



## CRIME AND CORRUPTION COMMISSION

### TRANSCRIPT OF INVESTIGATIVE HEARING

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

File No: CO-18-0360

TASKFORCE FLAXTON  
HEARING NO: 18/0003

20 DAY 11 – MONDAY 28 MAY 2018  
(DURATION: 1 HR 16 MINS)

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#### LEGEND

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

PO Mr RICE.

CA Thank you, Mr Commissioner. I call Scott COLLINS.

PO Mr COLLINS, do you prefer an oath or an affirmation?

W An oath.

10 HRO Please take the Bible in your right hand and repeat after me.

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

PC Commissioner, I appear for Mr COLLINS.

PO Thanks, Ms CLOHESSY.

CA Is your name Scott COLLINS?

20 W Yes.

CA Mr COLLINS, are you the General Manager of Woodford Correctional Centre?

W Yes, I am.

CA Did you receive a notice to attend the inquiry?

W Yes, I did.

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

W Yes, it is.

CA I tender that.

PO Exhibit 80.

40 ADMITTED AND MARKED EXHIBIT 80

CA For how long have you been General Manager of Woodford, Mr COLLINS?

W For a total of eight years.

CA How long in QCS overall?

W Thirty-two years in QCS.

50 CA Have you had any other general manager positions apart from Woodford?

W I was General Manager of Statewide Operations for a year; and, before that, two years as Wolston Correctional Centre General Manager; and, before that, Numinbah Correctional Centre General Manager.

CA If we could just find out a little bit about Woodford Correctional Centre,

it is designed for high-security male prisoners; am I right?

W That's correct.

CA It has a built capacity of how many?

W 1,000.

CA And current average daily state?

10

W 1,350.

CA What does the centre consist of?

W It has two secure accommodation areas, called secure 2 and secure 1, and a residential accommodation area.

CA Is there capacity for prisoners to progress from secure to the residential area?

20

W Yes, there is. If I could just also expand?

CA Sure.

W There is also a maximum-security unit, one of two in Queensland, and also-

CA What is its capacity, by the way?

30

W A 20-cell capacity. And a safety unit, which is a seven-cell capacity, made up of five hard cells and two soft cells.

CA Is there a detention unit also?

W That's correct, yes.

CA And its capacity?

W Sixteen cells.

40

CA I was asking you is there a capacity to advance from secure to residential?

W Yes, there is.

CA Is that reward based?

W Very much so. It's behavioural based and it is a progression model that has existed for some time. It is a classic corrections model of progression: do the right thing in terms of institutional risk but also some considerations around community risk as well before we place prisoners in residential.

50

CA Is there sufficient capacity in residential for prisoners who earn progression to actually be placed in residential?

W At the moment, no. Residential is currently in an overcapacity situation,

as is the remainder of the correctional centre.

CA Perhaps we might deal with that. I note that the Chief Inspector's report of 2016, which is dated almost exactly two years ago, described the average daily state as being 1,084, or less than 10 per cent overcapacity, whereas now it is a lot more; correct?

W Correct.

10 CA That is the change you have seen over that two-year period?

W Very much so.

CA It is quite a big increase.

W It is.

CA How is it being managed?

20 W Essentially, when you increase in state to where I am currently, at 135 per cent, it's about, I guess, primarily making sure that safety is your priority, safety of staff and obviously prisoners and visitors as well, but it is also about providing additional services and service delivery to manage a prison state that's in that stressed situation.

CA It is not only bedding, is it?

W No, not at all. It is a range of service delivery and security requirements to be able to manage an overcapacity situation.

30

CA Can we deal with the two, perhaps, bedding and services.

W Yes.

CA How is the bedding overcapacity being addressed?

W At the moment, we are 350 prisoners overstate; 200 of those are, effectively, on the floor, on a mattress.

40

CA In cell?

W In cell, except for residential, where they are in a common room. There are two prisoners currently in a common room in residential. So it is spread evenly across the correctional centre.

The remaining overcapacity is in bunks. We had some component of bunks at Woodford pre-existing, but we also just recently got 100 bunks installed in our secure 1 accommodation area, which has alleviated some of that on-the-floor pressure.

50

CA What about the impact on services of being substantially overstate, can you give us an overview of the areas that are impacted?

W Absolutely. A correctional centre is quite a complex environment and requires a lot of service areas from basic needs right through to rehabilitative components, from visits capacity for prisoners being able to

access their visitors, to phone call activity, to the processing of mail, to the provision of food, to the provision of access to activities, to the provision of access to work, access of bedding and buy-ups and sales to prisoners, before we even go into the component of security and supervision by custodial staff. So it is very wide ranging and has a significant impact across the entire correctional centre.

CA What additional capacity is there for conflict to arise in those situations?

10 W It's an obvious question in terms of the pressure on a system. However, if you take the system forward to overcapacity and you put in place sufficient governance, sufficient staffing, to match the demand, you can mitigate it somewhat. However, it would be naive to think that a pressured system, a pressured centre, could arise for that kind of outcome.

CA One of the areas of impact is on the availability of work and other programs; correct?

20 W Yes.

CA Woodford has quite a large industry base, does it not?

W Yes, it does.

CA Could you explain what it consists of?

30 W Sure. There are 12 current workshops and one vocational training workshop. It is a large industry, from metal to wood to fabric. It currently earns in the area of \$2 million a year. It is quite a large industry, not the largest in Queensland but certainly a significant footprint, and with a great team of trade instructors and prisoners who attend that location. However, in saying that, it only provides work for around 300 prisoners in those industries.

