

Message from the Minister for Police and Minister for Corrective Services

The Palaszczuk Government is committed to keeping communities safe and ensuring all Government departments act with the highest standards of integrity, ethics, accountability and transparency. The ethical framework of Queensland Corrective Services (QCS) will be strengthened by the implementation of reforms recommended by the Crime and Corruption Commission's (CCC) report *Taskforce Flaxton: An examination of corruption risks and corruption in Queensland prisons* (the Report). The Report is a comprehensive and considered review of the policies and practices in Queensland's correctional system that aim to prevent, detect and manage corruption and corruption risks in Queensland correctional centres and the correctional system broadly.

The Palaszczuk Government supports or supports in-principle all recommendations made by the CCC in the Report. Corruption and corruption risks in corrective services undermines and disrupts the effective supervision, rehabilitation and reintegration of prisoners that is crucial for reducing the risk of reoffending once released and keeping communities safe.

The Report provides a framework to reform QCS' anti-corruption policies and practices so that the community and staff are confident there are sufficient safeguards in place to prevent, detect and respond to corruption and corruptions risks in correctional centres. Three key themes are identified to achieve this:

- Strengthening and maturing the QCS organisational structure,
- Enhancing internal and external oversight of correctional centres, and
- Building robust integrity and professional standards.

Taskforce Flaxton occurred at an important time for QCS. The Report follows on from the significant reforms arising out of the 2016 Sofronoff Review, which prompted a \$265 million investment by the Palaszczuk Government over six years to deliver sweeping reforms.

Becoming a standalone department in December 2017 also enabled QCS to restructure the organisation and develop policies, procedures and practices that are specifically geared to manage the complex needs and risks of corrective services. Since becoming a stand-alone agency, QCS has committed to a 10 Year Strategic Plan, which encompasses plans for the development of a mature and corruption-resistant top tier public safety agency.

QCS has already completed a high-level review of the organisational structure as recommended by Taskforce Flaxton. The new structure, once fully implemented, will support a number of CCC recommendations, allow the development of robust integrity and professional standards, and enhance the internal oversight of correctional centres. QCS has also taken steps to strengthen its ethical standards capability with the establishment of a robust Integrity and Professional Standards Command.

The Report also acknowledges the corruption risks that overcrowding in prisons presents. The Palaszczuk Government has made significant investments to expand the capacity of our correctional facilities since coming to Government in 2015. This includes recommissioning and expanding the Borallon Training and Correctional Centre by more than 700 beds and the expansion of the Capricornia Correctional Centre by almost 400 beds in 2020. The Southern Queensland Correctional Centre was also repurposed into a women's prison, which was its original purpose, easing overcrowding for women prisoners in Queensland. By 2020/21 this Government will have delivered almost 3000 extra beds for prisoners across Queensland since March 2015.

In the 2019-20, State budget the Palaszczuk Government committed to delivering stage 2 of the Southern Queensland Correctional Precinct. Work has commenced on planning for a modern, evidence based prison which will support safer communities through enhanced mental health, drug and alcohol rehabilitation services, with a focus on addressing the ice epidemic and its link to violent and property crime.

The Taskforce observed that Queensland's hybrid prison system, with its mix of public and private operational responsibility, was not optimal. To address this risk, the Government has committed \$111.4 million over five years from 2018-19 to transition Arthur Gorrie Correctional Centre and Southern Queensland Correctional Centre to public operation. The Government believes this transition will strengthen corruption-resistance in Queensland prisons and improve overall integrity.

From 2019-20, the Palaszczuk Government committed \$25.2 million over four years to implement the recommendations of Taskforce Flaxton. Our immediate priorities towards achieving a mature, corruption-resistant culture are to:

- commence implementation of a new organisational structure to provide key leadership to address the corruption and operational risks identified by Taskforce Flaxton;
- centralise key functions within the QCS Organisational Capability Division to remove duplication, increase accountability, facilitate greater control over performance, improve consistency and increase capability for continual improvement;
- commence implementing a robust Integrity and Professional Services Command that promotes disciplined ethical behaviour and professional practice through deterrence, education and system improvements, a thorough investigative process, and an organisational-wide cultural change program;
- commence work on the amendments required to the *Corrective Services Act 2006* to assist QCS to execute its duties to address corruption within the organisation; and
- continue work on the implementation of an independent inspectorate for places of detention to provide transparency and accountability, and to build public confidence.

Achieving these priorities will provide a solid base for building a mature and corruption-resistant culture, which is essential for QCS continuing to transform into a top tier public safety agency.

We are committed to working closely with other government agencies and our stakeholders to achieve the best outcomes, and above all else, keep communities safe.

