

RISDON PRISON COMPLEX INQUIRY

MICK PALMER AO APM



2011

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MARCH 2011

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30 March 2011

The Hon Nick McKim MP
Minister for Corrections and Consumer Protection
Level 9
Marine Board Building
1 Franklin Wharf
HOBART TAS 7000

Dear Minister

I am pleased to present to you my report on the Inquiry into the Risdon Prison Complex.

The Inquiry was conducted in accordance with the Terms of Reference issued on 25 October 2010.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Mick Palmer', with a large loop at the top.

Mick Palmer AO APM

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“We must not forget that when every material improvement has been effected in prisons, when the temperature has been rightly adjusted, when the proper food to maintain health has been given, when the doctors, chaplains and prison visitors have come and gone, the convict stands deprived of everything that a free man calls life. We must not forget that all these improvements, which are sometimes salves to our consciences, do not change that position.

The mood and temper of the public in regard to the treatment of crime and criminals is one of the most unfailing tests of the civilisation of any country. A calm and dispassionate recognition of the rights of the accused against the state, and even of convicted criminals against the state, a constant heart-searching by all charged with the duty of punishment, a desire and eagerness to rehabilitate in the world of industry all those who have paid their dues in the hard coinage of punishment, tireless efforts towards the discovery of curative and regenerating processes, and an unfaltering faith that there is a treasure, if you can only find it, in the heart of every man. These are the symbols which in the treatment of crime and criminals mark and measure the stored-up strength of a nation, and are the sign and proof of the living virtue in it.”¹

Winston Churchill, House of Commons speech, given as Home Secretary, July 20 1910

CHAPTER 1

OVERVIEW

This Inquiry was commissioned by the Minister for Corrections and Consumer Protection, the Hon Nick McKim MP, with the stated intention of providing impartial, objective and accurate advice to the Government on Risdon Prison Complex (RPC) operations and to provide a realistic way forward that is appropriate for Tasmania.

The Inquiry has identified a number of significant problems that need decisive and urgent action. The report contains a range of criticisms and findings concerning both the leadership, management and operational practices at RPC and the management and treatment of prisoners.

To the extent that faults and deficiencies are identified and criticisms or adverse findings made, the focus is on operational practice and behaviour, not on people. The vast majority of management and staff interviewed during the Inquiry, or with whom the Inquiry interacted, were doing their best in difficult circumstances. They were clearly frustrated that the prison was not operating more effectively and wanted to see improvement.

A number of senior and middle management positions are staffed by people acting in those positions, including the Director of the Tasmania Prison Service (TPS). Over the past five to six months, all staff and management have been operating in an environment of continued operational and industrial tension and with the added complication of the existence of this Inquiry.

This dispute has been accompanied by higher than normal sick leave and absentee rates, consequent difficult resource and minimum staffing challenges, and a significantly increased overtime cost. These issues have combined to significantly affect operational flexibility and capacity. The tensions between management and prison staff which were evident when the Inquiry began in October 2010 still exist and there is, in the opinion of the Inquiry, a high level of distrust and a low level of constructive communication between management and staff.

The above factors have combined to make it difficult for the Acting Director and other members of the Senior Management Team (SMT) to separate themselves from tactical day to day leadership and management decisions to consider more strategic solutions or options to continuing tactical challenges.

Having recognised the above issues, however, it is also clear to the Inquiry that many of the factors leading to the current industrial dispute and operational problems at RPC have had a lengthy gestation period and that the warning signs for the deterioration in staff and management relationships and the operation of a healthy prison should have been obvious for some time.

The reality is that there is currently a lack of clear and decisive leadership within the TPS at RPC. Further, there is a high level of distrust between management and staff, where operational practices have served to cause staff to withdraw from interaction with prisoners, compounding into excessive lockdowns (particularly of maximum security rated prisoners) and, overall, to apply what can only be described as little more than a containment policy across the prison as a whole. It is important though, to emphasise, as explained later in the report, that the majority of critical comments relate to the maximum and medium security units of Risdon Prison rather than to the Ron Barwick Minimum Security Prison (RBMSP) or the Mary Hutchinson Women's Prison (MHWP).

CHAPTER 1 - OVERVIEW

The current situation is, however, unsustainable and, if allowed to continue, can only lead to further deterioration and a likely occurrence of serious riot and disorder.

In the current environment, the behaviour of all parties is doing little more than to continue to aggravate the problem.

