

## CHAPTER 9: IMPLEMENTATION

Following formal endorsement by the Machinery of Government Sub-Committee of Cabinet (MoG), the recommendations become the responsibility of the Minister for Police and Minister for Corrective Services. The Director General of the Commission is expected to ensure that recommendations are implemented as swiftly as possible, consistent with the on-going, efficient operations of the QCSC. Many of the recommendations in this report are of a mechanical or operational nature while others, such as those to do with legislative amendments are more complicated and will take further negotiation and consultation with a range of parties to resolve.

As a first priority, the Director General will need to appoint an implementation team responsible for the preparation of an action plan outlining the implementation strategy. The PSMC will make an officer available for approximately one day per week to assist in the preparation of the action plan. The action plan should place responsibility for specific recommendations with individual officers, branches or centres, subject to the over-riding responsibility of the Director General. The Plan should outline methodologies, stages and expected completion dates, and should be submitted by 31 January 1994 to the Review Steering Committee. The action plan should also consider the priority of recommendations and give greater attention to those recommendations that will have the most impact on efficiency and effectiveness. Once the Steering Committee has reviewed and endorsed the Plan, it will be the responsibility of the PSMC to prepare periodic reports to MoG detailing the progress of implementation.

Some of the recommendations have major implications for staff and human resource management generally within QCSC. Management, therefore, should consult with the Director, Human Resource Management Division of the PSMC during preparation of the Plan.

It is important that QCSC staff are informed of the PSMC Report's recommendations. The Executive Summary and Summary of Recommendations should be circulated to all staff with a covering letter from the Director General explaining the implementation process.

## **RECOMMENDATIONS**

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

## CHAPTER 10: FINANCIAL IMPLICATIONS

The recommendations of this report focus on refining the on-going reform of corrections in Queensland initiated by Kennedy. The major thrust of these recommendations is to continue to obtain maximum value for the taxpayers' dollar currently invested in the system. The report concludes that a permanent increase in the recurrent budget for the Commission is not warranted at this stage. Certain initiatives, for example, implementing a more effective drugs strategy may require special funding.

Additional funds will be required for infrastructure development. Recommendations are in place to accommodate these requirements in a planned and considered manner. Options for providing extra accommodation, including the possible reopening of Woodford or extensions to existing facilities, are currently being considered by the Minister for Corrective Services and Treasury. This issue was raised at earlier meetings of the Cabinet Budget Review Committee. The PSMC Review has consciously not interfered with this decision-making process except to identify the need for additional accommodation. Furthermore, once the Commission's planning processes are clearly formulated, future requirements need to be acknowledged in the forward estimates process.

Implementation of the recommendations will require a critical reprioritisation of aspects of the Commission's budget to meet some of the areas of critical need identified by the Review. These include:

### Staffing Needs:

- . More strategic planning and resource investment needs to be put into staff training as an over-riding priority. A committed and well trained work force is an essential requirement for progressing the reform process.
- . It is not envisaged that the movement of the Commission to a unit of the public sector will result in a net additional cost to the organisation. Much of the work done by the Commission in terms of human resource management policies and standards replicates work currently performed by the PSMC. However, this area will be monitored by the PSMC during the change-over period.

### Organisational Structure:

- . The proposed organisational structure for the Commission will require a reassessment of a number of management positions, particularly at central office level. Once again it is anticipated that this will be at least a cost neutral exercise. The issue of possible redundancies as a result of this exercise has not been analysed in detail at this time.
- . Rationalisation of a number of central office directorates which had confused and overlapping roles should provide better support for field operations and promote productivity gains.

### Operational Needs:

- . The development of 'core' programs and the coordination of these across custodial and community corrections, as well as across the state, will require a concerted effort on the part of the Commission.
- . The Commission has progressed from a very limited base in terms of information systems and continued improvement is required. Reliable and strategic information is essential for a properly functioning Commission. Increased access by staff to the CIS system, particularly community corrections staff, should be undertaken in a planned manner.
- . There needs to be a more objective basis developed within the Commission for determining adequate resourcing levels. Such an approach would attempt to link funding and staffing levels with known work requirements. This process, rather than subverting the need for continuous improvement in work practices, could in fact highlight areas where such improvements could be made. These more objective assessments would also assist Treasury in formulating annual budget priorities.

The Review is of the view that to achieve satisfactory progress in these areas, the Commission requires a stable budgetary base over the next three years. It is recommended that no further reductions in the Commission's recurrent budget in real terms occur over this period.

