

Mount Eden Corrections Facility

Inspection

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Foreword

This is the ninth in a series of public reports on scheduled inspections of New Zealand prisons.

The inspections are intended to provide a 'window into prisons', giving early warning of emerging risks and challenges, and highlighting areas of innovation and good practice that other prisons might wish to follow.

Inspections are carried out against a set of healthy prison standards derived from United Nations guidelines for the treatment of people in detention.¹ Prison performance is assessed under four principles:

- » **Safety:** Prisoners are held safely.
- » **Respect:** Prisoners are treated with respect for human dignity.
- » **Rehabilitation:** Prisoners are able, and expect, to engage in activity that is likely to benefit them.
- » **Reintegration:** Prisoners are prepared for release into the community, and helped to reduce their likelihood of re-offending.

The purpose of the prison system is to protect society from crime, both during imprisonment and after release.² The four principles reflect that purpose, and also highlight the potentially competing demands that are often placed on prison staff and management.

In an ideal world, prisons would be able to deliver on all four principles on all occasions. In practice, safety, humane treatment, and rehabilitation and reintegration needs are sometimes balanced against one another, and short-term requirements sometimes take precedence over longer-term needs.

I encourage prison directors, managers and staff to use these principles as a guide to decision-making, and to foster continual improvement that, as much as possible, sees their prisons deliver on all four principles.

I am committed to progressively maturing our inspection methodology to ensure that we are agile in adapting to new developments and delivering robust and meaningful reports that can aid decision-making.

Although our inspections consider all areas of prison life, the report aims to highlight what matters most, focusing on areas where safety, humane treatment, rehabilitation and reintegration are at risk, and on innovative practices that appear to be particularly effective at supporting all of these goals.

Our inspection took place in January 2018, when Auckland was experiencing a long and sustained heat wave. The heat and humidity, in particular in Alpha and Bravo Units, was made worse by the air-conditioning units breaking down.

1 As well as considering the four principles, the healthy prison standards require inspectors to consider nine specific areas of prison life: reception and admission, first days in custody, good order, duty of care, environment, health, escorts and transfers, rehabilitation, and reintegration.

2 United Nations Standard Minimum Rules for the Treatment of Prisoners (The Nelson Mandela Rules), rule 4. Also see Corrections Act 2004, ss 5, 6.

The prison generally provided a good environment in which prisoners' needs were met. However, the conditions in Charlie and Delta Units were poor.

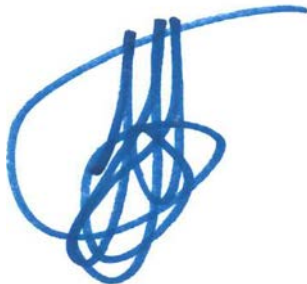
Although the level of prisoner-on-prisoner violence was low, the transitory nature of the remand prisoner population and staffing pressures created conditions that provided some prisoners with the opportunity to engage in violence. Similarly, the restricted unlock regime caused tension among prisoners and limited opportunities for prisoners to take part in training and education programmes.

The staffing model, staffing vacancies, staff who were unable to be rostered and unplanned staff absences caused pressure across the prison. However, staff and management remained positive and professional given these challenging circumstances.

As well as conducting our scheduled programme of prison inspections, the Office of the Inspectorate will be providing ongoing monitoring through the work of our Regional Inspectors, who, in addition to their general responsibilities, will be reporting to me on Mount Eden Corrections Facility's progress towards achieving the healthy prison standards and the matters specifically identified in this report.

My oversight of these activities will provide a significant ongoing and critical insight into prisons. I am confident this will provide assurance that any shortcomings will be identified and addressed at pace, and that examples of good practice will be shared so that other prisons can follow.

I acknowledge the cooperation of Mount Eden Corrections Facility's management and staff, both during the inspection and since, and I look forward to working with them as I continue to monitor progress.



Janis Adair
Chief Inspector of Corrections

Overview

1. Mount Eden Corrections Facility (MECF) is in the Auckland suburb of Mount Eden. The original prison opened in 1856 as a military stockade. In 1865, the prison expanded and became Auckland's main prison. In the early 1880s, construction began on a new prison building, which was not formally completed until 1917.
2. In July 2000, a new prison building was built next to the old prison. The prison was renamed Auckland Central Remand Prison and became New Zealand's first privately run prison.
3. In 2005, the Department of Corrections took over management of the prison.
4. In March 2011, a new six-storey prison building and two four-storey accommodation blocks (Building A and B) were opened on the southern side of the site, adding 450 beds. The redevelopment, which included a secure gatehouse, a visitor centre and a multilevel carpark, was named Mount Eden Corrections Facility.
5. In June 2011, the old prison was closed and given a Category 1 classification by Heritage New Zealand.³ It is now referred to as "Old Mount Eden Prison".
6. In 2011, management of the prison was contracted to private company Serco.
7. In July 2015, a series of video clips showing organised "Fight Club" fighting between prisoners appeared in the media. On 24 July 2015, the Department of Corrections announced it was "stepping in" to take back management of the prison. On 9 December 2015, the Department announced it would not renew Serco's contract.
8. Serco's management of MECF formally ended on 31 March 2017.
9. The Office of the Inspectorate investigated the fighting incidents. In our report of the investigation, we made a number of findings that were critical of the way Serco had run MECF. These included that:
 - » organised fighting was taking place
 - » contraband was easily obtainable
 - » MECF's staffing model was fundamentally flawed
10. The Department of Corrections subsequently carried out a follow-up audit on the prison to assess whether the recommendations of the Office of the Inspectorate's "Fight Club" report had been addressed and acted upon effectively.
11. In 2017, construction began on a new accommodation block within the existing southern boundary of the prison site. This block, named Building C, is designed to house an additional 240 remand prisoners. The multi-storey, high-security building will include programme rooms, multipurpose spaces, staff facilities, an audio visual suite, visit rooms and a satellite health facility. The building is expected to be completed by late 2019.
12. Our inspection of the prison took place from 8 to 12 January 2018.⁴

3 A category 1 classification is for historic places that are of special or outstanding historical or cultural significance or value.

4 A scheduled inspection involves a 12-week programme of work. The MECF inspection 12-week programme began on 11 December 2017.

Our findings

Transport and reception

- Finding 1. During reception and admission, the prison generally took steps to keep prisoners safe and staff treated prisoners in a humane and respectful manner.
- Finding 2. The prison was making good use of the audio visual facilities. This mitigates risks to safety and good order that can arise when prisoners are transported to and from court.
- Finding 3. Delays placing prisoners in cells due to some being assessed under SACRA and found to be unsuited to sharing a cell created potential risks to safety and good order.
- Finding 4. Health and custodial staff did not consult one another for the reception risk assessment process as required. Further, health staff did not always ascertain prisoners' ability to read or understand the Consent to Receive Health and Dental Services form.

First days in custody

- Finding 5. The quality of prisoner inductions varied due to inconsistencies with the induction process and some inductions did not take place at all.

Environment and basic needs

- Finding 6. The cells in Alpha, Bravo, Echo, Foxtrot, Golf, Hotel, Juliet, Kilo and Management Units were generally clean and in good condition.
- Finding 7. The cells in Charlie and Delta Units were unkempt and in poor condition.
- Finding 8. The design of the toilet facilities in Alpha, Bravo, Charlie and Delta Units allowed prisoners to be seen through the cell door viewing flap in some cells.
- Finding 9. The yards in Alpha, Bravo, Charlie and Delta units had extensive graffiti. One yard had a blocked toilet, and another yard had an unpleasant odour emitting from the drain.
- Finding 10. Pillows and clothing were in short supply and prisoners hung their washing in their cells to avoid sending it to the laundry.
- Finding 11. Staff across the site were proactive, working with prisoners to manage the uncomfortable temperatures in the units during summer.
- Finding 12. Prisoners were generally satisfied with the food they received.
- Finding 13. There were delays in prisoners receiving property.

Safety and humane treatment

- Finding 14. Staff were visible in the units and the level of prisoner-on-prisoner violence and intimidation was generally low. However, the transitory nature of the remand prisoner population, combined with staffing pressures, created conditions that provided some prisoners the opportunity to engage in violence and standovers.
- Finding 15. Staffing pressures meant some disciplinary charges did not proceed.

Rehabilitation

- Finding 16. The restricted unlock times in some of the units meant prisoners had limited opportunities to engage in constructive out-of-cell activities. Prisoners had limited access to rehabilitation or treatment programmes, work experience, education programmes or the gym. Staffing numbers also meant staff had few opportunities to actively manage prisoners to assist with rehabilitation.
- Finding 17. The employment of remand prisoners in the kitchen and laundry has led to problems maintaining expected standards, due to the high turnover of these prisoners.
- Finding 18. Delays in approving telephone numbers impacted prisoners' ability to contact their family and friends.

Health and other services

- Finding 19. Prisoners' health needs were generally well met, and the prison's health service was well supported by tertiary and secondary service providers
- Finding 20. The Prison Director was well informed about health services.
- Finding 21. Health staff did not always have immediate access to newly arrived prisoners' health information.
- Finding 22. No specific training in relation to older prisoners had been provided to health staff.
- Finding 23. Management of infection control, including surveillance of infectious outbreaks, could be improved.
- Finding 24. Prisoners' legal status and charges were often present in MedTech forensic documentation, which creates a privacy risk.

Mental health and self-harm

- Finding 25. The prison was taking steps to monitor and address prisoners' mental health needs. However, staff in the At Risk Unit and Foxtrot Two had not received specific training to support prisoners with mental health needs.
- Finding 26. Mental health nurses did not always have appropriate custodial support when conducting prisoner welfare checks.
- Finding 27. There is a high demand for forensic in-patient beds, which can result in delays in a patient being admitted.

Spiritual support

- Finding 28. Chaplaincy services were, at times, limited due to regime restrictions and the lack of available rooms.

Reintegration

- Finding 29. Some services were available to support reintegration. However, some prisoners were not being adequately prepared for their parole hearing and subsequent release from prison.

Introduction

Mount Eden Corrections Facility

13. MECF is one of 17 public prisons in New Zealand. Together with a prison run as a public private partnership, the prisons operate under the direction of the National Commissioner Corrections Services. The prisons operate in four regions, each led by a Regional Commissioner. MECF is one of five prisons in the Northern Region.