CA Again just harking back to the Chief Inspector's report from two years ago, it was noted that approximately half were in employment, and half not, of the centre at that stage?

40 W Yes.

CA Is that about the current ratio also?

W Probably less than half now. I have probably, I think, around 600 prisoners currently employed, so 300 in industries or a bit over, and the remaining 300 would be in prison service employment, such as cleaners and bin runners, et cetera.

50 CA Of those who are in employment, is the balance of the cohort seeking employment?

W Yes, yes, very much so.

CA Does it mean that the centre is just unable to offer employment for as many as would seek it?

- W Generally speaking, there will always be a cohort who aren't interested, but, again, across the board, as a balance, most are, and we're not in a position to.
- CA If approximately 50 per cent or a bit less are in employment, how does the bigger percentage of 50 per cent-plus occupy their time?
- 10 W Well, it's very difficult. They stay within the unit. However, they do get access to other types of programs, educational programs and activities, as well as art programs, et cetera. There are other options there for those prisoners to become active. However, it is limited in terms of the capacity situation at the moment.
- CA Does the proportion of people who are not actively engaged in work or other programs have an impact on the climate or the temperature of the prison overall?
- 20 W Yes, it does. You would have heard it in terms of prisoners being active, prisoners being busy, it does assist in terms of maintaining the good order in a correctional centre. So when you have a situation where half my gaol is relatively inactive - and I use "relatively"; they do have access to other activities and programs, as I have mentioned - it certainly does put pressure on the system in terms of the good order.
- CA In terms of addressing that, you mentioned staffing as a component?
- W Yes.
- 30 CA What did you mean by that?
- W First and foremost, as I mentioned earlier, the safety of staff is critical to me. Since we have gone from single-cell accommodation to overcapacity of 135 per cent, to give you an idea, for example, in the custodial field, I have put on around 30-plus posts over a given week, which equates to around about 80 or 90 correctional officers.
- CA I'm sorry, you might have to explain that?
- 40 W Posts, so just basically a role and function. So a responding officer or an additional reception store officer or an additional escorting officer.
- CA You are saying you have created an additional 30 positions; is that right?
- W Correct, in the custodial realm. In the non-custodial realm, in terms of service provision for those ancillary services and those frontline services, I have put on another 20-plus, 25-plus non-custodial staff. It works out to be around 100-plus staff I have put on over the last two to three years to counter that demand, to counter that pressure. That's what I mean when I say from a staff perspective.
- 50 CA What proportion of that extra 100 or so would be correctional officers interacting with prisoners?
- W Yes, so the 30 posts are custodial. So 30 posts, that's about 80 staff, would be the custodial, and about 25-plus for non-custodial.

- CA Woodford being a little bit away from Brisbane, are there any particular difficulties attracting staff to fill out the requirements of that centre?
- W No. Last year I recruited 100 new officers, taking into account turnover, so it hasn't been a problem. We have a lot of staff from the Sunny Coast, west to Kilcoy, down to the northern suburbs of Brisbane, so there are plenty of opportunities for recruitment in that location.
- 10 CA Do you have the facility to go to the academy and interview applicants?
- W Personally?
- CA Is that something you or one of your managers would do?
- W To assist the recruitment agency, we have a handful of managers who are trained with that recruitment agency, plus correctional supervisors who assist in that recruitment also. We are probably one of the largest recruiters in QCS, Woodford, so we give a lot of support to that recruitment process.
- 20 CA Does establishing and filling new positions serve to dilute the experience base, on average, of correctional staff?
- W Yes, very much. So any time we try to do something to put more staff on, there is always going to be a counter-risk associated with that. Obviously, having that many new staff in a correctional centre is a risk in terms of experience and understanding of a correctional system.
- 30 CA How can you mitigate that?
- W The best way you can mitigate that is to rely on the great core of staff that I have in terms of their experience and their willingness to take the new staff in, and they have done so, provide them their experience and also to ensure, obviously, that I've got systems in place and governance systems in place so that they walk in to a correctional centre where it is very accountable and very transparent.
- 40 But can I say I probably rely very much on the experience of my officers to share that with the new recruits, and I have asked a lot of my officers over the last two to three years, to share that experience, because of the sheer numbers of officers coming through. So whilst there is a benefit, obviously, to having more officers on the floor, on the ground, there is a consequence, and that is the inexperience and the impost that puts on staff to train.
- CA Before we go to the governance processes that you have mentioned, how is the introduction of new recruits actually managed? Do they just go onto a roster and are expected to perform full duties, or how would you introduce new recruits to the centre?
- 50 W Obviously, they do the 10-week component, and two weeks of that, week 5 and week 10, are at the centre. So they have an exposure to the centre in week 5, albeit from a stand-back position but certainly in the centre. Week 10, they are more entrenched into the areas that they need to get an understanding of.

Post week 10, they are on the roster. The practice at Woodford Correctional Centre is that they are on the relief roster, which gives them exposure to all parts of the correctional centre. They might find themselves in secure 2 for a day or two or three, and then the next day they are on secure 1 or they're on operations or centre services out the front. So they get a lot of exposure early.

-- we have contemplated models of coaches and being put with an experienced officer for an extended period of time, but the current roster, as it stands, does not allow that to be enabled --

10

CA What would be the optimum model for workplace learning for a new recruit?

W I think a correctional officer - most of them I talk to enjoy the opportunity to go to all parts of the correctional centre, to see how it operates, where their preferences lie, where they feel more comfortable, wherever it might be. I think they enjoy that component. However, I would expect that they would be looking for more in terms of mentoring or coaching or more consistency of that. I think a system that enables that, a middle of both, would probably be the ideal.

