



OFFICE OF THE INSPECTOR
OF CUSTODIAL SERVICES

REPORT OF AN ANNOUNCED INSPECTION
OF KARNET PRISON FARM

105

AUGUST 2016

*Independent oversight
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accountable public sector*

Report of an Announced Inspection of Karnet Prison Farm

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Contents

THE INSPECTOR'S OVERVIEW

KARNET: 'DON'T LET GOOD GET IN THE WAY OF DOING BETTER'	iii
---	-----

FACT PAGE.....	vi
----------------	----

LIST OF RECOMMENDATIONS	vii
-------------------------------	-----

CHAPTER 1

KARNET PRISON FARM.....	1
-------------------------	---

Recent Inspections	1
--------------------------	---

The Sixth Inspection of Karnet	1
--------------------------------------	---

Prisoner Population and Profile	2
---------------------------------------	---

Summary of Findings	2
---------------------------	---

CHAPTER 2

INFRASTRUCTURE AND CAPACITY.....	5
----------------------------------	---

Prisoner Accommodation	5
------------------------------	---

Other Areas	7
-------------------	---

CHAPTER 3

LIFE AT KARNET – PRISONER CARE AND WELLBEING	10
--	----

On Arrival: Reception, Orientation and Property	10
---	----

Daily Necessities: Clothing, Food and Purchases	11
---	----

Quality of Life: Family Visits, Recreation, and Religious or Spiritual Support.....	13
---	----

Health Care	18
-------------------	----

Hygiene and Environmental Health	21
--	----

CHAPTER 4

PRISONER ENGAGEMENT AND TREATMENT OF ABORIGINAL PRISONERS	25
---	----

Prisoner Forums	25
-----------------------	----

Aboriginal Prisoners	26
----------------------------	----

CHAPTER 5

PREPARING PRISONERS FOR REINTEGRATION INTO THE COMMUNITY.....	29
---	----

Education and Vocational Training	29
---	----

Employment at Karnet.....	33
---------------------------	----

Prisoner Treatment Programs, Case Management and Preparation for Release.....	39
---	----

CHAPTER 6

ADMINISTRATION AND SECURITY	46
-----------------------------------	----

Farming Budget and Planning.....	46
----------------------------------	----

Management and Staffing.....	47
------------------------------	----

Security	49
----------------	----

APPENDIX 1	
REFERENCE LIST	56
APPENDIX 2	
TABLE OF ABBREVIATIONS.....	58
APPENDIX 3	
RESPONSES TO RECOMMENDATIONS	59
APPENDIX 4	
ASSESSMENT OF IMPLEMENTATION OF RECOMMENDATIONS FROM PREVIOUS INSPECTION	62
APPENDIX 5	
INSPECTION TEAM.....	64
APPENDIX 6	
KEY DATES	65

Inspector's Overview

KARNET: 'DON'T LET GOOD GET IN THE WAY OF DOING BETTER'

Karnet Prison Farm (Karnet) is a working prison farm located 80 km south of Perth. It has in recent years had a relatively stable population of just over 300 minimum-security male prisoners.

This inspection followed our usual robust process of inquiry and evidence gathering, including pre-inspection information and data analysis, pre-inspection staff and prisoner surveys, and pre-inspection meetings with senior staff and external service providers. During the on-site part of the inspection we had a diverse team of experienced staff, including two external consultants, who spent a total of seven days at the prison in February 2016. We met with prison management, staff groups, prisoner groups, community representatives, and spent time talking to individual staff members and prisoners throughout the week. The inspection concluded with comprehensive debriefings for staff and prisoners. This field work was complemented by post-inspection analysis of a range of data sets, written information and submissions provided by the prison and the Department and other information gathered during the inspection.

This, our sixth inspection report for Karnet, is based on all of this information. Consistent with our usual practice we have not attributed specific commentary to particular individuals; to do so would, in our view, be unfair and breach the confidentiality under which many staff and prisoners felt free to discuss issues openly and candidly.

Our previous inspection in 2013 concluded on a note of optimism. At that time, despite aging infrastructure, it was expected that Karnet would continue to build on its positive and unique place in the state's prison system. The 2016 inspection examined progress towards this expectation, particularly in how Karnet was living up to its strategic vision to be 'the centre of excellence in pre-release management, by preparing prisoners for reintegration by way of employment, education and training, as well as specialist re-entry support.'

KARNET 2016

What we found in 2016 was largely positive

Karnet continued to be a preferred location for prisoners motivated to take the opportunity to improve themselves while in prison. Compared with other prisons Karnet had maintained high participation rates in traineeships and skilled work which is critical to rehabilitation, however, the challenge remains to strive for improvements in the rates of participation. The farm is a significant and successful contributor to food production across the entire prison estate. Staff and prisoners alike are to be commended for their hard work in making this such a success. The Department too deserves credit for its ongoing support of this enterprise.

Education at Karnet was also a success story, although the centre itself is too small to fully service demand. The small but cohesive education team provides a well-planned and structured education program that was responsive to prisoner's needs. There were high levels of engagement by prisoners, particularly Aboriginal prisoners, and feedback from participants was very positive.

We also found that Karnet offered a good range of quality programs that addressed offending needs at varying levels of intensity. Those who had completed a program were very positive about the program, but there were a number of prisoners who were frustrated by delays and scheduling factors that meant they were unable to complete required programs before their earliest date of parole. This does prompt a broader question as to whether there is an opportunity to reduce the overall prison population by ensuring prisoners complete required programs prior to their earliest release date.

There have been a number of improvements to the infrastructure at Karnet since the last inspection; most notable was the upgrade to the medical centre. There have also been upgrades to some of the accommodation blocks but the issue of cell temperatures continues to be a source of complaint from prisoners. Our *Thermal conditions of prison cells* review found that certain cells at Karnet regularly exceeded acceptable temperature ranges, with at least one measured cell reaching dangerous levels of heat (OICS, 2015b, pp. 7-8). These findings justify such complaints, and it is clear that more must be done to address this issue.

Pleasingly there has also been some remedial work completed at the abattoir, which has been assessed by our independent expert as meeting the required industry hygiene and safety standards. But structurally it is limited in its capacity to increase production output to meet future demands of a rising prison population.

General health services are performing well and taking advantage of the new facility. There are opportunities for improvement in the areas of mental health support and dental care (both of which are reoccurring issues of concern across many prisons).

Although the visits centre remains a pleasant, very positive pro-social environment, this was countered to some extent by the disappointing loss of the bus service from Armadale to the prison. The Department stated that the decision was based on a lack of demand, however to counter this loss the Department should proceed with the introduction of e-visits at Karnet.

Karnet, like all prisons, is also facing a number of challenges over both the short and longer term. These include the need to:

- address the strained relationship between senior management and representatives of the WA Prison Officers Union
- address structural disadvantages affecting Aboriginal prisoners, with Noongar men not being represented proportionally across gratuity levels, accommodation, and work sites
- continue to integrate farm planning for Karnet and the state's two other prison farms
- continue the ethos of the prison as prison numbers increase, by maintaining levels of employment, education, and training. (This is a challenge Karnet will face soon as new accommodation blocks were being built at the time this report went to print.)

THE QUALITY AND TIMELINESS OF THE DEPARTMENT'S RESPONSE TO THE DRAFT REPORT

A copy of the draft report was provided to the Department in late May 2016 and the Department provided a response in early July. We wrote to the Department shortly after receiving the response seeking further clarification on their responses to four of the recommendations. The aim was to give greater clarity for readers, and to permit a better understanding of the Department's position.

We did not receive a reply until 15 August and the reply did not give the clarification we sought. The final responses [see Appendix 3] added little detail, and some contradicted the original responses.

This protracted process has delayed this report by at least two months, and has affected our ability to meet Parliament's expectations. It has also delayed public acknowledgement of the fine work done by Karnet staff. Unfortunately it is just one example of the problems we currently encounter in obtaining accurate, detailed, and timely information.

CONCLUSION

We have previously said that Karnet is a good performer and a prison with great potential. That view remains largely unchanged following the 2016 inspection. The prison is generally operating well and has maintained the standards that were evident in 2013. There is always room for improvement and this report contains a number of recommendations which are made with a continuous improvement objective in mind. The prison's vision of being a 'centre of excellence' is realistic and achievable; they are well on the way and it is hoped that Karnet will continue to be supported on this important and productive journey.

Neil Morgan
Inspector of Custodial Services
17 August 2016

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, in the shire of Serpentine-Jarrahdale.

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. Unit 4 was completed in 2012.

LAST INSPECTION

18-24 January 2013

DESIGN CAPACITY

218

OPERATIONAL CAPACITY

326

NUMBER OF PRISONERS HELD AT TIME OF INSPECTION

317

DESCRIPTION OF RESIDENTIAL UNITS

Unit 1 – 82 beds (26 single-bed cells, 24 cells double bunked, 2 four-bed cells)

Unit 2 – 132 beds (36 single-bed cells, 48 cells double bunked)

Unit 3 – 48 self-care beds (nil cells double bunked)

Unit 4 – 64 beds (32 cells double bunked)

List of Recommendations

Recommendation 1:

Continue to pursue heat mitigation for all prisoner accommodation units.

Recommendation 2:

Provide travel assistance to visitors who do not have access to private transport, and assess demand regularly.

Recommendation 3:

a) Expedite the assessment of the effectiveness of the ‘new e-visit model’ being trialled elsewhere in the custodial estate

b) Make Skype or another form of e-visit/telepresence technology available and operational at Karnet as an alternative to social visits for those prisoners and visitors unable to visit each other in person.

Recommendation 4:

Ensure that suitably assessed prisoners at minimum-security facilities have access to external supervised recreation, as an aspect of community reintegration.

Recommendation 5:

Re-establish an Aboriginal-centred health service at Karnet and other minimum-security facilities.

Recommendation 6:

Increase mental health coverage at Karnet.

Recommendation 7:

Establish a functioning dental suite in the Health Centre and engage a visiting dentist to improve Karnet prisoners’ access to dental services.

Recommendation 8:

Ensure Food Stars Pty Ltd One Star Level food safety and hygiene training of all self-care unit prisoners, and implement compliance monitoring on a regular basis.

Recommendation 9:

Ensure the implementation of recommendations contained in the Food Safety and Environmental Health Report, and take action to rectify breaches of food safety standards.

Recommendation 10:

Establish and support a representative forum for prisoners at Karnet, separate from the peer support team, through which prisoners and prison management can communicate with each other.

Recommendation 11:

Finalise the review of Section 95 assessment processes promptly, and expedite implementation of any revised procedures.

Recommendation 12:

The Department should ensure that all staff involved in conducting risk assessments for rehabilitative privileges (such as Reintegration Leave and the Prisoner Employment Program)

LIST OF RECOMMENDATIONS

have received information and guidance as to the stated intention of the Sex Offender Denier's Program, and how facilitator reports of treatment gains should be regarded.

Recommendation 13:

Ensure case conference minutes record all relevant details of prisoners' participation.

Recommendation 14:

Increase the number of administrative support staff at Karnet in line with prison workload.

Recommendation 15:

The Department should provide improved legal and industrial support to prisons involved in industrial disputes.

Recommendation 16:

Karnet should review its drug management strategy in collaboration with health services and incorporate more drug education, treatment and genuine harm minimisation strategies.

Chapter 1

KARNET PRISON FARM

- 1.1 Karnet Prison Farm ('Karnet') is located in the Shire of Serpentine-Jarrahdale, approximately 80 km south of Perth. It is a minimum-security rated facility for male prisoners. Its primary role is to prepare prisoners for their successful release and re-entry into the community. This includes providing a range of clinical and voluntary programs, as well as education, training, and employment opportunities.
- 1.2 It is also a working farm, including an abattoir, dairy, poultry sheds, orchard, and extensive hydroponic industry. This not only provides employment and training opportunities for prisoners, but means that Karnet plays a key role in food supply for the Department of Corrective Services ('the Department'). Karnet produces fresh meat, milk, eggs, and various fruits and vegetables for use across the West Australian prison system.

RECENT INSPECTIONS

- 1.3 This Office first inspected Karnet in 2001, with subsequent inspections in 2004, 2007, 2010, and 2013. In 2010 the Inspector found that Karnet was performing very well, with prisoners generally content. Nonetheless, with an expansion looming, a number of challenges were identified, including: the 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 (OICS, 2010).
- 1.4 At the fifth inspection of Karnet in 2013, the Inspector found a relatively new but nevertheless strong and stable senior management team and the findings in 2013 were essentially positive. The inspection found a significant proportion of prisoners were taking advantage of the opportunities available to them in education, training, employment, and recreation. It also concluded that the vast majority of Karnet's staff maintained positive and respectful relations with the prisoners.
- 1.5 The Office ultimately made a number of recommendations to the Department, with several relating to environmental health and hygiene (concerning the abattoir and the effluent ponds, food labelling, chemical storage, and food safety training). Some recommendations were essentially to evaluate certain programs and practices after a period of time (for example, the use of the Drug Management Unit, the entry process for visitors, the outcomes achieved by the Sex Offence Deniers Course). Other recommendations reflected persistent issues across the years, for example: the need to address extreme heat in the older buildings used for prisoner work and accommodation, to examine ways to increase the number of Aboriginal prisoners at Karnet and other minimum-security facilities, and to ensure that programs are delivered prior to the deadline for prisoners' parole applications (OICS, 2013).

THE SIXTH INSPECTION OF KARNET

- 1.6 The 2013 inspection had concluded on a note of optimism. Despite ageing infrastructure, it was expected that Karnet would continue to build on its positive and unique place in the State's prison system.

- 1.7 The 2016 inspection intended to examine progress in this regard. In particular, this inspection hoped to evaluate how Karnet was living up to its strategic vision to be ‘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’.
- 1.8 The sixth inspection of Karnet took place between 8 and 17 February 2016. The Inspector was assisted in this task by six of his staff as well as two external consultants focusing on environmental health and education and training. The Office conducted pre-inspection surveys with staff and prisoners in December 2015, in which 108 prisoners and 63 staff took part. Service providers were also invited to a pre-inspection meeting to provide an opportunity to share their views on Karnet. During the inspection period, team members met with prison managers, staff groups, prisoner groups, and spent time observing and talking to people in different parts of the prison. Written records, data sets, and submissions were examined.

PRISONER POPULATION AND PROFILE

- 1.9 At the commencement of the inspection Karnet accommodated 317 prisoners. The total prisoner population had therefore remained quite stable in the three years since our previous inspection in January 2013, when the population was 319 (OICS, 2013).
- 1.10 As one of only three minimum-security rated facilities for males in the Perth area, Karnet is a relatively desirable placement for prisoners. Karnet’s stated maximum capacity is 326. In the eight months leading up to the inspection, most weeks would find the population hovering between 310 and 320 prisoners at Karnet.¹ Overall, this suggests that the Department was doing a good job in consistently ensuring as many prisoners as possible can take advantage of a placement at Karnet, and the opportunities that affords.
- 1.11 Over the same period however, the proportion of Aboriginal prisoners at Karnet has consistently hovered between approximately 10 and 13 per cent of the total population. This was effectively unchanged from the time of the 2013 inspection, when the proportion was 11 per cent (OICS, 2013, p. 16).
- 1.12 Karnet is the main minimum-security prison in the Perth metro area that provides treatment programs for sex offenders. The prison therefore traditionally accommodates between 45 to 50 per cent sex offenders, as was the case during the inspection.

SUMMARY OF FINDINGS

- 1.13 Karnet continues to be a desirable placement for prisoners who are motivated to pursue education, vocational training, and meaningful employment during their incarceration. In the context of the Western Australian custodial estate, the prison has high participation rates in traineeships and skilled work. While a positive and consistent performer, we found that these areas had not progressed or improved greatly since the last inspection, and there is still room to do more, with targeted resources.
- 1.14 Prisoners at Karnet value the relative freedom that Karnet affords, and we found that

1 Average daily count between 8 June 2015 and 8 February 2016 was 315.

areas and services that impact on day to day quality of life for prisoners are functioning well, including good reception and orientation processes, an engaged peer support team, good access to active and passive recreation, the quality of the food, and the general feeling of safety. The self-care accommodation units at Karnet are a genuine incentive for good behaviour. The temperatures in prisoner accommodation units at Karnet during the summer-time inspection however were very hot and uncomfortable. Not surprisingly, this was an issue of significant complaint by prisoners, as it had been in previous years.

