



## CRIME AND CORRUPTION COMMISSION

### TRANSCRIPT OF INVESTIGATIVE HEARING

10 CONDUCTED AT LEVEL 2, NORTH TOWER, 515 ST PAULS TERRACE,  
FORTITUDE VALLEY WITH RESPECT TO

File No: CO-18-0360

TASKFORCE FLAXTON  
HEARING NO: 18/0003

20 DAY 11 – MONDAY 28 MAY 2018  
(DURATION: 1 HR 17 MINS)

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#### LEGEND

30 PO Presiding Officer – ALAN MACSPORRAN QC  
CA Counsel Assisting – GLEN RICE QC  
INST Instructing – AMANDA BRIDGEMAN  
HRO Hearing Room Orderly – KEEGAN ENEVER  
W Witness – PETER HALL  
PC Legal Representative – MS P CLOHESSY, Crown Law

PO Mr RICE.

CA Thank you. Commissioner, I call Peter HALL.

PO Mr HALL, do you prefer to take an oath or an affirmation?

W An oath, please.

10 HRO If you can just take the Bible in your right hand, please, and repeat after me.

W The evidence which I shall give in these proceedings shall be the truth, the whole truth, and nothing but the truth, so help me God.

PC Mr Commissioner, I act for Mr HALL.

PO Thanks, Ms CLOHESSY.

CA Is your name Peter HALL?

20 W It is.

CA Mr HALL, are you the General Manager of Townsville Correctional Centre?

W I am.

CA Did you receive a notice to attend the inquiry?

30 W I did.

CA Can I show you this, please. Is that a copy of your notice?

W It is.

CA I tender that.

PO Exhibit 86.

40 ADMITTED AND MARKED EXHIBIT 86

CA For how long have you been general manager at Townsville, Mr HALL?

W Five months.

CA I think you might have started towards the end of November; is that right?

W I did. 27 November 2017 was my first day.

50 CA That was around the time when QCS became a standalone department. Is there any coincidence in that?

W I don't think so. I applied for the role in Townsville about six months before that point, and then due to a recruitment process, it wasn't successful until the end of November, and my understanding is that the machinery of government came into place on 21 December. So I had

been in the organisation for about a month before that process went into swing.

CA Is this your first position, then, in QCS?

W It is, yes.

CA What is your background, then, Mr HALL?

10 W I've worked in corrections for 25 years, both in corrections and in immigration detention. Before Queensland, I was working in Western Australia since 2005. And before that, I was in the UK, in England. In 1993 I commenced working in prisons, and then after that, I did some experience in immigration detention in the UK up until the point where I left in 2005.

CA So, what, about 15 years or so in the UK?

W Yes.

20

CA In corrections?

W Yes, and immigration. Immigration was about two years experience in the UK, but prisons before that, yes.

CA I understand you had been employed by Serco also?

W Yes, so 12 years with Serco in WA before coming here, and Sodexo for 14 years before that, both in the UK and in WA.

30

CA Sodexo. You might need to tell us what that is? We haven't heard that expression before.

W Sodexo is the name of an organisation that has a huge background in catering, but they actually came into corrections, and they still do exist. They have just returned into Australia now, in WA. They run a small prison over in WA under a contract. They are a private contract firm, the same as Serco is.

40 CA You may have mentioned - what was your position in Serco for about 12 years?

W For Serco, I came as a deputy general manager of Acacia Prison in WA in 2005 and worked at Acacia for approximately six years before I moved over into immigration. I was a deputy general manager.

50

When the transition took place from Sodexo to Serco, I was grateful to be taken over into the new contract by Serco. Some of the employees and the managers within Serco knew me from the UK. So I had an opportunity to work in the new contract and I was an assistant director working for Serco at Acacia Prison.

CA Is Townsville your first general manager position in charge of a correctional centre?

W It is, yes.

- CA Can we just get an overview of the nature and function of the facility. It operates both men's and women's centres; correct?
- W It does, yes.
- CA They both fall within your area of responsibility?
- W They do, yes.
- 10 CA Is there high and low security at both mens and women's?
- W Yes. There is a deputy general manager that works at the female, the women's prison, high-security base there, but they also have responsibility for the low-security facility, which is very close by. There's also the high-security male facility. That has a deputy general manager too. And there's a farm, a male farm, attached to that. It is a little bit further away. It is not quite within the confines of the high-security grounds; it is about 2.5 kilometres away.
- 20 CA In terms of capacity, or at least built capacity-
- W 803.
- CA I think, correct me if I am wrong, there are about 505 male secure beds?
- W 154 female.
- CA 154 women?
- 30 W Yes.
- CA And then a further complement of male and female beds in the low security?
- W Yes, 76 in the male farm, 36 in the female low-security area, and then there are 36 beds in the work camps that are spread across Queensland, yes.
- 40 CA In the high-security centres, does each have a detention unit?
- W Yes.
- CA Does each have a safety unit?
- W Yes.
- CA In terms of the management, you have already made mention of yourself and then two deputy general managers, one for each of men's and women's.
- 50 W Yes.
- CA Below that, what is the management structure?
- W There are accommodation managers, residential managers, across both

sites, so both in the female high security, in the male high security, and also at the farm, the male farm, there is an accommodation area manager responsible for that. So they are our middle manager tier. And below that, then, there are supervisor levels that sit across both sites and also out at the male farm, too.

CA Has that structure been reconsidered in any recent years?

W Not to my knowledge.

10

CA Is there residential accommodation in either of the men's or women's secure centres?

W Yes. At Townsville, both male and women's facilities, there is a secure unit area. Generally speaking, when prisoners move in through the reception area, the first location they go, dependent on assessment, is that they would normally go to the secure units, where they go through an induction process, an assessment process.

20

During their time located in that area, their behaviour, their engagement with programs, their engagement with work is assessed, where they have opportunities to work, as remand prisoners don't necessarily need to work. We then go through an assessment process to move them out into a residential area, and, if necessary, or if possible, we actually move out prisoners into the low-security facility, again through an assessment process that we conduct.

CA The original centre, I think, may have opened in the 1890s. Do you know the history of that?

30

W Yes.

CA Is that correct, that it opened in the 1890s?

W The old gatehouse still exists. Sorry, Mr RICE?

CA It originally opened in the 1890s?

