

PART E

THE RECRUITMENT AND TRAINING, DEVELOPMENT AND PROMOTION OF STAFF

IN THE PUBLIC INTEREST WHAT CHANGES, IF ANY, SHOULD BE MADE IN THE ORGANISATION, ADMINISTRATION AND OPERATION OF THE QUEENSLAND PRISON SYSTEM, INCLUDING *INTER ALIA*, CHANGES IN RELATION TO THE RECRUITMENT, TRAINING, DEVELOPMENT AND PROMOTION OF PRISON OFFICERS INCLUDING:

- their terms of employment;
- the provision of support services;
- the integration of non-uniform staff (welfare officers, psychologists etc.) with uniform staff into a single professional custodial service;
- the special needs of Prison Officers' families;
- the rights, responsibilities and accountability of Prison Officers;
- grievance procedures for Prison Officers;
- the adequacy of staffing levels.

21. THE IMPORTANCE OF THE HUMAN RESOURCES

In many ways, this is the most important part of my report. Any organisation can only be as good as the people it employs, and as good as they allow it to be.

The Queensland Prison Service's Budget for Staff Training in 1987-88 was only \$85,000. This includes the running of the Staff Training College, plus the cost of providing courses. In my Interim Report, I said:

"... The budget of \$85,000 for this essential task is a farce, and nothing short of scandalous."

The Probation and Parole Service's Budget for staff training in the same period was \$13,000 of which only \$2,000 was utilised, the balance going to salaries because of shortages.

This casual attitude to the development of staff must cease. I have before me the evidence of inadequate budgeting for training, failure to adequately develop staff or management, poor industrial relations record, overstaffing in some places, knowledge of corruption in the system which is not acted upon, failure to dismiss staff who are obviously a burden on the system. The Q.C.S.C. needs to be very much better in its management of staff.

In this section I discuss:

- how the organisation should acquire the skills and people needed for a modern system of corrective services;
- how they should be trained and developed so they can grow with their job;
- the duties of the Q.C.S.C. as an employer;
- the responsibilities the organisation and the community should expect of the employees of the Q.C.S.C.;
- the obligations that derive from acceptance of a position in the Queensland Corrective Services Commission.

The Q.C.S.C. should be more flexible and provide a far more efficient and dynamic operation. It should also be a better employer, more caring of its staff and provide a better and more fulfilling place to work.

The Q.C.S.C. must place emphasis upon:

- the recruitment of suitable staff;
- their proper training;
- an on-going assessment of their performance.

All staff recruited must be on probation for a period, and only upon successful completion of their training and successful completion of a probation period should they then be offered appointment by the Commission. The work of prison officers is, at times, dangerous. It is an essential service, and unsuitable people, at the moment, are not weeded out. Such unsuitable officers pose a danger to their fellow officers and to the security of the prison. The Commission must be prepared to utilise the right to dismiss staff when circumstances warrant.

With the establishment of the Q.C.S.C. all employees in the Prisons Service and the Queensland Probation and Parole Service will transfer their employment to the Commission. I speak in this section, therefore, of prison officers, senior management of the Department, those who manage the prisons, program staff such as Welfare Officers and Education Officers, the administration staff, and also, of course, the Probation and Parole Service staff. However, the majority of this section of the report is directed to the area of major concern—the prison system.

22. CORRUPTION AMONGST STAFF

Basically, our corrective services are staffed by committed and caring people. The prison officers have wives and children to go home to the same as almost everyone else. The Probation and Parole Officers are also caring people with degrees in the behavioural sciences. They too have a strong commitment to working with people.

My comments about the people in the service in my Interim Report were:

"... I want to lay to rest the view sometimes implied in the media that the correctional services of this State are staffed by brutal people perpetually assaulting prisoners.

I have met a great many of the staff of the Probation and Parole Service. They are obviously qualified and dedicated professionals. Similarly, the vast majority of prison officers that I and my Committee have come into contact with, are dedicated and caring people doing a difficult task with scant support and understanding from the society which place offenders in their care.

I am not naive. In a prison environment I am in no doubt that on occasions excessive force is used by staff and that some staff lack the qualities necessary for the job. Nevertheless, despite my raising the issue of assaults and bashings publicly, the submissions received from prisoners and people now released from prison as well as many discussions with prisoners, staff, doctors, welfare workers, psychologists and others who are involved daily inside prisons indicate this type of occurrence is largely a thing of the past except in the period following an eruption of unrest, riot or disturbance within the prison. In these situations under-equipped, and undertrained officers may sometimes react unprofessionally through provocation and fear and at times in self defence. However, what is of major concern to the majority of prisoners is violence inflicted by other prisoners and "attitudes" and deficiencies in the system rather than physical abuse from staff."

(Interim Report: Commission of Review in to Corrective Services)

While I am satisfied the majority of prison officers are honest, and committed to the job they perform, it would be naive of anyone to believe there was no corruption, or potential for corruption, in the service. The question of corruption was not specifically in my Terms of Reference, but as I explored the problems of the management of the system, a picture of corruption in the system built up that I could not ignore.

I have in the earlier part of this Report on the management of security, commented on the issue of corruption. In that section I recommended the establishment of an Internal Investigation Unit. I feel it is necessary, however, in a part of the Report devoted to issues such as "rights", "responsibilities" and "grievance procedures", to comment in more detail about the problem of corruption amongst staff.

The Commission of Review has received allegations of corruption in the system. I have been told of cases where prison officers were not prosecuted for offences relating to their jobs. Officers have resigned before prosecutions proceeded in some cases and, in other instances, officers are believed to have had corrupt dealings with prisoners, but because of lack of resources to gather evidence, or matters being "brushed under the carpet" at higher levels, prosecutions did not proceed. I have been told of officers who have brought drugs into the system. There is the case of the dentist who was charged recently with bringing in contraband. This is alleged to have been common knowledge and continued for years before action eventually was taken. I was shown the gun that was found in Brisbane Prison recently. I was told this was smuggled in by an officer. I was totally appalled to think that staff have to go to work alongside fellow officers who are so rotten as to put the life of their work mates at risk.

Rumours alleging involvement of individual officers with prisoners in suspicious circumstances, surface regularly. I have had eminently respectable members of the community and church groups who work with prisoners come in to see me to tell of instances of corruption they have heard. The cases put to me have been of a serious nature. My informants have expressed relief at having been able to tell someone outside the system of what they know and have heard.

One officer who came to see me alleged he had seen a drug transfer between prisoners and an officer. He said the information was reported but no action was taken.

The Commission has received telephone calls from staff seeking indemnity and confidentiality in exchange for information about corruption.

Some serving officers are known to have connections with prisoners. It is inferred in several submissions that with some staff, favours could be purchased for homosexual acts. We have allegations that female prisoners can purchase privileges in some circumstances with sexual favours.

It is also inferred from several submissions that peace is bought in the gaols by deliberately placing young boys with known homosexual heavies. This may be less a matter of corruption than management.

The Commission of Review also received submissions from prisoners claiming that they are often informed that parole can be given or jeopardised on the basis of co-operation or lack of it with police and prison authorities including "setting up other prisoners". However, I could find no evidence to suggest that the Parole Board is capable of manipulation in this fashion and I do not accept those allegations, but they are widely believed amongst prisoners.

Clearly, not all allegations have been strong and much of what prisoners say is often devious and designed to cause mischief. But the nature of prisoners is changing. We are seeing increasing numbers of people imprisoned for crimes associated with drugs. Some of them are sophisticated, intelligent, educated and have access to outside resources, including large amounts of money. Criminals experienced in southern prisons are now entering the Queensland system. Prisoners in these circumstances have the opportunity to "shop around" amongst prison officers, in a bid to entrap an individual officer into their activities.

All this creates the potential to have a situation develop similar to that in the New South Wales prisons, where corruption and organised crime bit deeply into the prison system in serious proportions and it reached into the highest levels of Government.

The Commission has sought and received briefings also from the Queensland Bureau of Criminal Intelligence and the Australian Bureau of Criminal Intelligence and the New South Wales Police and the New South Wales Internal Investigation Unit. We have sought a specific briefing from security staff of the Comptroller-General's Office and the prisons. The briefings I received and the evidence before me, all have led me to the conclusion that corruption in the Prison system needs attention.

There appears to be corruption amongst individual prison officers up to at least the level of Chief Prison Officer. Drugs in prison, perhaps some escapes and weapons in the prison are indicative of more than simple mismanagement of security. This growing, but still hidden picture of what, at best, is mismanagement, and at worst, appears to be a rot entrenched in the system, has given me great concern. Inevitably, my path has crossed the tracks of the Fitzgerald Inquiry and I have had discussions with the Commissioner of that Inquiry, Mr Tony Fitzgerald, Q.C.

I will not, as Commissioner for the Review into the Queensland Prison System, make recommendations which result in the Queensland Corrective Services Commission inheriting serious problems of corruption.

Earlier in this Report I recommended the establishment of an Internal Investigation Unit to tackle the problem head on. I have discussed this with Mr Tony Fitzgerald. He has debated the ability to find suitable staff in a system to head up such a Unit. However, I am firmly convinced that the Q.C.S.C. should not start off on the wrong foot. Corruption is not to be tolerated. We need to clean it up so the Q.C.S.C. can start with a clean slate. I have written to the Minister and Mr Tony Fitzgerald confidentially, advising them of my concerns. I know that action has been planned and will be taken.

