

Strategic Plan 2006–2010

Queensland Corrective Services

Strategic Plan

2006–2010

Correctional security infrastructure with the commitment to keeping the community safe.
Reformed and expanded best-practice offender intervention services to help get offenders back on track.
Expanded assistance to victims of crime.
A new Probation and Parole Service with a focus on tough new supervision and surveillance of offenders serving their sentence in the community.



Contents

Queensland Corrective Services	3
Message from the Minister	4
Message from the Director-General	5
Our strategic planning and achievement process	6
Introduction	7
Challenges	8
Strategic solutions	10
Enabling the changes	13
Our strategies for managing offenders in custody	15
Our strategies for managing offenders in the community	16
Our strategies for rehabilitating offenders	17
Our strategies for corporate governance	18



Our vision

Leaders in corrections: Partners in criminal and social justice

Our purpose

In partnership with other key criminal justice agencies, we are committed to the critical role of “Community safety and crime prevention through the humane containment, supervision and rehabilitation of offenders”.

Our motto

Protecting the community

Our values

Integrity

We act ethically, honestly, impartially and in the best interest of the community.

Accountability

We are publicly accountable for our actions.

Working together

We work in collaboration with our colleagues, stakeholders and the community.

Learning

We value creativity, innovation, flexibility and continual improvement in the pursuit of excellence.

Diversity

We treat all people with respect and value differences.





Message from the Minister

The *Queensland Corrective Services Strategic Plan 2006-2010* signifies a fundamental shift in the way corrective services are delivered in Queensland.

The implementation of major initiatives aimed at improving the way we do business has earmarked 2006 as a landmark year for Queensland Corrective Services (QCS).

Of most significance is the major overhaul of the community corrections system, which will be reflected in the activities of all areas across QCS.

Replacing the current community corrections system with a new Probation and Parole service will provide extra safeguards to protect the community. Stricter supervision, targeted surveillance and expanded and newly-designed rehabilitation services will place QCS at the forefront of corrective services practices in Australia.

Corrective Services, and the community as a whole, will reap the rewards of the new Probation and Parole service in a number of areas: a larger, more specialised workforce; stronger links with the State's Courts; more effective prisoner rehabilitation; and increased confidence in the supervision of offenders in the community.

QCS is facing head-on the challenge of managing increasing prisoner numbers and significant changes in the profile of our prisoner population.

We are putting in place effective, long-term strategies to ensure that Queensland's corrective services system can and will continue to meet its obligation of protecting the community.

Projects such as the redevelopment of the Sir David Longland, Arthur Gorrie and Townsville Women's correctional centres; the search for land for a prison complex in south-east Queensland; and initiatives to manage the over-representation in our facilities of Indigenous prisoners and prisoners with mental, intellectual, psychological and physical disabilities and disorders, will ensure that Queensland Corrective Services delivers on its promises for years to come.

All of these initiatives have one aim – to protect the welfare of our community.

However, we in QCS cannot achieve these things on our own: partnership arrangements with other government departments, organisations and agencies are paramount to the overall success of this strategic plan.

The challenge is clear. As Minister for Police and Corrective Services, I look forward to leading the staff of QCS as they continue to contribute to “protecting our children and enhancing community safety”.

Judy Spence MP
Minister for Police and Corrective Services



Message from the Director-General

Over the past two years, QCS has undergone significant change to build the platform for a new era in corrective services.

We continue with this change in enhancing our relationships with other organisations in the criminal justice community.

The ability to improve our accountability through the measurement of outcomes and to enhance the delivery of correctional services depends on managing strategic change, engaging stakeholders in a genuine way, and honouring agreements made in a consensus-building process.

Our challenge is not to continue to look back at the past. It is to take the hard work already completed to build the future.

