



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

2021 INSPECTION OF GREENOUGH
REGIONAL PRISON

142

MAY 2022

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

The Office of the Inspector of Custodial Services acknowledges Aboriginal and Torres Strait Islander people as the traditional custodians of this country, and their continuing connection to land, waters, and community throughout Australia. We pay our respects to them and their cultures, and to Elders, be they past, present, or emerging.

2021 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

May 2022

ISSN 1445-3134 (Print)
ISSN 2204-4140 (Electronic)

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

INSPECTOR'S OVERVIEW

After a difficult and challenging period some stability is starting to return.....	iii
Executive summary	vi
List of recommendations	x
Fact page	xii
1 INTRODUCTION	1
1.1 The prison's journey	1
1.2 The 2021 inspection	3
2 GOVERNANCE	5
2.1 Leadership and direction	5
2.2 Human resources.....	7
3 EARLY DAYS IN CUSTODY	12
3.1 Reception, admission and property.....	12
3.2 Orientation.....	12
3.3 Remand prisoners.....	13
4 DUTY OF CARE	14
4.1 At risk prisoners.....	14
4.2 Younger prisoners.....	14
4.3 Foreign nationals.....	14
4.4 Bullying and violence reduction	15
4.5 Victims of abuse or trauma	15
5 MANAGING BEHAVIOUR.....	17
5.1 Encouraging positive behaviour	17
5.2 Punishment and discipline.....	17
5.3 Use of force.....	18
6 DAILY LIFE.....	19
6.1 Prison conditions.....	19
6.2 Recreation	19
6.3 Family and community contact.....	23
6.4 Phones.....	24
6.5 Funeral access.....	24
6.6 Food and nutrition.....	25
6.7 Prison infrastructure	27
6.8 Minimum-security prisoners.....	34

6.9	Clothing and bedding	37
6.10	Canteen and prisoner purchases	37
7	FEMALE PRISONERS.....	38
7.1	Infrastructure and duty of care	38
8	HEALTH AND SUPPORT	41
8.1	Health Services	41
8.2	Mental health, alcohol and other drugs.....	44
8.3	Cultural support and wellbeing.....	46
9	SECURITY.....	50
9.1	Procedural security.....	50
9.2	Physical security	50
9.3	Relational security.....	51
9.4	Emergency management	53
9.5	Transport.....	55
10	REHABILITATION AND REPARATION	56
10.1	Preparation for release.....	56
10.2	Education and training.....	57
10.3	Assessments and case management	58
10.4	Employment.....	59
10.5	Gratuities.....	61
APPENDIX 1		
	Bibliography.....	62
APPENDIX 2		
	Abbreviations	63
APPENDIX 3		
	Department of Justice response	64
APPENDIX 4		
	Inspection details.....	77

Inspector's Overview

AFTER A DIFFICULT AND CHALLENGING PERIOD SOME STABILITY IS STARTING TO RETURN

Greenough Regional Prison (Greenough) has been through a difficult few years, but they appeared to be emerging from those challenges and we saw some stability return. A cohesive, experienced and capable leadership team had developed a solid business plan to guide future direction for the prison.

We saw the results of significant recovery work undertaken after the July 2018 riot. The new and impressive women's precinct in Unit 4 was completed and almost ready for occupation. There had been repairs and improvements to Unit 2 and Unit 3, including improved security facilities and internal barrier fences. The external perimeter barrier had been hardened and an imposing internal barrier now exists between Unit 4 and the main prison compound. Security systems, processes and equipment had also been upgraded and supplemented by staff training and emergency preparedness.

But we also heard complaints from some staff that there was still residual unease and unresolved trauma about working at Greenough. This presented as unhappiness with the level of engagement and support some felt they were getting from local management and head office. We also heard from many staff that there were significant impacts arising from staff absences, which resulted in redeployments, adaptive regimes and reduced services for prisoners. But the counter to those concerns was there were few vacancies in custodial staffing, relatively low workers' compensation cases and overtime was available to cover absences at Greenough. Staff redeployments appeared to be the burning issue.

The information we found suggested that Greenough still had, to some extent, a traumatised workforce. As we detail in this report there were well entrenched negative views and cynicism amongst some staff, some of whom may never be happy, but we felt there were genuine opportunities to improve these relationships and better capitalise on the progress that has been made to date. Responsibility for addressing these issues does not rest solely with the management team or the staffing group. It is a shared responsibility requiring cooperation and engagement between both the leadership and the staff. To that end, we were somewhat surprised with the Department's response to Recommendation 1 which related to offering proactive mental health supports to staff (and prisoners) who were present at Greenough during the 2018 riot. The Department acknowledged the ongoing psychological impacts, supported the recommendation as a "current practice/project", outlined the current arrangements in place, and closed the recommendation. This tells us that they felt that nothing additional, even by way of local initiatives, was warranted and/or that the problem was such that it did not require additional attention. The concerns shared with us by staff were real and they clearly did not feel they were being addressed by the supports currently in place. This is a missed opportunity.

The new women's precinct in Unit 4 is completed and ready for full occupancy – we understand that towards the end of April 2022 some women had been moved into the unit. Unit 4 needs to be fully operational as soon as possible for several reasons, none the least of which is to provide better services for women currently held at Greenough. It will also offer placement to other women from the region who may

AFTER A DIFFICULT AND CHALLENGING PERIOD SOME STABILITY IS STARTING TO RETURN

be held elsewhere. An additional and important benefit will be the return of Unit 5 as an incentive-based unit providing earned supervision and self-care as part of Greenough's current system of hierarchical management.

Our report contained 16 formal recommendations and the Department's response noted that only four remained open. Many of our recommendations were aimed at improving the current living conditions and services for prisoners, each of the four open recommendations fell within this category. The closure of recommendations based on work or projects currently under way across the Department should not result in a loss of attention to the core underlying issue that prompted our recommendation in the first place. A good example is Recommendation 6, which we made to address many complaints from prisoners about their access to phones and the tensions and frustrations this was causing within the units. The Department supported the recommendation as a current practice or project and referred to the work being done as part of a long-term custodial technology strategy and the development of a business case to replace the Prisoner Telephone System. There was no specific time frame mentioned and this appeared to be a long-term strategic project that is unlikely to address the immediate issues causing tension and frustration in Greenough right now.

We also highlighted similarities between the types of issues we identified, which supported many of our recommendations, and the assessment of preconditions prior to the 2018 riot that was undertaken by the Department's intelligence services and provided to the Shuard Review.

Throughout the report we have identified many opportunities for improvement to living conditions many of which could be addressed without any significant cost. We strongly encourage the Department and local management to take those opportunities and build on the positive work already being done at Greenough.

ACKNOWLEDGMENTS

We have only one Independent Prison Visitor at Greenough. She is an experienced community volunteer appointed by the Minister for Corrective Services in September 2021. She attends Greenough on a regular basis providing an opportunity for the men and women to raise issues and feedback information to our office. I acknowledge the importance of this volunteer work and thank her for the contribution she is making to our oversight of Greenough.

I also want to acknowledge the support and cooperation we received throughout the inspection from the Superintendent and staff at Greenough and from key personnel in the Department. The men and women who spoke with us to share their perspective on being held in Greenough also deserve special acknowledgment and thanks.

We were grateful to have a local community member and mental health specialist, Ms Patricia Councillor, join our inspection and provide a high-level cultural context.

AFTER A DIFFICULT AND CHALLENGING PERIOD SOME STABILITY IS STARTING TO RETURN

Finally, I would like to thank the members of the inspection team for their expertise and hard work throughout the inspection. I would particularly acknowledge and thank Liz George for her hard work in planning this inspection and as principal drafter of this report.

Eamon Ryan
Inspector of Custodial Services

2 May 2022

EXECUTIVE SUMMARY

GREENOUGH PRISON

Greenough Regional Prison (Greenough) has experienced challenges in recent years. On 24 July 2018, a riot took place. Rioters set fires, destroyed infrastructure, threatened staff with weapons and breached the fence into Unit 4, the women's area. The Department of Justice (the Department) made \$12.3 million available to restore and renovate Unit 4, in addition to refurbishing Units 2 and 3 and wrapping a pulse energised fence around the facility.

Cyclone Seroja hit on 11–12 April 2021. Although well managed, the prison was not prepared for this type of emergency event. It is a credit to local management and staff that while power was out and communications down, they protected and provided for the prison community.

The prison has strengthened its infrastructure and ability to respond to an incident. But not all of the psychological wounds have healed. In July 2021, as part of our pre-inspection work, we asked the prison community if they had recovered from the riot. Even though the Department offered psychological support, many staff and prisoners who said they were at Greenough in July 2018, told us they still had some level of post-traumatic stress as a result of what they experienced.

GOVERNANCE

The senior management team at Greenough was strong and stable and key positions were substantively filled. The strategic plan was clear. But Greenough's role in the wider prison estate was not.

Perceptions among many staff, were that the prison was run under staffed, and daily operations were affected. We heard that regular redeployment to cover staff absence impacted prisoner services, especially access to recreation, and meant more frequent lockdowns. Custodial staff felt unsafe working in this environment and recalled that staff shortage had played a part in the lead up to the 2018 riot. But when we inspected, there were few custodial staff vacancies and a small but significant number of staff on workers compensation leave and return-to-work plans.

Staff did not feel supported by local management or head office, and morale, although improved from 2016, was still low. Changes to work conditions and entitlements had also been applied. These were estate wide and not led by Greenough as some staff believed. But this further deteriorated relationships between staff and management. We recommended the Department take a proactive approach to address unresolved trauma as a way to start rebuilding trust and strengthening relationships.

EARLY DAYS IN CUSTODY

Reception was busy, and reception staff were often redeployed. There were effective processes in place to receive and assess incoming prisoners. But male prisoners could not make arrival calls to family until they arrived in Unit 1 because reception had no ability to record them.

EXECUTIVE SUMMARY

Prisoners can feel disorientated and overwhelmed when admitted to prison, especially if it is their first time. So we were concerned that orientation did not always happen on the same day as admission.

Remand prisoners enjoyed more frequent social visits, and many chose to work, even though they are not required to. Court appearances worked well, both via escorts and video link.

DUTY OF CARE

The Prisoner Risk Assessment Group was a multi stakeholder forum to identify and support vulnerable prisoners. The process was collaborative and holistic. But there was no prison wide approach to working in a trauma informed way. This is important in a custodial setting and can lead to increased safety. We thought this was a missed opportunity to better support staff and prisoner management.

Younger prisoners were identified as such although there were no targeted programs or initiatives to support them. Instead, they were referred to existing support services.

Foreign national prisoners subject to deportation do not have access to resources to help them pursue their right of appeal. At Greenough, the Case Management Coordinator did provide some support, but this is not enough for foreign national prisoners to engage in a fair review process.

MANAGING BEHAVIOUR

Incentives to encourage and reward positive behaviour were limited and there was no scope for prisoners in Unit 3 to reach earned privileges status. Opportunities for self-care accommodation had been lost while Unit 5 was designated for women. And Unit 6 for minimum rated prisoners looked poor when compared to other minimum-security units across the prison estate.

Several staff were trained prosecutors and prison charges were heard promptly. But just over a quarter of staff surveyed thought the prison was ineffective in implementing the disciplinary process. And they questioned the usefulness of solitary confinement as a deterrent or punishment because it offered respite from poor conditions in the main prison.

After each use of force, a committee chaired by the Superintendent met to review the incident and determine if it was appropriate and identify any learnings that could be shared with staff.

DAILY LIFE

Surveyed prisoners rated the quality of life at Greenough lower than the state average. Prisoners were dissatisfied with many of the same issues that Greenough's intelligence services had identified in the post-riot assessment. We thought there were several opportunities to improve living conditions and treatment with minimum financial cost.

EXECUTIVE SUMMARY

When recreation officers were redeployed, which happened frequently, prisoners could not get out of units to the recreation hall or oval. And the gym equipment in units was limited. Prisoners and staff agreed that lost recreation time increased everyone's stress. Prisoners did not get to leave their units to exercise and some resented staff because of this. Recreation officers were not redeployed on the weekend, so football games took place on the oval. But prisoners who were not playing could not spectate and spent the time locked in units instead.

At most prisons, prisoners can make a phone call every 10 minutes. But at Greenough, prisoners had to wait an hour between calls to make access fair. Prisoners spent a lot of time lining up but did not have certainty that they would get an opportunity to make a call. This caused tensions. Increasing the number of phones in each unit would address this issue. E-visits were popular, which helped offset some of the COVID-19 restrictions on social visits.

When prisoners experienced a loss, family were invited in to grieve, but sorry time did not happen at the cultural place. And welfare calls were not always offered.

Eighty-one per cent of prisoner survey respondents said that the quality of food was poor. Meals at Greenough are prepared, cooked and then chilled. Over the next couple of days, the food is reheated and served. Not all foods can withstand this process. Other regional prisons serve freshly cooked meals. Kitchen staff said this was possible at Greenough too.

The prison was tidy, but old and tired. Infrastructure limitations impacted many aspects of daily life, but Unit 1 was particularly challenging. Staff had to manage very different groups in one small space, for example, people in psychological distress, new arrivals and people on punishment regimes.

Infrastructure and amenities in Unit 6 were limited and other than the new rowing machine, much of the gym equipment was made from repurposed everyday items. Prisoners were strip searched before entering the main prison to access programs, computers and e-visits. They said this was degrading and a disincentive.

FEMALE PRISONERS

The women's precinct was near completion as a stand-alone prison within a prison and an Assistant Superintendent Women's Services had been recruited. New infrastructure means the inequalities women have experienced for some time at Greenough, such as access to programs, education, and meaningful work, should be a thing of the past.

HEALTH AND SUPPORT

Recruitment to attract health clinicians to Greenough had limited success. Although the health centre was run by a dedicated team, they were overstretched and could not always service the operational or day to day needs of the prisoners.

Although staff worked respectfully, health care was not targeted for Aboriginal prisoners who wanted more traditional healing practices. There were no Aboriginal clinicians or health workers to help build cultural safety.

EXECUTIVE SUMMARY

Vulnerable prisoners are supported by the Prison Support Officer and the Aboriginal Visitors Scheme. Both are important welfare tools but had not been resourced as stand-alone services during a period of unavoidable long term leave. This left the peer support team overstretched and under resourced to do their valuable cultural work.

SECURITY

We found good procedures in place to manage the build site, as well as tool security and audits. The same went for emergency response equipment. The security team had been expanded and were now accommodated in the same office. This meant better collaboration which strengthened security practices.

Although the gatehouse worked well, it was busy, and staff relied on manual systems to hand out and return keys and radios. There was limited scanning technology although randomised checks and the drug detection team mitigated some of the risks.

REHABILITATION AND REPARATION

Valuable pre-release services were provided by the Transitional Manager and Regional Alliance West. They collaborated to link prisoners with community supports. But only three prisoners were on the Prisoner Employment Program, a scheme to connect prisoners with work upon their release. In a regional town experiencing labour shortages, we think there is room for improvement.

Although small, the education centre was welcoming, and prisoners valued their time there. Education was a highlight because staff worked hard to build the self-esteem of the students by tailoring learning to individuals' needs.

But prisoners were clear that there were not enough treatment programs or voluntary rehabilitation and life skills courses to help them overcome their struggles with addiction, relationships and violent behaviours. This is a missed opportunity to interrupt the cycle of offending. There was instability in the programs team due to recruitment and retention issues, and community organisations faced a long wait for approval to deliver courses.

Essential industries such as the laundry, kitchen and gardens, employed about half of the prisoner population. But more Aboriginal prisoners were unemployed or underemployed in unskilled unit work, than non-Aboriginal prisoners.

Section 95 prisoners were on teams that worked on projects external to the prison. We saw their work in the community which is well regarded.

LIST OF RECOMMENDATIONS

RECOMMENDATION 1

Proactively offer meaningful mental health support to staff and prisoners who were present at Greenough during the riot.

RECOMMENDATION 2

Ensure foreign national prisoners can access the resources and supports required to engage in a fair appeals process.

RECOMMENDATION 3

Develop a meaningful hierarchical management model that offers a range of quality and accessible incentives.

RECOMMENDATION 4

Avoid redeploying recreation officers and invest in fit for purpose gym equipment, which includes a portable equipment trolley to move between units.

RECOMMENDATION 5

Explore safe options to allow more prisoners on the oval as spectators.

RECOMMENDATION 6

Increase the number of phones in each unit.

RECOMMENDATION 7

Facilitate sorry time at the cultural place and ensure welfare calls are always offered when there has been a loss.

RECOMMENDATION 8

Implement a 'cook fresh' system so that meals are served on the same day as they are prepared.

RECOMMENDATION 9

Review the role and functions of Unit 1 at Greenough to ensure staff can meet all the requirements of the different prisoner cohorts sent there.

RECOMMENDATION 10

Upgrade Unit 6 to include fit for purpose gym equipment, self-care facilities and adequate visit amenities.

RECOMMENDATION 11

Identify and implement an effective recruitment and retention strategy for health clinicians to staff regional prisons like Greenough.

LIST OF RECOMMENDATIONS

RECOMMENDATION 12

Develop and resource a culturally safe and targeted model of health care for Aboriginal prisoners.

RECOMMENDATION 13

Ensure the PSO and AVS in all regional facilities are stand alone services and that gaps in services are resourced as a priority.

RECOMMENDATION 14

Upgrade gatehouse security systems and layout to provide improved flow, better use of human resources and strengthen overall security.

RECOMMENDATION 15

Improve processes to identify and connect all eligible prisoners with work and training opportunities prior to release.

RECOMMENDATION 16

Provide an appropriate range of voluntary addiction, personal development, healthy relationships, health and life skills programs at Greenough.

