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June 2010

OFFICE OF THE INSPECTOR OF CUSTODIAL SERVICES

**REPORT OF AN ANNOUNCED INSPECTION OF
GREENOUGH REGIONAL PRISON**



Report of an Announced Inspection of Greenough Regional Prison

Office of the Inspector of Custodial Services
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The Inspector's Overview

GREENOUGH: A QUIET PERFORMER WITH UNTAPPED POTENTIAL

A COMPLEX PRISON WITH MULTIPLE ROLES

This is the report of an announced inspection of Greenough Regional Prison, conducted in August 2009. Our overall conclusion is that Greenough is a well-performing facility though there are some areas for potential improvement. This is consistent with the findings of earlier inspections. For many years, Greenough has generally gone about its business in an efficient way, free of major controversies and major incidents. It can be characterised as a quiet performer.

The main issue for Greenough and most of the State's other prisons has been the need to accommodate and provide for a higher number of prisoners with little infrastructure expansion. In addition to the pressure of providing beds for the higher numbers, prison workshops, the health centre, education and other services have also come under increased pressure. Fortunately, Greenough's management was cohesive, relationships between management and staff were positive, and staff themselves continued to exhibit something of a 'can do' attitude.

Because the prison has been a quiet achiever, the complexity and importance of its role in the system as a whole can be easily overlooked. In terms of its prisoner population, it is one of the State's most diverse prisons. At the time of the inspection it held around 23 female prisoners as well as 234 males.ⁱ It is predominantly a medium security facility but also contains a substantial minimum security unit. It caters, too, for a number of maximum security prisoners (both male and female). It houses, primarily, a number of medium to long term prisoners but also holds a number of people on a short term basis. The short term prisoners have included those undertaking the arduous road journey from Perth to the northern prisons of Roebourne and Broome. The male prisoners are predominantly Aboriginal (around 93 per centⁱⁱ) but come from very different parts of the State, including the mid-west, the Pilbara, the south west, the Kimberley, the Goldfields and the lands east of the Goldfields. The female prisoners also have a very diverse profile.

BUNK BEDS AND SHARED CELLS

Although new units are in the process of being planned or constructed in a number of prisons, the increased numbers of prisoners have largely been accommodated, to date, by adding beds into cells that were originally designed for single occupancy. These extra beds take the form of trundle beds or mattresses on the floor and a rolling program of bunk bed installation.

At the time of this inspection, many prisoners at Greenough were sleeping two to a single cell. And some were sleeping three to a cell – two on bunk beds and one on a mattress on the floor. This was creating problems in terms of space and privacy, not least in using the cell toilet at night. And one of my lasting images of the inspection was of mattresses and bedding being dried outside one of the units: the condensation in some shared cells was such that the prisoners sleeping on the floor had woken up wet. Some cells have been designed for multiple occupancy but these were also operating above a decent capacity when the transport vehicles were passing through.

i Population on 18 August 2009.

ii Population on 18 August 2009.

This report raises some specific concerns about the safety of some bunk bed designs. Those designs vary both between prisons and within prisons. At Greenough itself there are at least four different types, as illustrated by the photographs contained in this report. The main risks to safety posed by bunk beds are the risk of a fall from the top bunk and difficulties in climbing onto and down from the top bunk. In considering these risks, it is important to bear in mind that the system is housing adults not children, and that it often caters for people who are not in the best of physical and mental health.

There are numerous challenges in designing prison bunk beds for such a cohort of people. First, it is necessary, as far as possible, to eliminate potential hanging points. Secondly, the small dimensions of most single cells (in terms of their height as well as their length and width) also pose challenges. However, even acknowledging these constraints, some of the designs leave much to be desired. Some top bunks have little or nothing in the way of side barriers to prevent a fall. And in terms of access, some designs have narrow, enclosed steps without any rubber treads. When access on such steps is difficult, prisoners at Greenough and elsewhere resort to climbing on plastic chairs.

The potential risks are highlighted by a recent English case in which a prisoner was awarded damages of £4.7 million. He had sustained brain injuries in a fall from a top bunk in Brixton Prison after suffering a fit.ⁱⁱⁱ The gravity of his injuries was compounded by delays in receiving treatment and in their response to our draft report, the Department of Corrective Services claimed that the risks are therefore ‘not similar’ in Western Australia. However, there are some inescapable facts which make the case very pertinent: the Brixton prisoner’s injuries were caused by the fall not the slow response and, given some of the bunk designs, there is a risk of similar falls here. Greenough prison management, staff and prisoners were certainly aware of and concerned at the risks.

Fortunately, despite its assessment that the risks are not similar, the Department has accepted the recommendation that it should conduct a full risk assessment of all double bunk designs across the whole prison estate and should undertake such modifications as are necessary to reduce the risk of injuries. This is a matter we will continue to monitor.

FURTHER POTENTIAL?

In recognition of Greenough Prison’s good performance over many years, the size of the site (large enough to add new units, workshops and other infrastructure), and the location of the prison (part way between the north and the south of the State), this Office has previously recommended that it be developed and expanded as a regional hub.^{iv} In response to those recommendations, the prison developed a comprehensive 25-year plan for future development in 2008.

iii J Colley, ‘Brain damaged prisoner awarded £4.7 million’, *The Independent*, 14 April 2010.

iv OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007).

The 25-year plan formed no part of the Department's general planning but during the inspection period, there was a lot of background 'noise' about the likely expansion of Greenough through the addition of another 250 prisoners in new units. By November 2009, Greenough's expansion had become official with an announcement that an additional 256 prisoners would be housed in 128 double bunked cells in 'temporary' units.^v In the same announcement, it was said that Casuarina and Albany would also be expanded with similar units.

Within two months, the system wide expansion plans had changed. In effect, Hakea Prison in Perth replaced Greenough as one of the primary expansion sites.^{vi} The change of plans has been explained to me on the basis of the difficulty of recruiting staff to work at the Greenough prison. However, this serves to reinforce one of our other recommendations, namely, the need to establish a regional recruitment and training strategy similar to that which has already been developed very successfully in Albany.

Reflecting these changed plans, the Department therefore does not support a recommendation that Greenough be 'expanded and developed to become a regional hub for assessments, program delivery and specialist services'. It also does not support a recommendation that it should 'actively examine the options for a regional work camp' for minimum security prisoners. Greenough will therefore stay largely as is; apart from the double bunking of existing cells, the opening of 20 new minimum security units, and the addition of a new women's unit (see below).

In our view, the option of expanding Greenough itself and the option of a regional work camp should remain under active consideration and we are disappointed at the decision to put such limited investment into Greenough. Part of our reasoning is that this would allow Aboriginal prisoners to be kept somewhat closer to home. The Department has suggested that this argument is misplaced, stating, in effect, that it aims to keep prisoners truly 'in country' and that if prisons are required in places like the Kimberley and the Pilbara, they should be built there and not at Greenough.

Nobody would disagree with this principle in an ideal world but the realities are that:

- a) prisons in those regions are currently full;
- b) the official capacity of the new Derby Prison (not due to come on line until the end of 2011^{vii}) is only 150;
- c) there are no confirmed plans for any other northern prison (we have long argued for a new prison in the east Kimberley);
- d) even with the opening of Derby and the expansion of the Wyndham work camp, demand from the north of the state is likely to outstrip the supply of prison beds 'in country' for many years to come;

v Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Further 640 beds announced for prison system*: Media Statement, 1 November 2009.

vi Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Metropolitan and regional prisons get new accommodation units*: Media Statement, 5 February 2010.

vii Department of Corrective Services, *640 Fast Tracked Prisoner Accommodation Program*, December 2009.

- e) Greenough is closer to country than the metropolitan prisons and Albany^{viii} which are destined for the largest increases in capacity^{ix} and;
- f) Greenough has proven capacity as a prison that can provide for the needs of a diverse Aboriginal population.

A NEW WOMEN'S UNIT

A February 2010 announcement stated that 'Greenough Regional Prison [will] receive a new women's unit, estimated to be able to accommodate about 30 women prisoners.... This additional accommodation will consist of demountable units, a living/meals area, kitchen, store and laundry. Importantly, it will allow more female prisoners from the area to stay 'in country' rather than be transported to Bandyup Prison in Perth.'^x

I welcome the investment in improved facilities for the women at Greenough. It is well-overdue. The current conditions for women are extremely poor and limit women's ability to fully and purposefully engage with prison services. The critical question will be whether the new development dedicates adequate resources, both in terms of infrastructure and recurrent spending, to ensure that the project provides more than just new beds. It is essential that the new women's precinct at Greenough incorporate access to all the services required to ensure that the larger number of women accommodated there have greater access to positive activities. It must also acknowledge that most of these women will be Aboriginal and provide services appropriately.

The Department has acknowledged that women in prison have unique needs and that service delivery to women within the system can be improved.^{xi} In the women's precinct development at Greenough the Department has a clear opportunity to meet the challenge of its *Strategic Plan for Women*.^{xii}

Neil Morgan
Inspector of Custodial Services
10 June 2010

viii In addition, more southern beds have opened at Pardelup Prison Farm which has been upgraded from a work camp accommodating around 20 prisoners, to a prison farm accommodating 84.

ix Interestingly, the development of a new women's unit at Greenough has been justified on the basis that it will allow the women to stay 'in country'; see below. And whilst Albany, one of the main expansion sites, has certainly been a very well-run prison, there are relatively few prisoners from the southern region in the prison population.

x Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Metropolitan and regional prisons get new accommodation units*: Media Statement, 5 February 2010.

xi Department of Corrective Services, *Women's Way Forward: Strategic Plan for Women 2009-2012*, June 2009, 1.

xii Ibid.

Summary of Findings and Recommendations

The August 2009 inspection constituted the third announced inspection of Greenough Regional Prison. Four themes underpinned this inspection of what has consistently been a well performing prison:

- The role of Greenough Regional Prison within a rapidly expanding prisoner population;
- The extent to which the Department of Corrective Services was meeting its stated objectives to reduce the rate and seriousness of Aboriginal reoffending and to improve the treatment and conditions for Aboriginal people by integrating an Aboriginal perspective into their custodial management;
- Greenough is a predominantly male prison that also houses women. This inspection specifically examined their treatment and conditions in light of previously expressed concerns and the Department's efforts to advance a women's centred philosophy;
- The prison's expanding minimum security population and the growing importance of this group to the Department's ability to manage its overall prisoner population.

The dramatically increasing prisoner population in Western Australia has included a considerable increase in the number of regional prisoners from northern areas of the state. Predicting this increase, and in recognition of the previous performance of this prison, this Office had previously recommended that the Department look to planning and developing Greenough as an inter-regional hub offering a broader suite of programs and other opportunities. A particular intention of this recommendation being to restrict the number of regional Aboriginal prisoners displaced to the metropolitan area. This inspection found little evidence that the Department had seriously considered this recommendation. Nevertheless, the inspection confirmed the benefits and capacity of Greenough Regional Prison to be such a hub. Again, as indicated in Appendix 1 of this report, the Department of Corrective Services has not supported this recommendation. Instead, the Department has further consolidated capacity in the metropolitan area, ensuring that the vast majority of regional prisoners will continue to be transported out of their county for the foreseeable future.

Recommendation 1

Greenough Regional Prison should be expanded and developed to become a regional hub for assessments, program delivery and specialist services.

Since the last inspection population pressures had increased the number of prisoners held at Greenough Regional Prison. This increase in population had not been matched with an increase in cells or amenity. As such, although not as overcrowded as some prisons in the state, the conditions for prisoners were found to be confronting and degrading.

The prison's administration acknowledged this and had implemented a number of practical initiatives to minimise and limit the impact of overcrowding. Largely these appeared to be effective but this Office remained very concerned about the double-bunking of cells originally designed for single occupancy and the range of bunk designs evident.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Recommendation 2

The Department should conduct a full risk assessment of all double bunk designs across the whole prison estate and should undertake such modifications as are necessary to reduce the risk of injuries.

Women prisoners at Greenough have always been few in number relative to the larger group of male prisoners. They have also consistently endured inferior conditions. The Department's 'Women's Way Forward: Women's Corrective Services Strategic Plan 2009-2012'^{xiii} sets out a plan to address the deficiencies of women's imprisonment, and includes the regions in this. Despite this, and despite increased efforts by local management which have been able to deliver some improvements, women remain heavily disadvantaged at Greenough.

Recommendation 3

In planning, constructing and managing the proposed new women's unit at Greenough Regional Prison, the Department should take account of:

- a) The existing shortcomings identified in this Report;*
- b) Experience at Boronia and Bandyup in improving the position of women prisoners; and*
- c) The principles contained in its 'Women's Way Forward: Women's Corrective Services Strategic Plan 2009-2012'.*

Within the increasing prisoner population there has been a commensurate if not larger increase in the number of prisoners at minimum security. These minimum security prisoners play a significant role in the Department's reparative efforts. Minimum security prisoners are also likely to soon return to the community and efforts to enhance their employability and successful transition to freedom are important.

External work opportunities such as those offered under section 95 of the *Prisons Act 1981* are pivotal to both these reparative and rehabilitative intents of the Department. The section 95 external work program run from the minimum security unit at Greenough was one of the largest and well run programs by any prison in Western Australia. With an increasing minimum security prisoner population at Greenough and no shortage of potential projects, there is an opportunity to further build on the excellent work being done. This was being limited by inadequate support by the Department in terms of staff and vehicles.

Recommendation 4

The Section 95 work activity out of Greenough Regional Prison should be increased, incorporating a strong emphasis on both reparative activity and preparation of prisoners for post-release employment.

Despite the increasing minimum security population, the Department's response to this recommendation and the one above was not supportive. As this Office has stated previously, the establishment of a work camp would not only open up more reparative work opportunities

xiii DCS, *Women's Way Forward: Women's Corrective Services Strategic Plan 2009-2012*, (July 2009).

SUMMARY OF FINDINGS AND RECOMMENDATIONS

but would also allow the prison to service a considerably wider regional community. Greenough stands alone as the only prison in the north or east of the state (the predominantly Aboriginal prisons), not to have a work camp. This was a double loss to the communities of the Mid-West as it limited both the reparation that could be done and the opportunities to positively input into those prisoners involved.

Recommendation 5

The Department should actively examine the options for a regional work camp.

The Department makes available to prisoners from remote areas and those socially isolated from family and community a subsidy to assist with the cost of long-distance telephone calls. However, there was confusion among staff and prisoners over the intention and amount of this subsidy, and who was eligible. This was unfortunate and potentially diminished its effectiveness.

Recommendation 6

Practices with respect to remote prisoners' telephone allowances should be clear, consistent and equitable across the prison system and should not vary from prison to prison.

Having robust formal and informal mechanisms for engagement provide an opportunity for a prison to inform and educate the community about its role and for the community to provide feedback and input. Greenough has traditionally had a positive engagement with the local community but this appears to have slipped somewhat at this inspection. In reinvigorating its community links, the establishment of an Indigenous Services Committee^{xiv} would likely meet with strong support from within the Aboriginal community and be mutually beneficial.

Recommendation 7

Greenough Regional Prison should establish an Indigenous Services Committee.

The staff and management at Greenough appear to take a sensible approach to visits, underpinned by common sense and flexibility. The unfortunate reality was, though, that many of the prisoners in Greenough are far from their family and community and are unlikely to receive visits. There is a strong need therefore for the Department to develop more modern communication strategies, typified by the fact that, at the time of the inspection, the video link system was rarely used for social visits – almost all of its available time being taken up with court matters. However, video links are not the only option with technologies such as Skype opening up a range of options in the community.

xiv Mahoney, DL, *Inquiry into the Management of Offenders in Custody and in the Community* (Government of Western Australia, Perth, 2005) Recommendation 87.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Recommendation 8

To improve family contact for prisoners:

- a) There should be significant upgrades to the visits facilities and the video link facilities at Greenough Regional Prison; and,*
- b) The Department should formally trial internet-based 'visits' at Greenough and other sites with a view to their introduction across the system.*

Staff demonstrated positive and pragmatic attitudes to prisoners and a good relationship with management. These attitudes appear to derive from a strong local culture and through linkages between staff and their community. The employment of locally committed staff appears to have been fundamental to the development and maintenance of this strong culture. Limitations on local recruiting and the requirement for prospective officers to relocate to the metropolitan area for three months for basic training acted as significant disincentives for local applicants. Consequently, in the exit debrief at the end of the on-site inspection period, the Inspector urged the Department to be more proactive for Greenough in empowering local efforts at recruitment and training.