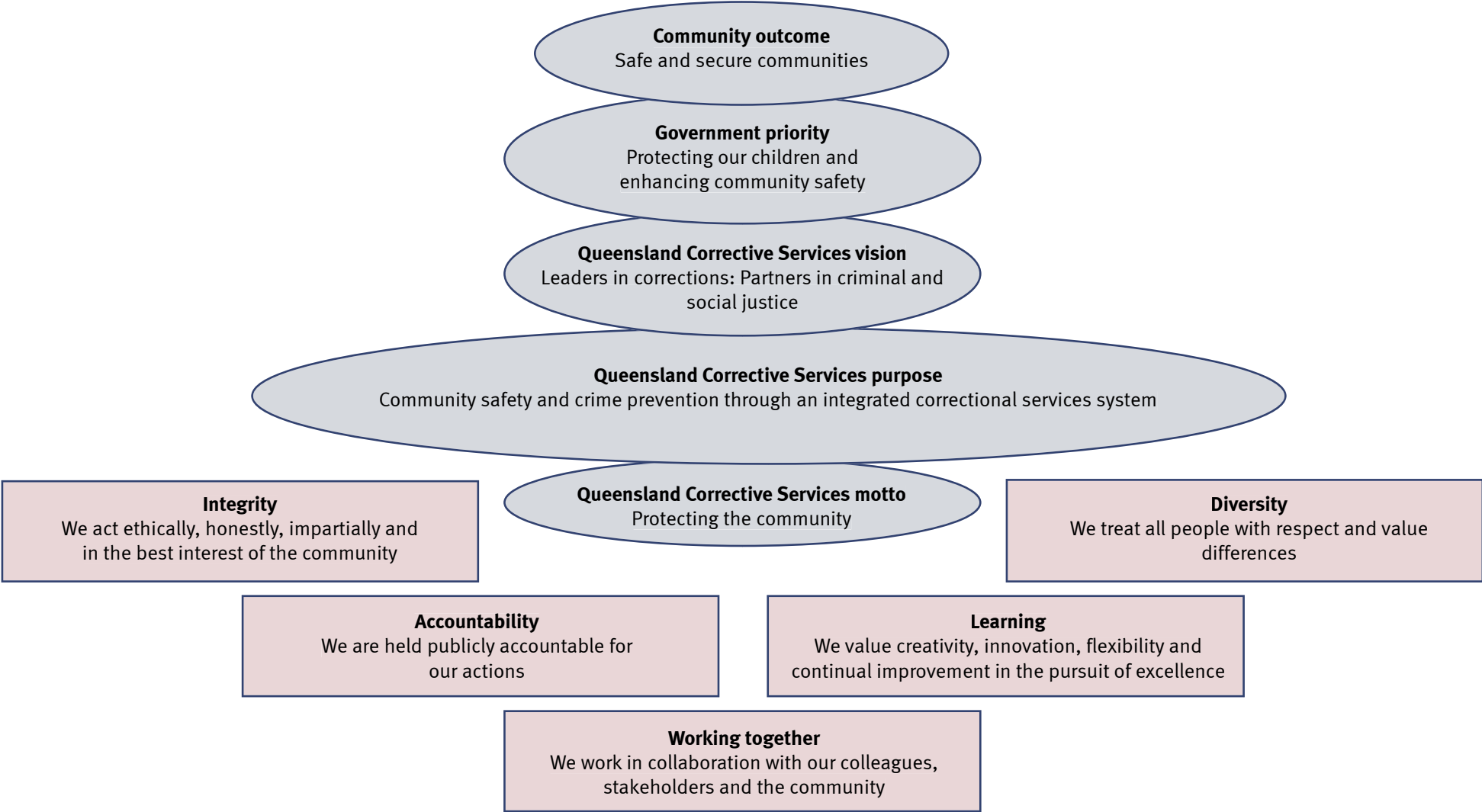
This strategic plan maps the challenges that lie ahead, our strategies to meet these challenges, and the ways in which we will measure our success. It articulates a mission, guiding principles and vision for protecting the community, providing the programs and services to help offenders get their lives back on track and engaging stakeholders. It is a recipe for a strategic approach to correctional effectiveness that captures a visionary attitude.

Initiatives such as the introduction of the new Probation and Parole service, changes and improvements to our legislation, and the development of a more professional service culture in our staff will re-affirm our position as a world leader in corrective services.

Our staff will play the most significant role in successfully reaching our goals. I therefore encourage staff from all areas to contribute to the development of our new blueprint for corrective services in Queensland. I look forward to working with them and our service providers in implementing this strategic plan.

Frank Rockett
Director-General

Our strategic planning and achievement process



Introduction

The *Queensland Corrective Services Strategic Plan 2006–2010* reflects the critical role it plays in Queensland's criminal justice system. Working with other key agencies, it is committed to building community safety through an integrated correctional system that focuses on the humane containment, supervision and rehabilitation of offenders.

