

Government response to Queensland Parole System Review 2



Purpose of this document

The purpose of this document is to provide a high-level summary of the Queensland Parole System Review 2 (QPSR 2) Final Report, highlight key Government initiatives, and provide a recommendation-by-recommendation response, including the status of the response to each recommendation.

Introduction

The initial Queensland Parole System Review was commissioned by the Queensland Government and completed by Mr Walter Sofronoff KC in 2016 (2016 QPSR).

Recommendation 1 of the QPSR states 'The Government should commission a review of the parole system in Queensland in five years'. This recommendation was supported by the Queensland Government on 16 February 2017. Accordingly, in January 2023, former District Court Judge, Mr Milton Griffin KC was engaged to undertake this review. The purpose of the review was to conduct a 'health check' of the parole system and consider the progress made on the QPSR recommendations handed down in 2016.

The QPSR 2 Final Report (the Report) was received by Queensland Corrective Services (QCS) in September 2023.

The Report makes 49 recommendations to improve the efficacy of the parole and correctional system as a whole, noting many of the recommendations relate to those made by the 2016 QPSR, with some new proposals borne out of changes in the system since that time.

Recommendations are made in relation to:

- Further review of the parole system and Queensland sentencing regime;
- Current state of the correctional system;
- Legislative framework and sentencing;
- Assessment and management of offenders;
- Rehabilitation programs, mental health, and substance misuse treatment;
- Re-entry services;
- Parole Board Queensland (PBQ);
- Management of offenders in the community;
- Victims and other matters of importance to parole;
- Independent oversight; and
- Technology.

The Report considers the present parole system is operating moderately well, but more can and must be done, and initiatives to target recidivism should be at the forefront of Government policy.

The Report notes, since its inception in 1937, some continuing, fundamental and undisputable factors have been ever-present during the various investigations into parole in Queensland. Prisoner numbers continue to grow and First Nations peoples remain disproportionately represented, comprising 39.0% of Queensland's adult prisoner population as of 1 July 2024.

Further, more people are being imprisoned and there are increased numbers of individuals remanded in custody, which increases overall prisoner numbers.

The Report highlights that the daily cost of monitoring an offender in the community is far less than the daily cost of keeping an offender in prison. As such, more emphasis is required on the rehabilitation aspect of the parole system.

Community safety will always be the Government's and QCS' priority when it comes to parole and community corrections. When an individual is released to a parole order or sentenced to a community-based order, QCS delivers effective supervision strategies to enforce the order conditions set by the Court or PBQ. Since 2016-17, QCS has increased resourcing to improve the management of offenders in the community and strengthen end-to-end case (E2E) management through a number of State Budget funding allocations. E2E case management now applies to all female admissions into custodial and community corrections statewide, and to male admissions into custody at the Townsville Correctional Centre and in Far Northern and Northern region community corrections.

Since the 2016 QPSR, the legislative landscape has changed significantly, including the establishment of PBQ in 2017 and the *Human Rights Act 2019* (Qld), which commenced in full on 1 January 2020. There have also been amendments to the *Corrective Services Act 2006* (Qld) (CSA), including the No Body No Parole legislation in 2017, the Restricted Prisoners legislation in 2021, and more recently in June 2024, new laws to deliver greater support for victims of crime and ensure victims have more say in Parole Board decisions. These changes have been enacted with the purpose of improving the delivery and suitability of the parole system.

The Report concludes that rehabilitation and recidivism are interrelated and, given the continuing growth in prisoner numbers, the Government must put its efforts and resources into the rehabilitation of prisoners.

The Report outlines the following key findings of the Review:

- prisoner numbers continue to grow, and a coordinated Government strategy is required to reduce re-offending;
- First Nations peoples continue to remain disproportionately represented in prison populations;
- the proper operation of the PBQ affects the prison population;
- current prison infrastructure is significantly overcapacity and unmodernised;
- a lack of sentencing options continues to contribute to large numbers in the parole system;
- the accommodation crisis, affecting Australia broadly, has acute impacts for prisoners;
- the delivery of rehabilitation in prisons (and to a lesser extent, the community) is being seriously impacted by a lack of infrastructure, resources, and staff;
- re-entry services cannot assist many prisoners and, where available, are oversubscribed and overburdened by the urgent accommodation needs of many prisoners;

- implementation of the E2E case management system is in its early stages and its impact cannot be meaningfully assessed at present, with progress requiring further investment;
- mental health and disability needs are not being adequately assessed and treated within custody, and prisoners are being released without adequate community-based support;
- expanded Magistrates Court diversionary options for people with mental illness and/or cognitive impairment should be considered;
- QCS and Queensland Health should be jointly responsible for alcohol and other drug interventions for the forensic population, both in prison and the community;
- Community Corrections requires a clear workload policy;
- there is a lack of non-government services available for offenders in the community to access;
- the current rate of suspensions of parole is unsustainable for the system;
- there have been significant reforms to the parole system for victims and their families; and
- significant legislative changes have occurred to improve the independent oversight of the correctional system, however initiatives are in their infancy.

In light of the many, various and changing factors and pressures which the Review identified, the Report recommends the Queensland Government undertake a review of the parole system and the Queensland sentencing regime within five years from the date of this Review (**Recommendation 1**).

Current state of the correctional system

The Report notes since the 2016 QPSR, Queensland's prisoner population has continued to grow. More people are being imprisoned, partly because of changes in sentencing fashions, probation being used less frequently by courts, and increased numbers of people remanded in custody. Domestic and Family Violence (DFV) also represents a significant proportion of offending and has risen considerably since 2019. Further, the work of PBQ can also impact on prisoner numbers.

On 1 July 2024, QCS facilities were operating at 144.2% capacity, with 10,879 prisoners in custody. This follows a record high of 10,964 prisoners on 24 May 2024. The Report notes the Review consistently heard that capacity issues have resulted in significant infrastructure pressures, affecting both prisoners and staff. However, it is acknowledged that since the 2016 QPSR, QCS has implemented initiatives to manage capacity issues in the men's and women's systems in several ways including, but not limited to, the following:

- The new 1,536-bed health and rehabilitation designed Lockyer Valley Correctional Centre (LVCC), due to commence commissioning by the end of 2024.
- An expanded Capricornia Correctional Centre, delivering 398 beds across 348 cells to ease the pressures of growing prisoner numbers (June 2021).
- An additional 736 beds across 492 cells through the re-commissioning of Borallon Training and Correctional Centre (July 2018).

- The delivery of purpose-built bunk beds retrofitted to cells across Queensland to get prisoners off mattresses on the floor, meaning that by the end of 2024, approximately 6,000 additional beds, including more than 3,000 bunk beds, will have been delivered since 2015.
- The conversion of the Southern Queensland Correctional Centre to a women's facility in 2019 (Operation Elevate), providing immediate relief to the women's correctional system.

Whilst reducing prisoner numbers is considered the most effective means to address capacity issues, the Report notes that some Government investment in aging infrastructure and other initiatives to improve service delivery in existing prisons is required to improve the wellbeing and rehabilitation of prisoners in the short term.

Key Government initiatives

In addition to the above, some key initiatives progressed by Government to address demand on Queensland's custodial capacity, while also managing and mitigating issues and risks presented by high prisoner numbers, include:

- Implementation of recommendations from the 2016 QPSR – centred around increasing rehabilitation opportunities for prisoners to address the underlying causes of offending behaviour and recidivism prior to release;
- Increased funding to support PBQ operations and continue efficient consideration of parole matters;
- Expansion of re-entry services to aid the transition of prisoners back into the community to reduce their likelihood of reoffending and returning to custody;
- Commencement of activities to implement an Enhanced Community Corrections Pilot in Townsville to reduce the imprisonment of First Nations peoples;
- Ongoing cross-government collaboration between QCS, the Justice Reform Office in the Department of Justice and Attorney-General and other Queensland Government stakeholders, which includes consideration of initiatives to address increasing demand on Queensland's prisons and across the criminal justice system; and
- Establishment of a dedicated Women's System Reform Program Management Office and a Women's Strategy Steering Committee to plan and execute the implementation of the Women's Safety and Justice Taskforce reforms in response to *Hear her voice – Women and girls' experiences across the criminal justice system* (Report Two).

QCS acknowledges more needs to be done to address demand on QCS' custodial capacity and, as such, QCS, in collaboration with other Government agencies, will continue to develop options to address current and future capacity needs.

The Report recommends establishment of an independent strategic panel, to inform a whole of Government strategy to consider initiatives to reduce remand numbers, initiatives for First Nations people, women and people with disability in the criminal justice system, availability of suitable accommodation for prisoners and parolees, services available to people on parole, initiatives to reduce the effects of overcrowding, and methods to reduce the rate of suspension and length of time an offender spends in custody while their parole is suspended (**Recommendation 2**).

Parole in Queensland

The purpose of Queensland's parole system is to keep the community safe, by reducing an offender's risk of reoffending through community supervision by Community Corrections officers and supporting positive changes which continue after the conclusion of an offender's sentence.

In Queensland, the CSA establishes parole as the only form of release from custody, with parole decisions made either by the sentencing court or the PBQ. There are three types of parole in Queensland – Court Ordered Parole (COP), Board Ordered Parole (BOP) and Exceptional Circumstances Parole (ECP).

Following the QPSR, the PBQ came into operation on 3 July 2017. The PBQ operates in a complex operational environment as one component of the broader criminal justice system. It is required to collaborate with a diverse range of stakeholders to ensure the risks associated with parole are appropriately identified and managed.

PBQ makes independent decisions regarding the release of prisoners to BOP following advice and recommendations provided by QCS. PBQ also makes decisions to immediately suspend a parole order (including a court-ordered parole order) upon the request of QCS.

The Report highlights the daily cost of accommodating an offender in custody is significantly higher than the daily cost of monitoring an offender in the community. As such, there are clear economic benefits to government if more prisoners, who are eligible and meet the requirements of parole, are released on parole in a timely manner.

There are no recommendations outlined under this chapter of the Report.

Legislative framework and sentencing

All offenders who come before the courts for sentencing, the disposition of those sentences and the manner and tools which courts use for the purpose of punishment, rehabilitation and deterrence are all inextricably interrelated to the way in which the prison, and therefore the parole system, operates.

An offender may enter (or re-enter) the prison system by either being remanded in custody, sentenced to a term of imprisonment, or returned to custody after their parole has been suspended or cancelled. An offender's entry into the parole system will only arise out of a decision made by the court to impose a term of imprisonment.

The Report notes findings and recommendations regarding sentencing and the legislative framework for parole were contained within the 2016 QPSR, however the sentencing framework within which the parole system sits remains largely unchanged. Still, there have been other legislative changes which affect certain offenders' terms of imprisonment, such as the No Body, No Parole and Restricted Prisoner regimes (which are separate to the sentencing decisions made by courts), and in relation to DFV, with changes increasing maximum sentences and reversing the presumption in favour of bail in circumstances where the alleged offender is charged with relevant DFV offences.

Further the Report notes reviews have also examined the sentencing regime and parole system including the Queensland Productivity Commission's (QPC) *Inquiry into Imprisonment and Recidivism* in August 2019 and the Women's Safety and Justice Taskforce's *Hear her voice – Report two – Women and girls' experiences across the criminal justice system* in 2022.

The Report acknowledges there are issues with the current sentencing options which have resulted in high numbers of offenders on parole and high levels of churn and short term stays in prison on suspensions.

