

CCC EXHIBIT



Queensland Corrective Services
Submission to Taskforce Flaxton
August 2018

CCC EXHIBIT

Table of Contents

Acronyms	2
Chapter 1 – Key updates on opportunities identified in the first submission	4
1.1 QCS Restructure	4
1.2 Strategic Planning.....	5
1.3 Ethical Standards Unit	5
1.4 Internal Audit Unit	8
1.5 Prisoner overcrowding	8
1.6 Offender Health Services Project.....	10
Chapter 2 - Updates on key issues identified during the public hearings	12
2.1 Use of Force Review	12
2.2 Body Worn Cameras.....	12
2.3 Prison local assurance frameworks	13
2.4 Segregation	13
2.5 Review of QCS policies	14
2.6 Integrated Offender Management System.....	16
2.7 Intelligence and Investigations Branch	16
2.8 Updated Drug and Alcohol Strategy	18
2.9 Privately Operated Prisons	19
2.10 Contract Management Unit.....	19
2.11 Legislative powers relating to staff searches	19
Chapter 3 - Opportunities under consideration by QCS	20
3.1 Early Officer Intervention System	20
3.2 Staff Intelligence Function	20
3.3 Enhanced performance monitoring of correctional centres	21
3.4 Establishment of compliance investigative function.....	21
3.5 QCS Code of Conduct	22
Chapter 4 – Key updates from the Office of the Chief Inspector	23
4.1 Analysis of Office of the Chief Inspector (OCI) data.....	23
4.2 Future oversight initiatives	23
Chapter 5 - Summary	26
List of Attachments.....	27

CCC EXHIBIT

Acronyms

ARMC - Audit and Risk Management Committee
BTCC – Borallon Training and Correctional Centre
BWCC – Brisbane Women’s Correctional Centre
BWC – Body Worn Cameras
CCC – Crime and Corruption Commission
CCO – Custodial Correctional Officer
CCTV – Closed Circuit Television
CMS – Complaint Management System
CMU – Contract Management Unit
CS Act – *Corrective Services Act 2006*
CSIU – Corrective Services Investigation Unit
DJAG – Department of Justice and Attorney-General
EOIS – Early Officer Intervention System
ESU – Ethical Standards Unit
ICO – Incident Oversight Committee
ICT – Information and Communication Technology
IM – Information Management
IIB – Intelligence and Investigations Branch
IOMS – Integrated Offender Management System
IP Act – *Information Privacy Act 2009*
KPI – Key Performance Indicators
MOU – Memorandum of Understanding
MUR – Modified Unit Routine
OCI – Office of the Chief Inspector
OHSSCA - Offender Health Services Steering Committee Alliance
OPCAT – Optional Protocol to the Convention Against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment
OVS – Official Visitor Scheme
PWC – Price Waterhouse Coopers
QCS – Queensland Corrective Services
QCSIG – Queensland Corrective Services Intelligence Group
QPS – Queensland Police Service
QPSR – Queensland Parole System Review
SQCC – Southern Queensland Correctional Centre

CCC EXHIBIT

Introduction

This paper is Queensland Corrective Services' (QCS) submission to the Crime and Corruption Commission's (CCC) Taskforce Flaxton following the public hearings which took place from 14 May to 30 May 2018. It contains QCS data and analysis which has been completed and compiled by QCS. The paper does not represent Government policy.

The previous submission provided 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 identified existing gaps and opportunities for future improvement.

The current submission provides an update to opportunities identified in the first submission and details current and future improvements to be implemented following key issues being raised during the public hearings.

QCS recognises and notes the interest the CCC has expressed during the hearings with regards to a number of system pressures arising as a result of increased demand on the correctional system and identified deficiencies in existing processes and procedures. QCS continues to be cognisant of these issues and is committed to being a top tier public safety agency that has a strong and mature corruption resistant culture. Significant work is already underway with further initiatives planned. This work will take time as QCS fully establishes itself as a standalone department.

QCS will continue to evaluate best practice and set the foundations upon which the department will build a best practice system supported by new corruption prevention and detection strategies.

CCC EXHIBIT

Chapter 1 – Key updates on opportunities identified in the first submission

Since the Taskforce Flaxton public hearings and QCS' initial submission in April there have been numerous initiatives progressed to support corruption prevention and detection within QCS.

1.1 QCS Restructure

Following the machinery of government change on 21 December 2017, where QCS separated from the Department of Justice and Attorney-General (DJAG), QCS has been implementing changes to support the work necessary to operate as a stand-alone department.

There has also been a significant body of work undertaken to examine and reform the existing structure to ensure QCS is well placed to deliver quality service to the Queensland community. As part of this work, QCS has conducted state wide surveys and workshops to enable us to develop a strong and sustainable structure. A key milestone in this work is the appointment of three new Deputy Commissioners.

Mr Andrew Beck, Deputy Commissioner, Custodial Operations

Deputy Commissioner Beck's appointment brings to QCS a wealth of operational and senior executive experience, both in the public and private sectors, with a strong focus on safety security and offender rehabilitation.

Deputy Commissioner Beck commenced with QCS on 13 August 2018 and he will be responsible for driving the:

- Overcrowding and Infrastructure Implications Review; and
- Use of Force Review.

Mr James Koulouris, Deputy Commissioner, Organisational Capability

Deputy Commissioner James Koulouris joins QCS from the New South Wales Department of Justice where he was the Assistant Commissioner, Governance and Continuous Improvement.

Deputy Commissioner Koulouris commenced with QCS on 30 July 2018 and will have a focus on people capability. As part of his responsibilities, Mr Koulouris will drive a range of important bodies of work including:

- Workforce Strategy;
- 'Our People Matter' Strategy;
- Honours and Awards;
- Professional Development - Talent Identification - Succession Planning Review;
- Recruiting Process Review;
- HRIS Implementation;
- Discipline Review;
- Organisational Structural Review (Roles and Responsibilities);
- Governance Structures;
- Enterprise PMO Establishment;
- *Corrective Services Act 2006* Review; and
- review of the various instruments of delegations.