- 1.15 The visits centre at Karnet is a positive, pro-social environment. Facilities for, and treatment of, visitors was positive, which contributes towards the successful reintegration of prisoners into their communities of families and friends. Visitors who do not have access to private transport however are disadvantaged, due to Karnet's location. The cancellation of a bus service from Armadale train station, together with the absence of any e-visit options such as Skype, is unsatisfactory, given the importance of prisoners having social visits with their friends and family.
- 1.16 Some training and employment opportunities for prisoners at Karnet were extremely conducive towards community reintegration, for example the excellent Fairbridge Binjareb Project for Aboriginal prisoners, and the quality of work being carried out by Karnet prisoners approved to work outside the prison in the community. Unfortunately, not enough prisoners were accessing this external work, and approval processes appeared to have had a drag effect on participation since the previous inspection.
- 1.17 The long-awaited refurbishment of the Health Centre had been completed since the last inspection, and presented as a good facility which is fit for purpose. Health services were found to be adequate, although some gaps in service provision were detected in the areas of mental health support, dental care, and Aboriginal-focused re-entry health support.
- 1.18 The Department has established a good programs facility at Karnet, although there were still some issues that needed attention. Karnet was delivering quite a diverse range of offender programs addressing a number of particular offending needs at various levels of intensity. Those who had completed offending programs were positive about what it meant for them. However, a significant minority were frustrated by delays and scheduling factors that resulted in a failure to complete required programs before their earliest eligibility date for parole. This was a persistent issue from the previous inspection.
- 1.19 Resettlement services at Karnet were generally working well at Karnet, including the regular presence of a Community Corrections Office, the efforts of the Transition Manager, Assessments, Employment Coordinator, and Peer Support, and engagement by many with re-entry services such as Outcare, Uniting Care West, Cyrenian House, and Holyoake.
- 1.20 Karnet's primary production activities continue to play a crucial role in feeding the prison population of Western Australia. These areas also continue to be key training and employment opportunities for prisoners, and we commend the staff and prisoners alike for their work and dedication to ensuring consistent delivery. Considering the ever increasing prison population, to levels not seen previously, the Department will need to

KARNET PRISON FARM

make crucial decisions regarding strategic investment in food production capacity across all prison farms.

- 1.21 Communication between custodial staff and management had been strained in 2015, evidenced by a high number of industrial disputes. We found it remained strained during the inspection, with low levels of trust reported by many staff. We also found that while prison staff at Karnet appeared to have generally good relationships with prisoners, there was potential to improve overall communication with prisoners, particularly on structural or policy matters.

Chapter 2

INFRASTRUCTURE AND CAPACITY

- 2.1 The facility at Karnet celebrated its fiftieth anniversary in 2013. It opened in March 1963 as the Karnet Rehabilitation Centre, and was originally designed to accommodate approximately 120 first time offenders and so-called ‘convicted inebriates’ (DCS, 2013). Ageing infrastructure and capacity has therefore been something this Office has been following since the first inspection in 2001. With a current capacity of 326 persons, a range of education and training opportunities, and a farm that supports the food supply to West Australian prisons, this Office has long advocated appropriate investment for Karnet to ensure its long-term viability.

PRISONER ACCOMMODATION

- 2.2 This Office recommended Unit 1 (the oldest, and least favoured unit) be replaced back in 2001, describing it as ‘dilapidated and substandard’ (OICS, 2001, p. 11). The subsequent Inspector again reiterated his belief that Unit 1 should be replaced in 2010. Essentially it remains structurally unchanged, although some flooring/resurfacing and painting work has happened in the intervening years. Units 1 and 2 look their age and have an institutional feel that is not in keeping with a modern, minimum-security prison. We expect this is unlikely to change drastically while the custodial estate has more significant pressure points, primarily, suitably accommodating female prisoners and male prisoners on remand.
- 2.3 Positively, refurbishment works to the bathroom facilities in Unit 1 were taking place at the time of the 2016 inspection. The interiors of these shared bathroom facilities were quite dilapidated in 2013. Additionally we observed that in the Unit 3 self-care accommodation, the most favoured units on site, (four wings comprising 12 single cells in each wing, with shared kitchen and dining areas), some internal refurbishments had been recently undertaken, and these units were generally in very good condition.

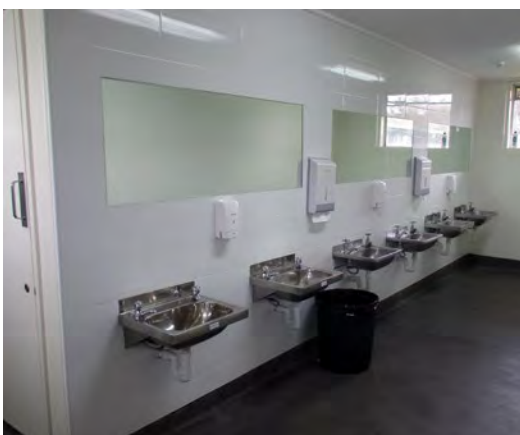


Figure 1: Refurbishments to the main bathroom facilities in Unit 1 were completed not long after the on-site inspection. This photo was taken in June 2016.

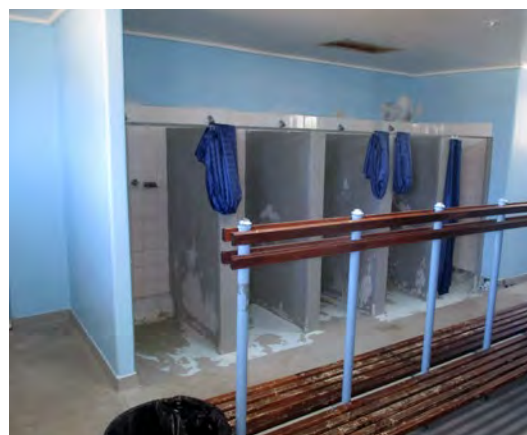


Figure 2: The shower facilities in Unit 2 were due for some painting.



Figure 3: Double bunked cell accommodation, Unit 1. Figure 4: Wing corridor, Unit 2.

- 2.4 During the on-site inspection the biggest complaint we heard from prisoners about their accommodation was that the rooms were swelteringly hot. Our inspection took place during very high temperatures in February 2016, so it was easy for the inspection team to verify that the cells were indeed very hot. Prior to this inspection, this Office had conducted an extensive review of temperature in cells in a number of prison facilities, including Karnet (OICS, 2015b). Recordings taken at Karnet as part of this review, in January 2014, corroborated frequent and persistent complaints about heat. It was also found that the more recently constructed units at Karnet, (transportable modular buildings or dongas, constructed with steel sheeting) are no better suited to heat than the older, perhaps more dilapidated brick units. To the contrary, the review found that cells in some dongas were up to six degrees hotter than brick constructed cells, attaining maximum temperatures close to 39 degrees (OICS, 2015b, pp. 7-8). While this style of construction has been used as a quick and cost-effective solution to the expanding prisoner population, these results confirmed that they were ineffective at mitigating temperatures.
- 2.5 Following the 2013 inspection, we recommended that the Department examine ways to address situations of extreme heat in buildings used for prisoner work and accommodation (OICS, 2013, p. 16). This was supported at the time as an existing departmental initiative. The Department also advised that work areas are subject to mechanical temperature control, and that cells were fitted with fans, ventilation windows, and block out curtains.
- 2.6 Since then, the prison had installed steel framed louvred glass windows with fly screens at the end of corridors in the original wings of Unit 2 to improve ventilation and air flow, a positive development. However, overall not much has been done to mitigate the heat extremes. Fortunately, prisoners in Karnet are not locked into cells, and are allowed fans in cells, and thus can seek some relief from the heat themselves. This is difficult for prisoners in Unit 4 however, as there is virtually no outdoor shade in the unit's surrounds.



Figure 5: Lowered glass windows with fly screens installed at the end of corridors in the original wings of Unit 2, to improve ventilation.

Recommendation 1:

Continue to pursue heat mitigation for all prisoner accommodation units.

OTHER AREAS

- 2.7 Positively, refurbishments to the Health Centre have been completed since the last inspection, and it presented as a good facility which is fit for purpose. As discussed below [see 3.50–3.52], it would ideally be complemented by a dental suite, to allow on-site dental services.
- 2.8 The new reception facility and new laundry, completed prior to the previous inspection, were still in good condition and fit for purpose, with sufficient space and capacity to meet the existing maximum prison capacity. These heavy-use areas, together with the kitchen, are suitable for the longer term, provided there is no upwards adjustment in prison population.
- 2.9 A key transponder system had been installed shortly prior to the inspection, ensuring an alarm would sound if prison keys were inadvertently taken outside of the gatehouse. This is good practice.
- 2.10 In the industries area, the hydroponics and garden sheds were in excellent condition. Karnet is using these areas to grow a number of crops, including tomatoes, eggplant,

lettuces, and cucumber. The quality of both the facilities and the produce are impressive, and a credit to the facility.

- 2.11 In the previous report, we had recommended both the building of a completely new abattoir, as well as the introduction of a new ‘supermarket model’ canteen. These recommendations were not progressed, with the stated reason being the capital expenditure required. While the context of both will be discussed in more detail below [see 3.17–3.18 and 3.55–3.57], in lieu of being able to commission a new facility, structural improvements had been made to the abattoir and boning room, which have both increased the life of the abattoir and ensured required health and hygiene standards were met. Unfortunately, the limited size of the facility means there is a cap on how many meat products can be produced by Karnet, an issue as the total Western Australian prison population continues to rise beyond levels not seen previously.
- 2.12 The Department’s own ‘5 Year Strategic Farm Management Plan (2014–2019)’, issued in July 2014 (‘the Five Year Plan’), recognised the need for a new abattoir. This was both to meet the future consumption needs for the custodial estate, and due to the fact that the 30 plus year old facility was no longer compliant with Department of Health requirements, resulting in costly ad hoc repairs and upgrades. Consequently, while the Department has made improvements to the facility, there is little doubt that a new facility will be required eventually, and capital investment will have to be found.
- 2.13 The Department has established a good programs delivery facility at Karnet. While staff were pleased with recent upgrades to security arrangements, there were still some issues needing attention. The rooms lacked sound proofing and even basic audio visual technology which compromised program delivery.
- 2.14 The Education Centre, while a pleasant and serviceable environment, is really too small to deliver the services we would expect to see at a rehabilitation and re-entry prison. For a long time the Education Centre was effectively unchanged since Karnet opened in 1963 with less than half the current cohort. It was expanded in 2009 with the addition of a transportable building containing two classrooms and an office space; however, this was ‘catch-up’ investment, as facilities had been out dated and inadequate for some time.
- 2.15 In 2010 the Inspector described three facilities as ‘desperately overstretched’: the Health Centre, the Reception Centre, and the Education Centre (OICS, 2010, p. 2). The positive results of much needed investment and thoughtful design in the new health and reception areas in recent years were observable to our team at this inspection. We encourage the Department to incorporate a larger and more modern Education Centre, with increased staffing, in its long-term planning for Karnet.
- 2.16 The grounds at Karnet, including its lawns, plants, trees, and pathways, looked clean and well-cared for. Green spaces can have a positive effect on mood, which is not insignificant for persons living and working in a prison. While not strictly infrastructure, we wish to commend staff and prisoners alike for their efforts in this regard.

INFRASTRUCTURE AND CAPACITY



Figure 6 and 7: Well-cared for grounds at Karnet.

Chapter 3

LIFE AT KARNET – PRISONER CARE AND WELLBEING

ON ARRIVAL: RECEPTION, ORIENTATION AND PROPERTY

- 3.1 As a minimum-security facility for sentenced prisoners only, prisoners will have spent at least some time in another prison before arriving at Karnet. Nevertheless, it is essential for all prisons to incorporate a reception process that gathers relevant information and orients prisoners to their new surroundings and opportunities (OICS, 2007a, p. 20).
- 3.2 New prisoner arrivals to Karnet are processed in a well-maintained, well-presented, and well-equipped reception facility. We found good reception processes there, which include issuing prison clothing, some laundering as well as storing prisoners' private property. New arrivals are interviewed by a Vocational Support Officer (VSO) as a priority on arrival, as part of a risk assessment to ensure any necessary referrals, for example, to health or counselling services are made.
- 3.3 The Reception Centre is staffed by a VSO daily, and the two reception VSOs at Karnet managed the reception process very well. Systems were organised but flexible enough to accommodate a dynamic prison regime, including prisoners arriving late in the day or at short notice. Two prisoners were employed in the Reception Centre. These are trusted positions, and they assisted with keeping the facility clean and the systems ticking over to ensure the efficient processing of new arrivals to the prison. In a minimum-security prison, preparing prisoners for re-entry into the community, it is appropriate for selected prisoners to be given the chance to demonstrate this level of responsibility and accountability.

Personal property

- 3.4 Each prisoner is allowed one rectangular plastic tub filled with personal property when they arrive at Karnet. The storage area has capacity to handle property for up to 330 prisoners. It was well organised, but would not withstand any significant increase in the prisoner population. There was also a good system in place to store and record prisoners' valuable property, which is kept in a separate store. Prisoners working in reception were not permitted access to this area. Overall the reception and property storage areas at Karnet were fit for purpose and well managed.

Orientation

- 3.5 Orientation of new prisoners to Karnet is conducted primarily by prisoners who are part of the peer support team. Two of the peer support prisoners perform that role as a full-time function. They are the primary contact point for new prisoners arriving at Karnet and can assist them with complex issues like parole plans. We observed that there was a roster in place among the peer support team to take turns in catching up with new arrivals and guiding them through the orientation process.
- 3.6 The Prisoner Support Officer (PSO) was also involved in orienting new prisoners to the site, working in tandem with his peer support prisoners. We were happy to observe the traditional PSO model working well at Karnet, where the PSO takes considerable time and effort with new prisoners, particularly in assisting them with looking for employment.

- 3.7 The orientation process comprises information sessions about various aspects of prison life, as well as a tour of the prison site. These processes, together with a prisoner orientation booklet (updated in 2015), and the input of the PSO and peer support prisoners, provide a comprehensive orientation package to new prisoners.

DAILY NECESSITIES: CLOTHING, FOOD AND PURCHASES

Clothing and laundry

- 3.8 Overall the inspection found appropriate processes in place to ensure prisoners' clothing and bedding were adequately provided and maintained. Likewise the system in place to manage dirty laundry and exchange it for a clean issue for prisoners was simple yet effective.
- 3.9 Prisoners at Karnet are issued with new clothing and bedding packs when they first arrive at the prison. They can subsequently attend the clothing exchange store up to three times a week to swap their dirty clothing for clean clothing. The system operates on a one-to-one swap system whereby a prisoner swaps one dirty item for a clean item of the same description. Given the nature of the environment at Karnet, namely a working farm, the frequency with which prisoners were allowed to receive clean clothing each week is reasonable.
- 3.10 The inspection also found good, simple processes in place in the laundry, both in terms of hygiene and efficiency. Both disinfection and physical separation practices are in place to separate clean items from dirty items. General clothing (pants, shorts, shirts, and jumpers) was washed separately and reissued through the one-to-one swap system. Prisoners' socks and underwear by contrast were washed in personalised laundry bags, with unique numbers allocated to each prisoner. This enabled prisoners to have their own more personal items returned to them, which is good practice.
- 3.11 Work clothing worn by prisoners working in the kitchen and the abattoir was washed separately from the general (green) prison issue. In particular, the (often blood-stained) abattoir clothing was washed in a separate washing machine using a specialised wash. The machine was properly cleaned before using again.
- 3.12 During the inspection period 15 prisoners were allocated to work in the laundry across two shifts. The inspection team was informed that all the prisoners working in this industry are encouraged to undertake traineeships relating to the work. Karnet's education records confirmed that in 2015 eight prisoners were enrolled in either Certificate II or Certificate III in Laundry Operations. This is good practice.

Food

- 3.13 Somewhat unusually for a prison facility, the quality of food provided at Karnet was not criticised by prisoners during our inspection. The pre-inspection prisoner survey indicated that opinion as to food quality, at 69 per cent approval, was well above the state average of 47 per cent. While we did hear some anecdotal concerns from prisoners working off site as to the quantity of lunch provided, views regarding the quality of food

had risen from 72 per cent approval in 2013 to a high 82 per cent – again well above the state average of just 47 per cent. Indeed food ranked third highest among the ‘three good things’ the prisoners were asked to identify at the prison. This is a positive reflection on the chefs and kitchen workers at Karnet. In addition, with orchards, vegetable gardens, dairy, egg-laying chickens, and the on-site abattoir, Karnet was well placed to source fresh foodstuffs.