QCS must provide targeted interventions and programs that will help keep offenders from returning to prison, and help to ensure public safety through tougher, targeted surveillance of offenders in the community.

At the same time, Queensland Corrective Services also faces challenges in custodial corrections with growing prisoner numbers and an increasingly complex prisoner population.

To achieve the goals outlined in this strategic plan, QCS must direct its efforts towards more effective management of and interventions with these prisoners; improved supervision of offenders in the community; and continuing to develop a competent and diverse workforce with strong operational leadership.



Challenges

QCS faces a number of particular issues over the coming years.

More prisoners

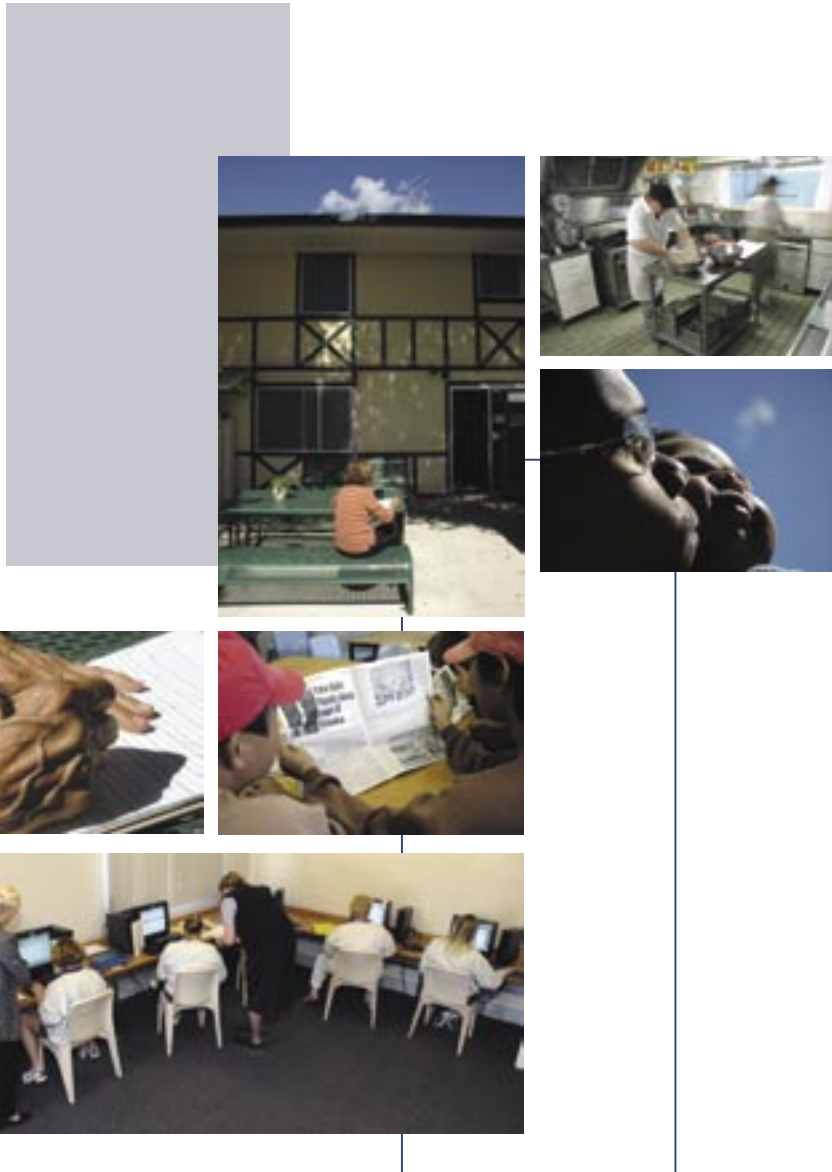
The prison population has more than doubled since July 1993 and a further 90% growth over the subsequent decade is expected. This growth is not unique to Queensland: it is a global trend, with the United Kingdom, New Zealand, the United States and all Australian States and Territories (except Victoria) reporting high growth.

This increase in prisoner numbers has been driven by a combination of factors, including a general population growth of over 27% during that period, more effective policing, changed sentencing practices, a rise in the number of people held in custody while awaiting trial and expanded use of imprisonment for those offenders who breach community-based orders.