Prisoner and staffing numbers

14. The prison can accommodate up to 1,046 male prisoners. At the time of our inspection, the prison housed 1,035 prisoners. This included 760 remand accused, 200 remand convicted and 75 sentenced prisoners.⁵
15. As at December 2017, the prison had 338 full-time equivalent (FTE) operational staff. At the time of our inspection, the prison was operating 69 FTE under establishment. This included 14 staff on project work, 17 Corrections Officers Development Pathway⁶ staff who could not be rostered, 19 staff on ACC/light duties, and 19 FTE staff vacancies. A further 19 unplanned absences⁷ brought the total number of staff unavailable for frontline duties to 88. Also, the prison operated at a lower ratio of staff to prisoners than other prisons run by the Department of Corrections.
16. Prisons typically run a staff-to-prisoner ratio of one officer to every 15 high security or remand prisoners. During our inspection, we observed that the staff-to-prisoner ratio in some units was one officer to every 22 high security prisoners.
17. Prison management advised that there was difficulty in retaining staff for a number of reasons, with some staff leaving within months of being recruited and trained.
18. Following our inspection, the National Commissioner advised that teams at the prison, regional and national level were working to improve staff recruitment and retention.
19. Dynamic staff placement is used in MECF's day-to-day operation. This can lead to staffing levels that mean units are put on a rolling unlock. Actions such as deploying principal corrections officers are taken to maintain full unlock. At the time of our inspection, no further steps could be taken. To keep staff safe, no unit is unlocked unless it meets at least a two-one-two (two on each side and one in the guard room) staffing level. Staffing levels are noted on the Risk Register.
20. In July 2018, the Corrections Services' Budget allowed for 35 extra staff for the prison. In late August 2018, recruitment had helped support the prison to increase staffing levels close to establishment.

Inspection criteria

21. We assessed the prison against a set of healthy prison standards derived from United Nations principles for the treatment of people in detention:
- » **Safety:** Prisoners are held safely.
 - » **Respect:** Prisoners are treated with respect for human dignity.

5 The sentenced prisoners were made up of six minimum, 16 low, 24 low medium, 23 high security classifications and six unclassified.

6 This pathway is an initial training package that blends on-the-job and classroom-based learning for corrections officers and offender employment instructors.

7 Each day, there were an average of 19 unplanned staff absences at the prison, such as staff calling in sick.

- » **Rehabilitation:** Prisoners are able, and expect, to engage in activity that is likely to benefit them.
 - » **Reintegration:** Prisoners are prepared for release into the community, and helped to reduce their likelihood of re-offending.⁸
22. A prison's success at achieving these goals depends on a range of factors, including:
- » an environment and routines that are safe and secure without being unduly restrictive
 - » effective supervision, management and discipline to minimise risks of violence and disorder and encourage constructive use of time
 - » positive and respectful staff-prisoner relationships to encourage voluntary compliance with prison rules and procedures
 - » opportunities for prisoners to take part in constructive activities that support positive change, including physical activity, treatment and rehabilitation programmes, education and training opportunities, work experience, and time to socialise with others
 - » a clear and consistent pathway towards rehabilitation, release, and successful reintegration

Inspection process

23. During our inspection, we:
- » interviewed 35 prisoners about life in prison and readiness for release into the community
 - » interviewed prison managers, custodial staff and other staff such as health professionals, case managers, and the prison chaplain
 - » visited the prison's residential units to assess their physical condition and observe prison operations, including staff-prisoner interactions and prisoner activities, and spoke with prisoners and staff informally
 - » visited industry and rehabilitation programme facilities, the prison's health centre, and other prison facilities
 - » inspected the prison's perimeter and entrances
 - » attended meetings where prison staff discussed prisoners' progress and considered applications for temporary release
24. In February 2018, following our inspection, we advised the National Commissioner of our key findings. A copy of the draft report was sent to the National Commissioner for comment on 5 October 2018. On 23 November 2018, the National Commissioner responded to the draft report. Where appropriate, the National Commissioner's response has been incorporated into the report.

Report structure

25. The following sections describe what we found during our inspection, with a particular focus on risks or barriers to safety, humane treatment, rehabilitation and reintegration, and on innovations that support those principles.
26. The report's structure follows the prisoner's experience, from reception into prison, life in the prison's residential units, health and other services, through to release and reintegration.

⁸ These four principles (or close variations) are used by prison inspectorates in the United Kingdom, Australia and elsewhere. They are consistent with the basic principles (rules 1-5) in the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules), but those principles also emphasise the importance of equitable treatment, and the importance of not taking steps that reduce prisoners' personal responsibility. The principles are consistent with the purpose and principles of the Corrections Act 2004. Our methodology for scheduled inspections is under review.

Transport and reception

Transport

27. Prisoners are escorted to and from MECF for a range of reasons, including arrival from court (either on remand or after sentencing), transfers to and from other prisons, and temporary removal for medical treatment, to assist with reintegration, and for other purposes.⁹
28. The prisoners we interviewed raised no concerns about safety during transport.
29. The site had seven secure audio visual suites, which could be used for court hearings or for prisoners to consult legal representatives. Staff advised that the well-used facilities could take up to 80 bookings a day. The only issues they had were the limited number of holding cells for the various categories of prisoners and lawyers sometimes arriving late or not turning up.
30. Having these facilities reduced the need to transport prisoners to and from court, and reduced risks associated with transportation. Prisoners told us that most of their court hearings were conducted this way and they had adequate access to the audio visual suite.
31. Following our inspection, the National Commissioner advised that a principal corrections officer, dedicated to the audio visual facilities, communicates with lawyers by email (including the Operations Desk and Court Administrator) when lawyers do not show up or are late. Further, additional audio visual facilities are being built alongside Building C (see paragraph 11).

Reception

32. Due to the site's remand nature, the busy Receiving Office facilitates an average of 110 prisoner movements a day, 558 movements a week and about 2,500 movements a month. In 2017, the Receiving Office dealt with over 30,000 movements,¹⁰ a number likely to increase after Building C is completed in 2019, which will allow the prison to house a further 240 remand prisoners.
33. When prisoners arrive at the site, custodial and health staff at the Receiving Office conduct an immediate needs assessment, covering immediate physical or mental health, safety and security needs, and a risk assessment, covering risks to safety, including risks of self-harm.
34. The Receiving Office staff performed these tasks thoroughly while being sensitive to prisoners' needs. However, during our inspection, we observed the reception risk assessment processes of seven newly arrived prisoners and found that, in all cases, consultation between health staff and custodial staff, a mandatory requirement of the risk assessment process, was lacking.
35. Further, although the nurses completed the required Reception Health Triage and Mental Health Screening Tool assessments, the nurse interacted little with the prisoner, even when the prisoner tried to engage. Similarly, we observed health staff ask prisoners to sign and date the Consent to Receive Health and Dental Services form without explaining briefly to the prisoner what the form was for, ascertaining their ability to understand the form or encouraging them to read it.
36. Following our inspection, the National Commissioner advised that the Health Centre Manager had developed a training package detailing performance requirements and delivered it to all health staff. Health staff have been briefed about expectations and any non-compliance with this directive is being managed to ensure that learnings are taken on board.
37. New Arrival Risk Assessment (NARA) and Review Risk Assessment (RRA) have been included in the training package for the Receiving Office nurse. The residential manager for the Receiving

⁹ A contractor (First Security) is responsible for prisoner escorts and courtroom custodial services.

¹⁰ In comparison, the next busiest Receiving Office in the country (at Rimutaka Prison) recorded 8,500 movements a year.

- Office and the Health Centre Manager issued instructions to staff, corrections officers and registered nurses outlining the correct process for completing NARAs and RRAs. Instructions have been given to discuss outcomes after assessments and record conversations as they happen. This is occurring in all assessments. The training is being rolled out.
38. Further, instructions were issued regarding informed consent for all new arrivals and expectations around prisoners who have literacy issues or speak English as a second language.
 39. We interviewed 35 prisoners about their experience of the Receiving Office. Thirty-three said they were treated respectfully and felt able to talk with custodial and health staff in confidence.
 40. Before placing prisoners in shared cells, a Shared Accommodation Cell Risk Assessment (SACRA) must be carried out to assess any safety risks.¹¹ Staff advised that the site always had close to its maximum muster and so the Receiving Office was under pressure due to the number of prisoners passing through it. Delays placing prisoners (following reception) into suitable cells in the evenings were frequent due, in part, to beds being available only in double-bunked cells.
 41. Staff advised that, on one occasion, three newly arrived prisoners had to be placed in the Management Unit because the mainstream units had no suitable accommodation.
 42. Staff advised that, in one unit, 15 double-bunked cells held one prisoner each because SACRAs indicated the prisoners were unsuited to sharing a cell and no single cells were available.
 43. Between 1 June and 30 November 2017, a total of 12,279 SACRA reports (as recorded in COBRA¹²) were required to be completed. Of these, 11,153 were completed on time, 872 were completed outside the required time frame and 254 were not completed.
 44. After our inspection, the National Commissioner advised that beds in the Management Unit are 'on-muster' and may be required when the site is at capacity to manage prisoner categories, non-associations and SACRA. Overflow prisoners placed in the unit are moved out the next day.
 45. Further, a prisoner placement officer is tasked to oversee bed availability and informed throughout the day about any placement issues to enable more strategic placements.

Findings

- Finding 1. During reception and admission, the prison generally took steps to keep prisoners safe and staff treated prisoners in a humane and respectful manner.
- Finding 2. The prison was making good use of the audio visual facilities. This mitigates risks to safety and good order that can arise when prisoners are transported to and from court.
- Finding 3. Delays placing prisoners in cells due to some being assessed under SACRA and found to be unsuited to sharing a cell created potential risks to safety and good order.
- Finding 4. Health and custodial staff did not consult one another for the reception risk assessment process as required. Further, health staff did not always ascertain prisoners' ability to read or understand the Consent to Receive Health and Dental Services form.

11 The risk assessment takes account of a prisoner's age, offending history, gang affiliation, prison experience, size and strength, mental health, risks of violence and/or self harm, special needs, health needs, security classification, segregation status, sentence status, and other factors relevant to safety and good order.

12 The Corrections Business Reporting and Analysis database.

Residential units

Introduction

46. MECF has three accommodation buildings (A, B and Central), which consist of 10 residential units. Each unit has two wings and a mixture of double-bunked cells and single cells (see Figure 1).
47. The prison also has six specialised units, including an At Risk Unit (24 single cells),¹³ a Management Unit (23 single cells), a Youth Wing (Foxtrot One) and the Care Support and Integration Unit (CSI) (Foxtrot Two).¹⁴ At the time of our inspection, construction was underway on accommodation building C.