A handwritten signature in black ink, appearing to read 'Mark Ryan', with a long horizontal stroke extending to the right.

The Honourable Mark Ryan MP
**Minister for Police and
Minister for Corrective Services**



Response to Taskforce Flaxton recommendations

This table provides a line-by-line response to the specific recommendations made by the Crime and Corruption Commission's Taskforce Flaxton, Final Report.

No.	Recommendation	Response
1	<p>That QCS:</p> <ul style="list-style-type: none"> (a) develop a comprehensive measurement strategy to assess the performance of its anti-corruption strategy (b) incorporate anti-corruption performance reporting into appropriate governance committees to ensure appropriate oversight (c) publicly report anti-corruption performance outcomes. 	<p>Supported</p> <p>The Queensland Government will develop an anti-corruption strategy that includes performance measures that are publicly reported.</p>
2	<p>That QCS revise the way it measures the performance of prisons. The performance framework should:</p> <ul style="list-style-type: none"> (a) use consistent performance standards and a consistent performance measurement approach across all Queensland prisons (b) include all appropriate cost, input, output, and outcome key performance indicators (including integrity measures and data quality measures) (c) include strategies to improve data availability and data quality (d) provide greater public access to performance indicators and performance reports. 	<p>Supported</p> <p>The Queensland Government will implement a performance framework for Queensland prisons, which holds prisons to consistent standards. Public reporting will be a key focus of the framework.</p>
3	<p>That QCS review its risk management framework to improve the identification, management and oversight of corruption risk.</p>	<p>Supported</p> <p>The Queensland Government will review its risk management framework to ensure a specific focus on corruption risk.</p>
4	<p>That QCS review its organisational structure to:</p> <ul style="list-style-type: none"> (a) support the delivery of its ten year strategy (b) provide greater role and function clarity (including span of control, reporting lines, delegations and authorisations, employee performance management) (c) be sufficiently agile to accommodate future changes in the agency's strategy (d) improve standards, drive performance and deliver efficiencies (e) promote internal communication. 	<p>Supported</p> <p>The Queensland Government will progressively implement an enhanced organisational structure for QCS.</p>
5	<p>That, at a minimum, the following functions be centrally controlled and services delivered in line with Service Level Standards:</p> <ul style="list-style-type: none"> (a) human resources, including the QCS Academy, workforce planning and talent management and rostering 	<p>Supported-in-principle</p> <p>Following the full implementation of the enhanced organisational structure for QCS, the recommended functions will be centralised.</p>

	<p>(b) finance, including contract management and procurement</p> <p>(c) information technology and digital services</p> <p>(d) facilities and assets</p> <p>(e) ethical standards</p> <p>(f) intelligence.</p>	
6	<p>That:</p> <p>(a) QCS establish an organisational-wide cultural change program to assess current culture, create a shared vision of the ideal culture, develop and implement initiatives to support cultural change, and monitor and report on the implementation of initiatives and cultural change</p> <p>(b) the organisational-wide cultural change program be monitored by the QCS Board of Management to ensure alignment of culture, strategic intent and performance priorities, and to ensure the program is adequately resourced.</p>	<p>Supported</p> <p>The Queensland Government develop and implement an organisational-wide cultural change program.</p>
7	<p>That:</p> <p>(a) QCS, as contract manager on behalf of the State of Queensland, and private prison providers agree and implement a universal set of culture indicators</p> <p>(b) each prison measure culture on an annual basis and publicly release these findings.</p>	<p>Supported</p> <p>The Queensland Government will implement a performance management framework that will include consistent culture indicators for all correctional centres. Public reporting will be a key element of this framework.</p>
8	<p>That QCS:</p> <p>(a) commission an independent capability review to assess the agency's capability to efficiently and effectively deliver its strategic intent</p> <p>(b) develop strategies to address capability gaps (particularly human resources, information and communication technology, operational performance reporting and ethical standards)</p> <p>(c) monitor strategy development, implementation and outcomes at the QCS Board of Management.</p>	<p>Supported</p> <p>The Queensland Government will commission an independent capability review in 2019, which will guide the development of a capability blueprint.</p>
9	<p>That QCS:</p> <p>(a) establish a centralised function responsible for policy and practice management throughout the agency to promote performance standards and consistency</p> <p>(b) review Custodial Operations Practice Directives and local instructions to improve clarity and consistency.</p>	<p>Supported</p> <p>Following the full implementation of the enhanced organisational structure for QCS, the recommended functions will be centralised.</p>
10	<p>That:</p> <p>(a) Queensland Health implement the recommendations of the Offender Health Services Review Final Report</p> <p>(b) QCS support the implementation of the</p>	<p>Supported</p> <p>The Queensland Government supports the Offender Health Services Review Final Report and recommendations. QCS</p>

