



REPORT OF AN ANNOUNCED INSPECTION OF  
GREENOUGH REGIONAL PRISON

83

MARCH 2013  
REPORT

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



OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES

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

Office of the Inspector of Custodial Services  
Level 5, Albert Facey House,  
469 Wellington Street,  
Perth WA 6000

[www.oics.wa.gov.au](http://www.oics.wa.gov.au)

March 2013

ISSN 1445-3134

**This report is available on the Office's website  
and will be made available, upon request,  
in alternate formats.**



This document uses environmentally friendly paper, comprising  
50% recycled & 50% totally chlorine free plantation pulp.

# Contents

---

---

## THE INSPECTOR'S OVERVIEW

GREENOUGH REGIONAL PRISON: A SOLID PERFORMER FACES SOME CHALLENGES ..... iii

FACT PAGE.....vii

## CHAPTER 1

INTRODUCTION ..... 1

Context of the inspection ..... 1

Methodology ..... 3

General conclusions ..... 4

## CHAPTER 2

STRATEGIC DEVELOPMENT ..... 5

Planning for Greenough ..... 5

Planning for women prisoners ..... 7

Infrastructure and maintenance ..... 10

## CHAPTER 3

PRISON ADMINISTRATION AND OPERATIONS ..... 16

Finance ..... 16

Human resources ..... 16

Staff training ..... 17

Communication and management ..... 17

Community relations ..... 19

Safety and security ..... 20

Prisoner transport and movements ..... 22

## CHAPTER 4

PRISONER CARE AND MANAGEMENT ..... 24

Treatment of prisoners ..... 24

Reception and induction ..... 24

Orientation ..... 25

Accommodation and living conditions ..... 26

Food ..... 29

Recreation ..... 30

Family contact and visits ..... 30

Peer support ..... 31

Complaints and grievances system ..... 31

Health services ..... 33

---

---

## CHAPTER 5

PRISONER REHABILITATION AND REPARATION .....	37
Assessment .....	37
Case management .....	38
Offender treatment programs .....	39
Education and training .....	40
Industries and employment .....	42
Preparation for release .....	45

## CHAPTER 6

POPULATION DIVERSITY .....	47
Aboriginal prisoners .....	47
Women prisoners .....	49
Remand prisoners .....	51
Minimum security prisoners .....	52

## APPENDIX 1

THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS.....	55
--	----

## APPENDIX 2

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2009 RECOMMENDATIONS .....	58
--	----

## APPENDIX 3

THE INSPECTION TEAM.....	61
--------------------------	----

## APPENDIX 4

KEY DATES .....	62
-----------------	----

# The Inspector's Overview

## GREENOUGH REGIONAL PRISON: A SOLID PERFORMER FACES SOME CHALLENGES

---

---

This report of an announced inspection of Greenough Regional Prison ('Greenough') conducted in October 2012 constitutes the fourth time this Office has reported to Parliament on the prison.<sup>i</sup> The overall conclusion of this Report is broadly consistent with the findings of earlier inspections: the prison generally goes about its business in an efficient way, free of major controversies and major incidents. However, it is in the midst of some very significant changes, including infrastructure upgrades, management changes and the influx of a larger number of female prisoners. These developments pose some very real challenges and some potential risks.

### OVERALL FINDINGS

#### (a) Infrastructure

Greenough prison opened in 1984 but looks much older than its 28 years. Its physical condition has deteriorated due to the ravages of the weather (including strong winds carrying a high salt content); an excessive reliance on transportable buildings, many of which are now more than 15 years old; and a reactive maintenance program which has not kept pace.<sup>ii</sup> These issues are compounded by the fact that the prison must accommodate many more prisoners than it was designed for, with around 40 per cent of prisoners sharing cells designed and intended for one.<sup>iii</sup>

Fortunately, some significant infrastructure repairs and upgrades are in train, with the perimeter fence and the roof being current priorities. However, funding has only been confirmed for the fence and the first stage of the roof replacement. The whole site needs significant ongoing investment.

#### (b) Staff and management

As in 2009, members of staff generally have a 'can-do' attitude. They go about their work in a professional and cohesive way and it was positive to find that their perceptions of safety are better than the state average and have improved since 2009.

However, there has been a concerning decline in general staff morale and staff/management relations.<sup>iv</sup> In part this undoubtedly reflects the general pressures and uncertainties which the prison has faced. It also reflects the departure of most of the long-serving management team and the influx of new managers, some of whom have different approaches from their predecessors, and most of whom have only held acting positions. The lack of stability has proved very unsettling at the prison. Whilst there are some specific reasons why the situation has developed, it generates risks and must be resolved.

---

i OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (May 2003); *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007); *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010).

ii See paragraphs 2.20–2.30.

iii See paragraphs 4.14 – 4.19.

iv See Chapter Three.

GREENOUGH REGIONAL PRISON: A SOLID PERFORMER FACES  
SOME CHALLENGES

---

---

(c) Prisoner facilities and services

Conditions at Greenough are extremely mixed. Some areas are adequate but others are poor. The double bunking arrangements, criticised in previous reports, remain very problematic. Most of the cells are very cramped, with a degrading lack of privacy, and in many the arrangements for accessing top bunks pose risk of serious injury.<sup>v</sup>

Areas identified for improvement throughout this report include food (quality and quantity), employment opportunities and arrangements for visits. Education services struggle against inadequate facilities and there are significant gaps in the delivery of programs to address offending behaviour. Opportunities for recreation are mixed, with female prisoners being seriously disadvantaged. The opportunities and incentives offered to minimum security male prisoners also need to be expanded.

On a positive note, Aboriginal-focused activities and services have improved markedly and there were some strong and effective links with community based organisations and service providers. Health services are operating well and are much improved from 2009, and there are good processes in place to assist prisoners' return to the community.

**FEMALE PRISONERS: THE GENERAL SITUATION**

Over the last four years I have consistently drawn attention to the state's inadequate level of investment in female prisons, especially compared with male prisons. The number of women in prison has been rising at a markedly faster rate than the number of men and yet virtually all of the investment in new units has targeted male prisoners.<sup>vi</sup> The only new accommodation designed and intended for female prisoners is located at the West Kimberley Regional Prison in Derby. This opened in late 2012 and currently houses around 24 women, predominantly from the Kimberley region.<sup>vii</sup> Apart from this, the female prisoners have essentially been allocated parts of the estate that were no longer needed for male prisoners.<sup>viii</sup>

Bandyup Women's Prison is the state's primary women's prison, holding over 60 per cent of the female prisoner population. As a result of inadequate investment in the women's estate, it is the state's most problematic prison in terms of overcrowding, inadequate

---

v See paragraphs 4.14-4.19. This issue has been raised on numerous occasions by this Office and there have been a number of falls at Greenough, including at least one that resulted in hospitalisation. The Department remains at significant legal risk: OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) iii- iv; OICS, *Annual Report 2010-2011*, 4.

vi In addition to the new West Kimberley Regional Prison, new units for men have been added to Casuarina Prison, Hakea Prison, Albany Prison, Wooroloo Prison Farm and Karnet Prison Farm; Pardelup has been converted from a work camp to a prison; new work camps for men have been opened at Wyndham, Warburton and Dowering; Acacia Prison is undergoing a substantial expansion; and a new facility (Wandoo) has opened for males aged 18 to 24.

vii Broome Regional Prison now houses only a handful of female prisoners who have court appearances in Broome.

viii See below regarding developments at Greenough itself. In 2011, a number of transportable units, originally intended and purchased for a totally different environment (the minimum security male Karnet Prison Farm) were diverted to Bandyup where they sit uneasily within the layout and needs of the prison.

GREENOUGH REGIONAL PRISON: A SOLID PERFORMER FACES  
SOME CHALLENGES

---

---

resources and impoverished facilities.<sup>ix</sup> A decent capacity for Bandyup as currently configured would be around 180-200. During 2012 it commonly housed 280 to 290 prisoners, and numbers sometimes topped 300.

The other female prisoners are held in Boronia Pre-release Centre for Women (80 highly selected minimum security prisoners in probably the best conditions of any prison in the state) and some of the regional prisons (Eastern Goldfields, Roebourne, Greenough, Broome and West Kimberley).

In response to rising numbers of female prisoners and the increasingly intolerable situation at Bandyup, the Department of Corrective Services decided in 2012 to increase Greenough's female population from 25 to 69, giving a net increase of 44 beds. This has been achieved by converting one of the previous male units, Unit 4, to a female unit. At the time of this inspection, Unit 4 was not yet operational and the women remained in Unit 5.

#### FEMALE PRISONERS AT GREENOUGH

Unit 5 is claustrophobic, oppressive and run down and has never offered an adequate regime for female prisoners.<sup>x</sup> Unfortunately, the situation in October 2012 had deteriorated from 2009. Twenty three female prisoners were living in Unit 5 and despite the efforts of some staff and external service providers, most of them had little to keep them positively occupied. As a group, they remained seriously disadvantaged compared with male prisoners.

The Department has put a positive light on its decision to house more women at Greenough, describing Unit 4 as an appropriate option and indicating that it believes that Greenough would be a good location for purpose built female units in the future.

Unit 4 is clearly far better physically than Unit 5, and the presence of a larger number of female should allow the prison to offer more services, including programs, education and recreation. However, there are some very significant outstanding issues and questions.

##### (a) Capacity

Use of Unit 4 is at best a band aid, not a long term solution. Greenough itself has gained just 44 female beds. In addition, the Department has now decided to use the former women's unit at Roebourne for male prisoners so that women will be held at Roebourne only on a short term basis. This means that the net gain from Greenough's expansion is less than 35 beds. This does not address Bandyup's current problems, let alone future increases in female prisoner numbers. Longer term targeted investment in the right locations is essential.

---

ix OICS, *Report of an Announced Inspection of Bandyup Women's Prison*, Report No. 73 (August 2011). Following the release of this report, the Standing Committee on Public Administration undertook its own inspection. The Committee was equally critical of both the conditions at Bandyup and the failures in planning or funding for an area of obvious need: *Report 15 Standing Committee on Public Administration Omnibus Report – Activity during 38th Parliament* (November 2012).

x OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010).

GREENOUGH REGIONAL PRISON: A SOLID PERFORMER FACES  
SOME CHALLENGES

---

---

(b) Location

There are relatively few women in prison from Geraldton and the mid-west region, and the decision to locate more women at Greenough was essentially driven by the need for beds not by regional need/demand.

The decision to expand Greenough and to close the Roebourne women's unit will increase the number of women held a long way from home, contrary to generally accepted principles. At the time of the inspection only 17 per cent of the 23 women held at Greenough were from Perth and the south west. By 19 February 2013, this had increased to around 45 per cent of 55 women. As Greenough builds up to 69 women, the proportion of 'displaced' women will increase. This has caused, and will continue to cause distress to many of the transferred women.

Future decisions about the location of prison beds for women must take full account of location and also factors such as security ratings.<sup>xi</sup>

(c) A female prison inside a male prison: culture, regime and resources

The number of women to be held at Greenough (69) will be close to the number housed in the state's smallest prisons, Pardelup and Boronia.<sup>xii</sup> Both Pardelup and Boronia prisons have their own Superintendents and management teams and both have strong guiding philosophies. These are two of the reasons behind their positive achievements.

By contrast, Unit 4 at Greenough is located inside a male prison which has had a very masculine culture for a long time. And it will not have anything like the same dedicated resources as a prison such as Boronia. Consequently, although the Department has strongly committed to making Unit 4 a place which is genuinely women-focused, time alone will tell whether it can fulfil this vision, or whether the women at Greenough will remain an uncomfortable adjunct in a male domain.

One of the specific challenges which Unit 4 will need to address is the fact that it houses women of all security ratings inside a medium/maximum security prison. On 19 February 2013, 30 per cent of the women were minimum security but it is difficult, if not impossible, to operate a proper minimum security regime from within a medium security prison, especially with the gender overlay.<sup>xiii</sup>

Given that Unit 4 was not operational at the time of this inspection, and given these concerns, I will be conducting a specific inspection of the position of women at Greenough within the next six to nine months.

Neil Morgan  
23 February 2013

---

xi See below.

xii Boronia Pre-release Centre for Women was designed for 70 and currently houses 80 highly selected minimum security women. Pardelup Prison Farm houses 85 – 90 selected minimum security males.

xiii Five of the women rated minimum security on 19 February had been approved to undertake activities outside the prison under section 95 of the Prisons Act but none had actually done so in the preceding two weeks. Generally women are disadvantaged in terms of access to section 95: see OICS, *The Flow of Prisoners to Minimum Security, Section 95 and Work Camps* (December 2012).



# Fact Page

---

---

## NAME OF FACILITY

Greenough Regional Prison

## ROLE OF FACILITY

Greenough Regional Prison houses male and female prisoners. This includes both sentenced prisoners and those remanded in custody. The prison holds persons of all security classifications – minimum, medium and maximum security.

## LOCATION

420 kilometres north of Perth and 15 kilometres south-east of Geraldton.  
The traditional owners of the land are the Yamatji people.

## BRIEF HISTORY

Greenough Regional Prison was opened in 1984 as a minimum security prison. In 1990 it was upgraded to medium security. In 1996 a new minimum security unit was established outside the secure perimeter fence.

## DESIGN CAPACITY<sup>xiv</sup>

239

## NUMBER OF PRISONERS HELD AT COMMENCEMENT OF INSPECTION

277

## PREVIOUS INSPECTION

23–28 August 2009

## DESCRIPTION OF RESIDENTIAL UNITS

Unit	Description	Design capacity	Number of prisoners
Unit 1	Maximum security, management regimes and remand prisoners	22	17
Unit 2	Standard accommodation for male prisoners	40	63
Unit 3	Standard accommodation for male prisoners	48	65
Unit 4	Standard and privileged accommodation for male prisoners	52	59
Unit 5	Standard and privileged accommodation for female prisoners	21	23
Unit 6	Minimum security accommodation for male prisoners	56	50

xiv During the 2009 inspection, the design capacity of Greenough Regional Prison as stated by the Department of Corrective Services was 219. Since then, the prison has opened 20 additional beds in Unit 6. New design capacity has therefore been calculated as 239.



THIS PAGE LEFT INTENTIONALLY BLANK

# Chapter 1

## INTRODUCTION

---

---

- 1.1 The fourth announced inspection of Greenough Regional Prison ('Greenough') was conducted by the Office of the Inspector of Custodial Services ('the Office') in October 2012. Greenough houses a diverse population of prisoners, including men and women; sentenced prisoners and persons remanded in custody; prisoners of all security classifications (minimum, medium and maximum security);<sup>1</sup> and prisoners from regions throughout Western Australia. Approximately 85 per cent of the prisoner population at Greenough is Aboriginal so the prison should be strongly focused on providing culturally appropriate services that address the needs of Aboriginal prisoners. This is reflected in the strategic plan of the Department of Corrective Services ('the Department'), in which a key result area is to '[e]nhance our capacity to provide effective offender management for Aboriginal people'.<sup>2</sup>

## CONTEXT OF THE INSPECTION

### Previous inspections

- 1.2 Over the course of the previous three inspections (in 2003, 2006 and 2009), Greenough has generally been identified as a well-performing prison, although not without some specific areas of weakness.
- 1.3 Greenough was consistently found to have a strong management team and committed staff.<sup>3</sup> Importantly, the relationship between management and staff was positive. In 2009, the inspection found that
- staff ... 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.<sup>4</sup>
- 1.4 Past inspections also found that prisoners were treated decently by staff and interaction between prisoners and staff was good.<sup>5</sup> On the other hand, the distinct disadvantage faced by female prisoners at Greenough as compared to male prisoners was identified in the first inspection and has been seen as a weakness of the prison in all subsequent inspections.<sup>6</sup>

---

1 Greenough is rated as a medium security facility but has capacity to hold maximum security prisoners on a temporary basis and also has a minimum security unit outside the main fence.

2 Department of Corrective Services (DCS), *Strategic Plan 2011–2014* (March 2012).

3 Office of the Inspector of Custodial Services (OICS), *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (May 2003) 44; OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 54.

4 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 32.

5 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (May 2003) 17–18, 44; OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 54; OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 22, 32.

6 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (May 2003) 44–49; OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 49–53; OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 9–17.

