



JUNE 2013

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REPORT OF AN ANNOUNCED INSPECTION OF
KARNET PRISON FARM

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OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

**Report of an Announced Inspection of
Karnet Prison Farm**

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The Inspector's Overview

KARNET: 50 YEARS ON

2010–2013: A TIME OF GROWTH

This is the report of an announced inspection of Karnet Prison Farm (Karnet) conducted in January 2013. Karnet has a long and interesting history and originally opened in 1963 as a small facility catering for around 60 convicted alcoholics. It celebrated its fiftieth anniversary in April 2013. While this signifies a landmark moment in the life of the prison, it is also an indication of the age of some of its infrastructure. Even at the time of this Office's first inspection of Karnet in 2001 we had identified that the majority of its buildings were approaching the end of their life span, and although there are some new buildings, the situation is largely unchanged.

Karnet has gradually increased its numbers since 1963 and at the time of the October 2007 Report (when it housed 174 prisoners) we recommended that it should be further expanded to house 240 prisoners. This expansion was to involve the construction of a new unit and additional investment in infrastructure and human resources. Although this recommendation was not supported by the Department of Corrective of Services (the Department), by the time of our last inspection in 2010, Karnet's numbers had swelled to 256, a 40% increase from 2007. Unfortunately this increase had not been achieved through the installation of new accommodation, but rather through the addition of extra beds to existing cells which were originally intended for single occupancy.

In the three years since the 2010 inspection Karnet gained a further 88 beds, bringing the total number of beds to 326. This increase was made possible by the addition of 24 beds to an existing unit in 2011, and the building of a new 64 bed unit in 2012.

Over the years Karnet has developed a reputation for good management of prisoners and a relaxed but productive rehabilitative culture. In addition it has made a massive contribution to the prison system through its efficient farm operations, and through the meat, processed meat, milk, eggs, and various fruit and vegetable crops it produces. This production plays an important role in offsetting the costs of imprisonment borne by the Western Australian community. Karnet, of all the state's prisons, has also been one of the best, if not the best, in terms of its community acceptance, support and links.

A particularly positive finding from this inspection was the substantive appointment of Karnet's then acting superintendent to the position in 2012, and the establishment of a strong and stable senior management team to support him. The subsequent release of a strategic vision for Karnet had also established a clear plan for Karnet's future and for the well-being of its prisoners. The central aim of the plan is for Karnet to become the centre of excellence in pre-release management, by preparing prisoners for reintegration by way of employment, education and training, together with specialist re-entry support. In light of this, Karnet continued to maintain a range of working relationships with community based agencies that provided valuable in-reach support services. Furthermore a significant proportion of Karnet's prisoners had embraced the multitude of opportunities available to them, including those offered by way of employment, training, and recreation.

It was also pleasing to find that the vast majority of Karnet's staff maintain positive and respectful relationships with the prisoners. This was clearly evident in the pre-inspection surveys of both staff and prisoners, and was further observed during the on-site phase of the inspection. In particular Karnet's Vocational and Support Officers represent an enormous asset. They make an invaluable contribution to the prison's operation, serving as role models to the prisoners they work with. As a functioning prison farm it was also pleasing to observe that both Karnet's farm and dairy were found to be well managed, with animal welfare being a clear priority.

CHALLENGES AND OPPORTUNITIES

Changes and Improvement

During the inspection concerns were expressed to us regarding two changes that had been recently been introduced at Karnet. These changes involved the development of the new Drug Management Unit, and the way visitors were processed during visits sessions. In both cases the changes had been implemented to address concerns identified by the prison with previous practices. However, given that both were new initiatives, and given that concerns that had been drawn to our attention we felt that each should be the subject of an evaluation, to be completed by early 2014. Given the Department has a stated commitment to continually improving the provision of its services, a commitment which can only be achieved by assessing and evaluating the effect of changes, it seemed strange that it did not support these recommendations.

The Abattoir

Slaughtering approximately 48 cattle and 100 sheep each week, Karnet's abattoir is an important supplier of fresh meat and small goods to the state's prison system, offsetting the significant costs of imprisonment to the community. However, the abattoir and boning room facilities were extremely dilapidated, failing to meet the structural requirements of relevant industry standards in a number of areas. At the time of the inspection, Karnet was awaiting the outcome of a business case submitted for a proposed new abattoir. While this business case remained undetermined, Karnet was reluctant to spend the amount of money required for the maintenance of the existing facility.

However, Karnet can no longer permit the structural defects to go unaddressed. The two audits conducted by the Department of Health (14 February and 21 August 2012) prior to the inspection had been categorised as 'unsuccessful', with structural defects raised as contributing factors in both reports. Recommendation 15 of this report (for the Department to replace the abattoir) was therefore made with the intention of supporting the Department's case for additional funding to replace the existing facility.

Environmental

Karnet produces a range of smallgoods (including polony, mortadella, salami, red sausages and cabana) for distribution throughout the Western Australian prison system. During the inspection a significant risk to prisoners' health was identified by the Department's lack of food allergen management. Manufactured dry ingredients were used in the production of a number of smallgoods, and many of these contained hidden allergens such as peanuts, fish, and tree nuts, that prisons, and prisoners, had not been informed about. It was felt that this risk could be easily addressed if Karnet provided a copy of the ingredients, or a statement detailing what potential allergens may be in which products, to all prisons receiving the goods.

The Department did not support this recommendation, arguing that: "Under health regulations there is no requirement for Karnet to individually label products with contents as all products are for internal usage." While technically correct, the Department is providing smallgoods to 14 prison and detention centres, and over 5,000 prisoners throughout the state. There is therefore both a moral obligation and a duty of care to inform prisons about the contents of the food they receive as they may place a prisoner's health at risk.

CONCLUSION

Previous reports by this Office have consistently identified Karnet as both a good performer and a place with greater potential. However, it is a potential Karnet now appears to be achieving. Following an 87% increase in prisoner numbers, as well as the recent upgrades in infrastructure (including both power and water) to sustain these numbers, Karnet appears to have a more certain future than was the case six years ago. Given its track record, and the vision of the new management team, and despite the problems of aging infrastructure, it is expected that Karnet will continue to build on its positive and unique place in the State's prison system.

Neil Morgan

Inspector of Custodial Services

19 June 2013

Fact Page

NAME OF FACILITY

Karnet Prison Farm

ROLE OF FACILITY

Minimum security prison for adult males.

Coordination of and contribution to food production for Western Australian prison system.

LOCATION

78 kilometres south of Perth.

The traditional owners of the land are the Noongar people.

BRIEF HISTORY

Karnet Prison Farm was commissioned as a prison in 1963. The facility had previously been a rehabilitation centre for alcoholics. The two original accommodation units remain in use, with a third unit built in 2000. A perimeter fence was added to the site in 2007. Unit 4 was completed in 2012.

DESIGN CAPACITY

174

OPERATIONAL CAPACITY OF THE PRISON

326

NUMBER OF PRISONERS HELD AT COMMENCEMENT OF INSPECTION

319

PREVIOUS INSPECTION

7–12 February 2010

DESCRIPTION OF RESIDENTIAL UNITS

Unit	Beds
Unit 1	82 (24 cells double-bunked)
Unit 2	132 (48 cells double-bunked)
Unit 3	48 self-care beds (nil cells double-bunked)
Unit 4	64 beds (all cells double-bunked)

Chapter 1

INTRODUCTION

THE ROLE OF KARNET PRISON FARM

- 1.1 Karnet Prison Farm ('Karnet') is located approximately 80 km south of Perth in the Keysbrook State Forest, and is one of two minimum-security prison farms in the metropolitan region. Karnet was established in 1963 on the site of a former alcohol rehabilitation centre, and in the year of the prison's fiftieth anniversary many of the original buildings are still in use.
- 1.2 At the time of the inspection, undertaken from 18 to 24 January 2013, Karnet accommodated 319 prisoners, 44 per cent of whom were sex offenders.¹ As a pre-release facility, Karnet typically accommodates prisoners towards the end of their sentences and has the responsibility of preparing them for release into the community.
- 1.3 Karnet's farm is a key part of the food supply chain in the Department of Corrective Services ('the Department'). As the state's only prison farm to include an abattoir, Karnet produces fresh meat for distribution to prisons throughout the state. The farm also includes a dairy and produces milk, eggs, and various fruit and vegetable crops for the wider prison system. Consequently, Karnet plays an important role in offsetting the costs of imprisonment for the Western Australian community.

PREVIOUS INSPECTIONS OF KARNET PRISON FARM

- 1.4 The governing legislation of the Office of the Inspector of Custodial Services ('the Office') requires that all prisons and places of custody are inspected at least once every three years.² The 2013 inspection was the fifth inspection of Karnet.

First Inspection – 2001

- 1.5 The first cycle of this Office's inspections were conducted with the intention of identifying baseline findings in relation to particular prisons and prison services generally. The first inspection of Karnet was conducted in 2001, and found that the prison was successfully carrying out its roles as a releasing prison and a key player in the Department's food production and supply process.
- 1.6 Nonetheless the prison was found to be operating somewhat in isolation from the Department's head office and without evident long term planning.³ The Inspector found that the prison suffered from a lack of capital investment, which failed to acknowledge the significant returns received from Karnet's role in primary production.⁴ The Inspection found that Karnet was well accepted by and linked to the local community, however improved partnerships with government and non-government agencies were identified as an untapped source of potential work, income and resources. The most significant feature of the first inspection was the positive interaction observed between staff, prisoners and visitors, and the subsequent atmosphere of confidence, achievement and self-empowerment amongst the prisoner population.⁵

1 Total Offender Management Solution (TOMS), (data accessed 21 February 2013).

2 *Inspector of Custodial Services Act 2003* (WA) s 19.

3 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 5 (April/May 2001) 45.

4 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 5 (April/May 2001) 3.

5 *Ibid.*

INTRODUCTION

- 1.7 At the time of the inspection, Karnet had a design capacity of 172, yet was housing a population of 188. Of this number, Aboriginal prisoners made up only 11 per cent (21 individuals) and were therefore regrettably under-represented at one of the state's best prisons for acquiring life and employment skills.⁶

Second Inspection – 2004

- 1.8 In 2004, the inspection found that while good progress had been made against some of the previous report's recommendations, a number of areas had seen no improvement or progress. The Inspector described Karnet as having 'lost momentum'. Although the prison was not failing, its lack of progress was disappointing. Rather than becoming a pacesetter for the prison service, Karnet had fallen back to the middle of the pack.⁷
- 1.9 A lack of progress was identified in response to recommendations regarding:
- the introduction of service level agreements;
 - failure to develop a total farm plan;
 - stagnation of Section 94 and work camp activities; and
 - continuing degradation of prisoner accommodation.⁸
- 1.10 At the time of the Inspection the prisoner population was 166, which included 13 Aboriginal prisoners (7.8 per cent), a fall of 38 per cent (or 3.2 percentage points) compared to three years earlier.⁹
- 1.11 In summation it was found that Karnet had a greater potential to contribute to prisoner rehabilitation, reparation and re-entry policies. Thus, while Karnet remained one of the most successful prisons in the State, it was disappointing that its proven capacity had not been adequately built upon.¹⁰

Third Inspection – 2007

- 1.12 Due to the Office's confidence that Karnet was performing well, in 2007 a 'light touch' inspection methodology was deemed appropriate. As predicted, the prison was found to be a good performer. The Inspector's Overview declared that Karnet was 'a very good prison' with strong points including:
- a high proportion of prisoners involved in meaningful work and training;
 - successful mainstream integration of prisoners who would be housed in protection units in other prisons;
 - strong community engagement and acceptance of the prison;
 - high visiting rates; and
 - good re-entry programs.

6 Ibid., 14.

7 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 26 (March 2005) iii.

8 Ibid., 45.

9 Ibid., 1.

10 Ibid., vi.

INTRODUCTION

- 1.13 The main concern for the Office was an apparent lack of commitment from the Department regarding the future of Karnet, with veiled suggestions that a mining company was interested in taking over the site.
- 1.14 Nonetheless, at the time of the inspection Karnet's population sat at 174 prisoners, of whom only 15 (or 9%) were Aboriginal. Given that Aboriginal prisoners made up 42 per cent of the state's total prison population the underrepresentation of Aboriginal men at Karnet was described as 'unacceptably low' and deserving of further consideration.¹¹

Fourth Inspection – 2010: A Prison in Transition

- 1.15 By 2010, and in the context of severe overcrowding across the state wide prison system, Karnet had a population of 238 and was anticipating the arrival of 120 new beds later that year. However, this figure included only 22 Aboriginal prisoners or 8.5 per cent of the prison's population. The state prison population at the time was 40 per cent Aboriginal. Karnet had the lowest population of Aboriginal prisoners in the system.¹²
- 1.16 A succession of 'caretaker' superintendents had created a degree of uncertainty amongst staff at the prison. However Karnet was found to be performing very well and the prisoners were generally content. Nonetheless with expansion looming, challenges were identified for the future of Karnet. In preparation for the increase in prisoner numbers the following areas were highlighted:
- creation of greater employment on-site and through the Section 95 program;
 - further development of traineeships;
 - upgrading of neglected infrastructure;
 - addressing the consistently low numbers of Aboriginal prisoners accessing Karnet; and
 - addressing the scheduling conflicts created by an increase in program delivery.
- 1.17 In concluding, the Inspector found that Karnet continued to be a very good prison despite years of ambivalence over its future and a consequential lack of investment. The perceived challenges of increasing to a proposed 370 prisoners in a short timeframe were not to be underestimated;¹³ however, this was believed to be an opportunity for Karnet to build on its achievements, and to assume the higher priority and profile it deserved.

11 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 26 (March 2005) 20.

12 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 29.

13 370 was the increased capacity which was proposed for Karnet in 2010; however when the actual increase took place in 2012, capacity was increased to only 326.