20

CA Has that been able to be achieved at Woodford?

W Not at this point in time.

CA Is there any particular person or group of persons that a recruit could go to for support?

30

W Indeed. I will just clarify that point. One thing we have done over the last few years is to have a centre point of contact, so when they come on week 5 and on week 10, there is a consistent experienced correctional officer providing that coaching, providing that assistance. I have probably about three or four in the centre who perform that role. So there is that. However, it might be a class of 15 to one or two of those persons. So they do have that peer and obviously the staff training coordinator and obviously supervisors when they are on post, but there is that one consistent person when they come through the recruitment process, the training process.

40

CA To what extent, if there had to be lockdowns at Woodford because of staff shortages, is that an issue?

W Not so much, no. One thing that I've been proud of with our human resource component is that as we've gone forward with prisoner numbers and demands associated with that, we have been on the front foot and we have had staff come with us. I have been fortunate that the academy has trained the staff, the recruitment process is happening, at a rate that's keeping up. The last thing I want, as a general manager, is to have an overcapacity situation and a workforce that's understaffed, because those two things are certainly a cocktail for a disaster, to have a fatigued workforce and an overcapacity situation. One of my priorities over a long period of time is to have staff coming on board sooner, before they are needed.

50

CA It is not only a fatigued workforce that you can't afford to have, can

I suggest; it is a disaffected one generally? Do you agree?

W Very much so. Very much so.

CA How do you avoid that?

W I guess there will always be issues in the correctional environment, whether it be a pending enterprise bargaining, something external to the centre, that may have an impact on those things, but I have a control on those things inside the correctional centre, such as good industrial relations, effective industrial relations based on mutual respect and understanding. And that's something that I have endeavoured to do over a long period of time, is to have a good relationship with the employees' representatives.

W I do that personally, myself. I think if it is effective and we manage situations through - there will always be differences of opinions and there will always be moments where we just don't come to an agreement, or moments where we certainly do and get a great outcome for staff in terms of some of the changes proposed by the union, or things that I want to put through as well.

CA In terms of building a culture in which staff participate, are there any other measures beyond the industrial relations liaison-type exercise that you have conducted?

W Oh, yes, absolutely. Just good governance, having a good strategic direction, having an operational plan for the centre, having those priorities established in terms of the good order, and having safe and supported staff and a safe and secure centre, rehab of prisoners, and quality and control of processes, to give you an outcome of maintaining the good order, because the good order is one of those things at Woodford that we hold as one of our main objectives. So it is about having clear strategic direction, a clear operational plan that enhances those things.

W I have been fortunate, I have a very good workforce. All I need to do, as the leader of that workforce, is to provide consistency, and I have endeavoured to do that, to provide clarity and good communication, clear and transparent communication to my workforce, and just provide the support that they need and give them the tools that they need.

W Of course, on the other side of that is to have good risk mitigation strategies, good decision making, and to make sure you have those classic compliance models set up so that you can maintain oversight of all the procedures. So it is wide ranging in terms of managing what I would say is a large organisation at Woodford Correctional Centre.

CA You have mentioned a couple of times the importance of having appropriate governance processes that staff are aware of and can assimilate into when they come to the centre. There are probably various of that. We might talk about them, but maybe you can give us an overview, to begin with?

W In terms of?

CA The governance processes that you have spoken about.

- W They range from the classic daily operational meeting, where we get a briefing up of what has occurred over the previous 24 hours and any emerging issues over the next 24 hours.
- CA Who would participate in that?
- W That is the leadership team of the day, so all the supervisors and the supervisory staff of the non-custodial component. Basically, every unit of the correctional centre sits together every morning at 8.30 for a half an hour briefing on the day, as I said, a briefing on the last 24 and the next 24. We have a regular weekly management meeting. We also have an intelligence and tactical meeting every week that looks at our trends of criminality and some tactical options about how to respond to that on a weekly basis.
- CA Does that involve meeting with intelligence officers?
- W Very much, yes. The manager of intelligence and his supervisor come to the meeting with the current trends around intelligence, some of the significant issues. We look at strategic intelligence and we look at tactical intelligence and how we might respond to that as a correctional centre in terms of reducing-
- CA Presumably, it would cover potentially a wide range of topics?
- W Yes, very much so. I guess it's all components of criminality, yes, and the profile of the prisoner. We might look at what is a pressing issue in terms of criminal motorcycle gangs, for example, their behaviours and their activity at this point in time and whether it has escalated, through to individual high-profile prisoners. Collectively, we look at those. Like I said, we respond. Sometimes we may respond with just noting, so all the correctional managers have an understanding of what is occurring inside the correctional centre from that perspective, but also we might come up with an option to respond.
- CA I understand there's such a thing as a local workplace consultative committee?
- W Yes, one of many others I was going to talk about as well.
- CA I don't mind prompting you.
- W We have a human resources meeting as well, and that looks at obviously those key issues around recruitment, where we are at with staffing, being on the front foot with our numbers, but it also looks at code of conduct matters and performance matters. And we have other meetings. The local workplace committee that you talked about - that's where I meet with the union delegates on a monthly or six-weekly basis, plus Workplace Health and Safety and a range of others.
- CA What matters would the local assurance framework cover?
- W The local assurance framework that I've set up - as you would have heard from the Deputy Commissioner, there are key components that we have to satisfy, to oversee in a correctional centre. What I have done at

Woodford is set up a compliance assurance process where each of my managers of each area oversees compliance on a monthly basis for prisoner management matters and security matters, and they report back to me on a monthly basis, so our performance against those assurance. It is a self-assessment and that's reported back. We do have a local assurance committee, but it doesn't meet on a regular basis. It meets probably annually, or six-monthly at most, because the process is set in place and I respond to Statewide Operations with our performance.

