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Report No.



**Report of an Announced Inspection of
Greenough Regional Prison
May 2003**



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

WESTERN AUSTRALIA

Cover photo: Front of the Administration Building.

**Report of an Announced Inspection of Greenough
Regional Prison**

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The Inspector's Overview

GREENOUGH REGIONAL PRISON IS PERFORMING STRONGLY

In a State the size of Western Australia, it is essential that regional prison services and other custodial management arrangements such as work camps should be of a good standard. In the course of the first phase of the prison inspection cycle of the Office of the Inspector of Custodial Services, worrying deficits were identified in three regional prisons – Broome, Roebourne and Eastern Goldfields. Each of these is an “Aboriginal prison”, in the sense that the normal population at any given time is 75% or more Aboriginal. Greenough also qualifies as an Aboriginal prison. In that context it was gratifying at this Inspection to find that overall the prison is very well managed, has a committed staff and is treating its prisoners with respect within a constructive and safe regime. This is very much to the credit of the prison and the Department of Justice.

Of course, the fact that Greenough is a good prison serves to highlight that there really are no acceptable excuses for other Aboriginal prisons not to improve their performance.

More generally, Greenough Regional Prison illustrates the kind of role that regional prisons – not merely the Aboriginal prisons – should be playing in the total prison system of the State. In the Inspector's Overview to the Report relating to Bunbury Regional Prison, it was said:

“Regional prisons should as far as possible cater for local needs. In trying to do this some aspects may have to give way to others. For example, there is a danger that catering for long-term maximum-security prisoners might distort other numerically more cogent needs. Regional prisons should also develop an enhanced, albeit necessarily limited, ability to deliver offender programs. Re-entry arrangements should be given priority in each of them, and in that regard a properly balanced strategy for work camps must be developed.”

Those remarks were particularly pertinent at the time of the Bunbury Inspection because a proposition had seriously been put forward that that prison should be closed – thus diminishing the prisoner services available in regional areas. Fortunately, that proposal did not proceed.

For its part the Department of Justice now seems without any ambivalence to be committed to the enhancement of regional prisons generally. Its Building and Infrastructure Program 2004/05 to 2007/08 specifically seeks funding for a capital program to increase accommodation in regional areas so as to enable prisoners to be managed closer to their home where there is support from families and communities. This is very much to be welcomed. The Department's response to Recommendation 1 underlines that commitment.

A particularly pleasing aspect of the Greenough Prison Inspection was the revelation of how much the prison's role was understood and supported by relevant community groups and organisations. This included Aboriginal agencies peak bodies. In view of the previous history of difficult race relations in the Geraldton area, this is certainly a striking

testament of the efforts that the prison has made to link with the community. The range and depth of the Section 94 work in the community was indicative of this; in a few other prisons we have sometimes found reluctance by the community to make useful and constructive work available to prisoners.

A disappointment was the fact that Greenough still does not have an associated work camp or outstation, and that fact is in turn probably referable to the fact that the Department of Justice still does not have an integrated policy in relation to outstations tending to leave their development to local negotiation and opportunism. It is quite apparent that Greenough has sufficiently strong local support for an outstation to be viable.

Readers of this Report will see many examples of very good practice referred to – matters that should benchmark the aspirational standards of other prisons. However, there inevitably were some blemishes, and a few of these should be mentioned.

We were concerned at the absence of on-call medical services, and the response of the Department that this sort of arrangement would cost \$600,000 per annum for the six regional prisons does not seem adequate to the importance of the issue. Wherever we go – not just Greenough – we receive complaints about how ineffectual the ring-in system for after-hours medical advice is. Another source of concern related to the apparent “dumping” of Pilbara and Kimberley prisoners on Greenough Regional Prison. The whole question of prisoner placement has become somewhat distorted because of inadequate accommodation in the regions of the appropriate security rating. Once more, it is pleasing to record that the Department now seems to have recognised this and reflected this understanding in its Building and Infrastructure Program, referred to above. A third blemish, which is very important, was the fact that offender programs were virtually non-existent in the prison. As is explained in the Report, this partly reflects difficulties of recruiting suitably qualified people, but such problems are by now familiar ones and effective means of addressing them should have been developed. Finally, the situation with regard to services for women prisoners is still unsatisfactory – though again there is tangible evidence more recently of efforts to address this issue.

Because the basic regime is strong, there is a solid foundation upon which to build the necessary changes that this Report identifies. In that regard, we have developed a new technique in making our Recommendations by referring to those that should be implemented in the long-term, those in the medium-term and those in the short-term. The latter category basically can be done at a local level with the re-allocation of resources or changes in processes that can be controlled locally. We would expect these to be attended to promptly. We recognise, of course, that what we have designated as medium- and long-term recommendations require degrees of planning, allocation of new resources and so on; though we would hope that the bulk of them can be fitted within the three year normal Inspection cycle.

GREENOUGH REGIONAL PRISON IS PERFORMING STRONGLY

In summary the prison is a first order custodial facility and service provider. The improvements we have suggested should be thought of as an investment in its future and an investment also in well-balanced regional prison services and planning.

Richard Harding

Inspector of Custodial Services

13 February 2004



Chapter 1

DELINEATING THE PRISON

REGIONAL LOCATION AND HISTORICAL PRISON DEVELOPMENT

- 1.1 This Chapter commences with a discussion about the implications that arise from the prison's location in the Mid West region of Western Australia and takes account of the prison's own features, such as its capacity, classification and utilisation. Greenough Regional Prison is located 15 kilometres south-east of Geraldton, in the suburb of Narngulu. The Mid West region covers almost 470,000 square kilometres or nearly one fifth of the area of Western Australia. The region extends along the coast from Green Head in the south to beyond Kalbarri in the north and more than 800 kilometres east into the mineral-rich hinterland. The region comprises 19 local government authorities including the City of Geraldton, which is the region's major commercial, administrative and service centre.¹
- 1.2 The economy of the Mid West is predominantly based on the agricultural, mining, fishing and tourism industries. The population distribution and density reflects the intensity of land and resources management. The population was estimated to be 51,278 at June 2001 at the last census.² This represented an average growth rate of 0.7 per cent per annum since the previous census in 1996, making the Mid West the sixth most populous of the nine regions in Western Australia. In keeping with the pattern for country Western Australia, the Mid West has a greater proportion of young people in the 0–14 and 25–40 age groups. Information from the 1996 census showed that 82 per cent of the region's population was born in Australia, higher than for country Western Australia and much higher than the State average. Approximately 7.8 per cent of the population were Aboriginal or Torres Strait Islander.³ These statistics have direct relevance to crime patterns and, hence, for prison planning.
- 1.3 Based on historical trends, the population of the region should reach 75,000 in 2026. If these projections continue then the Mid West will have the third-largest regional population by the middle of the century.⁴
- 1.4 The population within the region is unevenly dispersed. The City of Geraldton and the Shire of Greenough account for almost 63 per cent of the region's population. Between the census years 1996–2001 coastal municipalities (Geraldton, Greenough, Northampton and Irwin) have shown strong growth, while farming areas (Carnamah, Perenjori, Coorow and Three Springs) have recorded steady decreases in population. As the regional population becomes more urban there are significant crime pattern issues that arise.
- 1.5 The region boasts a well-qualified population with 26.8 per cent of people indicating possession of qualifications. There was a 20 per cent increase between 1981 and 1991. Most males in the 1996 census reported having a skilled vocational qualification. For women, the most common level of qualification in 1996 was a bachelor degree, followed by an undergraduate diploma. Many of these labour-force changes are reflected in the demand for

¹ Department of Local Government and Regional Development and the Mid West Development Corporation, July 2001, *Mid West Perspective*, Perth.

² Mid West Development Commission, March 2002, *Regional Trends and Indicators*.

³ Mid West Development Corporation, 2003, *Working in the Regions*, No. 18.

⁴ Ibid.

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skilled workers in the region.⁵

- 1.6 Total employment in the Mid West region in the December 2001 quarter was 24,030, whereas there were 1,963 registered unemployed people. The unemployment rate for the whole of this period was 7.6 per cent, compared to 5.6 per cent for regional Western Australia. The Mid West region's unemployment rate has tended to fluctuate more than the State average. The main reasons for this are the seasonal nature of much of the work in the region, and the relatively small size of the region's labour force compared to the State as a whole. Employment is changing from being driven by primary industry (agriculture, fishing and mining) towards greater opportunities in mineral processing, manufacturing, construction and service industries. Natural gas production has become a significant industry in recent years and this is expected to grow in the future as demand increases for power generation associated with mineral-based companies as well as domestic consumption.⁶ As the proportion of semi-skilled employment opportunities decreases and a discernible divide emerges between the affluent and poor, there are strategic implications for community safety.
- 1.7 Greenough Regional Prison was commissioned in 1984. It replaced the Geraldton Regional Prison, which was considered inadequate in a contemporary correctional context. That prison's antecedence was that it was originally constructed as a country hospital and the asset transferred to the prison service when a new hospital was built. This was a common practice at the time reflecting a false premise that prisons were somehow lesser State institutions so that all manner of redundant buildings were turned into prisons.⁷
- 1.8 The planning for the Greenough Prison was highly innovative for its day. The State entered into a contract with a consortium of the local government authorities (Shire of Greenough, Shire of Chapman Valley and the Geraldton City Council) to finance the construction and, through an amortisation arrangement, the ownership was fully transferred to the Department of Justice in 1999. In this way the prison service gained access to a fit-for-purpose facility without displacing other higher priority infrastructure projects on the State's capital works program. The prisoners benefited from improved service delivery because necessary care and resettlement services were capable of being delivered in a way that the old Geraldton Regional Prison, with a simple capacity to warehouse prisoners, could not. The local government authorities also profited by investing in a low-risk financial enterprise at a time when the regional economic conditions were not as prosperous as they have since become.
- 1.9 The prison was originally designed as a low medium-security prison, with a total bed capacity for 139 prisoners. It is sited on 57 hectares of land within a rural setting. The neighbouring properties are given over to general purpose farming, or are vacant Crown land. A secure perimeter fence dissects the site, with all the features expected of a secure prison facility. The prison grounds outside the perimeter fence accommodate a car park and

⁵ Ibid.

⁶ Ibid

⁷ This had also been the case with Barton's Mill and Wooroloo prisons.

the general prison store.

- 1.10 The term low medium-security that was attributed to the prison served as a shorthand phrase to describe its purpose. Greenough Prison, as with all other regional prisons, was expected to be a multi-purpose prison to cater for all security classifications and accommodate both men and women of sentenced and unsentenced status. In amenity terms, the first generation of buildings within the secure perimeter consisted of an administrative block that led on to the main prisoner complex. On the eastern side was the main male accommodation block, set out to skirt an open quadrangle. There was separate accommodation to the west for women classified as minimum security, and to the north-east was the block to accommodate all prisoners that were judged to require secure cellular placement.
- 1.11 Greenough Prison's capital works program was largely a statewide initiative to secure more prisoner accommodation places. For two decades, commencing in 1980 with the commissioning of the CW Campbell Remand Centre and the Canning Vale Prison the following year, there was a concerted effort made to purposefully construct new prison facilities to enable Fremantle Prison to eventually close after a century and a half of continuous operation. The inquiry into the 1988 riot at Fremantle Prison found that a significant underlying cause of the riot, fire and hostage incident was caused by impoverished prisoner conditions.⁸
- 1.12 The difficulties associated with site selection for these new Greenfield projects, and to a large extent caused by the past failure to involve and educate the general public in important correctional matters, resulted in a distorted prison infrastructure acquisition program. This involved 'in-fill' building works at existing prison sites, so that many of the regional prisons were subjected to so-called security upgrades to enable new prisoner accommodation blocks to be constructed. This trend continued until 1991, when the new Casuarina Prison was commissioned on a greenfield site at Kwinana in Perth. This enabled Fremantle Prison to be decommissioned. Even then the prison service capacity fell short of the increasing accommodation demand, and so the 'in-fill' option continued to be utilised. It was only in 2001 that the 750-bed medium-security Acacia Prison created the surplus stock needed to bring to an end the unsafe practice of more than one prisoner occupying night accommodation designed for one prisoner.
- 1.13 At Greenough Regional Prison there were significant capital works undertaken throughout the 1990s in line with the 'in-fill' policy. In 1990 the prison was upgraded to hold a medium-security population as its dominant group. Prior to this, and after the term low medium-security fell into disuse, the prison needed to carefully monitor the proportion of prisoners at classification points higher than minimum security. Whilst the prison had some capacity to hold higher classifications, there was a limitation imposed by the small number of cells in the secure wing of the prison and consequently all such placements were of a short-term nature.

⁸ See the Report of the Enquiry into the Causes of the Riot, Fire and Hostage Taking at Fremantle Prison on the 4th and 5th of January 1988 (the McGivern Report), Section 6.5, Recommendations about Living Conditions. Report to the Attorney-General, 19th February 1988.

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The upgrade included the construction of a maximum-security perimeter fence that incorporated multiple electronic intruder detection systems and a robust double fence system with razor ribbon coils capable of allowing an armed vehicle patrol.⁹

- 1.14 In 1996 a 52-bed prisoner accommodation unit was constructed. This unit enabled the prison to operate an incentives and earned privileges regime in a much more sustainable way than ever before. The architecture of the unit owed its design origins to the prototype first trialed at Albany Regional Prison and then adopted as a standard to construct six out of the ten prisoner accommodation units at Casuarina Prison in Perth. Some modifications were made to the Greenough prison unit in light of the operational experience at both Albany and Casuarina prisons.
- 1.15 In 1998 there were further changes made at the prison, including the establishment of a minimum-security accommodation unit outside the secure perimeter fence. This project was complicated by negotiations with community representatives and resulted in the incorporation of excessive quantities of razor ribbon barrier tape into the external fence that defines this unit.¹⁰ Nevertheless, by 2000 some 36 prisoners were accommodated in the unit and the continuum of prisoner management regimes was enhanced by this capital work.
- 1.16 During 2000–01 a program of capital and minor works was undertaken to improve the overall amenity of the prison. This included refurbishment of the medical suite and a complete upgrade of the prison gatehouse, together with security and surveillance enhancements across the site.
- 1.17 Like all the northern regional prisons (plus Eastern Goldfields), Greenough Prison has had to accommodate small numbers of female prisoners. Mostly these were local women, but from August 2001, the prison took on a major role as the relief prison for Bandyup Prison whilst building works were in progress there. As many as 50 female prisoners were housed at Greenough from time to time, though usually the figure was in the thirties. By the time of the Inspection and with the opening of the new accommodation at Bandyup, this role had come to an end and the number of female prisoners had returned to a more normal range of about ten. However, the refurbishment and reorganisation of existing prisoner accommodation to cope with this temporary role enabled the female prisoners to participate to a somewhat greater extent in the incentives and earned privileges scheme.
- 1.18 By 2003 the prison had a design capacity for a population of 211 prisoners in standard beds, with an additional six special purpose beds bringing the total ‘modified’ capacity to 217 prisoner places. Unit 1 is designed to hold 18 prisoners. This is the unit in which the highest levels of control and supervision are exercised. Unit 2 is designed to hold 48 male prisoners in standard care accommodation. Unit 3 is designed to hold 44 female prisoners in standard care accommodation. Unit 4 is designed to hold 52 male prisoners in self-care (earned privilege)

⁹ The prison has never actually had an armed perimeter patrol.

¹⁰ In operational terms this does not make any sense because the prisoners accommodated here are frequently in contact with the general public, and without the direct supervision of prison staff.

accommodation. Unit 5 is designed to hold 18 female prisoners in self-care (earned privilege) accommodation. Unit 6 is designed to hold 36 male prisoners in the minimum-security unit. Each of the accommodation units has a separate dayroom that functions as a lounge and dining area.

- 1.19 There is a row of workshop buildings east of the prison's administrative block and south of the main prisoner accommodation units. To the northwest of the administrative block and south of the women's accommodation unit is the visits and program block. A large grassed oval occupies approximately one third of the prison site that is within the secure perimeter fence. This is west of the footprint of buildings that have been constructed on a contiguous north/south axis, so that the furthestmost western wall is roughly the centre of the secured prison site.¹¹

Purpose Within the Prison System – the Business of Planning

- 1.20 The Department's Prisons Division Business Plan 2002–06¹² states in its introduction that 2002–03 is the first full year of operation for the revised organisation of the Prisons Division to incorporate the new functions of Custodial Contracts and Sentence Management. This plan also took account of a new Correction Service Charter that is an expression of the purpose, direction, values and operating principles that guides the work of all portfolios within the Department with responsibility for correctional services. The plan identifies a number of systems-wide issues, including the challenge of managing a reduction of the overall prison population. It also accepts that the population reduction provided the opportunity to redefine the roles and responsibilities of all prisons within the system. The ultimate goal stated is to have a seamless prison system that operates within a common set of policies and standards. The Department committed itself to developing directorate and prison plans, as well as performance agreements for senior managers, to reflect the new working arrangements.
- 1.21 The context for service delivery was clarified and adjusted in the vision, mission, values and guiding principles for the Prisons Division. This will be utilised as a framework for the next Chapter relating to service delivery. The realignment of the prison system involves definition of the roles and responsibilities of each prison and the provision of resources in accordance with the services that have been agreed.
- 1.22 The final draft Business Plan for the Public Prisons Directorate 2003–07 acknowledges the themes of reform adopted by the Prisons Division. It noted that the prison population has begun to stabilise in recent months and has returned to levels more consistent with historical experience. Due recognition continues to be given to the need for change management, to ensure that individual prisons deliver services that match their correctional purposes. This Directorate Business Plan places greater emphasis on management and staff issues which have

¹¹ A schematic drawing of the prison can be found at Appendix 1 of this Report.

