



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

REPORT OF AN ANNOUNCED INSPECTION OF
GREENOUGH REGIONAL PRISON

107

NOVEMBER 2016

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accountable public sector*

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

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Inspector's Overview

GREENOUGH REGIONAL PRISON: STRESSED BY EXTERNAL FACTORS

This is the fifth time we have reported to Parliament on Greenough Regional Prison ('Greenough'). The inspection took place in late May/early June 2016, in a difficult financial environment. Over 2015–2016, the Department of Corrective Services ('the Department') had to manage an 8.3 per cent increase in prisoner numbers, but a fall in income from \$905 million to \$889 million (DCS, 2016a).

In 2013 we said that the prison: 'generally goes about its business in an efficient way, free of major controversies and major incidents.' However, we expressed concern about the future: 'it is in the midst of some very significant changes.... These pose some very real challenges and some potential risks' (OICS, 2013, iii). While many positive qualities remained our concerns proved well-founded:

- although the prison had made positive progress in some areas, such as women's services, there were significant problems and service shortfalls. Some related to the Department's efforts to manage the competing priorities of growing prison numbers and declining budget. Others were local matters that the prison needed to address
- there were a number of serious incidents at the prison in the second half of 2015 but I am pleased to report that security had generally improved by the time of the inspection.

OUR KEY FINDINGS

We found that:

- cost cutting measures had impacted on operations and services, with critical services like health, prisoner employment, education, and rehabilitation programs not meeting demand
- staff/management relations were poor
- staff/prisoner relations had deteriorated, creating safety and security risks
- staff training rates were very good
- new roofs and a new external fence had improved the basic prison infrastructure
- too many prison facilities (including visits and men's education and health) were too small.

A quarter of Greenough's prisoners are women. We found that:

- they had good access to support, education, and personal development
- they had too little access to employment, recreation, and out of prison activities
- women and men had too few opportunities for positive social contact and were therefore communicating in illicit and negative ways.

THE PRISON HAD BEEN ALLOCATED TOO LITTLE MONEY TO PAY ITS STAFF

In 2014–15 Greenough over-spent its budget by around \$200,000. This was not due to extravagance but to inadequate funding. The prison was not given enough money in the first place to pay all its staff: it had 100 approved positions for prison officers but only enough money for 89.

During this inspection we were told that the prison's overspend in 2015–16 was expected to be even larger because its budget had been cut by a further eight per cent, in line with the Department's overall cut.

To live within budget, local management had introduced severe restrictions on overtime and a redeployment policy to cover positions not filled on the roster. These cost-cutting measures had impacted on service delivery and operations. They had also affected staff morale and staff/management relations.

STAFF/MANAGEMENT RELATIONS WERE POOR

While other prisons had experienced similar pressures, staff morale at Greenough was low. They felt unsupported, unappreciated, and unable to meet expectations. While most were still trying to do their best, others were disengaging. Some even wanted management to fail.

The causes of this had been cumulative and included: spikes in prisoner numbers, recruitment freezes, reduced budgets, staff shortages, having to lock down prisoners due to staff numbers, and ineffective communication between staff and management.

We present our interim findings at the end of every inspection. On this occasion this led to immediate steps to improve management/staff relations, with Head Office providing support to the prison. It is important for this to continue, and for management and staff to work together in the challenging fiscal environment that lies ahead.

STAFF/PRISONER RELATIONS HAD DECLINED

Inevitably, the pressures on services and staff were affecting prisoners. Staff/prisoner interaction had deteriorated and many prisoners felt staff did not treat them with respect. When prisoners have this perception, it is more difficult to achieve security, safety, and rehabilitation.

I hope that the focus on improving management/staff relations will have a positive flow-on effect to staff/prisoner relations.

CRITICAL SERVICES WERE NOT MEETING DEMAND

In many key areas, services were not meeting demand.

Programs

The Department and the Prisoners Review Board regard treatment programs as an important element in rehabilitating offenders and enhancing public safety. Offenders who have successfully completed programs are more likely to be granted parole than those who have not. Program providers at Greenough were doing their best but the system was in disarray. Issues included:

- a large backlog in Departmental assessments of prisoners' treatment needs
- some prisoners reaching their parole date without even having been assessed
- some being assessed as needing non-existent programs
- many prisoners unable to access programs before their parole date.

Health

Health services were under serious infrastructure and resourcing pressures. An example was the fact that nurses were working long hours under significant pressure. They did not have time to keep up with important work like chronic illness care planning, providing health education, or even doing PAP smear or mammogram screening for women. This was not only a risk to prisoners' health, but a risk to the nurses, who seemed close to burn out.

Employment

Some prisoners had good opportunities to engage in meaningful work in the various industries at Greenough. However, there were not enough worthwhile jobs for the prisoner population. Again this creates risks.

Education

Recent research found that the more classes the inmate successfully completes, the less likely they are to reoffend (Giles, 2016). Investing in education can therefore have real pay-offs. The education team was providing a good service within their limited resources but there were serious limitations.

WOMEN HAVE BETTER SERVICES BUT FACE INEQUALITIES AND AN UNCERTAIN FUTURE

We have given particular attention to the women at Greenough because we have had long-standing concerns about women's imprisonment in general and issues specific to the prison.

In 2012, in belated response to intolerable overcrowding at Bandyup Women's Prison, the Department increased Greenough's female population from 25 to 69. It did this by converting one of the previous male units to a female unit. Another 11 bunk beds were added in 2016.

The Greenough women's unit is, in effect, a 'prison within a prison'. It has almost the same capacity as some of the state's smaller prisons (Boronia, Pardelup and Wandoo), but has never been resourced as such. Nor did the prison receive any significant additional funding to take on the role.

Pluses and minuses

There were some fundamental problems with the decision to use Greenough to house Bandyup's overflow, not least that it required women from the metropolitan area to be transferred 400km from home, often against their will. But it also had some positive elements (OICS, 2014):

- the old women's unit had been small, restrictive, claustrophobic and stressed
- higher prisoner numbers allowed better education, programs and support
- the environment was far calmer than Bandyup.

This inspection found that women still had good support, education and personal development opportunities. The full-time Women's Support Officer was doing an outstanding job, and education staff were engaging very well with the women.

Despite these efforts, the women had very limited options in relation to employment, section 95 opportunities, and recreation. In these areas, they were worse off than their male counterparts. The Department must not lose sight of its obligation to achieve substantive equality for women at all the regional mixed gender prisons.

Our health expert also found that for many women transferred from the metropolitan area, and isolated from close family and friends in Perth, the transfers were a source of preventable, acute psychological distress.

Greenough had failed to address our 2014 recommendation that subject to individual risk assessments and appropriate supervision, male and female prisoners at Greenough Regional Prison should be allowed regular, voluntary, meaningful and respectful interaction with each other (OICS, 2014). This happens at other prisons but Greenough has never been on board and the Department has not required any change. As a result, the men and women were communicating in inappropriate and undignified ways, including shouting, screaming and swearing. The prison can do much better and the Department should require this.

The future: don't lose what's been achieved

Later this year, the Melaleuca Remand and Reintegration Facility ('Melaleuca') will open at the Hakea Prison site in Perth. This will increase by 256 the number of beds for women in the metropolitan area, and allow women to return to Perth.

However, the decision to convert the Hakea units for women has caused immense pressure at the major male prisons, especially Hakea and Casuarina. It is therefore inevitable that the Department will consider whether the Greenough women's unit should revert to male use.

I can only say that if that does happen, the Department must find a way to maintain the progress made at Greenough for women from the region. It must not allow them to become once more a marginalised, disadvantaged group housed in impoverished and claustrophobic conditions.

THE DEPARTMENT NEEDS TO DEVELOP A PLAN FOR GREENOUGH WITH A STRONG ABORIGINAL FOCUS

It is time for a medium and long-term plan for justice services in the mid-west region, including Greenough. The prison still houses a significant number of prisoners from the region, but has also become, increasingly, an overflow prison for male as well as female prisoners from the metropolitan region and its focus has been diluted as a result.

The Department needs to give Greenough a more defined role in the system. This will allow it to focus on the future, move on from the recent angst and pressures, and provide improved services. Better engagement with Aboriginal service providers and communities are an essential element of this, in line with the Department's Reconciliation Action Plan ('RAP').

The Department has recently introduced capability and development agreements for all public prisons. These set out performance targets and indicators for Superintendents, and are a welcome first step in driving accountability, performance, innovation and better outcomes. At present, however, they are identical for all prisons, and do not recognise the differences between facilities. Over time, the Department intends to modify them to reflect each prison's role and focus.

We hope to see a Greenough-specific capability and development agreement in place by the end of 2017, and some tangible positive outcomes when we next inspect the prison in 2019.

Neil Morgan
Inspector
23 November 2016

Fact Page

NAME OF FACILITY

Greenough Regional Prison

ROLE OF FACILITY

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

LOCATION

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

BRIEF HISTORY

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

INSPECTION DATES

29 May – 3 June 2016

PRISON CAPACITY

Greenough has six residential units:

Unit	Purpose	Number of cells	Number of beds
One	Maximum-security accommodation and isolation regimes for men	17	34
Two	Standard accommodation for men	22	70
Three	Standard accommodation for men	21	69
Four	Standard and privileged accommodation and isolation regimes for women	48	80
Five	Privileged accommodation for men	13	25
Six	Minimum-security accommodation for men	56	56
	Total	177	334

Greenough can accommodate 333 prisoners. Many prisoners share cells, as 103 of 177 cells have more than one bed. There are:

- 73 cells with two beds
- 21 cells with three beds

-
-
- one cell with four beds
 - eight cells with six beds

The prison also has 11 special purpose cells, with 13 beds. Special purpose cells cannot be included in a prison's capacity as these cells need to be reserved as short term accommodation for prisoners in crisis or on other restricted regimes.

List of Recommendations

Recommendation 1:

Greenough management and staff should work together to improve relationships. The Department should closely monitor this and provide expert intervention if relations do not improve by the end of 2016.

Recommendation 2:

Starting immediately, the Department and Greenough should fund and fill all vacant positions at the prison, prioritising those in health, vocational support and treatment assessment.