- 3.14 Prior to the inspection, the Department provided the six week cycle menus that had been in use throughout 2015. The menu for the week of the inspection was clearly displayed in the kitchen and dining area. These menus were balanced and compliant with standards. A special diets list for specific prisoners was also supplied as part of the document request, and a whiteboard was observed in the kitchen displaying diet categories (including no pork, no fish, gluten free, lactose intolerant, soy intolerant, and vegetarian) with photocopies of relevant prisoner ID cards (complete with photos) appended. Essentially, we observed sound processes for ensuring prisoners’ nutritional needs are met.
- 3.15 We did observe significant variance in the quality and variety of lunch food prepared in the kitchen for staff and prisoners, however. Prisoners and staff alike have use of a good quality fresh salad bar at lunch and dinner. During one lunch session observed, Karnet staff had a choice of beef stew, pork curry, braised beef, chicken noodles, rice, and quiche, along with the well-stocked salad bar. Prisoners, by contrast, received a portion-controlled plate containing a fresh bread roll, sliced cheese, and slice of processed meat (polony), one egg, the salad bar, and one Bain Marie dish of combined leftovers from the officers’ hot lunch to be shared among the prisoner lunch shift. The difference in quality was quite striking. We were advised that this disparity was due to the fact that lunch options for staff are often complemented by any ‘leftovers’ from the prisoners’ evening meal the night before.
- 3.16 Prisoners residing in Unit 3 at Karnet (self-care) have the privilege to cook and prepare meals for themselves. During the inspection we observed dinner preparations taking place in one of the units, where the table was set for the residents to dine together, and a roster was in place for dinner preparations. The prisoner cooking that night was observed preparing lamb chops, potatoes, grilled tomatoes, beef burgers, steamed greens, and mixed vegetables. Clearly prisoners at Karnet who have earned a privileged accommodation spot in the Self-Care Units have the opportunity to prepare and eat tasty and balanced meals.

Purchasing goods

- 3.17 In 2013 we were disappointed that, despite being a releasing prison, Karnet did not offer specific re-entry skills relating to self-determination around shopping choices and systems. In particular, we referenced the system in place at two other pre-release facilities, namely Boronia Pre-release Centre for Women and the Bunbury Pre-release Unit. These places manage prisoner purchases through a supermarket model, enabling prisoners to manage their budgets and providing guidance in making healthy choices. In 2013 we made a specific recommendation to the Department in this regard (OICS, 2013).

- 3.18 Although this recommendation was supported by the Department at the time, we found no progress in this area. Prior to the inspection, we were informed that the idea of a self-serve canteen had been abandoned due to limits on capital expenditure. Unfortunately, this resulted in no progress or improvement since the last inspection.
- 3.19 Notwithstanding, the 2016 inspection of the canteen service found that it was adequate and was meeting prisoners' needs. Prisoner satisfaction with the canteen was high; 70 per cent of respondents to the pre-inspection survey thought the canteen was good. There was a variety of items available for purchase (for example: confectionary, tobacco, toiletries, sporting accessories, and writing materials). Additionally, the canteen officer operated a town spends system which prisoners could use to order items not usually stocked. For example items like particular magazines, books, and vitamins.
- 3.20 Three prisoners were working full-time in the canteen, assisting the canteen officer. They had been specially selected due to the trusted nature of the position, and had either completed or at least been offered the opportunity to complete traineeships in warehousing processes. Again, this is good practice.
- 3.21 Prisoners attend the canteen at designated times in groups. These groups could comprise up to 100 prisoners. Anecdotally, we were informed by a number of sources that this process was poorly supervised by prison officers, and at times not supervised at all. While a minimum-security prison, an absence of formal or informal supervision could nevertheless have implications for personal safety of more vulnerable prisoners, who have a long walk back to their unit with their purchases.

QUALITY OF LIFE: FAMILY VISITS, RECREATION, AND RELIGIOUS OR SPIRITUAL SUPPORT

Visits

- 3.22 At all prisons, prisoners should be encouraged to maintain and develop relationships with family and friends through visits (OICS, 2007a, pp. 78-81). This is the case at Karnet, which is fortunate to have a visits centre that is a positive, pro-social environment. It is an excellent facility for those who receive visits, but more could reasonably be done to support those whose family and friends are unable to access Karnet due to distance and/or lack of private transport.
- 3.23 The pre-inspection prisoner survey indicated that prisoners at Karnet were well-supported in maintaining their connections with family and friends, both in person through the social visits system, and indirectly through the telephone and mail system. The visits facility, with spacious indoor and outdoor areas, is a pleasant and family-friendly environment.
- 3.24 Visits take place on the weekends, with two two-hour sessions on each day. During the afternoon sessions, Outcare provides family support and some activities for children. Visitors interviewed during the on-site inspection commented that staff treated them with respect, and that they felt comfortable in the physical environment. We were pleased to see the Shared Facilities Centre again in use for visitor processing. This had not been



Figure 8: Outdoor area at the excellent visits centre, including children's play area.

the case during the 2013 inspection, which resulted in a recommendation from the Office. Used as a staff training centre through the week, on weekends it allows visitors a sheltered area to register and put money into prisoner's accounts when they arrive at the prison. Toilet facilities are also available nearby.

- 3.25 Getting to Karnet, however, is not easy without private transport. Armadale train station, approximately 33 km from Karnet, is the nearest connection to the Perth metro rail network. By contrast, Casuarina Prison, a south metro facility, is only 4.5 km away from Kwinana station. While the semirural farm environment is highly valued by many at Karnet, it is effectively not accessible by public transport. For some people the cost of a regular 30 km journey by taxi would be prohibitive. We were therefore disappointed that a designated bus service that had previously operated between Karnet and Armadale station for visitors had been discontinued. Visitors and prisoners interviewed in the course of the inspection lamented the loss of this service, which was cancelled in January 2015 due to lack of demand. While acknowledging that prisoner populations and visitor demand may fluctuate, an absence of any transport options for visitors is at odds with the ethos and values of a facility which seeks to prepare prisoners to successfully reintegrate to the community.

Recommendation 2:

Provide travel assistance to visitors who do not have access to private transport, and assess demand regularly.

- 3.26 Another disappointing aspect of the social visits system at Karnet was the absence of any e-visit options such as Skype. In light of the bus service having been suspended, the provision of an alternative option for prisoners to have social visits with their family/friends is imperative. As discussed below however, this is not just an issue at Karnet.
- 3.27 In a report regarding female prisons in Western Australia, published in July 2014, this Office recommended that '[B]y the end of June 2015, the Department ensure that Skype or other online technologies are fully operational at all the state's prisons' (OICS, 2014, p. 46). The Department supported this recommendation in principle, stating it was 'committed to introducing e-visits to all facilities, based on funding.'
- 3.28 In the report of the last inspection of Wooroloo Prison Farm ('Wooroloo'), conducted in May 2015, a recommendation was made to facilitate and promote the use of e-visit technology for prisoners. The Department's response in September 2015 indicated that a pilot utilising existing network cables to support an independent internet connection was about to commence at Bunbury Prison (OICS, 2015a, p. 45).
- 3.29 During the July/August 2015 inspection of Hakea Prison (the state's primary metropolitan remand facility for males), while prisoner access to video/e-visits was possible, it was being largely overtaken by the demands of court video link requirements. A recommendation was made that the Department should:
- [I]mplement Skype or other telepresence technologies as a way to facilitate social contact in all prisons, and should trial community based 'e-visit centres' where families can attend for such visits (OICS, 2016a, p. 25).
- 3.30 In response to this recommendation, the Department stated that a pilot trial of a 'new e-visit model' was currently under way, and that the model would be 'assessed against a range of criteria to determine its effectiveness as a mode of contact.'
- 3.31 Considering the above, it is reasonable to now ask when the pilot trial will be assessed, and what the plans will be, if any, for roll out at prisons including Karnet. The use of audio visual technologies to facilitate communication at all prison sites is, furthermore, part of the Department's Strategic Plan (OICS, 2015a, p. 45). We would therefore expect the Department to expedite effective implementation of the plan.

Recommendation 3:

- a) Expedite the assessment of the effectiveness of the 'new e-visit model' being trialled elsewhere in the custodial estate*
- b) Make Skype or another form of e-visit/telepresence technology available and operational at Karnet as an alternative to social visits for those prisoners and visitors unable to visit each other in person.*

Recreation

- 3.32 Prisoners should have reasonable access to a range of sports, recreation, and cultural activities (Standard Guidelines for Corrections in Australia, 2012, p. 28). Our inspection confirmed that active and passive recreation was available to prisoners at Karnet.
- 3.33 Prisoner satisfaction with recreational service provision was very high in many respects. Prisoners responding to the pre-inspection survey gave the recreation centre (gym) and the library a 94 per cent and 96 per cent approval, significantly exceeding the state average of 50 per cent and 57 per cent respectively. The recreation centre is well equipped with a range of well-maintained exercise machinery, and operates with extended opening hours (5.30 am – 9.00 pm). This access is appropriate for a facility where most prisoners are working and/or studying five to six days per week. We also noted that the recreation centre is reserved between 3.00 pm – 4.00 pm for those aged 50 and over.
- 3.34 Two recreation officers are employed full-time at Karnet, although the second position had only been filled relatively recently. Recreation also employed eight prisoners: two in the recreation centre, five in the library, and one in the music room. In terms of active recreation, records indicated that games of cricket, volleyball, and soccer had taken place in the month prior to the inspection. AFL football, basketball, and tennis appeared not to have been played, although AFL was mentioned by prisoners as a preferred sport. The approach at Karnet was that prisoners were expected to organise their own team sports, in the expectation that pro-active engagement would boost confidence and individual agency. While a positive ethos, we sensed that some prisoners would prefer team sport to be organised for them, with some under the impression that soccer was the only team sport available. Passive recreation at Karnet included weekend quiz or bingo sessions, as well as chess, table tennis, and lawn bowls. Prisoners were also permitted to watch major sporting events in the visits centre.
- 3.35 The library was well run, with five prisoners employed as library workers, and a good system for logging library loans through prisoner ID barcodes. The library was stocked with a good number of books, DVDs, and X-box games, as well new publications. The extended library opening hours in the evening, through to 8.00 pm reflects the relative freedom and autonomy encouraged in a re-entry/rehabilitation facility.
- 3.36 Essentially, recreation for prisoners at Karnet is a positive story, particularly as regards access and infrastructure, when compared with other higher security facilities.

External recreation?

- 3.37 The one area which might benefit from renewed focus is external active recreation. Currently no prisoners at Karnet are permitted to take part in any supervised external (i.e., outside the prison) sporting events. External recreation had been cancelled in the wake of a high profile escape from another Perth minimum-security prison in 2014, and had not been reinstated.
- 3.38 In reporting on Karnet in 2010, this Office shared its view that for minimum-security prisoners approaching release, being involved in sporting activities outside of the prison is



Figure 9: The well-equipped recreation centre.

both valuable, and conducive to community reintegration (OICS, 2010, p. 31). Provided prisoners undergo a proper risk assessment and there are suitable policies in place, this Office still supports all such initiatives.

- 3.39 During the last inspection of Wooroloo in May 2015, suitably assessed prisoners were joining in with sporting activities in the community, outside the prison. This included AFL football and soccer on the weekends and cricket and basketball on weeknights. This was appreciated by participating prisoners, who understood the privilege, and it was viewed as a positive initiative (OICS, 2015a). These sporting activities were also subsequently cancelled at Wooroloo, and have not been reinstated at the time of writing. We hope that this issue will be re-explored sooner rather than later at all minimum-security facilities.

Recommendation 4:

Ensure that suitably assessed prisoners at minimum-security facilities have access to external supervised recreation, as an aspect of community reintegration.

Religious and spiritual needs

- 3.40 The Karnet Worship Centre (a chapel and meditative garden), constructed by prisoners in years gone by, is a good facility for prisoners, staff, and visitors alike. It provides an

aesthetic and contemplative refuge from the prison proper. Karnet is well serviced by its coordinating chaplain, and five regular chaplains, including a Noongar elder from the Uniting Church. In addition, pastoral visitors conducted Bible study courses, meditation meetings, and prayer sessions.



Figure 10: The Worship Centre at Karnet.

- 3.41 We saw that prisoners at Karnet have access to regular Catholic and Anglican services, Seventh Day Adventists Bible study, pastoral visits for Jehovah’s Witnesses, prisoner-led Bible study, Buddhist meditation, and yoga. Consistent with the situation across the West Australian custodial estate, specific Muslim pastoral care for Muslim prisoners appears to be a deficiency at Karnet, although it should be stated that we did not receive any specific complaints in this regard from prisoners. Although Karnet had not had a Muslim visitor for some time, we were pleased to hear that a well-respected Muslim member of the Perth business community had recently made himself available for visits (although clearance processing times were of some concern). Ultimately, we believe prisoners at Karnet are benefiting from a dedicated chaplaincy team, who coordinate a range of spiritual and pastoral support.

HEALTH CARE

- 3.42 Responses to the prisoner pre-inspection survey conveyed dissatisfaction with the health service provided at Karnet. There was a notable decline in satisfaction since the 2013 inspection, from 62 per cent approval down to 44 per cent. Our on-site inspection could

not find an obvious reason for this decline in satisfaction between inspections. Overall, while some gaps were noted, and many prisoners were frustrated, health services at Karnet were found to be adequate to ensure the basic health of the prisoner population.

The facility

3.43 At the two previous inspections, the physical suitability and capacity of the Health Centre at Karnet was of concern to this Office, and resulted in specific recommendations (OICS, 2013, p. 25). Accordingly, it was pleasing to see that the expansion and refurbishment of the Health Centre had been completed. The facility was fit for purpose, and we spoke with doctors, nurses, custodial staff, and reception staff who all confirmed their view that the new facility was adequate and a good environment in which to work. This was a good news story for staff and prisoners alike.

Staffing

3.44 The Health Centre is staffed for 10 hours a day, including weekends. There is no after-hours (after 6.00 pm) coverage on site. If needed, staff can consult an on call doctor or emergency services. The Clinical Nurse Manager led a team of two nurses through the week, with one nurse rostered on weekends. They perform general nursing duties, as well as each having specific portfolios, for example: chronic disease management, annual health assessments, pathology, and primary care. There is a doctor on site three days per week, and at the time of the inspection this was shared by two doctors, who can see between 12–14 patients a day.

3.45 The centre had simple, efficient processes for requesting and scheduling appointments, triaging and prioritising, and notifying prisoners of their appointments. While a prisoner can generally see a nurse within one to two days of their request, due to demand an appointment with the doctor was taking up to the three weeks. As part of the rehabilitation and re-entry focus, medical staff encourage prisoners to take responsibility for their own health needs and for attendance at appointments at the set date and time. Staff related that this was a constant challenge as many prisoners were not accustomed to taking such control. Interestingly, we heard from a number of prisoners who resented being repeatedly encouraged by medical practitioners to consider improving their overall health by quitting smoking, for example. Usually a pre-release health discharge plan, with a summary of information and limited supplies of medication, is initiated by nursing staff, and not by prisoners. Nevertheless, the discharge planning by staff was good practice.

Aboriginal health

3.46 There was no resourcing for any Aboriginal-focused health service, either in the form of an external visiting service or an Aboriginal health worker position on staff. In 2013 there was provision for Aboriginal Liaison Officers to work with Aboriginal prisoners nearing release to ensure they remained on track with managing their health issues once they were released. The Aboriginal Liaison Officer attended Karnet one day a week and assisted prisoners with a range of matters, including housing, helping them manage their drug and alcohol issues, assisting them in keeping their appointments upon release, and so

on. This was facilitated through Commonwealth funding over a four-year term, which had since expired. This was a particularly disappointing development in re-entry support for Aboriginal prisoners.

Recommendation 5:

Re-establish an Aboriginal-centred health service at Karnet and other minimum-security facilities.