Recommendation 9

The Department should initiate a local staff recruitment campaign and pursue the feasibility of a regional training program at Greenough.

An active Aboriginal Visitor Scheme (AVS) is vital to an Aboriginal prison. At this inspection the AVS was almost invisible, not having visited the prison since April 2009. The Department should ensure that there are sufficient numbers of AVS staff employed in the regions and that visiting arrangements are sufficiently robust so as to ensure that there was not a repeat of this unfortunate situation.

Recommendation 10

The Department should ensure that the Aboriginal Visitors Scheme (AVS) is provided with the resources and funding that are necessary to allow it to provide a regular service to Greenough.

The Department of Corrective Services Strategic Plan includes objectives to reduce the rate and seriousness of Aboriginal reoffending; and to improve the treatment and conditions for Aboriginal people. At Greenough, as a predominantly Aboriginal prison, this inspection expected to find considerable and well developed efforts by the Department to meet these objectives.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Greenough has implemented a number of initiatives, however, it was clear that these were largely local initiatives, not driven by any overall Department philosophy or approach to Aboriginal custodial management. Consequently, they could only have limited impact. This Office believes that there would be great benefit in the development of a Department-wide Aboriginal Custodial Philosophy, containing clear policy settings and targets. Such an approach was adopted in the context of women's imprisonment and has reaped substantial benefits in that area.

Recommendation 11

The Department, in conjunction with Aboriginal communities and agencies, should develop a State-wide Aboriginal Custodial Philosophy. This should address the full range of custodial management issues across the system, including the incorporation of Aboriginal perspectives and strategies to reduce the rate and seriousness of Aboriginal reoffending. Measures and targets should be set, and data should be collected which allows an assessment of performance, over time, against those measures and targets.



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NAME OF FACILITY

Greenough Regional Prison

ROLE OF FACILITY

Greenough Regional Prison houses both sentenced and remand prisoners. It is also a transit station for prisoners moving to northern and southern prisons. Its population is predominantly (85 per cent) Aboriginal.

LOCATION

420 kilometres north of Perth and approximately 15 kilometres South-East of Geraldton.

BRIEF HISTORY

Greenough Regional Prison was opened in 1984 as a minimum security prison. In 1990 it was upgraded to a medium security prison. In 1996 the minimum security section was moved from within the prison and located external to the main prison.

DESIGN CAPACITY AND NUMBER OF PRISONERS HELD

At the time of the inspection in 2009 the design capacity of Greenough Prison was 219 and the prisoner population was 258.

PREVIOUS INSPECTIONS

4 – 9 May 2003 – Office of the Inspector of Custodial Services Report 21

6 – 11 August 2006 – Office of the Inspector of Custodial Services Report 44

DESCRIPTION OF RESIDENTIAL UNITS (AS AT 24 AUGUST 2009)

- Unit 1 is a secure unit. It has 22 bed spaces and was housing 39 prisoners at the time of the inspection.
- Unit 2 is a standard unit known as Pilbara Unit. It has 40 bed spaces and was housing 48 prisoners at the time of the inspection.
- Unit 3 is a standard unit known as Kimberley Unit. It has 48 bed spaces and was housing 61 prisoners at the time of the inspection.
- Unit 4 is a mixed standard and self-care unit. It has 52 bed spaces and was housing 51 prisoners at the time of the inspection.
- Unit 5 is a semi self-care unit for women prisoners. It has 21 bed spaces and was housing 25 prisoners at the time of the inspection.
- Unit 6 is a minimum security unit. It is transportable style accommodation and is located outside the prison. This unit has 36 bed spaces and was housing 36 prisoners at the time of the inspection.

Chapter 1

INTRODUCTION: KEY INSPECTION THEMES

- 1.1 In August 2009, the Office of the Inspector of Custodial Services (the Office) carried out its third announced inspection of Greenough Regional Prison. The Office has been in existence since 2000. As it has developed, and as the Department of Corrective Services has developed better performance assessment systems of its own, it has become possible for inspections to adopt a somewhat more thematic approach. Thus, while this report continues to address a wide range of matters relevant to staff and prisoners, four themes are particularly strong: the role of Greenough Regional Prison in the system as a whole (especially at a time when the State's prison population had expanded rapidly); Aboriginal prisoners; female prisoners; and minimum security prisoners.

GREENOUGH'S ROLE IN THE SYSTEM

- 1.2 Greenough is considered by this Office to be an Aboriginal Prison because Aboriginal prisoners constitute more than 75 per cent of its population. The other Aboriginal prisons are Broome, Roebourne and Eastern Goldfields. Given Greenough's geographical location and its history of good performance, this Office has long believed that it should play a stronger role in meeting the needs of Aboriginal prisoners from regional and remote areas.
- 1.3 The Department of Corrective Services Strategic Plan includes the following objectives relevant to Aboriginal imprisonment: to 'reduce the rate and seriousness of Aboriginal reoffending'; and to 'improve the treatment and conditions for Aboriginal people by integrating an Aboriginal perspective into their custodial management'.¹ In part, therefore, this inspection focused on the extent to which the Department was meeting its own objectives.
- 1.4 Greenough was also inspected against this Office's Inspection Standards for Aboriginal Prisoners.² Published in 2008, these standards recognise the very particular position of Aboriginal prisoners and build on the 2007 standards for the custodial management of adult prisoners as a whole.³ The Aboriginal Standards are, in effect, a codification of general principles contained in national and international instruments as well as this Office's findings and recommendations from over eight years of inspecting prisons. To some extent, some of the standards are aspirational, in that they attempt to map a more progressive approach for working with Aboriginal people in custodial environments. However, they represent goals to which the system can and should work in practical ways.
- 1.5 In previous reports, this Office has made a series of recommendations about the role and place of Greenough Prison within the wider custodial estate.⁴ These recommendations included developing a Regional Correctional Strategy for the Central Region incorporating a role for Greenough Prison; and developing Greenough as an inter-regional hub for northern prisons, undertaking a variety of assessment and service tasks.

1 Department of Corrective Services (DCS), *Strategic Plan 2008-2011*.

2 Office of the Inspector of Custodial Services (OICS), *Inspection Standards for Aboriginal Prisoners*, Version 1 (July 2008).

3 OICS, *Code of Inspection Standards for Adult Custodial Services*, 2007.

4 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (February 2004); OICS, *Directed Review of the Management of Offenders in Custody*, Report No. 30 (November 2005); OICS, *Report of Announced Inspection of Regional Court Security and Custodial Services (CSCS)*, Report No. 40 (April 2007); OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007).

- 1.6 This latter recommendation came about not just because it made operational sense, but because Aboriginal prisoners from the north of the State have consistently expressed a strong preference to stay at Greenough rather than being moved further south. Moreover, Greenough is close enough to Perth to attract and retain staff and is close to well-established regional service providers (both Aboriginal and non-Aboriginal) who can deliver support services into the prison. Expansion and development are certainly viable because the prison is located on a large enough plot of land and has been one of the State's best performing prisons.

GREENOUGH'S EXPANSION⁵

- 1.7 At the time of the inspection, there was a good deal of discussion across the system about how to accommodate the State's rapidly rising prison population. The inspection therefore focused on eliciting the Department's view as to whether Greenough would in future have an expanded role, possibly akin to what this Office had flagged in previous reports. It proved very difficult to analyse this theme because the Department's planning for Greenough fluctuated dramatically between the time of the inspection (August 2009) and early 2010.
- 1.8 At the time of the inspection, the capacity of Greenough was being expanded quite rapidly, with work being undertaken to add extra beds to existing cells (usually by 'double-bunking' cells originally designed for one person) and through the construction of some new minimum security units. This level of expansion was creating a degree of angst amongst staff.
- 1.9 However, during the Inspection, there was also a great deal of background talk about adding another 200 beds or more in the form of new 'temporary' units. The figures that were being contemplated would have taken Greenough's capacity from 250 to almost 500 over a two to three year timeframe.
- 1.10 In November 2009, Greenough's expansion became official: it was to be one of a number of key expansion sites, along with Casuarina and Albany, with a total of 640 new beds across these sites: 'The temporary units will consist of 320 cells, double-bunked and have a lifespan of about 10 years'.⁶ However, by late December 2009 plans were changing. In essence, Hakea was selected to replace Greenough on the expansion list. This change of plan was formally announced in a media statement on 5 February 2010.⁷ The same media statement also committed to developing a new 30 bed unit for women prisoners at Greenough.

5 See also paragraphs 2.15 to 2.19.

6 Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Further 640 Beds Announced for Prison System*: Media Statement, 1 November 2009.

7 Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Metropolitan and regional prisons get new accommodation units*: Media Statement, 5 February 2010.

WOMEN PRISONERS

- 1.11 Although Greenough is predominantly a male prison, it has long housed a number of women and this Office has expressed considerable concern at the conditions for those women prisoners. This Office's 2007 report recommended the development of a purpose built facility on the Greenough Regional Prison site for women prisoners, to provide appropriate accommodation and a full range of services to meet the assessment, educational, program, and welfare needs of the northern regional women prisoner population, and support to the rest of the women's prison estate when required.⁸
- 1.12 The Department disagreed with this recommendation and asserted its preference for 'Women's Precincts' at regional prisons.⁹ It also stated that Greenough had the most up-to-date women's unit of all the regional prisons and clearly did not see this as a priority issue.¹⁰ During this inspection, the location of the 'precinct', the living conditions for the women and, the programs and services available were closely examined, along with questions of equality of treatment and any future plans. Subsequent to the inspection, as noted, the government announced that funding would be set aside for a new women's unit at Greenough.

MINIMUM SECURITY

- 1.13 During 2009, the number of prisoners in Western Australia's prisons increased rapidly. A significant part of this increase was due to a dramatic decline in the number of people on parole.¹¹ As a result, the State's prison system has suffered a degree of 'gridlock'. If prisoners who are in minimum security facilities and prison work camps do not progress to parole, an increasing number of prisoners who have been classified as minimum security must remain at higher security facilities. It is therefore increasingly important to examine innovative minimum security options. Greenough has had a minimum security unit since 1996 and has established a tradition of undertaking valuable 'out of prison' work under section 95 of the *Prisons Act 1981*. However, it has only briefly had a work camp. This was at Badgingarra which was transferred to Wooroloo Prison and soon shut down. These issues formed another important part of the inspection.

8 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 53, Recommendation 23.

9 Terminology used by the Department of Corrective Services when responding to OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 78, Recommendation 23.

10 The Department stated: 'As planning for the Kimberley and Eastern Goldfields prisons progresses, greater clarity around when we can examine enhancing Greenough will emerge'. OICS, *ibid.*, 78.

11 On 16 April 2009, more than 1400 people were on State parole orders. On 15 April 2010 the figure was 594. The reduction is due to a smaller number of people being granted parole and a stricter approach to enforcing the conditions in parole orders.

Chapter 2

PRISON EXPANSION AND OVERCROWDING

GREENOUGH AND THE STATE'S INCREASING PRISON POPULATION

- 2.1 This Office has long argued that the northern prison capacity¹² has been insufficient to meet demand and has expressed concern at the number of Aboriginal prisoners being transported out of country to prisons in the metropolitan area. The Western Australian prison population increased rapidly during 2008 and 2009, with demand outstripping design capacity across the whole system. This exacerbated the problems that already existed in regional areas.
- 2.2 Our 2006 inspection recommended that 'the Department consider long-term infrastructure plans to adequately resource Greenough Regional Prison for maintenance works of the existing asset and new works to strengthen the role of Greenough in the prison system'.¹³ Acting on this recommendation, the Greenough Prison administration developed a comprehensive 25-year plan. This plan incorporated designs for a new minimum security section, a new stand-alone female section, and additional prisoner accommodation. It also included plans for the extension of the administration and visits facilities, and for infrastructure for other services (such as the health centre, workshops and education/program facilities) that would be needed to cater for the increased population. This plan drew on local experience and knowledge, and provided a comprehensive and thoughtful blueprint for discussion and development.
- 2.3 Although an expansion of Greenough was under active consideration at the time of the inspection, the Department did not mention the existence of the 25-year plan in its submissions and briefings to us.¹⁴ It therefore has no status other than to reflect the thinking of local management.
- 2.4 There is an obvious and growing need for an expansion of northern capacity. In a briefing to this Office in December 2009, the Department projected that by 2017 there could be over 6,500 prisoners in Western Australia, 1,400 of which this Office estimates would come from northern areas of the state.¹⁵ Yet its assets plan included only an extra 170 funded beds, 150 at the new Derby Prison and 20 at the new Wyndham Work Camp. A further 150 beds are included in a proposed new facility in the East Kimberley.¹⁶ Even if the East Kimberley facility were built, these projections suggest that over half of prisoners from this region will still have to be accommodated out-of-country, including in greatly extended metropolitan prisons.¹⁷

12 That is, the design capacity of Broome, Roebourne and Greenough Regional Prisons.

13 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 53, Recommendation 29.

14 Nor was any mention made of the intent that emerged during the inspection to add extra new, double-bunked units (see paragraph 1.7).

15 Based on information contained within *DCS Briefing to the Inspector of Custodial Services*, 18 December 2009.

16 Ibid. Derby Prison is due to be commissioned in 2012. The Wyndham Work Camp, due to be commissioned in late 2010, will have a capacity of 40, and replaces the existing 20 bed facility. While the proposed East Kimberley prison has featured in Departmental planning for some time, it has yet to secure commitment by Government.

17 Total prison and work camp design capacity in the Kimberley, including an East Kimberly facility would be about 440. Roebourne Prison in the Pilbara has a design capacity of 116, but is approved to hold 161.

- 2.5 The Inspectorate has for many years documented serious concerns about the incarceration of regional Aboriginal people away from their homelands.¹⁸ Other inquiries and reports have made similar comments.¹⁹ Our Code of Inspection Standards reflects accepted national and international principles and states that prisoners should be held in a prison as close as possible to their family and community.²⁰ The State Justice Plan 2009–2014 developed by the Western Australian State Aboriginal Justice Congress under the Aboriginal Justice Agreement to which the Department of Corrective Services is a signatory, includes, as a Key Priority: ‘Reform the criminal justice system’. Specifically, it includes the following Key Strategy: ‘Increase access to diversion and rehabilitation programs and keep offenders close to country’.²¹ Unfortunately, the fact that Greenough forms only a relatively small part of current expansion plans means that it is likely that prisoners from the northern regions of Western Australia will increasingly be dislocated from land, family, community and culture.

OVERCROWDING AND LIVING CONDITIONS

- 2.6 At the time of the inspection, Greenough was operating over-capacity but had managed to avoid extensive overcrowding. The daily average had been around 240 prisoners, spiking up to 260 for two days a week when prisoners in transit between the north and the south were held overnight. At that time, overcrowding had generally only affected around a third of cells. However, soon after the Inspection, a decision was made to install beds to allow the prison to accommodate a peak population of 330 prisoners. This means that in future, over three quarters of the prisoners will be accommodated in multiple-bed cells.²²
- 2.7 In August 2009, overcrowding was concentrated in Unit 1, the prison’s maximum security, multi-purpose and transit unit. Previous inspections had raised concerns about conditions in Unit 1.²³ At this inspection the conditions in Unit 1 were found to be, in some respects, confronting and degrading. They also posed some risks to health and safety. During the peak period each week, when prisoners were awaiting transport north and south, the numbers far outstripped capacity with many prisoners required to sleep on a mattress on a cell floor. Two, sometimes three prisoners were sharing cells originally designed for one person. And cells designed for multiple-occupancy were operating well above capacity.
- 2.8 The unusual sight of bedding and mattresses being put in the sun to dry out in the morning was witnessed. It transpired that this was the result of condensation; prisoners sharing small cells, especially those who were sleeping on the floor, were waking up wet and with wet bedding.