CCC EXHIBIT

Mr Paul Stewart, Deputy Commissioner, Community Corrections and Specialist Operations

Deputy Commissioner Stewart has joined QCS following 36 years with the Queensland Police Service (QPS). He has broad ranging experience with a strong community engagement and public safety focus.

Deputy Commissioner Stewart commenced with QCS on 13 August 2018 and his responsibilities will focus on operational capability. He will also be responsible for a wide range of reviews, including:

- Intelligence Review;
- Parole and Probation Workforce Review;
- The Sofronoff Review;
- End-to-End Offender Case Management Review;
- Incentives and Earned Privileges Review;
- Dog Squad Review;
- Centre Emergency Response Team and Immediate Action Team Review;
- Operational Performance Management System Review;
- IOMS Replacement Review; and
- Future Technology Review.

During 2018-19 all three Deputy Commissioners will have a strong involvement in the planned QCS Organisational Restructure. These positions will lay the foundations for the structure of the rest of the department and allow QCS to map a logical robust structure which will enable us to grow and mature as an organisation.

1.2 Strategic Planning

QCS 10 Year Plan

The 10 Year Plan is nearing the final stages of completion. In July 2018, a consultation draft was circulated to internal senior Officers and externally to various relevant departments.

Feedback has been received and is currently being incorporated into the draft 10 Year Plan.

Strategic and Operational Plans

Strategic planning is an ongoing organisational process that helps agencies identify their objectives, the strategies they can implement to achieve them and the performance indicators to measure how well their outcomes achieved their objectives.

The QCS Strategic Plan 2018-2022 was published on 1 July 2018 and has a focus on building a mature corruption resistant culture (**Attachment 1**).

The first draft of QCS' Operational Plan 2018-19 which will directly align with the strategies in the QCS Strategic Plan 2018-2022 is in the final stages of development.

1.3 Ethical Standards Unit

The Ethical Standards Unit (ESU) is critical to sustaining the right organisational culture. ESU is responsible for how matters are reported and assessed, how matters

CCC EXHIBIT

are determined for investigation, and importantly, ESU is the mechanism by which the proactive educative part of the corruption-resistant strategy is facilitated.

As noted in the last submission, the QCS ESU commenced operations on 1 March 2018. During the transition, it was identified there were 174 QCS matters in progress. Of the 174 matters, DJAG ESU retained 44 to finalise and 130 matters transferred to QCS ESU. Moreover, a significant number of new assessments and investigations have been received since the transition.

As a result of the initial analysis of the current matters, the existing ESU structure, functions and roles and the appointment of the Director, ESU, a number of initiatives and opportunities have been identified to enhance the capability of the Unit. A number of these initiatives have commenced, with further detail outlined below.

Appointment of Director, ESU

Following an external recruitment process, Mr Andrew Ballantyne commenced as the Director, ESU on 4 June 2018, after 27 years with the QPS. Mr Ballantyne has previous experience as the State Coordinator, Ethical Standards Command as well as experience in complaints reform, investigations, change management, governance, and policy and administration. Mr Ballantyne also has a strong background in transformative leadership, and in particular leading, directing and managing complicated and protracted criminal and disciplinary investigations.

QCS' organisational structure including reporting arrangements are under review in line with the commencement of the three Deputy Commissioners. A decision has been taken to remove the ESU function from the Chief Inspector's responsibilities and transfer this to the responsibility of the Deputy Commissioner, Organisational Capability.

Discipline Reform Working Group

On 11 July 2018, the QCS Board of Management approved the establishment of a Discipline Reform Working Group. The role and purpose of the Working Group will be to:

- facilitate a process review of current QCS discipline and complaints management processes;
- examine the legislative and policy frameworks involved in these processes;
- examine strategies adopted for the managerial, disciplinary and criminal outcomes achieved following complaints;
- co-operate with the CCC and Taskforce Flaxton;
- explore individual, systemic and organisational factors concerned with complaint management; and
- make recommendations which enhance our policies, procedures and practices to ensure we are maintaining the highest levels of ethical decision-making and behaviour while remaining agile and flexible to changing demands and emerging risks.

The Working Group will meet on a monthly basis, with the first meeting to be held on 4 September 2018, and will be accountable to the Chair of the working group and the Commissioner, QCS.

Trial Complaints Assessment Team

CCC EXHIBIT

QCS Board of Management has also considered a proposal to trial a Complaints Assessment Team for six months to address the backlog in ESU investigations following a recommendation from the Director, ESU. Furthermore the trial of the Complaints Assessment team will allow QCS to assess an alternative process for assessing complaints within QCS; with a view to informing the organisation on enhanced models for complaint management.

The Complaints Assessment Team would undertake an initial assessment of all complaints received by ESU utilising a revised DJAG framework and prepare summaries for the Daily Assessment Committee's consideration. The Committee, which will be chaired by the Director, ESU will be responsible for assessing the processed complaints and determining the method for progression for example a referral to the CCC or CSIU. The Chair of the Complaints Assessment Team will then refer complaints for action or further investigation and record the decisions as per existing record keeping processes.

Taskforce Vault

The establishment of the Discipline Investigation Taskforce (Taskforce Vault) is another mechanism designed to reduce the backlog in ESU investigations. The role and purpose of Taskforce Vault will be to:

- prioritise open matters reported prior to 1 March 2018 considering the following:
 - seriousness of the matter;
 - suspension of officers/members; and
 - age of matter
- develop investigation plans for each matter;
- investigate the matters;
- engage in reassessments for matters with the Corrective Services Intelligence Unit (CSIU) and CCC as required;
- prepare investigation reports and recommendations; and
- finalise matters.

A monthly update on progress of the Taskforce will be provided to the Deputy Commissioner, Organisational Capability.

Fraud and Corruption Framework, Policy and Plan Working Group

The Director, ESU, has submitted a proposal to the QCS Board of Management seeking approval for the establishment of, and Terms of Reference for, the Fraud and Corruption Framework, Policy and Plan Working Group.