## CHAPTER 11: REVIEW METHODOLOGY

### TERMS OF REFERENCE

The PSMC was asked to review the Queensland Corrective Services Commission and was given the following terms of reference to report on:

The Public Sector Management Commission shall, by 3 December 1993, review and report to the Minister for Corrective Services on:

1. The effectiveness of the operations of the *Corrective Services (Administration) Act 1988* and the *Corrective Services Act 1988*.
2. The effectiveness of the operations of the Queensland Corrective Services Commission.
3. The need for the continuation of the Commission.
4. The purpose, program and organisational structures, operations, funding and management of the QCSC including managerial and supervisory levels.
5. External relationships including interactions with government agencies (for example, Justice and Attorney General, Family Services and Aboriginal and Islander Affairs and the Queensland Police Service), non-government agencies and community groups.
6. The adequacy of existing regional structures for delivering QCSC services.
7. The efficiency and effectiveness with which human and capital resources are utilised including training, staff development and information technology.
8. Any other issues of significance arising during the review which are endorsed by the Steering Committee.

(Terms of Reference 1, 2 and 3 are requirements under Section 72 of the *Corrective Services (Administration) Act 1988*).

If it is determined during the Review that the QCSC should continue to function in its present form (third term of reference), an Interim Report may be required early in November 1993 to permit the appointment of Commissioners during December when the terms of the current Commissioners expire.

The Review team will include a PSMC Review Manager, a minimum of five PSMC Senior Project Officers and five secondees selected from the QCSC and other agencies.

## **METHODOLOGY**

The methodology adopted by the PSMC in undertaking this Review involved four phases; planning, data gathering, data analysis and report writing. Each of these phases involved an extensive consultation.

### **Planning**

Prior to the commencement of the Review, discussions were held between the Director-General, QCSC and the PSMC, where Commission representation on the Review Team was agreed. Trevor Ingham, Manager, Welfare; Marilyn Sinn, Operations Auditor and Harry Rowsell, Staff Development Officer, joined the Review Team. Their assistance was greatly appreciated by the PSMC.

Notices inviting public submissions on the operations of the QCSC were placed in Queensland and national daily newspapers in late June. Over the course of the Review 86 written submissions were received. A number of personal interviews were scheduled with people who made submissions.

Written notification of the Review was also sent to 135 clients of the QCSC. This group included chief executive officers of all state government departments, relevant unions, community groups, non-government and private sector agencies. The contribution of these groups was significant and helped identify issues that the Review team needed to address.

An information brochure was also developed for the QCSC Review. This set out the background to the Review, the terms of reference, and the membership and contact numbers of the Review team. These were supplied to all interviewees and left at every centre visited during the Review.

The Steering Committee for the Review comprised the Minister for Consumer Affairs and Corrective Services (June-October) and Minister for Police and Minister for Corrective Services (October on); the Director-General of the QCSC; the Chairman of the Commission, QCSC; the Chair of the PSMC and the Acting Director, Review, PSMC.

### **Data gathering**

The Review team was anxious to ensure that as many QCSC officers and community groups as possible were given the opportunity to participate in the review process. This involved both intensive interview scheduling and extensive intra and inter-state travel.

Each of the QCSC regions was visited. The Review team interviewed QCSC staff as well as people in organisations involved in services provided by QCSC, such as local authorities, and several prisoners. In many cases, people travelled long distances to have the opportunity to speak to the Review team.

The centres visited by the Review Team were:

### ***Community Corrections***

<u>Central</u>	<u>Metropolitan</u>	<u>Near North Coast</u>	<u>Southern</u>
Rockhampton	Albion/Kennigo CCC	<u>&amp; West Moreton</u>	Beenleigh
	Brisbane North	Caboolture	Cleveland
<u>Northern</u>	Brisbane South	Ipswich	Gwandalan CCC
Cairns	Chermside	Maconochie CCC	Logan City
Mareeba	St Vincent's CCC	Maroochydore	Southport
Townsville		Roma	Wynnum

### ***Custodial Corrections***

Arthur Gorrie	Etna Creek (Rockhampton)	<u>WORC Program</u>
Borallon	Lotus Glen (Mareeba)	Charleville
Brisbane Womens'	Numinbah	Mitchell
Moreton	Palen Creek	Yuleba
Sir David Longland	Stuart (Townsville)	
Wacol		

Data including annual reports, reports of recent reviews undertaken, strategic plans, management performance reports and other relevant information were provided by the Services and from other States. QCSC documents proved to be a valuable source of information and the Review team is grateful to the Commission for their support in making information available.