Recommendation 3:

With appropriate supervision and risk management, Greenough should allow regular and meaningful interaction between male and female prisoners.

Recommendation 4:

The Department and Greenough should review and improve the prison's infrastructure, prioritising the education, health and visits centres, and on-going maintenance across the site.

Recommendation 5:

Greenough should monitor and increase the amount of respectful and rehabilitation-focused interaction between staff and prisoners.

Recommendation 6:

The Department should ensure that prisons only apply policies differently when justified by assessments of local risk.

Recommendation 7:

The Department should ensure that treatment assessments are done on time and provide prisoners with programs to meet their treatment needs.

Chapter 1

BACKGROUND AND FINDINGS

GREENOUGH REGIONAL PRISON

- 1.1 Greenough Regional Prison ('Greenough' or 'GRP') manages a diverse prisoner population. The majority of its prisoners are medium-security, but there is also a small maximum-security unit, and a larger minimum-security unit just outside the main prison perimeter. Around the time of our inspection, 26 per cent of Greenough prisoners were minimum-security, 72 per cent were medium-security and two per cent were maximum-security.
- 1.2 Significantly, there are both male and female prisoners at Greenough, with women forming nearly one-quarter of the population in 2016. Seventy-four per cent of the population were Aboriginal, a fairly consistent demographic profile for the prison. The number of prisoners on remand was also significant at 26 per cent.

PREVIOUS INSPECTION FINDINGS

- 1.3 The Office has inspected Greenough five times prior to the 2016 inspection. Early inspections of Greenough found it to be a well-managed facility, with positive relations within the management team, committed staff, and good staff-prisoner relationships. It was a safe and constructive environment, with good engagement with the local community.
- 1.4 The last time we inspected the whole of the prison was in late 2012. There were two significant projects underway then. First, the perimeter fence was being replaced. The prison was also converting a 69 bed unit for men into a precinct for women.
- 1.5 The findings of the 2012 inspection were mixed. Staff were committed but stressed by staff shortages and budget restrictions. There was less interaction between prisoners and staff and there were serious infrastructure and maintenance problems. Health services had improved, there were some excellent services for Aboriginal prisoners, and plans to move women into a better unit were positive (OICS, 2013).
- 1.6 The women at Greenough were moved to a newer, larger unit in November 2012. We re-inspected the conditions and services for women at Greenough in 2013. We found that the women had settled in well, after a difficult start. The environment they lived in was much better and the women had better access to services and opportunities for rehabilitation (OICS, 2014). However, too many were not local to Geraldton and were transferred away from other prisons closer to their homes.

SUMMARY OF 2016 INSPECTION FINDINGS

- 1.7 In 2016 we found that Greenough was not performing well in many areas. Some important progress had been made for women held at the prison, but there were many other areas where previously identified issues were still a problem. Overall, Greenough's services and conditions needed improvement. Unfortunately, we saw little evidence that the prison's performance was on track to get better.

1.8 Our main findings included:

- Staff and management relationships were poor because of staff shortages, budget and overtime cuts, and communication.
- Staff shortages also meant critical services like health, prisoner employment and rehabilitation programs were not meeting demand.
- The prison's infrastructure had improved in some important ways, but it was still worn out and facilities for men's education and health were too small.
- Too many prisoners felt that staff did not respect them, and this was creating a security risk.

1.9 For the women at Greenough, we also found:

- The prison was providing good support, education and personal development to women.
- Women were still being given misleading information to convince them to accept transfers from Bandyup Women's Prison to Greenough.
- The prison gave women and men few opportunities to socialise with each other.

2016 INSPECTION METHODOLOGY

1.10 The inspection followed our standard inspection methodology. We announced the inspection in January 2016. We focused on specific themes as well as our inspection standards. The themes were based on what we knew about the prison from regular visits leading up to the inspection and analysis of data. The themes were:

- balancing the prison budget with security and service delivery
- community engagement and external support for prisoners
- services for female prisoners in Western Australia

1.11 We followed up recommendations we made in our 2012 inspection report, *Report 83: An Announced Inspection of Greenough Regional Prison*. We also followed up relevant recommendations from our 2013 inspection report, *Report 91: Female Prisons in Western Australia and the Greenough Women's Precinct*.

1.12 We surveyed both prisoners and staff at the prison in April 2016. We had a good response rate to both surveys. One hundred and forty-three of 312 prisoners (46%) completed a survey, including 34 of 64 (53%) women. Eighty-two of 193 (42%) staff filled out an online survey.

1.13 We contacted 12 organisations in Geraldton as part of our inspection community consultation. Some of the organisations were currently providing services in the prison, while others were not. Some organisations gave us written submissions and some we spoke to in person, both before and during the on-site phase of the inspection. The prison's Superintendent gave a verbal briefing to our Office before we started our work on site.

BACKGROUND AND FINDINGS

- 1.14 We inspected the prison from Sunday 29 May through to Friday 3 June 2016. During this week we met with prisoner groups, staff and management. We observed the prison's facilities and operations, and reviewed documents, data and policies.
- 1.15 Finally, we considered all the evidence collected and observed as part of the inspection to form our own independent view about what was and was not working well at the prison.

Chapter 2

MANAGEMENT OF THE PRISON

2.1 The Western Australia public sector has faced some difficult challenges in recent times; there is less money to spend and it has been hard to recruit staff. These challenges were evident on the ground at Greenough. Tight budgets and recruitment freezes affected service delivery, and also contributed to tension between prison management and staff. This situation cannot be left unresolved, and both staff and management need to find common ground.

POOR STAFF AND MANAGEMENT RELATIONSHIPS WERE A THREAT TO THE PRISON'S PERFORMANCE

2.2 Greenough's custodial staff had a strained relationship with prison management. Many staff had negative views of the management team. It is not surprising to see some level of conflict between staff and management when an organisation is reforming or when money is tight. Both of those conditions are true for Greenough, but the level of dysfunction was marked, and there was a widening divide between the two groups.

2.3 The 2012 inspection of Greenough found a marked decline in the relationship between staff and management (OICS, 2013). In 2016, we found the relationship had deteriorated even further. Staff at Greenough who responded to our survey rated support and communication from management much worse than respondents at other prisons.

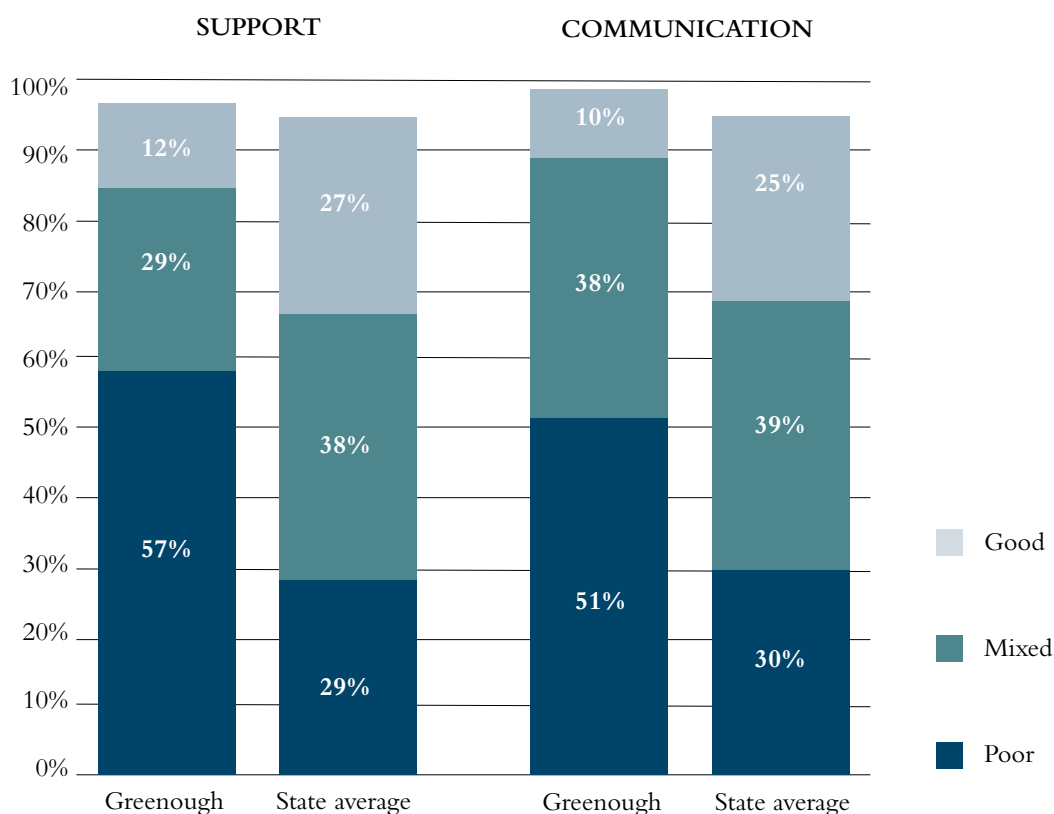


Figure 1: Pre-inspection survey – staff perceptions of relationship with local management

- 2.4 Key drivers of negativity were conflicts around the limited budget, restriction of overtime, redeployment of staff (despite redeployment plans being negotiated with the union) and the communication style of management. While it is important to understand the staff perceptions driving negativity, ultimately everyone will need to take a role in resolving the issues. Communication style is an obvious place to start. External expert intervention could help, and the Department's executive has already agreed to support this. Wooroloo Prison Farm has recently had some success in reforming staff culture using an external consultant (OICS, 2015). Greenough may well be able to learn from Wooroloo's experience.
- 2.5 The issue that most concerned the inspection team was the sense that some custodial staff had become disengaged from their work. The team heard that bad will towards the local management team meant some staff wanted management initiatives to fail, and were not putting their best efforts into their work. Custodial staff at all levels confirmed this was true. It was clear that this negative staff culture had the potential to affect the operation of the prison, if it had not already done so.

Recommendation 1:

Greenough management and staff should work together to improve relationships. The Department should closely monitor this and provide expert intervention if relations do not improve by the end of 2016.