INTRODUCTION

KARNET IN 2013: THE FIFTH INSPECTION

Themes

- 1.18 This Report details the findings of the fifth inspection of Karnet. Between inspections, regular liaison visits were conducted in order to monitor performance and progress in implementing the recommendations of the Office's fourth report. These visits confirmed that Karnet was performing consistently well.
- 1.19 In the three years since the 2010 inspection, Karnet has received an increase of 88 beds, bringing the prison's operational capacity to 326.¹⁴ This occurred by the addition of 24 beds to Unit 2 in 2011, and the building of a new 64 bed unit (Unit 4) in 2012. Furthermore, the prison now has a substantive Superintendent who has a clear vision for the prison's future.
- 1.20 Based on the conclusions of past inspections and liaison visits, particular attention was paid to the following areas:
- the prison's journey in the three years following the 2010 inspection;
 - managing the prisoner population in light of the recent increase in numbers;
 - programs available and the role of Karnet in programs delivery;
 - measures taken to avoid clashes between work, education and programs;
 - preparation of prisoners for release and the contribution of prison services; and
 - the consistently low numbers of Aboriginal prisoners accessing Karnet.

Inspection Methodology and Broad Conclusion

- 1.21 Pre-inspection surveys of Karnet's staff and prisoners were conducted in late 2012, providing an indication of issues of note prior to the commencement of on-site activities.¹⁵ Three weeks before the inspection, the Department was requested to provide specific documentation and information considered relevant to the successful inspection of the prison. A formal briefing session detailing strategic issues relating to Karnet was also provided by Karnet's senior management team.
- 1.22 The 2013 inspection took place over a one-week period, running from Friday 18 January to Thursday 24 January. This enabled inspection team members to be present at Karnet over the weekend, and thus observe the cycle of weekly operations. Inspection team members worked in pairs in order to enhance both information collection and accountability, and were additionally supported by expert representatives from the Department of Training and Workforce Development, and two private environmental health consultants.

14 The Department has previously defined 'Operational Capacity' as "the design capacity plus additional cells within a centre which are not intended as long term accommodation (eg temporary bunks/beds)."

15 The prisoner survey was distributed to prisoners at Karnet on 21 November 2012. There were 80 respondents, an increase compared to the 61 respondents surveyed in 2009. All Karnet staff received an online survey by email, to which 47 staff members responded. This was a significant improvement to the 17 responses received in 2009. Nonetheless, the apparent success of these results may be mitigated by the increase in both prisoner and staff numbers over the same period.

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- 1.23 The broad conclusion offered by the Inspector in the exit debrief was that Karnet was performing well, as it has done consistently over the past four rounds of reporting. Nonetheless, a number of key challenges were identified, and it is hoped that this report will provide the impetus to further push the boundaries of Karnet’s achievements.



View across Karnet farm

Chapter 2

PROGRESS OVER THE PAST THREE YEARS

MANAGEMENT

Strategic Vision

- 2.1 This Office has historically found that Karnet has suffered from a lack of long-term planning and commitment from Head Office regarding its role and function.¹⁶ This lack of direction was heightened in recent years by a succession of caretaker superintendents, which resulted in a sense of ambivalence amongst many Karnet staff.
- 2.2 In 2012, Karnet's then acting Superintendent was permanently appointed to the role, and subsequently developed a strategic vision for the future of the prison. The goal of this vision is for Karnet to be the centre of excellence in the pre-release re-entry management of prisoners. The document has been widely distributed to staff, who reported that its content and goals were well understood. This strategic vision statement has also been incorporated into the induction process for all new staff arriving at Karnet. This is commendable practice, and signals that Karnet's management has a clear philosophy for the operation of the prison and for the welfare of those it houses.
- 2.3 In addition to the permanent filling of the Superintendent's position, Karnet has recently filled the positions of the Assistant Superintendent Offender Services, Assistant Superintendent Operations, Principal Officer, and Security Manager.¹⁷ This has created a strong and stable senior management team with diverse strengths. Karnet now appears to have the team and vision to cement its place in the prison system.
- 2.4 In order to realise the Superintendent's vision, an operational plan was being developed at the time of the inspection. In practice however, the principles embedded in the strategic vision had begun to be implemented six months prior to the inspection, resulting in significant changes to operational processes and procedures throughout the prison.
- 2.5 The speed and scope of some of these modifications appeared to have caused a degree of 'change fatigue' amongst staff. In recognition of this, the Superintendent had put plans for future change on hold for a period of six months. This acknowledgment of staff concerns is good practice, allowing for new processes to be embedded and for evaluation of their impact prior to introducing any further changes.

Financial Plan

- 2.6 Karnet operates the main primary production industries for the state-wide prison system, and as such it is the central locus of its food supply chain. However, Karnet's farm budget is combined with that of the prison as a whole, and consequently Karnet is unable to measure the overall cost and income of its farming activities. This information is essential in determining the cost effectiveness of any upgrades or expansion of farming facilities, as well as clarifying exactly how much money Karnet saves the Department each year.

16 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 5 (April/May 2001) 45; OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 2.

17 The Security Manager position was filled on an EOI at the time of the inspection and is due to be filled substantively at the time of writing.

In 2010, this Office recommended that the Department allocate a separate budget to Karnet for production related activities.¹⁸ However, the Department did not support this recommendation,¹⁹ and in 2013 the situation remains unchanged. This is a disappointing outcome which fails to acknowledge Karnet's central role in minimising the costs of imprisonment to the Western Australian community and the prison system as a whole.

Water Supply

- 2.7 During previous inspections the lack of a stable water supply at Karnet was found to be an issue of concern.²⁰ In 2010 Karnet relied on dam water, but with the anticipated increase in population it had become vital that a more reliable water supply was secured. Since that time, the prison has obtained a water licence which allows it to access water from nearby creeks, and the original dam has been de-silted, improving the quality and quantity of water collected. Additionally, the prison's on-site waste water treatment facility has further been improved to enable Karnet to recycle waste water for use as irrigation. The ongoing sustainability of Karnet's water supply has been sufficiently improved through these measures.

STAFF

Staff Increases

- 2.8 Karnet recently secured an additional 34.5 FTE²¹ uniformed staff in response to both the increase in prisoner population and the 2010 staffing review.²² The number of Vocational and Support Officers (VSOs) was also due to increase, with recruitment underway at the time of the inspection. However, there has been no corresponding increase in the number of administrative support staff and services, such as human resources, finance, and administration. This was not only found to be the case within the main administrative section of Karnet, but also in distinct service areas such as health and education.²³ As a result, these areas of the workforce were experiencing considerable strain in meeting the demands of both the increased prisoner and staff groups. The number of administrative staff across Karnet's business areas should therefore be supplemented in order to correspond to increased staff and prisoner populations.

Recommendation 1:

Increase the number of administrative support staff in line with increases to other staffing groups.

18 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 10.

19 Ibid, 38.

20 Ibid, 19–20.

21 Full-Time Equivalent.

22 In 2010 the Department undertook a staffing review of all facilities state-wide in order to determine the appropriate number of uniformed staff per site.

23 See [4.27].

- 2.9 In 2010 this Office recommended that the Department should establish an additional position on the senior management team of Karnet in order to meet the needs of the proposed population increase. This recommendation was supported by the Department.²⁴ The new position of Assistant Superintendent Offender Services (ASOS) was approved, and by the 2013 inspection was occupied and operational – albeit commencing only one week prior to the inspection.

Training

- 2.10 Training of prison staff throughout Western Australia is centrally coordinated by the Corrective Services Academy in Bentley. Each prison is assigned a training officer from the Corrective Services Academy (known as a Satellite Training Officer) to manage and deliver training onsite. A Satellite Training Officer was in place at Karnet and was proving effective in ensuring that staff were able to maintain their training. Uniformed and administrative staff reported that training was supported by management, but that finding time to go to courses was problematic, and moreover that positions were not automatically covered for those attending training.
- 2.11 Commendably, a very high proportion of staff were trained in critical first response training, including Cardiopulmonary Resuscitation (CPR) (98%) and Gatekeeper suicide awareness training (98%). In addition Senior First Aid was available to all staff acting in Senior Officer positions, rather than being restricted to substantive appointees as is the case in other prisons. This represents extremely good practice, particularly given the older population of prisoners at Karnet, and the numerous high risk industries (such as the abattoir, farm, and construction workforce) on the site. Eighty-five per cent of staff had also received training for dealing with prisoner grievances.

SECURITY

- 2.12 Pre-inspection surveys indicated that 95 per cent of responding prisoners felt mostly safe at Karnet, which is an enormous improvement on the result from the 2009 survey, which returned only 46 per cent.²⁵ Furthermore the staff survey found that 89 per cent of staff felt either mostly or always safe working at Karnet. This also represents a distinct improvement on results from 2009, in which one quarter of responding staff reported that they mostly felt unsafe.
- 2.13 Karnet's management displayed a willingness to deal with disciplinary matters locally, allowing the prison to deal with minor offending behaviour onsite. Ninety-one per cent of charges laid in the previous 18 months had been dealt with at Karnet, allowing prisoners to maintain their positions in programs and employment.²⁶

24 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 38–39.

25 Pre-inspection surveys for the 2010 inspection were conducted in 2009.

26 Karnet Prison Farm, *Karnet Prison Charge History* (January 2013).

- 2.14 In order to combat substance abuse, Karnet employs a large volume of regular security processes including targeted and random urine testing, physical searches and cell searches. The prison's urinalysis budget has been increased to keep pace with population growth, and the security team makes appropriate use of intelligence in its targeted investigations. The vast majority of charges (72%) in the 18 months prior to the inspection related to drugs or alcohol.²⁷
- 2.15 Thorough records of security operations are maintained and regularly reported to the senior management team for analysis. This is excellent practice as it indicates a focus on results and performance management. Karnet's security operations are furthermore effective in that a small percentage of actions regularly lead to charges.²⁸ Observations of these processes found that they were carried out respectfully and were accepted as fair by prisoners.
- 2.16 Karnet has been advantaged by the fact that any prisoners who use or traffic drugs risked the loss of their minimum security status. However of the 159 charges laid in the 18 months prior to the inspection, only 15 resulted in prisoners being transferred to a prison with a higher security rating. In order to minimise the number of prisoners being transferred out of Karnet for minor drug offences, and in keeping with the Superintendent's new vision for Karnet as a centre of re-entry excellence, Karnet has recently introduced a Drug Management Unit.

The Drug Management Unit

- 2.17 The newly conceived Drug Management Unit (DMU) was being trialled as a dedicated unit to house drug users.²⁹ It had been introduced as an alternative to immediate transfer out of Karnet for prisoners returning positive tests for cannabis.
- 2.18 For a first offence, prisoners are transferred into the DMU on a basic supervision regime for 14 days, during which time they are not permitted to enter any other cell or unit, and are required to undergo further random drug and alcohol testing. The prisoner's minimum security rating was also reviewed. For a second offence, the above regime is imposed for 28 days, with the addition of suspension or cancellation of any privileged activities.³⁰ If an individual tests positive a third time, they are transferred to another prison with an upgrade to their security rating.³¹

27 Ibid.

28 Weekly statistics report provided to inspection team staff during the inspection.

29 In reality the DMU is not a 'Unit' but rather a single wing of Unit 1.

30 Including Section 95 activities, re-integration leave, or special visits, for the period of three months. DCS, *Karnet Prison Farm Drug Management Strategy* - 4.2.4 (14 February 2013) 6-7.

31 Ibid.

- 2.19 There are many positive elements to this regime, most significantly in affording prisoners the chance to change their behaviour without immediate risk to their position at Karnet. However, in order for the regime to be effective, prison officers must be able to easily identify which prisoners are subject to the regime at any given time, and this has caused some debate. At the time of the inspection, prisoners being housed in the DMU were required to wear brightly coloured wristbands.³² A number of prisoners reported that they found this to be shameful and humiliating, while some staff commented that it made identifying those with drug connections in the prison that much easier for other prisoners.



A wristband identifying placement in the Drug Management Unit

- 2.20 Thus, while this strategy is a proactive attempt to introduce an alternative consequence to Karnet's prisoners, it is not without its critics and its use should be reassessed during the evaluation process.

Recommendation 2:

The use of the Drug Management Unit, and the means by which those subject to its regime are made identifiable, should be evaluated by early 2014.

32 DCS, *Karnet Prison Farm Local Order 1.8 Appendix A: Basic supervision individual management plan and privilege regime*.

Staff Prisoner Relations

- 2.21 In this Office's first inspection of Karnet in 2001, one of the most significant features of the prison was the positive interaction observed between staff and prisoners, and the resultant atmosphere of confidence and self-empowerment among the prisoner population.³³ However, the 2010 report on Karnet observed a reduction in these positive interactions. As a minimum security re-entry facility, it is particularly important for staff to be available to prisoners for support and guidance. Furthermore, this degree of casual interaction forms the basis of good dynamic security and a healthy prison. The 2010 report identified the reduction in interaction as a 'growing risk' for Karnet, and therefore recommended that the prison improve the level and standard of interaction between staff and prisoners.³⁴
- 2.22 Pre-inspection prisoner surveys conducted in late 2012 strongly indicated that on the whole prisoners at Karnet have a positive relationship with the staff members they deal with on a daily basis.³⁵ Significantly, these results were considerably higher than those received prior to the 2010 inspection.³⁶
- 2.23 Positive survey results were supported by observations from the on-site phase of the inspection, with team members noting regular and respectful interactions between prisoners and staff. However, there were occasions when it seemed that the officers were too content to remain in the confines of their unit offices, rendering them somewhat inaccessible to the prisoners. While the requirement to record activity and complete computer records inevitably causes officers to work from their unit offices, it remains vital that regular interactions with prisoners are maintained.

INFRASTRUCTURE

Prisoner Accommodation

- 2.24 Karnet Prison Farm celebrated its fiftieth anniversary in April 2013, and while this signifies a landmark moment in the life of the prison, it is also an indication of the age of some of its structures. The first inspection report of Karnet in 2001 commented that the majority of prison buildings were approaching the end of their lifespan, and that buildings had been progressively added to the prison site over time without any formal planning and without having been 'built for purpose'.³⁷ The report recommended that the Unit 1 accommodation should be replaced as soon as possible, owing to the fact that it was dilapidated and sub-standard.³⁸ At that time, the then Department of Justice agreed, stating that funds had provisionally been allocated for this purpose prior to the inspection. Twelve years later however, Unit 1 accommodation remains largely unchanged.