Figure 1: Mount Eden Corrections Facility unit breakdown

Unit	Double-bunked cell	Single cell	Prisoner status
Alpha One	26	0	Remand Convicted/Accused Segregated ¹⁵ and Overflow
Alpha Two	13	17	Remand Convicted/Accused Mainstream and Overflow
Bravo One	11	21	Remand Accused Segregated
Bravo Two	28	0	Remand Accused Mainstream
Charlie One	26	0	Remand Accused Mainstream
Charlie Two	27	3	Remand Accused Segregated
Delta One	26	6	Remand Accused Mainstream
Delta Two	28	0	Remand Accused Mainstream
Echo One	24	2	Remand Convicted/Sentence Segregated
Echo Two	19	15	Remand Accused Segregated
Foxtrot One	19	7	Youth (Remand Accused/Convicted)
Foxtrot Two	25	9	CSI (Care Support Integration)
Golf One	24	2	Remand Accused Segregated
Golf Two	19	15	Remand Accused Segregated
Hotel One	24	2	Remand Accused Mainstream
Hotel Two	23	11	Remand Convicted/Sentence Segregated
Juliet One	21	9	Remand Accused Segregated
Juliet Two	21	9	Remand Convicted and Sentence Mainstream.
Kilo One	21	9	Remand Convicted/Sentence Segregated
Kilo Two	21	9	Remand Convicted/Sentence Mainstream.

¹³ At Risk Units in all prisons are now known as Intervention and Support Units.

¹⁴ The CSI Unit provides extended custodial and health service staff for prisoner who have been identified as vulnerable, usually suffering from a high level of mental illness.

¹⁵ Prisoners can ask to be separated from others for their own safety. This is known as voluntary segregation.

First days in custody

48. When a prisoner arrives in a unit he should receive an induction to have unit rules and routines explained to him. He should also be given access to a self-service kiosk, allowing him to access information and request support.¹⁶
49. Induction interviews are important for establishing relationships of trust between staff and prisoners, and ensuring that prisoners have a good understanding of what they can expect while in the unit.
50. According to COBRA, between 1 June and 30 November 2017, there were 3,426 prisoner arrivals that required induction interviews to be completed. Of these, 610 induction interviews were recorded as being completed on time, 1,238 were recorded as being completed late and 999 were recorded as not being started.
51. We interviewed 35 prisoners about their induction to the prison. Of these, 19 said they received no induction information or the induction they did receive did not provide them with an acceptable understanding of the prison.
52. Staff advised inductions were provided to prisoners in Alpha, Bravo, Foxtrot and Management Units. However, prisoners in Delta, Charlie and Juliet Units did not receive an induction, due to staff work load, staffing levels and rooms being unavailable.
53. Staff in Charlie Unit said they instead held a prisoner parade each morning to induct prisoners collectively, while staff in Delta Unit advised they sometimes provided inductions to prisoners as a group. All six of the prisoners we interviewed in Charlie and Delta Units confirmed that they had little or no understanding of their entitlements, of visits or that their telephone calls were recorded.
54. Following our inspection, the National Commissioner advised that work had been completed to ensure that an induction process was developed and applied for all new arrival prisoners being processed through the Receiving Office.
55. An induction information sheet was completed and made available to all units in August 2018. Units now have a one-page induction information sheet that covers key information about the unit, such as about visits, telephones, trust accounts and the chaplaincy. Work is underway at a national level to develop a memorandum of understanding for translation services. It is hoped that the prison's induction information can be loaded onto the kiosk and translated into other languages.
56. Further, the National Commissioner advised that in August 2018 all staff had completed training on the induction process.
57. New prisoners should all be allowed to make a telephone call to family or friends. We spoke with 35 prisoners about this and 25 told us they had made their telephone call.

Finding

- Finding 5. The quality of prisoner inductions varied due to inconsistencies with the induction process and some inductions did not take place at all.

¹⁶ Prisoners can use the kiosks to access a range of information including legislation and policies, prison rules, and key dates in their sentences. They can also order food and other items from the canteen, ask for meetings with their case manager or their unit's principal corrections officer, and check the balance of their trust fund.

Environment and basic needs

Physical environment

58. Most cells and internal communal areas in Alpha, Bravo, Echo, Golf, Hotel, Juliet, Kilo and Management Units were clean, in good condition and freshly repainted. Cell doors had some graffiti, but staff advised that they were next in line to be repainted (see images 1-3).
59. Most cell walls in Foxtrot had old graffiti that had been ground into the doors and other surfaces, hindering its removal. Staff in Foxtrot One advised that if new graffiti was found, prisoners would be challenged and told to remove it. Repeat offenders would face a misconduct charge. Further, staff advised that they gave prisoners clear instructions on how to maintain their cell.
60. Most cells in Charlie and Delta Units were unkempt and in poor condition. Many had improvised curtains, light shades and washing lines (see image 4). Many prisoners had torn bed sheets into strips to hang televisions off the wall. Prisoners told us the in-built television stands were not suitable, because someone on the top bunk could not see the television screen when lying down. Staff advised that the stands were meant to have been adjusted when double bunking was introduced but this was not done (see image 5).
61. Prisoners we spoke to informally in Alpha, Bravo, Charlie and Delta Units told us the design of the toilets in some cells meant staff could see them if they opened the viewing flap in the cell door. This was confirmed during our inspection (see image 6). Similarly, the disability/medical cell in Kilo and Juliet Units provided no privacy to prisoners using the toilet and shower.
62. All cells have showers and a standard moulded stainless steel toilet, without a toilet lid. Some prisoners told us they made their own toilet lid because of their concerns about eating and sleeping near an open toilet. We also observed a number of showers in Charlie, Delta and Foxtrot Units that were in a poor condition (see image 7).
63. The external yards in Alpha, Bravo, Charlie and Delta Units were in poor condition, with extensive graffiti on the walls (see image 9). During our inspection of Charlie and Delta Unit's yard, we observed one blocked toilet and a second toilet in a state of disrepair (see image 8). A bad smell was also coming from the drains in Alpha and Bravo Unit's external yard. Staff were unable to provide a schedule for cleaning or improving conditions in either yard.
64. Prisoners in Charlie Two had no access to hot water. Staff advised that the hot water cylinder in the communal area had been defective for two weeks. Staff said it was the third time in recent months this had occurred and they were waiting for the contractor to repair the cylinder. No alternative provisions were in place for prisoners to access hot water.
65. Prisoners had access to one telephone in each accommodation unit wing (for example, one telephone in Charlie One and one telephone in Charlie Two) and one telephone in the yard. The siting of the telephones provided little privacy for those using them. Facilities for prisoners to make private telephone calls to lawyers were also inadequate. We observed three calls in Delta and Charlie Units where staff sat in a small room with the prisoner while he spoke to a lawyer.
66. Foxtrot Two (CSI) has a sensory room for anxious prisoners. The room has comfortable seats, bean bags, curtains and dimmed lighting to aid relaxation. Mental health nurses and staff advised they supported prisoners using the room (see image 10) as it helped to calm them.
67. During our inspection, Auckland was experiencing unusually hot weather.¹⁷ Prisoners complained to us about the heat and the strong and unpleasant body odour in the units. Many prisoners told us they slept on the floor with a wet towel to get relief from the heat and humidity.

¹⁷ 2017/2018 was New Zealand's hottest summer on record.

68. In particular, staff and prisoners expressed concerns about the heat and humidity in Central Building (Alpha, Bravo, Charlie and Delta Units).
69. Central Building air cooling systems were not working, having broken down in late 2017. Chillers had been installed on top of the Central Building to provide cool air. However, piping to supply the cool air to Alpha and Bravo Units was insufficient. During our inspection, further piping was installed. We noted that Alpha and Bravo Units were slightly cooler, albeit still warm.
70. Staff across the site were proactive, working with prisoners to manage the uncomfortable conditions. Prisoners were given extra bottles of water and an ice block daily to help cope with the heat. In Bravo Unit, staff moved prisoners into external yards to provide them with fresh air.
71. Prisoners we interviewed and spoke with informally told us that they appreciated the effort staff made to keep them cool. One prisoner in Hotel Unit told us that providing the extra water and ice block was a *"good gesture from staff and management"*.
72. Following our inspection, and in response to our comments about the physical environment, the National Commissioner advised:
- » All residential managers had instructed staff to remove makeshift washing lines and record any findings of such lines in the facility diary.
 - » The induction sheet for all prisoners contains information about damaged property and the consequences for damaging prison property.
 - » Due to the size of the prison population, double-bunked cells must be utilised. It is recognised that general wear and tear is high in the units. Staff monitor cell conditions daily and report any defects for repair. These need to be fixed urgently as cells cannot be taken off-line for any length of time, due to the pressure to house all prisoners.
 - » Painting in the Central and the Accommodation units continued. In the Central Units, the painting team was working in conjunction with the heating, ventilation and air-conditioning system (HVAC) installation. Painting in Charlie One and Two and Alpha Two had been completed. Work had also started in Bravo Two, Alpha One, the Management Unit and Delta Unit.
 - » Painting had also been completed in the Delta yard. Delta external and big yard two was not yet completed, but the big yards one and three in Central had been water blasted and repainted. The yards were also cleaned daily.
 - » Shower curtains had been installed in Juliet and Kilo Units. These were not fit for purpose, as the glue was not strong enough to hold the shower curtain in place. Contractors were working on a fix to secure the shower curtains permanently to one side of the wall, which is much more suitable.
 - » In conjunction with the HVAC update, all cell television plugs were being relocated above the cell door. This move was aimed at stopping prisoners tearing bed strips to hang their televisions off the wall.
 - » Three hundred and sixty privacy screens had been purchased. Installation planning was under way. These privacy screens would be installed in the Kilo and Juliet disability/medical cells.
 - » The prison recorded temperature daily and issued cooled water and ice blocks to prisoners during January and February 2018. The prison continued to monitor unit temperatures and take informed action to address issues raised. It was anticipated that the air-cooling solution for Central Building would be completed by the end of 2018. The HVAC project had begun in Delta Unit and it was planned to have the HVAC installed by the end of 2018.
 - » A business case was submitted to the Regional Commissioner to increase the telephone system in the Central Units. This would be monitored to ensure an effective outcome.
 - » The hot water issues in Charlie Two had been resolved.