## INTRODUCTION

---

---

- 1.5 The 2009 inspection also expressed concern at the growing problem of overcrowding at Greenough. At the time, prisoner numbers were 18 per cent higher than the prison's design capacity. Bunk beds had been installed in many cells, meaning that two people were living in a space originally designed for one. In some cells, a third person was sleeping on a mattress on the floor. The inspection report described these conditions as 'confronting and degrading' and raised doubts about the safety of bunk bed designs in the prison.<sup>7</sup>

### Greenough in 2012

- 1.6 Since 2009, developments throughout the wider prison system have had significant implications for the management of Greenough. Greenough was previously a hub for prisoner transport, providing a stop-off point for the long road journey between the North-West and Perth. This meant that Greenough was regularly managing temporary fluctuations in population, which at times contributed to severe overcrowding in parts of the prison. The Department has since moved away from road transport to air transport for longer regional transfers, meaning that Greenough's role as a transport hub has largely disappeared. As a welcome consequence, the level of overcrowding described above was no longer apparent in 2012.
- 1.7 Greenough has historically housed a significant number of prisoners from the Kimberley region. In 2012, Kimberley prisoners made up approximately 36 per cent of the total prison population at Greenough. The opening of the new 150-bed West Kimberley Regional Prison in November 2012, would potentially take up to 100 prisoners from Greenough. Although it is unlikely that every Kimberley prisoner at Greenough will move to the new prison, the Department found it necessary to reconsider the role of Greenough within the system.
- 1.8 As a result, and in response to severe overcrowding at Bandyup Women's Prison, in mid-2012 the Department initiated a project to increase the number of women prisoners housed at Greenough. This involved converting the men's self-care unit (Unit 4) into accommodation for women prisoners, increasing Greenough's capacity from 25 to 69 for women prisoners. This project was scheduled to be completed by the end of November 2012.<sup>8</sup>
- 1.9 A number of other minor and major capital works projects were scheduled for Greenough at the time of the inspection, reflecting the ageing infrastructure of the prison. The most significant of these were the replacement of the perimeter fence and the first stage of replacement of the roof throughout the prison.

### Focus of 2012 inspection

- 1.10 In planning for the inspection, the Office developed four areas of focus based on developments at Greenough since the last inspection. The proposed increase in women prisoner numbers was identified as a particular focus. The inspection team was interested in exploring the redevelopment of Unit 4 and any associated arrangements such as services available to women prisoners, supporting infrastructure in place and specific staff training.

---

<sup>7</sup> OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 5–7.

<sup>8</sup> The project was completed on schedule and the first group of women prisoners moved into Unit 4 on 30 November 2012.

## INTRODUCTION

---

---

- 1.11 Given the high proportion of Aboriginal prisoners at Greenough, the inspection was also necessarily focussed on assessing the delivery of services appropriate to the Aboriginal prisoner population (both men and women).
- 1.12 Health service provision, and especially psychiatric, psychological and other counselling support, had been problematic for Greenough over the three years prior to the inspection. This was recognised as a risk for the prison, particularly in light of the known high health needs of Aboriginal prisoners.<sup>9</sup> For this reason, the Office engaged the services of a qualified psychiatrist for the duration of the inspection.
- 1.13 The ageing infrastructure and maintenance needs of the prison had become steadily more apparent in the three years since 2009. The inspection examined the extent to which this was affecting the operation of the prison and the daily experience of staff and prisoners.

## METHODOLOGY

- 1.14 The Greenough inspection followed the standard methodology of the Office. Prior to the on-site inspection, surveys were distributed to both prisoners and staff. Response rates were good with 110 prisoner surveys completed (41% of total prisoner population) and 70 staff surveys completed (50% of all staff). The survey results assisted in determining the focus of the inspection and provided a source of primary evidence during the inspection.
- 1.15 Community consultation activities undertaken as part of the inspection included meetings with various agencies and organisations that deliver services inside the prison, and meetings with local government and state government representatives.
- 1.16 The on-site inspection was conducted over six days in October 2012, and included formal and informal meetings with management, staff and prisoners. The inspection team consisted of ten members, including expert advisors from the Department of Training and Workforce Development, the Community Forensic Mental Health Service and the Office of the Ombudsman in New Zealand.
- 1.17 As always, the inspection was guided by the Office's *Code of Inspection Standards for Adult Custodial Services* ('the Inspection Standards') and *Inspection Standards for Aboriginal Prisoners* ('the Aboriginal Inspection Standards').<sup>10</sup> The findings and recommendations in this report are based on evidence gathered from multiple sources throughout the inspection process.
- 1.18 The Acting Inspector delivered an exit debrief to staff on the final day of the inspection. All staff members were invited to the Acting Inspector's presentation during which he outlined the preliminary findings of the inspection. A member of the inspection team also delivered an exit debrief to a representative group of prisoners.

---

9 See for example Australian Institute of Health and Welfare, *The health of Australia's prisoners 2010* (September 2011).  
10 OICS, *Code of Inspection Standards for Adult Custodial Services* (April 2007); and OICS, *Inspection Standards for Aboriginal Prisoners* (July 2008).

## INTRODUCTION

---

---

### GENERAL CONCLUSIONS

- 1.19 The findings of the 2012 inspection of Greenough were mixed. Staff remained a committed and cohesive group but relationships with management had been undermined by instability in the senior management team. Staff vacancies and shortages and budget restrictions had contributed to increased workload and stress for staff throughout the prison. The inspection found a significant drop in staff morale.
- 1.20 Under this pressure, the amount of interaction and quality of engagement between staff (particularly prison officers) and prisoners had decreased. Ageing infrastructure and inadequate maintenance of the facility had created potential health and safety risks for both staff and prisoners and had impacted negatively on living and working conditions.
- 1.21 The redevelopment of Unit 4 and associated increase in women prisoner numbers promised to significantly improve service provision and living conditions for women prisoners at Greenough. However, in the short term the conditions for women prisoners had declined.
- 1.22 Health services at Greenough had been fragile at times over the previous three years. At the time of the inspection, however, staffing and service provision was greatly improved. The inspection findings in relation to health services were largely positive.
- 1.23 Some of the initiatives and services aimed at Aboriginal prisoners at Greenough were excellent, but there were also missed opportunities and Aboriginal culture was not generally reflected in the day-to-day operation of the prison.

# Chapter 2

## STRATEGIC DEVELOPMENT

---

---

- 2.1 Strategic direction and planning is crucial to the operation of the prison system. The role of each prison in Western Australia should be clearly defined and staff at each prison should have a good understanding of their goals and priorities. This requires sound planning processes both at the local level and at head office in the Department. Without a strategic focus, it is all too easy for the prison system and individual prisons to become reactive and focus on managing one crisis after another.
- 2.2 The past five years in Western Australia have certainly been challenging in this regard. The prison system has faced an explosion of prisoner numbers, from around 3,800 to almost 5,000 (or an increase of over 30%).<sup>11</sup> The failure of the Department and of successive governments to plan and invest in prison infrastructure meant that the system was not well-placed to absorb this population increase. As a result, the Department became focussed on building additional bed space throughout the system, whether through installation of bunk beds or construction of new accommodation units. This has necessarily taken priority over other infrastructure needs and planning has been driven less by strategic analysis than by immediate need. At Greenough this has delayed replacement of ageing infrastructure and created uncertainty around proposed projects. Plans to expand or upgrade parts of the prison were announced only to be abandoned soon after.

### PLANNING FOR GREENOUGH

- 2.3 As mentioned in the introduction to this report, developments within the prison system over the past three years have had a significant impact on Greenough. It no longer operates as a transport hub because the long road journey between the North-West prisons and Perth is now undertaken by air, and the opening of West Kimberley Regional Prison will see Greenough housing far fewer prisoners from the Kimberley region. At the time of the 2012 inspection, Greenough's new role within the prison system was still evolving. The increase in women prisoner numbers will play an important part in Greenough's future, but local staff and management were eager for further guidance on goals and priorities. In this respect, it was telling that only 20 per cent of respondents to the pre-inspection staff survey felt that the clarity of direction from head office was good.
- 2.4 It was regrettable that the Department's Strategic Plan for 2011–2014 was not released until March 2012. This meant that Greenough, like most prisons in the state, had operated without a business plan for 2011–2012 and development of the 2012–2013 plan was delayed. The business plan that was eventually produced by Greenough is a useful document, representing an entirely different approach to previous business plans. Head office had approved a more simplified model of business planning for prisons. Where previous business plans had been 25 to 30 pages long, the Greenough business plan for 2012–2013 was a single page chart aligning prison strategies with the six key result areas from the Department's strategic plan. Additional detail relating to the individual prison strategies is held elsewhere in relevant planning and proposal documents. This seems a

---

11 The state prison population was 3,755 on 3 January 2008 and 4,962 on 15 November 2012: DCS, *Weekly Offender Statistics Report* (3 January 2008); DCS, *Weekly Offender Statistics Report* (15 November 2012).

sensible approach. It makes the document a more useable point of reference for staff, and provides clear links between the prison and the Department's wider strategic objectives.

- 2.5 Missing from this planning process, however, is a longer-term strategic vision for the prison. In the past, Greenough has been more proactive than most prisons in developing long-term plans, but limited benefit has resulted from these efforts. The 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.<sup>12</sup>

Acting on this recommendation, local management at Greenough 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 infrastructure for other services (such as the health centre, workshops and education/program facilities) that would be needed to cater for the increased population.

- 2.6 The Office was impressed by local management's initiative in drafting this plan, with the last inspection report describing it as a 'comprehensive and thoughtful blueprint for discussion and development'.<sup>13</sup> However, the same inspection report observed that Greenough's 25-year plan had not been referred to by head office when considering plans for expanding the prison, and ultimately concluded that it 'has no status other than to reflect the thinking of local management'.<sup>14</sup> Indeed, recent developments at Greenough have taken the prison in a different direction to that envisaged by the 25-year plan. The reality is that, without endorsement from head office, local planning can have no more than a limited impact on the future of the prison.
- 2.7 Unfortunately, direction from head office regarding future plans for Greenough has been changeable, particularly in the last three years. At the time of the previous inspection in August 2009, the capacity of Greenough was being expanded quite rapidly, with construction of new minimum security units and installation of extra beds in existing cells (usually by 'double-bunking' cells originally designed for one person). There were also rumours that Greenough could be further expanded by the addition of new accommodation units. This was confirmed in November 2009 when the Minister for Corrective Services announced that Greenough was one of three sites (along with Casuarina Prison and Albany Regional Prison) to receive a total of 640 new beds.<sup>15</sup> The plans would have seen Greenough housing an additional 256 prisoners in 128 double-bunked cells. However, by the end of 2009 plans were changing. In essence, Hakea Prison was selected to replace Greenough on the expansion list. This change of plan was formally

---

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

13 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 4.

14 Ibid.

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



---

---

announced in a media statement on 5 February 2010.<sup>16</sup> The same media statement also committed to developing a new 30-bed unit for women prisoners at Greenough.

#### PLANNING FOR WOMEN PRISONERS

- 2.8 Ever since the first inspection of Greenough in 2002, the Office has been concerned about the treatment of women prisoners at the prison. That inspection found that women prisoners were a ‘marginalised group’ living in a ‘restrictive and claustrophobic environment’ with ‘significantly reduced opportunities in relation to employment and education’.<sup>17</sup> The following inspection in 2006 likewise found that ‘women prisoners at Greenough had poorer access than men to all of the services available within the prison’.<sup>18</sup> After making similar findings during the 2009 inspection, the Office welcomed the initial announcement in February 2010 that Greenough was to receive new accommodation for women prisoners. The proposed facility would consist of demountable units, a living/meals area, kitchen, store and laundry.<sup>19</sup>
- 2.9 However, the Office became concerned when it was revealed that the budget for this project was \$3 million. This seemed inadequate to deliver the promised infrastructure. Perhaps because of the restrictive budget, there was no progress for 18 months and there was no indication that planning for the new women’s unit had advanced at all. By that time, the Department’s focus had shifted to severe overcrowding at Bandyup Women’s Prison (‘Bandyup’) in Perth. The Department advised that the \$3 million allocated to the women’s unit at Greenough would be redistributed to areas of need within the wider women’s prison estate. The proposal for a new women’s unit was entirely abandoned for the time being.
- 2.10 The mounting crisis within the women’s estate was examined in detail by the Office in the context of the 2011 inspection of Bandyup. The inspection report noted that female prisoner numbers had been rising consistently over time and at a faster rate than the male prisoner population. Like the male prisoner population, the female prisoner population jumped sharply in 2009 and overcrowding at Bandyup was particularly acute throughout much of 2009 and 2010. Bandyup’s operational capacity during that period was 188 prisoners but it was typically housing around 250.<sup>20</sup> Crucially, the report pointed out that ‘whilst the dramatic increase in prisoner numbers in 2009 saw major investment in the male estate, too little attention was given to the needs of female prisoners’.<sup>21</sup>
- 2.11 The Office raised concerns about the loss of strategic direction for the women’s estate following the abolition of the position of Director of Women’s Custodial Services and Prison Farms within the Department and highlighted the need to invest in infrastructure

---

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

17 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 21 (May 2003) 44, 46.

18 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 44 (May 2007) 52.

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

20 OICS, *Report of an Announced Inspection of Bandyup Women’s Prison*, Report No. 73 (August 2011) 2.

21 *Ibid*, 11.

---



---

at Bandyup.<sup>22</sup> In response, the Department pointed out that it had ‘submitted a business case for redeveloping Bandyup ... in each of the last three years and will again do so in the next budget process’.<sup>23</sup> It is certainly true that the Department has, for a number of years and under successive governments, failed to obtain support for its submissions for capital works funding, particularly in the women’s estate. The recent attention of the Standing Committee on Public Administration suggests that the serious issues at Bandyup may finally be gaining some political traction.<sup>24</sup> In the meantime, however, prisoner numbers at Bandyup have continued to rise.

- 2.12 In mid-2012, Bandyup’s prisoner population reached 300 and there were up to 40 women sleeping on mattresses on cell floors. Consequently, the need to alleviate pressure at Bandyup was particularly urgent. It was in this context that staff and management at Greenough were first informed of plans to increase the number of women prisoners at Greenough.
- 2.13 These plans were formally laid out in the Female Prisoners Plan released by the Department in July 2012.<sup>25</sup> This document provides a ten-year strategic plan to address the needs of women prisoners in Western Australia. It outlines service delivery requirements and adopts a statewide approach to capital works needs including short-, medium- and long-term responses to overcrowding and aged infrastructure.
- 2.14 The short-term response was the redevelopment of Unit 4 at Greenough. Unit 4, which had previously served as accommodation for male prisoners, would be converted into accommodation for women prisoners. This would involve minor modifications to the existing unit, along with the installation of temporary transportable facilities.<sup>26</sup> The project would increase Greenough’s capacity for women prisoners from 25 to 69 and allow some women to be transferred out of the overcrowded environment at Bandyup. It was also hoped that an increased number of women prisoners at Greenough would make it more viable to provide an improved range of programs, education and training, and other services.
- 2.15 Given the Office’s previously stated concerns that \$3 million was an insufficient budget to construct a women’s unit at Greenough, there is some irony in the fact that the budget for the redevelopment of Unit 4 was only \$500,000. Admittedly, the redevelopment of an existing unit is a much cheaper option than constructing a new unit. Nevertheless, the restrictive budget has unquestionably limited the facilities that can be made available to women prisoners at Greenough. Unit 4 will be a men’s unit modified for use by women, rather than a purpose-built facility for women. Supporting infrastructure is limited to temporary transportable buildings.
- 2.16 Importantly, the Department’s Female Prisoners Plan makes it clear that the initial redevelopment of Unit 4 is only the first stage in plans for Greenough. The second stage

---

22 Ibid, 4–15, Recommendation 3.

23 Ibid, 99.

24 Standing Committee on Public Administration, *Report 15 Standing Committee on Public Administration Omnibus Report – Activity during 38th Parliament* (November 2012).