¹² Department of Justice, *Prisons Division Business Plan 2002–06*, Perth.

impacted on performance generally and the ongoing implementation of a prisons improvement program.¹³

1.23 The Department's presentation to the Inspection Team made three statements about the correctional purpose of Greenough Regional Prison:

- It is a medium security prison that caters for both male and female prisoners across all security ratings;
- It is a remand and receiptal prison catering for prisoners predominately from the Mid West region; and
- It is the main transit station for all prisons north and south of Geraldton.

These purposes are discussed in the next Section.

Regional Considerations – the Need for a Robust Commitment

1.24 In the *Report of an Announced Inspection of Bunbury Regional Prison* (Report 16), the Inspector's Overview discusses the need for a robust commitment to the correctional roles of regional prisons. The three key points relating to regional prison policy are:

- Regional prisons should be designed to hold maximum-security prisoners, especially during any remand period. This is a matter of equity and access to justice. Whilst most regional prisons have some capacity to do this, questions arise about the duration of stay and the quality of regimes provided during placement;
- These prisons should be designed to hold short-term minimum security prisoners for the duration of their sentence, as well as most medium security prisoners for the bulk of their sentences; and
- Departmental policy relating to the Re-entry Strategy should be further developed, in particular the availability of Work Camp options and other support systems.

1.25 The Inspector's Overview compares and discusses all regional prisons and concludes that each has evolved at different times and in different ways to meet pragmatic needs, and consequently, the regional prisons do not reflect a coherent set of policies. This is certainly true of Greenough Regional Prison. By the time of its first Inspection in 2003, the prison had experienced a series of ad hoc infrastructure, policy and procedural developments going back almost to its commissioning period. Many of these initiatives had been conceptualised and driven from the Perth metropolitan area. The prison's current operational culture and the character of its facilities reflect these incremental developments that were to a large part a systems response to service demands manifesting outside of the Mid West region.

1.26 The key point that emerges from reflecting on the first phase of individual prison inspections is that regional prisons tend to emphasise the 'hostel' aspects of service demand, relating to

¹³ Department of Justice, Public Prisons Directorate Business Plan 2003–07, Perth.

accommodation requirements by security classification. The Inspectorate holds the view that the role of regional prisons has not fully developed. An important aspect of this strategic perspective is that regional prisons should, as far as practicable, cater for local needs. However, each prison should concurrently be able to contribute to the overall correctional policy outputs. There should be a natural balance between these complementary features in any mature prison system that is dynamic enough to absorb operational risks and challenges as they emerge. This viewpoint is entirely consistent with the twelfth Strategic Objective stated in the Public Prisons Directorate Business Plan 2003–07, aimed at building a community consultative model for each prison, but it is not the reality of the present regional prison operations environment.

Recommendation 1

The Department should demonstrate a more robust commitment to regional prison capacity building through infrastructure and staff deployments. For Greenough Prison the point of balance between its ability to fully develop into a regional custodial service provider and its capacity to contribute to the total prison system needs to be articulated. In this regard, the staff deployments and related regional posting conditions, as well as specific training and development requirements, should be a central consideration (Long Term).

Demand, Supply and Potential – Getting the Balance Right

- 1.27 The Department undertook a major consultative approach in the Kimberley region to develop a model for service delivery related to regional prisons. The stated primary purpose of this strategy is to develop a philosophy statement, as well as strategic and operational briefs for the construction of a new regional prison.¹⁴ In 2003 two key initiatives associated with the Kimberley Regional Project were implemented.¹⁵ The first involved a large-scale survey of 720 people in 26 remote communities in the Kimberley region. The results were published in a market research report.¹⁶ This was followed up by meetings held with interested groups of women, men and young people to discuss the identified issues and to come up with suggestions for change or improvement. The ideas were compiled into a Community Research Workshop Report.¹⁷
- 1.28 The strategy is now at a point where some of the main ideas are being acted upon. The most significant matters responded to by the communities were:
- When people are sent to prison they should serve their sentence in the region;
 - Work Camps are seen as a good idea for minimum-security classified prisoners; and
 - Work Camps and outstation initiatives should be expanded.

¹⁴ Op. cit., Department of Justice, *Prisons Division Business Plan 2002–03*, Perth.

¹⁵ Department of Justice, April 2003, *Kimberley Regional Project: Report back to the Kimberley communities on the research and consultation so far*, Perth.

¹⁶ The Strategic Centre, August 2002, *Kimberley Regional Project: Community Research Workshops*, Perth.

¹⁷ Colmar Brunton Social Research, December 2002, *Kimberley Regional Project: Market Research*, Perth.

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- 1.29 The Mid West region, in which the Greenough Regional Prison is located, has been slightly disadvantaged because of its proximity to Perth. The prison has historically been treated as an outpost of the Perth metropolitan region, in much the same way as the Bunbury Regional Prison has been. This is quite unlike the maturity seen in the development of the Albany Regional Prison, or even the strong bond that is evident in the relationship between the Broome Regional Prison and its local communities.
- 1.30 In the context of the question of the use of Greenough Prison as a local prison, the Office sought information about the location of Aboriginal prisoners from the Mid West region. It was difficult to obtain; however, the prison population census report for 30 June 2003 showed that of the 111 prisoners declaring their last community address as Central, two women were in the Perth Region (33%) and 38 men (36%) were scattered across the State. Of these 38 men 25 were in Perth (24% of the total), and yet only nine were rated as maximum security. Neither of the women was rated as maximum security. Clearly, the full potential of Greenough as a local prison was not being fulfilled.
- 1.31 Conversely, the reception patterns set out in Table 1 strongly suggest that Greenough Prison is also a transfer prison for many non-local Aboriginal people. There are often excellent reasons for such transfers, but questions also arise as to whether there may be an element of 'dumping', particularly from the Kimberley (Broome Regional Prison) and the Pilbara (Roebourne Regional Prison). Discussions whilst we were on-site, backed up by anecdotal evidence, suggested that this can and does happen.

Table 1: Throughput of Prisoners by Regional Origin, Gender and Aboriginality at Greenough Prison

Population Type	Aboriginal	Total
Directly Received Males	26 (65%)	40
Directly Received Females	11 (85%)	13
North Transferred Males	345 (78%)	445
North Transferred Females	69 (83%)	83
South Transferred Males	271 (76%)	357
South Transferred Females	62 (77%)	81

Source: Information extracted from the Department's database relating to the period July 2002 to June 2003 and supplied by Greenough Regional Prison.

- 1.32 The Mid West region is a significant and viable region, and the future developments of Greenough Regional Prison should restore the balance between it making a system-wide contribution and catering for local needs. The first step in this process is to set strategic objectives relating to demand and supply in terms of volumes and prisoner classifications.
- 1.33 An examination of the throughput of prisoners clearly identifies Greenough Prison as an Aboriginal prison. There is a high turnover of prisoners moving in both northerly and southerly directions. The Department should research the basis for this high level of prisoner movement and to the greatest extent possible stem the flow of Aboriginal prisoners being

removed from their homelands. Stronger management controls over the prisoner classification and transfer functions need to be established.

Recommendation 2

The Department should develop systems to monitor the extent to which prisoners are outside their normal region and implement strategies to address this to the greatest extent possible. For Greenough Prison, monitoring the diversity of the population with a view to facilitating the transfer of prisoner groups close to their home communities should be a priority (Medium Term).

Chapter Summary

- 1.34 The Mid West region is one fifth of the area of Western Australia, with the sixth-largest population of the nine regions. This population is predicted to move into third place by the middle of this century. The population is very unevenly dispersed in favour of the City of Geraldton and the Shire of Greenough and this concentration is likely to intensify over time. In this context the Greenough Regional Prison is well located within its region.
- 1.35 The facilities at Greenough Prison have been expanded over its history to cater for more prisoners and prisoner groups than the regional catchment requires at this time. However, there is no Work Camp or outstation associated with the prison to supply the full range of regional custodial options.
- 1.36 The Mid West region has a relatively well-qualified workforce with significant industry development and future potential. These are important considerations for the resettlement of prisoners.
- 1.37 The prison has the potential to balance the competing pressures between contributing to the prison system and developing a strong partnership approach within the Mid West region.

Chapter 2

DELIVERING THE SERVICES

- 2.1 This Chapter is the core of the Inspection Report. It commences with a profile of the prison's operations. This involves a description of the scale of the population demand and the interaction between sub-population categories. Regional prisons are by their very nature less homogeneous than the larger and more specialised Perth metropolitan prisons. These considerations have implications for service delivery and staff deployments.
- 2.2 In the subsequent sections of the Chapter, the four service outputs defined in the Prisons Division Business Plan are discussed. The 'Four Cornerstones of Prisoner Management', as these outputs have come to be known, is now part of the Western Australian prison service lexicon. This Chapter essentially assesses the performance of the prison. The information utilised generally relates to the period immediately leading up to, during¹⁸ and immediately following the on-site phase of the Inspection. The Inspection methodology has since 2001 been refined to reflect the experience of the Inspection Team, but essentially it is consistent with the description published in 2000–01 Annual Report of the Inspectorate.

The Operational Profile of the Prison

- 2.3 On 5 May 2003 the total prison population was 144, representing a 68 per cent occupancy rate of the prison, which has a design capacity of 211 and a modified capacity of 217 (when the additional special-purpose cells are taken into account. This compares very favourably with the situation at the prison in December 1998 when the daily average population was in the 170–180 range, that by January had increased to 180–190 and by March 1999 had averaged at just over 220 and eventually peaked at 259. The average population count for the year 2002 was 173 or 82 per cent of the prison's design capacity. This margin is essential to good operational practice because it provides for separation of sub-population categories and enables staff to properly focus on the relevant regimes of each group.



Corridor in Unit 1.

¹⁸ The on-site phase of the Inspection was conducted between 4 and 9 May 2003.

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- 2.4 The Department has an industrial agreement in place with the Western Australian Prison Officers' Union that caps the total number of uniformed staff based upon the population of prisoners in the system. That figure was first agreed as 1,147 to cater for 2,100 prisoners and has since been adjusted to 1,165. The Department's capacity to respond to rapid prisoner population movements is at best sluggish. When the population demands comprise shifts in sub-population categories as well as numbers then the situation can, and has in the past, become much more complex.
- 2.5 In June 2001 Greenough Regional Prison conducted a staff roster review to fit in with the industrial agreement applied to the prison service. The Full Time Equivalent (FTE) of staff deployment was reduced from 109 to 107. This was predicated upon a secure population of 175 prisoners, with a further 36 prisoners in the separate minimum-security unit. This brought the deployment into alignment with the prison's design capacity of 211.
- 2.6 From August 2001 the prison began to receive significant numbers of women from Bandyup Women's Prison in Perth. Many of these transfers were involuntary and caused management difficulties at Greenough Prison – as well as serious distress and concern to the prisoners and their families.¹⁹ During this period approval was given for the prison to create two temporary positions to cater for an Operational Manager for Females and a second Activities Officer. In the period leading up to the Inspection the newly constructed accommodation unit at the Bandyup Women's Prison was commissioned.²⁰ Acting on an assumption that the total prison population at Greenough Prison would reduce, the staff FTE was reduced to 99 and the 39-bed Unit 3 (female section) was closed.
- 2.7 When the staff deployment levels and unit closures are taken into account the original calculation that utilises the prison's design capacity becomes meaningless. In reality the Department has 'modified' (reduced) the capacity to 172 and used this figure to adjust the staff FTE. If this value is taken into account the real occupancy rate on the first day of the Inspection was actually 84 per cent and not 68 per cent.²¹ In other words, the prison's operational efforts were similar to that of the year 2002 when the average population was 173 and there were 107 staff. The real impact of this can be seen in the difficulty with managing the separation of sub-populations. Despite the official closure of Unit 3, the prison continued to utilise the space without the staff necessary to fully operate the unit. There were only nine women in the prison at the time but because of the various categories – even within this small group – some operational issues arose. These and other matters are discussed in Chapter 3.
- 2.8 There were 135 men in the prison on the first day of the Inspection. Their distribution by accommodation unit grouping was as follows:

¹⁹ Inspector of Custodial Services 2002, *Report of an Announced Inspection of Bandyup Women's Prison*, Office of the Inspector of Custodial Services, Perth, pp. 55–57.

²⁰ *Ibid.*, p. 94.

²¹ See paragraph 2.24 (below) for the end-of-month average.

Table 2: Male Prison Accommodation Utilisation by Unit Description

Unit	Description	Capacity	Occupancy	Utilisation %
1	Secure	18	12	67%
2	Standard Care	48	47	98%
4	Self Care	52	47	90%
6	Minimum Security	36	29	72%
Total		154	135	88%

- 2.9 On the first day of the Inspection non-Aboriginal prisoners were in the minority at 24.3 per cent of the population, a full three-quarters of the population being Aboriginal. The Inspectorate has defined any prison with such a proportion of Aboriginal prisoners as an 'Aboriginal' prison.²²
- 2.10 It is common knowledge that one third of Western Australian prisoners are Aboriginal people, although they only comprise three per cent of the general population. It has been noted earlier in the Report that 7.8 per cent of the population in the Mid West region are Aboriginal. What is lost in simply stating the proportion at Greenough Regional Prison is what the number represents.
- 2.11 The Department produced an Aboriginal Strategic Plan in 2002. Its purpose is to provide the Prisons Division with a clear focus on Aboriginal issues and a way forward in addressing them.²³ Static population counts cannot describe the full service impact on the prison operations. The Aboriginal Strategic Plan notes that 41 per cent of all prison receptions are Aboriginal prisoners. The proportion of Aboriginal prisoners received on remand is 51 per cent, whereas the proportion of Aboriginal prisoners received as sentenced prisoners is 45 per cent.²⁴ The plan acknowledges that Aboriginal people are the most disempowered and disadvantaged community group within the Australian society on all indicators. Key Objective 4 specifically identifies the need to provide alternative approaches to managing adult Aboriginal prisoners in regional Western Australia and describes six actions aimed at increasing the involvement of the local communities. Key Objective 6 seeks to reduce the negative impact of incarceration on Aboriginal people and describes eight actions including accommodating Aboriginal prisoners within their homelands and maximising their contact with families and communities, subject to security classifications. This was clearly not the case at the Greenough Regional Prison. Data from a Departmental document for prisoner placement between July 2002 and January 2003 shows that the majority of prisoners at the prison gave their last address as being from outside the Mid West Region. At this time the distribution was as follows:

²² There are three other such prisons: Broome, Roebourne and Eastern Goldfields (Kalgoorlie/Boulder). Of the six regional prisons only Albany and Bunbury do not meet this definition.

²³ Department of Justice, *Prisons Division Strategic Plan for Aboriginal Services 2002–05*, Perth.

²⁴ The variation in the aggregated figures probably relates to breach orders, which have a higher proportion of non-Aboriginal prisoners.

DELIVERING THE SERVICES

-
-
- Central 38%
 - Perth 18%
 - Kimberley 16%
 - Overseas 11%
 - Pilbara 8%²⁵

2.12 The Prisons Division Business Plan 2002–06 has a detailed timetable to implement priorities derived from the Aboriginal Strategic Plan. This is also the case with the Public Prisons Directorate Business Plan 2003–07, which has set a target date to incorporate agreed priorities and actions. This should provide the opportunity to restore the regional balance that has in recent times drifted under pressure from prisoner placement demands during the prison service era of overcrowding. There is a range of Aboriginal prisoner services that is taken up for fuller discussion in Chapter 3.

Recommendation 3

Appropriately resource the actions described in the Aboriginal Strategic Plan. For Greenough Prison, Key Objectives 4 and 6 have particular relevance (Long Term).

2.13 The other significant sub-population at the prison at the time of the Inspection comprised 12 illegal immigrants (just over 8% of the prison population). The management of foreign nationals is a complex operational demand in itself, but added to the significant mixed gender population in an 'Aboriginal' prison, it places a great burden on the demands of a regional prison.²⁶

The Framework for Comparison

2.14 Prison services in Australia are subsumed within the broader classification of correctional services, which itself is an aspect of the criminal justice system in the justice portfolio. Corrective services have defined overall objectives aimed at providing a safe, secure and humane system that incorporates elements of protection, rehabilitation and reparation to the community.²⁷

2.15 In Western Australia the Department of Justice's operating environment was established in July 1993 by legislation and administrative arrangements. The mission of the Department is stated to be the provision of quality, coordinated and accessible justice services which contribute to a safe and orderly community.²⁸ Corrective services in Western Australia are provided through a Community and Juvenile Justice and Prisons administrative cluster. This organisational arrangement arose from a departmental restructure on 1 October 2001. A new Community and Juvenile Justice Division has since been given responsibility for community-

²⁵ Department of Justice, May 2003, *Western Australian Prison System: Role and Function Profile*, Perth, p. 87.

²⁶ For a discussion of issues relating to the management of foreign nationals in regional prisons see Inspector of Custodial Services, 2002, *Report of an Announced Inspection of Roebourne Regional Prison*, Report 14, Office of the Inspector of Custodial Services, Perth, pp. 41–43.

²⁷ Steering Committee for the Review of Commonwealth/State Service Provision, Report on Government Services 2002, AusInfo, Canberra.

²⁸ Department of Justice, Annual Report 2001–02, Perth.

based adult and juvenile services and custodial services for juveniles, as well as a policy and planning role across the corrections system. A separate Prisons Division now has responsibility for the application of policies and procedures and operational efficiencies relating to day-to-day logistics matters.²⁹ However, the Annual Report of the Department continues to aggregate performance and financial information for the whole organisational cluster so that it is difficult to be fully informed about the separate performance of the prison system.

