

CHAPTER 2: SUMMARY OF RECOMMENDATIONS

It is recommended that:

CHAPTER 3: THE REFORM AGENDA

1. By 31 March 1994, prior to commencing consultation on amendments to the Corrective Services legislation, the Director-General in association with the Board of the Commission, prepare for Cabinet consideration a proposal, incorporating the principles outlined below, for adjusting and clarify the roles of the Minister for Corrective Services, the Board and the Director-General of the Queensland Corrective Service Commission.

The Minister to:

- . select the Chair of the Board and recommend the appointment to the Governor-in-Council;
- . recommend membership of the Board to Governor-in-Council;
- . direct the Board of the Commission on Government policy in writing;
- . ensure that government policies are reflected in Commission practice;
- . report to the Parliament and Cabinet on the policies and operations of the Commission; and

The 'Commission' to be:

- . headed by a Director-General, accountable through the Board to the Minister and Parliament;
- . a unit of the public sector; and

The part-time Board to:

- . comprise a chairperson and up to seven members;
- . recommend to the Minister the appointment of the Director-General;
- . ratify senior appointments to the QCSC;
- . direct the Director-General;
- . provide policy advice to the Minister;
- . monitor the organisation's performance;
- . report directly to the Minister on a regular basis on its activities;
- . recommend to the Minister the appointment of official visitors, and receive their reports;
- . recommend to the Minister the appointment of inspectors to investigate incidents, and receive their reports;
- . recommend to the Minister the appointment of members of community corrections boards;
- . develop a public profile as the body responsible for implementing Government policy on corrections in Queensland;
- . be supported by a small research and administration unit; and

The Director-General to:

- . accept overall responsibility for the day-to-day operations of the Commission;
- . be accountable to the Minister, through the Board, for the implementation of government policy in relation to corrective services in Queensland;
- . be accountable officer for the purposes of the *Financial Administration and Audit Act 1977*;
- . be responsible for the human resource management of the agency. . . . 54

2. Before 9 December 1993, QCSC Commissioners be appointed in accordance with the *Corrective Services (Administration) Act*. 54

3. The fees and allowances for Queensland Corrective Services Commissioners be assessed by the Department of Employment, Vocational Education, Training and Industrial Relations as soon as the new role and composition of the Board is determined. 54

4. By 31 December 1994, the Queensland Corrective Services Commission, in consultation with the Office of Cabinet, complete a review of the corrective services legislation (including the *Corrective Services Regulations*, the Commission's Rules and all General Managers' Rules) as a whole which:

- . determines whether the *Corrective Services (Administration) Act* and the *Corrective Services Act* should be combined into a single statute;
- . adequately enshrines the QCSC organisation, its policies and operations in either statute or regulation, as appropriate;
- . identifies the matters currently dealt with in Commission or General Managers' Rules which should properly be enshrined in statute, regulations or procedural manuals;
- . provides for the abolition of Commission Rules and General Managers' Rules;
- . identifies and corrects inconsistencies and anomalies both within the corrective services legislation and between the corrective services legislation and other legislation, particularly the Penalties and Sentences Act and the Criminal Code; and
- . addresses such other matters identified throughout the review as requiring legislative attention,

and prepare for Cabinet consideration a submission for authority to prepare a bill or bills which reflect the outcomes of the above review of legislation. . . 61