18 See for example, OICS, *Directed Review of the Management of Offenders in Custody*, Report No. 30 (November 2005) 114; OICS: *Report into the Announced Inspection of Broome Regional Prison*, Report No. 46 (October 2007) 6; *Report into the Announced Inspection of Greenough, Regional Prison*, Report No. 14 (April 2002) 44–46.

19 For example, the Law Reform Commission of Western Australia, *Aboriginal Customary Laws: Final Report*, (September 2006) Chapter 5.

20 OICS, *Code of Inspection Standards for Adult Custodial Services* (2007) 13. This standard reflects a similar standard in the *Standard Guidelines for Corrections in Australia* (Revised 2004) 15; these are the standards to which the Department of Corrective Services, along with other Australian Correctional Departments, have assented.

21 State Aboriginal Justice Congress, *State Justice Plan 2009-2014*, Western Australian Aboriginal Justice Agreement, Department of the Attorney General (2009) 4 and 12.

22 At the time of finalising this report, the number of prisoners at Greenough was around 300.

23 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 53, Recommendation 29.

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- 2.9 Due to the small size of the cells, it was also typical to find that prisoners were unable to access the toilet or water during the night, or that they had agreed not to do so because one of the prisoners would be sleeping adjacent to the toilet. The person on the floor was also more likely to be exposed to cockroaches and other insects that from time to time inhabit the floor area.
- 2.10 The prison's administration was well aware of and concerned about the conditions in Unit 1 and had implemented a number of practical initiatives to try and manage risk and to improve living arrangements. For example, to minimise the number of prisoners forced to sleep on the floor, Unit 1 had been prioritised for the installation of double bunks. Whilst far from ideal, this would at least mean that fewer prisoners would sleep on the floor. Furthermore, to reduce congestion and to give prisoners more space, the prison moved some prisoners out of Unit 1 during the day and placed them in Units 2 and 3. They stayed out of Unit 1 for most of the day, returning in the late afternoon.
- 2.11 The Greenough refurbishments also illustrated another problem. The cells are being refurbished in a way that reduces ligature points (in line with recommendations made by this Office,²⁴ the Coroner and others). However, the result was a reduction in air flow – particularly problematic when prisoners must share cells designed for single occupancy. This problem was by no means confined to Greenough and is an issue in hot weather as well as cold weather.
- 2.12 The overcrowding in Unit 1 also meant that there was a higher demand for the general ablution area. This, too, has resulted in more condensation problems through more usage and less drying out time. This encourages the growth of mould and mildew. The prison was developing a business case to secure funding to try to address this problem.
- 2.13 This Office is very concerned about the double-bunking of cells that were originally designed for single occupancy. Of concern is also the design of many of the double bunks that are replacing single beds. Bunk beds carry some inherent safety risks in terms of prisoners falling from the top bed or falling when climbing on or off the top bed. These risks are exemplified by a very recent English case in which a prisoner was awarded damages of £4.7 million after he suffered brain damage in a fall from an upper bunk at Brixton prison following a seizure.²⁵ A number of other factors were also at play in this case, including a tardy response by prison officers. Now while the exact design of the bunks used at Brixton was not reported, the basic point remains: double bunks elevate the risks of injury and the same sort of fall could occur from some of the bunks in this State's prisons.
- 2.14 Two aspects of the design of some of the bunks cause particular concern. First, at some prisons, some of the top bunks have little in the way of side panels to reduce the risk of a prisoner falling. Secondly, the demands of ligature-free design mean that step-through ladders are not used and closed in steps are the accepted standard. In the larger cells at Greenough, such as those in Unit 2, the steps are sloping. However, the smaller cells are too small for sloping steps and as a result, the steps are vertical, with a limited foot hold and no rubber tread. As a result, they are difficult to climb. This presents a real risk of injury, especially for prisoners who

24 See for example, OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (February 2004) Recommendation 7.

25 J Colley, 'Brain damaged prisoner awarded £4.7 million', *The Independent*, 14 April 2010.

may be unfit and/or overweight. It is timely for the Department to conduct a full risk assessment of all double bunk designs across the prison estate and to undertake such modifications as are necessary to reduce the risk of injuries

GREENOUGH'S ROLE IN THE SYSTEM: START/STOP EXPANSION PLANS

- 2.15 The Department's Strategic Plan 2008–2011 states that the 'key focus of the Department is to contribute to community safety by upholding the integrity of custodial and non-custodial sentences and by positively influencing offender behaviour to reduce reoffending'.²⁶ Associated with this, the Department's 2007/2008 Annual Report declared that an important aim was to 'reduce Aboriginal imprisonment, reoffending and contact with the Justice system'.²⁷
- 2.16 In order to achieve such objectives, this Office believes that all prisons should have a clear role (or roles) within the system as a whole so that they can contribute to the achievement of overall correctional policy objectives. In this regard, this Office has previously commented that Greenough Prison's 'current operational culture and the character of its facilities reflect incremental developments that were to a large part a systems response to service demands manifesting outside of the Mid-West region'.²⁸ While Greenough has 'done a good job' over the years of this Office's existence, its potential role in the total system does not appear to have been maximised.
- 2.17 As noted earlier, this Office has previously recommended that the Department look to planning and developing Greenough Regional Prison as a larger inter-regional hub offering a broader suite of programs and other opportunities. Prisoners not able or suitable to remain in prisons such as Roebourne and Broome could then be provided with the programs they require to maximise their chances of parole without having to come to the metropolitan area.
- 2.18 It seemed during the spring of 2009 that the capacity of Greenough would be expanded (though the precise role of the prison and the notion of an assessment and programs 'hub' did not feature in any briefings or statements). However, Hakea subsequently replaced Greenough as one of the four primary expansion prisons. The main reason that was given for the change of plans related to concerns about the capacity to recruit and retain staff who wanted to work in the Geraldton area.
- 2.19 This Office understands fully the need for immediate action to address the prisoner population explosion. This Office has also argued at the end of the 2009 inspection of Hakea that it was important to make better provision for remand prisoners in the metropolitan area and that Hakea could be expanded to do so.²⁹ The subsequent decision not to expand Greenough in any meaningful way and to further increase metropolitan capacity³⁰ was disappointing in that the balance of the prison estate will become even more heavily metro-centric.

26 DCS website http://www.correctiveservices.wa.gov.au/_files/Strategic_Plan08.

27 DCS, *Annual Report 2007/08* (September 2008) 15.

28 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (February 2004) 6.

29 Neil Morgan, Inspector, *Exit Debrief - Hakea Prison* (6 November 2009).

30 As this Office was informed in DCS Briefing to the Inspector of Custodial Services, 18 December 2009.

- 2.20 This is not to ignore the new Derby prison but Derby will not open until 2011 and has an official capacity of only 150, though it seems destined to be double-bunked. Even combined with the existing capacity of Broome and expanded work camp options, it therefore seems likely that the demand for places for northern prisoners will continue to outstrip supply in their home regions. Greenough could play a much greater role than appears to be recognised. It should also be possible to develop regional training programs for staff to be recruited from the Geraldton area.

Recommendation 1

Greenough Regional Prison should be expanded and developed to become a regional hub for assessments, program delivery and specialist services.

Recommendation 2

The Department should conduct a full risk assessment of all double bunk designs across the whole prison estate and should undertake such modifications as are necessary to reduce the risk of injuries.

Chapter 3

WOMEN

WOMEN'S IMPRISONMENT AND REGIONAL PRISONS

- 3.1 Historically, women in Western Australia endured inferior conditions of imprisonment compared with their male counterparts. This reflected the fact that women prisoners were few in number and a small proportion of all prisoners (around five per cent in the mid-1990's), combined with a failure to acknowledge the different needs of women. However, women now comprise a growing proportion (around eight per cent) of a growing prison population and their different needs have been formally recognised.
- 3.2 Following the first inspection of Bandyup Women's Prison in June 2002, the need for a women-centred approach to female imprisonment came to be increasingly accepted across government.³¹ The position of Director, Women's Custodial (recently abolished) was established, Boronia Pre-Release Centre was set up, and significant reforms have occurred at Bandyup. As a result, the position of women prisoners in the metropolitan area has improved markedly, though there are still some significant issues (including the concentration of Aboriginal women in the overcrowded and more decrepit parts of Bandyup).³²
- 3.3 However, this Office's reports on regional prisons have continued to express concern at the position of women. And in this Office's most recent review of a women's facility, the 2009 report on Boronia, it was commented that the circumstances for women in regional prisons – who are overwhelmingly Aboriginal – have not improved to the same extent as the metropolitan prisons.³³ The Department itself has also recently acknowledged this in its 2009 document entitled 'Women's Way Forward: Women's Corrective Services Strategic Plan 2009-2012'.³⁴ This document endeavours to articulate a new direction for women's custody in Western Australia and very much reflects the perspectives developed in successive reports of this Office. In particular, it acknowledges historical and continuing deficiencies in services to women held in regional prisons.
- 3.4 'Women's Way Forward' articulates a vision for 'a just and equitable custodial service' which includes recognising cultural diversity. The stated aims include the promotion of 'safe and effective management of women with a focus on women-centred rehabilitation and re-entry services that foster family wellbeing'.³⁵ The specific aims include 'that women in Western Australia's regional prisons are afforded services that are commensurate with those provided in metropolitan facilities'. This was described as a 'foundation issue' that needed to be addressed 'as a matter of urgency'.

31 OICS, *Report of an Announced Inspection of Bandyup Women's Prison*, Report No. 13 (March 2003).

32 OICS, *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 62 (November 2009).

33 Ibid.

34 DCS, *Women's Way Forward: Women's Corrective Services Strategic Plan 2009-2012* (July 2009).

35 Since this inspection, in January 2010, the Women's Custodial Directorate has been closed down with its authorities and responsibilities being transferred to the Adult Custodial Division of the Department of Corrective Services. It is incumbent upon this Division to ensure that the achievements, progress and plans of the Women's Custodial Directorate are sustained. This Office will be monitoring this closely.

WOMEN

GREENOUGH 2006

- 3.5 The report of the 2006 Greenough inspection found numerous deficiencies in terms of the physical facilities and services for women in their unit (Unit 5). It argued that there was a need for a greater range of employment options outside the unit and that these should be linked to the women developing useful skills.³⁶ Programs for women, such as the Women's Substance Abuse Program, had stalled and meaningful visits opportunities for mothers with their children were not being achieved. This inspection also found that the strict separation of genders impacted negatively on women's access to services and that there was a lack of hierarchical accommodation options.
- 3.6 As mentioned earlier, the 2006 inspection report included a recommendation that the Department invest in a purpose-built, medium security facility for female prisoners on the Greenough Regional Prison site.³⁷ The main purpose of this recommendation was to ensure that women could access appropriate services and were not disadvantaged by virtue of their presence in the midst of a predominantly male prison. The Department disagreed with this recommendation, stating that it supported the notion of women's 'precincts' within regional prisons, rather than stand-alone facilities.
- 3.7 Ultimately, it probably does not matter whether there is a stand-alone model or a 'precinct' provided the needs of women prisoners are properly met. However, the word 'precinct' conjures up the vision of a specifically designed and constructed area. It is not a term this Office would use to describe Unit 5 at Greenough in 2006 or 2009.

LOCATION AND ACCOMMODATION

- 3.8 At the time of this inspection, 23 women lived in Unit 5. Twenty (86 per cent) of them identified as Aboriginal, but only seven were from the local area.³⁸ Fourteen of the women (a majority) were classified as minimum security, eight as medium security, and one as maximum security.
- 3.9 Unit 5 is an enclosed compound consisting of 14 cells, a kitchen/dining area, a gym and a unit office.³⁹ The area is surrounded by covered verandas and faces onto a small grassed quadrangle. The overall area was small and rather claustrophobic, with very limited options for privacy or for getting away from the rest of the group for any period of time. In attempting to improve this, management has added an additional fenced area at the rear of the unit, with a transportable building to accommodate education classes and a garden nursery to provide vegetables for the women. This area was fenced off from the rest of the prison and includes privacy screening in the form of shade cloth.

36 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007)49.

37 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 53, Recommendation 23.

38 It should be noted that most of the women from the Kimberley were minimum security rated and were being accommodated at Greenough because the women's section at Broome Prison had been closed for some months for renovation. They all anticipated being returned when the works had been completed.

39 Further cells can be taken from Unit 2 by extending the corridor, if more women have to be accommodated at Greenough.

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- 3.10 At the time of the Inspection, however, the women were only able to access the additional fenced area when supervision was available. In practice, this generally meant the three mornings per week that education was provided, when the women were undertaking supervised art in the mornings, and when the Vocational Support Officer (VSO) was attending to assist with the garden nursery. At other times the area was locked and off limits. The prison envisaged that once a number of safety and security concerns have been addressed this area could be made more widely available as a recreation area.
- 3.11 Even when there are fewer women in the section, the circumstances of their imprisonment can be very frustrating, mostly due to the restricted movement and space. As stated in the 2007 report, the safety and security of the women is paramount but it should also be possible to put systems in place so that they can have supervised and structured access to other areas of the prison. This would be particularly beneficial in terms of accessing a number of other services within the prison.
- 3.12 There was a cultural space in the male area of the prison but it cannot be accessed by the female prisoners. In recognition of this the prison also intends that a cultural space will be built in Unit 5 in the future.⁴⁰ This area, jointly funded by the Department's Education branch and the local prison would be a welcome addition.
- 3.13 Due to ongoing prison population pressures and a temporary increase in numbers due to the rebuilding of the female section in Broome Regional Prison, some of the women were sleeping on mattresses on the floor of the cells. When the women (especially those from the Kimberley) were interviewed they were grateful for being accommodated closer to their home than if they had been transported to Perth. However, they were experiencing adverse affects from the cold through sleeping on the floor. In recognition of this, the administration was trialling a space mat, placed between the floor and the mattress to reduce the cold permeating from the floor through to the mattress. However, this was obviously a stop-gap measure and a recognition of a problem, not an adequate solution.

SEGREGATION AND ACCESS TO EMPLOYMENT AND TRAINING

- 3.14 Director General's Rule 6 'Association of Male and Female Prisoners' requires that male and female prisoners be 'assigned separate sleeping quarters or cells'. It goes on to provide requirements for the supervision of male and female prisoners, and expressly permits integration during muster checks, medical parades, in dining rooms, recreation areas, work areas and visits areas (except where the Superintendent designates otherwise) and programs.
- 3.15 The administration at Greenough has opted to segregate men and women quite strictly. While it was acknowledged that female prisoners can feel a number of pressures from being exposed to male prisoners during their imprisonment, a total ban on interaction results in other pressures and problems.

40 See also paragraph 3.36.

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- 3.16 An area of particular disadvantage to the women was lack of access to accredited training. Greenough has a vibrant industries area and employment options for men, with an industry-standard laundry, skills-development workshop, metal workshop, the kitchen, extensive horticulture, gardens and grounds and section 95 work projects, all of which provide opportunities for linked accredited training. However, the women have no access to these workshops, nor the extensive horticulture, gardens or grounds areas, the section 95 work projects or the main education facility. They only have their own industry, a textiles workshop, and a very limited area for horticulture or gardening which can be linked to accredited training. While some do leave the prison on section 95, this involves work at certain community agencies, not in the kinds of projects in which men often have accredited training.
- 3.17 A barrier to provision of accredited training generally, was a TAFE requirement to have certain numbers before an instructor can be provided. If the segregation policies were relaxed, women could also help to make up the numbers required to establish new TAFE training groups in the prison.
- 3.18 There should also be more diversification in terms of the employment options for the women. A number of women, particularly those who are facing long terms of imprisonment, are restricted to mundane, domestic work such as cleaning for a long time. Many stated they would like to have the opportunity to access the other types of work available to male prisoners in the industries area.
- 3.19 Generally speaking, the women expressed strong feelings about the inability to mix in a positive way with men. They said that segregation actually puts additional pressure on them and makes them a bigger focus for men. Certainly, some of the interactions observed were slightly bizarre and hardly positive. For example, some of the men would remove their tops during recreation on the oval behind Unit 5 and go up to the fence to show their bodies to the women. Some of the women would be peering out of their unit windows and bantering with the men. Many of the women said they had friends and relatives in the male population with whom they would like to spend time in more positive interactions.
- 3.20 The women also claimed that because of their small numbers and the limitations of Unit 5, they were sometimes subject, in effect, to group punishment in that if one woman does the wrong thing then they can all lose access to an activity or service.
- 3.21 In summary, segregation of women prisoners at Greenough in its current form seems to have comparatively little benefit and, overall, to impact negatively upon the women. The challenge is obviously to provide safety for women prisoners if and when they are outside their unit. The current infrastructure of Unit 5 was part of the problem, but the other barrier was the prison's perception that they are not funded to provide the necessary level of supervision to allow the women to move around any more freely.

