

Deaunt Graham



From: Steve X Armitage
Sent: Monday, 29 April 2013 8:39 AM
To: Darren Hegarty
Subject: Safepathways Background
Attachments: Safepathways Background.doc

FYI steve

Education Network (IEN) was incorporated in 1993 – both ITEC Health and Safe Pathways are separate businesses within IEN (ie IEN trades under these registered business names) with ITEC Health beginning trade in 2006 and Safe Pathways in 2011. That said – Safe Pathways shares ITEC Health's staff and holds the corporate knowledge of Child Protection Services Ltd (another group business – again which shared staff with ITEC Health) whose contracts Safe Pathways took over on its commencement.

The service agreement for the SYBC is made with IEN trading as Safe Pathways.

Safe Pathways stated in its tender submission that has provided out-of-care services for over 5 years, frequently caring for up to 40 children and young people with moderate to extreme support needs, in up to 23 distinct properties in 9 locations (Atherton, Biloela, Cairns, Gladstone, Rockhampton, Townsville, Weipa, Alice Springs and Darwin) across 2 States (Queensland and the Northern Territory).

The Safe Pathways submission also stated that "The boot camp residential facility will be staffed by a minimum of one person during the day and two people during the night on a rotational roster" and that "The residential component of the SYBC will be delivered by each of the 6 program staff, with 2.9 full time equivalents dedicated specifically to delivering overnight residential services from the hours of 4.30 pm to 8.30 am (365 days a year). These hours will be covered by 2 program staff rostered on a rotational basis.

Safe Pathways have been asked to account for the adequacy of their staffing arrangements among other things relating to the incident at the Kuranda facility on Sunday 21 April 2013

A Show Cause notice was served on Safe Pathways on 23 April 2013. The organisation has until close of business on Friday 3 May 2013 to answer as to why its agreement with the Department should not be terminated.

Upon receipt the Department will assess the strength of the response. Contingency plans are being developed should the response not be deemed adequate and alternative arrangements are required. This includes obtaining Crown Law advice regarding the contract.

In the interim a series of five expeditions in remote locations have been planned for up to two young people for the period 29 April 2013 to Sunday 19 May 2013. These expeditions will be led by trained staff from the Northern Outlook and will focus on team work, conflict resolution, managing stress, community reparation, changing habits and goal setting. They will be physically demanding. Some of the venues will include Tinaroo Dam, Mitchell River and Mt Carbine.

Options to Government following Safe Pathways show cause response

1. Proposed Safe Pathways changes are sufficient - service agreement continues

Benefits

- No need to engage in another selection process for service provider
- In spite of the Kuranda incident the organisation remains well placed to deliver on the Cairns SYBC
- Continuity of existing service provision
- The opportunity for Safe Pathways to resolve the issues that led to the Kuranda incident and implement more robust and responsive service provision.

Risks

- There is a risk that the same issues could occur once again despite the provider being able to articulate the measures they would put into place to prevent this from occurring again. If this occurred, there is a likelihood that the department would terminate the service agreement. Further time delays would be incurred in procuring another service provider.
- *Mitigation:* The Department commissions an independent audit of environmental conditions for the new boot camp property and applies a comprehensive monitoring framework to ensure that the environmental risks as well as staffing capacity issues, behaviour management policies, staff support and development issues are closely monitored and reported on. The application and reporting on this framework could occur monthly as opposed to quarterly to ensure risks are identified and addressed in a timely manner.
- There is a risk that the public, boot camp partner agencies and key stakeholders including youth justice services, courts and Police would not have any confidence faith in Safe Pathways ability to deliver a safe and secure residential service.
- *Mitigation:* The Department works in conjunction with Safe Pathways to communicate the risk mitigation strategies and the oversight on compliance and quality to address these concerns.

2. Safe Pathways fails to address deficiencies and service agreement is terminated. The Department enters into a negotiated funding process.

Benefits

- sch.4/3/2
commercial was assessed as having a demonstrated ability to deliver the Cairns SYBC and scored second after Safe Pathways in the final ranking of tenders for the Cairns SYBC.
- A negotiated funding approach would allow for the acquisition, suitable modification, fit-out and audit of environmental conditions for a new boot camp property to occur concurrently to the new implementation
- The Department is able to make a new start with an alternate service provider and ensure that known issues are addressed prior to re-commencement.