5. The Office of Cabinet determine the consultative processes to be followed for the above review of legislation. 61

CHAPTER 4: COMMISSION MANAGEMENT

6. The organisational structure for the Queensland Corrective Services Commission, as outlined in Figure 3, be adopted and in place by 30 June 1994. 81
7. By 30 June 1994, the QCSC document and promulgate to staff a policy on correctional centre occupancy rates which identifies the optimal rate as a basis for infrastructure planning and prisons management; and that occupancy rates and associated information be included in QCSC Annual Reports to the Parliament. 86
8. Favourable consideration be given by the Cabinet Budget Review Committee, at its 1993-94 mid-year review, to the Queensland Corrective Services Commission proposal for funding to increase custodial correctional centre bed capacity. 86
9. The QCSC, in consultation with the Australian Institute of Criminology, develop by 30 June 1994, a predictive correctional centre population model to assist in prison infrastructure planning. 89
10. By 30 June 1994, the Queensland Corrective Services Commission, in consultation with Treasury, prepare, for consideration by the Budget Review Committee of Cabinet, a three year rolling capital and operational finance plan (including capital projections for ten years). 89
11. Funding for emerging needs, and to address any issues raised by Kennedy but not yet attended to, be raised as new initiatives in the annual Queensland Corrective Services budget review process. 95
12. The Commission Executive, as a matter of urgency, report to the Minister and the Board on strategies and an implementation schedule for: consultation processes to improve communications with staff; a participatory planning process so that the vision of the organisation can be translated to staff; and communication mechanisms for ensuring that all staff are well informed about Commission operations. 98
13. The QCSC be declared a 'unit of the public sector' pursuant to Section 1.3 of the *Public Sector Management Commission Act 1990* and accordingly be subject to all public sector management standards provided, and grievance and appeal mechanisms established, under that Act. 102

14. The Director-General, in consultation with the Public Sector Management Commission, and subject to ratification by the Board, negotiate a process with the Public Sector Management Commission to manage transitional processes for all staff currently subject to contract employment including the creation and filling of the Divisional Director positions. 105
15. The Human Resource Development Unit:
 - . be given the function of coordinating and monitoring the quality and extent of all QCSC provided training, and of allocating all staff training and development funding; and
 - . having regard for strategic priorities and travel costs, develop and report on the implementation of a strategy for equitable access to staff training and development funding by 30 June 1994. 109
16. By 31 March 1994, the Director (Custodial Corrections) and the Director (Corporate Services) prepare a report for the Director-General on strategies to increase access of Custodial Correctional Officers to training. 109
17. The QCSC executive management group (Director-General, Deputy Director-General and the Divisional Directors) accept responsibility for integrity and performance of the Corrections Information System and develop strategies to ensure that timely and accurate management information is available to the organisation. 112
18. By 31 March 1994, following an independent audit of QCSC information management systems, and consultation with the Information Policy Board, the Director (Corporate Services) present to the executive management group an action plan to address the immediate operational and strategic information needs of the Queensland Corrective Services Commission as the first phase of a complete review of the QCSC Information Management Strategic Plan. . . 114
19. By 31 March 1994, the role of Information Technology unit be amended to:
 - . provide consultancy and assistance in design and development of information systems;
 - . provide support systems for applications and equipment; and
 - . provide information policy advice to management. 114
20. Consideration be given to the legislative approach to contract management in other States, including: mandatory conditions; minimum performance standards; monitoring; and reporting, when Queensland's corrective services legislation is amended. 118

21. By 30 September 1994, the Queensland Corrective Services Commission, in consultation with the Office of the Cabinet and Treasury, develop a methodology for evaluating contract management of custodial and community corrections centres which includes:
 - . the basis on which costs should be compared;
 - . the basis on which quality of service can be assessed; and
 - . the overall financial and other impacts on the State and the State correctional system of contract-managed centres. 119
22. The Director (Offender Development) evaluate the efficiency and effectiveness of the State and Contract-managed reception and assessment processes and report to the Director-General on the appropriateness of the functions being performed on a contract managed basis prior to the expiry of the current contract in 1997. 120
23. The Director (Community Corrections) evaluate the effectiveness and viability of existing contract managed community corrections centres and the WORC scheme, with a view to ensuring optimal use of these lower cost options to secure custody, and report to the Director-General by 30 September 1994. . . 125

CHAPTER 5: PEOPLE IN PRISONS

24. The Director (Offender Development):
 - . implement, by 30 June 1994, an ongoing training program on assessment skills and classification policy for core members of sentence management teams;
 - . within six months of the completion of the first round of training, undertake an audit of sentence management processes in all correctional centres to assess compliance with QCSC policy and to identify issues requiring attention in the training program; and
 - . be responsible for monitoring compliance with QCSC policy on sentence management processes. 129
25. The Director (Offender Development) develop and implement by 30 June 1994, strategies for the prompt resolution of questions of sentence calculation including consideration of any need for legislative amendment. 130
26. The Director (Offender Development) assume responsibility for statewide coordination of custodial and community corrections programs including the establishment of standards for their development, monitoring, evaluation and delivery. As part of this responsibility the Director will:

- . conduct a program needs analysis for custodial corrections by 31 May 1994;
 - . establish the core programs to be implemented in each centre by 30 September 1994; and
 - . conduct a program needs analysis for community corrections by 31 December 1994. 134
27. By 30 June 1994, the QCSC Board, as part of its monitoring role, develop indicators to ensure a proper balance is maintained between industries and other programs and that pressure not be placed on correctional centre managers to supplement their budgets through industry operations. 137
28. By 30 June 1994 the Director (Corporate Services) develop, for inclusion in the QCSC industries strategy, criteria against which existing and proposed business initiatives can be assessed. Such criteria may include net financial contribution, profitability, vocational benefits, inmate needs and development of a work ethic and industry development based on import replacement, export development and joint venturing initiatives. 141
29. The Director (Corporate Services) develop a timetable for implementing statutory requirements in relation to workplace health and safety in all areas of the Commission and provide quarterly reports on implementation progress to the Director-General. 141
30. The Director (Offender Development) ensure standardisation, where practicable, of prisoner vocational training across correctional centres. 142
31. The Director (Offender Development) prepare annually, for the Board's consideration, a review of prisoner remuneration. 142
32. Proposals for any significant development or expansion of prison industries only proceed with the approval of the Minister, following consultation with relevant industry and union groups, for example, the Industry Advisory Committee established by the Queensland Corrective Services Commission. 142
33. By 28 February 1994 the Director-General to have selected an external consultant, preferably from the tertiary sector, to evaluate the Sexual Offenders Treatment Program and to develop complementary programs which will allow all sex offenders an opportunity to address their offending behaviour. 143

34. By 30 June 1994, the Director (Offender Development) prepare, for the QCSC Board's consideration, a sentence management and classification system specifically designed for the needs of women prisoners. 146
35. The QCSC executive to consider the recommendations of the *Report of the Women's Policy Review* and report to the Board on proposed actions by 28 February 1994. Such proposed actions are to specify financial implications, including any capital works requirements, where applicable. 146
36. The policy unit within the Office of the Director-General, have specific responsibility for coordinating policy development in areas affecting Aboriginal and Torres Strait Islander inmates in consultation with the Department of Family Services and Aboriginal and Islander Affairs as lead agent for ATSI matters. 148
37. The Director (Offender Development), in consultation with Alcohol and Drug Dependence Services, Queensland Health, evaluate the range and quality of drug and alcohol programs provided to offenders and develop a plan for the Director-General on recommended changes by 30 September 1994. A proposed action plan is then to be submitted to the Board. 151
38. The Director-General brief the Board on the *Report of the Young Offenders' Working Party* by 28 February 1994, and seek approval for the implementation of its policy and proposed strategies. 152
39. The inter-departmental committee on the needs of intellectually disabled offenders in the criminal justice system submit its report to the Minister for Family Services and Aboriginal and Islander Affairs and the Minister for Police and Minister for Corrective Services by 31 March 1994. 153
40. The Director (Custodial Corrections) submit to the Director-General by 30 June 1994 a report on the security related skills of custodial staff which specifically addresses:
 - . measures required to improve training; and
 - . the development of a custodial correctional officers' procedures manual including comprehensive security standards. 156
41. By 30 June 1994, the Director-General review the staffing requirements of all correctional centres having regard for physical infrastructure, inmate population characteristics and needs and issues such as staff leave and training, and report on the findings, through the Board, to Cabinet for consideration. 156