Court advisory service

Following discussions with stakeholders, the Report notes an apparent disconnect between the sentencing court's expectations of the rehabilitation provided to offenders in custody and in the community and what is actually able to be achieved in the current corrective services system.

The Report considers the introduction of a dedicated QCS court advisory service necessary in order to strengthen and expand the current limited court advisory functions. It is also considered the most efficient way to provide necessary information to sentencing courts. As such, QCS would require an established framework, dedicated resources, and a centralised oversight structure. This would promote consistency and lift QCS' judicial engagement to be more user centred.

Key Government initiatives

- As part of the Women's Safety Justice Taskforce response being led across government, the government provided funding to design options for a trial of court advisory services to support sentencing courts with greater availability of pre-sentence advice. As such, QCS is in the process of initiating a Court Advisory Project.
- As part of the 2023-24 Budget, the government provided funding and FTEs for the Enhanced Community Corrections Pilot in Townsville. The pilot will focus on court advice, partnerships co-ordination and Community Corrections supervision to maximise rehabilitative outcomes and put downward pressure on rates of recidivism. The pilot's aim is to reduce the imprisonment of First Nations people, who are over-represented in Queensland's prisons, particularly prisons in North Queensland.

The Report makes three recommendations to improve the legislative framework and sentencing, including implementing certain recommendations of the Queensland Productivity Commission 'Inquiry into imprisonment and recidivism' and the Queensland Sentencing Advisory Council 'Community-based sentencing orders, imprisonment and parole options' (**Recommendation 3**); implementing a dedicated court advisory service (**Recommendation 4**); and enabling discretion for the sentencing judge to depart from a mandatory non-parole period (**Recommendation 5**).

Assessment and management of offenders

The Report notes, as highlighted in the 2016 QPSR, the proper assessment and management of offenders is critical to reducing re-offending and thereby protecting the community because

the correct identification of needs and risks enables the appropriate allocation of resources. By addressing those needs and risks, the risk of re-offending is reduced.

The 2016 QPSR found that the management of offenders throughout their sentence was 'haphazard and not co-ordinated' and recommended a coordinated case management process. The Report notes QCS has developed the End-to-End (E2E) system, the aim of which is to comprehensively and cohesively map out an offender's journey through incarceration and community supervision. Central to E2E is identifying the risks and needs of offenders and the targeting of services to address those risks and needs.

Currently, E2E is used for male prisoners at the Townsville Correctional Centre, female prisoners in all women's correctional centres, female offenders in Community Corrections statewide and, more recently, male offenders in the Northern and Far Northern regions Community Corrections. The Report acknowledges the roll out has not been fully funded but argues it should occur and as quickly as possible.

Key Government initiatives

- As part of the 2024-25 State Budget, QCS was funded to continue and optimise E2E case management in existing locations to reduce recidivism, make communities safer, and improve outcomes for people in contact with corrective services.

The Report also discusses the security classification of prisoners and references the 2016 QPSR which recommended: 'The government should review the policy restricting placement of sexual offenders and those prisoners convicted for murder or those with a serious violent offence declaration with a view to reintroducing appropriate candidates to low custody facilities'.

This recommendation was not supported by Government, and on 21 July 2020, the CSA was amended to include section 68A, which outlines the restriction on the eligibility for prisoners who have been convicted of a sexual offence or have been convicted of murder or serving a life sentence to transfer to a low security facility.

Changes to the CSA in 2023 enabled the establishment of additional security sub-classifications within low security and high security. QCS is examining whether a new security sub-classification within secure facilities could assist in maintaining community safety while providing rehabilitated prisoners subject to section 68A who are nearing their release date with a pathway to community reintegration.

The Report makes four recommendations for the assessment and management of offenders, including:

- the definition of E2E case management be expanded to include as an expressed goal, the management of offenders towards release into the community (**Recommendation 6**);
- external reviews of E2E at appropriate times (**Recommendation 7**);
- the roll out of E2E to all aspects of QCS' operations (**Recommendation 8**); and

- review of the policy restricting placement of sexual offenders and prisoners convicted of murder and other serious violent offences from placement at low security facilities (**Recommendation 9**).

Rehabilitation programs, mental health, and substance misuse treatment

The 2016 QPSR examined the accessibility and efficacy of rehabilitation services, including programs, mental health and substance misuse treatment within prisons and the community. It found that the system was struggling with the increasing prisoner and offender numbers, thereby placing pressure on facilities and other resources required to deliver services.

The Report highlights whilst many of the recommendations from the 2016 QPSR have been implemented to varying degrees, significant pressures on the correctional system which affect the delivery of rehabilitation options continue, noting increasing prisoner numbers compound the problem. The Report notes that despite dedicated QCS staff and a suite of successful programs, delivery of rehabilitation services to offenders (in particular, those in prison) is sub-optimal and not having sufficient impact, finding program delivery is constrained by a lack of infrastructure, staff and ultimately, funding.

The Report acknowledges various QCS offender behaviour programs, aimed at rehabilitating sexual offenders, violent offenders, and general offenders. It also acknowledges QCS provides various desistance programs and services to support rehabilitation, including substance misuse programs, culturally specific programs, education and vocational training, and psychological support. Prisoners can self-refer and QCS staff can refer prisoners to these programs, however, there is significant demand for services and programs and there can be lengthy wait lists.

The need for offender treatment programs addressing DFV is highlighted in the Report. However, there are significant literature gaps in the DFV literature base globally and no validated high intensity programs exist. This aside, the Report recommends that the Disrupting Family Violence Program (DFVP) currently offered at four Queensland correctional centres be expanded to other correctional centres and delivery through Community Corrections be investigated.

The Report notes the Review observed that DFV offenders are a large part of the prison cohort and are a significant driver of prison population growth and an increase in parole suspensions. As such, having a robust and effective DFV program aimed at reducing that rate is critical.

Key Government initiatives

- As part of the 2024-25 State Budget, the government provided \$14.8 million over two years to deliver domestic and family violence perpetrator programs in correctional centres that support rehabilitation and re-entry into the community.
- QCS is currently developing a Domestic and Family Violence Strategy to improve perpetrator accountability and victim-survivor safety by empowering staff and improving practices.
- The introduction of E2E will prioritise offenders' rehabilitation needs while incarcerated and support access to community-based supports and services after their release from prison.

The Report refers to the 2022 Queensland Parliament Mental Health Select Committee *Inquiry into the opportunities to improve mental health outcomes for Queenslanders* and notes the Committee cited findings from the Australian Productivity Commission's *Mental Health Inquiry Report* (2020), which found people with mental illness are over-represented throughout the criminal justice system.

The Queensland Forensic Mental Health Service (QFMHS) reported that the Queensland Health Prison Mental Health Service (PMHS) service delivery was impacted by workforce issues and this is exacerbated by the continued growth of prisoner numbers. Further, limited infrastructure and QCS resources within prisons affected the number of rooms available to deliver services.

QFMHS considered the challenges in relation to prisoner numbers, service demand, and infrastructure are long term and not easily changed. Consideration of enhanced diversion options for people with mental illness from the justice system is required.

The Report notes the QPC's *Inquiry into Imprisonment and Recidivism* outlined that individuals with cognitive disability are more likely to be involved in the criminal justice system and are overrepresented in the prison population, particularly among First Nations prisoners. It notes a lack of coordinated service provision for people with disability in prison complicates access to parole and impacts upon successful reintegration. Further, the Report notes funding should enable the engagement of staff to provide ongoing liaison and support, including during the parole process.

Key Government initiatives

- New investment allocated under *Better Care Together: A plan for Queensland's state-funded mental health, alcohol and other drugs services to 2027* is boosting a range of forensic mental health services including enhancing court liaison services, expanding PMHS services and enhancing community forensic mental health services across the state.
- The Queensland Government, as part of the establishment of LVCC, has provided funding for additional PMHS services and specialist mental health, alcohol and other drug positions to support the implementation of an innovative Specialist Assessment and Rehabilitation Unit.

The Report notes the disability needs of many prisoners are not being adequately identified and those prisoners are being released without the necessary support. The Report notes QCS should be appropriately funded to facilitate and support prisoner access to specialist assessments and disability services on an ongoing basis. This funding should also enable the engagement of staff to provide ongoing liaison and support, including during the parole process. QCS staff should facilitate and support relevant prisoners to engage with specialist services and connect with existing schemes, such as the National Disability Insurance Scheme (NDIS).

Key Government initiatives

- The Queensland State Disability Plan 2022-2027 was introduced in 2022. QCS is committed to implementing the principles of the plan and released the QCS Disability Service Plan 2022-2025.
- QCS is currently developing a Disability Strategy to guide QCS from its current state to a desired end-state in which people with disability in QCS custody, care and under supervision are identified and assessed early, treated with dignity and respect, and have access to the reasonable adjustments and supports they need to participate on equitable terms.
- QCS has established a Disability Services Team to support prisoners and offenders with a disability to access the NDIS across QCS correctional centres.
- The Queensland Government has engaged with the Australian Government to ensure prisoners with an NDIS plan can continue to access the disability supports they are entitled to during their custodial episode.

The Report notes the implementation of relevant 2016 QPSR recommendations appears to have had little impact on the availability and timeliness of mental health services for prisoners. As such, vulnerable cohorts, including women and First Nations people, have been acutely impacted. Growing prisoner numbers have also resulted in increased demand for services and inter-agency infrastructure.

The Report highlights that early diversionary options need to be expanded and made available for people with mental health issues and/or cognitive disability whose risks are more appropriately managed through treatment and support in the community rather than prison.

The Report notes ongoing treatment gaps in the community for the forensic population continue to affect the efficacy of prison-based interventions and the recommendations from the 2016 QPSR, designed to bridge service gaps in the community, require further practical implementation.

The Report acknowledges QCS has a suite of successful programs and has developed programs for women offenders and First Nations people. However, despite QCS' proactive steps since the 2016 QPSR and earnest efforts from staff, there are still opportunities to realise greater community benefit through the delivery of enhanced and expanded rehabilitation services.

Key Government initiatives

- QCS has developed a *QCS Mental Health Strategy 2022-2027*, which provides a strong foundation to assist QCS in achieving its strategic vision: a corrective services system that recognises and supports all people in our custody, care and under supervision living with mental ill health. It centres on improving access to appropriate supports and services for individuals, increasing the awareness and capability of our staff, and implementing innovative and evidence-based initiatives to deliver a person-centred and culturally appropriate service.

- QCS works collaboratively with Queensland Health, including through the *Queensland Prisoner Health and Wellbeing Strategy 2020-2025*, to improve the governance and delivery of prisoner health services in Queensland. A Memorandum of Understanding for Prisoner Health Services is also in place between QCS and Queensland Health that details the relationships and responsibilities in relation to the provision of health care services to prisoners.
- Under *Better Care Together: A plan for Queensland's state-funded mental health, alcohol and other drugs services to 2027*, development and expansion of enhanced models of culturally capable social and emotional wellbeing and mental health, alcohol and other drug services for Aboriginal and Torres Strait Islander peoples in correctional centres is taking place.