40

W It began work - there was a prison already at Townsville. That became a school once the new facility was built and opened. In 1890, the existing prison was commenced building. It didn't actually operate until 1893. This year, we celebrated 125 years of operations. But then what happened is that they built new buildings into the facility and they put a fence around it. So the old gatehouse is contained within the existing fence, the security line, and some of the old buildings still exist, heritage listed.

CA Do they still house prisoners?

W No. There are no original 1890 buildings that house prisoners, no.

50

CA Can we take it that the facilities that presently house prisoners are consistent with more modern theories of corrections?

W No, certainly not my experience. Some of the buildings that we're operating now were removed out of service. I will give an example. The Harold Gregg Unit was taken out of service. New buildings were

implemented at the site. But due to the pressures of the building population, some investment has been put back into the Harold Gregg Unit, and it is now used as our protection unit.

CA Is that the oldest of the buildings that's in use, the Harold Gregg Unit?

W I couldn't tell you. I don't know that information.

CA Its built capacity is being overutilised, is it not?

10

W The built capacity is 803. This morning, we unlocked with 1,048.

CA I think the Townsville men's centre - tell me if this sounds right - may be about 132 per cent capacity?

W That's correct.

CA And Townsville women's even more, 157?

20

W It's 150, yes, this morning-

CA Does that make it the most overcrowded centre in the state?

W No, sorry, no, it's not the most overcrowded. My understanding is that Brisbane Women's is the most overcrowded in the state. We've got areas within the prisons that are higher in terms of accommodation usage. We have a standalone unit in the male prison that is currently at 178 per cent overcrowded, but that's because of the utilisation of double bunking within that particular area. It works well, because it has increased our capacity to be able to safely manage prisoners that may be vulnerable or in need of certain levels of intervention and care.

30

CA Can you tell me what proportion of prisoners, particularly in security, if you have that information, would be ATSI?

W Say again, sorry, Mr RICE?

CA What proportion would be ATSI, Aboriginal and Torres Strait Islander?

40

W It is approximately 60 per cent in the male centre and approximately 39 per cent in the female.

CA Just in terms of accommodation, to begin with, how do you deal with those overstate figures?

W There are areas now that have been double bunked. In the existing cells, where there was one prisoner maintained at one time, there are now two.

CA Is it by way of bunks, though?

50

W Yes, it is by way of bunks. We've also got some areas in residential area where there are units, self-contained units, where there are six cells in that particular unit, and then, on top of that, we have two prisoners on mattresses on the floor in the living area. Just in the last few weeks, we've increased accommodation in the secure unit. That's our last area to be double bunked, and we have increased beds by 80 bed spaces in the secure

unit.

CA Across each of men's and women's centres, is the doubled-up accommodation in bunks and not mattresses on the floor?

W No, we still do have some mattresses on the floor in the residential areas.

CA Of which - both?

10 W Both.

CA What impact does this additional capacity have on service delivery and the management of the prison as a whole?

20 W Yes, sure. Certainly the staff have done really well in terms of the growth and managing that growth. We have done significant reviews, certainly before I arrived at the prison, reviewed the needs in terms of how to respond to that increasing program, and staff levels were raised commensurate to the increase in prisoners, not just in a custodial area but also in other support areas, such as education and work. But limited resources in terms of buildings have been able to be introduced. So although we have managed really well and the team have managed really well, the increase of prisoners - I would say that the ancillary areas, such as education and industries, have not been able to be increased at this moment in time.

30 Certainly the management team have worked really hard to work with the team and to assess the growth and respond to increasing areas of stress and pressure, and I think that the team have done really well, considering the increase in the population growth in the last probably 18 months.

CA Is it particularly in the last 18 months?

W That's the information that I have received since my induction into the site, yes.

CA Just to facilitate some talking points that might go to some of the information in the last Chief Inspector's reports - I dare say you are familiar with those?

40 W Yes.

CA Can I show you a copy.

W Thank you.

CA Is that a copy of the 2017 Chief Inspector's report and its supplement?

50 W Yes.

CA The document is in two parts. I tender them both together, Commissioner.

PO Exhibit 87.

ADMITTED AND MARKED EXHIBIT 87

- CA I appreciate that these reports pre-date your becoming responsible.
- W Yes.
- CA But obviously everything has a historical perspective and this in fact is only a bit over a year old.
- W Absolutely.
- 10 CA Have there been staffing problems at Townsville, that is to say, even getting the numbers?
- W Sorry, Mr RICE?
- CA Have there been problems acquiring a full complement of staff in Townsville?
- W Not to my knowledge. Certainly since I joined in November, we have already had one recruitment program, and on Friday last week we graduated 20 new officers. Also, now, we're going in to recruit again. Because of the increase in prisoner population, we are able to increase our staffing levels in terms of increasing the officer grade to make sure that we have coverage.
- 20
- I think the only area that has been brought to my attention in terms of recruiting difficulties has been in the area of counsellors. Because we are a remote town in Townsville, we have experienced some difficulties in recruiting qualified counsellors.
- 30 CA In the time that you have been there, have you been able to make an appraisal of the staffing complement to satisfy yourself that you in fact have sufficient for the complexities of that centre?
- W Yes, absolutely. Yes, I have done that. Whilst I'm very cognisant of the findings in this report, and also the Ombudsmen that have been around to the centre, my experience of working in prisons at an officer, frontline manager and middle manager level gives me the opportunity to be able to walk around, and, since joining, I have introduced a project called Day in My Shoes, where I take these epaulets off, I put the epaulets on of an officer and I actually go out and do the job.
- 40
- So I have my purple gloves on and move mattresses around and do the job with the officers to get to see what their pressures and stresses are. Not only do I get to see it first hand and I get to interface with the prisoners and get to hear and witness how they treat the staff, I also get to see how the staff treat the prisoners, too.
- CA With what frequency do you do that?
- 50 W I have done that twice now since arriving, in five months. It won't be just me that is doing it. My management team will also be doing that. That gives me the opportunity to have a look at the practicalities and the realities of what goes on. But in terms of having a look at the rosters, I have a very effective HR team that are very well experienced in this environment, and I have been able to have a look at the rosters and make sure that we have sufficient staff.



I also work very closely with the union. I have built a very strong rapport. In terms of my background, I understand the importance of that, and we share the same desire in outcome, that is, to have enough members of staff so that we can work safely and effectively within the prison environment.

CA Could I just invite your attention to page 30 of the inspector's report.