10 CA In terms of reporting back to Statewide Operations, what are the performance measures that you might need to report on?

W They are our assurance against those key ones that the Deputy Commissioner pointed out - safety orders, at risk, removal of clothing searches, good order and security. As I said, my documents drill that right down to registers and oversights and how we actually conduct musters and how we conduct removal of clothing searches. So they see the outcome of any noncompliance that is identified by a manager, and we report back those noncompliances and what strategies we are putting in place to correct that.

20

CA Are they implemented by local-level instructions? Is that the kind of document you are speaking about?

W It can do. Local instructions can respond to compliance and assurance matters, but local instructions can perform that role.

CA What kinds of topics would be dealt with at the local-level instructions?

30 W For Woodford, we have a number of - not many, probably around about 12 local instructions. We could have what we call a code silver zulu. It is a very unique policy I have at Woodford. It is for group-type incidents. I had a number of prisoners, probably 18 months ago, where I had a number of incidents related to rooftops, so I put in place a process at Woodford where a prisoner who has been on the roof in the last two years has a silver card, and staff know, and he is restricted to not leave a secured walkway at any time, and no access to the oval. That's just one particular one.

40 Another one is temporary cell access, where I have put in place a local instruction for a prisoner who is carrying a weapon in cell or is using bodily fluids against us, to harm us. I have a very clear local instruction to staff, in the interests of their safety, how we approach that matter.

We have another one in terms of issuing gas, forward deployment of gas. I raised a local instruction in relation to dog squads carrying a certain type of gas, and we are just progressing now to another model where responding officers in my centre will carry gas. That is an example of some local instructions that I have put in place.

50 CA Are there any other of the governance processes you particularly want to make mention of?

W Of the governance?

CA Mmm.

- W We also have a use of force committee. It is only formed, however, when - the violence prevention coordinator reviews all use of force incidents in the centre.
- CA There is a document, I think, a flowchart?
- W That's right.
- 10 CA Perhaps that might assist you to explain?
- W I was part of writing that, so it's all good. The violence prevention coordinator does that initial assessment.
- CA I might show it to you, nonetheless, so that other people can see it, if that's okay?
- W Sure. The violence prevention coordinator reviews all incidents related to use of force. She will refer only those to the committee where there is some concern.
- 20 CA What committee is this?
- W It is the use of force committee.
- CA It is particular to Woodford?
- W Yes, it is. It is a local committee.
- 30 CA I might just get you to adopt that flowchart, firstly. Is that a copy of the document that illustrates the workings?
- W Yes, it is.
- CA Thank you. I tender that flowchart.
- PO Exhibit 81.
- 40 ADMITTED AND MARKED EXHIBIT 81
- CA Just before we talk more about that, is there a correlation, in your view, between frequency of incidents and increasing population?
- W Yes.
- CA Some of the statistics would indicate there has been an increase in the rate of use of force at Woodford and also the number of prisoner-on-prisoner assaults. Is that a product of the overpopulation or are there other causes?
- 50 W Yes. I would say that the increase in prisoner numbers is an obvious outcome, and when you couple that with an overcapacity, in an overcapacity situation, you will get an increase in prisoner-on-prisoner assaults and you will get an increase in prisoner-on-staff assaults. We have seen that at Woodford.

Whilst there is an increase, it is not a significant increase in terms of

prisoner-on-prisoner assaults. It has been a steady upward climb. It is not, one would say, remarkable, but there has been an increase.

Unfortunately, in prisoner-on-staff assaults, there has been an increase. It has doubled. Now, one would say if you look at the numbers - and this is a terrible situation, but if you talk about it from a statistic perspective, two staff assaulted is too many per month, but we're now looking at four, on average. So that's unacceptable, and that increase is directly attributed to the increase of prisoner numbers in an overcapacity situation.

10

CA All incidents of use of force are supposed to be reported, are they not?

W Yes.

CA By way of an incident report?

W Correct.

20

CA To go on to IOMS?

W That's correct.

CA What is the process of review of incidents from there at Woodford?

W As I said, the use of force, my violence prevention coordinator will review those incidents.

CA All incidents?

30

W The uses of force that are indicated. If you want to talk about that committee, the use of force is referred to there only if there is some concern identified by that person that perhaps the technique, the amount of, the visual CCTV footage compared to a report, or a learning opportunity, arguably, is referred to the use of force committee. And, obviously, any excessive use of force or obvious excessive use of force is referred to that committee as well.

CA I do understand the violence prevention coordinator reviews the incident reports?

40

W That's correct.

CA And on the basis of some discretion might refer some to the use of force committee meeting?

W Yes.

CA And otherwise, what?

50

W Otherwise?

CA Well, those that are not referred for further consideration.

W Well, they're not referred. So they rely on the hands of the supervisors, the incident controller, so they are there on the spot, and then your manager oversees all - this is all incidents. The manager oversees all

those incidents in terms of proving them on the system. Those checks and balances are in place there, as well as the staff providing reports.

10 Can I say, with the use of force committee, the benefits we're seeing at Woodford at the moment are learning opportunities, and we've got a number of examples, up to half a dozen examples, where officers have come in with very experienced control and restraint operators to look at how they responded in a situation. And it comes back to their safety. That has been the experience over the last 12 months with officers, who, as a result of that use of force committee, have come in and talked about how they might have done it a safer way. So it has been very effective in regards to a learning opportunity.

