

4. OPTIONS FOR THE TRANSFORMATION OF CCS

Detailed analysis of socio-economic trends, changes to the legal system, crime trends and order types, as well as prisoner/offender profiles, has led to the conclusion that CCS, and the corrections system, are faced with five key problems:

- An increase in the imprisonment rate
- An increase in the number and proportion of orders not completed successfully
- A large number of offenders/prisoners who re-offend
- Sub-optimal targeting of CCS resources to high risk offenders, and
- A rise in the number and proportion of drug-related crimes.

Evidence of these problems, and some potential solutions, are shown in the table below:

Table 4. Outline of problems and potential solutions for corrections

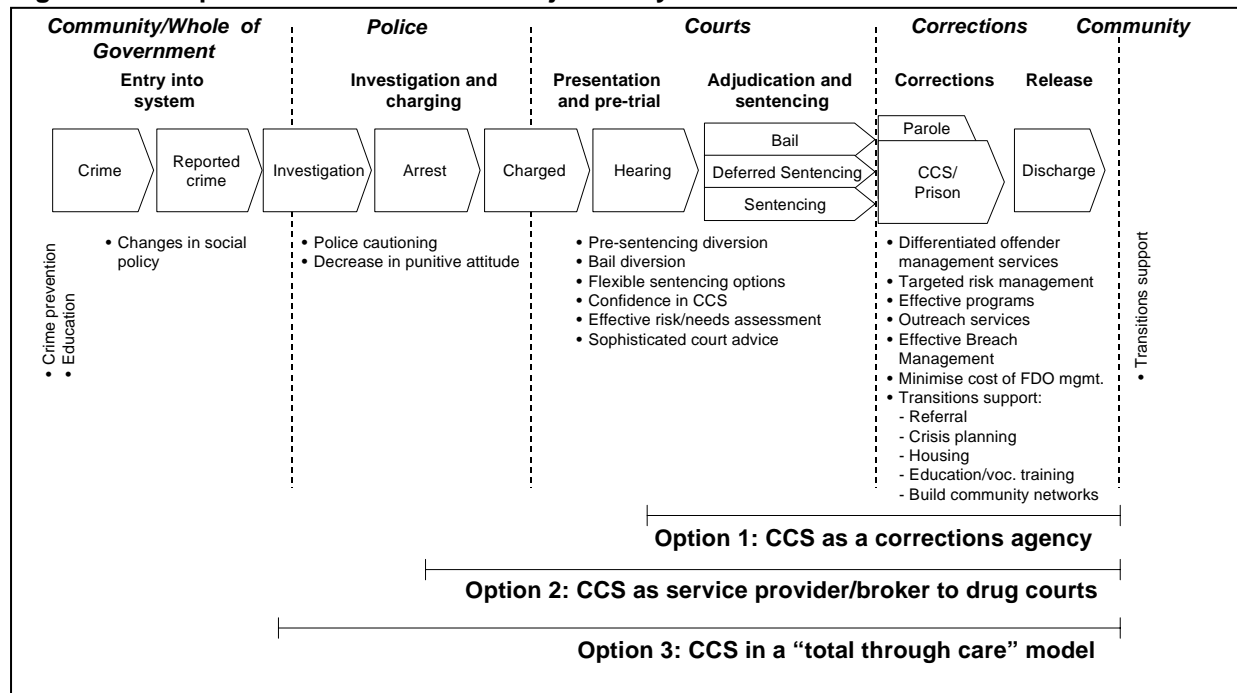
Problem	Evidence	Potential Solution
Increase in imprisonment rate	<ul style="list-style-type: none"> • Custodial sentences in Magistrates' Courts have risen from 4.9% of all convictions in 1995/96 to 5.9% in 1998/99 • Victorian imprisonment rate (prison population per 100,000 adults) has risen from 69.9 in 1995/96 to 79.1 in 1998/99 	<ul style="list-style-type: none"> • Facilitate early diversion • Enhance the legitimacy of community-based sentences
Increase in number and proportion of orders not completed successfully	<ul style="list-style-type: none"> • 21% of all CCS orders were breached in 1994/95 whereas the breach rate was 30% in 1999/00 • Non-compliance of order conditions accounted for 69% of all breaches in 1994/95, and increased to 76% in 1999/00 	<ul style="list-style-type: none"> • Enable offenders to successfully complete their orders
Large number of offenders/prisoners who reoffend	<ul style="list-style-type: none"> • 24% of offenders return to the corrections system within two years of order completion • 74% of all prisoners have prior history within corrections • 49% of all offenders in 1996 had prior corrections history, which rose to 58% in 2000 	<ul style="list-style-type: none"> • Reduce recidivism
Sub-optimal targeting of CCS resources to high risk offenders	<ul style="list-style-type: none"> • 82% of all offenders, other than CWO and FDO, were assessed as high risk on entry • Approximately one-quarter of the CCS budget is spent on management of FDOs 	<ul style="list-style-type: none"> • Better target CCS resources to high risk offenders • Minimise the cost of managing FDOs
Rise in number and proportion of drug related crimes	<ul style="list-style-type: none"> • 29% of prisoners in 1995/96 indicated that drug use contributed to their crime, while 41% indicated the same in 1999/00 • 24% of offenders with community-based dispositions in 1995/96 had a substance abuse problem, while this figure rose to 42% in 1999/00 	<ul style="list-style-type: none"> • Break the link between drugs and crime

Discussion with stakeholders during the review revealed several views about the possible scope of CCS to meet the challenging needs of a changing environment:

- Option 1: CCS as an effective corrections agency
- Option 2: CCS as a service provider to drug courts, and
- Option 3: CCS as a facilitator of offenders through the justice continuum.