25 DCS, *Female Prisoners Plan 2012–2022* (July 2012).

26 Ibid, 7.

requires specific fit-for-purpose buildings to be constructed for women prisoners at Greenough. This should include:

suitable buildings to accommodate a visits area, house for extended/overnight stays with children, education and designated work areas, medical centre, programs rooms etc.<sup>27</sup>

The Female Prisoners Plan further states that the Department’s ‘infrastructure plans do not support temporary transportable buildings for long term use’.<sup>28</sup> The Office strongly endorses this statement and stresses that permanent infrastructure will be essential for the future of Unit 4. The Department itself acknowledges the importance of progressing to Stage Two of the Unit 4 redevelopment:

Implementation of this stage will potentially result in a permanent option to address the high levels of overcrowding being experienced within the female estate through decanting strategies between the metropolitan based and regional women centres. In line with the [Department’s] Strategic Plan, the upgrade of the existing facilities at [Greenough] will ensure that female prisoners can be managed safely, securely and humanely.<sup>29</sup>

- 2.17 The decision to increase the number of women prisoners at Greenough was made in response to an acute accommodation crisis at Bandyup. It was not necessarily the most appropriate option to address the needs of the women’s prison estate, but it was the most convenient option available to the Department at the time. Converting Unit 4 at Greenough into women’s accommodation provided an opportunity to increase the number of beds for women prisoners within a few months. However, it is inevitable that some of the women prisoners transferred to Greenough will be removed from their family and support networks in Perth. Ultimately, the prison system needs more investment in women’s prison infrastructure in the metropolitan area.
- 2.18 Nevertheless, the decision has been made and women prisoners will be housed in Unit 4 at Greenough for the foreseeable future. It is now important to ensure that Greenough has sufficient infrastructure and resources to provide appropriate services for women prisoners. As such, the Office supports the strategy outlined in the Female Prisoners Plan. Implementation of the plan is not solely within the Department’s power, and funding will need to be secured. The following recommendation is made not because of any doubts about the Department’s commitment to the Female Prisoners Plan, but more in the hope of adding weight to any business case submitted by the Department.

*Recommendation 1*

*Implement plans for Stage Two of the Unit 4 redevelopment at Greenough Regional Prison as outlined in the Female Prisoners Plan 2012–2022.*

---

27 Ibid, 32.  
28 Ibid.  
29 Ibid.

2.19 The Unit 4 project was originally scheduled for completion in October 2012 (around the time of the inspection), but was ultimately delayed until the end of November.<sup>30</sup> As a result, at the time of the inspection the position of women prisoners remained largely unchanged and they continued to suffer significant disadvantage. In fact, the ongoing work around Unit 4 had required closure of certain facilities, meaning that access to services and activities for women prisoners was even more limited. Although the impending developments carried the promise of improved conditions there were also some clear risks associated with the project. These issues and other operational issues relating to the management of women prisoners at Greenough are discussed in Chapter 6 of this Report.

#### INFRASTRUCTURE AND MAINTENANCE

2.20 The inspection found that infrastructure at Greenough was inadequate for the number of prisoners accommodated and the number of staff employed. Throughout this report there is discussion of infrastructure shortfalls in many areas of the prison including:

- Staff office space and amenities,
- Prisoner accommodation and amenities,
- Kitchen,
- Visits centre,
- Medical centre,
- Education centre, and
- Industries.

2.21 The Office maintains that Greenough is fundamentally over capacity, although the Department and the Government argue that there is spare capacity at Greenough. This discrepancy is explained by differing definitions of prison capacity. The Office refers to design capacity, which is the number of prisoners the prison was designed to hold and excludes modifications such as installation of bunk beds in single cells. Design capacity is a nationally accepted benchmark for measuring prison utilisation rates.<sup>31</sup> In contrast, the Department refers to operational capacity, which includes double-bunked cells. The Office has serious concerns that referring to operational capacity obscures the level of overcrowding within Western Australian prisons. In 2009, when double-bunking was becoming increasingly widespread throughout the prison system, the Office made the following recommendation:

The multiple occupancy of prisoners in cells not designed for that purpose should not be an accepted accommodation model for prisons in Western Australia.<sup>32</sup>

---

30 The first group of 21 women prisoners was transferred into Unit 4 on 30 November 2012.

31 The Australian Government *Report on Government Services 2012* measures 'prison utilisation rates' in all jurisdictions by calculating the average daily prison population as a percentage of prison design capacity: <http://www.pc.gov.au/gsp/rogs/2012>

32 OICS, *Report of an Announced Inspection of Wooroloo Prison Farm*, Report No. 61 (September 2009) 9, Recommendation 2.

This recommendation recognised the risk that as double-bunking became more common, it would become normalised and accepted as standard practice. The response to the recommendation stated, in part:

The Department aims to manage the prisoner population in appropriate accommodation, however given current population pressures this is both impractical and impossible.<sup>33</sup>

This statement from the Department contains an implicit acknowledgement that double-bunking is inappropriate. However, since that recommendation was made, operational capacity has been accepted by the Department as the benchmark for determining whether a prison is overcrowded. The Department's website now refers only to operational capacity. Design capacity is not mentioned and all official statements refer only to operational capacity.<sup>34</sup>

- 2.22 At the commencement of the inspection, Greenough was housing 277 prisoners.<sup>35</sup> The design capacity of the prison is 239 prisoners meaning it was over capacity by 38 prisoners (or about 16%).<sup>36</sup> At times over the past three years, the prisoner population has been as high as 300 (25% over design capacity).
- 2.23 The Department states that the operational capacity of Greenough is 328 prisoners.<sup>37</sup> Following installation of bunk beds throughout the prison, it is true that there are now 328 beds at Greenough but this overlooks the fact that there has been no associated expansion of the medical centre, education centre, visits centre, recreation facilities, or prisoner employment options. It also ignores the fact that housing two prisoners in a cell designed for one leads to cramped, degrading and unsafe conditions.<sup>38</sup> It makes no sense to pretend that the prison system is not overcrowded. This stance undermines the Department's attempts to secure funding for capital works and infrastructure upgrades. Parliament and the public need to understand the real impact of overcrowding within the Western Australian prison system.
- 2.24 Greenough has a substantial amount of temporary infrastructure that was added to cope with the demands of a higher prisoner population and a larger staff group. In the context of expanding the women's estate, the Department has stated that it does 'not support temporary transportable buildings for long term use'.<sup>39</sup> This is problematic at Greenough where transportable buildings have been used extensively and for some time, and are scattered around the site. They have been used to provide office space for administrative staff and security staff; office space for the Prison Support Officer and peer support team;

33 OICS, Report of an Announced Inspection of Wooroloo Prison Farm, Report No. 61 (September 2009) 41.

34 See for example: <http://www.correctiveservices.wa.gov.au/prisons/prison-locations/greenough.aspx> – accessed 4 December 2012.

35 DCS, *Total Offenders Management Solution (TOMS) Report – Count Facility – Historical – Greenough Regional Prison* (7 October 2012).

36 Previously, Greenough had a design capacity of 219 prisoners. Since the previous inspection, an additional 20 beds have been commissioned in the minimum security unit bringing design capacity to 239.

37 <http://www.correctiveservices.wa.gov.au/prisons/prison-locations/greenough.aspx>

38 See discussion of accommodation and living conditions in Chapter 4.

39 Ibid.

rooms for program delivery; interview rooms; and even a board room. It is also noteworthy that the 56-bed minimum security unit (Unit 6) is entirely constructed of transportable buildings. The oldest parts of Unit 6 are now more than 16 years old. Transportable buildings are used by the Department because they are a quick and easy option and funding for capital works has been scarce. However, as they are temporary structures they will inevitably degrade faster than more permanent structures, and eventually significant investment will be required to replace them.

- 2.25 The inspection found that the inadequacy of the prison infrastructure was exacerbated by poor maintenance. Greenough opened in 1984 but looks older than its 28 years. The weather conditions in the area can be harsh, and the strong winds that Geraldton is renowned for carry a high salt content from the nearby coast. The prison bears the evidence of this in high levels of rust and corrosion. Poles and grilles throughout the prison are almost rusted through and there are numerous holes in the roof. The holes in the roof result in leaks which promote further corrosion. Figures 1 - 4 below provide some examples of this and the potential associated safety and security risks.



*Figure 1*

STRATEGIC DEVELOPMENT

---



*Figure 2*



*Figure 3*



*Figure 4*

- 2.26 The prison is located in an agricultural district and is prone to infestation by vermin of various kinds. In regular liaison visits to the prison, representatives of the Office have more than once observed mice running across the inside of the light fittings in the Superintendent's office or entered a unit office to encounter an unpleasant smell that was the result of dead mice in the ceiling space. Another ongoing pest problem is the infestation of swallows. Despite trying various remedies, this has been a persistent problem throughout the prison for some years. The birds live and nest in the roof eaves and the volume of their droppings presents a constant cleaning burden and a health hazard (see figures 5 and 6 below). The problem is unlikely to be resolved until the existing roof is replaced with a design that will discourage the birds from nesting.



*Figure 5*



*Figure 6*



- 2.27 Overcrowding is also a contributor to the poor condition of the prison infrastructure. A higher number of prisoners and staff in the prison means more frequent use of all infrastructure and amenities such as doors, gates, locks, walkways, toilets, showers and wash basins. Increased wear and tear was a significant factor for the already ageing infrastructure. The prison's maintenance team were overwhelmed by the maintenance needs of the prison and were unable to keep up with demand for their services. Minor maintenance requests such as changing a light bulb could take weeks to be addressed because of other more pressing tasks.
- 2.28 Positively, at the time of the inspection, there were several capital works projects underway or scheduled for Greenough. One of the more significant was the redevelopment of Unit 4 as the new women's unit. Another major project was the replacement of the entire secure perimeter fence, which commenced in October 2012 and would have an enormous impact on the operation of the prison for the following 12 months. The budget for this project was \$9.5 million and would see the outdated and confronting razor wire fence replaced with an anti-climb mesh fence topped by an anti-climb cowling.
- 2.29 Another particularly significant project for the prison was the replacement of the roof. Given the poor condition of the existing roof, this will have a positive impact on the working and living conditions for staff and prisoners. This project was planned to take place over the next three financial years, with \$700,000 allocated in the first year. The Unit 5 roof and the laundry roof were to be replaced first as these are recognised as being in the worst condition. The risk for Greenough is that funding had only been confirmed for the first year of the project. Less substantial capital works projects scheduled to commence at Greenough included the resurfacing of basketball courts in Units 2 and 3 and the construction of an oval for the minimum security unit (Unit 6).
- 2.30 The scale of these multiple building projects will be challenging to manage in the coming years but absolutely essential for the future of the prison. In fact, further capital works expenditure will be necessary to consolidate the long-term structural viability of the facility. The deteriorating physical state of the prison demands both ongoing replacement and upgrade of existing infrastructure. This cannot be achieved without adequate funding and there are many competing priorities, but the Department must maintain its physical assets in order to provide a safe and secure environment for prisoners and staff.

*Recommendation 2*

*Continue to prioritise and address infrastructure and maintenance needs at Greenough Regional Prison.*

# Chapter 3

## PRISON ADMINISTRATION AND OPERATIONS

---

---

### FINANCE

- 3.1 One of the biggest challenges for the prison system and the wider public service in the past three years has been the deteriorating economic climate. Decreasing government income has resulted in funding restrictions and requirements to reduce spending for all government agencies. This has been reflected at Greenough.
- 3.2 Greenough, like any prison, is a multi-million dollar operation. The 2011–2012 budget allocation was \$17,040,902 and the 2012–2013 budget allocation was \$17,743,959 (an increase of around 4%). However, the 2012–2013 budget allocation was around \$960,000 less than requested and the prison has since been asked to find another two per cent in savings. Budget cuts have been common in recent years, starting in 2010–2011 when the budget for the prison was reduced by \$925,541 from the original allocation. In 2011–2012, Greenough’s budget was originally calculated for a daily average prisoner population of 310 but this was subsequently reduced to 280, which effectively required the prison to find budget savings of \$1.26 million. Greenough in fact achieved a \$1.7 million saving with the additional underspend primarily attributable to the high level of staff vacancies within public servant ranks.

### HUMAN RESOURCES

- 3.3 Greenough has been successful at managing its budget and achieving required savings, but this has been very restrictive and has affected operations in most areas of the prison. The budget cuts have had a particular impact on staffing levels and coincided with a period when Greenough was experiencing significant staffing shortages. Figures provided prior to the inspection indicated that Greenough had 20 vacant positions from a total of 162 in June 2012.<sup>40</sup> In addition, there is a high take-up of purchased leave at the prison and also relatively high levels of workers’ compensation leave. When coupled with secondments and personal leave, the prison was often covering a large number of vacancies on the roster on any given day. At times there were as many as 16 vacant positions to fill out of 36 custodial officer positions on a normal day shift.
- 3.4 Budgetary limitations made this situation more difficult because the prison was forced to restrict the number of overtime shifts made available to staff in an effort to reduce costs. Greenough management, with agreement from the local delegates of the Western Australian Prison Officers’ Union, developed a local policy around the use of overtime and redeployment of officers. Essentially, this prescribed an agreed number of overtime shifts that would be filled each day, with any further vacancies to be covered by redeployment of officers from non-essential roles. This was a successful strategy for managing overtime but had a substantial impact on the operation of the prison. The strategy had been abandoned by the time of the inspection.
- 3.5 The group of staff most affected were Vocational and Support Officers (VSOs) who were first to be redeployed from their positions in industries, recreation or other support roles. This resulted in a high level of discontent among VSOs. Six VSOs left the prison during 2011–2012, including one who retired, one who was charged with an offence and

---

40 Figures provided by the Department in response to pre-inspection document request.

imprisoned, and one who secured a higher paid position. At the time of the inspection, 11 out of 28 VSO positions (or almost 40%) were vacant. This had a hugely negative impact on prison industries and prisoner employment, meaning more prisoners were without meaningful jobs and spent the majority of their days unoccupied in the units. This further added to the workload of prison officers in the units.

- 3.6 Positively, Greenough had received a group of probationary officers prior to the inspection and would receive a second group before the end of the year (17 in total). With these new officers, the prison would be fully staffed. However, integrating such a large number of new and inexperienced officers into the prison brings its own risks and challenges, accompanied by a training and supervision burden. It would be far more manageable to absorb one or two probationary officers on a more regular basis as vacancies arise within the ranks. Staff attrition is an inevitability and the Department should be able to plan for this. The Department should recruit constantly to account for the known staff attrition rate rather than wait until prisons are severely understaffed before recruiting.

#### STAFF TRAINING

- 3.7 Staff training at Greenough is managed by the Senior Officer Training who reports to the Corrective Services Academy in Perth. Locally facilitated training at Greenough occurred every Wednesday morning. Prisoners were locked in their cells for the morning, maximising the number of staff able to attend training. Staff attitudes to training were generally positive and they were willing to attend training sessions. Training at Greenough was generally regarded as adequate and effective. However, it was difficult for the Senior Officer Training to keep the staffing group up to date with the Department's demanding mandatory training requirements, and it was almost impossible to deliver anything beyond those basic mandatory requirements. Unfortunately, capacity to increase training delivery was limited by budget restrictions. Staff could not be released from their duties to attend training because there was not enough money to pay for overtime to cover their absence. This meant that all training was restricted to the Wednesday morning lockdown. For the same reason, it was also extremely difficult for staff to access training run at the Corrective Services Academy.
- 3.8 On a more positive note, in anticipation of the increase in women prisoner numbers, Greenough had committed to putting all staff through the 'Working with Female Offenders' course run by the Corrective Services Academy. Trainers from Perth had travelled to Geraldton to deliver the course inside the prison. Several groups had already completed the course at the time of the inspection. This was an excellent initiative and crucial to the success of the Unit 4 redevelopment.

#### COMMUNICATION AND MANAGEMENT

- 3.9 Since the previous inspection, there had been several departures from the senior management team at Greenough. None of the resulting vacancies had been permanently filled and a series of temporary occupants had been acting in the senior management

roles. This had been extremely unsettling for Greenough. The Office has found that senior management instability is one of the factors most damaging to the performance of any prison. At the time of the inspection the following senior management positions were vacant and filled by acting occupants:

- Superintendent.
- Assistant Superintendent Prisoner Management.
- Business Manager.
- Assistant Superintendent Operational Support.

The only senior management position that was substantively occupied was the Assistant Superintendent Security. Furthermore, the Assistant Superintendent Operational Support (ASOS) had not been permanently established at Greenough and was only funded until January 2013. The Department advised that the ASOS position is under review throughout the prison system. However, given the added management workload associated with the increase in women prisoners, Greenough is one of the sites that is likely to retain the position. In the Office’s view, additional and dedicated management support is absolutely vital to the success of the Unit 4 redevelopment and the ongoing management of women prisoners at Greenough.<sup>41</sup>

*Recommendation 3*

*Appoint substantive occupants for all senior management positions at Greenough Regional Prison.*

3.10 The inspection found there had been a marked decline in the relationship between staff and management at Greenough since the last inspection. This was strongly reflected in the results of the pre-inspection staff survey as shown in the table below.

*Greenough Regional Prison – Pre-inspection staff survey results*

Staff feeling ...	2012 results	2009 results
they had a good relationship with line management	58.8%	80.3%
they had a good relationship with local management	30.9%	67.8%
supported by local management	26.5%	64.4%
there was good clarity of direction from local management	17.6%	54.4%

3.11 Discussions with staff during the inspection revealed similarly negative views of some (but not all) members of local management. A number of possible reasons were identified, including the ongoing instability in the senior management team and the challenging budget restrictions. The Acting Superintendent had arrived at the prison with a clear objective of improving compliance with the Department’s reporting requirements. This, coupled with implementation of overtime restrictions and the redeployment policy, was always likely to generate some resentment among staff.

