

Manawatu Prison

Unannounced Follow-up Inspection

May 2019



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Contents

Office of Inspectorate <i>Te Tari Tirohia</i>	2
Foreword	3
Our findings	5
Introduction	8
Progress since the initial inspection	11
Reception and induction	11
Duty of care	13
Health	18
Environment	23
Good order	25
Purposeful activity	28
Reintegration	35
Prison Staff	37
Appendix A – Images	38
Appendix B – National Commissioner’s response	39



Office of Inspectorate *Te Tari Tirohia*

Our whakataukī

Mā te titiro me te whakarongo ka puta mai te māramatanga

By looking and listening, we will gain insight

Our vision

That prisoners and offenders are treated in a fair, safe, secure and humane way.

Our values

Respect – We are considerate of the dignity of others

Integrity – We are ethical and do the right thing

Professionalism – We are competent and focused

Objectivity – We are open-minded and do not take sides

Diversity – We are inclusive and value difference

We also acknowledge the Department of Corrections' values: rangatira (leadership), manaaki (respect), wairua (spirituality), kaitiaki (guardianship) and whānau (relationships).

Foreword

The Office of the Inspectorate *Te Tari Tirohia* is a critical part of the independent oversight of the Corrections system, and operates under the Corrections Act 2004 and the Corrections Regulations 2005. The Inspectorate, while part of the Department of Corrections, is operationally independent, which is necessary to ensure objectivity and integrity.

This report follows an unannounced follow-up inspection at Manawatu Prison. It was the Inspectorate's first unannounced inspection, after a programme of scheduled inspections of all 18 New Zealand prisons which began in March 2017. These inspection reports are being progressively published on the Inspectorate website and are made available to prisoners in prison libraries. The inspection reports contain findings rather than recommendations. This means that concerns are identified and the onus is on the Department and the prison to come up with solutions.

The inspection process provides an ongoing invaluable insight into prisons and provides assurance that shortcomings are identified and addressed in a timely way, and examples of good practice are shared across the prison estate. As the Inspectorate has added health expertise to its team of inspectors, inspections now have a strong clinical focus.

The follow-up inspection links to the work of my regional inspectors, who have close and ongoing contact with sites.

The initial inspection of Manawatu Prison, in 2017, identified a number of areas in which the prison was performing well, along with others that could be improved. The prison's management and staff were doing their best under complex and challenging circumstances, many of which were not under their direct control. Influencing factors included a challenging physical environment, limits on resources, and staffing pressures partly caused by the growing national prison population.

The Department responded to my report by implementing an action plan to address areas of concern identified by the inspection. It also announced a two-year \$15 million investment for the prison, which would include the complete refurbishment of B Block and the installation of an audio visual suite for prisoner court appearances.

Our unannounced inspection took place in May 2019 and focused on areas identified in the initial inspection that required improvement, as well as considering areas covered by new *Inspection Standards*.

An unannounced inspection provides the inspection team a clear picture of what happens routinely in the prison. It gives assurance that the findings of the previous inspection are being addressed by the site and standards are being maintained constantly.

I am pleased to note that the follow-up inspection found the prison had made good progress overall in its response to the 2017 observations, particularly in areas the management and staff could directly control and influence. We observed innovative practices by managers and staff to improve staff and prisoner safety, and the prison is making progress in supporting Māori



prisoners to strengthen their cultural identity. The site continued to provide challenges, due to its dated design and the wide range of prisoner categories in its population.

I am disappointed to note, however, that more than two years after the initial inspection, progress on the refurbishment of B Block and the installation of an audio visual suite have been slow, due in part to competing priorities and fiscal pressures on the Department. The lack of progress in improving access to health services for prisoners was also disappointing, as was the time taken to establish and operationalise a Site Emergency Response Team.

My inspectors also found a number of security issues of concern, which I have chosen not to include in this report, primarily because the matters fall outside the ambit of the latest *Inspection Standards*. These matters were reported to the Department separately.

I visited Manawatu Prison on 18 July 2019 to discuss the challenges of the site with the Prison Director and see the environment first hand. This follows my commitment to being visible and accessible and experiencing for myself the environment in which prisoners are detained and staff work.

I acknowledge the cooperation of Manawatu Prison'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

Our findings

1. This report sets out observations from our 2017 inspection, along with the response from the National Commissioner at the time (noting that the National Commissioner did not comment on all aspects of the 2017 inspection). The *Inspection Standards* for each section are also noted. Our commentary from the 2019 follow-up unannounced inspection follows and our 2019 findings are listed.
2. Our follow-up inspection found that Manawatu Prison had overall made good progress in its response to our 2017 observations, particularly in the areas that prison management and staff could directly control and influence.
3. We observed innovative practice applied by both staff and managers to mitigate a number of risks and issues that were identified during our 2017 inspection to improve overall staff and prisoner safety. These changes are commended as they make the best use of staff time and are simple but practical solutions to a number of ongoing problems.
4. Manawatu Prison continues to be a challenging site due to its dated design and range of prisoner categories on site, which often require different management regimes in a single unit.

Reception and induction

- Finding 1. The Receiving Office continues to function at a high standard. The prison has made good progress in improving prisoner inductions.

Duty of care

- Finding 2. The prison has made reasonable progress towards enabling prisoner attendance at court proceedings via an audio-visual link, although much later than anticipated.
- Finding 3. In some units, prisoners are unable to speak with their lawyer on the telephone in private.
- Finding 4. The prison has made good progress towards ensuring prisoners feel safe from bullying, abuse and violence.
- Finding 5. The transgender prisoner was being managed well despite some staff being unaware of the transgender guidelines and the need to regularly review support plans.
- Finding 6. The prison has appropriately introduced a gang management plan and staff are in the process of being trained accordingly.
- Finding 7. The prison has made good progress towards providing for the safety and security of different categories of prisoners.
- Finding 8. The prison is making good progress in supporting prisoners to strengthen their cultural identity.
- Finding 9. The prison has made good progress towards ensuring prisoners can access their property in a timely manner.

Health

- Finding 10. With the exception of dental and Medical Officer services, the prison has made insufficient progress in improving access to health services.
- Finding 11. An insufficient number of custodial officers are available to permanently facilitate prisoner attendance at health appointments.
- Finding 12. Most custodial staff have not received training to support prisoners considered to be at risk of self-harm or who are actively experiencing mental health issues, however they are doing the best they can in a challenging environment.
- Finding 13. The prison experiences difficulties arranging transfers of at risk prisoners to other prisons, which impacts on the welfare of those prisoners and places an additional burden on staff.
- Finding 14. Despite being recently painted, the "safe cell" environment remains stark, with little natural light and poor ventilation. Prisoners are detained in the "safe cell" environment for periods beyond the time required to complete a health assessment or await a prison transfer.
- Finding 15. The prison is providing additional primary mental health support services for prisoners.
- Finding 16. The prison has made good progress with improving how staff identify and respond to prisoners with physical, mental or intellectual disabilities.

Environment

- Finding 17. Most of the prisoner accommodation was clean and in reasonable condition. However, the prison had made insufficient progress with improving the natural lighting available in B Block, and the showers, toilets and exercise yards were in need of maintenance. Both B Block and C Block had poor ventilation.
- Finding 18. The prison has made good progress with improving prisoner access to clothing.
- Finding 19. The prison is offering prisoners a varied menu and nutritious food. The prison is working towards prisoners receiving their meals at reasonable times.

Good order

- Finding 20. The prison has made good progress with its management of and recordkeeping for prisoners on directed (non-voluntary) segregation.
- Finding 21. The prison has made reasonable progress with preventing prisoners gaining access to drugs and other contraband, and the quality of the rub-down searches varied.
- Finding 22. The prison is making good progress with improved supervision of visits.
- Finding 23. The prison has made insufficient progress in establishing and operationalising a Site Emergency Response Team.

Purposeful activity

- Finding 24. The prison has made reasonable progress in providing prisoners access to physical exercise, but has yet to distribute recently purchased gym equipment to the units.
- Finding 25. The prison has made good progress in providing prisoners access to telephones to contact family and whānau.
- Finding 26. Prisoners continue to have access to library services.
- Finding 27. The prison is making good progress to ensure that, where possible, eligible prisoners have access to industry training and work opportunities.
- Finding 28. The prison has made good progress in improving access to a wide range of education and learning programmes for eligible prisoners.
- Finding 29. The prison is making reasonable progress towards improving access to rehabilitation programmes for eligible prisoners.
- Finding 30. Short serving prisoners, initially classified as high security or voluntarily segregated, are often unable to access necessary rehabilitation programmes prior to their release.
- Finding 31. Prisoners with a high ROC*ROI for non-violent offences are often released from prison without completing any rehabilitation, due to a national shortage of psychologists.
- Finding 32. The prison has made good progress towards ensuring prisoners are supported by chaplaincy services and prisoners can practise their preferred religion.