From a management perspective there is a view that staff are overstating the problem and running an agenda of industrial tension to maintain the current role of the Tactical Response Group (TRG) together with current levels of overtime and benefits.

From the staff perspective there is a view that management has failed to provide any leadership or support to staff on the ground and, therefore, maintain appropriate levels of safety. They feel betrayed that promises made prior to the opening of the new RPC in 2006 have not been kept. A result of this has been that many staff believe it is impossible to create a healthy and dynamic prison environment and to provide prisoners with reasonable opportunity for work, education and activity.

This combination of issues has caused many staff to lose confidence in their ability to interact with prisoners and to become fearful of personal contact, particularly with prisoners contained within the maximum security units.

From a prisoner's perspective, the consequent group lockdowns and other restrictions that have resulted from staff concerns have increased tension and animosity between prisoners and staff. This has clearly contributed to the assaults, cell breaches and other disorder which has occurred in recent months and, without resolution, can only result in further and more serious problems.

The prevailing situation must be remedied as a matter of urgency and a constructive dialogue begun between management and staff to establish an agreed process for creating a normal healthy prison environment to the mutual benefit of all parties.

This reform will need to be driven and supported from the top and be unequivocal in its commitment. In view of the prevailing environment it is the opinion of the Inquiry that it is highly likely that specialist assistance will be needed for this to occur.

Consequently, a two-pronged approach to the necessary reforms is proposed. The first to drive and steer change-management processes; the second to provide continuing independent monitoring and inspection of prison operations.

It is proposed that Government secure the services of a skilled prisons administrator with a reputation for effective change-management who has wide experience in prison operations and is a skilled communicator. The primary purpose of the role would be to drive (and have authority to facilitate) the operational reforms outlined in this report. It is proposed that the position have direct line responsibility to the Director of Corrective Services and lead and mentor the senior management team during the change process.

In order to ensure that there is both actual and demonstrable engagement with and commitment to the desired change management processes, it is suggested that an internal change management team be selected to work closely with the appointed change manager and to actively participate in the implementation of the identified changes.

To ensure maximum traction and credibility is achieved through this arrangement the change management team should have cross-sectional representation, both vertical and horizontal, and include relevant union representation.

A key responsibility of the change manager's role will be to develop a succession plan which ensures the sustainability of the reforms. To reinforce the importance of the succession planning responsibilities it is suggested that the position be subject to a sunset clause which is reviewed after two years.

It is also suggested that consideration be given to creating an independent commission. A number of jurisdictions have, in the past, instituted commissions following significant inquiries. These include New South Wales following the Nagle Inquiry and Queensland following the Kennedy Inquiry. In these jurisdictions, commissions were given direct responsibility to implement the reforms identified in the relevant inquiries. Both commissions were subject to review and operated to ensure that the required reforms were implemented and that external expertise was brought in at a senior level to oversee the day-to-day management of reform. Both commissions were seen as appropriate in the aftermath of the inquiries.

The establishment of a similar commission structure, to be responsible for the executive management of the TPS, could be considered as an alternate or supplementary initiative. The commission could comprise a number of external members as well as senior members of the TPS.

In the Tasmanian environment it is suggested that the external members would be appointed on a part-time basis and to be representative of the health and welfare sectors and broader community groups.

Recommendation 1(a)

That the Government secure the services of a competent and skilled prisons administrator with a reputation for effective change management to drive the implementation of the operational reforms outlined in this report and to:

- ▶ **Have direct line responsibility to the Director of Corrective Services;**
- ▶ **Lead and mentor the Senior Management Team and work closely with a selected internal change management team during the change process; and**
- ▶ **Develop a succession plan and capacity.**

To reinforce the role of the position that it be subject to a sunset clause to be reviewed after two years.

And/or

Recommendation 1(b)

The Government establish a commission to be responsible for the executive management of the TPS.

The commission to comprise:

A Commissioner;

- ▶ **Director of Tasmania Corrective Services;**
- ▶ **Director of Tasmania Prison Service; and**
- ▶ **Two part-time members of the health and welfare sectors and broader community groups.**

If recommendation 1(b) is accepted it is suggested that the person appointed as the Commissioner be a person with a credible reputation for effective change management and organisational reform. Preferably experience in prison administration would be desirable.