Clothing and bedding

73. Many prisoners we spoke to informally complained about a lack of suitable clothing. Staff advised that there was a prison-wide clothing shortage, which meant prisoners were not receiving their full entitlement.
74. Prisoners and staff confirmed that prisoners received one set of clothing on arrival at the prison. Prisoners should also receive additional clothing when they arrive in their assigned accommodation unit. Due to the shortage, this did not always happen. Staff could not tell us when the shortage of prisoner clothing would be remedied.
75. Prisoners were expected to wear prison clothing until they received approved clothing from their family. However, foreign national prisoners lacked outside support to provide additional clothing. We interviewed one foreign national prisoner in Charlie Unit who told us he had only one pair of pants and one t-shirt. He said he had no family to bring him additional clothing as his lack of English meant he could not complete the family visits application.
76. Prisoners across the site (except for those in Kilo Unit, which had its own laundry) said that they were reluctant to send clothes to the main laundry as they might not be returned. Prisoners told us they washed clothes in hand basins and dried them on makeshift washing lines in their cells.
77. All the prisoners we interviewed and spoke with informally in Charlie and Delta Units told us that the number of pillows in the units was limited. Some prisoners said they would roll up part of their bedding to use as a pillow. In Charlie Unit, we found 21 pillows for 52 prisoners. Of those 21 pillows, most were old and stained and offered minimal support (see image 11).
78. Staff in Delta Unit advised that clothing and bedding had become a commodity item within the unit and, as a result, they had noticed an increase in bullying and standovers.
79. Following our inspection, the National Commissioner advised:
- » Families could send in small items such as underwear, socks, singlets and t-shirts, but this did not replace the requirement of the prison to provide clothing to prisoners.
 - » By August 2018, 80% of new clothing stock had arrived, and new prisoners received two sets of clothing on arrival at the prison. The prison had yet to receive all of the new pillows that had been ordered.
 - » Residential managers had put in place a laundry process to prevent prisoners hoarding prison property with the laundry instructor. This process was to be signed off by the manager and Prison Director.
 - » All unit-based laundry equipment, except that in the Intervention and Support Unit, was removed under MECF's previous management. There were no plans to reinstate the machines and the prison is equipped with a central laundry facility.
 - » The Intervention and Support Unit washer and dryer had been replaced with industrial grade machines, which were working well.

Food

80. We interviewed 35 prisoners about the quality of the food they received (see image 12). Most thought it fine, but six told us they did not like the food, because it was unhealthy, the "hot" meals could be cold and the sandwiches did not have enough filling.
81. All prisoners' meals were delivered to them in sealable plastic containers. We were advised this was because of an insect problem in the kitchen.
82. During our inspection, we observed staff in Bravo Two return a mince dish to the kitchen because the meal was cold and lacked sufficient meat.

83. All prisoners received a hot meal for lunch and sandwiches for their evening meal. Staff advised that this was so prisoners could eat their evening meal when it suited them. However, prisoners we spoke to in Charlie and Delta Units complained about the length of time between their evening meal and breakfast. Evening meals were served about 4pm and breakfast was served about 8.30am, meaning there was up to 16 hours between meals.
84. After our inspection, the National Commissioner advised that hot boxes remained an issue due to damage and insect infestations. With the hot boxes out of order, sealable plastic containers were being used. New hot boxes were on the planned assets register for 2018/19 and a meal-checking process had been introduced in the kitchen.

Prisoner property

85. The prison's property office caters for 30,000 prisoner movements a year and consists of two large rooms staffed by six property officers. During our inspection, we observed a substantial amount of property being stored in both property rooms.
86. Prisoners across the site complained of delays receiving their personal property. Between 1 June and 30 November 2017, prisoners made 97 complaints about property using PC.01 forms.¹⁸
87. Staff said they were aware of prisoners' concerns about property and advised they were clearing a backlog of property received over the Christmas/New Year period. Further, a new system was to be introduced at the end of January 2018 to improve how personal property was managed.
88. After our inspection, the National Commissioner advised that significant progress had been made. Backlogs had been reduced, with one-week delays now worst case, and the property disposals backlog had been cleared.

Findings

- Finding 6. The cells in Alpha, Bravo, Echo, Foxtrot, Golf, Hotel, Juliet, Kilo and Management Units were generally clean and in good condition.
- Finding 7. The cells in Charlie and Delta Units were unkempt and in poor condition.
- Finding 8. The design of the toilet facilities in Alpha, Bravo, Charlie and Delta Units allowed prisoners to be seen through the cell door viewing flap in some cells.
- Finding 9. The yards in Alpha, Bravo, Charlie and Delta Units had extensive graffiti. One yard had a blocked toilet, and another yard had an unpleasant odour emitting from the drain.
- Finding 10. Pillows and clothing were in short supply and prisoners hung their washing in their cells to avoid sending it to the laundry.
- Finding 11. Staff across the site were proactive, working with prisoners to manage the uncomfortable temperatures in the units during summer.
- Finding 12. Prisoners were generally satisfied with the food they received.
- Finding 13. There were delays in prisoners receiving property.

¹⁸ The top five complaint categories were prisoner property (97), other (33), communication (29), health services (27) and prisoner management (24).

Safety and humane treatment

Physical security

89. The prison has a single point of entry (a gatehouse) and two vehicle sally ports. Anyone entering the prison, including staff and visitors, is required to pass through an archway metal detector and their belongings are X-rayed.
90. During our inspection, we observed the Site Security Team conduct a vehicle checkpoint outside the entrance to the car park. Vehicles were selected at random to be searched for contraband.
91. Each unit has a housing control room, where staff can observe prisoners in the wings. The windows in all housing control rooms were tinted to stop prisoners from looking into the control room and seeing confidential information. However, for staff to see into the wings, they were required to turn off the control room lights and work in the dark. When the lights were switched on, staff were unable to see in the wings as the light reflected back into the control room.
92. Following our inspection, the National Commissioner advised there was a plan in place to remove the tint from the top windows to allow more light into the office.
93. On three occasions, we observed staff in Delta and Kilo Units leave the housing control room doors open. On each occasion, a prisoner was outside the door. On one occasion, a prisoner entered the housing control room before being removed by a staff member.
94. One of these incidents occurred despite a morning briefing where the Prison Director reminded staff to keep the housing control doors closed. Posters were also put up as a reminder to staff to close the doors. The Prison Director advised staff that if the issue persisted it would become a performance issue.
95. The prison has five archway metal detectors outside the programmes room, the Management Unit, the Receiving Office, the health centre and the At Risk Unit.
96. During our inspection, we observed that some of the metal detectors were switched off and some staff stated they had not been trained how to use them. The dentist advised that prisoners did not walk through the metal detector when they left the old medical building.
97. We observed nine occasions where staff allowed prisoners to walk around the metal detectors outside the old medical building. On another occasion, we observed a prisoner walk through the metal detector and activate it. The officer escorting the prisoners did not respond to the alert.
98. Staff in the At Risk Unit advised that the metal detector there was installed too close to a metal window frame, which compromised its ability to detect metal items. However, the National Commissioner noted that the metal detector was checked by the Security Manager, who advised that no repositioning was required.
99. Following our inspection, the National Commissioner advised that the walk-through metal detector had only recently been installed and that, at the time of the inspection, staff had not been trained in its use. All staff have now been trained in the use of the walk-through metal detector. New staff will also be trained.

Gang influence

100. Staff and prisoners told us that gangs generally had little influence within the prison.
101. As at 30 November 2017, the prison had 1,067 prisoners, of whom 380 identified as gang members. The largest gangs were Killer Beez (22.4% of the prison's gang population) and Crips (20.5%). Other significant gangs were Black Power (18.9%) Mongrel Mob (14.7%) and Head Hunters MC (11.3%). Of the 380 prisoners who identified as gang members, 201 were housed in Central Building.

Violence, standovers and intimidation

102. Four of the 35 prisoners interviewed told us they felt unsafe due to fighting, bullying and intimidation in the units. Six of the prisoners who said they felt safe were on voluntary segregation,¹⁹ three said they had been bullied, and four had witnessed violent incidents.
103. One of the prisoners who did not feel safe was a Delta Unit prisoner who did not speak English. The prisoner told us he was new to a prison environment and, to communicate, he needed to be assisted by another prisoner who was bilingual. He did not understand any of the induction information provided to him and, because of that, he struggled to settle into prison life. He said he had been bullied, stood over for telephone cards and food, and generally felt unsafe in prison. His lack of English and failure to understand the unit rules contributed to the bullying. The prisoner told us that he tried to speak with staff about his concerns, but that they were unhelpful.
104. Prisoners we spoke to informally generally told us they felt safe, although many also said they were aware of bullying and standovers taking place.
105. The primary targets of standovers, particularly in Charlie and Delta Units, were pillows, clothing, food and television sets. Prisoners told us there were two types of television sets in the prison. The older type gave prisoners a larger selection of channels to choose from than the newer type. Prisoners said the older type were now a commodity item because so few were left. Staff advised us that they were aware that having a limited number of the older type of television led to standovers and bullying and, as a result, they were gradually being replaced with newer models.
106. Staff advised us that they took a zero tolerance approach to violence and bullying. When they became aware of violence or threats, they responded decisively by separating or removing prisoners, laying charges, or taking other appropriate action.
107. Staff in Hotel Unit advised that the number of violent incidents in the unit decreased with the introduction of the zero tolerance policy. However, staff also said that gang tensions in the unit were rising because of an increase in the number of more violent prisoners arriving.
108. At the time of our inspection, 17 prisoners were housed in the Management Unit on directed segregation due to behaviour that challenged the safety, security and good order of the site. The Prison Director interviewed each prisoner on arrival, and clear expectations were provided about acceptable behaviour. Three of the 17 prisoners were in the unit for their own protection.
109. During our inspection in Charlie Unit, we observed a morning parade where staff reinforced the expected standards of the unit to prisoners. Following the parade, prisoners were served their breakfast. Staff advised that this was to ensure that all prisoners received their morning meal.
110. In the six months to 30 November 2017, 143 assaults were recorded across the prison. Of these, 110 were by prisoners on other prisoners and 33 were by prisoners on staff. During that same period, there were 169 notifiable incidents and 1,755 non-notifiable incidents.²⁰ In addition, there were 278 reported incidents of prisoners threatening and behaving abusively towards staff.

¹⁹ Prisoners can ask to be kept apart from other prisoners for their own safety. This is known as voluntary segregation. Prisoners make these requests for a range of reasons, including the nature of their offending, because they have been threatened or intimidated, because actions either inside or outside of prison make them vulnerable to retaliation, because they are new to prison and feel vulnerable, or because they are trying to break away from gangs.

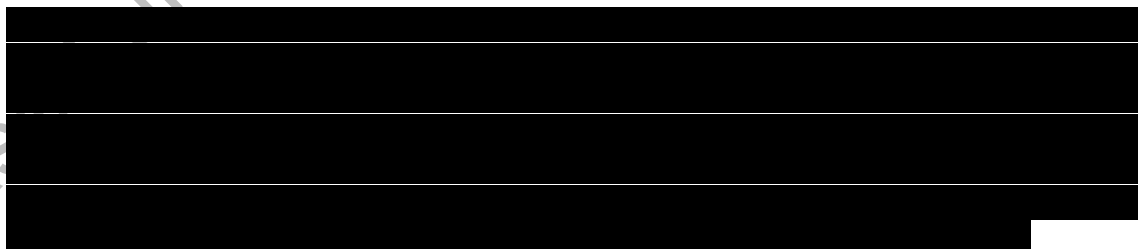
²⁰ Notifiable incidents are those that are considered more serious (such as fighting, use of force or mechanical restraints, hospitalisation of prisoners and assault on staff), and non-notifiable are those that are less serious (such as graffiti or tagging, a prisoner disobeying lawful order, self-harm with no threat to life, wilful damage, segregation and a prisoner abusing or threatening staff).