The Report makes six recommendations in relation to rehabilitation programs, mental health, and substance misuse treatment, including:

- programs introduced since the 2016 QPSR (including substance abuse programs) should undergo a formal external evaluation and validation (**Recommendation 10**);
- ongoing development and evaluation of evidence-based DFV assessment tools and intervention programs, and appropriate resources for delivery of programs (**Recommendation 11**);
- expansion of the DFVP in correctional centres and investigation of delivery through Community Corrections (**Recommendation 12**);
- introduction of legislation to provide Magistrates with greater discretion to divert people with mental illness and/or cognitive disability from the criminal justice system with powers to dismiss charges and impose conditions (**Recommendation 13**);
- ongoing prisoner access to specialist disability assessments and services (**Recommendation 14**); and
- implementation of a model of service to improve and enhance alcohol and other drug interventions and services for offenders, and initiatives to better integrate and coordinate alcohol and other drug interventions (**Recommendation 15**).

Re-entry services

Re-entry services in Queensland are delivered by CREST (Community Re-Entry Services Team) and MARA (the Southeast Queensland Women's Re-Entry Service). These services are designed to provide practical pre and post-release support to prisoners transitioning back into the community. The Report highlights the importance of these services being adequately equipped to provide support, noting the challenges that a prisoner faces following their release into the community is when they require the most intensive support. The Report raises concerns about the limited availability of re-entry services, including culturally appropriate services, and the lack of available post-release accommodation.

Additionally, the Queensland Health PMHS and the Indigenous Mental Health Intervention Program (IMHIP) provide transitional support services supported by affiliated non-government organisations for consumers of PMHS and IMHIP exiting custody.

The Report highlights that housing continues to be identified as an issue of primary importance and a significant barrier to parole, with the Australia-wide housing availability crisis

compounding the issue. The Report identifies that the lack of suitable accommodation is resulting in some prisoners being housed in custody when they would otherwise have been deemed suitable for release on parole. Albeit, the Report notes it was beyond the scope of the Review to determine how to resolve the housing crisis for prisoners.

Key Government initiatives

- In 2016, in response to unacceptably high reoffending rates in Aurukun, the Aurukun Justice Reintegration Project (AJRP) was established to provide intensive and coordinated support to released prisoners with the objective of breaking the cycle of reincarceration. In the 2019-20 State Budget, the government provided \$2.541 million over four years and \$0.646 million ongoing to continue the AJRP.
- In 2019, QCS partnered with the St Vincent De Paul Society Queensland to establish the Post Release Supported Accommodation (PRSA) program which houses male prisoners, whose lack of accommodation is preventing their release on parole, for a period of up to 12 weeks. It further provides a Support Worker to assist in identifying ongoing accommodation following this 12-week period.
- In the 2022-23 State Budget, \$1 million was provided to increase the capacity of the existing QCS contracted re-entry services to focus on providing services to people remanded in custody and short sentenced prisoners.
- *Homes For Queenslanders*, the Queensland Government's whole-of-system housing plan, commits to increasing the supply of social and affordable homes, to support people in the private rental market and first homeowners; and to work toward ending homelessness.
- In line with the Women's Safety and Justice Taskforce – Hear Her Voice Report 2, the Department of Housing, Local Government, Planning and Public Works (DHLGPPW) has continued the Next Step Home initiative for women exiting custody at risk of homelessness; and also committed to developing and piloting an initiative to assist women on remand in housing need.
- Queensland Health funds the Individual Recovery Support – Transition from Correctional Facilities Program which is delivered by non-government organisations to provide non-clinical psychosocial wraparound support to a person for up to 12 months post release from prison when that person is experiencing a severe mental illness and has been referred by PMHS.

The Report makes five recommendations in relation to re-entry services, including:

- review and expansion of the Post-Release Supported Accommodation Service to cater to more individuals and locations (**Recommendation 16**);
- establishment of a specialised re-entry service for remandees (**Recommendation 17**);
- ensuring culturally appropriate re-entry services for First Nations prisoners (**Recommendation 18**);
- establishment of a resettlement program for long-standing prisoners (**Recommendation 19**); and
- establishment of a targeted accommodation team/s (within QCS) to work closely with stakeholders to locate suitable accommodation for prisoners (**Recommendation 20**).

The Parole Board Queensland

As noted above, establishment of the PBQ was an outcome of the 2016 QPSR which recommended there be one independent parole board for Queensland. The primary purpose of the PBQ is to consider and make evidence-based decisions on applications for parole and similar matters with the view of reintegration and rehabilitation of an offender into the community prior to the end of their sentence. The PBQ is governed by the Ministerial Guidelines to the Parole Board Queensland (Ministerial Guidelines), the PBQ Decision Making Manual, and relevant legislation.

The Report highlights that delays in hearings for parole applications have reduced considerably, however, a number of applications were outside their legislative timeframes, due to requiring further information or being subject to psychiatric and psychological reports. Additional Boards have further assisted in processing an increasing number of parole applications, and parole order suspensions which were not a primary function of the former parole board but are a primary function of the PBQ (as per Recommendation 78 of the 2016 QPSR, which recommended the power to suspend parole be vested solely in the Parole Board).

The Report notes reducing delays associated with parole applications and the subsequent release of prisoners to parole is in the best interests of society as it increases time for reintegration, decreases time spent in custody, reduces prison capacity impacts and reduces the costs associated with imprisonment.

The Report discusses Section 4 of the Ministerial Guidelines which outlines the circumstances in which the PBQ will grant leave to a prisoner or prisoner's agent to appear before the Board. The granting of leave is at the discretion of the Board. The Report highlights the benefits of prisoners appearing virtually before the Board to make oral statements, including allowing the Board to assess the reliability and integrity of the applicant in relation to their application for parole. It is noted that allowing an appearance before the Board for each parole application would not be feasible due to technological and timing restraints.

The Report recognises that in 2019, the PBQ implemented a trial program with one sentencing court, Court Ordered Parole Immediate Eligibility (COIPE), which was designed to expedite the parole hearings for prisoners who had been sentenced to a term of imprisonment and given an immediate parole eligibility date. The purpose of this program was to release these prisoners as close to the date set by the Court unless there was a lawful reason for them to remain incarcerated. The Report encourages the recommencement and expansion of this program to ensure the intention of the sentencing court is actioned.

Key Government initiatives

- The PBQ commenced the Culturally Engaged Release of Indigenous Parolees (CERIP) initiative in 2022 in recognition of the over-representation of First Nations people in custody. This initiative sees a collaborative and culturally sensitive approach to PBQ's consideration of eligible First Nations prisoners' parole applications. It involves PBQ engaging with community justice groups, comprised of Elders and respected community members, from the community the prisoner is from.

- As part of the 2023-24 State Budget, \$23.5 million over two years was allocated to PBQ to continue to support operations and continue efficient considerations of parole matters. This funding supported the continuation of the CERIP initiative, continuation of the Board's fourth, fifth and sixth operating teams, and the establishment of a seventh operating team.

The Report makes nine recommendations in relation to the PBQ, including:

- procedures be implemented, and legislation enacted if necessary, to ensure that any delays by the Parole Board are eliminated and parole ordered as soon as practically and administratively possible when a court has ordered immediate parole eligibility (**Recommendation 21**);
- implementation of specific monitoring and reporting on the rate of pre-release suspension of COP orders and making that information publicly available (**Recommendation 22**);
- the positions of President and Deputy President, PBQ, should be former judicial officers of a State Supreme or District Court, or Federal Court, with suitable, actual judicial experience and appointments be for a period of no more than a total of six years (**Recommendation 23**);
- the CSA be amended to remove the power of the Minister to make Ministerial Guidelines, and legislate amendments for PBQ to make relevant guidelines for its operation (**Recommendation 24**);
- all members of the Board receive initial and continuing education in decision-making and other aspects relevant to their roles, provided by relevant professionals (**Recommendation 25**);
- prisoners be legally represented through a grant of Legal Aid, and that PBQ routinely publish reasons (in full) for making a Restricted Prisoner declaration (**Recommendation 26**);
- the CSA be amended to provide for the composition of the Parole Board as set out in Recommendation 45 and Recommendation 46 of the 2016 QPSR (**Recommendation 27**);
- the CSA be amended to ensure that each person who applies for parole has the right to appear before the Board in person or by video-link at the discretion of the PBQ (**Recommendation 28**); and
- PBQ develop a guideline of relevant criteria by which the discretion to permit appearances by applicants before the board is to be exercised, and that Form 51 should be amended so that it is calibrated to the relevant criteria (**Recommendation 29**).

Management of offenders in the community

Community Corrections supervises offenders subject to probation, intensive corrections orders, reparation orders, COP and BOP. The Report highlights the primary challenge Community Corrections is facing is overall resourcing restrictions and high corresponding workloads of case managers, which are affecting the ability for case managers to meaningfully manage and assist with the rehabilitation of offenders in the community. Whilst the Report acknowledges the significant staffing appointments following the 2016 QPSR, it notes this has not yielded the necessary reduction in offender-to-staff ratio.

The Report notes the effective management of offenders in the community is paramount to ensuring community safety and reducing recidivism. Strategies on how best to complete this

in the current environment of workload pressures, staff shortages and service delivery delays, whilst challenging, is of the utmost importance to break the cycle of reincarceration.

An identified barrier to staff recruitment in the 2016 QPSR was the mandatory degree requirement for case management positions with a recommendation made for this to be removed in conjunction with the implementation of improvements to staff training programs. The new suite of case manager training commenced delivery on 26 June 2023. This enables greater discretion in the requirement for mandatory degree qualifications for case management positions in future recruitment.

Having adequate representation of First Nations people within case management positions was identified as a priority within the 2016 QPSR, particularly given the number of First Nations offenders supervised within the community. However, the Report notes that as of 30 June 2023, only 1.25% of case managers identify as First Nations, below the QCS average of 2.72%. The Report identifies the positive impact that Cultural Liaison Officers (CLOs) have had on the probation and parole process for prisoners and offenders and encourages an increase in the number of CLOs employed.

In consideration of the ongoing workload constraints within Community Corrections, the Report discusses approaches employed in other States, including selective case management used in New South Wales to direct resources to higher risk offenders who pose the greatest risk to community safety, and the use of a Remote Service Delivery Team, who provide on demand case management support through remote supervision of suitable offenders.

Following a recommendation in the 2016 QPSR, changes to the contravention and suspension process were made and the power to suspend a parole order was assigned to the PBQ. However, the Report notes, since then, the suspension rate of parole orders, whilst lower than prior to the 2016 QPSR, remains high, with suspensions occurring often shortly after a prisoner's release from custody and offenders remaining suspended for longer periods of time. In requesting the suspension of a parole order, Community Corrections officers are required to consider the risk the contravention poses and balance this against the protective factors for the offender. These factors include employment, stable accommodation, and engagement with services. The Report highlights the importance of QCS having consistency across Community Corrections jurisdictions and across PBQ in the approach to managing contraventions without suspension, wherever possible.

The Report notes the availability of programs both in custody and in the community was repeatedly raised as an issue throughout the course of the Review, and many of the programs have significant waitlists. For example, the Report discusses the Men's Domestic Violence Education and Intervention Program only being offered in the South Coast region.

The Report also notes programs in the community generally have lower completion rates given the reliance on offenders to organise and transport themselves to the program at the appropriate times.

The 2016 QPSR provided a recommendation that Electronic Monitoring (EM) be used, when appropriate, for offenders on parole. Following legislation amendments in 2017, the use of EM in the supervision of offenders in the community commenced. The Report outlines that EM is

a valuable asset that should continue to be utilised in the supervision of offenders in the community.