The proposed role and purpose of the Working Group will be to:

- facilitate a review of current QCS and DJAG policies;
- examine the associated legislative and policy frameworks;
- consider recommendations from Taskforce Flaxton where required;
- consult with relevant stakeholders to determine an appropriate framework for Fraud and Corruption Control;
- develop the QCS Fraud and Corruption Framework, Policy and Plan;
- determine ongoing ownership and responsibilities under the Policy and Plan;
- implement the Fraud and Corruption Framework, Policy and Plan;
- review the Plan after a period of 12 months; and

CCC EXHIBIT

- make recommendations to enhance policies, procedures and practices to ensure QCS is maintaining the highest levels of ethical decision-making and behaviour while remaining agile and flexible to changing demands and emerging risks.

1.4 Internal Audit Unit

The QCS Audit and Risk Management Committee (ARMC) was established in June 2018. ARMC's role is to provide independent assurance and assistance to the Commissioner, QCS, on risk, control and compliance frameworks; external accountability responsibilities; and the integrity framework.

ARMC's Chair and members will be appointed by September 2018. In the interim, the Commissioner and three members of QCS' executive management will chair ARMC meetings. In accordance with its Charter, ARMC's membership will comprise at least two members external to QCS, one member with financial expertise and one member with expertise in corrective services. ARMC will meet at least four times per year and will be directly accountable to the Commissioner, QCS.

ARMC has already made significant progress in establishing QCS specific policies and processes. At its inaugural meeting, ARMC endorsed QCS' Internal Audit Charter and Internal Audit Plan: FY 2019 – FY 2021. The Internal Audit Charter supports QCS by providing assurance that its financial and operational controls are working effectively; improving business performance, risk management and fraud prevention; and assisting the Commissioner in discharging his legislative obligations. The Internal Audit Plan: FY 2019 – FY 2021 outlines the audit projects to be undertaken over the next three years.

As part of the review into QCS' organisational structure, the reporting for the Director, Internal Audit Unit will transfer from the Chief Inspector to the Deputy Commissioner, Organisational Capability.

1.5 Prisoner overcrowding

The April submission outlined a number of demand management strategies designed to reduce or slow the growth in prisoner and offender numbers and a number of strategies to reduce the impacts of overcrowding. A detailed update of the strategies implemented since April is outlined below.

Conversion of Southern Queensland Correctional Centre

On 3 July 2018, the Government announced its decision to convert Southern Queensland Correctional Centre (SQCC) into a women's facility. SQCC was originally designed for women but was subsequently repurposed and commissioned in 2012 as a men's facility. The opening of additional infrastructure for women prisoners is important to ensure humane treatment and to improve opportunities to rehabilitate and to reduce the likelihood of re-offending.

Operation Elevate has been established to guide the transition of SQCC into a women's facility and is being led by Mr Darryll Fleming, General Manager Brisbane Women's Correctional Centre (BWCC). The extensive planning underway through Operation Elevate is grounded in a benefits model for women, who will, once the transition is complete, receive improved access to health care, education and

CCC EXHIBIT

vocational training. The conversion of SQCC will also better enable children less than five years of age to be accommodated with their mothers where it is assessed to be in the child's best interest.

Once all capacity is operational, across all three high security and three low security facilities, QCS will be well under built capacity for women prisoners. For high security centres, it is estimated the conversion of SQCC will take the state-wide average capacity of the women's correctional system across Queensland down to 90 per cent. It will also increase flexibility for the placement of women prisoners that are subject to safety orders. QCS' Research and Evaluation Unit is undertaking a formal evaluation to measure the impact of Operation Elevate, including its impact on assault and self-harm rates and to examine what can be learned from the initiative. Work has also commenced on the development of a gender-responsive approach to managing women in custody beyond Operation Elevate to deliver better outcomes for women prisoners.

In the first stage of Operation Elevate, QCS has timed the opening of an additional 488 built beds in high security for male prisoners at Borallon Training and Correctional Centre (BTCC). Following the transfer of all male prisoners from SQCC to BTCC, QCS undertook minor capital works to convert the centre back into a purpose built women's facility. Women prisoners commenced moving on 20 August 2018.

Importantly, correctional services staff working at BWCC will no longer be dealing with the safety challenges posed by operating overcrowded women's facilities. Furthermore the conversion will also allow QCS to focus on finding solutions to address overcrowding in men's facilities in Queensland.

Custodial Infrastructure

In the 2018-19 State Budget QCS received a further \$41 million to provide an additional 84 cells at the Capricornia Correctional Centre. This funding was provided in addition to the already committed 264 cells and beds being built from the initial funding package of \$200 million allocated in 2016-17. The total expansion at Capricornia Correctional Centre will now deliver a minimum of an additional 348 cells and beds.

On 3 July 2018, QCS commissioned the remaining 244 secure cells at BTCC, bringing the total built bed capacity at this Centre to 736.

The installation of bunk beds ensures fewer prisoners sleep on the floor as there are multiple safety risks associated with this practice, including increased tension and anxiety for prisoners. Providing prisoners with a bunk bed helps in alleviating the safety and security impacts for staff and prisoners associated with overcrowded facilities and ensure custodial accommodation meets minimum standards for the humane containment of prisoners. As at 20 August 2018, 794 purpose built bunk beds had been installed across several correctional centres with further installation planned for 2018-19.

Modified Unit Routine

In response to the increasing prisoner numbers, QCS has implemented the Modified Unit Routine (MUR) to address some of the concerns resulting from doubling up accommodation, for example competition for shared resources such as tables and

CCC EXHIBIT

telephones. This competition creates tension which further exacerbates on the volatile environment.

Implementation of a MUR:

- may include separate sections of a secure accommodation unit being unlocked at any point in time allowing a staggered approach to prisoners accessing resources;
- will provide General Managers with options to develop processes that will reduce risk in the correctional environment;
- will ensure that informed decisions are made regarding accommodation unit placement and provide a framework that will allow prisoners to have a positive engagement through equitable access to services during their imprisonment in a shared cell environment;
- should seek to maximise a prisoner's out of cell time and allow improved access to services and amenities, with the exception of those on separate confinement or a safety order; and
- is not designed to correct behaviour or to be used as a form of discipline and should not unduly disadvantage any prisoner cohort by severely restricting access to amenities.