111. Staff advised that the number of violent incidents could, in part, be attributed to the high number of remand prisoners, who had often caused issues. Also, the high turnover of prisoners could make it difficult for staff to build positive relationships with prisoners.
112. Following our inspection, in response to safety concerns, the National Commissioner advised:
- » Prison gang tension was related to tension in the community that had made its way into the prison through arrests and the media. To manage tension levels, Intelligence reported on possible threats to prisoners and/or groups of prisoners. Further, staff reported on incidents promptly. Responses were proactively managed to de-escalate any retaliation or disruption.
 - » The prison had a successful approach to any forms of threat, abuse and/or violence. Unit staff managed property that has been identified as a causal factor.
 - » Clear instructions were communicated to staff regarding cell searching and facility checking standards to be applied, with the daily removal of excess and damaged kit or equipment. Identified perpetrators were to be managed in accordance with policy through incident reporting, misconduct charges and placement decisions.
 - » Televisions that received more than the standard channels were being phased out. The few such televisions in circulation were to be phased out by the end of 2018.
 - » Staff would monitor items bought from the prison canteen and respond to any "shop-keeping" by prisoners. Any prisoners caught trading would be reported and charged with misconduct.
 - » Prisoners were encouraged to use the Crimestoppers line and engage with staff or other professionals if they felt threatened by such activity.
 - » Prisoner placement and the gang mix was monitored continually.
 - » Ongoing use of intelligence reporting informed senior management of any imbalance in the gang mix in the units.
 - » Staff were instructed to inform their manager and Intel of any identified increase in gang mix. The Prison Tension Assessment Tool was also used to inform responses.
 - » A prisoner's ethnicity was to be considered when decisions about placements are made. Induction process improvements described above would further support this. A programme was delivered weekly by Asian Family Services.

Active management and supervision

113. Active management of prisoners helps to build trust, maintain discipline and ensure that prisoners' needs are met and safety and security issues are identified.

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115. The Prison Director advised that the gym instructor had been tasked to work one on one with 30 of the prison's more challenging prisoners. Of those, only two returned to the Management Unit.
116. Of the 35 prisoners interviewed, 28 told us staff were approachable and respectful and provided assistance when needed. A prisoner in Bravo Unit told us that when he struggled to contact his wife (who was in hospital about to give birth) he spoke with the unit's Acting Principal Corrections Officer, who made enquiries on his behalf. He said that he felt relieved and less anxious after hearing back from the officer.

117. However, four of the 28 prisoners said that staff were often very busy and not always available to provide assistance.
118. In Charlie and Delta Units, we observed little staff interaction with prisoners. Staff were not visible in the units, and it was clear that staffing pressures and the nature of their duties meant they were often too busy with other tasks to interact with prisoners. We observed one officer in the housing control room spend most of his time opening doors, answering the telephone and doing administrative tasks, instead of watching prisoners in the wings.
119. Staff told us they were exhausted and regularly worked overtime to complete work and cover duties caused by unplanned staff absences.
120. In contrast, staff in Foxtrot Unit were visible in the wings when prisoners were unlocked. We observed staff talking with prisoners, answering questions, responding to prisoners' needs, modelling good behaviour, and responding quickly and decisively to any tense situation. This was particularly evident following two separate incidents in Foxtrot Two (CSI). In each incident, a staff member spoke calmly and clearly to a prisoner who had become agitated. In both cases, the prisoner calmed down without the situation escalating.
121. Staff in Foxtrot Unit advised that the main issue facing the unit was not having enough staff to run the unit to a standard such that prisoners received sufficient interaction, support and care. Low staffing numbers often meant that when one staff member left the wing, the second staff member had to leave for safety. This left prisoners unsupervised and incidents could take place unnoticed.

Access to contraband

122. Contraband such as drugs, alcohol or weapons can create risks to safety and good order. Staff and prisoners advised that levels of contraband in the prison were generally low.
123. Between 1 June and 30 November 2017, a total of 318 items of contraband were discovered in the prison. This included 65 pieces of tattooing equipment, 37 weapons and 34 drug and drug paraphernalia items.
124. During the same period, the prison collected 319 urine samples to carry out drug tests. Seventeen of the 26 samples that tested positive were from prisoners housed in Central Building.
125. During our inspection, we observed a prisoner in Hotel Unit approach a staff member and hand him a smoking pipe. The staff member later advised that the prisoner had found two prisoners smoking the pipe so he had removed it to pass onto a staff member. The staff member said no misconduct charge would be laid against the prisoner as he was helping staff by taking the pipe and handing it over in confidence.
126. All prisoners entering and leaving the prison are subject to strip searches. These searches are designed to detect the presence of unauthorised items such as drugs, tobacco, cell phones and weapons. We assessed the processes of six strip searches and found them to be well conducted.
127. Of the 17 prisoners we interviewed about search practices, 15 were satisfied with how the strip searches were conducted on arrival at the Receiving Office. One of the dissatisfied prisoners was a transgender prisoner who said she was uncomfortable being strip searched by male officers.
128. Staff advised that transgender prisoners were treated as male until the person identified as female. At that point, the prisoner was taken to the health unit, where health professionals determined whether they would be treated as male or female.

129. Following our inspection, the National Commissioner advised that the transgender policy had been implemented and applied at MECF.²¹ The principles of the guidance are that trans people in prison are managed in a way that:
- » is individualised
 - » seeks to preserve their dignity, safety and privacy
 - » enables the maintenance of a person's gender identity
 - » is not dependent on the gender of person the prison usually houses
130. Under this policy, specific plans for each prisoner must be developed and the prisoner must be allowed to decide what gender officer they want to conduct searches and urine tests.
131. Custodial staff routinely conducted rubdown searches on prisoners when they left their cells, and whenever they left their residential units. All the prisoners we interviewed about search practices said the rubdown searches were conducted in a manner that respected their dignity.
132. We observed over 50 rubdown searches of prisoners and found them to be well conducted.
133. Staff also conduct cell searches to monitor cell standards and check for contraband. During our inspection of Juliet Unit, we observed staff conduct a number of cell searches. The searches were thorough and well conducted. In one of the cells, staff found a tattoo gun.

The prison's responses to incidents

134. At the time of our inspection, the prison had a Site Security Team that carried out searches.
135. Following any incident involving violence or intimidation, or any other breach of discipline, the prison has a range of options available to deal with those involved. These include bringing disciplinary charges, moving prisoners to other units or prisons, placing prisoners on directed segregation, reviewing security classifications and notifying the Police.
136. Between 1 June and 30 November 2017, a total of 1,366 misconduct charges were laid against prisoners. Of these, 527 were completed, 185 were cancelled²² and 547 were withdrawn.
137. Staff advised that staffing pressures (particularly in the second half of 2017) meant prosecutors were often reassigned to help in the units. As a result, some prisoners facing disciplinary charges reached their final hearing date without being heard and the charges were dropped.
138. Following our inspection, the National Commissioner advised that portfolios created from identified critical areas had been allocated to principal corrections officers to lead. This had presented the opportunity to focus and ensure that misconduct timeframes were met. This would continue to be an area for ongoing improvement and development, supported by the leading principal corrections officer.

Findings

Finding 14. Staff were visible in the units and the level of prisoner-on-prisoner violence and intimidation was generally low. However, the transitory nature of the remand prisoner population, combined with staffing pressures, created conditions that provided some prisoners the opportunity to engage in violence and standovers.

Finding 15. Staffing pressures meant some disciplinary charges did not proceed.

²¹ The Transgender Policy came into effect on 5 March 2018.

²² The prisoner may have been released from prison before the charges were heard.

Rehabilitation

Time out of cell

139. Prisoners can access rehabilitation and training opportunities only when out of their cells. At the time of our inspection, the prison was operating a standard 8am–5pm staff roster regime in all units. In practice, prisoners spent less time out of their cells due to the time taken for unlock and lock-up, security checks, staff lunch hours and administrative duties such as briefings and meetings.²³
140. Unlock times were further reduced depending on the unit and the number of different categories of prisoners who could not be mixed.
141. During our inspection, prisoners in Echo, Foxtrot Two and Hotel Units were unlocked on average for about six hours a day (three hours in the morning and three hours in the afternoon).
142. In Kilo Unit (the prison's working unit), prisoners received a longer period of unlock time. Prisoners who were employed in the kitchen were unlocked at 5.30am. Those not working in the kitchen were unlocked from 8.30am to 11.30am and from 1pm to 4.30pm.
143. Multiple unlock regimes were in place in Alpha, Bravo, Charlie, Delta, Foxtrot One and Juliet Two. Depending on the regime, prisoners received between one and three hours unlocked.
144. In the At Risk Unit, only one yard is available for prisoners' recreation, so the amount of unlock time varies significantly for those prisoners who have to be kept separate for safety reasons.
145. One prisoner in the At Risk Unit told us that, on several occasions, he spent the whole day locked in his cell. Staff advised that this prisoner required four staff to be present whenever he was unlocked. They said the workload pressure within the At Risk Unit and regular staff shortages restricted their capability to provide this prisoner with unlock time on some days.
146. Following our inspection, the National Commissioner advised that the new accommodation block being built (Building C) would provide an enhanced Intervention and Support Unit. Until it was built, staff were to ensure all reasonable steps were taken, and recorded in the prisoner's management plans, to maximise time out of cell and association with other prisoners.
147. The new Supported Decision Framework and Multi-Disciplinary Practice guidelines are to be used in all Intervention and Support Units.
148. Having multiple unlock regimes is intended to keep prisoners and staff safe, but time out of cell is also important. Having prisoners engaged in constructive activities helps to alleviate boredom and contributes to a prison's good order and to positive relationships among prisoners and staff. It also supports prisoners to make positive changes that can help them rehabilitate.
149. Restricting access to communal areas limits prisoners' opportunities to make constructive use of their time out of cell, and, in particular, limits opportunities to socialise with others.
150. Following our inspection, the National Commissioner advised that prisoner unlock at the prison was often dictated by the number of multi-cluster units²⁴ across the site, prisoner classification/categories and segregation status. The prison worked continually to ensure that the use of multi-cluster units was minimised so that maximum time out of cell could be facilitated.
151. The prison monitored unlock hours daily to ensure that an informed and proactive response was taken to address any reduced hours of unlock.

²³ Department of Corrections policy is for unlock regimes at low and medium security facilities to reflect funding and staffing ratios.

²⁴ Units that have multiple unlock regimes.