Reintegration

- Finding 33. The prison has made reasonable progress to increase Release to Work opportunities for prisoners, given the eligibility criteria.
- Finding 34. The prison has made good progress with reintegration services, particularly Guided Release and helping source accommodation for prisoners.

Prison staff

- Finding 35. The prison has made good progress ensuring staff positively engage and respect prisoners, despite continued staffing pressures.
- Finding 36. Despite improved staff morale, unplanned leave, often due to illness, was adding to staff pressure.

Introduction

5. This report is the first of a programme of follow-up prison inspections to be carried out by the Office of the Inspectorate *Te Tari Tirohia*.
6. The Inspectorate visited Manawatu Prison between 21-24 May 2019 to carry out the unannounced follow-up inspection.
7. Inspectors assessed the treatment and conditions of prisoners at Manawatu Prison against the *Inspection Standards*, which are based on the principles of safety, respect, purposeful activity and reintegration. The *Inspection Standards* relate to 10 areas of prison life: reception and admission, first days in custody, escorts and transfers, duty of care, health, environment, good order, purposeful activity, reintegration and prison staff.
8. Follow-up inspections consider areas of prison life that were the subject of findings in the initial inspection. Standards that are new or were not considered as part of the initial inspection are also considered in the follow-up inspection.
9. The *Inspection Standards* are informed by:
 - » the United Nations Standard Minimum Rules (SMR) for the Treatment of Prisoners ('the Nelson Mandela Rules')
 - » HM Inspectorate of Prisons *Expectations* (England's equivalent criteria for assessing the treatment of and conditions of prisoners)
 - » the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders ('the Bangkok Rules')
 - » the Yogyakarta Principles, which guide the application of human rights law in relation to sexual orientation and gender identity
10. As this is the first follow-up inspection, the Inspectorate is still refining its methodology and *Inspection Standards*.
11. Inspectors make their assessments with four key principles in mind, to ensure that prisoners are treated in a fair, safe, secure and humane way. The principles are:
 - » **Safety:** Prisoners are held safely.
 - » **Respect:** Prisoners are treated with respect for human dignity.
 - » **Purposeful activity:** 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 reoffending.
12. The Inspectorate has adopted the assessment methodology used by Her Majesty's Inspectorate of Prisons for England and Wales¹ to assess progress made by prisons since our initial inspection. There are four possible progress judgements:

¹ Refer to guidance on Independent Reviews of Progress <https://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2019/03/INSPECTION-FRAMEWORK-2019.pdf>

- » **Good progress:** Managers have implemented a realistic improvement strategy and have delivered a clear improvement in prisoner outcomes.
 - » **Reasonable progress:** Managers are implementing a realistic improvement strategy and there is evidence of progress (for example, better systems or processes) and/or early evidence of some improving prisoner outcomes.
 - » **Insufficient progress:** Managers have begun to implement a realistic improvement strategy, but actions taken have not yet resulted in any discernible evidence of progress (for example, better systems or processes) or improved prisoner outcomes.
 - » **No meaningful progress:** Managers have not yet formulated and resourced a realistic improvement plan.
13. The fieldwork for the follow-up inspection was completed by three inspectors, closely supported by a Principal Inspector. Inspectors carried out:
- » interviews with prison management and selected staff
 - » informal interviews with 16 prisoners
 - » a physical inspection of all prison units, and
 - » a review and analysis of relevant documents and data
14. In addition, the Principal Clinical Inspector visited the prison between 29-30 May 2019 to assess health standards. At the time of the 2017 inspection, the Inspectorate did not have access to a qualified health professional so some of the health standards were assessed for the first time during the follow-up inspection.
15. In August 2019, we provided the National Commissioner with a draft of this report. The National Commissioner responded to the draft in September 2019 and her response is attached as Appendix B. We acknowledge the improvements that have been carried out at the prison in response to this inspection report.

Manawatu Prison

16. Manawatu Prison is situated in Linton, south of Palmerston North, in Corrections' Lower North region. Originally built in 1979 as a youth facility for male prisoners, it became a prison in 1985.
17. The prison has the capacity to house up to 290 male prisoners with security classifications from minimum to high, including remand prisoners.
18. The prison houses high security prisoners in B and C Blocks, which have 210 beds for remand and sentenced prisoners. Two other units, Te Kaitiaki Wairua and Te Whare Mahi,² have the capacity to house up to 80 lower security prisoners.

Prisoners

19. At the time of our inspection, the prison housed 274 prisoners. Of these, half were sentenced prisoners. One hundred and eighty-six sentenced or remand prisoners (48% of the total) were classified or managed as high security.
20. Māori made up the majority of the prison population (56%), followed by Pākehā (37%) and Pasifika (5%).
21. Nine of the prisoners were aged 19 and under, and four were aged 60 and over.

Staff

22. At the time of our inspection, the prison had 120 FTE³ custodial staff, which was three below its minimum requirement. Eleven of the 120 custodial staff were identified as either on secondment or on leave. In addition, the prison's Health Unit had seven FTE nurses.

Complaints received and deaths in custody investigated by the Inspectorate

23. From 1 July 2018 to 30 June 2019, the Inspectorate received the following contact from prisoners at Manawatu Prison:
 - » 59 complaints⁴
 - » one information request
 - » 17 statutory reviews (misconducts and temporary release/removal reviews)
 - » one Visitor Prohibition Order review
24. In addition, there was one death in custody.⁵
25. The number of complaints received from prisoners at Manawatu Prison in the 2018/19 reporting year was not unexpected, compared with other sites with similar prisoner populations.

² Te Whare Mahi unit was previously known as Te Ara unit.

³ Full time equivalent.

⁴ The top five complaint categories were the complaints process (15%), property (13.5%), discipline and misconduct (13.5%), sentence management (13.5%) and telephone and written communications (12%).

⁵ There is no further comment in this report about the death. The Inspectorate is investigating it separately.

Progress since the initial inspection

26. This section sets out the observations from our 2017 initial inspection, the National Commissioner's response to those findings and the findings of our 2019 follow-up unannounced inspection.

Reception and induction

2017 observations	National Commissioner's response
<p>In general, Receiving Office operations at the prison were well organised, and staff were respectful of prisoners and responsive to their needs.</p> <p>The quality of prisoner inductions varied and some inductions did not occur due to lack of staff time.</p>	<p>The prison has committed to a system of checks of all prisoner IOMS records and maintenance of records to show improvements, with monitoring of monthly audit results.</p> <p>The prison has developed a standardised induction process and corresponding documentation.</p> <p>The prison has committed to a quality assurance process to monitor their completion.</p>

Inspection Standards

- Prisoners are safe and treated with respect on their reception and during their first days in prison. Prisoners' immediate needs are identified on arrival and staff ensure that individuals' immediate anxieties are addressed before the end of the first day.
- Prisoners are promptly inducted and supported to understand life in prison and know what will happen to them next.
- Prisoners can access legal advice and, where applicable, a consular representative.
- Information relating to prison life is accessible for all prisoners.

27. During our follow-up unannounced inspection, we observed that Receiving Office staff continued to perform at the same high standard as observed in 2017.
28. The site has made a number of improvements to prisoner inductions, including updating the prison's induction booklet.
29. Staff advised that all prisoner inductions were completed on the day of arrival, allowing prisoners to have access to necessary and comprehensive information. A review of prisoner files confirmed inductions occurred for all but one prisoner, who was well known at Manawatu Prison.

30. Prisoners we spoke to also told us they had received inductions and were familiar with their unit's routines and rules.

2019 Findings

Finding 1. The Receiving Office continues to function at a high standard. The prison has made good progress in improving prisoner inductions.

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Duty of care

Access to legal advisers and attendance at court hearings

2017 observations	National Commissioner's response
The prison lacks facilities for court appearances by secure audio-visual link.	An audio-visual suite is currently being designed and is expected to be built over the 2017/18 year.

Inspection Standards

- Prisoners have reasonable access to consult with a legal advisor.
- An audio-visual link can be used for eligible court cases and for other legal consultations.

