

Office of the Chief Inspector
Full Announced Inspection
Borallon Correctional Centre

June 2009





Front Gate - Borallon Correctional Centre



C Block - Borallon Correctional Centre

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OVERVIEW & METHODOLOGY

THE HEALTHY PRISON TEST

The Healthy Prison Test is the cornerstone of the inspection process applied by the Office of the Chief Inspector (OCI). The concept of a healthy prison is one that was first set out by the World Health Organisation, and is now widely accepted as a definition of what ought to be provided in any custodial environment. It rests upon four key tests namely:

Safety:	Prisoners, even the most vulnerable, are held safely.
Respect:	Prisoners are treated with respect for their human dignity.
Purposeful activity:	Prisoners are able, and expected, to engage in activity that is likely to benefit them.
Resettlement:	Prisoners are prepared for release into the community, and helped to reduce the likelihood of re-offending.

A healthy prison therefore calls for a safe and predictable environment where prisoners are treated with respect as individuals; where prisoners are purposefully occupied and are expected to improve themselves; and where prisoners are able to strengthen links with their families and prepare themselves for release.

OUTCOMES

Whether or not a correctional facility can be considered “healthy” largely depends on how well it achieves the following outcomes for prisoners:

1. Appropriate steps are taken to ensure that individual prisoners are protected from harm by themselves and others.
2. Prisoners are treated with respect for their dignity while being escorted to and from prison, in prison and while under escort in any location.
3. Prisoners are held in conditions that provide the basic necessities of life and health, including adequate air, light, water, exercise in the fresh air, food, bedding and clothing.
4. Prisoners are treated with respect by centre staff.
5. Good contact with family and friends is maintained.
6. Prisoners’ entitlements are accorded them in all circumstances without them facing difficulty.
7. Prisoners take part in activities that educate, develop skills and personal qualities and prepare them for life outside prison.
8. Health care is provided to the same standard as in the community, available in response to need, with a full range of preventative services, promoting continuity with external health services upon release.
9. Appropriate steps are taken to ensure that prisoners are reintegrated safely into the community and where possible into a situation less likely to lead to their further involvement in crime.

INSPECTION METHODOLOGY

A series of inspection standards are used as the basis for assessing a centre’s performance against the Healthy Prison Test. The standards are grouped according to 8 broad functions of the centre’s operations, and the relevant outcome areas (numbered 1 to 9 above).

Area	Outcome(s)	Standards
1. Arrival in custody	1,2,3,4,5,6,7,8,9	1. Courts, Escorts and Transfers 2. First days in custody
2. Environment and relationships	1,2,3,4,6,7,8,9	3. Accommodation 4. Staff - prisoner relationships 5. Case / unit officers
3. Duty of care	1,2,3,4,5,6,7,8,9	6. Bullying and violence reduction 7. At risk management 8. Equality 9. Diversity 10. Non-Australian citizens and prisoners subject to deportation 11. Mothers and babies 12. Contact with the outside world 13. Request and complaint systems 14. Legislative entitlements 15. Substance-related needs
4. Health Services	3,4,6,8	16. Health Services
5. Activities	5,6,7,8,9	17. Learning, skills development and purposeful activity 18. Physical activities, arts, crafts and hobbies 19. Religious activity 20. Out of cell activity
6. Good order	1,3,4,5,6,7,8,9	21. Security, good order and rules 22. Discipline 23. Remuneration and employment
7. Services	1,3,6,7,8	24. Food 25. Prisoner purchases
8. Resettlement	1,5,6,7,8,9	26. Strategic resettlement 27. Offender management planning 28. Resettlement pathways

Each standard is broken down into key elements, and inspection findings are derived from one or more tests applied to those elements. These tests provide the basis for assessing the performance of the centre in relation to each standard, with one or more standards used to determine performance for the relevant area, and in turn, outcome(s).

PERFORMANCE RATINGS

Areas and Outcomes

To enable a valid and reliable assessment of the centre's performance against each area and outcome of the Healthy Prison Test, a rating system, as described below, is applied to the 8 areas and 9 outcomes.

Rating	Description
1	Performing well against the inspection criteria. There is no evidence that <u>outcomes</u> for prisoners are being adversely affected in any significant areas.
2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
3	Not performing sufficiently well against the inspection criteria. There is evidence that <u>outcomes</u> for prisoners are being adversely affected in many areas or particularly in those areas of greatest importance to the well being of prisoners. Problems / concerns, if left unattended, are likely to become issues of serious concern.
4	Performing poorly against the inspection criteria. There is evidence that <u>outcomes</u> for prisoners are seriously affected by current practice. There is a failure to ensure even adequate treatment of and / or conditions for prisoners. Immediate remedial action is required.

WHOLE OF CENTRE PERFORMANCE

The results of each area and outcome assessed are then used to give a “whole of centre” rating, as described below, which assesses the overall performance of the centre against the Healthy Prison Test.

Rating	Description
1	The centre is performing strongly against the Healthy Prison Test. There is strong performance across all areas / outcomes. Weaknesses, if any, are considered minor.
2	The centre is performing well against the Healthy Prison Test. There is good performance across most areas / outcomes. There are some weaknesses but either they are not considered significant or if they are significant, they exist only in a small number of areas.
3	The centre is not performing sufficiently well against the Healthy Prison Test. There is below standard performance across several areas / outcomes and significant weaknesses exist across several key areas. If left unattended, they are likely to become issues of serious concern.
4	The centre is performing poorly against the Healthy Prison Test. There is poor performance across most areas / outcomes. There are many significant weaknesses. There is inadequate treatment of and / or conditions for prisoners. Immediate remedial action is required.

RECOMMENDATIONS: RISK RATING AND IMPLEMENTATION

Each recommendation made is assigned a high, medium or low level of priority, as outlined below, depending on the level of risk that the particular issue poses for the facility and/or the agency, and how significantly it might adversely impact on outcomes for prisoners.

The implementation of high and medium priority recommendations is monitored by the OCI Inspector via its 12-monthly follow-up inspection process. Low priority recommendations are considered “housekeeping” issues and are suitable for actioning at the local level, with the centre’s General Manager responsible for this. Under normal circumstances, low priority recommendations will not be subject to formal monitoring by the Chief Inspector.

Priority	Description	Responsibility
High	Represents a major risk that if not resolved it will have a significant adverse impact on outcomes for prisoners. Where practicable, requires <u>immediate</u> remedial action.	Directorate/Centre. Chief Inspector to monitor implementation via the 12-monthly follow-up inspection process.
Medium	Represents a moderate risk that if not resolved it has the potential to have a significant adverse impact on outcomes for prisoners. Where practicable, requires remedial action in the <u>short to medium term</u> (i.e. within 3-6 months).	Directorate/Centre. Chief Inspector to monitor implementation via the 12-monthly follow-up inspection process.
Low	Represents a minor risk that if left unresolved it may have an adverse impact on outcomes for prisoners. Requires remedial action in the <u>longer term</u> (i.e. within 6-12 months)	Centre. General Manager to implement. Not subject to monitoring by the Chief Inspector.

INSPECTION SUMMARY

CENTRE OVERVIEW

The Borallon Correctional Centre is a 492-bed secure male prison. It is located between Ipswich and Esk, approximately 55 kilometres west of Brisbane. The centre accommodates high and low classification prisoners and operates as a placement centre for sentenced offenders.

The centre was commissioned in 1990 and since its commissioning, has been managed and operated by the private sector under contract. In January 2008, following a competitive tender process, Serco Pty Ltd took over management of the centre from the former operator, MTC Australia (who had managed the centre for the previous seven years). The current contract is for a five year term, with an option, exercisable by the state, for a further five years.

The Secure Centre design is typical of a prison constructed in Queensland in the late 1980s. It is enclosed by a high security perimeter fence with an administration building, visits area, reception store, medical centre and main store all located at the front of the centre, within the perimeter. Two industries areas are located each side of the above mentioned buildings, with joinery and metal industries being conducted in E Block and food services and related industries being conducted in F Block.

The centre was constructed in stages between 1988 and 1999. Upon commissioning it had a capacity of 244 single cells and then over the following 10 years the centre was expanded. In 1998 a 95-bed residential village was constructed. In 1999, 153 additional secure cells, as expansions to the existing B and C Blocks, were built.

Three separate accommodation areas, B Block, C Block and the Village are located within the secure perimeter. The original B and C block units are not air conditioned and thus feature exposed bars over windows and doors. However, the additional 153 newer cells (in B and C block) are of a more contemporary design and feature more suicide resistant measures. Consistent with the Agency's design and construction of residential style accommodation, the 95 cells in the village are not suicide resistant.

A number of cells in B and C block have a bunk bed built into the cell, providing an ability to accommodate additional prisoners in the form of double-ups. At the time of the Inspection, the centre was not over its built capacity of 492 prisoners, thus no prisoners were doubled-up in cells designed for single occupancy. It should be noted that there are six double cells located in a number units in B and C Block. However, these are larger cell designed to accommodate two prisoners and are included in the 492 built capacity of the centre.

Borallon contains one eight cell Detention Unit which is accessed through B block. Protection prisoners are not accommodated at the centre.

A medical centre operates within the facility. In addition to consulting and treatment rooms, it provides a hospital ward which as a four bed capacity and an observation room. Health Services are delivered by Serco.

PRISONER PROFILE AND OTHER STATISTICS

During the 2007-08 financial year, the average daily state (ADS) for the centre was 483 prisoners and during 2008-09 (YTD), the ADS was 478. Therefore, on average the centre has not exceeded its built capacity for some time.

The centre accommodates only a small number of remand prisoners, with an average of 22 per month during 2007-08 and 31 during 2008-09 (YTD). The centre has maintained an Indigenous population of approximately 79 prisoners, or 16.5% over the last two financial years. Additionally, the centre accommodates a small numbers of prisoners from a broad range of ethnic groups.

As is stated above, the centre does not accommodate protection prisoners and prisoners requiring protection are transferred to a protection placement centre.

During the 2007-08 financial year, the centre processed an average of 313 prisoner movements per month. This number has decreased to an average of 261 per prisoners per month during 2008-09 (YTD).

At the time of the on-site Inspection, there were 428 prisoners classified as high and 50 classified as low.

SUMMARY OF INSPECTION FINDINGS

As is detailed below, Borallon received a Whole of Centre performance rating of 2, meaning that it was found to be performing reasonably well against the Healthy Prison Test.

The centre was assessed as performing reasonably well in relation to the Arrival in Custody standards. Staff working in the reception store were observed by inspectors as professional in their interaction with prisoners, demonstrating a respectful and helpful approach.

This centre is a placement centre and is not required to complete an Immediate Risks Needs Assessment (IRNA). However, the centre does undertake an assessment by Throughcare and Health Services staff. Prisoners identified on initial reception as being at-risk of self harm or suicide are placed on an observation regime that may include segregation from the main prisoner population. Prisoners identified as vulnerable are placed in the induction unit and induction unit staff are advised of their needs. These prisoners are further assessed and may remain in the induction and/or the assessment unit for an extended period.

The induction unit at the centre provides a seven day induction program for newly admitted prisoners. The induction process, and the associated induction booklet, provided to prisoners was considered to contain accurate information on entitlements and procedures.

The reception area was commissioned in 1989 for a capacity of 244 prisoners and has undergone only minor changes. The capacity of the centre is now 492 with a higher turnover of prisoners. Whilst a little “tired” the area is clean and tidy and staff appear to manage well, despite the limited size of the area.

In relation to Environment and Relationships the centre was rated as performing very well against the inspection criteria. As is stated above, the prisoner accommodation comprises of a number of different designs which were constructed between 1988 and

1999. One hundred and fifty-three cells constructed in 1999 as extensions to B and C blocks are of a more contemporary design, being air conditioned and feature suicide resistant measures. However, the original 244 cells are of an older design that feature exposed bars over windows and doors and are not suicide resistant. The 95 bed residential area is also not suicide resistant.


Single occupancy cells and purpose built double cells provide adequate space for prisoners. Each cell has a table and chair and adequate storage space. All secure accommodation cells have drinking water and toilet, shower and hand basin facilities. In Residential accommodation, prisoners have access to communal shower and toilet facilities. All secure units have access to an open air exercise yard with sufficient space to allow for meaningful exercise and further opportunities are provided by way of gym and oval attendance on a regular basis.