Case management

152. As well as detaining prisoners safely and humanely, prisons are expected to support prisoners to make positive changes in their lives. All prisons offer programmes aimed at supporting prisoners to address the causes of their offending and acquire skills that will help them after release. Case managers work with prisoners to create plans for rehabilitation and reintegration. Some custodial staff assigned as case officers work with prisoners in their units to support rehabilitation and keep track of progress.
153. Successful rehabilitation depends on a prisoner's motivation and on access to support and opportunities to make positive changes.
154. At the time of our inspection, the prison had 14 case managers on site. Of these, two were on secondment and due to leave the case management team at the end of January 2018. A further two case management positions were vacant. Following our inspection, the National Commissioner advised that the 16th position had been filled in July 2018.
155. Staff advised that about 40 new prisoners arrived at the prison each week. Many prisoners transferred in and out every day, making them difficult to track. This meant some prisoners had entered and left the prison with no support or intervention from case managers. Staff said that, to address this, MECF used a different case management model from that other prisons used.
156. Legislation requires that an offender plan be completed for every prisoner who spends more than 60 days in custody. This means an offender plan has to be ready within 40 working days of initial reception into prison. Under MECF's operating model, a prisoner is to be allocated a case manager within 25 working days of reception so an offender plan can be prepared on time.
157. All sentenced prisoners are allocated a case manager so that an offender plan can be put in place with identified interventions or activities aimed at reducing the risk of re-offending. Remand prisoners are not allocated an individual case manager, but a case manager is assigned to complete an offender plan. Remand convicted prisoners are prioritised over remand accused prisoners because remand convicted prisoners are eligible for rehabilitation programmes.
158. As part of the operating model, case managers were grouped with different categories of prisoner. For example, two case managers were dedicated to youth prisoners and four were dedicated to remand accused prisoners. The remaining case managers were spread among remand convicted and sentenced prisoners.
159. At the time of our inspection, staff advised that they had made a concentrated effort to see all prisoners (including remand accused prisoners) within 25 days of reception, completing offender plans and making programme referrals. Of the 1,035 prisoners housed at the prison, only 40 offender plans were outstanding, for remand accused and remand convicted prisoners.
160. Prisoners provided feedback about the case management process. Some said they were satisfied with their case manager and felt well supported. Others said they experienced delays, had difficulties in seeing their case manager, or did not know who their case manager was.
161. During our inspection, we observed one youth case manager see five youth prisoners. The case manager was professional and had an excellent rapport with the prisoners.
162. As with other areas, case managers advised that they were short-staffed and under pressure. Also, staffing shortages in the accommodation units meant it could be difficult for case managers to get access to prisoners as, often, no staff were available to facilitate prisoner movements.
163. Following our inspection, the National Commissioner advised that two days had been assigned for case management in the unit housing youth prisoners. This had enabled case managers to access youth prisoners and supported regular contact with youth. Other appointments could be made as needed. This approach had resolved concerns about access to case managers.

Treatment and rehabilitation programmes

164. The prison provides a few treatment and rehabilitation programmes, including alcohol and drug treatment programmes, family violence programmes and a gambling and risk taking programme.
165. Eligibility for programmes depends on a range of factors, including a prisoner's age, security classification and risk of re-offending and re-imprisonment,²⁵ and the nature of his offending and sentence. If prisoners are eligible, opportunities depend on programmes being available.
166. Remand accused prisoners are not eligible to take part in rehabilitation programmes. They can participate in the Alcohol and Other Drug Brief and Intermediate programmes, as these are considered educational.
167. In general, remand convicted prisoners do not begin rehabilitation programmes until they are sentenced.
168. Between 2 October and 24 November 2017, prisoners attended the following treatment and rehabilitation programmes:²⁶
- » Alcohol and Drug Brief Programme
 - » Community Alcohol and Drug Programme
 - » Meth and Me Programme
 - » Dynamics of Whanaungatanga²⁷ – Tikanga Programme
 - » Alcohol and Drug Treatment Court Programme
 - » Gambling and Risk Taking Programme
 - » Odyssey House Pre-treatment Programme
 - » Te Kupenga²⁸ – Youth Tikanga Programme
 - » Asian Family Services Programme

Education

169. Every prisoner receives an education assessment to determine their literacy and numeracy learning needs. This is followed by a learning pathway discussion to identify recommended programmes to help the prisoner meet his learning needs and goals.
170. The prison offers a small range of education opportunities, including foundation learning life skills, cultural learning, vocational training, Secure Online Learning, intensive numeracy and literacy and self-directed learning.
171. Between 2 October and 24 November 2017, prisoners attended the following classes:²⁹
- » literacy and numeracy programmes
 - » Secure Online Learning³⁰

25 Risk of conviction and re-imprisonment is measured using an index known as Roc*RoI (risk of conviction x risk of imprisonment).

26 Prisoners may have attended multiple programmes or attended the same programme more than once during this period.

27 Dynamics of Whanaungatanga is based on the PhD thesis of Pā Henare Tate and comes from a Māori viewpoint. The course is based on Māori values of relationships, well-being and restrictions, personal power and authority, being true, doing right, love, roles, restoration and goals in life.

28 Te Kupenga focuses on collaboration and relationship building to develop and achieve goals.

29 Prisoners may have attended multiple classes or attended the same class more than once during this period.

- » driver licence testing
- » Brainwave³¹

172. All prisoners, including those on remand, are eligible for education assessment, learning pathways, literacy and numeracy programmes, and driver licence testing.
173. However, staff advised that most sentenced prisoners were not given programmes because sentenced prisoners at the prison usually worked and preferred to earn money rather than attend education programmes. As a result, prisoners who were about to be released were prioritised.
174. Staff advised that, due to the transient nature of the prison, most prisoners were not put on a specific course unless they were able to continue the course in another prison. Staff said that it would not be fair for the prisoner to start a course and not finish it because they were transferred.
175. At the time of our inspection, the education team was made up of two educators, the librarian and the team leader. The team leader advised that the primary concern for the education team was the lack of classrooms and staffing pressures.
176. The prison has four classrooms. However, one classroom could not be used because it had no security cameras and the educators were not allowed to be by themselves with prisoners in the room. Instead, the educators used the activity/communal rooms that were located in the units. While these facilities were suitable in the short term, staff advised that the rooms were not designed to be used as classrooms.
177. The size of the education team meant that staff often struggled to keep up with case managers' referrals. Staff said prisoners were affected, because they had to wait longer to enrol in an education programme.
178. Staffing pressures also meant that prisoners could miss out on attending classes because there were often not enough movements staff available to get the prisoners to class.
179. Following our inspection, the National Commissioner advised that the site was restricted in terms of programme facilities. Other locations had been considered, but security issues posed significant risks.
180. Unit areas were being utilised to ensure that the prison delivered as many programmes as possible.
181. Staffing can contribute to challenges in getting prisoners to all of the programmes. The Security Manager and Assistant Prison Director met regularly to discuss these challenges and how to work towards solutions.
182. The Security Manager was working through the required processes to establish a permanent team of programmes officers charged with moving prisoners to and from programme venues, as well as overseeing the programmes while they were in session.
183. The Residential Managers continue to work with their teams to assist in having prisoners identified for programmes prepared and ready ahead of their programme session.

30 Every prison has a Secure Online Learning suite with computers which prisoners can use to gain digital literacy skills and complete learning assignments. Prisoners have access to a limited range of pre-approved websites and apps, and can email their education tutor.

31 The Brainwave programme educates prisoners about brain development and motivates them to provide non-violent, positive role modelling for children. It aims to break the cycle of repeat offending.

Work experience and training

184. Working in prison industries gives prisoners opportunities to gain skills and qualifications that might be useful after release. MECF's main employment opportunity is in the kitchen, laundry and canteen delivery.³² Nearly all workers employed at the prison are housed in Kilo Unit.
185. During our inspection, we visited the kitchen and laundry and spoke with the officer in charge of operations. We were advised that the two biggest issues the kitchen and laundry faced were the limited number of instructors and the inconsistency of workers.
186. The kitchen had nine FTE instructors. 9 (2) (a)
187. The three instructors' positions were backfilled with corrections officers. Two instructors from Auckland Prison and Auckland Region Women's Corrections Facility were also working at the prison on their days off. The two instructors had been assisting in the kitchen since 8 December 2017.
188. However, despite this assistance, the prison's instructors told us they were having difficulty maintaining the expected quality of the meals on the production line.
189. The nature of the prison meant there was a high turnover of prisoners working in the kitchen and laundry.
190. On any given day, there should be 32 prisoners working in the kitchen. On one day during our inspection, only 23 prisoners were working in the kitchen. On another day, two prisoners who started work in the kitchen at 6am were gone by 8am because they had been transferred to another prison.
191. Staff advised that 60% of workers leave within two weeks, while the longest-serving kitchen worker had been there for only two months.
192. To keep the laundry fully operational, eight prisoners should be working there. However, staff advised that the laundry had only about five or six workers each day. This had affected the operations of the laundry service, and staff said that they were left feeling exhausted as they tried to cover the duties.
193. Staff advised that they had recently considered whether any of the 75 sentenced prisoners would be suitable for employment in the kitchen and laundry. However, the majority of the sentenced prisoners were on segregation and were thus unsuitable for kitchen work under the current regime.
194. Prisoners we spoke to informally in the kitchen, laundry and canteen told us they enjoyed going to work and were happy they had a job.
195. Following our inspection, the National Commissioner advised that the prison had transitioned the prisoner workforce from mainstream prisoners to segregated prisoners.
196. The prison was also considering increasing the number of key employment positions approved to improve its ability to maintain prisoners who worked in these positions and provide some stability in the delivery of key services at the prison.

32 Prisoners are able to buy additional grocery items, such as snacks, toiletries and phone cards, from an approved list through the prison canteen system. Each prisoner has a Trust account, which can be used for purchases. Prisoners are paid an incentive allowance for participating in programmes, training and work opportunities. The canteen delivery team prepare and deliver first night packs and weekly free issue packs (with items such as soap and toilet paper), as well as distributing items on the 'P119' canteen list.