Risks

- This option would incur a four month lead time for recommencement of service delivery due to contract negotiation and establishment requirements such as recruitment and selection of staff, policy and procedures development, property acquisition and modification. [redacted] does not have a presence in Cairns therefore it would take time to develop local partnerships.
 - *Mitigation:* As part of the negotiated funding approach support the service provider to explore interim recruitment and selection strategies and other strategies including infrastructure options which could lead to more timely implementation.
 - Despite the introduction of a rigorous monitoring framework, an alternate service provider may make serious errors in the delivery of the boot camp residential.
 - *Mitigation:* Ensure issues that arose with the current service provider are addressed prior to re-commencement and an independent audit takes place on the residential premises prior to commencement.
 - **Legal advice prevents this option from being taken up.**
- 3. Safe Pathways fails to address deficiencies and service agreement is terminated. The Department enters into targeted funding process with providers identified as meritorious in the initial procurement process.**

Benefits

- [redacted] sch.4/3/2 commercial and [redacted] was assessed as having a demonstrated ability to deliver the Cairns SYBC. The Department has the option of running an invitation bases process with these providers.
- The Department may request these providers to articulate and demonstrate more specifically how they would mitigate the risks associated with the residential environment and client behavioural issues. This would allow for a more detailed response to selection criteria thereby ensuring that risks associated with recent incidents are satisfactorily considered and mitigated.

Risks

- A lead-time longer than four months is required for service re-commencement due to the extra time taken to undertake the targeted selection process.
 - *Mitigation:* Services are not required to re-do submissions but are asked to strengthen previous submission based on specific areas of focus for the program.
- 4. Safe Pathways fails to address deficiencies and service agreement is terminated. The Department enters into negotiated funding approach with service provider with proven track record in delivering residential services to high risk young people.**

Benefits

- [redacted] has a proven track record in delivering residential and community based programs and services to high risk young people exiting detention. This organisation has delivered the Supervised Community

Accommodation Service in Townsville to a similar cohort of young people and has shown a demonstrated ability to deliver services with minimal critical incidents including absconding, client to client assault and client to staff assaults. They have delivered considerable outcomes for high risk clients including further traineeships and job placements as well as reduced re-offending.

- sch.4/3/2 commercial [redacted] has a presence in the Cairns community and has a regional office in Cairns and may be able to leverage from existing partnerships to re-commence service delivery in a timely manner.
- [redacted] is familiar with the service model and has offered support to Safe Pathways and the department in the past.

Risks

- [redacted] would need to be approached to deliver the Cairns boot camp and an organisational decision could take some time. It is not clear whether the boot camp model aligns with the strategic objectives and organisational philosophies of [redacted]
- *Mitigation:* Minister to engage directly with the [redacted] State Manager in gauging interest.
- Service providers who provided a submission in the selection process believe that the selection of [redacted] is not equitable and transparent.
- *Mitigation:* The Minister resumes decision making under the Act (as per legal advice) to allocate grant funding.
- As with the other options, service agreement negotiation and establishment will take a minimum four months.
- *Mitigation:* As part of the negotiated funding approach support the service provider to explore interim recruitment and selection strategies and other strategies including infrastructure options, which may lead to more timely implementation.

5. Safe Pathways fails to address deficiencies and service agreement is terminated. The Department enters into an open tender process.

Benefits

- A new open tender process would provide the department with an opportunity to redefine selection criteria and weightings to focus on mitigation of recent issues.

Risks

- A six month lead time would apply to the recommencement of service delivery whilst the procurement process was administered and service establishment undertaken.
- *Mitigation:* Procurement and establishment activities and timeframes could be compressed however this would increase risks associated with implementation and service delivery.

- Service providers who provided a submission in the selection process believe that the administration of a new procurement process is not warranted.
 - *Mitigation:* Minister makes a statement that legitimises decision to undertake open process.
 - Despite the introduction of a rigorous monitoring framework, an alternate service provider may likewise make errors in the delivery of the boot camp residential.
 - *Mitigation:* Ensure known issues are addressed prior to re-commencement and an independent audit takes place on the residential facility prior to commencement.
- 6. Safe Pathways fails to address deficiencies and service agreement is terminated. The Department delivers all or part of the boot camp program internally.**

Benefits

- The department may have more control over the residential environment and the ability to mitigate any risks quickly through existing or established networks.
- The department may be able to leverage from existing internal services such as The Outlook to deliver the bulk of the program.