10 W Page 30.

CA It actually commences on page 29. It deals with the subject of out-of-cell activity, but it touches on staffing levels?

W Yes.

20 CA You will see, for example, on page 30, a paragraph commencing, "Centre management confirms that lockdowns are a regular occurrence". I appreciate you were not the centre management at that time, but it does refer to lockdowns being a regular occurrence for a number of reasons, one being the rapid increase in prisoner numbers, resulting in safety orders having to be managed?

W Yes.

CA The second is staff shortages due to deployment of staff to facilitate medical escorts?

W Yes.

30

CA The third is simply staff shortages through vacancies?

W Yes.

CA Are you able to comment on the current situation with respect to each of those reasons?

W Yes. Those conditions still exist today.

40 CA That sounds like it may be in contrast to what you told us a moment ago.

W No. In terms of actually running the prison safely, certainly that is the case. We do have enough officers to be able to run safely. But there are incidents and occurrences that happen outside of the normal operation, and because we are a remote town, we have to perform our own escorts.

50

Certainly for the public purse, we make sure that we have enough staff on the ground to run the prison. In terms of unplanned medical escorts because of medical emergencies that arise, we don't have a group of staff that is set off that are not involved in the delivery of services within the prison. We don't have that luxury. So in terms of unplanned events, we have to utilise staff that we have available to us.

So in terms of running the prison, I'm confident that we have enough resources. In terms of the ancillary services that we have to produce that are unplanned, yes, they do impact on the service delivery at times.

- CA The product of those issues, in the inspector's view or assessment, was that lockdowns were a regular occurrence. Is that still the case?
- W They could be a regular occurrence in certain areas but not all areas of the prison.
- CA Is that a source of prisoner disaffection?
- 10 W Yes, it can be, yes.
- CA In the scheme of things, an inspection value which is not regarded as satisfactory requires an action plan; am I right?
- W Absolutely.
- CA What would be the action plan in relation to this issue of lockdowns caused by this particular set of causes?
- 20 W Thank you for giving me the opportunity. Certainly from my experience of working in many different settings in prisons and immigration, my background is around not just understanding and developing the operational environment, but it's also about developing culture. I think that in terms of a prevent, detect and respond model that I have worked in for many years, in terms of addressing issues that may arise or you may have to deal with in a prison, you actually deal with those at several different levels simultaneously.
- 30 Since arriving, this report has been really valuable to me. It has given me an opportunity to develop an action plan. The inspection team returns on 18 June, in just a few days time. I have a 12-page document and hundreds pieces of information and evidence to support what we've done in terms of addressing the issues that we've got in here.
- 40 As I explained, we had a training course commence and graduate on Friday. We're immediately back into recruiting more officers so that we can prevent the locking up of prisoners. So in terms of the technical aspect, what we're doing, I've done a review against this report because that, for me, is really valuable. I have utilised the local assurance framework documents and processes that we have at Townsville.
- Certainly the three lines of defence that we have at our local site has been enhanced by that local area framework. I have grown to know that really well, because I think it works hand in hand with this report, helping us identify what needs to be done and what are our priorities.
- 50 So at one area, it is about the technical requirements of the prison, COPDs, our local instructions, the local area framework, and the legislation and the Act, making sure that those aspects are dealt with in an appropriate way and they are dealt with first time, every time. But then there is also another project, and that is about staff engagement. I bring with me significant experience, as an assistant director organisational development in a prison, that had never existed before, and my role there was to bring around a sustained change in terms of the staff environment.
- CA Just to get some context on what you have needed to apply yourself to,

some of the comments in the report were that there was low morale amongst male and female secure facilities. It doesn't specify whether that is staff or prisoners. It could be both, perhaps. It also refers to staff dissatisfaction with bullying, favouritism, high levels of absenteeism, staff being disengaged from prisoners, and so forth.

W Yes.

10 CA With your experience, all of that would suggest an unfortunate culture; would you agree?

W Yes, I would agree that there are areas that we need to address. But I think that there are also other bits of evidence - I mean, we had the Ombudsman in last week. We have just had the inspector's office return to do a temperature check in the prison only several weeks ago. Certainly I value the feedback that I get from those visiting external bodies, and some commentary has been made to me about the changes. Now, that's not about me. This is the work that the team has been doing, certainly since this document, in terms of implementing change, changing the culture. I am really privileged that the team has been working hard on this.

I recognise that I have inherited a very good team of officers that work really hard, and they do a fantastic job and they work under difficult circumstances.

30 CA Mr HALL, that sounds very good, but the magnitude of the problem, can I suggest, is referred to by the inspectors in the supplement at page 18, referring to experienced staff indicating they feel unsupported, not being prepared to put in the extra effort, and newer staff indicating that they're just doing what more experienced colleagues did and said.

W Yes.

40 CA Prisoners complained of favouritism by officers to certain other prisoners, which creates its own set of problems. If you were to accept that, at least on the inspector's view, there were some cultural issues and, at the same time, in the scheme of things, you were expected to address that by the time the inspector comes back in 12 months, that is a big ask, is it not?

W Yes, it is.

CA How do you do it?

W Certainly what I will be presenting to them is my plan, and the plan is at various different levels. At an operational level, I have a continual improvement plan that I have developed since arriving. That has ownership at senior level, so the deputy general managers both own the continual improvement register.

50 I am also developing what I am calling a "good to great" human resource plan that will engage with the staff, because culture change doesn't happen in five minutes; it takes many years to implement. This report really does identify for me that there is an understanding of what's required to have a healthy prison. It says on page 6, at the very bottom, "Ultimately the key to a healthy prison is the inspirational leadership and professional

execution of duties by facility staff."

10 And those are my absolute focuses in the years to come: to provide inspirational leadership; Day in My Shoes, getting out and being amongst the staff, listening to them, hearing what their issues are; working with the union, making sure that we provide a safe environment; working with QCS at a corporate level to make sure that where there are advantages, to look at what other centres have in terms of their recommendations from other reports, whether it be Ombudsman, audit office or the inspector's office, so that we take advantage of those and we implement them early. So rather than waiting for somebody to come back in, I am proactive rather than reactive, and the continual improvement register is my tool to do that.

20 When the inspection team come back in, there are two things I want to do. One, I want to evidence them against the advances we've made on these recommendations. There is a 12-page document, and, behind that, there are hundreds of pieces of evidence that support what we've done to implement their recommendations, without question. Then beyond that, I'm going to talk to them about what the future holds and what my plans are. Certainly my experience and my work since 2005 has shown that I am persistent and I ensure that I do deliver against my requirements. And what I set out to do, I work very hard to do.

