________________________________

______________________________

REASON FOR PLACING THE CHILD IN CARE: ________________________________
Appendix "A"

ARE THERE ANY CONCERNS ABOUT THE CURRENT PLACEMENT:

FAMILY AND SOCIAL RELATIONSHIPS; (Name & Address)

PARTNER:

FATHER OF CHILDREN:

SUPPORT NETWORK: (Family & others)

CARE ARRANGEMENTS FOR CHILD (Name & Address) if section not granted, or if breached.

DEPARTMENT OF COMMUNITY SERVICES INVOLVEMENT

DOCS: DO DOCS NEED TO ASSIST - IF SO, WHY

GAOL INFORMATION

OFFENCE:

BRIEF OUTLINE OF CIRCUMSTANCES:

BRIEF GAOL HISTORY:

PREVIOUS SUPERVISION: (Bonds, Parole Bail, etc.)
GAOL CHARGES: ____________________________

CURRENT CLASSIFICATION: _____ NEXT CLASSIFICATION DUE: __________________________

REGULAR CONTACT WITH: WELFARE Yes/No  PMS Yes/No  PSYCHOLOGIST Yes/No  D. & A. Yes/No

DRUG AND ALCOHOL HISTORY (including methadone): ____________________________

POSSIBLE SECT. 29 PLACEMENT: __________________________

FURTHER INFORMATION/REPORTS REQUIRED: __________________________

POST RELEASE PLAN: __________________________

OTHER INFORMATION: __________________________

INTERVIEWER: __________________________ DATE: __________________________
APPENDIX B
GENERAL GUIDELINES
for Section 29 (2)(c) Submissions

Commissioner
Department of Corrective Services
Roden Cutler House
24 Campbell Street
SYDNEY 2000

Re: Application for Section 29 (2)(c)

Name:
Date of Birth:
Location:
Classification:
Date of Release:

Criminal History

Briefly state criminal history - gaol sentences, bonds etc.

Also include circumstances surrounding current offence e.g. drug related, financial need etc.

Social History

General social history.

Relevant details such as family support or any other support.

Details about the father of the child/children.

Place of last residence prior to gaol sentence.

Indicate if primary care giver and comment on parenting history.

Drug & Alcohol History (include Assessment if separate report)

If not relevant, state no drug history.

Include length and type of drug use - whether there have been periods of abstinence. Any periods in drug rehabilitation centres.

If on Methadone - how many mls and how long on the program.

Counselling in gaol or in the community.
ASSESSMENT OF PROPOSED VISITING ARRANGEMENTS AT MULAWA
CORRECTIONAL CENTRE

PROJECT

Observe the Mulawa Correctional Centre and Dawn De Loas Centre visits areas. Appraise the adequacy of the Dawn de Loas centre visits area to meet the combined demand for visits.

OBSERVATIONS

Recent (visits) dates were sampled at random. Peak demand occurs at weekends when the greatest number of visits occur. Similar scenarios would occur on public holidays.

Both centres are aware of the relevant sections of the Regulations forming part of the Prisons Act, viz

PART 10 - VISITS AND COMMUNICATIONS WITH PRISONERS

Division 1 - Visits to prisoners

Visiting times
84 (1) The governor of a prison may permit a person to visit a prisoner at the prison.
(2) The periods during which a person may visit a prisoner at a prison are as determined by the Director-General.
(3) The governor is to ensure that the visiting hours so determined are clearly displayed on a notice outside the prison.
(4) If it is not practicable for a person to visit a prisoner at a prison during those visiting hours, the governor of the prison may, subject to the convenience of the routine of the prison, permit a visit outside those hours.

Duration of visits
85 A visit to a prisoner is to be permitted to continue for a period of not less than 30 minutes unless the visit is terminated pursuant to the provisions of the Act or this Regulation or would extend beyond permitted visiting hours.

Entitlement to visits
86 (1) An unconvicted prisoner may be visited once immediately after reception into prison and afterwards twice weekly.
(2) An appellant or convicted prisoner may be visited once immediately after conviction and afterwards at such intervals as the governor of the prison determines in respect of the class of prisoners concerned.
(3) A civil prisoner may be visited daily, for such number of time as the governor of the prison may permit.