ACCESS TO SERVICES

Programs and Education

- 3.22 At the time of the inspection two Women's Substance Use Programs had been completed during 2009 and another was scheduled to run in the third quarter of the year. If this ran as planned, 21 women would have had the opportunity to complete this program. This was a marked improvement from 2006.⁴¹
- 3.23 While Greenough has delivered some programs that are specifically targeted to female prisoners, no programs have been sourced to address Aboriginal issues. This was an area where there are opportunities for improvement across the system. Specific programs with regard to parenting, family violence and grieving would benefit all women, and Aboriginal women in particular. In the metropolitan area, the women's prisons have in recent years found private funding (primarily through grants) and sourced private providers for some programs to meet their specific needs. Perhaps the Adult Custodial Division, having affirmed a commitment for ensuring a women-centred approach to imprisonment and progressing 'Women's Way Forward' could assist regional prisons in acquiring external agency involvement if such programs cannot be provided internally.
- 3.24 Recommendations from the 2006 inspection included that the Department resource an additional staff member for Greenough Prison's education services, to boost the provision of work-based training and women's education and to promote the profile of education in the prison.⁴² At the time of this inspection, this had been partly met with a part-time education officer and other tutors working in a new demountable education facility located adjacent to the women's accommodation unit.
- 3.25 Education offers female prisoners three TAFE courses – Rural Operations (Horticulture), Visual Arts, and Contemporary Arts. Much of the work for these courses has to be completed under section 95 work programs, which only minimum security prisoners can access. This limits the number of women who can participate. A teacher from the education centre attends the women's section three mornings per week, significantly less than the full-time access to education enjoyed by male prisoners. In summary, it is time to build on the progress that has been made by expanding the range of courses available and increasing hours of access.
- 3.26 The prison should also examine the possibility of providing parent education programs to women (and to men for that matter) as this service exists in some other prisons and would benefit the women and their families. There should be local providers capable of providing such courses.

41 At the 2006 inspection of Greenough Regional Prison, only four of these programs had been delivered in the previous three years.

42 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 36, Recommendation 19.

Women Support Officer

- 3.27 Women Support Officers (WSO's) have been placed in prisons that accommodate female prisoners, with Greenough's first WSO commencing in 2005. The roles of WSO's are to advocate for female prisoners, to enhance service delivery, and to ensure consistency of reforms across the women's estate in regional prisons. In other words, to ensure that women prisoners are considered in the decision making of regional administrations and that their particular needs (as women) are met within a male dominated prison environment. By definition, a WSO needs to be a strong woman who will stand up for not only herself but women prisoners and their rights.
- 3.28 For varying reasons, not least the part-time nature of the role, Greenough has had a number of WSO's since 2005. At the time of this inspection, the WSO had been working on a contract basis for three months. Across the board the establishment of the WSO positions has undoubtedly improved the visibility of women within regional prisons and as an initiative is applauded. More than four years after their introduction, however, their integration into the prisons in which they operate has been patchy and incomplete. This was found to be the case at Greenough.
- 3.29 Although Greenough management readily acknowledged the good work of the WSO and the position's value to the women prisoners, the inspection team found that there was a need for the position to be more integrated into the prison and into the life of the unit. The WSO working at the time of the inspection had received no handover when first arriving at the prison and had not been issued with keys to the women's section. This required the WSO to be let in and out by an officer, which sometimes disrupted the ability to monitor issues and to adequately support the unit. There was no formal mechanism to ensure that the WSO had input into the decision making around women's issues. However, the position had recently come under the control of the Superintendent and it is hoped that the integration issues will thereby be addressed.

Family

- 3.30 A large number of the women held at Greenough were mothers or had been responsible for children before entering prison. While Greenough has two designated mother and child cells in the compound, no babies had been resident in the prison over the past four years. It was not possible to definitively say why this was the case. The unit has at times been overcrowded, but only temporarily. Certainly the environment within the unit was very limiting and the women noted that it would be difficult to raise a baby there.

WOMEN

- 3.31 No overnight stays or extended day visits are possible as the prison does not have appropriate facilities to adhere to Policy Directive 10, which requires such accommodation to have 'restricted access by other prisoners'.⁴³ This severely limits the women's ability to maintain and develop meaningful relationships with their children. Thus, whilst written policies may seek to promote and enable women being involved in the lives of their children whilst in prison, this was not the reality at Greenough.
- 3.32 Pregnant women are accommodated at Greenough up until 32 weeks into their pregnancy. At this time they are transferred to Perth (either Bandyup or Boronia depending on their security classification) to give birth. Women cannot give birth whilst imprisoned at Greenough. The reasons provided were that the prison does not have 24-hour medical coverage, that from the Department's perspective, it was felt that the prison would be unable to provide adequate post natal care and that that or some other factor may compromise the safety of any newborn child in the unit.⁴⁴ Consequently, the assessed risk to the prison was too high to allow a pregnant woman or newborn to remain on site. Pregnant women are transported to Perth in a regular sedan vehicle by the prison. This complies with Policy Directive 44 regarding the transportation of pregnant women.⁴⁵
- 3.33 The inability for women to be able to give birth during their imprisonment at Greenough or to have their newborn with them is a concern in that women from the local area are forced to be away from their families and support base at a time of intense need. While it was appreciated that the prison has identified potential risks to the women and the child, the Department should be working harder with the prison to overcome these risks rather than acceding to them.
- 3.34 In circumstances where both the parents are incarcerated at Greenough it was possible for them to have joint visits with their children. The procedure includes checks first being done by the Department of Child Protection to ensure there are no care issues, a check for Violence Restraining Orders being undertaken, and peer support and the WSO being asked to assess whether the mother was truly comfortable with a joint visit. If this was all clear then visits could be facilitated.
- 3.35 A positive feature of Greenough was that there are policies in place to allow female prisoners from remote communities to have visits with male prisoners from the same communities. However, many of the women felt unsure about the process and believed that they would only be granted a visit in extenuating circumstances 'like if somebody passed'. The women did not feel comfortable approaching many of the staff to ask about the visits or for help with applications. Perhaps the WSO could implement processes, with the help and encouragement of management, to routinely identify out of country women and male prisoners who may want to visit each other.

43 DCS – *Policy Directive 10* applies: 'Prisoner Mothers/Primary Carers and their Children' in governing female prisoners' access to their children. In terms of permitting children to reside in prison with their mothers, the Policy Directive provides for this to be permitted where 'it is considered to be in the best interests of the child' and 'the management and security of the prison is not threatened'.

44 As stated in Ian Johnson, '*Greenough Regional Prison Draft Report of an Announced Inspection*', letter (28 May 2010).

45 DCS *Policy Directive 44* – Escorting and Supervision of Pregnant or Postnatal Prisoners.

Cultural Services

- 3.36 As noted earlier, at the time of the inspection there was no cultural meeting place for the women accessible within their unit. The prison administration has consulted the women, however, about the development of sites for this purpose and there will be different small spaces within the new enclosed area adjacent to the women's unit representing a place for the different Aboriginal groups. This was a positive move and this Office supports its continued development.
- 3.37 Regrettably, there was no dedicated Aboriginal Visitors Scheme for the women prisoners and no elders program in place for them. There are also no other cultural Aboriginal programs for them (such as language, stories and music). As an Aboriginal prison this was a serious omission. Additionally, despite the unit being self-catering the women had limited ability to cook culturally appropriate food because access to culturally appropriate ingredients on a weekly basis was not permitted. While there are a number of different Aboriginal cultural groups represented within the unit, a roster could be put in place to allow the different groups turns in cooking with the support of other women (when appropriate).

SUMMARY AND FUTURE PLANS

- 3.38 Despite some efforts to improve their situation, such as expanding the exterior of the unit to encompass a horticultural zone, women remain disadvantaged at Greenough. They are largely isolated in a claustrophobic setting in the middle of a male prison. Compared with the men, they have no access to a minimum security unit (even though the majority were minimum security at the time of the inspection) and have less access to employment opportunities, recreation and a number of other activities.
- 3.39 Local management recognised that there was still too little for the women to do in what is essentially a male facility. And the 2009 inspection of Boronia threw into very sharp focus the current disparity between the 'top end' of the female estate in Perth (Bandyup Unit 5 and Boronia, both of which are dominated by non-Aboriginal women) and the facilities at Greenough.⁴⁶
- 3.40 At the time of the inspection the Department did not provide advice that they had any plans for the women prisoners even though general expansion plans were in the pipeline. However, when the decision was taken to add new units for 256 men into Hakea rather than Greenough, the Minister announced that: 'Greenough Regional Prison [will] receive a new women's unit, estimated to be able to accommodate about 30 women prisoners.... This additional accommodation will consist of demountable units, a living/meals area, kitchen, store and laundry. Importantly, it will allow more female prisoners from the area to stay 'in country' rather than be transported to Bandyup Prison in Perth'.⁴⁷

46 OICS, *Report of an Announced Inspection of Boronia Pre-Release Centre for Women*, Report No. 62 (November 2009).
47 Hon C Porter MLA, Attorney General and Minister for Corrective Services, *Metropolitan and regional prisons get new accommodation units*: Media Statement, 5 February 2010.

WOMEN

- 3.41 There have been no further announcements as to the likely design or opening date of the new unit. However, it follows from discussions with the Department that this Office wholeheartedly supports the investment of resources into the development of either a women's 'precinct' or a separate stand alone unit that adequately meets the needs of a complex and diverse prisoner group. Such investment was long overdue.

Recommendation 3

In planning, constructing and managing the proposed new women's unit at Greenough Regional Prison, the Department should take account of:

- a) The existing shortcomings identified in this Report;*
- b) Experience at Boronia and Bandyup in improving the position of women prisoners; and*
- c) The principles contained in its 'Women's Way Forward: Women's Corrective Services Strategic Plan 2009-2012'.*

Chapter 4

MINIMUM SECURITY UNIT

ACCOMMODATION

- 4.1 In 1996 a minimum security unit (Unit 6) was established outside the prison's main fence. One of the aims was to facilitate the expansion of programs under section 95 of the *Prisons Act 1981*, which authorises prisoners to undertake work and activities outside the prison. Unit 6 consists of 'donger' style accommodation not dissimilar to that found in mining camps. At the time the unit was established it was designated 'temporary' accommodation. There have been some upgrades carried out to the ablutions and accommodation over the years but the unit was certainly showing its age.⁴⁸ At the time of the inspection, construction of additional accommodation adjacent to existing accommodation had commenced. This was also donger style accommodation, but was of a higher standard, with the 20 single bed rooms each having its own en-suite shower, toilet and sink.
- 4.2 Facilities available inside Unit 6 are very basic by the standards found in most of the other minimum security facilities (notably the Boronia and Bunbury Pre-release centres but also most of the other prisons). One of the aims of minimum security should be to make prisoners more self-reliant and responsible in the run up to their likely release. Another aim was for placement in minimum security to be an incentive to prisoners (see below). The Unit 6 facilities fall short on both counts.
- 4.3 There are no cooking facilities and meals are delivered from the kitchen in the main prison. There was a pool table and some basic gym equipment available (which was in constant use throughout the inspection) but the small size of the unit precludes any sort of organised sporting activity. There was also a TV room which doubles as a lounge area and dining room. However before the 20 new rooms are commissioned a new kitchen in Unit 6 was planned, together with a training room, education room, laundry and office for staff.
- 4.4 The most striking and unpleasant aspect of Unit 6 was that, despite being minimum security, it was surrounded by a cyclone fence extensively overlaid with razor wire. Although the fencing of minimum security facilities has also occurred at prisons such as Wooroloo and Karnet, Greenough's razor wire was very close to the units themselves and confronting to the senses. The low height of the razor wire also poses a risk to the public, including children, not least because the visits arrangements are relaxed (as is quite appropriate in a minimum security setting). The administration has recognised this risk and has covered the most obvious risk points with Perspex. However, uncovered razor wire in other areas was still potentially problematic.
- 4.5 By definition, prisoners who are not only classified as minimum security but are also approved to work on section 95 in the community on a daily basis (often under little or no supervision) present a minimal risk. It seems unnecessary and incongruous that they should return to a razor-wired compound. This Office believes the Department, through the local prison, should proactively educate the community about the risks to them from the minimum security unit and to encourage community confidence. Consequently, there may be scope to modify the fencing given the security rating of the prisoners in this unit.

48 Greenough's own 25-Year Plan of 2007 does incorporate a new minimum security unit but, as noted earlier (paragraph 2.2), this plan does not form part of Department of Corrective Services' planning.

VISITS, RECREATION AND OTHER SERVICES

- 4.6 Unit 6 has a new, all-weather visits section providing a relaxed open area in which families and prisoners can visit. This was a vast improvement on the previous visits area which was exposed to the elements.
- 4.7 Minimum security prisoners in Unit 6 have reduced access to services such as health and education. To have an appointment with a doctor or nurse, prisoners must go into the main prison which means they are subjected to strip searching upon entry. Many prisoners complained that this acts as a deterrent to attending the medical centre even when they are ill and would benefit from medical attention.
- 4.8 Prisoners also have limited access to structured recreation and complained that while a few were allowed to play in the football competition inside the prison, other prisoners from Unit 6 were not allowed to watch the game. This meant that they missed an opportunity to recreate or visit with family members and friends accommodated inside the main prison. It was acknowledged that frequent movement into and out of the prison through the gate area was onerous from a security management point of view. However, the prisoners in Unit 6 should not be disadvantaged because of this and consideration should be given to adapting and streamlining procedures to accommodate more movement.
- 4.9 There was a half oval planned for the new minimum unit. Although this was a step forward, it was likely that there will still be a need for the prison to transport prisoners to other venues for more active recreation should access to the main prison oval continue to be limited. There is scope for prisoners to be transported to a local oval for recreation but the vehicle used requires an officer to have an 'F' class licence. As there are few officers with this endorsement on their licence, external recreation was often not available.

INCENTIVES

- 4.10 A minimum security rating indicates the prisoner has earned an enhanced status within the prison system through good behaviour, and is ready to be prepared for reintegration into the community. Minimum security should therefore offer benefits and incentives to which prisoners will aspire and be encouraged to attain.
- 4.11 Unfortunately, at the time of the inspection there were too few incentives to encourage prisoners to strive to reach Unit 6. Both prisoners and officers commented that the standard of accommodation and access to services falls well short of what exists in some other parts of the prison. In particular, the accommodation was inferior in standard to the self-care units in Unit 4 inside the main prison. In the self-care wing of Unit 4 the prisoners are also able to cook their own meals.
- 4.12 The lack of real incentives for the often long and hard work undertaken by residents in Unit 6 tends to undermine the prison's hierarchical accommodation structure and its ability to maximise assistance to prisoners in their transition to freedom.

MINIMUM SECURITY UNIT

- 4.13 Although little can be done with the existing accommodation, the new dongers will offer better accommodation and therefore something of a greater incentive. But most of the unit will be unchanged. It is therefore appropriate to explore other incentives. For example, the evening meals are served at approximately 5pm, a similar time to those prisoners inside the prison. Unit 6, however, was not locked down until 10pm. One incentive could be the provision of a snack between the evening meal and lockdown. This was in place at Bunbury Regional Prison when the external minimum section was operational, and was seen as an incentive by prisoners.
- 4.14 In addition, the daily routine in Unit 6 had not been significantly adapted to allow for the fact that during the weekend prisoners do not work. During the week, prisoners were required for a formal parade at 8.15am and on weekends this was extended, but only to 9.00am. The issue of sleeping in on weekends may appear to be of little consequence, but this was a working unit where many prisoners do work hard during the week. Karnet clearly recognises the importance of this type of reward/incentive and does not require a formal parade until 11.45am.