KEY POSITIONS AT GREENOUGH WERE NOT FILLED

- 2.6 In our 2013 inspection report we recommended that Greenough substantively fill all its management positions (OICS, 2013), which it did. In 2016 we found that a number of other key positions at Greenough were vacant, which meant the prison was not delivering enough services to meet demand. Some of the key services affected were health, prisoner employment and rehabilitation programs. The impact for prisoners was significant, and is described in more detail in later sections of this report. The recruitment freeze that contributed to these vacancies ended just before the start of our inspection, so the Department and Greenough should now be free to urgently fill these key vacancies.

Recommendation 2:

Starting immediately, the Department and Greenough should fund and fill all vacant positions at the prison, prioritising those in health, vocational support and treatment assessment.

STAFF TRAINING RATES WERE GOOD

- 2.7 Staff training at Greenough was managed by the satellite training officer. Training occurred locally every Wednesday afternoon. Prisoners were locked in their cells to maximise the number of staff able to attend training. Staff attitudes to training were generally positive and completion rates for mandatory training were high. Unfortunately, access to training outside the prison was virtually non-existent because of budget restrictions.

GREENOUGH HAD OVERSPENT

- 2.8 In 2014–15 Greenough exceeded its budget by around \$200,000 because the Department did not allocate it enough money to pay its entire staff. Greenough had 100 approved positions for prison officers, but funding for only 89. The prison's overspend in 2015–16 was expected to be even larger because its budget had been cut by a further eight per cent.
- 2.9 In an effort to comply with the reduced budget, local management had implemented restrictions on overtime and a redeployment policy previously agreed with the Western Australian Prison Officers Union. These measures had impacted on prisoners' recreation options and their work opportunities in industries, and had upset staff.
- 2.10 In the current economic climate, shrinking budgets are an unfortunate reality for prisons. When the Department allocates funding to prisons it needs to do so carefully, to minimise the impact of budget cuts on services and performance. In previous years, the Department sought budget bids from prisons based on their anticipated needs and costs. This was abandoned for 2015–2016. Instead, we heard from prison management that prisons were given a budget without being consulted.

GREENOUGH NEEDS A STRONGER PHILOSOPHY AND FUNDING MODEL

- 2.11 In the past, Greenough had suffered from uncertainty about its role within the wider prison system. This continued in 2016. Our 2012 inspection found the Department did not have a long-term vision for the prison (OICS, 2013). In 2016, the role of the prison was still unclear. The prison was uncertain about whether it would hold large numbers of women after the opening of the Melaleuca Remand and Reintegration Facility and the new Eastern Goldfields Regional Prison over the next year. There was a sense that the prison was 'treading water' until the future became more clear.
- 2.12 We are aware of the Department's work to develop capability and development agreements for each prison, in line with the Economic Regulation Authority's recommendations (ERA, 2015). Prison superintendents across Western Australia signed the first iterations of the agreements at the beginning of July.
- 2.13 We support the implementation of capability and development agreements in prisons. While the agreements are currently generic, they are a worthwhile starting point. They do need to be developed a lot further, to specify individual prison philosophies, targets and resources, but we understand the Department does plan to do this work over the next two years. By July 2017, we would expect to see a capability and development agreement for Greenough that sets out a clear philosophy and realistic funding arrangement that is linked to service and performance standards.

Chapter 3

PRISONER DIVERSITY AT GREENOUGH

- 3.1 Greenough manages a diverse mix of prisoners. It holds prisoners of all security-ratings, and has significant populations of Aboriginal prisoners and women. All of these prisoner cohorts have different and specific needs that Greenough must meet.
- 3.2 In recent years, we have been concerned about conditions for women in prison, both at Greenough and other prisons in Western Australia. In 2014 we published a report on this (OICS, 2014). During this inspection of Greenough women told us the Department was still misleading them about what they could expect if they transferred to Greenough. Once at Greenough, they received good services in many areas but faced disadvantages and inequalities as well. We were particularly disappointed to see that men and women in custody at Greenough had few opportunities to mix and socialise under supervision, so they were resorting to inappropriate communication such as swearing and screaming.
- 3.3 Other prisoner cohorts were also missing out on services and opportunities. There was no Aboriginal Visitors Scheme presence on site for Aboriginal prisoners at Greenough, remand prisoners did not know where to turn for help understanding the legal system and there were few employment options in the prison's minimum-security unit.

MANY WOMEN AT GREENOUGH WERE FAR FROM HOME AND FAMILY

- 3.4 This Office has been worried about the conditions for female prisoners at GRP since the prison was first inspected in 2002. That inspection found that the women were a 'marginalised group' (OICS, 2003, p. 44). This situation went on for about decade. In 2012 the Department released a 10 year strategic plan for female prisoners (DCS, 2012). One of the plan's strategies was to redevelop a male unit (unit 4) at Greenough into a female unit. This was done and Greenough's female prisoner capacity increased from 25 to 69, easing pressure on Bandyup Women's Prison in Perth.
- 3.5 The Female Prisoners Plan also made it clear that other fit-for-purpose buildings for the women would be built, including a visits area, housing for extended and overnight stays with children, work areas, medical centre, programs rooms and so on. In 2013 we urged the Department to get on with this stage of the plan at Greenough, but in 2016 we found that little progress had been made. A new medical suite had been installed in addition to the existing programs and education rooms. However, women still had to use the main health centre as well, and they had no separate visits or facilities for extended visits with their children.
- 3.6 While the women's residential unit has on-going maintenance issues, the unit's external gardens and grounds were pleasant. There were well-maintained gardens and a small orchard of fruit trees, a volley-ball court and basketball court and some outdoor gym equipment.
- 3.7 In 2016 the capacity of the women's unit had increased to 80 through double-bunking. The staged expansion created opportunities for local women who had been out of country to go back home. However, it also increased the level of out of country imprisonment for those women unwillingly transferred from Bandyup. In 2013 we reported on this and referred to the practice as 'forced transfers and family separations' (OICS, 2014, p. 27). The situation in 2016 remains the same with women being forced

to move from Bandyup to Greenough. If anything, it has gotten worse, as the Western Australia female prisoner population grew very fast in the first half of 2016 – up by 24 per cent from 518 on 1 January 2016 to 644 on 30 June 2016.

- 3.8 During the inspection we met with a group of 10 women who had recently been transferred from Bandyup. None of these women had voluntarily agreed to their transfer. They presented as distressed and said they had lost a lot after being moved. They had lost privileges earned at Bandyup, such as higher-paying jobs and self-care accommodation, and left behind close family and friends in Perth. They had a strong sense that they had been lied to about what they should expect at Greenough. They said they had been told they would be able to work in the community and go on day trips to the beach, though we note that prison officials categorically deny that women were told this. Our health expert found that the transfers were a source of preventable acute psychological distress for some female prisoners.

WOMEN RECEIVED GOOD SERVICES BUT ALSO FACED INEQUALITIES

- 3.9 On a positive note, Greenough employs a full time Women's Support Officer (WSO) to provide crucial support services for the women. The WSO supports women by:
- interviewing women when they first arrive to work out their immediate needs
 - linking women up to services they need
 - helping women liaise with government agencies on issues like child protection
 - arranging for service providers to come in to provide courses and programs for the women
 - organising recreation activities
 - advocating for women's involvement in wider prison activities like Reconciliation Week
- 3.10 The WSO provides an impressive level of service to the women and often goes above and beyond her role. This is heartening, but the prison does need to be careful that the expectations on the WSO are reasonable and sustainable and that she is appropriately supported.
- 3.11 More than 40 per cent of the women at GRP were engaged in education in some capacity. This level of engagement is excellent, and confirms what the inspection found in relation to the passion, commitment and motivation of the Prison Education Coordinator (PEC) responsible for coordinating education services for the women.
- 3.12 Greenough continued its Integrated Offender Management Committee to coordinate women's re-entry to the community. The committee of relevant staff (covering transitional and employment services, women's support and education) meet regularly to discuss women's individual needs. We had hoped to see this process rolled out to benefit the men at Greenough as well, but this has not happened. We are also concerned about how well the re-entry needs of women transferred from Bandyup are met, as they would likely be released in Perth or somewhere other than Geraldton.

- 3.13 Issues of equity are always going to be of concern when there is a core, but not a critical mass, of women accommodated in a predominantly male prison. At GRP we found that there were still unacceptable inequalities between the male and female prisoners, including:
- fewer employment options for women
 - women unable to attend the canteen in person
 - women had fewer opportunities to do community work, even when approved to do so
 - no special accommodation for minimum-security women
 - more recreation options for women in their unit, which meant they had only limited use of the recreation hall

WOMEN HAD FEW CHANCES TO INTERACT APPROPRIATELY WITH MEN

- 3.14 Finally, a key issue for women at Greenough relates directly to the fact they are in a predominantly male prison. In 2014 we reported troubling findings about men and women speaking to each other inappropriately. The situation was degrading for women, who lay on the ground to speak under the privacy-screened fence. We also found the language used in these interactions troubling. Staff clearly saw this occurring but took no action to intervene.
- 3.15 In 2016, the situation was much the same. There were very limited opportunities for men and women to mix in an appropriate, dignified, and supervised setting. The main difference is that instead of laying down, women pulled up a chair next to the fence and both prison officers and other staff approached us to share their own concerns about potential victimisation of women by men.
- 3.16 The Inspector, in the 2014 report of our inspection of the Greenough women's precinct, explained our Office's perspective on integration in mixed prisons (OICS, 2014, p. 39):
- This Office has always acknowledged the complexity of managing the relationships and association between men and women in mixed prisons. On the one hand, strict separation frequently has a negative impact on service access and also denies the opportunity for prisoners to engage in normal social relationships as they would in the community. On the other hand, many women come from backgrounds of domestic violence and poor relationships, and exposure to male prisoners can be a cause of further trauma. However, we take the view that for cultural and social reasons, and based on careful risk assessments, male and female prisoners should be given the opportunity to voluntarily mix under appropriately managed circumstances. This is especially important to out-of-country Aboriginal prisoners with family members housed in the same prison as displacement from home and family imposes an emotional and spiritual distress beyond that experienced by non-Aboriginal people.
- 3.17 The prison has not addressed our 2014 recommendation that, subject to individual risk assessments and appropriate supervision, male and female prisoners at Greenough Regional Prison should be allowed regular, voluntary, meaningful and respectful interaction with each other (OICS, 2014). The prison did introduce structured

fortnightly visits for male and female prisoners with close family relationships, or prisoners significantly isolated from the same community. However, prisoners can only occasionally socialise more freely at special events, and there are no regular mixed recreation or work opportunities. The 2014 recommendation still stands.