Extra visits may be permitted
87 (1) The governor of a prison may, in any case which the governor considers appropriate, permit visits in addition to those otherwise authorised by this Regulation.
(2) If the medical officer reports to the governor that a prisoner is dangerously ill, the governor may permit additional visits to the prisoner.
Prison Performance

Include ONLY if relevant i.e. if she is seen as an "ideal inmate" who is not a management problem and has no internal charges or if there are a substantial number of charges and Section is still recommended, explain why.

Assessment

- State bonding issues.
- Difficulties of current placement, if relevant.
- Any supervision or support that is organised.

Recommendation & Case Plan

The M.&Y.C.C. recommend a Section 29(2)(c) release to ________________________________
The placement is to be supervised by ________________________________

- State any other conditions the committee wants to include.
- State alternative care arrangement (include D.O.C.S. office responsible, if relevant) in the case of a breach.)
Maximum number of visitors
88 Not more than 4 visitors, or such other number of visitors as the governor of the prison from time to time determines in respect of the prisoner, may be present with a prisoner at the same time.

Prisoner may refuse visits
89 A prisoner may refuse to receive a visitor other than an officer of the Crown (including a member of the Police Force) on official duties.

Prisoner confined to cell not entitled to visits
90 A prisoner who is confined to cell is not entitled to be visited except in the case of:
(a) a visit to discuss or transact legal business; or
(b) a visit by a diplomatic or consular representative; or
(c) a visit by a field officer of the Aboriginal Legal Service or any similar organisation approved by the Director-General; or
(d) a visit by an officer of the Crown (including a member of the Police Force) on official duties.

Record of visits
91 (1) The governor of a prison is required, in relation to each visit to a prisoner, to keep or cause to be kept a record of:
(a) the date of the visit; and
(b) the name of the prisoner; and
(c) the name and address of each visitor; and
(d) the relationship between each visitor and the prisoner; and
(e) the authority for the visit; and
(f) the name of the prison officer who supervised the visit.

(2) Copies of the records of visits may be maintained by the Director-General in such manner and for such period as the Director-General sees fit.

In speaking with Officers at both centres, and with the governor of the Mulawa complex, Mr Tony Kelly, I am of the opinion the Regulations and discretionary powers are applied reasonably and with compassion.

MULAWA VISITS

General visits are available to inmates Thursday through to Sunday, starting from 8:30am and ending at 3:00pm. No visitors are permitted to enter the centre after 2:30pm as a minimum visit can not be completed, refer Regulation 85, above. Sentenced inmates at Mulawa are permitted one visit per week.

Under local regulations for the Mulawa complex I understand the minimum time of visits is one hour.

All inmates are required to wear sealed overalls during contact visits.

Legal and professional visits are by appointment on Mondays and Tuesdays. Additionally legal visits are facilitated by visits staff on other days even when appointments have not been made. These visits are on the basis of the availability of the inmate and the legal/professional interview rooms at short notice.
No visits are available on Wednesday.

**MULAWA VISITING CENTRE**

The Mulawa visits centre offers a large room and various tables and chairs, set out as ten inmate chairs and eighteen visitor chairs. In a separate area there are two rooms for regulation box visits and two interview/legal/professional rooms.

The Mulawa visits centre also utilises an outside grassed area including a children’s adventure playground and an outside bench seating area, under cover. The under cover area offers 13 outdoor tables and 26 outdoor benches, set out as below.
DAWN DE LOAS CENTRE VISITS

General visits are available to inmates Thursday and Friday through the Mulawa complex visiting room. Times as per the those for Mulawa. On Saturday and Sunday visits are in the Dawn De Loas Centre visits area, again those times as per Mulawa.

Dawn De Loas Centre inmates are permitted two visit per week.

All inmates are required to wear sealed overalls for contact visits.

Legal and professional visits are as per the comments above for Mulawa.

DAWN DE LOAS VISITING CENTRE

The Dawn De Loas visits centre offers one large room with 19 tables and chairs set out in free form (four chairs per table). A children’s play room, with some toys is also provided. Two other areas have now been set aside for family/children at the back of the visiting room. An outside area also features three tables and approximately 20 chairs but this area offers little or no protection from the weather. All outside areas are concreted/pebblecreted. There are plants in the small garden.