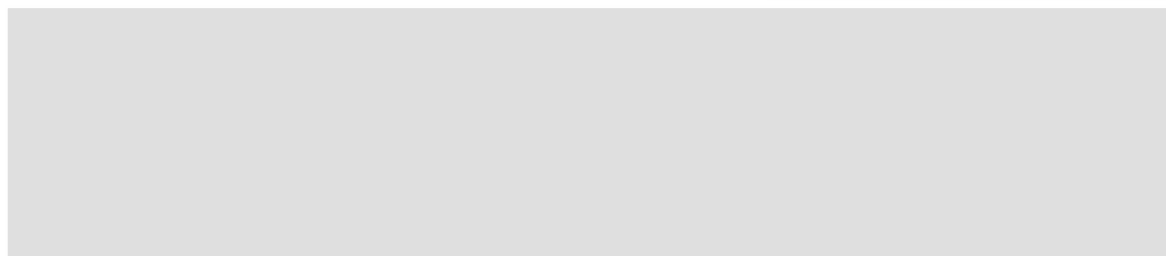
Cells were observed to be clean and a refurbishment/painting project was well advanced. Inspectors observed that there had been considerable effort made in the refurbishment of the centre generally. Many areas of the centre had been repainted and refitted since SERCO had taken over the facility and the project was seen to be ongoing. Prisoner labour has been utilised in this project and is accompanied by formal training and useful experience for prisoners.

Senior Management and supervisors were seen to model a strong culture of respect in their interaction with staff and prisoners. The interaction between staff and prisoners was also observed to be appropriate throughout the Inspection. Inspectors observed a level of mutual respect being displayed by both staff and prisoners. The interaction observed was also seen to be culturally appropriate.

Unlike most other centres, Borallon staff do not rotate positions and therefore all unit officers have a more consistent knowledge of the prisoners they manage on a daily basis. Case management (including case notes and reports) appeared to be embedded as a practice at this centre and well managed. Officers remain allocated to individual units and areas and therefore become familiar with those prisoners under their supervision.

The centre was assessed as generally performing reasonably well against the Duty of Care standards. However, one area of deficiency identified by Inspectors was that of general prisoner supervision.

While in theory the strategy to manage bullying and potentially violent behaviour was assessed as appropriate, in practice it was noted that the regime adopted in regard to overall prisoner supervision raised significant concerns. 



Notwithstanding the above, Prisoners questioned by Inspectors indicated that they felt safe in their units and in the centre generally.

The centre performed better in relation to other aspects of the Duty of Care standards. The centre demonstrated that it has in place all components of the Agencies At Risk Management Procedure. The centre has a well structured assessment and management

approach to prisoners with a self harming history, thoughts and behaviours. Inspectors interviewed a number of staff regarding the at risk management process. Staff displayed a sound knowledge and awareness of self harm identification and procedures. Inspectors were impressed with the case management/welfare approach of staff. Inspectors were confident that this contributed to early detection of at risk prisoners.

The centre was observed to be racially inclusive with a mix of prisoners in all areas of accommodation and employment. Centre management engaged with elders and indigenous prisoners on a regular basis by way of a combined meeting. Indigenous support staff reported that prisoners engage positively with them and that there are no significant racial issues in the centre.

An effective Prisoner Advisory Committee (PAC) is in operation and meetings are held weekly. The meetings are minuted and prisoners reported support from management in their participation. Inspectors observed that the PAC delegates were generally satisfied with the outcomes of the meetings and considered that the current management was generally responsive to their expressed concerns.

All prisoners are provided with the opportunity to have a visit of more than one hours duration on a weekly basis. Visits are available three days per week. Observation and enquiry of visitors indicated that visitors are well treated.

There was sufficient evidence to demonstrate that the QCS Complaints Management System is operating in the centre. The level of complaint recorded on the system would be considered to be low/moderate. Posters regarding the Complaints Management System was on display in the centre. Information is also provided throughout the centre detailing the process for the Ombudsman and Official Visitors.

The centre was also assessed as performing reasonably well against the Activities inspection criteria. Inspectors found that the centre provided a high level of assessment and delivery in the area of learning, skills development and centre based prisoner employment. The data provided by the Education area was impressive in relation to assessment, program listing and completions.

The centre currently is unable to provide full employment for all prisoners, however they have been innovative in breaking the work into units. A full week is ten units and the centre allocates a minimum of seven units to each prisoner to divide the work amongst the population. Work concomitant with education, activities, criminogenic and self-development programs appears to provide a relatively high level of meaningful activities for prisoners on Monday to Friday.

Industries is a five day week operation therefore the weekend is limited in its opportunity for meaningful prisoner activity. Inspection of the prisoner remuneration suggests it complies with Agency requirements. However, it was noted that there is some disparity in relation to prisoner remuneration with other centres. For example, prisoners at Wolston receive the equivalent of a full days pay for a half day shift (approximately four hours). On the other hand at Borallon, an equivalent session will be paid at a half day rate.

The centre has developed a vocational training program integrated into its industry and centre maintenance program.

All prisoners have the opportunity to attend at least three gym/oval sessions per week. The gymnasium was well equipped, and the unit exercise yards had chin up bars and punching bags.

The centre has at least one Chaplain in attendance daily. All prisoners have the opportunity to attend worship on a weekly basis.

The prisoner management methodology is based on a program of Incentives and Earned Privileges (IEP). This scheme provides incentives for prisoners to engage in meaningful activity. The scheme is monitored closely. During the inspection, only five prisoners were not participating in the program. These prisoners were the focus of staff intervention and motivational discussion. The philosophy of the IEP scheme includes providing equal opportunity for all prisoners to engage in the full range of out of cell activities on offer. Inspectors were impressed with the scheme.

Inspectors observed that the prisoner management methodology in place at Borallon provides for activities that have the potential to enhance a prisoner's self-esteem. This is supported by the positive staff interaction style, case management, the IEP Scheme and a range of other activities. Each prisoner has a weekly schedule of activities and is expected and encouraged to attend all sessions

In relation to the Good Order standards, the centre was assessed as performing reasonably well. Inspectors were satisfied that the use of force is only used legitimately and as a last resort. According to IOMS, use of force has been required on only two occasions in the last 12 months. On the occasions where force has been used, it appears to have been correctly applied and recorded. However, of some concern was that training records indicated that at the time of the inspection, only 29 staff had been provided use of force training over the last three years and currency had lapsed.

Breaches reviewed suggest that breaches are applied only when the level of behaviour dictates it to be appropriate and the penalties imposed appeared to be fair and consistent. Outcomes of breaches and penalties imposed appear to be consistently applied.

Safety Orders are used appropriately and in accordance with procedures. Reviews are carried out by Official Visitors in accordance with procedure. Prisoners on Safety Orders are generally maintained in the Detention Unit in the powered cells with all privileges that are able to be accessed in that unit.

The centre was rated as performing very well against the Services inspection criteria. Inspectors were satisfied that food at the Centre is adequate for health, varied and culturally appropriate. The kitchen area was observed to be clean and orderly. Special diets are provided for medical and religious reasons. A dedicated cook is tasked with preparation of these meals under the supervision of the trade instructor.

Canteen buy-ups are available to prisoners weekly (in excess of the standard which provides for once a fortnight). Town purchases for other approved items that are not stocked in the canteen are available, however, prisoners reported that these may take a couple of weeks. Prisoners appear to have access to a wide range of products. Prisoners do not attend the canteen, instead purchases are bagged and delivered to prisoners.

Finally, the centre was rated as performing reasonably well against the Resettlement standards. From a review undertaken by Inspectors, it was found that Security and Placement Assessment (SPA) decisions were generally considered appropriate, however, the lack of individual analysis and use of generic recommendations and decision rationale was problematic.

Escape Risk Assessments (ERA's) were analysed in conjunction with this standard. Some relevant factors were reported, but the recommendation and decisions appeared to be cut and paste style with no analysis or rationale provided.

All prisoners were found to have SPA's and ERA's completed and recorded on IOMS. Evidence suggested that Offender Management Plans (OMP's) were being reviewed annually by the Centre, with Knowledge Place indicating a completion rate of over 95%. All relevant assessments that support the OMP are being completed and recorded on IOMS, except for the Planning Needs Assessment.

An Inspector attended Offender Management Plan Review interviews. The interview panel was multi-disciplinary in nature. The prisoners were encouraged to participate in the interview and review process. The panel engaged appropriately with the prisoner listening to any issues or concerns raised.

The centre appears to have a good relationship with mental health workers who visit the centre regularly and link prisoners pending discharge with community based agencies. There are few elderly or disabled offenders. Any offenders that fall within specific minority groups appear to be individually assessed and managed to ensure resettlement services are appropriate to their needs.

Inspectors found that interventions are delivered in a suitable environment by appropriately accredited staff in a timely manner. The Criminogenic Programs Steering Committee recently made particular note of the outstanding performance of Borallon in relation to high levels of throughput and overall criminogenic program completions.

The Transitions Support Service and/or The Transitions Program are available to all offenders. Transitions services are well established and supported within the centre as a stand alone process, but not included in general planning. Accommodation assistance is supported through ORSS, links with Ozcare and networks with service providers in Ipswich and Brisbane. Offenders are assisted in their resettlement through linkages with a number of external agencies identified through the Transitions Program (ORSS and Advance2Work). The centre also has linkages with Catholic Prison Ministry, Goorie House (rehab), Galang Place (murri men's group) and Safelink.

Borallon performed well in the area of provision of meaningful vocational training with tangible outcomes. The centre has facilitated an alliance with an external manufacturing company, which provides on site training and experience in a number of trades related to furniture construction. Further there is an alliance with a road construction company that supports prisoners through a seven month training program and provides employment upon release.

As has been stated above, Borallon has a designated village area, which allows for greater independence of prisoners prior to release. This is of great benefit particularly for those offenders not eligible to move to low custody centres. Prisoners must budget, order, cater and cook for themselves and learn to co-habit with other prisoners in close quarters. They are also required to maintain self discipline to remain on the elevated IEP level which is a requirement for village living.

PERFORMANCE RATINGS

Overall centre rating:

RATING	DESCRIPTION
2	The centre is performing well against the Healthy Prison Test. There is good performance across most areas / outcomes. There are some weaknesses but either they are not considered significant or they exist only in a small number of areas.

By area:

AREA	RATING	DESCRIPTION
1. Arrival in custody	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
2. Environment and relationships	1	Performing well against the inspection criteria. There is no evidence that outcomes for prisoners are being adversely affected in any significant areas.
3. Duty of care	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
4. Health Services	N/A	
5. Activities	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
6. Good order	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
7. Services	1	Performing well against the inspection criteria. There is no evidence that outcomes for prisoners are being adversely affected in any significant areas.
8. Resettlement	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.

By outcome:

OUTCOME	RATING	DESCRIPTION
1. Steps are taken to ensure that individual prisoners are protected from harm by themselves and others	3	The centre is not performing sufficiently well against the Healthy Prison Test. There is below standard performance across several areas / outcomes and significant weaknesses exist across several key areas. If left unattended, they are likely to become issues of serious concern.
2. Prisoners are treated with respect for their dignity while being escorted to and from prison, in prison and while under escort in any location	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
3. Prisoners are held in conditions that provide the basic necessities of life and health, including adequate air, light, water, exercise in the fresh air, food, bedding and clothing	1	Performing well against the inspection criteria. There is no evidence that outcomes for prisoners are being adversely affected in any significant areas.
4. Prisoners are treated with respect by centre staff	1	Performing well against the inspection criteria. There is no evidence that outcomes for prisoners are being adversely affected in any significant areas.
5. Good contact with family and friends is maintained	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
6. Prisoners' entitlements are accorded them in all circumstances without their facing difficulty	1	Performing well against the inspection criteria. There is no evidence that outcomes for prisoners are being adversely affected in any significant areas.
7. Prisoners take part in activities that educate, develop skills and personal qualities and prepare them for life outside prison	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.
8. Health care is provided to the same standard as in the community, available in response to need, with a full range of	N/A	

preventative services, promoting continuity with external health services upon release		
9. Appropriate steps are taken to ensure that prisoners are reintegrated safely into the community and where possible into a situation less likely to lead to their further involvement in crime	2	Performing reasonably well against the inspection criteria. There is some evidence of adverse <u>outcomes</u> for prisoners in only a small number of areas however there are no significant concerns.