EXTERNAL WORK PROGRAM (SECTION 95)

- 4.15 The section 95 external work program run from the minimum security unit at Greenough is one of the largest run by any prison in Western Australia. It has been well organised and services the community well through construction of amenities such as gazebos, toilets, caravan watering posts, trails and signage at many community, tourist and national park sites in the region. Prisoners new to the program are often given duties in weed control and removal of rubbish from verges in adjacent shires. A handful of individuals, including one or more women, are also placed as trustees to the police, cemetery, or community agencies who appreciate their help.
- 4.16 However, there was room for improvement in this area. At the time of the inspection there were 36 prisoners in the unit but only half were able to participate in section 95 activities outside the prison on any given day. It appeared that there were enough potential projects for the number of prisoners participating in section 95 on a daily basis to increase but that there were insufficient resources in terms of staff and vehicles. Prisoners therefore took it in turns to work on section 95 while the others remained in the unit carrying out mundane work that did not occupy them for any length of time.
- 4.17 With the impending increase in minimum security prisoners to be accommodated in the unit, the section 95 program will need to be expanded and funding provided for the necessary staff and vehicle support. This may also require the prison to actively identify and seek additional activities in the community that are suitable for section 95 prisoner employment. During the pre-inspection community consultation process the local shires appeared receptive to the section 95 program and were keen to see it expand.

- 4.18 The section 95 program at Greenough also gives prisoners access to work experience and exposure to prospective employers within the context of their reparative activity. A small number of workers, generally just one or two, are dropped at a location under the supervision of the employer or agency and occasionally checked during the day. This was good practice, which one would hope to see continued and increased.
- 4.19 In previous reports, the Office has recommended the establishment of a work camp in one of the neighbouring areas, with the ability to service surrounding communities. This would not only open up more reparative work opportunities but would also allow programs to operate further away from the prison itself. A work camp option would also add to the incentives open to Greenough prisoners and bring the prison more in line with Roebourne, Broome and Eastern Goldfields, all of which have active work camp programs.
- 4.20 Our previous recommendation for a work camp in the region was rejected by the Department and their responses to pre-inspection questions do not suggest any change of position.⁴⁹ Their view has been that the section 95 program was sufficient. However, this Office still believes there is merit in exploring the possibility of a work camp option in the region, especially given expanding prisoner numbers. This view was shared by many staff at the prison who had a number of ideas about potential local options.

Recommendation 4

The Section 95 work activity out of Greenough Regional Prison should be increased, incorporating a strong emphasis on both reparative activity and preparation of prisoners for post-release employment.

Recommendation 5

The Department should actively examine the options for a regional work camp.

49 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) Recommendation 21.

Chapter 5

RELATIONSHIPS AND COMMUNICATION

RELATIONSHIPS

Prison Administration and Staff

- 5.1 Open and collaborative relationships between staff and management have been a positive feature of Greenough Regional Prison. This was still evident during this inspection. The management team presented as mutually supportive and united. There appears to be well structured meetings between all levels of staff and the administration, and effective processes for disseminating information to those not present. As a result, the staff appeared to be more accepting of change and to have more of a shared vision with management than at a number of other prisons.
- 5.2 Staff surveys completed before the on-site inspection confirmed this. They indicated that staff generally felt respected, trusted, supported and valued by senior management and that they had a good relationship with the senior management group. While this view was not universal, generally only around 10 per cent of respondents disagreed. Scores on this dimension differ quite significantly from those seen in most prisons, indicating that senior management in this prison has a much better relationship with its staff than most. This result was in line with past survey findings for Greenough.

Staff and Prisoners

- 5.3 There was also a relatively positive relationship between staff and prisoners. Most staff have something of a ‘can do’ attitude, which flows through to their work and communication with prisoners. Inspection officers observed many staff interacting freely with prisoners, and some demonstrated particular empathy and concern with regard to prisoners’ welfare needs and entitlements. There were some exceptions, however, and some prisoners complained about rude or dismissive attitudes on the part of some staff. However, this does not appear to be a systemic problem so much as a problem with the attitudes of some individual staff members, combined with the staff feeling under pressure from double-bunking and increasing numbers.

The Community

- 5.4 Aboriginal input and understanding through community engagement is an important aspect of an Aboriginal prison. This Office would expect an Aboriginal prison to have robust mechanisms for active and meaningful dialogue with relevant community groups and representatives.
- 5.5 As part of its implementation of the recommendations from the 2005 Mahoney Inquiry, the new Department of Corrective Services committed to establishing an Indigenous Services Committee at every prison.⁵⁰ At Greenough, there was no such committee despite the presence locally of a number of well-established Aboriginal organisations likely to respond positively to a request to be represented on such a committee.

50 Mahoney, DL, *Inquiry into the Management of Offenders in Custody and in the Community* (Government of Western Australia, Perth, 2005) Recommendation 87.

RELATIONSHIPS AND COMMUNICATION

- 5.6 This Office believes that, provided their role and purpose are clear, committees of this sort can bring positive benefits. These include developing a better understanding of the needs of Aboriginal prisoners, better knowledge about issues and cultural factors in the community that are likely to affect prisoners on release, and better collaboration in developing services and resources for Aboriginal prisoners and the prison generally. A number of other prisons, including Acacia, have worked hard to develop and, as necessary, to revitalise similar committees in recognition of their symbolic and practical value.
- 5.7 Some years ago, a Community Consultation Group was established at Greenough to discuss issues relating to the minimum security unit, general operational matters, and community alert arrangements should there be an escape. However, there have been few meetings in recent years. This raised a concern that the community was therefore less informed than it might be. For example, there seems to have been no formal dialogue in relation to the expansion of the minimum section and the type of perimeter fencing planned.
- 5.8 Greenough has been a well performing prison over many years and, as already noted, the community work activities of its minimum security prisoners have made a positive contribution that has been embraced by the community. Establishing an Indigenous Services Committee and reinstating other community communication processes would therefore appear to be mutually beneficial. Such mechanisms provide an opportunity for the prison to inform and educate the community about its role and for the community to provide feedback and input.

COMMUNICATION

Internal

- 5.9 A large number of Greenough's prisoners have low literacy levels. However, requests to attend funerals, to order canteen goods, to initiate the phone system, and to convey other routine needs can usually only be made in writing using designated forms. Moreover, a myriad of pamphlets, signs, and posters are used to inform prisoners. This proliferation of literacy based communication, some of which involves complex language, constitutes a barrier for many prisoners. Unfortunately, but understandably, prisoners are also often reluctant to reveal to officers that they have low literacy skills and many reported that they rely a great deal on other prisoners to keep them informed.
- 5.10 This Office recognises that an emphasis on the written word as a means of disseminating information must form a key part of any communication strategy and that there is no simple solution to improving communication through other means. Nonetheless, Greenough has been used to pilot other programs that have been successful, and because of its track record, the 'can do' attitude of staff, and its Aboriginal population profile, it may be a good place to trial other communication mechanisms alongside the written word. For example, it would be possible to get prisoners themselves to design and produce signage and information based on pictures and graphics. It may also be possible to trial the use of a card system, similar to that used for health appointments, for prisoners to indicate that they would like to access services such as video visits.

- 5.11 Inspections officers were told by prisoners of situations where questions or requests had received no response from some officers. Officers acknowledged this and stated that the time they had to interact and address prisoner problems was diminishing with the increasing prison population and therefore often officers would ask prisoners to come back at a later time.⁵¹ Prisoners also expressed the view that whereas some prisoners would return and ask again if there was no response to their requests, cultural norms would commonly prevent those from the Kimberley repeating a request. In recognition of these pressures, there may be some merit in Greenough introducing a version of the ‘I want parade’ that operates at Bunbury. There, a period of time is set aside at the start of the day for prisoners to talk to a Senior Officer who is responsible for recording the matter and for following up as appropriate. This appears to be an efficient and effective process that could be rolled out to other prisons including Greenough.
- 5.12 There was also scope for more consistency in carrying out unit meetings with prisoners. At the time of the Inspection, some units had frequent and regular meetings while others had not been convened for some time.
- 5.13 Properly administered, case management can be an effective tool for communicating and engaging with prisoners. The system at Greenough was quite well established, with assigned officers preparing IMP Reviews and Parole Reports as well as the required Contact Reports. However, management acknowledged a need for some improvement in this area, and were implementing further training. Also it should be noted that a case management system was only provided for sentenced prisoners facing 12 months or more in prison and was rather limited in what was offered.

Video Links

- 5.14 There is a strong need for the Department to develop more modern communication strategies between prisoners and their families, lawyers and others. Greenough houses a large number of regional and remote Aboriginal men and women. Although most remote communities still rely heavily on the phone as a means of communication, there are many that have access to a local police facility, corrective services office, court house or tele-centre that can facilitate video links. Better quality internet-based communications are also increasingly available.
- 5.15 At the time of the inspection, the video link system was rarely used for social visits. Greenough management confirmed that approximately 90 per cent of the video link time was used for court hearings and other official purposes and noted that the time available for social visits was restricted. There appeared, therefore, to be an unmet demand and a need for video link facilities to be extended. During the inspection it was said that new video link equipment was proposed for Greenough. This Office will be keen to see that this will increase prisoners’ access to social visits as well as improving court and other official communications.

51 See also paragraph 8.25.

- 5.16 However, video links are not the only option and may become ‘outmoded’ as internet based communications improve. Many communities have access to such communications and it is time to actively trial ‘internet visits’ using technology such as Skype. Internet visits are a well-established feature in some Asian countries as they reduce the costs of communication considerably and can be utilised more frequently. The Office has raised this issue on several previous occasions. To date, progress has been very limited but during 2009 a service provider at Hakea Prison did facilitate the use of Skype for a number of foreign nationals to talk with their children. However, this was an ad hoc arrangement not a formal trial. It is critical to keep such innovations under review and to conduct further trials with a view to use of this type of technology becoming commonplace.
- 5.17 Quite apart from using the internet for family visits, it should also be possible for lawyers to communicate with their clients via such technology. This can be especially important if, as at Greenough, prisoners are often a long way from home.

Visits

- 5.18 Prisoners’ accounts of the way in which social visits were managed were very positive. The prison granted sensible concessions to visitors who had travelled long distances, or were only in the area for a short time, or had turned up unannounced. It was refreshing to find that the same common sense and flexibility underpinned the operation of social visits sessions.
- 5.19 The visits area itself has both internal and external areas. However, the internal area was quite small, which was limiting when weather conditions are unfavourable. Moreover, this confined space serves to exaggerate noise levels, and prisoners, their visitors and staff can often hear each others’ conversations. Greenough management had identified a new visits centre as a high priority in its 25-year plan, but there had been no commitment to this from head office at the time of the inspection. Even if the capacity does not increase to 450/500, as would have been the case if the November 2009 plans had been implemented, the number of prisoners will increase to around 330 through the double bunking program and the expansion of Unit 6. This reinforces the need for investment in a new visits facility.

Telephone Contact

- 5.20 Under the ‘Telephone’ heading of the Department’s Policy Directive 36, each prison must make provision for prisoners from a remote area and socially isolated from family and community, meaning some kind of phone subsidy.⁵² However, a number of prisoners at Greenough did not seem to know about this entitlement or, if they did, were confused about it. Staff also seemed unsure.⁵³

52 DCS, *Policy Directive 36, Communications*. ‘Each prison shall provide for additional needs to overcome the disadvantage of those prisoners who are from a remote area and who, by virtue of their imprisonment, have become socially isolated from their family and community.’

53 The confusion and uncertainty was exemplified by a notice about the phone policy that the inspection team members saw early in the inspection. The notice was difficult to understand, probably out of date, and subsequently removed.

RELATIONSHIPS AND COMMUNICATION

- 5.21 On investigation, the inspection team found that some of the confusion could be addressed through clearer communication. It emerged that prisoners' eligibility was often determined during orientation and their accounts were automatically credited so that they did not need to actually apply. While this practice was sensible and efficient it needed to be better communicated.
- 5.22 A good deal of confusion also arose from the fact that the amount of the allowance given by Greenough was different from other prisons around the State and was, in fact, less than most. For example, prisoners who had been at Roebourne and Casuarina were accustomed to much higher allowances. Not surprisingly, this led to some prisoners believing they had not received their allowance when they had in fact received a lesser allowance. This lack of consistency across the system seems indefensible but reflects the fact that individual prisons are expected to manage phone allocations out of their budgets. In the interests of clarity and equity, a standard phone allowance for prisoners such as those out of country should be implemented throughout the State.
- 5.23 Under the current costing of calls through the prisoners' phone system, prisoners who are from overseas can, in some cases, make calls overseas to their family at a lower cost than those making an STD call within Australia or even Western Australia. This is anomalous and inequitable and needs to be reviewed and revised, particularly as the Department examines and negotiates new telephone arrangements with potential service providers.

Recommendation 6

Practices with respect to remote prisoners' telephone allowances should be clear, consistent and equitable across the prison system and should not vary from prison to prison.

Recommendation 7

Greenough Regional Prison should establish an Indigenous Services Committee.

Recommendation 8

To improve family contact for prisoners:

- a) There should be significant upgrades to the visits facilities and the video link facilities at Greenough Regional Prison; and,*
- b) The Department should formally trial internet-based 'visits' at Greenough and other sites with a view to their introduction across the system.*

PHOTOGRAPHS



The Department has advised that all bunks installed at Greenough follow a standard design that conforms with Australian Standard 4220:2003.

Contrary to this notion of a standard design, four quite varying bunk designs were evident.

All were better options than the still commonly used mattress on the floor option.

PHOTOGRAPHS



Fencing to the external minimum security unit



Tarpaulin laid over computer equipment as the Education Centre's roof leaks

Elements of the 'women's precinct' at Greenough Regional Prison



Yard area



Education annex



Unit common area



Horticultural annex

Chapter 6

HEALTH

6.1 This inspection identified a number of issues with the health services at Greenough Prison. However, it should be noted that they were not dissimilar to those identified at most other prisons around the State during 2008 and 2009. The local doctors and nursing staff were very professional and dedicated but under pressure caused by staff shortages and an escalating prison population. As a result, they were not always able to see people as quickly as they would like. Although the service quality was of a good standard, delays in appointments undermined the effectiveness of the services. At Greenough, as at a number of other prisons, there were also some difficulties in terms of communications and relationships with Health Services in head office.

STAFFING

- 6.2 The Inspectorate's standards for Aboriginal prisoners state that health services should be comprehensive and should reflect and cater for the epidemiological profile of Aboriginal prisoners.⁵⁴ At first sight, health services at Greenough appeared to be sufficiently comprehensive for a population in the range of 230 to 250. There was a good quality health centre, access to specialist services in the community, a quota of 4.2 nurses (including the nurse manager position), a co-morbidity services officer, access to a dentist and a psychiatrist, and the provision for up to five doctor sessions (including sessions via a fly-in doctor if required).
- 6.3 The problem was that this was often not the reality. Too frequently, nurses were not available for shifts – either because they were sick or on some form of leave, or because the position was vacant. At best, only two of the doctor sessions were routinely being filled. For example, over the period 1 January 2009 to 30 April 2009:
- On seven occasions, no general nurses were present.
 - There were 86 weekdays in this period. On 35 occasions there was only one general nurse. On a further 36 occasions there were only two general nurses. This means that for almost 90 per cent of the time less than half the nursing positions were filled.
 - Of the five doctor sessions per week (each three hours long with an additional half hour for administration), on average, only two were provided.
- 6.4 The expanding prisoner population will present further challenges for health services at Greenough. Prison Health Services have developed a formula that identifies the number of staff and hours of service required per head of the prisoner population. It has also identified the infrastructure, such as consult rooms and dental rooms, necessary to deliver services and accommodate staff. Based on this formula, it would appear that Greenough's medical facility (when fully staffed) was at full capacity when there are 225 to 260 prisoners. It is apparent that there is a need for good planning and for an expansion of infrastructure to accommodate an increased number of staff and to meet increased demand for services as the prison population moves up to 300 or more.