Tea and coffee making facilities are provided, at no cost, in this visits area. It is anticipated that vending machines will shortly be installed serving cold drinks and snack type foods.

In a discrete area there are five rooms for regulation box visits and one large interview/legal/professional room.
ALL DAY CHILDREN'S VISITS

Inmates from both Centres utilise the Mulawa "outside grassed area", including the adventure playground and the under cover tables and benches, described above, for weekly mothers and children all day visits. These visits are schedule for Mondays every week. No mothers and children all day visits are conducted in the weeks where the Monday is a public holiday. Due to the limited resources of support groups in caring for and conveying the children of inmates to the Mulawa complex I understand these days carry surplus capacity to accommodate additional visits.

Inmates are not required to dress in visiting overalls for these all day visits. The level of supervision, I was advised, is considered adequate in the circumstances.

The proposal to accommodate both the Mulawa and Dawn De Loas Centre visits in the Dawn De Loas Centre visiting centre will not, I was advised, change in any way the location or arrangements for the mothers and children all day visits.

DEMAND FOR VISITING FACILITIES

As stated above random samples of recent visiting patterns were taken, the data established is set out below. The distribution of visitors per inmate is, I feel, important. Note most of the visits are two visitors or less per inmate per visit, as per the attached:
AVAILABILITY OF VISITING FACILITIES

Given visiting hours are, as stated, between 8:30am and 3:00pm on the days specified, further given average visit time, as advised by officers at Mulawa, is approximately one hour and on the basis of the 22 table available at the Dawn De Loas centre visiting area the theoretical capacity is: 6.5 hours divided by one hour (average) multiplied by the 22 tables; resulting in an in theoretical capacity of 143 visiting opportunities per day, or alternatively 22 visiting opportunities per hour. There would be a marginal reduction to this figure in the event of inclement weather. Likewise, there would be a marginal increase in the figure dependant on the use of any, or all, of the five non contact rooms for regulation box visits.

Clearly the capacity easily exceeds the highest aggregated demand for the two centres, for the dates sampled, by approximately 36%. However, also recognise that visitors do not present in an ordered pattern.

Notwithstanding average capacity appearing adequate I have raised the possible under capacity at peak demand times with Mr Kelly. Discussion focused upon existing custom and practice at the Mulawa complex of not interrupting visits exceeding the one hour local guideline unless there were other inmates and visitors waiting. To date this is done only on few occasions. On this point I submit these matters are local management issues relating to the management, good order and discipline of the institution and, as always, these are at the ultimate discretion of the governor.

The visit booking system adopted in some American correctional centres was discussed with Mr Kelly and a number of Officers at the complex. No clear opinion emerges with some agreeing that it encourages inmates' to take greater responsibility by booking visits, advising their visitors and ensuring prompt attendance at the visits centre at the appropriate time and date. The contrary view is that many visits are ad hoc and attempts to refuse a visit because it has not been booked may be seen as inflexible, harsh and unconscionable. Others suggested refusal of an unbooked visit would disadvantage both the inmate and the visitors, possibly family and children, and this in itself would lead to a management problem in the correctional centre.

Since the discussions at Mulawa I have been advised the visit booking system has been adopted in some Victorian centres. Fairlea, Victoria's principal woman's institution, utilises an alphabetical system to balance the peaks and troughs of correctional centre visits. Put simply visits for inmates with A to K surnames are on Saturday mornings, visits for L to Z surnames are on Saturday afternoons. On Sundays inmates with L to Z surnames have the morning visits and inmates with A to K surnames Sunday afternoons. Naturally discretion and compassionate considerations allow variations.

CONCLUSION

As a result of my limited examination of the visiting areas and the visits process I conclude these observations indicate a surplus capacity in the visits area. Visitor patterns, given the ad hoc visiting system, are not easily predictable and certainly no conclusion can be drawn on visitor trends from these brief observations. Further detailed investigation could be conducted if the issues herein are of sufficient magnitude to warrant the allocation of resources to such an investigation.
SUGGESTIONS

1. In waiting for processing to the Dawn De Loas centre visits area visitors are exposed to the elements, with no protection from the sun or rain. Some form of weather canopy or covering at the entrance to the visits area is suggested.