Recommendation 3:

With appropriate supervision and risk management, Greenough should allow regular and meaningful interaction between male and female prisoners.

THE DEPARTMENT WAS NOT PROVIDING ADEQUATE SUPPORT TO ABORIGINAL PRISONERS

- 3.18 Even though nearly three quarters of prisoners at Greenough were Aboriginal, there was no Aboriginal Visitor Scheme (AVS) presence at the prison. The AVS is the Department's state-wide scheme, staffed by Aboriginal people, to provide support and counselling to Aboriginal people in custody. There was an AVS telephone hotline. The hotline is available 24 hours, though prisoners can only call it when they are not locked in their cells. While we acknowledge that it can be difficult to recruit AVS visitors in regional areas, a telephone line is not an adequate replacement for face-to-face visitors.
- 3.19 AVS have had only a limited and irregular presence at Greenough for a number of years, though has had a vibrant history in the past. We have previously recommended that if AVS staffing shortages are chronic, the Department should implement alternatives, such as funding prisons to source services from local agencies or service providers (OICS, 2014). The Department has not done this, but has told us that recruiting suitable candidates for AVS is a priority.
- 3.20 We were pleased to note that Aboriginal prisoners had good access to, and uptake of a number of positive opportunities at Greenough. They were represented on prisoner forums. Seventy-one per cent of prisoners that had meaningful work were Aboriginal, including 11 of 15 prisoners working in the community. Greenough had built a new cultural place for Aboriginal prisoners, as we recommended in 2013 (OICS, 2013, p. 48). Greenough also reconvened its Prison Aboriginal Services Committee. This Committee, together with a greater focus on community connections, will hopefully lead to more culturally-appropriate services to Aboriginal prisoners.

REMAND PRISONERS DID NOT RECEIVE ALL THEIR LEGAL ENTITLEMENTS

- 3.21 Like other prisons in WA, Greenough did not fulfil the entitlements of remand prisoners. More than a quarter of the prisoners at Greenough were being held on remand. These prisoners had not been convicted of the offence so by law, they had various entitlements that sentenced prisoners do not. Sentenced and remand prisoners are held together, with no separation. Remandees can, in theory, have social visits each day but only the visits on Wednesdays were reserved just for those on remand. Remandees should also be able to wear their own clothes, but all prisoners in Greenough wear standard prison-issue clothing. Prisoners can wear their own clothing when they go to court, but not if they

attend court via video-link from prison. Remandees also had little assistance to help them understand and navigate the legal system.

- 3.22 We held a focus group with remand prisoners who told us they did not know of any prison resources to help them prepare for court. Importantly, they said it would be hard for them to read written material anyway. Many would prefer someone to sit down and explain things to them.

SOME PRISONERS IN THE MINIMUM-SECURITY UNIT WERE DISADVANTAGED

- 3.23 With the prison's approval minimum-security prisoners can live in unit six. The unit is fenced, but is located outside the main perimeter. The Superintendent told us he has been particularly cautious about approving prisoners for unit six since four prisoners escaped in 2015.
- 3.24 Unit six offers some advantages for minimum-security prisoners – most notably, single cells with reverse-cycle air-conditioning. The newer cells also had en-suite showers and toilets. A new oval had been built next to the unit. However, not all the prisoners we spoke to were enthusiastic about unit six. There were no facilities for prisoners to cook meals and gym facilities were limited. While approved unit six prisoners had access to section 95 community work (if they are eligible), there were few other employment options for them. Medical staff ran clinics in the unit but there were few education or other programs. When prisoners need to re-enter the main prison for activities like recreation, they must be strip searched at the Gatehouse. Some prisoners even told us they would prefer to stay inside the prison if they could be placed in unit five, the prison's main self-care unit.



Figure 2: Unit Six in the foreground with the prison gatehouse at the rear.

PRISONER DIVERSITY AT GREENOUGH



Figure 3: A view across part of Unit Six.

Chapter 4

LIFE FOR PRISONERS AT GREENOUGH

- 4.1 Daily life for prisoners at Greenough had both good points and bad. Some prisoners had meaningful work to occupy their time, clothing and bedding was decent, and prisoners enjoyed social visits and recreation time. The prison had good systems to help prisoners support each other and to allow prisoners and prison management to communicate.
- 4.2 However, some prisoners generally told us they felt that some staff did not respect them. Their accommodation varied in quality and there were a lot of maintenance issues. Nearly forty per cent of prisoners were not meaningfully employed in work and the facilities for meals, visits and recreation were poor.

THE CONDITION OF THE INFRASTRUCTURE AT GREENOUGH VARIED AND THE PRISON HAD RECURRING PROBLEMS WITH VERMIN

- 4.3 Greenough is an old and worn out prison. During the inspection we saw many examples of infrastructure and maintenance problems, like showers that were not working properly, trip hazards, and poles that were rusting through. In the women's unit, the sink tap had a serious leak and the building had crumbling brickwork. It was an on-going struggle for the maintenance team to prioritise work and try to keep up. Furniture and equipment throughout the prison was also in a poor state.



Figure 4: A leaky tap in Unit Four.



Figure 5: A rusting pole



Figure 6: A corridor in Unit Two with cell doors to the right

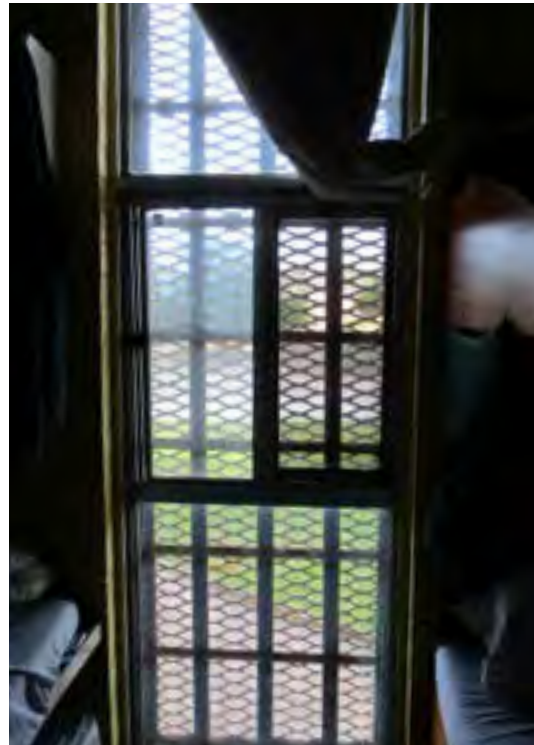


Figure 7: A cell window in Unit Three

- 4.4 We had concerns about the condition of much of the infrastructure at our 2012 inspection as well. Since then, the prison had completed some important upgrades – the failing perimeter fence had been replaced, as had most of the roofing throughout the prison. Some areas of the prison had also been freshly painted. This work has been a significant improvement. Cell windows were also badly in need of replacement, so we were pleased that funding was approved for this.
- 4.5 Some of the prison’s facilities were simply too small for the prisoner population. The main services that were limited by small facilities were education, health and visits. The specific limitations created by small facilities are explained elsewhere in this report, but the Department needs to take stock of inadequate facilities across the site and commit to improvements.

Recommendation 4:

The Department and Greenough should review and improve the prison’s infrastructure, prioritising the education, health and visits centres, and on-going maintenance across the site.

- 4.6 Greenough has had on-going issues with vermin for some time, and pests such as mice and cockroaches invade the site regularly. We saw mice running about the gardens during our inspection. Back in 2012, we also noted a particularly bad problem with birds nesting and defecating around the prison (OICS, 2013). Since 2012, Greenough had reduced its bird problem significantly by replacing much of the roof. For sake of hygiene and food safety, Greenough also needs to get on top of its other pest problems. Greenough engages regular pest control contractors, its kitchen is cleaned to a good standard and prisoners’ cells are regularly cleaned and inspected, yet the problems have continued (see also 4.18).
- 4.7 Our 2012 inspection of Hakea Prison found it was also suffering from a pest infestation (OICS, 2012), but had overcome the problem (OICS, 2016) with targeting cleaning and designating areas for food consumption. Greenough can learn from Hakea’s success.

PRISONERS COULD GET GOOD SUPPORT FROM THEIR PEERS AND VOICE CONCERNS DIRECTLY TO MANAGEMENT

- 4.8 Greenough did have two important prisoner forums that were running well – peer support and the prisoner consultative group. Peer support was a dedicated team of male and female prisoners who provided guidance and emotional support to other prisoners. The team itself was supported by the Prison Support Officer, a member of staff. One of the roles of peer support is to help new prisoners settle in. At Greenough, peer supporters were available to answer questions during an orientation that new prisoners received. However, these presentations only happened once a week.
- 4.9 In our last inspection of Greenough we recommended that peer support services were more actively involved in orientation processes (OICS, 2013). At this inspection staff told us that Greenough had started having peer support members give prison tours to new prisoners, but that this had eventually fallen away. Peer support members should also be

able to visit new prisoners in unit one at any reasonable time, but they were denied access at times. This would be less of a problem if there was a peer support member residing in unit one, but there was not.

- 4.10 Greenough had also recently started up a prisoner consultative group (PCG) to give a direct voice between prisoners and management. Prisoners in the group were able to raise policy and systemic concerns with the management team, who would consider and respond to issues raised. The creation of the group was positive and the group deserves ongoing focus and commitment.

PRISONERS FELT THEY WERE NOT TREATED WITH RESPECT

- 4.11 During our inspection, prisoners told us repeatedly that staff treated them with disrespect. A particular concern was that Aboriginal prisoners said that staff were condescending when speaking with them, particularly the Aboriginal men who did not speak English as a first language. The views of prisoners came across strongly in our pre-inspection survey of prisoners (Figure 8). The Greenough prisoner survey results were worse than the state average, with significantly more prisoners reporting poor relationships with staff.