Key Government initiatives

- Roll-out of a new case management training program that focuses on evidence informed case management and contains on-the-job training support.
- Increased resources and guidelines around alternative disciplinary action.
- Release of the *Aboriginal and Torres Strait Islander Recruitment Strategy 2020-2030*, created in consultation with Murridhagun Cultural Centre to ensure inclusive recruitment practices.
- In 2022-23, the government provided additional funding to increase the number of CLO positions across custodial centres and community corrections. Ongoing recruitment of these roles is a priority for QCS.
- Release of the *QCS Reframing the Relationship Plan 2024-2033*.

The Report makes 16 recommendations for the management of offenders in the community, including:

- implementation of the recommendation to remove the mandatory requirement for a degree qualification in human services or criminology for case managers (**Recommendation 30**);
- introduction of dedicated administrative support positions for case managers (**Recommendation 31**);
- Queensland be progressively brought in line with the Australian average offender to staff ratios within three years (**Recommendation 32**);
- recruitment of additional CLOs to have at least two positions in each region (**Recommendation 33**);
- update of Operational Practice Guidelines (OPGs) to ensure there is meaningful engagement with CLOs at the earliest possible stage and at other appropriate times (**Recommendation 34**);
- prioritisation of QCS' Aboriginal and Torres Strait Islander Recruitment Strategy 2020-2030 to significantly increase the number of First Nations employees (**Recommendation 35**);
- review of each Community Corrections training package five years after its implementation and development and implementation of performance targets for staff training (**Recommendation 36**);
- implementation of a workload model to manage time, resources and priorities for the supervision and case management of offenders in the community (**Recommendation 37**);
- implementation of a Remote Service Delivery Team (**Recommendation 38**);
- OPGs be updated to provide specific guidance to case managers as to what ought to be done for offenders on parole to establish protective factors and address underlying criminogenic needs where services are not available in the community (**Recommendation 39**);
- the E2E case management approach should provide that the initial transition from custody to the community should be prioritised and involve a targeted and more intensive approach of management in the community (**Recommendation 40**);

- regular workshops with Community Corrections staff to discuss and ensure consistency of approach to suspensions and options for alternative action in line with OPGs (**Recommendation 41**);
- continued monitoring and enhanced use of EM (**Recommendation 42**);
- amendment of PBQ guidelines regarding suspending an offender's parole (**Recommendation 43**);
- implementation of a guideline that in the case where an offender's mental health is an issue and they are receiving treatment, wherever possible, their parole is not suspended until information is obtained from Queensland Health (**Recommendation 44**); and
- implementation of a guideline which involves the Prescribed Board Member being required, at the point of a request for an immediate suspension, to consider urgently requesting information that would assist the Parole Board to consider the matter, and a videolink between the offender and the Parole Board, and between the case manager and the Parole Board (**Recommendation 45**).

Victims and other matters of importance to parole

The Report outlines the importance for victims and/or their families to have their voices and opinions heard and to be promptly updated on relevant decisions¹. Information sharing between PBQ, the QPS, and QCS is considered paramount to ensure commitments to victims are steadily met.

Further, the Report considers it reasonable that eligible persons² be notified when an offender is being released on parole and subsequently deported, despite the *Australian Border Force Act 2015* (Cth) and other federal legislation being outside the Queensland Government's control.

The Report also acknowledges the former Legal Affairs and Safety Committee (LASC) inquiry into support provided to victims of crime. Some of the LASC recommendations are specifically relevant to victims who interact with the correctional and parole systems, including reviews of victims' rights, improved coordination of services, increasing access to information, trauma-informed training, and investment in victim support services across the criminal justice system. It is noted the LASC recommendations have been supported or supported-in principle by the Queensland Government and aim to improve practices and outcomes for victims of violent crime, and their families.

Key Government initiatives

- Amendments to the CSA, including the No Body, No Parole legislation in 2017, the Restricted Prisoners legislation in 2021, and more recently in June 2024, new laws to deliver greater support for victims of crime and ensure victims have more say in Parole Board decisions.

¹ By way of an example, the QCS Victims Register (VR) notifies victims of a prisoner's parole eligibility or change to a prisoner's sentence that may impact their custodial period as soon as practical after the chief executive becomes aware of the information, when the prisoner makes an application for a parole order and if the PBQ decides to grant, refuse, suspend or cancel a prisoner's parole order.

² An eligible person is a person registered with the VR. The VR supports victims and eligible persons by informing them about important events in the sentences of the prisoner, or prisoners, who they have registered against.

- Implementation of the No Body, No Parole and Restricted Prisoner schemes.
- Amendments to section 320 of the CSA in 2017, which expanded eligibility criteria for the Victims Register (VR) to victims of domestic violence, and further amendments in 2024 to the legislative framework for the VR, which streamlined the registration process, extended the eligibility criteria and increased flexibility for how an eligible person can engage with the parole process. The 2024 amendments also clarified what information the chief executive may provide to an eligible person where appropriate, including the prisoner or offender's deportation or removal status under the *Migration Act 1958* (Cth) if it is known.
- In May 2022, QCS implemented changes to its Integrated Offender Management System (IOMS) for internal use, allowing for the electronic notification of changes to a prisoner's parole status where a VR flag is recorded.
- In 2024-25 QCS will continue to support victims of crime by enhancing operations of the QCS Victims Register and enshrining a victims of crime voice in PBQ decisions.

In 2021-22, QCS worked in partnership with the Department of Justice and Attorney-General to enhance information sharing practices which allowed for Domestic Violence Order (DVO) information provided to QCS by the Queensland Courts to be automatically populated in IOMS. The automatic population of DVO information in IOMS ensures that relevant QCS staff have timely access to contemporary DVO information, enabling staff to implement strategies to mitigate risk regarding DFV.

The Report recommends the Government works with the Federal Government and/or other relevant agencies to ensure that eligible persons on the Victims Register are informed of an offender's immigration detention and/or deportation from Australia (**Recommendation 46**).

Independent Oversight

The 2016 QPSR recommended improved oversight of prisons and custodial environments and this has led to significant reforms being introduced in Queensland, including the *Inspector of Detention Services Act 2022*, and *Monitoring of Places of Detention (Optional Protocol to the Convention Against Torture) Act 2023*.

The *Inspector of Detention Services Act 2022* established an Inspector of Detention Services, supported by the Office of the Queensland Ombudsman, which has independent oversight and responsibility to prepare and publish standards for the conduct of inspections of prisons and other custodial environments. Whilst the jurisdiction of the Inspector is narrower than what was envisaged by Mr Sofronoff KC within the 2016 QPSR, the Report acknowledges the Inspector's office is still in its infancy.

The *Monitoring of Places of Detention (Optional Protocol to the Convention Against Torture) Act 2023* provides the Subcommittee on Prevention of Torture with access to places of detention in Queensland, to interview people, including those detained, as well as broad access to confidential information for the purpose of fulfilling its functions under the Optional Protocol to the Convention Against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT).

The Official Visitor scheme plays an important role in the Queensland correctional system by reviewing certain orders and key decisions under the CSA, and ensuring a regular, accessible, independent program of visitation to assist prisoners to manage and resolve their complaints.

The Report highlights that there continues to be a lack of transparency for internal inspection reviews conducted by QCS. Whilst it is acknowledged inspection reports could contain confidential information, the lack of publishing limits the efficacy of QCS' oversight function.

Key Government initiatives

- In 2020, QCS introduced an Organisational Performance Framework, which includes the Commissioner's Operational Performance Review (OPR) process. While not independent oversight, the OPR process entails annual face-to-face executive performance meetings with senior managers responsible for each frontline service delivery location and frontline support command. Each command has a set of key performance indicators that form the basis for discussion. The success of individual correctional centres, Community Corrections regions and frontline support commands is identified through a tiered performance rating system to encourage high performance and prevent disengagement from the monitoring process. The framework provides a focus on the five principles of Corrections 2030 to identify the successful achievement of QCS objectives, including safety, excellence, empowerment, respect, and accountability.

The Report recommends as part of the five-year review of the *Inspector of Detention Services Act 2022*, the Government further consider whether the jurisdiction of the Inspector of Detention Services should extend to oversight of the Official Visitor Scheme and Community Corrections operations and, in the meantime, QCS conduct routine inspections of the performance and effectiveness of Community Corrections (**Recommendation 47**).

Technology

The 2016 QPSR found that IOMS was under critical strain due to increased volume. Whilst changes have been implemented to update IOMS since the 2016 QPSR, the Report highlights how essential it is for IOMS, and other technology servers used by QCS, to be updated in line with new initiatives to ensure effective usability and increased ability of information sharing.

The Report further outlines the barriers that an aging prison infrastructure has on technology, inclusive of Wi-Fi networks and videolink capabilities, and the pressure this places on staff and resources. An investment in updated technology, such as the implementation of in-cell technology, is considered essential to improving prisoners' access to education, rehabilitation and other services, such as health services, whilst also reducing staffing pressures through the use of electronic forms.

Key Government initiatives

- As part of the 2022-23 Budget, the government provided \$30.406 million over four years and \$2.672 million per annum ongoing for the modernisation of IOMS.
- In the 2023-24 Budget, the government provided \$2 million to explore opportunities for prisoner in-cell technology in correctional centres with self-service capabilities and alternatives for service delivery.

- LVCC, expected to commence commissioning in late 2024, will have in-cell technology implemented.
- Work is being undertaken to implement an electronic case management system to create efficiencies within the PBQ.

The Report makes two recommendations in relation to technology, including the implementation of in-cell technology and other initiatives to facilitate prisoner access to education, rehabilitation, other services and entitlements (**Recommendation 48**); and that QCS and PBQ information technology systems continue to be reviewed and upgraded where necessary (**Recommendation 49**).

Conclusion

Overall, the Report provides an overview of the progress the Queensland Government has made towards the 2016 QPSR recommendations whilst also outlining where further improvement is required. The Report raises primary concerns in relation to the continuing growth of prisoner numbers and costs associated with keeping prisoners incarcerated and urges for focus be placed, by both QCS and the Queensland Government, on evidence-based strategies to support successful rehabilitation and reintegration.

The Queensland Government will continue to consider the Report to assess what actions can be taken to improve upon the identified areas. QCS will also continue to work in partnership with justice agency partners to progress reforms that aim to reduce demand on the system while keeping the community safe.

The Queensland Government is committed to community safety and ensuring PBQ can continue to contribute to an efficient, effective, and safe justice system for Queenslanders.