### **Analysis and Report writing**

Analysis and report writing are the final stages of PSMC reviews. The analysis involved both peer review of non-quantifiable interview results to ensure consistency and the collation of quantifiable information such as budgetary or personnel data.

The findings and conclusions drawn from the data analysis were scrutinised by the Review team within the PSMC, by peer review, by PSMC management and by the Steering Committee. Consideration and advice was provided by the PSMC Advisory Board (which comprised Mr Ted Ranson (Company Director and Chair of the Advisory Board); Mr John Thompson (Assistant General Secretary, ACTU (Queensland)); Mr Jim Kennedy (Businessman); Mr Laurie Gillespie (Joint Secretary State Public Services Federation - Queensland); Ms Hope Neill (Department of Education); Bishop John Gerry (The Catholic Centre); Dr Peter Coaldrake and Mr Frank Quinton.

### **The Review Team**

Dr Peter Coaldrake	Chair, PSMC
Frank Quinton	Director Review, PSMC
Mike Burnheim	Review Manager, PSMC
Dr Ann Scott	Principal Project Officer, PSMC
Jeremy Taylor	Principal Project Officer, PSMC
Margaret Allison	Dept of Family Services and Aboriginal and Islander Affairs
Inspector Gerry Brown	Queensland Police Service
Trevor Ingham	Queensland Corrective Services Commission
Constance Johnson	Department of Justice and the Attorney-General
Andrew McGregor	Senior Project Officer, PSMC
Tim Reddal	Office of the Cabinet, Social Policy Unit (part-time)
Harry Rowsell	Queensland Corrective Services Commission
Marilyn Sinn	Queensland Corrective Services Commission



Sherre Swann

Department of Employment, Vocational Education, Training  
and Industrial Relations

Administrative support was provided by Elaine Ward, Michelle Hartog, Sandra Barnard and Jennie Cartmill.

Advice on the collection and interpretation of statistical data was provided by Geoff Carse (PSMC).

## APPENDICES

**APPENDIX A****PRISONER PROFILES****Introduction**

The Review decided it would be appropriate and of interest to conduct an analysis of the Queensland prison population over a period of time since the inception of the QCSC. It was proposed that the analysis would attempt to independently gauge the rate of return to prison and the effects of prison reform during the life of the QCSC.

It was never envisaged that the results would be conclusive on any particular aspect of penology owing to the relatively short life of the QCSC and the limited time available to the Review team. However, the results are consistent with the QCSC's statistics on the rate of reimprisonment and have given an insight to factors impacting on prison management in Queensland.

**Methodology**

The QCSC was requested to provide the Review with particulars of all discharges of sentenced prisoners from 1 July 1990 to 30 June 1993. The information was supplied in the form of an ASCII text file which was converted into a database for analysis. The initial analysis revealed there were approximately 6716 unique prisoner discharges. It also confirmed advice from the QCSC that some of the data, particularly for 1990-91, were incomplete.

To estimate reimprisonment from a sample, it was decided to check all prisoners, who were discharged during the period 1 July 1991 to 30 June 1992 and who had served a minimum of 90 days imprisonment. This 12 month period was chosen in order to allow a test period of 18 months for most prisoners. The 90 day minimum period of imprisonment was a compromise between allowing sufficient exposure to prison programs and maximising sample size. A total of 230 prisoner discharges met this criteria. Queensland Police Service records were used to identify the number of discharged prisoners who had re-offended and had been convicted of criminal offences which had occurred after the release date.

The data covering the offences committed by the prisoners released during the three year period indicated the following facts:

- . 54.7 per cent of offenders served less than 30 days in prison. (This includes four per cent for whom the data was anomalous)
- . 76.6 per cent of offences were associated with terms of less than 30 days imprisonment. (Note some offenders are convicted of multiple offences therefore offences exceeds offenders)
- . 10.1 per cent of offences were associated with terms of between 30-89 days imprisonment.
- . 13.3 per cent of offences were associated with terms of 90 plus days imprisonment.
- . Eight per cent of offences were committed by females.
- . 21.4 per cent of offences were committed by Aborigines and Torres Strait Islanders.
- . 29.9 per cent by persons aged between 17 and 22 years of age.
- . 47 per cent by persons aged between 23 and 34 years of age.