33 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 5 (April/May 2001) 3.

34 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 5.

35 When asked how well they got along with various staff groups, the following results were found reporting their relationships as 'good': VSOs: 91%, Unit officers: 75%, and other staff (eg health, programs): 82%.

36 Pre-inspection survey results from 2009 received the following responses to the same question noted above: VSOs: 57%, Unit officers: 66%, and other staff: 57%.

37 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 5 (April/May 2001) 11.

38 Ibid.

PROGRESS OVER THE PAST THREE YEARS

Existing Accommodation Options

2.25 The 2013 inspection found that while a great deal of external work had been done to many of the buildings at Karnet, their interiors and particularly cell interiors showed little improvement. One exception was the recently replaced vinyl flooring in the hallways of the original accommodation wings of Unit 2. In contrast however, the interiors of the cells and shared bathroom facilities in both Units 1 and 2 were dilapidated.



Unit 2: new flooring in the hallways compared to the interior of a cell and shared bathroom facility.

- 2.26 2006 saw the beginning of a period of rapid growth in the number of people incarcerated in Western Australian prisons. Since then ‘double bunking’ has regrettably become the norm across much of the system, in spite of Departmental assertions that this would not become the case.³⁹ Cells designed to humanely house a single prisoner are now commonly filled by two adults, leaving them extremely cramped. At Karnet, a minimum security re-entry prison, only the self-care unit (Unit 3) retains single cells.
- 2.27 At the time of the inspection, Karnet was at 98 per cent capacity.⁴⁰ From a management perspective, this very high fill means that there is little capacity to move prisoners, limiting the opportunity to reward positive behaviour through a hierarchical accommodation system, or to disperse problematic prisoners.

Unit 4

- 2.28 Karnet’s increase in prisoner population was enabled by the introduction of a new accommodation unit (Unit 4), which was opened in April 2012. The unit consists of eight transportable modular buildings (dongas) arranged in rows, with each donga containing four cells. While the cells were designed to hold a single occupant, they have disappointingly been double-bunked from their introduction.
- 2.29 The arrangement of the Unit 4 dongas is problematic for two reasons. Firstly, they are located within 100 metres of effluent ponds, which collect run off from the nearby abattoir. When not operating efficiently (as was the case prior to the inspection), the anaerobic pond produces strong and unpleasant odours.⁴¹ This has been the subject of numerous complaints from both staff and prisoners, with concerns raised regarding the health and amenity of the arrangement.

39 OICS, *Report of an Announced Inspection of Hakea Prison*, Report No. 45 (September 2007) 53-54; OICS, *Report of an Announced Inspection of Casuarina Prison*, Report No. 49 (March 2008) 67.

40 Housing 319 prisoners with a total capacity of 326.

41 To be discussed in greater detail in Chapter 5.

PROGRESS OVER THE PAST THREE YEARS

- 2.30 Secondly, the physical arrangement of the unit has made observation of the site extremely challenging for staff. The dongas have been arranged facing away from the unit office, so that the officers' line of sight from this vantage point only provides them with a view of the rear of the dongas. Whatever the reasoning was for arranging the unit in such an unfortunate way (and the inspection team heard many conflicting theories), the prison must now work with the arrangement it has. However, in order to avoid poor planning decisions of this nature, the Department must ensure that adequate consultation with relevant staff is undertaken prior to all future capital works.



The front view of a Unit 4 accommodation block, showing the verandah where prisoners congregate, and the rear view of the blocks from the front of the unit office.

PROGRESS OVER THE PAST THREE YEARS

- 2.31 The use of transportable dongas as a ‘quick fix’ for capital works is becoming more and more prevalent across the prison estate; not only for use as prisoner accommodation but also to house programs, education and medical services, staff offices and amenities. The Department recently stated that it’s ‘infrastructure plans do not support temporary transportable buildings for long term use’,⁴² yet practice would seem to suggest otherwise. Given that the recommended period of use for such buildings is only 10-15 years the suitability of dongas as a long term accommodation option is highly questionable.⁴³ Furthermore, over-reliance on a quick fix solution to a long term problem is neither appropriate, adequate, nor sustainable.

Flies and Heat

- 2.32 Prior to the 2013 inspection, surveyed prisoners were asked to name the three worst things about life at Karnet. The most common responses related to living conditions, (including heat in the cells), the smell from the adjacent effluent ponds, and flies.
- 2.33 The prevalence of flies during the summer months at Karnet is unpleasant. In the months leading up to the inspection it was not uncommon to see staff and prisoners wearing fly nets over their heads to move about the prison. Most prisoners had made improvised fly screens for their cell doors using bin liners or appropriated building materials including mesh and metal off cuts.



An example of a prisoner-made flyscreen

42 DCS, *Female Prisoners Plan 2012–2022* (July 2012) 31.

43 Information received from the Department.

- 2.34 At the time of the 2013 inspection (conducted in mid-January), the units were extremely hot and humid, with poor ventilation adding to the stifling conditions. In addition to structural deficiencies in the older units, the newer accommodation (transportable dongas) did not have any external shading, and as such received direct sunlight for most of the day. Several prisoners in Unit 4 reported that they had used portable thermometers to measure the temperature in their cells on a number of particularly hot nights. They claimed that cell temperatures had remained at around 40 degrees Celsius until 10.00 pm at night. If such findings were verified, they would be entirely unacceptable.⁴⁴ Breezeways are scheduled to be installed into the original landings of Units 1 and 2, which should provide some relief from the heat, as well as acting as a point of egress in case of emergencies. Yet for the newly installed dongas other options must be considered. The addition of countermeasures such as shade cloths, tree planting, or similar should be investigated immediately.
- 2.35 In addition to the accommodation units, prisoners and staff working in the new laundry also reported extreme levels of heat and humidity. This issue is discussed at greater length in Chapter 5.⁴⁵

Recommendation 3:

Examine ways to address situations of extreme heat in buildings at Karnet used for prisoner work and accommodation.

UNDERREPRESENTATION OF ABORIGINAL PRISONERS AT KARNET

- 2.36 This Office's inspections of Karnet have consistently found that disproportionately few Aboriginal prisoners have been accommodated there.⁴⁶ Given the positive environment and training opportunities that Karnet has to offer, this is disappointing. Previous reports on Karnet have recommended that measures be taken to address this situation, yet little has changed.⁴⁷
- 2.37 Despite Karnet's increase in prisoner numbers, the proportion of Aboriginal individuals has remained comparatively low with only 35 (11%) out of the total population of 319 being Aboriginal at the time of the 2013 inspection.⁴⁸ Nonetheless, given that during the 2010 inspection the prison held only 22 Aboriginal prisoners, there has been an increase of 2.5 percentage points over the last three years.⁴⁹

44 The Department does not carry out regular cell temperature monitoring at any of its custodial facilities.

45 See [5.27].

46 See Chapter 1 of this report.

47 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 30;

OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 47, (October 2007) 21.

48 DCS, *Adult Offenders in Custody as at 17/01/2013 00:00 Hours. Count by Facility, Status, Ethnicity and Gender*, <http://www.correctiveservices.wa.gov.au/about-us/statistics-publications/statistics/2013.aspx> Accessed 21 February 2013.

49 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 29.

- 2.38 One of Karnet's stated goals is to further increase its number of Aboriginal prisoners. However this may prove to be difficult given the low number of Aboriginal prisoners assessed as suitable for Karnet's minimum security regime, and its location.
- 2.39 In 2012 this Office released a review titled *The Flow of Prisoners to Minimum Security, Section 95 and Work Camps in Western Australia*, which found that while non-Aboriginal prisoners had benefitted as a result of changes that had been made to the security assessment tool in 2009, Aboriginal prisoners had been overwhelmingly disadvantaged.⁵⁰ The review found that in June 2012, despite constituting 41 per cent of the state's total prisoner population, Aboriginal prisoners made up only 27 per cent of minimum security prisoners. The review further found that male Aboriginal prisoners were underrepresented in minimum security prisons in the South-West region, including Karnet, and that changes to the assessment tool had exacerbated the situation.⁵¹
- 2.40 The Department has recently commissioned its own review of the lack of Aboriginal prisoners represented in minimum security and the South-West, and this Office is hopeful that this will go some way towards improving the situation for Aboriginal prisoners.⁵²

Recommendation 4:

Pursuant to the recommendations in The Flow of Prisoners to Minimum Security, Section 95 and Work Camps in Western Australia and the findings of the Department's internal review, examine ways to increase the number of Aboriginal prisoners at minimum security, including Karnet and other re-entry prisons.

- 2.41 A further problem in boosting the number of Aboriginals at Karnet is that a proportion of the male Aboriginal prisoners who are minimum security may in fact be better placed elsewhere in the prison estate, such as in work camps or minimum security facilities closer to their own lands and family. Nonetheless the Office remains of the view that Karnet needs to further increase its numbers of Aboriginal prisoners, and to that effect the running of the Pinjarup Project (Fairbridge) at Karnet offers the prison a unique opportunity to do just that.

50 For example, non-Aboriginal men account for 96 per cent of the increase in minimum security males. The number of non-Aboriginal men at minimum security has increased by around 740 and the number of Aboriginal men by just 20: OICS, *The Flow of Prisoners to Minimum Security, Section 95 and Work Camps in Western Australia* (December 2012) 22.

51 OICS, *The Flow of Prisoners to Minimum Security, Section 95 and Work Camps in Western Australia* (December 2012) 23.

52 DCS, *Aboriginal Prisoners at Minimum Security Prisons in the Metropolitan and South-West Areas – Draft*, (April 2013).

The Fairbridge Project

- 2.42 Karnet is the gateway for Aboriginal prisoners to access the unique opportunity presented by Fairbridge. This project is the result of collaboration between the Department, BIS Industries (BIS), and Fairbridge WA, which aims to provide Aboriginal prisoners with the opportunity to gain employment in the mining industry. The six month program (only available to Aboriginal prisoners at Karnet) provides training towards a Certificate II in Surface Extraction Operations at a simulated mine site, and is run via the Section 95 work program.
- 2.43 According to the Department, the program was developed to:
- ..[P]rovide Aboriginal offenders with the opportunity to secure jobs and lasting careers in the mining industry, in a way that leads to positive sustainable change in their lives and the lives of their families.⁵³
- 2.44 The program has successfully run three times, with a total of 30 participants. A third program was scheduled for August 2012, but funding issues caused the program to be put on hold indefinitely. At the time of the inspection, the fate of Fairbridge remained in the balance. Inspection team members heard many complaints from Aboriginal prisoners about the promises they had been made regarding Fairbridge and their great disappointment at finding the program in limbo. However in late January 2013 funding for the project was resecured, ensuring its continuation for a further three years.
- 2.45 The Fairbridge Program is a unique opportunity for Aboriginal prisoners in Western Australia and a commendable project aimed at addressing Aboriginal disadvantage. It is hoped that funding will be ensured past its current three years to ensure its continuation.

53 DCS, *Annual Report 2010/2011*, 55.

Chapter 3

MANAGING THE INCREASED POPULATION

TREATMENT OF PRISONERS

- 3.1 Pre-inspection surveys of Karnet's prisoners indicated that interactions between prisoners and officers were generally positive. Sixty-five per cent of prisoners felt that officers treated them with dignity, compared to 47 per cent for the state average from the past three years. Furthermore 74 per cent said that officers were respectful during cell searches, compared to only 55 per cent for the state average.
- 3.2 These results were largely confirmed by inspection team members' findings and observations during the on-site phase of the inspection. Nonetheless while interactions were friendly and respectful, inspection team members routinely observed officers remaining in their offices rather than being out interacting with prisoners.
- 3.3 Karnet holds a considerable population of older prisoners. During the inspection the average age of prisoners was 45, which included 15 prisoners (5%) aged 65 years or above.⁵⁴ A number of concerns were raised with the inspection team relating to the potential vulnerability of this group. Issues raised included the lack of after-hours health care, the ability of elderly prisoners to cover the distances between various building across the prison site, the heat in units, and their vulnerability to younger, more aggressive prisoners.
- 3.4 The prisoner profile at Karnet is characterised by a high proportion of sex offenders, and Karnet is the only minimum security prison in the Perth metropolitan area able to house this cohort.⁵⁵ Unlike many other prisons in the state, Karnet does not segregate its sex offenders from the mainstream prison population. Nonetheless a degree of tension still exists, with occasional incidents of graffiti and complaints to inspection staff regarding integrated visits. As found in previous years however, staff were quick to react to any threats or incidents of bullying.

LIFE AT KARNET

Orientation

- 3.5 Karnet has a comprehensive reception routine in place for newly arrived prisoners, covering health, welfare and security. One member of the peer support team is employed full-time to complete orientation tours and checklists, and is also available to assist prisoners with their parole applications. Prisoner surveys reported that 67 per cent of respondents had received enough information to understand how Karnet works, compared to 57 per cent in 2009 and a state average over the past three years of 63 per cent.

54 TOMS, (data accessed 15 January 2013).

55 Woorlooloo Prison Farm does not accept sex offenders due to a longstanding agreement with the local community.

- 3.6 Since the last Karnet inspection in 2010, a new purpose built reception facility has been completed, with a vastly improved capacity to store, record and manage the personal property belonging to prisoners. This facility was found to be effective, user-friendly and supported by a computerised system of record keeping. Such measures represent an enormous improvement on storage methods previously used, which were unacceptably cramped and incapable of housing prisoner property.