Mental health

- 3.47 While mental health services had improved in the months leading up to the inspection, they still fell short of meeting the demand for prisoners. Staff and prisoners alike expressed their concern to us about this.
- 3.48 In 2013 the Prison Counselling Service (PCS) provided four days per week service on site at Karnet. This had dwindled to one day per week following the departure of a long serving staff counsellor, but had been increased again to three days per week shortly before the inspection. The presence of a dedicated psychologist on site for three days per week was therefore an improvement, and will hopefully provide some renewed stability. The PCS worker has a dedicated office in the refurbished Health Centre, which was both a good working location and allowed privacy for consultations.
- 3.49 A Mental Health Nurse (MHN) attended the prison only one day per week. This coverage had apparently also lapsed in the period prior to the inspection. This nurse works substantively at Hakea Prison, and is tasked with supporting Karnet as well. The MHN works with prisoners who have mental health and addiction issues, which includes managing the methadone program, meeting with prisoners, and organising the appointment list for the Psychiatrist who visits on a monthly basis. It is a demanding portfolio that deserves resources for more than one day per week. Presently, should a crisis develop at Hakea Prison, the MHN may be required to forgo attendance at Karnet, leaving the facility without a dedicated health mental health resource.

Recommendation 6:

Increase mental health coverage at Karnet.

Dental services

- 3.50 There is no facility or dentist available at Karnet to provide dental health services. Dental services, or lack thereof was a significant complaint from prisoners during the on-site inspection, and Health Centre staff also identified this as a major gap in service provision.
- 3.51 Prisoners requiring treatment are escorted to nearby Casuarina Prison, where a certain number of appointments per week are reserved for Karnet prisoners. This depends on the availability of two officers from Karnet being deployed to escort the prisoners, which can have flow on effects for overtime and staffing levels. Further, as at late 2015, there were at least 70 prisoners on the dental wait list, some of whom had been on the list for more

than 12 months. Waiting times remained protracted at the time of the inspection. There was a backup resource, namely a private dental clinic in a neighbouring suburb that sometimes had capacity to see a prisoner first thing in the morning before opening for general business.

- 3.52 Dental health service is a challenge at many prisons in Western Australia, and indeed the general demand on public dental services in the community impacts on this. Nevertheless, it is difficult to see the protracted waiting list going down any time soon with the current arrangements.

Recommendation 7:

Establish a functioning dental suite in the Health Centre and engage a visiting dentist to improve Karnet prisoners' access to dental services.

HYGIENE AND ENVIRONMENTAL HEALTH

- 3.53 This Office engaged an environmental health, hygiene, and food safety consultant to assist the Inspector. As the 2013 inspection resulted in a number of recommendations specific to this area, it was decided to again engage expertise to evaluate progress.
- 3.54 The independent expert visited Karnet shortly prior to the main on-site phase of the inspection, together with representatives of the Office. He inspected the abattoir, seepage ponds, dairy and farm areas, as well as the main kitchen, the kitchens in the Self-Care Units, and the chemical storage areas. Consistent with our practice on the last occasion, his final report and findings were forwarded in their entirety to Karnet management following the inspection for action ('the Food Safety and Environmental Health Report'). A copy was also provided to the Department. While we expect all areas highlighted by our consultant to be acted upon, we have not repeated all his recommendations and findings in the body of this report. A selection of the main points are summarised below.

Abattoir

- 3.55 At the time of the 2013 inspection, it was generally accepted that the Karnet abattoir should be replaced, both to meet Department of Health standards and to ensure long-term, cost-effective viability, as it is an aging facility that was constructed over 30 years ago when prison populations and consumption needs were drastically different. Even the current throughput is in excess of the facility's initial design, and there is a consequent limit to refrigeration space. In response to our 2013 recommendation, we were advised that a business case had in fact been submitted to replace the abattoir, dependent on approval for funding. The Department's Five Year Plan also anticipated planning and construction of a new abattoir at Karnet.
- 3.56 Ultimately, capital investment funding was not made available, and we note the tighter fiscal environment that descended across the Western Australian Government in the three years since the 2013 inspection. Despite this, the inspection of the facility in February 2016 revealed that significant improvements had been made to the structural integrity of

the abattoir and boning room. Floors had been coated with an epoxy resin, new fridge doors had been installed and there had been extensive painting of walls. Testing of fridge temperatures and sterilisers revealed acceptable results, and good hygiene technique by workers was observed. Stock was handled humanely and the storage of dry goods (seasonings and packaging) was well managed. Some suggestions were made directly to the prison regarding improving the decanting and labelling of dry goods. Records of microbiological testing were also reviewed in the course of the inspection. These indicated that the microbiological standard of finished products at the abattoir and boning room were of an ‘Excellent’ standard.

- 3.57 Essentially, while ongoing maintenance of this aging facility will be required to ensure continuous compliance with relevant hygiene and health standards, the facility was found to be structurally sound, and fully compliant with legislative requirements on inspection. It remains an open question for the Department as to when, rather than if, to prioritise the planning and construction of a new, larger, and more modern facility.

Effluent ponds

- 3.58 One of the recommendations from the last inspection was to ensure that the abattoir’s effluent ponds, which are unfortunately situated adjacent to prisoner accommodation, are adequately maintained to minimise odour (OICS, 2013, p. 44). We were pleased then to note that the odour had reduced to a level considered to be ‘normal’. No evidence of mosquito or fly breeding was detected in either the anaerobic or aerobic ponds. Inspection team members returned on a different day and also found the odour to be ‘normal’, and this was consistent with it no longer being a major source of complaint by prisoners, as it had been in the lead-up to the prior inspection. Various environmental swab test results provided verification that cleaning and sanitising procedures were effective at reducing the bacterial load to a satisfactory level, ensuring compliance with relevant standards.

Dairy and poultry sheds

- 3.59 The dairy, farm, and poultry areas were also inspected, revealing positive animal welfare standards, and well-managed facilities. At the time the dairy was milking approximately 160 cattle daily, providing pasteurised milk for prisons in 250 ml, 1 litre, and 20 litre bladders. Records were inspected and revealed an effective pasteurisation process, appropriately calibrated thermometers, appropriate cleaning schedules, correct date recordings on milk packaging, and secure storage of veterinary medicines. The poultry sheds were also observed to be in good order, raising no concerns regarding hygiene or animal welfare. Prisoners working in the dairy and poultry areas were notably positive regarding their employment at Karnet.
- 3.60 The staff room adjacent to the manager’s office has a fridge which was observed to store lunches and drinks for workers. The room itself required treatment for cockroaches, with several sighted by inspection staff. The fridge in the staff room was also harbouring cockroaches, had damaged door seals, and was not holding temperature when measured. While the fridge was not used for any farm produce, items should still be stored safely and

hygienically. In the interests of the staff and prison employees on the farm, this fridge should be removed and ideally repaired or replaced.

Unit 3 Self-Care kitchens

- 3.61 Unit 3 prisoners have earned the privilege of living in a self-care environment, meaning they have single cells and do their own cooking and cleaning. There are four wings, each consisting of 12 individual cells, a shared bathroom, and a large central living area including kitchen area, dining table, and shared TV. It is the most desirable living area for prisoners at Karnet, and all prisoners spoken to were grateful to have earned their place in self-care after being on the prison's waiting list. On one occasion prisoners were observed serving up a balanced evening meal, and on another one had just completed baking.
- 3.62 Three of the four wings were inspected by our consultant, and different standards of kitchen cleanliness were observed, from very clean, to reasonable, to generally dirty. As Unit 3 prisoners hold responsibility for planning their own cleaning schedules and rosters, we would simply reiterate our recommendation from the previous inspection that all Unit 3 prisoners receive food safety and hygiene/cleaning training. While training was up-to-date following the previous inspection, it had lapsed somewhat by the time of the 2016 inspection, with completion of the Food Stars training by self-care prisoners at less than 60 per cent. We were informed that a possible modified training program was being considered. As outlined in the separate report from our environmental health and food safety consultant, one of the fridges was too congested and overstocked, hampering the efficient cooling of the fridge temperature. Bathroom facilities were found to be adequate and well-maintained.

Recommendation 8:

Ensure Food Stars Pty Ltd One Star Level food safety and hygiene training of all self-care unit prisoners, and implement compliance monitoring on a regular basis.

Main kitchen

- 3.63 The main kitchen at Karnet produces between 500–600 meals daily, with one breakfast sitting, two lunch, and two dinner sittings. Over 30 prisoners were employed in the kitchen, making it the second highest employer. Education records also indicated that in 2015 nine prisoners were enrolled in Certificate II in Kitchen Operations. Facilities were found to be structurally sound, and compliant with National Food Safety Standards. Certain items requiring ongoing maintenance had already been identified by regular inspections from the local municipal authorities. We found appropriate sterilising and cleaning processes.
- 3.64 A number of items requiring redress were detected, and set out in the separate report to the Superintendent. These included the following:
- the cool room leading off the main kitchen was not keeping adequate temperatures (as opposed to the other refrigerators and freezers in the main kitchen, which kept

acceptable temperatures)

- two pre-heated food items, stored in deep-dish plastic storage tubs, had not cooled sufficiently, in breach of food safety standards
- some pre-prepared items in the cool room were left uncovered and unprotected from contamination
- some packages of alfalfa had been delivered to the prison for use already past the expiry date

Chemical safety

3.65 A concern during the last inspection was the amount of liquid chemicals found incorrectly stored and labelled in a number of different areas around Karnet. While there has been improvement in the labelling of decanted chemicals, there were still examples found across many different work sites and areas. Likewise, although Karnet maintains an accurate and up-to-date register of Material Safety Data Sheets in central administration, it is imperative that hard copies of these documents are available at each location where chemicals are stored and decanted, in case of emergency. This was not the case at a number of sites across the farm.

Recommendation 9:

Ensure the implementation of recommendations contained in the Food Safety and Environmental Health Report, and take action to rectify breaches of food safety standards.

Chapter 4

PRISONER ENGAGEMENT AND TREATMENT OF ABORIGINAL PRISONERS

- 4.1 At a facility focused on rehabilitation and re-entry into the community, it is worth examining how prisoners advocate for themselves and others, and engage with the authorities to improve relationships and/or services.

PRISONER FORUMS

Peer Support

- 4.2 The main prisoner forum in place at Karnet in 2016 is the peer support team, led by the PSO.² There were 12 prisoners on the team at the time of the inspection, and two of these were full-time paid positions. The inspection found the peer support team at Karnet to be active and doing a good job. They were also a suitably diverse group, including three Aboriginal prisoners, as well as some long-term prisoners, who could specifically assist other prisoners with explaining processes around sentence management and parole.
- 4.3 The PSO was experienced and well-regarded; involved in orienting new prisoners and facilitating monthly meetings of the team and ensuring they were minuted. The peer support system was valued by officers, and we noted that peer support prisoners were allowed access around the prison and into the accommodation units in the course of fulfilling their peer support duties. This was a good model – it represented a mutually beneficial arrangement where the peer support prisoners assist other prisoners to settle in, which in turn assists the officers. Essentially, we found the peer support system at Karnet to be a model of good practice.

A prisoner-prison management forum?

- 4.4 A traditional peer support model plays an important role in assisting new prisoners to settle in, providing emotional support, and in following up with individual prisoners who might need guidance or support in navigating certain areas. In addition to this, however, we would like to see a separate forum where selected prisoners have the opportunity to engage with senior management to address structural, policy, or other matters.
- 4.5 In 2013 we recommended the establishment of a ‘representative forum for prisoners at Karnet Prison Farm similar to those operating at Acacia Prison and Albany Regional Prison.’ The rationale behind this recommendation was to make use of those prisoners who were more articulate and thereby more “engaged” to provide a voice, through the creation of a prisoner forum, for those prisoners who were more “disengaged” and withdrawn. We argued that representatives in the forum could present the various opportunities that become available in the prison to those prisoners who would otherwise miss out on or be unaware of these opportunities (OICS, 2013, p. 30).
- 4.6 The Department did not support this recommendation, referring to the system of unit management in place at Karnet. However, our rationale for proposing such a forum remains unchanged (OICS, 2013, p. 30). We still believe that Karnet could and should benefit from such a group. First, at a rehabilitation and re-entry prison, facilitating a forum where prisoners and senior management can engage directly, for example, every second month, or quarterly, could foster responsibility within the prison population to be

2 Karnet also runs fortnightly unit meetings with prisoners at unit level.

engaged on structural or persistent issues that affect the prison generally. In addition, it was our observation that clear and effective communication across all groups in the prison (e.g., between different staffing groups, as well as between staff and prisoners) was something that could certainly stand some improvement. Harnessed ideally, it would complement, and not replace the practice of unit meetings. Such a forum permits fewer opportunities for misunderstandings, misinformation, or ‘selective’ understanding as the case may be, than when messages are related informally, and through different staff and prisoners. We believe this could operate to the benefit of senior management just as much as prisoners.

- 4.7 In response to a similar recommendation to Wooroloo in 2015, the Department stated that the introduction of prisoner consultative committees across all facilities is part of the Department’s approach to offender management (OICS, 2015a, p. 45). We expect therefore that our recommendation will be now be accepted and implemented.

Recommendation 10:

Establish and support a representative forum for prisoners at Karnet, separate from the peer support team, through which prisoners and prison management can communicate with each other.

ABORIGINAL PRISONERS

- 4.8 While Karnet might seem an appropriate site to house Noongar prisoners, the Aboriginal population at the time of the inspection was just 12 per cent, against the statewide Aboriginal adult population at just under 40 per cent. This was not a new scenario.
- 4.9 In 2007, this Office recommended reviewing any issues that might be militating against selection of Aboriginal prisoners for placement at Karnet (OICS, 2007b, p. 21). Following the 2010 inspection, when the proportion was around 8.5 per cent, we recommended that the Department *significantly increase* the proportion of Aboriginal prisoners housed at Karnet – to better reflect the proportion of Aboriginal prisoners in the wider prison system (OICS, 2010, p. 30). In 2013, the proportion had increased slightly to 11 per cent. We again recommended that the Department examine ways to increase the number of Aboriginal prisoners at Karnet and other minimum-security facilities. In the eight months prior to the 2016 inspection, the average daily number of Aboriginal prisoners at Karnet was 38, an effective average of 12 per cent.
- 4.10 A lot of good faith policy work may well have been done in this regard over the years. Certainly, we acknowledge the efforts that have gone into identifying Aboriginal prisoners to come to Karnet to participate in the excellent Fairbridge traineeship program, discussed below [see 5.14]. It is an unfortunate reality however, that the outcomes are effectively unchanged. We do regret that we sound like a broken record, but the record is still broken.
- 4.11 As for the population that was residing at Karnet, while employment and training opportunities are available, some evidence of structural disadvantage was found. Noongar men were not represented proportionally at all gratuity levels, across the range of

accommodation and at the majority of work sites. For example, during the inspection period, approximately three per cent of the Aboriginal prisoner population were receiving the highest rate of payment for employed work (level 1 gratuity), whereas again the total prisoner profile earning level 1 was around 20 per cent. Apart from one prisoner working in dairy packaging, no Aboriginal prisoners were working on any of the farm roles which have positive connections to agriculture skills and animal welfare.

- 4.12 This is not only a data point, but something recognised and felt by Aboriginal prisoners themselves who, when given the opportunity to share their experiences with the inspection team, wondered why there were no Aboriginal prisoners working on the farm. Some felt that a number of Aboriginal prisoners with farm labouring backgrounds would be well suited to farm work. In response to our draft report, the Department provided updated employment figures, noting that as of 15 June 2016, three Aboriginal prisoners were employed within dairy packaging, two were working on the farm, and two were working in garden production. This is a notable increase since February 2016, and we are pleased to record this positive development.
- 4.13 While there can be a multitude of factors and reasons behind work placements, this leads us to again highlight effective communication as something that could be improved at Karnet. This is not a criticism of any one party – feedback from prisoners was that communication with officers at Karnet was generally good and respectful. It is rather our view that forums and targeted conversations allowing direct engagement between engaged prisoners and management can improve relations, expand awareness of opportunities, and limit misunderstandings and messages getting mixed ‘through the grapevine’.
- 4.14 In addition to the lack of a representative forum, the Aboriginal Visitor’s Scheme had fallen away (although we were advised they remained on call to assist Karnet on an as-needs basis). While not a matter under Karnet direction, this reduction in services is increasingly distressing for Aboriginal prisoners.
- 4.15 Since the previous inspection, the Aboriginal meeting place had been moved from the grove to beside the PSO office. Unfortunately the new cultural area had no shelter, and was not naturally shaded. During the time of the on-site inspection, with temperatures in the high 30s and low 40s, there was a clear need for some kind of shade or shelter at the cultural area.
- 4.16 Finally there was a perception by peer support prisoners and Aboriginal prisoners that some custodial staff at Karnet struggle with the basic freedom that should be encouraged at Karnet, namely, that unless you have lost certain privileges, you are allowed to be outside your cell (for example, enjoying passive recreation) until 10.00 pm. There is no ability to ‘lock down’ prisoners, but they are required to remain in their cells from 10.00 pm until ‘wake-up’.
- 4.17 Aboriginal prisoners reported their belief that Karnet staff feel threatened by Aboriginal prisoners if they are together in a group, as they are want to be. While we cannot confirm this specifically, we did hear the views of many staff that they believe the Karnet prisoner profile is no longer what they consider to be a ‘true minimum’ security profile, and a

response often heard from them in relation to the challenges they felt was ‘we cannot lock them in’.