31. The prison has one audio-visual link available for prisoners. It is used primarily for New Zealand Parole Board hearings, Community Corrections and whānau meetings. Currently, there is no audio-visual link for court proceedings. However, construction of a purpose-built suite with four audio-visual links was under way.
32. The Prison Director advised that the planned audio-visual suite was funded by the Ministry of Justice and would be used exclusively for court proceedings. The audio-visual suite is expected to be operational by 2020, two years later than originally anticipated.
33. In B Block and Te Kaitiaki Wairua Unit, prisoners could not have telephone calls with their lawyer in private. In B Block, staff advised that they remain present when prisoners use the telephone to speak to a lawyer. Similarly, when prisoners use the cordless telephone, staff are required to be present to monitor the prisoner.
34. In contrast, C Block had two offices available for prisoners when they need to make telephone calls or meet with their lawyer in private.

2019 Findings

- Finding 2. The prison has made reasonable progress towards enabling prisoner attendance at court proceedings via an audio-visual link, although much later than anticipated.
- Finding 3. In some units, prisoners are unable to speak with their lawyer on the telephone in private.

Bullying and violence reduction

2017 observations	National Commissioner's response
<p>Prisoners reported that they generally felt safe but this was often because they had gang affiliations or were long-serving prisoners and had learned to keep themselves safe over time. Some prisoners on voluntary segregation reported that they felt intimidated and did not think some prisoners were there for genuine reasons.</p> <p>Gangs appeared to have considerable influence on the prison's culture. Standover tactics were fairly common and resulted in some prisoners getting others' food, clothing, medication and other property.</p>	<p>It was positive to note that staff responded appropriately and effectively when they became aware of assaults and violence.</p> <p>Progress has included controlling prisoners' access to the B Block shower area and strengthening search practices and checks to reduce tension and standovers related to property.</p> <p>Quality of incident reporting is being strengthened to ensure that it meets the expected standards, with quality assurance provided by management.</p>

Inspection Standards

- Prisoners feel safe from bullying, abuse and violence.
- Trans prisoners' safety is assessed before placement in any cell or unit.
- Trans prisoners have individualised support plans that address their specific needs and requirements and are regularly reviewed.
- Trans prisoners are treated with dignity and respect.
- Trans prisoners are supported by appropriately trained staff.

35. During our follow-up unannounced inspection, the prisoners we spoke to told us they generally felt safe.
36. The number of staff supervising the B and C Block high security units had not increased since our last inspection. However, we observed that several changes had been introduced to improve prisoner supervision and ensure the safety of staff and prisoners.
37. For example, staff in B Block unlock two prisoners at a time when moving them to the exercise yards. In addition, in C Block each wing has been split so two staff supervise half the number of prisoners as they did previously.
38. To reduce the risk of violent incidents in C Block, 12 prisoners are moved to the exercise yards by up to 10 staff from across the unit at a time.

39. We spoke informally to voluntary segregated prisoners about life in C Block Wing 2.⁶ All the prisoners we spoke to told us they felt safe and staff actively managed them and their safety.
40. The prison had one voluntary segregated trans prisoner, housed in C Block Wing 2. During our visit, she told us she felt safe in the unit, staff were responsive to her needs and she did not feel intimidated by other prisoners. However, inspectors found that some staff did not have a complete understanding of the trans prisoner guidelines and the need to regularly review support plans. We viewed the trans prisoner's support plan. There was no evidence that the plan had been reviewed by since it was compiled more than a year previously.
41. The prison had recently completed a 2019 gang management plan and training for staff was underway. A Safer Custody Panel also met weekly to review recent incidents and prisoner complaints.
42. Prisoners told us that standovers were no longer a problem at the prison. During our inspection of B and C Block cells, this was evidenced in part by the fact we did not observe any prisoners having property that did not belong to them. Similarly, staff confirmed that prisoners were no longer intimidating others for their clothing, as more clothing had become available at the site. In addition, to further reduce the opportunity for standovers, prisoners were now required to eat their meals in their cells and were not allowed to enter other prisoners' cells.

2019 Findings

- Finding 4. The prison has made good progress towards ensuring prisoners feel safe from bullying, abuse and violence.
- Finding 5. The transgender prisoner was being managed well despite some staff being unaware of the transgender prisoner guidelines and the need to regularly review support plans.
- Finding 6. The prison has appropriately introduced a gang management plan and staff are in the process of being trained accordingly.

Separation of prisoner categories

2017 observations	National Commissioner's response
The prison did not adequately provide for the safety and security of different prisoner categories.	Mixing lower and high security prisoners is allowed by law. Corrections policy outlines consideration being given to avoiding accommodating low and high security prisoners together in cells.

⁶ A wing that highlighted a number of safety concerns in our 2017 inspection.

Inspection Standards

- Prisoners of different categories are separated, where possible, by allocating them to separate parts of the prison.

43. Remand accused and remand convicted prisoners are housed in B and C Blocks and staff run multiple regimes to ensure these prisoners do not mix. For example, in B Block each category of prisoner is unlocked at different times of the day to use the showers or exercise yards.
44. B Block also contains three cells for prisoners who are assessed as needing close observation. The site refers to these cells, which are stark and have CCTV cameras, as "safe cells".⁷
45. At the time of our follow-up unannounced inspection, prisoners under the age of 20 had been placed in one part of B Block to ensure they could be better protected and have improved access to age appropriate rehabilitation and reintegration opportunities.
46. Prisoners on voluntary segregation are housed in C Block Wings 1 and 2 and managed separately from mainstream prisoners. Although the wings house sentenced prisoners who are classified from minimum to high security, prisoners with different security classifications are not allowed to share cells.

2019 Findings

Finding 7. The prison has made good progress towards providing for the safety and security of different categories of prisoners.

Māori prisoners

Inspection Standards

- Māori prisoners can access and practise their Māori culture and customs.
- Māori prisoners have access to kaupapa Māori informed and tikanga-based rehabilitation and reintegration programmes.
- Māori prisoners are supported to access stable whānau support.

47. In February 2015, Te Ara Unit (now Te Whare Mahi Unit) was established as the country's first Te Ara Māori (Māori Pathway) Unit, with the aim of aiding prisoners' rehabilitation and reintegration by strengthening their cultural identity. In 2018, Te Whare Mahi Unit changed to a working unit, and the Te Ara Māori philosophy was extended into Te Kaitiaki Wairua Unit.
48. A Māori mentor (a rostered staff member), who is based in Te Kaitiaki Wairua Unit, supports the prisoners. The mentor leads Tikanga Māori and Kapa Haka sessions with 20-30 prisoners attending. Other cultural activities are also offered, such as te reo, mau rākau (traditional Māori martial art) and pepeha (a form of introduction which establishes identity), along with

⁷ A "safe cell" is not mandated in Corrections' policy.

whānau and cultural days (see Image 1). The mentor also provides cultural support to those in Te Whare Mahi Unit and other prisoners across the site.

49. The carving programme (Whare Whakairo) remains available to prisoners from Te Whare Mahi Unit and C Block.

2019 Findings

Finding 8. The prison is making good progress in supporting prisoners to strengthen their cultural identity.

Property

2017 observations	National Commissioner's response
There were delays receiving property that sometimes exceeded a month.	The prison appointed a temporary staff member and simplified its systems for dealing with property. The backlog was reduced to an average of two days.

Inspection Standards

- Prisoners' property held in storage is secure, and prisoners can access it on reasonable request.
- Prisoner funds are managed securely and are accounted for.

50. At the time of our follow-up unannounced inspection, there was no backlog of prisoner property requests. Since our 2017 inspection, an additional staff member has been assigned to the property room. All property requests (except for electrical appliances) are processed in two to four days.
51. It can take on average two weeks for prisoners to receive electrical appliances. Staff advised this is because all appliances are sent offsite for an electrical check. In addition, the detector dog must check each appliance for contraband before it can be issued to the prisoner.

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2019 Findings

Finding 9. The prison has made good progress towards ensuring prisoners can access their property in a timely manner.

Health

2017 observations	National Commissioner's response
Some prisoners missed out on health appointments because there were no staff available to escort them from their unit. This led to a backlog of prisoners waiting to attend appointments with nurses and other health professionals. ⁸	Changes to staffing levels have assisted with addressing concerns regarding assessments and treatment delays due to difficulty with escorting prisoners to appointments.

Inspection Standards
<ul style="list-style-type: none"> Prisoners have timely access to community-equivalent health and dental services, and receive treatment which is sensitive to their diverse needs from competent staff in an environment that promotes dignity and maintains privacy. Prisoners are supported and encouraged to optimise their health and well-being. Prisons have a health-care service which ensures professional care of the physical and mental health of prisoners. Health files are accurate, up-to-date and confidential, and accompany the prisoner when they are transferred. Prisoners have access to specialised external secondary and tertiary health care services when required. On reception, prisoners are made aware of the prison health services available and how to access them. Prisoners have a right to health confidentiality and do not have to provide information, undergo health interventions or screening.