2. In waiting for processing to the Dawn De Loas centre visits area visitors have no seating of any sort. Fixed park bench type seats near the entrance to the visits area under the canopy or covered area are suggested.

3. The Dawn De Loas centre visits area features an external section which, apart from a small garden, is entirely concreted/pebblecrete. The suggestion is to replace plants in the garden with more friendly plants and replace the concrete with grass. A fold back, canvas type, cover is also suggested as protection from the weather. This area will accommodate additional tables and chairs increasing visits area capacity.

4. Custom and practice on fine days has been to utilise the grassed and adventure playground area near the Mulawa visits complex, and given this grassed area's near proximity to the Dawn De Loas centre visits area it is suggested gates be constructed to facilitate access to that area during visits, to be used as and when required. Inmates utilising the area as suggested will naturally require supervision. Noted are Mr Kelly's concerns for the staffing implications. However, the suggestion might be considered in the future if an overflow capacity is required.

5. Given the distributions of visitors to inmates shown there appears a surplus capacity of chairs. The suggestion is to replace the space occupied by redundant chairs with more tables. Again this will have the effect of increasing visits area capacity.

ACKNOWLEDGMENTS

Acknowledged is the provision of information and suggestions by a number of Department of Corrective Services personnel. Acknowledged is the support of Mr Tony Kelly, governor of the Mulawa complex and officers Keezel, Stewart, Sergeant, Bates, Morrow, Hussain and all the other officers within the Mulawa and the Dawn De Loas centre who assisted in any way whatsoever.

S Napoli
28 October 1993

1. R G Hannah, Corporate Planner
2. L Goodstone, Senior Planning Officer

cc. A Kelly, Governor, Mulawa Correctional Centre
    N Daines, Director, Capital Works Branch
Silverwater Correctional Centre
Mulawa Minimum Security Unit
AWARE FACILITY

INTRODUCTION

The Australian Wildlife Ambulance Rescue Emergencies Inc. is a voluntary organisation whose principle objective is the rescue and rehabilitation of sick, injured and orphaned native fauna.

Members of AWARE work under licence to the National Parks and Wildlife Service, (NPWS) and offer their time as office staff, rescuers and foster-carers. All individuals caring for wildlife under AWARE's control must be members of AWARE, and have completed an appropriate training program.

This report outlines recommendations from AWARE regarding the establishment of facilities for the care of injured, sick and orphaned wildlife within the proposed Mulawa Minimum Security Unit.

Helen Morrisey of AWARE has discussed the proposed facility with NPWS. NPWS indicated that the facility would be permitted, provided that the usual requirements of AWARE members are complied with. This will be confirmed by a letter from AWARE to NPWS.

GENERAL COMMENTS

Animals should not be considered as "on display". They are being cared for as a result of illness, injury or as orphans.

Sequence of enclosures

New animals should be "quarantined" when first taken into care.

All animals cared for require a variety of enclosure sizes from small to large, and individual to group occupancy.

Initially, individual animals are placed in a small enclosure. As the animals grow/recover they are relocated to gradually larger enclosures, and introduced to other animals, generally of the same species.

Flexibility of occupancy is desirable, and enclosures which may be divided or combined to form one area by use of gates, etc. are suitable.

The sequence of enclosures from small to large allows gradual interaction with other animals and increasing space for exercise required for physical development. The final objective of this process is the release of rehabilitated wildlife back to their natural habitat.
POSSUM AND BIRD FACILITIES

Generally, facilities for birds and possums are alike. Birds do require additional height for flying. Birds and possums generally cannot be combined within one enclosure, as possum activity during the night may disturb birds’ sleep.

Access
A "lock" at the entry to the enclosure is required. Doors should be of sufficient size to allow humans ease of access.

Orientation
The enclosure should face north. A solid wall to the south, and a sheltered corner providing protection from extreme weather are required.

Materials
Floor
Concrete slab, with suitable drainage to allow daily hosing out. OR
Natural ground, with subsoil mesh to prevent tunnelling.

Walls and Roof
Combination of solid and mesh. Metal sheeting is suitable for solid component. Mesh. 10mm grid of stiff mesh is most suitable.

Size
Possum and bird facilities visited with AWARE ranged in size from 1500mm x 1500mm x 1800mmH to 9000mm x 4000mm x 2100mmH - 2400mmH.