Government Response to Queensland Parole System Review 2 recommendations

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
CHAPTER 1 - INTRODUCTION			
1	<p>The Queensland Government undertake a review of the parole system and the Queensland sentencing regime within five years from the date of this Review.</p>	<p>SUPPORTED IN PRINCIPLE</p> <p>Any further review of the parole system or elements of the parole system will be conducted within the context of existing reform work underway across the whole of the criminal justice system.</p>	<p>ONGOING</p> <p>The Queensland Government acknowledges the importance of continuous review and evaluation to ensure policy and procedural measures remain fit-for-purpose.</p> <p>The Queensland Government will consider the appropriateness, timing and scope of any further reviews of the parole system or elements of the parole system within the context of existing reform work underway across the whole of the criminal justice system. The Justice Reform Office, in the Department of Justice and Attorney-General (DJAG) will work closely with justice agencies, including QCS, to develop, test and implement key justice reform initiatives.</p>
CHAPTER 2 – CURRENT STATE OF THE CORRECTIONAL SYSTEM			
2	<p>An independent strategic panel be established to inform a whole of Government strategy. The strategy should consider:</p> <ul style="list-style-type: none"> initiatives to reduce remand numbers, such as supported bail accommodation. initiatives for First Nations people, including Closing the Gap, women and people with disability in the criminal justice system. 	<p>SUPPORTED IN PRINCIPLE</p> <p>While it is not proposed to establish an independent strategic panel at this time, the Queensland Government is committed to continued improvements to the justice system as part of broader reforms. These broader reforms are supported by continued partnerships across justice agencies including DJAG, the Queensland Police Service (QPS), QCS and Department of Youth Justice.</p>	<p>ONGOING</p> <p>A number of intersecting review and inquiry processes are underway across Queensland and nationally. It is important to consider and evaluate these existing reforms when exploring future strategic approaches.</p> <p>The Queensland Government established the Criminal Justice Innovation Office (now the Justice Reform Office) and the First Nations Justice Office in 2023. The Justice Reform Office has been established to develop, test and implement whole-of-Government initiatives to reform the criminal justice</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	<ul style="list-style-type: none"> • availability of suitable accommodation for prisoners and parolees, both long and short-term. • the services available to people on parole, including but not limited to mental health, alcohol and other drugs and re-entry services to determine which areas require further investment and Government support (alongside any findings and recommendations in this Review) • initiatives to reduce the effects of overcrowding including technological solutions to increase access to rehabilitation programs, education and health services. • methods to reduce the rate of suspension and length of time an offender spends in custody while their parole is suspended. <p>The strategy should identify outcomes and targets which should be the subject of evaluation and public reporting. Appropriate funding should be allocated to support the</p>		<p>system including to address increasing demand on prisons and to help people break the cycle of reoffending.</p> <p>The Justice Reform Office is also leading the development of a whole-of-government strategy for women and girls in the criminal justice system as accused persons and offenders in response to recommendations of the Women's Safety and Justice Taskforce (WSJT). A range of other initiatives are also being progressed across government in response to WSJT recommendations.</p> <p>The First Nations Justice Office was established to develop and implement a co-designed, whole-of-government and community strategy to address the overrepresentation of Aboriginal and Torres Strait Islander peoples in Queensland's criminal justice system and meet justice targets under the National Agreement on Closing the Gap.</p> <p>In December 2023, QCS published its <i>Reframing the Relationship Plan 2024-2033</i>. This plan represents a beginning; with a particular focus, and commitment to action, to close the gap on First Nations people's incarceration and victimisation from violence. QCS is developing associated action plans.</p> <p>The experiences of people with disability in the justice system were considered by the Royal Commission into Violence, Abuse, Neglect and Exploitation of People with Disability (Disability Royal Commission). The Queensland Government has committed to consider all relevant recommendations from the Disability Royal Commission, and publicly report on acceptance and implementation of the recommendations by mid-2024.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	development and implementation of the strategy.		
CHAPTER 3 – PAROLE IN QUEENSLAND			
There are no recommendations outlined under this chapter.			
CHAPTER 4 – LEGISLATIVE FRAMEWORK AND SENTENCING			
3	The Government, as soon as possible, implement the accepted recommendations and recommendations accepted-in-principle of the Queensland Productivity Commission ‘Inquiry into imprisonment and recidivism’ and the Queensland Sentencing Advisory Council (QSAC) ‘Community-based sentencing orders, imprisonment and parole options.’	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government recognises the need to consider community-based sentencing approaches in the whole of justice system context.</p> <p>Work is progressing in response to key recommendations of the WSJT and QSAC through the work of QCS, DJAG, and the QPS. The work of the Justice Reform Office in DJAG continues to be informed by the recommendations of the Queensland Productivity Commission’s report on its Inquiry into Imprisonment and Recidivism.</p>	<p>IN PROGRESS</p> <p>QCS, in consultation with DJAG, is progressing a response to this recommendation through work responding to WSJT recommendations.</p>
4	The Government, as soon as possible, implement a dedicated court advisory service for all levels of Courts (Magistrates, District and Supreme) across Queensland, including to assist sentencing Courts to formulate bespoke parole conditions when	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government will develop a plan and work towards expansion of court advisory services to support sentencing courts by providing greater availability of pre-sentence advice.</p>	<p>IN PROGRESS</p> <p>Work has commenced on developing a best practice, fit-for-purpose and sustainable Court Advisory service model to deliver on Recommendation 130 of the Women’s Safety and Justice Taskforce Report 2. This includes scheduled engagement with women, community corrections, courts and</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	making orders for Court Ordered Parole.		non-government stakeholders on practice issues, opportunities and service pathways.
5	Where a sentence is to be imposed for an offence that carries a mandatory non-parole period, the Sentencing Judge should have the discretion to depart from that mandatory period.	NOT SUPPORTED The Queensland Government notes mandatory non-parole periods apply to murder, repeat serious child sex offences, and serious violent offences. The Queensland Government does not support removing mandatory non-parole periods for these serious offences.	NOT APPLICABLE
CHAPTER 5: ASSESSMENT AND MANAGEMENT OF OFFENDERS			
6	For those offenders in custody, the definition of End-to-End Case Management (E2E) should be expanded to include as an expressed goal, the management of offenders towards release into the community.	SUPPORTED The Queensland Government supports the expansion of the definition of E2E to include the management of offenders working towards release into the community.	IN PROGRESS E2E has been rolled out to the women's system statewide, and to men in Far Northern and Northern Region Community Corrections and Townsville Correctional Centre. In the 2024-25 State Budget, the Queensland Government funded the continuation and optimisation of E2E case management in selected locations to reduce recidivism, make communities safer, and improve outcomes for people in contact with corrective services. The 2024-25 State Budget provides for a team to consider and implement improvements to E2E, which will include considering expanding the definition of E2E to include the management of offenders working towards release into the community.
7	Queensland Corrective Services should commission:	SUPPORTED	ONGOING

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	<ul style="list-style-type: none"> External reviews throughout the gradual implementation of E2E at appropriate times to assess whether the system is operating efficiently and to enhance the future roll-out. External review of the operation of E2E at an appropriate future time to assess its efficacy in improving offender outcomes and reducing recidivism. 	The Queensland Government supports the ongoing external review of E2E throughout its implementation to assess its efficacy and efficiency.	<p>In the 2024-25 State Budget, the Queensland Government funded the continuation and optimisation of E2E case management in selected locations to reduce recidivism, make communities safer, and improve outcomes for people in contact with corrective services.</p> <p>Any further expansion of E2E will be subject to consideration of the outcomes demonstrated in future evaluations.</p>
8	Queensland Corrective Services should move to roll out E2E to all aspects of its operations as quickly as is reasonably practical and should be adequately funded by Government to do so.	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government supports the aims and intent of E2E case management.</p>	<p>IN PROGRESS</p> <p>In the 2024-25 State Budget, the Queensland Government funded the continuation and optimisation of E2E case management in selected locations to reduce recidivism, make communities safer, and improve outcomes for people in contact with corrective services.</p> <p>Any further expansion of E2E will be subject to consideration of the outcomes demonstrated in future evaluations.</p>
9	The Government should review the policy restricting placement of sexual offenders and those prisoners convicted of murder and other serious violent offences with a view to reintroducing appropriate candidates to low security facilities.	<p>NOT SUPPORTED</p> <p>The Queensland Government notes the policy reflects section 68A of the <i>Corrective Services Act 2006</i>. The Queensland Government is not prepared to risk community safety by placing sexual offenders and those prisoners convicted of murder and other serious violent offences in low custody.</p>	NOT APPLICABLE

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
		As an alternative, the Queensland Government will explore the creation of a new security classification within secure facilities that maintains community safety while providing rehabilitated prisoners subject to s68A who are nearing their release date with a pathway to improved community reintegration.	
CHAPTER 6: REHABILITATION PROGRAMS, MENTAL HEALTH, AND SUBSTANCE MISUSE TREATMENT			
10	<p>The programs introduced since the 2016 Review should undergo a formal external evaluation and validation at the earliest available appropriate time.</p> <p>The substance abuse programs provided to offenders should also undergo a formal external evaluation and validation as soon as possible.</p>	<p>SUPPORTED</p> <p>The Queensland Government supports the regular evaluation of intervention and rehabilitation programs as part of each programs' 'lifespan'.</p>	<p>ONGOING</p> <p>In 2023, QCS commissioned an external review of Alcohol and Other Drugs programs. In response to this review, QCS intends to trial new treatment pathways, streamline referral pathways and update eligibility criteria, continue provision of targeted First Nations and Women's programs and strengthen focus on quality and staff capability.</p> <p>Since 2019, through funding provided through the QPSR reforms, QCS has partnered with St Vincent de Paul to deliver the Post Release Supported Accommodation (PRSA) Program. The PRSA Program was the subject of an independent evaluation delivered in April 2023. The evaluation found universal support across all stakeholders for the PRSA approach of providing accommodation and support for men exiting custody to parole. Additionally, the program generated a small cost saving compared to a man remaining in custody, with additional savings expected with reduced impacts of COVID-19. Evaluation recommendations for</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
			<p>improvements to the PRSA program are being considered as part of contract renewal and program improvement activities.</p> <p>The Community Based Health and First Aid (CBHFA) Program was first introduced at Townsville Women's Correctional Centre (TWCC) in 2018, and is known locally as 'Sisters for Change'. In September 2022, 'Sisters for Change' was approved for accreditation by the QCS Offender Program and Services Accreditation Panel. Prior to this, an independent evaluation in 2020 of the TWCC program found that participants perceived prison to be safer and felt more hopeful and positive about the future, with boosted confidence, self-esteem, and life skills.</p> <p>The QCS suite of sexual offending programs has undergone rigorous evaluations since 2010, resulting in reduced re-offending for participants compared with non-participants. To improve outcomes for First Nations men, QCS contracted the University of the Sunshine Coast to develop the Strong Solid Spirt (SSS) program, which was piloted during 2022-23. SSS recommenced at Lotus Glen Correctional Centre in 2023-24, adopting recommendations made following the pilot program. Evaluations of program impact will occur when an adequate sample of completers is available.</p>
11	The Government must prioritise the ongoing development and evaluation of evidence-based Domestic and Family Violence assessment tools and intervention programs and provide appropriate resources to enable effective and	<p>SUPPORTED</p> <p>The Queensland Government supports the ongoing work being undertaken by DJAG as the lead department in developing and evaluating domestic and family violence risk assessment tools and intervention programs. QCS</p>	<p>IN PROGRESS</p> <p>In the 2024-25 State Budget, the Queensland Government provided \$14.8 million over 2 years to deliver domestic and family violence perpetrator programs that support rehabilitation and re-entry to the community.</p> <p>QCS continues to be involved in the consultation process with KPMG, who has been engaged by DJAG, to explore DFV risk assessment perpetrator tools and approaches in response to</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	equitable delivery of the programs.	continues to work with DJAG to consider use in the correctional system.	<p>recommendations 21 and 29 of the Women's Safety and Justice Taskforce Report 1.</p> <p>QCS continues to utilise the Common Risk and Safety Framework (CRASF) in High Risk Teams across the state.</p> <p>QCS is also currently developing a Domestic and Family Violence Strategy to improve perpetrator accountability and victim-survivor safety by empowering staff and improving practices.</p>
12	Following evaluation of its current Domestic and Family Violence program, Queensland Corrective Services should be resourced to expand the number of correctional centres that are able to deliver it and investigate implementing delivery through Community Corrections.	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government remains committed to eradicating all forms of domestic, family and sexual violence, keeping girls, women and families safe, holding those who use violence accountable to create a fair and equitable criminal justice system.</p>	<p>ONGOING</p> <p>The Queensland Government has invested over \$1.75 billion since 2015 to tackle domestic, family and sexual violence.</p> <p>In the 2024-25 State Budget, the Queensland Government provided \$14.8 million over 2 years to deliver domestic and family violence perpetrator programs that support rehabilitation and re-entry to the community.</p> <p>QCS Community Corrections supports offenders in the community to access community-based services for DFV, for both victims and perpetrators.</p>
13	The Queensland Government introduce legislation to provide Magistrates with greater discretion to divert people with mental illness and/or cognitive disability from the criminal justice system with powers to dismiss charges and impose conditions which require a person to engage in identified treatment and/or support (where appropriate).	<p>FOR FURTHER CONSIDERATION</p> <p>The Queensland Government understands that people with mental ill health and/or cognitive disabilities are over-represented at all stages of the criminal justice system and appropriate diversion pathways are important in coordinating justice health responses.</p> <p>The Queensland Government has a commitment to the 2020 National Agreement on Closing the Gap which</p>	<p>FOR FURTHER CONSIDERATION</p> <p>The Queensland Government notes the intent of the recommendation and will continue to consider possible opportunities to enable strengthened health and justice responses and appropriate diversion pathways where suitable.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
		<p>includes a target of reducing the over-representation of First Nations peoples held in custody. Such diversionary pathways may allow First Nations peoples with mental ill health and/or cognitive disabilities to receive the most appropriate support in the community and to reduce recidivism. Further exploration as to how these services would be delivered is required.</p> <p>The Queensland Government notes that the main objectives of the <i>Mental Health Act 2016</i> are to improve and maintain the health and wellbeing of persons who have a mental illness who do not have the capacity to consent to be treated; and to enable persons to be diverted from the criminal justice system if found to have been of unsound mind at the time of committing an unlawful act or to be unfit for trial and to protect the community if persons diverted from the criminal justice system may be at risk of harming others.</p> <p>The <i>Mental Health Act 2016</i> has several legislative mechanisms in place to meet these objectives including to allow a Magistrates Court to consider mental illness and/or cognitive disabilities in criminal justice</p>	