Provision of health care

52. At the time of our follow-up unannounced inspection, there continued to be long waiting times to see nurses and a significant number of overdue recalls (appointments for health interventions).
53. Staff advised that one custodial staff member was permanently rostered as a 'medical mover', assigned each day to bring prisoners to and from the Health Unit. We found this to be insufficient, as prisoners were not always able to be brought to the Health Unit for appointments.
54. A three-month trial of a medical co-ordinator position had taken place (this role, filled by custodial staff, worked closely with the medical mover to ensure prisoners were in the right place at the right time). Health staff advised that prisoner attendance had significantly

⁸ Note that the Office of the Inspectorate did not have a specialist health inspector at the time of this inspection.

improved during this period. During our inspection, the medical co-ordinator role was still in place but was not permanent and was only rostered on every second week depending on staff availability. Nursing staff advised that when they had additional custodial support in the Health Unit, prisoners had better access to care and waiting times decreased.

55. The prison employed seven FTE nurses, almost one FTE over the Health Unit's nursing budget. It also employed casual nurses to cover any planned or unplanned leave. However, the Health Centre Manager advised that the current nursing level did not adequately cover the required nursing shifts per week, or when staff were on leave.
56. External medical appointments are well managed by the health administration support officer. The wait times are acceptable for prisoners to access urgent and non-urgent appointments.
57. The prison has access to an on-site dentist for four hours per week. The waiting list for the dentist is reasonable and the site has started to focus on annual check-ups for high risk groups.
58. The prison has access to a contracted Medical Officer for 10 hours per week and a review of MedTech showed that most prisoners were seen within one week.
59. A physiotherapist is contracted to the site for four hours per week. The Health Centre Manager recently increased this to six hours in response to a growing waiting list. During our follow-up inspection, there was still a waiting list despite the increased hours. Records we reviewed showed that prisoners were not always seen within appropriate timeframes and a number of prisoners had had their physiotherapy appointments rescheduled numerous times.
60. Nurses used the 'recall' function in MedTech to schedule follow up interventions. On 14 June 2019, the recall list showed 114 entries dating back to 1 March 2019. Nurses advised that the recall list was long due to the challenges of getting prisoners to the Health Unit.

2019 Findings

- Finding 10. With the exception of dental and Medical Officer services, the prison has made insufficient progress in improving prisoner access to health services.
- Finding 11. An insufficient number of custodial officers are available to permanently facilitate prisoner attendance at health appointments.

Mental health

61. Mental health was not specifically assessed in the 2017 inspection.

Inspection Standards

- Prisoners with mental health needs are identified promptly and supported by community-equivalent services to optimise their well-being during their time in prison and on release.
- Prisoners at risk are appropriately located in a therapeutic environment and supported by trained staff who are resourced to meet their individual needs.⁹

62. Due to its size, the prison does not have an Intervention and Support Unit (ISU) for prisoners assessed to be at risk of self-harm. Instead, prisoners deemed at risk are placed in one of the three "safe cells" or the dry cell, which are located in a separate part of B Block.¹⁰

63. Prisoners in the "safe cells" are managed by custodial officers who have not received any training in managing prisoners at risk of self-harm or who have mental health concerns.¹¹ Further, due to multiple unlock regimes in B Block, staff often are not able to spend much time with those housed in the "safe cell" area.

64. "Safe cells" do not have televisions to help prisoners pass the time and provide a distraction from their thoughts. Staff advised that they had received sensory tools¹² for prisoners in "safe cells" to use, and that principal corrections officers had received some training to support the use of these tools. However, staff said they felt reluctant to offer all of the sensory tools to prisoners as they were uncertain how prisoners would respond to them. They also had concerns about how hygiene could be maintained for some of the tools.

65. During our follow-up unannounced inspection, we found the "safe cells" were freshly painted but stark and uninviting. There was little natural light and limited ventilation, making them feel airless and stuffy (see Image 4).

66. Prisoners deemed at risk and who are on 15 minute observations are transferred to an ISU at a neighbouring prison (usually Whanganui, Rimutaka or Hawkes Bay, which are one to two hours away). Prisoners deemed at risk and on 30 or 60 minute observations remain at the prison in the "safe cells".

67. We were advised that at times the prison has had difficulty getting people transferred to ISUs at other sites, either because there was no availability or the receiving prison did not agree with how unwell the individual was. This had been escalated to the Regional Commissioner who had commissioned a review.

⁹ Note this as an indicator – not a standard.

¹⁰ The dry cell is used if a prisoner is suspected of internally concealing contraband and also following a control and restraint event.

¹¹ Staff who work in ISUs are specially trained to manage, identify and understand presentations of people who are mentally unwell and/or deemed at risk.

¹² Sensory items (items that appeal to the senses) such as stress balls, bean bags, weighted blankets and colouring-in books are commonly used in mental health settings to assist in the management of distressed or challenging people.

68. During our inspection, two prisoners were deemed at risk and needed to be moved to an ISU at midnight. Due to staff being told the ISUs at Whanganui and Rimutaka prisons were full, the two prisoners were taken to Hawkes Bay Regional Prison, approximately two and a half hours away.
69. Since our 2017 inspection, Manawatu Prison has been able to provide additional primary mental health support to prisoners. In May 2017, with the establishment of the National Mental Health and Reintegration Service, there has been a full time Mental Health Clinician at the prison working directly with individuals to support them to manage their mental health needs, as well as providing education to Corrections staff. At the time of our inspection, the Mental Health Clinician had 25 clients on their caseload.
70. The prison also has a mental health 'Packages of Care' provider working with individuals two days a week, and has access to ACC funded mental health clinicians. There was no waitlist for either service. In addition, a forensic psychiatrist from MidCentral DHB visits the site for four hours per fortnight to review four patients per clinic. A forensic nurse also runs a nurse clinic twice a week.
71. As at 23 May 2019, there were two patients on the waiting list for admission to Purehurehu, the Central Regional forensic mental health inpatient service located at Porirua.

2019 Findings

Finding 12. Most custodial officers have not received training to support prisoners considered to be at risk of self-harm or who are actively experiencing mental health issues, however they are doing the best they can in a challenging environment.

Finding 13. The prison experiences difficulties arranging transfers of at risk prisoners to other prisons, which impacts on the welfare of those prisoners and places an additional burden on staff.

Finding 14. Despite being recently painted, the "safe cell" environment remains stark with little natural light and poor ventilation. Prisoners are detained in the "safe cell" environment for periods beyond the time required to complete a health assessment or await a prison transfer.

Finding 15. The prison is providing additional primary mental health support services for prisoners.

Prisoners with disabilities

2017 observations	National Commissioner's response
One prisoner with a hearing impairment was placed in a directed segregation cell. Limited access to a sign language interpreter meant he was generally isolated from other prisoners and staff, and his needs were not met.	Steps have been taken to ensure staff are aware of appropriate processes for supporting prisoners with disabilities and the site has committed to investigating potential sign language learning opportunities for staff and prisoners.

Inspection Standards

- Prisoners with physical, mental or other disabilities have full and effective access to prison life on an equitable basis.
- Prisoners with a disability or age related needs are placed in a cell that is suitable and appropriate for their health related needs.¹³

72. At the time of our follow-up unannounced inspection, the prison had a number of prisoners with a range of disabilities relating to vision, age and mobility. There were no prisoners with a significant hearing impairment. We spoke to two prisoners with physical and mental impairments. They told us they were well supported by custodial staff and were provided with additional assistance to cope with the general prison routines.
73. One elderly prisoner we spoke to told us staff helped him get a walking stick and he received assistance to clean his cell and with personal washing. The prisoner said staff took good care of him and they had recently requested he be transferred to the High Dependency Unit (HDU) at Rimutaka Prison. The HDU houses prisoners with health issues which make it difficult for them to function independently, but who are not eligible for release.
74. Health staff were also responding to the needs of prisoners with disabilities (including age related concerns) appropriately.
75. The Principal Case Manager informed us that case managers and custodial staff access interpreter services and generally demonstrate an improved awareness of the needs of deaf prisoners. The site uses the annual Sign Language Awareness week to improve staff awareness of deaf prisoner needs and encourages staff to learn sign language.

2019 Findings

Finding 16. The prison has made good progress with improving how staff identify and respond to prisoners with physical, mental or intellectual disabilities.