Risks

- This option may see costs escalate due to staff award levels and government operating costs.
- *Mitigation:* Leverage existing services including the Northern Outlook and/or realign the roles of other internal units to deliver the service.
- The Department may not have the capacity to deliver services outside of the statutory order and thus compromise the integrity of the program.
- *Mitigation:* The Department delivers high risk components including the residential component internally and sub-contracts other agencies to deliver the remainder of the program.
- The Department will not develop meaningful community-based partnerships with providers should a decision be made to deliver internally.
- *Mitigation:* The Department delivers high risk components including the residential internally and sub-contracts other agencies to deliver the remainder of the program.
- Although the department can exercise the full scope of risk mitigation to the program it also becomes the owner of all risk for any incidents that occur.
- *Mitigation:* Ensure likelihood of risks occurring is minimised through comprehensive risk controls across the program including the built environment and staff.

- A minimum four-month lead time would apply to establishment

sch.4/4/6(1) name, ID

Deaunt Graham

From: Darryl Clark
Sent: Monday, 22 April 2013 2:51 PM
To: David Goodinson

Attachments: Safe Pathways undertaking in response to Critical Incident.docx; AG Brief_Boot camp_Kuranda incident.doc

Hi David,

This is the final copy from our end. Attached is Safe Pathways intended actions to address the issues raised



Safe



AG

ys undertakingt camp_Kurai

Darryl Clark

Project Officer | Office of the Regional Director

Youth Justice Services Far North and North Queensland Region | [Department of Justice and Attorney-General](#)

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In line with Boot Camp Program risk management policies and procedures associated with critical incidents, Safe Pathways undertakes to relocate the residential component of the Boot Camp Program to Clump Mountain to provide sufficient time to:

1. Debrief and stabilise staff
2. Review staffing structure and rosters
3. Review policies, procedures and practices associated with Behaviour Management
4. Identify and respond to the learning needs of staff
5. Identify and respond to the risks associated with the physical environment of the residential facility

Goal	Action	Person Responsible	Timeframe
Debrief and stabilise staff	Provide staff with Employee Assistance Program details and encourage them to seek support	Bobby Toleafoa (Program Manager)	22/04/2013
	Engage staff in debriefing process – objective is to reflect on practice and learn from the incident (NB Recommendations may be generated from this session)	Monika Orovec (Psychologist) and Bobby Toleafoa	23/04/2013
	Brief staff on interim operational changes (e.g. operating from Clump Mountain) and remedial activities the workgroup will be engaged in	Bobby Toleafoa	23/04/2013
	Increase on-the job supervision and support of staff to ensure practice standards are being met, to meet staff learning needs and to manage potential falling confidence levels following the incident	Monika Orovec (Psychologist) and Bobby Toleafoa	From 23/04/2013
Review staffing capacity, structure and rosters	Review staffing capacity, structure and rosters and make changes (including recommendations) to ensure two staff are on roster at all times (NB given the current staffing numbers this may include a written submission requesting consideration be given to increasing the number of Program Coaches)	Bobby Toleafoa and Lynn Walker (CEO)	29/04/2013
Review policies, procedures and practices associate with behaviour management	Identify and respond to changes required to policies, procedures and practices associated with Behaviour Management	Monika Orovec (Psychologist) and Bobby Toleafoa	26/04/2013
	Identify and respond to staff compliance to policies, procedures and practices associated with Behaviour Management	Monika Orovec (Psychologist) and Bobby Toleafoa	26/04/2013

Goal	Action	Person Responsible	Timeframe
Identify and respond to the learning needs of staff	Deliver Understanding and Responding to Behaviours Training to staff	Tahlia Siecker (Training and Development Officer) or Monika Orovec (Psychologist) and Bobby Toleafoa	3/05/2013
	Engage staff in behavioural training (role plays) to develop skills and increase confidence in managing challenging or escalating behaviours	Tahlia Siecker (Training and Development Officer) or Monika Orovec (Psychologist)	3/05/2013
Identify and respond to the risks associated with the physical environment of the residential facility	Review the physical environment within the residential facility to identify and respond to risks (e.g. the use and secure storage of potential weapons such as knives)	Bobby Toleafoa	30/04/2013
	Consult with electronic security professionals with regards to surveillance, electronic barriers, and CCTV monitoring Staff to have duress alarms with them at all times	Bobby Toleafoa and Lynn Walker	26/04/2013
	Consider quote in collaboration with Youth Justice Services (NB this is outside of budget and therefore responsibility for costs would need to be discussed and agreed upon)	Lynn Walker	30/04/2013