FACT PAGE

NAME OF FACILITY

Greenough Regional Prison

ROLE OF FACILITY

The prison holds people of all security classifications, minimum, medium and maximum (remand only). It houses men and women, sentenced and on remand. A high proportion of the prisoners are Aboriginal.

LOCATION

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

BRIEF HISTORY

Greenough Regional Prison opened in 1984 as a minimum-security prison. It was upgraded in 1990 to a medium-security prison. In 1996, a minimum-security area, Unit 6 was added just outside the perimeter fence.

A riot occurred on 24 July 2018 and the prison was badly damaged. Repairs and rebuilding started soon after, and Unit 4 was designated to be a women's precinct.

Cyclone Seroja hit Greenough on 11–12 April 2021

CAPACITY

242

NUMBER OF PRISONERS HELD ON THE FIRST DAY OF THE INSPECTION

191 (79% of capacity)

Chapter 1

INTRODUCTION

1.1 THE PRISON'S JOURNEY

Greenough Regional Prison (Greenough) has experienced its share of challenges in recent years. A riot occurred on 24 July 2018. A group of male prisoners took control of the facility and threatened staff with weapons. They set fires, and breached the fence of the women's area, Unit 4. Prisoners were trapped in their cells. Ten men escaped.

By the next morning, the combined response teams, including the Corrective Services Special Operations Group (SOG), Greenough Officer Response Teams, WA Police and the Department of Fire Emergency Services (DFES) had regained control of the prison. But it was badly damaged. Two accommodation units were left uninhabitable, the site was strewn with debris and unit offices were destroyed. Some basic services for prisoners, like access to some medications, showers, and clean clothing and bedding, were disrupted.

The Department of Justice (the Department) commenced repairs and improvements, including making \$12.3 million available to rebuild and renovate Unit 4. Restoration works began immediately and, except for the new stand-alone women's precinct, had been completed by the time of this inspection. But the psychological effects of this event on both staff and prisoners remain evident more than three years on.

Cyclone Seroja hit Greenough on 11–12 April 2021 and caused widespread damage across the mid-west. Staff, prisoners and infrastructure were protected by a prompt, effective local emergency response.

The Commissioner's Operating Policy and Procedures (COPPs) were rolling out across the estate too. Although much of the content was familiar, Greenough staff had to learn new practices and complete multiple online modules, while Greenough management aligned local policies and procedures with the new COPPs. This has been a big piece of work at Greenough, as for all prisons across the estate.

Reports and recommendations to help the prison recover

Following the riot at Greenough, the Department engaged Ms Jan Shuard PSM to undertake a review of the causes of, and the Department's management and response to, the incident. Ms Shuard's report was published in November 2018.

At that time we brought forward our planned inspection, which had been scheduled for 2019, to provide an additional perspective to the prison community. Our focus was on the post-incident management and longer-term recovery of the prison and the impact on prisoners and staff. We made four recommendations to strengthen the Department's state-wide capabilities for post incident management response, which were supported by the Department. We also recommended against holding women in Unit 1 for extended periods. The Department did not support this, viewing placement in Unit 1 as a temporary arrangement until there was more permanent accommodation for women at the prison (OICS, 2019, pp. 39-41).

INTRODUCTION

Physical and psychological healing is ongoing

Three years on from the riot, the prison community continues on a journey of recovery. Infrastructure has been repaired, replaced and hardened. New fences have gone up. Unit offices have been fortified. The construction site around the old Unit 4 will soon revert to the women's precinct. But the protracted build stands as a reminder of what started on 24 July 2018 and for many, continues to have an impact. Prison infrastructure has been repaired over time. But not all of the psychological wounds appear to have healed.

The Department offered counselling and psychological support after the event. But some staff and prisoners told us they experienced ongoing trauma, flashbacks and post-traumatic stress disorder (PTSD). And people were re-triggered by events such as the trial of the rioters or use of adaptive regimes and lockdowns. If the prison community lives with a trauma response, moving beyond the events of 2018 and into a space of respectful work and dynamic security may be hard to achieve.

In our pre-inspection survey, we asked staff and prisoners who said they were at Greenough during the riot, if they had recovered from the experience. In the survey responses, 68 per cent of prisoners who told us they were at the prison and 44 per cent of staff who said they were on duty at that time, advised they had not recovered. A prison is not always a safe space to acknowledge trauma and to seek help. So, support needs to be available, ongoing and in various forms – for example, in person, as outreach in units, or by telephone. Consideration also needs to be given to potential trigger events, such as anniversaries, milestones or future traumatic incidents.

Flash backs – first time in prison – no counselling offered. I suffer bad anxiety. I got out a different person. I was put in a room with a lot of smoke.

Mentally, emotionally, feel unsafe. Now on depression tablets and unhappy.

It is sad to see some work colleagues still coming to terms with the riot of 2018.

Figure 1-1: Comments from staff and prisoners in our pre-inspection survey about their recovery, July 2021.

INTRODUCTION

Fragile sense of safety

We understand why a loss of control as happened in 2018 leads to caution and a tight grip upon operations. Three years on, some staff told us they were reluctant to return to anything like pre-riot conditions. They did not want prisoners to mix in larger groups or have everyday items available that could be weaponised. Even though the prison has a far stronger security profile and is likely much better placed to manage an incident, many staff in our pre-inspection survey reported a nervousness that there could be another critical incident. Prisoners shared this concern. Not that they were planning a riot, but that the same pre-conditions were in place.

Sixty-two per cent of staff respondents said that they were working at Greenough at the time of the riot. Eighty per cent of those thought that the prison was not any safer now than it was then, and 75 per cent thought that living conditions had not improved.

Twenty-six per cent of prisoners told us they had been at Greenough for the riot. Sixty-four per cent of that group did not think the prison was safer.

1.2 THE 2021 INSPECTION

We planned our inspection with this background in mind. We reviewed how our recommendations from the 2016 inspection and the post incident report from 2019 had progressed. More holistically, we wanted to know how the prison community had recovered. We told the prison and the Department we were looking at:

- The opening of the women's facility and provision for female prisoners.
- The extent to which service delivery, prisoner health, employment, education and rehabilitation programs were meeting demand.
- Post incident recovery of the Greenough prison community since 2019.

Our inspection methodology

Our inspection methodology is well established, although it was the first at Greenough to be guided by our revised inspection standards (OICS, 2020). We visited the prison five times this year before the inspection to understand how it operated and to meet the people who live and work there.

In July, we surveyed staff and prisoners. Eighty-four out of 194 prisoners, or 43 per cent completed the survey, and many others provided verbal feedback instead. Ninety-eight out of 185, or 53 per cent of staff completed our survey. We also surveyed local service providers who deliver programs or services in the prison, this included one face to face meeting and four responses to our email survey. From this feedback, we got some indication of what mattered to staff, prisoners and service providers and how they felt about a range of day to day issues. We used this information to identify some focus areas for the inspection.

INTRODUCTION

The on-site inspection occurred over four days between 19 and 23 September 2021. Our team spoke with management, staff and prisoners, individually and in groups. We saw a variety of prison operations and inspected all areas. We engaged a local expert to provide cultural support and expertise in mental health, and alcohol and drugs. In October, the Inspector presented preliminary findings to the Department's representatives, senior management and staff and one of the inspection team members briefed prisoners from across the prison.

Chapter 2

GOVERNANCE

2.1 LEADERSHIP AND DIRECTION

A strong and capable leadership team

Greenough had a stable and dedicated senior management team with many years of shared experience between them. Except for the clinical nurse manager, all leadership positions were substantive. And the recently created position of Assistant Superintendent Women's Services ensured that women had representation at the highest level.

Leadership stability supports cohesive decision-making and builds capacity to drive improvements and change. This is a strong asset. However, from our discussions with staff we found there was a level of disconnect between management and some of the staffing group. So even though leadership was united in their vision, their ability to motivate or take all staff on the professional journey seemed strained. Unless the gap is bridged, and responsibility rests with both sides, Greenough may struggle to lever off its strengthened security profile and upgrades to Unit 4 and miss opportunities to improve working and living conditions for the prison community.

Greenough's role in the prison estate was not clear

Good governance is one of the foundations for a well-run prison. Greenough's business plan 2020–2021 set out reasonable local priorities for the diverse prisoner population of male and female prisoners across all security ratings. The key focus areas were appropriate for Greenough and included for example, improved interaction with Aboriginal community groups, preparation for the re-opening of the female precinct, and safety and security.

But some staff expressed concern that Greenough was just 'warehousing' prisoners, and that services were not meeting the needs of the diverse population. Staff were looking for clear direction from head office as to the role Greenough will play in the medium to long term, but felt it was lacking.

The Department has been working for some years now on a prison network design project, which will determine how each prison fits into the broader system. But Greenough's place in the network seems uncertain, and the Department has not yet determined if it will be grouped with the northern prisons or the southern prisons and what role it will be expected to play. We think Greenough still suffers from uncertainty about its role within the wider prison system, as has been the case over the previous two inspections (OICS, 2016, p. 6; OICS, 2013, pp. 5-7). No doubt this also impacts the ability of the leadership team to formulate longer term plans and move forward.

So, while the prison recognises the diversity of the population in the business plan, we saw little practical differentiation of prisoner services across prisoner groups. Of course, infrastructure and resourcing play a part. But we think the Department's network design project must be explicit in its philosophy and vision for Greenough. Only then can management drive change and improvement, and position Greenough to meet the challenges of a busy, regional prison.

GOVERNANCE

There was some uncertainty about the women's unit

Practical completion of the new women's precinct was expected at the end of 2021. But at the time of the inspection, the Department had not yet approved the staffing proposal. In fact, we were told that the initial suggestion from head office had been to staff the precinct with the same staffing level as before the re-development. It was unclear to everyone how health, programs and mental health would be resourced as staffing of those areas in the main prison was already stretched thin. The precinct concept may be unworkable if all functions are not adequately resourced.

Nor was it clear where the women might come from to fill the precinct. Around 70 beds will be available to accommodate women held on remand or sentenced and across all security levels. This is more than enough to ensure regional women can serve prison time close to family and community which is a positive. However, there are fewer women across the estate now and more placement options available than there were in 2018.

We heard different ideas about how it might be filled:

- As a regional program hub for women. However, this may mean some women would have to move away from home and family.
- Women transferred out after the riot could return. But we heard that several women would be resistant because of the trauma they experienced during the riot.
- A protection unit for male prisoners given the estate wide surge in numbers. But this would reduce options for women and seems contrary to the philosophy of having women at Greenough.



Photo 1: The women's precinct with the new build to the right

GOVERNANCE

There was local interest, but barriers to sustainability initiatives

Environmental sustainability was also part of the Greenough business plan. But because Geraldton does not have a recycling facility, the prison had little choice but to send all waste to landfill. Efforts to set up a 'containers for change' arrangement with Regional Alliance West (RAW), who ran a return facility in Geraldton, did not progress because of complications around the use of refund money.

Community interaction was driven by individual networks

There were staff who had strong networks and regular interaction with community organisations on behalf of the prison. However, there was no community reference group or community engagement strategy. We heard feedback that the prison was less engaged with the local community than it had been in the past, which was probably reflected in the low response rate to our service provider surveys (only five out of 22 service providers responded). We think more formal networks could bring more services to the prison and build stronger connections for prisoners post their release.

2.2 HUMAN RESOURCES

Custodial vacancies were low

There were few custodial staff vacancies at the time of our inspection. There were only two Senior Officer vacancies with an appointment process planned, and probationary prison officers had filled the vacancies in prison officer ranks. A local recruitment process was also underway which is a positive and proactive approach to staff retention. But staff were nervous about where human resources for the women's precinct would come from and what impact any staff shortages might mean for the rest of the prison.

Staff absence and redeployment affected prison operations

Staffing numbers impact operations, and it was clear to us that redeployment affected prison services, especially prisoners' access to recreation. Given that actual vacancies were very low, day-to-day custodial staffing shortages seemed to be driven by personal leave and other types of approved leave. There was a small but significant number of staff on worker's compensation leave – 10 in total, but five of these were pending claims. Another three staff were on return-to-work programs. For a prison the size of Greenough, these shortages had an impact. We thought that overtime was managed appropriately and were told that staff shortages were rarely more than one or two per shift.

But many staff thought that the prison was regularly under staffed and relied upon adaptive regimes and lockdowns to mitigate absences. Several people told us that the prison was run with absenteeism in double figures some days. Staff recalled that shortages had played a part in the lead up to the riot and this affected current morale and wellbeing. Some staff felt they were coming to work in an unsafe environment. For some, getting to work was hard given the uncertainty about redeployment and potential lockdowns. We heard that others booked off rather than be put at risk which placed further pressure on their colleagues. This suggests Greenough still has, to some extent, a traumatised work force.

GOVERNANCE

Greenough suffers badly from being understaffed. Staff suffer as well as prisoners. Staff suffer as they are thrown from one position to another throughout the day to cover, prisoners suffer as more times than not, the activities officer is redeployed so no recreation.

The prison is constantly understaffed, leaving officers on their own in many circumstances.

It's not about over time ... it's about coming to work knowing you have a full roster on duty for the day ... you have someone to back you up in an incident.

Figure 2-1: Comments on being under-resourced to run the prison from the staff survey, July 2021.

When we reviewed staff sign on sheets for September 2021, the data did not support staff perception of shortages. There had been a total of 175 absences that month and 177 overtime or redeployment shifts to cover them. There was only one day in September when absence was greater than coverage, and one day when coverage was greater than absence. On all other days, absences were equal to overtime shifts and redeployments.

However, for 15 out of those 30 days, three or more staff were redeployed. And there was only one day of zero redeployment that month. Because Unit 4 is offline, there are usually five positions, one Senior Officer and four prison officers, available for redeployment. This did not explain why recreation was cancelled so frequently or why staff felt so under resourced to manage day to day operations. When we visited in May 2021, we were told by management, staff and prisoners that there had been a period of rolling lockdowns, so perhaps staff perception in July at survey time was a carry-over from then. Regardless, it was how they felt, and should be acknowledged and responded to, so at the very least, staff feel heard and their concerns understood.

Staff morale was improved, but still low

Overall, staff morale seemed to have improved since the 2016 inspection and was certainly better than during our 2018 inspection following the riot. Respondents to our pre-inspection staff survey rated their quality of working life at 5.37 out of 10, up from 4.51 in 2016. Similarly, they rated their level of work-related stress at 6.07, compared to 7.36 in 2016.

Although slight, the pre-inspection staff survey results also showed some improvement in staff attitudes towards local management compared to results in 2016. Eighteen per cent of staff respondents thought that support from local management was 'good', compared to 12 per cent of respondents in 2016. Sixteen per cent of staff rated communication from local management as 'good' which was up from ten per cent in 2016. But only one per cent of staff respondents rated support and communication from head office as 'good'.

GOVERNANCE

The free comments made by staff in the pre-inspection survey reflected a low mood and some disengagement and mistrust of prison management and executives. Those sentiments may have been stronger at the time because prior to the surveys, the use of adaptive regimes had increased. It was clear to us from the pre-inspection survey feedback that:

- Many staff were still impacted by the riot.
- Many staff feared something similar could happen again, especially in the context of increased lockdowns, poor living conditions and prisoner frustrations.
- Some staff did not feel heard or cared for by local management and head office who they thought ran the prison short staffed.

There is a complete disconnect between staff on the prison floors and head office.

Lockdowns raise the temperature of the prison, limits prisoners' access to services and inhibits staff interactions with prisoners.

Management is not listening to the floor staff or brush it off without much concern.

How are they going to staff unit 4 female unit when we run short of officers every single day. This is very worrying as what I can see from here looks exactly like the build up to the 2018 RIOT.

... morale is low and mental health issues amongst both prisoners and staff are overwhelming ... and it all makes for a very unhappy work place which will ultimately impact on the prisoners.

The trust for management is minimal and trust for head office is zero.

Figure 2-2: Comments from the staff survey on morale and relationships with management, July 2021.

Many staff also felt that implementation of the Shuard report recommendations was incomplete and this was a missed opportunity to improve living and working conditions and safety. This sentiment appears to have lessened their trust in Greenough management and the Department.

In 2016, we recommended that management and staff should work together to improve relationships, which the Department supported as an existing initiative (OICS, 2016, p. 31). While the data from our survey suggests the relationship between staff and the current senior management team is more positive than it has been for some years, this is not how staff told us they experience it.

GOVERNANCE

There are some well entrenched negative views and cynicism that will take time, effort and communication to turnaround and resolve. But some may never be happy.

As noted in the introductory chapter, some staff and prisoners have not recovered psychologically from the events of 2018. So we urge the Department and Greenough leadership to continue talking to staff and explore ways to build greater trust and communication. The survey results and our conversations with staff during the inspection suggests that there is room for improvement. There is an opportunity for Greenough leadership, in consultation with all staff to identify how to strengthen relationships and communication between staff groups.

Recommendation 1

Proactively offer meaningful mental health support to staff and prisoners who were present at Greenough during the riot.

Human resource changes were unpopular

We were told that custodial staff morale had been worsened by changes to the way their work conditions and entitlements had been applied in the 12 months prior to our inspection. These included:

- limitations on availability of purchased leave
- higher standard of evidence required for personal leave
- withdrawal of regional allowance for leave days, and
- restrictions on shift swaps (although this policy was subsequently put on hold for further consultation by the Acting Commissioner).

Many staff thought local management were responsible for these changes, but we understood them to be system wide initiatives. Some believed that local management had discretion to apply the changes as they saw fit, which was not the case either. But as our inspection started shortly after the shift swap announcement which was particularly unpopular, it was perhaps not surprising that staff commentary about management was poor at that time.