<sup>41</sup> The ASOS position was permanently established at Greenough shortly after the inspection.

- 3.12 Staff also made it clear that they felt under-appreciated at a time when their workload and work-related stress was growing. Their perception was that feedback from management was always negative, never positive.
- 3.13 Staff also complained about a lack of communication from management, particularly around significant developments within the prison such as the Unit 4 project. A comprehensive communication plan was in place at Greenough, which set out a system of meetings with information intended to flow down from senior staff to lower level staff. Minutes of all meetings (including senior management meetings) were available on the shared network drive but few staff actually took the opportunity to read them. Staff who want to be informed of developments within the prison must take some personal responsibility for accessing and reading material that is made available to them. At the same time, some staff may have limited access to a computer or may have little understanding of how to navigate the shared network drive. In his exit debrief, the Acting Inspector noted that local management needed to acknowledge that staff were not accessing the information available on the shared drive and the prison should consider additional options for making information available.

#### COMMUNITY RELATIONS

- 3.14 The Office encourages all prisons to develop and maintain a strong relationship with the community. The Inspection Standards suggest that community service providers, not-for-profit organisations, and other community groups and individuals should be actively involved in visiting and delivering services to prisons in order to ensure that community values and perspectives are continuously brought to bear upon prison practices. Community organisations also offer valuable services and resources to prisons that assist in the social rehabilitation of prisoners and prepare prisoners for successful release into the community.<sup>42</sup>
- 3.15 Maintaining good community relations is particularly important for prisons in regional areas. The local community is smaller and the availability of services is more limited than in the Perth metropolitan area. The prison itself plays a more significant role in the local community and the local economy. With 160 staff, the prison is a significant employer in the region and Greenough employees are prominent contributors to community organisations and sporting associations in Geraldton. Minimum security prisoners undertake community work in Geraldton and the surrounding area and this contribution is highly valued by local residents.
- 3.16 In the past, the Office has observed strong links between the prison and community organisations.<sup>43</sup> This remained the case in 2012. The prison continues to receive good services from community service providers such as the Geraldton Resource Centre. It was particularly pleasing to find that the prison has positive relationships with a number of Aboriginal organisations in the region, including the Geraldton Regional Aboriginal Medical Service and the Murchison Region Aboriginal Corporation.

---

42 OICS, *Code of Inspection Standards for Adult Custodial Services* (April 2007) 97.

43 OICS, *Report of an Announced Inspection of Greenough Regional Prison, Report No. 21* (May 2003) iii–iv, 34.

### SAFETY AND SECURITY

- 3.17 Perceptions of safety at Greenough were generally good among both staff and prisoners. The pre-inspection staff survey indicated that 96 per cent of respondents mostly or always felt safe. This was an improvement on the corresponding result of 72 per cent from the 2009 survey. It also compared well with the state average over the last three years of 93 per cent. In the pre-inspection prisoner survey, 78 per cent of respondents stated that they 'mostly feel safe'. This was a small improvement on the 2009 result (76%). Perceptions of safety and the overall security of the prison are affected by many factors including the physical infrastructure of the facility; clarity of rules and procedures; numbers of staff and prisoners; and behaviour of staff and prisoners.
- 3.18 As discussed above, between 2009 and 2012, Greenough has been overcrowded with prisoners and short of staff. The poor state of the prison infrastructure has also been discussed at length in Chapter 2. Much of the infrastructure reflects out-dated prison design concepts. The gatehouse and especially the perimeter fence are visually confronting. Razor wire is prominent on the perimeter fence and has also been utilised at certain points inside the prison in an attempt to prevent prisoners from climbing on the roof.
- 3.19 The perimeter fence was in an alarming state of disrepair and it was timely that a project to replace the fence had commenced. The project will incorporate some of the latest design technology and the end product will be more appropriate for a modern prison. The prison (and in particular the security team) had produced a comprehensive set of plans to address security concerns during the replacement of the fence, including protocols to address the number of contractors on site, their induction and storage of tools, traffic management and emergency procedures.
- 3.20 The gatehouse no longer meets the requirements of the expanding prison population. It has a single point of entry for staff, visitors and contractors which can make it extremely busy at certain times of the day. There are no adequate search facilities meaning that strip searches are carried out between the male toilet and vehicle sally port. This is completely inappropriate.
- 3.21 The inspection found that procedural compliance was lacking in some areas. For example, although a clear local searching strategy is in place, it is not always followed.<sup>44</sup> Prisoner and staff pat down searches were observed to be ineffectual at times with little or no effort made to comply with procedure. Again, whilst the searching strategy is very specific about vehicle searches, which should include a pat down search of the driver, this was not observed to be carried out in practice.
- 3.22 Both officers and prisoners complained about inconsistency and lack of clarity around prison policies and procedures. This was directly linked to the instability in senior management and undoubtedly contributed to the deterioration of staff-prisoner relationships.

---

44 DCS, *Greenough Regional Prison – Local Policy – Searching Strategy* (December 2011).

- 3.23 The inspection team observed that interaction with prisoners was limited and could be improved if officers spent less time in unit offices and more time engaging with prisoners. Officers for their part complained of the increasing paperwork burden that required them to spend more time in front of a computer rather than circulating through the unit. Dynamic security relies on good interaction between staff and prisoners so any weakening of this relationship represents a risk for the prison.
- 3.24 The security team at Greenough consists of:
- Assistant Superintendent Security,
  - Two Senior Officers,
  - Prison Prosecutor, and
  - Canine Handler.
- 3.25 The team has been strongly focused on detecting and deterring the entry of contraband into the prison. Local intelligence-led searching and drug testing has seen a reduction in the number of positive drug tests. In the most recent drug prevalence testing only 2.9 per cent of tests were positive. This was a significant reduction from the previous result of 9.6 per cent and results from 2011 which had been as high as 11 per cent. The security team, while pleased with the result, doubted that it was an accurate reflection of the true level of drug use within the prison.
- 3.26 The Office has serious concerns about the reliability of urine sample procedures. The collection of urine samples is carried out in less than sterile conditions either in a prisoner's cell or in the unit ablutions block. There are no assurances that prisoners have been informed of their rights in relation to supplying a urine sample, what the procedure entails and what the expected outcome could be if the test comes back positive. There is no record of whether a prisoner has been strip searched prior to giving a sample and prisoners are given no documentation in relation to the drug test they have undertaken. This process lacks transparency and consistency.
- 3.27 Two samples are obtained: one goes to an external laboratory for testing and one is kept in a refrigerator in the gatehouse (for up to three months) in case a prisoner wishes to contest their results. The sample that goes to the laboratory is not anonymous so staff at the laboratory know the name of the prisoner who has produced the sample. This process is flawed and could be open to challenge if a disciplinary charge is laid following a positive result.

*Recommendation 4*

*Ensure that a fair, transparent and defensible drug testing procedure is in place.*

- 3.28 Disciplinary charges are managed by the prosecutions officer and generally resolved promptly. The superintendent hears prison charges every Thursday morning. All higher charges (including assaults and some drug offences) are automatically referred to the Visiting Justice who attends on Monday and Thursday each week.
- 3.29 The canine handler and passive alert dog was regarded as a valuable asset by local management. Analysis of drug testing trends indicated that positive results increased when the canine handler was absent from the prison and the security team noted that the prison would benefit from establishing a second canine handler position to allow for coverage on every day of the week.
- 3.30 Greenough has a comprehensive set of emergency procedures that are tested and evaluated on a monthly basis. Emergency exercises are usually run by the security manager or a member of his team and are documented by means of an exercise report. All staff are encouraged to attend the debriefing following an emergency exercise and where necessary, an action plan is developed to address any weaknesses. The prison has links to local emergency services and is involved in local and regional emergency management committees.
- 3.31 At the time of the inspection, Greenough did not have a fully functioning command centre for emergency response situations and was using the tea room in the administration building. This was a serious weakness for a medium security prison. Plans had been drawn up to properly equip the room as a command centre.

*Recommendation 5*

*Fund and establish a properly equipped emergency command centre.*

**PRISONER TRANSPORT AND MOVEMENTS**

- 3.32 Most movements to and from Greenough are undertaken by the contractor (Serco) under the Court Security and Custodial Services contract. This includes transfers to and from prisons in Perth or in the North-West, which are undertaken by a weekly air service met by a local prisoner transport vehicle. Federal aviation security requirements mean that the Movements Officer at Greenough is required to provide one week's notice of any proposed transfer. As a result, it can take up to 13 days to complete a routine transfer once a decision has been made.
- 3.33 If there is a more urgent need for a transfer, or a larger number of prisoners need to be transferred, a special escort can be arranged. For example, as the inspection approached, Greenough found itself with an unusually high population and arranged for Serco to transfer 15 prisoners to Perth metropolitan prisons using a coach on the Friday prior to the inspection. Four other prisoners were transferred the day before to northern prisons by air transport.
- 3.34 Emergency medical escorts are not the responsibility of Serco at Greenough. Greenough has always had to carry out escorts of prisoners needing urgent medical care to hospital in



a prison vehicle or by ambulance. Prison staff are obliged to remain as guards for such prisoners whilst in hospital until relieved by other staff from the Department or Serco. Again, the contractor has no local capacity to undertake such hospital sits, and their only obligation under the contract is to cover a maximum of three simultaneous hospital sits in the Perth metropolitan area. However, Serco endeavours to send staff from Perth to take over longer hospital sits in Geraldton where possible, typically after 12 hours or more.

- 3.35 Short staffing at Greenough in the past 12 months has meant that emergency medical escorts have often required two prison officers to leave the prison when a shift is already short staffed. This triggers partial lockdowns during the day and reduces the capacity of staff at night to respond to situations that may arise within the prison. On a weekend evening shortly before the inspection, night shift coverage of the prison was compromised by having four staff out of prison on two separate escorts. This was significant given that there are only nine staff on the night shift. The prison was unable to relieve two of the day staff who had to transport the prisoner back to Greenough at 11.00 am the following day, having been on duty for 28 hours.
- 3.36 In this context, prison staff at all levels were critical of Serco's supposed failure to meet the transport requirements of its contract. But as has been explained, Serco has no contractual obligation to undertake these duties. In re-tendering the contract in 2011, the Department considered a number of options, including augmenting the capacity of regional and/or metropolitan prisons to undertake their own medical escorts and funeral escorts. This did not occur.
- 3.37 In 2011, Greenough received one Hyundai iMax escort vehicle, which complies with high standards of prisoner care, safety and security. Whilst in operation, video footage of the prisoner is recorded, as is audio not only from the prisoner's cell but the front cabin as well. It is able to maintain secure radio contact with the prison through the police and corrections communication system. For the prisoner, this is a comfortable vehicle which is quite suitable for medical escorts, including for pregnant women. The prison continues to use civilian vehicles such as vans and sedans for some escorts, especially those involving minimum security prisoners.

# Chapter 4

## PRISONER CARE AND MANAGEMENT

---

---

- 4.1 The Office believes that imprisonment should be a constructive rather than destructive experience for prisoners. Harsh and unpleasant conditions in prison are unlikely to result in good correctional outcomes. Prisoners will respond better to a regime that treats them with decency and respect, and reflects the values of the community with which they will be expected to conform once released. This chapter discusses the factors that most directly affect prisoners' quality of life and living conditions.

### TREATMENT OF PRISONERS

- 4.2 The Office's Inspection Standards state that prisoners must be 'treated with respect for their inherent dignity as individual human beings'.<sup>45</sup> As is almost always the case, prisoners stated that some officers treated them better than others, and some were more helpful or supportive than others. The inspection team observed many examples of good interaction and there are clearly very positive relationships between some officers and prisoners. Overall, however, there was not enough interaction occurring. Officers were spending too much time in unit offices and not enough time engaging with prisoners. This meant they were less likely to pick up on prisoner welfare issues, and less likely to gather intelligence through dynamic security.
- 4.3 There was no overt disrespect or discrimination towards prisoners. However, the inspection team was concerned by the fact that a wide range of staff (both custodial and non-custodial) throughout the prison commonly referred to prisoners as 'crims'. In the view of the Office, this suggests a lack of respect for prisoners and a lack of professionalism on the part of staff.

### RECEPTION AND INDUCTION

- 4.4 The Greenough reception centre was commissioned shortly after the last inspection and provided a clean modern facility in which to receive new prisoners and transfers. However, the store room is quite small and is only able to hold civilian clothes and valuable property. The majority of prisoner property is held in an external store. There are four holding cells in the reception centre and one of these was routinely used to store supplies. As more women prisoners arrive at the prison, it is likely that it will need to be used as a holding cell again.
- 4.5 Standard reception processes apply at Greenough including the new 'At Risk Management System Reception Intake Assessment'. This was introduced in mid-2011 and replaced the 'Reception At-Risk Checklist'. It captures far more detail about the prisoner's circumstances and feelings and requires a more explicit assessment of the prisoner's demeanour. Newly arrived prisoners undergo a health screening but if the prisoner is admitted at night, health staff will not be available to undertake the screening until the following day.
- 4.6 Shortly before the inspection, local management directed that the 'Prisoner Induction Guide – Introduction to Prison Life' booklet be given to prisoners by reception staff. This ensured that all prisoners received a copy.

---

45 OICS, *Code of Inspection Standards for Adult Custodial Services* (April 2007) 51.

- 4.7 New male prisoners were transferred to Unit 1 while new female prisoners were transferred to Unit 5. Induction is undertaken by unit staff and involves completion of the various standard checklists on the Department's Total Offender Management Solution database (TOMS). Any welfare needs are identified and may be addressed by unit staff or where relevant referred to the Geraldton Resource Centre which provides re-entry services at Greenough.
- 4.8 The pre-inspection prisoner survey indicated that 42.5 per cent of prisoners felt very upset when first arriving at Greenough. This was slightly higher than the state average of 39.3 per cent and much higher than the 24.3 per cent reported in the survey for the 2009 inspection of Greenough. Although there is no obvious deficiency in the process of reception and induction. Unit 1 is a highly confined and unpleasant environment catering for maximum security prisoners and prisoners temporarily regressed because of misbehaviour. It would be confronting and unsympathetic for many new prisoners.
- 4.9 The peer support team is not actively involved in welcoming newly arrived prisoners in reception, and at the time of the inspection there was no peer support prisoner based in Unit 1. This represents a lost opportunity to provide newly arrived prisoners with a valuable service. A peer support prisoner is involved in the orientation process which takes place on Wednesday morning, but that is often some days after a prisoner's arrival. A guided tour of the prison with a peer support prisoner on the day of arrival would provide a supportive contact for new prisoners and might help to alleviate distress on arrival.

#### ORIENTATION

- 4.10 The orientation process effectively begins in reception where prisoners are given the induction booklet and continues in the receiving unit (Unit 1 for men, Unit 5 for women). A prison officer completes the 'Orientation Checklist' on TOMS with the prisoner and the prisoner has the opportunity to provide a list of telephone contacts that need to be approved before they can be accessed via the prisoner telephone system.
- 4.11 A more formal orientation session is provided on Wednesday morning for male prisoners received since the previous session. This is presented in a room in Unit 1 by the Transitional Manager, with the involvement of the Employment Coordinator, Prison Support Officer and a peer support prisoner. It takes the form of a PowerPoint presentation that covers much of the content of the induction booklet about life at Greenough as well as including additional information from the relevant staff members about re-entry support, the role of the employment coordinator and peer support. A brief DVD on prisoner grievances is also shown. The peer support prisoner helps to set up the presentation and is available to help answer questions. The Women's Support Officer provides a similar orientation to women as needed. It was intended that the Transitional Manager and others will join the Women's Support Officer in running a weekly program in Unit 4 when it is occupied by women prisoners.

- 4.12 New prisoners are also listed for the next available Health In Prison program, which provides prisoners with information on how to protect themselves from blood borne viruses and other infectious diseases. The program is held once a month for male prisoners but only twice a year for female prisoners. This means a male prisoner may be at the prison for some weeks before they receive this essential information and female prisoners may wait months or in many cases miss out altogether.
- 4.13 The orientation process at Greenough has some good elements and serves most prisoners well. However, as with reception and induction, the orientation process could be improved by allowing the peer support team to play a greater role. This could include meeting and supporting newly arrived prisoners in reception, and spending more time talking and answering questions with those attending the orientation session. The formal orientation takes only 45 minutes and there is a lot of information to digest. Not all prisoners would be comfortable asking questions during the presentation. As noted above, a guided tour with a peer support prisoner should be a component of orientation, preferably as part of the initial induction.