CHAPTER 1 - OVERVIEW

PROPOSED INDEPENDENT INSPECTION PROCESS

It is also proposed that an independent inspection process be established and that the Inspector(s) have unfettered access to all persons, places and documents relevant to a custodial inspection. It is suggested that the reports of all such inspections be published. While it is beyond the Terms of Reference for this Inquiry, it is further proposed that consideration be given, on cost effectiveness grounds, for such inspections to have authority to encompass other forms of custody such as police custody centres and closed mental health institutions.

It is noted that the Australian Government became a signatory on 22 May 2009 to the Optional Protocol for the Convention Against Torture (OPCAT) which requires governments to allow periodic international inspections of all of its places of detention, and to establish formal mechanisms to enable regular examination of the treatment of persons in places of detention.

Establishing a system of independent inspections would therefore comply with the OPCAT requirements but would, most importantly, provide Government, management, staff (and prisoners) with periodic, impartial and informed progress reports on the performance of all aspects of prison operations and reform.

There are a number of ways that independent inspections could be instituted, including establishing a new statutory office, legislating new statutory responsibilities to be attached to an existing statutory office, or by contracting services from outside Tasmania. It is a matter for the Government of Tasmania, not for this Inquiry, to determine an appropriate and cost-effective means of securing periodic inspections. However, it is essential that such inspections be independent of government or ministerial control, although the relevant minister should have a power, under exceptional circumstances, to direct that an inspection of a particular custodial service take place.

Recommendation 2

That Government establish an independent, competent, inspection authority to provide for the periodic inspection of custodial services and the publication of all inspection reports.

While the leadership and management changes recommended above can both assist the implementation of the change processes and provide an independent monitoring and review of progress, it will be necessary for Government to provide a platform from which management and staff can begin a new dialogue of constructive, collaborative reform.

In order to provide such a platform, it is proposed that the Government give a clear and unequivocal commitment to expedite both the start and completion of the Stage D Part 1 redevelopment of the RPC according to the priorities outlined in Chapter 8. This will provide for the construction of much needed additional educational and multipurpose workshop facilities, an adequate prisoner gymnasium and extended exercise yard facilities for maximum security prisoners. It will also provide additional constructive opportunities for prisoners and a tangible prospect of hope for change.

Recommendation 3

That Government commit to implementing recommendations 38 or 39 contained in this report relating to expediting additional infrastructure at the Risdon Prison Complex to provide much needed additional educational and multipurpose workshop facilities and an adequate prisoner gymnasium (including extended maximum security exercise yards), in order to constructively occupy prisoners.

Recommendation 38

That the Government reconsider its current 2008 approval of \$20.7million for the Stage D Part 1 development of the Risdon Prison Complex and approve the expenditure of the original estimated capital cost of the total Stage D Part 1 development of \$48.375million.

Recommendation 39

Should the government find it necessary to stage the additional RPC infrastructure development that, as a minimum allocation, the \$20.7million approved in 2008, be appropriated immediately, with construction occurring in accordance with the following priorities in order to maximise the effectiveness of necessary cultural and operational practice reform:

- ▶ *Priority 1: additional educational and multipurpose workshop facilities and an adequate prisoner gymnasium (including extended maximum security exercise yards);*
- ▶ *Priority 2: new high risk and behavioural management security unit consistent with Recommendation 1 of the Ombudsman's Investigation Report of June 2010; and*
- ▶ *Priority 3: construction of a kitchen, spiritual centre and a geriatric unit.*

Given the current lack of employment and educational opportunities for prisoners in Risdon Prison, a further key and immediate responsibility should be to develop interim employment opportunities to ensure that prisoners are constructively occupied until additional workshops and educational facilities can be constructed.

Initiatives witnessed at secure interstate prisons visited during the Inquiry included a range of horticultural and other low cost, practical activities aimed at cost-effectively maximising the opportunity for meaningful, productive and satisfying work and industry opportunities for prisoners, including particularly those classified at maximum or medium.

These initiatives included tree and shrub growing for charities and environmental groups, developing a memorial garden within the prison grounds, flower gardens, a cultural garden created and tended by prisoners, an animal rehabilitation program for rescued and injured wild and domestic animals, a greyhound adoption program, a budgerigar breeding program intended as companions for old aged people, waste reduction and recycling programs and a cooking yard.