CA The inspector's comments appear to raise safety concerns among staff, quite apart from feeling a lack of support and disengagement generally. For example, at page 31 of the supplement - I will just ask you to turn that up so that you can see it.

30 W Did you say page 31?

CA Yes. Do you see the first paragraph on that page, commencing, "In the secure units"?

W Yes.

40 CA It's not just a question of disengagement by staff staying in their officer stations, but it is accompanied by reluctance to enter units, some of them fearful of doing so, through interaction with prisoners. That is not just a question of disengagement or feeling unsupported. That's a safety issue.

W Absolutely.

CA Have you had that sense from your interaction with staff, that they have this kind of reluctance borne out of concern for their own safety?

50 W Over the period of the last 12 months, with the increase of prisoners, staff have developed practices that they felt were safe practices in terms of deploying, how they approached units, whether they just went on to a unit on their own or whether they needed two people or whether they needed three people.

CA That is to compensate for the extra numbers?

W Because of the extra numbers, because of the-

- CA And to accommodate their own safety requirements-
- W And prisoners.
- CA -as they see it?
- W Absolutely, absolutely. For instance, when the inspection team went in just recently, the staff wanted to accompany them to make sure that their safety was being cared for and catered for. That's something they have developed; the staff have developed that.
- 10 My role now is to begin to put some analysis into where areas are risky and what we can do differently to actually support the staff, to make sure that they feel safe, and then the prisoners will also feel safe.
- CA Is there some practical measure that could address the problem of disengagement and meet the staff safety concerns through the additional numbers?
- 20 W I don't bring a proposition that I know everything. Certainly I'm engaging with the staff. I'm doing that through the union, with the union. I'm also doing it directly with staff. Recently when we had the project in terms of delivering the bunking installation in the secure unit, we engaged with the team that actually operates that area.
- Whilst I have inherited some safe practices, we are going to be going through a review process. That doesn't necessarily mean that they will change immediately, but we will have to look at how we can better protect staff and better provide safety across the units in all different ways.
- 30 So I am confident that with the staff input, with the union support and certainly with corporate - because I do value the input of my colleagues, other general managers, who have extensive experience in this setting, and certainly general managers like Paula MAY, who also has worked at Townsville, bring with them some experiences and some values. So I will be engaging at multiple levels to ensure that the way that we move forward is done in a considerate and informed way.
- CA Are there governance processes that could be used to assist this, or is it more intangible than that?
- 40 W I'm sorry, Mr RICE, I don't understand?
- CA Are there governance processes that could assist culture-building - use of, I don't know, committees, particular strategies that can be devised?
- W Yes. I mean, there are committees that run at Townsville, where union get involved, where delegates get involved. There are also management committees that take place that interface and engage with officers. But certainly those things should be improved, and they are part of my plan to implement over the coming years.
- 50 CA You have an impending follow-up inspection from the Chief Inspectorate, but the question of performance of the prison and performance management exists quite independent of that, does it not?

W Yes, it does.

CA How, then, do you report to the Commissioner if he were concerned, for example, that Townsville didn't rate so well last time? Quite apart from what the Chief Inspector is doing, what reporting mechanisms and oversight mechanisms are in place to try to monitor and improve the performance of that centre?

10 W Sure. The Statewide Operations team is a resource for me to engage with. There are a number of people that work in corporate office here that have extensive experience.

20 My experience with Statewide Operations to date has been really helpful. I have been there for an ephemeral moment of time at Townsville, and therefore whilst I trust the team that I work with, to get their perspective of what the situation is, I have also worked with Statewide Operations. For instance, some of the issues that we've been dealing with, with the bunking, I was able to go to Statewide Operations and say, "Have there been any other centres that have done this successfully and were there any project tasks that they implemented that I could use?" So Statewide Operations are a useful tool for me.

CA Is there any particular contact you use at Statewide Operations?

W The General Manager, Statewide Operations, Tamara BAMBRICK.

CA Ms BAMBRICK.

30 W Yes, absolutely. Her extensive experience of working in the correctional setting, I value that, and, yes, I have found her to be extremely supportive in my induction.

40 But also my direct-line manager, which is the Deputy Commissioner or the Acting Deputy Commissioner at the moment, Mr Peter SHADDOCK - certainly his extensive experience is very useful for me. So if I have any issues or concerns, I'm always encouraged to make initial contact with Mr SHADDOCK and talk them through. If I had any formal issues that I was concerned about, I would raise them again with Mr SHADDOCK for them to be passed through to the Commissioner.

CA Going back the other way, from you to them, how do you inform the Deputy Commissioner about the performance on an ongoing basis of Townsville?

W Yes, we have a Movi on Tuesday mornings where we have an open forum for us to discuss amongst all the general managers, with Mr SHADDOCK present, and we can share best practice, we can learn from other general managers, and also Mr SHADDOCK can share with us.

50 For instance, I think he actually shared it when he was a witness here: an incident took place in Lotus Glen where a prisoner was removed from a residential area and moved out to the farm, when it was the wrong prisoner. Mr SHADDOCK communicated with the general managers immediately and informed us that this had taken place and that it wasn't acceptable. We were given some scope to say, you have this period of time; you need to let your local centre address the issue, to stop it

happening again. In terms of communication, that has been very open and welcoming.

10 In terms of previous reports that have been produced for other centres, I am aware that they haven't been shared, but certainly Mr SHADDOCK has raised issues with us in terms of best practice across the centres. So I am fairly certain that if there had been a report that had been produced, which there hasn't during my time, that I'm aware of, I'm sure that we would have learnt the important factors that need to be introduced. I would be open and welcome to any opportunity to improve my continual improvement register.

CA Everyone has scope to learn, haven't they?

W Absolutely right. What I would do is I would do a sense check. If another centre had some findings and some recommendations, first of all, my three lines of defence, my internal audit team, would do a check to make sure that if there was a recommendation, were we already doing it? Were we already compliant with that particular recommendation if it was  
20 relevant to us, because each centre has its own idiosyncrasies and has different infrastructure? So my process will be: any recommendations from other centres will be a check against our compliance already, and if we're not compliant, then it will go into our continual improvement register and we will address it.