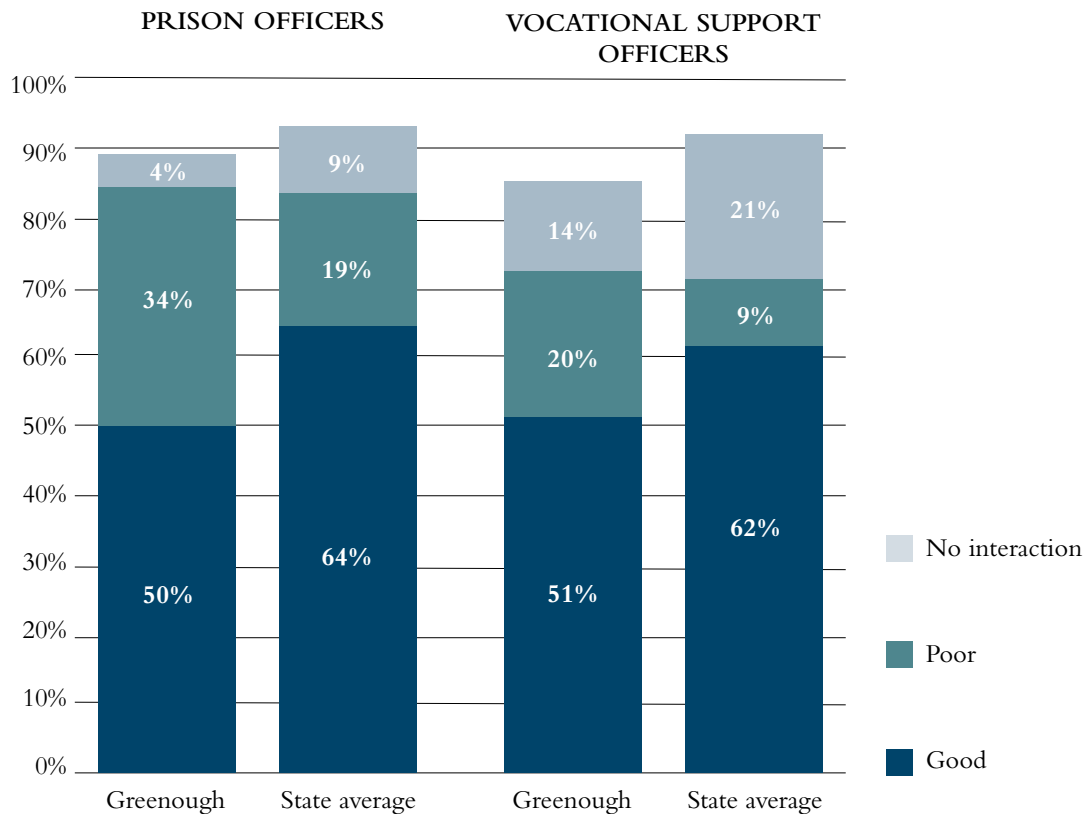


Figure 8: Comparison of Greenough prisoner survey results on relationships with staff with the average results from prisoner surveys at other Western Australian prisons.

- 4.12 Positive relationships between staff and prisoners are important to help maintain effective security. Good ‘relational’ security makes it easier for staff to gather intelligence and de-escalate incidents. This is discussed further in 6.12. We also had other concerns about the negative inspection and survey findings in this area:
- decency – prisoners are entitled to be treated with respect
 - safety – some prisoners told us they felt violent urges after encounters with prison staff
 - rehabilitation – some prisoners appeared too angry to take advice from prison staff
- 4.13 The most common complaint we heard from prisoners was that staff speak to them, and treat them, like children. This is reflected in some of Greenough’s local rules, which were confusing and seemed unreasonably harsh. Prisoners were clear about which rules bothered them the most – a ban on cigarette lighters, and a ban on sugar. These rules were difficult to understand. For example, it was not clear why possessing a lighter was unacceptably risky at Greenough but not at higher-security prisons such as Bandyup. At our 2013 inspection we recommended that the Department have consistent policies for managing prisoners across different prisons (OICS, 2014, p. 31). While the Department has made efforts to standardise policies, the way that policies are applied is still different at different facilities.
- 4.14 Unlike prisoners, most staff reported having good relationships with prisoners. Some staff explained that they knew prisoners well because many had been in Greenough before. Other staff knew prisoners’ families in the local community.

Recommendation 5:

Greenough should increase and monitor the amount of respectful and rehabilitation-focused interaction between staff and prisoners.

Recommendation 6:

The Department should ensure that prisons only apply policies differently when justified by assessments of local risk.

PRISONERS HAD DECENT CLOTHES AND BEDDING, BUT NOWHERE SUITABLE TO EAT THEIR MEALS

- 4.15 Prisoners at Greenough had decent clothing and bedding, and ecumenical religious support. While we heard complaints about the quality of the clothes, this was largely resolved by the time of our inspection. There had been recent supply chain delays with clothes and shoes, but the new jumpers, pants and shoes had eventually arrived. The quality of the clothes we saw prisoners wearing during the inspection was mixed, but generally decent. Prisoners could also get their mattresses replaced when they were worn out and prisoners could request extra blankets if they were cold. Prisoners who wanted to practice religion were disadvantaged, with no specialist religious visitors or services. However, the prison’s chaplain attended two days a week to offer ecumenical services and

pastoral support. The chaplain also sourced religious materials to prisoners on request, such as Korans and prayer mats.

- 4.16 Prisoners were unhappy about the food. Men and women we spoke to expressed negative opinions about the meals they were given, which backed up our survey findings. Only 13 per cent of prisoners that responded to our survey were satisfied with the food quality, while 19 per cent were satisfied with food quantity. Prisoners told us there was not enough meat, serving sizes were too small for some, and they had to use artificial sweetener instead of sugar.
- 4.17 It is quite common for prisoners to complain about food in prison. At Greenough, the kitchen was trying to offer the best they could within budget limits and dietary guidelines. The kitchen provided portion controlled meals that meet dietary guidelines. Food and catering at Greenough also passed a recent compliance review by the Department's Monitoring and Compliance Branch, and the rotational menu provided a balance of meat, fish, vegetables, salad and fresh fruits. Despite these efforts, prisoners were very unhappy. It may be helpful to use a forum like the prisoner consultative group to create a dialogue between the kitchen and prisoners. Prisoners could give the kitchen feedback on meals and kitchen staff could educate prisoners on dietary standards.
- 4.18 While we heard a lot of talk about food during the inspection, we were also concerned about the fact that prisoners had nowhere suitable to eat. We watched a number of meal services and noted that most prisoners took their food back to their cell to eat. There was no dining room, and there were only enough tables and chairs to seat a few people in units. Without providing decent dining facilities, it will be difficult for Greenough to get on top of its vermin issues and improve prisoners' perception of the food.
- 4.19 Prisoners who have money can supplement their meals with food items from the prison canteen. The canteen is well run but because of its location only prisoners from certain units can attend the canteen in person. The prison had a plan to move the canteen to a more accessible location in the women's textiles workshop, after moving the workshop to a new and bigger building. Unfortunately, the proposal was not funded in the 2015-16 financial year.

INDUSTRIES WERE PERFORMING WELL BUT NOT ENOUGH PRISONERS COULD WORK IN THEM

- 4.20 While there were good opportunities for some prisoners to engage in meaningful work in the various industries at Greenough, there were not enough worthwhile jobs for the prisoner population.
- 4.21 Prisoners can work while in prison. The work they do is both a means of reparation for their crime and a way to earn money. Working can also help prisoners pass time constructively, learn skills and develop a work ethic that can serve them well when they are released. Greenough had a variety of productive industries employing prisoners. The main industries were the laundry, kitchen and gardens. The laundry was the prison's largest industry and could employ more than 50 prisoners. The laundry had commercial contracts with local businesses and the hospital.

- 4.22 Likewise, the other two big industries at the prison – the kitchen and gardens – functioned well. The gardens around the prison were flourishing and the fruit trees were producing large quantities of citrus fruits. The gardens also grew vegetables. The produce grown in the prison helped reduce food costs.



Figure 9: A view towards some of the gardens sheds from near the gatehouse.

- 4.23 We checked Greenough’s prisoner employment data for 20 May 2016 and found that only four prisoners were not working. This looked like a really good result. However, during the inspection itself we found that the rate of under-employment was unacceptably high. Thirty-eight per cent of prisoners were employed as unit workers, doing basic tasks like sweeping or mopping areas in their units. These were menial and undemanding jobs that left prisoners with little to do for most of the working day.
- 4.24 Unfilled Vocational Support Officer (VSO) positions and redeployment of VSOs were also limiting prisoners’ work options. Forty per cent of VSO positions were not filled, similar to the number of unfilled positions during our last inspection in 2012 (OICS, 2013). VSOs manage industries and supervise prisoners working in them; when VSOs were not available, prisoners could not work. Unfortunately, even the VSOs that were employed at Greenough were being redeployed to cover custodial roles, making it even harder for prisoners to occupy their time with meaningful work. The redeployment also lowered morale amongst the VSOs and compromised their industry production.

- 4.25 Prisoners eligible to work in the community valued the opportunity, and the community valued their work. Section 95 of the *Prisons Act 1981* allows approved prisoners to work outside the prison, so this community work is referred to as ‘section 95.’ In 2012 we recommended a third position to supervise section 95 prisoners, because there were eligible prisoners who could not access the program (OICS, 2013, p. 45). The Department supported the recommendation and filled the extra position. However, at the time of our 2016 inspection the position was vacant, so only 15 prisoners were participating in section 95 work. The work they were doing was valuable – restoring heritage-listed buildings at Greenough Hamlet. It was a shame to see eligible prisoners, including women, miss out because there was no one to supervise them.



Figure 10: Section 95 prisoners were helping repair deteriorating stonewalls at the Greenough Hamlet heritage site.