¹³ Note this as an indicator – not a standard.

Environment

2017 observations	National Commissioner's response
<p>Most of the prisoner accommodation was clean and of reasonable condition; some cells in Te Ara were in need of refurbishment.</p> <p>In B and C Blocks, there is little natural light.</p> <p>Many prisoners did not have adequate clothing or bedding.</p>	<p>The prison has taken steps to rectify issues related to the movement of clothing and bedding to and from Whanganui Prison for laundry. Te Ara Unit has been tidied.</p>

Inspection Standards
<ul style="list-style-type: none"> • Prisoners live in a clean and suitable environment which is in a good state of repair and fit for purpose. • Prisoners have sufficient bedding that is laundered regularly. • Prisoners have adequate access to a variety of clean clothing, including underwear and footwear, which is seasonally appropriate and of the right size and quality. • Prisoners have a varied, healthy and balanced diet which meets their individual needs. • Upon request, the prison provides meals and food in line with religious, cultural and other special dietary requirements. • Prisoners' food and meals are stored, prepared and served in line with hygiene regulations. • Clean drinking water shall be available to every prisoner. • Meal times are reasonable and generally match those in the community, where possible.

Residential units

76. Both B and C Blocks were originally designed for a smaller number of prisoners than they currently house. Since 2000, the number of prisoners in each block has increased due to double bunking. Despite increased prisoner numbers, there was no corresponding increase in facilities such as showers and toilets. There was little natural light in B Block, and the shower floors were worn and in need of maintenance. The plastic rim on a communal stainless steel toilet seat was broken, and there was graffiti on the exercise yard walls.
77. Ventilation was poor in B and C Blocks. The C Block exercise yards were in need of maintenance as there was a defective water spout and graffiti and mould on the walls. However, the remainder of C Block was relatively clean and there was sufficient natural lighting (see Image 6).

78. In Te Whare Mahi, there was a significant improvement in the level of cleanliness throughout the unit, and prisoners advised that a number of cells had been painted.
79. We checked the kiosks throughout the site, and found they were operational and prisoners could access them regularly.

Clothing

80. The quality and quantity of clothing available at the prison had significantly improved since our 2017 inspection. Clothing was now screen printed with the prison name, and all units had a system in place to collect clothing and bedding to be transported to Whanganui Prison for laundering (see Image 2).
81. Personal clothing items were washed on site and we found the washing areas were clean and well maintained.

Food

82. Prisoners in B and C Blocks and Te Kaitiaki Wairua Unit received their evening meal at around 4pm. Prisoners housed in Te Kaitiaki Wairua Unit had the option of eating their meal later by heating it in the microwave.
83. Due to being housed in a working unit, prisoners in Te Whare Mahi ate their lunch and evening meals at variable times, depending on their work schedule. Prisoner menus were identified by inspectors as varied and nutritious. Staff advised that prisoners receive three slices of grain bread for lunch, plus fruit, and the volume of sandwich fillings has increased.

2019 Findings

Finding 17. Most of the prisoner accommodation was clean and in reasonable condition. However, the prison had made insufficient progress with improving the natural lighting available in B Block, and the showers, toilets and exercise yards were in need of maintenance. Both B Block and C Block had poor ventilation.

Finding 18. The prison has made good progress with improving prisoner access to clothing.

Finding 19. The prison is offering prisoners a varied menu and nutritious food. The prison is working towards prisoners receiving their meals at reasonable times.

Good order

Segregation and cell confinement

2017 observations	National Commissioner's response
Management plans for directed (non-voluntary) segregation prisoners were unavailable.	This finding was rejected by the National Commissioner citing that inspectors misinterpreted the segregation policies. ¹⁴

Inspection Standards
<ul style="list-style-type: none"> Prisoners are placed on directed segregation only with proper authority and for the shortest time period, which is regularly reviewed. Prisoners understand why they have been segregated. Prisoners are kept safe at all times while on directed segregation and individual needs are recognised and given proper attention. Cell confinement is subject to strict policies and procedures. Prisoners suspected of internal concealment are located in a dry cell as a last resort and the proper authorisation is recorded.

84. During our follow-up unannounced inspection, one prisoner was subject to directed (non-voluntary) segregation. We spoke to staff to ensure the Prison Director had approved the directed segregation and management plan for this prisoner, and the plan included minimum entitlements and activities such as telephone calls, visitors, library, exercise, health, programmes and mail.
85. We reviewed the directed segregation register and supporting documents and found they were being appropriately maintained.

2019 Findings
Finding 20. The prison has made good progress with its management of and recordkeeping for prisoners on directed (non-voluntary) segregation

¹⁴ The 2017 Inspectorate report referred to management plans being needed for directed segregation, while the National Commissioner's response referred to voluntary segregation (which does not require management plans).

Security

2017 observations	National Commissioner's response
Prisoners were found to have access to cellphones, cigarettes, illicit drugs and other contraband.	<p>Necessary custodial practice improvements regarding rub-down search have been identified.</p> <p>A Site Emergency Response Team (SERT) will be established by 30 October 2017. This team will be responsible for a regime of searching targeted areas and will assist with reducing access to contraband including cellphones</p> <p>Additional staff will be assigned to supervise visits.</p>

Inspection Standards

- Prisoners are held in a safe environment where security is proportionate to risk and not unnecessarily restrictive.
- Force is used only against prisoners as a last resort and never as a disciplinary procedure. When used, force is legitimate, necessary, proportionate, and subject to rigorous governance.
- Instruments of restraint are used only in clearly defined circumstances, when lesser forms of control fail, and only for the time strictly required.
- Searches of cells and prisoners are carried out only when necessary and are proportionate, with due respect for privacy and dignity.

86. Our follow-up unannounced inspection found that some prisoners had access to drugs and other contraband. Between 1 November 2018 and 30 April 2019, the prison conducted 154 drug tests of which 20 (13%) were positive. During that same period, 17 cell phones were found on site.
87. The prison had no operational SERT team. However, eight officers had recently been appointed to the team with another three to be recruited in the future. At the time of our inspection, the SERT team was expected to be operational from mid-June 2019.¹⁵
88. Prisoners are prohibited from entering each other's cells. However, staff advised that prisoners would occasionally enter another prisoner's cell. In Te Kaitiaki Wairua Unit, we saw staff showing active management to remind a prisoner to keep out of another prisoner's cell.
89. Supervision of visits had improved since our 2017 inspection, and two officers are directly supervising prisoners and their visitors at all times.

¹⁵ Note, by mid-August, it was expected the SERT team would be operational by the end of the year.

Use of Force

90. The prison maintains a Use of Force Register and ensures all paperwork is up to date. A review of the prison's records found them to be complete and approved by the Prison Director.

Searches

91. We observed a number of rub-down and scanner searches across the site of variable quality. While there were good examples of prisoner rub-down searches prior to movements, in some instances prisoners were not asked to remove their hats or searched below their knees and, on one occasion, a rub-down search did not occur at all.
92. A Cellsense metal detector is now permanently located 6 (c) [REDACTED]. A second Cellsense detector is also being used across the site for searching operations. That device will be used by the SERT team once it is established.

2019 Findings

- Finding 21. The prison has made reasonable progress with preventing prisoners gaining access to drugs and other contraband, and the quality of the rub-down searches varied.
- Finding 22. The prison is making good progress with improved supervision of visits.
- Finding 23. The prison has made insufficient progress in establishing and operationalising a Site Emergency Response Team.

Purposeful activity

2017 observations	National Commissioner's response
<p>Prisoners in most units were only able to leave their cells for 4-6 hours per day, and had limited access to services such as the library, gym and chaplaincy.</p> <p>The relatively short unlock hours also limited prisoners' opportunities to take part in rehabilitation and training programmes. The number of places available on programmes was also limited, which necessitated prioritising. This could mean that some prisoners missed out on programmes that would benefit them.</p> <p>The prison's reporting system did not accurately record the number of hours prisoners spend on these activities. Rather, those hours appeared to be significantly over-reported.</p> <p>Prison staff supported prisoners to stay in touch with families through visits and telephone calls, but limited unlock hours sometimes made contact difficult, and telephones were located in places that did not allow for private conversations.</p>	<p>Progress has been noted in improving the accuracy of activity hours recorded for the working prison structure. Plans are also being developed to improve access to the Tikanga Māori programmes from the Te Ara unit, to increase access to the library and to explore how to build further engagement with employers to increase ability to support Release to Work.</p> <p>The action plan commits to a number of steps including seeking funding for gym equipment, developing structured physical education assessments, programmes and plans.</p> <p>Changes to the regimes for Te Ara and Te Kaitiaki Wairua units have enabled prisoners have better access to telephone calls and maintain contact with their support.</p>

Inspection Standards

- All prisoners are able to spend at least one hour in the open air every day
- Prisoners have access to physical exercise and recreational activities

Exercise

93. At the time of our unannounced follow-up inspection, the prison had recently received new gym equipment but it had not been placed in the gym. The prison is currently trialling a new scheme with four designated physical education officers who provide a structured, supervised exercise programme to the prisoners. The pilot has been in place for five to six months.
94. The gym in Te Kaitiaki Wairua Unit is open for six hours a day and prisoners are encouraged to attend sessions with the physical education officers. The equipment in Te Kaitiaki Wairua Unit remains in a poor state. Weight bags are patched with masking tape and prisoners are using equipment made from ripped bedding sheets (see Image 3).