CA I was asking you a moment ago about performance management. You have, naturally, firmly in mind the return of the Chief Inspector in June and you have prepared, you tell us, quite a range of documentation for that.  
30

W Yes, significant work has been going on.

CA But is there a similar or some other form of information that you provide to Statewide Operations for the same kind of purpose?

W Not that I'm aware of.

CA Prisoner assaults and use of force are, to a degree, features of prisons, I suppose, but Townsville women's has quite a high rate of assaults and  
40 use of force incidents. Does that accord with your assessment?

W Yes.

CA Is there some particular reason for that? Is it the overcrowding or is it more complex than that?

W I would say that it's a combination of overcrowding, of the fact that because Brisbane Women's has had the highest increase in population, Townsville has supported - and I continue to agree that the appropriate  
50 thing for us to do is to share the overcrowding possibilities in Brisbane. Of course, what happens is that women are disjointed from Brisbane to Townsville and there are two different cultures. Something that I have recognised from going out and engaging with staff and speaking to them about what our experiences are, certainly since the Brisbane women have been coming up from Brisbane women's centre to Townsville, is that there has been a bit of an interaction and an interface with the cultures, and they

are two very different cultures.

CA Is that a cause of friction?

W It is a cause of friction within the prison population.

CA Do you get many from Brisbane?

W Since I've joined, we've had four large movements to support Brisbane.

10

CA Can you give us some idea of the numbers?

W There were 15 at a time brought up, to my knowledge.

CA Approximately four times 15?

W Yes. Then what we've been able to do is when the time has been convenient, we have also managed to return some of those back to Brisbane when that has been possible and capable. But in terms of answering your original question in terms of the environment within a women's prison, women's prisons are very different in the nature of their operation and their running. Hence the reason why it tends to be that incidents of assault, et cetera, are different.

20

CA Are they any more productive of violent confrontation than men's prisons?

W Certainly I would say that my experience in Western Australia is that Bandyup Prison had the highest level of assaults in all of the prisons in WA, and my same experience in England is that women's prisons tend to have higher levels of assaults. Just by the nature of a women's prison, no matter what jurisdiction you are working in, assaults seem to be higher.

30

CA Is it because they are women? Presumably it's more complex than that, or is it?

W I don't have any academic support-

CA But you have long experience.

40

W Absolutely.

CA If it is an experience that you have encountered in a variety of places, perhaps you have picked up a sense of why that would be so?

W Again, I don't really have any academic support. I just think that women's prisons cause and create a challenging environment, even for the women that are in prison, and I'm presuming that that is the case. Alternatives to prison, if they could be explored, I would be a great supporter of that. But whilst I'm the general manager of Townsville, I will do my absolute utmost to make sure that the environment for women that are in prison is the best and most rewarding environment that they can possibly engage with.

50

CA Does every incident of assault or use of force generate an incident report?

W Yes, it does.



- CA Are you confident that that occurs?
- W Yes, I am confident that-
- CA Not just that it is a requirement?
- W It is a requirement, yes, you are right. I can't be everywhere in a prison at all times, so whilst it is possible that incidents may take place that do not get reported, that will not be an appropriate or acceptable action, from my perspective. That "prevent, detect and respond" model that I have spoken to you about is part of the fabric of what I'm doing so that I can develop a culture that is not tolerant of that sort of behaviour.
- 10
- When behaviour says, "We work in a prison. Stuff happens. We don't need to report everything", that's not acceptable. I won't accept that, not in any prison I work in or I am responsible for. Therefore, we need to develop a culture that is tolerant of whistle-blowing, in fact it is supportive of that, and that acts of non-reporting are not accepted and they are reported to us as an act of misdemeanour or deviation from the expected behaviour.
- 20
- And I just want to say that my experience at Townsville - I know I have already said it, but I just want to reiterate it. The staff that I have encountered at Townsville are really good, hard working, they are great staff, and certainly the union have supported them really well. It is very reasonable, in terms of the support the union give. I am really proud of the staff group that I'm working with and for at this moment in time.
- 30
- So, yes, misdemeanours are possible. Likely? I hope not, and I'm working to reduce those opportunities in the future through many experiences that I bring with me in terms of culture change and making sure that the operations and the governing frameworks within the prison work really well.
- CA The Chief Inspector referred to use of force incident review in his report. It's at page 20, if you want to have a look at it. Each centre has its own mechanism for review of incidents involving use of force, and Townsville no doubt has one also?
- 40
- W Yes, we do.
- CA The Chief Inspector identified that use force incidents were reviewed at accommodation manager level. Is that still the case?
- W Yes, it is. Yes.
- CA The review is by the accommodation manager assigned to the area where the incident occurs; is that correct?
- 50
- W Yes. If an incident takes place, then the officers and supervisors are responsible for making sure that an incident report is commenced on the IOMS system. Then the residential manager has an opportunity to go in, then, above the supervisor, who has already done a quality check, to make sure that the reports have been written up, that the reports make sense and that they are accurate in terms of the reporting from the incident that took

place. So the accommodation manager, then, above the supervisor, does a quality check.

At Townsville, above that, the deputy general manager of each centre has responsibility for going in and checking above that, as well, so there is a tertiary check of quality and fullness. At any of those points, there can be a review instigated to say something may have happened here that we just need to look a little bit closer into to see if there has been any action that may have stepped outside of the expected protocols for the use of force.

10

CA Who would make that assessment? Would it be the accommodation manager or someone further up the line?

W It could be the supervisor, it could be the accommodation manager, and it could be the deputy general manager. There are times where I will go in, too, and above the deputy general manager, I will go in, because Statewide Operations actually support us on a daily basis by going in and looking at incident reports that take place in my area of work and on occasion-

20

CA I'm sorry to interrupt you. Is that something that is peculiar to Townsville, that they look at your incident reports?

W That's all centres.

CA Are we talking, then, about levels 1 and 2?

30

W I am talking about all incidents. What will happen on an occasional bases is that we will be sent back a document that says, "Some of these incidents at a lower level have some inaccuracy or some question. Some areas of compliance have not been ticked." That doesn't mean that a misdemeanour has taken place. But to ensure the best quality of incident reporting is achieved at each centre, Statewide Operations support me by sending a document in for the deputy general managers to work on. I get involved at that stage and will go in and have a look at incident reports, too.

40

CA The particular problem that the inspector noted was that the focus of incident review was from an administrative perspective for procedural compliance rather than using it as an opportunity for "reflective practice and development", which is really not good enough, is it, if that were the case?