A MUR may be applied to an individual accommodation unit or an entire accommodation area within a correctional centre. The MUR is detailed in a local instruction issued by the General Manager of the correctional centre and must be communicated to both staff and prisoners to ensure their understanding of the new routine.

By introducing the MUR QCS aims to create a safe and predictable environment where prisoners are treated with respect as individuals, and opportunities to keep prisoners purposefully occupied are maximised.

1.6 Offender Health Services Project

On 30 May 2018 at the public hearings, Dr John Wakefield, the Deputy Director-General, Clinical Excellence Division, Department of Health provided an overview of the Offender Health Services Project and the Offender Health Services Steering Committee Alliance (OHSSCA). Since this date, the following key updates on the Offender Health Services Project can be provided.

In June 2018, Price Waterhouse Coopers (PWC) presented a Literature and Information Review to the Department of Health as the first deliverable of the Offender Health Services Review Project. The review focussed on the governance and service delivery arrangements of offender health in five jurisdictions: New South Wales, Victoria, England, Canada and Norway.

The OHSSCA met on 7 June 2018 and was presented with a PWC Consultation Report on the outcomes from consultation with over 100 key corporate and clinical health stakeholders across Queensland. The consultation identified five broad themes, including: Relationships and Governance; Workforce; Access; Service Standards; and QCS Interfaces.

On 19 July 2018, Health Consumers Queensland produced a Consumer Consultation Report to provide a patient/consumer perspective to the Offender Health Services Review. The Report identified five key themes in terms of the patient

CCC EXHIBIT

experience, including: Communication and Culture; Medical Requests - Access to and response; Medication Management - prescription practices and administration; Dental - Access and treatment options; and Mental Health - Access and treatment options.

All three reports remain under consideration by the OHSSCA.

The next step of the Offender Health Services Review Project will be to enter into and implement an agreed action plan for future service sustainability, quality and system governance.

CCC EXHIBIT

Chapter 2 - Updates on key issues identified during the public hearings

Numerous issues were highlighted during the Taskforce Flaxton public hearings. QCS is pleased to provide progress updates on the key issues identified.

2.1 Use of Force Review

On 20 April 2018, the Commissioner, QCS announced a full review into the use of force practices in Queensland's correctional facilities to identify how QCS can provide long term and sustainable improvements in safety.

The review will examine:

- the existing skill levels of custodial correctional officers with respect to use of force;
- the current training regimes and practices employed;
- equipment and accoutrements utilised;
- an evaluation of other equipment consistent with staff safety; and
- and other relevant issues such as the use of technology to enhance staff safety.

The review will be facilitated through a working party of key stakeholders. It is anticipated that once the review has been completed, a range of long term recommendations will be made to enhance the safety of staff and prisoners.

The Use of Force Review will be a key strategy as part of the QCS 10 Year Plan.

2.2 Body Worn Cameras

QCS uses the Axon Body 2 Body Worn Camera (BWC) which is the same model used by the QPS. The cameras provide the ability to record video in low light situations with enhanced audio features. The BWCs are continually recording on a 30 second loop with no audio being recorded, with the footage then deleted. When the BWC is manually activated by a custodial correctional officer the audio and video footage commence recording with the previous 30 seconds of footage also saved.

Prior to the roll out of BWC, training was undertaken with custodial correctional officers by QCS staff and a representative from Axon. This training was supported by a Deputy Commissioner Instruction and Operational Instruction and a number of video conferences to discuss implementation issues and to provide additional training and support to individual correctional centres as required.

A training video on the use of BWC is currently being developed for use during the Custodial Officer Entry Program and will be available for access by all staff. A training tool to assist staff using Evidence.com, the approved storage system for BWC recordings, is being developed. These training tools should be available for use in October 2018.

As at 14 August 2018, 160 body worn cameras were available for use in publicly operated high security facilities around the state. QCS has an internal budget allocation to ensure every frontline custodial correctional officer is provided with a load bearing vest for the secure attachment of cameras and other security accoutrements for when they are performing prescribed duties. 1350 load bearing vests have been delivered to publicly operated correctional centres throughout June, with a further 1300 due in December.

CCC EXHIBIT

2.3 Prison local assurance frameworks

Following the public hearings, each correctional centre has been requested to update its risk register by October 2018 to include the following risks:

- inappropriate relationships;
- trafficking of contraband;
- assault;
- excessive use of force; and
- contracts/procurement.

As part of this update, correctional centres will be required to provide detail of their existing controls for each risk, effectiveness of those controls, a risk evaluation and risk treatment required to mitigate the risk. Following the update, correctional centres' risk registers will be reviewed by the Governance, Compliance and Risk team within head office to determine whether further strategies/actions are required to mitigate the identified risk, which are then communicated back to each correctional centre.

2.4 Segregation

QCS is currently implementing a range of strategies to improve outcomes for prisoners who are subject to segregation. These strategies include:

- the implementation of a central decision making model for prisoners who are to be accommodated in a safety unit;
- the implementation of a revised strategy for the identification and management of prisoners who are identified as having an elevated baseline risk of suicide or self-harm however are not currently posing an immediate/acute risk of suicide or self-harm;
- formalisation of the Prisoner of Concern process which is a procedure for ensuring that prisoners with significant vulnerabilities are identified and appropriately managed in accordance with their individual risks and needs;
- a review of the procedural requirements for the management of prisoners who are identified at risk of self-harm or suicide;
- consideration of alternative accommodation arrangements for prisoners who are identified as an acute risk of suicide or self-harm;
- discrete rosters for staff performing duties in safety units and detention units;
- consideration of safer engagement strategies to mitigate risk for staff and prisoners;
- ongoing discussions with partner agencies including Queensland Health (Prison Mental Health Service) around the management and care of prisoners who are at risk of self-harm or suicide; and
- the implementation of MUR to create a safe and predictable environment where prisoners are treated with respect as individuals, and opportunities to keep prisoners purposely occupied are maximised. For example, a MUR may be implemented whereby prisoners engaged in employment will be unlocked earlier from a unit to allow them to eat and use the phones before attending

CCC EXHIBIT

employment. Prisoners that are unemployed will then be unlocked. The MUR ensures that the resources in the unit are maximised and all prisoners are being given access to resources such as the phones to avoid conflict and tension.