2019 Findings

Finding 24. The prison has made reasonable progress in providing prisoners access to physical exercise, but has yet to distribute recently purchased gym equipment to the units.

Communication with family and whānau**Inspection Standards**

- Prisoners are encouraged to maintain contact with family/ whānau members
- Prisoners have regular access to visits
- Prisoners have regular access to telephones and other communications, subject to a risk assessment

95. At the time of our unannounced follow-up inspection, prisoner access to telephones has improved across the site. For example, in Te Whare Mahi Unit, the unlock regime was changed to ensure prisoners working in the kitchen still had sufficient time to use the telephone.
96. Prisoners we spoke to across the site did not raise any concerns about gaining access to telephones.

2019 Findings

Finding 25. The prison has made good progress in providing prisoners access to telephones to contact family and whānau.

Library**Inspection Standards**

- Prisoners have regular access to a suitable library, library materials and additional learning resources that meet their needs.

97. The prison continues to have a part-time librarian who is shared with Whanganui Prison. The librarian position is currently being recruited and the library is being renovated. A catalogue system has been developed by volunteers from the Prisoner Aid and Rehabilitation Society and prisoners to support access to library services. At least one prisoner was also supporting the delivery of library services.
98. Te Kaitiaki Wairua Unit's library was permanently closed. The room is now used for Kapa Haka and other cultural activities. Prisoners in that unit have access to the library catalogue.

2019 Findings

Finding 26. Prisoners continue to have access to library services.

Work, education and rehabilitation

2017 observations	National Commissioner's response
<p>Manawatu Prison became a working prison in 2015. Prisoners are expected to engage for 40 hours a week in rehabilitation, education and training, work or other constructive activities.</p> <p>Case managers are generally responsive to needs of prisoners. Relatively short unlock hours limited prisoners' opportunities to take part in rehabilitation and training. Programme places were limited.</p> <p>National policy determined unlock hours for high security units, while those for low security units were determined by a regional directive. Access to rehabilitation programmes reflected national policies and available resourcing. The prison has since increased unlock hours in low security units.</p> <p>The prison's reporting system appeared to significantly over-report the hours prisoners spend on activities. The prison is working to address this.</p>	<p>Progress improving the accuracy of activity hours recorded for the working prisons structure has been noted.</p> <p>Plans are being developed to improve access from Te Ara unit to Tikanga Māori programmes, to increase library access and to explore how to further engage with employers to increase ability to support Release to Work.</p> <p>To improve the ability of prisoners to benefit from physical education and fitness programmes, the action plan commits to a number of steps including seeking funding for gym equipment, developing structured physical education assessments, programmes and plans.</p>

Inspection Standards

- Prisoners can access out of cell activities which promote learning, well-being and support rehabilitation.
- All prisoners, where possible, can engage in work that is purposeful, benefits them and increases their employability.

Work

99. The site has limited industry training and work party opportunities for eligible prisoners largely due to the prison's size and design. Instead, it has focused on providing a wider range of learning opportunities for all prisoners.
100. Unlock hours have been increased in Te Kaitiaki Wairua and Te Whare Mahi Units to 11.5 hours and 14 hours daily respectively. Unlock hours for B and C Blocks have remained the same, with prisoners continuing to be unlocked an average of five hours daily.
101. The prison has changed its working prison process to ensure hours recorded do not exceed the 40-hour week target. The Assistant Prison Director checks and signs the excessive hour report each month with the Prison Director to give assurance that the hours are accurate.
102. Staff advised they work to keep remand prisoners occupied throughout the week, consistently achieving their working prisons target. Remand prisoners can access classes in health and safety, and first aid, Secure Online Learning and vocational training, e.g. forklift operating.

103. Te Whare Mahi is a working unit, with sentenced prisoners working in the kitchen and as cleaners around the prison. There were also three prisoners completing community work outside the prison. Other available work parties in the prison included painting, landscaping and gardening (see Image 5).

2019 Findings

Finding 27. The prison is making good progress to ensure that, where possible, eligible prisoners have access to industry training and work opportunities.

Education

Inspection Standards

- Education and vocational training programmes are offered in line with the needs of the learners.

104. The prison offered a wide range of education programmes for all prisoners, including remand and sentenced prisoners. Programmes for remand prisoners included:
- » An Education Assessment & Learning Pathway
 - » One to one literacy support
 - » Six Thinking Hats¹⁶
 - » Secure Online Learning
 - » CV writing/job seeker support
 - » Yoga
 - » Brainwave Trust's "Growing Better Brains"
 - » "Dads and Books"
 - » "Money Mates" with Budgeting Advice Service
 - » Book club
 - » Forklift operating classes
 - » First aid
105. The prison recently launched the Kick for the Seagulls programme, aimed at prisoners aged 18 to 20 years, which uses sports language and coaching techniques to teach numeracy and literacy. In May 2019, seven prisoners graduated from the course.
106. Long-term sentenced prisoners or prisoners not identified for rehabilitation programmes are usually engaged in Tertiary Education Commission approved programmes to gain qualifications:
- » National Certificate of Education Achievement Level 2 - graphic design
 - » National Certificate in Building, Construction & Allied Trades Level 2 – carpentry
 - » UCOL Certificate in Construction Level 3 – carpentry
 - » NZ Certificate in Agriculture Level 3 – agriculture

¹⁶ A tool that requires people to look at a problem from different perspectives.

» Driver licence

107. When prisoners have completed these programmes they are generally placed in a work party and continue to gain qualifications. As previously mentioned, the prison has a number of work parties, including one where prisoners work outside the prison.

2019 Findings

Finding 28. The prison has made good progress in improving access to a wide range of education and learning programmes for eligible prisoners.

Rehabilitation

Inspection Standards

- Appropriate interventions are provided to reduce the likelihood of reoffending and promote successful reintegration.
- Rehabilitation programmes, targeting the specific needs of the prisoner, are available and accessible.
- There is good cooperation and communication between the prison and social support organisations, including those that deliver rehabilitation programmes in the prison.

108. The prison has rehabilitation programmes which include the Medium Intensity Rehabilitation Programme (MIRP), the Short Rehabilitation Programme (SRP) and the eight week Alcohol and Other Drug (AOD) Intensive Programme. In 2018/19, 30 prisoners started the MIRP, 13 started the SRP and 54 started the AOD Intensive Programme.
109. Although they are not classified as rehabilitation programmes, a Parenting Support Programme, Short Motivational Programme and the AOD Aftercare service are also available to eligible prisoners at the site.
110. During our follow-up inspection, we found that prisoners serving short sentences were not always gaining access to necessary rehabilitation programmes due to their initial high security classification¹⁷ or voluntary segregation status.
111. The Principal Case Manager advised that prisoners serving short sentences are met by their case manager as quickly as possible and those who are eligible are enrolled in a Short Rehabilitation Programme, AOD Intensive Programme or the Short Motivational Programme. Education, vocational training and work opportunities are also offered. The Principal Case Manager shared with us that short constructive 'life skills' focussed¹⁸ programmes were desirable in the prison to help prevent reoffending and engage remand prisoners.

¹⁷ High security prisoners can undertake rehabilitation programmes if the prison has suitable programme delivery facilities to safely manage this category of prisoner.

¹⁸ Life skills included effective communication skills, problem solving, and personal hygiene and grooming for employment.