Staff lacked faith in the grievance system

In the pre-inspection staff survey, 54 per cent of respondents said that staff could express work-related grievances, but only 10 per cent stated that they were able to resolve them. Many staff did not have a strong understanding of how the grievance process worked, and what sort of outcomes could be expected. It is possible that the lack of faith in the staff grievance system could also impact on the broader level of trust in management and head office.

GOVERNANCE

Staff training was a priority and the training facility was excellent

Staff training was promoted and supported by management and driven by an enthusiastic and dynamic satellite training officer. There was evidence of renewed enthusiasm for training among the staffing group, and compliance with mandatory training requirements was generally good. The prison had converted the former textiles workshop into an excellent training facility, which included replicas of a cell and cell door, and a secure escort vehicle door and pod.

Staff felt only slightly better prepared to manage a loss of control event

In our staff survey we asked if staff felt adequately trained in a range of emergency scenarios and using a variety of first aid equipment. Forty-two per cent of respondents thought they had adequate training in emergency management loss of control, compared to 41 per cent in 2016. This is better than the state average at 31 per cent.

But the percentage of staff respondents who told us they had received adequate training in five related areas had decreased since the 2016 inspection.

Table 2-1: Staff satisfaction rates regarding training.

Do you feel you have received adequate training in the following areas?	Yes 2021	Yes 2016	Yes State average
Use of restraints and chemical agents	64%	73%	57%
Use of breathing apparatus	24%	30%	24%
CPR/First Aid	61%	78%	66%
Emergency response-fire/natural disaster	48%	58%	41%
Use of the disciplinary process	54%	63%	46%

Chapter 3

EARLY DAYS IN CUSTODY

3.1 RECEPTION, ADMISSION AND PROPERTY

Reception was well managed and respectful

Greenough's reception was small but decent. The space included a shower, changing room, search areas, a washing machine and storage. Staff were experienced but often stretched. When we inspected, reception was staffed by a Senior Officer and two Vocational Support Officers (VSOs) who we heard were often redeployed to cover staff absence elsewhere in the prison. One staff member had recently left, and another was on holiday.

In a private office, reception staff completed intake interviews and a risk assessment prior to placing new prisoners in a shared cell. They notified the health centre of any medical concerns and informed the receiving unit of any at-risk or welfare issues. Prisoners were given toiletries, an information booklet and details about smoking cessation. Property was carefully recorded on admission and securely stored.

Seventy per cent of respondents told us they were upset or very upset on admission although 57 per cent said that staff were helpful or very helpful at that time.

3.2 ORIENTATION

Arrival calls to next of kin did not happen in reception

It was left to the receiving Unit 1, to assist each incoming male prisoner with their initial notification call to family. We were told calls were not facilitated in reception because they had no ability to record them. But it was not clear when these calls were attempted, if they happened as part of orientation (often a day or more after admission), or if they had been successful.

This needs to be tightened up. Notification calls should be done in reception as outlined in COPP 2.1 Reception. Rule 68, from the Mandela Rules (also known as the *United Nations Standard Minimum Rules for the Treatment of Prisoners*) provides:

Every prisoner shall have the right, and shall be given the ability and means, to inform immediately his or her family, or any other person designated as a contact person, about his or her imprisonment, about his or her transfer to another institution and about any serious illness or injury.

Orientation checklists were completed up to three days after arrival

Forty-eight prisoners were admitted to Greenough in September 2021. Thirteen of those got an orientation on the same day as their admission, and ten prisoners waited two or three nights before having their initial orientation.

The Unit 1 plan requires staff to complete the orientation checklist on the Total Offender Management Solution (TOMS) within three working days, and staff complied with this. But nine of these 48 prisoners were admitted for the first time into a WA prison. We know that prisoners can feel disorientated or overwhelmed at this time, especially first timers. Orientation should be prompt and thorough so that prisoners are aware of the supports available and understand routine and expectations. This will help them settle (OICS, 2020, p. 9).

EARLY DAYS IN CUSTODY

3.3 REMAND PRISONERS

Little separated remand from sentenced prisoners but processes worked

Our Inspection Standards (OICS, 2020) reflect national and international standards that require unconvicted remand prisoners be treated differently to sentenced prisoners. Our inspection standards state remand prisoners should be kept separate from sentenced prisoners, be able to wear their own clothes, have daily visits, be allowed to work, and have opportunities to take up personal development and life skills programs

In reality, across the prison estate, much of this does not happen, but remand prisoners at Greenough did have more frequent social visits which is a positive. And only five out of 74 remand prisoners at the time of the inspection were listed as not working.

Court escorts and court video sessions were scheduled and worked well. The video-link officer helped those needing legal assistance to make contact and apply for legal representation. The legal library was set up but rarely ever used.

Chapter 4

DUTY OF CARE

4.1 AT RISK PRISONERS

At-risk prisoners were managed well

The Prisoner Risk Assessment Group (PRAG) was responsible for the support of prisoners deemed at-risk and placed on the At-Risk Management System (ARMS). These were vulnerable prisoners who needed close monitoring due to self-harm ideation or behaviour. Often, but not always, they needed to be separated from the mainstream prisoner population for constant observation and went into Unit 1.

The PRAG comprised representatives from senior management, unit officers, counselling services, and prisoner welfare services including the chaplain, the Prison Support Officer (PSO) and the Aboriginal Visitors Scheme (AVS) representative. The group met at least weekly to discuss prisoners on ARMS, or more frequently if risk was elevated.

The PRAG process was holistic, robust and comprehensive. Risk factors and protective factors were discussed to inform decisions on whether a prisoner should remain on ARMS, and, if so, what level of supervision was required. Alternative strategies for managing these vulnerable prisoners were also considered, such as relocating them to a safer cell, buddying them up with friends or family, and monitoring external factors like upcoming court hearings and bail opportunities.

Vulnerable prisoners were also supported through the Support and Monitoring System (SAMS). Unit staff were aware of prisoners' SAMS status so they could monitor them more closely in the units. And there was a formal process involving custodial and counselling staff as well as prison management during which prisoners on SAMS were assessed and their progress tracked.

4.2 YOUNGER PRISONERS

Although identified, there were no specific services for young prisoners

Greenough understood the importance of identifying young offenders and paying attention to their potential risks and vulnerability. Younger prisoners were referred to the AVS, PSO, peer support team, family and friends in custody and encouraged to contact family in the community. We did see this good practice in action when a young, vulnerable prisoner was allocated a buddy and supported soon after their arrival. But beyond this type of support, there were no targeted services.

4.3 FOREIGN NATIONALS

Foreign nationals received some local support, but faced challenges

Many foreign national prisoners have strong family connections and view Australia as home. Some may, due to their immigration status, be at risk of having their visa cancelled under section 501 of the *Migration Act 1958* (Cth) and face deportation. There is a legal right of appeal, but prisoners do not have access to the internet for research or free phone access to source legal representation to assist with an appeal. Many foreign nationals are reliant upon the prison system instead to assist them with sourcing help.

DUTY OF CARE

At Greenough, the Case Management Coordinator (CMC) provided foreign nationals with some support, which is positive. But we believe that more should be done system wide to assist foreign national prisoners to have safe, but increased access to relevant information. As this is out of scope for the Department, we encourage dialogue with the Department of Home Affairs so that foreign national prisoners have the same opportunities to progress their case as detainees in immigration detention facilities. We understand that those detainees have access to their own mobile phones and the internet and therefore to a large extent a means of seeking assistance.

Otherwise, we heard that foreign national prisoners at Greenough generally did not feel disadvantaged. Although their cultures were not represented in food or canteen items, they were able to maintain connections with their community through the prisoner phone service.

Recommendation 2

Ensure foreign national prisoners can access the resources and supports required to engage in a fair appeals process.

4.4 BULLYING AND VIOLENCE REDUCTION

The anti-bullying policy was not embedded in prison operations

Greenough's anti-bullying policy was finalised in February 2021. It is a comprehensive policy that outlines support for victims of bullying, and strategies to challenge and investigate bullying behaviour.

But the policy was not a living document, as there was no broad awareness of it across the site. Results from our pre-inspection staff survey revealed that 49 per cent of respondents thought that bullying between prisoners occurs 'often' and 36 per cent said it 'sometimes' occurred. This is slightly lower than the state wide statistics of 51 per cent and 38 percent respectively.

We had hoped to find the anti-bullying policy more entrenched in the everyday prison operations than it was. Instead, we heard about informal strategies that relied upon staff knowledge of prisoners and their vulnerabilities. While this was useful and protected the victim, it is an individual rather than systemic approach.

4.5 VICTIMS OF ABUSE OR TRAUMA

Prisoner management was not based on a trauma informed approach

A trauma informed working approach to the management of prisoners can lead to better safety and security outcomes in custodial settings because staff and prisoners understand how trauma and behaviour interact. This creates space for empathy and respectful interactions, which may lead to a safer working and living environment (Benedict, 2014).

DUTY OF CARE

We were told that this was 'not on the radar' for Greenough. There was no process to identify people entering prison as a victim of abuse or trauma. And no formal recognition of the abusive backgrounds that some prisoners had lived through, which may have contributed to their offending. Staff had not received any specific training in trauma informed management of prisoners, although we heard there were some online modules available that staff should have seen.

The daily practices of managing a prison include things like strip searching, restraint use, discipline and segregation. These are not unique to Greenough and may be needed if a prisoner poses a threat to themselves or others. But they are practices that could trigger a negative reaction from some prisoners and also have a negative impact on staff. Therefore, we urge Greenough management to consider adopting a trauma-informed approach to better support staff and prisoner management.

Chapter 5

MANAGING BEHAVIOUR

5.1 ENCOURAGING POSITIVE BEHAVIOUR

Incentives and privileges were limited

Prisoners often respond well to incentives. There is a system wide approach to encourage and reward high standards of behaviour, known as hierarchical management. Privileges are determined locally and can include things like access to amenities, better cells, self-care facilities and lower levels of supervision. Poor behaviour results in regression or sanctions. It might mean people lose privileges, have a higher level of oversight or are confined to their cell for a specified period.

Current infrastructure limitations at Greenough restrict many of the more obvious incentives, such as self-care accommodation and access to amenities.

At the time of our inspection there were eight two bed cells in Unit 2 where men had earned privileges, including slightly longer phone calls, Xbox access, extra visits and higher spending limits at the canteen. Even though the incentives in Unit 2 were not infrastructure dependent, we were told there was no equivalent earned privilege option for men in Unit 3. While some men in Unit 3 aspired to achieve earned privilege status, they did not want to have to move away from family to Unit 2 to access privileges. And as discussed in the next chapter, Unit 6 for minimum rated prisoners, looked poor when viewed alongside other minimum-security units across the prison estate.

Once Unit 4 re-opens there will be an opportunity for Greenough to reimagine how to incentivise positive behaviours for the men in the main prison. There are opportunities to tap into the Prisoner Consultative Group (PCG) and also consult staff to inform this process and generate workable ideas.

One staff member suggested that this may be a way to improve culture and help build morale by acknowledging the input of employees, some of whom may feel unseen or unheard.

Recommendation 3

Develop a meaningful hierarchical management model that offers a range of quality and accessible incentives.

5.2 PUNISHMENT AND DISCIPLINE

Prison charges were heard promptly

Although the prison had no dedicated prosecutor position, several staff were trained in the prosecutions process. The Superintendent and Visiting Justice parades occurred every few weeks, so charges were heard without delay and there was usually space in the multi-purpose cells (MPCs) for men on punishment regimes.

But only 27 per cent of staff who responded to our survey rated the prison as effective in implementing the discipline and prosecutions process. Some staff told us that they thought prisoners did not view a few days in solitary confinement as a punishment or deterrent

MANAGING BEHAVIOUR

because it gave them their own cell for a while, respite from others, scheduled access to a phone and meals delivered to their cell.

We agreed to some extent because other than restrictions upon movement, there did not appear to be much differentiating the quality of life for those on a punishment regime and the general population. This will be explored further in the next chapter.

5.3 USE OF FORCE

Good oversight after use of force

At the time of our inspection, Greenough had an effective use of force committee, chaired by the Superintendent with input from operational senior managers, the Senior Officer group, including prospective Senior Officers. Reviews to determine the appropriateness of each use of force were well led and effective. Lessons learnt and recommendations were shared with staff. We found this to be an example of good practice.

Chapter 6

DAILY LIFE

6.1 PRISON CONDITIONS

Living and working conditions were basic

Prisoners rated their quality of life at Greenough as 4.25 out of 10, which is the same as in 2016. The state average is 5.02 out of 10. Many prisoners have spent time at other facilities, so they have a comparison point. Based on our inspection experience across all prisons, we tend to agree with them. We saw areas in need of maintenance and issues with access to basics such as phones, fresh food and physical activity.

Intelligence Services within the Department collated and provided site level intelligence to the Shuard Review after the riot. Aside from their choosing to participate in the disturbance, rioters cited dissatisfaction with conditions, poor food, lockdowns and limited access to phones and cultural events such as funerals, as reasons for the incident (Shuard, 2018, pp. 46-47).

So, it was concerning that many of the preconditions the prison's own intelligence services identified after the riot, were the same deficits in living conditions and treatment that prisoners and staff reported to us in 2021.

This chapter details several opportunities for improvement that would enhance the quality of life for prisoners and create a better working environment for staff. These are mostly to do with daily life, and, should they be taken up, could be achievable at minimal cost or through reorganising existing resources. Others would take departmental funding. We think the Department needs to work with Greenough leadership to address some of the pre-conditions and improve aspects of daily life.

6.2 RECREATION

Prisoners were justifiably dissatisfied with all aspects of recreation

Our pre-inspection survey found that prisoners had a very poor view of recreation which also compared unfavourably with the state average. This is detailed in the table below. At every opportunity, prisoners told us that the quality, quantity and equipment available was poor. Some of the exercise equipment across the main prison was in poor condition. The isometric bars in the unit recreation areas were old, not fit for purpose and barely used. And the basketball court surfaces were uneven and rough. There were four exercise bikes in the recreation hall and people could play darts, pool, use the big screen television, or choose a book from the library. Prisoners wanted decent gym equipment in their units, so that if they were locked down, they could at least still exercise. This is available at some of the metropolitan prisons and we think it could work at Greenough too.

DAILY LIFE



Photo 2: Recreation area in Unit 1



Photo 3: Recreation area in Unit 2

DAILY LIFE

We asked prisoners if access to a variety of recreation was 'good' or 'poor'. Satisfaction rates are recorded below:

Table 6-1: Proportion of respondents rating recreation services as 'good' – prisoner survey, July 2021

In this prison, what do you think about:	2021	2016	State average
Amount of organised sport	18%	26%	38%
Gym	10%	10%	52%
Access to other recreation	10%	15%	34%

Recreation Officers were redeployed too frequently

We heard from staff and prisoners that recreation officers were redeployed into other positions multiple times each week. We heard they were the first among the VSOs to be moved to a custodial type role when there were staff absences. This reduced prisoners' recreation opportunities outside of the unit. It meant prisoners did not always get to go to the oval or the recreation hall and had to remain in units instead. And it affected the morale and engagement of the recreation officers.

We understand that custodial operations take priority in a prison environment. However, recreation means prisoners get to leave their unit, to socialise, to work out and to de-stress. They return calmer and happier which contributes to a safer living and working environment. Staff respondents told us in the surveys that lost recreation time increased the prison temperature and staff stress levels.

This is not only unfair on prisoners who don't deserve to miss out on recreation or time out of their cells, but is potentially dangerous as it increases tensions, causes resentment (they tend to blame staff) and even anger, thereby creating a risk for staff.....causing prison officers, unnerved by the unpleasant atmosphere, to take sick or even stress leave.

No recreation for prisoners and lockdowns create more stress for staff and prisoners alike.

Figure 6-1: Comments about the importance of recreation – staff survey, July 2021.

Positively, recreation officers were not redeployed on the weekends so activities like the football matches could proceed. We think that recreation is an essential activity in prisons. Restricting this in favour of maintaining security and safety is counter-productive. As staff noted, it can actually make the environment more unsafe.

DAILY LIFE

Prisoners could not spectate on the oval

On the first day of the inspection, we watched prisoners play a football game on the oval. There was a positive energy among the prisoners participating, and the supervising officers. But the only prisoners allowed on the oval were the team players, the umpires and game officials. Prisoners were not permitted to attend as spectators.



Photo 4: Prisoners playing a football match on the oval with no spectators

We heard from officers that too many prisoners on the oval was seen as a security risk. They were concerned about the staff to prisoner ratio becoming skewed if prisoners were permitted to watch their peers play football. We understand prisoners' disappointment at not being allowed to watch sports events and encourage the prison to review this, or at the very least, to include spectating as part of a reinvigorated incentives scheme.

Recommendation 4

Avoid redeploying recreation officers and invest in fit for purpose gym equipment, which includes a portable equipment trolley to move between units.

Recommendation 5

Explore safe options to allow more prisoners on the oval as spectators.

6.3 FAMILY AND COMMUNITY CONTACT

Visits were not family friendly

Visits should be a highlight for people in prison. It is an opportunity to reconnect with loved ones and socialise out of the unit. At Greenough, most prisoners met their visitors in a small visits room, inside the main prison. They sat on either side of a table with a divider across the middle. There is an outside grassed courtyard, but it was not in use when we were there. There was a box of children's books but no play area. The prison is 15 kilometres from Geraldton and there was no transport for visitors who said that alternatives were costly and unreliable.

Even with the infrastructure limitations that Greenough has to work with, we think that there are opportunities for improvements that are achievable.