*Recommendation 6*

*Increase involvement of peer support in reception, induction and orientation processes.*

**ACCOMMODATION AND LIVING CONDITIONS**

- 4.14 Overcrowding was the main factor impacting on living conditions at Greenough. During the inspection, there were about 90 prisoners sharing cells, mainly in Units 2 and 3. This equated to about 40 per cent of prisoners inside the prison.<sup>46</sup> The majority were sleeping in double-bunks in cells originally designed for single occupancy. This meant that living space and storage space inside the cell was extremely limited. This confined space also contained a toilet, requiring prisoners to urinate and defecate in front of each other. This lack of privacy, now common throughout the Western Australian prison system, is fundamentally degrading.
- 4.15 Some of the cells at Greenough were designed for multiple occupancy but double-bunks had been used to increase their capacity from three or four to six. These at least had a separate alcove for the toilet which provided greater privacy. Yet it was these 'six-out' cells that prison staff found most confronting. Several officers expressed concern for the welfare of prisoners housed in the six-out cells, and described the overwhelmingly hot and malodorous atmosphere in those cells when they are unlocked each morning.
- 4.16 During the previous inspection, the Office expressed concern about the safety of the various bunk bed designs at Greenough (and throughout the prison system). The main risks identified were prisoners falling from the top bunk or falling when climbing on or off the top bunk. Some of the top bunks have little in the way of side panels to reduce the risk of a prisoner falling and some of the ladders are poorly designed and difficult to climb.<sup>47</sup> The Office recommended that:

---

46 There were 227 prisoners in the main prison at the start of the inspection. A further 50 minimum security prisoners were in Unit 6 where there is no cell-sharing.

47 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 6–7.

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.<sup>48</sup>

- 4.17 The Department supported the recommendation, but although a risk assessment may have been conducted, no modifications had been made at Greenough. In 2012, many of the bunk bed ladders are still difficult to climb and prisoners use unsafe methods (such as climbing on the back of a chair) to access the top bunk. There have also been several instances of prisoners falling out of top bunks at Greenough in the past three years, including one occasion when a prisoner had to be taken to hospital with suspected concussion.
- 4.18 The lack of any designated space for dining was a serious issue, particularly in Units 2 and 3. Meals were distributed outside the dayrooms and taken by prisoners to the unit corridors or cells for consumption. This contributed to poor hygiene and general dirtiness throughout the units and also attracted vermin.
- 4.19 The ablution facilities in Units 2 and 3 had been upgraded in the last 12 months and were of a good standard. However, many prisoners objected to the new showers which would only provide water for a set time and at a set temperature that some prisoners complained was too hot. In contrast, the ablution facilities in Unit 1 were in terrible condition and desperately needed a similar upgrade.



*Figure 7: The newly refurbished bathrooms in Units 2 and 3 were of a high standard.*

---

48 Ibid, 8, Recommendation 2.



*Figure 8: The newly refurbished bathrooms in Units 2 and 3 were of a high standard.*



*Figure 9: In contrast, the bathroom facilities in Unit 1 were in poor condition.*



*Figure 10: In contrast, the bathroom facilities in Unit 1 were in poor condition.*

## FOOD

- 4.20 For prisoners at Greenough, food was perhaps the most common cause for complaint. In the pre-inspection prisoner survey, only 15 per cent of respondents were satisfied with food quality and food quantity. This was reflected in discussions with prisoners during the inspection who described portion sizes as too small and ingredients as poor quality. Local management acknowledged these issues and advised that the kitchen had been under pressure because of vacant staff positions. Only two of four Vocational and Support Officer (VSO) positions in the kitchen were occupied at the time of the inspection (and one occupant was only on a temporary contract). Importantly, one of the vacant positions was the Chef Supervisor who is responsible for managing the kitchen. However, the recruitment processes for all three vacant positions were under way at the time of the inspection. When fully staffed, the kitchen would have two VSOs on each shift. This would allow one VSO to go to the self-care kitchens at key times of the day and provide support and guidance to prisoners cooking there. It is also hoped that some stability and leadership will allow the kitchen to improve the quality of the meals it produces.
- 4.21 The inspection team was confused by records that indicated the kitchen had consistently underspent by \$18,000 to \$20,000 each month during 2011–2012. Kitchen staff believed that this money had been reallocated but prison management believed that the kitchen had simply failed to spend its budget. Either way, in a facility where food quality is such an issue, this is an unacceptable situation.

- 4.22 Many prisoners complained about the replacement of sugar for hot beverages with an artificial sweetener. Greenough management had taken this action as a health initiative intended to assist diabetic prisoners in managing their diet. Prisoners who were not diabetic saw the initiative as overbearing, and verging on a denial of rights. They pointed to the availability of high-sugar confectionaries at the canteen, highlighting what they saw as an inconsistency.

#### RECREATION

- 4.23 Access to recreational activity at Greenough was mixed. Male prisoners inside the main prison had the best access and range of options. For women prisoners and minimum security prisoners in Unit 6, recreation options were generally more limited and difficult to access.<sup>49</sup>
- 4.24 Male prisoners had access to the recreation hall and the oval between 3.40 pm and 4.40 pm each day and at other times by rotation. Units 2, 3 and 4 could access exercise yards and some isometric frames in their units. The recreation hall was equipped with domestic-quality exercise machines which were not sufficiently robust and required frequent repair, pool tables and games equipment (such as darts and table tennis). Team sports such as basketball, football and cricket were very popular. Basketball was played on incorrectly marked and poorly surfaced outdoor courts in Units 2 and 3 and on a better quality court in Unit 4. The courts in Units 2 and 3 had become unsafe and their use was prohibited earlier in the year before a small amount of funding was allocated to patch holes in the bitumen. More funding had subsequently been secured, and the courts were now due to be resurfaced.
- 4.25 Access to the library was restricted by staff shortages at the time of the inspection. The library held a limited selection of fiction and non-fiction books, but nothing of value in the way of legal resources.<sup>50</sup>
- 4.26 Guitars were no longer available in the prison because some prisoners had been inserting the steel strings into power sockets in their cells in order to light cigarettes during the overnight lockdown. This practice was extremely unsafe and caused power outages and damage to prison infrastructure. Nevertheless, the decision to impose a total ban on guitars does not seem justified. Simply preventing prisoners from keeping guitars in their cells overnight would seem a sufficient solution. Prisoners regretted the lost opportunity to learn and play music, which for some was important socially, culturally and emotionally. It was encouraging that by the end of the inspection, Greenough management and the senior officer group were considering ways to make guitars available again.

#### FAMILY CONTACT AND VISITS

- 4.27 The visits centre at Greenough was identified as inadequate by the Office during the 2009 inspection and an upgrade was recommended.<sup>51</sup> Although Greenough had not

---

49 See discussion in Chapter 6.

50 See discussion of Remand prisoners in Chapter 6.

51 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 25–26, Recommendation 8(a).



increased in capacity as anticipated in 2009, the 2012 inspection found that the visits centre was still inadequate for the current prisoner population. The visits centre was sufficient in fine weather when its large outdoor meeting area could be used in addition to the smaller indoor section. In bad weather, the indoor section of the visits centre was too small.

- 4.28 The reality is that many prisoners at Greenough do not receive visits because they are too far away from their family and friends. Around 46 per cent of prisoners at Greenough were from the Geraldton or Mid-West region. But it is a large area and these prisoners may still be hundreds of kilometres from their homes. Another 36 per cent were from the Kimberley region in the north of Western Australia, 7 per cent were from the Goldfields region and 5 per cent were from the Pilbara region. All of these prisoners were hundreds if not thousands of kilometres from their homes.
- 4.29 In this context, the Office has previously recommended that Greenough expand its video link facilities and trial internet technology for virtual visits.<sup>52</sup> Unfortunately, video link facilities remain limited and are used mainly for court appearances and other official purposes. Social visits by video link are rare. Similarly, no internet-based system has been trialled. This represents a lost opportunity for the prison.

#### PEER SUPPORT

- 4.30 The peer support team at Greenough was active and well supported by the Prison Support Officer (PSO). The primary role of both the peer support team and the PSO is to identify and support vulnerable prisoners and particularly those at risk of self-harm. The PSO selects and interviews prisoners before recommending them for membership of the peer support team, with final approval given by the Assistant Superintendent Prisoner Management. The peer support team had representatives in every unit of the prison, with the notable exception of Unit 1 which houses some of the most vulnerable prisoners. Unit 1 has a highly transient population which makes it difficult to keep a peer support prisoner there.
- 4.31 The PSO was well respected by staff and prisoners throughout the prison, as was the Women's Support Officer (WSO) who fulfilled a corresponding role for women prisoners. The PSO and WSO had a strong working relationship that resulted in good outcomes for both male and female prisoners.

#### COMPLAINTS AND GRIEVANCES SYSTEM

- 4.32 A prisoner may lodge either a prisoner grievance or a complaint about an issue through the Department's standard systems for dealing with complaints and grievances. A prisoner grievance is lodged with a prison officer, and is dealt with at unit level where possible and only escalated when a resolution cannot be achieved. In contrast, a complaint is lodged by calling or writing to ACCESS (the Department's complaint handling system). ACCESS will allocate the complaint to the relevant business area (generally a prison) for response.

---

52 Ibid, Recommendations 8(a) and 8(b).

- 4.33 The ACCESS unit at DCS reported that a total of 59 complaints and three grievances were lodged by prisoners concerning Greenough Regional Prison for the period from 1 January 2012 to 30 June 2012.
- 4.34 The decision whether to lodge a complaint or grievance is at the discretion of the prisoner, but ACCESS advise that in most instances a grievance is the most appropriate and timely pathway. ACCESS are also able to report on outcomes for grievances, (two were resolved with a satisfactory outcome for the prisoner, but the third was not) but not for complaints.
- 4.35 However, only a very small number of prisoners chose to have their matter dealt with by way of a grievance. This is because the process of lodging a grievance lacks anonymity and prisoners fear they would be dissuaded from pursuing a grievance or victimised by staff. To lodge a grievance, the prisoner has to approach the unit office and ask a prison officer to print a prisoner grievance form from TOMS, which includes their name pre-filled. It then has to be filled in and submitted. Prisoners feel safer to express themselves verbally over the ACCESS complaints telephone line to someone they do not know and do not have to deal with daily. Unfortunately, without outcome information, it is hard to know how useful the ACCESS complaints system has been in actually resolving their complaints.
- 4.36 This imbalance between complaints and grievances is unhealthy as it implies that prisoners have little confidence that unit staff are committed to listening to and fairly resolving their grievances. Staff should be encouraged to welcome grievances as an opportunity to address genuine concerns and correct misunderstandings. It may also help if prisoners were able to lodge their grievances with their unit manager in a sealed envelope with forms freely available in the unit.
- 4.37 Prisoners also have the option of complaining to Independent Visitors on their monthly visits or using confidential envelopes to complain directly to the Superintendent, Commissioner, the Minister for Corrective Services, or external complaints agencies such as the Ombudsman or the Health and Disability Services Complaints Office. However, few of these recipients would actually investigate a complaint unless an effort had first been made by the prisoner to have the matter addressed through the standard complaints or grievance processes. Even with the confidential envelopes, which were accessible in units at the time of the inspection, prisoners mistrusted staff and were adamant that staff would open the envelope, read their complaint and then simply put the complaint in another envelope to avoid the appearance of it having been tampered with. Significant penalties apply to staff who breach the confidentiality of such privileged mail and it is unlikely that staff would take such a risk. Nevertheless, prisoners remained mistrustful of the privileged mail system.

*Recommendation 7*

*Implement measures to increase staff appreciation of the value of dealing with prisoner grievances at the local level in order to improve prisoner confidence that grievances lodged in their unit will be resolved fairly and professionally.*

---



---

**HEALTH SERVICES**

- 4.38 The comparatively poor health profile of prisoners was recognised by a review of clinical service provision within the Department.<sup>53</sup> There are high rates of infectious diseases and high rates of various physical illnesses among prisoners.<sup>54</sup> Prisoners have a high prevalence of chronic health conditions including cardiovascular disease, asthma, arthritis, diabetes, and cancer.<sup>55</sup> The increasing number of women prisoners will place additional demands on health services at Greenough because women prisoners are known to have higher rates of mental and physical morbidity than male prisoners.<sup>56</sup>
- 4.39 During the previous inspection in 2009, health services were identified as under pressure because of staff vacancies and absences. The inspection report noted that the increasing prisoner population would create more pressure in this area and stated that the Office would continue to monitor delivery of health services at Greenough.<sup>57</sup> Over the next three years, serious problems arose in the medical centre. The Clinical Nurse Manager position was vacant for extended periods and covered by a series of temporary occupants. At times, there were waiting lists of up to 100 prisoners for appointments with a doctor and similar numbers for appointments with a psychiatrist.
- 4.40 The Office identified health service delivery as a particular focus of the 2012 inspection. Positively, by the time of the inspection, access to services was greatly improved. There were, however, a number of continuing weaknesses in this area.
- 4.41 The medical centre was designed for a prison population of 180 and was clearly too small for the current population of 280. There were three consultation rooms and one office for the Clinical Nurse Manager plus a dental suite that was also used as an office. At the busiest times, and particularly when health providers from outside the prison were present, there was sometimes not enough space for all staff to be working simultaneously.
- 4.42 Nursing staff are present between 7.00 am and 6.30 pm every day of the week. If there is an acute problem outside of these hours, the on-call doctor is contacted by the prison staff and a phone assessment undertaken. If necessary, the prisoner will be transported to Geraldton Hospital.
- 4.43 At the time of the inspection, the medical centre was fully staffed. One nurse position was vacant but was covered by several casual staff. Importantly, the Department had arranged an increase in doctor sessions and had introduced sessions with a psychiatrist from Bunbury via telemedicine. A substantive Clinical Nurse Manager had been recruited after a long period of instability in the position but he had been forced to reduce

---

53 Stevens M, *Assessment of clinical service provision of health services of the Western Australian Department of Corrective Services* (Department of Corrective Services, 2011).

54 Fazel S & Baillargeon J, 'The Health of Prisoners' (2011) 377 *The Lancet* 956–965.

55 Australian Institute of Health and Welfare, *The health of Australia's prisoners 2010* (September 2011); D'Souza R, M, Butler T & Petrovesky N, 'Assessment of cardiovascular disease risk factors and diabetes mellitus in Australian prisons: is the prisoner population unhealthier than the rest of the Australian Population?' (2005) 29 *Australian and New Zealand Journal of Public Health* 318–323.

56 Butler T, Allnutt S, Cain D et al, 'Mental disorder in the New South Wales prisoner population' (2005) 39 *Australian and New Zealand Journal of Psychiatry* 407–413; Australian Institute of Health and Welfare, *The health of Australia's prisoners 2010* (September 2011).

57 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 29–31.

---

---

his working hours for personal reasons and was sharing the role with another member of staff. A significant risk existed in the fact that the only trained mental health nurse was due to leave at the end of 2012.

- 4.44 Prisoner satisfaction with access to health services had improved significantly with 74 per cent of respondents to the pre-inspection prisoner survey rating access as ‘good’ (compared with 56% in 2009). Results relating to the quality of services were similar: in 2012 64 per cent of respondents compared to 40 per cent in 2009. No complaints about health services were heard from prisoners during the inspection.
- 4.45 New prisoners receive a health screening assessment on the day of arrival or within the first 24 hours. However, no statistics were collected on prisoners’ mental health and substance abuse treatment needs from the screening process, and this represented a lost opportunity to facilitate planning of health services.
- 4.46 All prisoners who arrive at Greenough are seen by a doctor at the earliest opportunity. Until two months prior to the inspection, this could take four or five weeks from reception, but following the increase in doctor sessions, prisoners were generally seen within a week. This was a very positive development.
- 4.47 A dentist visits the prison on Monday each week and provides either a half or full day according to need. This is provided through a contractual arrangement with the Department of Health. Any emergency dental appointments are facilitated externally.
- 4.48 Prisoners are known to have much higher rates of mental disorder than the general population, although much of the research has been conducted outside Australia and no figures are available for rates of mental disorder within WA prisons.<sup>58</sup> Rates of mental disorder appear higher in remand prisoners compared with sentenced prisoners, and higher in female prisoners compared with male prisoners.<sup>59</sup>
- 4.49 At Greenough, assessment and treatment of mental health problems follows an equivalent approach to that provided in the community. Those prisoners suffering with mental disorders such as depression and anxiety are seen by a general practitioner and those with complex mental health issues, including those with histories of severe self harm, are seen by the psychiatrist.
- 4.50 For the past three years there has been no specific mental health nurse, with the role being undertaken by the co-morbidity nurse. As highlighted above, the current part-time mental health nurse was leaving at the end of 2012. However, the local community mental health service were potentially willing to provide a service to Greenough if contracted to do so.