54 OICS, *Inspection Standards for Aboriginal Prisoners*, Version 1 (July 2008) No. 15, 16 and 17.

SERVICE DELIVERY

- 6.5 Other factors can also hamper service delivery. In the past a number of external specialist medical appointments have been cancelled by the contracted transport service (G4S). The problem appears to have been that booked medical appointments clashed with other commitments by G4S, such as the need to transport prisoners to and from court. It was also recognised that the contractor experienced some difficulties in retaining sufficient staff in the area. Wherever possible, the prison has stepped in and conducted the escort. Recognising this problem, the medical receptionist no longer books appointments for prisoners during core court hours. While this may increase delays in securing appointments, there has been a marked decline in the number of cancellations and instances when the prison has needed to provide the escort in place of G4S.⁵⁵
- 6.6 Health services are committed to undertaking a comprehensive health assessment for each new prisoner. This was good practice, but with the reduced number of doctor sessions, waiting times have increased considerably and some sentenced prisoners have had to wait longer than the Health Services recommended standard of 28 days for their medical assessment.
- 6.7 A significant number of Greenough prisoners have come from remote areas and as such, have had limited or sporadic access to health services. Irregular access prior to reception into prison means that many prisoners present with complex health care needs, often requiring lengthy consultation times. Prison does at least offer an opportunity to improve a person's health through regular access to health professionals and health services. However, it is important for staff to have the resources necessary to prepare care plans for prisoners with complex health needs. According to the doctors, they constitute the majority of presentations.
- 6.8 Prisoners who wish to seek medical attention place their health card into a box in their unit. While this system has worked well in some prisons, at Greenough there was evidence that some days could pass before the prisoner saw a medical officer due to insufficient doctor or nursing coverage. This was a cause of distress and confusion to prisoners who were unsure when they would be seen and had to live with their discomfort in the mean time. Representation to the health centre on a prisoner's behalf did sometimes mean they were seen more urgently.
- 6.9 The Office believes that all prisoners requesting medical help should have the opportunity to state the nature of their problem to a clinician within a day, with an appointment made for further treatment depending on the nature of the complaint.

55 This practice is not dissimilar to that which has been implemented at Roebourne Regional Prison whereby prisoners are not seen by the courts until after 1.30 pm and thus most medical appointments are scheduled for the morning.

SUMMARY

- 6.10 The Department is engaged in a review of how health services can best be delivered at all its facilities. This review should lead to improved outcomes and there are already some positive signs in terms of improved relationships across health services. At present, the health service facilities at Greenough (provided all staff are on duty) appear adequate for a population of around 260. Although this Report makes no formal recommendation about health services at Greenough, this Office will continue to monitor whether the services are adequate to meet the demands of the increasing number of prisoners, including the larger number of women prisoners.

Chapter 7

STAFF

ATTITUDES, RELATIONSHIPS AND PROFILE

- 7.1 During past inspections, Greenough staff have presented as people who take an interest in their employment, their duties and their surroundings. They have also presented as pragmatic and willing to engage with prisoners. As mentioned earlier, staff throughout the prison continue to have something of a ‘can do’ attitude. This means that they try to make the best of the sometimes limited resources they have at their disposal.
- 7.2 Although both staff and prisoners expressed concern that there was now less time for officers to interact with prisoners, and expected this to reduce further with future increases in the prison population, relationships were still generally positive. Staff generally showed a genuine concern for the care and well-being of the prisoners and many were willing not only to raise issues about their own circumstances but also to raise issues on behalf of prisoners. This suggests that they have a good understanding of the principle that prisoners are in prison *as* punishment not *for* punishment.
- 7.3 Surveys of staff were conducted prior to the on-site phase of the inspection. Findings indicated that staff value their relationships, and generally get along, with colleagues. Similarly, staff’s commitment, and confidence in their ability, to support prisoners rated highly. These findings concurred with the top positives of working at Greenough, which staff identified as follows:
- Being part of a team;
 - Good staff; and
 - Working with prisoners.
- 7.4 The custodial and non-custodial staff of Greenough work well together. Conversations throughout the inspection indicated that staff also feel supported by the Superintendent and the administration team. They commented that they are able to raise issues of concern with prison management and there was a strong sense that this support was reciprocal. The overwhelming impression was of a cohesive group of staff who trust and respect one another and who function well as a team.
- 7.5 During the inspection, officers demonstrated and expressed a strong commitment to the prison, but were far more ambivalent towards the Department as a whole. This was consistent with the pre-inspection survey findings.

STAFF

- 7.6 The surveys also revealed that around 30 per cent of staff reported that they were concerned with the amount of work related stress they were experiencing, but most (74 per cent) were clear that they were able to separate the stresses they felt at work from their home life. This appears to be linked to the trust and confidence they have in their fellow work mates and the relationships they have with the prisoners. The top stress factors for the staff were:
- Intra staff bullying (though this was not evidenced during the inspection);⁵⁶
 - Overcrowding;
 - Insufficient staff;
 - Dealing with prisoners; and
 - Prisoner under-employment.
- 7.7 Eighty five per cent of Greenough's prisoners are Aboriginal but there are only a handful of Aboriginal staff members. Greenough is not alone in this and the system-wide challenge is to increase the number of Aboriginal staff across all levels. In particular, in prisons with a very high proportion of Aboriginal prisoners, it would be appropriate to target and recruit Aboriginal staff who can undertake management roles as well as support and custodial roles.
- 7.8 In summary, staff attitudes are positive and pragmatic and there was a good relationship between management and other staff. However, increases in the prisoner population, deteriorating work conditions, and increasingly complex workload management issues do pose risks for the future.

STAFF CONDITIONS

- 7.9 The accommodation units and administration building at Greenough Regional Prison were constructed at a time when there were fewer prisoners and fewer demands on staff. The increasing number of prisoners and staff has posed many challenges.
- 7.10 Staff overcrowding in the main administration building has been reduced by the provision of some new donger style offices. The conditions for uniformed staff in the units at Greenough have also recently been improved with the addition of extra space in the unit office to enable officers to take meal breaks and meet as a group out of the view of prisoners.
- 7.11 However, uniformed staff expressed concern that they lack the ability to effectively attend to prisoners' needs because of pressure on resources and space. As the prisoner population has increased, there has been a proportionate increase in staff numbers. However, neither prisoner accommodation areas nor staff working areas have been extended in size. Staff are generally therefore sharing existing office space and computers and desk space have not increased commensurate with the increase in staff numbers. In summary, staff as well as prisoners are becoming overcrowded; work spaces and other facilities for staff must be expanded and upgraded as prisoner numbers increase.

⁵⁶ It is notoriously difficult to get to the bottom of bullying issues. Although the survey concerns were not reflected in the on-site consultations, it is a matter to which management should give ongoing attention.

TRAINING AND DEVELOPMENT

- 7.12 Staff training appears to be relatively strong at Greenough. There was a practical and comprehensive training calendar with good staff participation. Staff appeared more positive and less cynical about training than at some prisons and said that their input and feedback on such matters was encouraged. They specifically identified a desire for training in areas that could enhance their career development opportunities within the Department.
- 7.13 The training officer and administration staff advised that they had already identified this as an opportunity for improvement and had begun to put together a Greenough-specific training package. This would target not only those staff who were already seeking promotion or acting in higher positions as Senior Officers, but also those staff who would be capable of, and who would aspire to such positions in the future. This was a positive initiative that was well supported by the prison and likely to give Greenough staff a competitive edge should they apply for positions in other prisons or other areas of the Department.

RECRUITMENT

- 7.14 One of the issues that emerged during the inspection related to the recruitment and training of staff to work at Greenough Regional Prison. It was suggested by staff and management that local people had a positive view of the prison and might be interested in working there, but were often unwilling to relocate to Perth for three months for training. In the debrief at the end of the on-site inspection period, the Inspector therefore suggested that there should be a targeted recruitment campaign in the Geraldton area, followed by the delivery of a regional training course or courses.
- 7.15 As this Office was advised, the lack of staff wanting to live and work in Geraldton was the main reason why the expansion plans that were announced for Greenough in November 2009 were revoked a short time later. Recommendation 1 in this report is that Greenough Prison be expanded. Even if that does not occur, Greenough now houses more prisoners. There was therefore still a need to consider a regional training program, as has recently been delivered in Albany.

Recommendation 9

The Department should initiate a local staff recruitment campaign and pursue the feasibility of a regional training program at Greenough.

Chapter 8

THE ABORIGINAL DIMENSION

KEY PRINCIPLES

- 8.1 Greenough is an Aboriginal prison in the sense that more than 75 per cent of its prisoners are Aboriginal. The Department of Corrective Services Strategic Plan includes the following objectives relevant to Aboriginal imprisonment: to ‘reduce the rate and seriousness of Aboriginal reoffending’; and to ‘improve the treatment and conditions for Aboriginal people by integrating an Aboriginal perspective into their custodial management’.⁵⁷
- 8.2 These are obviously important objectives which should be reflected in general departmental initiatives as well as the management regime and initiatives at Greenough itself. Rates of Aboriginal offending (and reoffending) are high and so, therefore, are Aboriginal victimisation rates.⁵⁸ In terms of reducing these figures, it is increasingly acknowledged that some of the drivers for Aboriginal offending are different and that other drivers are often on a greater scale than is the case with other prisoner groups.⁵⁹ It follows that applying a single model to the management of offenders and to addressing the causes of offending is unlikely to deliver sufficient community safety.
- 8.3 Historically, the custodial management of Aboriginal offenders in Western Australia largely conformed to practices which developed over centuries of custodial traditions in Australia and the United Kingdom.⁶⁰ There are serious questions around whether these practices have delivered results for Aboriginal prisoners.⁶¹ Certainly, it is now accepted in official Departmental policies as well as the literature, that Aboriginal experiences of custody have been fundamentally different from those of the non-Aboriginal population.⁶²
- 8.4 Some of the relevant aspects of this Office’s Inspection Standards for Aboriginal Prisoners are:
- That significant Aboriginal cultural values are protected, encouraged and strengthened;
 - That prison design, prisoner management and any interventions are appropriate to Aboriginal prisoners;
 - That Aboriginal people and their communities are consulted and involved in the management of Aboriginal offenders; and
 - That the Department sets and then holds itself accountable to key performance indicators around performance in the management of Aboriginal offenders.

57 DCS, *Strategic Plan 2008-2011*.

58 In the Kimberley, some research has suggested an Aboriginal recidivism rate as high as 93 per cent: Ferrante A, Loh N & Maller M, *Measurement of the Recidivism of Offenders Attending the Kimberley Offender Program* (University of Western Australia Crime Research Centre, 1999).

59 See The Forensic and Applied Psychology Research Group, *The Management of Indigenous Prisoners, Prisoners from Different Cultural Backgrounds and Women Prisoners* (University of South Australia 2000) or Day A, ‘Reducing the Risk of Reoffending in Australian Indigenous Offenders: What Works for Whom?’ (2003) 37(2) *Journal of Offender Rehabilitation* 1-15 for a thorough discussion.

60 See Blagg H, *Crime, Aboriginality and the Decolonisation of Justice* (Sydney: Hawkins Press, 2008).

61 Broadhurst, R, Maller R, Maller M & Duffecy J, ‘Aboriginal and Non-Aboriginal Recidivism in Western Australia: A Failure Rate Analysis’ (1988) 25(83) *Journal of Research in Crime and Delinquency* 101.

62 As argued by Broadhurst, R, Maller R, Maller M & Duffecy J, ‘Aboriginal and Non-Aboriginal Recidivism in Western Australia: A Failure Rate Analysis’ (1988) 25(83) *Journal of Research in Crime and Delinquency* 102 and accepted by the Department in its Department of Corrective Services, *Aboriginal Employment Strategy 2005-2010* (2005) 5.

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- 8.5 In its official policy documents, the Department certainly recognises the need for qualitative differences in approach.⁶³ As discussed below, Greenough has also implemented a number of initiatives and practical measures to improve the custodial management of Aboriginal prisoners. However, it is clear that there is considerable variation between prisons in the extent to which custodial management is Aboriginal focused and in the initiatives and measures that are adopted. To better coordinate activity this Office therefore believes that the Department should develop an Aboriginal Custodial Philosophy in the same way that it has developed a women-centred philosophy.⁶⁴ By way of a model, Serco, the operators of Acacia Prison, developed an Aboriginal Prisoner Action Plan with 50 separate strategies with outcome markers and timeframes.

REDUCING THE RATE AND SERIOUSNESS OF ABORIGINAL REOFFENDING

Departmental Data

- 8.6 The Department's Strategic Plan 2008–2011 identifies efforts to reduce the rate and seriousness of reconviction of Aboriginal offenders as a marker of its successful contribution to the government objective of a safer and more just society. In the pre-inspection requests to the Department, data and other information was sought to show how this was being achieved at Greenough.
- 8.7 The Department's submission identified 10 areas where it had, in its view, positively impacted on the rate and seriousness of Aboriginal reconviction through Greenough Regional Prison. These areas were employment, a structured day, education and vocational training, health, supervision and reporting, life skills, cognitive skills, offence-specific programs, counselling, and re-entry services. Certainly, the general criminological literature points to these being potentially effective ways to impact on reconviction.⁶⁵ However, the literature tends to involve non-Aboriginal offenders being released into environments that are very different from those experienced by most regional and remote Western Australian Aboriginal offenders.⁶⁶ Unfortunately, only very limited data is available.

63 As demonstrated in the Department's reports on suicide prevention Department of Justice, *Cultural Consultancy Project* (2006) and in its Department of Justice, *Aboriginal Employment Strategy 2005-2010* (2005).

64 OICS, *Report into the Announced Inspection of Broome Regional Prison*, Report No. 46 (October 2007) 2.

65 See Aos S, Miller M & Drake E, *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates* (Washington State Institute for Public Policy, October 2006) for a summary of interventions found to be broadly effective.

66 See Gilbert R & Wilson A, *Staying Strong on the Outside: Improving the Post-release Experience of Indigenous Young Adults* (Indigenous Clearing House Research Brief February 2009); Weatherburn D, Fitzgerald J & Hua J, 'Reducing Aboriginal Over-representation in Prison' (2003) 62(3) *Australian Journal of Public Administration* 65-73; Baldry E, McDonnell D, Maplestone P & Peeters M, 'Ex-prisoners, Homelessness and the State in Australia', (2006) 39(1) *The Australian and New Zealand Journal of Criminology* 20-33; Blair E, Zubrick S & Cox A, 'The Western Australian Aboriginal Child Health Survey: Findings to Date on Adolescents' (2005) 183(8) *Medical Journal of Australia* 433-435.

- 8.8 The Department did provide data about the reconviction rates of Aboriginal and non-Aboriginal prisoners after release. It is recognised that reconviction rates provide a rather limited measure of 'success' in corrections. They do not explain the factors that contributed to a person not reoffending (for example, whether it was due to the person completing a treatment program in prison or to a quite extraneous factor such as finding a job or a positive new personal relationship). Nor do reconviction rates alone tell us anything about the nature of the reoffending (for example, the new offences may be different in kind or gravity from earlier offences). Nevertheless, reconviction rates are the most commonly used measure. Unfortunately, the information provided by the Department indicated that the reconviction rate of Aboriginal offenders released from Greenough over a two year period was far higher (around 59 per cent) than the non-Aboriginal reconviction rate (37 per cent).
- 8.9 In order to measure the impact of measures to target Aboriginal reoffending and to substantiate general claims of effectiveness, it is clear that more sophisticated measures are needed. The Department collects a wealth of information, at both prison and departmental levels, with respect to a wide range of matters. Unfortunately, however, the existing data does not allow an adequate evaluation of the extent to which the Strategic Plan objective of reducing the rate and seriousness of Aboriginal reoffending is being met.

Throughcare

- 8.10 Although their precise impact on reoffending may not be measured or clear, a range of interventions and support mechanisms for Aboriginal prisoners was offered at Greenough. These are coordinated through the case management system. Initial Management and Placement Plans and Individual Management Plans (IMPs) are developed by assessments staff. Those with IMPs are assigned to individual officers as case managers who are required to meet with the prisoner, check on their progress and prepare any IMP Reviews or Parole Reports that may be needed. Where treatment needs are identified, and a program is available, such prisoners may be booked for a program during their sentence.
- 8.11 The case management system runs well at Greenough, but only those with longer sentences benefit either from the attention of case managers or treatment programs.⁶⁷ There also seemed to be scope for improved communication with prisoners about their management plans. Since the inspection, Greenough has participated in a three month pilot of a checklist to identify prisoner needs, as part of a statewide project to develop a more comprehensive case management system. Greenough was also seeking to expand its assessments team with two civilian staff to add to the quality of the assessment reports that are developed.
- 8.12 Another aspect of throughcare is transitional support arrangements. Greenough had a new Transitional Manager who implemented a checklist for prisoners due for release, linked them with re-entry services and other support agencies where they existed in their communities (for example, for accommodation); and organised their transport home, through the Transport Options Program. This required coordination with other facilities if the prisoner was to be released from elsewhere, and with Community Corrections Officers if the person was to be released on parole.