2.16 The Australian corrective services jurisdiction recognises several key result areas based on the common objectives identified for the whole corrective services sector:

- **Custody** – to protect the community by sound management of prisoners commensurate with the risk they pose to the community, and to ensure that the environment in which prisoners are managed enables them to achieve an acceptable quality of life consistent with community norms;
- **Community** – to protect the community by sound management of offenders commensurate with the risk they pose to the community, and to ensure that the environment in which offenders are managed enables them to achieve an acceptable quality of life consistent with community norms through referral to social support agencies;
- **Reparation** – to ensure that work undertaken by prisoners or offenders benefits the community either directly or indirectly (by reducing costs to the taxpayer);
- **Offender Programs** – to provide programs and opportunities that address the causes of offending, maximising the chances of successful reintegration and reducing the risk of offending; and
- **Advice to Sentencing and Releasing Authorities** – to provide sentencing and releasing authorities with advice to assist the determination of the disposition of offenders, their release on parole, and the necessary conditions for their supervision and post-release supervision.³⁰

These objectives are expected to be met in an equitable and efficient manner. Efficiency indicators relate to resource management.

2.17 In Western Australia these national corrective services effectiveness indicators are summarised into four prison system service level outputs:

- **Custody and Containment** – prisoners are to be kept in custody for the period prescribed by the court at the lowest possible level of security necessary to ensure their continuing custody, the good order and security of the prison they are placed in and the safety and protection of the general public;
- **Care and Well-being** – prisoners' care and well-being, both emotionally and physically, are to be maintained;
- **Reparation** – prisoners are to continue to positively contribute to the community

²⁹ Ibid., p. 17.

³⁰ Op. cit., Steering Committee for the Review of Commonwealth/State Service Provision, p. 522.

through work and other activities; and

- **Rehabilitation and Reintegration** – prisoners are to be encouraged to engage in programs and activities that seek to reduce the risk of reoffending.³¹

- 2.18 The Prisons Division produces a Monthly Performance Report utilising data from the Prisons Performance Measurement System (PPMS).³² The information from this report enables Greenough Prison's operational performance to be compared with other regional prisons and, for the Inspection surveys, direct observations and analysis of Departmental information to be set out and discussed.
- 2.19 The various documents mentioned above provide the backbone to this Chapter. The details contained in them form the public record of what has been negotiated and agreed as common objectives and performance measures. It will become apparent later in this Report that the framework is incomplete.³³
- 2.20 The Inspection takes account of this information and goes further. It seeks a balance between the various functions and elements. It considers the policy, the procedures and the actual performance of the services from various perspectives, including the broad community, several prisoner sub-populations and staff groups, and it does so in the context of this particular regional prison.
- 2.21 The Inspection is not dependent upon the documentation but utilises it to build its primary case. It commences with the national jurisdiction that provides the context of peer reporting. Then, the Western Australian operational philosophy that is the interpretation of its jurisdiction is applied. Finally, the conclusions and findings of the Inspection itself are informed by continuous monitoring of all prisons, enriched by staff and prisoner surveys and take account of direct observations and information provided by the prison management, staff and prisoners over a week long on-site operation.
- 2.22 The prisoner profile and the role and functions of Greenough Prison are such that strong performance in all aspects of the service outputs articulated by this framework is expected. As the prison is the last of the 13 State prisons to be inspected, information from all prisons has been utilised for comparative purposes.

Custody and Containment

- 2.23 There are three indicators for this service level output nominated by the Department:
- Daily average population of prisoners managed (utilisation rate);
 - Unlawful absences; and
 - Assaults related to prisoner on prisoner and prisoner on staff.

³¹ Op. cit., Department of Justice, Prisons Division Business Plan, p. 5.

³² Department of Justice, Business Management Directorate, Prisons Division Monthly Performance Report, May 2003, Perth.

³³ See paragraph 2.58; Recommendation 5.

Utilisation Rate of the Prison

2.24 Greenough Prison has the fifth-largest number of prisoners managed (daily average population) in the State and was the largest of all regional prisons. The year-to-date average for July 2002 to May 2003 was 165 compared to the previous stated figure of 144 on the first day of the Inspection. Therefore, the occupancy rate for this period was 96 per cent of the modified capacity.

Unlawful Absences

2.25 There were three unlawful absences that ranked the prison fourth overall for this negative performance measure. Unlawful absences include absence without leave that occurs when an offender does not return from unescorted authorised absence; abscond that involves a prisoner departing from lawful custody without breaching physical security; escape when a prisoner breaches physical security; and unlawful release that involves a procedural error by custodial staff.

2.26 The circumstances of the three unlawful absences from Greenough Prison were that three prisoners rated as minimum-security absconded from the prison on three separate occasions. There were neither breaches of physical security nor any procedural errors by custodial staff. Two prisoners absconded from the Minimum-Security Unit during unlock hours. The third absconded from a community service workplace. All were subsequently recaptured. Only one of the prisoners committed a minor offence in the community whilst at large.

2.27 There were 53 unlawful absences in total across the State in this period of which 40 (75%) occurred in regional prisons. Of these, 52 out of 53 involved minimum-security rated prisoners. The three minimum-security absconds constituted 5.8 per cent of the State total and 7.5 per cent of the regional prison total. It is clear from these figures that physical security across the State is in good order and that risk to the community is balanced.

Assaults in the Prison

2.28 Indicators reporting assaults were revised by the national jurisdiction in 2000–01. Serious assaults are now defined as acts of physical violence resulting in actual bodily harm requiring medical treatment and assessment involving hospitalisation or extended periods of ongoing medical treatment, and all acts of sexual assault. All other cases of assault refer to violence resulting in a physical injury that may or may not require short-term medical intervention but do not involve hospitalisation.³⁴ Western Australia did not provide data for publication in the national jurisdiction in 2000–01, nor does the Department of Justice Annual Report 2001–02 provide this key performance information.

2.29 There were 31 prisoner-on-prisoner assaults at Greenough Prison for the year-to-date period up to May 2003 from a State total of 397. The prison had the fifth-highest overall assault rate and the highest regional rate. The classification of assaults according to the nationally agreed

³⁴ Op. cit., Steering Committee for the Review of Commonwealth/State Service Provision, p. 525.

definitions shows that at Greenough Prison there were four serious assaults, 24 assaults and three other assaults in these 31 prisoner-on-prisoner assaults. For this year-to-date period there were two serious prisoner-on-staff assaults and six other assaults reported to make a total of eight for this category.

- 2.30 There were also some prisoner-on-staff assaults in this period at Greenough. Staff-on-prisoner assault statistics, although uncommon, are not reported in the Prisons Division's Monthly Performance Report, the Department's Annual Report or in the national Report on Government Services.

The Extent of Prisoner Dissatisfaction

- 2.31 The Prisons Division's Monthly Performance Report attempts to indicate the extent of prisoner dissatisfaction with prison conditions by calculating the number of substantiated complaints to the State Ombudsman and the number of finalised prisoner grievances reported to the Department. The May 2003 Report notes that there is a considerable time lag in obtaining data from the Ombudsman's Office and that the Department's prisoner grievance system is in the early stages of development. The Ombudsman's data, supplied to the Department, is not prison specific, so no details about Greenough Prison's performance are provided. The Department's prisoner grievance system recorded four lodged and finalised matters for Greenough Prison in the July 2002 to January 2003 period. There were no active grievances at this time.
- 2.32 The Inspection Team noted that the yellow complaint envelopes were only available upon request from a member of staff, as indeed were most application forms. This practice has also been observed in a number of other prisons. A common explanation given is that staff prefer to discuss issues directly with prisoners, rather than have the matters documented. Prisoners, on the other hand, reported that they are generally discouraged from registering grievances and complaints. Best practice in this regard is to have all prisoner-initiated forms available on a pick-up basis without having to go through officers. The Inspectorate is aware that the State Ombudsman has initiated a process review of the entire prisoner complaints and grievance system. In the meantime this small blemish at Greenough Prison relating to the maintenance of a fair custodial environment was drawn to the attention of the local management team for resolution, and a commitment was made to rectify the procedures.
- 2.33 The Inspection information obtained by surveying prisoners at Greenough Prison was collected separately for women and men. The information collection focused on prisoner and staff safety and on mutual respect as a qualitative indicator consistent with the nationally agreed custody objective relating to the quality of prison life. All of the women surveyed agreed that they generally got along with staff, with most indicating that they got on well with the prison officers. This was despite reporting some instances of bullying, racist comment and verbal abuse from these staff. These instances appear to be limited to a small number of prison officers and appeared to happen infrequently. There were no instances of sexual abuse reported and only one woman reported sometimes witnessing physical abuse by staff.

- 2.34 All but one of the women reported feeling safe most of the time, with half reporting that they always felt safe. This was despite reports of being aware of occasional instances of abuse from fellow prisoners.
- 2.35 Almost 85 per cent of the men surveyed agreed that they got along with staff, with over 40 per cent stating that they always got on well with prison officers. Those who reported problems with staff lived almost exclusively in Unit 2. This is a male standard-care accommodation unit. Despite reports of occasional instances of bullying, racist comments and verbal abuse directed at them by staff, there appeared to be an overall harmonious prisoner/staff relationship.
- 2.36 The reported pattern for abuse from other prisoners is similar to that reported for staff. Reported physical and sexual assaults relating to assaults sometimes occurring from other prisoners is slightly higher.
- 2.37 These reported rates of abuse were considerably lower than found in prisoner surveys at other prisons, with more than one in two respondents reporting never having witnessed an act of abuse from a prison officer. A common comment from prisoners was that some officers were good and some were bad, or that some were helpful and others were not. In recent prisoner surveys at other prisons when such a comment was made it has been accompanied with a strong criticism and examples provided of where and how certain officers had been bad or unhelpful. This type of comment was non-existent at Greenough Prison.
- 2.38 The staff surveys indicate a high level of safety, with two-thirds indicating that they felt safe. The quality of prisoner interaction was rated as satisfactory or better, with more than 48 per cent of respondents indicating that they were very good and a further 40 per cent reporting that they were good.
- 2.39 In recent similar surveys at other prisons, staff also reported a good relationship with prisoners. However, in these cases there was a wealth of evidence from the officers themselves in other parts of the survey instrument, and also via the prisoners, to contradict the reported quality of relationship. Hence, the prison officers appeared to have overestimated the quality and reciprocity of the relationship with prisoners. At Greenough Prison, this does not appear to be the case. The prisoners' responses were much less negative than the Inspection Team has come to expect and many prisoners did not consider their relationship with staff to be a particular issue. Some prisoners were genuinely positive about the prison officers. Whilst the prisoners' surveys reported that there were a few who clearly disliked the officers and had grievances about how they have been treated, the majority would appear to concur with the officers' positive appraisal.

The Inspection Team Assessment of Custody, Security and Safety

- 2.40 The direct observations by the Inspection Team lead them to conclude that in terms of custody, security and safety Greenough Prison is of a good standard. When account is taken of the regional variables and the prison's medium-security status, it is the best-performing

prison in the State.

- 2.41 The gatehouse is well run; it is efficient, the staff are respectful to visitors and there are good random search procedures. There is a no-fuss atmosphere. The systems are specific to the prison and of relatively long standing. Hence, the security asset enhancements of recent times, directed by the Department, have been easily assimilated and all those who are subject to the more stringent requirements, including the prison officers themselves, have accepted the evolving procedures.
- 2.42 The emergency procedures are well understood and fully documented. The prison was subjected to four desktop exercises involving an external fence intrusion, a serious cell fire, a control and order disturbance in an accommodation unit and a medical evacuation from the prison. The Inspection Team was satisfied that each scenario was handled appropriately and that the prison's procedures were firmly embedded and understood. However, there is a need to further improve and clarify the protocols with the external services involving the police, fire and emergency services and the ambulance services. This is something the Inspectorate has become aware is a systematic weakness not only at this prison, but also across the State. The time has passed when local arrangements based on tradition or goodwill or personal relationships may be relied upon. As a demonstration of the prison's 'can-do' approach, local consultations were already underway to pave the way for a more formal agreement and undertaking, even before the Inspection had been completed.³⁵

Recommendation 4

Greenough Prison should improve and clarify protocols with the police, fire and emergency services and the ambulance services. There are also opportunities for other regional prisons to do likewise (Short Term).

- 2.43 The security briefing provided to the Inspection Team was prepared in advance and was well-documented. There were clear signs of preparation for emergency procedures. A concerted effort had been made to provide storage facilities, appropriate equipment and professional training for the breathing apparatus used to carry out the search and rescue of prisoners in the event of a serious fire. This is strong evidence of best practice, which other prisons should seek to emulate.
- 2.44 The Inspection Team found that the use of restraints was minimal. This is usually a sign of a well-run prison, where staff have the confidence to manage prisoners in difficult circumstances and only use chemical and mechanical restraints as a last resort. Here too, the prison is an example to others. Whilst this was also true of the staff at Albany Regional Prison, and for much the same reason, it is not the case in a number of other prisons.
- 2.45 A blemish was that there were reports of occasional pat-down searches of male prisoners by female staff and female prisoners by male staff. These occurrences should only happen in

³⁵ A formal protocol has now been established at a local level with the police. The prison has also commenced formal negotiations with the fire and emergency services.

highly exceptional circumstances, and so the challenge here is for the prison to better articulate the search procedures and to monitor and enforce the appropriate operational standard.

- 2.46 Dynamic security is a practice at Greenough Prison, rather than an abstract ideal. Staff here realise that bars and razor ribbon tape are not enough to secure the prison. They have moved up a level in their understanding by being skilful and consistent in their interaction with prisoners. The security office was well-organised, purposeful and vigilant. It had a role in coordinating and monitoring general operational standards and was in every sense a hub for intelligence gathering. The office has developed a special intersectional role between management and staff and prisoners that is a source of its network of prison connections.
- 2.47 The Inspection Team observed the night lockup procedures and found the routines to be efficient and respectful. Staff were spontaneous as they interacted with prisoners, even to the point of tolerating minor interruptions and delays as prisoners made last-minute requests for small concessions. They freely entered cells to talk to prisoners, and were able to inform the Inspection Team about the case histories of many individual prisoners. The process was judged to be well up to the best standard in the State. Good unit management is another feature of the prison's practice, and the lockup routine symbolised this.
- 2.48 There is very low usage of disciplinary charges under section 69 of the Prisons Act 1981 (WA). Staff are encouraged and supported in managing dissent and minor disciplinary incidents by way of the loss of privileges procedures. In some other prisons the high use of the loss of privileges procedures has become informal to the extent that it is used to inflict summary punishment. The Inspection Team was satisfied that at Greenough Prison the values and processes underpinning the use of loss of privileges procedures were well understood. The senior uniformed staff were proud of their considerable efforts to retrieve operational concepts from the unit management strategy. Their unit plans were adopted as a training standard for the whole State.
- 2.49 The Visiting Justice advised the Inspector that the more serious prison offences under section 70 of the Prisons Act are prosecuted fairly. Here too, there is evidence of the unit management ethos being applied. The Visiting Justice gave testimony to staff efforts to properly explain the details and procedures to the prisoners. All of this has been achieved in the absence of system-wide training in disciplinary prosecution, and all the credit is therefore due to the prison itself. This is an acknowledgement of both the local management efforts as well as the strong motivation and commitment of the custodial staff.
- 2.50 The prison has an active anti-bullying policy and procedures that address prisoner safety needs. This involves the removal of predators by way of documented processes. There were very few requests for protection, and even then there was evidence of screening so that not all requests were granted. This is a further indication that core unit management processes are at work.
- 2.51 There was a recent case of serious assault that was scrutinised by the Inspection Team. At first

glance there were concerns and doubts about unchallenged bullying. However, there was good record-keeping that documented in a comprehensive and clear way the genuine attempts made over a long period to case manage this very difficult prisoner. The prison's attempt to progressively restore him to mainstream management was in itself a commendable objective, even though in the end it was not possible to achieve in the particular circumstances.

- 2.52 Record-keeping was a strong point of the prison's performance, not only for custodial matters, but also records of staff performance management. Here, the prison management were, without notice, requested to show documented examples where unsatisfactory performance had been challenged, and they were able to do this well. This is another example of best practice for other prisons.
- 2.53 Greenough Prison is the most dynamic of all regional prisons. This is reflected in the scale of its operation, its diverse population and its multi-classification of security requirements. It is a strong performer with regard to community protection. It is balanced in its attention to discipline and use of force. It is also regarded as a safe environment by prisoners and staff and this has enabled the prison to develop a progressive operational culture with appropriate attention to details, such as record management.

Care and Wellbeing

- 2.54 The Department's Annual Report 2001–02 contains the Prisons Division's pledge to ensure that prisoners' emotional, physical and cultural needs are acknowledged and appropriately addressed. This is a high aspiration for this important service level output.
- 2.55 The Prisons Division Monthly Performance Report May 2003 notes that relevant prison functions for this service area include:
- Reception and orientation;
 - Management of specific groups of prisoners;
 - Accommodation provision;
 - Health and welfare services;
 - Recreation and spiritual services; and
 - The prison shop.
- 2.56 The performance measures developed by the Department to report on this service area are:
- Number of deaths in custody;
 - Incidents of self-harm; and
 - Number of out-of-cell hours.
- 2.57 The national jurisdiction has yet to negotiate an agreed framework to measure and compare the full range of corrective services performance. Of the 21 effectiveness and efficiency indicators thus far identified, only 12 have reported text available to enable comparative analysis. A further four provide some information, but the data is not strictly comparable and

for five indicators further development of information collection initiatives have been notified. Whilst the first of the seven key result areas based on common objectives makes passing reference to ensuring that ‘the environment in which prisoners are managed enables them to achieve an acceptable quality of life consistent with community norms’, there are no qualitative or quantitative indicators in place at this time.³⁶

- 2.58 The key performance indicators developed by the Department relating to its care and wellbeing service level outputs is a marginal improvement on the national framework. However, the three indicators that have been developed cannot hope to describe and inform the prison service performance relative to the high standard described in the Annual Report commitment to emotional, physical or cultural needs. There is little by way of published direct information to demonstrate actual service delivery.³⁷

Recommendation 5

The Department should develop a better performance monitoring and reporting framework, especially for care and wellbeing and rehabilitation and resettlement service outputs. The management team at Greenough Prison should draft local indicators having regard to the diverse prison population (Medium Term).