---

58 Cumming I & Wilson S, ‘Mentally ill prisoners and mental health issues in prison’ in Wilson S & Cumming I (eds), *Psychiatry in prisons* (London: Jessica Kingsley, 2009); Fazel S & Danesh J, ‘Serious mental disorder in 23 000 prisoners: a systematic review of 62 surveys’ (2002) 359 *The Lancet* 545–550.

59 Fazel S & Danesh J, ‘Serious mental disorder in 23 000 prisoners: a systematic review of 62 surveys’ (2002) 359 *The Lancet* 545–550; Brooke D, Taylor C, Gunn J & Maden A, ‘Point prevalence of mental disorder in unconvicted male prisoners in England and Wales’ (1996) 313 *British Medical Journal* 1524–1527.

- 
- 
- 4.51 Respondents to the pre-inspection survey indicated significantly lower satisfaction with access to psychiatric services than in 2009 (61% in 2009; 20% in 2012). It should be noted that psychiatric sessions were unavailable at the time the survey was conducted. However, the prison has now contracted psychiatric sessions and anecdotal evidence from prisoners who were seeing the psychiatrist suggested that they were happy with the service.
- 4.52 Prisoners identified as a risk to themselves are monitored under the At Risk Management System (ARMS) and reviewed by the Prisoner Risk Assessment Group (PRAG). This is a multi-disciplinary case management system for the identification, monitoring and management of prisoners identified as at risk of self harm. A nurse from the medical centre usually attends PRAG meetings where a prisoner's need to remain under ARMS is reviewed. Greenough does not have a crisis care unit and if a prisoner requires a higher level of mental health intervention they are transferred to another facility.
- 4.53 There were two observation cells available in the prison – one in Unit 1 and one in Unit 4. In Unit 1, the observation cell was dirty, especially the toilet which had faecal matter in the bowl. In the Unit 4 observation cell, the mattress was dirty. The current procedure is apparently for the prisoner vacating the cell to clean it when they leave. This does not seem appropriate for those who have recently had an episode of acute distress or disturbance requiring placement within an observation cell.
- 4.54 It was of serious concern that items can be passed under the door of an observation cell by other prisoners because of a gap between the bottom of the door and the floor. The items in question were usually cigarettes but there was a risk that other items could be provided which would enable self harm.
- 4.55 When prisoners with a history of mental health problems are released from Greenough to the local area, the medical centre will inform the local mental health services (Central West Mental Health Service) of the release date and details of the prisoner's care and treatment. A Release of Information form is signed by the prisoner authorising the sharing of relevant information. Staff at Central West Mental Health Service reported that discharge planning from Greenough was good.
- 4.56 When prisoners are received into the prison, regular medications they are taking may not be prescribed unless there is reliable information available on what they are. If the medication is considered vital to continue, an e-consult will be conducted with the doctor on call. The medication will be prescribed from stock for three to five days before the prisoner is seen by the general practitioner and a script issued as appropriate. Any delay in dispensing medication after reception can cause significant risk to the prisoner's physical and/or mental health and potentially the safety of the prisoner and/or others in cases where medications for mental disorders are abruptly ceased.
- 4.57 Greenough is provided with medication by the pharmacy at Hakea Prison. New medication packs are delivered on Fridays. Medical staff at Greenough were generally happy with the consistency and timeliness of Hakea pharmacy deliveries. The prison holds an account with a local pharmacy for urgent prescriptions which allows some ability to respond to prisoners' immediate medication needs and is entirely appropriate.

- 4.58 Greenough had established a relationship with the Geraldton Regional Aboriginal Medical Service (GRAMS). GRAMS was a recipient of funding from the Council of Australian Governments to provide an Aboriginal Prisoner Re-Entry Health Service. A Memorandum of Understanding between GRAMS and the prison was finalised in September 2012.
- 4.59 GRAMS receives referrals from the Transitional Manager and other staff of all Aboriginal prisoners due for release in six months who have chronic health problems, drug and alcohol issues, or mental health problems and agree to be referred to the Aboriginal Prisoner Re-Entry Health Service. This gives them the opportunity for engagement with prisoners prior to release, and allows time for development of post-release health care plans.
- 4.60 GRAMS is keen to provide more services to the prison but lack of space within the medical centre has been an obstacle. GRAMS is currently planning for (and funding) a transportable building to be placed inside the prison. GRAMS had significant funding available and wanted to spend it on services for Aboriginal prisoners. However, GRAMS staff expressed frustration at the fact that the Department seemed reluctant to accept any offers of funding.

# Chapter 5

## PRISONER REHABILITATION AND REPARATION

---

---

- 5.1 Greenough, like any prison, has a responsibility to provide prisoners with the opportunity to rehabilitate and make reparation to the community for the damage caused by their offences. Imprisonment presents an opportunity to intervene in the life of a prisoner and address the issues that led them to offend. This is reflected in the Department's strategic plan which describes a key part of its mission as 'positively influencing offender behaviour to reduce re-offending'.<sup>60</sup>
- 5.2 There are several processes and services within the prison that play a part in achieving this broad objective. The assessment process should identify each prisoner's needs when they arrive at the prison, and prison staff are expected to guide and assist the prisoner to address those identified needs through the case management process. The most direct way to address offending behaviour is through participation in an offender treatment program. In addition, it is well established that socio-economic disadvantage is a significant factor in offending. As such, participation in education and training, and development of job skills will place a prisoner in the best position to follow a law-abiding lifestyle when released. The chance of success will be greatly improved if the prison can also link the prisoner with re-entry services that assist in securing accommodation, employment and support after release.
- 5.3 Statistics gathered by the Department suggest that Greenough is relatively successful at reducing reoffending. The rate of return to prison for prisoners released from Greenough is 32.02 per cent. This compares favourably with other regional prisons with high Aboriginal populations such as Roebourne Regional Prison (43.41%), Broome Regional Prison (34.77%) and Eastern Goldfields Regional Prison (50.55%). It also compares well with the state average of 36.11 per cent.<sup>61</sup>

### ASSESSMENT

- 5.4 Prisoners serving effective sentences of more than six months are subject to an Individual Management Plan (IMP). This provides a comprehensive needs assessment and guides the management of the prisoner during their imprisonment. The vast majority of Greenough's sentenced prisoners are serving effective sentences of more than six months.<sup>62</sup> As such, an efficient and effective assessment and case management system is a priority. The initial IMP should be completed within 28 days of sentence, reflecting the time required to assess a prisoner's needs and prepare a substantial report.

---

60 DCS, *Strategic Plan 2011–2014* (March 2012).

61 DCS, *Recidivism Rates – Greenough Regional Prison – Prison Exits 2 Years Prior to Period 01 Jul 2011 to 30 Jun 2012*. The rate of return to prison is the percentage of the prisoners discharged from custody following a sentenced episode, who return within two years of their release/discharge for a subsequent sentenced episode. The rate of return excludes exits from and returns to fine default only sentences, and excludes returns solely on account of suspension of an early release order. However, it includes returns to prison for breach of parole order conditions where the order has been cancelled.

62 On 10 October 2012, 181 of 222 sentenced prisoners (82%) had effective sentences of more than six months: DCS, *TOMS report – Assessment Monitoring (Initial IMPs) – Facility – Greenough Regional Prison* (10 October 2012).

- 
- 
- 5.5 During the inspection, there were 27 initial IMPs outstanding at Greenough. Of these, 21 were outside the 28 day timeline.<sup>63</sup> This represented a backlog going back several months. The main cause of the backlog was a delay in completing treatment assessments. The treatment assessment identifies the needs of the prisoner and their suitability for therapeutic programs that address offending behaviour. Without a completed treatment assessment, progress towards addressing such behaviour cannot begin.
- 5.6 Treatment assessments are carried out by a psychologist or social worker from the Prison Counselling Service (PCS). Their duties also include managing at risk prisoners and delivering therapeutic programs. Understandably, higher priority is given to managing acute risk of self harm than the regular processing of treatment assessments.
- 5.7 The PCS team at Greenough was under pressure. It had an establishment of three positions but at the time of the inspection one position had been recently vacated and one member was on leave. There had also been substantial periods in the past 18 months when only one of the three positions was filled. This made it extremely difficult for the solitary PCS staff member to undertake treatment assessments. The focus was necessarily on managing prisoners at risk of self harm. On several occasions the Department was forced to send a PCS staff member to Greenough from Perth to address the mounting backlog of treatment assessments. Staff and management acknowledged that delayed treatment assessments impacted on the prison's performance and led to adverse consequences for prisoners. If a prisoner's treatment assessment is delayed by some months, it may prevent them from completing a treatment program which will in turn hinder their chance of being granted parole. This problem cannot be addressed without adequate resources. When staffing levels are low, the competing priority of acute risk management means that treatment assessment will always suffer.

*Recommendation 8*

*Ensure that adequate resources are available to complete treatment assessments within Departmental timeframes at Greenough Regional Prison.*

**CASE MANAGEMENT**

- 5.8 Ideally, a case management system should involve regular and meaningful contact between prisoners and their designated case managers. The case manager should be a source of information and assistance for the prisoner and play a significant role in preparing the prisoner for release. Unfortunately, the reality is that case management in Western Australian prisons rarely involves anything more than tracking a prisoner's progress against the requirements of their IMP.
- 5.9 At Greenough, case management plans for remand and sentenced prisoners were developed and reviewed regularly in compliance with the Department's policy, and (with the exception of the aforementioned problems with treatment assessments) were produced on time. A selection of case management documentation was reviewed and found to contain accurate information and clearly set out treatment and management objectives.

---

63 Ibid.



They contained relevant information on treatment needs, work, education and release related information. Cases viewed included applications for reintegration leave and these contained evidence-based decisions which were explained to the applicant. In general, there were good record keeping processes and the inspection team was able to access case management reports.

- 5.10 The level of engagement with the case management process is more difficult to quantify. The quality of contact between case managers and prisoners was highly variable and dependent on the commitment of the officer involved. Some prisoners had trouble remembering their last case management contact because it is often six months or more between contacts; some reported a brief meeting with limited interaction; others described contacts with officers who were supportive and genuinely interested in helping them.

#### OFFENDER TREATMENT PROGRAMS

- 5.11 The following offender treatment programs were provided at Greenough in the 12 months leading up to the inspection.

Program name	Number of Presentations	Number of Participants
Addictions Offending – Indigenous Men Managing Anger and Substance Use	1	8
Addictions Offending – Pathways	2	21
Cognitive Skills – Think First	4	39
Cognitive Skills – Cognitive Brief Intervention	3	24
Violent Offending – Indigenous Family Violence Program	2	23
<b>Total</b>	<b>12</b>	<b>115</b>

- 5.12 In addition, an Indigenous Sex Offending Treatment Program was scheduled to run between October and December 2012.<sup>64</sup> Prisoners needing to participate in a program not offered at Greenough must transfer to a different prison where the required program was available. For many prisoners this was an unsettling experience which isolated them from their support network of family and friends, both in the prison and in the local community.
- 5.13 Prior to the inspection, the Department identified 111 instances of prisoners at Greenough with clinical intervention needs who were not yet booked onto a relevant program (it is possible that one prisoner may require several programs).<sup>65</sup> This is almost equivalent to an entire year's worth of program places for Greenough.
- 5.14 About one-third (36) of these could not be booked because the recommended program does not exist in the prison system. This included the Aboriginal Substance Use High Intensity, Domestic Violence Indigenous High Intensity, and the Violent Offender Indigenous High Intensity programs. The Department explained that the

64 The start of this program was delayed until January 2013.

65 Figures provided by the Department in response to pre-inspection document request.

recommendation for a particular program is made on the basis of assessment against treatment needs, and acknowledges that ‘if there is no program that meets their level of risk, they will not receive that particular program’.<sup>66</sup> This approach is understandable because there is evidence that inappropriate placement on treatment programs can increase the chances of reoffending.<sup>67</sup> It is, however, unfair for a prisoner who cannot possibly meet the requirements of his or her Individual Management Plan because the program they are required to complete does not exist.

- 5.15 The Department further stated that ‘the process of recommending a program that does not yet exist is a means of identifying treatment demands’.<sup>68</sup> There are significant gaps in program availability across the prison system and more specifically at Greenough. For example, the Department currently offers no dedicated violent offending programs for women prisoners and Greenough currently offers no programs at all for women prisoners. This will need to change when the number of women prisoners at Greenough increases. The inspection team also observed that medium security prisoners from Greenough were unable to access a number of programs because they were only being run at minimum security prisons.
- 5.16 Failure to undertake a treatment program impacts a prisoner’s ability to demonstrate suitability for parole to the Prisoners Review Board. This is keenly understood by prisoners but moreover it represents a lost opportunity for offenders to accept and address their offending behaviours earlier in their sentences. This would improve their eligibility for lower security ratings, employment opportunities, and personal development.

#### EDUCATION AND TRAINING

- 5.17 The prisoner population at Greenough has high education and training needs. Approximately 63 per cent of Greenough prisoners had been assessed as having literacy and/or numeracy levels that classified them as ‘at risk’.<sup>69</sup> Many prisoners (especially Aboriginal prisoners) have had limited access to basic educational opportunities. Imprisonment therefore represents an opportunity to engage prisoners in education, improving their employment prospects and reducing their likelihood of reoffending.
- 5.18 Unfortunately, insufficient resources and infrastructure were limiting prisoner access to education at Greenough. Delivery of education services was scattered throughout the prison with little opportunity to share space, equipment or staff time. The main education centre was located in a workshop in the industries area, and there were also classrooms in transportable units in the women’s unit (Unit 5) and the minimum security unit (Unit 6). Having separate facilities for the different populations within the prison is expensive, inefficient and reduces overall access to education and training.

---

66 Statement provided by the Department in response to pre-inspection document request.

67 DCS, *Evaluations of Effectiveness of Offender Treatment Programs* (November 2012); Lowenkamp C & Latessa E, ‘Understanding the risk principle: how and why correctional interventions can harm low-risk offenders’ in US Department of Justice National Institute of Corrections, *Topics in Community Corrections* (2004) 3.

68 Statement provided by the Department in response to pre-inspection document request.

69 DCS, *ABE Engagement of ‘At Risk’ Prisoners* (9 October 2012).

- 
- 
- 5.19 The education centre in the main prison was inadequate and ultimately not functional. Space available in the centre was very limited, but several small classrooms had been created with partitions in an attempt to facilitate a wider range of classes catering to different student needs. However, this created inefficiency because larger classes could not be scheduled. Most classes at Greenough were operating with only three to five students. Average class sizes through Western Australia for adult vocational training are 12 to 18 students. This means that if more space was available, Greenough could be providing education to four times as many prisoners with the same level of human resourcing.
- 5.20 The computers in the education centre had recently been upgraded with suitable software for current teaching programs. However, the computers are only available to students studying in the main education centre. Women prisoners and minimum security prisoners had no access to any computing facilities at the time of the inspection. The computer desks are situated in an open plan area in the middle of the education centre, which is effectively a thoroughfare for staff and other students.
- 5.21 The education facilities located in the minimum security unit (Unit 6) were a welcome addition since the previous inspection in 2009. Two classrooms and an office in a transportable building were added when the unit was expanded. The quiet and spacious educational facilities are big enough to allow optimal group sizes for efficient delivery of programs.
- 5.22 However, the two classrooms are almost entirely devoid of resources that allow the sort of individualised and responsive teaching required by more disadvantaged students. There are no student computers, art materials, or easy access to a photocopier. The classrooms are also under-utilised. The weekly teaching timetable indicated that only seven out of a possible 20 time slots in the two classrooms were filled. A spacious office is available for staff but there were insufficient resources to locate a staff member there regularly.
- 5.23 The women's unit (Unit 5) had a small transportable building which, although crowded and run down, had been providing reasonable space for a wide variety of educational activities. However, this area was closed at the time of the inspection because of ongoing work to convert Unit 4 into a women's unit. As a result, no dedicated education space was available for women at all during the inspection, although some education activities continued in the cramped and inadequate environment of the women's living quarters. This temporary situation was expected to improve with the opening of the new women's unit in November. The new unit was to include a new transportable building containing classroom space. The new women's unit could also take some pressure off the main education centre as the number of male prisoners is reduced.
- 5.24 It is crucial that a better service is provided as the number of women prisoners increases, especially if transferring women from Bandyup or Boronia Pre-release Centre for Women where education services and facilities are well-developed. Plans for a part-time (0.5 FTE) education officer to be located in the women's unit were very positive. Such a position would provide access to educational support outside of formal classes and allow external studies to be a more viable option.