CHAPTER 1

ARRIVAL IN CUSTODY

Standard 1 - Courts, Escorts and Transfer

Prisoners travel in safe decent conditions to and from court and between correctional Centres. During movement prisoners' individual needs are recognised and given proper attention.

- 1.1 The reception store operations in relation to prisoner transfers, court movements and escorts were observed to be well-planned and efficient. Waiting time for prisoners at the reception store was observed to be minimal. The reception store staff and escort officers performed their duties in a professional manner. The language used by staff in speaking to or about prisoners was respectful and appropriate. These staff demonstrated a helpful approach to prisoners.
- 1.2 A review of documents and interviews with prisoners indicated that prisoners are provided with at least 24 hours notice of transfers, providing opportunity to call family, next of kin and/or legal advisors. Evidence suggested that new arrivals are provided with an officer initiated reception call by staff in the induction unit.
- 1.3 Observation of the transfer process and inquiry from prisoners indicated that prisoners are provided with a meal prior to transfer. The process of early transfers and escorts out of the centre requires that prisoners are released from the cells and permitted to have cereal and toast in their unit prior to movement to the reception store. In situations where breakfast in the unit is not an option, breakfast is provided in the reception store. Inspectors were satisfied that prisoners received after the evening meal has been issued, are provided with sandwich packs or a meal from the officers' mess.
- 1.4 Information from staff, offenders and observation by Inspectors indicated that prisoners are provided with appropriate clothing for court appearances and release. The reception store is provided with sufficient advance warning of court and discharge lists to prepare clothing for the prisoners involved. The reception store has a stock of civilian clothing for issue to prisoners who have limited, worn out or have outgrown their personal clothing.
- 1.5 Prisoners attending courts from this centre are generally "irrespective" (not to be released from court) and therefore do not require private cash and property to accompany them. Prisoners are transferred to other facilities with their property. Prisoners' trust funds are transferred electronically.
- 1.6 In relation to those movements that were observed, all relevant documentation and files accompanied the prisoners. Inspectors also observed comprehensive briefing of, and the provision of documentation to, escort staff that included the identification of each prisoners' individual needs.

- 1.7 Of those escorts observed, restraints were applied appropriately by the reception store staff and escorting officers. The application of restraints was compliant with Agency procedures and prisoner risk levels.
- 1.8 Borallon is a placement Centre which does not generally provide transport services. Prisoners are transported in QCS Escort and Security Branch or QPS vehicles.
- 1.9 Vehicles managed by the QCS Escort and Security Branch were inspected and found to be clean, secure and had adequate storage space for property. All vehicles carried first aid kits. As QPS were not subject to this review, police vehicles were not inspected.
- 1.10 The reception store staff liaise with the QCS Escort and Security Branch who provide the transport vehicles. QCS are also responsible for arranging alternative transport for offenders identified with special needs that require alternative transport facilities.
- 1.11 The system operating at this centre appears to ensure that prisoners are transferred to QPS watch house facilities and Brisbane Courts cells prior to the required time for court appearances.
- 1.12 In most cases the reception of prisoners on transfer to this centre occurs during normal operational hours. However on occasions, emergency transfers can be received during the nightshift operation. Evidence observed suggested that these receptions receive essential components of the reception and first night procedure.
- 1.13 The centre has a video link system in operation which is utilised for court appearances.

Standard 2 - First Days in Custody

Prisoners feel safe on their reception into prison and for the first few days. Their individual needs, both during and after custody, are identified and plans developed to provide help. During a prisoner's induction into the prison he/she is made aware of prison routines, how to access available services and how to cope with imprisonment.

Reception:

- 2.1 Inspectors observed that escort staff pass on all required documentation and appropriate information to reception store staff. Offender Management and Intelligence staff profile prisoners prior to reception and provide information to relevant centre staff. This information is provided in advance to functional areas as is required (i.e. Counselling and Psychological Services, Medical or operational). Inspectors observed this information sharing in operation.
- 2.2 The reception process is designed to ensure one prisoner is processed at a time, ensuring privacy/confidentiality in all aspects of the process.
- 2.3 The centre demonstrated that it utilises a range of interpreter services including the Telephone Interpreter Service for non English speaking prisoners.
- 2.4 Inspectors observed the reception interview process carried out by Throughcare staff. The questions and style of interaction was appropriate and included questions to identify if this episode was the first time the prisoner had been in prison. This "first time" prisoner status is also identified by reception store staff. This screening ensures persons experiencing prison for the first time are identified and treated accordingly. Reception prisoners are accommodated in an induction unit which provides for further assessment and observation.
- 2.5 A review of IOMS and observation of reception interviews indicated that the centre completes this process in a timely manner. The interviews and recorded information appeared comprehensive and appropriate in identifying vulnerable and at-risk prisoners.
- 2.6 Whilst the centre does not have a specific unit that provides for the accommodation of prisoners with special needs, Inspectors were satisfied that a range of acceptable strategies are applied to ensure the effective management of this type of offender. For example, prisoners may be accommodated in an observation ward in the Health Centre or maintained in the induction or assessment unit for an extended period.
- 2.7 During the inspection the centre did not receive any special needs prisoners. Reception store staff advised that prisoners with special needs, such as elderly, disabled and/or mental health prisoners were prioritised for processing.
- 2.8 Searches requiring the removal of clothing are carried out in a discreet area and were observed to be undertaken in accordance with legislative and Agency procedures.

- 2.9 This centre is a placement centre and receives prisoners who are already in possession of toiletries. A standard reception buy up is available for purchase by reception prisoners that includes toiletries.
- 2.10 This is a male facility and there were sufficient male staff in the reception store to undertake searching procedures.
- 2.11 The Reception Store, Health Services and Throughcare staff all identify prisoners with substance abuse needs. Health Services apply a medical regime to alleviate withdrawal and detoxification. Throughcare staff provides counselling, assessment and program support. Information is provided to custodial staff to ensure awareness and monitoring of these prisoners.
- 2.12 All receptions and court returns are seen by Health Services on the day they are received and prior to being moved to the accommodation areas.
- 2.13 Inspectors were satisfied that prisoners are provided with an officer initiated call on the day of reception.

Immediate Risks Needs Assessment:

- 2.14 This centre is a placement centre and is not required to complete an Immediate Risks Needs Assessment (IRNA). However, as is stated above the centre does undertake an assessment by Throughcare and Health Services staff. Prisoners identified on initial reception as being at-risk of self harm or suicide are placed on an observation regime that may include segregation from the main prisoner population.
- 2.15 Prisoners identified as vulnerable are placed in the induction unit and induction unit staff are advised. These prisoners are further assessed and may remain in the induction and/or the assessment unit for an extended period.
- 2.16 The initial interview/assessment by Throughcare staff is attached in IOMS on the day of reception. The initial Health Services assessment is not placed on IOMS but is placed in hard copy on the medical file.

Induction:

- 2.17 The centre operates an induction unit and has a seven day induction program. Most prisoners are relocated at the end of this period. The program includes information on all aspects of centre operations and services. On arrival at the induction unit prisoners are interviewed by the unit officer.
- 2.18 The induction process, and the associated induction booklet, contains accurate information on entitlements and procedures. These include identifying that mail is monitored and telephone calls are recorded.
- 2.19 The centre advised that in cases where prisoners who are unable to understand English are received, where possible, translation is carried out by a staff member with appropriate language skills, in some cases aided by another prisoner, or the interpreter service is utilised.
- 2.20 While the processes involved in assessment and induction were found to be appropriate, some issues regarding the recording of decisions were identified. Inspectors audited Placement Needs Assessment documents and found that they generally lacked information on which to base a decision. It was considered

that there was a lack of analysis in the 'Assessment of Threat' area and the 'Recommendation' area was poorly recorded with no identification of the relevant factors or rationale provided to support the decision.

Recommendation 1 (Medium):

The Placement Needs Assessment process is reviewed to ensure that sufficient information is provided to support quality decision making in regard to placement.

Infrastructure:

2.21 The reception area was commissioned in 1989 for a capacity of 244 prisoners and has undergone only minor changes. The capacity of the centre is now 492 with a higher turnover of prisoners. However, despite this, staff appear to cope well and whilst a little "tired" the area is clean and tidy.

PERFORMANCE RATING FOR THIS AREA

Rating	Description
2	Performing reasonably well against the inspection criteria. There is some evidence of adverse outcomes for prisoners in only a small number of areas however there are no significant concerns.

CHAPTER 2

ENVIRONMENT AND RELATIONSHIPS

Standard 3 - Accommodation

Prisoners live in a safe, clean and decent environment within which they are encouraged to take personal responsibility for themselves and their possessions.

Accommodation - General:

- 3.1 The prisoner accommodation at Borallon consists of three different styles. These are:
- o The original B and C block accommodation comprising of six individual units in each of these two blocks. Each unit has a common living, kitchen, dining and exercise areas. These units are not air-conditioned and feature bars on windows and above cell doors to allow ventilation. Originally, all cells were designed for single person accommodation with shower and toilet facilities in each cell. These units are not suicide resistant or monitored by any CCTV.
 - o The residential village (constructed in 1998) which offers an open campus residential design containing 19 blocks each comprising of 5 rooms providing accommodation for 95 prisoners. Each unit is self contained and consists of a common area, dining, washing and bathroom facilities and a fully equipped kitchen. Consistent with the design and construction of residential style accommodation in Queensland prisons, these facilities are not suicide resistant.
 - o The extensions constructed on B and C Blocks (in 1999). These consist of B11, 12, 13 and 14 and C11 and 12. The units are two storey contemporary design air-conditioned units with a combination of single occupancy and 'buddy' cells. All cells have suicide resistant measures. Each unit has a common area including dining, food servery, washing and exercise areas. These blocks provide accommodation for 153 prisoners. There is CCTV coverage of common areas within these units.
- 3.2 Single occupancy cells and purpose built "buddy cells" provide adequate space for prisoners. Each cell has a table and chair and adequate storage space. All secure accommodation cells have drinking water and toilet, shower and hand basin facilities. In Residential accommodation prisoners have access to communal shower and toilet facilities. Cells have adequate provision for storage of belongings and are fitted with pin boards for photographs.
- 3.3 All units have access to an open air exercise yard with sufficient space to allow for meaningful exercise. Further opportunities are provided by way of gym and oval attendance on a regular basis.
- 3.4 The centre has a cell intercom system that was randomly tested by Inspectors and was adequately responded to. Prisoner Advisory Committee (PAC) representatives also indicated that the response to the intercom was good.

- 3.5 Generally, observation panels were observed to be clear of obstruction. Staff appear vigilant in relation to this issue.
- 3.6 Inspectors did not observe any offensive material on display in units.
- 3.7 Noise levels in accommodation units were observed to be appropriate.
- 3.8 Cell/room keys are available to prisoners in those parts of B and C Blocks, where day locks are fitted. The prisoners occupying the newer style units do not have access to cell keys but have cell access by doors remaining unlocked. Access to cells was observed by inspectors to be largely unsupervised (this is discussed in further detail below).

Cleanliness/Maintenance:

- 3.9 Both materials and encouragement from staff is provided to prisoners to maintain cells and common areas in a clean condition.
- 3.10 Inspectors observed that there had been considerable effort made in the refurbishment of the centre generally since SERCO took over the management. Many areas of the centre had been repainted and refitted, and the continuation of the project was evident. Prisoners are being provided with formal training during this project. The significant involvement of prisoner labour and the combination of training opportunities was considered by Inspectors to be a very positive initiative by Serco.
- 3.11 Regular checks of accommodation areas are conducted by unit staff. These include cells and common areas. Prisoners are addressed about any concerns regarding both personal and cell hygiene. Check lists are employed to promote systemic cleaning of common areas and kitchens.
- 3.12 The equipment in kitchens is suitable for the level of preparation/cooking taking place in individual units and common areas are generally in a good state of repair.