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
		<p>proceedings. This includes the ability to dismiss a complaint for a simple offence if the court is satisfied that the person was of unsound mind and/or unfit for trial. If dismissing a complaint, the court may refer the person to a relevant authority for treatment and/or care. A Magistrate can also order a person appearing before the court to be examined by an authorised doctor.</p> <p>The Queensland Government notes that while there is existing legislation to the general effect of the recommendation, further consideration will be given to possible opportunities to enable strengthened health and justice responses to be in place and appropriate diversion pathways.</p>	
14	Queensland Corrective Services be appropriately funded to facilitate, or otherwise support, prisoner access to specialist disability assessments and/or services on an ongoing basis.	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government supports prisoner access to specialist disability assessments and services they are entitled to.</p>	<p>IN PROGRESS</p> <p>Co-ordinated centrally, the QCS Disability Services Team supports prisoners and offenders with a disability to access the National Disability Insurance Scheme (NDIS) across QCS correctional centres.</p> <p>In the 2023-24 State Budget, the Queensland Government funded enhanced psychological and disability support services in correctional centres, enabling QCS to establish a permanent Disability Services Team.</p> <p>QCS is currently developing a Disability Strategy to guide QCS from its current state to a desired end-state in which people with disability in QCS custody, care and under</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
			supervision are identified and assessed early, treated with dignity and respect, and have access to the reasonable adjustments and supports they need to participate on equitable terms.
15	<p>Queensland Corrective Services and Queensland Health are funded to jointly develop and implement:</p> <ul style="list-style-type: none"> • A model of service to improve and enhance alcohol and other drug interventions and services for offenders in the community, including those released from custody on parole. • Initiatives to better integrate and coordinate alcohol and other drug interventions available in prison and the community (including the OST program). 	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government is committed to providing access and/or referrals to alcohol and drug interventions and services for prisoners and offenders.</p> <p>QCS will continue to work with Queensland Health to consider opportunities for improved integration of alcohol and other drugs services and programs, as part of the development of the next joint Prisoner Health and Wellbeing Strategy in 2025.</p>	<p>COMPLETE</p> <p>In 2023, QCS commissioned an external review of Alcohol and Other Drugs programs. In response to this review, QCS intends to trial new treatment pathways, streamline referral pathways and update eligibility criteria, continue provision of targeted First Nations and Women's programs and strengthen focus on quality and staff capability.</p> <p>Alcohol and other drug intervention and treatment programs are delivered by QCS staff and external community-based providers. Substantial funding has been allocated to expand delivery through utilisation of community-based providers.</p> <p>First Nations providers are contracted to provide alcohol and other drug intervention and treatment programs for prisoners and offenders.</p> <p>Alcohol and other drug interventions and programs tailored specifically for women are delivered in all women's centres, with the exception of the low custody Helana Jones Centre where women have access to treatment in the community if required.</p> <p>Individual alcohol and other drug counselling services are also delivered in the community by contracted external service providers.</p> <p>QCS supports Queensland Health to deliver Opioid Substitution Treatment (OST) for eligible prisoners across Queensland.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
			New investment under <i>Better Care Together: a plan for Queensland's state-funded mental health alcohol and other drug services to 2027</i> has been allocated to boost the capacity of alcohol and other drug services in the community, including opioid dependence treatment which will support access for people on release from correctional settings and continue support for their recovery.
CHAPTER 7: RE-ENTRY SERVICES			
16	Queensland Corrective Services should review the operation of the Post-Release Supported Accommodation Service and be resourced to expand the program to cater to more individuals and locations.	FOR FURTHER CONSIDERATION The Queensland Government supports the Post-Release Supported Accommodation (PRSA) program.	FOR FURTHER CONSIDERATION QCS funds an external provider to provide 12 weeks of temporary accommodation in up to 40 headlease properties in Cairns, Townsville, Moreton Bay and Toowoomba, along with case management support to men where accommodation is a barrier to their parole release. An evaluation of the PRSA program was completed in April 2023. The evaluation found the PRSA service model aligns with some elements of good practice, is reaching its target cohort and there are some early indications of positive effects on recidivism. Evaluation recommendations for improvements to the PRSA program are being considered as part of contract renewal and program improvement activities. QCS will continue to explore strategies to expand the program to cater to more individuals and locations. QCS will also continue to work with The Department of Housing, Local Government, Planning and Public Works (DHLGPPW) to ensure prisoners and offenders who are vulnerable to homelessness are supported through the Queensland Government's Homes for Queenslanders plan.

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
17	Queensland Corrective Services should be funded to establish and deliver a specialised re-entry service available to remandees.	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government remains committed to providing re-entry services to people in custody, including remandees.</p>	<p>IN PROGRESS</p> <p>Since 2016, QCS has contracted external service providers to deliver a suite of re-entry services to people in custody. All prisoners regardless of legal status can access information and referrals with the support of the contracted service providers.</p> <p>QCS currently offers all male prisoners, regardless of legal status, access to the 'In Prison Information and Referral Service.' Eligible men being released to Community Corrections and assessed as higher risk can engage in pre- and post-release planning and support.</p> <p>Women prisoners can access pre-release support as well as up to 12-months post-release support regardless of their legal status.</p> <p>Since 2020-21, the Queensland Government has funded an increase to the capacity of the existing QCS contracted re-entry services at Arthur Gorrie Correctional Centre (Queensland's main remand centre) to focus on providing services to men remanded in custody and short sentenced prisoners.</p> <p>In 2024-25, the new statewide Women's Reintegration Service replaced the existing women's re-entry service contracts. It will continue to be available for all incarcerated women including remandees, with improved access to women after release including up to 12-months post-release support to women who are released to liberty, to bail and to community-based supervision. The new service commenced on 1 July 2024.</p> <p>QCS is undertaking a Men's Reintegration Renewal Redesign Project to design a service model to deliver tangible and</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
			<p>sustained outcomes for offenders to successfully lower the rate of return to custody and contribute to safer communities. This includes providing for tailored responses to groups that require re-entry services.</p> <p>Any consideration of the need to expand re-entry services for men, including remandees, will be undertaken after the delivery and embedding of the Men's Reintegration Renewal Redesign Project.</p>
18	<p>Queensland Corrective Services should ensure that there are culturally appropriate re-entry services available to all First Nations prisoners.</p>	<p>SUPPORTED</p> <p>The Queensland Government remains committed to providing culturally appropriate re-entry services for all First Nations prisoners.</p>	<p>IN PROGRESS</p> <p>Since 2016, QCS has funded external service providers to deliver a range of re-entry services to support men and women to plan for successful reintegration. Male prisoners can access the Community Re-entry Service Team (CREST) service and the new statewide Women's Reintegration Service commenced on 1 July 2024 replacing the previous women's re-entry service contracts.</p> <p>Service delivery expectations for CREST include that service providers work within their service delivery regions to provide support to prisoners returning to remote communities and engage with local community justice groups and community services where appropriate. Certain service delivery regions are also contracted to ensure they employ First Nations staff.</p> <p>The service model of the Women's Reintegration Service requires the implementation of culturally safe practices and develops partnerships with relevant First Nations groups and organisations including Elders. Further, the service model enables prioritisation as needed for priority cohorts including First Nations women. Service providers must be able to demonstrate their workforce includes paid First Nations</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
			<p>employees and deliver training around culturally safe practices.</p> <p>In 2016, in response to unacceptably high reoffending rates in Aurukun, the Aurukun Justice Reintegration Project (AJRP) was established to provide intensive and coordinated support to released prisoners with the objective of breaking the cycle of reincarceration. In the 2019-20 State Budget, the Queensland Government funded the ongoing delivery of the AJRP.</p>
19	The Government and Queensland Corrective Services consider the establishment of a resettlement program for long-standing prisoners as a means of staging their exit from custody into the community.	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government will consider options to reintroduce a resettlement program for long-standing prisoners. It is noted the viability of work release schemes (which help prisoners in their transition to the community), and the necessity for legislative amendments to require plans for prisoners prior to release, is being investigated and explored through project work relating to the Women's Safety and Justice Taskforce, particularly recommendation 155.</p>	<p>IN PROGRESS</p> <p>QCS notes as part of project work relating to the Women's Safety and Justice Taskforce recommendation 155, the Queensland Government is continuing to investigate and explore the validity of work release schemes.</p> <p>Low security centres facilitate various forms of community service, including work carried out at work camps, to help not-for-profit and non-government organisations.</p>
20	Queensland Corrective Services should establish a targeted accommodation team/s (within Queensland Corrective Services) who work closely with stakeholders (Government and non-Government) to locate	<p>SUPPORTED IN PRINCIPLE</p> <p>The Queensland Government's Homes for Queenslanders plan commits to increasing the supply of social and affordable homes, to support people in the private rental market and first</p>	<p>IN PROGRESS</p> <p>People exiting prison can access a broad suite of housing products and services via a state-wide network of Housing Service Centres. This includes support to find and access private rental housing, or to access social housing. DHLGPPW also funds a range of specialist homelessness</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	suitable accommodation for those prisoners who are otherwise unable to locate suitable accommodation.	homeowners; and to work toward ending homelessness. This includes fast-tracking 1 million new homes by 2046, including 53,500 new social homes and a range of temporary supported accommodation and supported housing. Alongside Homes for Queenslanders, <i>Our Place: A First Nations Housing and Homelessness Roadmap to 2031</i> and <i>Our Place: A First Nations Housing and Homelessness Action Plan 2024-2027</i> set out the Queensland Government's vision and direction to improve housing outcomes for First Nations peoples living in Queensland.	<p>services (SHS) to deliver temporary supported (crisis) accommodation, supported housing and other support services to people experiencing, or at risk of homelessness. Specifically, the QCS Post-Release Supported Accommodation (PRSA) service (detailed above at Recommendation 16) and the Next Step Home SHS, continue to assist people exiting prison at risk of homelessness.</p> <p>QCS will continue to work with DHLGPPW to ensure prisoners and offenders who are vulnerable to homelessness are supported through the Queensland Government's Homes for Queenslanders plan.</p>
CHAPTER 8: PAROLE BOARD			
21	Procedures should be implemented, and legislation enacted if necessary to ensure that any delays by the Parole Board are eliminated and parole ordered as soon as practically and administratively possible when a court has ordered immediate parole eligibility.	<p>SUPPORTED</p> <p>QCS and the Parole Board Queensland (PBQ) are committed to improving efficiency and timeliness where practicable. This includes implementing recommendations of the KPMG Independent Review of Parole Board Queensland, which was undertaken to provide current state insights and advice on future efficiencies and modernisation considerations for PBQ.</p>	<p>IN PROGRESS</p> <p>In the 2023-24 State Budget, the Queensland Government funded PBQ to continue to support operations and continue efficient considerations of parole matters. This funding supported the continuation of the Culturally Engaged Release of Indigenous Parolees (CERIP) initiative, continuation of the Board's fourth, fifth and sixth operating teams, and the establishment of a seventh operating team.</p> <p>In addition to this, QCS continues to assist to review and strengthen Board initiatives such as the Court Ordered Immediate Parole Eligibility process.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
			QCS will consider additional opportunities to safely increase parole decision making in partnership with the Board and new Board President (to be appointed).
22	The Parole Board Queensland and Queensland Corrective Services should implement specific monitoring and reporting of the rate of pre-release suspension of Court Ordered Parole orders and make that information publicly available.	SUPPORTED IN PRINCIPLE The Queensland Government will consider the implementation of specific monitoring and reporting of parole related data, and releasing information where an identifiable benefit exists.	IN PROGRESS QCS is currently supporting the Board to design, build and implement an electronic case management system. This will increase the capacity of the Board to monitor and report on specific matters, including the rate of pre-release suspension of Court Ordered Parole.
23	The positions of President and Deputy President, Parole Board Queensland, should be former judicial officers of a State Supreme or District Court, or Federal Court, with suitable, actual judicial experience and such appointments should be for a period of no more than a total of six years.	SUPPORTED IN PRINCIPLE The appointment of President and Deputy Presidents of PBQ are conducted in line with existing legislation, which sets out that the positions must be a former judge of a State court, the High Court or a court constituted under a Commonwealth Act, or must have qualifications, experience or standing the Governor in Council considers equivalent to those offices; and that the president and each deputy president holds office for the term, not longer than five years, stated in the board member's instrument of appointment.	IN PROGRESS The recommendation will be considered as part of future appointment processes.
24	The <i>Corrective Services Act 2006</i> be amended to remove the power	NOT SUPPORTED	NOT APPLICABLE