2.5 Review of QCS policies

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.

At the last hearing CCC noted machinery of government changes have resulted in the need for QCS to develop new policies as a standalone department. The CCC showed particular interest in the transition of relevant DJAG policies to QCS specific policies.

QCS is committed to transitioning relevant DJAG policies to QCS policies and has undertaken some significant work in this space. Policies will support a corruption resistant culture 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.

In addition to the work of the ESU as outlined in **Chapter 1.3**, specific policies have already been reviewed and updated.

Human Resources

In relation to the potential corruption mitigation strategy of ensuring the movement of leadership across centres, QCS can advise that leadership teams in correctional centres including the General Manager and Deputy General Manager positions are appointed under contract as per s122 of the *Public Service Act 2008*. Each officer is appointed to a specific location.

Legislative provisions to transfer senior executives and senior officers (particularly with regard to staff engaged under s122 contracts) would have to be considered before such practices could be established. As is the case now, QCS will continue to encourage secondments across the correctional centres management teams as opportunities arise to ensure experience of different environments and centres is gained.

As at 1 August 2018 QCS staff no longer have access to the Evolve Learning Management System delivered by DJAG. Planning and configuration for the new Learning Management System for QCS is well underway which will deliver significant learning capacity for QCS staff. It is anticipated this System will be available from May 2019. In the interim staff may have to access programs directly through the relevant business units.

Information and Communication Technology

QCS has recently contracted an information security implementation partner to assist with compliance to the new Queensland Government Information Security Policy. This partner will help to deliver:

- an information Security Governance Framework;
- an Information and Communication Technology (ICT) risk management practice document;

CCC EXHIBIT

- ICT security policies and procedures, including access controls;
- a further review of security classification of all Integrated Offender Management System (IOMS) data with respect to confidentiality, availability and integrity; and
- security training for executive management and operational staff involved in ICT security management.

Instrument of Delegations

A full review of the different instruments of delegations and limitations used by QCS is underway to ensure the level of delegation is appropriate, compliant with legislation and aligns with the new QCS governance structure once implemented. This review is comprehensive and will require significant consultation, legal advice, training, and the updating of relevant policies and procedures prior to completion. As QCS' structure is under development, there is no estimated completion date for this work.

Minor updates to the different instruments have progressed as required to reflect structural changes as they have arisen, for example the commencement of the three Deputy Commissioners.

Complaints Management System

The first submission outlined that following the Queensland Ombudsman's audit of the QCS Complaints Management System, six key recommendations were made:

1. QCS should review its procedures and other documents referring to the CMS as soon as practicable, with reference to the audit's findings to ensure they are consistent with the legislated requirements for customer complaints processes.
2. QCS should consider reviewing and upgrading the website visibility of the CMS having regard for the audit's findings.
3. QCS should implement strategies to ensure all staff are informed of the CMS including changes, and their roles, responsibilities and authority regarding management of complaints and that all complaints handling staff are regularly trained in policy and procedures and effective complaints management as soon as practicable.
4. QCS should consider the findings of the audit and review its practices to ensure they meet the requirements for complaints processing as per the AS/NZS 10002:2014, section 219A of the *Public Service Act 2008*.
5. QCS should consider the findings of the audit and implement regular maintenance, analysis, monitoring, improvement and review mechanisms and procedures for its CMS consistent with the requirements AS/NZS 10002:2014.
6. QCS should review its external reporting to ensure all complaints received and finalised, and the number of complaints resulting in further action/no further action are reported correctly.

QCS accepted all six recommendations with full implementation completed by June 2018. QCS is currently transitioning its policies and procedure to a QCS-specific CMS and will give due consideration to the Queensland Ombudsman's recommendations when undertaking this process.

CCC EXHIBIT

2.6 Integrated Offender Management System

IOMS is the key electronic information management system for QCS that is used by over 80% of employees on a daily basis.

During the public hearings, concerns were raised about the integrity and security of information management systems within QCS including:

- the IOMS User Agreement could be misinterpreted;
- the ability of QCS ICT systems to restrict and control access;
- a lack of communication of appropriate use of information to staff; and
- audit process to detect inappropriate use of or access to information.

QCS committed to tightening access level for IOMS users to prevent authorisation compliance issues and 'permission creep', where users may retain permissions for roles and locations after they have moved. QCS also committed to reviewing the wording of the IOMS Use Agreement to ensure it provides sufficient and clear direction regarding appropriate/ authorised use to QCS staff when accessing the system.

QCS has also implemented the following key changes:

- an IOMS Access Audit is currently being undertaken in accordance with the Instrument of Delegation for System Access and the Offender Information Systems Access Procedure. The purpose of this annual audit is to identify staff with IOMS access they no longer require to perform their current role. Quarterly audits will also be carried out for those staff where a change in access has been approved. The current audit is due for completion by 31 August 2018. The next quarterly review is scheduled for November 2018.
- a review of the IOMS landing page warning, IOMS Use Agreement, has commenced to ensure it provides sufficient and clear direction regarding appropriate/authorised use to QCS staff when accessing the system. The current access notification which is on the initial screen the user sees when logging onto IOMS has been updated to include the "need to know" principle, rather than focussing on "authorised access". Revised content will be subject to review by Legal Services and ESU before publication.
- development of an e-learning course designed to address staff obligations with regard to the IOMS Use Agreement and confidential information is close to completion. The self-paced course includes multimedia interactions, exercises, full audio descriptions, and will be accessible from any QCS computer. The course addresses: information privacy; authorised use/access to information; being an 'informed person' under the *Corrective Services Act 2006*; safe information technology practices; and provides direct access to relevant policy/procedures. The module includes a mandatory assessment with a certificate issued on successful completion. It is anticipated the course will become a mandatory requirement for all current QCS staff and IOMS users.