⁶⁷ For a more comprehensive discussion on this point see OICS, *Review of Assessment and Classification within the Department of Corrective Services*, Report No. 51 (June 2008).

Education and Employment

- 8.13 Aboriginal and non-Aboriginal prisoners have good quality educational opportunities. Importantly, there were a range of options for prisoners with differing competency levels and needs. There was also evidence that real efforts are made to identify and target prisoners with the highest identified needs – predominantly major literacy and numeracy deficits – during their Individual Management Plan (IMP) assessment.
- 8.14 Education provision has expanded to enable prisoners to pursue part-time studies, to include the minimum security unit, and to increase women’s participation. This brings the number of education sites to four, including Unit 1. An adult education worker was also involved in running education in some of the industries areas. As a result, the percentage of Aboriginal prisoners in education at least matches that of the general prison population (85 per cent).
- 8.15 On a less favourable note, however, the education facilities are somewhat basic. The placement of the education centre within a workshop in the industries area limits the movement of prisoners to and from the centre and places a physical limit on expanding the centre.
- 8.16 Delivery in the education centre has necessarily (for funding and accreditation purposes) focused on nationally accredited units of competency. These are undoubtedly valuable and this Office strongly supports the focus on basic literacy and numeracy programs for those who need them. However, in moving forward, it will be necessary to assess whether such nationally accredited units are flexible enough to allow Aboriginal prisoners at Greenough to tailor their education and skill development in ways that are best suited to their communities post-release.
- 8.17 Greenough has long had a strong focus on meaningful employment, maintaining a vibrant industries area and employment options with an industry-standard laundry, skills-development workshop, metal workshop, textiles workshop (in Unit 5), kitchen, extensive horticulture, gardens and grounds and section 95 work projects. Outdoor work within the prison and laundry work have been most popular industries with Aboriginal prisoners, but most only gain unit-based employment. Unfortunately, the laundry, in particular, had lost contracts due to local industry contraction and this had further reduced the number of Aboriginal prisoners engaged in meaningful work. For Aboriginal people from remote areas, one might also question the extent to which any of the employment activities at Greenough are likely to prepare them for employment after release.

Programs

- 8.18 Over a period of time, Greenough’s management and programs staff have shown the willingness and organisational ability to run a suite of programs to address issues such as violence and substance abuse. However, until 2009, program delivery across the whole Department had faded away. Fortunately, the programs area is now being reinvigorated. At Greenough, in order to support program schedules, there has been a long-standing effort to build local capacity and expertise with a good involvement by local organisations. This has included the involvement of cultural consultants and the use of Aboriginal agencies. These efforts are to be commended. Nevertheless, at the time of the inspection there was a significant backlog of demand, with the prison lacking the program rooms and office spaces required to further increase delivery.

INTEGRATION OF ABORIGINAL PERSPECTIVES

8.19 The Department's strategic plan states that it aims to 'improve the treatment and conditions for Aboriginal people by integrating an Aboriginal perspective into their custodial management'.⁶⁸ Similarly, its 2007/2008 Annual Report stated that the consideration of [Aboriginal] culture is 'integral to developing effective classification, placement, reparation, rehabilitation and re-entry programs and practices'.⁶⁹ In assessing the extent to which the Department was integrating Aboriginal perspectives into the prison's operations, the inspection team had regard both to its own principles and to this Office's Code of Inspection Standards for Aboriginal Prisoners.

Staff Perspectives

8.20 Generally speaking, staff attitudes at Greenough are quite positive and provide a good foundation for meeting the objective of better integrating Aboriginal perspectives.⁷⁰ The pre-inspection staff survey and meetings with staff during the inspection indicated that most staff believed that they had positive relationships with the prisoner group. Importantly, they saw working with prisoners as a positive aspect of the job.⁷¹ Both staff and management were eager to do what they could to better service the needs of the predominantly Aboriginal population. The prison has a long history of innovation and of being receptive to change. Some custodial staff interacted with prisoners beyond what was functionally required and there was an active case management structure in place.

8.21 Many staff had a sound understanding of the various Aboriginal prisoner groups, but this awareness was somewhat unevenly spread. Recognising the need for staff in their prison to have a high level of cultural competency, management were committed to developing a greater in-house training capacity and showed a positive interest in reaching out to local Aboriginal organisations for training and support. They had concluded that the Department's training package was too metropolitan focused and was not culturally appropriate for the prisoners held at Greenough. Consequently, with the assistance of the prison's Satellite Trainer, Aboriginal staff and an external Aboriginal support agency, the prison was developing a cultural awareness program with local content. This course was intended for delivery by Aboriginal co-facilitators from the prison and an external Aboriginal training agency.

Sensitivity to Aboriginal prisoners

8.22 In the pre-inspection surveys, prisoners indicated that although they felt that the prison system as a whole was unfair and that racial issues were still common, staff at Greenough treated them as human beings and attempted to mitigate some of the structural unfairness.

68 DCS, *Strategic Plan 2008-2011* Reviewed June 2009. http://www.correctiveservices.wa.gov.au/_files/Strategic_plan_review.pdf

69 DCS, *Annual Report 2007/08* (September 2008) 24.

70 There are a few areas of concern; see paras 8.24-8.25 but these relate to some individual officers and to the pressures of overcrowding.

71 See also paragraph 6.3.

- 8.23 Many prisoners enter prison feeling very distressed and the vast majority of prisoners at Greenough are Aboriginal. Around half of the surveyed prisoners reported having high levels of anxiety, stress and depression when they first arrived. Despite this, however, few prisoners reported suicidal ideation, being overwhelmed, or being concerned for their mental health at the time of the survey. These survey findings were confirmed when the inspection team reviewed the prison's reception and orientation processes, its at-risk management system, and its pragmatic and sensitive approach to managing prisoner grieving. This evidence was consistent with the general findings of previous inspections and supports the conclusion that Greenough offers a realistic compromise between holding Aboriginal prisoners in their own country and transporting them to the metropolitan area.
- 8.24 Although attitudes as a whole were positive, there was room for improvement in some respects. One such area which caused concern was the number of prisoners reporting in the surveys and to the inspection team that they had experienced racially based comments from a small number of staff.
- 8.25 As previously noted, communication appeared to be an issue within the prison.⁷² Many prisoners have limited literacy skills and found it difficult to obtain information on the rules or other matters within the prison. This rendered them heavily reliant on other prisoners or on staff to explain issues to them, sometimes multiple times. Prisoners appear to have found this quite effective but many staff felt frustrated at the frequency and volume of prisoner requests. Most staff recognised the necessity of this but a considerable number (based on the staff survey, between 25 per cent and 54 per cent) attempted to minimise engagement with prisoners preferring short, businesslike communications.
- 8.26 Another positive feature was the prison's informal policy of allowing family groups to live and work together. In this way, for example, Aboriginal prisoners from the Pilbara can elect (subject to appropriate assessments) to live with family and then to work alongside family members in the laundry. This reinforces family and cultural ties, enables prisoners to more easily access family supports in the prison and contributes to better staff-prisoner relations.
- 8.27 On the down side, prisoners who wish to stay with family will generally be in the lower quality accommodation units. Sometimes this was because other numbers of a family group are not eligible for enhanced accommodation. For example, during the inspection team members spoke with one prisoner who said he had moved from self-care to the poor conditions of Unit 1 in order to be with an older relative. The hierarchical model of accommodation also depends on prisoners valuing the incentives offered by higher accommodation over their current circumstances. Typically, these incentives are based around self-care, improved physical conditions and placement in a single occupancy cell. However, as previously noted, the minimum security unit offers limited incentives. Furthermore, many Aboriginal prisoners, particularly those who are out-of-country, highly value the ability to maintain close family ties. This endures despite relatively easy access to visiting prisoners in other units.

72 See chapter 5 above.

- 8.28 In recognition of such issues, the 2006 inspection of Greenough recommended that: ‘The Department review the hierarchical accommodation model and capacity of existing cells and units to match the needs of the population at Greenough Prison, with consideration of the diversity of Aboriginal groups in the prison and the aspects of improved accommodation and regimes valued by these prisoners’.⁷³ The Department agreed with this recommendation. However, there did not appear to have been any works to Unit Four (the newer and better quality accommodation) to retro-fit multi-occupancy cells, and no improved conditions in Units 2 and 3 for prisoner groups who elect not to progress to Unit 4 or to the external minimum security unit.

Reflecting Aboriginal culture

- 8.29 The inspection looked for evidence of the extent to which Aboriginal culture was reflected in the prison. Aboriginal art from the various regions represented in the prisoner population was evident throughout the prison. There was also an Aboriginal meeting place. However, more could be done to reflect an Aboriginal feel about the prison, including having a flag pole with the Aboriginal flag at the entrance of the prison.⁷⁴ Both prisoners and staff also commented on a deterioration in NAIDOC week activities over recent years; for example, in earlier years there had been a stronger focus on family contact, sporting and artistic activities and barbecues.

- 8.30 Food has a very strong cultural meaning and having food that represents and reinforces cultural identity is one of the areas most regularly raised with this Office by Aboriginal prisoners. This Office has made numerous recommendations regarding culturally appropriate food, including at the last inspection of Greenough:

That the Department develop a range of menu options for traditional foods for delivery in the prison system that recognises the diversity within the Aboriginal prisoner population and that meets the requisite health and dietary limitations.⁷⁵

- 8.31 The Department’s response to this recommendation (and to all the recommendations this Office has made in this area) was to disagree, citing the difficulties inherent in attempting to address traditional food issues and the ability of prisoners through the peer support group to have input into menu options. Consistent with the Department’s disagreement, Greenough’s catering team has received no assistance or advice on the provision of culturally appropriate food and offers little in the way of traditional food options. Although there are considerable practical and logistical issues, this Office remains of the view that more can be done with respect to the provision of traditional foods. The financial costs would be relatively small but the gains would be great.

73 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 18, Recommendation 10.

74 It is noted that the prison has placed an Aboriginal flag on the wall within the entrance foyer at the front gate of the prison. This is a welcome addition.

75 OICS, *Report of an Announced Inspection of Greenough Regional Prison 2006*, Report No. 44 (May 2007) 20, Recommendation 11.

8.32 Attendance at funerals is a matter of huge cultural significance in Aboriginal communities and is a constant source of complaint to this Office. Unsuccessful applications for attendance can be a point of tension between prisoners and staff, even though decisions are ultimately made by head office and not the prison. Greenough management has taken sensible steps to maximise the likelihood of an Aboriginal applicant being successful when applying to attend a funeral. They ensured that a thorough approach was taken to collecting the necessary information to support the application and have developed a ‘cheat sheet’ for officers assisting prisoners with funeral applications. This process has improved the ‘success rate’ of funeral applications which was one of the highest in the State. It has also improved communication with the prisoners over why they may not be successful. In addition, at times the prison has made provision for grieving activities inside the prison for those not able to attend a funeral.

Maintaining contact with family and community

- 8.33 The geographical distribution of the prison estate, with its strong metropolitan-focus, leads to many Aboriginal prisoners being dislocated from country and isolated from family. Many prisoners at Greenough do not receive visits for much of their sentence, with only 57 per cent of prisoners indicating in the pre-inspection survey that they received any visits.
- 8.34 This has been a longstanding issue at Greenough and at the last inspection it was recommended that the prison should develop, pilot and implement a policy regarding compensatory measures to offset the effects of dislocation which could then be considered for application across the system.⁷⁶ The Department agreed with this recommendation and stated that it was reviewing its management of Aboriginal prisoners across the State in a strategic manner to improve services to those held out-of-country. Its intention was to develop a philosophy for the management of Aboriginal prisoners and to pilot and develop initiatives from that philosophy.
- 8.35 This Office therefore requested information on measures that were being taken to reduce the problems of dislocation. The Department’s formal submission⁷⁷ identified only one such measure: ‘In order to reduce the displacement of regional Aboriginal prisoners to the metropolitan area a formal Out of Country Prisoner Transfers agreement has been agreed to in principle and has been endorsed by designated Superintendents at Greenough, Roebourne and Broome Regional Prisons and the Director, Regional Prisons. The intent of the agreement was to have where possible, prisoners managed in or as close as possible to their identified homelands and established supports.’⁷⁸
- 8.36 Unfortunately, the Out of Country Prisoner Transfers Agreement is little more than a paper document. There had been few if any actual transfers pursuant to the agreement, and there were few signs that it could become functional in any meaningful way. In large part, this was probably because the prisons are full and the system was effectively gridlocked.

76 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) Recommendation 7.

77 Ian Johnson, Commissioner Department of Corrective Services, *Questions relating to Greenough Regional Prison inspection*, letter (5 August 2008).

78 Our understanding is that Casuarina Prison is also a party to this agreement.

- 8.37 At the local level the prison has implemented some compensatory initiatives, which feedback suggests have been positive. For example, as already noted, the prison allows family groups to live together and to visit across units. Newspapers from the Pilbara and the Kimberley are available in the library and a new TV channel (via a Christian group) was being installed, which should enable prisoners to see more of their home communities and regions.
- 8.38 However, while the video-link system offers video-visits at a subsidised price of \$4 for 20 minutes (cheaper than the telephone), the video-link facility was largely taken up with court hearings and other official purposes. As previously discussed, the subsidy available for telephone calls was also less generous than at other prisons.⁷⁹

Aboriginal support services

- 8.39 The Aboriginal Visitors Scheme (AVS) was established in 1988 in response to the work of the Royal Commission into Aboriginal Deaths in Custody. Detainees and prisoners may see visitors during their rostered visits or at other times, if necessary. Families of those in custody can contact the scheme directly if they are concerned about a relative in custody. The aims of the scheme are to ensure that:
- Means are provided for reducing the likelihood of deaths and/or self-harm;
 - The conditions of those in custody improve through consultation, advice and information to decision-makers; and
 - Aboriginal community groups are properly informed on conditions of custody.⁸⁰
- 8.40 At this inspection, as at the previous inspection, the AVS was almost invisible at Greenough. Its services had been severely hampered by the fact that the AVS Visitor had been ill and unable to attend the prison. In fact, according to prison records, the AVS had not visited the prison since 3 April 2009. An active AVS is vital to an Aboriginal prison and the service should not be dependent on the health of one individual. There should be sufficient numbers of AVS staff and arrangements should be made for other visitors to undertake the work should this become necessary. There are a number of strong Aboriginal groups in the Geraldton area and if it is not possible to source visitors from there, consideration should be given to providing a fly in – fly out service from Perth.
- 8.41 The Prison Support Officer (PSO) at Greenough has been at the prison for a number of years and has a very good understanding of the prison system and of the prisoners. As a skilled individual the PSO was being used as a cultural consultant for program delivery. While it was good to see an Aboriginal person involved in the delivery of programs, the use of the PSO as a consultant resulted in a split role, adversely affecting the service that could provide to prisoners. They reported not seeing the PSO around the prison, and the peer support group, which had been very active in the past, appeared to be suffering from a lack of direction.

79 See [5.20] – [5.23].

80 DCS Flyer re AVS, http://www.correctiveservices.wa.gov.au/_files/AVS_flyer.pdf

- 8.42 The local administration was aware of the impact that the PSO's new role was having and had taken steps to address these. In a first for Western Australia, a local order⁸¹ had been created to clarify and detail what the local administration expected of the PSO and of the peer support team. To fulfil some of the functions lost to the PSO involvement in programs, an Aboriginal elder had been engaged to attend the prison five days per week. The prison was also working with the Department to fund an additional PSO position. The additional PSO position seems necessary if the current PSO continues to play split roles.