CA Is the work of the use of force committee intended to be essentially educational?

20 W Very much so. That's how we have seen it operate at Woodford. It is not a punitive governance model. It is purely about having that oversight, which I am required to do under the COPD, under the procedures. I'm required to have oversight of use of force. And, like I said, it has been effective for us to use, for staff to come in, and, again, not in a punitive way. It is with a control and restraint senior instructor to talk through how they might have done it differently, looking back on it. Yes.

CA A couple of years ago, there was a survey done called Working for Queensland Employee Opinion Survey. Are you familiar with that?

W I am.

30 CA Woodford was not the only centre to have what was described in the survey as a negative work environment.

W Yes.

CA But if you accept that was the feedback from some staff, how could that be addressed?

40 W I guess it starts with me in terms of how I manage myself and the staff. As I said to you before, it's about being accountable and being transparent in what I do and ensure I communicate that to the workforce on a regular basis in terms of decisions, understanding decisions, and what our plans are for the future.

50 I guess the point you make there about - it's not just Woodford. It's very apparent that there is that dissatisfaction across the organisation. So I'll take my part on that, as the general manager of Woodford, and take responsibility for that. However, it is obviously apparent it's a systemic issue also, and all I can do, as the general manager, is to do the best I can to provide a safe environment for staff and for prisoners.

CA Is there an increase in concern over safety, with increasing populations, by the staff?

W That concern for safety starts with me and it flows through the entire workforce, for the officers in the units, who work in such a busy, overcrowded situation every single day, right through to other parts of the

correctional centre. It is the obvious number one, and that's about staying safe during these pressure periods.

CA One of the management tools - I suppose you would call it that - to reduce the likelihood of friction is to make an assessment of shared cell accommodation?

W Yes.

10 CA There is, I think, a local instruction to the effect that there is an assessment to be made in every case before prisoners are doubled up?

W What I've done at Woodford - because of, I guess, the administrative burden that came with assessing prisoners for double up, in a correctional centre the size of Woodford, where we have a huge turnover of prisoners - to give you an idea of that, around 900 of my prisoners turn over every six to seven to eight months.

20 CA Is that a big problem?

W That's a problem, yes, it is.

CA Not only - but I am speaking more specifically about the doubling up and who would share with whom?

W Absolutely.

CA Obviously there is potential for conflict?

30 W I have a very high turnover, average stay of eight months. I think I heard the Director of Southern Queensland Correctional Centre talk about I think 25 per cent doing over 10 years. I've got only 100 prisoners doing over 10 years out of my 1,350. So my turnover is extremely high, and that creates an environment of attitude.

CA What do you mean by that, sorry?

40 W Those short-term prisoners don't care particularly much, as much as, say, someone who is doing a medium to long sentence. It is proven that those longer-term sentenced prisoners are more stable, and stable from a perspective of mental health and their physical approach to how they go about their day to day.

CA What kinds of relative instabilities are there, then, with those who are serving the shorter sentences of eight months or so that you mentioned?

50 W The attitudes that come with that in terms of in and out, in and out; the criminality while they're in; the care factor around being in the system for such a short period of time, and I'm out in four days or out in four weeks; their care factor around the consequences, or, for that matter, their program attendance is limited by the shorter term they're doing.

That has an impact on the centre and the double-up process, which you talked about before. So in the context of large numbers, large turnover, I made a policy, a local instruction at Woodford, whereby all prisoners double up unless there is a reason not to do so, and that reason

not to do so is in line with the COPD, the department's expectations that we consider before we double up.

CA Youthful prisoners, for example?

W That's one of the considerations, yes. So it's just a turn. Everyone doubles up unless there is a reason not to, and that reason not to is part of those considerations, and that determination is finally made by the deputy general manager.

10

CA Nonetheless, doubling up inappropriately can create a bigger problem?

W Yes.

CA Is there still some form of assessment as to who might be at least reasonably compatible with whom?

W Yes, apart from those considerations, obviously the main one is association issues, to make sure that there are no outstanding association issues. That might be identified on the system as a result of an assault that may have occurred three years ago or two years ago, or an offensive behaviour occurrence between two individuals. We keep a monitor of all those association issues through intelligence, so that's a key component to make sure we don't double up someone who was involved in an altercation two or three years ago.

20

30

The challenge associated with that is identifying outside issues, external issues, that come into the correctional system on a regular basis; that blindsides us in terms of association issues. The great majority of assaults that occur in our correctional centre - a large number of the assaults that occur in our correctional centre are from external issues that we as a system were not aware of until they had occurred. So there is always that issue, but in terms of association, we check those before they double up.

CA The existence of associations, is that intelligence driven?

W Yes, it is.

CA Does it come also with information received from out of the criminal justice system that might impact on that?

40

W Queensland Police Service I think, I'm confident, through the Queensland Correction Services Intelligence Group, would flow through that information with regards to significant crime association issues, criminal motorcycle gang association issues. That all flows into the bigger system.

CA There is a big assumption, I suppose, in that, that you can identify the information that would allow you to recognise the associations?

50 W The intelligence team at Woodford, which is quite a large team comparative to other correctional centres, is a very effective team. Officers do those checks prior to doubling up, to make sure that those matters of association are identified. However, as I said before, we will never be able to eliminate completely any association risk.