Staff need to be confident in the honesty and reliability of their fellow officers and their leaders. They must themselves be of the highest integrity. We need an immediate clamp on any corruption. We need to clean up the years of neglect of the system. Corruption can grow where it is not weeded out ruthlessly. The Q.C.S.C. must have a policy of vigorous investigation of allegations, and rapid and unhesitating attack on any substantiated corruption.

23. RECRUITMENT OF STAFF

23.1 Recruitment of Prison Officers

In this section I will discuss:

- how to recruit the type of staff the organisation needs;
- the recruitment for the new prisons; and
- the evaluation of applicants.

The concerns I need to address in this part of the Report relate to the ability of the Department to recruit well. Specifically, I need to consider:

- the need to recruit several hundred staff in a very short period for the new prisons;
- the seeming inability of the Department to weed out people who prove to be unsuitable;
- the number of corrupt staff who have slipped through the recruitment net and not been rooted out of the system;
- the benefits from upgrading recruitment selection processes; and
- the extent to which recruitment should be decentralised.

I am not satisfied that in all cases the Prisons Service has recruited to the high standard necessary. I have been told that a prison officer is a career for which it is difficult to recruit. This should change. The job is responsible, well paid, involves working with people. It must be sold this way. The organisation needs to make a new effort in this regard.

23.2 Recruitment and Staffing of the New Prisons

The building of three new prisons and their opening is a major task. Opening three new prisons in such a short space of time does not strike me as being particularly wise. All I can do as the Commissioner of Review is satisfy myself the process is being managed as well as possible in the circumstances.

I have had some reservations about the way in which the Department is going about the recruitment and training of staff for them. My concern was intuitive; but based on my own experiences of recruiting, training and opening company operations I have been involved with, I felt that the training was going to take longer than was really necessary. I felt that it was going to cost substantially more than would have been required by private enterprise in opening a complex facility.

Rather than to try and tackle the problem of working out schedules for myself with the limited resources and time available to the Commission I felt I should seek the advice of acknowledged experts in the field of security operations and training as consultants to the Commission of Review. I asked Wormald Security, a company which is pre-eminent in its field of security operations if they could advise who might be capable of advising me on a consultancy basis. To my delight and surprise the Company offered to undertake the task themselves at no charge. I took up their offer but insisted they accept a small fee to cover direct outlays.

The Queensland Manager, Mr Allan Wilson and Mr Jim Planincic, State Operations Manager of Wormald Security, personally carried out the project themselves. They said they would separate their company's commercial interests from any advice they gave. Their Consultancy Report which is attached to this final report shows how professionally they did the task. It was carried out in a spirit of public interest.

One of the great pleasures of working on this Review has been the totally unexpected way individuals and organisations have committed themselves to its success. Wormald Security is one of this group. I should also add that after discussing their recommendations with staff of the Prisons Department a change in recruiting and training was agreed and there are possible savings to the Department this year of hundreds of thousands of dollars.

Following submission of Wormald's Report, I had round table discussions with Mr Wilson and Mr Planincic from Wormald, Mr Peter Jones, the Under Secretary of the Department, Mr Alec Lobban, the Comptroller-General, and his staff involved in recruitment and staff operations for the new prisons, together with my Secretariat. We are now agreed on a significant number of points contained in the Report.

First, we are agreed the task of opening the prisons is a substantial one. Wormald says the magnitude of the task is underestimated. The Prisons staff say they are aware of the magnitude of the problems they face but can do little about it:

"Staff in the Prison Service have been and are vitally aware of the magnitude and complexity involved in opening three new prisons over a six month period (January—July 1989).

"Given the political and economic restraints, and coupled with a chronic staff shortage, planning and submissions are acknowledged to be sub-standard, and not to a level desired by the involved staff. On-going planning is further hindered by a lack of clarification concerning the new prisons budget, project opening dates.

"Since February 1988, the new prisons project team has had the following resources:

- one full-time manager;
- 1/2-time Deputy Super, specifically addressing development of program delivery—ceased in late July;
- a total of 30 weeks from trainees as part of the management development program. These placements resulted in work of a variable, but generally good quality and required a high level of attention and supervision.
- Since early August, one Deputy Super (full-time) addressing operational details, and one trainee (part-time) who liaises between the project team and the Staff Training College.

"Because of budgetary constraints, it was, and is impossible to second interested staff from existing prisons, thus also missing a good training opportunity for officers, as well as extra hands.

"Instead of a managing and co-ordinating role, the project team has become too involved in content areas to the detriment of strategic planning."

(Response to Wormald's Report by Comptroller-General's Office)

In response it was agreed by the Under Secretary that senior managers for the first two prisons should be appointed immediately to assist with the planning and recruitment. There are very obvious advantages of having them involved early:

- they get to know what is involved;
- they will bring to the project the experience of practising prison managers;
- it will break down the "ivory tower" which may be creeping in to the project; and
- they will add much needed staff to the planning team.

Second, we agreed that the merit of appointing the staff of the new prisons to take up duty on 16th January, rather than in mid December. This would:

- enable the staff to commence their training actually at the prison on hand over;
- provide staff undergoing training with the feel of the real institution;
- many "bugs can be ironed out" in a friendly environment with a gradual start-up;
- the problems of finding a suitable training venue would be solved;
- there would be very considerable cost-savings and efficiency gains from avoiding the disruption of Christmas.

Although the Department will have to recruit a sizeable intake, standards must be high. The assessment of a candidate's suitability to work within corrective services should consist of six steps:

- evaluation of the candidate's educational level, personality, skills, qualifications, experience and motivation;
- an interview in which questions are based on specific, job-oriented criteria;
- a check with previous employers;
- a security check;
- an assessment of the applicant's suitability for work in corrections; and
- a medical examination.

One of the very first appointments of the Q.C.S.C. must be a person suitably qualified to take the responsibility and authority of an Assistant Director, Human Resources Management. This position was described in the organisational structure earlier in this Report. The position is absolutely vital to the future success of the Q.C.S.C. I would expect the Commission to agree to use management consultants to totally overhaul practices in this area of management.

23.3 Skills Evaluation

A service split, as recommended, into Security Services and Supervisory Services requires two quite different sets of skills. Yet, I believe the Department should *initially* recruit solely for the Supervisory Services for two reasons:

- It appears there will always be existing staff who are unable to continue to meet the demands of close, continuous interaction with prisoners. Security service is a suitable

alternative job appropriate for such staff. We cannot continue to burn out staff. Nor do we want more suicides.

- The service is already well staffed with experienced officers who would be ideal in the specialist security role. It appears the skills shortage will probably lie on the supervisory side of the service for the time being.

The Acting Manager, Personnel Branch of the Prisons Department, Ms Jane-Ellen Swann confirmed this in her submission:

"There is a greater demand for multi skilled staff to perform a welfare oriented role as well as provide trade skills and training. In addition, there is need for greater tolerance and support of the range of prisoner services offered, including the educational and community contact courses. The focus on case management of prisoners, classification systems, control of prisoner movement/transfer and options in prisoner discipline are other factors that require understanding and knowledge. Changes to prisoner composition also require greater skills and knowledge, including up to date understanding of medical and drug related aspects and needs of ethnic groups. All of these factors impact on staff requirements and an increase in the professionalisation of the service."

23.4 Psychological Testing

Currently selection is heavily based upon interview. Doubts have been expressed about this.

"The current selection process is heavily focussed upon the interview situation. Unfortunately interviews tend not to be good indicators of the 'real person' and for that reason do not allow for accurate assessment.

Selection processes for other Government Departments and, particularly, private enterprise tend to be more stringent as they at least include graded examinations.

In summary it is seen that the Department's process of selecting staff does not match the standard of staff that they want to employ."

(Submission from B. Winters and P. Gallagher, Staff Training College)

I agree with this assessment. A simple interview might be alright for a job at the corner store, but Corrective Services deals with people's lives. The use of psychological testing as one tool in staff selection process is common in both public and private sector recruitment.

Tests should be capable of assisting to weed out unsuitable applicants before they are placed within the system. This was recommended by Wormalds:

"It does seem unusual that the selection battery does not incorporate a Psychological Test and this may be an area that the Department may well consider in these litigious times."

(Submission from Wormald Security)

Some Departmental staff including qualified psychologists advise that, in their opinion, testing is expensive and no known test produces validated results. Further advice was sought from a consultant psychologist with expertise in testing and assessment. She suggested that the Q.C.S.C. very definitely should carry out such tests in the future. I support that view. Not everyone is suited to work in corrections. It is not just "another job". It requires intelligence and most importantly maturity, patience, a stable personality, honesty and the ability to communicate well. It is not a job for insecure, weak willed people.

23.5 Security Checks

On the evidence put to me by Police and other sources I am of the view that inadequate security checking prior to employment has let some unsuitable people through. I sought advice from the Police Department whether procedures were satisfactory. I have still to be advised in this matter.

23.6 Terminating the Services of Unsatisfactory Recruits

The State should not provide a lifetime employment for unsuitable, corrupt, lazy or incompetent staff just because they happen to have slipped through a recruitment interview. Yet, this seems to be what happens.

Staff at all levels of the organisation had stories to tell about the unwillingness of the Department to act on unsatisfactory staff. I asked for specific examples, and I quote one of them below.

"Please find, as requested, an example of the inadequacies of our selection criteria for new Prison Officers. As I explained to you, I can only comment on areas where I have been personally involved, any further information of other instances should be available from our personnel section . . .

During the period . . . an Induction Course for Trainee Prison Officers was being held at the Staff Training College, Wacol.

During that course I received some information regarding one of the Trainee Prison Officers . . . This information was supplied by the internal security section of Brisbane Prison who received the information from their Police sources.