Possum Boxes
Nesting boxes are required for possums. These comprise a plywood structure approximately 220mm wide x 310mm deep x 450mm high with a front access hole 135mm diameter. A sliding front panel allows access for treatment. Possum Boxes are suited to fabrication by inmates.

Food
Local planting of Grevillea and Callistemon Species will assist to provide possum food. Provision of plants within enclosures to familiarise animals with foraging techniques should be considered.

Bowls for dry food and water.

Both birds and possums require natural materials including tree branches within the enclosure for climbing and sitting upon.

Structures, plants, etc within the enclosure may be adapted to suit the needs of the particular animals being cared for.
KANGAROO AND WALLABY FACILITIES

Yard Enclosure
Surrounding fence approximately 2700mmH.

Ground - Soil only. No ground covering vegetation such as grass, as animals should not eat from the same area in which they defecate.

Shelter
Shade trees advisable.
Roofed enclosure of approximately 3000mm x 3000mm x 2100mmH. Number will vary according to number of animals.
Materials - timber desirable.
- metal sheeting acceptable.

Size
Area visited 20m x 20m.

Food
Hoppers for dry food.
Water containers.

Kangaroos and wallabies, when ready for release, are sedated and transported in hessian bags to a suitable location. Generally these bags become damaged and are not suitable for re-use. An opportunity exists for inmates to fabricate these bags. Inmates may also be able to fabricate joey pouches for use by AWARE.

WOMBAT FACILITIES

Ground
Soil.
Subsoil mesh required to prevent tunnelling.

Shelter
Cylindrical form, e.g. precast concrete pipes 450 diameter.

Yard Enclosure
Surrounding fence 1200mmH, with vertical bars only, to restrict climbing.
Pool fence is suitable.

Size
Area visited approximately 6000mm x 4000mm.

Food
Bowls for dry food and water.

OTHER FACILITIES

A store area is required for equipment, medication and food, including refrigeration.
CONCLUSIONS

AWARE recommend the staged implementation of a wildlife facility within Mulawa Minimum Security Unit. The facility should initially be planned for the care of possums and birds only. The area within the Unit presently nominated for the care of wildlife is suitable for this purpose.

Provided that the implementation of the programme is successful, consideration may be given to establishing a facility for the care of kangaroos and wallabies and wombats in the future. Should this occur, the area presently nominated as 'vegetable garden' would be appropriate.

AWARE advised the provision of a visual barrier between the wildlife area and the inmates' recreation zone. This barrier could be a landscape element, with planting providing food for wildlife.

AWARE are enthusiastic about the establishment of a wildlife facility within the proposed Mulawa Minimum Security Unit, and anticipate this innovative programme will be of mutual benefit to the wildlife being cared for and the inmates involved.

It is suggested that the Department of Corrective Services confirm the proposed arrangements by means of a letter and a copy of this report to progress the issue.


APPENDIX 7

PRIORITY AREAS OF STUDY FOR

THE WOMEN'S SERVICES UNIT

This report in concentrating on capital works strategies has been somewhat ad hoc in addressing other issues. To address the many significant matters not covered in these pages would have delayed consideration of key capital works decisions which are designed to improve the immediate environment for many women in custody. These omissions are in no way indicative of the degree of importance of the specific issues themselves.

The creation of a Women's Services Unit is thus critical to the ongoing strategy of researching, developing and implementing policies which specifically affect women. Listed below are a number of important matters which require attention by the proposed Unit.

1. The provision of suitable medical facilities for female inmates.
2. The adequacy of escort provisions and protocols especially relating to medical appointments.
3. The special needs of Aboriginal and Non-English Speaking Background inmates.
4. A review of work, educational and recreational programs for female inmates.
5. The development of Management Plans for the proposed correctional centres described in this report.
6. Equity of access issues in relation to Periodic Detention.
7. Provisions for fine defaulters.
8. Strategies for reducing the female inmate population - frontend and backend solutions.
9. Inmate property and buy-up policies in terms of their appropriateness for women.
10. Developing interstate and overseas linkages to ensure an ongoing review of best practice.
11. The need for inpatient psychiatric facilities and other issues raised in the Report of the National Inquiry into the Human Rights of People with Mental Illness.

12. The needs of Young Offenders.