CA Is that the essential criterion for determining whether someone will or

won't be doubled up with a particular prisoner, that is to say, whether there is any association that would preclude that?

- W That would be one of your primary ones, but you also have those other considerations around mental health concerns, youthful prisoners, and obviously the one in regards to any sexual perpetrators who are currently charged against another prisoner - they are obviously an exclusion. It is a range of considerations, but I have taken the policy, very deliberately, that all prisoners double up unless there is a good reason why not.
- 10 CA Just to clarify, is there any sort of abbreviated, if I can use that term, assessment process that you have decided to adopt at Woodford?
- W Yes, the abbreviated process is, I guess, that reversing. It's about making that determination for staff that everyone can double up unless there are considerations deemed by a range of groups - psychologists, intelligence team, association issues, mental health, et cetera - that say they can't. So we have one listing at Woodford Correctional Centre, and that is prisoners who are not approved to double up, and that is approved and endorsed by the deputy general manager.
- 20 CA How does that approach differ from what might apply in another centre, where there is a fuller assessment of suitability for doubling up?
- W Not familiar, but I would expect - and I guess that is a matter for other general managers - that they would do a reverse. As everyone comes in, we do an assessment as to whether they can double up or not, rather than take any assumption that everyone can double up.
- 30 CA Do you find some bureaucratic difficulty with that model referring to the degree of effort and time-
- W The bureaucratic difficulty-
- CA -that has to be put into that?
- W Correct.
- CA In a situation where you have so many movements?
- 40 W The impact - essentially the impact on the paperwork and the assessments required of that landed on the desk of the unit officer. My objective was to take that away from the unit officers so that they can focus on their job of supervising prisoners, rather than sitting there with paperwork in terms of double-up processes. It was very much driven around reducing administrative workloads so that officers can divert their attention to safety and security and the supervision of prisoners. That was the core to the change.
- 50 CA Thank you. In terms of reduction of contraband, particularly drugs, do you operate at Woodford on the random plus targeted testing model?
- W Yes, we do.
- CA Is the random testing done according to some formula?

- W I believe so, but I'm unsure.
- CA Is there some means by which you determine or are told how many prisoners will be tested randomly?
- W We are told. That figure rounds out to around 60-plus prisoners on a monthly basis.
- 10 CA Who are you told by? Someone in Statewide Operations?
- W It goes directly to the manager of intelligence and his team, but I am not sure who exactly provides that detail.
- CA Beyond that number that you are told to test, is targeted testing intelligence driven?
- W Very much.
- 20 CA The searching of staff for contraband, on what basis is that done at Woodford?
- W We do it in accordance with the practice directive four times a year. That's how we line up in terms of no more, no less, and when the staff are searched, we adopt sort of more scrutiny around our scanning searches in our general search of staff.
- CA There is a document in existence dealing with staff health and safety focus. Are you familiar with that?
- 30 W I am.
- CA Can I show you a copy.
- W Yes.
- CA Is that a document that you devised for application at Woodford?
- W Yes, it is.
- 40 CA It is called Staff Health and Safety Focus. I will just tender it as such, Commissioner.
- PO Exhibit 82.
- ADMITTED AND MARKED EXHIBIT 82
- CA What is its purpose, Mr COLLINS?
- 50 W Well, its purpose obviously is to provide some focus, some organised focus on key safety issues within the correctional centre, again, going back to that contribution to the good order of the centre, but we also do some external coming in to the centre safety issues. As you can see, the external, electrical, fire safety; road safety, we link in with the National Road Safety Week for the month of May.
- CA Just to introduce that, the description above the list of topics is that each

month the centre will focus on a theme for contingencies and staff safety.

W Yes.

CA What does that focus consist of?

10 W For example, say for electrical and fire safety in February, we would do some promotional work around staff safety by our occupational health and safety coordinators. We would also link in to that safety messaging, so when you come through into the centre, you do your biometrics, a message will come up related to that safety theme for the month. Also what we do, we link our contingencies to that safety theme. For example, in February, with that, we would link in our code red, fire, and how that - and then what we do with that month in terms of code work, we focus our contingency, so discussion points at morning briefings; we might do desktop contingencies, localised desktop contingencies, for example.

20 CA Can I pick a topic that perhaps is of closer interest to the inquiry.

W October?

CA October is one, yes. The theme for October is professional boundaries. What would be the content of that as a focus for staff?

30 W It's been minimal. But what we have done over the last - this has been in place for a few years now - is put out those - I guess there's points where officers need to check themselves. Sometimes we can get - I guess by putting out a separate point every three or four days around the risks associated with overfamiliarisation, or being put in a compromising position, or professional relationships versus personal relationships, it is just about readings on those range of subjects.

CA How do you put the message out?

W It is out again by occupational health and safety to all the staff, so email messaging.

40 CA In what form - emails?

W Yes, email messaging. With professional boundaries, that's what we've done. Of course, when you come in to the centre, you will get a message that comes up, "Ensure you are maintaining your professional boundaries for prisoners", so it is just that constant reminder during that month of professional boundaries.

50 For other issues - hostage awareness, we would do a code brown contingency around that; hostage awareness information goes out. Again, the messaging will be stay alert, have a safe shift, and we will get QPS - the local sergeant of Woodford Police is a hostage negotiator. He comes in and talks to staff during that month as well, so that's where it all links in from a theme basis.

CA Another topic for September is mental health and managing stress. How would that message be got out to staff?