Special Needs Accommodation:

- 3.13 At the time of inspection, the centre had only one infirm prisoner whose condition required a carer. A nominated carer was provided and suitably trained to provide the level of care required. The centre also accommodated a number of other prisoners with disabilities which included two profoundly hearing impaired prisoners. Inspectors were satisfied that prisoners with special needs are appropriately accommodated and the centre has adequate specialised accommodation for them.
- 3.14 Staff are generally rostered to the same units/area and are aware of the prisoners in their care. It was noted that the centre's local procedure "Code White" deals with accounting for all prisoners but does not specifically mention prisoners with disabilities.

Recommendation 2 (Medium):

The centre develop an emergency contingency plan to be utilised in the event that it is required to accommodate a prisoner/s with a significant disability or mobility difficulty.

Clothing and Bedding:

- 3.15 Prisoners are provided with standard prisoner issue brown clothing. It was observed by the inspectors to be in good condition and prisoners have facilities to launder their personal clothing on a regular basis.
- 3.16 Bedding is supplied to prisoners on reception and provision is made for unit based laundry on a regular basis. Submitting linen for laundering is the responsibility of the prisoner but staff monitor cleanliness and provide guidance to prisoners in regard to hygiene.
- 3.17 Prisoners have access to necessary supplies of their own personal hygiene items and are able to purchase these items weekly.

Safety and Supervision:

3.18 Prisoners spoken to indicate that they feel safe in the accommodation blocks.

3.19

3.20 Logbooks indicated that a regime of random unit patrols was operating.

Prisoner Property:

- 3.21 Property is suitably stored in a secure area. Prisoners can request items from property and, if approved, are called to the store on Tuesdays and Thursdays to access it. Prisoners reported that on occasions it may be two or three weeks before they can access property but generally the system in place provides timely access.
- 3.22 The centre generally replaces any property items that are lost while in storage. Checks indicate that the majority of property complaints are resolved in consultation with the sending centre.
- 3.23 Prisoners were not being provided with adequate bags to carry property on discharge. When informed of this, centre management purchased a large quantity of suitable bags for this purpose. This matter is considered to be resolved.
- 3.24 Prisoners are able to request to have clothes laundered prior to court or discharge.
- 3.25 No standard list detailing the possessions that prisoners are allowed to keep is used at the Centre. An excess of cell property was observed in some accommodation units.

Recommendation 3 (Medium):

The centre implement a Cell Property Sheet for each prisoner detailing what prison issue property and private property is approved.

Standard 4 - Staff-Prisoner Relationships

Prisoners are treated respectfully by all staff, throughout the duration of their custodial sentence, and are encouraged to take responsibility for their own actions and decisions. Healthy prisons should demonstrate a well-ordered environment in which the requirements of security, control and justice are balanced and in which all members of the prison community are safe and treated with fairness.

- 4.1 Senior Management and supervisors model a strong culture of respect in their interaction with staff and prisoners. The interaction between staff and prisoners was observed to be appropriate throughout the Inspection. Inspectors observed a level of mutual respect being displayed by both staff and prisoners.
- 4.2 Generally, prisoners informed Inspectors that relationships are mutually respectful. Specifically, prisoners advised that they had been treated with compassion in times of family crisis and the management recounted an example of this also.
- 4.3 Discussions with staff indicate that they are aware of the need to model the behaviours they expect of prisoners.
- 4.4 Inspectors observed searching being carried out in a manner that was gender appropriate and in compliance with procedure. Some prisoners report that they are currently not generally offered the opportunity to be present when their cells were being searched but they would prefer that they were. However, management and PAC representatives identified that there had been discussion on this matter and a process allowing the opportunity for prisoners to standby (whenever operationally practical) was about to commence. The Assistant Director indicated that the centre was moving toward having prisoners present when searches were being conducted.
- 4.5 The relevant interaction that was observed was culturally appropriate.

Standard 5 - Case/Unit Officers

Prisoners' relationships with their case/unit officers are based on mutual respect, high expectations and support.

- 5.1 As is stated above, observed staff/prisoner interaction was positive with staff demonstrating respect in their dealings with prisoners.
- 5.2 Case management (including case notes and reports) appears to be embedded as a practice at this centre and well managed. Unlike most other centres, Borallon staff do not rotate positions and therefore all unit officers have a more consistent knowledge of the prisoners they manage on a daily basis. Officers remain allocated to individual units and areas and therefore become familiar with those prisoners under their supervision. Most prisoners were able to identify their case officer.
- 5.3 It was demonstrated that management provide training and support for officers and other staff to develop quality practices, increase their knowledge of prisoners and assist them to progress and participate in centre activities. Further, unit officers use IOMS to check the history of the prisoners they are supervising.
- 5.4 Generally case noting and case reporting is consistent throughout the centre. Significant events are reported, in addition to regular behaviour reporting. Management encourage staff to case note both positive and negative interactions, particularly as it supports the Incentives and Earned Privileges (IEP) strategy.
- 5.5 Staff demonstrated that inappropriate behaviour by prisoners was addressed both with the prisoner personally and noted by way of case note. This method is also used in management of prisoners in employment areas.
- 5.6 Supervisors/managers encourage at least fortnightly regular case notes and monthly case summary reports. Non-custodial staff (e.g. sentence management staff and psychologists) also enter case notes of significant interactions.
- 5.7 Functional Support Management Plans (Care Plans) are in place for a number of identified prisoners at Borallon. Clinical Services, Operations and Throughcare staff meet to monitor and review these plans on a regular basis. The frequency of meetings is decided on a case-by-case basis. Medical case notes support evidence of care plans.
- 5.8 While case officers record case notes on their allocated prisoners, it appears that all officers in the unit respond to queries and provide input on prisoners in their unit. As noted previously, officers remain in the allocated unit for lengthy periods and demonstrated good knowledge of all prisoners they supervise.

PERFORMANCE RATING FOR THIS AREA

Rating	Description
1	Performing well against the inspection criteria. There is no evidence that <u>outcomes</u> for prisoners are being adversely affected in any significant areas.

CHAPTER 3

DUTY OF CARE

Standard 6 - Bullying and Violence Reduction

Prisoners feel safe from bullying and victimisation (which includes verbal and racial abuse, theft, threats of violence and assault). Active and fair systems to prevent and respond to violence and intimidation are known to staff, prisoners and visitors, and inform all aspects of the regime.

- 6.1 The centre has a comprehensive anti-bullying strategy. Information is provided to prisoners as part of the induction process and in the induction booklet. Posters are prominent throughout the centre, reinforcing the message. Staff generally appreciate the importance of an effective stance regarding bullying and standover and monitor prisoner behaviour.
- 6.2 Compatibility and protection issues appear to arise at the centre on a regular basis. Between September and December 2008, 22 offenders were transferred out of the centre for safety/incompatibility reasons (3 x protections and 19 x mainstream). From the scant information recorded in relation to these transfers on IOMS, it appears that two of these were perpetrators and 20 were victims of threats. It would appear that the centre is attempting to reduce the number of prisoners placed on protection, however, the reasons for the significant number of incompatibility issues raises concern. It was reported that a high percentage of those threatened had drug related issues with the perpetrator.
- 6.3 Inspectors were concerned that there was no evidence of attempts to mediate the issues between prisoners and further the strategy employed was to transfer the victim rather than address the issues with the perpetrator. There was little evidence of effective intervention. Inspectors were informed that there was great difficulty in identifying the prisoners responsible for bullying behaviour and the victims were reluctant to provide information. Generally the victims were transferred from the centre without being placed on protection.
- 6.4 It was observed by the Inspectors that the 'open campus' style of operations that exists on weekends, and daily in the gym and library, provides opportunities for prisoners to engage in inappropriate behaviour such as stand-overs and assault.

6.5

6.6

6.7



6.8 Therefore, while in theory the strategy to manage bullying and potentially violent behaviour is appropriate, in practice it was noted that the regime adopted in regard to overall prisoner supervision raises significant concerns. On the basis that this is a high security facility, Inspectors do question the opportunities for prisoners to engage in bullying, standover tactics and potentially violent behaviour in these circumstances.

6.9 While Inspectors noted that the centre's minor assault rate of 4.38 (for the period 1 July 2008 to 30 April 2009) is below the state average of 5.23, the major assault rate of 1.04 is higher than the state average of 0.7. Borallon recorded five incidents of major assault during this period. This was an increase from 3 the previous financial year.


Recommendation 4 (High):

That the centre investigate and implement strategies to mitigate the risk of prisoners becoming victims of standover and assault and where victims are identified ensure that alternatives, such as mediation, are exhausted prior to consideration of transfer of victims or perpetrators.

Recommendation 5 (High):



6.10 These issues were raised by Inspectors with centre management during the on-site inspection stage. Management advised Inspectors that they were aware of

 Management advised that they were in the process of

reviewing the situation and would take action to address the matter in a timely fashion.

- 6.11 Notwithstanding the matters raised above, prisoners questioned by Inspectors indicated that they felt safe in their units and in the centre generally.
- 6.12 The centre does not accommodate youthful offenders. Other prisoners who may be vulnerable are identified during the reception/induction process in unit B12.
- 6.13 As the centre does not accommodate protection prisoners, the risk of food tampering by mainstream prisoners regarding protection prisoners is not an issue.

Standard 7 - At Risk Management

Centres work to reduce the risks of self-harm and suicide through a whole-of-Centre approach. Prisoners at risk of self-harm or suicide are identified at an early stage, and an at risk management plan is implemented and monitored. Prisoners who have been identified as at risk are encouraged to participate in all purposeful activity commensurate with their level of risk. All staff are aware of and alert to at risk/vulnerability issues, are appropriately trained and have access to proper equipment and support.

- 7.1 As has been stated above, Offender Management and Intelligence staff profile prisoners prior to reception and provide information in advance to functional areas as required. Inspectors observed this process in operation.
- 7.2 On reception all prisoners are assessed by Throughcare and Health and Medical staff. These assessments include identification of self harming behaviour and ideation, drug use, need for detoxification from drugs and exploration of mental health issues. The centre has a well structured assessment and management approach to prisoners with a self harming history, thoughts and behaviours. The initial assessment and induction process encourages prisoners to express thoughts of self harm and/or suicide. Those identified or who self identify are provided with Throughcare staff support and opportunities to participate in therapeutic activities, for example appointments with forensic mental health.
- 7.3 The centre demonstrated that it has in place all components of the Agencies At Risk Management Procedure.
- 7.4 The centre has no Safety Unit and at risk prisoners on high levels of observation are accommodated in the Health Centre. The Health Centre has one single room, and a communal ward, which can be utilised for at risk prisoners, but also accommodates prisoners with medical needs or special needs.
- 7.5 The centre through necessity utilises the Detention Unit for at risk prisoners. The cells in the Detention Unit are suicide resistant and monitored by CCTV.
- 7.6 Risk Assessment Team meetings are scheduled on a frequent basis ensuring prisoners are not managed under at risk provisions for longer than necessary.
- 7.7 Inspectors interviewed a number of staff regarding the at risk management process. Staff displayed a sound knowledge and awareness of self harm identification and procedures.
- 7.8 Inspectors observed the Risk Assessment Team meeting. It was found to comply with Agency policy and procedures. Inspectors reviewed at risk prisoners' files which demonstrated that in some liaison with family and external agencies in appropriate cases.
- 7.9 Prisoner input into the At Risk Management Plan is canvassed during the interview/assessment. This happens prior to every Risk Assessment Team (RAT) meeting and is carried out independently by each member of the RAT

team. A review of IOMS data suggested that RAT information is entered in a timely manner. Inspectors observed data being entered into IOMS during the RAT meeting.

- 7.10 Borallon is a placement facility and as such the records examined indicated a small number of prisoners identified at risk of self harm. The staff demonstrated high levels of sensitivity and awareness to the behaviours and causes of self harming behaviour. They appear to provide an environment that is caring and supportive.
- 7.11 Inspectors were impressed with the case management/welfare approach of all staff. They were confident that this contributed to the early detection of at risk prisoners.
- 7.12 All custodial staff have current accreditation in suicide prevention. Management informed the Inspectors that it is intended to provide refresher training on an annual basis. This would exceed the required 3 year reaccreditation.
- 7.13 A review of IOMS resulted in the identification of four self harming incidents at Borallon in the last twelve months. There have been no deaths in custody by other than natural causes since 2004.
- 7.14 Prisoners at risk of self harm or suicide are referred to Community Mental Health who visit the centre regularly and provide community support when the prisoner is released.