- 
- 
- 5.25 The Department has directed prison education centres to target prisoners deemed ‘at risk’ because of poor literacy and numeracy. ‘At risk’ inmates are those identified in formal literacy and numeracy interviews as having limited English literacy and numeracy. These inmates are unlikely to be able to access employment, education or training if it demands independent literacy or numeracy performance without receiving substantial training and support. They are also ‘at risk’ in other situations where new skills need to be learnt, such as new parents needing to deal with medication and formulas for babies, especially if done in isolation from supportive others who can pass on the required knowledge orally in an appropriate language.
- 5.26 At the time of the inspection, approximately 63 per cent of Greenough prisoners had been assessed as having literacy and/or numeracy levels that classified them as ‘at risk’. Of these, 70 per cent were participating in an education program.<sup>70</sup> This high level of engagement had been achieved at least partly by requiring those wanting to access popular classes (such as computing or art) to take part in reading, writing and mathematics classes. Although the Office has some reservations about what could be seen as coercion, on balance it is accepted that this is a good initiative to promote and encourage participation in education for a population with high educational needs.

#### INDUSTRIES AND EMPLOYMENT

- 5.27 The prisoner unemployment rate at Greenough is nominally very low. At the start of the inspection there were only two prisoners without a job. However, under-employment was widespread and local management acknowledged that many prisoners were undertaking menial and undemanding work. For example, there were 106 prisoners employed as unit workers (38% of the total prisoner population).<sup>71</sup> Unit work is notorious for requiring very little effort from prisoners, and typically involves no more than mopping or sweeping a specified area of the unit. In some cases it would occupy a prisoner for an hour or less each day. This cannot sensibly be seen as valuable work experience and does not prepare prisoners for employment in the community.
- 5.28 There is a good range of industries and employment opportunities for prisoners at Greenough, but there were simply not enough jobs for the elevated numbers housed at the prison. This shortfall was exacerbated by very low staffing levels in the Vocational and Support Officer (VSO) positions that run the industries workshops and other employment areas. At the time of the inspection, an alarming 11 out of 28 VSO positions (40%) were vacant. As discussed earlier in this report, the VSO group had been heavily affected by the redeployment policy implemented by management in the 12 months prior to the inspection.<sup>72</sup> VSOs were frequently redeployed from their usual workplaces to undertake custodial roles. For officers who had been employed to supervise prisoner employment and usually had a relevant trade background, this was unsatisfactory and some were uncomfortable with these duties. The redeployment of VSOs meant that fewer prisoners could be supervised in the industries area and ultimately meant that more prisoners were

---

70 Ibid.

71 DCS, (7 October 2012).

72 See discussion in Chapter 3 [3.3]–[3.6].

left in the units with no meaningful activity to keep them occupied. By the time of the inspection, the practice of redeploying VSOs had ceased, but the industries area was still recovering from the negative impact.

- 5.29 The situation was compounded by the difficulty of recruiting new VSOs. Demand for workers in the resources sector created a competitive employment market in the region and VSO recruitment generally targeted qualified tradespeople who were particularly sought after. However, the biggest challenge was the lengthy security screening and approval process that any recommended applicant must endure. This meant that some applicants could wait up to four or five months between submitting a job application and commencing employment. Jobseekers (especially qualified tradespeople) are unlikely to accept such delays and will simply find a different job. As a result, the Department may lose the opportunity to employ the most qualified applicant and may eventually settle for a less qualified applicant.

*Recommendation 9*

*Implement a simpler and faster recruitment and appointment process for Vocational and Support Officers.*

*Recommendation 10*

*Ensure all Vocational and Support Officer positions are occupied in order to maximise meaningful employment for prisoners at Greenough Regional Prison.*

- 5.30 The main opportunities for employment inside the prison are in the laundry, industrial workshop, gardens, and kitchen. The laundry is the prison's largest industry and employs around 40 prisoners. The laundry holds contracts with a number of local businesses, providing a valuable offset to the prison budget. It is a busy area that is well run by staff, and prisoners value working there. Regrettably however, those employed in the laundry have had no accredited training available to them for some years, and the majority of prisoners employed there leave the prison having gained no formal qualification.
- 5.31 In contrast, the industrial workshop provides accredited training by way of certificates in Industrial Skills with a focus on either welding or construction. Such training is a positive opportunity for prisoners because both of these areas provide skills in demand in the current market, and therefore enhance employability.
- 5.32 The gardens team at Greenough has suffered from a high degree of staffing instability, to the point where the industry was all but shut down. The inspection team heard that on occasions when staffing numbers were insufficient for the gardens team to be adequately supervised, their work for the day was cancelled and they were returned to their units.

- 5.33 At the time of the inspection there were 227 prisoners in the main prison (with a further 50 in the minimum security unit in front of the prison). The main industries inside the prison were providing the following jobs:

Workplace	Number of prisoners employed
Laundry	40
Garden	23
Kitchen	20
Maintenance	5
Textiles	1
<b>TOTAL</b>	<b>89</b>

- 5.34 A further 18 prisoners were employed as ‘miscellaneous workers’ with various duties around the prison (including trusted positions such as transitional clerk and administration cleaner). Allowing for that (and even allowing for the fact that some industries areas could employ slightly more prisoners), there were still only enough jobs available to cater for about 50 per cent of the prisoners inside the prison. Local management and the Strategic Assets directorate from head office were exploring options to upgrade or expand the prison industries to provide more prisoner employment opportunities. The Office recognises this as a significant issue for the prison and strongly supports any move to address the problem.
- 5.35 For minimum security prisoners, the opportunity to work in the community (authorised under section 95 of the *Prisons Act 1981* (WA)) was highly valued.<sup>73</sup> It also represented a valuable contribution to and was greatly appreciated by the local community. Community work is the most direct and visible way for prisoners to make reparation for their offences. It is also a very effective way for prisoners to begin the process of reintegrating with society. Unfortunately, there was not enough of this work available to cater for all prisoners in the minimum security Unit 6.
- 5.36 Two teams of section 95 workers were employed in the community, each supervised by one VSO (known as a section 95 officer). They carried out gardening, maintenance, and construction work at a number of sites in the Geraldton area. The work undertaken by the teams benefits local non-profit community organisations, including sporting clubs and aged care facilities. Importantly, the section 95 teams also carry out work for the local Aboriginal community, including maintenance of Murchison Regional Aboriginal Corporation housing. A further nine prisoners were working unsupervised in ‘trusty’

73 Section 95 of the *Prisons Act 1981* (WA) provides the authority to ‘arrange for the provision of services and programmes for the wellbeing and rehabilitation of prisoners’. This includes ‘providing opportunities for work, leisure activities, and recreation’ and ‘assisting prisoners to make reparation for the offences they have committed’. Section 95 further states that ‘[s]ervices and programmes under this section may be provided inside or outside a prison’.

positions around the city. Positively, there were also five minimum security women prisoners working at a local charitable organisation and an aged care home.

- 5.37 However, the total number of male prisoners employed in the community was only 24. Unit 6 was holding 50 prisoners (and has a capacity of 56), meaning half of those prisoners could not participate in community work. Other employment opportunities for Unit 6 prisoners are fairly limited and many are menial and unsatisfying. The shortage of section 95 positions is felt keenly by those who miss out.
- 5.38 It will never be possible for all prisoners in Unit 6 to be working in the community but the prison should be looking to expand capacity in this area. Greenough has previously sought approval for a third section 95 officer but any hope of securing this was ended by budget cuts across the Department. However, the need for an additional section 95 officer should be considered in future budget submissions.

*Recommendation 11*

*Establish and recruit a third section 95 officer position.*

**PREPARATION FOR RELEASE**

- 5.39 Greenough had an active and enthusiastic Transitional Manager who was positively engaged with prisoners, staff and external service providers. A wide range of pre-release services were available to ensure that on release, prisoners have essential documentation, adequate clothing, funds, transport to their home towns and accommodation. Staff and prisoners throughout the prison displayed good levels of knowledge regarding the pre-release and re-entry services offered.
- 5.40 Within one week of arrival at Greenough, prisoners underwent an orientation briefing which included a presentation by the Transitional Manager. During sentence, the Transitional Manager administers a re-entry referral process with the assistance of a prisoner employed as a 'transitional clerk'. This position fulfilled a vital role in engaging with prisoners and assisting them in articulating their needs. This was done by the clerk helping them to fill in a referral questionnaire. The clerk was an Aboriginal prisoner selected for their literacy and good relations with other prisoners. With the impending increase in women prisoners, there were plans to recruit a second (female) prisoner as a transitional clerk.
- 5.41 In addition to the offer of services on arrival and during sentence, there were also processes to identify prisoners with fewer than six months of their sentences to serve and target them for re-entry services. The transitional manager made contact with every prisoner prior to release. Interviews with prisoners found a high take up of transitional services; and in particular assistance with official bureaucracy involving government agencies, accommodation and post-release transport. This included practical actions to ensure decency on release including clothing, funds and documentation.

- 5.42 Services are based on practical support in accommodation, identification documents, engaging with government departments, bank accounts, drivers licence, legal services and the settlement of outstanding fines. A number of re-entry programs are administered by the transitional manager in coordination with external providers including the Geraldton Resource Centre, Geraldton Regional Aboriginal Medical Services, Midwest Community Drug Service and other government departments.
- 5.43 The Transitional Accommodation Support Service offered accommodation in the Geraldton area for released prisoners and their families. While limited in capacity, it was an important factor in offering stability to a released prisoner and provides access to case workers and support in dealing with government departments. The Transport Options program provided transport for released prisoners back to their home towns. Again, this was an important factor in providing a stable and dignified transition to the community.



# Chapter 6

## POPULATION DIVERSITY

---

---

- 6.1 One of the challenges facing Greenough is the diversity and complexity of its prisoner population. The prison housed both men and women; sentenced prisoners and persons remanded in custody; prisoners of all security classifications (minimum, medium and maximum security); and prisoners from regions throughout Western Australia. Many of these groups have distinct needs, and the prison also has to consider the implications of managing a predominantly Aboriginal prisoner population. This chapter discusses the experiences and services available to some of the more significant cohorts within the prisoner group.

### ABORIGINAL PRISONERS

- 6.2 At the time of the inspection, approximately 85 per cent of the prisoner population at Greenough was Aboriginal. Because of this, the Office expected Greenough (and other predominantly Aboriginal regional prisons) to be strongly focused on providing culturally appropriate services that address the needs of Aboriginal prisoners.
- 6.3 Greenough housed a diverse group of Aboriginal prisoners from throughout Western Australia. Around 46 per cent of prisoners at Greenough were from the Geraldton or Mid-West region but it is a large area and some of these prisoners may still be hundreds of kilometres from their homes. Another 36 per cent were from the Kimberley region, seven per cent were from the Goldfields region and five per cent were from the Pilbara region. All of these prisoners were hundreds, if not thousands of kilometres from their homes.
- 6.4 The range of Aboriginal first languages within the prison was broad and the cultural diversity of the group presented a challenge to staff. Basic cross-cultural awareness training is provided to prison officers during their initial training, but Greenough officers had not received any further training more relevant to the Greenough regime or the specific cohort of prisoners with whom they work. Some of the initiatives and services aimed at Aboriginal prisoners at Greenough were excellent, but there were also missed opportunities and Aboriginal culture was not generally reflected in the day-to-day operation of the prison.
- 6.5 The 2012 NAIDOC Week celebrations at Greenough were outstanding, with a great variety of traditional Aboriginal food and musical performances by prisoner bands. Prisoners valued this event highly, but the success of the celebrations also served to highlight the absence of such activities at other times of the year. Traditional cultural foods (such as kangaroo and damper) were rarely available to prisoners and certainly not a regular feature of the menu. The banning of guitars throughout the prison had a particular impact on Aboriginal prisoners because of the social and cultural importance of music for Aboriginal people.
- 6.6 The Aboriginal meeting place at Greenough (known as the ‘yarning place’) has historically been well-utilised by prisoners and has been central to cultural celebrations such as NAIDOC Week. However, at the time of the inspection the yarning place had been fenced off and was to become part of the grounds of the redeveloped Unit 4. It was concerning that male prisoners no longer had access to the yarning place, but at the same time it was positive that women prisoners at Greenough would have access to a cultural

meeting place for the first time. There were plans to build a new yarning place for male prisoners and this would ultimately provide a bigger and better area. Unfortunately, the proposed site for the new yarning place would not be available until the replacement of the perimeter fence was complete. This meant that the prison would be without a cultural meeting place for 12 months or more. This was a significant weakness for a prison with such a high proportion of Aboriginal prisoners. There may be other options within the prison grounds for the setting up of a temporary meeting place until a more permanent site can be constructed.

*Recommendation 12*

*Establish a temporary cultural meeting place.*

- 6.7 The Aboriginal art program provided by the education centre was a highlight of the prison. The program has produced some excellent results, including an exhibition of prisoner art at the Geraldton Regional Art Gallery in 2011. Prisoners were also involved in production of the exhibition catalogue which provided a highly motivating and meaningful context for applied learning in reading and writing.
- 6.8 The prison held Prison Aboriginal Services Committee meetings every two months and maintained good relationships with several Aboriginal organisations in the local community. Another important link with the Aboriginal community is through the Aboriginal Visitors Scheme (AVS). This link had unfortunately been lacking at Greenough for some years.
- 6.9 The 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 Department states that the aims of the scheme are to:
- Help reduce the likelihood of Aboriginal deaths and self-harm in custody through regular contact, advice and support;
  - Improve conditions of those in custody through consultation, advice and information to decision-makers; and
  - Provide the community with information about the needs of Aboriginal detainees and prisoners.<sup>74</sup>
- 6.10 The AVS had been largely absent from Greenough at the previous inspection and this was identified as a risk for a predominantly Aboriginal prison.<sup>75</sup> Over the past three years, this situation has persisted. The AVS has had no more than an intermittent presence in the prison because of difficulties in recruiting and retaining staff, and personal conflict between individual visitors. Regardless of the reasons, however, the failure to provide this service at Greenough is unacceptable and reinvigoration of the AVS is crucial. At the time

<sup>74</sup> From a Department of Corrective Services brochure about the Aboriginal Visitors Scheme.

<sup>75</sup> OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 43.

## POPULATION DIVERSITY

---

of the inspection, recruitment of two new visitors was under way and an interim program of visiting Aboriginal elders had been put in place. The elders program would provide similar support for Aboriginal prisoners but without the formal reporting requirements of the AVS.

### WOMEN PRISONERS

- 6.11 At the time of the inspection, Unit 5 housed 23 women, who made up only eight per cent of Greenough's total prisoner population. Included amongst these 23 women were individuals on remand, minimum security women serving sentences of under 12 months, and maximum security women, at least one serving an indefinite sentence. The vast majority of women were Aboriginal (83%), with most serving sentences less than two years in length. Based on the most recent addresses of the 23 women, 39 per cent were from the Mid-West region, 35 per cent were from the Kimberley, 17 per cent from the Perth metropolitan area, and nine per cent from the Gascoyne.<sup>76</sup>
- 6.12 Unit 5 has been the allocated women's unit at Greenough since the first inspection in 2003. The unit consists of 14 cells ranging from single occupancy to four-outs, providing a limited degree of hierarchical progression. The unit includes a small outdoor quadrangle enclosed by buildings and verandas edged with razor wire. The area is extremely restrictive and oppressive, and provides little opportunity for solitude other than a prisoner's own cell. In recent years, an additional outdoor area had been created for the women, which included a transportable building for education classes and a garden. However, at the 2012 inspection this was off limits. The claustrophobic atmosphere of Unit 5, coupled with limited recreation options, marks it in stark contrast to other areas of the women's prison estate, most notably Boronia and Bandyup's Unit 5.<sup>77</sup>



Figure 11: The outdoor area of unit 5

---

76 Information extracted from TOMS.

77 See: OICS, *Report of an Announced Inspection of Bandyup Women's Prison*, Report No. 73 (August 2011); OICS, *Report of an Announced Inspection of Boronia Pre-Release Centre for Women*, Report No. 79 (July 2012).