PRISONERS ENJOYED ACCESS TO VISITS WITH FAMILY AND FRIENDS AND RECREATION TIME, BUT FACILITIES WERE POOR

- 4.26 Getting to see family and friends is understandably important to prisoners and those at Greenough had enough opportunities to do so. Greenough offered one visit session every weekday, and more on weekends. Unfortunately, Greenough cancelled a bus service that transported visitors from Geraldton to the prison because it was poorly subscribed. However, the cancelled bus service did make it harder for some people to visit. Visitors were processed at a visitors' centre outside the prison, where a volunteer was on hand on weekdays to support them.
- 4.27 Visitors met with prisoners inside the prison itself. While minimum-security prisoners had a separate area for visits in their unit, the majority of prisoners see visitors in the visits area inside the main prison. The main visit facility was small and poorly equipped:
- there was no e-visit technology for the 43 per cent of prisoners who were not from the local area
 - there was no play space or equipment for children
 - prisoners could not make tea or coffee for their visitors, causing shame and embarrassment
 - an attached outdoor area could only be used by prisoners with special privileges
- 4.28 The Department has known about the poor visits facilities at Greenough since at least 2009 (OICS, 2010). Seven years later and with budget cuts on-going, replacement of the visits centre seems increasingly unlikely. However, it is still required (see Recommendation 4).
- 4.29 Prisoners also value their recreation time and those that responded to our survey rated it as the number one good thing about Greenough. Greenough has an oval and recreation hall, and two VSOs to organise activities. Male and female prisoners could use the main oval at separate times. Men played or watched football and basketball competitions, while the women could do softball and zumba classes. The women also had a small but decent set of exercise equipment in their unit, whereas gym equipment for men was very limited. There were only two exercise bicycles in the recreation hall, which was otherwise stocked with pool tables, a darts board and table-tennis. Greenough had a supply of musical instruments but there was no dedicated space for prisoners to play music or make art.

Chapter 5

REHABILITATION

5.1 Prisoner rehabilitation has many benefits – brighter futures for prisoners, a safer community, and lower costs to the prison system. While rehabilitation is one of three key platforms in the Department’s mission statement, it was not functioning well at Greenough. Many treatment programs were cancelled. Education was doing quite well but could be even better. Greenough helped prisoners transition back to the community, but was not assisting them much with employment, or making the most of potential community connections.

THE PRISON SYSTEM’S KEY REHABILITATION TOOL WAS FAILING

5.2 The most direct way the Department tries to reduce reoffending by prisoners is through its treatment programs. We expected to see a high rate of program delivery at Greenough. Instead, we found many programs were cancelled, and the prison was not keeping up with the assessments that decide which programs prisoners need.

5.3 We received data from the Department in early 2016 that showed seven of 17 programs had been cancelled at Greenough in 2015. Thirteen programs had been scheduled for 2016, while an additional four had already been cancelled because staff were not available to run them. At the inspection in May, we heard that even more programs had been cancelled this year, or were expected to be (Figure 11):

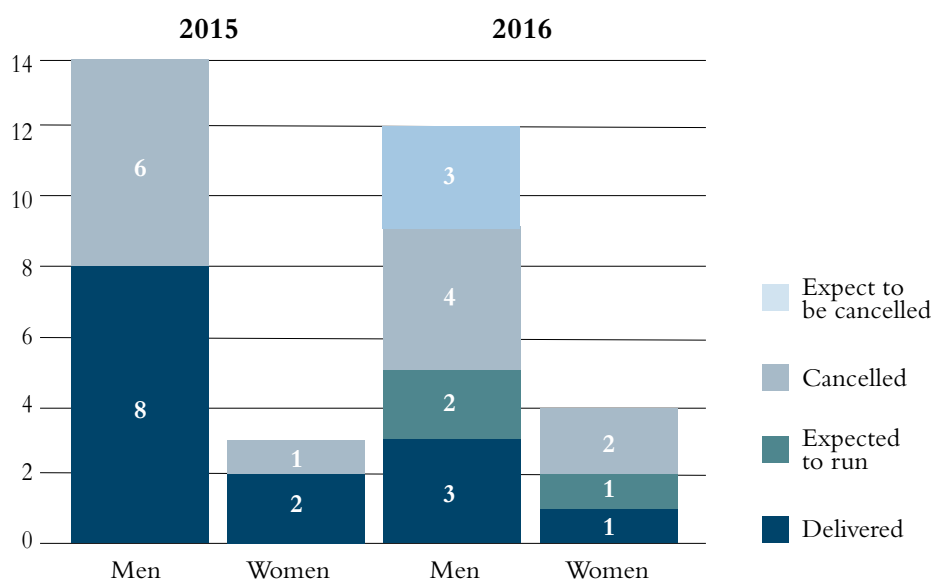


Figure 11: Number of programs delivered, cancelled, expected to run and expected to be cancelled at Greenough in 2015 and 2016.

5.4 Prisoners need different types of programs depending on what factors contributed to their offending. There are programs designed to meet different treatment needs, like addictions-based offending and violent offending. Treatment programs are specifically intended to reduce reoffending, so it was very concerning to see so many cancelled.

REHABILITATION

Prisoners who do not complete the programs they have been assessed as needing are also unlikely to be granted parole. This adds further costs and prisoner numbers at a time when the prisoner numbers are very high, state government revenue is down and there is little money to spare (Government of Western Australia, 2016, p. 1).

- 5.5 A prisoner cannot be enrolled in a program until their treatment needs are assessed, which is supposed to happen within 28 days of their sentencing (and only if they receive a sentence over six months). At Greenough, these treatment assessments were backlogged. On 30 May 2016 there were 20 prisoners whose assessments were overdue by up to three months. At least nine prisoners at Greenough had actually reached their first parole hearing before they had even been treatment assessed, let alone completed any programs. Unsurprisingly, their parole was denied.
- 5.6 At the time of writing in August 2016, data from the Department showed that there were 42 prisoners at Greenough that would not be able to complete a program before their earliest potential date of release (either their first parole hearing, or the end of their sentence if they were not eligible for parole). Thirty of these prisoners would not be able to complete a program because there were not enough programs running, while the other 12 were assessed as needing treatment programs that did not exist.
- 5.7 The cause of both program cancellations and treatment assessment delays was the same – ongoing staff vacancies, likely exacerbated by the recent public sector recruitment freeze. The Department had tried to help by flying a treatment assessor up to Greenough for a short time, while other assessments were done by video link to qualified staff at another prison. However, neither of these options was ideal and the backlog remained. This is unacceptable. The Department’s 2015–2018 strategic plan, *Creating Value Through Performance*, outlines rehabilitation as a mission value and one of its four key tasks (DCS, 2015a). In order to live up to this vision the Department must resource rehabilitation as a tangible outcome and not just an altruistic statement.

Recommendation 7:

The Department should ensure that treatment assessments are done on time and provide prisoners with programs to meet their treatment needs.

EDUCATION SERVICES WERE GOOD BUT THE FACILITIES AND RANGE OF SERVICES OFFERED COULD BE BETTER

- 5.8 Greenough’s education team provided a good education and training service, offering both nationally accredited and non-accredited courses. Students told us they were happy with the quality of tutoring. However, education was hampered by a facility that was not fit for its purpose, and there were gaps in the education and training on offer.
- 5.9 At the time of the inspection, 41 per cent of women and 33 per cent of men were engaged in education. The education team ran a well-structured, student-responsive program. Sixty-eight per cent of prisoners were assessed as at-risk in terms of literacy and numeracy, so education was focused on building these skills.

REHABILITATION

- 5.10 The men's education centre at Greenough was a re-purposed workshop space in the prison's industry area. The space was vulnerable to noise, disruptions and distractions. It was too small and could only accommodate around eight men at a time. Women had a separate education classroom near their unit. It was a better facility and could accommodate about 12 women.
- 5.11 Traineeship numbers were low at Greenough. Despite having a range of industries well-suited to traineeship delivery, few Vocational Support Officers were qualified to deliver traineeships to the prisoners who worked for them.
- 5.12 Art and music qualifications have been cut from most prisons because they do not fall under the Department of Training and Workforce Development's industry priority list. However, a recent study by Margaret Giles found that students enrolled in art classes were significantly more likely to also enrol in adult basic education (Giles, 2016). In July, after our inspection, the Department released a publication titled *Partnerships with Purpose - Arts and Rehabilitation* (DCS, 2016b), which espouses the value of arts in prisons. We look forward to seeing what new opportunities for prisoners will follow, noting none were announced at the publication's launch.
- 5.13 Education is a strong driver for prisoner rehabilitation. Recent research found that 'the more classes the inmate successfully completes, the less likely they are to reoffend' (Giles, 2016). Investing in education can have real pay-offs for prisoners, and this investment is needed at Greenough.

GREENOUGH HELPED PRISONERS GET READY TO LEAVE PRISON BUT OFFERED THEM LITTLE EMPLOYMENT SUPPORT

- 5.14 In 2012 we found Greenough was successfully linking prisoners up with services that could help them move back into the community (OICS, 2013). We were pleased to see the service was still running successfully in 2016. Prisoners can get help with things like identification, Medicare, bank accounts, transport home and transitional accommodation. Many of these services fall under an umbrella program called Re-entry Link and are delivered by a community organisation contracted by the Department. While the contracted organisation and the prison worked well together, both reported issues with different aspects of Re-entry Link service requirements and delivery. In August 2016 we reported on a review of transitional services like Re-entry Link in Western Australian prisons. Our review recommended that the Department develop a comprehensive performance management framework to monitor re-entry outcomes. This should provide better clarity to Greenough and the contracted organisation in Geraldton.
- 5.15 Despite the good re-entry work being done at Greenough, there was an obvious gap in services – prisoners were not able to access pre-release job opportunities. The Department runs the Prisoner Employment Program (PEP), where carefully screened prisoners can work in real jobs outside prison. PEP can be a very successful reintegration strategy – prisoners can get used to real working conditions, can save money, and can also stay in their jobs after their release. While it is not easy to place a prisoner in a job while they are

still in custody, particularly in regional areas already struggling with unemployment, Greenough is resourced to run the program. Instead, Greenough was focused on activities that were easier to organise, like white card and anger management training for prisoners. These are valuable courses, but prisoners were keenly interested in PEP and told us they were sorely disappointed to miss out on it at Greenough.