W You are right, if that were the case, absolutely, you're not gaining the best benefit out of an incident report review. I am aware that there are practices that happen beyond just this review of the IOMS. If there are incidents that need to have some further review, that does take place, and a manager from a different area is employed to come in and do a review of a particular incident. But I don't have any evidence at this moment in time that the managers of the accommodation area don't look at both the technical aspect, so therefore development opportunities, and, of course, just the compliance, the accuracy of the reporting. I believe that those areas do get looked into, and my conversations with them, certainly in terms of this report, have evidenced to me that they do do that. They have advised me that they do look at areas for improvement in terms of their

50

reviewing of IOMS.

CA Are safety orders one indicator of the temperature of a prison?

W It can be.

CA Some data that I have suggests safety orders issue at twice the rate for the women's centre as for the men's. Does that sound right to you?

10 W No. That's the first I've learnt of it being twice as high, but I am aware that the cases of safety orders are higher than the men's.

CA They are more frequent there than at the men's?

W Yes.

CA Again, is there any discernible or identifiable reason for that?

20 W No. Again, that is not necessarily to do with it being a different prison to anywhere else. I think that that is something of the nature of women's prisons, from my experience in the UK and WA.

CA Correlative with the higher level of violence within a women's prison?

30 W I would say so, yes. Certainly, the safety order process and system here is different to what I have been engaged with previously in my other previous roles. I think that it's important to recognise that there are three reasons why safety orders would be implemented: there's risk to self. That, for me, does have something to do with the temperature. If you don't get the temperature right in the prison, then people can be more at risk to themselves. But, generally speaking, that one is personal to the particular prisoner. Then you've got risk from other people to the prisoner, so they're a vulnerable individual. That is something to do with cognitive skills within a prison. But also, if you have an open environment within a prison, that can increase vulnerability sometimes, whereas I've found with Townsville we have some great advantage in that we have a number of small accommodation areas where we can manage some of those vulnerabilities. And then there is a final safety order issue, and that is propensity of violence.

40 The first two are about risk to the self, by themselves and from other people, and then there's risk to other people. Those are independent on the types of prisoners that you actually manage. We are a high-security prison. It tends to be less prevalent in a low-security setting. We also manage remand prisoners at Townsville, both female and male. Of course, prevalence of violence with remand prisoners is higher as well, so I am also cognisant of that being an effect on the levels of incidents and therefore the development of safety orders within a centre.

50 CA To go back to a portion of the report that we referred to earlier, we were talking much earlier about lockdowns and the three causes for them. Do you recall that?

W Yes, I do.

CA The first of those was a rapid increase in prisoner numbers, resulting in

safety orders needing to be managed in accommodation areas.

W Yes.

CA Does a safety order mean that segregated accommodation follows? I mean, segregation from the mainstream - is that the product of a safety order?

10 W A safety order, dependent on - as I have explained, there are three different reasons why somebody would be placed on a safety order. You have to look at them as an individual case.

20 If somebody is at risk to themselves, by leaving them in an area where it is really noisy could be detrimental to their safety and their care going forward, so placement in a detention unit might be something that you would do. But sometimes a detention unit may be housing somebody who is extremely noisy, and that may cause them distress, so you wouldn't want to necessarily hold a safety order when the person is at risk to themselves in a detention unit. You have to consider whether you would place them out into a normal accommodation area.

The same for vulnerabilities. Somebody may have a particular vulnerability from a particular group of prisoners. Therefore, a safety order raised on them doesn't necessarily mean that you would have to house them in a detention unit, and they may be better housed somewhere else where they can get greater access to exercise and communication with other prisoners.

30 But sometimes, then, that makes it more difficult to manage a unit. If you have a unit where you have a safety order where you have to exercise them on their own, then that makes it really challenging when you're actually managing the unit.

CA Is it correct to say that a greater number of safety orders means a greater number of people with more intensive observation and supervision?

W Yes, it does, absolutely.

40 CA Does that have an impact, then, on staffing overall? If your safety numbers go up, are you taking from accommodation units to cater for the higher population of safety order prisoners?

W We have 10 detention unit spaces at Townsville male, for instance. The population has gone from 505 to over 700, and those 10 cells have remained 10 cells, so just the fact of increasing population will increase the numbers of safety orders. Because we have double bunked, that causes anxiety within the prison population by nature-

50 CA And more safety orders?

W -therefore, more safety orders. Therefore, our role has been to manage and to counteract those opportunities and those risks, and, of course, our accommodation areas are limited in terms of 10 detention units.

CA Ten is not enough, is it, realistically?

- W No.
- CA So where do they go?
- W They go into the residential area - into the secure unit, sorry, not the residential area. They go into the secure unit to be managed when we have an overspill. I am really confident that the residential manager that is responsible at the male unit is very experienced, and his responsibility is to make sure that he works with the supervisors and the staff to talk about what's the best management solution for when we've got more than 10, where we place them and how we manage them, et cetera, et cetera.
- 10 CA You may not have the length of time in job to comment on this view, but several people have expressed a view that over the years in Queensland, a greater number of prisoners - perhaps 50 per cent or thereabouts - suffer to some degree from a cognitive impairment or some other form of mental impairment. Is that your experience?
- 20 W I think that prisons themselves - since I've been working, since 1993, I have recognised a higher representation of mental health issues in prisons, which I think is a reflection on society rather than on the prison or the prisoner, myself. In terms of Townsville, I have been really privileged to commence work with NDIA in terms of NDIS services having recently taken a different formation in Queensland, and certainly there is a greater emphasis on engaging with cognitive impairment people in the community, and also my role is to make sure that that happens when they're in prison, too.
- 30 In answer to your question, I think I've got it right, yes, there is a higher proportion of cognitive impairment in prisons. Yes, it presents issues and problems. Their needs are greater than other prisoners. Therefore, I think my engagement with NDIA hopefully will result in better services for those prisoners both in and in preparing for release, so that hopefully if they do get released, they get better support and therefore they don't necessarily get returned back into prison.
- CA Is there some process of assessment for that kind of deficit?
- 40 W Yes, there is.
- CA On entry to Townsville Correctional Centre?
- W Yes, there is, absolutely, in the reception centre. There is a combination. There are provisional psychologists that work at Townsville, and they perform an assessment check when they get brought in. I know that General Manager KRUHSE was here this morning and he spoke very eloquently in terms of the assessment process, but-
- 50 CA I'm sorry to interrupt you. Is it the same?
- W Yes, it is.
- CA The same method at least, methodology, at Townsville?
- W Yes, it is. Absolutely it's the same. Also, in my local area framework,

there are checks and balances in place there to make sure that those things are happening, and I know that the report made some comment about reception and assessments. Certainly my engagement with NDIA and the need for NDIS to be early informed of prisoners who have issues that need to be dealt with for their release, I've focused a lot of energy in terms of improving the reception process. I've had a lot of experience of that in my past employment, and my focus is about ensuring that we identify cognitive impairment. That then informs officers on the unit so that they're aware of the special needs of those individuals.