42. By 31 March 1994, the Director (Custodial Corrections) develop, for the Board's consideration, a proposal to segregate violent and recalcitrant prisoners from the mainstream prison population and their management once isolated. 157
43. By 30 June 1994, the Directors of Custodial Corrections, Community Corrections and Offender Development jointly prepare a plan to improve the consistency of QCSC operations across custodial and community corrections for consideration by the Board. 162
44. The proposed review of the *Corrective Services Act* include amendments:
- . to provide a statutory basis for all placement options which are an alternative to secure custody prior to a prisoner's release on parole or remission;
 - . to clarify the mechanisms whereby prisoners may be moved from secure custody prior to their release on parole or remission; and
 - . to address current anomalies in the parole and remission systems. . . . 162
45. The WORC program be given a statutory basis, administered by community corrections. 167
46. By 30 September 1994 the Director (Community Corrections) complete an assessment of the staffing and infrastructure requirements of the WORC program and report to the Director-General. Proposed action plans arising from this assessment are to be forwarded to the Board for endorsement. . . . 167
47. The process for selecting participants in the WORC program be amended, in consultation with the Queensland Police Service, to give the Police Service, preferably at the district office level and in advance of any transfer occurring, an opportunity to raise objections to participation by any offender considered to present an unacceptable risk to the community. The Minister is to have final determination on proposed selection disagreements between QPS and the Commission. 167
48. The rules governing the transfer of participants in the WORC program be amended to ensure immediate removal from the program, and return to a more appropriate correctional centre, of any offender whose behaviour is considered unacceptable by the local program supervisor. 167

49. The Director (Community Corrections) by 31 March 1994, develop for WORC Field Supervisors:
- . an appropriate position description;
 - . in consultation with the Director (Corporate Services) an appropriate induction and training program; and
 - . a process of internal review to monitor and evaluate the effectiveness of the positions and the training program. 169

CHAPTER 6: COMMUNITY CORRECTIONS

50. The Director (Community Corrections) report to the executive on the appropriate size and locations of area and regional offices by 30 September 1994. Where possible, boundaries should be aligned with statistical districts. 188
51. By 30 September 1994, in order to provide a structured and coordinated framework for the provision of community corrections services, the Director (Offender Development):
- . develop a programs profile for delivery at area office level and ensure adequate assessment of proposals and likely resource implications;
 - . establish a process to ensure research, consultation, trial and evaluation guides the development of community corrections operations;
 - . commence a rolling program of research into the effectiveness of community corrections programs and supervision strategies, including assessment of alternative supervision methods, the results of which will be used in planning and development of service delivery. 188
52. By 30 September, the Director (Community Corrections):
- . review and update supervision standards;
 - . determine the duties required to be discharged by different categories of staff; and
 - . ensure consistent standards of intervention are applied throughout community corrections. 188
53. By 30 March 1994, the Director (Community Corrections) evaluate the proposed model for community corrections case management currently being trialled at a Brisbane North area office (Chermside). 189

54. By 30 September 1994, the Director (Community) Corrections develop a model for the resourcing of offices which can also be used in the negotiation of budgets. Development of a model will include:
- . a comprehensive system measuring the workload of community corrections;
 - . identification of workload trends and the impact on future workload of factors such as legislative changes;
 - . identification and assessment of the differing resources required in providing various types of supervision; and
 - . assessment, negotiation and ongoing, regular evaluation of staffing levels. 189
55. A phased implementation timetable be prepared by the Information Technology Section for the further extension of CIS to area offices and presented to the executive by 1 July 1994. 189

CHAPTER 7: COMMISSION AND EXTERNAL RELATIONSHIPS

56. There be no change in the current division of responsibility for juvenile and adult offenders. 193
57. By 31 December, 1994, DFSAIA and QCSC, in consultation with Treasury, prepare a submission for Cabinet analysing the options for the transfer of responsibility for 17-year-old offenders from the QCSC to the Department of Family Services and Aboriginal and Islander Affairs. 193
58. The Inter-Departmental Working Group on Watchhouses take account of the concerns expressed in this Report on the use of watchhouses by QCSC to hold prisoners they cannot themselves accommodate. 197
59. The review of the corrective services legislation consider and clarify, in consultation with the Department of Justice and Attorney-General, the issue of responsibility for and custody of prisoners within the precinct of the court. 199
60. The Director (Custodial Corrections):
- . develop procedures, by 31 May 1994, to ensure that access by legal representatives to clients and client documentation is facilitated by correctional centres; and