GREENOUGH WAS NOT ENGAGING ENOUGH WITH THE LOCAL COMMUNITY

- 5.16 In the past, Greenough had strong links with local community organisations (OICS, 2003, OICS, 2013). The more that prisoners can link up with community organisations and services while in prison, the more likely they are to feel supported when released. It is particularly important for Aboriginal prisoners to maintain positive connections to community and culture.
- 5.17 Greenough's community links were weaker in 2016. Community organisations told us they would like more engagement with the prison. The obvious place start would be for Greenough to engage with the Midwest Aboriginal Organisations Alliance (MAOA). MAOA is the peak representative body for Aboriginal organisations in the region. We heard Greenough had tried to link up with MAOA in the past, though MAOA were unaware of this. In any event, both parties were keen to work together in the future.
- 5.18 Positively, the prison had re-established its Aboriginal Services Committee. Under the Department's Reconciliation Action Plan 2015–2018, prisons were required to have an Aboriginal Services Committee in place by June 2016 (DCS, 2015b). The first meeting of Greenough's committee was well attended and promising networks were established. We hope that the Aboriginal Services Committee will help Greenough improve its community engagement and bring valuable services to the prison.

Chapter 6

HEALTH, SAFETY AND SECURITY

6.1 One of the most fundamental obligations of prisons is to try to keep prisoners and staff safe and well. Prisoners rely on prisons to look after their health, but at Greenough, staff vacancies meant the prison was not meeting all of prisoners' health needs. The prison had learnt lessons from some serious security breaches in 2015, but at the time of our inspection, poor relationships between prisoners and staff was emerging as a new security risk.

PRISONERS WERE WAITING TOO LONG FOR SOME HEALTH SERVICES, AND WERE MISSING OUT COMPLETELY ON OTHERS

6.2 The health team at Greenough was short on resources. In consequence, prisoners were dealing with long, sometimes painful waits to see a dentist or doctor. Nurses told us that these waits can mean prisoners' health problems get worse. For example, some prisoners developed abscesses while waiting for dental treatment.

6.3 Health staff and service shortages included:

- vacancies for a General Practitioner, enrolled nurse and senior medical receptionist, with the positions only partially and temporarily filled
- dental clinics run by the Department of Health were often cancelled
- on-site physiotherapy had been removed to save money
- no links to community health services like the Geraldton Aboriginal Medical Service
- one mental health nurse to service almost all mental health needs

6.4 The nurses were working long hours under significant pressure. They did not have time to keep up with other important work like chronic illness care planning, providing health education, or even doing PAP smear or mammogram screening for women. Not only was this a risk to prisoners' health, but was a risk to the nurses, who seemed close to burn out. A nurse told us plainly, 'We're drowning. Every day we do the best we can'.

6.5 A recent study of new prisoners in WA found nearly two thirds of women and 40 per cent of men had a diagnosable mental disorder (Davison, S, Fleming, J, Butler, T, Morgan, V, Petch, E, Morgan, F, Rock, D, Jones, J, Wright, M, Mitchell, M, Janca, A, 2013). Greenough only had one mental health nurse to manage prisoners at risk of suicide and self-harm. They had about 40 or 50 patients to follow up at any one time. The mental health nurse was also expected to provide drug and alcohol services, though they said they were not trained in that area and did not have time to offer much. There was also consultant psychiatrist who visited only two days every four weeks and worked well with the mental health nurse.

6.6 There were few psychological interventions for people with mental health problems who were not an acute risk to themselves. The Prison Counselling Service (PCS) staff were busy helping to manage at-risk and psychologically vulnerable people and running offender programs. This meant they rarely had time to offer on-going counselling. Prisoners could not get specialist counselling either, such as bereavement, sexual abuse (except if they are in crisis and at immediate risk) or culturally specific counselling.

- 6.7 Greenough has two medical facilities: one for men and one for women. The main health centre was for men and was old, small and crowded. All medical staff were based in this facility and the mental health nurse had to share a room with the visiting psychiatrist and dentist. Two new consulting rooms had been installed for women near their unit. The new facility was meant to reduce how often female prisoners had to mix with male prisoners to get medical treatment. However, it has not been very effective as the rooms were only used for nursing clinics twice a week. The women still went to the main health centre at other times. We saw women in the main health centre on both days we visited it during the inspection.
- 6.8 There were only very limited services for prisoners with drug and alcohol problems. They could get treatment for withdrawal when they came into prison, and could stay on methadone if they were already on it. However, the health team did not provide any drug and alcohol counselling, groups or other interventions. The other available services were few:
- If prisoners were assessed as needing it, and space was available, they could do the Pathways treatment program.
 - The Department of Health provided a four week drug and alcohol service (twice a year) to the women.
 - Narcotics Anonymous and Alcoholics Anonymous were not attending the prison, but we were told they would do so if there was demand.
 - The Geraldton Regional Aboriginal Medical Service may provide a program on drugs, alcohol and smoking in the future.

SECURITY WAS MOSTLY SOUND BUT PRISONER AND STAFF RELATIONSHIPS WERE POOR

- 6.9 An important way of keeping people safe and well in prison is to maintain effective security, and Greenough was generally functioning well in this regard. While the prison had experienced a number of serious incidents in the last half of 2015, it had also learnt lessons. However, security was still undermined by unsuitable infrastructure and poor relationships between prisoners and staff.
- 6.10 Four minimum-security prisoners escaped in June and September 2015. In October, a group of prisoners staged a roof-top protest, caused extensive damage and tried to enter the women's unit. In the same month there were two other roof ascents. In late 2015 the Department sent a team to assess security at the prison. This was a positive move, providing external advice about what security measures were and were not working well. The evidence-based review found many aspects of security were sound, but that there was also room to improve some practices.
- 6.11 Our inspection found Greenough staff had a good awareness of security procedures. Drug testing of prisoners showed good results, with average positive test results declining from nearly 14 per cent in 2011 to less than one per cent. However, infrastructure continued to undermine some aspects of security. Strip search and urine testing areas were not sterile,

leaving the prison open to challenges if it found contraband or prisoner substance use. We recommended that the prison address these issues at our 2012 inspection (OICS, 2013, p. 21), but the problems remained. There are positive plans in place to re-develop the prison's gatehouse, which should bring improvements like a walk-through metal detector, better search facilities and separate entrances for staff and visitors.

- 6.12 One area that the Department's review did not touch on was the relationship between staff and prisoners ('relational security'). Positive relations between staff and prisoners help lift the mood in a prison. They can also help staff to glean security intelligence from prisoners. Unfortunately, the relationship between some staff and some prisoners at Greenough was not strong.
- 6.13 During the inspection, some prisoners told us they had very poor relationships with staff. Specifically, these prisoners said that staff did not treat them with respect. Many prisoners spoke about this with palpable anger, some speaking of feeling provoked to violence. Clearly, it is time to stop and listen to their complaints. Our recommendation 5 in this report – that Greenough monitor and increase the amount of respectful and rehabilitation-focused interaction between staff and prisoners – is aimed at improving the situation to reduce the risk of violence.
- 6.14 Our conversations with staff added to our concern. Prison officers told us they had positive relationships with prisoners, which showed that they did not have a good understanding of the mood of the prisoner group. The gap between staff and prisoners seemed to be compounded by short staffing. Officers told us they had had less time to spend with prisoners which meant fewer opportunities to deal with prisoners' concerns and build trust and rapport. One of the reasons the Superintendent created the prisoner consultative group was because he was not receiving enough feedback from prisoners through the unit staff.
- 6.15 While good security can help protect everyone's safety and prevent incidents occurring, prisons also need to respond effectively if things do go wrong. In our 2013 inspection report we found that Greenough's emergency command centre was inadequate and we said the Department needed to fund a properly-equipped one (OICS, 2013, p. 22). Greenough had done this by installing communications equipment and emergency documentation. It also held emergency management exercises about once a month and documented lessons from these.

Appendix 1

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Appendix 2

ACRONYMS

AVS	Aboriginal Visitor's Scheme
DCS	Department of Corrective Services in Western Australia
ERA	Economic Regulation Authority of WA
IOMC	Integrated Offender Management Committee
MAOA	Midwest Aboriginal Organisations Alliance
NGO	Non-Government Agency
PCG	Prisoner Consultative Group
PCS	Prisoner Counselling Services
VSO	Vocational Support Officer – a distinct category of uniformed officers employed for particular functions, including those with trade skills

Appendix 3

RESPONSES TO RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>1. Greenough management and staff should work together to improve relationships. The Department should closely monitor this and provide expert intervention if relations do not improve by the end of 2016.</p>	<p>Supported – existing Departmental Initiative</p> <p>Staff and management at Greenough are committed to continuing to improve working relationships. Actions to improve working relationships have commenced and the Department will continue to monitor this through 2016.</p>
<p>2. Starting immediately, the Department and Greenough should fund and fill all vacant positions at the prison, prioritising those in health, vocational support and treatment assessment.</p>	<p>Supported – existing Departmental Initiative</p> <p>Recruitment, employment and human resourcing matters are considered by each facility in line with budget and resource considerations.</p> <p>The Department and Greenough management are committed to ensuring that vacant positions are filled where budget permits.</p>
<p>3. With appropriate supervision and risk management, Greenough should allow regular and meaningful interaction between male and female prisoners.</p>	<p>Supported – existing Departmental Initiative</p> <p>Greenough introduced regular fortnightly supervised interaction between male and female prisoners. As this regular interaction between prisoners is already in place, there is no further action required.</p>
<p>4. The Department and Greenough should review and improve the prison's infrastructure, prioritising the education, health and visits centres, and on-going maintenance across the site.</p>	<p>Supported – existing Departmental Initiative</p> <p>Major infrastructure and capital works improvement projects will be considered against department priorities, costs and longer-term custodial estate planning.</p> <p>All infrastructure upgrade requests are reviewed and prioritised according to risk, alternative options, and the primary considerations of safety and security.</p> <p>Local level infrastructure upgrades such as enhancing the visits centre and local maintenance will be implemented by Greenough management.</p>

RESPONSES TO RECOMMENDATIONS

5. Greenough should monitor and increase the amount of respectful and rehabilitation-focused interaction between staff and prisoners.