Information posted in Karnet's new Reception building

- 3.7 As a minimum security pre-release facility, Karnet relies on trust and the motivation of individual prisoners to follow the rules with a low level of supervision. Some prisoners indicated that they found the lack of structure and requirements of personal responsibility challenging. One of the most challenging aspects of Karnet for new arrivals is the prison's late 'return to cell' time of 10.00 pm. Many prisoners who have served long sentences

find this level of freedom somewhat confronting.⁵⁶ However, in an example of good practice, the orientation process for new prisoners includes a meeting with peer support the morning after their first night at Karnet.

Laundry Services

3.8 At the time of the last inspection of Karnet, plans were in place to construct a new laundry facility in order to better service the prison's expanding population. At that time, the laundry was struggling to meet even the needs of the existing population, with some items being sent to Hakea Prison for laundering. The new laundry is now operational, and has shifted to a one-for-one item swap rather than prisoners having their 'own' sets of clothing. The transition to this new system has occurred without incident or complaint, and the pre-inspection survey found a significantly higher approval rating for laundry services than the state average for the past three years (78% felt that the laundry service was good, compared to an average of 64% throughout the state).

Visits

3.9 The visitor's centre at Karnet has previously been praised by this Office as one of the most pleasant, spacious and family-friendly visiting environments of any custodial facility in Western Australia.⁵⁷ The indoor visits area is spacious and informal, and the connecting outdoor area includes an undercover area, lawns, and is bordered by aviaries. Children are well catered for with a large sandpit, playground, and toy collection available.



View of the outdoor visits area

56 Prisoners at Karnet are not subject to 'lockdowns' as their cells are not locked overnight.
57 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 11.

- 3.10 Prior to the arrival of additional prisoners, Karnet increased the availability of visits from two sessions per weekend to four (one morning session and one afternoon session on both Saturday and Sunday). When the population increase commenced, this new system was already established and operating smoothly. This level of preparedness is commendable.
- 3.11 At the time of the last inspection in 2010, Karnet’s Shared Facilities Centre was newly completed, and was operating as a visitor services facility on weekends and a staff training centre during the week. The Office viewed this as a very positive development, having recommended in 2007 that a visitor services facility should be established at Karnet.⁵⁸ The building, located outside of the main fence, had been built almost entirely by Karnet prisoners and was a significant achievement.⁵⁹ However, at the 2012 inspection, for a variety of reasons (including concerns over the security of staff) it was no longer being used as a visitor’s centre, with all such services having been shifted inside the prison perimeter. In effect, this was a return to the situation found during the 2007 inspection. Visitors had no access to shelter, toilet facilities or support services until they entered the prison. It also meant that visitors were passing through the secure perimeter of the prison before having their personal identification and visit booking checked. Overall, this appears a disappointing backwards step.

Recommendation 5:

Evaluate the current entry process for visitors to Karnet by early 2014 to determine whether visitor needs and security requirements are being met.

Visiting Rights for Children of Sex Offenders

- 3.12 Several complaints were heard in the course of the inspection relating to the approval process for perpetrators of offences against children to receive visits from children. The process is governed by Adult Custodial Rule 7, which states that such visits are only open to those prisoners who can demonstrate that the child is a member of their immediate family, or that they were the primary care giver at the time of incarceration.⁶⁰ It further establishes that the best interests of the child must be the paramount consideration, and will automatically supersede the wishes of the prisoner.⁶¹
- 3.13 Applications for visits with children made under Adult Custodial Rule 7 have been subject to lengthy delays, with prisoners being advised that the policy is under review. The key issue regarding the enactment of this policy relates to the Department’s ability to determine what is in the best interest of the child. Furthermore, the assessment tool utilised is a desk top review and does not include a psychological evaluation of either the offender or the child.⁶² Accordingly, all assessments and approvals of child visit applications have been suspended pending the development and implementation of an appropriate assessment process.⁶³

58 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 47 (October 2007) 22.

59 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 11.

60 DCS, *Adult Custodial Rule 7: Communication – Visits*, (6 January 2005) 5–6.

61 *Ibid.*, 4.

62 DCS written response to OICS queries regarding Under 18 Approval for visits, 5 February 2013.

63 *Ibid.*

- 3.14 In the meantime, those prisoners affected by this delay in policy finalisation remain unable to receive visits from their children. Paradoxically, because Karnet does not operate segregated visits sessions, these prisoners are permitted to attend visit sessions in which the children of other prisoners are present. This was understandably perceived by prisoners as a contradiction.
- 3.15 Information requests regarding the status of this Departmental review indicate that the process has been subject to numerous delays. At the time of writing, the review was due to be completed by the end of May 2013. The Office urges the Department to finalise its review promptly in order to establish a clear and transparent assessment process.

Recommendation 6:

Finalise the policy regarding child visitation rights for sex offenders by July 2013.

Food

- 3.16 At the time of the last inspection of Karnet, the kitchen had recently been upgraded and as a result was well-prepared to cater for the proposed population increase. However, the dining room was already struggling to accommodate the existing population.⁶⁴ Prior to the arrival of the increased population, Karnet began trialling split meal services.⁶⁵ As a result, by the time the population increased the system was already working well and the new procedure has been operating without incident. This is an example of commendable practice and demonstrates the prison's preparedness prior to the increase in numbers.
- 3.17 The kitchen is staffed by three relatively new and appropriately qualified cooking instructors. All kitchen staff have completed levels one through three of the Food Stars' food safety program. The kitchen further employs 14 prisoners as food handlers, including section leaders, and a morning and afternoon cleaner.
- 3.18 Seventy-two per cent of prisoners surveyed indicated that they felt the food quality was good, and while this was lower than the result found in 2009 (82%), it remains significantly higher than the state average over the past three years of 46%. Given the role of Karnet as the prison estate's primary food producer this is understandable, because its kitchen will inevitably have direct access to the freshest produce. Nonetheless acknowledgment must be given to Karnet's chef instructors and kitchen staff who produce consistently high quality meals.

The Canteen and Self-Care Unit – Preparing Prisoners for Release?

- 3.19 Karnet's canteen is clean and spacious, and its staff perform their roles well. However, it is regrettable that despite being a releasing prison the canteen does not offer any links to re-entry skills, as is the case at Boronia Pre-release Centre for Women and Bunbury Regional Prison's Pre-release Unit. These facilities manage prisoner purchases through a supermarket model, enabling prisoners to manage their budgets and providing guidance

64 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 16.

65 For example lunch is served at 12:00pm and 12:25pm and dinner is served 5:00pm and 5:25pm (Units 1 and 4 attend first sittings, with Unit 2 attending the second sittings).

in making healthy choices.⁶⁶ While such a model may not be relevant for all prisoners at Karnet, given the well performing kitchen, this would certainly be of benefit to those prisoners residing in the self-care unit, Unit 3.

- 3.20 At present, the kitchen provides food and beverage supplies to the four wings of Unit 3, however the food is allocated according to the prisoners' nominated food choices, and without any established budget system. Although the prisoners did appear to make healthy choices, the lack of focus on the financial implications of food choices is a lost opportunity to develop life skills and help to prepare prisoners for their release.

Recommendation 7:

Foster a greater focus on preparation for release by linking the canteen and self-care unit to a supermarket system, similar to that which is operating at Boronia Pre-release Centre for Women and Bunbury Regional Prison Pre-release Unit.

HEALTH CARE

Health Services

- 3.21 The Karnet Health Centre utilises a holistic approach in order to improve overall prisoner care and wellbeing. The Centre provides coverage 12 hours per day on weekdays and 10 hours per day on weekends. Health services include primary care, chronic disease management and mental health. As 24-hour coverage is not available on-site, after-hours service is available from the Armadale-Kelmscott Memorial Hospital.
- 3.22 The Centre is currently staffed by a full-time Clinical Nurse Manager and a team of registered nurses. Each nurse is responsible for a specific health service portfolios, including mental health, primary care, chronic disease management, annual health assessment, pathology, and the blood-borne virus program. The team is further supported by a full-time senior medical receptionist, and sees approximately 40 patients per day.
- 3.23 General practitioner services are provided three days per week by a visiting doctor, and external services attend the prison regularly to provide specialist care, including physiotherapy, psychiatry and optometry. During the inspection, dental services, ordinarily provided one day per week at Casuarina Prison, had effectively ceased because of issues regarding the inability of Karnet's escorting officers to draw keys at Casuarina. The dispute over key access had considerable impact on staff morale, prisoner frustrations and the already stretched waiting list for dental treatment. During the inspection, team members were informed that alternative arrangements had been negotiated with Cockburn Dental, which ordinarily provides an overflow service to Karnet. However, this Office urges the Department to finalise negotiations regarding key access at Casuarina in order to reinstate the previous arrangement.

66 OICS, *Report of an Announced Inspection of Bunbury Regional Farm*, Report No. 75 (December 2011) 35–37; OICS, *Report of an Announced Inspection of Boronia Pre-release Centre for Women*, Report No. 79 (July 2012) 33–35.

- 3.24 Disappointingly, Karnet had recently lost its Prison Addictions Service Team (PAST) nurse, who had been relocated to Hakea, which was deemed a prison of ‘greater need’. In place of this the medical staff review the medication needs of all new transfers in and all prisoners who return positive urine tests to illicit drugs. Nonetheless this is a significant loss to health services at Karnet, and this Office urges the Department to consider reinstating the position.
- 3.25 Pre-inspection survey results indicated that 64 per cent of prisoners surveyed at Karnet felt that the general health service was good. While this result is lower than the results of the 2009 survey (which found a 78% satisfaction rating) it remains higher than the state average over the past three years of 57 per cent. Prisoners spoken to during the 2013 inspection were extremely positive about the assistance they received from the medical centre’s staff. However, they clarified that while the service they received from the medical centre’s on-site staff was very good, if external appointments with specialists were required they became subject to extensive waiting periods and intermittent care.

Facilities

- 3.26 At the time of the last inspection it was anticipated that demand for health services would increase in line with the prisoner population. The 2010 report therefore commented that the greatest predicament facing the health centre was lack of space, and that additional infrastructure would have to be prioritised if the centre was to maintain its good performance.⁶⁷ At that time plans for the expansion of the health centre were under consideration.⁶⁸ Yet at the time of the 2012 inspection these plans had still not eventuated and Karnet’s medical staff were becoming sceptical that they ever would.

Recommendation 8:

Progress the planned extension and refurbishment of the Health Centre in order to address its physical deficits, including the lack of space and storage.⁶⁹

Mental Health Care

- 3.27 The Prison Counselling Service (PCS) have a presence on-site at Karnet four days per week, with supplementary support available by phone. All psychiatric care was liaised through the nurse responsible for the mental health portfolio.
- 3.28 Karnet now automatically places any prisoner who has experienced a death in their family on the At Risk Management System (ARMS), as a response to 2012 changes to Policy Directive 9 which restricted prisoner’s ability to attend funerals. PCS felt that this was not always relevant, but served as a good precautionary measure. Karnet prison has a comparatively low rate of prisoners placed on ARMS due to the settled, minimum security nature of its prison population. Nonetheless the inspection found that appropriate processes were in place for the management of incidents of prisoner self-harm or crisis response.

67 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 16.

68 *Ibid.*, 20.

69 Further discussed in Chapter 5, [5.30].

Aboriginal Health Worker

- 3.29 The Aboriginal Health Community Re-entry Program, funded by the Council of Australian Governments (COAG) and operated by the West Australian Department of Health, has provided Aboriginal Liaison Officers (ALOs) to engage with prisoners nearing release. Their role is to ensure continuity of health care after release by motivating prisoners to actively participate in their health care both prior to and following release from prison. The service takes a holistic approach, and includes housing, drug and alcohol issues, as well as health and mental health appointments. The ALO engaged at Karnet attends the prison one day per week, and is also responsible for Hakea Prison which he attends two days per week.
- 3.30 Four years of COAG funding was initially allocated to this program. However, delays as a result of the complex relationship between departments and levels of government hindered the commencement of the scheme.⁷⁰ At the time of the inspection, this COAG funding was about to end, and no indication had yet been received regarding proposals for further funding. Unfortunately this had left those involved with no sense of job security and a sense of ambivalence about the project's impact. This is a valuable project with the potential to have significant impact on those it hopes to assist. The Office hopes to see further funding allocated to enable its continuation.

A HEALTHY PRISON

- 3.31 The 2012 inspection of Karnet found that a large number of its prisoners demonstrated a particularly healthy mind set, in contrast to that found in other prisons around the state. Team observations included examples of prisoners exercising throughout the day and the fact that the majority of food complaints related to a perceived lack of fresh fruit and salads. The prison gymnasium receives over 1,000 visits per week, and the team were further informed that a number of prisoners had successfully lost significant amounts of weight (several having lost over 20 kilograms) following their transfer to Karnet.

Recreation

- 3.32 In 2009, prisoner surveys reported a remarkable 95 per cent satisfaction with access to recreation. The 2012 survey indicated that this figure had fallen to just 61 per cent, representing a significant decrease. Nonetheless, the 2012 result compares favourably to the state average of 51 per cent over the past three years.
- 3.33 The gymnasium was the busiest recreation area within the prison, with a large number of prisoners participating throughout the day. Prisoners employed in Karnet's many industries work different shift times, and as such many use their spare hours for recreation. This arrangement sees up to 80 prisoners passing through the gym per day. The gymnasium had recently acquired a range of equipment from Casuarina, and included free weights, cable weights, and exercise bikes.

70 OICS, *Report of an Announced Inspection of Bunbury Regional Prison*, Report No. 75, (December 2011) [6.13].

MANAGING THE INCREASED POPULATION

- 3.34 During the inspection there was little available in terms of organised sports on the weekends. This absence was a result of the combined effects of summer heat, four visit sessions per weekend, and reticulation work being carried out on the oval.



Recreation options in Karnet's gymnasium

MANAGING THE INCREASED POPULATION

- 3.35 A number of activities were available to prisoners approved for Section 95 activities, including indoor cricket in the community and walks around Karnet's farm and surrounding bushland. Inter-prison cricket and basketball competitions had also recently taken place between Karnet, Wooroloo Prison Farm and Bunbury Regional Prison. Karnet furthermore has a well-stocked band room available to be booked in the evenings. The band room was, however, unfortunately positioned directly adjacent to the library.
- 3.36 A considerable range of passive recreation options were available at Karnet, which is positive given its older population, including carpet bowls, a chess club, and pool tables and darts available in the gymnasium. Furthermore Saturday night movie nights, quizzes and comedy nights were routinely organised, often accompanied by one of Karnet's bands.