	<p>recommendations of the Offender Health Services Review Final Report</p> <p>(c) QCS and Queensland Health jointly identify aspects of the QCS operating model (systems, policies and practices) that undermine the delivery of prisoner health services and QCS, where feasible, change systems, policies or practices to facilitate better prisoner health outcomes.</p>	<p>and Queensland Health will work together to implement the recommendations.</p>
11	<p>That QCS develop an agency-specific Code of Practice to complement the Code of Conduct.</p>	<p>Supported</p> <p>The Queensland Government will commence work to develop an agency-specific Standard of Practice to complement the Code of Conduct.</p>
12	<p>That QCS:</p> <p>(a) include QCS values in human resource policy and practice (including recruitment and selection and performance management)</p> <p>(b) review recruitment and selection policy and practice to ensure they are meritorious and transparent</p> <p>(c) strengthen pre-employment screening, vetting and probity processes.</p>	<p>Supported</p> <p>The Queensland Government will undertake a comprehensive review of human resource policy, procedures and practices. Recruitment, including pre-employment screening, vetting and probity processes will be a key focus of this review.</p>
13	<p>That QCS develop and implement a formal first year correctional officer graduate program to minimise early exposure to higher-risk environments and provide greater support, training and oversight during initial operational placement.</p>	<p>Supported-in-principle</p> <p>As part of the comprehensive review of human resources as per Recommendation 12, the Queensland Government will consider the implementation of a formal first year correctional officer graduate program.</p>
14	<p>That QCS review mandatory refresher training to include training that responds to the needs of the prisoner cohort and targets high-risk corruption areas.</p>	<p>Supported</p> <p>The Queensland Government will review the existing training program for custodial staff and commence work to enhance the training where required to address high-risk corruption areas.</p>
15	<p>That QCS develop a staff rotation policy to reduce corruption risk, promote professional development and enhance performance.</p>	<p>Supported-in-principle</p> <p>As part of the comprehensive review of human resources as per Recommendation 12, the Queensland Government will consider a staff rotation policy.</p>

16	<p>That QCS:</p> <ul style="list-style-type: none"> (a) establish overtime policies and procedures to reduce opportunities for manipulation (b) review the staffing model in prisons to provide greater flexibility, reduce the need for overtime and support the recommendations proposed in this report (c) establish performance standards for overtime and include overtime as a key performance indicator for prison performance. 	<p>Supported</p> <p>The Queensland Government will consider overtime policies and procedures, along with a staffing model as part of the comprehensive review of human resources in line with Recommendation 12.</p>
17	<p>That QCS:</p> <ul style="list-style-type: none"> (a) implement an agency-wide, electronic system to record conflicts of interest and management action (b) develop and implement a declarable association policy. 	<p>Supported</p> <p>The Queensland Government will implement a declarable association policy and an agency-wide, electronic system to record conflicts of interest and management action.</p>
18	<p>That the <i>Corrective Services Act 2006</i> be amended to permit an appropriate QCS delegate to direct a person (other than a prisoner) at or entering a prison to submit to a prescribed alcohol/drug test.</p>	<p>Supported</p> <p>The Queensland Government supports amending the <i>Corrective Services Act 2006</i> to permit an appropriate QCS delegate to direct a person (other than a prisoner) at or entering a prison to submit to a prescribed alcohol/drug test.</p>
19	<p>That QCS develop an integrity testing regime to identify and strengthen deficient systems and processes, and support the investigation of people suspected of engaging in corrupt conduct.</p>	<p>Supported-in-principle</p> <p>As part of the legislative amendment in Recommendation 18, the development of an integrity testing regime will be considered.</p>
20	<p>That the <i>Corrective Services Act 2006</i> be amended to grant broader powers to search staff working in prisons.</p>	<p>Supported</p> <p>The Queensland Government supports amending the <i>Corrective Services Act 2006</i> to grant broader powers to search staff working in prisons.</p>
21	<p>That QCS establish a dedicated human source unit and review its human source management policy and process to comply with contemporary practice standards.</p>	<p>Supported-in-principle</p> <p>The Queensland Government supports the review of policies and procedures to comply with contemporary practice standards and will consider establishing a dedicated human source unit</p>
22	<p>That QCS review property and exhibit management policies and practices to decrease corruption risk,</p>	<p>Supported</p>