I must point out that this information . . . was the result of a routine investigation on another matter and was not specifically sought out . . .

The information conveyed to me was, in my view, alarming.

It referred to an extensive criminal history . . . and a conviction which resulted in (him) serving a term of imprisonment of 14 days.

I questioned the authenticity of the information and was assured that it was correct.

I informed our personnel department (verbally at this stage) and I was informed that a thorough security check had been made . . . and minor offences were registered against him.

I expressed my concern regarding the more serious allegations and asked that a further, more intensive security check be made.

I am not able to say whether this was done or not . . .

I am unaware of any action taken . . . and I have concerns in two areas:

1. I feel that the matter was not given the attention it deserved—if only to clear (him) . . .
2. If the allegations are correct, and I believe them to be so (via Police information from New South Wales), then I feel I have in some way been responsible for allowing a person with criminal tendencies into the Service . . .”

(Information supplied)

The Q.C.S.C. will need to be very strict in its dealings with unsatisfactory staff. New staff should be employed on probation for a period of twelve months, and only then be offered employment with the Commission if their performance to that date warrants it. Acceptance into the Service must be upon passing relevant examinations, the demonstration of interpersonal skills, maturity and abilities required by the Q.C.S.C. If at any time during the probationary period of twelve months, a person proves unsuitable then he or she should be advised at once and their employment terminated.

I have discussed this view with the Queensland State Service Union. Like me they agree that the very last thing a professional organisation needs is unsuitable staff. The last thing that is needed by a prison officer is for him to be uncertain of the skills and qualities of the person along side him and upon whom his life, at times, may depend.

RECOMMENDATIONS ARISING FROM THIS SECTION

It is recommended that:

- 54 • Recruitment of general staff for the new Corrections Centres be delayed until early in January to reduce the length of training and some costs;
- Appointments of the senior staff at Centenary Correctional Centre and Lotus Glen be made immediately to assist with planning operations;
- The Q.C.S.C. satisfy itself that security checks on personnel are being properly conducted;
- The position of Assistant Director, Human Resources Management be created and filled quickly by the Q.C.S.C.;
- Psychological screening of all applicants for employment by the Q.C.S.C. be carried out to determine their suitability to make a career in corrections.

24. TRAINING

24.1 The Lack of Training is Scandalous

Police get training. Air hostesses get training. Nurses get training. Corrective Services staff work in a tense and difficult environment, yet they are expected to be competent and professional on less training than a milk man.

Prison Officers are sometimes in difficult and dangerous situations. They deserve to be trained properly and to be able to rely on the skills, knowledge, abilities and training of all fellow officers alongside them. How can they rely on each other if they never train together? It is like picking a side off the streets at random and expecting them to play test football and win. It cannot be done. Staff were needed to form response squads to handle a riot last year. Training in the necessary squad work, riot control and suppression techniques for Queensland's toughest gaol, Boggo Road which has riots fairly regularly, was *one* day in the last twelve months! This is what I call scandalous. Actually it is worse than scandalous. It is dereliction of duty, and abject failure. It is callous gambling with peoples lives. It is foolhardy and demonstrates deep-rooted maladministration and disregard of essential priorities.

The State Service Union said in its submission:

"An on-going in-Service Training Programme is of paramount importance for the career development of a Prison Officer . . . However, on-going training is minimal, except for that training given for promotional exams."

Staff shortages and lack of resources have inhibited Corrective Services from providing anything other than the barest minimum of on-going training for either custodial or community corrections officers. Consequently there is in the prison service a vast pool of staff for whom the only real training has been experience on the job. There is also a lack of appreciation by staff of the importance of training and that it contributes to their own development. A submission from a participant in the current Prison Management Development Program pointed out that problems include lack of resources and:

- failure of individual prison administrations to release nominees for training courses, because of staff shortages and consequent excessive overtime costs;
- lack of motivation of prison staff. Only nine percent nominated for training courses. Training has not been "sold" to staff, while officers who did attend training courses received no recognition for their efforts;
- the geographical isolation of officers in the central and north Queensland prisons."

(Staff Training College)

Another submission said that staff just were not motivated to attend:

"With approximately only 9 percent of all prison staff nominating for training courses, this reflects a general apathy and disinterest in training. Training has never been actively sold to staff and indicates that we need to broaden our training methods so as to reach a greater percentage of Department staff."

(Submission from Brooke Winters)

However, it does not surprise me. Fundamentally, lack of money has been at fault.

Staff say they have applied for training courses but just never get in.

A comparison of training budgets for Australian States is shown in Table 22 below.

Table 22: Training Budgets in Australian States

	Expenditure (4)	Staff Establishment (numbers)	\$/Person
Queensland	85,000	1 288	66
Victoria	598,000	1 485	403
N.S.W.	1,001,900	2 955	339
W.A.	(Separate budget not available)		
S.A.	260,000	1 120	232

Most States tend to put in four and six times the amount per member of staff that Queensland does. The Department faces the ludicrous situation of asking staff to attend training college at their own expenses. I would like to quote from the submission from Peter Rowe, the Acting Principal:

"On-going training is essential if the Department wishes to professionalise its Service. Staff can remain in the system until retirement doing training courses for promotion only. This is

not adequate if the Department wants to develop the level of interpersonal and management skills in its employees. Prison Officers in particular need 3 to 5 days compulsory training in these areas every year.

Overall, staff need to be provided with a wider range of training techniques. Currently training is limited to the Staff Training College and minimal in-prison training. An expansion of the training area is more likely to encourage staff to educate themselves as it would meet the individual's needs in a more effective way. Shift work makes training almost impossible, as does staff shortages. An expansion in training could include:

- Basic and Advanced Correspondence Courses
- Cassette tape courses
- Experiential Training
- Video courses
- Visitations to individual prisons by trainers from Staff Training College to provide 'on-the-job' training."

(Submission by Peter Rowe)

Also:

"I see the Staff Training College as being under-utilised in its training potential."

(Acting Principal, Staff Training College)

I include a table from his submission where he looked at the staffing of the colleges in other States. Queensland has only five full time training staff for well over 1 000 officers.

Table 23: Staff in Training Colleges

	Custodial Staff*	Prisoner Population	Training Staff at Training College
Queensland	1 078	2 323	5
Western Australia	1 089	1 714	13
South Australia	610	848	10
New South Wales	2 450	4 100	10
Victoria	1 152	2 005	20

*Excludes administration management

(Source: Submission from Acting Principal, Staff Training College)

Western Australia, in addition to the thirteen, have an additional ten training staff at each prison.

"In Queensland, the current period in a classroom setting is five weeks, compared to New South Wales (11 weeks), Victoria (12 weeks), Western Australia (12 weeks) and Northern Territory (12 weeks). I do not know what is the right length of time but I consider more research needs to happen in this area."

(Staff College Submission)

"Officers who attend training module courses are not given recognition for attendance or completion of a course. Staff find this particularly frustrating when they attend a course in their own time."

(Submission from Staff Training College)

and

"Courses such as Negotiating Skills, Planning, Problem-Solving and Decision-making, Mid-Management concepts and Time management are not particularly appropriate to the needs of general-run officers. General-run staff however constitute the main proportion of trainees."

and

"The only 'training' currently available for Prison Superintendents is the three day Superintendent's conference which is held annually. "Training" is emphasised here as it is more of

a communication seminar than a specific training session. Superintendents, Deputies and Chief Prison Officers are not given the opportunities to improve or broaden their management skills. Once reaching these levels of authority in prison management, their training needs are virtually forgotten."

and

"H.M. Prison Stuart, Townsville Women's and Rockhampton are unable to attend training courses at the College."

and

"It is not financially feasible for the Department to fly people down for courses and not feasible to pay overtime to cover staff at courses."

In my Interim Report I made major and specific recommendations regarding the funding requirements for Corrective Services. The amounts required were accepted by Cabinet. I said in that Report:

"Staff training has a total budget of \$85,000. It requires at least \$500,000."

This needs to happen first.

24.2 Training Courses and Their Content

There is no strong theme to training. It lacks structure and purpose. It is not well regarded by officers.

The training model I would be looking to would come from the business world. Our enterprises should be run like franchises. We want properly managed Corrections Centres under the control of General Managers:

- with strict guidelines for the quality of operations monitored from central office; and
- with specialised, motivating, task orientated, training modules essential elements in the development of expected high performance standards for all staff.

This model is also applicable to improving the present poor level of management. General Managers need specialist, direct task orientated management training to equip them to operate their Centres. At the moment there is no training in such essential management skills as:

- goal setting and managing by objectives and managing by exception;
- team development and management;
- interview techniques;
- problem solving and decision making, time management;
- public relations and dealing with the media;
- industrial relations and staff counselling;
- financial control—financial planning—setting and monitoring budgets—cost control;
- disciplinary hearings;
- supervising trainers;
- motivating staff;
- crisis and riot control;
- efficient use of professional staff; and
- awards and conditions for staff.

"Hands on" management training needs to be delivered hard and fast to lift the organisation out of its present dismal performance. We've got to ensure our Superintendents become Managers. Superintending is out—Management is in.

According to the Probation and Parole submission, virtually no training is ever given to the community corrections staff:

"A development course for middle managers has been prepared but cannot be implemented because of a shortage of funds."

(Submission from Probation and Parole Service)

Is it any wonder that professionalism suffers and problems continually surface. Whole areas of the basic operations of the human services organisation have been seriously neglected for years.