Library

- 3.37 Karnet's library serves as a hub for passive recreation. Use of the library was very good, with prisoner surveys indicating a 91 per cent satisfaction rating compared to 79 per cent in 2009, and only 66 per cent for the state average over the last three years. This is likely connected to Karnet's late return to cell time, the late opening hours of the library and the older profile of Karnet's prisoners.



Karnet's library

- 3.38 The library has a dedicated computer and printer which can be used to prepare parole applications. Peer support prisoners are available to assist others to prepare. This compares well to some sites where there is no officially approved means of typing and printing applications. However, due to the increased population having only one computer available for this purpose had proved insufficient.

Staffing Arrangements

- 3.39 In spite of these positive achievements, instability among recreation staff and constant budgetary restrictions had taken their toll on the recreation program at Karnet. These factors more than likely influenced the lower satisfaction rating found in the 2012 survey. This is a great disappointment, as the findings of the 2010 inspection had portrayed Karnet as a trailblazer in the area of recreation programs.
- 3.40 At that time, the report commented that in order to guarantee the continued success of Karnet's recreation program it would be necessary to ensure that recreation remained adequately staffed and resourced as the prisoner population increases. The Office was further concerned that at that time the recreation budget had been cut by almost 30 per cent in one year, in spite of an imminent population increase.⁷¹ Yet at the time of the 2013 inspection, recreation had not received any increases in budget, and one recreation officer had recently resigned.
- 3.41 The positive attitude and healthy mindset found at Karnet is unique amongst the West Australian prison estate, and is something in which Karnet, its prisoners and the Department should take great pride. However, the recreation program and staff at Karnet are in danger of losing their way. If this situation is allowed to deteriorate Karnet risks losing one of its greatest and most appealing features. The Office therefore urges the Department to reconsider the extent to which budget cuts are permitted to impact on valuable support services, including resourcing and staff numbers, particularly given increases in prisoner numbers across the estate.

RE-ENGAGING KARNET'S DISENGAGED PRISONERS

- 3.42 Over the course of the inspection, team members observed that prisoners at Karnet seemed to fall into either one of two broadly defined groups. Firstly, a large number of prisoners appeared to be articulate, driven and well engaged with the opportunities and services that Karnet had on offer. Inspection team members heard numerous examples of prisoners having achieved personal goals (including significant weight loss), often without the direct support or guidance of prison staff.
- 3.43 The second group of prisoners remained disengaged and withdrawn from the multiple opportunities available. This may well be the result of having served lengthy or numerous prison sentences, causing them to become isolated and somewhat institutionalised. However, from speaking with these prisoners, it became clear to the inspection team that often these prisoners had withdrawn from prison services either because of a misunderstanding of the processes involved, or because of miscommunication from staff.

71 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 31.

- 3.44 The Office therefore proposes that Karnet makes use of the asset they have in those articulate and engaged prisoners, by harnessing their skills and abilities to assist in aiding the communication of opportunities to those less well-equipped to take advantage of them. A means of achieving this could be pursued via the introduction of a prisoner forum or council. Currently the only prisoner representative body is the peer support team and while it is well functioning and enthusiastic, its time has been taken up with issues that do not relate to its primary role of welfare and emotional support to vulnerable prisoners. Rather its members relayed that they spend much of their time dealing with systemic and administrative complaints from prisoners. Thus a second representative body of prisoners to advocate on behalf of prisoners to the senior management team could be of great benefit.
- 3.45 Acacia Prison runs a Prisoner Information and Activity Committee made up of prisoners from each unit, who meet fortnightly with representatives from senior management. This provides a two-way forum, for prisoners to raise issues directly with senior management, who in turn respond, follow up issues, and provide information to the prisoners regarding new processes and policies.⁷²
- 3.46 Albany's Prison Forum consists of monthly meetings between a group of prisoners and management. Meetings are chaired by the Assistant Superintendent Prison Management (ASPM), attended by the Peer Support Officer and other management representatives as appropriate, with outcomes recorded and distributed in the monthly prison newsletter.⁷³
- 3.47 These forums represent good, innovative prison practice. They have allowed for improved engagement between management and prisoners, a reduction of misunderstandings of prison rules, and a sense of agency through self-representation. Moreover, these forums allow peer support teams to focus on providing emotional support, rather than being caught up in representation of prisoners. The addition of such would be advantageous to Karnet, which has the engaged and motivated prisoners necessary to make such a forum effective. This Office therefore recommends that such a forum be introduced.

Recommendation 9:

Establish a representative forum for prisoners at Karnet Prison Farm similar to those operating at Acacia Prison and Albany Regional Prison.

72 OICS, *Report of an Announced Inspection of Acacia Prison*, Report No. 71 (March 2011) 29.

73 OICS, *Report of an Announced Inspection of Albany Regional Prison*, Report No. 78 (June 2012) 59.

Chapter 4

PROGRAMS, PREPARATION FOR RELEASE AND RE-ENTRY

PREPARATION FOR RELEASE

- 4.1 Karnet's new vision statement asserts that its goal is to become the centre of excellence in the pre-release, re-entry management of prisoners, by preparing them for reintegration into the community. The document states that this will be achieved via employment, education and training opportunities, together with the support of specialist re-entry services, clinical and self-help programs.⁷⁴
- 4.2 Departmental recidivism rates suggest that Karnet does well in its support of prisoners for re-entry. The prison has a comparatively low recidivism rate of 28.93 per cent compared to the state average of 45.18 per cent.⁷⁵ However, this figure may be influenced by the fact that Karnet has relatively low numbers of Aboriginal prisoners (who have far higher recidivism rates than non-Aboriginal prisoners),⁷⁶ and furthermore by the higher than average age of Karnet's prisoners.

Individual Case Management

- 4.3 The previous two inspections found that Karnet was competently providing the Department's mandated case management system, in which prison officers were assigned one or more prisoners that they meet with every six months.⁷⁷ Previous inspection reports have noted however, that this system is limited in scope and offers little to the prisoner in addressing their needs, providing support, or preparing them for release.⁷⁸ This inspection found that case management had improved, particularly in relation to a re-entry focus. Case management's task of progressing prisoners towards the objectives of their Individual Management Plans (IMPs) was hampered, however, by the poor timeliness of program participation. Furthermore, in spite of good planning and management procedures, it was suggested that some allocated case officers were not sufficiently engaged with their prisoners. One reason for this was the staffing rosters, which limit an officer's availability to less than 50 per cent of their 21 day rostered periods.

Re-Entry Service Liaison

- 4.4 Karnet's re-entry services are well supported by the Department and senior management, and positive internal collaboration practices were employed amongst the various services. Re-entry services including the Transitional Manager, sentence planning, and career and employment services, are co-located in one area and generally operate with an open door policy. The area therefore serves as a 'one-stop shop' for the re-entry needs of Karnet's prisoners.

74 Superintendent A. Clements, *Karnet Prison Farm: Our Vision* (2012).

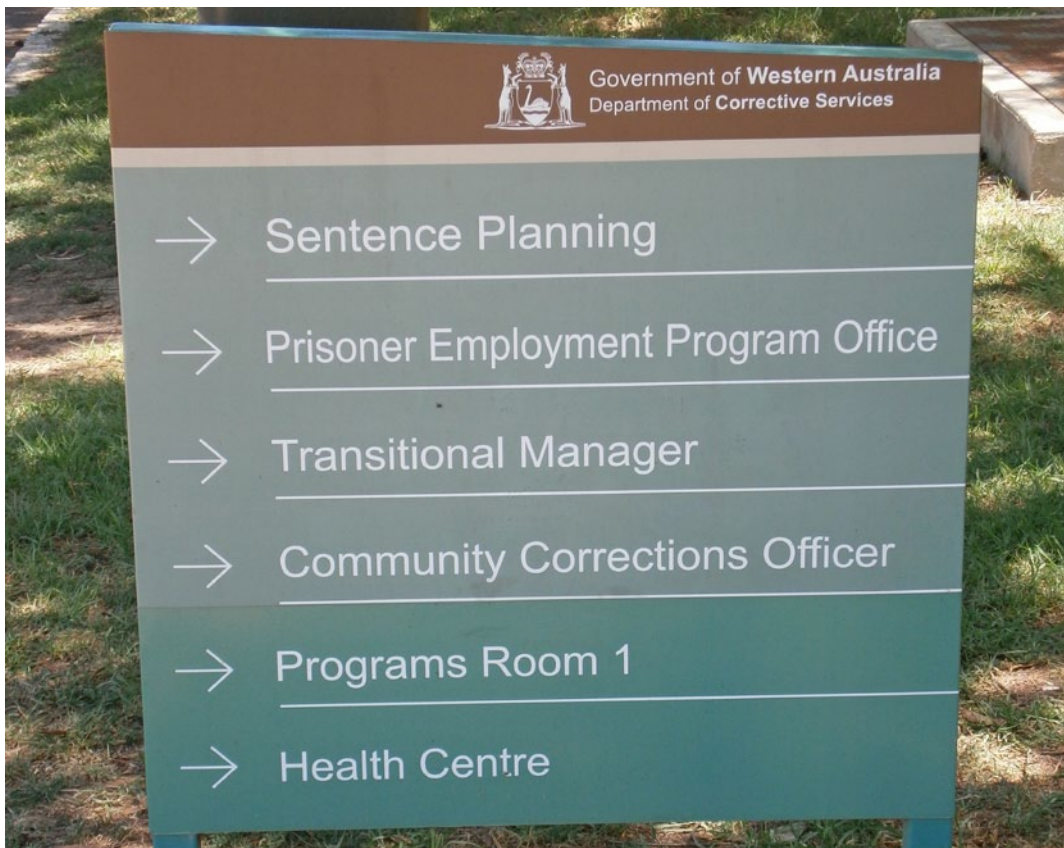
75 DCS, *Strategic Services Directorate, Performance and Statistics: Prison Recidivism – COAG detail*, (23 January 2013) 3.

76 The total rate of return for Aboriginal prisoners for the state was 54.53% compared to 36.94% for non-Aboriginal prisoners. *Ibid.*

77 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67, (July 2010); OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 47, (October 2007).

78 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67, (July 2010); OICS, *Report of an Announced Inspection of Bandyup Women's Prison*, Report No. 73, (August 2011); OICS, *Report of an Announced Inspection of Wooroloo Prison Farm*, Report No. 80 (August 2012).

- 4.5 Karnet’s re-entry staff reported having positive working relationships with the external agencies engaged to provide a range of transitional support services. This was evidenced by a well-attended and organised Inside Out Expo which took place at the Prison during the Inspection. The Expo featured numerous stalls from a variety of community groups and services, covering areas such as health, mental health, accommodation, employment, and financial assistance.



Karnet’s ‘one stop shop’ re-entry services

- 4.6 Feedback from the external agencies regarding their relationship with Karnet was also largely positive, however the prison’s isolated location made it challenging to engage with, both physically and remotely. Karnet has little internet or mobile phone coverage, meaning that remote access via the internet is largely unavailable.

Accommodation Upon Release

- 4.7 One key issue facing re-entry services at Karnet was the lack of post-release accommodation for sex offenders. Sex offenders are required to secure approved accommodation through a service provider prior to their release, however, recently service providers have been unable to meet demands. Staff members reported that a number of service providers were booked out so far in advance that they were unable to take any new applications.⁷⁹
- 4.8 The confirmation of suitable post-release accommodation is also a requisite part of sex offenders' parole applications. The lack of accommodation therefore has a negative impact on the success of parole applications, and affects prisoners' chances of successful re-entry into the community.

PROGRAMS

- 4.9 Karnet has increased its provision of therapeutic programs in the last three years, and at the time of the inspection was running up to nine simultaneous low- and medium-intensity programs. Owing to the prison's significant proportion of sex offenders (45% at the time of the inspection) Karnet provides a large amount of sex offence related programs. In addition to the Sex Offender Treatment Program (SOTP) and the planned provision of Think First for Sex Offenders, Karnet offers Violent Offender Treatment Programs (VOTP), Think First and Pathways. As Karnet does not hold a significant population of Aboriginal prisoners, it did not provide any programs culturally tailored for that cohort. A number of voluntary courses were also available, however as these courses are not prescribed they do not necessarily contribute to a prisoner's parole application.

Completion of Programs Within Required Sentence Periods

- 4.10 The inspection found that programs at Karnet were often subject to delays and that this had significant flow-on effects for prisoners. Programs were being delayed for a range of reasons, including:
- lack of available rooms;
 - lack of beds for prisoners at certain facilities;
 - prisoner transfers within the system;
 - reassessments;
 - insufficient staffing (facilitators); and
 - scheduling overlaps.
- 4.11 Karnet highlighted a lack of facilities as a local limitation, and had plans to add four more rooms to meet demand for programs and education.⁸⁰ This would facilitate more programs and enhance the prison's ability to schedule its many activities.

79 For example, Outreach informed the prison in late December 2012 that its capacity was already booked out for 2013.

80 The prison would like to replicate the two dongas it already has, which provides four rooms. There is already a concrete pad in place for this, so the cost was be less than a total new build.

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- 4.12 As a result of late completion of treatment programs a proportion of Karnet’s prisoners were unable to access reintegration support services prior to their release. This resulted in a view among staff and prisoners at Karnet that many prisoners were being released without having received sufficient reintegration support.
- 4.13 Failure to complete programs is also an obstacle to successful parole applications. Departmental data indicated that at the time of the inspection at least 42 prisoners at Karnet were serving sentences past their date of earliest eligibility as they had been found ineligible for parole due to incomplete program requirements.⁸¹
- 4.14 It is imperative that prisoners’ treatment needs are met in a timely manner during their periods of incarceration. By not doing so, the Department is at risk of returning prisoners to society without adequate treatment and pre-release preparation, and increasing the likelihood of recidivism.