Deaths in Custody and Occurrences of Self-Harm

- 2.59 There were no deaths at Greenough prison in the period June 2002 to May 2003. However, there were 21 occurrences of self-harm in that time. This compares unfavourably with other regional prisons.
- 2.60 A partial explanation for the elevated number of self-harm occurrences at Greenough Prison lies in the involuntary transfer of women from Bandyup Women’s Prison during the major capital works at that prison. During the 11 months of the PPMS reporting period there was an increased number of self-harm occurrences involving women placed at Greenough Prison from Perth. Information extracted at the prison for each of these cases shows that self-harm by women transferred from Perth constituted a third of the total, a further one third were committed by locally received males and the remainder were committed by males and females transferred from regions other than Perth.
- 2.61 A number of issues that arose during the Inspection relating to suicide prevention suggest that better integration and professional oversight are an urgent priority. The Inspection Team became aware that a prisoner had recently been charged with having a blood alcohol level of 0.32 per cent following his consumption of home brew. The significance of this incident was that it was known at the time that he had been unconscious and had also been vomiting. No medical attention was given to the prisoner. The nurse was not called and the explanation

³⁶ Op. cit., Steering Committee for the Review of Commonwealth/State Service Provision, p. 525.

³⁷ On 13 August 2003 the Prison Reform Trust (UK) released a report entitled *A Measure of Success* that raised concerns about the accuracy of the key performance indicators in the UK Prison Service. The report says that there is a real danger that key performance indicators are distorting the reality of what is really being achieved in prisons and that they do not demonstrate that the diverse needs of prisoners are being met. HM Chief Inspector of Prisons has repeatedly expressed this same concern in inspection and annual reports.

given was that there were no funds provided by the Perth Head Office of the Prison Health Service Branch for an on-call service. This is a deplorable example of failure to understand the duty of care owed to prisoners and must be immediately attended to here, and at every prison.

Recommendation 6

The Department should establish adequate on-call arrangements for Prison Health Services. This is an urgent matter for Greenough Prison, but prompts the need for a review of the arrangements at all other locations (Short Term).

- 2.62 The Inspection Team also noticed that there were window bars and other anchor points that had been identified for removal during a 1998 inquest into a custodial death, but this has not yet been done. There is simply no excuse for this.

Recommendation 7

The Department should conduct a statewide review of all prisons to remove or modify identified ligature anchor points in accommodation cells to improve prisoner safety. The work already identified at Greenough Prison should be attended to as a matter of high priority (Short Term).

- 2.63 The Inspection Team had some concerns about the recent performance of the Peer Support Group. It did not have the status and the role that had developed in many other prisons. This may be related to the slowly evolving organisational arrangements for the Prison Support Officer, and for which the prison management team has pledged better supervision and support. The role of the Aboriginal Visitor Scheme was also a great disappointment. The prisoner survey suggested that it was of marginal benefit at best. The Inspection Team was shocked to discover that visitors may only interview prisoners who make appointments. This bureaucratic approach is totally inappropriate to the nature of this prison. Whilst local management were adamant that the organisational arrangements had not been imposed on the staff but rather had been adopted by the staff themselves, there is a breakdown in the division of supervision between the prison and the Perth-based line managers for this service.
- 2.64 The prison's performance record in suicide prevention and self-harm occurrences has generally been good. Five years ago there were two suicides within about six weeks of each other, and there was also a death from natural causes at that time. Since then there have been none. The prison has made good efforts to minimise these critical risks by creating or enhancing some of its management systems (notably the Prisoner Risk Assessment Group system - PRAG), the peer support system, the orientation process, the unit management system and establishing protocols for anti-bullying. Whilst some further efforts to strengthen these procedures and to better coordinate health and welfare is indicated, taken as a whole, the prison is on the right track and performing satisfactorily.

The Out of Cell Arrangements

- 2.65 Out-of-cell hours are a rudimentary measure. The Prisons Division Monthly Performance Report May 2003 acknowledges that the amount of time prisoners are free to leave their cells

is dictated by the routines in place at each prison, and consequently the measures only take account of the quantity of time and not its quality.

- 2.66 As a general statement prisons do not record or report exceptions to the out-of-cell hours routines. Thus, the out-of-cell hours recorded are largely deemed hours, based on prison officer work rosters, rather than reflecting the actual experiences of prisoners. It is acknowledged that planned shutdown of operations for regular staff training sessions are recorded, but slippages by way of late prisoner unlocks and early lockups are not strictly regulated and recorded, and consequently the validity of the figures reported in the Monthly Performance Report remains an open question. Greenough Prison was one of only four prisons in the State to have supplied data for the year to date (May 2003 report) for this indicator, with the prison claiming 11.32 out of cell hours per day.

Measuring the Quality of Prison Life

- 2.67 Measuring the quality of prison life is important to the care and wellbeing service output as adopted by the Western Australian Prison Service. This is not as difficult as it may first appear. The United Kingdom Prison Service has had considerable experience with setting in motion a 'decency' agenda. This has in recent times been tested by the Expectations framework articulated by the Chief Inspector of Prisons for England and Wales (the UK Prisons Inspectorate). More recently, researchers from the Cambridge Institute of Criminology have advanced the concept and built upon earlier United Kingdom Home Office work. This involved research on the application of an Appreciative Inquiry format that seeks to discern best practice by structured interviews. Through a series of workgroups and discussions involving staff and prisoners, a set of key dimensions or 'things that matter' in prison have been devised. The results are said to be capable of providing additional useful operational measures to formal key performance indicators. The research continues to be a work in progress, but some of the key points to have emerged already show that:

- and prisoners agree on 'what matters' in assessing prison quality, suggesting that there is a broad consensus about values; and
- Detailed discussions and structured exercises with staff and prisoners showed that the values identified, such as respect, fairness and order, resemble those of any civil society³⁸.

- 2.68 The Inspection survey instruments that collect information from prisoners and staff are a source of rich information about the quality of life in Western Australian prisons, and in particular about Greenough Regional Prison. There were 30 questions in the male prisoners' questionnaire and 32 questions in the women prisoners' questionnaire. Because of the anticipated language difficulties, a separate focus group discussion was held for Indonesian prisoners. There were 21 questions posed to staff in their questionnaire.

- 2.69 These matters are discussed in Chapter 3, but for the present purpose it is important to record

³⁸ Alison Liebling and Helen Arnold, 'Measuring the Quality of Prison Life', in Research, Development and Statistics Directorate, 2002, Findings 174, Home Office, London.

the need for better standards and operational audit frameworks to be developed for the entire prison service, so that valid and reliable information may be recorded on the service delivery for the important care and wellbeing function.

[Recommendation 5 refers.](#)

The Reception and Orientation Systems

2.70 The Inspection Team found the reception and orientation systems at Greenough Prison to be systematic and thorough. The prison is a transit station for prisoner movements to and from the north and the south of the State. The majority of Greenough Prison's population is received from inter-prison transfers via Casuarina and Roebourne prisons. Records for the six-month period from November 2002 to end April 2003 showed the following prisoner receptions:

Table 3: Prisoner Movements for Greenough Prison Between November 2002 and April 2003

Prison	Movements to Greenough	Movements from Greenough
HAKEA	45	33
ROEBOURNE	149	149
CASUARINA	105	112
BANDYUP	41	45

2.71 During this period Greenough Prison had 21 male and five female admissions direct from court and discharged 158 prisoners. It would appear that a significant number of prisoners from the Mid West region are held elsewhere, and return for release. There is also some evidence that there are prisoners being released here rather than in their homelands (also see paragraph 3.18 in Chapter 3).

[Recommendation 2 refers.](#)

2.72 The prison has developed a local checklist to ensure that all necessary prisoner files are received with a prisoner who has been transferred. This is a good practice, essential to ensuring that important information relating to medical requirements, protection status and at-risk vulnerability is received from sending prisons and passed on to relevant Greenough Prison staff.

2.73 The information contained in prisoner files is notified verbally, rather than by amending the relevant TOMS (Information Technology) record. Whilst this is a practical method that has worked for the prison – and to some extent the current practice reflects the lack of confidence staff there and generally across the State have in the prison service IT system – it is important that both the verbal as well as the written processes are adopted in future.

2.74 Direct observations were made of the reception processes; these were assessed as being carried out efficiently. Prisoners received on the Monday of the Inspection week were seen to be

receiving their personal property on the Wednesday after the items had been accounted for and inspected for security purposes.³⁹

- 2.75 The Department sent a team to the prison in the period leading up to the Inspection to assess its status. A recommendation by that team resulted in a separate secure holding area for women prisoners and others requiring separation for protection purposes during reception processing. This is an improvement on the single holding area previously available in the reception area. However, there has been a detrimental impact on the prisoners' clothing storage capacity. The prison will now need to build a new property store to replace the one taken over for the appropriate separate holding arrangements.
- 2.76 The orientation process at the prison is undertaken in three stages. The first occurs at the reception area and involves the prisoner reception worker. The involvement of the prisoner Peer Support Group has been recommended as a standard of good practice at other inspections. The second stage occurs in Unit 1 (the secure accommodation unit for both genders). This involves the completion of standard documentation that is stored on the TOMS system and includes a tour of the prison. At Greenough Prison this tour is conducted by the Prisoner Support Officer, rather than by a uniformed prison officer. This provides a mutual opportunity for the parties to meet and discuss risks, needs and available services. This is a small innovation on the procedures common at most other prisons. The Inspection Team found that the placement of all newly received prisoners into Unit 1 exposed them to a rigid and somewhat repressive regime. The prison management team acknowledged this to the extent that genuine efforts are made to limit the duration of stay. Nevertheless, some additional efforts should be made to soften the regime for this prisoner group without in any way putting the core purpose of this Unit (disciplinary supervision) at risk.

The Management of Specific Groups

- 2.77 The second aspect of the care and wellbeing service output relates to the management of specific groups. Some of the comments made here also relate to equity and fair access to accommodation.
- 2.78 There are three specific groups that warrant mention here: women, Aboriginal prisoners from other regions, and Indonesian prisoners. There are significant issues for each of these groups that are discussed more fully in the next Chapter. For the purpose of this section it should be noted that the operational demands imposed on the prison have confused and distorted its regional significance.
- 2.79 During the second half of 2001 and throughout 2002 the prison had a female population that at times approached 50. In terms of its female population, rather than operating as a local prison catering for a regional population, the prison was reorganised to take the overflow from the crowded Bandyup Women's Prison in Perth. This expanded population was held in two units (Units 3 and 5). With the completion of much of the building program at Bandyup

³⁹ A very high proportion of prisoner complaints across the prison system relate to their personal property.

Prison at the end of 2002, the female population at Greenough Prison dropped to more typical levels associated with regional prisons by early 2003.⁴⁰ It was clear at the time of the Inspection that the prison had not yet accepted the current reality of a diminished women's population, in terms of accommodation, regime and service. Providing adequate opportunities and services to a small group of women prisoners is a different challenge from managing a large number. The prison has yet to properly grasp and plan for this, and it should be assisted to refocus on its proper role as a regional prison.⁴¹

- 2.80 At the time of the Inspection, Greenough Prison was holding about 45 Aboriginal prisoners who considered their normal place of residence to be within the Kimberley region. Prisoners from this area were unsettled and had significant issues, mainly relating to difficulty of family contact and support. These matters are taken up in the next Chapter. However, for the purpose of this section it should be noted that Greenough seems to have become everyone's outstation. In this case Broome Prison, like Bandyup Women's Prison in the previous example, simply saw it as an accommodation provider. Significant care and wellbeing responsibilities are subordinated by this perception, and there are no current management controls in place to monitor and assess the impact. This is a long way off the high standard set by the Department to ensure that prisoners' emotional, physical and cultural needs are acknowledged and appropriately addressed.
- 2.81 With regard to the group of nine Indonesian prisoners, a focus group meeting was held with the prisoners in March 2003. All but one of these prisoners was accommodated in the minimum-security section. The remaining prisoner was accommodated in the self-care Unit 4. The Indonesian English language teacher who attends the prison once a week, and has in effect the dual role of teacher and welfare support officer, facilitated the group session.
- 2.82 There was a strong bond between the Indonesian prisoners. The Inspection Team observed genuine care and concern for each other's wellbeing. This included concern for the health status of one of the prisoners who was almost blind. The team was able to follow up this matter and informed the group that all the necessary medical arrangements had been attended to by the prison. The group commented that they were reasonably satisfied with their access to health care. This cameo story is indicative of prisoner safety, as well as health and welfare services, functioning in an integrated way in the prison.
- 2.83 Their main issue revolved around diet and religious custom. Many of the men had previously worked in the prison's kitchen and were thereby able to obtain a rice-based diet. Since they had moved outside the main prison to the minimum-security unit they were provided with cooked meals from inside the prison. Apart from their preference for rice they were concerned about the possibility of food contamination involving pork products. They were reluctant to eat ground-up meat and anything that might have come into

⁴⁰ The extent of prisoner movement to and from Bandyup Prison between November 2002 and April 2003 is shown in Table 3 (above).

⁴¹ Op. cit., Inspector of Custodial Services, 2002, *Report of an Announced Inspection of Bandyup Women's Prison*, Office of the Inspector of Custodial Services, Perth, pp. 55–57.

contact with the meat. The Superintendent was responsive to the request that the group should have access to more rice and the means to cook for themselves. The issue of the ground-up meat continues to be problematic, however.

Recommendation 8

The Greenough local management should better explain the procurement of catering supplies, including the production of meat products, to prisoners as a part of health promotion services. This particular Greenough Prison situation may also arise at other prisons (Short Term).

- 2.84 All these prisoners reported feeling safe in the prison and that prison officers were helpful in dealing with custodial matters. They felt isolated culturally and did not find the mainstream welfare services useful. The group found contact with their families difficult because some of them lived in remote parts of Indonesia, and the cost of telephone calls was consequently an issue for these prisoners.
- 2.85 The Inspectorate has found small groups of foreign national prisoners scattered across the State. There are sufficient numbers of Indonesian prisoners for a more strategic approach to be taken in identifying their physical, emotional, cultural and spiritual needs. Even at Greenough Prison the group represented just over six per cent of the population on the first day of the Inspection.

Health and Welfare Services

- 2.86 The provision of medical services at the prison had started to improve by the time of the Inspection. It had previously not been well-regarded by prisoners, and the Inspectorate was made aware of this through its various continuous prison monitoring strategies. Health and welfare services had come under great strain when high proportions of women distorted the normal population range. However, by the time of the Inspection the services were assessed as being well run and effective. Some efforts were being made to provide health education and also to engage in preventative care.
- 2.87 A senior Department of Health officer with general practitioner qualifications and clinical experience was part of the Inspection Team. This is a long-standing and regular arrangement for prison inspections.
- 2.88 The Health Care facilities were quite small, but generally adequate for the population. It is staffed from 7.00 a.m. to 7.30 p.m. on weekdays and until 6.00 p.m. at weekends. Medical care is provided by a roster of six doctors – five from the Geraldton Regional Aboriginal Medical Service and one from the University General Practice. Only one of these doctors is a regular service provider, whereas the others ensure coverage of the service on an occasional basis. General medicine, surgical and orthopaedic specialist services are available and are regularly accessed by way of the usual general practitioner referrals. However, some other more specialised treatments are only available in Perth.⁴² In these cases prisoners are usually

⁴² This is a common service delivery issue in most regional locations.

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transferred to Casuarina Prison on a medical temporary transfer basis and return to Greenough Prison when medically cleared.

- 2.89 A psychiatrist provides a fly-in/fly-out visiting service on an average monthly cycle and utilises teleconferencing to supplement this direct service. There is also a full-time mental health nurse at the prison. The current workload suggests that the service demand is taking up the full availability of the service provided and that staff resources issues could begin to emerge. The prison will need to monitor and report these developments so that the Department has sufficient notice to plan its future staff arrangements.
- 2.90 The Nurse Manager is in effect the person in charge of the Health Care Centre, with line reporting to the Perth Prison Health Services Branch, but appropriately there is also close liaison with senior prison management.
- 2.91 Fifteen case notes were reviewed, of which five were selected for delivery of psychiatric services. These showed clear evidence of extensive patient consultation and documentation of relevant nursing and medical case note entries. Mental health assessments and follow up procedures were good features of many case notes, including the recording of discharge summaries from non-custodial psychiatric service providers. There were also extensive psychology entries, showing good integration of this service. This has been an issue at some other prisons.
- 2.92 The Inspection Team noted that some minor resistance to the notion of non-addictive types of medication being kept in the possession of relevant prisoners. This may be founded on a belief that these items may be misused, in which case health considerations are not given sufficient prominence. The consequence is that some prisoners with asthma, diabetes and heart disease do not have immediate access to their medication, but rather are required to routinely attend the health centre or seek emergency intervention. The range of 'keep on person' medications has been identified and systems established in other progressive custodial jurisdictions, including some prisons within Western Australia, without overwhelming security considerations. Similarly, the recent trial at Roebourne Regional Prison that enables prisoners to drop a photo-identification card into a designated box as a means of requesting a medical appointment is an example of improved custodial health care process that should be implemented at Greenough Prison.
- 2.93 A complication in the delivery of dental services arose from the availability of the AIMS Corporation contracted transport service. It appears that the escort vehicles are often fully utilised for prisoner court movements at times that best suit the availability of community-based dental appointments. This is a core service and should not be classified and limited in the way that it is at the present time. The Department has the responsibility to achieve the service outcome and should conduct its own review to achieve the necessary result. This transport circumstance is a regional if not a statewide issue.