COVID-19 restrictions were still in place

Visit restrictions had been in place since the start of the COVID-19 pandemic. At the time of our inspection, there were limits on the number of people allowed in the room, on physical contact and on providing and sharing refreshments. Prisoners could offer their visitors water, but no snacks or hot drinks.

While this had been necessary to protect the prison population, restrictions were lifted in some metropolitan facilities back in June 2021, when health advice said it was safe to do so. Prisoners and their visitors wanted the same to happen at Greenough. We were pleased to hear that some staff showed common sense and allowed contact between small children and prisoners, but this was inconsistent. We were told that Greenough was looking to relax some restrictions and that prisoners would be able to share some refreshments with their visitors.

But by the time of writing, further restrictions had been implemented across the entire system, so the foreshadowed changes now seem unlikely for the time being.

E-visits worked well.

Thirty-six per cent of prisoners who responded to our survey said it was easy to contact family through e-visits, compared to nine percent state wide. Five e-visit terminals were installed when social visits were cancelled in 2019. This was a positive move and allowed prisoners to maintain connections with loved ones. People who do not receive social visits are prioritised and training resources have been developed to help online visitors. E-visits were running at the same time and in the same room as social visits, so there was limited privacy for e-visitors as the screen faced into the visits room. Staff were expected to monitor social and e-visits simultaneously.

6.4 PHONES

The phone system was a source of many complaints

We asked prisoners in our survey if it was easy to contact family through the phone. Sixty per cent said yes and 23 per cent said no. In 2016, when there were more prisoners sharing phones, 86 per cent of prisoners said it was easy and only 11 per cent said it was difficult. Dissatisfaction levels were also higher than the state average of 14 per cent.

Phones are a big problem, because everyone wants to talk to their loved ones, you have to wait an hour and that's if there are no interruptions. This causes fights.

Prisoner telephone system is out of control, have to line up and argue for a phone call.

Figure 6-2: Comments about phone access – prisoner survey, July 2021.

There are 11 phones across five units and calls are limited to 10 minutes before cutting out. Prisoners then must wait an hour before they can make another call. At most other prisons, prisoners can make a call every 10 minutes. When we queried the reason for this, we were told that it had been implemented to make access fair for everyone. This limit was the main source of complaint and frustration.

Many prisoners spent a lot of time lining up for phones. Those who worked outside the unit between 9.00 am and 3.00 pm, told us that this new system caused tension. It meant workers could make one ten-minute phone call per hour before work and up to three before lockdown at night, which happens around 6.00 pm. But there was no guarantee that prisoners would get to make calls because of the queues. Obviously if more phones were installed in each unit it could assist in addressing some of these concerns. In the interim, consideration could be given to reducing wait times between calls.

Recommendation 6

Increase the number of phones in each unit.

6.5 FUNERAL ACCESS

Prisoners could grieve their losses

Through COPP 14.5 *Authorised Absences and Absence Permits*, the Department continued with broad criteria for prisoners to attend funerals. This acknowledged kinship, community and cultural obligations for immediate and extended family. It was pleasing to see that many prisoners at Greenough had attended local and regional funerals. This is positive and supports prisoners' mental and spiritual health.

DAILY LIFE

When there had been a loss, we heard Greenough also arranged sorry time for family and sometimes offered welfare calls. But we were told this was inconsistent and the reasons why were not clear. We heard there was a remembrance service at the prison in December 2021 which was well attended and well received by prisoners. But we think sorry time would have deeper healing potential if it happened at the cultural place, and that welfare calls should always be offered after a loss.

Recommendation 7

Facilitate sorry time at the cultural place and ensure welfare calls are always offered when there has been a loss.

Some security practices interfered with grieving

We understand that escorts are risk assessed. And the outcome informs both the level of contact a prisoner can have with others during the funeral, and the restraints required. But as some prisoners explained to us, simply attending a funeral was not enough to meet their cultural obligations. They said that in northern cultures, women prepare the grave and then men grieve once this has been completed. We heard that men were often hurried back to the escort vehicle once the actual service had concluded, and so missed out on grieving. Also the use of restraints meant that prisoners were unable to be pall bearers or hug loved ones.

Increased funeral escorts have increased risks

But prisoner interaction with community members brings risks and potential for abuse. Even though prisoners were restrained for the funeral, searched and screened before leaving the prison and upon their return, some prisoners tested positive to drug use, and contraband made its way back into the prison. Staff were understandably concerned, and some prisoners were disappointed in peers who abused the escort and brought drugs back with them.

Some staff questioned the financial wisdom of resourcing costly escorts. Others thought the definition of family was too broad, or that punishment for abuse of the privilege was too light and did not deter future trafficking. We know that Greenough wants to support funeral attendance. But we also agree that they have to maintain a secure escort and safe prison. Balancing cultural needs and security is a challenge. Perhaps this is an opportunity to involve local Elders in finding a solution to this dilemma.

6.6 FOOD AND NUTRITION

Prisoners would prefer to eat freshly prepared food and cultural meals

Eighty-one per cent of prisoners who responded to our pre-inspection survey said that the quality of food was poor compared to 51 per cent state wide. Forty per cent of people told us the quantity was good, which was up from 20 per cent last time.

DAILY LIFE

Our inspection work in the kitchen confirmed that the food was of decent quality and well prepared. And the cooking processes followed healthy guidelines. But there is a 'cook/chill' system in place. Food is prepared, cooked and then quickly chilled using the blast chiller. It is then reheated and served within the next couple of days. So, prisoners did not always get fresh food, and not all meals taste good after this process.



Photo 5: Prisoner lunch

Prisoners told us that if the meals were served on the day they were prepared, their complaints about the food would reduce. Kitchen staff told us this was possible, and we were not clear why this was not happening. We think this is a real opportunity for Greenough to demonstrate they are listening to prisoners' feedback and to make improvements.

Only three per cent of staff thought that food was 'unacceptable'. There was often a freshly prepared lunch for staff which might account for the difference, although we heard that evening meals for staff and prisoners were the same

Aboriginal prisoners said they wanted to eat cultural food more often and wanted damper and bush tucker to be available at times other than the annual National Aborigines and Islanders Day Observance Committee (NAIDOC) celebrations.

DAILY LIFE

We came from the bush and desert. We love eating kangaroo, but they don't give us, only once a year, very sad.

Cultural meals like Roebourne.

Figure 6-3: Comments on food – prisoner survey, July 2021.

We were pleased to see a range of special diets being catered for, including gluten free, lactose intolerant, and allergy-specific diets.

Recommendation 8

Implement a 'cook fresh' system so that meals are served on the same day as they are prepared.

6.7 PRISON INFRASTRUCTURE

An aging prison with patchy renovations

Greenough's prison infrastructure is 37 years old and showing its age. Five years ago, we thought that the facility was looking worn out, and recommended upgrades and ongoing maintenance (OICS, 2016, p. 31). This was supported by the Department as an existing departmental initiative, but not much had changed in the main prison compound.

Except for the women's precinct, the most obvious post-riot restoration work was the hardening of infrastructure and the barrier fence between Units 2 and 3.

The gate house still ran on manual processes, without much of the technology that many other similar sized prisons rely on, and staff worked hard to process all the movements in and out. Staff amenities were minimal and would benefit from refurbishment.

The education centre was the same small, repurposed space in the industrial workshop area, hot in summer and cold in winter. But it was welcoming and attractive, with Aboriginal art, maps of country, posters in first nation languages and bookshelves of Aboriginal stories.

DAILY LIFE



Photo 6: The education centre

The industrial kitchen needed attention. Sections of the floor were lifting and not sealed properly, and parts of the concrete flooring were degraded. There was wall damage around the cool rooms, and some equipment was rusting.



Photo 7: Aging kitchen equipment

DAILY LIFE

We described the health centre in 2016 as ‘old, small and crowded’ (OICS, 2016, p. 27). The dentist still shared a room with the mental health nurse and the GP’s consult room was poorly lit and had only one exit, which was closer to the prisoner than the GP. But there had been some improvements to staff amenities and medication storage.

A safer location for program delivery was still needed. Programs were delivered in a stand-alone donga. Roving officers who were supposed to provide security to the area, were sometimes redeployed and staff did not always feel safe.

This facility is tired and extremely run down. Maintenance and any upgrades are generally reactive rather than a proactive approach. Prisoners are placed into cells that are not designed for the capacity expected which results in substandard hygiene and friction amongst cell occupants.

This facility is in desperate need of refurbishment and upgrade.

Money should have been spent on improving the infrastructure in the main prison building which is woefully inadequate.

The facility was built in 1984 and was to house less than 150 persons, they have added beds to cells that could only really house one person.

Figure 6-4: Comments on prison infrastructure – staff survey, July 2021.

Many prisoners lived in cells designed for fewer people

The prison was generally clean, but prisoners were dissatisfied with their living conditions. Fifty-four per cent of prisoner survey respondents thought their unit was poor, compared to the state average of 35 per cent. They said the prison felt old and run down. From what we saw during the inspection, and have seen at other prisons, we agreed. Forty-six per cent of staff survey respondents thought the quality of cell space was ‘unacceptable’ or ‘mixed’.

DAILY LIFE



Photo 8: Toilet close to the bunk bed in a refurbished cell for two people

We found that cell size and occupancy rates varied, but that many cells originally designed for one, had been double-bunked. This was a system-wide response to an increasing prison population and is the practice of having two people live in a cell designed for one.

The Australasian standard guideline for a single plumbed cell is 8.75 square metres or 12.75 square metres for a double cell (Corrective Services Victoria, 1990). But we found many cells were double-bunked, and closer to the recommended size of a single:

- Eighteen cells in Unit 1 designed for one person, measured 6.4 square metres and were double-bunked.
- Eight cells in Unit 2, and six cells in Unit 3, measured 7.3 square metres and were double-bunked.

The vinyl floor covering on some cell floors in Units 2 and 3 was lifting, cracked or grimy. Painting was uneven, and there was grime on lower walls. Some ceiling vents were rusted and unpainted. However, cells had good shelving and a chair for each occupant. Greenough had reduced occupancy rates in some cells from six beds back to their original capacity of four. This was a positive initiative.

DAILY LIFE

Bathroom facilities were not always decent

Fifty-eight per cent of prisoner respondents said shower and bathroom facilities were poor, compared to 43 per cent state wide. Flooring around some cell toilets in Units 2 and 3 was worn away.

Where cells designed for one had been double-bunked, the toilet was very close to the end of the bed. While most had lids, there was no privacy screen. This is neither hygienic or decent. Ideally, cells should return to their design capacities, especially those intended for single occupation.



Photo 9: Flooring in bathroom of Unit 3

Shower blocks in Units 2 and 3 had been renovated and were in reasonable condition. There were 10 showers in each block which worked via a timed single button that provided premixed water. However, five buttons in one unit, and four in the other were unusable. Either the button failed to work, or the mix of hot and cold was extreme. We understand that there have been some repairs carried out since the inspection.

DAILY LIFE



Photo 10: Day room in Unit 3

Day rooms in Units 2 and 3 lacked amenities

There was no dining room at Greenough, so food was dished up in the day room of each unit. These had steel benches, fridges and a microwave or toaster. Because there were no chairs for prisoners to eat inside, they took food back to their rooms, took cell furniture into the day room, or ate outside at picnic type tables.

The water cooler in Unit 3 had been broken for some months. Prisoners raised this with us several times over the year, and unit staff knew it was not working when we told them. This is an easy matter to resolve and an example of how a prompt maintenance response would show the prisoners that they were heard, and basic needs met.

Unit 1 performs too many functions

Unit 1 is a small, busy and at times chaotic maximum-security unit. Staff must manage a range of different management regimes which can be in place at any one time, including:

- orientation and intake for men transferring from other prisons or being received into the system from the local area;
- short term protection for people who need to be separated and protected from others;
- punishment;
- monitoring placement for people at risk of self-harm; and
- temporary placement for prisoners thought too disruptive for general population.

DAILY LIFE



Photo 11: Corridor in Unit 1 with cell doors to the left

There was no fit for purpose orientation space

After being processed through reception, newly arrived male prisoners were taken to Unit 1. But there was no place for officers to orientate new arrivals. Staff told us they completed a paper copy orientation check list, asking prisoners about sensitive topics such as their mental health, in a noisy, communal yard which is in direct line of sight and hearing of other prisoners. This is inadequate, compromised privacy and may mean prisoners are reluctant to disclose important, personal information.

Unit staff suggested an improvement by repurposing a prisoners' tea room into a dedicated orientation space. This could offer computer and phone access, and space for support services, including peer supporters to meet prisoners. While this would improve orientation, we question whether Unit 1 is where it should happen. The complex mix of prisoners and regimes means staff in Unit 1 are already working under considerable pressure and orientation just adds to that. Prison management should make efforts to identify a more suitable location.

Despite these challenges Unit 1 staff worked hard to keep the unit functional

All prisoners are entitled to daily recreation, showers and phone calls, but because of the nature of the different regimes, not all can occur at the same time. Several times a day, staff had to secure one group to allow another to move. Frequent, short term lockdowns were not popular with prisoners or staff and disrupted everyone's routines.

DAILY LIFE

There was also a level of unpredictability about Unit 1, as staff had to be ready to receive and respond to a new arrival. They had to adjust timings, schedules and movements to ensure all prisoners still got their entitlements. This made Unit 1 a challenging place to work. But we saw staff work well with often distressed and volatile people. Many, but not all, prisoners we spoke to commented positively about Unit 1 staff.

But the pressures arising from the co-location of these diverse groups is not sustainable, Unit 1 cannot safely be all things to all people.

Recommendation 9

Review the role and functions of Unit 1 at Greenough to ensure staff can meet all the requirements of the different prisoner cohorts sent there.

CCTV in Unit 1 reduced risks but there was only partial coverage

There are four MPCs in Unit 1 for prisoners on increased supervision regimes, or serving punishment, as well as one ligature-minimised observation cell, for prisoners at risk of self-harm. CCTV had been recently installed which was a positive and allowed staff to monitor prisoners more closely. But the CCTV vision did not cover the recreation yards attached to each cell or the outdoor passage to the MPCs. The safety of staff and prisoners would be enhanced through increasing CCTV coverage to these areas.

6.8 MINIMUM-SECURITY PRISONERS

Minimum-security prisoners had few rewards

Unit 6 is a fenced minimum-security unit outside the perimeter of the main prison. It is donga style accommodation for minimum-security, trusted men who have demonstrated good behaviour over a prolonged period and been approved through security assessments.

The unit was separated into 36 standard cells and 20 earned supervision cells. Gardens were small but well maintained. But compared to other minimum-security units in similar sized prisons, living conditions and amenities were poor. This is a missed opportunity for the prison to strengthen the incentivised management tool. Some of the identified shortfalls in Unit 6 were:

- self-care cooking facilities;
- fit for purpose gym equipment including weights;
- access to computers;
- access to programs;
- access to health, including the GP;
- e-visit facilities; and
- a welcoming visits centre.

DAILY LIFE

Prisoners told us that despite their placement in Unit 6 they still did not feel trusted. To access many of the facilities identified above, they had to enter the main prison which required a strip search on entry and pat search on exit. They said this was undignified and a disincentive. Prison management told us the strip search was mandatory as it was easier for Unit 6 prisoners to receive contraband over the less secure perimeter fence, or through section 95 activities. This appeared to support the prisoners' view that although suitable for minimum status, they were still not trusted. In our 2019 review into the practice of strip searching, we also found it an ineffective and overused way to find contraband (OICS, 2019). Improved gatehouse technology would assist in balancing safety and dignity considerations.

There were, however, some positives for men in Unit 6:

- single cells, some with climate control;
- a new rowing machine;
- section 95 opportunities to work outside the prison, as per section 95 *Prisons Act 1981* (WA);
- fifteen-minute phone calls; and
- 10.30 pm room curfew.

Infrastructure was limited and, in some cases, poorly maintained

Even though Unit 6 is not a self-care environment, we think it should have better self-care capacity. There were no self-catering facilities, other than a toaster in the day room and barbeques. At the very least, the men should have the option of buying fresh food such as sausages, bacon, and eggs from the canteen which they could cook on the unit barbeques. This would be a small privilege and in keeping with the supervision level they have attained.

The visits area was located in a sparse semi-outdoor shed, which although clean, was bleak and unwelcoming. The gym was open to the elements and was poorly-equipped. Prisoners resorted to re-purposing everyday items as gym equipment and made weights out of commercial-size tomato sauce bottles filled with sand. Similarly, they had made barbells out of a sports bag and broomstick handle. However, they were positive about the new rowing machine. Prisoners questioned why other minimum-security facilities, like Karnet Prison Farm, had free weights available for prisoners to use in the gym, when these were not permitted at Greenough. Custodial staff thought that these could be too easily used as weapons against them.

DAILY LIFE



Photo 12: Gym in Unit 6 with makeshift equipment



Photo 13: Visits area in Unit 6, looking in from the road

DAILY LIFE

The laundry was run-down. Only one dryer worked, and one of the three washing machines was broken. Plumbing hung from the wall, and the shower block was grimy with water puddled on the floors.

One man from Unit 6 had recently returned to Greenough after spending time at a metropolitan facility. He told us he had made the decision to go off country to Perth and far from family because amenities, resources and incentives at Greenough were so poor. Family support is often a protective factor, so his preference to leave them in favour of a better living environment says much about the conditions.

Recommendation 10

Upgrade Unit 6 to include fit for purpose gym equipment, self-care facilities and adequate visit amenities

6.9 CLOTHING AND BEDDING

Clothing supply was adequate and laundry processes efficient

Prisoner perceptions of clothing and bedding and of the laundry processes were much improved in 2021 compared to 2016. We were satisfied that the clothing was in good condition and that there was adequate supply of replacement clothing. There were two well-stocked clothing storage areas in the laundry.