The changing and diverse prisoner profile

The age profile of prisoners is shifting, with increasing numbers in all age groups over 35 years. Female prisoners now make up nearly 7% of the total prisoner population. Indigenous people continue to be over-represented in the correctional system, with about 27% of all prisoners identifying as Indigenous.

In addition, the prison population is characterised by significant proportions of offenders with mental, intellectual, psychological or physical disabilities or disorders, with high dependencies on medication.



Challenges

More offenders are being sentenced to short terms of imprisonment.

Of the almost 8000 people remanded in custody or sentenced to imprisonment in Queensland in 2005, 70% were sentenced to a prison term of less than two years. More than half of these were serving less than six months.

Returns to the correctional system – recidivism

Research suggests that recidivists are more likely to be men, Indigenous and younger offenders, property offenders and people with multiple criminogenic needs and problems such as substance abuse.

The first steps towards changing a prisoner's behaviour will be taken in the prison setting, but if the change is to be lasting, it must continue in the community. This is the underlying philosophy of throughcare – that is, the continuity of offender management from custodial to community-based supervision.

New Corrective Services legislation

The *Corrective Services Act 2006* was passed in May 2006 and heralds major changes to the way prisoners will be managed within the correctional environment and subsequently released into the community.

The reforms are designed to improve community safety while continuing to ensure that prisoners who pose a threat to the community are securely contained.

Staff recruitment, training and retention

QCS is committed to creating and retaining a professional workforce with the skills to meet the challenges of the future.

To attract the most appropriate people to train and develop, QCS must build a reputation as an employer who delivers on the ideals of:

- stability and security in employment
- promoting knowledge, creativity and innovation
- recognition and reward



Strategic solutions

Based on the challenges identified, QCS continues to focus on:

- “securing the perimeter” by operating and maintaining existing infrastructure as well as building new infrastructure to accommodate the anticipated growth in prisoner numbers
- maintaining community safety with a new Probation and Parole service that delivers tougher supervision and surveillance of offenders serving their sentences in the community
- reducing recidivism by providing improved and expanded rehabilitation programs and better opportunities to participate in education, training and prison industries
- managing the increasing complexity of offenders’ health profiles, including mental health, intellectual disability, increasing age and illicit drug dependency issues
- empowering victims of crime by offering them an opportunity to provide input into decisions about the management of relevant offenders being released into the community
- improving the recruitment, retention and training of a professional workforce through the implementation of cyclic recruitment and transfer processes as well as enhanced developmental opportunities

Securing the perimeter

There have been no escapes from secure custody since 1998 and further investment in correctional centre infrastructure will continue to provide the best security and equipment as part of the Government’s commitment to protecting the community.

- A revamped Sir David Longland Correctional Centre will become a reception centre for new prisoners as well as managing sentenced prisoners, a maximum security unit and 17-year-old males in separate facilities
- The Arthur Gorrie Correctional Centre will be expanded to allow all remand prisoners in south-east Queensland to be housed in the one establishment for the first time
- The existing men’s facilities in Townsville will be redeveloped during the next three years and a new women’s correctional centre also constructed in Townsville
- Custodial capacity will be further increased by commissioning extra beds at Brisbane Women’s, Woodford and Maryborough correctional centres
- Investigations will also commence into a possible site in south-east Queensland for a new corrective services precinct that could ultimately accommodate up to 4000 prisoners



Strategic solutions

- A program of high priority maintenance work will continue at existing facilities, as well as the completion of the phased installation of enhanced perimeter security systems at all correctional centres over the next three years
- In conjunction with the Department of Justice and Attorney-General, QCS will progressively install videoconferencing facilities in a number of correctional centres to reduce the security risks associated with transporting a range of prisoners to and from court hearings. This will also improve the efficiency of processing court matters

A new Probation and Parole service for Queensland

This is part of a five-year overhaul of the community corrections system and is the most significant reform in this area since 1988. The new model will enhance community safety and reduce re-offending. It will deliver tougher supervision and surveillance of offenders, stronger links with the courts and the judiciary and a suite of major new rehabilitation programs to help offenders change to lead more law-abiding lives.

Additional full-time positions will be created to ensure effective delivery within each region, particularly in the Lower Gulf and Torres Strait, and new delivery strategies implemented.

More staff will also be provided to manage the introduction of court-ordered parole, which will ensure that offenders serve 100% of their sentences either in prison or under supervision in the community.

