



Office of the  
**Commissioner**

**Queensland  
Corrective Services**

20 APR 2018

Mr Alan MacSporran QC  
Chairperson  
Crime and Corruption Commission  
GPO Box 3123  
BRISBANE QLD 4001

Dear Mr MacSporran QC

Thank you for the opportunity extended to Queensland Corrective Services (QCS) to provide a submission to Taskforce Flaxton. I gratefully acknowledge the due date extension granted to QCS by the Commission.

Please find enclosed QCS' submission to Taskforce Flaxton which can to be treated as a public submission. I have enclosed both in-confidence and public versions of relevant Custodial Operations Practice Directives as part of the submission and respectfully request that the in-confidence procedures are not released publicly due to the potential risks to the safety and security of correctional centres.

QCS is committed to building a mature, sustainable, and corruption resistant culture and welcomes recommendations that will contribute to the development of such a culture.

If you require further information or clarification in relation to QCS' submission, please contact [REDACTED]

I trust this information is of assistance.

Yours sincerely

A large black rectangular redaction box covering the signature of Peter Martin APM.

Peter Martin APM  
**Commissioner**

Encl.



Queensland Corrective Services

**Submission to Taskforce Flaxton**

April 2018



Queensland  
Government

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## Acronyms

QAO – Queensland Audit Office  
BWC – Body Worn Cameras  
CCC – Crime and Corruption Commission  
CCO – Custodial Correctional Officer  
CCTV – Closed Circuit Television  
CI – Chief Inspector  
CMS – Complaint Management System  
COPD – Custodial Operations Practice Directives  
COEP – Custodial Officer Entry Program  
CS Act – *Corrective Services Act 2006*  
CSIU – Corrective Services Investigation Unit  
DCS – Department of Community Safety  
DJAG – Department of Justice and Attorney-General  
DOME – Digital Offender Management Environment  
ESU – Ethical Standards Unit  
ICT – Information and Communication Technology  
IM – Information Management  
IOMS – Integrated Offender Management System  
IP Act – *Information Privacy Act 2009*  
KPI – Key Performance Indicators  
OIS – Offender Information Systems  
OPG – Operational Practice Guidelines  
PID – Public Interest Disclosure  
QAO – Queensland Audit Office  
QCS – Queensland Corrective Services  
QCSIG – Queensland Corrective Services Intelligence Group  
QPS – Queensland Police Service  
RTI Act – *Right to Information Act 2009*  
WEU – Workplace Engagement Unit

## Introduction

This paper is Queensland Corrective Services' (QCS) submission to the Crime and Corruption Commission's (CCC) Taskforce Flaxton. It contains QCS data and analysis which has been completed and compiled by QCS. The paper does not represent Government policy.

QCS acknowledges that the business of corrective services, and particularly correctional centres where custodial staff face a heightened risk of assault and have sustained contact with Queensland's criminal population, carries inherent corruption risks and organisational culture challenges. These risks and challenges are unique within the public sector and additional to the risks which are common to all public sector entities, such as fraud and misuse of information.

Taskforce Flaxton comes at a critical juncture in the history of corrective services in Queensland. For the first time since 2009, Queensland has a dedicated and standalone corrective services department which will allow a specific and sustained focus on the development and reform of the correctional system. With formal establishment on 21 December 2017, the new department is in the process of finalising staff transfers and establishing new structural and leadership arrangements.

QCS has also embarked upon the development of an ambitious 10 year plan to chart a course for the strategic development of corrective services in Queensland. This plan will build on the implementation of the once in a generation reforms arising out of the Sofronoff Review, which highlighted a range of serious deficits across the correctional system. The review found that the system had become "antiquated and emaciated", prompting a \$265 million investment by the Queensland Government, over six years, to deliver reforms and greater effectiveness of the parole system.

Comprehensive consultation occurred with staff across all roles, to inform the development of the 10 year plan which has highlighted a recurring theme: the large majority of the QCS workforce, overwhelmingly desire to deliver a world class correctional system that will make Queenslanders safer. This ambition cannot be achieved unless we commit to the highest standards of integrity. Our 10 year strategy can only be successfully delivered if it is comprehensively supported and enabled by our culture.

QCS staff also raised, strongly and consistently, that the workforce requires greater support because significant capability deficits, such as those identified by the Sofronoff Review, have emerged as a result of the sustained growth in prisoner and offender numbers. Similarly, QCS recognises and notes the interest the CCC has expressed with regards to the system pressures arising as a result of rising prisoner numbers in Queensland. The extreme increase in demand, which has now continued unabated for six years, has affected every aspect of QCS' operational and supporting functions. Responding to this demand, and particularly managing the growing risks from overcrowding of correctional centres, has been the overwhelming priority for QCS during this period.

For these reasons, QCS welcomes Taskforce Flaxton as an opportunity to assist in assessing existing systems and controls and in shaping the formation of a new top tier public safety department, its systems, processes and deployment of available resources. QCS is fully cooperating with the CCC in any and every way necessary.

Prior to the Administrative Arrangement Order (No.4 2017) on 21 December 2017, to create QCS as a stand-alone department, QCS had been a service area within a department since March 2009, when the Department of Community Safety (DCS) was formed. This Department was an amalgamation of the Department of Emergency Services (Queensland

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Ambulance Service, Queensland Fire Service and the State Emergency Service) and QCS. Following the Keelty Review, DCS was divided into several entities in November 2013 and QCS was transferred to the Department of Justice and Attorney-General (DJAG).

While QCS has retained control over practices and procedures for core operational functions such as correctional centres and community corrections, the majority of the corporate functions and associated policies and procedures were transferred to the Department of Community Safety and subsequently to DJAG.

Accordingly, QCS is now in the best position it has been in for the past nine years to develop policies and procedures to build a corruption resistant culture and a mature departmental structure through People Capability, Finance, Ethical Standards and Internal Audit functions that are specifically geared to the unique, and complex, needs and risks of corrective services. It is expected that Taskforce Flaxton may identify deficiencies and opportunities for improvement in the current policy and procedural framework. Where such gaps have already been identified by QCS, they will be highlighted in this submission.

The development of new policies and procedures to aid the development of a mature, corruption resistant culture for the Queensland correctional system is a key priority for QCS, with work commencing in earnest following the machinery of government changes. During this work, QCS will refer to the CCC's *Fraud and Corruption Control Best Practice Guide* and recommendations that arise out of Taskforce Flaxton to ensure best practice.

The submission provides an overview of QCS including key challenges and the different practices, policies and procedures in place covering areas such as risk management, internal controls and oversight and reporting mechanisms. It also identifies existing gaps and opportunities for future improvement. While the submission is broken down into different chapters which highlight and deal with different issues, these issues are closely linked.

The timing of Taskforce Flaxton provides QCS the opportunity for the department to work collaboratively with the CCC to evaluate best practice and set the foundations upon which the department will build a best practice system and corruption resistant culture. QCS is taking every opportunity through this process to learn and improve, to critically examine practice and develop new corruption prevention and detection strategies to enhance community confidence in this top tier public safety department. QCS is committed to fully cooperating with the Taskforce and welcomes recommendations to deliver sustained improvement.





































































