## Conclusions

The most important observation that can be made is that the rate of reimprisonment is not a simple statistic. Figure 1, which shows the reimprisonment rate for four different age groups for each of three different periods since release, shows 12 different rates varying from 10 to 60 per cent. The distribution of age and 'time since release' clearly have a major effect on the resultant average rate.

If we ignore the effect of age groups and measure the re-offence rate as a function of 'time since release' we get the graph shown in figure 2. It is observed that the re-offence rate climbs steadily for the first six months then slowly tapers off over the next 12 months to around 43 per cent. The graph indicates that the rate would reach a constant value of around 47 per cent if it was extended further. This rate of 47 per cent could be considered to be the underlying long term rate for this group. The data is modelled (explained) very well by

considering that of the 47 per cent who will re-offend, the remainder yet to re-offend, will reduce exponentially with time. The indicated half life of this group is slightly less than six months.

Because the re-offence rate was measured from a one year sample, the re-offence rate is only an estimate of the average rate over many years. To use such a rate as a measure of the average rate is always subject to error because the actual rate each year will vary. The size of this error is related to the sample size and the estimates that are being made. Traditionally the potential error is indicated by confidence limits. The graph shows the 95 per cent confidence interval for the estimated rates derived from this analysis.

The reimprisonment rate of 46.2 per cent cited by the QCSC, which is a 'snapshot' at 30 June each year, was confirmed by this analysis.