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	of the Minister to make Ministerial Guidelines with respect to the Parole Board Queensland and legislate amendments to provide for Parole Board Queensland to make relevant guidelines for its operation.	PBQ performs an administrative decision-making function on behalf of the Government, not a judicial function. It is appropriate for Government to ensure policy oversight of parole, as it does with the other aspects of the correctional system. Section 242E of the <i>Corrective Services Act 2006</i> (CSA) is consistent with section 263 of the CSA which provides for the functions of the chief executive, subject to the direction of the Minister.	
25	All members of the Board receive initial and continuing education in decision-making and other aspects relevant to their roles as members of the Parole Board Queensland and that this education be provided by relevant professionals including judicial or former judicial officers.	SUPPORTED Members of PBQ receive initial and continuing education in decision-making and other aspects relevant to their roles as members of the PBQ.	COMPLETE QCS has supported the Board to strengthen its professional development and continuing education function through the temporary provision of a Director, Policy and Practice role to support the Board to deliver these functions. Consideration of continuing the temporary Director, Policy and Practice position will be given when the future operating model of the Board is designed.
26	In relation to Restricted Prisoners and No Body, No Parole matters, that prisoners are legally represented through a grant of Legal Aid. Additionally, that Parole Board Queensland routinely publish their reasons (in full) for making a Restricted Prisoner declaration	FOR FURTHER CONSIDERATION In Queensland, representation of parole matters is generally managed through a grant of aid by Legal Aid Queensland or by a specialised Community Legal Centre, such as Prisoners' Legal Service. Determinations around eligibility and scope for Legal Aid Queensland grants	FOR FURTHER CONSIDERATION The Board continues to publish Restricted Prisoner declarations on its website.

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	pursuant to s 175I(a) of the <i>Corrective Services Act 2006</i> .	of aid are a decision for the Legal Aid Queensland Board. PBQ routinely publish their reasons, as appropriate, for making a Restricted Prisoner declaration pursuant to s175I(1)(a) of the <i>Corrective Services Act 2006</i> .	
27	The <i>Corrective Services Act 2006</i> be amended to provide for the composition of the Parole Board as set out in Recommendation 45 and Recommendation 46 of the 2016 Review.	<p>SUPPORTED IN PRINCIPLE</p> <p>The <i>Corrective Services Act 2006</i> allows for the PBQ to convene in the configurations noted in Recommendation 45 and Recommendation 46 of the 2016 QPSR.</p> <p>These recommendations relate to proposed composition of the Parole Board in relation to prisoners who have been sentenced for serious violent or serious sexual offence (Rec 45) and all other applications (rec 46).</p> <p>Recommendations 45 and 46 of the 2016 Review were enacted at the commencement of the PBQ in its current form, via the <i>Corrective Services (Parole Board) and Other Legislation Amendment Act 2017</i>.</p> <p>To provide PBQ with flexibility to account for different meeting practices, amendments were progressed in the</p>	<p>COMPLETE</p> <p>The Board regularly reviews its practices to deliver efficient services. The future appointment of a new President will be a further opportunity to consider its approach to meeting the quorum requirements in certain matters.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
		<i>Police Powers and Responsibilities and Other Legislation Amendment Act 2021.</i> PBQ's approach to convening its meetings, while complying with legislative requirements, is an operational matter for the Board.	
28	The <i>Corrective Services Act 2006</i> be amended to ensure that each person who applies for parole has the right to appear before the Board in person or by video-link at the discretion of the Parole Board Queensland.	SUPPORTED IN PRINCIPLE Under section 190 of the <i>Corrective Services Act 2006</i> , all prisoners may appear before the Board, in person or by video link, at the discretion of the Board.	COMPLETE Requiring every prisoner to appear before the Board would create a significant administrative burden and potential delays in decision making. Prisoners can provide all information they believe relevant to support their parole application. Where necessary, the Board routinely calls for additional information and conducts video-conference discussions with prisoners as appropriate.
29	The Parole Board Queensland develop a guideline of relevant criteria by which the discretion to permit appearances by applicants before the board is to be exercised. Form 51 should be amended so that it is calibrated to the relevant criteria.	SUPPORTED IN PRINCIPLE PBQ will consider developing a guideline of relevant criteria by which the discretion to permit appearances by applicants before the PBQ is to be exercised.	IN PROGRESS QCS will highlight this matter for further consideration by the new President of the Board, when appointed.
CHAPTER 9: MANAGEMENT OF OFFENDERS IN THE COMMUNITY			
30	Queensland Corrective Services should, as soon as possible, implement the recommendation to remove the mandatory requirement for a degree	SUPPORTED QCS will implement this recommendation as soon as possible.	IN PROGRESS QCS will progress this recommendation as part of the implementation of the Community Corrections Workforce Strategy, which is under development.

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	qualification in human services or criminology for case managers.		Consultation will be undertaken with staff to support the successful implementation of any workforce changes.
31	Queensland Corrective Services should, without further delay, introduce new dedicated support positions to provide administrative support to case managers.	SUPPORTED QCS will implement this recommendation as soon as possible.	IN PROGRESS QCS will progress this recommendation as part of the implementation of the Community Corrections Workforce Strategy, which is under development. Consultation will be undertaken with staff to support the successful implementation of any workforce changes.
32	The Government should provide the funding and associated resources necessary to allow Queensland Corrective Services to progressively bring Queensland in line with the Australian average offender to staff ratios within three years to make workloads more manageable and increase the efficacy of case management.	SUPPORTED IN PRINCIPLE The Queensland Government is committed to supporting Community Corrections staff to manage their workloads and increase the efficacy of case management.	ONGOING Since 2016-17, the Queensland Government has increased resourcing to improve the management of offenders in the community, including investing in community-based resources through E2E case management. QCS will continue to consider, and provide advice to Government as needed, about the appropriate level of resourcing for Community Corrections.
33	Queensland Corrective Services should prioritise the recruitment of additional Cultural Liaison Officers to ensure that there are at least two positions in each region.	SUPPORTED QCS is prioritising the recruitment of additional Cultural Liaison Officers.	IN PROGRESS In the 2022-23 State Budget, the Queensland Government funded an increase to the number of Cultural Liaison Officer positions across custodial centres and community corrections. Two cultural liaison positions have been allocated to each community corrections region.
34	Operational Practice Guidelines should be updated to ensure there is meaningful engagement	SUPPORTED QCS will update relevant Operational Practice Guidelines to provide	IN PROGRESS QCS' Operational Practice Guideline (OPG) <i>Responding to risk</i> has been updated to include references to engagement

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	with Cultural Liaison Officers at the earliest possible stage and at other times that would be appropriate.	appropriate guidance to ensure there is meaningful engagement with Cultural Liaison Officers at appropriate times.	with a Cultural Liaison Officer, specifically for managing an individual when a risk is elevated.
35	Queensland Corrective Services should prioritise the Aboriginal and Torres Strait Islander Recruitment Strategy 2020-2030 and if necessary, be funded to engage in consulting and intensive targeted recruitment to significantly increase the number of First Nations employees.	SUPPORTED IN PRINCIPLE <i>Queensland Corrective Services Reframing the Relationship Plan 2024-2033</i> includes an objective to trial, evaluate and implement tailored approaches to increase recruitment and retention of First Nations staff.	IN PROGRESS In December 2023, QCS released the <i>Queensland Corrective Services Reframing the Relationship Plan 2024-2033</i> . The Plan is QCS' commitment to action in response to the overrepresentation of First Nations peoples in the correctional system and a cornerstone to a reframed relationship with First Nations peoples. The plan includes an objective to trial, evaluate and implement tailored approaches to increase recruitment and retention of First Nations staff. The plan will be supported by co-designed annual action plans to set out specific initiatives to meet the objectives of the plan.
36	Queensland Corrective Services should review each Community Corrections training package five years after its implementation and consider developing and implementing performance targets to ensure training is delivered to staff promptly and to the maximum number of staff possible across all of the regions.	SUPPORTED IN PRINCIPLE QCS will consider reviewing each Community Corrections training package five years post implementation, and consider developing and implementing performance targets to ensure training is delivered to staff promptly and to the maximum number of staff possible across all regions.	NOT STARTED The training will have been operating for 5 years in 2028. Any external evaluative work will be dependent on available funding at that time.
37	Queensland implement a workload model to manage time, resources and priorities. This model should include:	SUPPORTED IN PRINCIPLE QCS will consider a workload model to manage time, resources and priorities.	IN PROGRESS QCS' Streamlining the Management and Allocation of Resources and Talent (SMART) Model Project was delivered in September 2022 to enhance the delivery of best-practice