Access to out-of-cell activities

197. The prison has a main gym and six dedicated gym instructors. Two instructors work in the gym. The remaining four instructors hold gym sessions in the accommodation units. On average, the gym instructors run 66 sessions a week, with 15 prisoners per session.
198. Prisoners we spoke to informally in Charlie Two and Delta One told us they did not get access to the gym because their internal yards have a pull-up bar.
199. In Foxtrot Two, a yoga instructor attends the unit once a week. Staff told us this has been positive in helping prisoners deal with anxiety and other mental illnesses.
200. At the time of our inspection, the prison gym had been closed for four to five weeks, and the gym instructors had been redeployed to support the residential units with operational tasks. The Prison Director advised that this decision was made due to staffing shortages and to reduce the amount of time prisoners were locked in their cells, given the hot temperature in the units.
201. Of the 35 prisoners we interviewed, 30 said they were bored and did not have enough activities to keep them occupied. Staff advised that the main challenge for the prisoners was the lack of purposeful activities.
202. We observed that most units had little equipment to provide prisoners with constructive activities. Some units had table tennis tables, basketball hoops and pull up bars. Board games were delivered to most of the units during our inspection; however, these were meant to arrive before the Christmas holiday period but were delayed due to an issue with the supplier.
203. Foxtrot One houses youth prisoners. However, it is not a designated Youth Unit and does not have the facilities or same opportunities available as the two designated Youth Units (in Hawkes Bay Regional Prison and Christchurch Men's Prison). Staff expressed concern about a lack of meaningful activity for youth prisoners. They suggested that more fitness sessions were needed to burn off excess energy which, in turn, would help to reduce the number of incidents and lower tension.
204. Prisoners had access to some library books, but the prison does not have a full library. The librarian advised that prisoners could fill in a form to register for books and explain what they liked to read. The librarian would then choose a book based on the interests of the prisoner. Sometimes, prisoners received the same book they already had, as the library has only a limited supply of books.
205. Many prisoners we interviewed and spoke to informally advised that they did not have access to library books and did not know how to request a book.
206. Staff in Kilo Unit had set up one of the offices as a small library. The library was refreshed over time by the librarian. Prisoners were able to access these books when they were unlocked.
207. Staff advised that prisoners in Juliet Two were not allowed library books as they had previously damaged them.
208. Following our inspection, the National Commissioner advised:
- » Redeployment of staff was necessary at times. A national initiative was under way to appoint corrections officers who would provide physical education to all prisons. Recruitment was under way to appoint two such officers to MECF.
 - » All prisoners had access to books and those who damaged books were managed individually.
 - » Residential managers had instructed to ensure that board games and other such activities were provided in the units.
 - » Staff were to manage damage by managing those prisoners who did not respect the items, enabling those prisoners who did not damage such property to have daily access to such items.

Contact with family and friends

209. Contact with family and friends is important for prisoners' wellbeing and eventual reintegration into the community.
210. We interviewed nine prisoners about access to telephones. Four said they thought there was sufficient access, while the other five did not. Prisoners told us that it could take weeks to get telephone numbers approved and that, during that time, they were unable to contact their family and friends.
211. Following our inspection, the National Commissioner advised that an audit undertaken in February 2018 confirmed that all prisoner telephone requests were up to date with the prison's requirements.
212. The prison has two visit halls, which ran 16 sessions a day, with 25 prisoners per session. Each visit session ran for 45 minutes.
213. The prison's visit area was child-friendly, bright and clean. Each visit hall had a family room and a children's room fitted with a screen for breastfeeding mothers and a changing table.
214. Prisoners we spoke to said they were happy with the visits process.
215. All of the 20 visitors we spoke to about the visiting process said that staff treated them with respect.

Findings

- Finding 16. The restricted unlock times in some of the units meant prisoners had limited opportunities to engage in constructive out-of-cell activities. Prisoners had limited access to rehabilitation or treatment programmes, work experience, education programmes or the gym. Staffing numbers also meant staff had few opportunities to actively manage prisoners to assist with rehabilitation.
- Finding 17. The employment of remand prisoners in the kitchen and laundry has led to problems maintaining expected standards, due to the high turnover of these prisoners.
- Finding 18. Delays in approving telephone numbers impacted prisoners' ability to contact their family and friends.

Health and other services

Health

216. The Department of Corrections' Regional Clinical Director of Health, who observed the health team during the reception process and in the health units, accompanied and supported us during our inspection.
217. At the time of our inspection, the prison had 31.2 FTE health staff. This included a Health Centre Manager, Assistant Health Centre Manager, team leader, registered nurses, mental health nurses, health care assistants and administration officers. The team was supported by contracted professionals, including medical officers (who provide medical services for 32 hours a week), a physiotherapist (12 hours a week), a dentist and dental assistant (12 hours a week), mental health forensic services, and a visiting podiatrist, neurologist and hepatitis specialist.
218. The health service team provided care between 6am and 10pm and a registered nurse was rostered on call each evening.
219. The main health unit had three clinic rooms and two consultation rooms. The satellite health unit had three clinic rooms that could be used as consultation rooms. All rooms were set up and fit for purpose. Both health units had enough holding cells for prisoners to await their appointments.
220. The relationship between the health team and other services on the site was positive. The Health Centre Manager and the Prison Director worked well together, with daily meetings and clear escalation pathways. Two custodial staff were dedicated to each of the health units every day to support the service and ensure that prisoners were able to see the health team.
221. Staff advised that all prisoners who submitted a health request form had their health need addressed. A nurse triaged the health request forms. If the requests were not dealt with the same day, they were addressed by either a wing visit or an appointment with a nurse at a clinic.
222. The prison had two nurse clinic lists each day, one in each of the health units. The health team leader was responsible for overseeing and managing the nurse clinic lists to ensure that patients were seen based on priority of their health need.
223. At the time of our inspection, there was less than one week waiting time for non-urgent medical appointments. Prisoners who had an urgent appointment had a 'Must See' note indicating that they needed to be seen that day.
224. The prison has an electronic process in MedTech for obtaining medical records for newly arrived prisoners and for sending medical records to general practitioners on release. However, this GP2GP system relies on community medical centres to send patient health information immediately. Staff advised that delays in receiving this information were common.
225. Seamless continuity of care, including prescribed medication, is essential to a patient's wellbeing and management of long-term conditions. Adverse risks are associated with stopping some medications abruptly. Robust systems need to be in place to ensure continuity of medication prescribing for prisoners on entry to prison and on release.
226. Following our inspection, the National Commissioner advised that all health staff had access to Test Safe, thus providing immediate access to health information on reception. GP2GP notes usually arrive within 24-48 hours, due to improved communication and embedded administrative processes.
227. Observation of some nurse consultations with patients showed that patients were informed, consulted and involved in the planning of their care.

228. We interviewed one prisoner after his health consultation. He told us that he had at first been reluctant to contact the nurse due to being embarrassed about his health concern, but the appointment went well. He was at ease speaking with the nurse and was given options on how he could proceed. He was able to decide what he felt most comfortable with and was happy with the encounter. The nurse conducted other measurements (such as blood pressure, height and weight) and discussed some blood test results with him. This was more than he had expected.
229. The Clinical Director found that self-administration of medication was not taking place. Several prisoners had scheduled movements to the health units two or three times a day to manage diabetes. Other prisons allow some prisoners with stable diabetes to manage their own condition, with their diabetes equipment being kept in the unit guardroom or the prisoner's cell.
230. We spoke to one insulin-dependent prisoner. He told us the *"health staff were great"* but he wanted more control over how his diabetes was managed. He said he could not adjust his own insulin dose if his blood sugar levels were too high or too low, as he would in the community.
231. Following our inspection, the National Commissioner advised that due to evidence of significant abuse of medication, the Health Centre Manager had decided that self-administration would not take place.
232. At the time of our inspection, 13 prisoners were over the age of 65. The Health Centre Manager advised that health staff had no specific training in working with older prisoners (such as in fall or cognitive assessments, palliative care or dementia). However, the prison had two health care assistants who could help or supervise older people with daily activities such as showers and dressing, if required. No units housed elderly prisoners specifically, but if an elderly prisoner was vulnerable, they could be housed in Foxtrot Two.
233. After our inspection, the National Commissioner advised that staff had access to an 'older prisoners' policy. Managers were aware of working with older complex prisoners and liaised with the Needs Assessment and Service Co-ordination Service³³ at Auckland District Health Board to ensure that their specific needs were met. We are unaware of any 'older prisoners' policy.
234. There was one elderly prisoner housed in the At Risk Unit for whom the nurse had concerns about possible cognitive decline/dementia. A doctor's appointment had been made for this prisoner and he had also been referred to the psychologist for further assessment.
235. As part of our inspection, the Clinical Director reviewed the MedTech daily record completed by forensic staff. The daily record often included the patient's legal status, charges and court dates. This information should not be included in this health record as it would be transferred to the patient's community doctor on release and would breach the patient's privacy.
236. Following our inspection, the National Commissioner advised that forensic staff were aware of the requirement and were no longer recording the patient's legal status, charges and court dates in their notes. The Assistant Health Centre Manager regularly checked the notes, which were audited. No breaches had been identified over the previous few months.
237. The Clinical Director advised that, although the health team followed principles of infection control, staff did not understand the outbreak management policy well. The outbreak surveillance log in the Infection Control Manual was not being used. Instead, nurses recorded infections in the classification tab in MedTech. When creating a classification, staff were not always noting which unit the prisoner was in, an important detail for outbreak surveillance. The health team checked trend data once a month, which did not allow a potential outbreak to be managed proactively.

33 People who assess a patient to see what supports they need in place.

238. Other infection control concerns raised in interviews with prisoners and staff included:
- » Nail and hair clippers were shared widely. In one unit, more than 100 prisoners shared one set of nail and hair clippers. No clear process was in place for cleaning this equipment.
 - » The number of skin infections, such as boils, at the prison was substantial and no accurate or reliable system was in place to provide data to inform the prison of outbreaks.
 - » Cells and beds were not always cleaned when prisoners were moved. Nurses advised that, when prisoners arrived in the Receiving Office after hours, other prisoners were sometimes moved to another cell so the new prisoner could be placed in their cell. The new prisoner was then moved into the cell without the bed being cleaned beforehand.
 - » Low levels of health literacy can contribute to some prisoners not practising good personal hygiene, such as showering and washing hands. To be more effective, the posters on related topics on the health unit walls should also be placed on noticeboards in the housing units.
 - » The heat and humidity in the units at the time of our inspection may have affected chronic respiratory or cardiac conditions and increased the incidence of skin infections.
239. Following our inspection, the National Commissioner advised that unit desk files instructed staff in the use and management of items such as nail and hair clippers. Additional sets of items and all cleaning fluids had been supplied and appropriate processes had been introduced. Further, cells were cleaned between occupants and all bedding replaced. Principal corrections officers sign when this has been completed.
240. The National Commissioner also advised that the health team used every engagement with a prisoner to promote personal hygiene. This was further supported by the residential staff.

Dentist

241. The waiting time for non-urgent dental care was six weeks. The dentist advised that this was longer than usual due to the Christmas holiday period. Prisoners with urgent dental needs were seen at the next available clinic, or referred to the Emergency Department.
242. The dentist advised that the list would not be as long if nurses were to receive more dental assessment and triage training.
243. Following our inspection, the National Commissioner advised that the Health Centre Manager had further developed the health team in the area of dental triage. It must be noted that health staff are not fully trained in dental assessment.

Findings

- Finding 19. Prisoners' health needs were generally well met and the prison's health service was well supported by tertiary and secondary service providers.
- Finding 20. The Prison Director was well informed about health services.
- Finding 21. Health staff did not always have immediate access to newly arrived prisoners' health information.
- Finding 22. No specific training in relation to older people had been provided to health staff.
- Finding 23. Management of infection control, including surveillance of infectious outbreaks, could be improved.
- Finding 24. Prisoners' legal status and charges were often present in MedTech forensic documentation, which creates a privacy risk.