Recommendation 9

The Department and local management should audit the impact that the non-availability of transport has on the delivery of dental and other medical services. There are statewide implications arising from the Greenough situation that should be taken up by the Court Security and Custodial Services Contract Manager (Short Term).

- 2.94 A senior officer from the Drug and Alcohol Office also joined the Inspection Team for this Inspection. This is the first time such an arrangement had been utilised in any prison inspection. It is expected that the arrangement will become a regular feature of future inspections.
- 2.95 As part of the focus on the prison's drug and alcohol issues management, the urine testing results for November 2002 to April 2003 were examined. Results showed that there was no use of illicit drugs detected, other than cannabis, among male or female prisoners during this time. This is a very good result.⁴³ The most recent record for a positive result for illicit drugs, other than cannabis, was in September 2002. This test was positive for opiates and amphetamines and was recorded from a woman transferred from Bandyup Women's Prison with a known history of long-term intravenous drug use.
- 2.96 Urine-testing procedures appeared to be followed adequately and there was evidence that staff are proactive when drug use is suspected. However, they showed a poor understanding of the effects of different drugs or how their use can impact on prisoner behaviour, but expressed a keen interest in further training.⁴⁴ All staff and prisoners have received information about the risks of blood-borne communicable diseases. The Nurse Manager had recently completed a training program in Perth that included a train-the-trainer component.
- 2.97 Greenough Prison does not have a written alcohol and other drugs strategy. Some of the senior staff knew that the Department had a draft Drug Strategy, but none of them had seen it, knew of the contents or had any idea of how the priorities outlined in the draft would impact on prison activities. The prison Health Care Centre uses the Department's Health Service Policy, Protocols and Procedures in its management of alcohol and drug withdrawal, the administration of Schedule 8 drugs and the management of Methadone and Narcan patients. The newly released Justice Drug Strategy will require a substantial re-write of the policies to make provision for the use of pharmacotherapies. The challenge for the prison will be to stay abreast of these changes on top of everything else that they do.
- 2.98 The Department should ensure that all relevant staff, including custodial staff, receive adequate training in alcohol and other drugs issues relevant to their work. Greenough Prison,

⁴³ Research from the National Drug Research Institute found that the rates of illicit use among indigenous people have escalated since 1994. In urban and large regional areas the researchers estimated that intravenous drug use amongst Aboriginal people is between 4.5% and 6%. The estimate in 1994 was 2%. D. Gray, B. Morfitt, S. Williams, K. Ryan and L. Coyne, Harm Reduction Needs of Indigenous Injecting Drug Users, National Drug Research Institute, Curtin University of Technology, Perth (in press).

⁴⁴ See the comment at paragraph 2.61, regarding a prisoner who had become unconscious after consuming alcohol.

and all other prisons across the State, should develop an operational plan in line with the Justice Drug Strategy.⁴⁵

Recommendation 10

The Department should conduct appropriate staff training for all relevant staff in alcohol and other drugs issues. Priority should be given to regional prisons in view of the potential flow-on implications for country health services in emergency situations (Short Term).

- 2.99 Diet and catering have been discussion points in most of the previous Inspection Reports. At Greenough Prison the Inspection Team found that genuine efforts had been made to cater for reduced-fat diets. This had attracted some negative prisoner comments about the quantity and quality of food. The Inspectorate's view is that the Department is now generally on the right track, and there are tangible signs of this at Greenough Prison. Nevertheless, there were some areas where improvements should be made. The catering supplies for cereals, fruit and vegetables should be reviewed to encourage a more healthy diet. Also, the Aboriginal prisoners commented that they did not like the way kangaroo meat was cooked. Perhaps on this account, there was a lower than expected take-up rate for kangaroo meat in the booking system. There is an opportunity here for the management team to consult further on this matter and to utilise their now quite extensive Aboriginal networks to resolve this matter.

Recreation Activities and Spiritual Services

- 2.100 There are real issues surrounding the lack of appropriate recreational activities and opportunities for women. The current recreational program is strongly directed to male prisoner interests. The prison has segregated the access to the amenities so that women are intimidated from utilising these services, especially now that their proportion is tiny compared to the overall prisoner levels. The women at Greenough expressed their dissatisfaction with their ability to improve their access to this service. As this problem is also evident in other prisons, the Department should consider taking expert advice to improve recreational services for women.

Recommendation 14 (below) refers.

- 2.101 Whereas the women in the prisoner surveys commented negatively on the limited recreational options available to them, the majority of men were satisfied with their access to the recreational options. Prisoners in the minimum-security section were also able to access community-based options and venues.
- 2.102 Anglican and Roman Catholic ministers serve the prison on a regular basis. Aboriginal Elders also attend the prison on a regular basis. Other religious denominations also attend, but on a less frequent basis. There is a pastoral role encouraged by the prison. The Inspection Team was advised that custodial staff occasionally made appropriate referrals. This demonstrates a

⁴⁵ The Justice Drug Plan is available on the Minister's internet website: (http://www.ministers.wa.gov.au/Feature_stories/McGinty_Justice_Drug_Strategy.pdf).

balance between an understanding of complex professional boundaries and the inclusiveness of these services at the prison.

The Prison Shop (Canteen)

2.103 The services available through the prison shop are well regarded by prisoners. The prisoner survey showed that 75 per cent of prisoners were satisfied with the range of items available in the shop, and also through special purchase town purchases.

The Need for Improved Reporting Mechanisms

2.104 Every Inspection takes particular care to examine the standard of performance relating to care and wellbeing. It is at this point that the prison services are most vulnerable and the quality of these regimes is most informative about the quality of prison life. The national and Western Australian framework for monitoring and reporting this critical function is simply inadequate and there needs to be a greater commitment and sense of urgency to developing the monitoring and reporting systems.

Recommendation 5 refers.

2.105 The circumstances at Greenough Prison are that there are system-wide impositions on this regional prison that simply do not belong there. The use of the prison as an accommodation depot has all sorts of implications for care and wellbeing responsibilities. Whilst the prison itself has managed to minimise the negative incidents that currently informs the Department's scorecard, there is much more that needs to be done to develop a strategic understanding in managing women and Aboriginal people. In this regard, new research on measuring the quality of prison life is timely and relevant.

2.106 The Inspection Team concluded that the key service areas, such as orientation, health and welfare, religious and recreational services had improved in recent times and whilst the performance was satisfactory, the momentum for improvement needs to be sustained.

Reparation

2.107 National correctional standards recognise that reparation can ensure that work undertaken by prisoners benefits the community either directly or indirectly by reducing costs to taxpayers.⁴⁶ The Department's Annual Report 2001–02 acknowledges that increasingly prisoners are making a contribution to the community through work and other activities.⁴⁷ This occurs through prison industries that achieve extensive internal supply savings as well as generating revenue. Another potential means is the operation of Work Camps that give low-risk prisoners the chance to develop skills whilst undertaking community work and repaying a debt to society. This option is not currently available at Greenough Prison, but should be.

⁴⁶ Op. cit., Steering Committee for the Review of Commonwealth/State Service Provision, p. 523.

⁴⁷ Op. cit., Department of Justice, Annual Report 2001–02, p. 59.

Recommendation 11

The Department should expand Work Camps and outstation initiatives.⁴⁸ Greenough Prison should actively work towards establishing a Work Camp (Long Term).

2.108 The Prisons Division Monthly Performance Report May 2003 takes account of service outputs relating to prison industries and employment and reports on three measures:

- Number of prisoners in employment;
- Participation in employment, education or programs; and
- Number of hours worked by prisoners.

Constructive Opportunities for Prisoners

2.109 The first measure records the proportion of prisoners eligible to participate in employment, whereas the third measure records the number of hours that prisoners are engaged in paid employment where they provide a service or help produce goods. As these measures are interrelated, they are discussed together.

2.110 The proportion of prisoners employed at Greenough Prison for the year-to-date July 2002 to May 2003 was reported to be 92 per cent. This reflects the percentage of the total population who were measured by census on the last working day of each month. A relatively high 35.4 per cent were excluded from the count as being unable to participate due to such factors as: their recent arrival or impending departure to another location, being under confinement, assessed as unfit, or participating in a program not related to this count. Even with this high exclusion rate, the prison was ranked last of the six regional prisons. Only Bunbury prison had a sub-group in a similar range of exclusions that possibly reflected that prison's high participation rate in the Sex Offenders Treatment Program.

2.111 The average hours worked by prisoners per day for the same year-to-date reporting period was 6.63 hours. Greenough Prison was placed third of the six regional prisons on this scale. The State average for eligible prisoners was 5.56 hours, which reduces to 4.83 average hours if all prisoners are taken into account.

2.112 The second of the three performance indicators for this service output is confusing and relates to employment, education and programs. It is firstly confusing because it takes employment into account when this has already been measured in the first and third indicators. Secondly, the relevance of these other activities to reparation is unclear. The Department also collects and reports similar information for its rehabilitation and resettlement service output.

2.113 The participation at Greenough Prison under this measure for the year-to-date period July 2002 to May 2003 is 99.7 per cent. Broome and Roebourne Prisons reported 100 per cent participation on the last working day of those months for which they supplied data.⁴⁹

⁴⁸ In the Inspector's Overview to the Bunbury Inspection Report (No. 16) it was suggested that a more appropriate term should be adopted for these correctional facilities – such as Re-entry Correctional Centres.

⁴⁹ Broome Prison only supplied data for two months out of a possible 11, and Roebourne Prison supplied data for nine months. Greenough Prison supplied data for each of the 11 months.

- 2.114 Despite the confusion over the data collection and the counting rules utilised by the Department, the conclusion of the Inspection Team is that Greenough's performance with regard to this prison service output is outstanding. The prison is clearly benefiting the local community. There is strong performance both through the prison's workshops and also with regard to Section 94 Programs.
- 2.115 The suite of Section 94 Programs is varied and most of them are appropriately tied in with Technical and Further Education (TAFE) courses and they have generated widespread community appreciation. The local Member of Parliament confirmed this.
- 2.116 The prison has appropriately exploited the reparation opportunities that arose from the establishment of the minimum-security unit. The prison management have calculated that the notional savings to the community through the Section 94 Program alone is \$105,000. This only takes account of prison labour, so the actual commercial value to the community is much higher.
- 2.117 The Inspection Team was highly impressed by the degree of community support that has built up over the last five years. The Inspector's previous opinion, based upon critical comments made by community leaders, has been completely turned around. He met with staff at the Department of Indigenous Affairs and found that they were laudatory about the prison's efforts to interact with the local community. This had manifested itself in a range of service delivery opportunities taken up from the local community, such as Compari, the successful Elders Program, a contract with the Aboriginal Medical Service and a strong showing of Section 94 (community work) activities. This view was shared by the Aboriginal Legal Service and by the Geraldton Reference Group, who provided additional examples of the marked cultural changes taking place in the prison.

The Reality of Employment at Greenough Prison

- 2.118 The Inspection Team found positive and energetic utilisation of meaningful employment to be a key management feature of Greenough Prison. At the time of the Inspection, 68 per cent of prisoners had meaningful employment, for an average of four-and-a-half hours daily, arguably one of the most productive prisons in the State. The work range is varied and rated by prisoners as an important feature of their lives in prison.
- 2.119 The prison justifiably takes pride in their achievement of a very high employment ratio and the volume and quality of the goods produced. Importantly for the Department, the prison also generates over \$500,000 in revenue, making it the top contracts earner for the State. However, this push towards productivity and output is, in some instances, at the expense of skill development. Prisoners should be encouraged to move between various employment and education areas in a structured way that enhances their skill development and ultimately their chances of employment upon release. This is rarely done in any prison.
- 2.120 The work being carried out at Greenough Prison under the Department's reparation cornerstone is also impressive. The metal shop is producing a broad range of products for

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contract requirements and also works in conjunction with the women's textile shop and education services to produce innovative and high-quality products. As well as producing craypot components pursuant to two separate contracts, the metals workshop has produced other products such as tables and stoves that are sold by the prison. The value of production from the metal shop is currently \$30,000, but this is likely to increase with additional contracts being explored. There is a training course available in engineering production (Certificate 1 Engineering) that serves to enhance the attraction of working in the metal shop, as it is a valued qualification in the community.



View of the kitchen.

2.121 The women's textile area is productive and enterprising, the industrial officer innovative and very much suited to her role. There is an air of relaxed industry with the women involved enjoying the learning and skilling processes. Goods being produced by the textile shop include doonas, swags and aprons. The prison has contracts to produce tool-bags for mining companies and there is also an internal market for the textile products that are utilised by staff and prisoners. The officer in charge believes that there exists yet more potential to sell their products to a larger market, locally through the tourist agencies or alternatively in Perth, and she should be encouraged to explore these opportunities. What was disappointing was the determination of the prison to keep women and men separated at all costs, which denies women the opportunity to participate in the broad variety of employment opportunities available to the men.

2.122 The kitchen employed up to 20 workers, and there are accredited courses in which they can

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participate. Three kitchen workers had completed their traineeships and a fourth was ready to commence. The workers and staff in the kitchen had a good working relationship and the atmosphere was positive.

- 2.123 The laundry has four well-established contracts with external agencies that ensure that up to 30 prisoners are regularly and productively occupied. The laundry also returns more than \$200,000 annually to the Department through these contracts, making it one of the Department's most financially rewarding enterprises. There is, however, little scope for individual development or achievement in the work, and basically it is accepted for what it is: hard, unrewarding drudge work. As a consequence the laundry has difficulty in retaining workers for lengthy periods of time. There is currently no existing certified course but the prison is negotiating with TAFE to run a Certificate in Laundry course.
- 2.124 The gardens are another highlight of the prison's work opportunity and output. The Industrial Officer in charge, supported by his assistant, has done an excellent job of producing high-quality produce (fruit, vegetables etc.) in a creative manner. An example of this innovation is through the installation of an efficient water reticulation system that is estimated to have saved the prison over \$10,000 in water costs per annum. Work in the gardens section is highly prized by many prisoners because of the opportunities to learn practical skills from a very experienced and skilled instructor who has more than 20 years' market garden and private sector management experience to draw upon.
- 2.125 The Certificate in Horticulture course is available to the 20 prisoners working in this area and at the time of Inspection ten prisoners (including four women) were participating or had recently participated in these traineeships. A women-only work party was selected to work in the gardens area; however, there were problems because of some prisoners pulling out at late stages making it difficult to manage. Nevertheless, it was a good initiative and efforts should be made to persevere as it is one of the few non-traditional employment options women have within the prison.
- 2.126 The Section 94 work parties are engaged in a wide variety of activities in diverse locations and have now implemented activities where female prisoners are actively involved. Vocational training can be accessed through a Rural Skills Certificate course. The range of work includes skeleton weed eradication, clearing of weeds and rubbish at the historical Greenough hamlet, a paper recycling project and numerous projects with the local shire authorities.
- 2.127 In summary, although the work areas at Greenough Prison vary from interesting and stimulating to boring and repetitive, the constructive use of employment – not just as a time filler but as a fulfilling activity which provides skills and a sense of purpose – is an achievement in which the prison can take pride. As well as providing revenue for the prison, these services also contribute substantially to the smooth running of the prison through maintenance of essential services. It was not possible to get an accurate measurement of this contribution in financial terms, but suffice to say that it would be well over \$100,000 annually.

Rehabilitation and Reintegration

- 2.128 The national jurisdiction is of little assistance in regard to assessing this corrective service objective. The definition appropriately links offender programs with the need to address the causes of offending and advocates for maximising the chances of successful reintegration into the community and reducing the risk of offending. However, the only indicators so far developed relate to prisoner education.
- 2.129 Western Australia claimed the highest percentage of eligible prisoners undertaking education or training courses (55.5%) for the year 2001–02. This compared very favourably with the reported national average of 48 per cent.⁵⁰
- 2.130 The Department's Annual Report for 2001–02 notified that a restructuring of the human resources in the Prisons Division during that operational year resulted in offender programs staff having a more consistent presence in the prisons and were working together in a more collegial manner.⁵¹
- 2.131 The Prisons Division Monthly Performance Report May 2003 notes that services relevant to rehabilitation and reintegration include:
- Rehabilitation programs;
 - Education and vocational training; and
 - Family and community contact services.
- 2.132 Performance indicators developed and reported include:
- Prisoner participation in developmental programs;
 - Prisoner participation in education; and
 - Prisoner visits.
- 2.133 The first performance indicator considers that extent to which prisoners are engaged in programs and the hours they receive that offer developmental opportunities in three areas:
- Life skills;
 - Health; and
 - Offence-related risks/needs.
- 2.134 The information is limited to only those statistics kept by the Programs Branch of the Prisons Division, and excludes programs offered by individual prisons because data relating to this form of participation has not yet been reliably captured. Given the importance of this service output and its core relationship to correctional outcomes a greater priority should be given to recording this information.

Recommendation 5 refers.

⁵⁰ Op. cit., Steering Committee for the Review of Commonwealth/State Service Provision, p. 533.

⁵¹ Op. cit., Department of Justice, Annual Report 2001–02.

Offender Programs

2.135 Greenough Prison reported an average of 15.7 prisoners per month participating in offence-related programs; further, an average additional 16.3 prisoners per month are engaged in so-called care and wellbeing programs to make a total of nine hours per prisoner per month.⁵² It was ranked last out of the six regional prisons for this performance indicator.