"It is quite clear training must be carried out at all levels and for all categories of employee. The special nature of prisons, their environment, the potential for conflict of philosophies

(or misinterpretation) and the various disciplines of staff working in the area, dictates a heavy emphasis be placed on Department goals and philosophies.”

(Submission from Queensland Prison Service—A. Lobban)

The organisation needs to:

- provide professional development courses;
- provide opportunities for staff to visit institutions in other States and for senior managers to visit overseas;
- provide sufficient funds so Training Staff can visit establishments around the State;
- develop special training modules for specialist areas of the service, including:
 - search skills,
 - drug detection skills,
 - riot control,
 - computer familiarisation,
 - dog control,
 - monitoring visits, and
 - dealing with difficult and disruptive prisoners.

I could go on and on with this list.

The Q.C.S.C. needs to liaise with tertiary institutions to develop courses appropriate to the psychological, criminological and general management training necessary for staff who work in these areas.

In summary, the Department has lacked the resources to impart the basic skills needed by its workforce and there appears to be uncertainty about the value of some of the training. What training there is, is not well directed to developing the appropriate skills for the workforce and is in most cases, not reflected in the performance of the organisation. In the section below I will discuss some specific training needs.

24.3 Induction

It is important that the Commission impart a strong sense of corporate spirit into its staff—an identity—a sense of belonging—of being part of the team. A basic induction course should provide an introduction to the Commission, its role and objectives, its personnel, its practices, its rules. It should preferably be residential, even for people living close to the training college. Staff from all streams of the service should mix in this induction environment. It would, amongst other things:

- provide an opportunity for each recruit to form linkages with staff across the service;
- provide a wider view of the career that he or she is entering; and
- especially build up a spirit of understanding and co-operation between different arms of the service.

The different functional streams proposed within the Commission will have quite separate training needs. Within each of these streams are specialist areas with specialist skills that need to be imparted. The needs of a graduate psychologist working in the courts advising on sentencing are quite different from that of a correctional officer working in a wing of a prison. My recommendation has been that security services staff should come from experienced officers who have worked with and understand prisoners and their behaviour patterns. Nevertheless, all custodial staff need to have basic training in the security aspects of prison work. They need to know what to look for and what to expect, and how to assist but, I think that a strong emphasis in training of correctional officers must be on how to manage inmates, humanely and securely whilst assisting in the correctional process.

24.4 Security Training

The Security Services of the Q.C.S.C. must be disciplined, independent, professional, incorruptible and prepared to do all that their job entails. They must be totally reliable, know their job, and be able to operate competently without hesitation. This can only be achieved by training and fitness.

- they must train, then
- they must train some more,
- they must train as a team,
- they must train in:
 - search procedures for prisoners and visitors and staff;

- riot control and use of Riot Control Equipment;
- use of weapons;
- gate procedure;
- operation of electronic security;
- armoury work;
- tactical response;
- use of Dogs.

I believe basic introduction to these skills and practices should be provided at the College and, thereafter, regular refresher courses are required. Practices and drills are required at each prison. The Police Force have offered to provide specialised training for Security Staff.

24.5 Training of Professional Staff

In the Probation and Parole Service it is apparent that there is a lack of standardisation regarding techniques and practices. The use of a Manual of Policy and Procedures will solve some of the problems. The other essential component in any truly professional service is training and development. This has been seriously neglected.

24.6 Management Training

I have stressed throughout the Report the dearth of management skills throughout the organisation. Far more than the lack of resources, the lack of good management has contributed to the woes of the system. A constant theme of training for all staff for promotion must be:

- the job skills necessary for the position; and
- the management skills needed to efficiently organise and supervise staff and prisoners.

The Staff Training College should be guiding officers in those directions. We do not necessarily need M.B.A.'s to run the prisons but we do need managers with a very clear understanding of how to run a large and complex organisation. We need to provide the Managers with goal and task orientated skills by way of special training modules. The requirement is for courses such as:

- Identifying your training needs;
- Use of disciplinary measures;
- Interviewing techniques;
- Telling an employee he needs to improve;
- Managing riot control;
- Managing public relations;
- Managing your security manager; and
- Managing your financial controllers.

A major effort needs to be put into developing our Superintendents into General Managers.

24.7 Courses of Accreditation

In the section on private sector operations I explain that an important quality control mechanism on the use of the private sector would be for the Q.C.S.C. to accredit Corrective Services operators and staff. The appropriate part of the organisation to do this is the Staff Training College. It needs to move rapidly to provide valid examinations and testing procedures. It should develop an appropriate charging structure for accreditation courses for private enterprise contractors. Obviously all existing prison officers should receive formal accreditation in recognition of their successful probation in the Queensland Corrective Services Commission and whatever exams they have passed.

Courses should cover such issues as legal and moral responsibility involved in performing duties for the Commission, and basic duties and functions associated with low level security prisoners, such as the Home Detention Programme.

The accreditation process will check criminal records of all persons in private sector involvement with the Commission, to screen out individuals who could be prejudicial to maintaining acceptable standards.

24.8 Decentralisation of Training

In looking at the role of Central Office in recruitment and the Staff College in training, I see an ongoing need for balance between the needs of the organisation as a whole and responsibilities and independence of General Managers and District Managers. If all responsibility for training and

recruitment were placed on Managers, I am sure the organisation would run the risk of cronyism, lack of competition between staff for positions and training that varies from area to area.

The organisation's training and recruitment practices need upgrading now. This can only be achieved rapidly with central control.

In terms of recruitment, Central Office should have responsibility for ensuring professional standards are maintained. Central Office is the only place with the capacity to evaluate and best place the human resources.

Similarly, the staff college is the most efficient place to provide the necessary core of training for staff. The General Managers and District Managers need a budget for training. They need to ensure their staff are made available. Also there needs to be a strong component of on the job training. Obviously the capacity to train at each prison needs to be increased. This does not exist at the moment:

"The ideal situation is that each prison should have a Training Officer, preferably at the Senior Prison Officer level, who is exclusively responsible for training.

The current situation is that only one prison has this situation, viz. Townsville, with the result that Townsville has an excellent record of pushing to conduct courses all the time. In all other prisons the training role is either non-existent or is the part-time responsibility of either a Deputy Superintendent or a general run Officer with the result that training is very much a 'hit and miss' approach.

Ideally every prison should have a full-time Officer responsible for training, preferable at a level below that of Deputy Superintendent."

(Submission from Staff Training College)

I agree. But, the guidelines should come from Central Office.

RECOMMENDATIONS ARISING FROM THIS SECTION

It is recommended that:

- 55 • Adequate finances be directed to the professional development and training of Q.C.S.C. staff as set out in the Recommendations of my Interim Report and accepted by Cabinet;
- Management training be immediately targetted to the senior staff of the Q.C.S.C. with responsibility for Corrections Centres and Community Corrections Districts;
- Specialist and highly specific training courses be provided in the skills required for all staff, but to include such aspects as:
 - search skills,
 - drug detection,
 - dealing with difficult prisoners.
- Security staff receive intensive, specialist training and regular drills;
- The Q.C.S.C. liaise with tertiary institutions to develop courses appropriate to the development of staff in:
 - psychology,
 - criminology, and
 - management
- a major effort needs to be put into training and developing General Managers;
- All correctional staff of the Q.C.S.C. have a common and shared induction training program.
- 56 • The Staff College develop suitable accreditation courses for private sector, part-time and casual employees involved with corrective services.

25. THE TERMS OF EMPLOYMENT

25.1 The Changes Required

Staff of the Queensland Prison Service, and the Queensland Probation and Parole Service are all employed under the Acts administering the Public Service. There are three key employment issues to be managed by the Q.C.S.C.:

- there are the prison officers:
 - who are covered by the Prison Officers Award and are represented by a special section of the Queensland State Service Union in industrial matters;
- there are the clerical administrative staff:
 - who also have their own award, who are also represented in the main by the Queensland State Service Union; and
- there is the "professional" area:
 - which includes nearly all the probation and parole officers and the programs staff in the prisons;
 - they are on a separate salary scale for this strand of the Public Service; and
 - they are represented by a separate Union, the Professional Officers' Association.

My Terms of Reference ask what changes are needed in the public interest in this area. I have already answered this. The change that is needed is to transfer all staff to an "independent" Commission, free from the constraints and restrictions found in the Public Service. The arguments for this were found in my Interim Report. They were accepted by the Government and implementation of this proposal is already under way. Rather than repeat the arguments I will use this Report to develop some of the ideas regarding the detail of how the Q.C.S.C. should work with its employees.

I have also provided details on how the transition to the Commission should be managed.

25.2 Terms and Conditions for Public Servants Transferred to the Commission of Corrective Services

25.2.1 The Options

On the establishment of the Q.C.S.C., all relevant public servants including Prison Officers, Probation and Parole Officers, Administration and Clerical Staff, will transfer their employment to the Q.C.S.C.

There are a number of ways this could be carried out:

- staff could remain public servants and the Commission could operate as a Department, with the Board of the Commission effectively operating as the "Permanent Head":
 - this was proposed by Q.S.S.U. in discussions with me,
 - however, I reject this option as it is *inter alia*, contrary to the concept of an autonomous Commission.
- all public servants not wishing to transfer to the Q.C.S.C. might be redeployed in the Public Service:
 - this has happened in a number of recent privatisation and redundancy cases including Suncorp and the Public Service Board,
 - it is probably the easiest to sell industrially,
 - however, I recommend this option not be followed because the Public Service has little ability to absorb another round of redeployments,
 - also, it is difficult to see how specialist staff such as prison officers and Probation Officers and Diaries Clerks etc. could usefully be redeployed,
 - and anyway, they are needed to operate the system in which they are employed;
- the final alternative is for all relevant public servants to transfer their employment from the Public Service under the Public Service Act to the Q.C.S.C. under the Corrective Services Administration Act without a redeployment option, but with certain protection:
 - this is really the only feasible option and the legislation drafted by the Commission incorporates this approach.