- . monitor the implementation of these procedures through liaison with the Director, Legal Aid Office. 201
- 61. The Director, Mental Health Branch, Queensland Health and the Director (Offender Development), Queensland Corrective Services Commission review, by 31 August 1994, the provision of psychiatric services to inmates of custodial and community correctional centres and report on the most effective system of providing these services and the budgetary implications of any proposal. 204
- 62. The recommended program needs analysis, to be conducted by the Director (Offender Management), include an analysis of the vocational education and training needs of offenders undertaken by the QCSC with assistance from TAFE-TEQ. 206
- 63. The Director (Custodial Corrections) develop procedures to ensure educational materials provided for a prisoner engaged in a course of study be regarded as the prisoner's own property when that prisoner is being transferred or discharged. 208
- 64. Should the Department of Education introduce fees for adults undertaking School of Distance Education courses, the Director-General seek exemption, on social justice grounds, from charges for education programs undertaken by offenders. 208

CHAPTER 8: ACCOUNTABILITY AND MONITORING

- 65. The QCSC and Queensland Police Service, in consultation, devise strategies whereby the Corrective Services Investigation Unit may investigate official misconduct as well as criminal activity within the QCSC. 210
- 66. By 30 June 1994, the Director-General of Corrective Services and the Police Commissioner:
 - . clarify the respective roles of Corrective Services Investigations Unit and the Security and Intelligence Unit within QCSC, and establish protocols for the exchange of criminal intelligence information; and
 - . negotiate a service agreement by which local police will, where feasible, investigate alleged offences in correctional centres, thereby allowing the Corrective Services Investigations Unit to focus on criminal intelligence gathering and the investigation of major incidents. 212

67. By 28 February 1994, the Director (Corporate Services) review the adequacy of staff resources required to process FOI applications within statutory time frames. 214
68. The Director (Community Corrections) in consultation with the President, Queensland Community Corrections Board, develop strategies to address high workloads of community corrections boards and prepare a report to the Minister for Police and Minister for Corrective Services by 30 June, 1994. . 221
69. By 30 April, 1994 the Director (Community Corrections) in consultation with DEVETIR evaluate the appropriateness of remuneration rates for Presidents and members of community corrections boards. 221
70. Once established the QCSC Board Support Unit review, by 30 September 1994, the induction procedures for official visitors. 224
71. Official visitors' reports be submitted directly to the Board, through the QCSC Board Support Unit. 224
72. Inspectors be appointed only to investigate major incidents involving the death or serious injury of a staff member or prisoner, escapes and abscondings or attempts, and riots. 226
73. The establishment of Community Advisory Committees become a contract requirement for all contract-managed correctional centres. 227
74. By 30 September 1994, the Director (Community Corrections) develop mechanisms to ensure that community consultation is maintained at an appropriate level and Community Advisory Committees for each region of community corrections not be established. 227
75. By 30 September 1994, the Director (Custodial Corrections) redraft guidelines for Community Advisory Committees to provide that appointments be made administratively, and to ensure that the composition of committees reflect the primary objective of providing community input to correctional centre management. 227
76. The establishment and fostering of prisoner liaison committees by centre management be included as a duty of all General managers and as a contract condition for all contract managed custodial centres. 229
77. The QCSC review the level of funding to major church groups and organisations providing chaplaincy services to correctional centres prior to the finalisation of the 1994-95 budget. 230

78. Provisions of the *Corrective Services Act* be amended to provide that:
- recommendations for the appointment of members of community corrections boards be made by the Commission Board;
 - appointments as official visitors and recommendations for appointments to community corrections boards only be made after the vacancies are advertised and a merit-based selection process used; and
 - a minimum of two inspectors, only one of whom may be a Commission employee or a member of the Corrective Services Investigation Unit, be appointed as necessary to investigate and report on major incidents in the corrections system. 233
79. In the review of the *Corrective Services Act* consideration be given to repealing elements of S.93 of the Act, specifically offences carrying a penalty of three years or more imprisonment, and inserting equivalent provisions in the Criminal Code. 236

CHAPTER 9: IMPLEMENTATION

80. The Director-General submit by 28 February 1994 an action plan and implementation timetable to the Review Steering Committee for its consideration. 238
81. After this Report has been tabled in the Parliament, the Executive Summary and Summary of Recommendations be circulated to all QCSC staff. 238