In the TPS context these initiatives assume particular importance as, unlike most Australian jurisdictions, Tasmania does not have any routine line-funding appropriation for prison industries. As a consequence, as few prison industries prove to be completely self sustaining, it is difficult in the Tasmanian environment to maintain prison programs. The 'cost negative' aspect of the prison industry environment is understood to be a factor in the ongoing consideration of the possible closure of the Hayes Prison Farm.

The horticultural, conservation and animal husbandry style activities described above offer real and immediate low or no cost opportunities to enhance prisoner activity and improve prisoner morale and motivation within RPC. It is unlikely, though, that prison industries, such as farms, can ever be wholly profitable or able to compete with commercial business.

CHAPTER 1 - OVERVIEW

Prison farms lack economies of scale, profit incentives and the prison farmers lack expertise and knowledge. However, activities such as those described would provide prisoners with the opportunity to experience the satisfaction of being productive while at the same time teaching them meaningful skills. While such operations may not always cover costs, they are relatively inexpensive, can be implemented quickly, would target a core complaint of Risdon Prison prisoners (boredom and inactivity) and could support specific government programs, charitable institutions and community initiatives.

The benefits and potential value of animal husbandry style initiatives have already been successfully demonstrated through the TPS involvement in the 'Pups in Prison' National Program for which it is understood further funding has just been approved.

Finding 1

That industry and activity similar to the horticultural, waste reduction and recycling and animal welfare style activities currently in operation at many secure Australian prisons is a cost effective and constructive way to quickly and easily improve the opportunities for meaningful work and activity by maximum and medium security prisoners. These projects would provide meaningful, productive activity for prisoners and an opportunity to positively contribute to society and, regarding animal welfare activities, to take responsibility for the care of those in their charge.

Recommendation 4

That industries and activities such as low cost horticultural, waste reduction and recycling and animal welfare style activities in operation at many secure Australian prisons be immediately considered for implementation within both the maximum and medium security facilities at the RPC, regardless of any decision made in regard to the Stage D redevelopment.

Finally, as an immediate circuit breaker to the current and ongoing management/staff impasse and industrial tension, it is suggested that early consideration be given to convening a joint management/staff workshop facilitated by an independent moderator to openly discuss issues and the causes of continuing tension and disputation and to settle a framework and a pathway forward sufficient to re-establish constructive relationships.

Recommendation 5

That an independent moderator be engaged to conduct a series of management and joint management/staff and management/staff/union workshops to openly discuss prevailing issues of tension and to identify and agree to a framework to re-establish constructive relationships and a pathway forward towards the establishment of a healthy prison environment.

A priority challenge in this process will be to emphasise conciliation and mediation over arbitration and, in moving forward, to seek solutions rather than sanctions or conflict. This will require good will on behalf of all parties

CHAPTER 2

RECOMMENDATIONS

GOVERNANCE

1.
 - a. That the Government secure the services of a competent and skilled prisons administrator with a reputation for effective change management to drive the implementation of the operational reforms outlined in this report and to:
 - ▶ Have direct line responsibility to the Director of Corrective Services;
 - ▶ Lead and mentor the Senior Management Team and work closely with a selected internal change management team during the change process; and
 - ▶ Develop a succession plan and capacity.To reinforce the role of the position that it be subject to a sunset clause to be reviewed after two years.

And/or

- b. The Government establish a commission to be responsible for the executive management of the TPS.

The commission to comprise:
 - ▶ A Commissioner;
 - ▶ Director of Tasmania Corrective Services;
 - ▶ Director of Tasmania Prison Service; and
 - ▶ Two part-time members of the health and welfare sectors and broader community groups.
2. That Government establish an independent, competent, inspection authority to provide for the periodic inspection of custodial services and the publication of all inspection reports.

PRISON PHYSICAL INFRASTRUCTURE

3. That Government commit to implementing recommendations 38 or 39 contained in this report relating to expediting additional infrastructure at the Risdon Prison Complex to provide much needed additional educational and multipurpose workshop facilities and an adequate prisoner gymnasium (including extended maximum security exercise yards), in order to constructively occupy prisoners.
4. That industries and activities such as low cost horticultural, waste reduction and recycling and animal welfare style activities in operation at many secure Australian prisons be immediately considered for implementation within both the maximum and medium security facilities at the RPC, regardless of any decision made in regard to the Stage D redevelopment.