Laundry processes were efficient and regular. Clothing for prisoners in the main prison was laundered three times a week and bedding once a week.

6.10 CANTEEN AND PRISONER PURCHASES

The canteen offered a reasonable service and product range

In 2016 we reported that, while the canteen was well run, not all prisoners could attend in person because of its location (OICS, 2016). In 2021 we found that the canteen had been moved and was now much more accessible. Prisoners from all units could attend in person to receive their orders.

Prisoner satisfaction levels with the canteen were slightly higher than those recorded in our previous pre-inspection survey in 2016 at 44 per cent compared to 37 per cent.

The new location also meant the canteen had adequate storage capacity, and the range of items stocked was reasonable. There was a functioning town spends system in place through which prisoners could order various items such as shoes and DVDs, and the VSO would head into town to shop for these fortnightly.

More healthy options were important for some prisoners

Some prisoners thought the canteen should stock a larger range of healthy options. But we were told that these items were not popular and generally do not sell. We saw stock like muesli bars, cans of tuna, rice crackers, and even some low-calorie meal replacement shakes. Prisoners wanted to buy perishable items like eggs, meat and cheese. We understand that this had been trialled in the past but had become a hygiene issue when prisoners stored these items in their cells rather than keeping them refrigerated.

Chapter 7

FEMALE PRISONERS

7.1 INFRASTRUCTURE AND DUTY OF CARE

The women's precinct has great potential

The new women's precinct is a stand-alone prison within a prison. This was a recommendation from the Shuard report, intended to provide a gender informed and culturally appropriate placement for female prisoners (Shuard, 2018, p. 10). The new build includes a reception area, canteen, health clinic, education space and visits centre, and should provide excellent health, education and programs to women. However, all of this is subject to there being sufficient custodial and non-custodial staff to run these services.

The initial funding proposal did not include refurbishment costs for the fire damaged accommodation block. Greenough's project team worked hard and sourced additional funds to make improvements and some trusted prisoners had been involved in undertaking this work.

A new imposing fence separated the women's precinct from the rest of the prison. Emergency training, including for fire and disturbance had taken place which should be reassuring to both staff and prisoners.



Photo 14: The fence around the women's precinct

It is important that women and their culture set the tone for the precinct. We were told that women will have extended visits with their children to maintain close family bonds and will be involved in deciding the location and design of the cultural place. Women will also be supported with a meaningful management hierarchy. We understand a smoking ceremony is planned before the women move back and we encourage the prison to engage with local Elders and the community to make sure this reflects local culture and tradition.

FEMALE PRISONERS

Life in Unit 5 was hard

The opening of the women's precinct has been unavoidably delayed by several months, due to factors beyond the prison's control. Consequently, the female prisoner population have had to manage with very little in the way of infrastructure, opportunities or services for quite some time.

There were around 10 women in Unit 5 during our inspection. They lived in personalised, clean, multiple occupancy or single cells, depending on their level of privilege. There was a shared day room where women ate, made breakfast packs, sorted laundry, watched TV and made phone calls. It was cramped and busy. And it overlooked a small grassed outdoor area where there used to be fixed gym equipment until it was moved to the new precinct. A couple of times each week, women were timetabled to leave the unit to use the recreation hall or visit the oval.



Photo 15: The women's dayroom, kitchen and dining room in Unit 5

As was the case in 2016, women's access to prison services was still not equitable, although some things had improved. Women could now visit the canteen in person, and it stocked a limited supply of items specifically for women such as make-up, hair dye, wax strips and moisturiser. We also learned that some section 95 opportunities had been identified for women who were suitably assessed.

But staff and prisoners agreed that women were still disadvantaged because:

- There was no space in the unit for education or programs – other than in the day room which was impractical given all its other functions.

FEMALE PRISONERS

- Women needed programs and education to assist with trauma, addiction and self-esteem but could not leave the unit for this.
- Work was only available inside the unit.
- There was no female peer support prisoner or female representation on the PCG.

There were other things worrying the women too. Some had gained weight because the food was carbohydrate heavy. They told us it wasn't always easy to change clothes or underwear for bigger sizes and they couldn't afford to buy them through town spends. Mothers wanted to read books with their children as they had done at home, but this was not possible because of COVID restrictions. And women wanted mental health support when they were in crisis.

But there were some positives:

- An Assistant Superintendent Women's Services had recently been appointed.
- The Women's Support Officer was committed to driving improvements.
- Strip searching of women complied with the recommended half-half approach, which meant half of the body was always covered.
- Women who had been at other facilities came with fresh ideas, such as Mindfulness programs and music therapy.
- We saw strong informal support networks. Family supported family. Women looked out for each other and looked forward to better times.

Chapter 8

HEALTH AND SUPPORT

8.1 HEALTH SERVICES

A dedicated but overstretched team

Many people enter prison with complex health histories. They may have lived through unstable childhoods, poverty, trauma and violence or had alcohol and drug addictions. This often leads to prisoners having high rates of chronic disease, poor physical and mental health and cognitive impairment.

Forty-two per cent of prisoners who responded to our survey thought general health services at Greenough were good (up from 33 per cent last survey). We think this reflects positively on the quality and professionalism of relevant staff. However, more respondents rated access to medical specialists, dental and psychiatric care as 'poor' than those who thought it 'good':

- Twenty-six per cent of prisoner respondents said that access to medical specialists was 'good' while 54 per cent said it was 'poor'.
- Twenty-nine per cent of prisoner respondents said that access to dental care was 'good' and 50 per cent thought it was 'poor'.
- Twenty per cent of prisoner respondents said that access to psychiatric care was 'good' while 44 per cent said it was 'poor'.

The health centre is busy, with staff caring for the needs of new arrivals, prisoners due for release and the remaining prisoner population. As there was no staff with expertise in mental health or substance use available over weekends, rostered nurses assisted patients who would usually be seen by the Mental Health Alcohol and Other Drugs (MHAOD) service. Good cooperation between custodial and medical staff meant that most prisoners attended their scheduled appointments.

Staff provided a committed and compassionate service for prisoners. They told us they wished they could do more, but were overstretched, close to burnout and could not always service the operational or day to day needs of the population.

When we inspected, the team comprised:

- an acting clinical nurse manager;
- two full-time nurses, each working 12-hour days 7 days a fortnight;
- two short-term part-time clinical nurses on contract (one has since converted to a full-time appointment and the other has ended);
- a Perth based GP who provided two days of telehealth and in person appointments every second Monday;
- a medical receptionist; and
- a part-time medication assistant.

HEALTH AND SUPPORT

But we heard this was not enough. There was no allowance for personal or annual leave. Often a single nurse was responsible for all aspects of prisoner health care. And there had been no substantive clinical nurse manager since December 2019. Two clinical nurse positions and one medical receptionist post were vacant.

Health workforce shortages are being experienced nationally. Various recruitment strategies have resulted in interim, temporary redeployments and short-term contracts which is unsustainable and a band aid approach.

After the inspection, we learned the Department and prison management were meeting with local community health services to explore recruitment options. While welcoming this strategy, we think the Department needs to work quickly and creatively to make this regional placement more contractually competitive.

Recommendation 11

Identify and implement an effective recruitment and retention strategy for health clinicians to staff regional prisons like Greenough.

Staff shortages impacted service delivery

People in prison should receive the same quality of health care as people in the community. Often time spent in prison is an opportunity to improve health outcomes, particularly management of chronic conditions such as hearts disease or diabetes.

An initial health assessment is the first point of contact between a new prisoner and the health centre. As a snapshot of medical history, substance use and health status it should be completed within 24 hours of arrival, but because staff had a busy workload these initial health assessments did not always happen on time. When we inspected, we were told there were eight prisoners whose health assessment had not been completed within the required timeframe.

Prisoners submit a unit form to request a medical appointment and are then scheduled for an appointment. But we heard that scheduled appointments were regularly postponed and rescheduled. Prisoners did not know when their appointment was scheduled for, nor if it had been postponed but they did talk about lengthy delays to see someone.

The GP required a nurse presence for all telehealth consults. But if there was only one nurse on duty, which was sometimes the case, other clinic work could not be done at the same time. And so, the backlog of work accumulated. We also heard that the GP was not backfilled during a period of annual leave. Shortages also meant that health promotion, chronic disease care planning and portfolio management fell away to other priorities.

HEALTH AND SUPPORT

There was no culturally safe model of health care for Aboriginal prisoners

Aboriginal prisoners are likely to have experienced many layers of socio-economic hardship and disadvantage. Health care should reflect the needs and experiences of its consumers. Although we heard staff worked respectfully, holistically and in line with an Aboriginal concept of health and wellbeing, we think health care for Aboriginal people should be culturally targeted. This is a system wide opportunity, not just at Greenough.

Apart from some Aboriginal resources and pamphlets, some of the health messages seemed focused on non-Aboriginal prisoners. Interpreters were not used because staff said there was no identified need.

In the free comments section of our pre-inspection survey, many prisoners told us there should be more Aboriginal staff across the prison. But there were no Aboriginal clinicians or health workers in the clinic and no Aboriginal Liaison Officer. An Aboriginal practitioner would bring cultural expertise and wisdom, and broker communication between prisoners and health services. They could potentially link prisoners with community health services upon their release and offer some continuity of care. This is a missed opportunity to close the gap in health outcomes for Aboriginal prisoners.

We met several prisoners at Greenough who spoke about traditional, cultural healing which included things like talking to spiritual healers and the use of bush medicines. They emphasised the cultural divide between traditional views of western medicine and more traditional Aboriginal practices. Having a culturally safe clinical service may go some way to bridge this gap.

Recommendation 12

Develop and resource a culturally safe and targeted model of health care for Aboriginal prisoners.

Some female specific health care was available

Women were generally positive about clinic staff. The GP conducted pap smears and referred off site for mammograms. But there was no information available about menopause or women's mental health. We hope this can be more of a focus once the women's precinct is open and resourced.

Many prisoners were waiting for dental care

Prisoners were unhappy with the level of dental care available. Fifty per cent of prisoners who responded to our survey thought dental care was poor, but this is an improvement on last inspection when 64 per cent were dissatisfied.

We were told that the dentist usually visited one morning per week and offered four or five appointments. And when the dentist was unable to attend, there was no replacement. This meant that dental health deteriorated while people waited for treatment, and they were in pain. In the meantime, nurses offered education, mouth wash, recommended soft food diets and painkillers, the long-term use of which is not ideal.

8.2 MENTAL HEALTH, ALCOHOL AND OTHER DRUGS

Initial health screening may not capture everyone

Prisoners arriving at Greenough are screened at reception. If someone presents with immediate needs, or has an established mental health history, they are referred to the mental health nurse for prompt follow up. We heard that this process works well, and reception staff are quick to refer any concerns.

But the screening didn't use established tools such as the Kessler Psychological Distress Scale (K10) which assesses psychological distress. It relied instead on the vigilance and experience of reception and nursing staff to make assessments based off yes and no responses and on the quality of response provided.

This may be a system level gap. It could mean people with undiagnosed or emerging mental health conditions, with cognitive impairment, or those experiencing substance withdrawal may not be identified.

Mental health was about risk mitigation

Only eighteen per cent of all staff who completed our survey thought mental health services were effective. This was the lowest approval rating of all prison service areas at Greenough and is concerning. Poor mental health is common amongst prisoners. We were told before the inspection by MHAOD, that prisoners at Greenough experienced poor and complex mental health, including depression, grief and loss, trauma and victimisation, and suicidal ideation.

But resources seemed stretched and relied upon one full-time mental health nurse, who was also the Alcohol and other Drug (AOD) nurse and serviced Eastern Goldfields Regional Prison part-time via telehealth. And there was no onsite specialist for after hours or weekend coverage. Within these constraints, mental health care seemed reactionary to crises, rather than therapeutic or healing for people living with mental health concerns.

There is no crisis care placement or staffing allocation at Greenough. So, the care of people in psychological distress fell to Unit 1 staff and visits from support services. But sixty-one per cent of prison officers who responded to our survey did not think they had received adequate training in managing people with mental health issues. And Unit 1 is not a therapeutic environment, especially with everything else staff have to manage there. It made sense, therefore, that people experiencing a serious psychiatric condition were transferred to Perth.

Prison counselling services were well regarded but stretched

There was no in-person psychiatry service but fortnightly telehealth sessions were available instead. Of the two positions at Greenough for Psychological Health Services (PHS), only one was filled. Efforts had been made to recruit for the second position but without success. PHS staff in prisons at Roebourne and West Kimberley had been providing counselling services remotely using telehealth. This was not the ideal method for these services, but we heard that prisoners still engaged.

HEALTH AND SUPPORT

The one PHS counsellor in position at GRP was committed and motivated. She was well-respected by staff, management and prisoners. Her work was pivotal in managing prisoners in crisis and those at risk and more generally keeping prisoners mentally safe. But the workload was not sustainable and there was an over-reliance on the position. This posed a risk for the prison and for the individual in the position.

Limited support to address addictions and withdrawal

In our survey, we asked staff and prisoners about help available for people with drug or alcohol addictions. Only twenty-one per cent of prisoners said 'yes' (i.e. help was available) compared to a state average of 40 per cent, and only twenty-eight per cent of staff told us they had received adequate training in managing prisoners with drug issues.

Prisoners had to be sentenced and treatment assessed before they could qualify for AOD programs, and availability of programs was limited. We understand that the Department, in addition to running some addictions programs, also funds drug counsellors to provide pre-and post-release counselling at four metropolitan prisons. But these types of resources are also needed in regional prisons.

Greenough no longer offered voluntary programs like Alcoholics Anonymous (AA) or Narcotics Anonymous (NA) which stopped some years ago. And there were no AOD services for people on remand. Staff and prisoners were frustrated that the cycle of offend, remand, release, was repeated time and again for some people.

Many prisoners had pre-existing alcohol and drug dependencies before imprisonment. While Greenough managed new arrivals who were in withdrawal, or who were on withdrawal medication already, there was little else available to address substance use. Including for people who wanted to start a medicated withdrawal program, or whose withdrawal started after they were received by the prison.

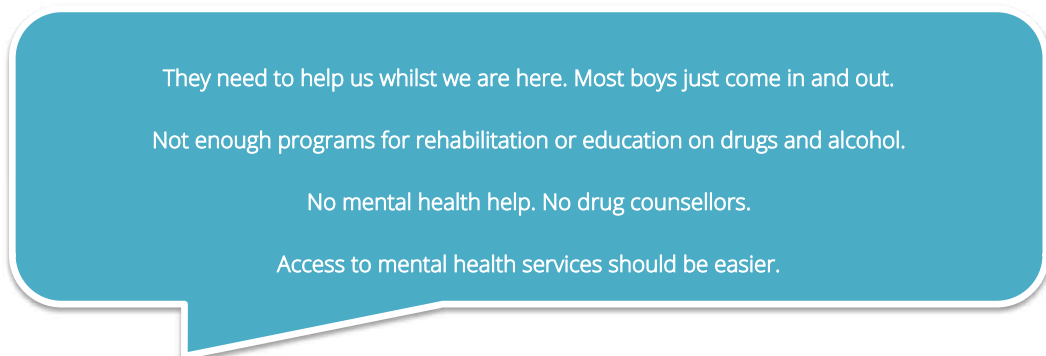


Figure 8-1: Prisoners' comments on mental health and AOD supports – prisoner survey, July 2021.

HEALTH AND SUPPORT

8.3 CULTURAL SUPPORT AND WELLBEING

PSO and AVS were valuable but overstretched

Greenough has one PSO who reports to a Perth based manager in the MHAOD branch. The PSO provides support to vulnerable people, including young and first-time prisoners, oversees the prisoner peer support team and brings a valuable non clinical welfare perspective to PRAG meetings.

But the service had faltered through unavoidable long-term leave. The position was temporarily vacant from 25 February to 3 May 2021, before it was back filled by the AVS staff member. Positively, the AVS had been reinstated with an onsite presence for three days per week, although this was less in reality due to that person also backfilling for the PSO.

The AVS and PSO functions came out of the Royal Commission into Aboriginal deaths in custody. They are valuable welfare tools to safeguard vulnerable prisoners, especially in a regional prison. But backfill arrangements were delayed and took from one service to resource the other. This is not ideal and when there are unforeseen vacancies, head office should respond quickly with additional support.

Recommendation 13

Ensure the PSO and AVS in all regional facilities are stand alone services and that gaps in services are resourced as a priority.

Peer support prisoners needed attention

The Shuard report found that Greenough lacked understanding of prisoners' experiences, in particular, the needs of Aboriginal prisoners (Shuard, 2018, p. 70). To ensure that Greenough has a good account of the day to day life of prisoners, we think functional feedback mechanisms that prioritise Aboriginal participation are necessary. Prisoners' support networks and forums such as peer support and the PCG, should have a raised profile across the prison community, be embedded in prison operations, and have stronger links to local management.

Peer support prisoners are valuable because they provide management with a peer perspective on prisoner wellbeing. At Greenough, peer support prisoners helped other prisoners in many ways. They visited people who were struggling with imprisonment, managing community issues, or at risk of self-harm. They wrote letters for people with lower literacy and helped people access out of country entitlements. It is a valuable welfare tool to settle and support prisoners, especially at Greenough, where people told us they turn to countrymen before staff. But at the time of our inspection:

- Three out of five units (1,2 and 5) did not have a peer support prisoner. Positively, we heard that this was being addressed shortly after our site visit.
- Peer support prisoners were not routinely notified of or involved with the orientation of new prisoners and had to negotiate access to Unit 1 to see them.