Mental health and self-harm

Mental health services

244. The prison had four forensic nurses, one of whom was at the prison each day. Two psychiatrists visited the site to see patients.
245. All new prisoners are screened for mental health needs, along with physical health, alcohol and drug use and social needs. Mental health needs, if identified, are referred to mental health specialists for assessment.
246. The Regional Forensic Service does a "paper" triage by checking their records and, based on information sent through on the prison referral, will either refer the prisoner back to the prison without a face-to-face triage assessment or see the prisoner if the details in the referral support the need for this.
247. The prison's forensic service had a caseload of about 120 patients. All consultations took place in interview rooms in the accommodation units.
248. In the At Risk Unit, we observed custody and nursing staff working well and collaborating in the daily health assessment of those prisoners where the cell door was opened during the interview.
249. However, for other prisoners, the nurse completed daily "welfare" checks through a closed cell door. The nurses would go to the cell doors without custody staff being present and conduct their welfare check, looking through the window and speaking through the door.
250. When asked why interviews were conducted this way, nurses advised that custodial staff were sometimes busy in the unit and were unable to assist.
251. Following our inspection, the National Commissioner advised that the At Risk Unit manager was developing a plan to enable all prisoners to be seen face-to-face by health professionals and chaplains. Any plan prepared would factor in the prisoners' current evidenced behaviour.
252. There appeared to be a gap in service for prisoners who required mild to moderate mental health "packages of care" brief interventions-type treatment. Packages of care can include self-guided tools (such as reading material), group sessions looking at improving mental well-being, or up to six sessions of Cognitive Behavioural Therapy.
253. The mental health nurses advised that their work was essentially reactive and that they did not provide any ongoing therapeutic sessions with prisoners to address issues such as depression, anxiety, grief and anger. The nurses advised that they could not provide ongoing sessions with patients due to the nature of the remand prison, as patients were often transferred to another prison or released.
254. Following our inspection, the National Commissioner advised the service provided was as per current FTE and funding and the transient nature of the site's prisoner population.
255. Custodial staff who worked in the At Risk Unit and Foxtrot Two advised that they had not received any training to recognise prisoners with mental health problems. Further, most staff in the At Risk Unit had been working in the area for less than one year.
256. Custodial staff in both units told us they felt receiving education on mental health would be valuable for them in their work, enabling them to be better able to identify and support people with mental health conditions. Staff said they learnt small amounts when speaking with the mental health nurses or forensic nurses about a prisoner, but they had received no formal training sessions about mental health conditions.
257. Following our inspection, the National Commissioner advised that the Health Centre Manager and psychologist had developed a training package to be delivered to Intervention and Support

Unit, Management Unit and Foxtrot Two staff. The training was developed on complex offenders and managing mental health training.

258. On 29 August 2018, all the required staff completed the training. Ongoing monitoring was to take place to assure quality and ensure that content was tailored to the prisoner.
259. The Intervention and Support Project will further support the Intervention and Support Unit at MECF as different tools become available across the network.
260. The Health Centre Manager advised that there could be a delay of up to two weeks for a patient to be admitted to a forensic in-patient bed. At the time of inspection, no patients had been identified as needing admission.
261. Following our inspection, the National Commissioner advised that overall communication with the Forensic Prison Team Manager and Health Centre Manager had improved, as had the reporting of patients whose conditions were worsening. This helped to fast-track patients with significant mental health problems into the Mason Clinic. It sometimes took longer to address the needs of prisoners whose mental health was deteriorating slowly. However, with improved reporting, health staff ensured that patients were prioritised.

Findings

- Finding 25. The prison was taking steps to monitor and address prisoners' mental health needs. However, staff in the At Risk Unit and Foxtrot Two had not received specific training to support prisoners with mental health needs.
- Finding 26. Mental health nurses did not always have appropriate custodial support when conducting prisoner welfare checks.
- Finding 27. There is a high demand for forensic in-patient beds, which can result in delays in a patient being admitted.

Spiritual support

262. The prison has a chaplaincy of 1.5 FTE chaplains and a faith-based volunteer roster of 192 people from 19 different church communities (including Muslim, Jewish and Buddhist) who provide religious support for prisoners. The chaplaincy aims to ensure that all prisoners have an opportunity to meet with a representative from their faith. However, a prisoner does not have to have a faith-based belief to engage with chaplaincy services.
263. Six volunteers visit once a week (Monday–Friday) to provide Bible-based studies in different units and up to 30 volunteers provide Sunday church services.
264. Services were not provided to prisoners in Alpha, Bravo, Charlie, Delta, Management Units and the At Risk Unit due to a lack of space. The chaplaincy advised that they were aware of this and were considering ways to address it.
265. The chaplaincy has supported prisoners taking the Bible-based Kaiology: Time for Change programme.³⁴ The programme initially started as a weekly discussion programme hosted by a volunteer in one of the units. However, by May 2017, the chaplaincy offered the programme to prisoners across the site and to date more than 200 men have completed it.
266. The chaplain advised that staff tried to facilitate their contact with prisoners. However, when there are staff shortages and rolling unlocks, it is difficult for chaplains to have meaningful contact with prisoners. The lack of meeting rooms also makes it more difficult to have one-on-one contact with prisoners, as they have to compete for time and space with other matters, such as consultations with lawyers, education and medical visits.
267. We spoke to 24 prisoners about the provision of the chaplaincy. Of those, 13 were happy with the services provided to them, six were unable to contact the chaplain as they did not come into their units and five did not want contact with the chaplain, although they knew that chaplaincy services were available. One Muslim prisoner told us that a staff member gave him a Quran after he asked for one. However, he was not allowed a prayer mat and he was unaware that Islamic volunteers came to the prison.
268. Following our inspection, the National Commissioner advised that the Assistant Prison Director had worked collaboratively with the chaplains to develop a schedule for services across the facility. It has been in place since August 2018.
269. In addition, the National Commissioner advised that office space in the central units was limited. The principal corrections officer often gave up their office to official visitors to the unit for meetings with prisoners.

Finding

Finding 28. Chaplaincy services were, at times, limited due to regime restrictions and the lack of available rooms.

³⁴ The principle and purpose of Kairos Development (Kaiology) is to make timely interventions, and for people to make meaningful organisation and personal changes for themselves and others.

Reintegration

270. Case managers begin working with prisoners on a release plan from their reception into custody, and continue to work on this plan as their sentence progresses. Proposed release plans for long-serving prisoners are outlined and confirmed in the parole assessment reports provided to the New Zealand Parole Board (NZPB) before the prisoner's scheduled hearing. Planning is based on a prisoner's risk of re-offending and the support needed to manage that risk.
271. Staff advised that, under a national agreement, they had to write parole assessment reports for prisoners who had been moved to other prisons and whose parole eligibility date was within four months. MECF has many remand prisoners set to be sentenced, so lacks the resources for this.
272. When prisoners are transferred from MECF to Auckland South Corrections Facility, case managers at MECF have to complete a parole assessment report without an offender plan having been written. As a result, prisoners were not ready for their first NZPB hearing.
273. Following our inspection, the National Commissioner advised that, in January 2018, MECF's Assistant Prison Director met with her counterpart and the Principal Case Manager at Auckland South Corrections Facility to establish an agreed process to ensure that the required access to prisoners could be gained. The MECF case management team had been asked to immediately raise any issues with this process so that the Assistant Prison Director could liaise appropriately.
274. Between 1 October and 31 December 2017, 61 prisoners appeared before the NZPB. Of these, parole assessment reports had been completed for 15. The remainder were not completed in full.
275. Staff advised that, in some instances, where a parole report was not ready, prisoners were asked to complete a waiver to give the prison extra time to complete the report. This waiver states that a prisoner does not want to see the NZPB on their first hearing.
276. Following our inspection, the National Commissioner advised that, generally, a waiver was completed if a prisoner requested it. However, motivational interviewing is used to encourage prisoners to attend their hearing. This practice was reiterated by the Principal Case Manager and Assistant Prison Director at team meetings to reduce confusion. There is also regular confirmation with staff to ensure that they understand the appropriate way to use waivers.
277. Eight of the 12 prisoners we spoke to about the matter said they had prepared for release. The other four said they had no housing arranged and had taken part in no treatment programmes.
278. Between 1 June and 30 November 2017, 444 prisoners were released from the prison. During the same period, the prison made 250 referrals to external reintegration services for assistance with accommodation, incomes, employment, and other needs such as skills and training, personal wellbeing and family connections. These providers included CareNZ, Goodwood Park Healthcare, HealthCare NZ, the National Urban Māori Authority and PARS. Also, Work and Income helped prisoners to get formal identification, and where appropriate, financial help.
279. Case management advised they had been working with Community Corrections to help prisoners who had completed their time in prison to find employment. Staff said that, at first, Community Corrections tried to get employment only for sentenced prisoners, but had since been trying to complete employment assessments for remand prisoners. Some of these prisoners were being sentenced to time served and then released into the community without treatment, programmes or any possibility of help with employment.

Finding

Finding 29. Some services were available to support reintegration. However, some prisoners were not being adequately prepared for their parole hearing and subsequent release from prison.

Appendix – Images



Image 1. A freshly painted single cell in Alpha Unit.



Image 2. Graffiti on cell doors in Alpha Unit.



Image 3. Freshly painted communal area in Foxtrot Unit.

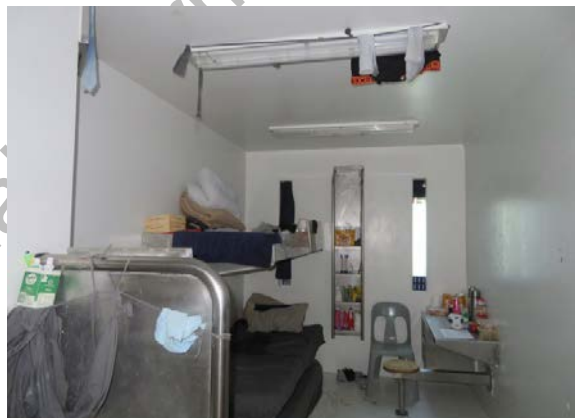


Image 4. A cell in Delta Unit with improvised washing lines and curtains.



Image 5. A television on a makeshift stand in a cell in Delta Unit.



Image 6. A prisoner showing how the toilet is in clear view of the cell door in Charlie Unit.



Image 7. A shower in Delta Unit.



Image 8. A toilet in Charlie and Delta Unit yard.



Image 9. Graffiti in Charlie and Delta Unit yard.



Image 10. A sensory room in Foxtrot Two.



Image 11. A stained pillow in Charlie Unit.



Image 12. Example of a mince dish.