Educational Programs

2.136 The performance indicator for tuition hours delivered to prisoners records that Greenough Prison was one of only three, out of the 13 prisons, to provide data for each of the 11 months for the year-to-date reporting period. The prison's estimated and annualised number of participating prisoners was 153, to yield an estimated and annualised number of tuition hours per prisoner of 257. In absolute terms this appears to be a low figure given the daily average population, the high throughput of prisoners and the high out-of-cell hours claimed by the prison service.

2.137 The indicator describing the extent to which formal participation in accredited education courses is occurring in prisons saw Greenough Prison as reporting 36.3 per cent of eligible prisoners enrolled on a monthly average basis.

2.138 The educational services provided at Greenough are in keeping with the variety and range offered in most prisons. This includes basic literacy and numeracy (IGE) courses; secondary and post-secondary educational qualifications; music and arts and craft courses (as an interest as well as a unit of formal study); and short vocational and trade courses (with a focus on construction and rural skills). This partnership approach with the TAFE sector ensures that the prison benefits from workforce research undertaken by the Department of Education and Training, which is linked to national and regional employment strategies.

2.139 The local TAFE college budgets for and provides 18,000 hours of tuition annually to the prison, valued at approximately \$250,000. In addition, there is access to a range of traineeships. This is obviously critical to the delivery of education services at Greenough Prison. The education centre is designated as the Walkaway Annex of the Central West College of TAFE. The education centre has provision for 2.5 (FTE) staff positions that are over and above the TAFE provided tutors.

2.140 There were 26 prisoners participating in full-time education courses and a further 25 involved on a part-time basis. The part-time participation fluctuates widely depending on the timing of vocational activities. For example, at the time of the Inspection eight prisoners were participating in a ten-week certificated course, under the supervision of a Building Trades instructor, to construct a number of outbuildings within the prison.

⁵² The nature of these care and wellbeing programs and their relevance to this measure is unclear. The Department does not provide a definition to enable a clear distinction to be made between these programs and the other more obvious offence related programs, such as the Sex Offenders Treatment Program.

- 2.141 The Aboriginal prisoners' participation in educational and vocational programs was proportional to their representation in the population (75%). This is good practice and indicates that the educational environment is welcoming and that the courses provided are perceived as relevant to the prisoners.
- 2.142 The education centre is also involved in facilitating the delivery of the pre-release program contracted to the Geraldton Resources Centre. Education staff take responsibility for identifying prisoners coming up for release and tracking their progress through the pre-release program.

Social Contact Including Visits

- 2.143 The performance indicator for visits is a broad composite involving social contact with family and friends, as well as non-social contact with persons such as legal and professional advisers and Independent Prison Visitors. It also takes account of video-conference links. Consequently, the crucially important indicator of social visits is obscured by superfluous details.
- 2.144 Greenough Prison's reported performance for visits is 67.3 per cent per prisoner on a monthly average basis. Even if the overwhelming majority of such visits are social, 33 per cent of the population do not enjoy this form of community-based interaction. In comparative terms the prison was ranked second-last out of the six regional prisons.
- 2.145 The capacity of prisoners to successfully reintegrate into their communities is predicated to a large extent on their retention and maintenance of ties with family and friends. In this regard many prisoners at Greenough Prison experience difficulties in maintaining these vital links. The prison has prisoners from the Kimberley, Pilbara, and Eastern Goldfields as well as from overseas countries, and as a consequence visits for many prisoners are irregular and difficult to arrange. The prison is 15 kilometres from town, and for some local people this distance also creates difficulties as there is only an infrequent bus service provided by the prison. The Inspection Team was also advised that the prison bus that ferries visitors to and from the prison is virtually always late. Even if this is not strictly true there is no justification for frequent lateness and a simple remedy, involving better supervision, is well within the capabilities of the local management team.
- 2.146 The isolation of many of these prisoners from their home locality makes it important that they have easy access to telephone communications. The prison registered over 34,000 Arunta telephone calls at an average cost of \$1 per call for the six-month period October 2002 to April 2003, with a further 1,000 officer-assisted (free) calls. This is a low ratio of officer-assisted to self-initiated phone calls (less than 3%), particularly for a prison that is holding a significant number of prisoners from outside its regional catchment. While there is some utilisation of the video link-up system for prisoners this is currently under-utilised and should be enhanced, particularly for those prisoners from remote regional areas.

Recommendation 12

The Department should establish standards relating to family and community contact for prisoners

outside their normal regions. This should include, but not be limited to, temporary transfer for visits and officer-initiated (free) calls. Greenough Prison should establish local operational procedures within the current arrangements as an interim response whilst a statewide policy framework is being established (Short Term).

2.147 The visits area is best described as simple and functional. It is not particularly welcoming, but serves its purpose. There is no family support visitor centre external to the prison, compared to the availability of this service in many other prisons. When it is considered that many people have to travel significant distances to get to the prison and many have personal and welfare issues relating to their partner's incarceration and related family matters, there is an easy opportunity here for service improvement.

Through-care

2.148 The final phase of a prisoner's incarceration and their through-care cycle involves the planning for their release and resettlement into the community. Between 1 October 2002 and 1 April 2003, 171 prisoners were released from Greenough Prison back into the community. This places Greenough in the higher echelons of releasing prisons.

2.149 We concluded that through-care at Greenough Prison was basically sound. Staff have received training in case management and the Assessment and Integrated Prison Regime (AIPR) system to assess and manage prisoners. To support case management, separate unit management plans have been developed for all units. These plans were assessed to be at a good standard.

2.150 Each officer case manages two or three prisoners and the prisoner is given written notification of the details. Prisoners generally know their case manager and reported that they were confident in approaching them for interviews as required.

2.151 Sentence planning at the prison has taken on a more structured approach since Individual Management Plans (IMPs) were introduced in the prison. In some respects the new process is formalising what was previously done as a matter of course. Many staff reported that the TOMS system was difficult to utilise and a fair deal of frustration was expressed about expected workloads. Equipment limitations and inadequate training with regard to procedural systems exacerbated their frustrations.

2.152 A random sample of IMPs was reviewed and was assessed to be of an acceptable standard. Discussions with prisoners and information from the prisoner surveys suggested that they were generally aware and accepting of the obligations and requirements expressed in the management plans.

2.153 Greenough Prison has been without a Programs Coordinator since November 2001. The prison reported that local organisations are utilised to facilitate the Substance Abuse Program and that, subject to availability of resources, the Perth-based Programs Branch occasionally delivers the Sex Offenders Treatment Program and the Violence Program. In reality these

treatment programs have not operated for a considerable time.⁵³ This is despite the fact that the prison holds a significant proportion of sex and violent offenders.⁵⁴ In February 2003 a Programs Assistant position was eventually filled. The position has primary responsibility for prisoner needs assessment. The ad hoc nature of the arrangements to fill the position is likely to increase the gap between identified service demand based on risk and need, and the availability of matched program service delivery.

- 2.154 At the time of the Inspection, the delivery of this aspect of program service was in a mess. There was a contract with a local service provider to deliver an anger and drug rehabilitation program (IMASU). The contract is managed through the Perth-based Programs Branch and the prison reported that they were unaware of the details relating to the program style, content or outcomes. They reported that the program did not run very often. There is an issue of equity in this area of programs services at Greenough Prison. In the metropolitan region, prisoners are able to access a range of alcohol and other drugs programs to suit individual needs. Greenough seems to have ended up with whatever can be procured, or is subjected to the convenience of staff from Perth.
- 2.155 The Cognitive Skills Program was not functioning, although the Inspection Team was advised that a course would commence within some weeks after the Inspection concluded. There were two trained officers, but their availability to run the program was complicated by local staff rosters. This situation has been observed at other prisons and has been commented on in the Inspection Reports relating to Bandyup and Wooroloo prisons. The issue appears to be a reflection of uncertain Head Office funding priorities, as well as the lack of local level involvement.

Recommendation 13

The Department should audit the nature and quality of treatment and development programs provided at each prison to ensure equity and access. The current program structure at Greenough Prison requires urgent attention (Short Term).

- 2.156 The lack of programs staff has resulted in ad hoc and unsatisfactory arrangements for delivering core correctional programs. Staff advised that Hakea Prison continued to transfer prisoners to Greenough Prison to participate in courses that had no prospect of occurring. The consequence is that some prisoners were reviewed for parole and released without completing offence-specific treatment programs or had their release delayed. In either case these prisoners were disadvantaged by the Department's incomplete service delivery arrangements. Furthermore, the unfulfilled prison service responsibilities are shifted on to the Parole Board to weigh up the balance between the risks and benefits of these prisoners remaining in custody.

⁵³ The last Sex Offenders Treatment Program was delivered in mid-2001. The Violent Offenders Treatment Program had not yet been delivered in Greenough Prison.

⁵⁴ The TOMS system on 28 August 2003 showed 25 sex offenders (16%) in the prison. However, there was a much larger number (87) classified as violent offenders (57%).

2.157 The prison has some capacity to run programs, but the issue appears to revolve around authority and mandate. There is a clinical psychologist at the prison who has previous programs delivery experience. There is also a local psychologist who has been a locum for the Prisoner Counselling Service. There is a prison officer who has previously co-facilitated the Aboriginal Sex Offenders Treatment Program. Finally, the local Community Justice Office (a structure in another Division with the Department of Justice) was recruiting a part-time programs officer and would benefit from resource sharing. The Inspectorate is not seeking to solve these human resource issues that are properly the business of the Department, but it would appear on the face of the situation that a better combination of staff engagement could have been activated before now. Program service delivery is a core responsibility of the prison service and the extent of this lapse should not have been tolerated. In part this occurred because the Department's framework for monitoring and reporting on its operations is not sensitive to this sort of detail.

Efforts Directed at Re-Entry Services

2.158 The officers who case manage prisoners are expected to engage in appropriate pre-release activities and establish relationships between the prisoner and various community-based agencies. In this regard, for those prisoners who will be under some form of supervision (such as parole or community-based work release) the development of a mutually respectful relationship between the prisoner and their supervising Community Justice Services officer is very important. The recently appointed manager and his staff at Geraldton Community Justice Services are enthusiastic and have established a sound working relationship with the prison and relevant local community support agencies. A staff member attends the prison one day a week, which is all that current resources allow. Prisoners are then linked with the officer who will be responsible for their community supervision upon release and a relationship is established. Ideally, a Community Justice Services officer should be located in the prison in a release-planning role consistent with prison service standards elsewhere in the State.

2.159 The prison, in conjunction with the local Community Justice Services office, has developed a detailed guideline process document to ensure that the through-care of designated prisoners is managed in a consistent, logical manner by all staff. This is a comprehensive document and the two corrective service branches deserve credit for the initiative. Prisoners receiving a parole type sentence of 12 months or more participate in structured pre-release programs. At the time of the Inspection two prisoners were involved in this program.

2.160 The Community Justice Services office has access to four houses, one in Meekatharra and three in Geraldton, provided under the auspices of the Homeless Task Force. This has given much needed access to supportive accommodation and the Department deserves credit for its involvement in this initiative.

CHAPTER SUMMARY

- 2.161 The operational profile of Greenough Prison had changed markedly in recent years. This is an outcome of evolving prisoner placement policy as well as the capacity enhancements achieved through capital works.
- 2.162 The prison has a patchy performance record with regard to rehabilitation and reintegration. Most of the locally mandated services are in satisfactory order, although some effort should be made to tidy up the management controls and service delivery. Some of the services, such as the offender programs and family contact arrangements, need to be revitalised and the resources provided to improve the range and quality. The standout feature, in performance terms, is the skilling and employment opportunities provided through a well-established partnership between the education centre and the prison workshops.
- 2.163 There is an urgent need to review the nature and quality of programs provided in each prison and to determine whether evaluation strategies, where they exist, are conducive to adequately measuring the effectiveness of programs. At Greenough Prison there has been insufficient attention to program delivery. This area requires priority attention.

Chapter 3

DISCUSSING THE ISSUES

- 3.1 This Chapter discusses the main issues identified by the Inspection. There are a number of areas in which the prison needs assistance including: the appropriate management of women prisoners, the specific services relating to Aboriginal prisoners, the development and full delivery of offender programs, and the commitment to planning for better regional alignment of prison services. These adjustments need to be approached on a statewide basis, but should necessarily include Greenough Prison in the deliberations.
- 3.2 There is also a range of local issues that are drawn to the attention of the Department in order that the prison is assisted and supervised to make the necessary improvements.
- 3.3 Some of the issues raised in this Chapter are already covered by existing Departmental policy or operational standards and do not necessarily involve greater additional expenditure. These should be addressed more quickly than other matters that may require capital works or strategic policy planning.

Continuous Improvement – Building on a Solid Base

- 3.4 Greenough Prison is a well-managed prison with skilled and committed staff, good community links and a generally respectful attitude towards prisoners. In this regard the prison has a solid base from which to drive continuous improvement strategies. The prison's overall performance would qualify it for a position in the upper range of Western Australian prisons, and so there are no substantial barriers in the way of addressing the few impediments to full and good service delivery that currently exist. This is the context in which the matters raised here about Greenough Prison should be considered.
- 3.5 In terms of custody, security and safety, Greenough Prison is probably the best performer in the State. The issue for mention here relates to prisoner safety. The inquests relating to the 1998 custodial deaths had identified window bars in particular cells for removal, and the Inspection found that this has not been attended to some five years later. The Department has in recent years learnt a great deal about safe custody through its own research and investigation. Firstly, Greenough Prison should attend to the identified anchor points at once, but at a more strategic level the Department should establish a taskforce to review all its prison assets to improve this aspect of prisoner safety.

[Recommendation 7](#) refers.

The Recent Experience of Women at Greenough Prison

- 3.6 The care and wellbeing services for women at Greenough Prison need quite a lot of attention. At the time of the Inspection the women tended to be young, mostly Aboriginal, and had been held at Greenough for long enough to need access to a variety of services linked to prisoner wellbeing and rehabilitation. As this Report mentions earlier, when the proportion was higher the women fared slightly better, but even then they were a marginalised group. It is the Inspectorate's experience in the regional prisons that women are tolerated rather than positively catered for.

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- 3.7 At the time of the Inspection most of the small group of women prisoners at Greenough were accommodated in the women's self-care part of Unit 5. A small number of women were accommodated outside the self-care section of Unit 5 in cells that, by virtue of an adjustable grille arrangement, can be considered as part either of Unit 3 or Unit 5. Since the official closure of Unit 3 these cells are considered part of Unit 5, despite the lesser amenity of the accommodation. It served during the period of high numbers as an incentive in a hierarchical approach to prisoner management. The current numbers of female prisoners call this particular hierarchical arrangement into question. There are better ways to include incentives in the management of small numbers of women prisoners, and the exclusion of two or three women from the life and activity of Unit 5 self-care should be discontinued.



Female dining area and kitchen.

- 3.8 The three women accommodated in the cells outside the self-care section experienced a different regime from their more fortunate peers. In fact, these women spent most of the day in Unit 3, despite its official closure, with an officer who attends the unit from his rostered position in Unit 5 (because of gender ratios at the prison it is usually a male). The contrast between conditions and facilities in Unit 3 and Unit 5 has become starker with the diminution of the population of female prisoners. The fact that there are fewer staff at this end of the women's section means that there is a more restrictive regime for the women who spend most of their day there, and also fewer amenities and comforts. The day room, for example, appears to have been stripped of its furnishings, including tables for dining and recreation. The women are no longer allowed to access the lawn area that abuts the yard. The

useable space in Unit 3 is sterile and hard and the effect is bleak and isolating. This is a far cry from the Department's pledge to ensure that prisoners' emotional, physical and cultural needs will be acknowledged and appropriately addressed (see discussion at paragraph 2.54 and following).

- 3.9 Greenough Prison is unique amongst regional prisons that house women in that there is no contact between male and female prisoners. In other regional prisons the women, at the very least, share space and social contact with the men at recreation time. At Greenough any activity that involves association between male and female prisoners is not allowed. This operating principle has a significant negative impact on the quality of services that women can access, and it makes for a restrictive and claustrophobic environment for the women that denies legitimate re-socialisation opportunities. In particular, women have significantly reduced opportunities in relation to employment and education. A small education centre in Unit 3 was developed for the women's use when the prison geared up for its role to take a large number of prisoners from Bandyup Prison. This is an unnecessary duplication of staff and resources that could be better deployed in a single educational facility. While male prisoners have a range of employment options throughout the prison, and in the community for those who are eligible, the women are mostly restricted to working within their own quarters. The textiles area is the only non-domestic work area for women in the prison.
- 3.10 In regional prisons where Aboriginal prisoners predominate, the prison dining room typically plays an important symbolic, functional and social role for prisoners. Prisoners prefer to have a dedicated dining area, particularly since day facilities are not geared to the eating and storing of food; the alternatives – eating on the ground, standing up, or in cramped cells – are demeaning. At Greenough Prison the main dining room has been converted into a prisoner recreation hall and an officer training room. This reconfiguration entails a loss to the prisoners of an important amenity and a missed opportunity for managers at the prison to allow some easily facilitated social contact between male and female prisoners. At Roebourne Prison and Broome Prison male and female prisoners eat together in what is an understated, safe environment for some social interaction between the sexes. In its current role the former dining room at Greenough Prison represents a loss of opportunity and a loss of amenity. Whether it should serve a dual function, as indoor recreation venue and dining hall is another issue, but the principle of retaining dining rooms in regional prisons, and having them accessible to both male and female prisoners is an important one that should not be eroded by pressure on the prison for other amenities.
- 3.11 Some of the women imprisoned at Greenough Prison have male partners in the prison and some have friends and relatives amongst the male prisoners. Four of the eight women imprisoned at the time of the Inspection were in established relationships with partners also held at Greenough Prison. In other regional prisons, such as Broome and Roebourne, where contact between male and female prisoners is more routine, frequent and informal intra-prison visits and the rules and procedures that surround them do not arise as a contentious issue. At Greenough Prison, however, the intra-prison visit provides couples with the only

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opportunity for visual contact so approvals, processes and procedures are all important. The prison's hard line on male/female contact is reflected in the procedures and processes for these visits. Even those whose relationships have been officially recognised within the Department and approved for the purposes of visits must re-apply each time a visit is sought – each week for those wishing to optimise the number of such visits they participate in.⁵⁵ When a prisoner from elsewhere is on temporary transfer status to Greenough Prison to see an imprisoned partner, she or he is subjected to rigid visit arrangements. During intra-prison visits prisoners must stay in the indoor part of the visits centre and sit at a table opposite, rather than next to, each other. In these arrangements there is little opportunity for private conversation. Female and male prisoners involved in intra-prison visits are randomly strip-searched after the visit, before returning to the units. Since neither party comes from outside the prison this seems excessive.