The scope of these three options within the justice system is illustrated by Figure 21 below.

Figure 21. The potential role of CCS in the justice system



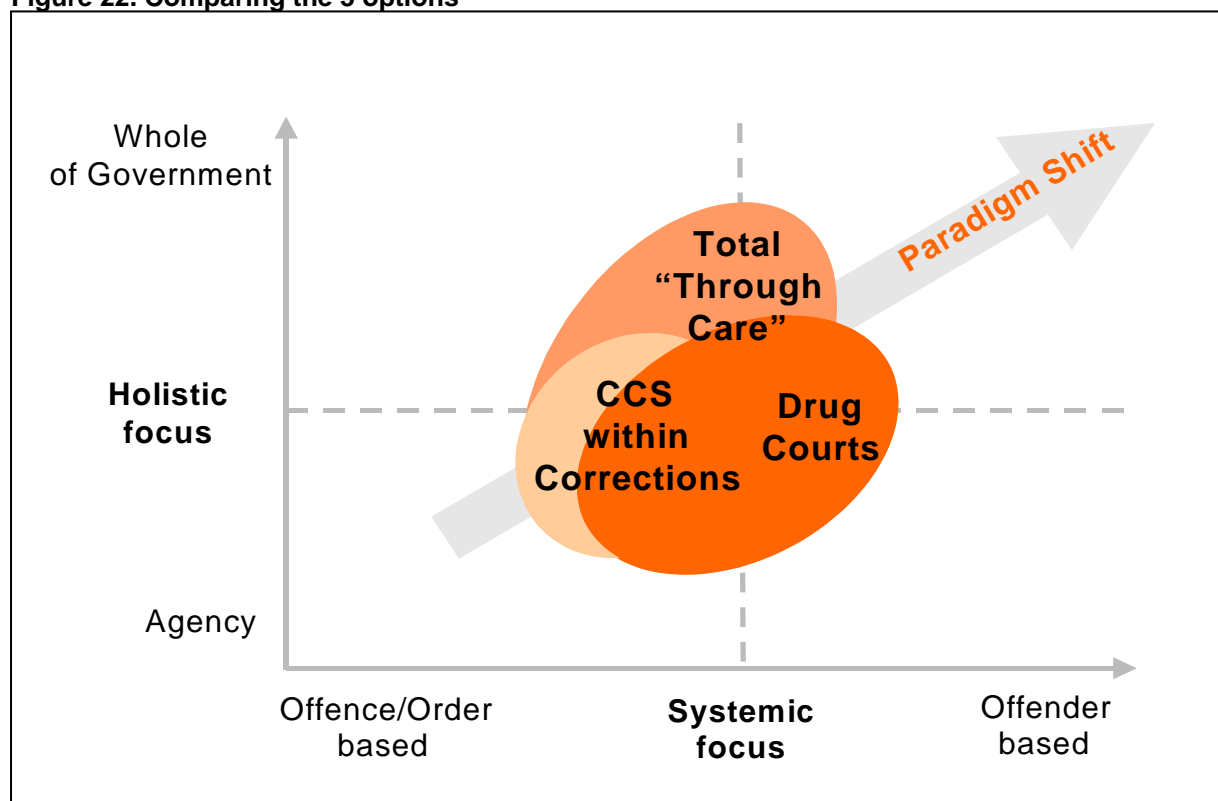
Although these options are elaborated further, a paradigm shift and a radical change in the justice system would be required if options 2 and 3 were to be adopted.

The three options differ on two key dimensions:

- Systemic focus, and
- Holistic focus.

This is illustrated in Figure 22 on the next page.

Figure 22. Comparing the 3 options



The current sentencing regime is primary offence and order focused. An offender may receive multiple orders for multiple offences brought before the courts at different times. The sentences imposed would be proportionate to the totality of the offending behaviour. In comparison, a drug court model tends to be more offender focused, with the sanction imposed based more on the rehabilitation needs of the offender than the severity of the offences before the court.

Currently, offenders are managed by a range of individual agencies as they pass through the justice system. In comparison, a “total throughcare” model adopts a holistic and seamless approach to managing the offender, which requires a whole of government approach.

A full investigation of the impact of Options 2 and 3 in a restructured justice system is beyond the scope of this study. The OCSC has advised the project team to specifically focus on the objectives and initiatives for Option 1: CCS as a corrections agency. It is likely that CCS will continue to undertake the role of a corrections agency. The other roles would expand CCS’ service set within a restructured justice system, and are complementary to Option 1. Options 2 and 3 are outlined in Chapter 7: “Alternative Options for CCS Within the Justice Continuum.”