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	<ul style="list-style-type: none"> • A case management approach which enforces a focus on prioritising and properly servicing the higher risk offenders. • An ability to track the workload of staff across the state so that it is clear how many of the current cohort of offenders are able to be properly case managed (so that this can inform decisions and be reported on internally within Government). • Legislation that allows a Community Corrections officer (at an appropriate level) the discretion, in appropriate circumstances, to suspend supervision conditions, similar to what operates in New South Wales. • Legislation that imposes a practical limit on supervision and case management to a period of three years, similar to what operates in New South Wales. Serious offenders should be reviewed at the end of the supervision period by the Parole Board Queensland to assess 	<p>Legislative provisions in relation to ceasing supervision early or after a set period will be explored as part of work to consider community based sentencing approaches.</p>	<p>Community Corrections services by designing a flexible, place-based model which ensures the efficient allocation of funding and placement of people across the state.</p> <p>As part of this project a workload tool was developed to assist with the oversight and distribution of resources and has been introduced into practice.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	whether supervision should be extended.		
38	<p>Queensland Corrective Services should implement a Remote Service Delivery Team that would:</p> <ul style="list-style-type: none"> • Remotely assist Community Corrections offices with workload issues. • Provide training, mentorship and guidance to offices that have a junior workforce. • Send staff to work in regional offices on secondments as required. <p>This team should not be drawn from the current Full-Time Equivalent (FTE) positions that Community Corrections have and should be established with additional FTE positions.</p>	<p>SUPPORTED IN PRINCIPLE</p> <p>QCS will explore the viability of a Remote Service Delivery Team.</p>	<p>IN PROGRESS</p> <p>Exploring the viability of a Remote Service Delivery Team or similar function is being considered as part of the Community Corrections Workforce Strategy which is under development.</p>
39	<p>The Operational Practice Guidelines should be updated to provide specific guidance to case managers as to what ought to be done for offenders on parole to establish protective factors and address underlying criminogenic needs where services are not available in the community.</p>	<p>SUPPORTED</p> <p>QCS has updated Operational Practice Guidelines to provide greater guidance to officers on delivering effective case management strategies targeting criminogenic needs, including brief interventions, where other intervention providers are unavailable.</p>	<p>COMPLETE</p> <p>As part of the roll out of Foundations training for Community Corrections staff, the OPGs were updated.</p> <p>Supporting the Foundations training and the updated OPGs, Alignment training was delivered in 2023 to all frontline community corrections staff. Alignment training equipped existing officers with the most contemporary, best practice skills, tools and resources in offender rehabilitation and</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
			management, enhancing their practice including facilitation of individual brief intervention.
40	The E2E case management approach should provide that the initial transition from custody to the community should be prioritised and involve a targeted and more intensive approach of management in the community, particularly where re-entry services are not available to the offender.	SUPPORTED IN PRINCIPLE QCS will consider, through E2E case management, mechanisms to ensure that the process to prepare a prisoner for release to the community is targeted and intensive.	IN PROGRESS E2E has now been implemented across the women's system statewide, and for men in Far Northern and Northern Region Community Corrections and Townsville Correctional Centre. In the 2024-25 State Budget, QCS was funded to continue to deliver E2E case management in existing locations to reduce recidivism, make communities safer, and improve outcomes for people in contact with corrective services.
41	Queensland Corrective Services implement regular workshops with Community Corrections staff, particularly at District Manager level to discuss and ensure consistency of approach to suspensions and options for alternative action in line with the Operational Practice Guidelines.	SUPPORTED QCS will deliver workshops to discuss and ensure consistency in the approach to suspensions and engage with management teams across Community Corrections.	IN PROGRESS QCS is reviewing the service delivery model to ensure effective and efficient delivery of services. This includes reviewing suspension rates and trends, and leveraging capacity to reduce suspension rates through decision making and intervention. This activity will include workshops with District Managers.
42	Queensland Corrective Services continue to monitor and enhance the use of electronic monitoring technology in all areas of the parole system where applicable.	SUPPORTED IN PRINCIPLE QCS will continue to monitor and enhance the use of electronic monitoring technology in all areas of the parole system, where applicable.	IN PROGRESS Procurement for current and high performing electronic monitoring systems and devices is in progress.
43	The Parole Board Queensland guidelines should be amended to provide guidance as to when to	SUPPORTED IN PRINCIPLE	IN PROGRESS

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	<p>suspend an offender's parole. They must:</p> <ul style="list-style-type: none"> • Reflect that suspension of parole is a matter of last resort. • Outline other options to be considered. • List protective factors that weigh heavily against suspension, such as stable accommodation, employment, established NDIS funded care and mental health treatment in the community. • Outline that a suspension should only be made if the risk posed by the offender in the community is serious and immediate. 	<p>QCS will work with the PBQ to amend guidelines which provide guidance as to when to suspend an offender's parole with the focus on ensuring community safety.</p>	<p>QCS will work with the new President once appointed to finalise suitable guidelines to cover the consideration of suspension matters.</p>
44	<p>Parole Board Queensland and Queensland Corrective Services should implement a guideline that in the case where an offender's mental health is an issue and they are receiving treatment, wherever possible their parole is not suspended until information is obtained from Queensland Health.</p>	<p>SUPPORTED IN PRINCIPLE</p> <p>QCS, in partnership with the PBQ, will consider the development and implementation of a guideline relating to the conditions for the suspension of parole in cases where an offender is experiencing mental health issues for which they are receiving treatment.</p> <p>If considered appropriate, work would be undertaken to ensure any changes to the decision-making process for</p>	<p>COMPLETE</p> <p>The Information Sharing Agreement between the PBQ and Queensland Health provides for the sharing of relevant health information to inform parole board decisions, including urgent decisions related to parole suspensions. The Agreement is supported by an operating guideline.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
		parole suspensions in this regard are communicated to officers effectively and efficiently.	
45	<p>Parole Board Queensland implement a guideline which involves the Prescribed Board Member being required at the point of a request for an immediate suspension to consider urgently requesting:</p> <ul style="list-style-type: none"> Information that would assist the Parole Board to consider the matter. A videolink between the offender and the Parole Board. A videolink between the case manager and the Parole Board. 	<p>SUPPORTED IN PRINCIPLE</p> <p>QCS, in partnership with the PBQ, will consider the development and implementation of a guideline for Prescribed Board Members to consider urgently requesting information associated with an immediate suspension request.</p>	<p>IN PROGRESS</p> <p>Currently, a board member deciding an immediate suspension request may ask for additional information which they deem necessary to assist them to decide the matter. This can include contacting the supervising office to obtain, or facilitate obtaining, additional information.</p> <p>QCS will work with the new President (when appointed) to develop suitable guidelines to formalise the process and cover the consideration of suspension matters.</p>
CHAPTER 10: VICTIMS AND OTHER MATTERS OF IMPORTANCE TO PAROLE			
46	The Government works with the Federal Government and/or other relevant agencies to ensure that eligible persons on the Victims Register are informed of an offender's immigration detention and/or deportation from Australia.	<p>SUPPORTED</p> <p>QCS will continue to support victims and Eligible Persons on the Victims Register by informing them about important events in the sentences of the prisoner(s) relevant to them.</p> <p>Further, under the Charter of Victims' Rights (set out in the <i>Victims of Crime Assistance Act 2009</i>), victims' rights in</p>	<p>COMPLETE</p> <p>The Government recently amended the <i>Corrective Services Act 2006</i> to clarify that the QCS Victims Register may provide an Eligible Person information about the deportation or removal status of the prisoner under the <i>Migration Act 1958</i>.</p> <p>The Australian Border Force is represented at the QCS Victim Agency Services meeting and Victim Support Services meetings with a particular focus on improving information sharing.</p>

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
		relation to when the offender is imprisoned includes the ability for eligible victims to register to be placed on the victims register and be kept informed about convicted offender information.	
CHAPTER 11: INDEPENDENT OVERSIGHT			
47	<p>As part of the five-year review of the Act, the Government further consider whether the jurisdiction of the Inspector of Detention Services should extend to oversight of the Official Visitor Scheme and Community Corrections operations.</p> <p>In the meantime, I recommend that Queensland Corrective Services conduct routine inspections of the performance and effectiveness of Community Corrections offices.</p>	<p>SUPPORTED IN PRINCIPLE</p> <p>It is anticipated this recommendation will be considered prior to the five-year review of the <i>Inspector of Detention Services Act 2022</i>.</p> <p>Work on the most appropriate administrative operation of the Official Visitor Scheme will be undertaken, taking into consideration how the Official Visitor Scheme should interact with the Inspector to complement its functions and meet the main purpose of the <i>Detention Services Act 2022</i>.</p> <p>Reviews of Community Corrections operations in each region are undertaken through the QCS Commissioner's Operational Performance Review process.</p>	<p>IN PROGRESS</p> <p>In 2020, QCS introduced an Organisational Performance Framework, which includes the Commissioner's Operational Performance Review (OPR) process. The OPR process entails annual face-to-face executive performance meetings with senior managers responsible for each frontline service delivery location and frontline support command.</p>
CHAPTER 12: TECHNOLOGY			
48	Queensland Corrective Services receive appropriate funding to	SUPPORTED IN PRINCIPLE	IN PROGRESS

NO.	RECOMMENDATION	GOVERNMENT RESPONSE	STATUS (as at 1 July 2024)
	implement in-cell technology and other initiatives to facilitate prisoner access to education, rehabilitation, other services and entitlements.	The Queensland Government will implement in-cell technology as part of the commissioning of the new Lockyer Valley Correctional Centre and QCS will continue to explore opportunities for enhanced in-cell technologies in other correctional centres.	<p>As part of the commissioning of the new Lockyer Valley Correctional Centre, QCS is implementing prisoner in-cell technology which will initially include phone calls, video calls (under supervision), viewing of trust accounts, access to reading materials, access to generic educational, legal and rehabilitative materials, canteen purchases and basic entertainment such as free-to-air television and simple games such as solitaire.</p> <p>In the 2023-24 State Budget, the Queensland Government provided \$2 million to explore opportunities for prisoner in-cell technology in correctional centres with self-service capabilities and alternatives for service delivery. This work is in progress.</p>
49	Queensland Corrective Services and Parole Board Queensland information technology systems continue to be reviewed and upgraded where necessary, with appropriate funding.	<p>SUPPORTED IN PRINCIPLE</p> <p>QCS will continue to review and consider upgrades to information technology systems to ensure its information technology systems are fit for purpose and support a modern correctional system.</p>	<p>IN PROGRESS</p> <p>In the 2022-23 State Budget, the Queensland Government funded the Integrated Offender Management System Evolve initiative to ensure system modernisation and risk mitigation could be undertaken.</p> <p>QCS is currently supporting PBQ to design, build and implement an electronic case management process.</p>