Standards 8 and 9 - Equality and Diversity

All prisoners experience equal opportunity in all aspects of prison life, are treated equally and are safe. Cultural diversity is embraced, valued, promoted and respected.

All prisoners should have equal access to all Centre facilities. All Centres should be aware of the specific needs of minority groups and implement distinct policies, which aim to represent their views, meet their needs and offer peer support.

- 8.1 The centre was observed to be racially inclusive with a mix of prisoners in all areas of accommodation and employment. Staff were observed to conduct their duties in a fair and even handed manner.
- 8.2 Prisoners with special needs are identified on transfer into the centre. In most cases the special needs of prisoners are identified during the initial reception process. Prisoners questioned told Inspectors that they had their individual needs met and that they were monitored.
- 8.3 The Assistant Director indicated that the centre had no problems in relation to race related issues. The centre is inclusive in management of prisoners of all races. He indicated that incidents of racial intolerance were generally restricted to individual prisoners and were dealt with on that basis in a prompt manner.
- 8.4 The staff performing cultural liaison and development roles reported that they were well supported. Management support for cultural activities was evidenced by activities such as NAIDOC, Chinese New Year and similar celebrations.
- 8.5 Centre management engage with elders and indigenous prisoners on a regular basis by way of a combined meeting. Management have also supported the proposed redevelopment of an area to be used for cultural expression.
- 8.6 Indigenous support staff reported that prisoners engage positively with them and that there are no significant racial issues in the centre. They advised that issues are usually of a personal nature and resolved on that basis.
- 8.7 Training records show that cultural awareness training is provided to staff with a significant number of staff having undergone appropriate training as of December 2008.
- 8.8 Staff appear to be aware of the needs of various cultural and religious groups. Catering staff, for example, discussed dietary requirements of various religious groups with the Inspector.
- 8.9 Staff were observed to use appropriate language and prisoners and visitors report being well treated by staff.
- 8.10 Prisoners are aware of the identity of the indigenous support staff and how to contact them.

Prisoner Advisory Committee (PAC):

- 8.11 An effective PAC is in operation and meetings are held weekly. The meetings are run to an agenda which is provided to management prior to the meeting to allow for consideration of the matters to be raised.
- 8.12 The meetings are minuted and prisoners report support from management for their participation.
- 8.13 The PAC consists of prisoners of all major ethnic groups represented in the centre.
- 8.14 Inspectors noted a number of examples of prisoners being encouraged to take responsibility for their own decisions. The food management in the village, attendance at PAC meetings and achieving progression in the IEP provide such examples.
- 8.15 Inspectors observed that the PAC delegates were generally satisfied with the outcomes of the meetings and considered that the current management was generally responsive to their expressed concerns.

Standard 9 - Diversity

Note this standard has been addressed above

Standard 10 - Foreign Nationals

Prisoners who are not Australian citizens and/or who may be subject to deportation have reasonable access to all prison facilities. All Centres are aware of the specific needs that this group of prisoners have.

- 10.1 At the time of the inspection the centre held a number of foreign nationals who are of interest to immigration officials and possibly subject to deportation. An awareness of the special needs of this group of prisoners was evidenced during discussion with sentence management staff.
- 10.2 Inspectors were satisfied that interpreter services are employed where sentence management and health matters require it. This is done using the Telephone Interpreter Service or if necessary an interpreter attends the centre. It is reported that this service is not frequently required.
- 10.3 The centre liaises with immigration officials as required. Inspectors were advised that prisoners are informed of their status regarding deportation as soon as it is determined.
- 10.4 There are no prisoners being held under administrative powers.

Standard 11 - Mothers and Babies

Not Applicable

Standard 12 - Contact with the Outside World

S12: Prisoners are encouraged to maintain contact with the outside world through regular access to visits, mail and telephones.

Visits:

- 12.1 All prisoners are provided with the opportunity to have a visit of more than one hour's duration on a weekly basis.
- 12.2 The centre has sufficient non contact visit facilities.
- 12.3 The visits area has been enlarged and renovated. It provides ample space for the number of prisoners accommodated in the centre. There is a small visitors waiting area external to the centre. This area provides for toilets pre and post visits.
- 12.4 This centre does not have an external visitor processing centre. The facility for processing visitors is the main gate reception area. This area is also used by staff, contractors and other visitors. Whilst visits staff are professional and welcoming, it is an area that can become congested and busy.
- 12.5 During Inspectors' discussions with visitors and prisoners, the issue of visits bookings was not identified as an issue. However, a visitor processing centre and dedicated staff would ensure this standard is effectively met. Notwithstanding the congested processing area, Inspectors observed that the pre-visit processing of visitors was efficient and did not impact on actual visit times. Prisoners were processed pre-visit in a timely and efficient manner.
- 12.6 Visits are available three days per week as are visit bookings Monday 9.00am-3.00pm, Tuesday 9.00am-3.00pm and Wednesday 9.00am-3.00pm.
- 12.7 The visits area furniture is designed to reduce physical contact between visitors and prisoners. This is part of the overall drug strategy and reflects an appropriate assessment of risk. Prisoners and visitors are permitted to embrace in an appropriate manner at the commencement and conclusion of a visit. The visits furniture was in good condition.
- 12.8 From Inspectors' enquiries it appears that the banning of visitors is carried out in compliance with legislation and procedure. Banned visitors appear to be clearly advised of the reason for this action and are provided with appeal and review consideration.
- 12.9 Observation and enquiry of visitors indicates that visitors are well treated.
- 12.10 Search procedures were seen to be thorough and maintained human dignity. Inspectors observed the searching process for visitors and prisoners. The searching was carried out in an appropriate, respectful and sensitive manner. No searching of babies was observed, and staff were seen to operate in a very sensitive manner with toddlers and older children.
- 12.11 The facilities for baby changing and the heating of baby bottles are provided and clean.

- 12.12 The visits area is not sensitive to the needs of children. There is no activity area, although wooden tables, benches and a television are available for prisoners and children to watch DVD's.
- 12.13 While the centre has a comprehensive range of snack and drink machines available, they can only be used by prisoners during visit sessions. They operate on a smart card system. The centre is considering providing the opportunity for visitors to purchase smart cards.

Recommendation 6 (Medium):

The centre reviews the facilities available for children and visitors including access to vending machines.

- 12.14 There was an absence of information posters for visitors on display in the visits waiting area.
- 12.15 The centre complaint system for prisoners and stakeholders regarding visits is in place, however it is not well publicised.
- 12.16 Visitors are provided with a comprehensive information booklet. However, it did not contain the following information on:
- who to contact in the situation that a visitor is concerned that a prisoner is at risk; and
 - the process for banning visitors and the subsequent review rights.

Recommendation 7 (Medium):

The Centre reviews the information available to visitors by way of posters and the information booklet to ensure that it addresses all relevant information including:

- provision of information to staff concerning potential at risk prisoners; and
- visitor suspension/banning and the review process.

- 12.17 Inspectors were advised that visitors arriving late may be permitted to join the visit session if they are not unduly late, alternatively they may be given a booth or non contact visit.
- 12.18 The centre has a video conferencing facility. The facility is used by prisoners from remote areas as a video visit.
- 12.19 Inspectors were satisfied that Prisoners on safety orders are provided with non contact visits.

Telephone:

- 12.20 Inspectors were satisfied that the relevant standard is being adequately met.

- 12.21 The centre has an Arunta phone system in operation. Adequate phones are available for prisoner use during out of cell hours. There is no limit on the number of calls a prisoner may make, other than his financial circumstances.
- 12.22 The centre has a range of styles of prisoner accommodation units, some have the phones in discreet and quieter areas. Other accommodation units pre-date the introduction of the telephone system and fail to provide adequate privacy when using the telephone.

Mail:

- 12.23 There is no restriction on the number of letters a prisoner may send or receive. Mail appeared to be processed and provided to prisoners in a timely manner. Mail was observed to be processed in compliance with legislation and Agency procedures.
- 12.24 A review of the Centres privileged mail indicated it is managed appropriately. There is a system in place for recording instances where mail is opened in error.

Other:

- 12.25 Prisoners have access to television and newsprint.

Standard 13 - Request and Complaint Systems

S13: Effective request and complaint procedures are in place, are easy to access, easy to use and provide timely responses. Prisoners feel safe from repercussions when using these procedures and are aware of an appeal procedure.

- 13.1 The QCS Complaints Management System is operating in the centre. Examination of the records (following clarification of some aspects of the entries with centre staff) indicates a level of complaint resolution that is satisfactory. The level of complaint recorded on the system would be considered to be low/moderate.
- 13.2 Posters regarding the QCS Complaint Management System were on display in the centre. Information is also provided throughout the centre detailing the process for the Ombudsman and Official Visitors. The high level of prisoner utilisation of the Official Visitor system indicated no difficulty with access.
- 13.3 The induction handbook contains details regarding complaints management and describes a process for escalation of complaints. The induction booklet promoted the resolution of complaint at the lowest possible level.
- 13.4 Prisoners questioned were aware of the processes for making a complaint.
- 13.5 Prisoners are asked if the problem can be resolved at the level of the supervisor before being provided a blue envelope. Having regard to the style of prisoner management employed at this centre, Inspectors believe that this would not be considered by prisoners as intimidation. However, this process is not recommended and Inspectors are of the view that the most appropriate process is to have blue envelopes freely available to prisoners.

Recommendation 8 (Medium):

Blue envelopes are placed within all units so prisoners do not have to personally request them from staff.

- 13.6 There is no evidence of prisoners being pressured to withdraw complaints. The complaints submitted have a high level of resolution and in most cases the resolution has been achieved quickly.
- 13.7 Prisoners report that staff are co-operative in relation to complaint management.
- 13.8 Prisoners spoken to in regard to making complaints did not report any issues with the confidentiality of their complaint management. There is no evidence of prisoners being victimised for making complaints.
- 13.9 Examination of the data provided in relation to Official Visitor complaints showed the complaints for a 12 month period being 110 (partially or substantiated) matters. These were quite diverse and many related to matters outside the responsibility of the centre.

Standard 14 - Legislative Requirements

Prisoners are told about their legislative entitlements during induction, and can freely exercise these entitlements while in prison.

- 14.1 Information is provided to prisoners on induction regarding rules of the centre although the induction handbook does not detail penalties.
- 14.2 The legal library has sufficient material for the information of prisoners.
- 14.3 As has been detailed above, prisoner privileged mail is handled as per procedure and access to legal representatives, Official Visitors and the Ombudsman does not appear to be impeded in any way.
- 14.4 Prisoners subject to parole revocation are identified on reception and are provided information at that point. All parole returnees arrive via the Brisbane Correctional Centre, who generally provide the initial service required by these offenders. Borallon staff assist these returned parolees with any further assistance at the individual induction that each prisoner is provided soon after arrival at the centre. Prisoners subject to parole revocation are identified on reception and are provided information at that point.
- 14.5 Inspectors were satisfied that prisoners have the conditions of parole release adequately explained to them prior to release to parole. Procedures require Probation and Parole staff to interview prisoners being released to Court Ordered Parole prior to release and this requirement appears to be complied with.
- 14.6 It was evident that prisoners are adequately informed at all stages of their sentences in relation to these matters.
- 14.7 Private legal visits are conducted in appropriate facilities.
- 14.8 Legal telephone calls are made via the Arunta telephone system.
- 14.9 The centre has a video link facility but the equipment is dated and it is considered that it is in need of updating.

Standard 15 - Substance Related Needs

Prisoners with substance-related needs, including alcohol, are identified at reception and receive effective treatment and support throughout their stay in custody. All prisoners are safe from exposure to and the effects of substance use while in prison (*Note: Non-clinical assessment by Inspectors*).