Enhanced targeted interventions and programs to assist in addressing recidivism

QCS will help offenders to turn their lives around through:

- the implementation of specialist work streams in the new Probation and Parole service, which will improve the capacity of the service to deliver offender programs
- an increase in the quality and quantity of intervention programs
- expanded prisoner access to accredited vocational training in prison industries, which will improve participants' work skills and increase their employability when released
- the implementation of a range of enhanced programs to deal with addictive behaviours
- improvements to the administration of "throughcare" so that offenders are provided with whole-of-sentence planning, intervention and the additional support required when making the transition from custody to community-based supervision



Strategic solutions



The changing and diverse prisoner profile

Among a range of strategies, QCS will:

- provide extra services to cope with the health needs of aged and infirm prisoners, particularly at Wolston Correctional Centre
- employ additional psychiatrists and allied health workers to deliver improved prisoner mental health services as well as engage non-government organisations to provide throughcare services in the community
- investigate the delivery of specialised services for problem gamblers in Indigenous communities, with the aim of reducing the over-representation of Indigenous people in custody
- investigate the development of an opioid maintenance treatment program for offenders who commenced such treatment prior to imprisonment

Empowering victims

The primary victim of a violent or sexual offence for which a prisoner has been sentenced will be able to register to receive certain information about that offender. Immediate family members of deceased victims as well as the parents or guardians of young victims will also be eligible to register. When an offender makes an application for parole, registered victims will have the opportunity to make a submission to the parole board. This may include concerns about

an offender's potential release into a particular community or suggested conditions to be placed on a parole order to restrict offender activity. Any such submissions will then be considered by the parole board when determining its response to the offender's application for parole.

Developing a flexible and professional workforce equipped with the knowledge and skills to meet current and changing demands

The capability of our workforce will be enhanced through delivery of the revised Entry Level Training Program, which will provide the basis for industry-standard certificate accreditation to ensure both custodial and probation and parole staff are skilled to deliver professional corrective services.

Professional development and training gains a new focus with the recently-released Learning and Development Strategic Plan. The plan focuses on the key results areas of marketing and recruitment; entry level training; management and leadership; and retention.

This will be further supported by the re-invigoration of the Corrective Services Academy, which will provide sound professional educational leadership.

Other strategies to improve career management within QCS include the new Probation and Parole service and changes to staffing and management structures within Custodial Operations.

Enabling the changes

QCS' ability to successfully implement the strategic solutions will depend on a number of major supporting initiatives.

Implementing the provisions of the *Corrective Services Act 2006*

QCS has reviewed its legislation and in 2006–07 will implement the provisions of the new *Corrective Services Act 2006*, which will have the following major impacts:

- organisational changes to Parole Boards
- changes to the parole system, including court-ordered parole
- changes to the prisoner classification system
- the introduction of separation orders for prisoners for their own safety and the safety of others
- changes to review and complaint mechanisms, such as management decisions about prisoner security and placement no longer being subject to judicial review
- regulation of prisoner activities, including prohibiting prisoners from running a business while in custody

These changes will provide an opportunity for QCS to improve its services to offenders and the community as a whole.

Fostering a positive public image and improved corporate culture

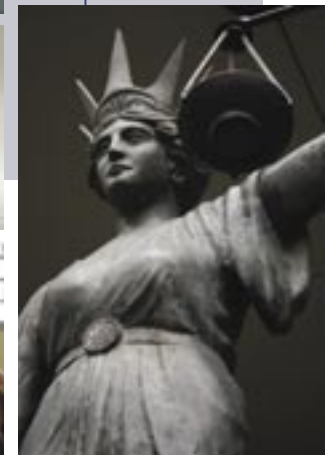
QCS will work towards developing a service culture approach to the way its staff deal with colleagues, visitors and others. It is committed to building an innovative workforce and an environment that promotes accountability and transparency.

Work is also progressing on the development of a best practice prisoner complaints management system, with new policies and procedures to be implemented in 2006–07.

Enhancing partnerships with other agencies

QCS will build and enhance partnerships with other government and non-government agencies. Some examples include the Department of Justice and Attorney-General on a number of initiatives including videoconferencing and the public safety network; Queensland Health regarding medical services for prisoners; and the Department of Housing in relation to the homelessness strategy for post-release prisoners.