2.7 Intelligence and Investigations Branch

A number of questions were asked in relation to the current intelligence and investigations model. As such the current model for detailed intelligence information sharing between QCS and QPS is detailed below:

CCC EXHIBIT

- all CSIU police investigators have high level access to IOMS including access to the IOMS Intelligence reporting and functionality.
- The QCS Intelligence Group (QCSIG) advises CSIU of any intelligence report relevant to suspected criminal activity relating to or within correctional centres.
- Topics of intelligence reports specifically flagged with CSIU include suspected staff corruption or misconduct, drug activity, assaults and escape planning.
- Specific tactical and strategic intelligence products are also regularly disseminated to CSIU by QCSIG.
- QCS intelligence staff continue to engage and provide support to CSIU investigations as required.
- QCSIG responds to numerous requests daily from QPS across Queensland to support police investigations and community safety. In addition to responding to requests, QCS regularly proactively disseminates information and intelligence to police to also assist with investigations and community safety. Proactive disseminations are made to the police generally by email, but also via Qprime submissions which are submitted by the QPS police officers who are seconded to QCSIG. A large amount of this work includes flagging specific prisoners of concern who are about to be released who may present a high risk to the community.
- QCS Intelligence officers regularly attend and work out of QPS Headquarters, working with police officers, to assist with specific QPS priority operations.
- QCSIG also regularly host multi-agency meetings with the QPS and other law enforcement agencies to assist with proactive intelligence sharing and collective analysis to support appropriate management of risk by QCS and responses by law enforcement agencies.
- QCS senior and executive management are also invited participants at a number of high level law enforcement cross agency management meetings.

Review of MOU between QPS and QCS

The Memorandum of Understanding (MoU) for the operation of the Intelligence and Investigations Branch (IIB) is currently being jointly reviewed by QCS and QPS. The current MoU expired in November 2015 however the IIB has continued to operate under the terms of the expired MOU, by mutual agreement between QCS and QPS, until the review has been finalised.

The current MoU includes QPS agreement for QPS staffing for QCSIG and CSIU. This MoU outlines the arrangements for extensive intelligence sharing between the agencies.

Breach of discipline – progress on expediting/reducing number of s114 referrals to QPS

Expediting/reducing the number of referrals to QPS pursuant to s 114 of the *Corrective Service Act 2006* is limited due to the statutory requirements of that section, given that it requires all matters, that may constitute a criminal offence, be referred to the QPS Commissioner's delegate (CSIU) for determination before any beach action can be considered by QCS.

QCS has been working with CSIU for several years to identify, as much as possible under current legislation, specific incident types that do not need to be referred to the QPS. For example, approximately five years ago, QCS and CSIU reviewed whether

CCC EXHIBIT

the presence of illicit substances in prisoners' urine could constitute a prosecutable offence. Following advice from CSIU that it could not, these referrals to CSIU were stopped which at the time resulted in a significant reduction of referrals to CSIU.

QCS will continue to progress work on improving breach of discipline processes including the number of s114 referrals to QPS.

Intelligence Training - monitor corruption risks and reporting.

QCS intelligence capability and training to date has not focussed on monitoring corruption risks and reporting, as QCS Intelligence staff do not have access to all reported corruption staff misconduct information, as this is the responsibility of ESU.

The Director, IIB is currently working with the Director, ESU to examine the best options in how QCS Intelligence can better support monitoring corruption risks and reporting.

2.8 Updated Drug and Alcohol Strategy

QCS' existing contraband and drug strategy was published in 2006 and needs to be updated in line with the increased prisoner numbers, changes in technology and changing prisoner demographics.

During 2017-18, QCS undertook a comprehensive review of the existing strategy in support of the development of a new Drug and Alcohol Strategy. This work included a comprehensive literature review, extensive engagement with staff, unions, jurisdictional scans and consultation, and external stakeholders, including other Queensland departments and service providers as well as academics.

Central to this consultation was a widely attended Drug and Alcohol Roundtable hosted by QCS in March 2018. The work concluded that a harm minimisation approach, as identified in QCS' 2006 Drug Strategy, was still valid and supported. Key findings of this work included:

- the need for a coordinated response that acknowledges the significant health concerns associated with drug and alcohol use;
- for QCS to work closely with partner agencies; and
- being responsive to changes in the substance use environment, including new and emerging technologies and programs, which may better support QCS' operations and offender management practices.

The above work is under consideration by the QCS Board of Management for implementation into a new formal Drug and Alcohol Strategy.

In conjunction with this work, some correctional centres, for example Townsville Correctional Centre have developed their own local drug and alcohol strategy. These strategies will be reviewed when the QCS Drug and Alcohol Strategy has been finalised to ensure consistency.

QCS has also progressively increased the number of substance use programs available to prisoners, which is a key strategy in reducing the demand for illicit substances in correctional centres. For example in 2011-12, there were 794 completions for substance use programs. This number increased by 178 per cent to 2,212 completions in 2017-18. As part of the Queensland Parole System Review (QPSR), QCS received an additional \$3 million per annum to increase delivery of substance use programs. An expanded suite of interim rehabilitation programs and services has been implemented, with the long-term expansion of the substance use

CCC EXHIBIT

programs set to roll out from January 2019. This will result in a higher level of intensive substance use programs available to prisoners.

2.9 Privately Operated Prisons

On 26 July 2018 the Minister for Police and Minister for Corrective Services announced that the government has been considering the best operating models for prisons in Queensland and that the current tender process for the two privately run prisons is on hold in light of Taskforce Flaxton.

2.10 Contract Management Unit

The Contract Management Unit (CMU) has increased its monitoring profile from two monitors in each centre five days per fortnight to two monitors in each centre five days per week. There is also scope to regularly rotate the CMU staff as required.