- 15.1 Inspectors observed that the Reception Store, Health Services and Throughcare staff all identify prisoners with substance abuse needs. However, limited exchange of information between the Health Services staff and Throughcare staff was observed.
- 15.2 Health Services apply a medical regime to alleviate withdrawal and detoxification. Throughcare staff provide counselling, assessment and program support. Information is provided to custodial staff to ensure awareness and the monitoring of these prisoners.
- 15.3 Health Services staff provide this assessment on the day of a prisoners reception. Follow-up is identified during this process with prisoners being referred to the visiting medical officer and/or the mental health team.
- 15.4 Prescribing regimes appear to conform to Queensland Health policy and protocols. There is no detoxification unit, however cells in the Health Centre are utilised for prisoners identified as requiring higher level observation during treatment.
- 15.5 The issue of client confidentiality inhibits joint care planning between Health Services and Throughcare staff.
- 15.6 A range of drug and alcohol awareness programs have been promoted with posters were evident. A number of prisoners are on a smoking cessation program supported by Health Services.
- 15.7 Substance testing of prisoners is conducted in line with Agency policy and procedures.
- 15.8 The process in place at this centre, when prisoners are detected using drugs, includes a referral to a drug rehabilitation programs component. Inspectors were provided with the Borallon drug strategy document and inspected the drug free unit.
- 15.9 Whilst the drug strategy is not fully implemented, management advised that they are in the process of further implementation. Inspectors were impressed with the operation of the drug free unit.
- 15.10 The intelligence officer demonstrated a sound pro-active intelligence gathering and target identification process. This was supported by substance testing, searching and targeting of visitors with the itemiser and PADD dogs. PADD dogs were utilised for initial visitor searching. The itemiser is used after the PADD dog identifies a target or intelligence identifies a target.

PERFORMANCE RATING FOR THIS AREA

Rating	Description
2	Performing reasonably well against the inspection criteria. There is some evidence of adverse outcomes for prisoners in only a small number of areas however there are no significant concerns.

CHAPTER 4

HEALTH SERVICES

Standard 16 - Health Services

With the transition of responsibility for prisoner health care to Queensland Health this Standard was not examined by Inspectors. Instead the Offender Health Services Branch will issue a separate report.

CHAPTER 5

ACTIVITIES

Standard 17 - Learning, Skills Development and Purposeful Activity

Learning and skills development meets the assessed needs of prisoners. Prisoners are encouraged and enabled to learn both during and after sentence, as part of offender management planning; and have access to good library facilities. Sufficient purposeful activity is available for the total prisoner population.

- 17.1 Inspectors reviewed data entry in IOMS and found that Vocational and Educational Assessments and Literacy and Numeracy Assessments had been completed as per agency policy and procedures.
- 17.2 Inspectors found that the centre provided a high level of assessment and delivery in the area of learning, skills development and centre based prisoner employment. The data provided by the Education area was impressive in relation to assessment, program listing and completions.
- 17.3 The centre currently is unable to provide full employment for all prisoners, however, they have been innovative in breaking the work into units. A full week is ten units and the centre allocates a minimum of seven units to each prisoner to divide the work amongst the population. Work concomitant with education, activities, criminogenic and self-development programs appears to provide relatively high level of meaningful activities for prisoners on Monday to Friday.
- 17.4 The industries is a five day week operation, therefore the weekend is limited in its opportunity for meaningful prisoner activity. The centre would benefit from increased industry contracts and a seven day operation.
- 17.5 Inspectors observed that the prisoner management methodology in place at Borallon provides for activities that have the potential to enhance a prisoner's self-esteem. This is supported by staff interaction style, case management, the Incentives and Earned Privileges Scheme (IPS) and a range of activities. Inspectors were very impressed by the IPS Scheme.
- 17.6 The workshop areas appeared sufficient for the current population. The level of activity available in the workshops was somewhat limited during the inspection. Inspectors were advised that this was due to the global economic downturn and the reduction in previously negotiated work contracts. However, Inspectors were informed that considerable effort is being applied to gaining new suitable manufacturing contracts. A joinery business has been relocated into the centre and, with the sophisticated machinery involved, provides considerable training potential.
- 17.7 The centre has undertaken some re-siting of classrooms, converting areas to increase classroom provision.
- 17.8 The centre has in place a local procedure, Offender Employment. The process of prisoner employment involves a multi-disciplinary approach. Offender Management and Education have a function in the process that

includes ensuring employment opportunities are based on the individuals Offender Management Plan (OMP).

- 17.9 The philosophy of the Incentives and Earned Privileges scheme includes providing equal opportunity for all prisoners to engage in the full range of out of cell activities on offer. Inspectors' discussion with prisoners and reviews of assessment and waitlists for employment, education and vocational training indicate that all prisoners have equal opportunities.
- 17.10 The centre has developed a vocational training program integrated into its industry and centre maintenance program. Analysis of data provided by the centre to inspectors suggests that meaningful prisoner activity was accurately reported.
- 17.11 Inspection of prisoner remuneration suggests it complies with Agency requirements. However, it was noted that there is some disparity in relation to prisoner remuneration with other centres. For example, prisoners at Wolston receive the equivalent of a full days pay for a half day shift (approximately four hours). On the other hand at Borallon, an equivalent session will be paid at a half day rate.
- 17.12 There is no mandatory securing in cells of prisoners that are unemployed. These prisoners get full access to activities in line with the structured day schedule.
- 17.13 Education attendance is a focus of the IEP program. Inspectors found that students had the opportunity and staff encouragement to attend classes in a punctual manner.
- 17.14 Inspectors were informed that unit officers checked the door lists to ensure that all prisoners scheduled for activities outside of the unit have left and encourage any remaining prisoners to attend.
- 17.15 The seven day Induction and seven day Assessment provides prisoners with information, advice and guidance on centre activities.
- 17.16 The prisoners have free access to the library when they are not at work or programs.
- 17.17 The prisoner library provided an adequate range of books. The library had no audio books, however they utilise the local public library to borrow audio books when required. The centre relies on book donations and therefore is unable to select books for the assessed needs of the population. Some longer term prisoners suggested that it was limited in its range. The centre library would benefit from the purchase of selected texts based on an assessment of prisoner needs. The library has an appointed prisoner librarian and a cataloguing and loan tracking system in place.

Recommendation 9 (Low):

The Centre reviews the contents of the library with a view to identifying texts which would enhance the range of suitable books available to prisoners and include the purchase of some audio books.

Standard 18 - Physical Activity, Arts, Craft and Hobbies

There is a program of physical activities, arts and crafts and hobbies in place and prisoners are encouraged and enabled to take part in those activities.

- 18.1 Inspectors found that Gym and oval activities are well advertised. Prisoners can have individual programs designed for them, join in group circuit training sessions or develop their own regime.
- 18.2 The prisoner induction program includes all prisoners attending an information and familiarisation session at the gym.
- 18.3 Activities staff refer all elderly prisoners to Health Services for an assessment prior to permitting them to undertake strenuous exercise.
- 18.4 All prisoners have the opportunity to attend at least three gym/oval sessions per week. The gymnasium was well equipped, and the unit exercise yards had chin up bars and punching bags.
- 18.5 Physical exercise is encouraged, included in the induction program and incorporated into the Drug Free Unit regime.
- 18.6 Prisoners identify the gym and activities program as the best in the state. However, Inspectors found whilst the physical activities were broadly reflective of the prisoner population they would benefit by providing specific activities for the sub groups (i.e. the elderly).

Recommendation 10 (Medium):

The centre develops an activities program for elderly and disabled prisoners including an assessment prior to engaging in physical activity.

- 18.7 In the previous twelve months there have been four injuries alleged to be the result of gym/oval activities. Inspectors considered that these injuries do not reflect any systemic issues that require remedial action by activities staff.
- 18.8 The centre provides a program of arts and crafts, including leatherwork, Murri art and pottery. In-cell hobbies are approved and include sketching, painting and match stick work.

Standard 19 - Religious Activity

All prisoners are able to practise their religion fully and in safety. The chaplaincy plays a full part in prison life and contributes to prisoners' overall care, support and resettlement.

- 19.1 The centre has at least one Chaplain in attendance daily. All prisoners have the opportunity to attend worship on a weekly basis.
- 19.2 Inspectors viewed notices regarding chaplaincy visits and religious service timings and location.
- 19.3 Chaplains report that they are involved, in a timely manner, in death or serious illness situation. They recounted providing a memorial service in respect of a prisoner's child who died recently.
- 19.4 Prisoners, who for safety or health reasons, are unable to access a religious service can request a chaplaincy visit.
- 19.5 Prisoners can request the provision of religious artefacts. These are approved providing they do not pose a risk to security.
- 19.6 The chaplains provide a religious theme to services to celebrate religious festivals. The centre provided evidence that religious festivals for religions other than Christian were recognised and celebrated with support from the centre.
- 19.7 The chaplains are clearly involved in pastoral care of prisoners and provide support for identified prisoners during the release process.

Standard 20 - Out of Cell Activity

All prisoners are actively encouraged to engage in out of cell activities.

- 20.1 Unlock and lockaway operations were observed by Inspectors. The unlock commenced at 0710 hours and lockaway commenced at 1830 hours, giving prisoners the opportunity for 11 hours 20 minutes out of cells.
- 20.2 The structured day is not publicised by notices in accommodation areas. However, the induction booklet contains a structured day schedule and a daily timetable of personal activity is provided to each prisoner.
- 20.3 Inspectors interviewed staff and prisoners and no evidence was available to suggest that out of cell activities were cancelled unnecessarily. All activities identified are available to all prisoners regardless of the nature of their disability. Inspectors observed a number of disabled prisoners participating in work and activities.
- 20.4 There is access to the library, self paced numeracy/literacy courses, and musical instruments are available to prisoners. Special needs of prisoners are currently accommodated on a 'case-by-case' basis. Inspectors noted that the centre had two profoundly deaf prisoners who were placed in the same unit to allow for increased social interaction opportunities.
- 20.5 As is stated above, the prisoner management methodology is based on a program of Incentives and Earned Privileges. This scheme provides incentives for prisoners to engage in meaningful activity. The scheme is monitored closely. During the inspection only five prisoners were not participating in the program. These prisoners were the focus of staff intervention and motivational discussion.
- 20.6 All accommodation units, including the detention unit have easily accessed open air areas. Inspectors found that prisoners on safety orders or medically segregated have access to open air areas under supervision. Industries, Gymnasium, Education, Criminogenic programs and arts and Crafts are all supervised.
- 20.7

PERFORMANCE RATING FOR THIS AREA

Rating	Description
2	Performing reasonably well against the inspection criteria. There is some evidence of adverse outcomes for prisoners in only a small number of areas however there are no significant concerns.

CHAPTER 6

GOOD ORDER

Standard 21 - Security, Good Order and Rules

Security and good order are maintained through positive staff-prisoner relationships based on mutual respect as well as attention to physical and procedural matters. Rules and routines are well-publicised, proportionate, fair and encourage responsible behaviour. Classification, transfer and cell allocation procedures are based on assessment of a prisoner's risks and needs; and are clearly explained, fairly applied and routinely reviewed.

Prisoner/Staff Interaction:

- 21.1 As is stated above, the interaction between staff and prisoners is positive. Prisoners do not appear hesitant to approach staff and discuss issues. Prisoners are engaged in significantly high levels of activity. Each prisoner has a weekly schedule of activities and is expected and encouraged to attend all sessions.
- 21.2 The Intelligence section is suitably staffed and supported by centre management. Analysts report solid interaction with staff and staff provide information gleaned during the course of their duties to them.
- 21.3 Comprehensive records are maintained in regard to visitors of interest and the status of visitors to prisoners. The Inspector was provided with material that is subject to weekly distribution to supervisors and relevant staff in relation to visits, the drug strategy and persons of interest.
- 21.4 Evidence was provided regarding the involvement of the Intel section in recent successful drug related operations.
- 21.5 Removal of clothing searches are carried out in compliance with QCS procedure. A log is maintained detailing searches conducted.
- 21.6 Rules are publicised throughout the centre and are prominent in block movement control areas. Publication in units varies with some having greater volumes displayed than others.
- 21.7 Daily routines are not displayed on unit noticeboards but are addressed in the induction process and appear to be well known by prisoners.
- 21.8 Movement of prisoners from secure to residential is subject to a thorough process and selection criteria. Case notes reflect reasons for expulsion of prisoners from the village.
- 21.9 *To avoid repetition the issue of Classification is dealt with below under Standard 27 - Offender Management Planning.*

Use of Force:

- 21.10 Inspectors were satisfied that the use of force is only used legitimately and as a last resort.
- 21.11 It was reported that the use of force has been required on only two occasions in the last 12 months. On the occasions where force has been used it has been correctly applied and recorded. There is no recent incident where the use of force has been other than spontaneous.
- 21.12 Evidence by way of incident reports indicate that the use of force has been applied only following attempts to de-escalate the situation have been made.
- 21.13 A comprehensive data base is maintained to monitor incidents across the centre. The extremely low rate of utilisation of force against prisoners does not require elaborate analysis.
- 21.14 Of concern to Inspectors was that training records indicate that at the time of inspection, only 29 staff had been provided use of force training over the last three years and currency has lapsed.