112. Eligible prisoners can access Te Tirohanga Programme,¹⁹ with the nearest available being at Whanganui Prison. A case manager advised that a prisoner's initial security classification can delay their access to Te Tirohanga. High security prisoners are not accepted onto Te Tirohanga. Some prisoners have to wait for their six month security classification review before being accepted onto the programme.
113. The number of prisoners who have transferred to a Te Tirohanga Unit has significantly increased since 2017, with approximately 13 prisoners now having completed either one or all three phases in the last 12 months.
114. The Principal Case Manager advised that some prisoners with a high ROC*ROI²⁰ for non-violent offences are often released from prison without completing any rehabilitation. Psychologists in the region prioritise prisoners with a high ROC*ROI who have committed violent offences, due to a national shortage of psychologists.

2019 Findings

Finding 29. The prison is making reasonable progress towards improving access to rehabilitation programmes for eligible prisoners.

Finding 30. Short serving prisoners, initially classified as high security or voluntarily segregated, are often unable to access necessary rehabilitation programmes prior to their release.

Finding 31. Prisoners with a high ROC*ROI for non-violent offences are often released from prison without completing any rehabilitation, due to a national shortage of psychologists.

Religious or spiritual support

2017 observations	National Commissioner's response
High security prisoners were unable to access Sunday church services due to staff shortages, which prevented movements between units and the chapel Muslim prisoners were unable to access a Muslim cleric to practise their faith.	The National Commissioner's response made no specific mention of religion/spiritual support.

¹⁹ Te Tirohanga is a three phase programme which aims to reduce re-offending by providing a rehabilitation pathway founded on a kaupapa Māori therapeutic environment.

¹⁸ Risk of Conviction*Risk of Imprisonment. This is the Corrections' algorithm that predicts a person's reoffending risk.

Inspection Standards

- Prisoners are supported by the chaplaincy, which contributes to prisoners' overall care, support and rehabilitation.
- Prisoners' freedom of religion is respected and they are able to practise their religion.

115. Prisoner access to chaplaincy services has improved in both high and low security units. Prisoners can arrange to see a chaplain on request and chaplaincy services organise Bible classes and Sunday services in the units. This removes the need for staff to complete prisoner movements and has improved the interaction between prisoners and chaplaincy services. Chaplaincy services also organise visits to units following any traumatic events that may impact on a prisoner.
116. The prison chapel had been converted into a programmes room, which is used by prisoners daily.
117. Muslim prisoners are still unable to access an Imam at the prison. However, they are provided with prayer mats and the Koran.

2019 Findings

Finding 32. The prison has made good progress in ensuring prisoners are supported by chaplaincy services and prisoners can practise their preferred religion.

Reintegration

2017 observations	National Commissioner's response
The support given to prisoners to integrate back into the community was limited. Some prisoners were supported through a guided release programme, or had other plans put in place to help them reintegrate into the community. But others were concerned they would have nowhere to go after release and would lack the support they needed to sustain positive change.	Plans are being developed to build further engagement with employers to increase the ability to support Release to Work.

Inspection Standards

- Prison management actively prepares prisoners for their release by facilitating access to post-release services.
- Prisoners with continuing health and social care needs are prepared and assisted to access appropriate services in the community prior to their release.
- Prisoners with drug and/or alcohol problems are prepared for release and have access to appropriate support and continued treatment in the community.
- Prior to release, prisoners have an up-to-date plan for addressing outstanding rehabilitation needs, which is managed in partnership with Community Corrections.
- Prisoners are given all necessary practical support and support information ready for their day of release.

Guided Release

118. Under the Guided Release programme, the prison helps eligible and suitable prisoners to integrate back into the community by accompanying them on visits to local communities and to services such as accommodation providers and banks.
119. At the time of our follow-up inspection, 19 prisoners had received a Guided Release assessment. Six of the 19 prisoners were assessed as being suitable for Guided Release. The remainder were assessed as not suitable either because they were completing their rehabilitation programme, or they had misconducts or psychological issues that need to be addressed.
120. As part of the Guided Release programme, the prison arranges whānau hui which involves whānau coming together outside the prison to discuss their family member's release. The hui provides whānau with an opportunity to understand what they can do to support the prisoner and what the risks are for him and what he needs to stay motivated.

121. To support those prisoners who were assessed as not eligible for Guided Release, staff will arrange a whānau hui in the prison's visit centre.

Accommodation on release

122. The prison works with the Out of Gate reintegration service, PARS and the Salvation Army to help prisoners find suitable accommodation on release. The Principal Case Manager advised that although Out of Gate is generally for short serving prisoners, the prison has developed a good relationship with the contracted provider and it now assists to find accommodation for long serving prisoners.
123. The Principal Case Manager advised that sometimes boarding houses were used for accommodation; however, these were not always suitable for some prisoners. The Salvation Army also has a house for prisoners needing accommodation. However, when the house is full there is no other emergency accommodation available in the region.

Release to Work

124. The prison has no designated Release to Work co-ordinator, and relies on the co-ordinator at Whanganui Prison. The prison did not have any prisoners on Release to Work at the time of our inspection. We were advised that this was due to the high numbers of high security prisoners and the high turnover of short serving prisoners. Negotiations were underway to have a prisoner start an engineering apprenticeship.

2019 Findings

- Finding 33. The prison has made reasonable progress to increase Release to Work opportunities for prisoners, given the eligibility criteria.
- Finding 34. The prison has made good progress with reintegration services, particularly Guided Release and helping source accommodation for prisoners.

Prison staff

2017 observations	National Commissioner's response
The prison's general treatment of prisoners was mixed. Staff-prisoner relationships were generally positive.	It was positive to note that staff responded appropriately and effectively when they became aware of assaults and violence.

Inspection Standards

- All prison staff, who work with prisoners, have the necessary knowledge, skills and attitude, and are trained to work in line with professional and human rights standards.
- There is an adequate number of custodial staff to manage prisoners safely.
- Staff are good role models for prisoners and relationships between them are professional, positive and courteous.
- Prisoners have a dedicated member of staff who supports them to make positive changes in their lives.

125. During our follow-up unannounced inspection, we observed an overall improvement in staff morale at the prison and positive, respectful interactions between prisoners and staff. Staff in B and C Blocks were experiencing the same staffing pressures that were identified in our 2017 inspection, and had concerns that with the design and layout of the site they were not always able to actively observe and monitor units.
126. As discussed earlier, a number of staff at the prison were currently not able to be rostered. In addition to this, staff advised that between four and five staff called in sick each day, adding to the pressure on remaining staff.

2019 Findings

- Finding 35. The prison has made good progress ensuring staff positively engage and respect prisoners, despite continued staffing pressures.
- Finding 36. Despite improved staff morale, unplanned leave, often due to illness, was adding to staff pressure.

Appendix A – Images

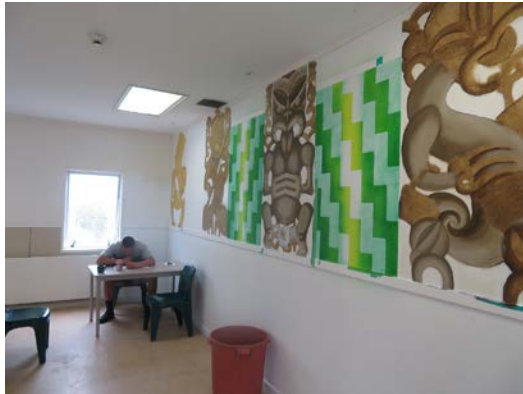


Image 1. Te Kaitiaki Wairua Unit hobby room



Image 2. Kit locker in C Block



Image 3. Gym equipment in Te Kaitiaki



Image 4. "Safe cell"



Image 5. Te Kaitiaki vegetable garden



Image 6. A standard cell in Te Kaitiaki.

Appendix B – National Commissioner's response



17 September 2019

Janis Adair
Chief Inspector
Department of Corrections

By email: janis.adair@corrections.govt.nz

Tēnā koe Janis

Re: Draft Report on Manawatu Prison Unannounced Follow-Up Inspection May 2019

Thank you for the opportunity to respond to the draft inspection report. I am proud of the progress Manawatu Prison has made since your previous inspection in early 2017. I know the Prison Director was particularly pleased to see the improvement in staff morale recognised. This improvement has been achieved by a determined effort over the last five years, which was focused on engaging all staff in the journey of improving the site. The recognition also aligns with feedback shared by members of the local community at a recent community hui, who shared with the Regional Commissioner that they had noticed significant improvements in the site in recent years. We also consider this improvement to be a key enabler to the aligned improvement in staff positively engaging and demonstrating manaaki for the men in their care.

It is worth noting that Manawatu Prison was the first site to receive an inspection by your team and has again been the first in the follow-up unannounced series. This has meant the team played an important role in shaping and leading our approach to the use of the inspection findings in supporting a developing continuous improvement culture. I equally consider this to be a clear demonstration of our organisation's value of rangatira, as they not only led but held themselves accountable to the commitments they made following your first inspection.