Prisoner talking through the fence.

- 3.12 The only other contact between male and female prisoners takes place during the recreation period for males. Male prisoners wanting contact with a particular female prisoner go to the oval, but instead of playing sport, they move to the area behind the women's unit, stand behind a screened fence and converse with the female prisoner who sits in her cell at the

⁵⁵ Intra-prison visits are held on Wednesdays between 3.00 p.m. and 5.00 p.m. The Department's response to this Inspection Report stated that prisoners in this category only apply once for the purpose of these visits. The prisoners who spoke to the Inspection Team expressed the view that the current arrangements are determined by the unit staff and the outcome was uncertain. This issue will be resolved if the prison issues a Local Order to give effect to the policy position of the Department and then maintains good records of all such visits.

barred rear window some two metres away. There is no visual contact, little privacy, and the practice is demeaning. The solution lies principally in re-thinking the current policy and practice around isolating women prisoners from the rest of the prison and, in the process, finding ways to support legitimate informal social contact between males and females.

- 3.13 Female prisoners received directly from courts or via inter-prison transfer undergo the same reception procedure as that applying to male prisoners. It was disappointing to find that the procedure at Greenough Prison demonstrated a lack of awareness of issues that relate specifically to the reception of women into custody. The Reception Officer and the prisoner reception worker were both males. The officer stated that, on receiving female prisoners, a female staff member is called to reception to undertake the showering and searching requirements of the female prisoner. She also organises the prison clothing for females when required, either in the reception environment or, more usually, when the prisoner arrives in the female unit. From our own observations and discussions during the Inspection, it was clear that no female is present routinely when female prisoners are going through the reception process; neither is a female peer support prisoner called to sit with the female prisoner on arrival. All personal belongings belonging to the female prisoner, including personal clothing items, are washed and stored by the male prisoner reception worker. Females entering Greenough Prison are not given the option of keeping and washing their own personal clothing items.
- 3.14 The small numbers of female prisoners presently at Greenough and the rostering, budgeting and staffing constraints of female staff, could excuse the prison for not having a female officer undertake the reception duties of female prisoners. However, there is no excuse for the prison not to replace the male prisoner reception worker with a female prisoner immediately on the arrival of a female prisoner into the reception room.
- 3.15 There is a lot of scope for the prison to improve the management of women immediately. The current arrangements are in part a reflection of the previous operational procedures to manage the overflow population, but are also in part ill-conceived and at odds with the practice at other regional prisons. The prison should review these arrangements with a view to creating a single unit to manage the women to give the population some semblance of critical mass, rather than inappropriately applying the hierarchical processes that have been developed for the men. The closure of Unit 3 should be completed and consideration given to the means by which services and amenities can be improved.⁵⁶ The Department has come a long way in developing contemporary concepts through the New Nyandi Low Security Prison Project, and there is absolutely no reason why the operational policy developed by that process should not be adapted and applied as the need arises at other locations. In this regard, the attitude expressed by the prison's managers at the end of the Inspection was positive, and an early commitment was given for a staged improvement plan. The recently appointed

⁵⁶ Since the Inspection the prison has established a 'Women's Incentive Unit', as the single entry point for all women. Misconduct is now managed by exception (through individual case management), rather than by the systems-based progression/regression criteria. This is entirely consistent with the Inspection Team's suggestion.

Director of Women's Custodial Services should have a central role in guiding and supervising these developments at Greenough Prison.

Recommendation 14

The Department should develop a strategic framework to guide service improvement for women in regional prisons. Greenough Prison should be assisted to address the range of urgent operational deficits canvassed in this Report, including the full closure of Unit 3 and the appropriate integration of regimes within the prison (Medium Term).

General Issues Relating to Management of Aboriginal Prisoners

- 3.16 There are a number of issues relating to the management of Aboriginal prisoners that need attention at Greenough Prison. Here too, the prison is building on a solid base. There is strong evidence that the staff had earned respect. This was reported by the prisoners and confirmed by a number of community-based agencies. In a regional town these things are quickly passed around. The prison's past reputation as a racist place had been turned around. Several prominent Aboriginal community representatives spoke in laudatory terms about the improvements that have been made over the last five years. The prison's real efforts to reach out in seeking support and partnership to develop culturally appropriate services were known to many, welcomed and applauded.
- 3.17 The Inspection found that the prison fairly allocated incentive accommodation, that access to work seemed equitable and that educational participation rates were good. Other aspects of service, however, had not matured. The Prisoner Support Officer position had, after a long hiatus, just started to chart a course, whereas the Aboriginal Visitors Service was only functioning in a cursory way and the Peer Support Group had yet to achieve the status and importance it has in many other prisons. It is possible that the lines of management are somewhat confused, so that the prison managers are waiting for some Head Office stimulation of these services, but in any case it is clear that the regional and the Perth-based managers are not sufficiently coordinated to have attained the best out of these necessary services in an Aboriginal prison.
- 3.18 The worst things relating to Aboriginal issues were partially, but not entirely, beyond Greenough Prison's control. The Inspection Team found remand-class prisoners from the Broome region and sentenced prisoners from the Pilbara region at Greenough Prison. There were prisoners from far-away regions being released into the town of Greenough. This seems to be egregiously wrong. The whole question of prisoner placement needs to be addressed urgently, and transfer policies must be made to work in such a way that prisoners are not unduly disadvantaged.

Recommendation 2 refers.

- 3.19 The Department should firstly undertake a review of the extent to which prisoners are outside their normal region and analyse why this is happening. At this stage some effort

should be made to ensuring that prisoners are held within their own regions to the greatest extent possible. In cases where prisoners are necessarily transferred away from their region, there should be set down compensatory arrangements for these prisoners to maintain family and community contact.

Recommendation 12 refers.

- 3.20 At Greenough Prison there had only been five temporary transfers specifically for visits over the six-month period preceding the Inspection. This seems surprisingly low. The point was made earlier in this Report that the prison's main receipt source was from other regions, and yet this originates from simple accommodation needs rather than purposeful family or community contact objectives. There is no clearly promulgated standard; the procedures to achieve such a service are too complicated, and in any case the system is haphazard. A much more simple and proactive system should be developed.
- 3.21 The other compensatory arrangement relates to telephone calls for family contact. There are simply not enough officer-initiated or free calls occurring. Here too there is a need for a clear standard and systems to monitor prisoner access to these services. Hidden in this esoteric discussion about numbers are the personal stories the Inspectorate has come across and reported elsewhere of lonely prisoners with low skills and poor employment status, far from home and not in contact with their families or home communities. Prisons are full of poor people, and the marginalised poor prisoners are not able to assert themselves to access services that are kept out of their reach by bureaucratic systems. The Department knows only too well the risks associated with these circumstances and should acknowledge its responsibilities by revitalising and appropriately resourcing the services to meet these well known and understood needs.

Recommendation 15

The Department should revitalise and appropriately resource offender programs and family contact services (also see Recommendations 2 and 13). Greenough Prison should develop a business case to identify any resourcing impediments to delivering need-based offender programs and family contact services (Medium Term).

- 3.22 It is important to mention funeral escorts once again, as the Inspectorate has done several times before, in the context of Aboriginal issues. There has been a recent increase in the number of Aboriginal prisoners approved to attend the funerals of family and significant others. This is very much to be welcomed. However, there continues to be systemic complications with the whole process. The Inspectorate is left with the impression that the skill to assist Aboriginal prisoners at the time of great sorrow is underdeveloped. There is a need for better cross-cultural training at a local level, improved coordination of various departmental Aboriginal welfare services and streamlined local and Head Office procedures.

The Emergence of Foreign Nationals as an Identifiable Group

- 3.23 The policies and procedures that relate to foreign nationals and other prisoners who do not have family and local community support are in need of review and consolidation. There are significant numbers of this category of prisoners across the State that are currently managed in a very fragmented way. Some of these groups have specific dietary, religious and cultural needs that have not been fully understood or met. The Department should consider researching this prisoner demographic with a view to developing appropriate guideline policies and operational instructions to enable regional prisons to improve their service function in this area.

Recommendation 16

The Department should develop a more strategic approach in the management of foreign nationals, including for religious practice, culture and diet. Some of the more operational aspects of this recommendation are reflected in Recommendation 8 (Short Term).

Relationship Management – Inside the Prison, Within the Service, Outside with the Community

- 3.24 During the course of the Greenough Prison Inspection, and in other prison inspections,⁵⁷ the status of some staff groups has come to notice. Mention has already been made in this Report of the Aboriginal Visitors Scheme staff who are employees of the Department, but act as if they are occasional public visitors to the prison. The underlying cause of this behaviour is likely to be more complex than poor motivation on the part of the officers. The prison itself, the organisational branch with line responsibility and the Department as a whole have obligations that need to be better expressed in the interest of service delivery.
- 3.25 The Department has embarked upon a course to assign more offender programs staff from the Prisons Division to individual prisons. This initiative is supported and encouraged by the Inspectorate. The expectation is that service delivery will benefit from this decision. A more subtle impact, but one that is no less important than the primary objective, is likely to be on the operational culture of the prisons, through the evolution of a multidisciplinary blend of staff.
- 3.26 At Greenough Prison the Inspection Team observed the operational difficulties of those custodial staff referred to as industrial prison officers. This has also been reported on in the Inspection Reports of Hakea and Casuarina prisons. The Inspectorate was advised that it is not uncommon for these staff to discover at very short notice, or sometimes after the event, that prisoners locally employed by them were to be transferred away from the prison. This can be very disruptive to the functioning of any productive enterprise. It also disrupts prisoners' vocational, educational and skill development. Beyond this, there is the simmering issue these staff expressed about their limited authority and control over most aspects of their work environment. They have little involvement in budget and expenditure, and inclusion in the

⁵⁷ See the Inspection Reports relating to the Special Handling Unit at Casuarina Prison and Bunbury Prison.

planning of capital asset replacement is ad hoc at best. They also described their indignation at their recreational leave bookings being dependent upon the roster of shift prison officers. It provided yet another example of this staff group being treated as less important to another. There is a great deal to be done at the local level in terms of the relationship management of all departmental staff who work within the prison.

- 3.27 The relationship between prisons and their Perth Head Office has been commented upon extensively in several Inspection Reports and in the Inspectorate's Annual Reports. There appears to be antagonisms between these parties that have been ongoing and unhealthy for service delivery. The Department has taken a step in the right direction by developing directorate and prison plans, as well as performance agreements for senior managers, to reflect new working arrangements that commenced in 2002.
- 3.28 There are change management strategies already deployed at Hakea and Bandyup prisons. Given the magnitude of changes that the Department has embarked upon and announced for the whole of the prison service it may be prudent for a broader and more encompassing change management strategy to be considered. Certainly regional prisons, as a discrete and identifiable group, would benefit from such an approach. It would allow for a more inclusive and collaborative discourse for which the prison service as a whole would be the richer.

Recommendation 17

The Department should develop a system-wide change management strategy to carry forward various operational initiatives, and to address relationship management at a local, prison to Head Office and community level. Greenough Prison should directly address those local matters raised in this Report, in particular:

- *develop a local communications strategy;*
- *take greater responsibility for supervision of Departmental staff;*
- *document and report operational risks and develop local costed strategies; and*
- *consult more widely with community representatives and agencies (Medium Term).*

Achieving the Objectives – Short-, Medium- and Long-Term Plans

- 3.29 The Prisons Act requires that each prison be inspected at least once each three years. There is also provision for the Inspector to determine more frequent Inspections and also to determine if such Inspections should involve the whole prison or an aspect of a prison service. The Inspectorate has in the past utilised the statutory provisions as a kind of barometer to indicate the relative performance of prisons. Some prisons were subjected to very short-term inspection cycles, such as the Eastern Goldfields Prison and the Special Handling Unit at Casuarina Prison. Others, like Bunbury Prison, were notified that, unless some radical change occurred, they would not be re-inspected for a much longer period. All prisons are in any case, as previously mentioned in this Report, subject to continuous inspection through the Liaison Officer Scheme. By this means the Inspectorate can monitor operational

DISCUSSING THE ISSUES

developments consistent with the Inspection Reports and the consequent Department Action Plan.

- 3.30 The Inspectorate has an expectation that some matters reported in an Inspection Report will be implemented within a short time frame. These include activities that are governed by Departmental policy, but where there has been performance drift, and where the Department's Action Plan commits to improvements. Some of the matters do not require any capital expenditure and these should naturally have high priority. Others may require new local prison orders, or system-wide operational directions to be issued, to reaffirm standards or set down reporting requirements. In some cases there could be training or centralised monitoring systems to be developed, and this may take a bit longer to work its way through into the operations. Some matters may require minor works to be performed on existing infrastructure, and here too the scoping of the project and the physical construction may take some time to occur. The Department broadly takes all these variables into account during the development of the Action Plan.
- 3.31 During the course of an Inspection, and through the scrutiny of the Liaison Officer Scheme, a raft of lesser technical and operational matters comes to the attention of the Inspectorate. Most of these matters require little more than a discussion with local management to achieve the mutually desired performance result. Sometimes the issues may be more suitably dispatched by way of correspondence directed to relevant executives of the prison service, or occasionally to the Director General of the Department or the Minister. Typically, the matters taken up into Inspection Reports have a deeper underlying basis for performance reporting. This could be positive in nature where examples may be cited of an established and appropriate operational culture or more ominous where the negative consequences on prisoner safety or public good may need to be forewarned.
- 3.32 Short-term plans should generally be accomplished within one budget cycle. Some of the actions may of course be fully implemented much sooner than others.
- 3.33 Medium-term plans would generally involve more complex issues and take account of changing operational policy and procedures. There could be a need for the Department to conduct its own research and analysis, or for new operational systems to be developed. An example of such an action is the recommendation to better align the regional prisoner placements. In some cases, enhanced operational budgets and capital works may be required before the existing practice can be addressed. During all this time it should be remembered that there are likely to be negative consequences on prisoner wellbeing or rehabilitation whilst the commitments are working their way through into operational realities.
- 3.34 In general terms, medium-term plans should include all those recommendations that are estimated to take between one and three years to complete. Hence, medium-term plans are linked to a full inspection cycle. The Inspectorate may exercise an option to undertake an early inspection in circumstances where it is the Inspector's considered opinion that it is in the public interest to do so.

- 3.35 Long-term plans necessarily imply a more strategic perspective. Here, attention may be drawn to best industry practice as a target or objective for the Western Australian prison service, or at a more practical level recommendations may be made that are associated with major capital works undertakings. For example, the Inspection Reports for Karnet Prison Farm and Broome Regional Prison contained such recommendations.
- 3.36 For the purpose of Greenough Prison the recommendations will be identified by these three categories.

Chapter Summary

- 3.37 Greenough Prison has the fundamentals of service delivery in place, but needs a significant boost to several aspects of its operations. The issues relating to prisoner safety are a timely prompt for the Department to consider the situation in other prisons.
- 3.38 Several of the prison's sub-populations were discussed and the issues associated with the management of women, Aboriginal prisoners from outside the region and other prisoner groups without family or community support within Western Australia suggest that the resources of the Department should be deployed to progress the developments of relevant standards and to consider the resource implications.
- 3.39 Central to the whole service improvement endeavour is the acknowledgement of key relationships inside the prison, within the prison service and outside with the communities.
- 3.40 In order to quantify the magnitude of the effort needed, the Inspectorate's expectations in the short, medium and long term were described.
- 3.41 Like the prison, the Department too has the fundamentals in place and the wherewithal to embark upon the overall change management strategy that is needed.

Chapter 4

SUMMARY CONCLUSIONS AND RECOMMENDATIONS

- 4.1 This Chapter summarises key themes of the Inspection and concludes the Report by drawing attention to the role of the prison in charting a course for the future. The recommendations in this Report have been clustered into categories to indicate the Inspectorate's expectations of improvement priorities.

Summary and Conclusions – Investing in the Future

- 4.2 The Mid West region of Western Australia is a large, vibrant and sufficiently populated area in which the Shire of Greenough and the City of Geraldton dominate. Greenough Regional Prison is a relatively new institution that has evolved over its 20-year history into a significant State asset, capable of providing a broad range of custodial options to serve its regional demands.
- 4.3 It is a significant, secure prison within the total prison system and a dependable provider of buffer stock for those occasions when unpredictably high accommodation demands beset the Department. It is also able to manage individuals who are dispersed from other secure prisons for reasons of good order and management.
- 4.4 Over the last five or so years Greenough Prison routinely experienced high service demands relating to the management of women and Aboriginal men from outside the region, to the extent that it showed signs of operational stress. Peak demands of this nature are understandable, but they should be exceptional. Nevertheless, the prison's strong performance carried through, particularly in the delivery of community protection and prisoner safety.
- 4.5 There are significant issues associated with some services at the prison to which the intellectual and practical resources of the Department should now be applied. Many of the matters raised in this Report are beyond the prison's capacity to resolve on its own, and some of these require articulation or clarification of service-wide policy and operational standards. There is, however, a central role for the prison management team involving the preparation of the local operational environment and participation in the development of strategic plans for these areas of operational improvements.
- 4.6 The prison has already earned its place as a first-order custodial facility and service provider. The improvements should be considered as an investment in its future.