10

We have a really supportive approach at Townsville in terms of developing individual management plans when they're required. We have a prisoner of concern committee that runs on a regular basis. That ensures that we don't just identify a prisoner as they come through reception and push them out into residence for the staff to have to manage and cope with their needs, but we have a multi-disciplinary group that meets on a regular basis to feed back to the officers that work on the units, to give them support and advice about how to deal with that individual.

20

And if individuals have higher levels of needs, we have carers that we can employ within the prisoner group and that's done in a risk-assessed way. I know that there were some issues and concerns since I've joined around the employment of carers within a prison environment, but we've put quite an extensive assessment process in to make sure that from both an intelligence perspective and a character perspective, we get the right people to provide that care.

CA A prisoner's particular needs are relevant to their management, presumably?

30

W Yes.

CA And you accept a growing proportion of prisoners with cognitive impairment or worse. What about the training and upskilling of staff to deal with that scenario?

W Interestingly, since I've joined Townsville, one thing that I recognise is on the basic course that's provided to staff, there is a section there about mental illness, cognitive impairment, et cetera, et cetera.

40

CA That is the pre-service training?

W That is provided in pre-service training. Interestingly, I then went away and spoke to my teams both at an operational level and also in the assessment teams, the provisional psychologists, and asked them if they had had the advantage to attend that course. Not surprisingly, the answer was no. So I have now linked up those two opportunities.

50

So we do have opportunities. There are training courses. But it's about being innovative in the prison environment. Some people would say that that's not easy, and I would agree, innovation in a prison is not easy, but I have already, since being there, now linked up two opportunities for training to be enhanced.

The academy has a significant array of training opportunities. So in a proactive way, with my plan to improve in terms of culture and in terms

of capability, the academy will become more and more engaged with what I do at Townsville.

CA What about in-centre training? You need to develop an annual training plan, do you not?

10 W I do have an annual training plan. That covers both what I call the fundamental training, so the first-aid that has to happen, there are legislative requirements for training; but then above and beyond that, there is what I call the wish list for training, and I have a training plan for both of those.

CA What would be your wish list for training, apart from the core competencies that we know have to be done, control and restraint, et cetera?

20 W Yes. Dealing with the softer aspects of a prison, cognitive impairment, how to respond to an incident, de-escalation skills rather than intervention skills. Because I have come from a background of both developing and delivering programs, and I have also been a CERT team member and a CERT team commander, so I have experiences at both and I recognise the importance of having de-escalation skills.

30 How to have and how to build appropriate rapport and relationships with prisoners from a custodial perspective, there are really good training courses for that. That's not to say that the staff don't have well-hewn and well-developed skills, but it's always good to be reminded and I am a real supporter of that. It's not about saying that there is a failure, but it's about saying we can get better, and that is why I am using that phrase "good to great" in terms of the human resource development program that I am implementing.

CA In terms of detection of drugs, do you follow the practice direction of the combination of random and targeted testing?

40 W Yes, absolutely. I have a centre service manager who has just received his 25th year diligent service, and since I have arrived at the centre, I'm really confident that his experiences will support what we do in those terms. He and I work very closely together. I am a real believer that nobody in the centre should not be privileged to be searched. That includes me, and him. Therefore, he and I have developed the system so that we all get randomly checked, including me, and he will also be expecting to be randomly checked.

CA Is that on the practice direction formula of quarterly?

50 W Yes, we are. We are doing that, absolutely. I have only been here for five months, so what I have inherited, I am now making sure that we don't fall behind that. We have been particularly busy with the double bunking and those areas, but he and I - there have been a number of just recent searches that have taken place in the centre, which, of course, I have to be briefed on before they take place, and I'm confident that they have been delivered professionally.

CA Again, you have only had a fairly short time in the position, but so far as detection of inappropriate relationships between staff and prisoners, could

you tell us whether Townsville adopts the model of being responsive to complaint in intelligence, or is there some more proactive means of monitoring susceptibility to that kind of relationship?

W I'm sorry, Mr RICE, I'm just going to ask you to rephrase that for me.

CA Sure. One corruption risk, can I suggest, is the formation of inappropriate relationships between staff and prisoners, so it is a question of how to avoid that; correct?

10

W Yes.

CA How is that subject dealt with in Townsville?

W Certainly I'm not aware of any recently since I have joined, but I am aware that relationships have developed in the past and they have been dealt with through the Ethical Standards Unit. They have been reported and assessed against the framework in terms of their reporting expectations.

20

In fact, I have just made a statement, and I have made an oath, and I have just remembered an incident that has taken place, so I'm just going to correct myself. There has been an incident, and that's currently being dealt with at this moment in time. Therefore, I am aware that sometimes inappropriate relationships can develop, but they are dealt with.

CA Is it a matter of waiting for a complaint or a piece of intelligence?

W No.

30

CA Or is there some more proactive way of trying to prevent that problem?

W Yes, I mean, that's developing a culture of whistle-blowing and that's something that will be part of the fabric. Some people will feel very uncomfortable about that, and some people will hear me in my witness statement today say that, but it's not something that I'm going to back down on. It is absolutely critically important that we develop a culture that does not tolerate any deviation from expectations of behaviour and practice. Therefore, if inappropriate relationships develop and people see it, they will report it. They will want to report it, because it reflects badly on the team as a whole if we accept those sorts of behaviours. Certainly I want it to be a proactive reporting culture, not just waiting for an incident to come in or a complaint to come in.

40

CA Likewise, with limiting access to IOMS for a level of use that is appropriate and necessary to an officer's function, if there was use or access to IOMS going beyond those boundaries, is there any means of monitoring access to identify that, or is the response to it reliant on complaint and intelligence?