Having discussed the options with the relevant Unions I think it important that this Report set out clearly the changes I am recommending.

25.2.2 *Returning to the Public Service*

Under the existing public service procedures, employees of the Q.C.S.C. will still be able to apply for public service positions. The right to apply for public service positions exists for any person.

From the wide spread discussions I have had with staff at all levels, there appears to be good acceptance of the Commission. I think they now understand the Q.C.S.C. is going to provide an enormous opportunity for professional development. The concerns that have come to me have been almost without exception from the ranks of the Administrative and Clerical Officers. They have argued that they are "career public servants" facing a lifetime of employment and promotion in the public service, that they joined the public service and not a commission. However, I think they need not be concerned.

Following discussions with the Queensland State Service Union and the Professional Officers Association I have drafted the legislation to ensure staff transferred to the Q.C.S.C. can apply for transfer or promotion back into the public service without penalties. If they do transfer, under the terms of the proposed Act, such things as accrued long service leave, sick leave, seniority, recreation leave etc. will carry back to the public service as though they had never left. The Act provides for this to continue for a period of five years.

Moreover, I agreed with the Q.S.S.U. suggestion that a Task Force should be set up between the Union and the Commission to assist any person seek a suitable placement.

25.2.3 *Retention of Present Conditions and Rights*

I want the Q.C.S.C. to start off on the right foot. The very last thing needed is a major confrontation with its staff and the Unions that represent them. I have made particularly sure the Unions have been aware of the direction I have been taking and in those cases where they did not agree with me and argued for a different approach, I have taken special care to consider carefully their reasoning. The Unions have played a constructive and responsible role and have ensured the best interests of their members are at all times considered. I hope the Q.C.S.C. will continue this policy of working closely with and consulting with the Unions.

As a general principle I accept that all personnel transferred to the Q.C.S.C. should retain a package of employment conditions at least equal to what they are entitled to now. It would be stupid and unfair and counterproductive to try and do anything else. The Q.C.S.C. must have a professional, highly trained, hard working enthusiastic and dedicated workforce—not a down trodden, underpaid and half hearted, dispirited mob of ex-public servants.

An essential condition of existing employment conditions is effective tenure. I have drafted the Queensland Corrective Services Bill to retain the present rights for all those employed as public servants before the Commission commences.

However, all new employees after 1st January will be in a different position. They will be employed subject to either an award or where appropriate a contract which excludes tenure. Their position will be solely performance orientated.

At the more senior levels of the Department, all employees will be on contracts. For former public servants a decision not to offer a contract or at some stage a decision not to renew a contract would result in a reversion to the previous status in terms of position classification and salary, albeit still with the Q.C.S.C. For employees of the Q.C.S.C. without prior public service employment, a decision not to renew a contract could result in termination of services.

Thus, for existing public servants the "right to hire and fire" would be restricted to something similar to the new public service act. For employees engaged by the Commission, "hire and fire" would be equivalent to private enterprise.

To this extent, the Q.C.S.C. initially will not be as flexible as it should be. Nevertheless, I am sensitive to the fact that the establishment of the Q.C.S.C. should not suddenly disrupt and make worse off the staff it takes over.

25.3 *A New Award for Correctional Officers*

The Q.C.S.C. will need to become the respondent to the present awards for staff. It needs a little time to settle down before finalizing industrial negotiations for a new award. Terms and conditions of the new award should be negotiated between the Unions and the Q.C.S.C. early in 1989.

The new Corrective Services Award needs to reflect the changes being implemented. It needs to reflect the changes in the roles of Prison Officers to Security Officers and Supervisors, and the change to Correctional Officers.

However, details are best left to the Q.C.S.C. which has responsibility for the performance of the organisation.

25.4 Contracts for Senior Staff

25.4.1 *The Level at Which Contracts Should Apply*

When the Q.C.S.C. commences the Commission should be satisfied to leave all public servants transferred to the Commission upon the existing award basis with the proviso that senior positions be filled on contract.

The Queensland State Service Union submitted to the Commission, and I tend to agree, that positions below the equivalent in the Public Service of I-15 should remain, at the present, on an Award basis. I have no doubt that positions above a I-15 level ought to be on a contract to be developed by the Q.C.S.C. This encompasses the positions of:

- Director-General,
- Deputy Director-General (Corrections),
- Deputy Director-General (Corporate Services),
- Directors for
 - Custodial Corrections, and
 - Community Corrections,
- The positions of the four Assistant Directors in Corporate Services, and
- General Managers in Correctional Centres.

This is very much in line with the proposals contained in the Public Service Management and Employment Act. However, I am now of the view that the Q.C.S.C. needs to reserve the right to employ on contract in the management area in order to guarantee performance. Therefore, contracts for positions designated by the title of "Manager" down to the equivalent of the present I-10 level for future recruits would be desirable.

25.4.2 *Director-General*

I have already recommended to the Minister that the positions of Director-General, Deputy Directors-General, and Directors outlined in my organizational structure be advertised quickly and filled on contract. It would be appropriate for the Implementation Committee to proceed, after legislation is enacted, to carry this out, with final decision on the top five positions to be determined by a Special Committee made up of the Honourable the Minister Mr Russell Cooper, his Under Secretary Mr Peter Jones, and myself as Chairman of the Implementation Committee. This will enable members of the Implementation Committee to apply for the positions.

In many ways, the position of Director-General is akin to that of a Permanent Head in the Queensland Public Service, and a salary at least equivalent to that kind of position would be in order. However, I would add the following comments. First, it is a difficult and very risk-prone area of public administration. By that, I mean that the Corrective Services in this State will be going through a period of very significant change. The Director-General would need to have considerable skills in leadership and management. This is not to say that Permanent Heads in the Queensland Public Service do not have those skills. Rather, I am saying that the business of corrections is not only especially difficult, but that the Director-General will need to manage a period of dramatic change from the way the system has worked. The person will need to be very strong to be able to maintain the pace of change. I will go further than that and say, from what I have read, and been told, very few people ever succeed in such positions to the point where they retire on a pension with the blessings of all. Time and again I have read of cases where the incumbent of a corrective services organization, seeking to implement change, has eventually and inevitably fallen foul of the system. Despite my belief that the Q.C.S.C. will be efficient, and will be capable of avoiding the troubles that have plagued so many systems, nevertheless I am mindful that Governments change, community attitudes regarding corrective services change, sometimes suddenly. Resources and finances may dry up with adverse consequences for the way the organization can run. Riots and escapes are inevitable and the sheer "accident proneness" of the service—inevitably takes its toll. Government's need scapegoats, and often the heads of Corrective Service organisations have been retired under a cloud. We must have the very best management available or this Review will fail. We have to be prepared to pay properly to get the best so we can fix Corrective Services in Queensland once and for all.

In setting an appropriate contract and remuneration for the position of Director-General, all these factors need to be taken into account. The salary, therefore, must be equivalent to that of a high performance orientated organization in the private sector. I believe a salary, capable of attracting

someone with strong management, people and goal-orientated skills is required. Ideally it needs to attract a person knowledgeable in the field of corrections, with public service experience and with a track record in management. Such a person is not easily found. But, remember the old adage—"If you pay peanuts you'll get monkeys."

In looking at a salary I have had discussions with a range of management consultants. I feel that a suitable salary for the Director-General position would need to be somewhat above that of permanent heads. It should be around \$100,000. Some of the Management Consultants I have been seeking advice from suggest I am too conservative in setting the salary at this level. They also have noted that in the Corrective Services field history shows that a Chief Executive runs a higher risk of termination than the permanent head of a Department. Moreover, in a Department, the Minister frequently bears the brunt of the administrative failures. In the Q.C.S.C. the Director-General will and should.

I read with interest the advertisement below which appeared in "*The Weekend Australian*" of August 27th—28th. The salary package being offered by the New South Wales Government for the positions of Director-General and three Deputy Director-Generals within the Department of Corrective Services confirms my own views of the importance of these positions and the high level of management skill required to rehabilitate a system of corrective services. I enclose a copy of that advertisement.

Figure 24: Advertisement for Director-General

DEPARTMENT OF CORRECTIVE SERVICES

Director General

(Package around \$110,000 p.a. negotiable)

and

Deputy Director General

(3 positions)

(Package around \$85,000 p.a. negotiable)

Following recent amendments to the Prisons Act, the Department of Corrective Services will be headed by a Director General responsible for the care, direction, control and management of all prisons and prison complexes in New South Wales and operation of associated community programs.

The Director General will be assisted by three Deputy Directors General.

The Department manages some 30 establishments throughout the State, with a budget of around \$170 million in 1987/88 and staff of some 3000.

Applicants should have experience and proven ability in managing operations of a large organisation and a sound knowledge of current organisational and management practices. An awareness of current correctional issues, practices in prison management and policy formulation is desirable. Tertiary qualifications to be stated.

Appointment: Term not exceeding 5 years with eligibility for reappointment and to contribute to Superannuation.

Inquiries: Mr Noel Day, Acting Director General, Tel: (02) 289 1330.

Applications marked "Confidential" to The Director, Premier's Office, Box 5341, GPO, SYDNEY 2001. Two referees desirable.