SUMMARY

- 8.43 It was evident that Greenough Prison was making efforts to reduce the rate and seriousness of reoffending within a predominantly Aboriginal prisoner group. However, it is essential for the Department to have much better data to assess achievement against this goal than was available for this inspection. The prison had also developed a number of local initiatives in order to better integrate Aboriginal perspectives, though there was room for improvement in a number of areas.
- 8.44 In the view of the Inspector there would be great benefit in the development of a Department-wide Aboriginal Custodial Philosophy, containing clear policy settings and targets. Around seven years ago, this type of approach was used in the context of women's imprisonment and that has reaped substantial benefits. A Philosophy of this sort would go well beyond the general principles that are currently contained in the Department's Strategic Plan and other documents. It would aim to ensure that Greenough's activities are embedded within the Department's broader strategic framework and form part of a comprehensive and consistent system-wide approach. In developing a document of this sort, the Department would also be able to establish targets, to set up processes for gathering relevant data, and to evaluate system wide performance.

Recommendation 10

The Department should ensure that the Aboriginal Visitors Scheme (AVS) is provided with the resources and funding that are necessary to allow it to provide a regular service to Greenough.

Recommendation 11

The Department, in conjunction with Aboriginal communities and agencies, should develop a State-wide Aboriginal Custodial Philosophy. This should address the full range of custodial management issues across the system, including the incorporation of Aboriginal perspectives and strategies to reduce the rate and seriousness of Aboriginal reoffending. Measures and targets should be set, and data should be collected which allows an assessment of performance, over time, against those measures and targets.

81 Greenough Regional Prison – Local Order No. 56.

Appendix 1

THE DEPARTMENT'S RESPONSE TO THE 2009 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
Rehabilitation 1. Greenough Regional Prison should be expanded and developed to become a regional hub for assessments, program delivery and specialist services.	Not Supported There is a need to re-assess the model for the state prisons and examine the throughput of prisoners across the State and what the future will look like, particularly given the expansion of the prison estate. This may include the possible use of Greenough as a regional hub which is a feasible concept but needs further exploration with a state wide approach.
Human Rights 2. The Department should conduct a full risk assessment of all double bunk designs across the whole prison estate and should undertake such modifications as are necessary to reduce the risk of injuries.	Supported All bunks installed meet the Department's standard design for Double Bunks which was developed following a review of Australian Standard 4220:2003 and modified to meet the criteria required of a safe adult bunk. Bunks are customised (within the approved safe parameters) to ensure that available space is maximised within the restrictions of individual cell layouts and the need to meet ligature minimisation standards. However, the concerns raised in this report do need to be assessed and a risk assessment will be conducted with modifications undertaken if required.

THE DEPARTMENT'S RESPONSE TO THE 2009 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
<p>Racism, Aboriginality and Equity</p> <p>3. In planning, constructing and managing the proposed new women's unit at Greenough Regional Prison, the Department should take account of:</p> <p>a) The existing shortcomings identified in this Report;</p> <p>b) Experience at Boronia and Bandyup in improving the position of women prisoners; and</p> <p>c) The principles contained in its 'Women's Way Forward: Women's Corrective Services Strategic Plan 2009-2012'.</p>	<p>Supported in Principle</p> <p>The need for a specific service for women incarcerated at Greenough Regional Prison has been identified by the Department, hence the decision to construct a women's unit at that facility. Building and service design will take into consideration experiences at other women's prisons and the significant advancements already made by the Department in line with our principles outlined in the 'Women's Way Forward'.</p>
<p>Rehabilitation</p> <p>4. The Section 95 work activity out of Greenough Regional Prison should be increased, incorporating a strong emphasis on both reparative activity and preparation of prisoners for post-release employment.</p>	<p>Not Supported</p> <p>In June 2009 the Department commenced its own comprehensive review of Offender Employment (now complete) throughout the state of which Section 95 is one component. Section 95s will be considered in line with a whole suite of recommendations emanating from the report to ensure that a holistic approach to constructive activity is applied across the state that not only benefits the individual prisoners but the community as a whole.</p>
<p>Reparation</p> <p>5. The Department should actively examine the options for a regional work camp.</p>	<p>Not Supported</p> <p>The Department as part of its own ongoing strategic asset management has already expanded Work Camp beds across the State. Corrections is a dynamic industry and while we will continue to assess the need for work camps, there are no plans in this region at this point in time.</p>

THE DEPARTMENT'S RESPONSE TO THE 2009 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
<p>Racism, Aboriginality and Equity</p> <p>6. Practices with respect to remote prisoners' telephone allowances should be clear, consistent and equitable across the prison system and should not vary from prison to prison.</p>	<p>Supported</p> <p>The Department has already recognised this inequity and is currently in the process of reviewing policies in relation to this.</p>
<p>Racism, Aboriginality and Equity</p> <p>7. Greenough Regional Prison should establish an Indigenous Services Committee.</p>	<p>Noted</p> <p>All prisons throughout the State have already been required to establish an Aboriginal Services Committee in line with Recommendation 87 of the 'Review into the Management of Offenders in Custody and in the Community' (Mahoney, 2005). Whilst a committee had previously operated at Greenough, the format and membership had changed considerably. A new position 'Reform Coordinator Aboriginal Services' has been established and permanently filled to coordinate the reforms from each committee, including Greenough and progress will be formally assessed on a trimester basis through the Prisons Performance Reporting framework.</p>
<p>Care and Wellbeing</p> <p>8. To improve family contact for prisoners:</p> <p>a) There should be significant upgrades to the visits facilities and the video link facilities at Greenough Regional Prison; and,</p> <p>b) The Department should formally trial internet-based 'visits' at Greenough and other sites with a view to their introduction across the system.</p>	<p>Supported in Part, Subject to Funding</p> <p>The Department has already initiated a trial of internet-based communications to cover a range of services, including visits. Some remote communities are already utilising video link for such purposes; Warburton (via the police station) and Eastern Goldfields Regional Prison is one example. Our experiences have identified issues that need to be addressed before this technology can be rolled out across the system, these issues are being actively addressed and therefore there is no need for a pilot at Greenough.</p> <p>The existing visits centre will be assessed for suitability and if upgrades are required these will be considered.</p>

THE DEPARTMENT'S RESPONSE TO THE 2009 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
<p>Staffing Issues</p> <p>9. The Department should initiate a local staff recruitment campaign and pursue the feasibility of a regional training program at Greenough.</p>	<p>Noted</p> <p>The Department has already undertaken targeted localised recruitment activity (for all employee groups, including prison officers) in and around the Geraldton/Greenough region. The Department has already implemented region based training programs (21 recruits undertaking ELTP course at Albany Regional Prison) and this model can be applied at other locations around the state if considered feasible.</p>
<p>Racism, Aboriginality and Equity</p> <p>10. The Department should ensure that the Aboriginal Visitors Scheme (AVS) is provided with the resources and funding that are necessary to allow it to provide a regular service to Greenough.</p>	<p>Supported in Principle</p> <p>The AVS is funded to provide an adequate level of service to Greenough however it is acknowledged there are some local management issues to be resolved.</p>

THE DEPARTMENT'S RESPONSE TO THE 2009 RECOMMENDATIONS

Recommendation	Acceptance Level/Risk Rating/Response
<p>Racism, Aboriginality and Equity</p> <p>11. The Department, in conjunction with Aboriginal communities and agencies, should develop a State-wide Aboriginal Custodial Philosophy. This should address the full range of custodial management issues across the system, including the incorporation of Aboriginal perspectives and strategies to reduce the rate and seriousness of Aboriginal reoffending. Measures and targets should be set, and data should be collected which allows an assessment of performance, over time, against those measures and targets.</p>	<p>Noted</p> <p>In addition to the comprehensive Aboriginal impact assessments conducted on all policy and project work, the Department has already developed and implemented a comprehensive statewide strategy to address Aboriginal disadvantage in its various dimensions throughout prisons.</p> <p>Operational oversight is being facilitated by the newly established Reform Coordinator Aboriginal Services position. Additionally, the Department is currently progressing significant structural reforms to greater empower the Aboriginal services focus within the Department.</p>

Appendix 2

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006 RECOMMENDATIONS

Recommendation Number	Report No. 44, <i>Report of an Announced Inspection of Greenough Regional Prison (May 2006)</i> . By type of Recommendation / Duration	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	Custody and Security That a disciplinary officer be stationed in the medical centre at all times prisoners are present.			•		
2.	Custody and Security That the Department address the need for safer cells within Greenough Regional Prison's standard accommodation units and, in particular, plan to retrofit multi-occupancy cells in Units 2 and 3.		•			
3.	Staffing Issues That the position of Greenough Regional Prison's security manager be upgraded and the role expanded to incorporate a wider range of tasks and responsibilities related to security and safety. The management of routine security tasks could be devolved to other security staff, to give scope for a more strategic focus from the redefined security manager position.			•		
4.	Custody and Security That the Department implement an appropriate action plan to address identified issues to restore Greenough Regional Prison to a level appropriate for a contemporary medium security prison.		•			
5.	Custody and Security That Greenough Regional Prison undertakes a comprehensive review and update of the emergency response procedures along the lines identified by the Department's security audit.			•		
6.	Custody and Security That multiple cameras be installed in the visits areas at Greenough Regional Prison to better prevent contra-band transfer into or out of the prison via visit sessions.		•			

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006
RECOMMENDATIONS

Recommendation Number	Report No. 44, <i>Report of an Announced Inspection of Greenough Regional Prison (May 2006)</i> . By type of Recommendation / Duration	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
7.	Racism, Aboriginality and Equity That Greenough Regional Prison develop, pilot and implement a policy regarding the entitlement to a comprehensive range of compensatory measures to offset the dislocation of out-of-country Aboriginal prisoners. The Department should monitor this initiative with a view to application at other relevant prisons.		•			
8.	Care and Wellbeing That the provision be made at Greenough Regional Prison for an interview room or area available for admission interviews out of earshot of other prisoners. Generic design standards to address the need for confidentiality during reception processes should be considered for all prisons.			•		
9.	Care and Wellbeing That the Department address conditions and regimes in Unit 1 at Greenough Regional Prison, to simplify the functions of unit staff and improve general living conditions and amenity of the unit.		•			
10.	Racism, Aboriginality and Equity That the Department review the hierarchical accommodation model and capacity of existing cells and units to match the needs of the population at Greenough Prison, with consideration of the diversity of Aboriginal groups in the prison and the aspects of improved accommodation and regimes valued by these prisoners.		•			

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RECOMMENDATIONS

Recommendation Number	Report No. 44, <i>Report of an Announced Inspection of Greenough Regional Prison (May 2006)</i> . By type of Recommendation / Duration	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
11.	Racism, Aboriginality and Equity That the Department develop a range of menu options for traditional foods for delivery in the prison system that recognises the diversity within the Aboriginal prisoner population and that meets the requisite health and dietary limitations.		•			
12.	Racism, Aboriginality and Equity That the Department fund and support the introduction of an Aboriginal Health Worker service to Greenough Regional Prison.		•			
13.	Health That the medication dispensing policy at Greenough Regional Prison be reviewed to provide flexibility to support lunchtime dispensing and later dispensing of night medication for prisoners with an assessed requirement for this.			•		
14.	Health That the Department provides resources for Greenough Regional Prison's nursing staff to fill the portfolio needs in the area of Hepatitis C care and treatment, alcohol and other drug issues and mental health.			•		
15.	Custody and Security That the Greenough Regional Prison review and update the local drug action plan to achieve a comprehensive delivery approach with a balance between reduction of supply, reduction of demand and reduction of harm as outlined in the Department's <i>Justice Drug Plan (2003)</i> .		•			

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		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
16.	<p>Human Rights</p> <p>That Greenough Regional Prison review the provision of information and assistance for prisoners to access complaint resolution processes, to ensure:</p> <p>a) accessibility of information appropriate to the diverse population regarding the prisoner grievance process, alternate complaint procedures and external agencies;</p> <p>b) assistance is available for prisoners to lodge complaints other than via written means; and,</p> <p>c) all prison staff are trained in handling prisoner complaints and understand the prisoner grievance process and the role of external complaint agencies.</p>		•			
17.	<p>Racism, Aboriginality and Equity</p> <p>That the Department ensure a regular and ongoing Aboriginal Visitors Scheme service to Greenough Regional Prison, with visitors appropriately trained and supported to work within the prison setting.</p>		•			
18.	<p>Rehabilitation</p> <p>That the Department provide resources to significantly remodel Greenough Regional Prison's education centre to provide better use of the space available for formal learning activities in the prison.</p>		•			
19.	<p>Staffing Issues</p> <p>That the Department resource an additional staff member for Greenough Prison's education services, to boost the provision of work-based training and women's education and to promote the profile of education in the prison.</p>			•		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006
RECOMMENDATIONS

Recommendation Number	Report No. 44, <i>Report of an Announced Inspection of Greenough Regional Prison (May 2006)</i> . By type of Recommendation / Duration	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
20.	Staffing Issues That more resources be provided for offender services at Greenough Regional Prison to address the delay in treatment assessments and to implement initiatives to reduce staff burnout and improve staff retention.			•		
21.	Reparation That the Department establish a work camp for Greenough Regional Prison.		•			
22.	Reparation That the Department review the prisoner assessment processes for eligibility for minimum security status and Section 94 approval, with a view to restore the capacity of the Section 94 work program in the community.			•		
23.	Care and Wellbeing That the Department invest in a purpose-built, medium security facility on the Greenough Regional Prison site for female prisoners.		•			
24.	Staffing Issues That the Department undertake a review of the senior officer promotional process to ascertain the issues delaying the recent round as a matter of urgency, to inform the development of improved promotional rounds in the future.			•		

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		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
25.	Staffing Issues That the Department fund the proposed increase in vocational support officers at Greenough Prison to increase prisoner participation in work activities and accredited skills training. The relief arrangements for such officers should also be reviewed to reduce the loss of quality and output during leave periods.			•		
26.	Rehabilitation That the Department investigates the development of a managerial position to lead, co-ordinate, support and represent non-custodial services staff (including programs, prisoner counselling services (PCS), education, health and other support services staff) for Greenough Regional Prison. Consideration should also be given to establishing a similar position at other regional prisons.			•		
27.	Staffing Issues That the Department provide an adequate training budget to improve the provision of and access to training for all of Greenough Regional Prison's staff, including non-custodial and non-security training.			•		
28.	Administration and Accountability That the Department support enhancements to the organisational arrangements for business management and strategic planning at Greenough Regional Prison and other regional prisons to ensure that such prisons are best served by the appropriate levels of skills, experience and training for these critical functions.			•		

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2006
RECOMMENDATIONS

Recommendation Number	Report No. 44, <i>Report of an Announced Inspection of Greenough Regional Prison (May 2006)</i> . By type of Recommendation / Duration	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
29.	Correctional Value-For-Money That the Department consider long-term infrastructure plans to adequately resource Greenough Regional Prison for maintenance works of the existing asset and new works to strengthen the role of Greenough in the prison system.			•		
30.	Correctional Value-For-Money That the Department develop and resource Greenough Regional Prison as a management and support base for assessments, program development and program delivery for the northern prisons.		•			
31.	Staffing Issues That the Department improve recruitment and retention strategies for regional staff. Specifically for Greenough Regional Prison, this would include extending eligibility for a regional incentives package to Greenough staff.			•		

Appendix 3

THE INSPECTION TEAM

Neil Morgan	Inspector
Natalie Gibson	Director Operations
John Acres	Principal Research and Strategy Officer
Jim Bryden	Inspections and Research Officer
Kieran Artelaris	Inspections and Research Officer
Elizabeth Re	Inspections and Research Officer
Joseph Wallam	Community Relations Officer
Tammy Solonec	Solicitor and Policy Officer Aboriginal Legal Services
Alex McIntosh	Midwest Community Drug Service Team/Independent Visitor

Appendix 4

KEY DATES

Formal notification of announced inspection	28 April 2009
Pre-inspection community consultation	14 July 2009
Start of on-site phase	23 August 2009
Completion of on-site phase	28 August 2009
Inspection exit debrief	28 August 2009
Draft Report sent to the Department of Corrective Services	22 April 2010
Draft Report returned by the Department of Corrective Services	28 May 2010
Declaration of Prepared Report	10 June 2010



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