	improve evidentiary value and align with modern standards.	The Queensland Government will review property and exhibit management policies and practices.
23	That QCS: (a) review closed circuit television coverage to reduce high-risk blind spots (b) replace outdated closed circuit television technology to ensure all cameras have the ability to record video footage.	Supported The Queensland Government will undertake a review of closed circuit television coverage and technology and progressively replace outdated CCTV through planned capital upgrades.
24	That QCS: (a) increase the number of body worn cameras used in Queensland prisons (b) revise the body worn camera policy to clearly state when activation is mandatory.	Supported-in-principle The Queensland Government will explore options to progressively roll out additional body worn cameras supported by a revised policy.
25	That QCS increase video conference capacity in prisons to reduce the need to transport prisoners to court and health services.	Supported-in-principle The Queensland Government will explore increasing video conferencing in correctional centres.
26	That QCS implement an electronic mail process to decrease the volume of mail entering prisons via the postal service.	Supported-in-principle The Queensland Government will explore options to increase electronic communication with prisoners, including electronic mail.
27	That QCS: (a) replace the Integrated Offender Management System with a system that meets recognised information management and security standards (b) in the interim, and with priority, implement "remediation strategies" to reduce the risk that prisoner information can be inappropriately accessed and released (c) identify information management as a strategic risk.	Supported-in-principle The Queensland Government will identify appropriate IT systems to meet operational requirements.
28	That QCS: (a) establish an agency-specific Public Interest Disclosure policy and process (b) review the processes and supports available to witnesses and disclosures who are employees (c) improve complaints management processes (consistent with the recommendations made by the Queensland Ombudsman in 2016).	Supported The Queensland Government will implement a robust Integrity and Professional Standards Command, which will be responsible for developing the required policies and practices outlined in this recommendation.

29	<p>That QCS review prisoner complaint processes to:</p> <ul style="list-style-type: none"> (a) improve prisoner understanding of complaint processes (b) increase prisoner confidence in the process (with specific objectives of providing confidentiality and reducing the fear of reprisal) (c) provide greater consistency across prisons. 	<p>Supported</p> <p>The Integrity and Professional Standards Command will be responsible for reviewing and enhancing prisoner complaint processes.</p>
30	<p>That QCS:</p> <ul style="list-style-type: none"> (a) broaden the remit of the Ethical Standards Unit to provide the following functions: prevention and early intervention, professional standards, integrity policy framework, complaints management, investigation, discipline system, witness support, critical incidents, covert operations, and risk management (b) review the resources, capabilities, systems and processes required to deliver this broader remit (c) implement a staffing model that reduces the risk that staff working in the Ethical Standards Unit will be captured by those who seek to influence the proper delivery of its functions (d) review the discipline process to improve timeliness and provide greater consistency for decisions (e) establish a discipline unit, reporting to the QCS Commissioner and independent from the Ethical Standards Unit, to deal with discipline matters and develop sanction matrices. 	<p>Supported</p> <p>The Queensland Government will broaden the remit of the Ethical Standards Unit through the implementation of the Integrity and Professional Standards Command.</p>
31	<p>That QCS:</p> <ul style="list-style-type: none"> (a) establish, within the Ethical Standards Unit, dedicated intelligence staff to focus on staff corruption and integrity (b) align methodologies, systems and processes used to support the intelligence function with contemporary practice standards (c) centralise the intelligence function (see also Recommendation 5(f)) (d) review policies, systems and processes to appropriately secure intelligence information (e) review the intelligence establishment and rostering model to provide an increased level of service to prisons. 	<p>Supported</p> <p>The Queensland Government will implement a dedicated and centralised intelligence function as part of the Integrity and Professional Standards Command.</p>
32	<p>That QCS and Queensland Police Service (QPS) collaboratively review the service delivery model used to investigate criminal offences in prisons. The revised model should:</p> <ul style="list-style-type: none"> (a) adequately describe the role and function of the Corrective Services Investigation Unit to assist in performance reporting and review (b) ensure that only appropriate incidents are referred to the QPS for investigation 	<p>Supported</p> <p>The Queensland Government will review the service delivery model used to investigate criminal offences in prison in collaboration with the QPS.</p>

	<p>(c) ensure that matters are assessed, investigated and resolved in a timely manner</p> <p>(d) maximise information sharing between QPS and QCS</p> <p>(e) reduce corruption risk for QPS investigators working in prisons</p> <p>(f) facilitate the use of innovative investigative methods.</p>	
33	<p>The CCC recommends:</p> <p>(a) the establishment of a properly resourced Independent Inspectorate of Prisons</p> <p>(b) the development of nationally consistent inspection standards, cycles, methods and reporting templates</p> <p>(c) inspection reports be made publicly available.</p>	<p>Supported</p> <p>The Queensland Government will implement an Independent Inspectorate in line with implementation of the Optional Protocol to the Convention Against Torture (OPCAT).</p>