The existing monitoring capability is being reviewed in line with the revised contracts for the future management of the privately operated prisons. It is envisioned this capability will increase monitoring capability to seven days.

2.11 Legislative powers relating to staff searches

Following the completion of the first submission, a jurisdictional scan was completed in relation to the legislative powers available to search staff. This scan highlighted that other States including New South Wales, Victoria and South Australia appear to have broader powers in respect of searching persons generally in corrective services facilities (**Attachment 2**).

QCS will review existing search powers as part of the broad review of the *Corrective Services Act 2006*. Relevant internal and external stakeholders will be consulted during the review as required.

CCC EXHIBIT

Chapter 3 - Opportunities under consideration by QCS

As QCS develops its capability and maturity as a standalone department, the following opportunities will be considered for implementation subject to resources and departmental priorities.

3.1 Early Officer Intervention System

Similar to Early Officer Intervention Systems (EOIS) used by police departments nationally and internationally, QCS recognises the value of employing a proactive approach to identifying and managing corruption risks within the QCS workplace.

The purpose of the EOIS will be to identify staff members at risk of engaging in corruption or misconduct and to initiate remedial interventions that address the behaviour. The benefits in establishing an EOIS for QCS include:

- improving supervisory practices and the public perception of the department;
- give employees an opportunity to correct their behaviour before they are formally dealt with in a disciplinary process;
- address conduct, performance and other behavioural issues that are not serious enough to warrant formal disciplinary action;
- address behavioural issues that may not be identified and managed through other systems and processes;
- establish a consistent framework for identifying and managing behaviour that, if left unchecked, may lead to misconduct; and
- improve accountability within the organisation by systematically monitoring officer behaviour and addressing problems at an early stage.

Potential remedial interventions may include:

- coaching and mentoring;
- training and development;
- increased professional supervision;
- counselling;
- personal development courses;
- performance enhancement agreements; and
- change of shifts/function/correctional centres.

3.2 Staff Intelligence Function

As outlined in the first submission to the CCC, intelligence information on staff is reported in a number of ways including intelligence notes on IOMS, complaints, or in-person/written correspondence to managerial staff.

QCS notes the benefits in establishing a dedicated staff intelligence function to collect, analyse and disseminate relevant intelligence information on staff as a further proactive measure that would support an EOIS. Other key benefits include:

- improving accountability within the organisation by systematically monitoring officer behaviour and addressing problematic behaviours as they are identified;

CCC EXHIBIT

- addressing behavioural issues that may not be identified and managed through other systems and processes; and
- enhancing the safety and security of a correctional centre. For example, where a staff member is suspected of introducing contraband into a correctional centre, reviewing all relevant intelligence information may assist with determining the likelihood of the suspicion and what investigative action is required.

3.3 Enhanced performance monitoring of correctional centres

QCS has identified the opportunity to enhance the existing oversight mechanisms for monitoring the performance of correctional centres through establishing a dedicated function to review and analyse relevant data and metrics to proactively identify gaps in performance. This function would be responsible for reviewing data such as assault rates, self-harm incidents, and the number of safety orders issued and provide a report on a quarterly basis to the Custodial Operations Directorate. This performance report would then be proactively used to initiate remedial actions where required to enhance the performance of individual correctional centres. Quarterly reviews of all correctional centres would also assist with identifying systematic reforms required.

This function would work collaboratively with existing oversight mechanisms in place such as the quarterly risk registers, internal management reviews of significant incidents and the bi-annual performance agreements with General Managers.

As part of this function, consideration would be given to developing a clear set of performance indicators which define strategic and service level outcomes and provide a balanced set of key performance indicators (KPI) such as assault rates, suicide and self-harm incident and time out-of-cells. These performance guidelines would enhance the performance agreements with General Managers as the agreement would align with the performance guidelines and centre specific KPIs would be set that are appropriate for the purpose of the centre.

3.4 Establishment of compliance investigative function

To further support the opportunities outlined in **3.1** to **3.3**, QCS notes the benefits in establishing a compliance investigative function to review critical incidents in an effective and timely manner. This function would be separate to, but work in collaboration with the Office of the Chief Inspector (OCI) and ESU.

The review of the critical incident would be undertaken by subject matter experts who would provide an objective review into incidents and provide a report outlining any non-compliance with legislation, policies or procedures or any potential corrupt/misconduct behaviour. This function would report directly to the Deputy Commissioner, Organisational Capability and the Commissioner.

Undertaking the review would assist in systematically identifying the risks to the correctional centre and more broadly QCS and identify remedial actions that can be implemented to mitigate the risks. These reviews would support any investigations undertaken by the OCI or ESU in relation to the incident.

CCC EXHIBIT**3.5 QCS Code of Conduct**

QCS notes that existing and future oversight measures would be enhanced by the development of stand-alone QCS Code of Practice to complement the existing Queensland Government Code of Conduct.

The benefits of a QCS Code of Conduct include:

- provide staff with clear guidance on expectations around appropriate conduct within the complexities of Queensland correctional environments;
- provide another standard by which to hold correctional facilities and staff accountable for their own actions;
- enable inspectors and investigators, both internal and external, to apply another level of scrutiny to the conduct of staff as part of their examination process; and
- provide another mechanism for minimising anti-corrupt practices and ensuring the safe and humane treatment of prisoners whilst also providing a level of protection for staff.

CCC EXHIBIT

Chapter 4 – Key updates from the Office of the Chief Inspector

4.1 Analysis of Office of the Chief Inspector (OCI) data

As a result of a recent interjurisdictional examination of inspectorate functions, the OCI undertook an analysis of its own data which found that 91% of recommendations from OCI inspections and investigations have been accepted and implemented by QCS since 2011¹. This equates to 612 of 672 recommendations made to QCS in 16 inspections and 75 investigations from 2011 to 2017 being completed. A total of 60 remain outstanding which includes recommendations that have been partially completed (**Attachment 3**). These figures highlight that internal oversight mechanisms, can make significant practical contributions to the continuous improvement of the correctional system.