Recommendation 11 (Medium):

That the centre reviews its training schedule to ensure compliance with the need for staff to be re-accredited within the prescribed timeframes.

- 21.15 Examination of incident reports confirms the verbal reports of staff that the minimum force required is used and restraints are removed as soon as possible.
- 21.16 A check of the equipment in use revealed that it is new and all is in good order.
- 21.17 Where time constraints allow, planned interventions are recorded. There have been on planned interventions recently.
- 21.18 Recent records indicate that on the occasions where force is used that the prisoner is seen by medical staff as per QCS procedure.

Standard 22 - Discipline

Disciplinary procedures are applied fairly and for good reason. Prisoners understand why they are being disciplined and can appeal against any sanctions imposed on them.

Breaches of Discipline

- 22.1 Observation of the breach proceedings demonstrated that the process is carried out according to procedure and prisoners have the opportunity to call witnesses and the capacity to appeal. Prisoners have the charges read and explained.
- 22.2 Outcomes of breaches and penalties imposed appear to be consistently applied.
- 22.3 An Inspector witnessed the breach hearing process and was impressed with the clarity with which it was conducted. The hearing was recorded and the punishment was considered appropriate for the offence.
- 22.4 Inspectors also reviewed other recorded breaches. From this review, the Inspectors found that the charges against prisoners are adequately explained during the breach process. The right of appeal/review was explained to prisoners during the disciplinary process.
- 22.5 Prisoners were given an opportunity to present their side of the case and question the facts presented.
- 22.6 The findings and punishments recorded were varied according to the severity of the offence and ranged from a caution to 7 days separate treatment. It was noted that the maximum penalty was seldom imposed and prisoners being required to continue to work and having other privileges removed is commonly used for less serious offences.
- 22.7 Breaches reviewed suggest that breaches are applied only when the level of behaviour dictates it to be appropriate and the penalties imposed appeared to be fair and consistent.
- 22.8 Examination of the breach register confirmed that the reviews are conducted in a timely manner.
- 22.9 Evidence was sighted by the Inspector indicating that warnings and alternative resolution processes are utilised in appropriate cases.
- 22.10 No evidence of group punishment was observed. Staff were observed to deal with prisoners individually and discreetly.

Safety Orders and Detention Units

- 22.11 Safety Orders appear to be used appropriately and in accordance with procedures.
- 22.12 Reviews are carried out by Official Visitors in accordance with procedure.

- 22.13 Prisoners on Safety Orders are generally maintained in the Detention Unit in the powered cells with all privileges that are able to be accessed in that unit.
- 22.14 The detention unit is of standard design and fit for purpose.
- 22.15 The Inspectors initially noticed that not all documentation was available in the document holder outside detention unit cells. This was brought to the attention of the management and has been rectified. All required documentation was observed to be available.
- 22.16 Evidence was sighted to confirm frequent monitoring of the detention unit by the supervisor. The log book is noted and all prisoners sighted during this attendance.

Standard 23 - Remuneration and Employment

Prisoner employment and remuneration is well-publicised, designed to improve behaviour and is administered fairly, transparently and consistently.

- 23.1 It is noted that standard S23.2 states that: *“Remuneration levels are structured in a way that encourages and motivates prisoners to engage in responsible behaviour and comply with offender management plan goals”*.
- 23.2 The employment process is well documented and the subject of a local procedure. Prisoners are informed about it during induction. Staff are aware of the process of employment and termination.
- 23.3 There was no evidence of prisoner remuneration levels being linked to behaviour. Promotion in work areas is generally skill based. It was noted that appropriate behaviour was required for prisoners to maintain employment.
- 23.4 Inspectors noted that employment is consistently applied across the centre. Jobs are allocated on preference and suitability.
- 23.5 Employment in the centre is not linked to accommodation. Prisoners from all accommodation areas are eligible to work in all employment areas.
- 23.6 Evidence suggested that promotion of prisoners is conducted on the basis of skill acquisition and industry. The methodology used is to counsel prisoners who are not behaving or performing to the required standard including warnings and suspension if required. Prisoners are given adequate opportunity to modify their behaviour or industry.
- 23.7 Inspectors were satisfied that prisoners are involved in the process when suspension or termination is considered.

PERFORMANCE RATING FOR THIS AREA

Rating	Description
2	Performing reasonably well against the inspection criteria. There is some evidence of adverse outcomes for prisoners in only a small number of areas however there are no significant concerns.

CHAPTER 7

SERVICES

Standard 24 - Food

Prisoners are offered varied meals to meet their individual approved dietary requirements and cultural beliefs. Food is prepared in accordance with safety and hygiene regulations.

- 24.1 Inspectors were satisfied that food at the Centre is adequate for health, varied and culturally appropriate.
- 24.2 The kitchen area was observed to be clean and orderly.
- 24.3 Generally, areas where food is stored, prepared or served are clean, properly equipped and well managed. Hazard Analysis Critical Control Points (HACCP) standards are applied and documentation maintained.
- 24.4 Equipment in unit kitchens was adequate but Inspectors were made aware that these unit kitchens were soon to be closed and food provided from the main kitchen.
- 24.5 The diet is varied, provides for fruit and vegetables each day and with the meals observed, the portions were adequate. The Centre has an approved menu that is checked by a nutritionist.
- 24.6 Special diets are provided for medical and religious reasons. A dedicated cook is tasked with preparation of these meals under the supervision of the trade instructor. Workers in the main kitchen were observed to be appropriately equipped.
- 24.7 Prisoners are provided with a Food Safety course prior to employment in the kitchens and a medical clearance is obtained prior to employment. Prisoners are provided training on the job and hospitality courses are available to them.
- 24.8 It was apparent that prisoners are provided adequate opportunity to consult in relation to food. Any amendments to the menu are cleared through the nutritionist before implementation. The food services supervisor indicated that complaints are addressed and resolved immediately.
- 24.9 The PAC raised some concerns about the quality of the fruit provided, claiming that it was often either green or overripe. An Inspector took notice of the fruit and vegetables in storage and being bagged for issue, and the fruit appeared to be of good quality.
- 24.10 Meals are served as close to 'normal' times as operationally possible. Prisoners have access to a continental breakfast on unlock, lunch is served at 12.00 and the evening meal is delivered to the units at 17:00. The timing of meals is appropriate considering operational limitations.
- 24.11 Prisoners returning to the centre at times that would mean that they missed a meal are provided with a substitute meal.

- 24.12 Prisoners have access to drinking water at all times in the unit, day and night. Prisoners are able to purchase electric jugs to use in their cell.
- 24.13 Dining facilities are available for prisoners but it was noted by Inspectors that prisoners often chose to eat in their cells.
- 24.14 The Inspector observed that the preparation of food in the main kitchen is supervised by Food Services staff. In unit kitchens where prisoner cooks prepare the meals there is no staff supervision. There is limited supervision of serving of food and prisoners were observed to be helping themselves to the meal.
- 24.15 As the centre does not house protection prisoners tampering with food is less of an issue.
- 24.16 An Inspector was informed that there are plans underway to introduce a 'choice of three' menu to the centre (B and C Blocks) in the near future.

Standard 25 - Prisoner Purchases

Prisoners can purchase a suitable range of goods at reasonable prices to meet their diverse needs.

- 25.1 Prisoners appear to have access to a wide range of products. The list used by the Centre is comparable to that used by all other Centres and appears suitable.
- 25.2 There are no unreasonable restrictions applied to what is available.
- 25.3 Some healthy snacks are available but the choice is limited in this regard.
- 25.4 Price changes appear to be justified and similar to those of other centres. All price variations are authorised centrally through the Agency.
- 25.5 Canteen buy-ups are available to prisoners weekly (in excess of the standard which provides for once a fortnight). Town purchases for other approved items that are not stocked in the canteen are available. Prisoners report that these may take a couple of weeks. Evidence was sighted which confirmed that there is a process in place to enable prisoners to avail themselves of a 'late buy-up' should they have been absent from the Centre on the nominated day for their unit. Prisoners do not attend the canteen. Purchases are bagged and delivered to prisoners.
- 25.6 Printouts of account details are made available weekly. Unit staff also have the capacity to provide information on request.
- 25.7 As the centre is not a reception prison, the problem of prisoners arriving without funds is less of an issue. No facility to obtain credit with staged repayment was observed.
- 25.8 Newspapers are provided to all units daily. Approved magazines are available through the 'town purchase' facility. A suitable range of hobby materials is available for prisoners to purchase.
- 25.9 Prisoners have the capacity, through the PAC to request changes to the items that are available on the buy-up. PAC representatives confirmed that this was the case.

PERFORMANCE RATING FOR THIS AREA

Rating	Description
1	Performing well against the inspection criteria. There is no evidence that outcomes for prisoners are being adversely affected in any significant area.

CHAPTER 8

RESETTLEMENT

Standard 26 - Strategic Resettlement

Note: This standard is dealt with in conjunction with Standard 28 - Resettlement Pathways (see pages 60 - 63).

Standard 27 - Offender Management Planning (*Incorporating classification*)

Prisoners serving sentences of 12 months or more have an offender management plan based upon an individual assessment of risk and need, which is regularly reviewed and implemented throughout and after their time in custody. Prisoners, together with all relevant staff, are involved in drawing up and reviewing plans.

Classification:

- 27.1 From a review undertaken by one of the Inspectors, it was found that SPA decisions are generally considered appropriate, however, a lack of individual analysis and use of generic recommendations and decision rationale is problematic.
- 27.2 It was found that for general classification and placement decisions, the sentence management staff do not explain the appeal process to the offender at the review. A written copy of the appeal process is attached to the final documents when provided to the prisoner. Inspectors considered that providing verbal advice would ensure that those offenders with literacy difficulties would not be disadvantaged in this area.

Recommendation 12 (Medium):

The offender management review panel provide verbal advice regarding the appeal of classification and placement process.

- 27.3 Relevant individual factors are recorded in the body of the SPA documents, with evidence of researching prior history for risk factors. Four of the eight documents reviewed included reference to incorrect ERA status, however, the correct ERA status was noted in the General Managers decisions. SPAs for two deportees were reviewed. Neither included reference to deportation in the recommendation or decision.
- 27.4 One SPA made reference to the Risk of Re-offending (RoR) score. However, RoR scores are not to be identified in offender management documents.
- 27.5 ERA's were analysed in conjunction with this standard. Some factors were reported, but the recommendation and decisions appeared to be cut and paste style with no analysis or rationale provided. Six of the eight documents

analysed were considered to have insufficient information to support the decisions (See Recommendation 14).

- 27.6 There are a significant number of low classification prisoners accommodated at Borallon. Recent statistics compiled by Sentence Management highlight that sex offenders, medically unfit prisoners and those approved low but not approved for transfer to low custody by the Offender and Progression Review Committee (OPRC) make up a significant number of those remaining in secure custody. A significant number are also pending a timely review of circumstances following negative issues or return from low custody.
- 27.7 There appears to be a number of deportees granted low classification but remaining in secure custody due to the deportation status. This raises the question of whether the issues relating to the pending deportation are sufficiently serious to warrant a classification of 'high'.

Recommendation 13 (Low):

The centre undertakes a review of deportees to assess their suitability to remain classified low security.