Recommendation 10:

Ensure that programs are delivered prior to the deadline for prisoners’ parole applications.

Sex Offence Deniers Course

- 4.15 The inspection team heard numerous complaints from prisoners in relation to information concerning the purpose and intent of the Sex Offence Deniers Course (SODC). Mixed messages were received by participants regarding the intent of the course and the impact it would have on their Individual Management Plan (IMP) and status before the Prisoner Review Board (PRB).
- 4.16 The SODC is the only program available where participation does not necessarily ensure IMP progress or assist with parole applications. Anecdotally, sentence management staff and the PRB look favourably on expressions of guilt and remorse, which tend to indicate that the prisoner’s treatment needs have been met.⁸² Yet prisoners reported that they had received mixed messages regarding the intended outcome of the course; with local sentence management indicating that it was designed to change their stance of innocence, and course facilitators saying it was not.
- 4.17 This misunderstanding resulted in considerable frustration for many of the prisoners required to do the course. Inspection team members heard that they felt that this resulted in a system that encouraged them to lie to achieve the goals of the course. It is therefore vital that all staff involved in the delivery and promotion of this course have a clear understanding of its purpose and intent, to ensure that the appropriate information is delivered to the relevant prisoners.

81 135 prisoners in total were serving sentences past their Earliest Eligibility Date (EED). Due to incomplete data being available for 68 of these prisoners, the 42 prisoners referenced above equates to 63% of the 67 prisoners for whom data was accessible. TOMS, *Offenders Passed EED – Facility: Karnet, As at selected date: 18.01.2013*, (accessed 15 April 2013).

82 Those staff responsible for the sentence management at Karnet include the Case Management Co-ordinator, Report Writers and the ASPM.

Recommendation 11:

Evaluate the correctional outcomes achieved by the Sex Offence Deniers Course and ensure adequate communication with prisoners on the intent and purpose of the course.

THE STRUCTURED DAY

- 4.18 At the time of the last inspection, Karnet was experiencing difficulties in coordinating its structured day around employment and program demands. As Karnet's prisoner population was due to increase substantially, this Office recommended that the prison seek to amend the structured day in order to avoid timetable clashes.⁸³ Given that the prison now delivers an increased range of programs, this issue is all the more relevant.
- 4.19 The 2013 inspection found that Karnet had developed positive strategies and procedures to reduce scheduling conflicts. Flexible work and program schedules included earlier morning work starts and split shifts, as well as delaying the start times of some programs, thereby allowing prisoners to continue their involvement in employment and programs simultaneously.⁸⁴ Such measures have enabled the prison to reduce the extent to which programs impact on a prisoner's participation in reintegration activities, such as work, education and training. Karnet's approach to this issue has been innovative and is commendable practice, although there remains room for further improvement.

EDUCATION

Progress Since the Last Inspection

- 4.20 The education centre at Karnet was found to be performing very well, with some areas having made significant progress since the previous inspection. Despite still having no permanent buildings, the three transportable structures which make up the education centre have been better integrated by external decking that creates an additional semi-sheltered outdoor space. The centre and its surrounds have benefitted greatly from the increased space and improved setting.
- 4.21 Karnet is ranked fourth in the state for participation in education and training.⁸⁵ In mid-2012, 160 out of 316 inmates (or 50.6%) of prisoners were participating in some form of education via the education centre, including 13 more Aboriginal students (39 up from 26) as the result of the increase in prisoner population.

83 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67, (July 2010) 7.

84 For example, work shifts at the abattoir began earlier, while programs began later. The Superintendent was also considering the introduction of running programs in the afternoons, evenings and weekends. At the time of the inspection, Think First was already running every second weekend.

85 DCS, *Current Adult Enrolments vs Population as at 23/10/2012*, (24 October 2012).

Resourcing the Population Increase

- 4.22 One of the key recommendations from the last inspection was to permanently appoint two Prison Education Coordinators (PECs) at Karnet's education centre.⁸⁶ This has now been achieved and was critical in allowing the centre to deal with the recent population increase. However, the Department has been unable to offer any further additional staff or funding for education. This means that the education centre has been unable to match the increase in prisoners that it now services. The restricted budget has resulted in:
- no compensation for the reduction in allocated hours from State Training Providers (previously TAFE);
 - an inability to replace PECs on leave for less than four weeks, disrupting continuity of course delivery;
 - students being unable to complete qualifications started in other prisons;
 - the loss of a number of very popular short courses, including scaffolding/front end loader, working in confined spaces and working at heights;
 - the loss of music and yoga classes; and
 - the lack of any identified resource budget for welding classes.
- 4.23 There are problems across the prison system caused by delays in matching resources to significant increases in prisoner population. Funding for critical resources, including education, fails to keep pace with growth. If education and training services are spread too thin, the usefulness of the service is diminished. Education and training can no longer make a significant contribution to prisoner management as an option for engagement in meaningful activity. Furthermore, low levels of education and training provision reduce the potential for rehabilitation that can result in significantly different life choices for prisoners post-release.
- 4.24 The failure to increase funding for education and training in line with the increasing prison population suggests a Departmental failure to recognise the rehabilitative power of improved skills and qualifications. Skills improvement should not be viewed as an optional extra in corrective services. Lack of investment in this area will inevitably increase Government expenditure on corrections and welfare required by those ex-prisoners unable to reintegrate into the community, and without the sufficient life-skills to provide for themselves.

Recommendation 12:

Revise the Department-wide budget for education and rehabilitative programs based on detailed population projections, and where necessary seek further funding.

86 OICS, *Report of an Announced Inspection of Karnet Prison Farm*, Report No. 67 (July 2010) 33.

Innovative Responses

4.25 The extremely tight budget that the education centre has been operating under has to some degree been alleviated by innovations that have shifted costs for education and training from Government-funded services to self- or industry-funded courses.

Examples of this include:

- The Housing Industry Association offered free safety training for the construction industry resulting in a ‘White Card’ for 52 prisoners over 18 months;
- Fortescue Metals Group provided simulators for vehicle operation training at Fairbridge;
- Prisoners took on significant student loans to participate in external studies through FEE-HELP (previously HECS) and the new scheme VET FEE-HELP which applies to TAFE courses at higher levels.

Traineeships

4.26 Karnet has by far the highest participation rate in the Western Australian prison system for traineeships, with 21.9 per cent of its population participating in a traineeship at the time of the inspection. The closest participation rate is Pardelup Prison Farm with 13.2 per cent. On its own, Karnet supports 27 per cent of all active traineeships across the prison system.⁸⁷

4.27 Traineeships reduce pressure on the limited facilities at the education centre, as funding for traineeships is open-ended while the budget for all other vocational training is extremely tight. However, the growth in traineeships has increased the education centre’s administration workload. This has resulted in an urgent need for increased administrative support. The current administration officer position is only half-time, and is now dealing with a 33 per cent increase in student numbers, as well as an increasingly onerous administrative process for trainees.⁸⁸

87 Seventy out of a total of 259 traineeships.

88 See Recommendation 1 and [2.8].

Computer Access

- 4.28 Computer availability has improved, but because most prisoners work during education centre hours, access to computing is limited to those who are in full-time education or classes that use them. Access to education facilities after hours should be provided to allow some access to computing for other prisoners. Boronia Pre-release Centre provides a model for how this access can be managed. Trainees in particular should be encouraged to access evening classes or other activities that use information technology. Digital literacy is a core employability skill and there is a high risk Karnet trainees could proceed without even the most basic of computer skills.

Recommendation 13:

Provide access to educational facilities after hours as Boronia Pre-release Centre does, with a particular focus on digital literacy.

The State Priority Occupation List

- 4.29 Each year, the Department for Training and Workforce Development (DTWD) releases a State Priority Occupation List (SPOL), identifying those skilled occupations deemed to be in high demand or industry-critical in Western Australia.⁸⁹ Education centre staff at Karnet reported that the Department's Education and Vocational Training Unit (EVTU) were currently referring to the SPOL when determining what education and training options should be made available within the prison estate.
- 4.30 In many respects this is a sensible move. The SPOL identifies industry priorities and is likely to produce employment outcomes in the short term. However, the SPOL does not include any unskilled or semi-skilled work roles (for example labourers or hospitality workers), which offer significant employment opportunities to prisoners. Moreover, it does not identify those qualifications and courses which are particularly targeted to the needs of the prisoner. By shifting focus to only those courses on the SPOL, Karnet's education centre has lost personal development opportunities including art, music, and yoga, which are valuable to prisoners beyond their post-release employability.

Recommendation 14:

Ensure that education continues to provide a broad range of personal development opportunities in addition to those skills required for occupations identified by the State Priority Occupation List.

⁸⁹ <http://www.dtwd.wa.gov.au/dtwd/detcms/navigation/state-priority-occupation-list/>

INDUSTRIES AND EMPLOYMENT

Employment

- 4.31 Karnet is truly a working prison, unlike some other prisons which claim full employment by stacking units with underemployed unit workers. The prison provides a wide range of employment, education and training opportunities. Traditional prison industries are complemented by agricultural workshops and industries, an abattoir, horticulture, animal husbandry, construction and maintenance, and a sign making and print workshop.



One of Karnet's many employment and training opportunities

- 4.32 Karnet was well equipped to provide employment for its prisoner population prior to the population increase in 2012. Since the increase to 326 prisoners, however, some workplaces had become so crowded as to have consequences for workplace safety.
- 4.33 Karnet's management portrays a willingness to develop new industries in order to maintain employment levels and to improve efficiency of the farm. Some possible additions that were raised during the inspection included bee-keeping, cheese-making and a new farm distribution centre.

4.34 One of Karnet’s most valuable resources is undoubtedly its staff of Vocational and Support Officers (VSOs). The VSO group make an extremely valuable contribution to Karnet, and further serve as positive role models for the prisoners. The pre-inspection survey of prisoners reported an exceptional 91 per cent approval rating for the VSOs. Throughout the inspection, team members additionally noted the commendable resourcefulness of VSOs in making do with what resources they had available, and their attempts to pass this attitude on to the prisoners.

Gratuities

4.35 Gratuity payments for work done by prisoners are governed by Policy Directive 25 (PD 25). This document states that the distribution of gratuities within a prison should emulate a set profile known as the Prisoner Constructive Activity Profile. However, the actual distribution of gratuity levels within a prison are flexible, and dependent on the nature of activities available within each prison.⁹⁰

4.36 Karnet, being a prison with a high number of constructive industries which require a variety of skill sets, does not comply with the profile laid out in PD 25. Instead, the prison reflects the skill of its workers by permitting more prisoners to be employed at higher gratuity rates than is found elsewhere in the prison estate.

Gratuity Level	PD 25	Karnet
1	10%	24%
2	20%	26%
3	45%	34%
4	15%	10-15%
5	10%	0-5%

Table 1: Distribution of Gratuity Levels⁹¹

4.37 Each industry at Karnet was allocated a limited number of prisoners for each gratuity level. For example, the laundry employs three prisoners on level one, three prisoners on level two and the remainder on level three. This occurs in spite of the fact that all employees essentially perform the same role, and thus tends to denote length of time in a role rather than skill level.

4.38 The most common complaint among Karnet’s prisoners relating to employment concerned the fact that when a prisoner moves from one industry to another, they must automatically return to level three gratuities, regardless of what level they were previously employed at. This was also the case for those prisoners moving to Section 95 employment who were required to revert to level four. These prisoners felt that this level of gratuities did not adequately reflect the level of skill and trust that their new role actually entailed. The VSOs responsible for the Section 95 teams indicated that they would prefer to bring prisoners onto their teams at their existing level, as the move is often perceived as a loss of privilege rather than a gain.

90 DCS, *Policy Directive 25 – Prisoner Constructive Activity*, (April 2007) 4.

91 *Ibid.*; DCS, *Karnet Prison Farm Gratuity Profile for a Muster of 326*, (March 2012).

Section 95

- 4.39 Karnet employs two VSOs to run its Section 95 programs. Each is in charge of two teams of workers, one of which works supervised, and the other unsupervised. Newly employed workers begin on the supervised teams, with the VSO being actively involved in the team's supervision.
- 4.40 The four Section 95 teams were engaged in various work projects inside the prison thereby reducing operational and maintenance costs. They further undertook commercial contracts for project and maintenance works across the inner south west of the state.⁹² Client organisations ranged from State and Local Government, through community organisations such as the Country Women's Association, the nearby Buddhist monastery, and specialist projects including the Kaarakin Black Cockatoo refuge at Serpentine. The teams had further been involved in work at other prison sites, including Hakea Prison and the commissioning of the Wandoo Reintegration Facility.
- 4.41 Prisoners often self-selected to join the Section 95 wait list in the last six months of their sentences. Although this would result in an initial reduction in their gratuity payments, they reported that the skilling and re-socialisation they received in the role was valuable as they approached release.

Prisoner Employment Program

- 4.42 At the time of the inspection, 20 prisoners were involved with the Prisoner Employment Program (PEP). PEP engages with eligible prisoners 12 months prior to their release, and includes periods of training and work experience, before prisoners can graduate to paid work in the community. The program further provides ongoing support for the ex-prisoner and the employer for six months post release.
- 4.43 External short courses were also available to prisoners, funded by Job Services Australia and delivered by Salvation Army Employment Plus (SAEP). The PEP employment coordinator furthermore worked with the Peel Development Commission (PDC) and the Aboriginal Workforce Development Centre (AWDC), and through this relationship was hopeful of securing employment for up to 40 prisoners on the construction of the new AWDC Kwinana office. Outcare Career Development met with prisoners weekly, focussing on preparation of resumes and interview technique, and Employment Plus met with prisoners weekly to follow employment prospects.
- 4.44 The Seeking Employment program, which permits prisoner use of computers to search for employment on-line, had proven to be very valuable to the prisoners. However, in practical terms the program was highly problematic. In order to provide prisoners with computer access, staff were required to drive small groups to Rockingham, resulting in a five-hour round trip. While the time spent at Rockingham on re-socialisation activities had proved to be beneficial, it seems unfathomable that a better arrangement cannot be reached.