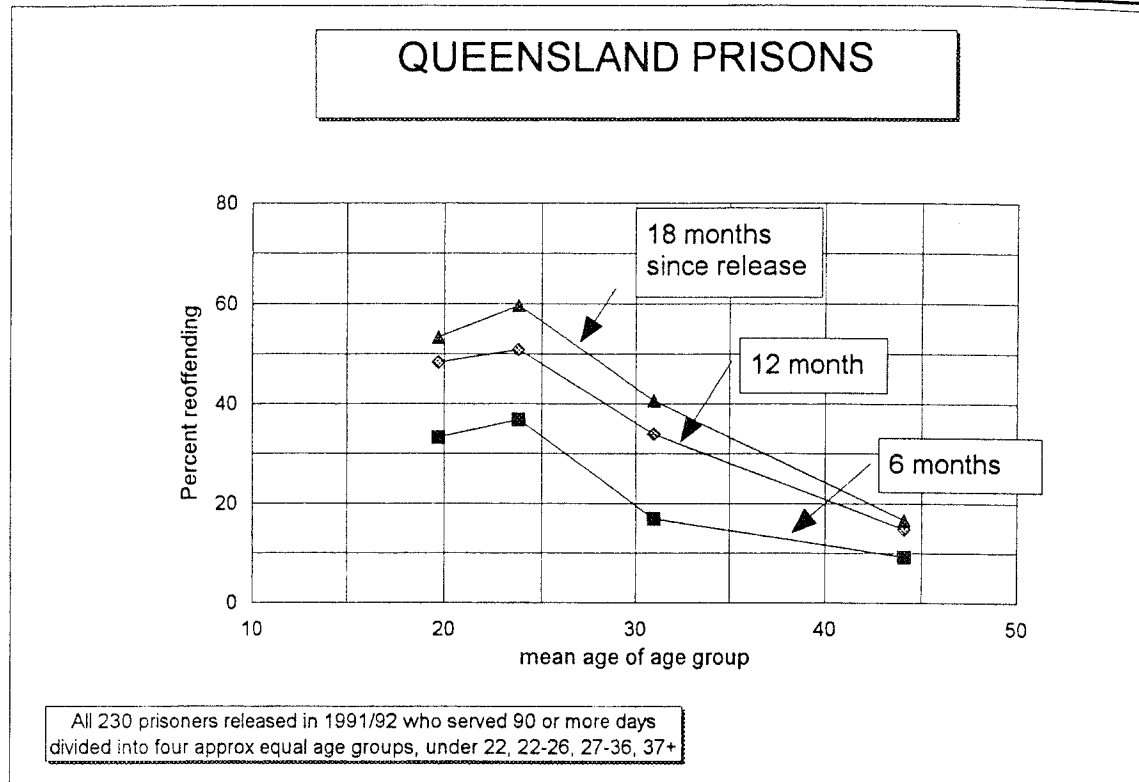


Figure 1

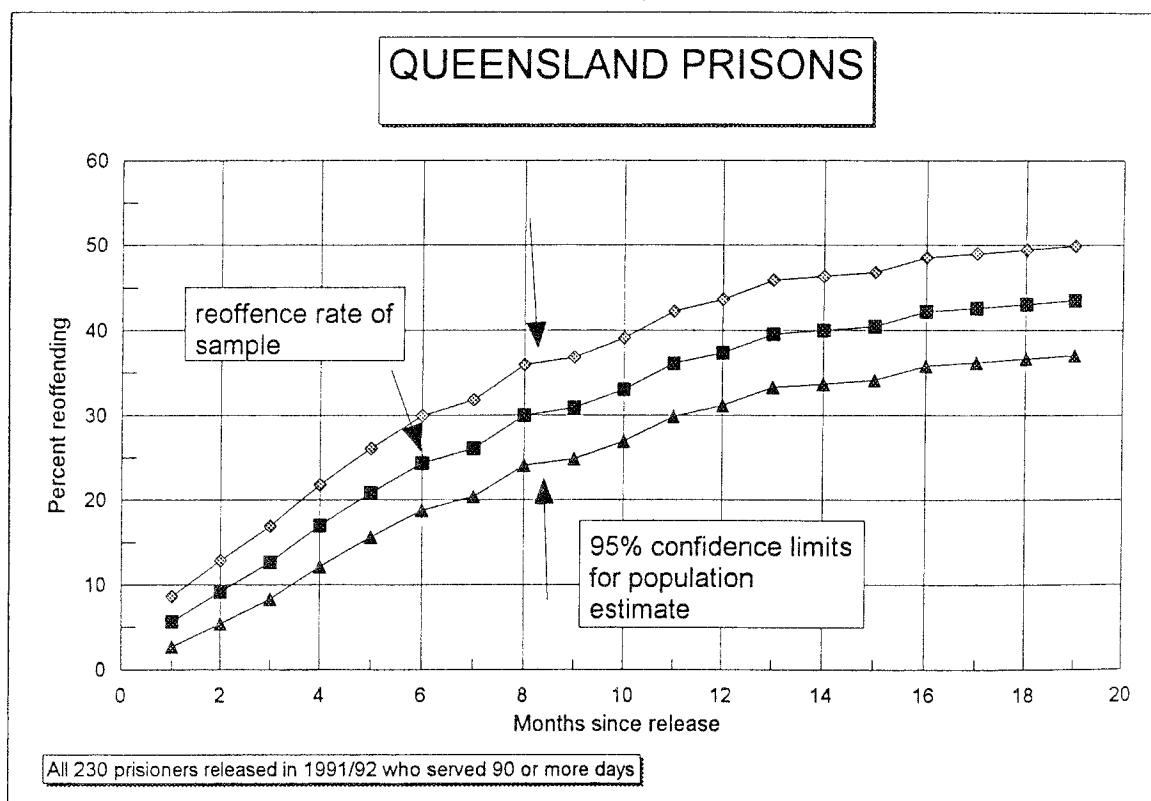


figure 2

## APPENDIX B

## SCORING SYSTEM FOR SECURITY CLASSIFICATION

A points system is used within custodial corrections to determine a prisoner's security classification. Factors considered are sentence length, the nature of the offence, the person's criminal history (nature of past offences), the frequency of offending and any history of escapes. For example, A person serving a 10 year sentence (20 points) for a violent crime of moderate consequence (15 points) with no criminal history would be classified medium security, total 35 points.

		Points
SENTENCE	A. 0 months - 6 months	0
	B. 6 months - 12 months	1
	C. Years X 2 points	
	D. Indefinite	40
	E. Remand (only)	40
OFFENCE (Sentenced only)	A. Non Violent - minor	0
	B. Non Violent - moderate	5
	C. Non Violent - serious	10
	D. Violent - moderate	15
	E. Violent - serious	25
	F. Violent - major	30
CRIMINAL HISTORY Nature of Offending	A. Nil	0
	B. Non Violent - minor	1
	C. Non Violent - moderate	3
	D. Non Violent - serious	5
	E. Violent - moderate	10
	F. Violent - serious	20
	G. Violent - major	25
Frequency of offending (Last 5 years)	A. Less than 3 convictions	1
	B. 3 - 7 convictions	5
	C. More than 7 convictions	10
ESCAPE HISTORY	A. Nil	0
	B. Absconded from legal custody (Incl. LOA)	5
	C. Attempted escape from secure custody	10
	D. Escape from secure custody	15

The following scores are used in deciding prisoner placement:

High		>	55
Medium	54	-	25
Low	24	-	15
Open	14	-	0

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