Deaunt Graham

From: Darryl Clark
Sent: Monday, 22 April 2013 4:50 PM
To: Cheryl Abram
Cc: Kylie Agius; Aleks Chamberlain
Subject: FW: Chronological sequence of events

Further information to add

1. Police arrived at the residence including a dog unit and commenced searching for the young people.
2. At 12.45am, police were contacted by a resident at 10 Bangalow Place, Kuranda who advised that she had been confronted by a young male allegedly armed with a pair of scissors who demanded key to her vehicle. The resident refused and the young male left with cash and a torch.
3. At approximately, 4.14am both young people were located, apparently returning to the Boot Camp residence (8 Gregory Terrace).

Darryl Clark

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Email: darryl.clark@justice.qld.gov.au

From: Darryl Clark
Sent: Monday, 22 April 2013 4:49 PM
To: Cheryl Abram
Cc: Kylie Agius; Aleks Chamberlain
Subject: Chronological sequence of events

Hi Cheryl,

As discussed here is the Chronological sequence of events that occurred yesterday and last night:

4. At approximately 2pm on Sunday 21 April 2013 [sch.4/4/6(1) name] had absconded from Safe Pathways staff at a local shopping centre. [] had been intercepted by police officers in an unmarked car and stopped, allowing Safe Pathways staff to catch-up to [] He was returned to the Boot Camp residence by Safe Pathways staff. The Department was not advised of this incident.

Staff member Rob Bennie was on shift alone from 4:30pm until 10pm during which the following has happened –

- 10 mins prior to bedtime, Rob informs both YP that they will be required to retire to rooms, YP both agree to do so in ten mins
- 8:30pm, Rob instructs both YP to retire to rooms and is met with resistance, [] requests to phone family
- Rob refuses phone contact on the basis of her behaviour and also the time

Deaunt Graham

From: Lisa Barrett
Sent: Tuesday, 23 April 2013 2:42 PM
To: Michael Rheinberger
Cc: Darren Hegarty
Subject: FW: Incident at Kuranda Boot Camp SIGNED
Attachments: JAG-#2166115-v1-Incident_at_Kuranda_Boot_Camp_SIGNED.PDF

Hi Michael,

A signed copy of the Incident brief for your records.

Lisa

Lisa Barrett | Executive Officer | Office of the Director | Youth Justice Policy, Performance, Programs and Practice |
Level 25/50 Ann Street, Brisbane QLD 4001 Department of Justice and Attorney-General
T: 07 387 20733

-----Original Message-----

From: Christiane Zammit [mailto:Christiane.Zammit@justice.qld.gov.au] On Behalf Of General Briefing Notes
Sent: Tuesday, 23 April 2013 2:34 PM
To: OADG Youth Justice Mailbox/Calendar
Subject: Incident at Kuranda Boot Camp SIGNED

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Our reference: 87/2019

Department of
Justice and Attorney-General

sch.4/4/6(1) name, address

Dear [REDACTED]

I refer to your email dated 2 April 2013 referring to the issues you raised with Michael Trout MP, Member for Barron River, regarding the location of the Cairns boot camp residence.

Under the *Safer Streets Crime Action Plan*, the Government is taking action to break the cycle of youth crime and to get youth offending under control in Queensland. This includes the Government's trial of a Sentenced Youth Boot Camp (SYBC) Program delivered by Safe Pathways in the Cairns area. The youth boot camp trial aims to instil discipline, values and respect through a highly structured program that will involve the young person's family.

I acknowledge your concerns regarding the establishment of the residential component of the program and for the safety of Kuranda residents. I can assure you that the program will be delivered with the utmost diligence and commitment to the safety and comfort of local residents.