Closing date: 16 September, 1988.

However, I believe sufficient suitable applicants will be attracted to this most challenging job at this salary level. Perhaps, the salary level could be reviewed for subsequent Directors-General as new systems become established and the Commission proves itself. Right now, while we're reforming corrections we need a person who can overcome the inertia of the past and build a new organization for the future.

Contracts and remuneration for the other senior positions will flow on from this level.

25.4.3 *General Managers of Prisons*

The position of General Manager is substantially different from that of the existing Superintendent. Its similarity ends in that it is running a prison, and it has responsibilities for uniformed staff. The position of General Manager will be as broad, responsible and complex as the General Manager of a factory or resort enterprise or a large mine in the private sector.

The General Manager of a prison will manage four key executive functions. They are:

- the Manager (Security),
- the Manager (Supervision),
- the Manager of Programs with the following functions:
 - education;
 - chaplaincy;
 - psychology;
 - community corrections unit;
 - industries;
 - work;
 - visiting;
 - case management;
 - activities;
 - counselling; and
- the Manager (Administration and Finance).

The General Manager must manage Managers. I expect each General Manager to be capable of managing a budget, the training of staff, their promotion and career advancement. He or she will be held responsible and accountable for the operations of their establishment. They won't be cosmetic managers—they will have to perform or else.

General Managers will take over many of the functions that are presently bound up in the Head Office of the Prisons Department. If they fail to perform, then the Commission should take swift and effective action. No more passing the buck—no more excuses—no more blaming Head Office. Riots, escapes, maladministration, and such like in a prison will sit squarely with its General Manager. Responsibility, accountability and authority will go hand in hand.

The General Managers of each of the prisons should be appointed on a contract specifying what is expected of them.

A detailed job description needs preparation. At some time early in the new year I would expect the Commission to be in a position to start filling these positions. My assessment of the present Superintendents is that some are capable, with guidance, and training and direction and appropriate supervision of filling these positions properly. Some of the Superintendents I have met are not.

I do not wish to shock the system more than is absolutely necessary. A smooth transition is important. There would be merit, therefore, in filling positions on an acting basis initially, until the Q.C.S.C. and its Board, has a clearer idea of the performance abilities of the staff it inherits. That would be fair.

Those who are successful and are capable of managing the complex responsibilities of the job should be offered contracts as General Managers. A position equivalent to I-15 would be appropriate for those who successfully manage the transition.

25.4.4 *Other Positions*

Many services will, I trust, be provided on a fee for service and contractual nature from people who are, in effect, employed in their own businesses in the private sector. This will be a matter between the Q.C.S.C. and the individual concerned.

25.5 *The Interaction Between Q.C.S.C. Staff and the Private Sector*

The thrust of this Report has been towards efficiency and service delivery. I have provided in the legislation for the Q.C.S.C. to have the authority, the power and the flexibility to use the market to obtain services. It has the choice, of deciding whether it should use its own staff to carry out some of its functions or whether to employ outside agencies. There is a range of options before it. At the lower level, it can employ an education officer or a psychologist on a fee-for-service basis. At the other end of the scale, it has the power to put whole services out to tender by the private sector. I expect that it will tender a number of services which will be of interest to companies. I

expect that in other areas there will be church groups or community groups interested in becoming involved on a fee-for-service basis.

The operational audit bureau, will be an essential component in the monitoring of quality control in all contracted areas. Additional safeguards can be built in by accreditation of personnel.

The Q.C.S.C. should allow only qualified and accredited prison officers to work in the correctional field. Men and women who meet the high standards set by the Q.C.S.C., pass a training and examination schedule set or approved by the Q.C.S.C., and meet other criteria, such as character, behaviour, and freedom from a criminal record could earn qualification and accreditation.

Staff working in private correctional facilities should meet all the criteria for correctional officers laid down by the Q.C.S.C. itself. There should be no bending of standards just because they are employed by a private sector agency. The highest standards are to be demanded at all times. I envisage that the Q.C.S.C., in accrediting any private enterprise staff, will charge for their training to qualify and assessment to be accredited.

The system of accreditation that I am suggesting would have considerable benefits for staff. It will enlarge their career projects and make their training and experience more valuable. Would any accountant like his work opportunities provided only by the Government? Qualified pilots work for a variety of airlines. Qualified and accredited Correctional Officers should be able to work for the private sector. A system of accreditation will provide major career opportunities for staff already employed in Corrective Services in Queensland.

Experienced correctional officers could become a sought after resource in the market place. There will be competition for their services. They will become more professional and their status will undoubtedly rise substantially. This is part of the changes that I envisaged early in this Report when I said that "screws" and "warders" are a thing of the past. So now are "Prison Officers". Such staff will be known as "Correctional Officers" in future.

I see no reason why the Queensland State Service Union should not seek to become the Union to represent all *accredited* correctional officers in Queensland. They may need to look at their charter to provide this coverage, but we are all in a very novel situation—albeit a fluid one—where we need to look at change and innovation to escape from the problems of the past.

Accredited prison officers should have full indemnity from the State in carrying out their duties. I would envisage that all newly qualified officers would have a period on probation. However I see no reason why we would not immediately accredit correctional officers in the employment of the Q.C.S.C. with suitable certification. This would ensure their professionalism and give them the opportunity to move more freely into the private sector if they so desired. A higher level of accreditation could be given for extensive experience or higher rank or both. I would also envisage a system of conditional accreditation. This would apply to officers who worked in specific areas, or undertook specific jobs. Their accreditation and their indemnity would be conditional upon their working in these specified areas.

RECOMMENDATIONS ARISING FROM THIS SECTION

It is recommended that:

- 57 • All public servants employed in the Queensland Prison Service and Queensland Probation and Parole Service transfer their employment to the Q.C.S.C.;
- Staff retain the right to apply for transfer and promotion to specific public service positions with full retention of rights;
- A Union/Q.C.S.C. task force be established to assist the placement of staff who indicate they wish to return to the Public Service;
- Senior staff of the Q.C.S.C. be employed on contracts to be negotiated with the Q.C.S.C.;
- Other staff be employed on a suitable Award to be negotiated by the Unions and the Q.C.S.C.;
- A system of accreditation for private sector Correctional Officers be developed to include State indemnity for such people properly involved in Q.C.S.C. duties.

26. THE PROVISION OF SUPPORT SERVICES

Two headings in my Terms of Reference relate to:

- the need for support for prison officers in the duties they are carrying out, and
- the "special needs of prison officers' families". In many ways, these are one and the same issue.

I had many submissions from prison officers and their wives indicating that the job is a difficult one. The officers bring the stress of this occupation home. I have had discussions and meetings with some wonderful women who are wives of prison officers. They are articulate, caring and concerned women who, for years, have lived with the unique burdens of prison officer husbands in their daily lives; the unpleasant reality of running into released inmates who bear grudges against their husbands; the ever-present feeling of tension and stress that looking after convicted criminals produces in their husbands.

The people of this State seriously underestimate the adverse impact this job has on the lives of ordinary men employed in prisons, their wives and children. And, of course, the same problems occur with the husbands and families of women prison officers.

Let me give you some examples.

The extracts below have been taken at random from many submissions which sought to tell me what was happening. I have not included the names of the people making the submissions. It will be clear why when they are read. They speak of private and troubled relationships.

I spoke to many of the people who made submissions. I asked them in so I could meet with them. I felt it was so important to continue to explore the problem, on a number of occasions where I was unable to speak to some, I asked Secretariat staff to continue working through the issues. Without exception I was impressed with how they cope with such a difficult situation.

"On the occasions that disturbances erupt in a prison, the families of officers only hear of it from the media and begin to worry."

(Statement of Prison Officer's Wife)

"Shift hours are so inconsistent and don't allow the body to adjust sufficiently to needs required to sustain a normal sleeping pattern. As it is not a normal mode of lifestyle, the social aspect is also affected. That is, with friends, relatives and even more importantly, the immediate family.

So two forms of relaxation and rest are dramatically affected. Because of tiredness, irritability usually results, or depression, or even alcoholism as a form of escape.

Our family did experience a high amount of stress related problems which we were able to resolve, but I'm sure this has been the cause of marriage break-ups or very serious alcohol problems."

(Submission from a Prison Officer's Wife.)

"My husband has changed during his service. He is a different person now, and takes it out on his family. He is orally and mentally abusive to us, rude and arrogant and very dominant now.

He drinks and becomes abusive and makes life awful at times, and is irritable. He is a different person since being in the prison service, and many a time I have needed to talk to someone, but haven't as I felt I couldn't go on, under the pressure of his work. He treats us like rubbish."

(Wife of a Prison Officer)

"My husband has become very short-tempered, moody, racist, finds it hard to relax, demands rather than asks. At times he tends to treat the children as inmates rather than children. He expects them to jump to orders and act as adults. He shows very little patience these last few years as compared to days before he started working as an officer."

(Wife of Prison Officer)

"At times a very aggressive side emerges—a side of him that has only emerged during his later years of service."

(Wife of Prison Officer)

"Over the past thirteen years I have seen my husband change from a loving warm person to a depressed and often bad-tempered man. We have been married twenty-eight years. . . . The morale of my husband and his fellow officers has hit an all time low. . . . We try to get away from everything as often as we possibly can, but the depression returns as soon as it is time to return to work again.

It is not surprising that there are so many marriage break-ups as I have been close to leaving my husband twice—the only thing that saved our marriage is the strong love we share.

I know of many other officers' wives who are experiencing the same traumas and to my mind it can only be attributed to the conditions the men are subject to."