HEALTH AND SUPPORT

- Peer support prisoners had had little or no training in mental health first aid (e.g. Gatekeeper or equivalent).

Peer support prisoners have a minimal financial cost to prisons but offer valuable cultural and emotional support. In a prison environment, roles that model caring, listening and empathy should be encouraged. We think Greenough could make better use of this service by appointing peer support prisoners in each unit, embedding them in orientation, and ensuring that they can individually access debriefing and support.

The Prisoner Consultative Group was an asset

The PCG is a well-established forum at Greenough. It is chaired by the Assistant Superintendent Offender Services, who provides an agenda and minutes, and a handful of prisoner representatives raise unit based or prison wide issues that need addressing.

Prisoner representatives thought it was important for other members of the senior management team to attend the meetings, but this hadn't happened for some time. It would increase accountability and bring a broader base of operational knowledge to the table. Their attendance would provide evidence of their commitment and willingness to listen.

The Aboriginal Services Committee had good intentions but few resources

The Aboriginal Services Committee (ASC) meets quarterly to steer and improve management of, and services to, Aboriginal prisoners. The Department recently revised the standard terms of reference in an effort to deliver better outcomes for Aboriginal prisoners. We saw minutes of meetings and statistics from a range of prisoner services that referenced increasing understanding of trauma and ensuring Aboriginal prisoners had their health care needs addressed. But, with limited resources, it was hard for the ASC to do anything beyond reporting data, even though issues or inequalities affecting Aboriginal prisoners were identified. We will continue to monitor the ASC's progress in driving change and again encourage Greenough to reconnect with Elders and the community to partner in this process.

The cultural place needs reinvigorating

The cultural place and fire pit were on the oval. Prisoners had access to the oval during recreation time which was unit by unit. We heard that the cultural place was rarely used, and we saw it was not shaded or landscaped to reflect Aboriginal connection to land.

As a culturally significant location for Aboriginal people to yarn, heal and grieve, cultural places should be accessible, dynamic and used more regularly, not just for NAIDOC. Greenough's Aboriginal population is diverse so there are opportunities to share cultures, ceremonies, and observe the change of seasons. People could cook traditional food and come together to celebrate. And have sorry time in a meaningful place.

HEALTH AND SUPPORT



Photo 16: The cultural place on the oval

Men and women wanted to mix

Last inspection, we thought women had too few opportunities to mix appropriately with men. We acknowledged that managing male and female association was complex, particularly for people who had experienced domestic violence, but we also thought separation led to a reduction in services (OICS, 2016, p. 9).

We still think that for social and cultural reasons, in a supervised environment and with their consent, men and women should have opportunities to mix. So, it was good to learn that women had watched a football game for NAIDOC and that male and female family members could have intra prison visits and get together for sorry time.

At the prisoner debrief, men and women were interested in how their peers experienced prison life. There are opportunities for safe and consensual mixing such as peer supporter meetings and the PCG, or passive recreation and church services. This might help model positive and respectful male - female interactions in a safe and structured environment.

Aboriginal people from remote communities had very specific needs

Many Aboriginal people from regional or remote communities speak languages other than English. Their understanding of the world will be in keeping with Aboriginal dreamtime and creation stories. If they come to prison, they must navigate non-traditional justice and legal systems, in a language they may not speak well, if at all.

HEALTH AND SUPPORT

This can affect how people understand day to day prison life and impact, or limit, their ability to settle, self-advocate and look after their own best interests. We heard this was especially disorientating for people who may also be a victim of crime themselves and for those who struggled to ask for support.

Out of country prisoners at Greenough did not have family networks to draw upon and so were reliant upon the system for support. Positively, we heard that some staff were flexible with telephone access so as not to interfere with sorry time in remote communities. But we encourage Greenough to do more. And at the very least, to use interpreters to assist this group with the complications arising from being in prison, for example, with community relationships, child protection and legal matters.

Evidence of cultural respect needs to go beyond the gatehouse

Greenough is often referred to as an Aboriginal prison. There was a first nations population of around 78 per cent at the time of the inspection. Driving from the road to the gatehouse, we saw totem poles, native plants and statues that spoke of Aboriginal culture. We think there are opportunities to build on this positive first impression, and the results of our pre-inspection survey support this.

Survey feedback from staff and prisoners about cultural understanding, revealed different perspectives. Fifty-two per cent of prisoners who responded did not think staff understood or respected their culture but only two percent of staff thought there was 'generally poor' respect for and recognition of culture. Sixty per cent of staff who responded thought they had received adequate training in cultural awareness.

Although similar to state averages, survey results showed that:

- Eighty-four per cent of staff thought racist remarks between prisoners occurred 'sometimes' or 'often'.
- Thirty-three percent of staff thought racist remarks from staff to prisoners occurred 'sometimes' or 'often'.
- Eighty-two per cent of staff thought prisoner to staff racist remarks occurred 'sometimes' or 'often'.
- Forty-nine per cent of staff thought racist remarks between staff occurred 'sometimes' or 'often'.

We encourage Greenough to go beyond the symbolic. Regionally specific cultural training should be provided. It may assist staff understanding around kinship connections, grow their ability to work with traumatised people and increase cultural safety for Aboriginal staff. Simply replacing the word 'muster' with 'count' would be a welcomed start.

Chaplaincy services were well integrated in prison operations

The chaplain has provided religious and spiritual services at Greenough for many years. He offered spiritual care and guidance and church services in units. He also provided support to at-risk prisoners on ARMS and recorded the details on TOMS. This was good practice. Chaplains can offer a safe space for vulnerable prisoners to share their journey, in a way that custodial and even clinical staff may not be able to provide.

Chapter 9

SECURITY

9.1 PROCEDURAL SECURITY

Excellent procedures maintained the security of the build site

Procedural security refers to the implementation of processes, routines and control measures to increase safety. This was vital for Greenough as the build site for the new women's precinct was a busy place with many risks. We thought the facilities and security managers had put robust procedures in place to control and maintain a safe and secure working environment. Entry and exit processes were good and tool security and audits were comprehensive. We were told that there were no significant security incidents during the build which is a commendable achievement.

9.2 PHYSICAL SECURITY

The gatehouse worked well, but needed upgrading

The gatehouse at Greenough is a small and busy workplace. Although staff were stretched, especially during the change of shift, they were always friendly and a welcoming first point of contact with the prison. We reported after the last inspection that there were plans in place to re-develop the prison's gatehouse, but this hadn't happened (OICS, 2016, p. 28). The prison relied upon manual systems and the cooperation of staff instead. We think there are risks in this approach, although there were randomised checks to mitigate some of these.

There was no designated channel for staff and visitors and so the flow of people was haphazard at times. We were told that the swab testing machine used on visitors' clothing and bags didn't always work. There was limited scanning technology. Staff checked incoming staff and visitors with a metal detector wand but there was no walk-through metal detector or x-ray machine. Staff bags were mostly the transparent type. They were visually inspected but, for policy reasons, could not be manually searched. There was no digital key watcher system. The gatehouse Senior Officer handed out keys, radios and personal duress alarms. It was a busy role. And there was no radio frequency identification tagging to prevent keys or alarms from being removed. An officer was stationed at the door checking staff lanyards instead.

Not surprisingly, we experienced some variations in gate house protocols over the week, particularly at times of high traffic. But staff were always polite and professional.

Greenough was fortunate to have a Drug Detection Unit (DDU) on site, comprising an officer and detection dog. They helped prevent contraband getting inside the prison through intelligence lead searches, searches of visitors, and of prisoners returning from section 95 activities or funerals.

Greenough should have improved gatehouse technology as a first step in offsetting infrastructure limitations.

SECURITY

Recommendation 14

Upgrade gatehouse security systems and layout to provide improved flow, better use of human resources and strengthen overall security.

Security practices were strengthened by extra staffing and a centralised office

A new security demountable had been installed. Security equipment was safely stored and the team who were previously spread across the prison site were now in one location. This meant better communication, collaboration and intelligence gathering. At the time of the inspection the security team comprised:

- 1 x Security Manager;
- 1 x Senior Officer Security;
- 1 x DDU Officer; and
- 2 x Security Escort positions.

Staff told us that they were slightly more satisfied with security procedures, intelligence gathering and awareness of what was happening in the prisoner group than they were in 2016.

There was a new pulse-energised fence

During the riot, prisoners quickly breached the fence into the women's unit (Shuard, 2018, p. 59). The women were secured in cells while staff helped manage the disturbance. Prisoners had accessed tools to release women from their cells, some of whom joined in with the rioters. Female prisoners who remained in their cells have since told us how terrified they were. And they felt abandoned by staff who had little option but to assist their colleagues elsewhere in the prison. In this context, it is not surprising that security infrastructure around the new unit has been significantly strengthened.

A pulse-energised fence wrapped around Greenough's entire perimeter and also separated Unit 4 from the main prison. It pulsed at various levels of voltage, which would increase upon contact. It also had anti climb strands that would give way if someone attempted to climb it. It was an imposing deterrent.

9.3 RELATIONAL SECURITY

Most prisoners reported better relationships with staff, but some felt disrespected

Strong relational or dynamic security arises when there are positive relationships between staff and prisoners. This can support intelligence gathering and help a prison to pre-empt unrest. It is also an effective tool to manage prisoner behaviour. For the most part, we saw good interactions between prisoners and staff. And many prisoners we spoke to told us they appreciated staff members who spent time and built relationships with them. But others said some staff were to be avoided as they were unhelpful or disrespectful.

SECURITY

Prisoner perceptions of relationship with staff had improved slightly since 2016. The percentage of respondents to our survey rating relationships with different categories of staff as 'good' had improved slightly across the board. But it was perhaps more significant that the percentage of 'poor' ratings had dropped substantially in all categories.



Figure 9-1: Prisoner survey respondents' rating of relationships with different categories of staff (%), July 2021

But we also heard from many prisoners that they simply did not feel respected by staff or the system. There were more prisoners who thought officers did not apply rules fairly, used too much force and did not treat prisoners with dignity, than gave positive feedback. Although prisoners said officers were respectful during cell searches.

Officers are better, they talk and are calm.

Staff helped me get smokes. Prisoner officers may need to do some small connect and respect training.

We've cheeky staff here and they never take jokes like the others at other prisons.

Some officers get on your nerves and make remarks. Staff give attitude back when prisoners try to speak their rights.

Figure 9-2: Prisoner survey: comments on relationships with staff.

SECURITY

Staff reported mixed messages about relationships with prisoners

We asked staff who responded to our survey how well they thought custodial staff and prisoners got on. Ninety-eight per cent combined, thought it was 'generally well' or 'mixed'. We also talked with many staff who were frustrated that prisoner treatment and conditions were poor and wanted better resources and outcomes for them. Many evidenced empathy for the people in their care.

But we also heard from a minority of staff that the prisoner experience was not harsh enough, that prison was too appealing, and it was not a sufficient deterrent. We disagree with this rather simplistic view of the purpose of prisons. Imprisonment is the punishment handed down by the court and results in the loss of many of the freedoms we all enjoy. Denial or restriction of decent treatment and conditions does not address offending behaviour or promote rehabilitation. It also degrades relationships and security and increases tensions and risks for staff.

9.4 EMERGENCY MANAGEMENT

Compliance and auditing processes had improved

Emergency response equipment was stored, maintained and checked regularly. We saw a range of equipment to cover a variety of emergency scenarios, like riot control, fence extraction and cell entry. This was good practice and meant the prison's capacity to respond to an emergency had improved since 2018.

Pre-cyclone Seroja, emergency management preparedness and procedures were thorough

Our revised inspection standards state that prevention and mitigation strategies should be in place, the frequency and type of incidents are analysed, and that staff are trained in relevant emergency procedures (OICS, 2020, p. 37). During 2020, Greenough worked well and developed three emergency management plans to supplement an existing emergency management framework. These were:

- Emergency Management Procedures (July 2020) covering a range of incidents and major disturbance.
- GRP Business Continuity Action Plan (Oct 2020): covering continuity of business activities; and staff wellness and possible interruptions to normal operational management, service delivery and systems failure.
- Emergency Management Plan – Pandemic (Nov 2020) addressing planned response to a 'Pandemic Stage 3'
- Greenough had also conducted three of nine required live emergency exercises: fire, medical emergency and fire and evacuation at the Medical Centre.

SECURITY

The response to Cyclone Seroja protected staff, prisoners, and property

Greenough was tested by a critical incident between 9 and 12 April 2021 and not one that they had prepared for. Emergency management procedures did not cover a cyclone emergency. Despite that, the situation was well managed. No prisoners or staff were injured, and damage to the prison was minimised.

Before Seroja made landfall, Greenough sought advice from West Kimberley Regional Prison who had a cyclone emergency plan and acted on the recommendations they received. There was ongoing liaison with local emergency services and the Bureau of Meteorology. Management took a range of precautions to secure the prison community, and ensure food, water and health care was available. When Seroja passed directly overhead, the prison was in lockdown and all cyclone preparations had been completed.

Because of extreme weather, mains power, phone lines and IT services went down and there were at least 12 hours when Greenough lost communication with the Department. The prison radio network was the only communication channel within the prison. The generator maintained essential power and perimeter security systems remained operational. We heard that Greenough staff came together in unfamiliar and challenging circumstances which is commendable. The prison was quick to carry out a lessons learned review.

The Department had made some progress on state wide emergency management

In 2019, the Department supported the recommendation from our post incident report, advising they would develop a state-wide prison centric post incident recovery plan. A letter from the acting Commissioner to the Inspector in March 2021, restated the Department's commitment and noted the following key points:

- A Manager Emergency Management (MEM) position had been created.
- The MEM had begun a review of the Department's State-wide Emergency Management Framework.
- Testing of all 18 Incident Control Facilities (ICFs) occurred in March 2020.
- The ICF at Greenough had been improved.
- The MEM had begun reviewing and updating MOUs with Police, Ambulance and the Department of Fire and Emergency Services.

While we welcome efforts to progress a system-wide response, the 'post incident recovery plan' and the 'state-wide emergency management plan', are incomplete and progress has been slow. The Department has had three years to plan its response capabilities and we think more should have been achieved in that time. The Department advised us they have now recruited subject matter experts to take this work forward.

SECURITY

9.5 TRANSPORT

Vehicles were mostly fit for purpose

The prison had several suitable and well-maintained vehicles on site to assist with day to day operations such as taking prisoners to work or on escorts. The secure escort vehicle was fitted with CCTV to the secure pod, temperature monitoring and cell-call systems, a dedicated mobile phone and a fridge to carry food and water. It met the Department's *Minimum Standards for Secure Escort Vehicles*, but it did not have a toilet and had already completed eight long haul journeys to Perth this year.

Chapter 10

REHABILITATION AND REPARATION

10.1 PREPARATION FOR RELEASE

Pre-release services were good

Transitional services prepare prisoners for release. The Transitional Manager (TM) and the contracted service provider RAW have been providing these services at Greenough for a long time. The TM refers prisoners to RAW six months pre-release. RAW supports people in their last six months in custody and for up to 12 months after they have been released. At the time of the inspection, RAW had four case workers and one counsellor managing a caseload of 103 prisoners.

RAW helped prisoners returning to the community by:

- providing general life skills support around budgeting and money management;
- connecting them with other community services;
- providing counselling;
- sourcing employment, training and volunteer opportunities; and
- finding accommodation.

We have commented positively on the TM and RAW's commitment and collaboration in previous inspections. This is what we saw again in 2021. The TM coordinates a monthly stakeholder forum, attended by prison managers and RAW. These are opportunities to discuss issues affecting prisoners nearing release and explore opportunities to link them in with community-based services. This was a valuable forum that fostered collaboration between prison and community services.

Accommodation was the biggest concern for prisoners nearing release, many of whom did not have stable accommodation to return to. RAW had a very limited supply of housing available for prisoners returning to the community, and this was always full, leaving few opportunities for prisoners to secure a spot. This is a state-wide problem and we understand that availability of housing is outside the control of the Department. We hope that partnerships with other government departments and service providers, might over time increase access to stock and the range of accommodation options for people leaving prison.

Links with post-release employment opportunities were weak

The Prisoner Employment Program (PEP) allows eligible prisoners who are minimum-security prisoners with 12 months to release, to apply for PEP. If successful, prisoners can leave prison during the day to do paid work or job-seek. PEP is a reintegration strategy that connects prisoners with real employment opportunities once they are released. Last inspection, we said that this was an 'obvious gap in services' (OICS, 2016, p. 24). This situation has not changed.

The Employment Coordinator is the position responsible for coordinating these services. We understand that aspects of the program are cumbersome. The approval process at head office can be drawn out causing delays. And finding jobs for prisoners who are still in prison is difficult. But Greenough was resourced to facilitate the program, so we were disappointed that PEP was not thriving at Greenough.

REHABILITATION AND REPARATION

There were three prisoners on PEP at the time of the inspection. One was engaged in practical training in traffic management, with employment in this area lined up on release. This was a good outcome. But this was only one prisoner. Other prisoners expressed frustration and disappointment that these opportunities were not available more broadly.

We were told that the lack of services and opportunities available in a regional town like Geraldton was justification for why PEP was under-represented at Greenough. But we think that more could be done proactively to create opportunities for prisoners and to support them in reconnecting with work when they are released. There is significant media coverage at the moment about the absence of skilled and unskilled workers, including in the regions, and this suggests that there may be untapped opportunities available if the prison is inclined to seek them out.

There was also a federally funded transition to employment program for Aboriginal men in prison, Transition to Work Employment Services. The Employment Coordinator selected suitable prisoners, but the program was actually coordinated by an external community-based service provider. It was unclear how many prisoners get connected with this program. And the process for selecting prisoners for participation seemed haphazard.