- 
- 
- 6.13 Women prisoners have long been marginalised at Greenough, as is well documented in previous inspection reports. However, the 2012 inspection found that in spite of the upcoming move to Unit 4, the women were in a worse situation than they had been at the previous inspection in 2009. Due to the upgrading of the fence perimeter around Unit 4 in preparation for the women's move, their access to the extended horticultural and education area had been rescinded. As a result, the women had not only lost the added space and freedom to move that this additional area had afforded them, but they had also been denied attendance to their horticultural and educational activities. The fact that no alternative had been put in place to address this loss is extremely disappointing.
- 6.14 Recreation options were also severely limited for women. They were permitted access to recreational activities for one hour per day, in either the gym or volleyball court area of Unit 4. Access to the oval was permitted for only one recreational visit per week for the period of one hour. This was in stark contrast to the access to recreational facilities available to the male prisoners at Greenough. The women also commented that much of the recreation available to them was male-focused (for example, weights training). Treadmills and spin bikes were present, but not operational. A positive feature was the twice weekly dance exercise class, which the women appeared to enjoy immensely. However a recent directive that any woman who chose not to attend the dance exercise class would be confined to their cell had soured this positive experience. Furthermore if the numbers attending were too low, the women's weekly bingo night was cancelled. This left the women feeling 'blackmailed' into attending, and marred what would otherwise have been an entirely positive experience for them. While the Office encourages steps taken to encourage female prisoners to take part in recreational activities, the addition of punitive measures as a means of forcing attendance appears counterproductive.
- 6.15 Encouragingly, at the time of the inspection Greenough currently had seven approved positions available for section 95 women to work in the community, and during the inspection five women were leaving the prison daily to attend work in the community.<sup>78</sup> Yet for those women not found suitable to take part in Section 95 work, employment options were restricted to what could be made available within the small area of Unit 5. At the time of the inspection, 57 per cent of the female prisoners were employed as unit workers, which typically involves repetitive and menial cleaning duties, with no accredited training or meaningful job skilling attached.
- 6.16 One area of significant improvement from the last inspection was the role of the Women's Support Officer (WSO). In 2009, the effectiveness of this position had suffered due to a number of post holders rotating through the position in short term contracts. However in 2012, the WSO had been in post for almost three years, and had developed positive relationships with external service providers, staff and prisoners alike. The WSO was employed on a permanent part-time basis, however this role was expected to be increased to a full-time position with the move to Unit 4 and the increase in the female population. This Office supports this role and encourages Greenough management to ensure that role is adequately supported.

---

78 Five positions at Foodbank and two positions at Nazareth House (residential aged care).

### REMAND PRISONERS

- 6.17 Fifty-three prisoners were remandees at the commencement of the inspection, comprising 19 per cent of the total population of 277. A Remand Management and Placement Plan (MAP) was prepared by the assessment team within a few days of admission which determines the initial security rating and placement of the prisoner. Remand status had no effect on a prisoner's placement within the prison. However, prisoners on long-term remand, especially those rated as maximum security, and those in need of protection from or posing a risk to other prisoners are often transferred to Hakea Prison or Bandyup Women's Prison.
- 6.18 As with other prisons in Western Australia, there was no practical difference in the treatment of remand and other prisoners, other than access to daily visits. Bail assistance was provided either by reception staff on arrival or by unit staff. Remand prisoners had the same access to emotional support through the ARMS system, the peer support system, and from other prisoners and family members as other prisoners. There was no knowledge within the prison of whether any remandees were unrepresented in court.
- 6.19 The prisoner induction booklet states that 'there are a number resources available to assist you to prepare for hearing in prison and elsewhere' and that Legal Aid information kits which included the forms required to apply for legal aid could be found in the library. In reality no such kits were available in the library, nor had they been for some years. There were no books or other reference materials relating to criminal law in the library. The only legal books in the library dealt with commercial law and land law.
- 6.20 This is most unsatisfactory. It may not be reasonable for Greenough to be fully stocked to sustain research towards a complex defence or appeal, but it is essential there be at least a basic range of resources to assist prisoners wanting to understand how courts function and how they might prepare themselves for their hearings. Those intending to represent themselves should be identified early and offered a temporary or permanent transfer to Hakea Prison, Bandyup Women's Prison or Casuarina Prison to provide better access to the resources they need.

#### *Recommendation 13*

*A basic set of legal resources should be established and maintained in the library of each regional prison to provide general information about criminal law, court processes and how to access legal aid.*

#### *Recommendation 14*

*Prisoners intending to represent themselves in court should be identified during initial reception and orientation processes and offered a temporary or permanent transfer to an appropriate metropolitan prison to provide better access to the resources they need.*

#### MINIMUM SECURITY PRISONERS

- 6.21 Since 2009, the capacity of the minimum security unit at Greenough (Unit 6) had been increased by 20 with the addition of another wing of transportable units. During the 2012 inspection, the capacity of the unit was 56 prisoners and there were 50 prisoners housed there.
- 6.22 In the past, the Office has been critical of the poor standard of accommodation and limited meaningful activities available to prisoners in Unit 6. The last inspection report suggested that ‘there were too few incentives to encourage prisoners to strive to reach Unit 6’.<sup>79</sup> This situation remained largely unchanged in 2012. Unit 6 prisoners were acutely aware that they lived in impoverished conditions when compared to other minimum security facilities around the state.
- 6.23 The newer accommodation in the unit was a significant improvement on the old accommodation which is now 16 years old. The new rooms contain ensuite bathrooms which are an attractive feature for prisoners. The prisoners living in the older rooms are required to use a communal ablutions block.
- 6.24 The extension of the unit also included two classrooms which are now available for education and program delivery. However, these services continue to be fairly limited because of low levels of staffing.
- 6.25 Another welcome infrastructure upgrade was to occur at the conclusion of the perimeter fence replacement for the main prison when the old razor wire fence surrounding Unit 6 was to be replaced. The new section of Unit 6 already has a more modern anti-climb mesh fence topped by an anti-climb cawling. Only the older section was still surrounded by the confronting razor wire fence.
- 6.26 The lack of a kitchen was a significant weakness of the unit. There was no capacity for prisoners to cook their own food as might be expected in some other minimum security facilities. As a consequence, Unit 6 prisoners received the same meals from the main prison kitchen as prisoners in standard accommodation.
- 6.27 Recreation opportunities for Unit 6 were very limited at the time of the inspection. The former practice of taking prisoners to a local oval to recreate had ceased because of staffing shortages and security concerns. The gymnasium was a small cramped shed containing a small selection of weights machines. They were domestic machines and not robust enough to withstand constant use by 50 prisoners. A beach volleyball court was being constructed in the unit at the time of the inspection which drew mixed levels of interest from prisoners.
- 6.28 A new oval was also planned for placement east of the Unit 6 perimeter. Some section 95 workers from the Unit had been involved in preparation of the oval site, and had received training in plant operation. At the time of the inspection, prisoner involvement in the new oval project had ceased, and the work was to be completed by commercial contractors.

---

79 OICS, *Report of an Announced Inspection of Greenough Regional Prison*, Report No. 66 (June 2010) 19.

## POPULATION DIVERSITY

---

---

6.29 A further disincentive for minimum security prisoners was the fact that they were strip searched every time they entered or left the main prison, whether this was for a medical appointment, education, sport and recreation, peer support duties or any other reason.<sup>80</sup> Overall, there was little to attract prisoners to Unit 6.

---

80 The Department of Corrective Services notes that the requirement to strip search prisoners entering and leaving the prison arose from a recommendation made by the State Coroner.



THIS PAGE LEFT INTENTIONALLY BLANK



# Appendix 1

## THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<b>Racism, Aboriginality and equity</b> 1. Implement plans for Stage Two of the Unit 4 redevelopment at Greenough Regional Prison as outlined in the Female Prisoners Plan 2012–2022.	<b>Supported – existing Departmental initiative</b> It is the Department's position that it will continue to redevelop Greenough Regional Prison as outlined in the Female Prisoners Plan. As with all plans, it will be subject to funding and ongoing priorities.
<b>Correctional value for money</b> 2. Continue to prioritise and address infrastructure and maintenance needs at Greenough Regional Prison.	<b>Supported – existing Departmental initiative</b> The Department's commitment to addressing infrastructure and maintenance needs at Greenough Regional Prison is clearly evidenced by the current works undertaken and site audit carried out in July 2012 to identify areas of priority.
<b>Staffing issues</b> 3. Appoint substantive occupants for all senior management positions at Greenough Regional Prison.	<b>Supported – existing Departmental initiative</b> Currently, there are a number of complex and valid reasons as to why there have been delays in filling substantive senior positions. However, good progress has been made since this inspection was carried out.
<b>Custody and security</b> 4. Ensure that a fair, transparent and defensible drug testing procedure is in place.	<b>Supported</b> The Inspector's comments are noted and will be incorporated into future procedures.
<b>Custody and security</b> 5. Fund and establish a properly equipped emergency command centre.	<b>Supported in principle</b> Greenough Regional Prison currently has an area identified for use as a command post which is equipped with the basic requirements. However, the Security Directorate will complete an audit of current emergency management capability at Greenough Regional Prison to include the specific requirements of equipment, documentation etc. in relation to a command post and provide recommendations as appropriate.

THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p><b>Care and wellbeing</b></p>	<p><b>Supported</b></p>
<p>6. Increase involvement of peer support in reception, induction and orientation processes.</p>	<p>Reception and Orientation processes currently provide for peer support participation. However, greater participation by peer support will need to be facilitated to provide suitable services to both men and women.</p>
<p><b>Custody and security</b></p>	<p><b>Supported</b></p>
<p>7. Implement measures to increase staff appreciation of the value of dealing with prisoner grievances at the local level in order to improve prisoner confidence that grievances lodged in their unit will be resolved fairly and professionally.</p>	<p>Senior Management will continue to communicate and train Unit Staff, in relation to prisoner grievances and will ensure officer/prisoner interaction at unit level is increased.</p>
<p><b>Rehabilitation</b></p>	<p><b>Supported</b></p>
<p>8. Ensure that adequate resources are available to complete treatment assessments within Departmental timeframes at Greenough Regional Prison.</p>	<p>The Department has experienced difficulties recruiting staff for this function at Greenough Regional Prison. A number of strategies have been implemented to address this problem. As with all resource issue they are subject to staff availability and budget priorities.</p>
<p><b>Reparation</b></p>	<p><b>Supported in part</b></p>
<p>9. Implement a simpler and faster recruitment and appointment process for Vocational and Support Officers.</p>	<p>The recruitment and appointment process used for the selection of Vocational and Support Officers (VSO) is a standard process that complies with Public Sector Standards. However, there is always the capacity to assess selection processes and endeavour to make them more effective and efficient although care needs to be taken not to compromise the integrity and quality of the process as a consequence, particularly as they are working within secure and complex environments.</p>

THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p><b>Reparation</b></p> <p>10. Ensure all Vocational and Support Officer positions are occupied in order to maximise meaningful employment for prisoners at Greenough Regional Prison.</p>	<p><b>Supported</b></p> <p>The Department is committed to filling all Vocational and Support Officer vacancies as soon as practically possible. Since the inspection a number of positions have been filled with the remainder in the recruitment and selection stages.</p>
<p><b>Reparation</b></p> <p>11. Establish and recruit a third section 95 officer position.</p>	<p><b>Supported in principle</b></p> <p>A full review of minimum security numbers inclusive of females and the requirements of section 95 activity will be undertaken and if there is justification for an increase in section 95 activity then a business case for a third Officer will be completed by the Prison.</p>
<p><b>Racism, Aboriginality and equity</b></p> <p>12. Establish a temporary cultural meeting place.</p>	<p><b>Supported</b></p> <p>A temporary cultural meeting place is currently being developed by Prison Management and Peer Support.</p>
<p><b>Custody and security</b></p> <p>13. A basic set of legal resources should be established and maintained in the library of each regional prison to provide general information about criminal law, court processes and how to access legal aid.</p>	<p><b>Supported</b></p> <p>The State Librarian's position is in the final stages of the selection process. Once this position is filled substantively a review of the legal resources required by all prison sites will be conducted. However, Greenough Regional Prison has already been provided with an electronic set of legal library resources.</p>
<p><b>Custody and security</b></p> <p>14. Prisoners intending to represent themselves in court should be identified during initial reception and orientation processes and offered a temporary or permanent transfer to an appropriate metropolitan prison to provide better access to the resources they need.</p>	<p><b>Supported – existing Departmental initiative</b></p> <p>Prisoners are provided through the case management assessment process with the opportunity to advise prison staff of their need for legal assistance where they are self-representing. Any application by a prisoner to be relocated to facilitate increased access to legal resources will be assessed on a case-by-case basis.</p>

## Appendix 2

### SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2009 RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation/Duration Report No. 66, <i>Report of an Announced Inspection of Greenough Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	<b>Rehabilitation</b> Greenough Regional Prison should be expanded and developed to become a regional hub for assessments, program delivery and specialist services.		•			
2.	<b>Human Rights</b> 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.		• <sup>81</sup>			
3.	<b>Racism, Aboriginality and Equity</b> In planning, constructing and managing the proposed new women's unit at Greenough Regional Prison, the Department should take account of: i) The existing shortcomings identified in this Report; ii) Experience at Boronia and Bandyup in improving the position of women prisoners; and iii) The principles contained in its 'Women's Way Forward: <i>Women's Corrective Services Strategic Plan 2009-2012</i> '.		• <sup>82</sup>			
4.	<b>Rehabilitation</b> 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.		•			
5.	<b>Reparation</b> The Department should actively examine the options for a regional work camp.		•			

81 The Office is satisfied that a full risk assessment was undertaken. However, safety concerns have not necessarily been addressed at all sites and certainly at Greenough there have been no modifications to existing bunk bed designs.

82 Assessment of progress against this recommendation is made in reference to the new women's unit that was proposed at the time of the 2009 inspection, rather than the entirely different new women's unit that was being developed during the 2012 inspection.

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2009  
RECOMMENDATIONS

Recommendation No.	<b>Recommendations</b> <b>By Type of Recommendation/Duration</b> <b>Report No. 66,</b> <i>Report of an Announced Inspection of Greenough Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
6.	<b>Racism, Aboriginality and Equity</b> 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.			•		
7.	<b>Racism, Aboriginality and Equity</b> Greenough Regional Prison should establish an Indigenous Services Committee.			•		
8.	<b>Care and Wellbeing</b> To improve family contact for prisoners: <ul style="list-style-type: none"> <li>i) There should be significant upgrades to the visits facilities and the video link facilities at Greenough Regional Prison; and</li> <li>ii) The Department should formally trial internet-based 'visits' at Greenough and other sites with a view to their introduction across the system.</li> </ul>		•			
9.	<b>Staffing issues</b> The Department should initiate a local staff recruitment campaign and pursue the feasibility of a regional training program at Greenough.			•		
10.	<b>Racism, Aboriginality and Equity</b> 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.		•			

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2009  
RECOMMENDATIONS

Recommendation No.	<b>Recommendations</b> <b>By Type of Recommendation/Duration</b> <b>Report No. 66,</b> <i>Report of an Announced Inspection of Greenough Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
11.	<b>Racism, Aboriginality and Equity</b> 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.		•			

## Appendix 3

### THE INSPECTION TEAM

---

---

Andrew Harvey	Acting Inspector
Christopher Davers	Acting Deputy Inspector
Cliff Holdom	Acting Principal Inspections and Research Officer
Kieran Artelaris	Inspections and Research Officer
Stephanie McFarlane	Inspections and Research Officer
Charles Staples	Inspections and Research Officer
Joseph Wallam	Inspections and Research Officer
Jacki Jones	Expert advisor, Ombudsman New Zealand
Dr Natalie Pyszora	Expert advisor, Community Forensic Mental Health Service
Cheryl Wiltshire	Expert advisor, Department of Training and Workforce Development

## Appendix 4

### KEY DATES

---

---

Formal notification of announced inspection	15 June 2012
Pre-inspection community consultation	29 August 2012
Start of on-site phase	7 October 2012
Completion of on-site phase	12 October 2012
Inspection exit debrief	12 October 2012
Draft Report sent to the Department of Corrective Services	18 January 2013
Draft report returned by the Department of Corrective Services	13 February 2013
Declaration of Prepared Report	23 February 2013





OFFICE OF THE INSPECTOR  
OF CUSTODIAL SERVICES

[www.oics.wa.gov.au](http://www.oics.wa.gov.au)

Level 5, Albert Facey House, 469 Wellington Street, Perth, Western Australia, Australia 6000  
Telephone: +61 8 6551 4200 Facsimile: +61 8 6551 4216