CHAPTER 2 - RECOMMENDATIONS

WORKPLACE

5. That an independent moderator be engaged to conduct a series of management and joint management/staff and management/staff/union workshops to openly discuss prevailing issues of tension and to identify and agree to a framework to re-establish constructive relationships and a pathway forward towards the establishment of a healthy prison environment.
6. That the agenda of the SMT be developed to ensure that the subject of staff training is a fixed agenda item.
7. That TPS immediately conduct a training needs analyses.
8. That a range of educational and social activities be undertaken on a regular and programmed basis (e.g. quarterly) aimed at increasing team building skills, esprit de corps and interpersonal skills among RPC staff. These activities should be observed or assessed by professionals to provide expert feedback and commentary to senior management e.g. as a means of identifying potential leaders for promotion.
9. That consideration be given to rostering [REDACTED] of the TRG to patrol positions in recognition that, 'running and reacting' to a dynamically developing situation can be dangerous and unsafe for both the staff and any prisoners involved.

That members be carefully selected and that a precondition of their appointment to a patrol position be that they are adequately skilled in de-escalation techniques and strategies.

10. That a comprehensive Director's Standing Order (DSO) that details how segregations must be managed and administered, be developed and issued as a matter of urgency. At a minimum the DSO should specify:
 - a. The initial transfers and any extension must only be for reasons of safety, security, good order or discipline or be based on a prisoner's written request;
 - b. The conditions under which a prisoner must be housed during the segregation period and the manner;
 - c. A medically qualified person must see the segregated prisoner each day;
 - d. That the General Manager must inspect the segregation unit at least once each week and speak to all prisoners housed in the unit;
 - e. The frequency and manner in which the segregation order must be reviewed;
 - f. That, in accordance with natural justice requirements, a prisoner be granted an opportunity to be heard before a decision is made against them and that the decision be made by a non-biased decision-maker;
 - g. Both the original direction for segregation and any direction for extension be given in writing and must include the grounds on which they are based; and
 - h. The prisoner must be provided copies of each and every order.
11. That the responsibility for extending a segregation order be transferred to the Director of Corrective Services.
12. That a review of recently purchased personal duress alarms be conducted to ensure they are electronically integrated into the established duress alarm system.

CHAPTER 2 - RECOMMENDATIONS

13. That management immediately initiate arrangements that ensure prisoners receive their approved prisoner out-of-cell time and that approved out-of-cell time schedules are adhered to.
14. That an SOP be produced as a matter of urgency which articulates the accountability and timeframe arrangements for prisoner lock and unlock procedures.
15. That a comprehensive DSO be developed and issued detailing the mechanical restraints that are approved and how and in what circumstances they may be applied.
16. That the TPS as a matter of urgency introduce and implement:
 - a. A program within the RPC that ensures that all senior management routinely visit all sections of RPC each week; and
 - b. A schedule of both routine and structured, minuted, meetings including:
 - ▶ Workplace Health and Safety meetings (monthly);
 - ▶ Local Consultative meetings (monthly);
 - ▶ Management and Prisoner Representative meetings (monthly);
 - ▶ Risdon Prison Management meetings (weekly);
 - ▶ Mary Hutchinson Management meetings (weekly);
 - ▶ Ron Barwick Prison Management meetings (monthly);
 - ▶ Senior Management Team meetings (at least fortnightly); and
 - ▶ Security meetings (monthly).
17. That the TPS address, as a matter of priority, the management and effective operation of the following security requirements:
 - a. [REDACTED]
 - b. [REDACTED]
 - c. [REDACTED]
 - d. [REDACTED]
 - e. The Prison Count including the issues identified in Finding 32;
 - f. The prison unlocks and lockups and prisoner time out of cells including the issues identified in Finding 33;
 - g. [REDACTED]
 - h. Strip searches including the issues identified in Finding 35;
 - i. Key control and the use of mechanical restraints including the issues identified in Findings 36 and 37;
 - j. Tools, sporting equipment, culinary equipment, and utensils including the issues identified in Finding 38;
 - k. Housekeeping and hygiene including the issues identified in Findings 17 and 26;
 - l. Personal duress alarms including the issues identified in Finding 27; and
 - m. Fire drills and evacuation exercises for staff and prisoners including the issues identified in Findings 19 and 21.

