

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
1. INTRODUCTION	6
1.1. Background of the Review	6
1.2. Purpose of the Review.....	6
1.3. Scope of the Review	7
1.3.1. Modern and Flexible System of Sentencing Options	7
1.3.2. Define Key Target Groups.....	7
1.3.3. CCS Role, Function and Operating Model.....	8
1.4. Methodology	8
2. CONTEXT.....	11
2.1. Socio- Economic Changes	11
2.1.1. Drug Use and Addictions.....	13
2.1.2. Education Levels	13
2.1.3. Unemployment and Economic Activity	14
2.1.4. Punitive Attitudes.....	15
2.2. Legislative Response in Victoria	16
2.3. Crime and Prisoner/Offender Trends	19
2.3.1. Crime Trends.....	19
2.3.2. Sentencing Trends	21
2.3.3. Prison Population	24
2.3.4. CCS Population.....	29
2.4. Cost of Crime.....	38
2.5. Role of Corrections in This Context.....	38
2.6. Conclusion.....	39
3. EVOLUTION AND ACHIEVEMENTS OF CCS	40
3.1. CCS History	40
3.2. CCS' Role and Core Services	42
3.3. Internal Response of CCS	42
3.3.1. Rationalisation of the CCS Regional Structure 1995	43
3.3.2. Formalisation of Offender Supervision Practices	43

3.3.3. CCS Organisational Review.....	43
3.3.4. Intensive Case Management Model.....	44
3.3.5. Young Offender Strategy.....	44
3.3.6. Review of Assessment Tool.....	45
3.3.7. Pilot of an Enhanced Court Advice Model.....	45
3.3.8. Review of the Prosecutions Function.....	45
3.3.9. An Analysis of Gaps in Programmatic Services for Offenders.....	45
3.3.10. Pilot of New Programs.....	45
3.3.11. Initiatives to Support Parolees.....	45
3.3.12. Review of Staff Turnover.....	46
3.3.13. Review of Training Requirements.....	46
3.3.14. Assessment of the 'Duty of Care' of CCS.....	46
3.3.15. Business Excellence Plan.....	46
3.4. Conclusion.....	47
4. OPTIONS FOR THE TRANSFORMATION OF CCS.....	48
5. CCS AS A CORRECTIONS AGENCY.....	51
5.1. Strategic Intent of CCS.....	51
5.2. Enhance the Legitimacy of Community-Based Sentences.....	52
5.2.1. Develop Strong Risk Management Practices.....	53
5.2.2. Create Options That Meet the Sentencing Needs of the Judiciary.....	54
5.2.3. Develop a Specialist Court Advice Function within CCS.....	55
5.2.4. Increase Communication with the Judiciary, APB and Community.....	56
5.3. Enable Offenders to Successfully Complete their Orders.....	57
5.3.1. Develop Breach Management Strategies and Practices.....	58
5.3.2. Deliver Mobile and Flexible Services to Engage Offenders.....	59
5.4. Better Target CCS Resources to High Risk Offenders.....	59
5.4.1. Accurate Risk and Needs Assessment Tool.....	59
5.4.2. Develop a Differentiated Offender Management Framework.....	60
5.5. Reduce Recidivism by Addressing the Causes of Offending Behaviour.....	66
5.5.1. Bridge the Gap between Custody and Release for Parolees.....	66
5.5.2. Develop and Deliver Effective Programs.....	68
5.5.3. Develop Strong Community Networks.....	68
5.6. Minimise the Burden of Managing FDOs.....	69
5.6.1. Reduce the Demand for FDOs.....	69
5.6.2. Reduce the CCS Cost to Manage FDOs.....	70
5.7. Align CCS Organisational Design.....	71
5.7.1. Roles and Responsibilities.....	72
5.7.2. Resource Allocation.....	75
5.8. Align CCS Operating Model.....	76