50

W In my limited tenure at Townsville, my understanding is that it generally is identified through a report of some sort or a complaint of some sort. I'm not aware of any proactive system that monitors people going into the IOMS system, yes.

CA Can I ask you about another feature that I have asked some others about.



It concerns the process of making referrals of conduct to CSIU, in particular, conduct that may qualify either as a disciplinary breach or potentially as a criminal offence of some kind.

W Yes.

CA Is it your experience in Townsville that there are quite a lot of those referrals to CSIU?

10 W Yes.

CA And a lot of them come back, in fact most of them come back, not actioned by CSIU; they don't fit their criteria, for whatever reason?

W Because of my limited tenure, I have experienced where the CSIU has acted, and there are some court cases right now.

20 CA I was going to suggest to you - comment, if you can - that most of what goes by way of referral to CSIU comes back for consideration of disciplinary action in the centre?

W That would be my understanding.

CA It varies from centre to centre, but the majority of such breaches are never actioned. Is that the experience at Townsville also?

W Are you talking about prisoner breaches?

30 CA Yes.

W Yes. Certainly my preparation for today enabled me to go and speak to people and get a little bit more in-depth knowledge, and I understand some of the frustrations and some of the - I don't mean frustration by people; I mean some of the problems and difficulties within the breach system. I am aware, and I am grateful for it, there is a significant review going on in terms of the breach process itself within Queensland Corrective Services right now.

40 CA Is that one reason why the matters that are returned from CSIU for consideration of breach - a high proportion of them are not actioned, because it is too time consuming?

W I believe - this is the information that I have been given - that because of the system and the process, because of the timeliness or the lack of timeliness - understandably; that's not a criticism - but generally the breach system is ineffective because not enough power is given or authority is given at the right level to be able to do something that's effective immediately.

50 CA Is there a timing consideration as well because the process now involves referral to CSIU with whatever timeframe of turnaround they can achieve?

W Yes.

CA And by the time it comes back to you, there may be some further delay in

which the proximity between the consequence and the conduct is longer and longer. Is that a factor?

W Absolutely. Yes, that is true.

10 CA We were speaking about the initial screening upon entry for detection, if possible, of cognitive impairment. You mentioned a high proportion of Aboriginal and Torres Strait Islander prisoners. Are there any staff engaged in that process who are also Aboriginal and Torres Strait Islander, so that there is that cultural connection to perhaps facilitate that process?

W Absolutely, yes.

CA Could you explain that for me?

W We have a very effective cultural liaison team that work in and around the prison.

20 CA Perhaps you might just tell us more about that generally. I did ask you specifically about the assessment process on entry.

W Yes.

CA I think you have told me that-

30 W It is a multi-disciplinary team. I did mention that when I was talking about it. It is multi-disciplinary. So actually in reception is an initial snapshot assessment. But when cognitive impairment is notified and they come into the prison population, then we have a prisoner of concern committee, POC as it is now called, and that is a multi-disciplinary team. So the cultural liaison officers who are Aboriginal and Torres Strait Islander background do intervene and support us. They actually go out and intervene with the prisoners and speak with them and gain an understanding of their particular individual cases, and they will support our team in the provision of care and support going forward and ongoing.

40 CA I am sorry, were you speaking more generally then and not just about the initial assessment process?

W I'm speaking about - the initial intervention process doesn't necessarily involve the cultural liaison team. But if there was a particular issue or concern identified within the reception area, the liaison team is contactable and they can be called in to give some support, and I know that they would be very willing to do that.

CA Do you need to cater additionally for cultural awareness in a centre like Townsville?

50 W Sorry, are you asking me if I think that that should be the case or-

CA Well, is it the case?

W Yes, it is absolutely the case. Because of the disproportionate representation within the prison, which is, as I said earlier, 60 per cent Aboriginal in the male centre, we do need to ensure that we have the right

level of intervention and support at that group level.

CA How is that intervention and support achieved? You mentioned cultural awareness officers.

W Officers.

CA Is that the mechanism?

10 W Yes, absolutely it is, and training with staff to impart skills and understanding and knowledge in terms of those aspects of the prison where they work. When I spoke earlier on about some of the wish list, I actually think that it's less "wish" and actually more important, because of the mix of population that we have in the prison, so it is really important that we develop cultural training and implement that as a planned activity.

CA Your cultural awareness liaison officers - is that the correct term?

20 W They are cultural liaison officers, yes.

CA What would your current complement of them be?

W At this moment in time, it's five, to the best of my knowledge. To the best of my knowledge, it's five.

CA Have you been able to make any assessment of the sufficiency of that number for the centre?

30 W They recently approached me about NADOC and they wanted to talk privately with me about some of the plans that they had and some of the aspirations that they had for the centre as a whole.

CA With resource implications?

40 W In terms of some of the things that they wanted to do, they were new, innovative, and they didn't know whether the environment was ready for some of the things that they wanted to do at this moment in time. So they wanted a personal audience with me, and I granted them that, just to listen to what they had to say.

They had an impression that NADOC celebrations weren't going to go ahead, and I said to them that is not the case. We are definitely planning and NADOC will go ahead. While they were talking to me, they raised some areas where they would like to see some development. They didn't raise their numbers, they didn't raise the number of them, but I think their issues are about some of the infrastructure, and some of the areas where they actually can carry out and conduct some of their cultural customs are in need of some development. They spoke to me about that.

50 But in terms of their numbers, yes, I certainly would like to increase their number. There was a secondment made, which I thought was a very advantageous secondment. That secondment is about to come to an end, so their numbers will be back up again, which I am really pleased of, and I certainly won't be authorising any further secondments at this moment in time, to make sure that they are well supported for NADOC.

CA Thanks, Commissioner.

PO Thank you, Mr RICE.

Mr HALL, just one thing. You took over the role, I think you said, last November as general manager?

W Yes.

10 PO The person that was general manager before you, are they still in the service?

W There were a number of acting general managers. The person before that is no longer with Queensland Corrective Services, but he is in Western Australia working for Sodexo, is my understanding.

PO Okay, thank you.

20 Ms CLOHESSY?

PC I have no questions, thank you, Commissioner.

PO Thank you. Thanks for coming, Mr HALL. You are excused.

That's all for today, Mr RICE?

CA Yes, it is, Commissioner. Can we adjourn until tomorrow?

30 PO Adjourn until 10 tomorrow. Thank you.

END OF SESSION

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