- W Again, occupational health and safety officers, or I would use - the management offender development in the past has assisted with this, and we link it in also with "R U OK?" day in that month, so there is national messaging, as well as local messaging, on that issue. Again the message to staff at that point is check on a friend or colleague.
- CA Just on that subject of inappropriate relationships, can I just invite you to a case study by way of memo.
- 10 W Yes.
- CA Can I show you this memo, Mr COLLINS. Is that a copy of a memorandum dated 21 January 2016 concerning an incident considered by ESU at Woodford Correctional Centre?
- W Yes, it is.
- CA I tender that memo dated 21 January 2016.
- 20 PO Exhibit 83.
- ADMITTED AND MARKED EXHIBIT 83
- CA The basic scenario here was that an officer had been conducting a relationship with a prisoner constituted by exchange of a number of letters, providing money to the prisoner, and so forth. The allegations concern the existence of that relationship between April 2013 and October 2014. Do you have a view about how a relationship of that kind could exist for so long without coming to light?
- 30 W Can I just reference the document?
- CA Take your time, yes.
- W I guess in response to that 2013-2014, this was identified in the latter part of 2015. Without going into detail, my understanding of this matter was there was consistency within a unit of the prisoner and the officer which would have enabled - certainly not the reason for, but it would have enabled an opportunity for that to occur.
- 40 CA It seems as though the relationship was detected through information from intelligence officers?
- W My recollection of it, yes. It was provided by a range of ways: a prisoner talking to intel on other matters, and then brought that up and also combined with observations as well. I guess on this one, it was a range of information that, over time, ultimately led to significant and solid intelligence, to the point where it was absolutely confirmed.
- 50 CA Short of receiving intelligence information from the intelligence section, or complaint from another source, is there any means of monitoring the behaviour of correctional officers to be a bit proactive in detecting this kind of thing?
- W There is. There's obviously - peers monitor each other, and then you have your supervisors in place to obviously oversee that and to brief up where

required if they have any concerns. You do rely on your workforce and you do rely on those other complaint management systems, whether it be through intelligence or Ombudsmen, et cetera, so official visitors that prisoners can access. It is wide-ranging but, essentially, it is peer oversight and supervisors who manage that directly.

CA Can I take you to a similar memo, although the nature of the incident is different. Is that a memo dated 3 August 2017?

10 W Yes.

CA It concerns an incident of misuse of information by a correctional officer at Woodford.

W Yes, it is.

CA I tender that memo of 3 August 2017.

20 PO Exhibit 84.

ADMITTED AND MARKED EXHIBIT 84

CA It seems from what appears under the heading of "Background", that there was a complaint concerning misuse of information concerning an offender and that led to the kind of inquiry that is detailed elsewhere in the memo. Is there any means of detecting inappropriate use of IOMS, such as occurred in this case, short of complaint being made?

30 W I rely on a complaint, whether that be a formal complaint, such as this one-

CA Or it might come from intelligence?

W It could come from information received via intelligence; from a range of sources also. That would be when I request for an audit of the account through the department.

40 CA Would you agree with this that, short of complaint or intelligence information, there is really no means by which you could ensure that information is being accessed with appropriate restriction and integrity concerning the officer's duties?

W That would be fair comment.

CA Can I ask your opinion on this: for the performance of their normal duties, would all correctional officers need access to the files of all prisoners in other centres?

50 W In other centres - no.

CA Upon receipt of complaint or intelligence from the intel branch, you have the capacity, do you, to ask OSS to provide information about an officer's use of IOMS?

W Yes, I do.

- CA How would that use, as revealed in a report, be viewed so as to determine whether access was within or not within a person's duties?
- W Well, that would just be assessment of all the information. So, the nature of the complaint, the detail of that complaint, as to whether it was - I guess the extent of code of conduct breach is a matter for determination by the investigating officer, which would sit with Ethical Standards, but any breach similar to that one is an immediate referral to Ethical Standards from my perspective.
- 10 CA It is just past 1.00, Commissioner. I will probably be another 10 minutes or so. I am happy to break now if that's convenient.
- PO I am in your hands, Mr RICE. Would you rather finish Mr COLLINS or would you like to have a break?
- CA I am happy to press on. I don't think I will be more than another 10 minutes or so.
- 20 PO Are you happy with that, Ms CLOHESSY?
- PC Yes, thank you.
- PO Are you happy about that?
- CA There is another document that I will just ask you to clarify the significance of in the scheme of things. It is entitled Prisoner Behaviours - General Manager's Response, do you know that one?
- 30 W Yes, I do.
- CA Can I show that to you.
- W Thank you.
- CA There is of course a regime of breaches and safety orders, but perhaps you might tell us what significance this document has in the operation of your centre?
- 40 W It's a very clear response from myself, for the workforce to understand the decision making and consistency of decision making with regards to any criminality and the type of criminality from a prisoner, but also for the prisoners to be aware also.
- CA Is the content of this made known to both staff and prisoners?
- W It is limited to staff, and there is a reason for that. I don't want prisoners to look at this and go, "Oh, if I do this" - if you want to get into the MSU, "all I've got to do is do this". So I am very careful about the level.
- 50 However, staff have and do receive this. Every time I update it, they receive it. They understand what the consequences are in regards to any prisoner behaviour that is negative.
- As you can see, I have broken it up into - threats to staff safety is primarily the reason for this document, and I identify those incidents or that criminal behaviour that affects our staff safety and how I respond to that. And then

following on from that is how prisoner safety flows on from that.

CA Can we take an example. Let's say illicit drug possession, on the second page, what does the document tell us concerning that conduct?

W What it tells you is that due process occurs through legislation. The usual incident report raised, it goes to the Commissioner of Police for their consideration; breach processes may or may not occur. It tells you, though, what I will definitely do.