- 27.8 There is evidence that centre staff, when determining placement, take into account relevant issues including family support, medical issues, active parole applications and vital criminogenic or educational/vocational program completions.
- 27.9 All prisoners were found to have SPAs and ERAs completed and on IOMS. Where there is a change in risk, due to there being only one classification for secure prisoners (other than Maximum), the issue appears to be one of placement rather than classification.

Offender Management Plans (OMPs):

- 27.10 The centre reviews OMPs at regular intervals (12 monthly). An analysis of offender resettlement needs is not conducted at those intervals with plans only discussing interventions such as programs or occasionally education and vocational training courses.
- 27.11 As a placement centre, all prisoners serving 12 months or more and received at the centre should have an OMP completed prior to transfer to Borallon. Few OMPs are required to be undertaken at Borallon, however, those completed are timely. A sample analysis of OMP Reviews indicated that these were currently being completed in accordance with procedures.
- 27.12 OMP's are currently being reviewed annually by the Centre, with Knowledge Place indicating a completion rate of over 95%. All relevant assessments that support the OMP are being completed and recorded on IOMS, except for the Planning Needs Assessment. Planning Needs Assessments do not appear to be undertaken despite being a procedural requirement since 1 June 2008.
- 27.13 A sample of offenders' cases found that all prisoners had an established OMP. Plans were relevant to the assessed individual risks and needs of the offender. One offender with a plan did not require an OMP procedurally due to his length

of sentence. No reason was provided in the document to explain the rationale for this.

- 27.14 An Inspector attended Offender Management Plan Review interviews. The interview panel was multi-disciplinary in nature. The prisoners were encouraged to participate in the interview and review process. The panel engaged appropriately with the prisoner listening to any issues or concerns raised.
- 27.15 It was noted that the prisoner was not interviewed individually by any staff member prior to the review and therefore some time is taken with questioning the prisoner to ascertain his attitude and progress in various areas. Procedures require individual reports to be provided a week in advance of the review. Multi-disciplinary team members are required to interview and investigate the prisoner's circumstances individually, in order to consider and provide the best recommendation to the team meeting.
- 27.16 The prisoner is provided with a copy of the plan when verified.
- 27.17 Resettlement needs are not documented, canvassed or monitored through the OMPR process. The Transitions Coordinator (TC) is relied upon to capture all relevant offenders within 6 months of their earliest release date or discharge. There is currently little or no communication between the TC and Sentence Management Unit to inform the planning or parole process.
- 27.18 Education staff are proactive in encouraging educational/vocational programs and improving literacy/numeracy skills while the offender is at Borallon. Management encourage custodial staff to be proactive in ensuring prisoners are attending programs and activities to assist future resettlement. It appears that the centre has many positive actions in place to support prisoner resettlement, but this is not formally collated and accounted for in the OMP and therefore lacks accountability to the Agency.

Recommendation 14 (Medium):

Relevant staff interview prisoners prior to their OMP-R and SPA as per procedural requirements.

- 27.19 The centre appears to have a good relationship with Mental Health workers who visit the centre regularly and link prisoners pending discharge with community based agencies. There are few elderly or disabled offenders. Any offenders that fall within specific minority groups are individually assessed and managed to ensure resettlement services are appropriate to their needs.
- 27.20 OMPs contain appropriate criminogenic interventions as determined through the ORNI-R assessment process. Planning needs assessments, which determine general rehabilitation and reintegration needs for offenders not referred to criminogenic programs, are not being undertaken. However, no goal setting or timeframes are provided.
- 27.21 Reports are provided by team members for the review, however, the reports are very basic, have little information of substance and are based on file review only.

- 27.22 Whole of sentence planning is not undertaken. Individual reintegration needs are not identified or discussed, other than to include a recommendation to participate in Transitions modules closer to release. Generic recommendations to participate in education and employment or to continue current participation is included in the OMP-R.

Recommendation 15 (Medium):

The centre develops targeted processes in consultation with the Offender Intervention Services Directorate to ensure an improvement and consistency in the recording of assessment information and the quality of analysis in recommendations and decisions contained in SPAs, Protection Needs Assessments, ERAs and OMP-Rs.

Recommendation 16 (Medium):

The centre implements a collaborative planning regime that includes Throughcare, Education and Offender Management staff incorporating education, employment, transitions, criminogenic programs, general planning needs and resettlement needs into a comprehensive whole of sentence plan for each relevant offender at every review.

Information Management:

- 27.23 All offender files except medical files are stored in the sentence management office in a lockable compactus. The sentence management staff maintains security of this area.
- 27.24 Staff were cognisant of the need for confidentiality when discussing prisoners. Prisoner interviews were carried out in areas that maintain confidentiality.

Parole Returns:

- 27.25 Standard 27.16 states that: *“Prisoners who have their parole revoked are transferred to placement Centres as soon as possible after return to custody and are subject to offender management planning review procedures”*.
- 27.26 As a placement centre, parole return offenders are transferred to Borallon from the reception prison. Sentence Management staff monitor the 28 day suspension period and await the outcome of the board consideration. Where the offender is to remain in custody, an event based review (EBR) is generally initiated to review the offenders OMP. Where the offender does not have an initial plan, this is generated. One parole return was found to not have an EBR completed on return to custody in March 2008.

Standard 26 and 28 - Strategic Resettlement and Resettlement Pathways

Resettlement underpins the work of the whole establishment, supported by strategic partnerships in the community and informed by assessment of prisoner risk and need.

Prisoners' resettlement needs are met. An effective Centre response is used to meet the specific needs of each individual offender in order to maximise the likelihood of successful reintegration into the community.

Criminogenic Interventions:

- 28.1 Inspectors found that interventions are delivered in a suitable environment by appropriately accredited staff in a timely manner. The Criminogenic Programs Steering Committee recently made particular note of the outstanding performance of Borallon in relation to high levels of throughput and overall criminogenic program completions.
- 28.2 Pre-program interviews are held with evidence of thoroughness. Staff account for each prisoner's individual needs and make allowances/adjustments as appropriate. The centre has been commended by the Agency for the high throughput and successful completion rate for criminogenic programs.
- 28.3 Interventions are delivered in a suitable environment by appropriately accredited staff in a timely manner. The Criminogenic Programs Steering Committee recently made particular note of the outstanding performance of Borallon in relation to high levels of throughput and overall criminogenic program completions.

Transitions:

- 28.4 The Transitions Support Service and The Transitions Program are available to all eligible offenders. Offenders may be identified through recommendations from OMP-Rs, however, primarily the Transitions Coordinator maintains a record of upcoming discharges to interview and register those offenders who are approaching discharge and may require resettlement assistance.
- 28.5 There appears to be no integration of OMPR processes and Transitions programming, assessment or outcomes. (See Recommendation 16).
- 28.6 Transitions services are well established and supported within the centre as a stand alone process, but not included in general planning. Specialist services are not routinely available however prisoners are assisted with supported accommodation through the Transitions Coordinator.
- 28.7 Accommodation assistance is supported through ORSS and links with Ozcare and networks with service providers in Ipswich and Brisbane.
- 28.8 Borallon performs well in the area of provision of meaningful vocational training with tangible outcomes. The centre has facilitated an alliance with an external manufacturing company, which provides on site training and experience in a number of trades related to furniture construction. Further there is an alliance with a road construction company that supports prisoners through a seven month training program and provides employment upon release.

28.9 Borallon has a designated village area, which allows for greater independence of prisoners prior to release. This is of great benefit particularly for those offenders not eligible to move to low custody centres. Prisoners must budget, order, cater and cook for themselves and learn to co-habit with other prisoners in close quarters. They are also required to maintain self discipline to remain on the elevated IEP level which is a requirement for village living.

Parole:

28.10 For parole applications there is a level of input from all disciplines throughout the centres reporting structures including custodial, health centre, programs, and education.

28.11 Inspectors attended a parole interview for an offender attended by a Probation and Parole officer, education officer, custodial officer and sentence management officer.

28.12 A comprehensive range of discussions were held between staff and with the prisoner. A consensus was reached on the recommendations to the board.

28.13 Inspectors noted that the prisoner was not interviewed by any staff member prior to the meeting and therefore many simple issues about the prisoners offending and parole application had to be clarified, resulting in a lengthy meeting, which could become overwhelming for prisoners.

Strategic Resettlement Issues:

28.14 It is noted that Standard 26.4 provides that *“the strategic overview and direction necessary to ensure the resettlement strategy is implemented, monitored and reviewed”*.

28.15 Inspectors found that resettlement needs are not generally assessed or canvassed through the review process during the course of an offender’s sentence until eligible for support by the Transitions Services six months prior to eligibility/release date (See Recommendation 16).

28.16 Offenders are assisted in their resettlement through linkages with a number of external agencies identified through the Transitions Program (ORSS and Advance2Work). The centre also has linkages with Catholic Prison Ministry, Goorie House (rehab), Galang Place (murri men’s group) and Safelink (construction company with guaranteed employment for identified prisoners).

Sentence Calculation:

28.17 In conjunction with this inspection, the issue of lawful detention of prisoners was considered by Inspectors. Records indicated that Borallon has had the highest incidence of unlawful detention/discharge in error every year for the past three years with a total of 15 incidents.

28.18 While it is acknowledged that not every incident or error was the fault of the centre, this high rate is still concerning. The Office of Chief Inspector has undertaken a of review sentence calculation across the state, therefore will not make any specific recommendations in relation to this matter in this report.

PERFORMANCE RATING FOR THIS AREA

Rating	Description
2	Performing reasonably well against the inspection criteria. There is some evidence of adverse outcomes for prisoners in only a small number of areas however there are no significant concerns.

APPENDIX A

Borallon Correctional Centre Full Announced Inspection Recommendations

1	Medium (p.21)	The Placement Needs Assessment process is reviewed to ensure that sufficient information is provided to support quality decision making in regard to placement.
2	Medium (p.23)	The centre develop an emergency contingency plan to be utilised in the event that it is required to accommodate a prisoner/s with a significant disability or mobility difficulty.
3	Medium (p.24)	The centre implement a Cell Property Sheet for each prisoner detailing what prison issue property and private property is approved.
4	High (p.28)	That the centre investigate and implement strategies to mitigate the risk of prisoners becoming victims of standover and assault and where victims are identified ensure that alternatives, such as mediation, are exhausted prior to consideration of transfer of victims or perpetrators.
5	High (p.28)	
6	Medium (p.36)	The centre reviews the facilities available for children and visitors including access to vending machines.
7	Medium (p.36)	The Centre reviews the information available to visitors by way of posters and the information booklet to ensure that it addresses all relevant information including: <ul style="list-style-type: none"> • provision of information to staff concerning potential at risk prisoners; and • visitor suspension/banning and the review process.
8	Medium (p.38)	Blue envelopes are placed within all units so prisoners do not have to personally request them from staff.

9	Low (p.44)	The Centre reviews the contents of the library with a view to identifying texts which would enhance the range of suitable books available to prisoners and include the purchase of some audio books.
10	Medium (p.45)	The centre develops an activities program for elderly and disabled prisoners including an assessment prior to engaging in physical activity.
11	Medium (p.49)	That the centre reviews its training schedule to ensure compliance with the need for staff to be re-accredited within the prescribed timeframes.
12	Medium (p.56)	The offender management review panel provide verbal advice regarding the appeal of classification and placement process.
13	Low (p.57)	The centre undertakes a review of deportees to assess their suitability to remain classified low security.
14	Medium (p.58)	Relevant staff interview prisoners prior to their OMP-R and SPA as per procedural requirements.
15	Medium (p.59)	The centre develops targeted processes in consultation with the Offender Intervention Services Directorate to ensure an improvement and consistency in the recording of assessment information and the quality of analysis in recommendations and decisions contained in SPAs, Protection Needs Assessments, ERAs and OMP-Rs.
16	Medium (p.59)	The centre implements a collaborative planning regime that includes Throughcare, Education and Offender Management staff incorporating education, employment, transitions, criminogenic programs, general planning needs and resettlement needs into a comprehensive whole of sentence plan for each relevant offender at every review.

APPENDIX B

Inspection Team

Andrew Brown, Chief Inspector
Steve Green, Senior Inspector
Dave Crothers, Inspector
Alice Mascini, Acting Inspector