5.8.1. Program Delivery Model.....	76
5.8.2. Align CCS Staff Capabilities.....	79
6. POTENTIAL IMPACT OF CCS AS A CORRECTION AGENCY.....	86
6.1. Impact on Prison and CCS Population	86
6.2. Impact on the Achievement of Sentencing Goals	88
6.3 Cost impact.....	90
7. IMPLEMENTATION.....	94
7.1 Change Enablement and Program Management	94
7.2 Implementation Structure.....	95
7.3 Key Success Factors for Implementation	98
8. ALTERNATIVE OPTIONS FOR CCS WITHIN THE JUSTICE CONTINUUM	99
8.1. Option 2: Drug Courts.....	99
8.1.1. What are Drug Courts?	100
8.1.2. How Do They Work?	101
8.1.3. Evidence for Better Outcomes	102
8.1.4. CCS and Drug Courts in Victoria.....	103
8.1.5 Recommendations	105
8.2. Option 3: Total Through Care Model.....	105
8.2.1. What is the Total Through Care Model?	106
8.2.2. Expected Benefits	108
8.2.3. CCS and a Total Through Care Model in Victoria.....	108

FIGURES

Figure 1. Thought model and CCS framework	11
Figure 2. Victims of recorded crime per 100,000 persons (1999).....	12
Figure 3. Crime rates, measured as the number of offences reported per 100,000 people (1995)	12
Figure 4. Highest level of education – prisoners < 12 month sentence (end of financial year)	14
Figure 5. Highest level of education – offenders on community-based sentences (21 August 2000)..	14
Figure 6. Employment status of prisoners with a sentence under 12 months (end of financial year) ..	15
Figure 7. Employment status of offenders (21 August 2000)	15
Figure 8. Cases initiated and finalised in the Magistrates' Court ('000)	21
Figure 9. Offenders by sentence type for principal offence (%).....	22
Figure 10. Prison numbers and the proportion of custodial sentences	23
Figure 11. Community-based sentences commenced	23
Figure 12. Imprisonment rate (per 100,000 adults)	24
Figure 13. Compound annual growth in prison population by sentence duration (from 30 June 1996 to 30 June 2000)	25
Figure 14. Prison population (end of financial year)	25
Figure 15. Offender rates (per 100,000 adults).....	29
Figure 16. Community-based sentences: number of orders, Victoria 1990/91-1999/2000	30
Figure 17. Risk-needs assessment dispersion of offenders upon entry	35
Figure 18. Prior orders (offenders with a history of CCS orders or prior imprisonment) in 2000	36
Figure 19. Breach rates (1999/00)	37
Figure 20. Breach rates – all orders.....	37
Figure 21. CCS' potential role in the justice system	49
Figure 22. Comparing the 3 options.....	50
Figure 23. Ratio of CCS orders to custodial sentences	52
Figure 24. Risk assessment on entry (21 August 2000).....	53
Figure 25. Two-staged assessment process	55
Figure 26. Service vs. offender management framework	61
Figure 27. Allocation mechanism for programs	65
Figure 28. Offenders with a history in the corrections systems (21 August 2000)	66
Figure 29. Fines imposed by courts.....	69
Figure 30. Fines as a result of civil law infringements	70
Figure 31. A formal matrix organisation focussed around offender groups and cross-functional services	72
Figure 32. Prisoner population in 2005 under each scenario	88
Figure 33. CCS population in 2005 under each scenario	88
Figure 34. Estimated range of capital savings by 2005 (real \$m).....	92
Figure 35. Estimated net operating cost savings in 2005 (real \$m)	93
Figure 36. High level implementation plan.....	96
Figure 37. Flow through the criminal justice system.....	106

TABLES

Table 1. Legislative changes in community corrections in Victoria	16
Table 2. Victims per 100,000 (1999)	20
Table 3. Organisational evolution of CCS	41
Table 4. Outline of Problems and Potential Solutions for Corrections	48
Table 5. Strategic/Operational Objectives and Key Initiatives	51
Table 6. Sentencing Options Identified by Stakeholders	54
Table 7. Marketing and Communication Initiatives	57
Table 8. Issues Relating to Breaches	58
Table 9. Services for the offender population	61
Table 10. Offender Management Variables	63
Table 11. Recidivism – proportion of prisoners/offenders returning to corrections within two years of release of order completion (%)	66
Table 12. Roles and responsibilities of CCS personnel	73
Table 13. Resource allocation directives	75
Table 14. Example of caseloads and staff capabilities for a large location	76
Table 15. Service provision recommendations for specific programs	79
Table 16. Salary comparison between jurisdictions and agencies	83
Table 17. Four scenarios for diversions	87
Table 18. Scenarios	92
Table 19. Initiative bundled to eight projects	95
Table 20. Projects and Roles of Government Agencies	97
Table 21. A comparison of traditional and transformed court processes	100