CHAPTER 2 - RECOMMENDATIONS

18. That within RPC the TPS:
 - a. Conduct a full risk assessment of the entire operations of the prison;
 - b. Re-writes all SOPs to reflect the outcomes of the completed risk assessment and contemporary correctional practices in Australia;
 - c. Conduct training needs analyses across all disciplines;
 - d. Introduce an effective incident management system to deal with security, risk management, workplace health and safety, operational compliance and facility hygiene, to highlight areas of key risks and to develop and then ensure compliance to the preventive interventions;
 - e. Introduce a risk-driven audit schedule;
 - f. Introduce management reviews;
 - g. Develop a business continuity plan for each section of the RPC;
 - h. [REDACTED]
 - i. [REDACTED]
and
 - j. Introduce into all operational areas bound logs and registers with numbered pages.

PRISONER TREATMENT

19. That, in planning for Stage D development of RPC, consideration be given to the needs of geriatric prisoners.
20. That immediate steps be taken to enact legislative provisions which clearly prescribe and control the use of instruments of restraint.
21. That the staffing of the Tamar Unit be based on a selection process that ensures a team of consistent, calm and experienced officers. Selection criteria should be developed in conjunction with specialist professionals in behaviour management and staff should receive regular training in such areas as interpersonal skills, negotiation skills, case management and conflict resolution.
22. That the Tamar operational practice regime be changed immediately in line with the Ombudsman's recommendations and recognised behaviour modification principles.
23. That supervisors conduct a supervisors' parade in each unit one day a week in order to ensure they are in touch with prisoners' concerns.

That such parades have the objective of quickly resolving problems and providing an answer to prisoners that same day, where practical. These meetings should be recorded and examined for lessons to learn.
24. That senior managers regularly walk around the prison and talk to staff and prisoners in all locations in order to re-establish a sense of participative leadership and to develop a moral discourse about values and purposes.
25. That consideration be given to how a professional relationship between senior management, supervisory staff and custodial officers can be re-established by a joint staff/management working group.

CHAPTER 2 - RECOMMENDATIONS

26. That the case management system be urgently reviewed to ensure case management facilitates an effective pathway for individual prisoners to address their offending behaviour and prepare them for release.
27. In order to expedite and maximise the reintroduction of programs and education into the RPC, education and programs staff be permanently housed in the Education Building and that the delivery of these services be scheduled, in conjunction with custodial imperatives, during the entire unlock period.
28. That program and education capacity be increased to enable the delivery of short-term programs to remand prisoners.
29. That custodial positions in the programs and education centre be structured to maximise consistency and preferably be on a permanent eight hour duty basis.
30. That a review of staffing be made with a view to determining the number of additional educators to be recruited.
31. That Government review its prohibition on apprenticeships and traineeships for prisoners as a matter of urgency.
32. That the TPS undertake a full WH&S review of all prisoner workplaces at RPC and that WH&S standards be enforced in all prisoner employment.
33. That Government approve a budget for prison industries that ensures all prisoners have meaningful work and develop vocational training programs to better prepare prisoners for a working life beyond prison.
34. That the construction plans for Stage D of development for the RPC include a new multipurpose workshop and kitchen along with the investigation of new industries.
35. That TPS invite the Wilfred Lopes Centre to help develop a regime for managing challenging behaviours.
36. That senior management eat a prisoner meal in each unit at least once a week, preferably in the presence of prisoners. In that way, prisoner comments and concerns about food can be seen to be being heard and properly relayed to the kitchen.

PRISON PHYSICAL INFRASTRUCTURE

37. That the Government give urgent consideration to funding more community accommodation and generating more work opportunities for ex-prisoners in order to reduce the churn effect on re-offending related to the current deficits in this area.
38. That the Government reconsider its current 2008 approval of \$20.7million for the Stage D Part 1 development of the Risdon Prison Complex and approve the expenditure in the original estimated capital cost of the total Stage D Part 1 development of \$48.375million.

CHAPTER 2 - RECOMMENDATIONS

39. Should the government find it necessary to stage the additional RPC infrastructure development that, as a minimum allocation, the \$20.7million approved in 2008, be appropriated immediately, with construction occurring in accordance with the following priorities in order to maximise the effectiveness of necessary cultural and operational practice reform:
- Priority 1: additional educational and multipurpose workshop facilities and an adequate prisoner gymnasium (including extended maximum security exercise yards);
 - Priority 2: a new purpose built high risk and behavioural management security unit consistent with Recommendation 1 of the Ombudsman's Investigation Report of June 2010; and
 - Priority 3: construction of a kitchen, spiritual centre and a geriatric unit.