QCS notes that it fully supports the establishment of a fully independent external inspectorate body as such an entity will enhance transparency and accountability in the correctional system. QCS is facilitating an inter-agency working group to progress the exploration of options for an independent inspectorate that would meet both the QPSR recommendations and the National Preventive Mechanism compliance under the Optional Protocol to the Convention Against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT).

Incident Oversight Committee

Since the May public hearings for Taskforce Flaxton, the Incident Oversight Committee has held two further meetings (June and August). Of the 54 recommendations before the IOC:

- 29 matters are closed with 15 completed following the June meeting and one following the August meeting. It is noted the August meeting focused on considering the enduring nature of the 60 point plan implemented post the major disturbance at the Arthur Gorrie Correctional Centre in May 2014;
- 21 matters remain on the agenda for future discussion and closure once relevant evidence is provided to the IOC;
- four matters were extended until 30 August 2018; and
- three matters relating to service provision between QCS and Queensland Health have been referred to the OHSSA for consideration.

4.2 Future oversight initiatives

To continue to improve and build on internal and external reform work occurring within QCS and any related recommendations stemming from the important work of Taskforce Flaxton, the fundamental principles underpinning the work of the OCI moving forward include:

- independent accountability;
- human rights focus;
- high quality products and standards of service;
- consistency of practice, including regular review and updates of practice, procedures and tools, updated manuals and templates;

¹ 91% refers to fully completed recommendations from all inspection and investigation reports. Partially implemented have been counted as incomplete.

CCC EXHIBIT

- expansion and formalisation of consultation process with internal stakeholders, external bodies and partners and content experts;
- distinguishing between identified issues and risks at the individual/location/incident level as well as identified systemic risks and issues;
- participation in the community of practice and sharing learnings through information providing on the internet, intranet, communiques, learning bulletins, amended report formats and templates; and
- enhancing the strategic direction and impact of the Official Visitor Scheme (OVS) through enhanced data analytics to better inform other chief inspectorate functions and agency learnings.

Ongoing oversight by the OCI in the current reform context requires an enhancement to current practices to ensure the inspectorate continues to provide relevant advice to QCS in a context of continuous, safe, humane and anti-corrupt service delivery. In line with agency changes and in order to consider reforms already taking place such as QPSR, OPCAT and to compliment relevant recommendations as a result of Taskforce Flaxton, the OCI has implemented or plans to commence a number of initiatives which are detailed below.

Inspections

To enhance the OCI's capacity to advise and influence continuous service delivery improvement within QCS, the inspectorate is undertaking the following initiatives:

- an amended three year inspection schedule that is reviewed, updated and published annually, which includes at least one full announced inspection, one follow-up inspection and one liaison visit per correctional centre each three year period;
- updating the Inspection Manual with amended inspection standards, including a standard in relation to the issue of corruption risks;
- developing a new report format/template which includes a three part report – a one page infographics summary available via the OCI intranet site, an executive summary, and a narrative-based report with a table of findings attached;
- Inspectors to obtain nationally recognised qualifications in conducting Government Inspections; and
- Introducing a formalised monitoring and tracking of recommendation implementation through a database once established.

Investigations

In reviewing OCI investigations a significant area of emphasis has been on the methodology, the consultation process and partnerships with key content experts such as cultural advisors, health and disabilities. The IOC remains in place as a robust, formal process for monitoring and endorsing agency responses to incident investigation findings and coronial recommendations. Specific changes in this area are:

CCC EXHIBIT

- updating the Investigation Manual with more defined and consistent methodology, and formalised stakeholder consultation and engagement of content experts; and
- introducing a new report format which includes standardised referencing and delineation between individual findings particular an incident and systemic findings, risks and recommendations.

Official Visitor Scheme

The OVS continues to provide a vital independent complaint mechanism for prisoners in Queensland correctional centres. For the period 2012-2017, there have been, on average, 102 referrals to the ESU made annually by Official Visitors.

To ensure high standard of service delivery in the OVS, continual development of practices that ensure easy and adequate access and efficient and reliable complaints resolution will be maintained. This includes:

- the recruitment, training and support of Aboriginal and Torres Strait Islander Official Visitors and Official Visitors with expertise in physical and psychosocial disabilities;
- an emphasis on the integration of services and data to better inform other inspectorate and agency functions is also incorporated;
- updated Official Visitor Manual (**Attachment 4**);
- creation and publishing of monthly Official Visitor Communiques (**Attachment 5**);
- facilitation of Annual Official Visitor training days; and
- structured governance processes including monthly reporting to the Chief Inspector and Quarterly Strategic Risks and Issues meeting.

Activities to assist initiatives

The following activities have commenced and are being finalised in addition to and in support of the initiatives above:

- finalisation of a Stakeholder Engagement Strategy primarily to communicate learnings from the OCI's work;
- creation of 2018 schedule of Learning Bulletins to communicate learnings from inspections and investigations across the department; and
- implementation of a Decisions and Recommendations database that records and monitors all key OCI decision making and status and progress of OCI recommendations. This information is currently captured in a spreadsheet.

CCC EXHIBIT

Chapter 5 - Summary

QCS is taking every opportunity throughout 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.

This submission has sought to set out updates and forward plans for issues raised at the CCC hearings. Some of these initiatives are easily achieved through the impetus gained with the establishment of QCS as a department, whilst some will require consideration by government to determine resourcing or legislative change is required.

QCS thanks the CCC for the opportunity to provide a further submission to assist the work of the Taskforce and its contribution to the development of a mature, sustainable, corruption resistant culture for QCS. QCS continues to fully cooperate with the Taskforce and welcomes recommendations to deliver sustained improvement.

CCC EXHIBIT

List of Attachments

Attachment 1 – QCS Strategic Plan 2018- 2022

Attachment 2 – Jurisdictional Scan of legislative search powers

Attachment 3 – Analysis of OCI data

Attachment 4 - Updated Official Visitor Manual

Attachment 5 - Official Visitor Communiques