Recommendation 15

Improve processes to identify and connect all eligible prisoners with work and training opportunities prior to release.

10.2 EDUCATION AND TRAINING

The focus on literacy and numeracy was realistic

Education at Greenough is a positive. Seventy-eight per cent of staff surveyed rated the effectiveness of education as mixed, or acceptable, which is an increase from 69 per cent last cycle and just ahead of the state average. We were pleased to see that staff redeployment did not interrupt class delivery.

With a 78 per cent Aboriginal prisoner population, education and training at Greenough focused on basic and bridging courses. The proportion of students lacking basic literacy and numeracy was well above other prisons, so this focus was appropriate.

Units in Entry to General Education were short and basic, covering literacy, numeracy and occupational safety and health. The Certificate in General Education for Adults was more advanced. The week we inspected, 12 of the 13 men employed at education were Aboriginal and five men were taking basic classes.

Although enrolments for Adult Basic Education courses in 2020–2021 were lower than in the previous year, the percentage of completions was higher. We think this reflects the commitment and expertise of the education team, and that lower uptake could be explained by the decrease in gratuities for prisoner students.

REHABILITATION AND REPARATION

TAFE delivered a range of vocational training courses. Horticulture had higher enrolments than last year, but less students completed. Enrolments in Construction and Maintenance, Arts and Music and Metals Engineering fell in 2020–2021.

Learning was tailored to the students' needs

Education staff at Greenough were committed to achieving good outcomes for students. Their flexibility meant students could progress at their own pace or on individualised programs. Staff offered intensive face-to-face classes, made accredited courses relatable, and delayed final assessments until the student was confident and well-prepared. This was good practice and builds self-esteem of the students.

The female Aboriginal Education Worker developed and delivered a range of accredited Aboriginal and wellbeing-focused courses. She supported students with one-on-one tuition and planned and prepared activities for NAIDOC week and Reconciliation Day celebrations.

But digital literacy is an issue and a skill prisoners will require for successful reintegration. As on-line learning is where the world is moving to, this is a challenge that the Department needs to take up and resolve, or prisoner students will fall behind. As education is a driver in prisoner rehabilitation it is critical that the Department addresses this matter.

10.3 ASSESSMENTS AND CASE MANAGEMENT

Some of the Individual Management Plans had not been completed

The Individual Management Plan (IMP) is the Department's tool to map where a sentenced prisoner is placed, their security classification and the treatment programs or education needed to address their offending behaviour. This should be completed within six weeks of a prisoner being sentenced.

Fifteen initial IMPs were outstanding at Greenough on 8 September 2021. This was because one staff member was completing treatment assessments and running programs as well. Recruitment to a treatment assessor position hadn't been successful. Otherwise assessments worked well, including the development of a Resocialisation Program for a long-term prisoner.

Low number of offender programs offered

Treatment programs are designed to reduce reoffending. But there had been a slow decline in the number of programs delivered over the past three years from five to four. In 2021, three were to be delivered by Greenough staff and the other by Communicare. We heard that program delivery was looking unsustainable in the future given the prison was having difficulties in recruiting and retaining staff.

At 6 September, fifteen prisoners had been assessed as needing programs that were not on offer at Greenough. Six prisoners needed an intensive addictions program, six needed an intensive violence program and three required sex offending treatment. Several others refused to do a program they were assessed as needing, or to be transferred to other facilities where they were available.

REHABILITATION AND REPARATION

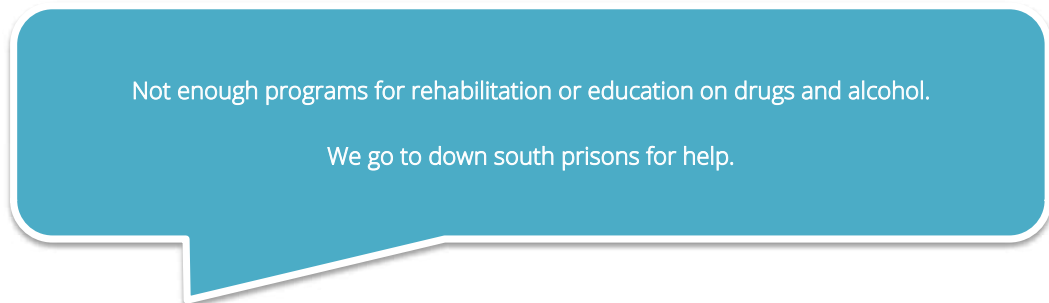


Figure 10-1: Comments on the need for programs – prisoner survey, July 2021.

Prisoners needed voluntary rehabilitation and life skills programs

From the pre-inspection survey results and talking to the prisoners we met, it was clear that they needed programs to help with their rehabilitation and reintegration. Voluntary programs are a good way for prisoners to learn new skills, reinforce learning and use time productively.

Many prisoners admitted they struggled with addiction, relationships, parenting and violent behaviours. But there were no voluntary programs to help them such as: Alcoholics Anonymous, Narcotics Anonymous or life skills opportunities, such as the Cognitive Brief Intervention offered in some metropolitan prisons. And we heard that while there were community organisations keen to work in the prison, the application and approvals process had caused delays and service providers lost funding or the momentum in the meantime.

Recommendation 16

Provide an appropriate range of voluntary addiction, personal development, healthy relationships, health and life skills programs at Greenough.

10.4 EMPLOYMENT

Half of the prisoner population was employed by essential industries

The laundry was the prison's busiest employer with up to 40 men working five days per week. As well as laundering for the prison, there was a hospital and mine site contract to service.

There were between 15 and 20 prisoners employed in the kitchen, responsible for preparing and cooking up to 580 meals for staff and prisoners each day. Prisoners worked seven days a week. Kitchen VSOs could select their kitchen workers, subject to a security vetting process. This was good practice as it meant the VSOs had some control over their workforce. In a busy, essential industry like the kitchen, it is crucial that the workers could work as a team.

Up to 30 men worked in the gardens team, and 90 per cent of those were Aboriginal. This was a popular work detail and men appreciated being outdoors and growing produce. Thirteen men were employed undertaking full-time education. We were also pleased to learn that many Aboriginal prisoners were employed in their work place of choice.

REHABILITATION AND REPARATION

Unauthorised items entered the prison through the laundry service

The hospital laundry contract was valuable. While this provided work to many men, on occasion it was a source of unauthorised items accidentally entering the prison. Although linen was sorted under supervision and by trusted prisoners in personal protective equipment (PPE) we heard that the system didn't always work, and a range of items were often located in the bins. This is a risk. We understand that there have been discussions between the prison and the hospital, and it is hoped that ongoing work will see this risk reduced.

Aboriginal men were under-employed compared to non-Aboriginal prisoners

A high proportion of Aboriginal prisoners had not found meaningful work. At the time of the inspection, 28 per cent of Aboriginal prisoners and 14 per cent of non-Aboriginal prisoners were either not working, or under-employed in unit work, which is unskilled and usually only for a couple of hours a day. Positively, the under-employment of Aboriginal prisoners was trending down from 31 per cent in August 2019. We acknowledge that low literacy skills and an undeveloped work ethic put some Aboriginal prisoners at a disadvantage, but we still think Greenough could do more.

Section 95 teams gave back to the community

Eleven minimum-security men were on the section 95 external work teams. Men rated this opportunity as a highlight of being at Greenough. We visited one group and their TAFE trainer who directed the team as they cleared a section of dune vegetation. We also saw their maintenance project work at the Chapman Valley Showground which was impressive.

Vocational training opportunities had been taken up by several men, including Certificate I in industrial skills, Certificates II in rural operations and working safely in construction. These are important skills to learn and can prepare prisoners for employment on release.



Photo 17: Men working on dune restoration

REHABILITATION AND REPARATION

VSOs were well regarded but some workshops were less busy

VSOs supervised and trained prisoners in their work place. Prisoners rated VSOs highly. But we heard it was hard to attract and retain VSOs given the regional skills shortage and high demand for tradesmen following Cyclone Seroja. At the time of our inspection the VSO position in the cabinet shop had not been filled while the VSO was away training and so the workshop had closed. The textile workshop was closed while the VSO was on leave and the metal shop VSO was resigning. VSOs add real value to prison operations, so this is disappointing for prisoners and a challenge for management.

10.5 GRATUITIES

The gratuity profile was skewed high, but changing

Because prisoners work, they are awarded gratuities, ranging from levels 1-5 to reflect their willingness to participate and the work they do. The Department's Policy Directive 25: *Prisoner Constructive Activity* (PD25) sets recommended percentages for each of the five gratuity levels. Each prison budgets for a gratuity profile based on PD25.

Greenough was told by Head Office that their gratuity profile had to be adjusted down to better reflect PD25. VSOs were concerned industry workers would lose incentive to work, as appeared to be the case with education enrolments. At the time of the inspection, levels were distributed as set out below and Greenough prisoners were over represented at the higher skill levels 1 and 2 and under represented at the lowest, level 5.

Table 10-1: Distribution of gratuities level compared to recommended percentages

Greenough: September 2021	Level 1	Level 2	Level 3	Level 4	Level 5
Greenough per cent	18.5 %	31.2 %	33.3 %	7.4 %	9.0 %
Recommended PD25 per cent	10 %	20 %	45 %	15 %	10 %

Aboriginal prisoners were earning less than non-Aboriginals

Aboriginal men made up almost eighty per cent of the Greenough prisoner population. When we inspected, 45 per cent of Aboriginal prisoners were on Level 1 or Level 2 gratuities compared to 68 per cent of non-Aboriginal prisoners. We understand that Aboriginal prisoners may find it harder to meet the requirements for each pay level. We were told that they may be less skilled or work-ready than non-Aboriginal prisoners. We would therefore request further consideration of a gratuity profile to address barriers to Aboriginal prisoners receiving Level 1 or Level 2 gratuities. We will continue to monitor the effect of the reduced gratuity profile, and if and how this impacts Aboriginal prisoners.

Appendix 1

BIBLIOGRAPHY

- Benedict, A. (2014). Using trauma-informed practices to enhance safety and security in womens' correctional facilities. America: National Resource Centre on Justice Involved Women: COREAssociates.
- Corrective Services Victoria. (1990). *Standard Guidelines for Prison Facilities in Australia and New Zealand*. Melbourne.
- OICS. (2013). *Report of an Announced Inspection of Greenough Regional Prison, Report No. 83*. Perth: Office of the Inspector of Custodial Services.
- OICS. (2016). *Report of an Announced Inspection of Greenough Regional Prison, Report No. 107*. Perth: Office of the Inspector of Custodial Services.
- OICS. (2019). *2018 Inspection of Post-Incident Management of Prisoners at Greenough Regional Prison, Report No. 125*. Perth: Office of the Inspector of Custodial Services.
- OICS. (2019). *Strip searching practices in Western Australian prisons*. Perth: Office of the Inspector of Custodial Services.
- OICS. (2020). *Revised Code of Inspection Standards for Adult Custodial Services*. Perth: Office of the Inspector of Custodial Services.
- OICS. (2021). *Use of force against prisoners in Western Australia*. Perth: Office of the Inspector of Custodial Services.
- Shuard, J. (2018). *Critical Incident Review into the events at Greenough Regional Prison on 24-25 July 2018*. Perth: Department of Justice.
- UNGA. (2015, December). United Nations Standard Minimum Rules for the Treatment of Prisoners. United Nations General Assembly.

Appendix 2

ABBREVIATIONS

AOD	Alcohol and other drugs
AVS	Aboriginal Visitor Scheme
ARMS	At-Risk Management System
COPP	Commissioner's Operating Policies and Procedures
COVID-19	Coronavirus disease
GP	General Practitioner
IMP	Individual Management Plan
MHAOD	Mental Health, Alcohol and other Drugs
MPC	Multi-purpose cell
NAIDOC	National Aborigines and Islanders Day Observance Committee
OICS	Office of the Inspector of Custodial Services
PCG	Prisoner Consultative Group
PEP	Prisoner Employment Program
PHS	Psychological Health Services
PRAG	Prisoner Risk Assessment Group
PSO	Prison Support Officer
TM	Transitional Manager
TOMS	Total Offender Management Solution
VSO	Vocational Support Officer

Appendix 3

DEPARTMENT OF JUSTICE RESPONSE



Response to OICS Draft Report: **2021 Inspection of Greenough Regional Prison**

April 2022

Version 1.0

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

Response Overview

Introduction

On 14 May 2021, the Office of the Inspector of Custodial Services (OICS) announced its inspection of Greenough Regional Prison (Greenough) scheduled to occur from Sunday, 19 September 2021 to Friday, 24 September 2021. Greenough's last inspection was brought forward and occurred from August 2018 until early 2019 following the riot that occurred at the prison on 24 July 2018 resulting in multiple escapes and major damage to infrastructure of the prison.

As per usual process, the Department of Justice (the Department) facilitated a wide range of documentation and access to systems, policies, processes, the facility including staff, prisoners and contractors were made available to OICS upon request for the purpose of the inspection.

On 15 March 2022, the Department received a draft report of the inspection from OICS for review and comment. Sixteen recommendations are made in the draft report. The Department has reviewed the draft report and provides further context, comments, and responses to the recommendations.

Appendix A contains further comments and inconsistencies linked to sections in the report for the Inspector's attention and consideration when finalising the report.

Review Comments

Greenough has been through a significant period of change and external scrutiny since the riot that occurred in July 2018. Along with the OICS inspection that occurred post-incident, an independent review commissioned by the Department was undertaken by Ms Jan Shuard PSM into the causal factors, the Department's management and response to the incident, and improvement opportunities.

The Department responded to the 11 recommendations and 33 specific actions in the Shuard report. As at March 2022, 27 of these actions have been completed while six actions relating to the construction of the Women's Precinct and redesign of the Department's Emergency Management Framework remain in progress.

The construction of the Women's Precinct support buildings to allow the safe return of the women prisoners to Greenough has been completed and awarded practical completion on 22 October 2021. A Women's Precinct Operational Readiness Working Group, established in May 2021, has focused on the development of an operational plan for the precinct which will eventually accommodate up to 80 prisoners and provide a complete suite of services to women prisoners of all security ratings, including those who are remanded and sentenced. An Assistant Superintendent for Women Services has been specifically appointed to support the plan to gradually return women prisoners to Greenough commencing in April 2022 and to manage the Women's Unit in the future.

A new Service Level Agreement, which includes additional staffing for the Women's Precinct has been endorsed by the Western Australian Prison Officers Union (WAPOU) and the Deputy Commissioner of Adult Male Prisons and has been approved by the Department's Director General.

A Banding Agreement between WAPOU and the Department has been developed to provide gradual staffing increases in accordance with an approved fill plan that supports the gradual increase of women prisoners in the Women's Precinct.

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

Since the riot, the Department has invested almost \$19 million in remediation and infrastructure works to strengthen and harden the facility, including \$12.3 million to rebuild and renovate Unit 4 as the new stand-alone women's precinct. Other enhancements include upgrades to the control rooms, grilles, glazing, new cell doors, dividing fences including a pulse-energised fence wrapped around the entire perimeter, an escape race for the protection of staff and prisoners, and digitisation of the Closed-Circuit Television (CCTV) system. Units 2 and 3 that were significantly damaged during the riot had to undergo extensive refurbishment, with Unit 3 having to be rebuilt. These units were returned to normal operations in May and June 2019 respectively.

The Department recognises that although it is almost four years since the riot, the prison, including staff and prisoners, remain on a journey of recovery. The ongoing psychological impact to some of the staff and prisoners who were present at the time of the riot is acknowledged. However, the stable and dedicated senior management team at Greenough has led the recovery and continues to provide ongoing counselling and welfare support for staff and prisoners, and at the same time driving positive change and improvements at the prison.

Staff continue to have access to the Department's Employee Welfare Services including PeopleSense which provides confidential professional counselling services for employees and their family members. Prisoners have access to a wide range of support services including mental health and psychological support, which they are referred to or can self-refer.

The Department also focused on emergency management and incident response capabilities through a wider examination of riot control training, equipment and the adequacy of the Incident Control Facilities (ICFs) across the custodial estate. Extensive work has been undertaken at the local level to enhance response capability in all facilities.

Greenough's Incident Control Facility (ICF) and administration buildings have been strengthened, additional riot control equipment has been purchased and ongoing incident management training is being delivered for staff. This training has more rigour and intensity, including the testing of the ICF and specific incident commanding roles played during these exercises.

Following a review of all ICFs across the estate, the ICFs are now operational, and all facilities conduct regular exercises to test preparedness and infrastructure. External agencies including WA Police Force, Department of Fire and Emergency Services and St Johns Ambulance are invited to attend.

As acknowledged by OICS, in 2021 when Cyclone Seroja hit Greenough causing widespread damage across the mid-west, Greenough staff, prisoners and infrastructure were protected by the prompt and effective local emergency response. This confirms the improvements in emergency management that have been made at Greenough in the years since the riot.

The Department's Emergency Management Framework (EMF) is being redesigned to focus on recovery activities, including the impacts an emergency may have on the health and wellbeing of staff, prisoners and other persons. It will incorporate horizon scanning to ensure appropriate planning and preparedness for existing and emerging threats. Delays in the completion of this work has been a result of challenges faced with recruiting subject matter experts in this field. Specialist resources are now on board, with progress having ramped up and monitored through regular updates provided to the Corrective Services Executive Team.

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

Since the riot, Greenough has been successful in recruiting staff from within the region, although staff recruitment and retention, particularly in regional areas continues to be a challenge for the Department, as it is for many agencies and businesses. OICS note that Greenough has undertaken a local recruitment process, and this is a positive and proactive approach to staff retention. It was also noted that Greenough was operating with full staffing at the time of the inspection, using controls such as overtime and redeployment to cover shifts.