Safe Pathways manage many residential care services and work within the scope of the law. I understand that the residential component of the SYBC does not require a Material Change of Use as it fits within the parameters of the Queensland Planning Provisions for the use of a residence to provide residential care. Mayor Rosa Lee Long has also publicly stated that Material Change of Use is not required.

With regard to your concerns relating to consultation, I understand that local consultation commenced the same day that Safe Pathways secured the purchase of the Kuranda property. Plans are in place for further consultation to occur through the formation of a local reference group which will assist service delivery and help Safe Pathways to address community issues.

Many properties and locations were considered during the establishment phase of the program. The property at Kuranda was assessed as best positioned to facilitate the boot camp program for the catchment area that is being serviced; and the correct build quality for what is needed. Research indicates that to be effective, programs must be located locally to the families and communities that young people originate from. This ensures that links built to critical resources, including education and employment are sustainable after the program is completed.

I understand that the Real Estate Institute of Queensland (REIQ) have advised that the location of the SYBC program residence will not have an impact on property values in the area. For more information please contact the REIQ on (07) 3249 7347.

In relation to the program itself, the objectives of the SYBC are to instil discipline, values and respect through a highly structured program that addresses the causes of crime, provides a consequence for offending and increase the supervision of young people. As such, the young people will follow a much regimented daily routine. For example, the young people will wake up and prepare breakfast and lunch at the residential, travel to the flexi-learning centre for school in the morning, then attend a local community agency to perform community service and then to the Northern Outlook for a challenging physical activity.

It will involve young people aged 13-17 years some of whom will be excluded from participating in the program for a range of reasons including that they:

- are not willing to participate in the program;
- have committed certain violent or sexual offences; and
- have significant mental health issues, including extreme behavioural issues.

In addition, before participating in the program, young people will be assessed by a number of relevant agencies as appropriate to live in the community and will have expressed a genuine motivation to change their behaviour.

Queensland Police Service (QPS), including the Kuranda Police station, Cairns Child Protection Investigation Unit and Mareeba Criminal Investigation Branch, will be consulted regarding all young people being considered for the SYBC, informed of young people that enter and exit the residential and they will also be given regular progress updates on young people on the SYBC. This means that QPS can provide information to DJAG which may make a young person unsuitable for a SYBC and can also provide information throughout the program that may result in breach action for non-compliance.

It must also be noted that the residential component is only one part of the SYBC. Each young person will spend one month in the residential facility followed by supervision and support in the community for the next 2-5 months. The facility will accommodate a maximum of five young people at a time. As young people will be referred to the program at different times it is unlikely that the residence will be fully accommodated at any one time.

Whilst in the residential facility young people will be supervised 24 hours, seven days per week and be subject to a curfew. It is a requirement of the SYBC that the young person cannot leave the boot camp centre unless they have written authority from DJAG. Behaviour and participation will be strictly monitored by Safe Pathways and the consequences of any breach of the boot camp order will be grave, thereby discouraging any untoward behaviour. At night young people will reside in their rooms, with security screens on the windows. There is only one entry/exit point to the residence and it will be guarded by a staff member of Safe Pathways for the duration of the night.

In addition, to ensure both the safety of yourself and the participants in the boot camp program, there are established protocols and close links with local police who will be continually advised of young people within the residence and will perform checks and other responses when requested by the service provider, Safe Pathways. It is likely that any disturbance or security breach will be addressed by police long before a resident will become aware of any issue.

The success of the SYBC trial will be measured according to how well it achieves the program objectives. These include:

- providing a consequence for young people's offending behaviour;
- reducing rates of re-offending among young people;
- developing discipline and respect among young people;
- engaging/re-engaging young people in education, training and/or employment; and
- strengthening and maintaining young people's family relationships.

The extent to which outcomes will be made public has not yet been determined.

Finally, I understand and share your concerns at the state of youth justice in Queensland. Reforming the youth justice system in Queensland is a high priority for me. To guide this reform, the Department of Justice of Attorney-General will be developing a Blueprint for the Future of Youth Justice over the next 12 months, an information paper for which has been released for community consultation. I am interested to hear from you about your thoughts and ideas about reform to the system. The information paper is available at <http://www.justice.qld.gov.au/youth-justice>

I trust that this information addresses your concerns.

Yours sincerely


Steve Armitage
Assistant Director-General
Youth Justice