There are also some impressive initiatives in place at Manawatu Prison, aspects of which are not detailed in the report, which I wish to share with your office.

Tu Mai

A wing of B-Block has been allocated specifically to accommodate young men on site. The young men in this wing have access to a common room with fridge and tea making facilities, a gym and a staff mentor. During unlock hours the unit is open for the youth to move around within the unit and common room. Youth in the unit are participating in the 'Kick for the Seagulls' programme run by Sir Graham Lowe, which has proven very successful to date. They are responding well to the fresh

approach and the prison has noticed behaviour significantly improving. The prison has diverted the youth away from the yards and areas where they would be exposed to gang members, removing the pressure on them to be affiliated with, or join, a gang. Tu Mai participants also have access to whānau rā, where their whānau visit the prison to engage with the youth and share in kai.

Once the young men in this unit become low security they are moved to the Te Ara unit in the low security area of the prison to continue the pathway. This pathway fully embraces the Department's gang strategy, youth strategy and Hōkai Rangi strategy.

Te Kaitiaki Wairua and Te Whare Mahi

The report refers to the extension of the Te Ara Māori unit philosophy into Te Kaitiaki Wairua Unit. Manawatu Prison made the decision to move the approach into this unit to significantly increase access. Te Whare Mahi unit houses up to 20 men while Te Kaitiaki Wairua accommodates up to 60 men. The pathway from Tu Mai leads to Te Ara in low security, which is a tikanga based unit also with a mentor attached. This unit is responsible for contributing to the One Billion Trees Programme and supplying iwi with native trees and bushes for planting in the local area. The unit focuses on whānau inclusion, rehabilitation and reintegration. Manawatu Prison is also partnering with Universal College of Learning and Kiwi Rail, who are offering full time employment to participants of their programmes directly from the prison.

Your report also offers a valuable insight into the prison by detailing a number of challenges that persist. I note that in the main these relate to areas where significant investment of resources is required. In particular I'm satisfied that findings which note a disappointing lack of progress relate to challenges not solely within the ability of the Prison Director to resolve and are long term projects. Building an audio-visual link (AVL) suite and implementation of the Site Emergency Response Team (SERT) are good examples.

The delays with implementing the SERT have unfortunately been driven by site wide staffing pressure. As I'm sure can be appreciated, recruitment to a position in the SERT creates a vacancy elsewhere on site and therefore SERT establishment must progress in alignment with site wide recruitment. The impact of delays has been mitigated by the ongoing operation of Manawatu Prison's Site Security Team. I am pleased to advise that the team currently has seven staff operating the SERT, with recruitment for remaining placements scheduled for October 2019.

Since May 2019 further progress has been made with building the new AVL suite and completion is currently forecast for February 2020. This will provide Manawatu Prison with four dedicated AVL booths for court and New Zealand Parole Board hearings.

Together the Regional Commissioner and Prison Director have identified two key priority areas of focus centred on improving the ora of people at Manawatu Prison.

The Deputy Regional Commissioner is leading the development of a process to support the management of individuals assessed as at risk at Manawatu Prison within the Lower North Region. This process will provide clarity for Manawatu Prison

staff and their colleagues at other sites in the region, and support safe decision making about their interim management on site and planning for transfers. The process development will be completed by the end of September 2019.

The report notes the attempts made to resolve challenges with access to health services on site and it is pleasing that improvement has been noted with access to medical officer and dental appointments. The site has trialled a medical coordinator position with positive impact noted when custodial staff resourcing permitted. Unfortunately improvement hasn't been maintained and it has been agreed that a sustainable and systematic improvement is needed. Solutions will continue to be explored by analysing the overall management of movements across the site to find efficiencies and consideration of innovations to reduce the number of movements across the site. Ideas will be presented to the Regional Commissioner by the Prison Director.

Your draft report comments on facilities in B-Block and the safe cells. I recognise that as an older facility B-Block does not reflect modern design thinking but I am pleased that since your inspection opportunities to improve the facilities have been taken. This includes installation of wall decals and new lights to enhance the level of lighting in B-Block. The property team is also working on a project to undertake a full upgrade of the toilets and showers in B-Block, install new blue lights and replace observation windows. This work is currently scheduled to be completed by February 2020.

We also note that further effort is required to make improvements to the areas detailed below. I am confident that the necessary steps will be taken to address these challenges.

- Private calls with legal representatives in Te Kaitiaki Wairua and B-Block units
- Reviews of trans-prisoner individual management plans
- Use of sensory tools for prisoners experiencing mental distress
- Rub-down search practice
- Access to an Imam
- Access to release to work opportunities.

There are also the following additional comments and findings in the draft report that I would like to comment on.

Exercise

The report findings detail that purchased gym equipment has not been distributed to units. This decision has been made intentionally while the physical education officer exercise programme is embedded. It was noted that where equipment is provided, this can distract from and reduce engagement with the structured programme.

Health

The report finds that most corrections officers have not received training to support prisoners considered to be at risk of self-harm. This is an area we are working to improve across the network and Mental Health 101 training will be rolled out to all prison staff over the next three years. I would also like to note that since 2017 each prison has had an on-site mental health clinician. Each full time mental health

clinician is expected to provide five hours per week of staff education. This time will be made up of both group education in a more traditional setting or informal, opportunistic coaching in the moment. Manawatu Prison staff currently receive an average of approximately two hours per week compared with a national average of approximately three hours per week. There is a recognised opportunity to enhance the number of hours training our staff receive from on-site mental health clinicians nationally.

Rehabilitation

The report findings reflect security classification and segregation status as a barrier to accessing rehabilitation programmes at Manawatu Prison. I am advised the team appropriately mix prisoners of different classifications in programmes such as the Medium Intensity Rehabilitation Programme (MIRP).

It is also not practicable to provide all interventions at all sites therefore teams work across the network to enable access to necessary interventions. The improved access to Te Tirohanga Programme detailed in the report is one good example of this practice, and a similar approach is taken to transferring segregated men to other sites to attend the MIRP due to insufficient demand for this cohort at Manawatu Prison. Placement in specialist treatment units is also managed by regional and national networks of staff and work is underway to enhance the management of eligibility lists, and therefore access to psychological assessment or intervention.

The Palmerston North Programme Delivery team and Manawatu Prison Case Management team work closely together by meeting fortnightly. This enables them to keep close oversight of any growing or shifting demand for programmes. One positive outcome from this approach is that the teams have identified they will likely be able to deliver an additional (bringing the total to two) Mauri Toa Rangatahi (a rehabilitation programme for young men) this year at Manawatu Prison.

The report comments on resource pressures for psychologists across our network. This issue applies equally to the local team based in Palmerston North and sits in the context of a worldwide shortage. The local team provides psychological services to the Manawatu/Wairarapa and Whanganui/Taranaki districts alongside Manawatu Prison. Psychological services at a local, regional and national level are working continuously to assess the allocation of resources to assessments, report writing and treatment and establish initiatives to support the recruitment and retention of psychologists. At a local level the Manager Psychological Services maintains a close relationship with Massey University in Palmerston North and Victoria University in Wellington. The team includes two staff members who are currently studying, including a staff member who is being supported with a scholarship from Corrections.

While the report comments on the resource pressure for psychological services it does not recognise the current level of access to services. At a local level I am advised that 17 men at Manawatu Prison are currently engaging with a psychologist for individual treatment or assessment, including one in individual treatment who does not have a current conviction for violent or sexual offending. A further eleven men are waitlisted for treatment or assessment.

At a national level I am encouraged that 80 percent of all people in 2018-2019 had completed a rehabilitative intervention prior to release and 75 percent of all individuals who had a high ROC*ROI. This is positive as eligibility criteria is only one feature of determining a person's suitability for a programme. Our current approach, which does prioritise individuals at risk of violent or sexual reoffending, follows risk, needs, and responsivity principles. This does not necessarily exclude those who are considered a high risk of reoffending and, while not offered at Manawatu Prison, a recent addition to the suite of interventions has been the High Risk Burglary Prevention Programme.

As noted above, the draft report findings highlight well that Manawatu Prison has made significant progress since the original inspection. I am confident the team will continue to strive to maintain the changes, resolve persisting issues and identify areas for further growth and improvement in meeting the needs of people in their care and providing a healthy environment for staff.

I trust you are satisfied with our response to the draft report. Please advise me if you have any further concerns or questions about the information provided.

Ngā mihi nui



Rachel Leota
National Commissioner