RECOMMENDATIONS

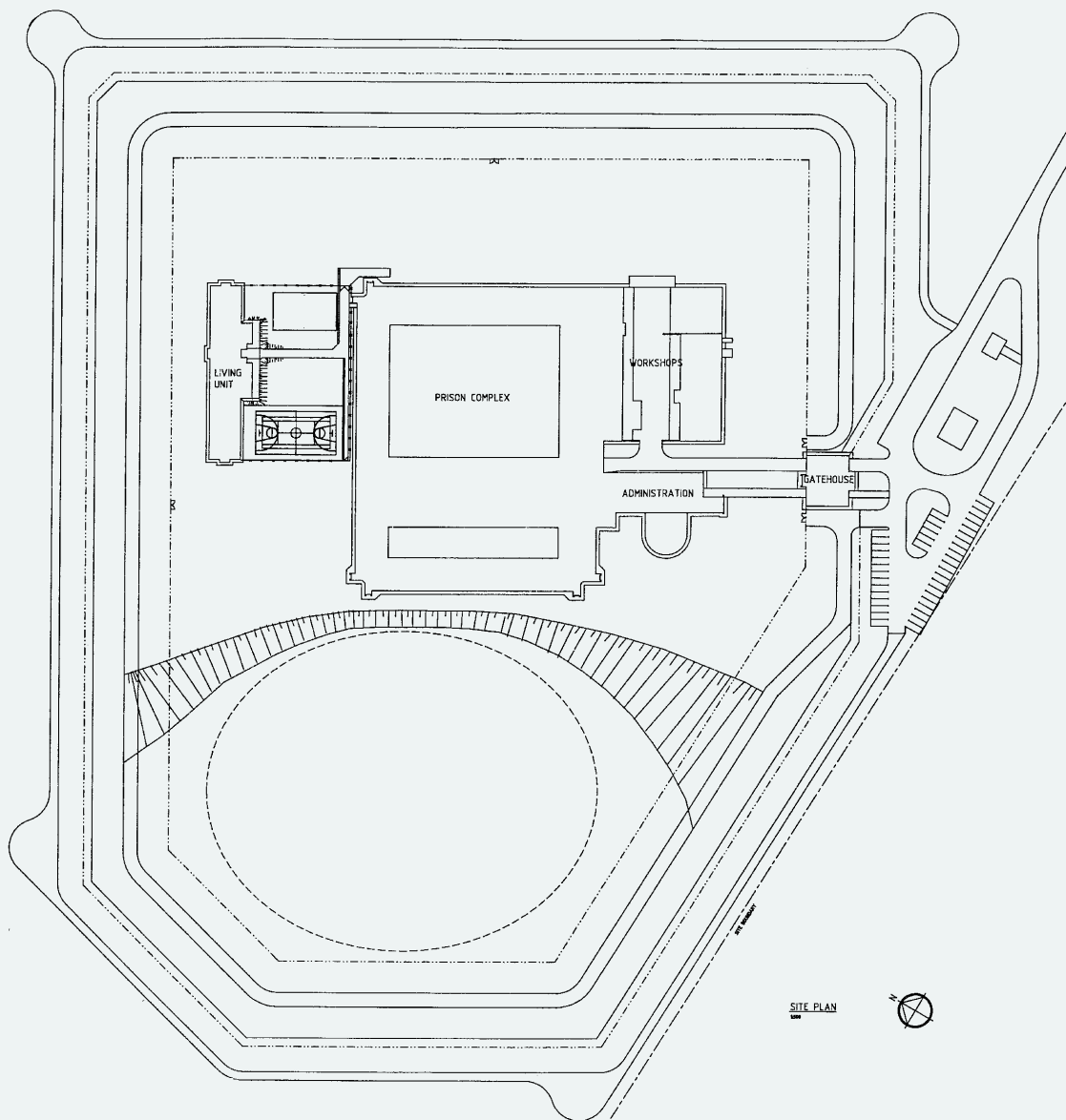
1. The Department should demonstrate a more robust commitment to regional prison capacity building through infrastructure and staff deployments. For Greenough Prison the point of balance between its ability to fully develop into a regional custodial service provider and its capacity to contribute to the total prison system needs to be articulated. In this regard, the staff deployments and related regional posting conditions, as well as specific training and development requirements, should be a central consideration (Long Term);
2. The Department should develop systems to monitor the extent to which prisoners are outside their normal region and implement strategies to address this to the greatest extent possible. For Greenough Prison, monitoring the diversity of the population with a view to facilitating the transfer of prisoner groups close to their home communities should be a priority (Medium Term);
3. Appropriately resource the actions described in the Aboriginal Strategic Plan. For Greenough Prison Key Objectives 4 and 6 have particular relevance (Long Term);
4. Greenough Prison should improve and clarify protocols with the police, fire and emergency services and the ambulance services. There are also opportunities for other regional prisons to do likewise (Short Term);
5. The Department should develop a better performance monitoring and reporting framework, especially for care and wellbeing and rehabilitation and resettlement service outputs. The management team at Greenough Prison should draft local indicators having regard to the diverse prison population (Medium Term);
6. The Department should establish adequate on-call arrangements for Prison Health Services. This is an urgent matter for Greenough Prison, but prompts the need for a review of the arrangements at all other locations (Short Term);
7. The Department should conduct a statewide review of all prisons to remove or modify identified ligature anchor points in accommodation cells to improve prisoner safety. The work already identified at Greenough Prison should be attended to as a matter of high priority (Short Term);
8. The Greenough local management should better explain the procurement of catering supplies, including the production of meat products, to prisoners as a part of health promotion services. This particular Greenough Prison situation may also arise at other prisons (Short Term);
9. The Department and local management should audit the impact that the non-availability of transport has on the delivery of dental and other medical services. There are statewide implications arising from the Greenough situation that should be taken up by the Court Security and Custodial Services Contract Manager (Short Term);

RECOMMENDATIONS

10. The Department should conduct appropriate staff training for all relevant staff in alcohol and other drugs issues. Priority should be given to regional prisons in view of the potential flow-on implications for country health services in emergency situations (Short Term);
11. The Department should expand Work Camps and outstation initiatives. Greenough Prison should actively work towards establishing a Work Camp (Long Term);
12. The Department should establish standards relating to family and community contact for prisoners outside their normal regions. This should include, but not be limited to, temporary transfer for visits and officer-initiated (free) calls. Greenough Prison should establish local operational procedures within the current arrangements as an interim response whilst a statewide policy framework is being established (Short Term);
13. The Department should audit the nature and quality of treatment and development programs provided at each prison to ensure equity and access. The current program structure at Greenough Prison requires urgent attention (Short Term);
14. The Department should develop a strategic framework to guide service improvement for women in regional prisons. Greenough Prison should be assisted to address the range of urgent operational deficits canvassed in this Report, including the full closure of Unit 3 and the appropriate integration of regimes within the prison (Medium Term);
15. The Department should revitalise and appropriately resource offender programs and family contact services (also see Recommendations 2 and 13). Greenough Prison should develop a business case to identify any resourcing impediments to delivering need-based offender programs and family contact services (Medium Term);
16. The Department should develop a more strategic approach in the management of foreign nationals, including for religious practice, culture and diet. Some of the more operational aspects of this recommendation are reflected in Recommendation 8 (Short Term);
17. The Department should develop a system-wide change management strategy to carry forward various operational initiatives, and to address relationship management at a local, prison to Head Office and community level. Greenough Prison should directly address those local matters raised in this Report, in particular:
 - develop a local communications strategy;
 - take greater responsibility for supervision of Departmental staff;
 - document and report operational risks and develop local costed strategies; and
 - consult more widely with community representatives and agencies (Medium Term).

Appendix 1

SCHEMATIC PLAN OF THE PRISON



Appendix 2

THE INSPECTION TEAM

Professor Richard Harding	The Inspector
Robert Stacey	Director of Operations
Lynn Atkinson	Manager, Research and Publications
Peter Upton-Davis	Senior Inspections Officer
Jocelyn Jones	Senior Research Officer
Kerri Bishop	Inspections Officer (seconded from the Department of Justice)
Joseph Wallam	Community Liaison Officer
Dr Peter Barrett	Expert Adviser, Department of Health
Dace Tomsons	Expert Adviser, Drug and Alcohol Office

Appendix 3

DEPARTMENT OF JUSTICE RESPONSE TO THE RECOMMENDATIONS

Recommendations	DOJ Response
<p>1 The Department should demonstrate a more robust commitment to regional prison capacity building through infrastructure and staff deployments. For Greenough Prison the point of balance between its ability to fully develop into a regional custodial service provider and its capacity to contribute to the total prison system needs to be articulated. In this regard, the staff deployments and related regional posting conditions, as well as specific training and development requirements, should be a central consideration (Long Term).</p>	<p>The Department is fully committed to effective service delivery within its agreed resource parameters. The Planning Brief and Operational Philosophy for Regional Prisons are currently being finalised.</p> <p>Greenough has increased its focus on local recruitment. Three local female prison officers have recently been recruited and are currently undertaking Prison Officer training. A further three local staff have been selected for the next training program.</p>
<p>2 The Department should develop systems to monitor the extent to which prisoners are outside their normal region and implement strategies to address this to the greatest extent possible. For Greenough Prison, monitoring the diversity of the population with a view to facilitating the transfer of prisoner groups close to their home communities should be a priority (Medium Term).</p>	<p>Reports are produced within the Department, which reflect the extent to which prisoners are outside of their normal residential regions.</p> <p>A position has now been created within Sentence Management to coordinate prisoner placement. The Acting Coordinator is currently undertaking a project to profile the State's prisoner population, with the key focus being on where prisoners should be placed for community and family support purposes. This project will further inform the profile of prisons allowing for better use of resources.</p>
<p>3 Appropriately resource the actions described in the Aboriginal Strategic Plan. For Greenough Prison Key Objectives 4 and 6 have particular relevance (Long Term).</p>	<p>The Aboriginal Services Strategic Plan provides a medium to long-term vision for Aboriginal Services in prisons. The Prison reviews this plan annually and develops a work plan for the current year with commensurate resourcing. Every prison is required to report on its progress towards the work plan.</p> <p>In relation to Greenough Prison, there has been a successful campaign to recruit Aboriginal Prison Officers in recent months. The Elders Speakers Program has been</p>

DEPARTMENT OF JUSTICE RESPONSE TO THE RECOMMENDATIONS

Recommendations	DOJ Response
	<p>particularly successful at Greenough and is continuing to have a positive impact on Aboriginal prisoners from the Mid-West region.</p>
<p>4 Greenough Prison should improve and clarify protocols with the police, fire and emergency services and the ambulance services. There are also opportunities for other regional prisons to do likewise (Short Term).</p>	<p>A local emergency agreement has been signed between the Police and Greenough Regional Prison and an agreement with Fire and Emergency Services is progressing. Ambulance services respond in accordance with their standard procedures.</p>
<p>5 The Department should develop a better performance monitoring and reporting framework, especially for care and wellbeing and rehabilitation and resettlement service outputs. The management team at Greenough Prison should draft local indicators having regard to the diverse prison population (Medium Term).</p>	<p>The Prisons Performance Measures System (PPMS) is now actively used throughout the prison system. It was developed with an initial capacity to report on 20 areas of performance in prisons, 19 of which are currently operational. The PPMS is an extension of the prison performance framework developed as part of the Acacia project.</p>
<p>6 The Department should establish adequate on-call arrangements for Prison Health Services. This is an urgent matter for Greenough Prison, but prompts the need for a review of the arrangements at all other locations (Short Term).</p>	<p>The Department maintains a statewide on-call system that is appropriate, cost-effective and meets demand. Local on-call services are not able to provide better medical access. It has been estimated that the cost of providing local on-call services would be over \$600,000 per annum for regional prisons.</p>
<p>7 The Department should conduct a statewide review of all prisons to remove or modify identified ligature anchor points in accommodation cells to improve prisoner safety. The work already identified at Greenough Prison should be attended to as a matter of high priority (Short Term).</p>	<p>The Department already has a priority project in place to examine and recommend appropriate cell modifications.</p>

DEPARTMENT OF JUSTICE RESPONSE TO THE RECOMMENDATIONS

Recommendations	DOJ Response
<p>8 The Greenough local management should better explain the procurement of catering supplies, including the production of meat products, to prisoners as a part of health promotion services. This particular Greenough Prison situation may also arise at other prisons (Short Term).</p>	<p>Publications are available on Karnet Meat supplies and detail all products which contain pork. Greenough Regional Prison will address the issue of education and ensure that prisoners are advised. Consideration is now being given to the best form of communicating the information to all concerned prisoners.</p>
<p>9 The Department and local management should audit the impact that the non-availability of transport has on the delivery of dental and other medical services. There are statewide implications arising from the Greenough situation that should be taken up by the Court Security and Custodial Services Contract Manager (Short-Term).</p>	<p>The Director of Custodial Contracts is currently reviewing the coordination of these services as part of the CS & CS repositioning project.</p>
<p>10 The Department should conduct appropriate staff training for all relevant staff in alcohol and other drug issues. Priority should be given to regional prisons in view of the potential flow-on implications for country health services in emergency situations (Short Term).</p>	<p>Entry-level training is conducted for all prison officers which includes a full day with the WA Police, two days with the Drug and Alcohol Authority and one hour on the Justice Drug Strategy. Special Needs Awareness training is also conducted which covers mental illness and drug related issues.</p> <p>The Department has implemented initiatives to increase the numbers of Drug Free Units. Included in the costs of setting up these units is prison officer training. A weekly 'lock-down' has been implemented to ensure that prison officer training can be maintained on a regular basis.</p>
<p>11 The Department should expand Work Camps and outstation initiatives. Greenough Prison should actively work towards establishing a work camp (Long Term).</p>	<p>The Department supports the use of Work Camps as part of the overall justice strategy.</p>

Recommendations	DOJ Response
<p>12 The Department should establish standards relating to family and community contact for prisoners outside their normal regions. This should include, but not be limited to, temporary transfer for visits and officer-initiated (free) calls. Greenough Prison should establish local operational procedures within the current arrangements as an interim response whilst a statewide policy framework is being established (Short Term).</p>	<p>The Department acknowledges that there is an opportunity to develop policy standards for family and community contact for prisoners who are located outside of their 'home' regions.</p> <p>The new NEC telephone system installed in July 2003 (replacing the Arunta system) has significantly reduced the cost of telephone calls as well as providing a more equitable service.</p> <p>Local operational procedures will be reviewed to determine whether there are cost-effective options which will improve family contact arrangements.</p>
<p>13 The Department should audit the nature and quality of treatment and development programs provided at each prison to ensure equity and access. The current program structure at Greenough Prison requires urgent attention (Short Term).</p>	<p>The Department is developing a more effective way of delivering programs on a statewide basis with resource implications and based on identified IMP profiles.</p> <p>The appointment of a Programs Officer on secondment from CJS has enabled an improved level of service delivery in conjunction with an external service provider. The role of Programs Officer has also expanded to include treatment need assessments. The clinical psychologist currently on staff at Greenough Prison is employed as a Prison Counsellor. The workload demands of this position are such that involvement in program delivery would be to the detriment of the management of 'at risk' prisoners.</p> <p>A suitably qualified practitioner located in Geraldton has been identified and the position of Senior Programs Officer will be advertised shortly. It is expected that subsequent recruitment will be successful in securing a Senior Programs Officer. This will enable the expansion and timely delivery of programs.</p>

DEPARTMENT OF JUSTICE RESPONSE TO THE RECOMMENDATIONS

Recommendations	DOJ Response
<p>14 The Department should develop a strategic framework to guide service improvement for women in regional prisons. Greenough Prison should be assisted to address the range of urgent operational deficits canvassed in this Report, including the full closure of Unit 3 and the appropriate integration of regimes within the prison (Medium Term).</p>	<p>The Director of Women’s Custodial Services is reviewing all services to women in prisons. The first phase of this is a planning initiative, which focuses upon ensuring the consistency and continuity of service delivery across the women’s estate.</p>
<p>15 The Department should revitalise and appropriately resource offender programs and family contact services (also see Recommendations 2 and 13). Greenough Prison should develop a business case to identify any resourcing impediments to delivering need-based offender programs and family contact services (Medium Term).</p>	<p>See response to Recommendation 13.</p>
<p>16 The Department should develop a more strategic approach in the management of foreign nationals, including for religious practice, culture and diet. Some of the more operational aspects of this recommendation are reflected in Recommendation 8 (Short Term).</p>	<p>The Department recognises that there is a need to further consider the special needs of foreign nationals.</p> <p>Policy Directive 15 governs the provision of food for prisoners of varying religious and cultural backgrounds and this is applied where practicable as governed by the policy.</p> <p>Greenough Prison supports religious and cultural practices such as Ramadan where prisoners are actively assisted.</p>
<p>17 The Department should develop a system-wide change management strategy to carry forward various operational initiatives, and to address relationship management at a local, prison to Head Office and community level. Greenough Prison should directly address those local matters raised in this Report, in particular:</p> <ul style="list-style-type: none"> • develop a local communications strategy; • take greater responsibility for supervision of Departmental staff; • document and report operational risks and develop local costed strategies; and • consult more widely with community representatives and agencies (Medium Term). 	<p>Noted.</p> <p>Greenough Prison is involved extensively with a variety of community groups and consults regularly through monthly meetings.</p>



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