Supported – existing Departmental Initiative

The Department promotes respectful interactions between staff and prisoners throughout the custodial estate. The Department's code of conduct articulates the principles of personal behaviour. In instances where a breach of the code is suspected, provisions are in place for employees to report this. The Department takes a pro-active approach to promoting the code of conduct and investigating all suspected matters of misconduct.

6. The Department should ensure that prisons only apply policies differently when justified by assessments of local risk.

Supported

The Department is reviewing the framework for the custodial estate which will include providing directions on the application and scope of standards and procedures.

7. The Department should ensure that treatment assessments are done on time and provide prisoners with programs to meet their treatment needs.

Supported – existing Departmental Initiative

The Department ensures that where practicable, treatment assessments are timely and address the needs of the prisoner. Via the implementation of the Individualised and Integrated Offender Management (IIOM) program, the Department will continue to drive improvements in managing offender needs.

Appendix 4

SCORECARD ASSESSMENT OF IMPLEMENTATION OF RELEVANT RECOMMENDATIONS FROM PREVIOUS INSPECTIONS

Recommendation No.	Recommendations Report No. 83, <i>Report of an Announced Inspection of Greenough Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1	Implement plans for Stage Two of the Unit 4 redevelopment at Greenough Regional Prison as outlined in the Female Prisoners Plan 2012–2022.		•			
2	Continue to prioritise and address infrastructure and maintenance needs at Greenough Regional Prison.			•		
3	Appoint substantive occupants for all senior management positions at Greenough Regional Prison.			•		
4	Ensure that a fair, transparent and defensible drug testing procedure is in place.		•			
5	Fund and establish a properly equipped emergency command centre.			•		
6	Increase involvement of peer support in reception, induction and orientation processes.		•			
7	Implement measures to increase staff appreciation of the value of dealing with prisoner grievances at the local level in order to improve prisoner confidence that grievances lodged in their unit will be resolved fairly and professionally.		•			
8	Ensure that adequate resources are available to complete treatment assessments within Departmental timeframes at Greenough Regional Prison.	•				
9	Implement a simpler and faster recruitment and appointment process for Vocational and Support Officers.			•		
10	Ensure all Vocational and Support Officer positions are occupied in order to maximise meaningful employment for prisoners at Greenough Regional Prison.	•				
11	Establish and recruit a third section 95 officer position.			•		
12	Establish a temporary cultural meeting place.			•		

SCORECARD ASSESSMENT OF IMPLEMENTATION OF RELEVANT
RECOMMENDATIONS FROM PREVIOUS INSPECTIONS

Recommendation No.	Recommendations Report No. 83, <i>Report of an Announced Inspection of Greenough Regional Prison.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
13	A basic set of legal resources should be established and maintained in the library of each regional prison to provide general information about criminal law, court processes and how to access legal aid.		•			
14	Prisoners intending to represent themselves in court should be identified during initial reception and orientation processes and offered a temporary or permanent transfer to an appropriate metropolitan prison to provide better access to the resources they need.			•		

SCORECARD ASSESSMENT OF IMPLEMENTATION OF RELEVANT
RECOMMENDATIONS FROM PREVIOUS INSPECTIONS

Recommendation No.	Recommendations Report No. 91, <i>Female Prisons in Western Australia and the Greenough Women's Precinct</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1	With a particular focus on women prisoners, and without compromising public safety, the Government and the Department should examine efficiencies and introduce initiatives to reduce the number of prisoners. Options include improved bail co-ordination/support, better program delivery, and wider use of electronic monitoring/GPS tracking.					Outside the scope of this inspection.
2	The Department should: <ul style="list-style-type: none"> a. Identify and address key areas of need in the planning for new and additional accommodation for women. In particular, measures should be taken to improve mental health services, to meet the needs of young women, to reduce the number of minimum-security women being held in higher security facilities, and to develop relevant social, life and employment skills. b. Set defined targets and measurable outcomes in each area of need and measure performance. 					Outside the scope of this inspection.
3	In finalising its restructure, the Department should establish appropriate high level positions with responsibility for developing strategic policies for women and girls in custody and community justice services, setting targets, evaluating and improving outcomes, and a mandate to operationalise policies.					Outside the scope of this inspection.
4	The Department should not: <ul style="list-style-type: none"> a. Significantly expand the use of Greenough Regional Prison for women; or b. Use units at male prisons such as Hakea or Acacia for women as they are not sufficiently autonomous or segregated. 					Outside the scope of this inspection.

SCORECARD ASSESSMENT OF IMPLEMENTATION OF RELEVANT
RECOMMENDATIONS FROM PREVIOUS INSPECTIONS

Recommendation No.	Recommendations Report No. 91, <i>Female Prisons in Western Australia and the Greenough Women's Precinct</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
5	The Department should: a. Re-open the Roebourne Regional Prison women's unit; b. Examine options for maximising Boronia's potential, including increasing the number of women accommodated, criteria for transfer to the prison and building additional accommodation; c. Make use of existing housing assets as transitional accommodation; d. Take account of the discussion in this report when examining the option of turning either the Bunbury Pre-release Unit or Wandoo over to women.		Outside the scope of this inspection.			
6	The Department give a high priority to implementing plans to ensure there is adequate women centred custodial infrastructure. The planning should include consideration of the purposes of the wider prison estate, including the best use of all custodial facilities, including Banksia Hill Detention Centre.		Outside the scope of this inspection.			
7	Whenever the Department transfers female prisoners to prisons outside their home location due to population pressures, it should prioritise the needs and obligations of women as mothers, grandmothers and elders in assessing their appropriateness for transfer.		Outside the scope of this inspection.			
8	The Department should enact consistent operational policies and procedures for the management of prisoners across different prisons. Exceptions should be allowed only where the individual prison makes a specific and compelling case.		•			

SCORECARD ASSESSMENT OF IMPLEMENTATION OF RELEVANT
RECOMMENDATIONS FROM PREVIOUS INSPECTIONS

Recommendation No.	Recommendations Report No. 91, <i>Female Prisons in Western Australia and the Greenough Women's Precinct</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
9	<p>a. The Department develop a funding model for all prisons that accommodates women which recognises the particular needs of women's custodial management and enables greater equity of service provision.</p> <p>b. Provide Greenough Prison with additional resources to deliver female-specific services more comparable to those at facilities accommodating a similar number of women.</p>		<p>Outside the scope of this inspection.</p> <p>•</p>			
10	Subject to individual risk assessments and appropriate supervision, male and female prisoners at all of the state's mixed gender prisons should be allowed regular, voluntary, meaningful and respectful interaction with each other.		<p>Outside the scope of this inspection.</p>			
11	Greenough Regional Prison be provided with the necessary infrastructure and human resources to allow health services to be provided to women within the women's unit or in a confidential area that does not require transit through the male zones of the prison.		•			
12	<p>Increase the level of mental health and counselling services available for women (and consequentially also for men) at Greenough Regional Prison, including:</p> <p>i. additional psychiatric services;</p> <p>ii. an additional Prisoner Counselling Service team member; and</p> <p>iii. reinvigorated links with Chrysalis Support Services or other relevant service providers.</p>	•				
13	<p>a. The Department immediately introduce Skype (or other on-line technologies) at Greenough Regional Prison and at Bandyup Women's Prison for social and official visits; and</p> <p>b. By the end of June 2015, the Department ensure that Skype or other on-line technologies are fully operational at all the state's prisons.</p>	•				

SCORECARD ASSESSMENT OF IMPLEMENTATION OF RELEVANT
RECOMMENDATIONS FROM PREVIOUS INSPECTIONS

Recommendation No.	Recommendations Report No. 91, <i>Female Prisons in Western Australia and the Greenough Women's Precinct</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
14	Prisoners who are transferred from their local area prison due to overcrowding should be entitled to receive more generous remote telephone allowances to facilitate ongoing contact with children, family and friends.		•			
15	a. Greenough should increase the number of women prisoners trained and appointed to be on the peer support team; and b. The prison should consider establishing a female-only peer support team in addition to the whole of prison team.		•			
16	a. The Department should ensure that Aboriginal Visitor Scheme services or similar services, are available at all its prisons. b. At prisons such as Greenough, where there has been a chronic problem in providing AVS services, consideration be given to alternative measures. These include the option of funding the prison to source and manage services from local agencies or service providers.		Outside the scope of this inspection. •			
17	Greenough should be supported to operate a canteen within the women's precinct which is run for and by female prisoners, and is linked directly to the development of employment skills.		•			
18	The Department develop and deliver more programs specifically for women to address issues such as violence, sexual abuse and substance abuse. It should include programs that are culturally relevant to Aboriginal women from different communities across the state.	•				

SCORECARD ASSESSMENT OF IMPLEMENTATION OF RELEVANT
RECOMMENDATIONS FROM PREVIOUS INSPECTIONS

Recommendation No.	Recommendations	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
19	<p>The Department should:</p> <ul style="list-style-type: none"> a. Evaluate the Integrated Offender Management Committee (IOMC) process at Greenough; b. If the IOMC process is successful, introduce this process across the women's estate; and c. Examine the suitability of rolling out a similar process for male prisoners. 		•			

Appendix 5

THE INSPECTION TEAM

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Natalie Gibson	Director Operations
Lauren Netto	Principal Inspections and Research Officer
Stephanie McFarlane	Principal Inspections and Research Officer
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Sophie Davison	Expert Adviser, Health Care (forensic psychiatrist)
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Appendix 6

KEY DATES

Formal announcement of inspection	28 January 2016
Pre-inspection community consultation	13 April 2016
Start of on-site phase	29 May 2016
Completion of on-site phase	3 June 2016
Inspection exit debrief	3 June 2016
Draft Report sent to the Department of Corrective Services	24 August 2016
Due date for return of report from DCS	30 September 2016
Draft report returned by DCS	4 October 2016
Declaration of Prepared Report	23 November 2016



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



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