(Wife of Prison Officer)

Clearly, this is not a problem to be dismissed lightly. It is an issue I have explored with other people in trying to come to grips with it. In particular, I have the assistance of Mrs Joanne Wright, who worked with the Secretariat in developing a strategy which I am now recommending in this Report. I even spent time looking in the libraries for some advice on the situation, and found a text put out by the American Correctional Association called *Stress Management for Correctional Officers and Their Families*. I would like to quote from that because it seems to be a world-wide problem applying equally in America and in Australia.

"Recent studies of correctional stress indicate that the physical costs of working in corrections are alarmingly high. Correctional officers have an increased likelihood of heart attacks, ulcers, hypertension and other serious illnesses. Their life expectancy is seriously reduced—it has been reported that the average life-span of correctional officers is 59, as opposed to the national average of 75 years.

These studies also hint at the heavy emotional interpersonal costs of correctional stress. Correctional officers themselves can see high rates of alcoholism, suicide and family problems among their fellow officers. These perceptions are verified by reports that the divorce rate for correctional officers is twice the national average. This suggests that many officers become "stress carriers", bringing home with them the types of emotional and interpersonal changes associated with job burn-out that in turn have destructed family relationships."³

This is exactly the kind of situation I have had described to me over and over again, and which is set out in the kinds of quotes that I have included in this Report. The stress problems of officers are in many ways, I believe, related to the problem of the dual role that correctional officers face. I explored this in considerable detail earlier in the Report, and that led to my recommendation for clearer goals, defined duties, and a separation of the force into two separate functional units. I note that, despite the reaction I got from some of the correctional administrators in Queensland regarding these observations, it seems to be recognised as a dilemma in America:

"... Custodial personnel find themselves in a classical double bind situation. On the one hand, they are under pressure to tighten institutional control. This is in response to community pressures for a more custodial and punitive orientation as well as in response to overcrowding and its potentials for violence. At the same time, attempts to tighten control can be jeopardised and thwarted by administrative fears of litigation resulting from inmates' rights or fear of rebellion by inmates in response to too much pressure."

(Stress Management for Correctional Officers)

The Commission will put in place positive structures specifically designed to reduce stress and strengthen the abilities of staff to carry out their tasks. The Q.C.S.C. will:

- provide a new sense of pride in the role of correctional officers in society;
- provide clearer guidance as to what is expected of a correctional officer in their day-to-day duties;
- reduce the level of tension in the prisons;
- free officers from the dilemma of whether they are there for security purposes or correctional purposes;
- try hard to weed out any rotten or corrupt elements in the system or those who cannot be relied upon and who contribute to the work stress of officers who do not know whether they can trust fellow officers;
- provide better management of the system;
- provide up-to-date, clear instructions which will strengthen the officers' knowledge of their duties;
- provide training so that they are better equipped to handle their tasks;
- provide proper equipment and specialist staff for the riots that happen from time to time;
- get the "heavies" away from the normal prison population so that the vast majority of prisoners can get on with "doing their time" in a fair and consistent system with a consequential reduced level of tension in the prisons; and
- produce an image of professionalism and confidence for staff to live up to.

³ Stress Management for Correctional Officers and Their Families: by Dr Frances Cheek, published by the American Correctional Association.

I am confident staff will respond positively to these changes.

Nevertheless, stress and the problems of correctional officers are always going to be with us. Staff are going to continue to work with difficult human beings. I suspect prison officers are dealing with some of the most difficult of "people problems" in trying to cope with human beings confined and deprived of liberty. Officers will continue to have to attend to riots and to be the strict custodians of the high security prisons. Therefore, I need to give careful consideration to putting in place appropriate support mechanisms for those staff who are encountering serious problems in their jobs.

The Queensland Bank Employees Union made a detailed submission which I have referred to in my Interim Report regarding the provision of correctional services to inmates. It was about that time there was a serious bank robbery in which a staff member was injured. The Secretariat staff sought advice from the Bank Employees Union regarding the management of stress and trauma in similar situations to that sometimes encountered by prison officers. They provided detailed advice.

The Union has the co-operation of the employers in providing post-holdup trauma counselling services. In the event of an armed robbery, assault or injury of a bank employee at work, the bank has a specialist counselling service which immediately calls upon the employee.

The Union itself employs its own counsellors and specifically follows up on this initial service by the bank about a week later. I think this is an excellent model to be followed by the Queensland Prison Service. I know of cases of riots where staff have been assaulted, officers have fired weapons during disturbances, and there was virtually no debriefing, no recognition that something out of the ordinary had happened; no recognition that the officers might be under some stress. I strongly recommend that the Commission immediately implement a post-trauma counselling service.

In seeking a suitable approach, I have had discussions with Joanne Wright, recently appointed as Manager, Personnel, in the Brisbane City Council, and a number of specialists in the provision of psychological and welfare counselling services, the Comptroller-General's own Personnel Department, and the Unions. The Union submission summarised what was required and I support what they recommend:

"The stress of a prison officer's position, particularly with the threat of assault, is damaging to an officer's health and general well-being. . . . The Union believes that funding should be provided for a person with the appropriate qualifications, to be located at all prisons. This would enable officers to have ready access to this person, and that the services of this counsellor be made available, not only to the officer, but also to the officer's family.

RECOMMENDATION 7—That a position of Counsellor be established within the Prisons Department or Health Department, and that prison officers and their families be given confidential access to this person."

(Submission from Queensland State Service Union)

I received a very useful and impressive submission from a professional group of consultants in the area of management of personnel counselling, called INTERLOCK. This group receives funding from the Federal Government, but also is employed by a number of major companies to provide specialist counselling services.

I felt the need to pilot this type of programme is urgent. It does not cost much, so I wrote to the Minister immediately recommending he explore with INTERLOCK the provision of a pilot programme in Brisbane Prison. I understand that this is already underway. I expect the Commission to monitor that very closely and develop it to ensure that all employees across the State get a thorough and professional support network that is available to them and their families. There is no reason why this should stop with prison officers, of course. The Probation and Parole Service also has the problem of managing difficult relations. I am told that they give this the name "burn-out".

RECOMMENDATIONS ARISING FROM THIS SECTION

It is recommended that:

- 58 • The Q.C.S.C. recognise that the duties of correctional staff are stressful and as part of the response it develop a service-wide system of employee counselling and post-trauma support.

27. THE INTEGRATION OF NON-UNIFORM STAFF WITH UNIFORM STAFF

I noted in my Interim Report that the Corrective Services of this State were fragmented and divided. The Head Office does not communicate well with the Superintendents, Security Staff are at odds with those seeking a more welfare orientated approach to managing prisoners, the Probation and Parole Service is separated from the Prison Service to the extent that the two main arms of Corrective Services—Community Corrections and Custodial Operations—are really two quite separate organisations.

It looks like an organisation that has torn itself to pieces. The implementation of a Commission and a single Corrective Services Act will provide the strong, unifying theme to Corrective Services which has been lacking. Once and for all, it will be established that the business we are in is not prisons, not probation, not parole, but rather the provision of corrective services. The Commission and the Board will need to put a powerful stamp on the direction being taken, and at last the service should be pulling together.

The system will be integrated and strengthened in that:

- *all* staff dealing with offenders will become correctional officers;
- the service will have a single name:
 - correctional services;
- community corrections units will be working in each correctional centre;
- communications between the custodial operations and the community corrections will be enhanced and established in a proper way;
- a Corrective Services Manual will be issued to staff;
- placement of representatives of the staff from each side of the organization on the Board will provide a common experience and access to policy and management decision-making processes; and
- staff will undertake a considerable amount of training together.

I see no further need to attempt to integrate the diverse elements, professional, custodial, security, management. It will become clear they are working for a common purpose for a common organisation. There will be symbiosis. One and one will become more than two.

28. THE RIGHTS, RESPONSIBILITIES AND ACCOUNTABILITY OF PRISON OFFICERS

28.1 The Issues

Prison officers are one of the specific groups of people who have a particular role in society that demands a special level of responsibility. They have in their trust dangerous, and often violent, people whom the community expects to be securely contained. Prison officers, like Police Officers, do not have the freedom to conduct themselves without consideration of their role and the responsibilities placed upon them.

In this section I want to look at aspects of this role and the obligations and consequences following from it. Prison officers do know what they are entering into when they put on the uniform and join the service. They take on great responsibilities in that they need to deal fairly, with great restraint, with some of the most difficult people anyone ever has to interact with. They have an obligation to the community to carry out their role properly.

It is clear from what I have said earlier in this report that most do try to carry out their job properly. But, there is a small core that is irresponsible and to such staff the terms "rights" and "responsibilities" are meaningless.

28.2 The Rights of Correctional Officers

Correctional officers have rights as do other workers. To an extent, the present Department has not adequately attended to those rights. Officers working in prisons should have:

- the right to work in a clean and pleasant environment;
 - No. 2 Division and the old Maximum Security section of Townsville prison do not meet this requirement;
 - many posts are out in the weather, cold and wet in winter, hot in summer;
- a right to work in a job that is fulfilling;
 - many prison officers have indicated that their jobs are not recognised by the community for the importance it has,
 - they are abused in the press for the job that they do,
 - promotion opportunities are few, and the hours are long and unpleasant, with broken shifts,
 - they do not see themselves to be part of a dynamic organisation with a sense of purpose;
- a right to a safe work environment,
 - they should not have to go to work to be victims of verbal abuse and assaults,
 - they should not be punching bags for the frustrations of prisoners;
- the right to the protection of up-to-date legislation,
 - the present Act is seriously outdated;
- a right to adequate training to do the job expected of them,
 - the training budget is completely inadequate;
- a right to modern, safe equipment when called upon to intervene in riots and disturbances,
 - this is certainly not the case at the moment;
- a right to clear guidelines regarding their duties and responsibilities,
 - with an outdated Act and no manual of policy and procedures, satisfactory guidelines are not available;
- fair Award conditions;
- the right to know how policy is being developed;
- the right to have input into policy and departmental practices;
- a right to have grievances properly heard;
- a right to go to work knowing that their fellow workmates are not going to let them down,
 - this is definitely not the case at the moment,
 - with corruption and lack of fitness and training, not all workmates are reliable.