92 Care was taken to avoid conflict with National Competition Policy by competing with civilian contractors, as works done were charged at the subsidised rate of \$15.93 per hour.

Chapter 5

ENVIRONMENTAL HEALTH

METHODOLOGY

- 5.1 As part of the 2013 inspection of Karnet, the Office contracted two environmental health consultants to provide a thorough assessment of conditions at the prison. This was motivated by a number of factors, including:
- the increase in prisoner population;
 - the role of Karnet as the primary meat and dairy producer for the West Australian prison estate; and
 - complaints received regarding the placement of Unit 4 adjacent to run-off ponds from the abattoir.
- 5.2 The two independent experts visited Karnet prior to the main on-site phase of the inspection. One was given the scope of inspecting the abattoir, seepage ponds, dairy and farm areas, and the second inspected the prison's kitchen, laundry, medical centre, cleaning and maintenance areas.
- 5.3 Both experts submitted final reports with recommendations, which were forwarded in their entirety to Karnet's Superintendent. A selection of the main points and recommendations from these two reports are summarised as follows.

ABATTOIRS

- 5.4 Karnet's abattoir currently slaughters approximately 12 cattle per day, four days per week, and around 100 sheep once per week. Due to the timing of the inspection no slaughtering was observed; however, the 90 sheep slaughtered shortly before the inspection were observed to be clean and well presented, with no signs of contamination.
- 5.5 Monitoring records and recordings of key verification activities were found to be well maintained, including monthly inspections and daily post-operational inspections. These were found to be completed with diligence.

Infrastructure

- 5.6 The abattoir and boning room facilities were extremely dilapidated, and failed to meet the structural requirements of relevant industry standards in a number of areas.⁹³ Some of the observed conditions included:
- damaged and/or rusting surfaces in the abattoir and boning room;
 - rust and flaking paint in fridges storing exposed products;
 - ceiling damage directly above open brine tanks;
 - ice build-up in the freezer; and
 - open bags of dry goods unprotected from contamination.

93 *Australian Standards for the Hygienic Production and Transportation of Meat and Meat Products for Human Consumption, Part 7 – Standard 19.13.*

ENVIRONMENTAL HEALTH

- 5.7 At the time of the inspection, Karnet was awaiting the outcome of a business case submitted for a proposed new abattoir. While this business case remained undetermined, Karnet was reluctant to spend the amount of money required for the maintenance of the existing facility.
- 5.8 However, Karnet can no longer permit these structural defects to go unaddressed. The last two audits conducted by the Department of Health (14 February and 21 August 2012) had been categorised as ‘unsuccessful’, with structural defects raised as contributing factors in both audit reports. The next audit was scheduled for February 2013 and another ‘unsuccessful’ audit result would be deemed unacceptable.⁹⁴

Recommendation 15:

Replace Karnet’s abattoir in order to meet Department of Health requirements.

Production of Meat and Smallgoods

- 5.9 Meat and smallgoods (including polony, mortadella, salami, red sausages and cabana) produced at Karnet were regularly tested for E. coli, and findings indicated no presence of the bacteria. There was however, no evidence that the manufactured smallgoods were being tested for listeria.
- 5.10 A significant risk to prisoners’ health and wellbeing was posed by a lack of food allergen management. Manufactured dry ingredients were used in the production of a number of smallgoods, and many of these contained hidden allergens such as peanuts, fish, and tree nuts. As these products are distributed throughout the prison system, this information must be conveyed to where the products are later prepared and consumed. This could be easily achieved by providing a copy of the ingredients or a statement detailing what potential allergens may be in which products to all prisons receiving the goods.

Recommendation 16:

Ensure any food produced at Karnet containing allergens is clearly labelled as such from the point of production, through to preparation and consumption.

EFFLUENT PONDS

- 5.11 As indicated in Chapter 2, Karnet’s newest accommodation (Unit 4) is located within approximately 100 metres of the abattoir’s effluent ponds. Prior to the inspection numerous complaints had been heard from prisoners and staff regarding an unpleasant odour coming from the ponds.

⁹⁴ Independent Appraisal, *Inspection of Karnet Prison Farm “Care and Wellbeing” – Environmental Health: Assessment Report* (January 2013).

- 5.12 Some degree of odour is to be expected from effluent ponds, but in the case of Karnet's ponds the smell was excessive. This was attributed to the fact that the first pond (whereby anaerobic bacteria breakdown the organic load of the abattoir's run off) was not operating effectively. This was due to the fact that the pond lacked a 'crust' necessary to reduce the amount of oxygen the bacteria is exposed to. Suggestions on how to enable this process and thereby reduce the pond's odour were passed on to Karnet's management.



The effluent pond which collects run off from Karnet's abattoir

- 5.13 The placement of accommodation facilities so close to the abattoir effluent ponds is undesirable, yet relocation of either is unlikely, at least until a new abattoir has been commissioned and constructed. It is therefore imperative that the prison takes steps to reduce the objectionable odour coming from the anaerobic pond.

Recommendation 17:

Ensure that the effluent ponds adjacent to prisoner accommodation are adequately maintained to minimise odour.

FARM AND DAIRY

- 5.14 Karnet’s farm and dairy were found to be well managed, with animal welfare being a clear priority. This was supported by the high quality and production of the farm’s livestock.
- 5.15 As with the abattoir and boning room facilities, some structural defects were identified, particularly in the milk packaging room where flaking paint and wall damage was evident. However, as the milk does not come into direct contact with the air from the time it is milked until it is opened for consumption, this was of minor concern.
- 5.16 One issue of particular concern was the amount of liquid chemicals found incorrectly stored and labelled throughout the abattoir, farm and dairy, including lunchrooms for staff and workers.⁹⁵ The chemicals observed were often found in drink and food containers, with no indication that their contents were hazardous, or of what steps to take should the product be accidentally ingested.

Recommendation 18:

Ensure that all chemicals are accurately labelled and stored appropriately.



Liquid chemicals stored in food and drink containers

95 Including the abattoir, dairy, farm and all connected staff and prisoner amenities.

KITCHEN

- 5.17 The kitchen is staffed by three relatively new and appropriately qualified cooking instructors. All three have completed levels one to three of the Food Stars food safety program.
- 5.18 The kitchen employs 14 prisoners as food handlers, including section leaders, and a morning and afternoon cleaner. All food handlers are required to complete Food Stars level one training in food safety and hygiene, and the inspection found that sound food safety practices were applied in the kitchen. The kitchen is assessed annually by independent consultants whose findings were sighted.
- 5.19 A pest control bait program was evident, but flies remained an issue and the rear ramp door of the kitchen was not equipped with fly strips.
- 5.20 Daily, weekly and monthly cleaning schedules are followed by the kitchen, however, the daily schedule had not been signed off on for a week prior to the visit. Hard-to-reach and high areas of the kitchen (including ceiling fans, lighting, power cables and chains connected to the ceiling) were in a poor hygienic condition. As with the abattoir and dairy, peeling wall paint was sighted in the dry goods store, dining anteroom and cleaners room.

UNIT 3: SELF-CARE

- 5.21 Unit 3 prisoners have earned the privilege of living in a self-care environment, meaning that they have single cells and do their own cooking and cleaning. The unit is made up of four wings, each consisting of twelve cells, a shared bathroom and large central day room with a kitchen area.
- 5.22 Conversations with the prisoners indicated that each wing had its own cooking and cleaning schedules which appeared to have evolved independently. The hygienic state of the common areas in each wing therefore varied, with some being in poor condition. Range hoods provided little in the way of ventilation with grease build-up evident in all kitchens. High and hard to clean areas were badly soiled and fungal growth was evident in a number of the bathrooms.
- 5.23 As previously noted, all prisoners employed in the kitchen are required to complete level one Food Stars training in food safety and hygiene, however there is no such requirement for placement in self-care. Further, the cleaning team who are responsible for the cleaning of the shared bathrooms in all other units do not clean the Unit 3 bathrooms. Given that Unit 3 prisoners share a communal cooking environment, and that some individuals cook and clean for the entire wing, food safety and hygiene training would be appropriate.

Recommendation 19:

Conduct Food Stars Pty Ltd One Star Level food safety and hygiene training of all self-care unit prisoners.

LAUNDRY

- 5.24 The Karnet Prison Farm laundry is classified as an institutional laundry and operates in accordance with laundry practice requirements and Departmental policies relating to the collection, sorting, washing, drying, finishing and distribution of linen.⁹⁶
- 5.25 Trolleys designated for clean and dirty items were used to transport laundry to and from the units. Within the laundry itself a barrier of at least two metres separating clean and soiled linen is clearly defined; however, drinking cups and other items were sighted in the ‘dirty zone’. A smaller stand-alone washing machine was also available for heavily contaminated or infectious items.
- 5.26 Prisoners’ clothing is exchanged on a one to one basis, as has been described elsewhere in this report.⁹⁷ Sheets and pillowcases are exchanged weekly at the laundry for washing, while blankets, pillows and doonas are laundered at least six monthly.
- 5.27 Doors into the laundry were equipped with fly strips and a high voltage illuminated insect trap was evident, but non-functional and awaiting repair. Given the constant use of washing machines and dryers, the room was extremely hot and humid with only ceiling fans available to provide cooling. This was concerning as a number of workers in the laundry were elderly. Access to water was freely provided, but at least one recent episode of fainting had been reported.⁹⁸

HEALTH CENTRE

- 5.28 A comprehensive blood-borne virus (BBV) program is in place at Karnet’s health centre with all nursing staff trained in BBV counselling. Any prisoners arriving at Karnet who had not previously been screened for BBVs, or had not received post-test counselling, are scheduled for an appointment. Hepatitis A and B vaccines are offered to all prisoners, and the centre has established links with a hepatologist at Fremantle Hospital.
- 5.29 Designated prisoners are responsible for cleaning of the health centre in accordance with a documented cleaning schedule, which is monitored daily by the cleaning officer and clinical nurse manager. A blood and body fluid spill kit is readily available and basic auditing of the environment is conducted every three months as part of the regular infection control audit.
- 5.30 The infrastructure of the centre itself has limited storage available, with archive records and patient care equipment (crutches) observed to be stored in the shower recess of a converted bathroom.⁹⁹

96 Standards Australia/Standards New Zealand, *AS/NZS 4146:2000: Laundry Practice*; DCS, *Policy Directive 19: Prisoner Hygiene – Personal, Clothing and Bedding*; DCS, *Policy Directive 19 Appendix A: Laundry Service Quality Assurance* (2007).

97 See Chapter 3, [3.8].

98 See Chapter 2, Recommendation 3.

99 This issue is discussed further Chapter 3, [3.26].

CLEANING AND MAINTENANCE

- 5.31 Many of the problems identified above relate to the age of Karnet’s infrastructure and the need for a more thorough cleaning and maintenance program across the prison as a whole. The environmental cleaning program is largely consistent with current accepted minimum standards, methods, equipment and monitoring. The newly employed cleaning officer had taken numerous proactive steps towards the improvement of the environmental cleaning program, including:
- Monday to Friday pre-start meetings including warm-up exercises;
 - implementation of industry standard colour-coding of cleaning equipment;
 - provision of training to the kitchen cleaning team;
 - development of site specific cleaning safe work procedures;
 - increased access to Certificate III in Asset Maintenance (Cleaning Services); and
 - review of chemical stores room.
- 5.32 A documented preventative maintenance program is carried out by external service contractors and managed by Programmed Facility Management.¹⁰⁰ At the time of inspection, the internal routine maintenance program was being managed by an interim short term contractor who supervised a group of ten prisoners.¹⁰¹
- 5.33 The maintenance team worked on an ad hoc basis, with maintenance requests dealt with by the officer and his team provided they had the necessary skills to address the issue. However, no formal maintenance training or skills development program was in place for prisoners.



The much improved surrounding grounds and exterior of Unit 3

100 Including heating, ventilation, air-conditioning, water systems, treatment plants and ponds, grease traps, laundry and kitchen equipment, and pest control.

101 Including the water treatment plant, painting, and high and hard-to-reach cleaning.

Chapter 6

FOLLOWING THE ROAD FORWARD

- 6.1 From its opening in 1963, Karnet’s main focus has been on the rehabilitation of prisoners through training, education and the provision of a secure and positive environment. Previous inspections have indicated that while continuing to perform well, Karnet has suffered from a lack of investment and stable management. However, the 2013 inspection of Karnet found that the groundwork has been laid for a new era of stability and recognition for the prison.
- 6.2 The 2013 inspection of Karnet surveyed all aspects of the prison’s performance, however, particular attention was paid to the following areas:
- the prison’s journey in the three years following the 2010 inspection;
 - managing the recent increase in prisoner population;
 - programs and the role of Karnet in program delivery;
 - measures taken to avoid clashes between work, education and programs;
 - preparation of prisoners for release; and
 - consistently low numbers of Aboriginal prisoners accessing Karnet.
- 6.3 The broad conclusion offered by the Inspector at the end of the inspection was that Karnet was continuing to be a strong performer. Even so, a number of key challenges were identified.
- 6.4 In terms of positive findings, Karnet’s position has been cemented by the substantive appointment of the current Superintendent and the establishment of a strong and stable senior management team. With the further introduction of the Superintendent’s vision for the future, Karnet has a clear plan for its future and for the well-being of its prisoners. This plan states its aim as becoming the centre of excellence in pre-release management, by preparing prisoners for reintegration by way of employment, education and training, together with specialist re-entry support.¹⁰² In light of this, Karnet continues to maintain a range of working relationships with community based agencies that provide valuable in-reach support services. Furthermore a great proportion of Karnet’s prisoners have embraced the multitude of opportunities available to them, including those offered by way of employment education and training, and recreation.
- 6.5 The vast majority of Karnet’s staff maintain positive and respectful relationships with the prisoners. This was clearly evident in the pre-inspection surveys of both staff and prisoners, and was further observed during the on-site phase of the inspection. In particular Karnet’s VSOs represent an enormous asset. They make an invaluable contribution to the prison’s operation, and furthermore serve as role models to the prisoners they work with.
- 6.6 In terms of future challenges, Karnet’s approach over the past three years toward enhancing the flexibility of its timetable and reducing scheduling conflicts has been inventive and commendable. However, more attention to this matter is needed and the prison will need to continue the good work it has done.