- 4.18 Essentially, we would like to see more staff-prisoner engagement in this regard. We encourage Karnet’s Prison Aboriginal Services Committee to continue to focus on the appropriate management and delivery of services to Aboriginal prisoners, in line with the Department’s *Reconciliation Action Plan 2015–2018* (‘the RAP’) (DCS, 2016, p. 8). Strategies to increase the number of Aboriginal staff (currently at approximately 3%), particularly Noongar members of the South-West community, should also be explored. This is in line with the target in the RAP of 7.25 per cent Aboriginal employment by the end of 2018 (DCS, 2016, p. 11).

Chapter 5

PREPARING PRISONERS FOR REINTEGRATION INTO THE COMMUNITY

- 5.1 Karnet’s management team vision is for Karnet to be the centre of excellence in the pre-release, re-entry management of prisoners. This manifests in a number of core areas, including delivering clinical and voluntary treatment programs, education and vocational training opportunities, employment on and off site, and re-entry services which provide post-release support. As we outline below, we found Karnet to be doing very well in the context of the Western Australian custodial estate. It remains a desirable placement for a minimum-security prisoner who is motivated to pursue vocational training, or who wishes to keep busy with useful work during incarceration.
- 5.2 We did not observe significant progress or improvement since the last inspection, however. While we acknowledge the continuing good work, there remains potential to do more, and to become that ‘centre of excellence’.

EDUCATION AND VOCATIONAL TRAINING

- 5.3 Prisoners should be provided with access to programs and services, including education, vocational training and employment, that enable them to develop appropriate skills and abilities to support leading law abiding lives when they return to the community (Standard Guidelines for Corrections in Australia, 2012, p. 30).
- 5.4 Many prisoners have had impoverished educational experiences, particularly those with learning deficits in literacy and numeracy. Consequently, re-engaging with learning inside prison can be a way to make imprisonment a more positive and transformative experience. Outside of the subjects and skills themselves, participating in education as adults can assist prisoners with their social skills and ability to deal with their emotions.
- 5.5 The Karnet Education Centre (‘the Education Centre’) continues to provide a very good level of education and training with a range of nationally accredited and non-accredited courses and traineeships. The substantive team is small, comprising one Campus Manager, two Prisoner Education Coordinators, and one Education Clerk/Traineeship Coordinator. Positively, they were soon to be joined by an Aboriginal Education Worker, who had been recently appointed and was due to commence shortly after the inspection.
- 5.6 The Education Centre was operating effectively, and had a high participation rate relative to the prison population; approximately 40 per cent. Indigenous prisoner participation in education and training was over 50 per cent. At the time of the on-site inspection, there were approximately 20 full-time students, 110 part-time students, and 62 trainees. The education team was cohesive, reported good communication and cooperation with prison management, and continued to plan and provide a well-structured, prisoner-responsive educational and training program. Prisoner-students who spoke with our inspectors were both enthusiastic about their studies and praised the support provided by education staff. We also found commendable the involvement of three peer tutors, who assisted in collating and preparing resources, providing considerable assistance to students and trainers alike. Karnet can be rightly proud of all of this.
- 5.7 In the context of the West Australian custodial estate, the above figures continue to provide a positive story. However, again, it does not reflect a significant improvement

from previous years. In 2010 for example, we reported that 50 traineeships across 25 qualifications had been completed in the previous year, which was acknowledged as outstanding (OICS, 2010, p. 32). Unfortunately the education budget within the Department has been cut considerably in recent years, with a consequent reduction in education delivery.

- 5.8 For example, the Education Centre is closed for 11 weeks of the year, and prisoners can no longer access summer school. State Technical and Further Education (TAFE) college funding cuts absorbed by the Department has resulted in diminished Student Curriculum Hours with a number of partner TAFE colleges.³ This has impacted negatively on the number of courses being able to be offered by the Education Centre. The lack of summer school does not allow already engaged students to continue with their studies either self-paced or face to face. Traditionally, summer school caters to existing students while providing short ‘taster courses’. These short courses are designed to encourage those who may have previously been uncomfortable attending an educational facility and provide them with an opportunity to succeed in education. Short courses (e.g. scaffolding and forklift driving) were in the past a mainstay for Karnet, and allowed students to gain industry knowledge and skills prior to release without having to engage in a long-term traineeship or qualifications that they may not be able to complete. Only eight short courses were planned for delivery throughout the year ahead, and we were disappointed to see this decline.
- 5.9 Operating within a school timetable does not reflect the self-paced competency framework that the Department’s Educational and Training Unit (EVTU) philosophically adheres to and expresses in the Education Centre’s operational plans. We would also like to see some research into how music classes can be incorporated within education offerings, notwithstanding art and music qualifications as such have ceased to be offered in Prison Education Centres.
- 5.10 Lack of technology and space, combined with a limited budget, make it difficult for the Education Centre to increase and expand the training provided to prisoners. We were pleased to see e-readers as a welcome resource being trialled at Karnet. This enables students to take downloaded material and read it in their cells on weekends. The downside is the two-hour battery life that can only be recharged at the Education Centre, meaning self-paced work is limited and often impractical on weekends even for motivated students.
- 5.11 While the library has six computers, these are mostly used by prisoners for legal purposes. We would like to see additional resources directed to an increase in the ratio of computers per prison population, as well as appropriately restricted computer tablets as used in other states. We also would like to see additional resources dedicated towards coordinating and sourcing traineeships, which is currently managed by the same staff member who is primarily responsible for providing administrative support for the Education Centre.

3 For example, Challenger, CY O’Connor and West Coast.

- 5.12 A recent case study in Western Australia found that study in prison unequivocally reduces post-release reoffending and, on average, increases post-release employment (Giles, 2016). The study concluded that the more classes an inmate successfully completes, the less likely they are to reoffend and to access unemployment benefits following release. Such unambiguous findings only serve to underline the importance of continued and expanded investment in correctional education. Following the 2013 inspection of Karnet, this Office recommended that the Department revise the Department-wide budget for education and rehabilitative programs based on detailed population projections, and where necessary seek further funding. While this recommendation was supported in principle, and a budget revision did occur, it ultimately did not result in an increase in educational resources or services. To the contrary, a significant funding cut was imposed on the EVTU in November 2014, requiring changes in delivery at every site and reprioritisation across the system. (For example, a reduced delivery to 41 weeks per year at many sites, including Karnet).
- 5.13 In 2010 we stated that the Education Centre was still too small to cope with the needs of the prisoner group at Karnet (OICS, 2010, p. 33). In 2013 we recommended increasing access to computer and education facilities, as well as stating our view that the growth in traineeships necessitated a need for increased administrative support (OICS, 2013, pp. 37-38). While we understand that investment in other areas was prioritised in recent years due to need (for example the Health Centre, Reception Centre, laundry facilities etc.), we believe the benefits from increased investment of both human and structural educational resources warrant continued focus.

Fairbridge and Aboriginal specific training

- 5.14 The Fairbridge Binjareb Project continues as a fine example of Aboriginal specific training, supporting post-release employment pathways for Aboriginal minimum-security prisoners. Prisoners selected for the 16 week program are transferred to Karnet before commencement, and were accompanied daily from Karnet to Fairbridge Village, approximately 35 km to the south. In the event a prisoner is released to freedom in the final stages of the program, they may continue to graduation while making their own travel arrangements, or alternatively, there are some basic accommodation facilities on site.
- 5.15 Students on the course work towards a Certificate II in Surface Extraction Operations, and gain operator skills in five categories of mobile plant equipment: off-road haulage units ('side-tippers'), water carts, loaders, graders and skid steer ('bobcat'). Importantly, the program was designed by Aboriginal people, and incorporates exploration of Noongar culture and social history. Originally established as an Aboriginal mining industry training and employment program, it is currently transitioning to a broader industry emphasis.
- 5.16 The EVTU are crucial in identifying prisoners suitable for the program and commencing the approval process. Coordination between Fairbridge, the Department, and Karnet appeared to be functioning well, and funding is presently secure for a further three years.

Fairbridge students encountered during the inspection were on week six of their program, and spoke very highly of the opportunity. Staff from this Office also had the opportunity to observe a graduation event for these prisoners at the completion of their course approximately three months later. The pride, empowerment, confidence, and gratitude displayed by the prisoners was extremely encouraging for all observers present. The program is an excellent example of adult learning pedagogy, and it would be valuable to explore opportunities to replicate similar programs across the custodial estate. Indeed, several prisoners and staff at Karnet not directly involved with Fairbridge expressed the wish that other similar programs could be developed.

- 5.17 Of interest, Fairbridge (a charity and Registered Training Organisation) recently engaged Deloitte Access Economics to undertake a cost-benefit analysis based on the first five intakes of the Fairbridge Bindjareb Project, and a draft report was published in February 2016. (Deloitte Access Economics, 2016). Their analysis concluded that for every dollar spent on the program, approximately \$2.49 worth of economic benefits are generated for society. These benefits derived to the community, through lower rates of recidivism, and to the students themselves being provided with crucial employment skills, leading to greater productivity. We would encourage the Department to continue to examine best practices from the Fairbridge Binjareb Project, and try to develop similar opportunities across the custodial estate wherever possible.



Figure 11: Training area, Fairbridge Bindjareb Project. The project is an excellent example of Aboriginal specific training.

EMPLOYMENT AT KARNET

5.18 Karnet is a working farm, and in theory every prisoner is expected to either work full-time or be enrolled in full-time education. Consistent with findings at the previous inspection, Karnet still provides a wide range of meaningful employment opportunities. Primary production (farm, dairy, horticulture, abattoirs) augments traditional prison industries such as kitchen, laundry, cleaning, and gardens/grounds. A Work Location Count was run from the Department's Total Offender Management Solution database ('TOMS') during the on-site inspection, and that snapshot for 12 February 2016 revealed that Karnet was close to its stated goal of full-employment, with only 20 of 316 prisoners marked as 'not working' on that day. This reflected 93.5 per cent engagement in full-time work or study for that particular day. The majority of those unemployed were new arrivals awaiting suitable placement in work (employment requests, interviews, and selections is part of the orientation process).

Balance of employment areas

- 5.19 Karnet is unusual in that all but one of the primary industries and five of the 'traditional' industry work sites are fenced off from the main prison (The perimeter fence was only introduced to Karnet around 2006). Further tightening of departmental security procedures has periodically restricted access to those outer work places, although a Karnet Local Order permits management to approve work 'external to the fence'. Nonetheless, at the time of the inspection, over 60 per cent of the prison population were employed 'inside the fence'.
- 5.20 Over 30 prisoners were employed in the kitchen, to take one positive example, making it the second highest employer. As is the case in many prisons, the kitchen crew do have the capacity to cook slightly higher quality ingredients for themselves, a traditional benefit to the very busy job of working in the prison kitchen full-time. Education records also indicated that in 2015 nine prisoners were enrolled in Certificate II in Kitchen Operations, with good cooperation between the prison and a local TAFE (Polytechnic West). Employment opportunities in hospitality would suggest this is an extremely useful area to combine prison employment and training, which several prisoners were doing.
- 5.21 The industry with the third highest number of workers at the time of the on-site inspection was cleaning. However, this had disproportionately lower gratuity allocations and few apparent advantages. The large number of prisoners employed as either cleaners or unit workers did not compare well with positive findings in 2007 that only 'a handful' of prisoners were employed in 'cleaning or menial tasks' (OICS, 2007b, p. 28).
- 5.22 We feel this is an unfortunate slide for the prison in terms of accessibility of job opportunities in industries and off site. A large number of VSOs felt that in particular, secondary industries outside the secure perimeter (for example, manual trades, maintenance, vehicle maintenance, and skills) had deteriorated since the last inspection. They attributed this both to lower employment levels (due to clearances required to work outside the fence) and budget cuts which had reduced the ability to purchase consumables and materials for prisoners to work and train with.



Figure 12: Prisoners working in the abattoir.

Employment in primary industries

- 5.23 The largest employer at Karnet is the abattoir, which had approximately 50 prison workers at the time of the inspection, including two qualified butchers. Impressively, approximately half of all employees were undertaking related traineeships. Abattoir workers start and finish work earlier than most other industries, which facilitates concurrent engagement in education and training. Observations during operations revealed the abattoir to be an extremely busy, skilled, and efficient workplace with every corner of the facility exploited for meat processing. Although it sits ‘inside the fence’, and thus has a less complicated security process for hires, there is a natural physical limit to how many prisoners can safely and usefully work at this facility. Gratuity allocations in the abattoir were fairly consistent with departmental targets.
- 5.24 ‘Outside the fence’, approximately 15 prisoners were working in the dairy and dairy packaging area, ensuring the continued supply of milk across the West Australian custodial estate. Prisoners working in the dairy proper were clearly benefiting from working in a role monitoring and ensuring animal welfare. The other industry employers were the poultry area (egg production) and general farming, which focused on pasture croppage and silage preparation, as well as animal husbandry. Together these industries employed approximately 17 prisoners. We were pleased to observe acceptable animal welfare standards and to hear from staff that agricultural machinery was felt to be adequate. As an additional positive, Karnet education records indicated very high rates of prisoner enrolment in a Certificate II in Rural Operations throughout 2015.

- 5.25 Finally, the orchards and hydroponics sheds were other agricultural employers. Hydroponic crops included lettuce, aubergine, tomato, and cucumber, and both produce and the shed infrastructure itself looked in excellent condition. Approximately 20 workers were employed in these areas.



Figure 13: Fresh produce growing in one of the hydroponic sheds. Horticulture is an avenue for skilled employment and vocational training at Karnet, as well as contributing fresh produce for consumption.

Employment in secondary industries

- 5.26 Karnet employs prisoners in a number of secondary industries, including manual trades/ cabinet making, maintenance, vehicle shed, skills workshop (welding etc.), and a signage workshop. As indicated above, VSO's believed employment (as well as training) in several of the secondary industries was stagnating, if not decreasing, due to various pressures, including budget and security pressures. There were several areas in which we would have liked to see increased short courses and traineeships, however, there was a feeling among staff that combining goals of 'training, employment and treatment' splintered focus, and hindered Karnet from excelling in any one area.
- 5.27 Infrastructure was below standard. Whereas metropolitan prisons – and indeed recently constructed regional facilities – equated to contemporary 'light industrial area' building style, Karnet industries workshops more resembled mid-twentieth century outer rural infrastructure. The skills workshop, for example, was not big enough to permit repair of large farm equipment. Across a number of industries, there was a concern that many

prisoners were not at Karnet long enough to complete skilled certification, for example, in vehicle maintenance, or formal structural welding.

- 5.28 In October 2015, the Economic Regulation Authority of Western Australia (ERA), in the context of its inquiry into the efficiency and performance of Western Australian prisons, recommended that the Department undertake a ‘rigorous cost-benefit analysis of prison industries.’ They took the view that the Department should only continue those industries ‘where it can be demonstrated that the benefits outweigh the costs and the net benefits exceed those of alternative activities’ (ERA, 2015, p. 132). While a significant amount of important maintenance work is carried out by crews around the prison, a lot of other ‘hobby’ work is performed, for example, repairing or restoring items provided by community groups or staff. It would be preferable to see less ‘hobby workshop’ activity, and more meaningful activity perhaps through community partnerships. Unfortunately, we heard some staff share their views that the type of skilled training work which could count towards industry certification could not be contemplated, due to budget pressures on sourcing appropriate materials. Certainly, targeted resources would be required to reinvigorate this area, and maximise training opportunities through industry work experience.