The Department understands that the impact of COVID-19 across all prisons cannot be underestimated and that the COVID response will result in some prisoner dissatisfaction with regard to reduced access to recreation, attendance as spectators at sporting events and visits restrictions.

Corrective Services has been recognised by Government as being a high-risk environment and therefore specific restrictions for infection prevention and control are required to keep prisoners, staff and visitors as safe as possible from COVID. The Department must follow all health advice and Directions as determined by the Government and can only lift restrictions when deemed safe to do so. The Department has implemented initiatives to reduce the impact of these restrictions, including e-visits and in-cell activities for prisoners. However, as occurs within the community, the impact to daily life must be managed in accordance with COVID safety protocols and health mandates.

With regard to accommodation and housing for prisoners upon release, the Department continues to actively pursue opportunities to improve on the current housing situation for prisoners transitioning into the community. The Department has strategic partnerships with government departments and has existing reintegration services agreements with multiple NGO service providers who provide public housing properties that are used to accommodate released prisoners.

It should be noted that rental accommodation state-wide is at capacity in both the social and private rental markets, limiting the service providers' access to additional housing. Rental agencies also have long waitlists for access to rental properties, and some are not accepting new referrals for accommodation.

Homelessness and housing availability is a complex issue affecting many people in the community. The Department's clients do not have priority access to accommodation over other vulnerable cohorts.

Greenough is a well performing mixed-gender prison in terms of overall prison performance measures. This is despite being a regional prison housing primarily medium and minimum-security prisoners, both males and females, including a significant population of remand prisoners, and as such is required to provide a diverse range of services.

In July 2021, the Department's Operational Compliance Branch awarded Greenough Regional Prison the highest compliance rating of any WA correctional facility to date. The comprehensive compliance audit included emergency management, at-risk management systems for supervising people with higher needs, gate-house procedures, the safe storage of tools and equipment, search procedures and perimeter security.

Although the OICS report highlights lingering dissatisfaction among some staff and prisoners since the riot in 2018, the Department is pleased to note OICS' acknowledgement of the improvements that have been made to date and recognition

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

that recovery from a major incident is a long road that can have short and long-term effects.

*'There are some well entrenched negative views and cynicism that will take time, effort and communication to turnaround and resolve. But some may never be happy.'*¹

The Department is pleased to have opened the Women's Precinct, which is an excellent opportunity to enhance the service delivery model for women and provide a safe, gender-informed and culturally appropriate place for female prisoners. The Department will continue to look at ways to improve services and outcomes for staff and all prisoners at Greenough.

¹ Page 11, Draft Report - OICS Inspection of Greenough Regional Prison 19-23 September 2021

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

Response to Recommendations

1 Proactively offer meaningful mental health support to staff and prisoners who were present at Greenough during the riot.

Level of Acceptance:	Supported – Current Practice / Project
Responsible Division:	Corrective Services
Responsible Directorate:	Adult Male Prisons
Proposed Completion Date:	Closed

Response:

Since the 2018 incident, staff and prisoners remain on a journey of recovery. Significant infrastructure works have been undertaken to repair the damage and the construction of a women's precinct is nearing completion.

The stable and dedicated senior management team at Greenough has led the recovery and continues to provide ongoing support for staff and prisoners who were at Greenough during the incident.

Staff continue to have access to Department employee welfare services including PeopleSense who provide confidential professional counselling services for employees and their family members.

Prisoners have access to a wide range of support services including mental health and psychological support, which they are referred to or can self-refer.

The Department's Emergency Management Framework is being redesigned to focus on recovery activities which include the impacts an emergency may have on the health and wellbeing of staff, prisoners and other persons. This work forms part of the response to previous recommendations made by OICS in the 2018 Inspection of Post-incident Management of Prisoners at Greenough Regional Prison.

2 Ensure foreign national prisoners can access the resources and supports required to engage in a fair appeals process.

Level of Acceptance:	Supported – Current Practice / Project
Responsible Division:	Corrective Services
Responsible Directorate:	Adult Male Prisons
Proposed Completion Date:	Closed

Response:

The Department has established processes in place to support prisoners facing deportation and provide ongoing facilitation of prisoner communication with relevant immigration agencies and consular supports as required.

COPP 2.1 Reception specifically provides for the needs of Foreign Nationals to be assessed and for support to be provided where a need is identified. This includes allowing Foreign National prisoners to contact their nearest Consulate and receive an official visit from a consular representative. The reception process requires for an interpreter service to be engaged for prisoners with a poor understanding of English.

COPP 7.1 Prisoner Communications provides for Foreign National prisoners to telephone their Consulate at the prison's expense.

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

It should be noted that the Department is not in a position to provide legal or immigration advice to prisoners and is not involved in the decisions of immigration matters pertaining to non-citizen prisoners.

3 Develop a meaningful hierarchical management model that offers a range of quality and accessible incentives.

Level of Acceptance: Not Supported
Responsible Division: Corrective Services
Responsible Directorate: Adult Male Prisons
Proposed Completion Date: N/A

Response:

COPP 10.1 Prisoner Behaviour Management and Greenough's Standing Order 10.1 Prisoner Behaviour Management provide a hierarchical management model which rewards prisoners' good behaviour with eligibility to increased privileges and a lower level of supervision.

Incentives, such as self-care accommodation, longer phone calls, Xbox access, extra visits and higher spending limits at the canteen are some of the earned privileges offered to prisoners.

The Department acknowledges that the placement of women in Unit 5 has impacted on Greenough's ability to award 'Earned Supervision' to male prisoners who would normally be placed in Unit 5 as part of the Earned Supervision. With the Women's precinct due becoming operational, the plan is to revert Unit 5 to its original purpose of providing self-care accommodation and earned supervision for male prisoners.

4 Avoid redeploying recreation officers and invest in fit for purpose gym equipment, which includes a portable equipment trolley to move between units.

Level of Acceptance: Not Supported
Responsible Division: Corrective Services
Responsible Directorate: Adult Male Prisons
Proposed Completion Date: N/A

Response:

The redeployment of the Activities Officer does not impact on the delivery or access for prisoners to undertake recreational activities in their units. Unit staff provide for the supervision of their prisoners during periods of recreation in the units.

Unit-based recreational equipment and access to sporting and fitness equipment has been implemented and will continue to be reviewed and expanded.

Each unit has been provided with isometric equipment, medicine balls, skipping ropes, basketballs, rowing machines and table tennis. Fitness circuits are currently being developed for unit recreation prisoner workers to lead with prisoners.

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

5 Explore safe options to allow more prisoners on the oval as spectators.

Level of Acceptance: Supported in Principle
Responsible Division: Corrective Services
Responsible Directorate: Adult Male Prisons
Proposed Completion Date: 30 June 2023

Response:

The Department maintains that having too many prisoners on the oval as spectators during a sporting event poses a security risk.

To ensure fairness and impartiality, a risk assessment will be conducted to assess the feasibility of including spectating as an earned privilege and as part of Greenough's incentive scheme.

6 Increase the number of phones in each unit.

Level of Acceptance: Supported – Current Practice / Project
Responsible Division: Corporate Services
Responsible Directorate: Knowledge, Information and Technology
Proposed Completion Date: Closed

Response:

Digital technology forms a major part of the Department's Long-term Custodial Technology Strategy. This includes digitising the Prisoner Telephone System (PTS). There are constraints with expanding the current PTS and a business case to replace the PTS is being developed.

Progress is being made through the Corrective Services Information and Communications Technology (ICT) Governance process so that the current state, business requirements and available options are well understood. Prioritisation of the preferred option within the current pipeline of work will be determined by the Corrective Services Technology Working Group.

7 Facilitate sorry time at the cultural place and ensure welfare calls are always offered when there has been a loss.

Level of Acceptance: Supported – Current Practice Project
Responsible Division: Corrective Services
Responsible Directorate: Adult Male Prisons
Proposed Completion Date: 31 December 2022

Response:

Greenough recognises the importance of sorry time and works with prisoners to facilitate this where possible.

Additional services are also engaged to provide support during this time of grief such as Psychological Health Services, Aboriginal Visitors Scheme, Peer Support Officers, Chaplaincy and Peer Support.

In the event a prisoner is unable to attend the funeral they are offered alternative support assistance including:

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

- (a) officer-initiated calls to family
- (b) e-visits with family and/or community
- (c) eulogy forwarded to family for reading at the service.

Greenough is currently working on enhancing the cultural place to better facilitate cultural purposes.

8 Implement a 'cook fresh' system so that meals are served on the same day as they are prepared.

Level of Acceptance: Not Supported
Responsible Division: Corrective Services
Responsible Directorate: Adult Male Prisons
Proposed Completion Date: N/A

Response:

The 'cook/chill' method is necessary to provide flexibility and ensure food is available for prisoners. The 'cook/chill' method is a simple and accepted controlled system of food preparation designed to provide more flexibility in food service. Meals can be prepared, cooked, chilled and reheated with little or no nutritional loss and without altering its appearance or taste.

Greenough will review the provision of additional cultural food to prisoners with the intent of increasing the availability at other times of the year i.e., beyond the annual National Aborigines and Islanders Day Observance Committee (NAIDOC) celebrations.

Greenough will also seek to increase the number of opportunities for prisoners to prepare and cook their own meals on occasion.

9 Review the role and functions of Unit 1 at Greenough to ensure staff can meet all the requirements of the different prisoner cohorts sent there.

Level of Acceptance: Supported in Principle
Responsible Division: Corrective Services
Responsible Directorate: Adult Male Prisons
Proposed Completion Date: 30 June 2023

Response:

Unit 1 is a multi-purpose unit that is required to manage prisoners under different supervision levels and regimes. The Department does not currently intend to seek the required capital and infrastructure solution required to change the use of Unit 1.

Greenough will review its orientation process with a view to identifying opportunities for orientations / inductions to be held in an alternative location such as the recreation hall or visits area.

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

10 Upgrade Unit 6 to include fit for purpose gym equipment, self-care facilities and adequate visit amenities.

Level of Acceptance: Supported – Current Practice / Project
Responsible Division: Corrective Services
Responsible Directorate: Adult Male Prisons
Proposed Completion Date: 31 December 2023

Response:

Greenough is currently preparing a business case to improve the living standard of Unit 6 which will include a kitchen/dining area. This includes considering minimum accommodation unit models in other prisons such as Roebourne Regional Prison and Wooroloo Prison Farm.

Greenough has improved the gym area in Unit 6 with walls being built on two sides by section 95 prisoners to extend the area. The gym equipment is being replaced and/or new items purchased to increase options, for example, the prison recently purchased a new rowing machine. The provision of free weights and other gym equipment will be considered in line with equipment available to other minimum-security prisoners at facilities such as Karnet Prison Farm.

The dryer and washing machines were reported and ordered for replacement at the time of the inspection.

Greenough is considering options to enclose the Unit 6 visits area to make this a more comfortable and inviting area for visits.

11 Identify and implement an effective recruitment and retention strategy for health clinicians to staff regional prisons like Greenough.

Level of Acceptance: Supported in Principle
Responsible Division: Corrective Services
Responsible Directorate: Offender Services
Proposed Completion Date: Closed

Response:

The Department has faced a number of challenges recruiting health professionals over the years.

Extensive media campaigns have been run to assist in recruiting health staff, particularly nursing staff that includes liaison with agencies and local health providers, promotion on internal and external platforms such as JustUS, DoJ Website, Western Nurse magazine, recruitment pools, Facebook, Instagram, LinkedIn, hashtags# and Twitter.

Discussions will continue with the Department's Human Resources branch around employment benefits and incentives to further attract and retain staff.

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

12 Develop and resource a culturally safe and targeted model of health care for Aboriginal prisoners.

Level of Acceptance: Noted
Responsible Division: Corrective Services
Responsible Directorate: Offender Services
Proposed Completion Date: N/A

Response:

Health services to Aboriginal prisoners is guided by the WA Aboriginal Health and Wellbeing Framework 2015-2030 that identifies key guiding principles; strategic directions and priority areas for the next 15 years, to improve the health and wellbeing of Aboriginal people in Western Australia.

Access to Indigenous specific support in prisons is also facilitated through aboriginal healthcare workers and aboriginal mental healthcare workers with the assistance of prison support services and the Aboriginal Visitors Scheme. The Department has submitted requests for funding to enable the creation of Aboriginal Health Worker/Liaison Officers to be employed across the Prison Estate. These requests have not been supported by Treasury.

The Geraldton Regional Aboriginal Service (GRAMS) at times in the past provided general practitioner services to Greenough Regional Prison. This service was dependent on the availability of GRAMS practitioners to attend Greenough. Shortages of health practitioners in the Geraldton region meant that GRAMS was unable to provide the doctor service.

13 Ensure the PSO and AVS in all regional facilities are stand-alone services and that gaps in services are resourced as a priority.

Level of Acceptance: Supported – Current Practice/Project
Responsible Division: Corrective Services
Responsible Directorate: Offender Services
Proposed Completion Date: Closed

Response:

Prison Support Services (PSS) which is comprised of Prison Support Officer (PSO) and the Aboriginal Visitors Scheme (AVS) have and continue to experience significant staff shortages state-wide.

The AVS service model is being reviewed as part of the Department's Innovate Reconciliation Action Plan (RAP) 2022-2024, with a view to improving service delivery. This work will be monitored and reported on as part of the RAP.

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

14 Upgrade gatehouse security systems and layout to provide improved flow, better use of human resources and strengthen overall security.

Level of Acceptance: Not Supported
Responsible Division: Corrective Services
Responsible Directorate: Procurement, Infrastructure and Contracts
Proposed Completion Date: N/A

Response:

The Greenough Regional Prison opened in 1984 as a minimum-security facility, the gatehouse was subsequently constructed in 1987 primarily as a visitors' centre. The facility was subsequently upgraded to a medium security facility in 1990 which included the erection of a prime barrier and inner perimeter fence including detection, limited perimeter CCTV and sallyport. The visitors' centre then transitioned to a gatehouse.

In 2014 the security of the gatehouse was upgraded as a result of multiple escapes over the previous years and in 2018 the sallyport was further upgraded, the height increased and more secure sallyport doors were added to facilitate entry and exit of larger vehicles including new fire appliances.

A gatehouse upgrade has not been prioritised at this stage within the Long-Term Custodial Infrastructure Plan (LTCIP). A preliminary schematic has been developed to provide better flow and staff/visitor separation within the current footprint, including contraband detection and self-service keys, radios and duress alarms for staff and a dedicated cashiers office accessible to visitors from outside the prison. The preliminary estimate to undertake this work is \$6 - \$8 million. A dedicated Business Case will be required in the future.

15 Improve processes to identify and connect all eligible prisoners with work and training opportunities prior to release.

Level of Acceptance: Supported – Current Practice / Project
Responsible Division: Corrective Services
Responsible Directorate: Offender Services
Proposed Completion Date: Closed

Response:

The Employment Coordinator at Greenough continues to undertake this role and where appropriate and supported by the prison, Prisoner Employment Program (PEP) applications are progressed.

The Transition to Work Employment Services (TWES) Provider is contracted by the Commonwealth Government to specifically connect with all Aboriginal prisoners prior to release and link them to Centrelink and Job Active providers. TWES is designed for service providers to have at least three face-to-face meetings with participants to determine a prisoner's specific employment needs prior to release.

Under the TWES, each participant receives a number of supports, including:

- A transition plan to address any employment barriers identified in the work capacity assessment; and

DEPARTMENT OF JUSTICE RESPONSE

Response to OICS Draft Report:
2021 Inspection of Greenough Regional Prison

- A meeting with the participant's post-release employment service provider, to arrange contact with the employment service provider once the participant leaves prison.

The Department refers eligible prisoners to the contracted service provider and keeps a record of how many prisoners are referred to the program. The process for selecting prisoners belong to the TWES provider contracted by the Commonwealth.

16 Provide an appropriate range of voluntary addiction, personal development, healthy relationships, health and life skills programs at Greenough.

Level of Acceptance: Supported – Current Practice / Project
Responsible Division: Corrective Services
Responsible Directorate: Offender Services
Proposed Completion Date: Closed

Response:

Two adult rehabilitation and reintegration service agreements have been in place since 1 April 2018 in the Midwest Gascoyne Region as follows:

- Regional Alliance West (RAW) deliver re-entry and accommodation services. This includes pre-release skills such as relationships, employment, health, life skills and post-release linkages and referrals to relevant education, employment, training, or other services. RAW also deliver the Transport Options Program (TOPs) to support the successful return of prisoners to home community's post-release.
- Anglicare deliver family and domestic violence (FDV) rehabilitation services at Greenough Regional Prisons and in the community.

Appendix 4

INSPECTION DETAILS

PREVIOUS INSPECTION

29 May – 3 June 2016

ACTIVITY SINCE LAST INSPECTION

Liaison visits	17
Independent Visitor	16

SURVEYS

Prisoner survey	July 2021	84 responses
Staff survey (online)	July 2021	98 responses
Service provider survey	July 2021	5 responses

INSPECTION TEAM

Eamon Ryan	Inspector
Lauren Netto	Principal Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Cliff Holdom	Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Kieran Artelaris	Inspections and Research Officer
Aaron Hardwick	Inspections and Research Officer (Justice Secondee)
Liz George	Inspections and Research Officer
Patricia Councillor	Expert consultant

KEY DATES

Inspection announced	14 May 2021
Start of on-site inspection	19 September 2021
Completion of on-site inspection	23 September 2021
Presentation of preliminary findings	20 October 2021
Draft report sent to Department of Justice	15 March 2022
Declaration of prepared report	2 May 2022

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



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

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

www.oics.wa.gov.au