10

In the instance of - I think it was possession of illicit drugs, I have identified that you will receive - if you are a prisoner, you will receive three months of sanctions. Those sanctions include a maximum of seven phone calls a week and no residential for a period of six months and non-contact visits, so that's the outcome of that behaviour.

CA Do you mind if I ask you the source of your authority to impose these kind of sanctions? You say it operates independently, for example, of the breach process.

20

W It is still enshrined within the legislation and the COPDs. Anything I am doing here, in terms of sanctions, or application of intensive management plans, et cetera, is already in legislation.

For example, non-contact visits - by me declaring no non-contact visits for a period of three months, that is in accordance of legislation as a minimum standard. The application of phone calls, legislation allows that to occur because the general manager may approve a certain number of phone calls. It is there for me to do it, so it does enable that.

30

CA Does it impact on the question of whether or not breach proceedings are taken?

W No, it doesn't. It's separate. Like I said it's respectful of. It allows those processes to still occur under legislation, with the Commissioner of Police. It is just an application as the general manager responding to criminal behaviour over here.

CA Presumably the sanctions you impose have to be founded on a certain level of satisfaction?

40

W Yes, they do.

CA Is there some process for you or your delegate to be satisfied of these things that are specified?

W There is. The intelligence team do a review of these incidents prior to application of the sanction, for example. We do have that audit, so to speak, to make sure that I'm not applying a sanction that is not founded.

50

Again, in saying that, if that occurs - and I might get arguments from prisoners in regards to, for example, a sharpened item. I make a distinction between an obvious improvised weapon and a sharpened item. A weapon will get a more significant response from me. A sharpened item, where there is debate, they will still get a response because you shouldn't sharpen anything in prison, they might argue that

with me about that sharpened item, so they do have opportunity to put complaint forward on that.

CA Do you find prisoners dispute the conduct which underlies the sanction being imposed?

W Can you extend that out further, please?

10 CA We were using the example of illicit drug possession: a prisoner disputes the fact of possession, how do you resolve that under this kind of mechanism?

W I guess I apply the reasonableness on a complaint. If I look at the evidence in more detail - for example, a shared cell situation, and the application of a sanction on a prisoner who was sharing that cell, I have - and in the future will - take that into account, and based on their complaint put forward to me, I will make a variation to that decision, either reverse it, or reduce the consequence.

20 CA Is this a more immediate form of response than the breach process?

W It does apply relatively quickly. The breach process, as you know, goes through a whole separate legal form. This is myself as the general manager, the person in charge of the prison, the person in charge of those prisoners to know exactly what I'm going to do if they are caught with possession.

30 CA In terms of the breach process, incidents that could qualify as either disciplinary or potentially criminal conduct get referred as a matter of course to CSIU, correct, and there's a lot of those, aren't there?

W Yes.

CA Probably thousands at Woodford; correct?

W Yes.

CA Over the course of a year?

40 W That would be fair, yes.

CA And a great majority come back?

W Yes.

CA But can I suggest in Woodford's case, maybe one in eight results in the conduct of a breach proceeding?

W Yes.

50 CA Is no action taken with respect to the balance?

W The balance?

CA Well, I mentioned one in eight resulted in a breach of discipline proceeding, but there are a lot that don't.

- W Yes, that's right.
- CA Probably 85 per cent or more that don't.
- W Yes.
- CA Why is that?
- 10 W I guess it is capacity to do so. You mentioned the numbers we're talking about, and this is the thing about overcapacity.
- 20 I'll mention this: staff compared to other correctional centres, they still have the issue in the units of overcapacity and additional staffing, and all the service provision areas, but as you come up the organisational chart, there's still one manager, one supervisor, so the demand on their time, to be able to execute the amount of breach processing actually required is limited. So this is - I guess I wouldn't say it's a gap, filling a gap. I would do this anyway even if I only had 500 prisoners, but it does have an impact on our ability to process breaches.
- The other contributing factor around this is that traditionally and classically a breach process, if it ended up in separate confinement through a major breach form, they would go to the detention unit and they would apply those separate confinement rules of a Bible and linen, and nothing else and two hours' exercise. Unfortunately today they go back to their cell.
- 30 CA Why do correctional officers continue to raise reports, have them referred to CSIU, mostly they come back, and nothing happens?
- W So the raising of-
- CA Why is that done?
- W The raising of reports and the raising of incidents has to happen.
- CA Right.
- 40 W Whether that eventuates into a breach is a matter for-
- CA Someone else to assess.
- W The deciding or determining officer, whether they want to raise a breach or not. But that process of officers providing a report, doing incident reports, is absolutely essential and it is not negotiable in terms of any incident that occurs in the centre.
- 50 CA So this is - you are familiar with the term summary justice, a summary response by you to that situation?
- W Yes, it is. The birth of it, however, was about staff safety. It was applying - and the workforce saw it - what I would exactly do with an assault on staff situation; all those other matters that affect staff safety like possession of sheaves and alcohol.

CA I tender that document entitled General Manager's Response.

PO Exhibit 85.

ADMITTED AND MARKED EXHIBIT 85

CA Thanks, Commissioner, that's the evidence.

10

PO Thank you. Ms CLOHESSY?

PC I have no questions. Thank you, Commissioner.

PO Thanks, Mr COLLINS. You are excused.

W Thank you, Commissioner.

PO We will adjourn now until 2.15.

20

CA Yes, thank you.

END OF SESSION

LUNCHEON ADJOURNMENT

30

40