Employment off site

- 5.29 Karnet traditionally undertakes a wide range of work in the community, with prisoners who have been granted approval under Section 95 of the *Prisons Act 1981* (WA) (‘Section 95’) to work outside the prison. The excellent work carried out under this scheme has long been a ‘feather in the cap’ for Karnet, assisting in maintaining a positive profile for the prison in the community.
- 5.30 One of Karnet’s long-term Section 95 partners in the community is the Kaarakin Black Cockatoo Conservation Centre, situated in the suburb of Martin in the Perth Hills. The Centre is a non-profit organisation that rescues injured and orphaned black cockatoos, and engages the community on conservation action. Prisoners have been involved in construction and maintenance at the centre for approximately seven years, and it was at the time of the inspection a regular Section 95 workplace. Over the years prisoners have constructed aviaries, flight cages, a large dingo enclosure complete with ‘Sky Bridge’, and most recently, a classroom that was destined for use by visiting school groups. In addition to structural improvements, substantial earthworks, concrete paths, stone retaining walls and the like had been constructed across the site. The use of the bobcat counted towards hours for skid steer certification. This continues to be an impressive example of prisoners putting skills towards valuable community projects.
- 5.31 Additionally, Section 95 teams had recently been called on to assist with emergency firefighting. Both Section 95 VSOs at Karnet are fire officers, and several Section 95 team members were trained in basic firefighting. During the serious Waroona and Yarloop bushfires in January 2016, prisoners put in many long days helping load water bombers at the Dwellingup airstrip. This work was quite rightly recognised by the Minister for Corrective Services in related media, as an example of prisoners gaining pride and satisfaction through valuable service to the community.



Figure 14: Large dingo enclosure at the Kaarakin Black Cockatoo Conservation Centre, located approximately 30 km south-east of Perth CBD. This was constructed by prisoners from Karnet, who have performed considerable productive work for Kaarakin over the years.

- 5.32 Again, the above work is something of which Karnet staff and prisoners may be proud. We would, however, expect more prisoners to be engaged in these roles. This Office has always believed that a larger number of prisoners at Karnet should be able to access Section 95 work to ensure they have more opportunities to get out into the community before they are released. In 2007, we noted that typically only six to seven prisoners were leaving in a single work party on any one day, which was considered too low for a pre-release facility. We recommended at that time that the Department and Karnet consult with stakeholders to identify opportunities to extend the program, including the possible creation of a work camp or mobile work camps (OICS, 2007b, p. 31). In 2010, when there were only about 12 prisoners involved in community work at any one time, we again recommended expanding the community work program and creating a work camp attached to Karnet (OICS, 2010, p. 9).
- 5.33 While the establishment of a work camp for Karnet was not pursued, we observed a positive development in 2013, as a second Section 95 VSO position had been created to run Section 95 programs. Each VSO was in charge of two teams, one of which worked supervised, and the other unsupervised. This had effectively doubled the number of teams. Nevertheless, during the 2016 on-site inspection we found only six prisoners employed on the Section 95 teams. These numbers appeared to have regressed to levels

we were seeing nearly a decade ago, when the prisoner population was less than 200. This was disappointing.

- 5.34 We heard that prisoners found it a disincentive to leave their current workplaces to join a Section 95 team in their final months at Karnet, due to the operation of the gratuities profiles in prisons, where prisoners revert to the lowest pay grade when they leave one workplace and start another. Given the clear and undisputed benefits to prisoners and the community of Section 95 work, for a pre-release facility, a concerted effort must be made to restore community work as a prominent employment prospect for Karnet prisoners.
- 5.35 We were also informed that Section 95 processes were an issue under active review at the time of the inspection. A satisfactory resolution of this issue for re-entry facilities appears to be well overdue. Following the Wooroloo inspection in May 2015, the Inspector recommended that the Department ensure that the assessments of prisoners for external activities are conducted quickly and that the process complements the operations and philosophy of Wooroloo as a re-entry prison (OICS, 2015a, p. 14). In response, the Department confirmed that a review of Section 95 processes ‘had commenced’, and that a ‘streamlined risk mitigation process’ would ‘reduce the time for approval taken.’ It also stated that an ‘updated approach’ was being established to streamline the assessment process and complement the mission, vision, and values of the Department.
- 5.36 Following the inspection of Pardelup Prison Farm in October 2015, this Office recommended that the Department simplify its assessment and qualification pathway for placement at work camps, while effectively managing its risk. In response, the Department stated that it was developing a ‘revised and validated Assessment and Classification process as part of the Integrated and Individualised Offender Management Framework’ (OICS, 2016b, p. 61).
- 5.37 Karnet appeared to have been particularly hard hit by these changing security processes for Section 95 clearances. There appeared to be limited capacity in the Department to resource the new processes required, leading to backlogs. We were also concerned at suggestions that the process was not standardised across all prisons, and by an apparent lack of clarity. Prisoners and facilities would benefit from some resolution and clarity in this regard.

Recommendation 11:

Finalise the review of Section 95 assessment processes promptly, and expedite implementation of any revised procedures.

Employment services

- 5.38 The Employment Coordinator at Karnet provided employment services to all prisoners, including referral to skills courses, assistance with jobseeking, making employment information available to prisoners, and organising employment expos and presentations by employers or industry representatives. In addition, prisoners due for release were also provided useful information about registering for jobseeking services. It was an extensive workload, considering the lack of full-time administrative support, and the absence of a dedicated driver for external job-related activities.

- 5.39 The Prisoner Employment Program (PEP) was intended to enhance minimum-security prisoners' prospects of gaining paid employment following release from prison and included work experience, vocational training, university attendance, activities relating to seeking employment, and paid employment (DCSb). A number of prisoners at Karnet were involved in a variety of jobseeking and job skills activities and courses under PEP. Likewise, a number of employer and industry visits and presentations were scheduled and had recently taken place.
- 5.40 The paid employment program has become quite difficult to secure however. Obtaining approval for PEP is complex and time-consuming, with several layers of Department review. Further, as Karnet is situated away from public transport and dedicated PEP transport is not available, participating prisoners are required to have access to a comprehensively insured and registered private vehicle. This is another limiting factor. Three Karnet prisoners accessed paid employment under PEP in 2015 and were able to accumulate substantial savings before their release from prison. During this employment, they also contributed towards their 'board' to the Department at the rate of \$120 per week. Financial security on release can be hugely beneficial to prisoners seeking to reintegrate into the community. Unfortunately, no prisoners were accessing paid employment under PEP at the time of the inspection.

PRISONER TREATMENT PROGRAMS, CASE MANAGEMENT AND PREPARATION FOR RELEASE

- 5.41 The return to prison (recidivism) rate for Karnet for 2015 was 29.18 per cent, almost unchanged from the figure of 28.93 per cent during the last inspection (OICS, 2013, p. 31). This result ranks Karnet as the fourth best in the state (behind Pardelup Prison Farm, Boronia Pre-release Centre, and Wandoo Reintegration Facility). While this continues to reflect well on the rehabilitation of prisoners at Karnet, average recidivism rates have improved across the state since the last inspection (from approximately 45% to approximately 37%), whereas Karnet's remained effectively the same. While there was no suggestion from our inspection that rehabilitation and re-entry services have declined at Karnet, we would primarily caution against complacency, and recommend ongoing consideration of new strategies to improve resettlement outcomes.

Treatment programs

- 5.42 Following a conviction and imposition of a term of imprisonment, prisoners are assessed for their offending treatment needs. Karnet had a diverse range of offender programs addressing a number of particular offending needs at various levels of intensity [see Table 1]. These were mainly serviced by the Department's South Metro Programs Delivery Unit, which also contracted non-government agencies to assist with delivery. Program facilitators were well qualified and new facilitators were effectively mentored by more experienced co-facilitators and their supervisors.
- 5.43 The Department had established a good programs delivery facility at Karnet comprising eight program rooms and four staff computer stations. While security for facilitators had improved, there were still some infrastructure issues needing attention. The rooms lacked

PREPARING PRISONERS FOR REINTEGRATION INTO THE COMMUNITY

sound proofing and basic audio visual technology both of which compromised program delivery. Rooms were shared which made it difficult with programs where course materials and participant findings were supposed to be posted and left on walls. These issues touch on prisoner privacy and comfort between different cohorts.

Table 1: Offender programs at Karnet Prison Farm - 2015 to 2016

Type	Program	Provider	Availability
Consequential thinking	Think First	DCS Cognitive Skill Unit (delivered by prison officer)	2015: 3 groups 2016: 4 scheduled
Consequential thinking	Think First (Sex Offenders)	DCS Cognitive Skill Unit (delivered by prison officer)	2015: 1 group 2016: nil scheduled
General offending	Medium Intensity Program	Communicare	2015: 1 group 2016: 1 scheduled
Sex offending	Sex Offending Medium Program	DCS South Metro Programs Delivery Unit	2015: 2 groups 2016: 2 scheduled
Sex offending	Sex Offending Denier's Program	DCS South Metro Programs Delivery Unit	2015: 1 group (finished late) 2016: 1 scheduled
Violence	Stopping Family Violence	DCS South Metro Programs Delivery Unit	2015: 1 group 2016: 1 scheduled
Addictions	Pathways	DCS South Metro Programs Delivery Unit and Holyoake	2015: 10 groups 2016: 9 scheduled
Violence	Violent Offender Treatment Program	DCS South Metro Programs Delivery Unit (program facilitator and prison officer)	2015: 1 group 2016: 1 scheduled
Sex offending	Sex Offending Intensive Program	DCS South Metro Programs Delivery Unit	2015: 1 group 2016: 1 scheduled

5.44 Inspectors met with two groups of prisoners who had just completed programs. Those who had completed Pathways, an addictions treatment program, were very positive about the gains they had made in their course and the concrete steps they intended to make to establish and maintain a positive lifestyle after release. A graduation ceremony had been organised by the prison on a day when family and close friends could attend where each participant spoke about aspects of their journey, what the program meant to them, and seeking support in the difficult transition they would be making back into the

community. This kind of recognition and support is an important part of a genuine rehabilitative journey.

- 5.45 We also met with prisoners who had completed a Sex Offender Denier’s Program (the ‘denier’s program’). This program is provided for people who categorically deny committing the sex crime of which they were convicted. While the program cannot reflect on those crimes, it did give participants the opportunity to reflect on aspects of their lives, personalities, relationships, thought processes, and circumstances that put them in problematic positions and equipped them to take greater charge of their lives and prevent any future transgressions. We were struck by the degree of personal change these men reported in their thinking and outlook.

Program availability

- 5.46 The prisoners we encountered who had completed programs were positive about what it meant for them and their future. By contrast, a good many others were frustrated and angry about the lack of program availability at Karnet. It was a source of complaint reflected in the pre-inspection survey, as well as an issue shared with us during the inspection. Not only are treatment programs an integral aspect of in-prison rehabilitation *per se*, program completion impacts on eligibility for other opportunities including community reintegration as discussed above, for example, PEP and Section 95.
- 5.47 Before transfer to Karnet, sentenced prisoners are assessed for their ‘treatment needs’, meaning the type and intensity of programs considered likely to reduce their risk of reoffending. They could be assessed as requiring one, two, or three programs prior to their earliest eligibility date (EED) for release on parole. A large minority found they were unable to complete them before their parole date, usually due to program availability. A review of data from the Department’s TOMS database as at 2 February 2016 confirmed that a timely program was not available in 43 cases.
- 5.48 Some prisoners were able to take one or two programs before their EED for parole, but not all. Others found that the next program in which a space was available was well after their possible release date; in some cases they had been told there was no vacancy for two or three years. In some cases prisoners were booked into programs that finished after their EED, which usually meant the Prisoners Review Board would delay consideration of their release on parole. There was resentment and lack of understanding when more recently sentenced prisoners would sometimes gain places in a course ahead of a prisoner assessed some time before.
- 5.49 This issue was not new, having been raised in our previous inspection report where we recommended that the Department ensure that programs are delivered prior to the deadline for prisoners’ parole applications (OICS, 2013, p. 34). In part, this situation reflected an imperfect system of initial treatment assessment (prior to prisoner transfer to Karnet) rather than program delivery. That system was replaced in 2015 by a new ‘risk based’ assessment system which is intended to better match individual need and risk level with programs of appropriate type and intensity. However, in implementing the new

system, there were significant delays which had impacted prisoner access to treatment programs within the time allowed by their sentences. We expect to see this issue turnaround somewhat through 2016 and 2017, provided the Department commits to an ongoing and sustained focus towards achieving this end.

Voluntary programs

5.50 Karnet also hosted a limited number of programs that offer to assist prisoners to address issues related to their offending in which participation is voluntary. Both *Reach for Life* and *Alternatives to Violence*, for example, provided quite profound opportunities for prisoners to reflect on their criminality and build new skills that are complementary to traditional offender programs. Alcoholics Anonymous and Narcotics Anonymous meet regularly, and individual drug and alcohol throughcare services are provided by Holyoake and Cyrenian House. Notwithstanding these services, some prisoners still expressed a desire for more drug and alcohol programs or therapy, such as residential rehabilitation within the prison, and better access to residential rehabilitation on release.

Case management at Karnet

5.51 We found the small assessments team at Karnet to be up-to-date with its core work (applications for Reintegration Leave (RIL) and PEP, Parole Review Reports, and Classification Reviews). They also directly case manage a number of more complex cases, such as those on RIL and resocialisation programs, mentally impaired defendants, other intellectually disabled prisoners, and prisoners held on a rolling review cycle having been classified by the court as a dangerous sex offender.

5.52 The case conference is the prison's primary decision-making body for making recommendations about applications for RIL, PEP and other matters. The prisoner attends and is informed of the recommendation of assessment staff, and has a chance to respond. At Karnet the case conference is chaired by the Assistant Superintendent Operations (ASO).

5.53 The inspection highlighted two issues relating to this process at Karnet. The first concerned prisoners who had completed the denier's program. As outlined in the Department's Offender Services Programs Guide Version 4, the denier's program targets individuals who deny committing sexual offences. The Programs Guide further states that:

This program uses a modified format to address evidence based criminogenic needs of sexual offenders in a group format. ...It is not intended to change the stance of denial, rather to work with offenders to minimise risk of future offending through planning for the future.

5.54 In a case conference observed by this Office, two prisoners who had completed the denier's program were told they would not be recommended for RIL on the basis that they had still not admitted their offence, therefore their risk of reoffending had not been reduced. That thinking is flawed. The deniers program is a sex offender treatment program, and its completion, insofar as the facilitators report confirms that treatment gains are made, is believed to reduce the recidivism risk. Further, as one Karnet prisoner

who had completed the denier’s program had recently succeeded in appealing a decision not to grant RIL, some reconsideration of the ‘business as usual’ approach is warranted. Of course close attention to community safety around accommodation and child contact issues is an essential consideration for such offenders, and may be insurmountable in some cases. But sex offenders, like other prisoners, need the opportunity to strengthen their family and community ties and find work in order to increase their prospects of successful reintegration. Furthermore, not taking completion of such programs into account could affect prisoner motivation to participate.

Recommendation 12:

The Department should ensure that all staff involved in conducting risk assessments for rehabilitative privileges (such as Reintegration Leave and the Prisoner Employment Program) have received information and guidance as to the stated intention of the Sex Offender Denier’s Program, and how facilitator reports of treatment gains should be regarded.

- 5.55 The second issue was that details of prisoner participation in case conferences were not all recorded. While we observed actual prisoner participation in the conference, appropriately facilitated in accordance with the custodial rules, we believe that case conference minutes should explicitly record both their presence and any issues raised by the prisoner, including objections or consent. The relevant custodial rule emphasises the role of the case conference as an opportunity for input by prisoners (DCSa, pp. 26–27). Prisoners are to be encouraged to provide verbal and or written representation during the development of their Individual Management Plan (IMP) and at case conference. Recommendations and decisions are to be expressed in terminology that the prisoner is likely to understand, and prisoner advocates are to be provided for prisoners unable to communicate on their own behalf. Given this emphasis on prisoner participation, it seems appropriate to ensure that case conference minutes record whether a prisoner is present, whether they raised any issues, and whether they consented to the decision that was made, or proposed.

Recommendation 13:

Ensure case conference minutes record all relevant details of prisoners’ participation.