It is clear from my comments that I do not think all the needs of staff have been met. Hopefully, the Q.C.S.C. will attend to these in a much better way. This Report has debated many of the above

matters under other headings. Suffice to say that words are not enough and management must seek to be consultative with staff and their associations and positive action must be taken, not just talked about.

28.3 Assaults on Staff

I have been concerned about the high level of assaults on staff. Staff do not go to work to be punching bags for prisoners. Prisoners should not be able to work out their frustrations by seriously injuring prison officers. The officers are doing a difficult job on behalf of society and they need all the protection in that job that society can decently provide. Prison officers should have the same basic protection as police. Assaults on staff should be offences against the corrective services legislation and should be capable of being dealt with summarily. I have incorporated appropriate penalties for assaults into the draft Corrective Services Bill.

28.4 The Responsibilities of Prison Officers

Just as officers have rights, they have very great responsibilities. It concerns me that responsibilities have not always been recognised and have not always been exercised.

I stand by my comments in the Interim Report:

"the vast majority of prison officers that I and my Committee have come into contact with are dedicated and caring people doing a difficult task with scant support and understanding from the society which places offenders in their care."

(Interim Report)

But in some areas of "responsibility" I need to make comments.

28.4.1 *Responsibility to Obey the Law*

Somewhat reluctantly I have been forced, by information placed before me, to the conclusion that there is a number of officers who are corrupt. I have made reference to this earlier in the Report. It has a bearing in a very significant way on the rights and responsibilities of prison officers. Corruption undermines the proper functioning of a prison system. It destroys the expectations of society in placing prisoners in the care of correctional officers. I am also concerned that other officers appear to have been prepared to let it continue. I am concerned that the Department has not taken specific action to root it out.

In this part of the Report I only wish to flag that the Q.C.S.C. must be firm in its resolve to stamp out this element that has managed to survive in the prison system.

Similarly, while I have already indicated my belief that assaults on prisoners have not been systematic, again, I must record that in individual cases some officers have behaved illegally in assaulting prisoners. Even when provoked, I would expect professional Correctional Officers to avoid the use of illegal violence. The Police Prison Liaison Unit must vigorously enforce the law in this area, as in all other matters it investigates inside the prison system.

28.4.2 *Responsibilities and Industrial Relations*

The level of industrial unrest amongst prison officers in Queensland is low by Australian Standards. Set out below is the data I have sought from the Comptroller-General's office.

During the calendar year 1985 no strikes occurred although a total of 140 manhours were lost due to two stop work meetings.

In 1986, no time was lost in respect to strikes or stop work meetings.

In 1987, however, a total of 1 602 manhours (200 working days) were lost as a result of a 24 hour strike by officers of Brisbane Prison Complex Male Prison in a dispute over the re-organisation of rosters.

This year alone, however, the situation seems worse. During the Review I saw several strikes take place. These should not have occurred. Full avenues for negotiation had not been explored. The strikes left staff at risk and they left the public at risk. In one particular case, the strike prevented the Commission of Review from properly carrying out its investigations at Townsville Prison. The Review staff was specifically in Townsville to speak with officers and prisoners when the officers withdrew their labour.

I believe the responsibilities of a prison officer to the community, to the inmates in the care of the system, and especially to the senior staff who end up having to man the prison when the staff walk out, are such that any strike action by staff is totally inappropriate and should not occur. Though the level of industrial unrest in Queensland is low, I have read of what was happening in

New South Wales throughout the 1970s, and this represented the height of irresponsibility by those correctional officers.

The Minister has asked me whether I feel that essential services legislation should be extended to cover the situation of prison officers.

I reflected on that in the Interim Report, where I commented on but did not recommend that prisons become an essential service. Since then I have come to realise even more than before, the very essential nature of the prison officer's job. If it was fair enough to declare the electricity industry essential, then surely there can be no argument that prison officers guarding convicted criminals are essential. The results of all the activities of the police and the courts regarding people who have broken the law are all collected in one place, and we have a situation where the custodians of those people act as though they were working in a shipyard. Staff seem to behave as if they can justify walking away from their jobs over relatively minor matters.

I cannot think of anything in the community more essential to its welfare than the guarding of felons and criminals. Certainly prison officers should be regarded as essential in a high security prison. When it gets down to medium security the issues are not quite as clear. When you get to low security, it is obviously not essential. So certainly those officers working in a high security prison ought to be classified as essential. I do not know, though, whether you can classify individuals as essential according to where they work, or whether you should classify all people who work in the service as essential.

Taking the argument to the extreme, if one were to privatize the prisons, a contract would set out terms to operate the prison. I should imagine it would include a covenant in the contract which would clearly state that the company would have to carry out the task for which they were contracted seven days of the week, fifty-two weeks of the year. One could not accept a situation where, for instance, the contractor decided he was not getting enough money, or staff thought it was very uncomfortable working in the rain, so they walked out. In a contract with a corporation to provide Corrective Services, you would specify the essential nature of the service and require continuity of the operation.

As far as corrective services are concerned, I think that covenant applies to publicly employed individuals too. If one is dealing with an employee whose job it is to guard prisoners, and who accepts that role, then you are really in no different position than a policeman, electricity worker, or fire brigade worker. Several years ago there was a code amongst people who are considered to be essential, where they just did not go on strike. During the last few years there has been a cultural change, I suppose, in the way that some people work. There has been a tendency for prison officers to walk out and hand over their jobs to the police. I think that is an abrogation of duties. Prison officers are fairly well paid, and I think part of the reason they are paid well is the essential task that they do. Taking everything into account and comparing it with those essential services already declared, I think that one should say that working within prisons and in community corrections should be regarded as an essential service. If it is actually declared an essential service then there ought to be some trade off for the restrictions it places on the workers. After all, a widely accepted avenue of industrial action is denied them. Similarly Management would need to take great care with the management of its industrial relations. On balance, I am accepting the argument for prisons to be an essential service under Queensland legislation.

RECOMMENDATIONS ARISING FROM THIS SECTION

It is recommended that:

- 59 • Specific offences be incorporated in the Corrective Services Bill to incorporate a summary offence of assaulting a Correctional Officer in the course of his duty with a penalty of up to two years imprisonment and a period of separate confinement, to be heard by a Magistrate.
- 60 • The expression "essential service" in section 3 (1) of the *Essential Services Act 1979* be amended to include "corrective services".

29. ADEQUACY OF STAFFING LEVELS

The Terms of Reference required I look at the matter of staffing levels. The existing organization makes such poor use of its staff resources, is so badly managed, has provided so little staff development and training, that I have difficulty deciding what is really needed. The prison service also incorporates a mixture of old and new institutions with different operating procedures. Emphasis on prison management has changed, which prompted the Queensland State Service Union to state:

"Staffing levels at prison establishments were determined at a time when the major role of a prison officer was custodial, in that prison officers provided direct supervision of groups of prisoners. Over the years the activities that a prisoner may enjoy in a prison have increased with the effect that prisoners are now located in smaller groups, working in diverse areas, but there has been no substantial increase in prison officer personnel to supervise these groups."

(Submission from Queensland State Service Union)

Prison management told me there was a need to increase staffing, but were unable to "make definitive comments without a complete investigation".

I held discussions with Touche Ross who told me some functions of head office could more appropriately be located in prisons. Conversely some important functions that could be done in head office were not being carried out.

Emphasis will need to be placed on staffing at middle management level, both in prisons and community corrections. I do not think changes should be made in the short term, but the Q.C.S.C. will not doubt be in a better position to establish rational staffing levels when it commences operation.

30. GRIEVANCE PROCEDURES FOR PRISON OFFICERS

Corrective Services is a large organisation with many similarities to commercial enterprise, of similar size. However, the Unions have indicated to me a dissatisfaction with the avenues for prison officers to have specific and general problems addressed by management. Communication between Management and the Unions appears strained. This needs to be turned around quickly. No organization can be a success without the co-operation of its staff. I also need to comment that the Q.S.S.U. does not always seem to present a united front. At times it seems fragmented.

The proposed organizational structure includes various levels of management with authority to deal with staff grievances.

As a matter of principle, the Q.C.S.C. should be attentive to its staff. However, I have put in place a mechanism to ensure it is. There are two staff who will be Commissioners of the Q.C.S.C.

The new proposed organisational structure, with emphasis upon responsible and accountable management by General Managers will provide levels of management with authority to deal with staff grievances on a day to day basis and in a timely way.

I also wish the Q.C.S.C. to have a rethink about the way industrial relations are being handled. I have had a Task Force associated with the Commission of Review that has drawn upon my Secretariat, the Prisons Department, M.T.I.A. Consultants, and staff from the Department of Employment and Industrial Affairs. I have instructed them to develop a close working relationship with the Unions and I believe they have demonstrated that a better industrial climate can be achieved.