A planned revision of external service provision will offer new mechanisms to increase partnering with community organisations. It will also provide greater support to groups who work with offenders as part of pre-release planning and post-release support.



Enabling the changes

Engaging stakeholders and the community

As part of the new Probation and Parole service, QCS will enhance the operation of community service orders. This will give local communities the opportunity to nominate and prioritise the projects in their areas that they want completed. These projects are operated by not-for-profit community organisations with voluntary supervisors who oversee the work of the offenders.

Under the new corrective services legislation, the Concerned Persons Register will undergo a major overhaul. The new Victims Register will cover an expanded range of victims and their families who will be able to receive certain information about the perpetrators of the crimes against them.

Victims of crime will also have the opportunity to make a submission to a parole board prior to that board's consideration of an offender's application for parole. This might include concerns about an offender's potential release into a particular community or suggested conditions to be placed on a parole order to restrict offender activity. Any such submissions will then be considered by the parole board when determining its response to the offender's application for parole.

The successful Stakeholder Meetings will continue to be held regularly in several locations throughout the State to discuss emerging issues. The meetings are also an opportunity for stakeholders to ask questions, make suggestions and seek general assistance from QCS. Quarterly publication of stakeholder newsletters will also be retained to assist further with stakeholder engagement.

Improving accountability

Accountability is being strengthened by the further development of a range of initiatives with a focus on performance. The independent role of Chief Inspector has been introduced to review the operations of custodial centres using the basic principles of the "healthy prisons" approach: safety, respect for prisoners and staff, purposeful activity and rehabilitation. All centres will be inspected over the next two years.

The new *Fraud Control and Corruption Prevention Strategy* coordinated by Ethical Standards will be implemented to assist with the further development of a culture of integrity within QCS. A revised and enhanced complaints mechanism will also be in place by the end of 2006.

Transparency in business processes and practices will continue to be demonstrated through an annual program of internal audit reviews and evaluations across all aspects of QCS activity.

Implementation

The strategic solutions together with the supporting initiatives can be grouped into four areas for implementation:

- offenders in custody
- offenders in the community
- rehabilitating offenders
- corporate governance



Our strategies for managing offenders in custody

Facility-based containment services

Goal: Provide integrated and effective management of prisoners in accordance with assessed risk and need

Strategies:

- Place prisoners in facilities most appropriate for their level of risk to the community
- Assist prisoners to progress through the correctional system and successfully reintegrate into the community
- Manage prisoners in a consistent and fair manner
- Encourage stakeholder and community engagement in correctional issues
- Manage prisoners with particular regard to the needs of specific groups (for example, Indigenous, from non-English speaking background)
- Continue to develop effective and efficient correctional facilities that address future demands of the prison population

Strategic projects:

- Commission remaining infrastructure at Brisbane Women's, Woodford and Maryborough correctional centres
- Redevelop and expand Townsville Correctional Centre
- Construct a new women's correctional centre at Townsville
- Redevelop Sir David Longland Correctional Centre as a reception centre for south-east Queensland
- Expand Arthur Gorrie Correctional Centre for use as a remand centre for south-east Queensland
- Develop and implement a strategy to care for aged and infirm prisoners
- In association with Queensland Health, undertake an analysis of where the responsibility for prisoner health and medical services would best lie
- Expand the use of videoconferencing between courts and correctional centres
- Continue the maintenance and upgrading of perimeter security systems
- Continue the high-priority programmed maintenance activities at correctional centres
- Implement recommendations relating to the Operational Support Services Unit and dog squad operations
- Investigate possible sites for a prison precinct in south-east Queensland

Performance:

We will assess our performance by monitoring:

- use of custodial sentences
- escapes and absconds
- assaults
- death from unnatural causes
- illicit drug use
- cost of containment
- infrastructure utilisation

Our strategies for managing offenders in the community

Community supervision services

Goal: Provide integrated and effective management of offenders on community-based orders in accordance with assessed risk and need

Strategies:

- Implement appropriate reporting regimes for offenders to ensure compliance with orders
- Assist offenders to change to and maintain law-abiding behaviours
- Employ appropriate surveillance options to keep the community safe

Goal: Effective advisory and support services to sentencing and releasing authorities

Strategies:

- Implement the new Probation and Parole service
- Implement court-ordered parole
- Build and maintain effective partnerships with relevant agencies to enhance service delivery

Strategic projects:

- Pilot specialist work streams within the Probation and Parole service in order to ensure that offenders are effectively and appropriately managed. This includes ensuring that offenders assessed as being of highest risk are managed by the most experienced staff
- Introduce a range of programs for delivery to offenders being supervised in the community
- Employ additional offender intervention staff in remote and regional areas to deliver a combination of programs designed to break the offending cycle
- Recruit additional staff for induction and assessment, offender management, intervention services and compliance and surveillance roles
- Replace the current Court Advisory Service with four professional prosecutors
- Establish a criminal intelligence function within the Probation and Parole service to determine optimum levels of surveillance
- Introduce a specialist and random surveillance model to maximise offenders' compliance with orders and minimise risk to the community
- Implement alternative program delivery models in the Probation and Parole service, including the establishment of dedicated rehabilitation hubs
- Develop processes and partnerships to maximise the provision of throughcare support to offenders being released into the community
- Use the introduction of and data contained within the Integrated Offender Management System to improve the quality of information provided to parole boards
- Expand services in a range of Lower Gulf and Torres Strait Island communities

Performance:

We will assess our performance by monitoring:

- use of community supervision orders
- successful completion of community supervision orders
- breach of order conditions
- cost of offender supervision

Our strategies for rehabilitating offenders

Correctional intervention services

Goal: Minimise the risk of re-offending through targeted and coordinated intervention services

Strategies:

- Apply consistent, integrated approaches to offender management, assessment and intervention services to address the rehabilitation needs of offenders
- Ensure programs and services are appropriate to offenders' risk of re-offending and intervention needs
- Minimise harm and reduce drug use by offenders to foster drug-free lifestyles within prison and the wider community
- Develop models of prison industries that provide opportunities for prisoners to acquire life skills
- Accurately assess offenders' risks and needs to appropriately target intervention programs
- Engage in partnerships with the community, external service providers and other government agencies to develop policy and deliver programs and services for offenders
- Evaluate the effectiveness of programs and services

Goal: Provide appropriate opportunities for offenders to make reparation to the community

Strategies:

- Increase the public value of reparation programs throughout Queensland
- Implement recommendations of the Work Program Community Consultation Review

Strategic projects:

- Increase the quality and quantity of rehabilitation programs delivered through Probation and Parole services
- Develop and implement a new model for industries and vocational and educational training
- Deliver sexual offending programs to sexual offenders in prison
- Develop opiate replacement treatment programs
- Develop a non-smoking strategy
- Develop problem gambling services for Indigenous communities
- Further engage with external service providers to deliver rehabilitation services
- Explore opportunities to implement the Integrated Offender Management System and associated information management systems in other agencies
- Revitalise prisoner libraries
- Revitalise the community service program
- Establish a women's Work Camp in north Queensland
- Develop and release a rehabilitation policy for offenders

Performance:

We will assess our performance by monitoring:

- quality of intervention programs
- completion of intervention programs
- effectiveness of intervention programs
- delivery of Adult Education and Vocational Education and Training programs
- community service work performed

Our strategies for corporate governance

Goal: Manage QCS' resources to promote efficiency, effectiveness, equity, economy and accountability in service delivery

Strategies:

- Develop and align QCS resources with its endorsed business direction
- Develop and implement legislation, policies and partnerships that strengthen ongoing community safety
- Promote a culture of openness, fairness and accountability throughout QCS
- Value staff through inclusive, cohesive and open practices
- Inform the public about QCS' role in the criminal justice system
- Strengthen accountability by ensuring appropriate policies, procedures and systems are in place

Strategic projects:

- Implement the provisions of the *Corrective Services Act 2006*
- Develop a service culture in staff towards colleagues, visitors and others
- Implement the QCS corporate performance measurement framework
- Build and improve partnerships with other government and non-government agencies including philanthropic organisations
- Increase community engagement activities
- Continue to develop initiatives that facilitate sharing across justice agencies and improve the management of criminal justice through the Integrated Justice Information System
- Update the prisoner complaints system
- Introduce and update staff performance management frameworks
- Re-invigorate the QCS training facility as an "Academy" for excellence in training
- Implementation of the Learning and Development Strategic Plan

Performance:

We will assess our performance by monitoring:

- audit reports, inspections and evaluations
- official misconduct complaints
- industrial harmony
- workplace health and safety
- financial management