102 Superintendent A. Clements, *Karnet Prison Farm: Our Vision* (2012).

- 6.7 One of Karnet's stated goals has been to increase its number of Aboriginal prisoners. However, changes to the Department's security assessment tool have inadvertently disadvantaged Aboriginal prisoners, resulting in their underrepresentation at minimum security level.¹⁰³ The Department has commissioned its own review of this matter, and it is hoped that it will provide the information necessary to address the shortfall.
- 6.8 In the prison's fiftieth year of operation, the age and size of some of its buildings are becoming problematic. A considerable amount of work has been done on external aspects of the prison, and as a result the appearance of many of its older buildings has improved dramatically. However, the interiors of the older cells require the same level of attention. Similarly, the new reception building and laundry have gone a long way toward addressing the needs of an increased population, however plans for the extension of the medical building have yet to be progressed.
- 6.9 As indicated above, perhaps the greatest change to take place at Karnet in the past three years has been its significant increase in prisoner population. This has seen a corresponding increase in the numbers of custodial staff, yet not in the area of administrative support staff and services. The number of administrative staff should be supplemented immediately in order to parallel increases elsewhere, and to minimise the strain of the group's inflated workload.
- 6.10 While the introduction of the Superintendent's vision for the future of Karnet is laudable, it has resulted in significant changes to the prison's operational processes and procedures. This has resulted in a degree of 'change fatigue' amongst staff and a subsequent hold on further changes for a time. Acknowledging the concerns of staff in this manner is good practice, and allows for new processes to bed in and be evaluated. However, change in any given area is both inevitable and necessary, and continuous improvement must be allowed to continue. This Office welcomes the introduction of innovative practice, and will continue to monitor the impact of future changes.
- 6.11 This Report has identified further opportunities for Karnet to continue its journey towards becoming the centre for pre-release management, including the introduction of a supermarket-type arrangement for the self-care unit, and for after-hours access to education facilities for full-time students. It is hoped that Karnet will continue to push the boundaries of innovative practice in its field, and that this report will provide support for it to do so.

103 OICS, *The Flow of Prisoners to Minimum Security, Section 95 and Work Camps in Western Australia*, (December 2012) 22.

Appendix 1

THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>1. Increase the number of administrative support staff in line with increases to other staffing groups.</p>	<p>Supported – Existing Departmental Initiative A Public Service Review Team has been formulated and is currently reviewing Adult Custodial PSGOGA Positions (Levels 1–7) across the state. All prisons will receive considerations depending the outcome of the review.</p>
<p>2. The use of the Drug Management Unit, and the means by which those subject to its regime are made identifiable, should be evaluated by early 2014.</p>	<p>Not Supported The management of drugs within the prison is continually reviewed and evaluated and business improvements are initiated as required. New prisoners are orientated about the drug management processes and receive written information regarding the prisons expectations.</p>
<p>3. Examine ways to address situations of extreme heat in buildings at Karnet used for prisoner work and accommodation.</p>	<p>Supported – Existing Departmental Initiative A range of actions have already been undertaken which include the following:</p> <ul style="list-style-type: none"> • All cells are fitted with fans, ventilation windows and block out curtains. • Fly screens have been installed in doorways to facilitate leaving doors open. • Work areas are subject to mechanical temperature control. <p>A review of work hours will be undertaken to explore options of operating outside hours of excess heat to reduce the level of OSH risk.</p>
<p>4. Pursuant to the recommendations in The Flow of Prisoners to Minimum Security, Section 95 and Work Camps in Western Australia and the findings of the Department's internal review, examine ways to increase the number of Aboriginal prisoners at minimum security, including Karnet and other re-entry prisons.</p>	<p>Supported – Existing Departmental Initiative The Department has commissioned a review to:</p> <ul style="list-style-type: none"> • identify the reasons for the disproportionately low numbers of Aboriginal prisoners at re-entry facilities in the south west - Wooroloo Prison Farm, Karnet Prison Farm, Bunbury Pre-release unit, Pardelup Prison Farm, and Boronia Pre-release Centre; and • develop strategies and opportunities to increase the number of Aboriginal prisoners entering these facilities.

THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>5. Evaluate the current entry process for visitors to Karnet by early 2014 to determine whether visitor needs and security requirements are being met.</p>	<p>Not Supported Current procedures facilitate security screening of all visitors prior to entering the prison complex. The process provides highly improved access for persons with restricted mobility, improves security by encouraging visitors to adhere to visit times and reduces the Department's vulnerability to litigation by visitors due to accidents incurred while on prison property.</p>
<p>6. Finalise the policy regarding child visitation rights for sex offenders by July 2013.</p>	<p>Supported A process of assessment is currently being developed between the Department of Child Protection and the Department to enable such considerations to be made and the outcome to be determined considering the best interests of the child.</p>
<p>7. Foster a greater focus on preparation for release by linking the canteen and self-care unit to a supermarket system, similar to that which is operating at Boronia Pre-release Centre for Women and Bunbury Regional Prison Pre-release Unit.</p>	<p>Supported – Existing Departmental Initiative Karnet's existing canteen covers minimal floor space and as a result operates on a corner store principle. Within the scope of current infrastructure, operational requirements and best practice security measures Karnet can commit to review current supply processes for Self Care and explore budget management options in line with a contemporary online ordering system.</p>
<p>8. Progress the planned extension and refurbishment of the Health Centre in order to address its physical deficits, including the lack of space and storage.</p>	<p>Supported – Existing Departmental Initiative The planned extension of the Karnet Health Centre will address the current lack of space and storage and is in progress.</p>
<p>9. Establish a representative forum for prisoners at Karnet Prison Farm similar to those operating at Acacia Prison and Albany Regional Prison.</p>	<p>Not Supported Karnet conducts fortnightly Prison/Staff meetings chaired by the Unit Manager. Minutes from these meetings are provided to the Senior Management team, which will address concerns raised, where required. This is in line with the principles of unit management.</p>

THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>10. Ensure that programs are delivered prior to the deadline for prisoners' parole applications.</p>	<p>Supported in Principle The Department makes every effort to meet demand within the constraints of the current resources. There are a range of issues why programs cannot be completed, many of which are outside of the Department's control, such as back dated sentencing, capacity and budget.</p>
<p>11. Evaluate the correctional outcomes achieved by the Sex Offence Deniers Course and ensure adequate communication with prisoners on the intent and purpose of the course.</p>	<p>Supported in Principle All programs are evaluated on a regular basis. It is important to note that attendance of programs is about addressing criminogenic needs. Staff and prisoner communication regarding the program outcomes will be reviewed to ensure no misunderstanding.</p>
<p>12. Revise the Department-wide budget for education and rehabilitative programs based on detailed population projections, and where necessary seek further funding.</p>	<p>Supported in Principle This next financial year the Department is introducing a zero based budget process whereby the business area must justify and prioritise all planned expenditures for the new business period before any resources are allocated.</p>
<p>13. Provide access to educational facilities after hours as Boronia Pre-release Centre does, with a particular focus on digital literacy.</p>	<p>Not Supported The Department has recently reviewed staffing levels throughout the state and there is no ability to extend resources within its current budgetary constraints. Karnet currently provides access to the Education Centre for selected students during term breaks utilising Uniformed Officers. Karnet's isolated location restricts access to volunteer facilitators and TAFE staff.</p>
<p>14. Ensure that education continues to provide a broad range of personal development opportunities in addition to those skills required for occupations identified by the State Priority Occupation List.</p>	<p>Not Supported EVTU identifies and prioritises the needs of prisoners. The available resources target re-entry within the scope of the operational brief which is to focus on accredited qualifications.</p>

THE DEPARTMENT'S RESPONSE TO THE 2013 RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>15. Replace Karnet's abattoir in order to meet Department of Health requirements.</p>	<p>Supported in Principle A business case has been submitted to replace the abattoir. This is dependent on approval for funding. Should funding not be forthcoming, a review on the longer term viability will be undertaken.</p>
<p>16. Ensure any food produced at Karnet containing allergens is clearly labelled as such from the point of production, through to preparation and consumption.</p>	<p>Not Supported Under health regulations there is no requirement for Karnet to individually label products with contents as all products are for internal usage. Health inspectors attend Karnet daily and an audit is conducted bi-annually. Karnet constantly meets legislated storage and distribution foodsafe standards.¹⁰⁴</p>
<p>17. Ensure that the effluent ponds adjacent to prisoner accommodation are adequately maintained to minimise odour.</p>	<p>Supported – Existing Departmental Initiative A new biological drain management system "BioAmp" has been introduced. BioAmp is an environmentally friendly biological solution for waste water and drain systems and the new system has resolved the odour from the ponds. Regular testing by Chemsearch is carried out on the water quality and odour and any necessary adjustments to bacterial management dosage are made. In order to improve the aesthetics of the site the effluent ponds have been screened.</p>
<p>18. Ensure that all chemicals are accurately labelled and stored appropriately.</p>	<p>Supported Karnet supports this recommendation and has taken action accordingly.</p>
<p>19. Conduct Food Stars Pty Ltd One Star Level food safety and hygiene training of all self-care unit prisoners.</p>	<p>Supported Karnet has reviewed its processes and all self care prisoners identified as requiring training and any new intakes to Unit 3 will receive a minimum of Level One Food Star Training.</p>

¹⁰⁴ The food safety auditor reported that "[f]rom a food safety perspective the lack of food allergen management (at Karnet) is probably the greatest risk to prisoner's health and wellbeing." While there may be no regulatory requirement to label food as containing allergens in this case, there is however a moral obligation and duty of care to inform prisoners about the contents of the food they receive, as they may place the prisoner's health at risk.

Appendix 2

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE 2010 RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation/Duration Report No. 67, Report of an Announced Inspection of Karnet Prison Farm.	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	Care and Wellbeing The prison should improve the level and standard of interaction between staff and prisoners.			•		
2.	Reparation/Rehabilitation The prison should develop a constructive day model that incorporates the objectives of work, education and programs and in particular avoids timetable clashes between these different activities.			• ¹⁰⁵		
3.	Reparation The Department should ensure that Karnet Prison Farm has sufficient staff, resources and infrastructure to maintain the high level of meaningful employment at the prison.				• ¹⁰⁶	
4.	Reparation The Department, in conjunction with the prison, should expand the community work program and create a work camp attached to Karnet Prison Farm.			• ¹⁰⁷		
5.	Correctional Value for Money The Department should provide a separate budget to Karnet Prison Farm for expenses related to food production for the Western Australian prison system.	•				
6.	Reparation/Rehabilitation The Department should modify the approval process and eligibility criteria for the Prisoner Employment Program to make it accessible to a greater number of prisoners.		•			

105 Karnet has introduced numerous innovative practices in order to address this matter which have proven largely successful. In spite of this timetable clashes still occur, and therefore the Office urges Karnet to continue its endeavours in this regard.

106 Levels of employment remain high at Karnet, however this is not necessarily linked to any increase in funding but rather the initiative of its dedicated VSO staff.

107 The number of Section 95 work teams has doubled since the last inspection.

SCORECARD ASSESSMENT OF THE PROGRESS AGAINST THE
2010 RECOMMENDATIONS

Recommendation No.	Recommendations By Type of Recommendation/Duration Report No. 67, Report of an Announced Inspection of Karnet Prison Farm.	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
7.	Correctional Value for Money The Department's strategic infrastructure planning should address all infrastructure deficits at Karnet Prison Farm and ensure that existing facilities are maintained and where necessary upgraded to an acceptable standard.		● ¹⁰⁸			
8.	Custody and Security The Department should increase the number of staff dedicated to the management of security at Karnet Prison Farm.			●		
9.	Staffing Issues The Department should establish an additional position on the senior management team at Karnet Prison Farm.			●		
10.	Staffing Issues Drawing on the Youth Justice Services experience, the Department should make arrangements to ensure that all staff at minimum security facilities are provided with the opportunity to undertake training.			●		
11.	Racism, Aboriginality and Equity The Department should significantly increase the proportion of Aboriginal prisoners housed at Karnet Prison Farm to better reflect the proportion of Aboriginal prisoners in the wider prison system.		●			
12.	Rehabilitation The Department should define the role of recreation within the Western Australian prison system to better link it with rehabilitative outcomes and strengthen its position as a funding priority.	●				
13.	Rehabilitation The Department should establish at least two full-time Prison Education Coordinator positions at Karnet Prison Farm.			●		

108 While a great deal of work has been done towards addressing this recommendation there is still a significant amount of work to be done in improving the facilities at Karnet.

Appendix 3

THE INSPECTION TEAM

Andrew Harvey	Deputy Inspector
Christopher Davers	Director of Operations
Rowena Davis	Principal Research and Audit Officer
Stephanie McFarlane	Inspections and Research Officer
Matthew Merefield	Inspections and Research Officer
Charles Staples	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Megan Reilly	Expert Advisor, Director, Hands-On Infection Control
Christopher Richardson	Expert Advisor, Food Safety Auditor, Independent Appraisals
Cheryl Wiltshire	Expert advisor, Department of Training and Workforce Development

Appendix 4

KEY DATES

Formal notification of announced inspection	28 September 2012
Pre-inspection community consultation	28 November 2012
Start of on-site phase	18 January 2013
Completion of on-site phase	24 January 2013
Inspection exit debrief	24 January 2013
Draft Report sent to the Department of Corrective Services	3 May 2013
Draft report returned by the Department of Corrective Services	30 May 2013
Declaration of Prepared Report	19 June 2013

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



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