Preparation for release

- 5.56 As anticipated, resettlement services generally work well at Karnet. This includes the regular presence of a Community Corrections Officer, the efforts of the Transition Manager, Assessments, Employment Coordinator and Peer Support, and engagement by many with re-entry services such as Outcare, Uniting Care West (UCW), Cyrenian House and Holyoake. Indeed, preparation in offender programs, voluntary programs, work experience, education, training and employment services all contribute to effective resettlement by many in the community. The maturity, life experience, work experience

and personal and family networks of many Karnet prisoners reduced the burden on re-entry services, and favourable visits experienced during incarceration also help maintain supportive networks of family and friends. We found that some prisoners were still missing the opportunity to have an initial contact with re-entry services, which may provide an additional key support on release. We also found that information sharing between the Department and agencies involved in providing re-entry services was still lacking.

Re-entry services

- 5.57 Prisoners were introduced to the Transition Manager as part of their orientation tour by a peer support prisoner, and prisoners could seek assistance on a wide variety of issues in preparing for their release. This included obtaining identification documents, establishing a bank account, dealing with outstanding fines, making contact with Centrelink, accessing accommodation services, or accessing drug and alcohol throughcare services. Prior to the on-site inspection, we surveyed prisoners on the help they had received in relation to getting a driver's licence or other identification documentation, finding accommodation and accessing a re-entry worker (e.g. Outcare or UCW). Of the prisoners who responded to the pre-inspection survey, at least three-quarters were either happy with the help received, or reported not requiring the service. Although these specific areas had not been surveyed by this Office at the previous inspection to provide a comparison, we believe these are generally quite positive results. Satisfaction with assistance regarding parole or finding a work or training placement was lower.
- 5.58 Outcare is contracted by the Department to provide a range of re-entry services to Karnet prisoners, re-entry support six months pre-release and 12 months post-release, as well as accommodation services and lifeskills courses. It is separately funded to provide more intensive Aboriginal throughcare, which includes mentoring and employment skills. While these services were well-coordinated through Karnet, information sharing with the Department was still limited to monthly contact records. We reviewed records in the month before the inspection, which indicated that prisoners met with Outcare staff on just 54 of the 102 occasions on which they were called up for an appointment. It is not clear how many of these prisoners were uncontactable in their work environment or unable to leave an essential program or medical appointment, and how many chose not to attend. Nevertheless these appointments are important and the prison should consider whether there are opportunities to improve at least initial contact with such agencies.
- 5.59 Drug and alcohol throughcare services are provided by Holyoake and Cyrenian House, and they continue to offer pre and post-release counselling and support in relation to addictions, a major issue in the lives of many prisoners. A few prisoners felt they needed to be in a residential treatment program on release, but the application and assessment processes were onerous and almost impossible while in prison. At the time of the inspection transition managers from Karnet and other facilities were involved in a forum with some of these agencies to discuss these questions.

Long termers and complex cases

- 5.60 The inspection found that Karnet also effectively administered release and resocialisation programs for prisoners held on life sentences, and other complex cases. At the time of the inspection Karnet held seven prisoners with life or indefinite sentences, one held indefinitely as a mentally impaired defendant, and one declared a dangerous sex offender whose continued imprisonment was subject to annual review by the Supreme Court. Where a Resocialisation Program (RSP) is approved, pursuant to the *Sentence Administration Regulations 2003*, a prisoner will be transferred to a minimum-security facility like Karnet where they undertake a graduated series of activities to develop their lifeskills, facilitate their reintegration with family, and develop their education and employment skills to support their safe and effective return to life in the community over some 12–18 months. RSPs are very intensive to develop and administer and involve a number of staff, including operational staff, assessment staff, education staff, prison counsellors, transition managers, employment coordinators and Community Corrections Officers. There were five releases from Karnet in 2015 and 2016 following successful RSPs.
- 5.61 The only area we would highlight for attention concerns the lack of process for sharing information between the Department and UCW, who are contracted by the Department to provide pre and post-release support in these complex cases. For example, UCW staff are entirely reliant on the prisoner to tell them about their crimes, their prison behaviour, and their health and mental health status. For these more serious and high risk offenders, this is insufficient.

Chapter 6

ADMINISTRATION AND SECURITY

FARMING BUDGET AND PLANNING

- 6.1 Karnet operates the main primary production industries for the statewide prison system, and as such it is central to the food supply chain. This Office has long believed that the Department should allocate a separate farming budget to Karnet for production related activities (OICS, 2010, p. 10, OICS, 2013, pp. 6-7). Positively, a separate budget code had recently been adopted for the three farms (Karnet, Pardelup, and Wooroloo), and an individual project code for each farm within that. 2016–2017 should be the first full financial year with the new system in place. We expect over time this more specific financial information will greatly assist decision-making regarding strategic management and investment into prison primary production activities.
- 6.2 In October 2015 our Office conducted an inspection of Pardelup Prison Farm. The first recommendation resulting from this inspection was that the Department should undertake a cost-benefit analysis of agricultural production at its prisons (including of course Karnet), to ensure that economic data is available to inform the development of coordinated agricultural industries planning across the estate (OICS, 2016b). This was supported by an agricultural economist contracted by the Office to provide independent expertise during the Pardelup inspection.
- 6.3 While this report does not propose to cover the same territory as the above, we do reiterate the above recommendation to the Department, noting that it covers agricultural production at all prisons. Karnet is the Department’s principal producer of eggs, milk, and meat products for internal consumption. Karnet was also the primary producer of products such as cucumber, lettuce, pumpkin, plum, and mandarins in 2014–2015. It is a key asset for the Department and an extremely productive and skilled area of prison employment. We tend to agree with the proposal that was mooted at Karnet to conduct an independent review of the three farms. Such a review would aim to estimate the potential and capacity of the Department’s existing landholdings for the provision of food products against future prison population. In addition it would aim to assess current farm productivity against industry standards, with a view to identifying potential efficiencies or savings between the three farms. It could also assist to better determine the enterprise mix at the three farms, set benchmarks, and improve profitability.
- 6.4 While the Department does already have a five year strategic farm management plan for 2014–2019 it is already perhaps in need of revision. The Five Year Plan defined the purpose of the three prison farms as the cost-effective provision of agricultural produce to the custodial estate, while providing meaningful employment, education, and training to offenders to assist their successful reintegration into the community after release. It also sets out prisoner population projections to 2019, together with anticipated cattle, sheep, milk, and egg consumption across the estate, and gives general developmental direction for each of the three prison farms. One of the key features of the Five Year Plan for Karnet was the planning and construction of a new abattoir, originally slated to commence in 2015–2016. Another feature was the planning and construction of a new egg layer shed, with a view to increasing egg production capacity to meet rising demand. This was originally slated to commence in 2014–2015, but is still pending. The shelving

and/or delay of these projects (due to budget constraints), in conjunction with a rapidly increasing prisoner population, suggests it may be timely to at least revise and update this plan. Even more so if the recommended independent cost-benefit analysis of agricultural production at prisons is not pursued.



Figure 15: Karnet is the Department's principal producer of milk for internal consumption. Prisoners working in the dairy benefit from working in a role monitoring and ensuring animal welfare.

MANAGEMENT AND STAFFING

6.5 In 2013, we found a senior management team that was relatively strong and stable, with a number of positions having been permanently appointed not long before. While this team was in place for some time after 2013, by the 2016 inspection we found several new faces. The only substantive officers still in place were the Superintendent and the Business Manager. All others were acting in their roles, either due to resignations or secondments of prior occupants in 2015. It is then a period of transition, although we acknowledge that the Superintendent acted to ensure positions were filled as soon as possible, ensuring no key roles suffered extended absences.

Staffing

6.6 It was our observation that the very small team comprising the administration at Karnet were both productive and hardworking in an environment of limited resources. New personnel and purchasing systems are expected to be implemented across the Department in 2016, and should hopefully reduce the significant workload caused by high levels of manual data entry.

- 6.7 In 2013, we recommended that the number of administrative staff across Karnet’s business areas should be supplemented in order to match the increase in (uniformed) staff and the increased prisoner populations. This recommendation was supported by the Department at the time, in the context of a Public Service Review into level 1–7 positions across the custodial estate. Unfortunately however, it does not appear that Karnet has received any benefit or increased capacity as a result of this review. While the review developed a framework by which future business cases for additional staff should be developed, an actual, thorough assessment of demand and workload for administration at Karnet is still warranted, and overdue.
- 6.8 Considering factors such as Karnet’s budget (the third biggest in the state), the variety of complex facilities and infrastructure managed, and both the current numbers and potential for increased numbers of prisoners participating in traineeships at Karnet, we would again recommend a thorough analysis of demand and workload for Karnet administration. In our view, some consideration should be given to facilities management, finance and human resources, and the management and coordination of traineeships.

Recommendation 14:

Increase the number of administrative support staff at Karnet in line with prison workload.

Training

- 6.9 Training of prison staff throughout Western Australia is centrally coordinated by the Corrective Services Academy in Bentley (‘the Academy’). Each prison is assigned a training officer from the Academy to manage and deliver training on site. Detailed records revealed that the Satellite Training Officer (STO) had been in place at Karnet until not long before the inspection. An extended absence of an STO leading up to the inspection had presented an initial challenge in ensuring staff had core training up-to-date, and some scrambling was required. However, the issue was identified as a priority and action taken relatively quickly at Karnet. During the on-site inspection, some staff expressed uncertainty as to ‘how to find out’ whether their compulsory training was up-to-date in the absence of the STO. At the same time, the Academy did not appear pro-active in identifying and communicating when officers’ qualifications expire. This was reflective again of strained or less than ideal communication across staffing groups, improvement of which is a two-way responsibility in our view.

Communication and dispute resolution

- 6.10 Communication between senior management and representatives of the WA Prison Officers Union of Workers Inc. (WAPOU) had been clearly strained in the year prior to this inspection, as a consequence of disputes over staffing levels and redeployments. Forty-two disputes relating to Karnet were lodged by WAPOU between April 2014 and July 2015. This represented nearly three-quarters of all disputes lodged by WAPOU in that time period (ERA, 2015, p. 89). This is a stunning figure for a minimum-security facility with the relative advantages of Karnet. Thirty-four of those disputes at Karnet were raised in the three month period between May and July 2015 (ERA, 2015, p. 81).

It is difficult to believe that constructive good faith dialogue was exhausted by the parties prior to filing a dispute in all of these instances.

- 6.11 Both parties acknowledged that for the previous year the Local Consultative Committee (LCC), a group comprising management and union representatives, had not been meeting at least monthly, which is the standard set by the relevant enterprise agreement. The stated purpose of LCCs is to ‘facilitate communication and consultation regarding workplace issues with a view to resolution at a local level’. While we heard quite differing perspectives from union representatives and management as to why the LCC had not been meeting, we would simply note that good faith efforts will be required by both parties as they move forward. We also heard expressions from some staff regarding a lack of faith in the grievance process, for example. We hope that the new staffing level agreement, which was being negotiated at the time of the on-site inspection, will provide an opportunity for open and constructive discussions between staff and management.
- 6.12 Finally we would note that there appeared to be limited legal and industrial support from Head Office to Karnet regarding this period of disproportionately high dispute. There are real and measurable costs to such lack of support. Following a recommendation from the Industrial Commission to maintain full staffing until new staffing and deployment agreements could be finalised between the parties, Karnet’s overtime costs increased considerably from October 2015 to January 2016.

Recommendation 15:

The Department should provide improved legal and industrial support to prisons involved in industrial disputes.

SECURITY

Relational security

- 6.13 Relational (dynamic) security is arguably the most important element of an effective, humane, and safe custodial environment. It is imperative at a semirural, minimum-security environment such as Karnet, where physical security barriers alone cannot completely eliminate the risk of contraband or violence within prison grounds. While prison staff at Karnet appear to have good relationships with prisoners, relational security can and should be improved.
- 6.14 During the inspection we saw friendly and respectful interactions. Ninety per cent of the prisoners who responded to the pre-inspection survey reported that they mostly feel safe at Karnet, which was similar to the results from the previous inspection. We also did not see or hear from any prisoners about bullying during the on-site inspection. Officers’ perception was different, however. They suspected bullying of sex offenders was taking place in communal areas around the prison, for example the gym and the canteen. The perception of bullying is perhaps not entirely unexpected, because the prison has a large number of sex offenders, the traditional targets of bullying prisoners.

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- 6.15 Staff expressed concern both during the inspection and in the pre-inspection survey that prisoners were arriving at Karnet still requiring intensive treatment programs, which many considered unacceptable, and fed into the perception that they were not ‘true minimum-security’ prisoners. While the bullying issue raised by staff reflected their proper concern for prisoner welfare, we were struck by the sense of powerlessness conveyed by the officers to pin down the specifics of the problem and to take action to resolve the problem, despite this being a core function of a prison officer.
- 6.16 Several staff expressed the view that they were unsupported by management in this and other areas. Some female staff, for example, took to wearing a chemical agent on their person at all times, due to perceived risk from sex offenders who allegedly displayed what they interpreted as predatory behaviour towards them. This is contrary to the atmosphere of trust and responsibility that is critical to a minimum-security prison. Officers need to feel supported to come up with safer and less provocative solutions. In response to our draft report, the Department stressed that the Superintendent was not aware of any female officer seeking permission to wear or indeed wearing chemical agent on their person, prior to the issue being raised during the inspection. The Department also stressed its position that such perceived safety issues should be reported immediately by the officer(s) concerned.⁴
- 6.17 Karnet records indicated that an incident that occurred in March 2014 was the first assault on an officer in over 20 years, so it may be that officers experienced such an event at a heightened collective level. Through improved relational security, officers may be better able to understand the nature and extent of bullying among prisoners, and be better equipped to deal with any issues that do exist. Some suggestions were put forward to the inspection team that may warrant further consideration, including:
- training for staff using role plays and small scenarios, focusing on effective communication and de-escalation
 - creation of a security liaison team within the prison officer group
 - reassess whether officers who primarily work nightshifts have lost skills in relating effectively with prisoners
 - clarifying how information needs to be analysed and shared so that it becomes useful intelligence

Procedural security

- 6.18 Many standard aspects of procedural security at Karnet are carried out, though the risk of complacency always needs to be guarded against. We saw some evidence that some aspects of procedural security could be tightened.
- 6.19 In the pre-inspection survey, the (relative) “freedom” at Karnet was most highly ranked by prisoner as one of the “good things” about the prison, together with the recreation centre. Karnet’s prisoners and staff should enjoy the prison’s relaxed

⁴ The Department also took the view that our Office should identify individuals and provide sufficient details if it is believed that a staff member’s safety is at risk. While we declined to identify any individuals, it should be stated that our Office had not formed any view as to whether the staff member’s safety was at risk, but was rather highlighting the action apparently taken by a staff member, in response to perceived risk.

atmosphere. Nevertheless procedural security is important in any prison, and with one escape each year since the past inspection, staff must resist complacency about security procedures.

- 6.20 Officers were appropriately monitoring calls and mail, conducting searches and security audits, and responded well to our unannounced test of the personal alarm system. However, not all procedures were followed as closely as expected, including: control room left unsecured, inadequate vehicle searches, and failing to ensure all staff are searched as required. We also noted a lack of organisation or systems to ensure that tools and supplies could be accounted for, and some resistance to imposing any such systems.

Synthetic cannabis

- 6.21 The biggest challenge to procedural security at Karnet since the previous inspection relates to the difficulty in detecting and managing prisoners' use of synthetic cannabis. Colloquially known as 'kronic', synthetic cannabis is a challenge for prisons. It became illegal in Western Australia in 2011, but is reported to be easily purchased in the community. The product has dangerous and unpredictable side effects, as its chemical compounds are both largely unknown to the user, and often change. Synthetic cannabis has no strong scent and is not tested as part of standard substance testing in prisons, making it easier to traffic and an attractive option for prisoners.
- 6.22 In the weeks leading up to the inspection, Karnet was struggling with a wave of use among its prisoners. A review of all incident reports at Karnet for that month found that 14 of 44 reports related to the use of synthetic cannabis. More than one of these instances involved multiple prisoners found under the influence. In just one night in late January, prison officers found nine prisoners under the influence of what they suspected to be synthetic cannabis. This particular incident spurred the prison to dramatically revise the way it approached the issue.
- 6.23 Previously, the prison was at something of a loss as to what to do. Because the prison could not test for synthetic cannabis, there was little evidence to support prosecution of prisoners for illicit substances, which is a serious or aggravated offence that can see a prisoner lose their minimum-security rating. At best, Karnet could lay charges for a minor prison offence, such as behaving in a disorderly manner. Prisoners found guilty of minor charges only faced relatively minor punishments, such as a loss of gratuities for a few days. The threat of a minor prison charge did not seem to be an effective deterrent to curb prisoners' use of synthetic cannabis.
- 6.24 Further, officers who worked nightshift were particularly concerned about this development. There are no medical staff on site at Karnet overnight, leaving a small group of nightshift officers responsible for the health, safety, and security of prisoners, including those who may have used synthetic cannabis with unpredictable side effects. An on call doctor is available to provide telephone advice; however, such advice is often to call an ambulance, and having a prisoner taken off site by ambulance requires a two officer escort, which strained staffing levels at night.

6.25 After the incident involving nine prisoners, Karnet stepped up its attempts to manage synthetic cannabis. Most of the prisoners involved in that specific incident were sent out to other, higher security prisons on 28 day ‘management transfers’. These transfers are meant to be used as a strategy to help prisons maintain good order while investigating incidents. However, sending prisoners from minimum to higher security prisons can also have a deterrent effect. In the week between the incident and our inspection, there were no further incidents of synthetic cannabis use at Karnet. The new Assistant Superintendent Security was investigating strategies in coordination with the Drug Detection Unit and Special Operations Group in head office, and the ASO was also working on revising the prison’s drug management strategy to incorporate synthetic cannabis and provide more information to staff about the substance and its risk.

Drug Management Strategy

6.26 Karnet does have a drug management strategy, which it was in the process of revising at the time of the inspection. The strategy takes a traditional, three-pronged approach: reduction of supply, reduction of demand, and reduction of harm.

6.27 The strategy focuses heavily on reducing the supply of drugs, particularly the methods used to deter and detect drug trafficking, and how prisoners will be punished if found to have used drugs. The strategy uses a three strike approach to punishing prisoners for drug use. If a prisoner returns a positive drug test result, they are regressed to a basic management regime. This means they temporarily lose privileges including restrictions on visits. Prisoners who have tested positive for drug use three times may be moved to another prison for 28 days and lose privileges for a longer period.

6.28 Reduction of demand is a much smaller part of the strategy. The ongoing review of the drug management strategy should be conducted in collaboration with health services, and incorporate more drug education, treatment, and harm minimisation strategies. It is particularly important to have strong demand reduction and harm minimisation strategies in minimum-security prison that releases large numbers of prisoners back into the community.

Recommendation 16:

Karnet should review its drug management strategy in collaboration with health services and incorporate more drug education, treatment and genuine harm minimisation strategies.

Discipline and punishment

6.29 Prisoners who misbehave in a prison may be charged with a disciplinary offence under Section 69 or Section 70 of the *Prisons Act 1981* (WA). As a minimum-security prison with relatively few disciplinary offences, Karnet has reasonable facilities and processes for managing discipline and punishment. It has a clean and quiet court room for hearing charges and office space for the prosecutor. If a prisoner is found guilty of a minor charge, the prisoner may lose certain privileges. If found guilty of an aggravated offence, he may be transferred, have his security rating upgraded, be confined to a multipurpose cell, or

even receive more prison time. Karnet has one multipurpose cell with basic amenities. We found it was rarely used – in the 12 months between February 2015 and January 2016, it was occupied for just 12 full days and five part days. It can also be used for observation, if there is a concern about a prisoner’s health or wellbeing, or as a very temporary holding cell.

- 6.30 Karnet restricts its hierarchical regime to basic, standard, and earned supervision. Basic supervision is mainly for prisoners being managed under Karnet’s drug management strategy. Prisoners may achieve earned supervision by receiving excellent reports of conduct, including in their workplace, not testing positive for drug use, maintaining good standards of personal hygiene, and cell cleanliness. For those on earned supervision, there is then a waitlist for self-care accommodation (Unit 3). In self-care prisoners can prepare their own meals and generally have more autonomy than in standard accommodation.



Figure 16: Common area in one of the four self-care wings in Unit 3.

Emergency management

- 6.31 Karnet is located in Serpentine-Jarrahdale, and is surrounded by bushland. With the risk of bushfires ever present it is critical for Karnet to have strong emergency management strategies in place. We found Karnet to be up-to-date in this area, and had undertaken regular reviews and training exercises.

Transport

- 6.32 Karnet provides the transport services for its prisoners and is therefore largely outside of the scope of the Court Services and Custodial Services Contract. The facility transports prisoners in a range of situations, and as such has a range of different vehicles available. One of these is a secure vehicle, which is indistinguishable from the outside from a regular passenger van. This reduces the stigma for prisoners, which can otherwise hinder reintegration. However, the vehicle has a significant design flaw. The secure seating in the back of the vehicle is far too low, almost flush with the floor of the vehicle. Prisoners must sit on hard plastic seats with their legs straight out in front of them. Sitting in the back of the secure vehicle for any significant length of time would be uncomfortable, particularly for older and mobility impaired prisoners. The seats need to be raised so that prisoners are not sitting on the floor. If this is not practicable, the vehicle should be replaced with one that has decent seating in the secure section.⁵
- 6.33 We also found many staff dissatisfied with the rules for medical escorts. Up until early 2014 the Superintendents of minimum-security prisoners could risk assess prisoners who needed to go out for medical appointments to decide how much supervision each prisoner needed. Given that minimum-security prisoners should have already been rigorously assessed and found to be low risk, many prisoners could go to medical appointments with just one officer. In the past, Karnet also had agreements with a local hospital that meant suitable prisoners could be left unsupervised by prison staff.
- 6.34 However, the Department changed the rules for medical escorts of prisoners after a number of high profile escapes. The revised custodial rule now requires that ‘all prisoners subject to an external escort are to have restraints applied and are to be escorted by a minimum of two escort officers.’ This means that even minimum-security prisoners must be both handcuffed, and then handcuffed to an officer for external medical appointments (‘double-cuffed’). However, the same prisoners do not need to be handcuffed at all for other approved external activities, such as PEP or RIL. The situation is slightly absurd.
- 6.35 We also detected some confusion between verbal advice from Head Office that seemed to conflict with the firm and clearly written policy. Put simply, if prison management are expected to exercise discretion and conduct their own risk assessments about supervision and restraint of prisoners on medical escorts, such authority and discretion must be clearly delegated in writing.

5 Subsequent to the on-site inspection, and prior to the publication of this report, this secure vehicle was in fact replaced.

ADMINISTRATION AND SECURITY



Figure 17: Accommodation blocks, Unit 4.

Appendix 1

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Appendix 2

TABLE OF ABBREVIATIONS

AA	Alcoholics Anonymous
ACCO	Assistant Commissioner Custodial Operations
ALO	Aboriginal Liaison Officers
ASO	Assistant Superintendent Operations
ASOS	Assistant Superintendent Offender Services
AVS	Aboriginal Visitor's Scheme
DCS	Department of Corrective Services in Western Australia
EED	Earliest eligibility date
ERA	Economic Regulation Authority of WA
EVTU	Education and Vocational Training Unit
FTE	Full-Time Equivalent
IOM	Individualised Integrated Offender Management
IMP	Individual Management Plan – an individual management plan of residential and program placements for medium and longer term prisoners
JP	Justice of the Peace
LCC	Local Consultative Committee
MHN	Mental Health Nurse
MSD	Material Safety Data
PCS	Prisoner Counselling Services
PEP	Prisoner Employment Program
PSO	Prisoner Support Officer
RIL	Reintegration Leave
STO	Satellite Training Officer
The Act	<i>Prisons Act 1981 (WA)</i>
TOMS	Total Offender Management Solution – the custodial offender database of DCS
UCW	Uniting Care West
VSO	Vocational Support Officer – a distinct category of uniformed officers employed for particular functions, including those with trade skills
VJ	Visiting Justice
WAIRC	Western Australian Industrial Relations Commission
WAPOU	WA Prison Officers Union of Workers Inc.

Appendix 3

RESPONSES TO RECOMMENDATIONS

Recommendation	Acceptance Level/Response
1. Continue to pursue heat mitigation for all prisoner accommodation units.	Supported in Principle The Department will consider shade options for heat mitigation, subject to funding.
2. Provide travel assistance to visitors who do not have access to private transport, and assess demand regularly.	Not Supported The demand for travel assistance has been assessed and does not warrant the expense imposed for providing this service.
3. a) Expedite the assessment of the effectiveness of the 'new e-visit model' being trialled elsewhere in the custodial estate b) Make Skype or another form of e-visit/telepresence technology available and operational at Karnet as an alternative to social visits for those prisoners and visitors unable to visit each other in person.	Supported – existing Departmental initiative The Department is considering all information and communications technology against a proposed Digital Strategy for the Department so that technical and business process interdependencies and risks associated with adopting ICT programs like this are considered. There has been a pilot program to examine the use of Skype at Bunbury Prison. Security factors associated with the Department's shared ICT service arrangement with the Department of the Attorney General require consideration prior to a complete implementation. As you would be aware, the Office of the Chief Information Commissioner has also recently released the WA Government Digital Strategy and it is incumbent that the Department work towards an informed future ICT state for custodial facilities that is compatible and in line with this State ICT strategy.
4. Ensure that suitably assessed prisoners at minimum-security facilities have access to external supervised recreation, as an aspect of community reintegration.	Supported in Principle Karnet prisoners currently have access to a daily recreation program. Options on the type of external activities are being explored, giving consideration to the financial impost many of the activities raised in the report have and the median age of prisoners at Karnet.

RESPONSES TO RECOMMENDATIONS

Recommendation	Acceptance Level/Response
5. Re-establish an Aboriginal-centred health service at Karnet and other minimum-security facilities.	<p>Supported – existing Departmental initiative The Department currently follows the Aboriginal Medical Service model of care with screening and recalls and will continue to do so.</p>
6. Increase mental health coverage at Karnet.	<p>Supported – existing Departmental initiative The mental health coverage at Karnet has been increased, with the approval of a Co-Morbidity Nurse at this site.</p>
7. Establish a functioning dental suite in the Health Centre and engage a visiting dentist to improve Karnet prisoners' access to dental services.	<p>Supported in Principle The Department of Health (DoH) are responsible for the provision of prisoner dental services. Discussions are ongoing and consistent with the health service specifications and standards. There are currently no plans to establish a functioning dental suite in the Karnet Health Centre.</p>
8. Ensure Food Stars Pty Ltd One Star Level food safety and hygiene training of all self-care unit prisoners, and implement compliance monitoring on a regular basis.	<p>Supported Regular audits of this training will be conducted to ensure compliance.</p>
9. Ensure the implementation of recommendations contained in the Food Safety and Environmental Health Report, and take action to rectify breaches of food safety standards.	<p>Supported Issues raised in the Food Safety and Environmental report will be addressed.</p>
10. Establish and support a representative forum for prisoners at Karnet, separate from the peer support team, through which prisoners and prison management can communicate with each other.	<p>Not Supported Karnet has a sufficient number of forums whereby prisoners are able to communicate with management, both formally and informally.</p>
11. Finalise the review of Section 95 assessment processes promptly, and expedite implementation of any revised procedures.	<p>Supported This review has been completed and Prison Rule 09/2016 has been distributed.</p>

RESPONSES TO RECOMMENDATIONS

Recommendation	Acceptance Level/Response
<p>12. The Department should ensure that all staff involved in conducting risk assessments for rehabilitative privileges (such as Reintegration Leave and the Prisoner Employment Program) have received information and guidance as to the stated intention of the Sex Offender Denier's Program, and how facilitator reports of treatment gains should be regarded.</p>	<p>Not Supported The Department's risk assessment for eligibility to Re-Integration Leave and Prisoner Employment Program is in accordance with existing Department procedures. Prisoners are individually assessed against the criteria for participation in the Prisoner Employment Program (PD68) and Re-Integration Leave (PD66).</p>
<p>13. Ensure case conference minutes record all relevant details of prisoners' participation.</p>	<p>Supported More detail will be included in case conference minutes to record a prisoner's participation.</p>
<p>14. Increase the number of administrative support staff at Karnet in line with prison workload.</p>	<p>Supported – existing Departmental initiative This is currently under review. A copy of the "Review of Adult Custodial PSGOGA Positions (Level 1-7)" was provided to your office as part of the document request. The review was completed in 2013. Staffing across the Department is considered against resourcing, funding and prioritisation of need.</p>
<p>15. The Department should provide improved legal and industrial support to prisons involved in industrial disputes.</p>	<p>Supported – existing Departmental initiative The Department provides legal and industrial relations support to prisons involved in industrial disputes. Under the Capability and Development Agreements, Superintendent will be supported to have greater discretion in making management and operational decisions.</p>
<p>16. Karnet should review its drug management strategy in collaboration with health services and incorporate more drug education, treatment and genuine harm minimisation strategies.</p>	<p>Supported – existing Departmental initiative Karnet are reviewing its drug management strategy and will consult with health and Programs. The commencement of the Co-Morbidity Nurse will allow for an increase in drug education and treatment. Consideration has been given to additional harm minimisation strategies, however, due to risk issues, this aspect of the recommendation will not be progressed.</p>

Appendix 4

ASSESSMENT OF IMPLEMENTATION OF RECOMMENDATIONS FROM PREVIOUS INSPECTION

Recommendation No.	Recommendations Report No. 84, <i>Report of an Announced Inspection of Karnet Prison Farm.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
1.	Increase the number of administrative support staff in line with increases to other staffing groups.	•				
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.		•			
3.	Examine ways to address situations of extreme heat in buildings at Karnet used for prisoner work and accommodation.			•		
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.		•			
5.	Evaluate the current entry process for visitors to Karnet by early 2014 to determine whether visitor needs and security requirements are being met.			•		
6.	Finalise the policy regarding child visitation rights for sex offenders by July 2013.			•		
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.		•			
8.	Progress the planned extension of the Health Centre in order to address its physical deficits, including lack of space and storage.				•	
9.	Establish a representative forum for prisoners at Karnet Prison Farm similar to those operating at Acacia Prison and Albany Regional Prison.	•				
10.	Ensure that programs are delivered prior to the deadline for prisoners' parole applications.			•		

ASSESSMENT OF IMPLEMENTATION OF RECOMMENDATIONS FROM
PREVIOUS INSPECTION

Recommendation No.	Recommendations Report No. 84, <i>Report of an Announced Inspection of Karnet Prison Farm.</i>	Assessment of the Department's Implementations				
		Poor	Less than acceptable	Acceptable	More than acceptable	Excellent
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.		•			
12.	Revise the Department-wide budget for education and rehabilitative programs based on detained population projections, and where necessary seek further funding.		•			
13.	Provide access to educational facilities after hours as Boronia Pre-release Centre does, with a particular focus on digital literacy.		•			
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.		•			
15.	Replace Karnet's abattoir in order to meet Department of Health requirements.			• ⁶		
16.	Ensure any food produced at Karnet containing allergens is clearly labelled as such from the point of production, through to preparation and consumption.			• ⁷		
17.	Ensure that the effluent ponds adjacent to prisoner accommodation are adequately maintained to minimise odour.				•	
18.	Ensure that all chemicals are accurately labelled and stored appropriately.		•			
19.	Conduct Food Stars Pty Ltd One Star Level food safety and hygiene training of all self-care unit prisoners.		• ⁸			

- 6 The abattoir has not yet been replaced, however remedial work was done to maintain overall structural compliance, [see 3.55-3.56].
- 7 While this recommendation was not supported at the time, Karnet was making appropriate information available to prisons receiving their goods.
- 8 Training is still conducted, however implementation had lapsed at the time of the on-site inspection, [see 3.61].

Appendix 5

THE INSPECTION TEAM

Eamon Ryan	Acting Inspector
Andrew Harvey	Deputy Inspector
Lauren Netto	Principal Inspections and Research Officer
Cliff Holdom	A/Principal Inspections and Research Officer
Michelle Higgins	Inspections and Research Officer
Charlie Staples	Inspections and Research Officer
Susan Stuart	Inspections and Research Officer
Joseph Wallam	Community Liaison Officer
Grazia Pagano	Expert Adviser, Education
Chris Richardson	Expert Adviser, Food Safety Auditor

Appendix 6

KEY DATES

Formal notification of announced inspection	6 October 2015
Pre-inspection community consultation	24 November 2016
Start of on-site phase	8 February 2016
Completion of on-site phase	15 February 2016
Inspection exit debrief	17 February 2016
Draft report sent to DCS	24 May 2016
Due date for return of report from DCS	22 June 2016
Draft report returned by DCS	5 July 2016
Declaration of prepared report	17 August 2016



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



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