

## 5. CCS AS A CORRECTIONS AGENCY

### 5.1. Strategic Intent of CCS

Community-based dispositions are designed to meet the sentencing goals of:

- Punishment
- Rehabilitation
- Community safety
- Deterrence, and
- Reparation.

CCS must adopt a strategy that delivers the Government's objectives and addresses the problems identified at the beginning of this chapter. We have articulated this strategy for CCS by:

- Identifying the strategic and operational objectives
- Determining the initiatives that deliver these objectives, and
- Recommending the actions required for each initiative.

This strategy for CCS has three underlying themes:

- A demand management approach to limit the population within the corrections system
- Better targeting of resources towards managing offenders who demonstrate the highest risk to the community, and
- Increased emphasis on managing offenders as opposed to orders.

The five strategic objectives that CCS should deliver as a corrections agency are to:

- Enhance the legitimacy of community-based sentences
- Enable offenders to successfully complete their orders
- Better target CCS resources to high risk offenders
- Reduce recidivism by addressing the causes of offending behaviour, and
- Minimise the cost of managing FDOs.

These strategic objectives are also aligned with the Government's strategic direction for corrections. In addition, an operational objective for CCS is to align the CCS organisation to deliver the strategic objectives.

The following table illustrates the six strategic objectives and operational initiatives required to achieve them:

**Table 5. Strategic/Operational Objectives and Key Initiatives**

Strategic/ Operational Objectives	Key Initiatives
Enhance the legitimacy of community-based sentences	<ul style="list-style-type: none"> <li>• Develop strong risk management practices to supervise offenders in the community</li> <li>• Create options that meet the sentencing needs of the judiciary</li> <li>• Develop a specialist court advice function within CCS</li> <li>• Increase communication with the judiciary, APB and community</li> </ul>
Enable offenders to successfully complete their orders	<ul style="list-style-type: none"> <li>• Develop breach management strategies and practices that deliver the common objectives of courts and CCS</li> <li>• Deliver mobile/flexible services to engage offenders to comply with orders</li> </ul>
Better target CCS resources to high risk offenders	<ul style="list-style-type: none"> <li>• Develop an empirically based assessment tool that can predict offending behaviour</li> <li>• Use a differentiated offender management approach to focus on those offenders who are most likely to:               <ul style="list-style-type: none"> <li>- Reoffend and/or</li> <li>- Cause serious harm to the community</li> </ul> </li> </ul>

Strategic/ Operational Objectives	Key Initiatives
Reduce recidivism by addressing the causes of offending behaviour	<ul style="list-style-type: none"> <li>• Bridge the gap between custody and release for parolees</li> <li>• Develop and deliver effective programs that impact on the criminogenic needs of offenders</li> <li>• Develop strong community networks to support offenders</li> </ul>
Minimise the burden of managing FDO's	<ul style="list-style-type: none"> <li>• Reduce the demand for FDO's</li> <li>• Reduce the CCS cost of managing FDO's</li> </ul>
Align the CCS organisation to deliver the strategic objectives	<ul style="list-style-type: none"> <li>• Organise CCOs into four service lines targeting the four offender groups within each region</li> <li>• Align CCS' operating model</li> <li>• Strengthen CCS' ability to access and deliver programs</li> <li>• Align the capability of CCS staff</li> <li>• Enable better staff decision making</li> <li>• Develop an outcome based performance management system to guide CCS strategic development</li> </ul>

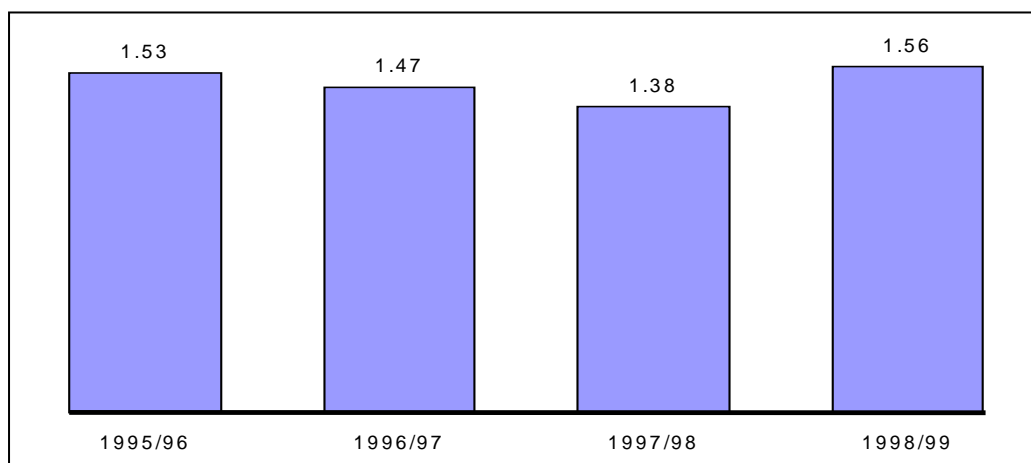
The following sections elaborate the recommendations within each initiative.

## 5.2. Enhance the Legitimacy of Community-based Sentences

Sentencing is the initial point of involvement for CCS in the current criminal justice system. The judiciary and the APB determine the demand for CCS services.

Figure 23 below indicates that the ratio of community-based sentences to custodial sentences has fallen in recent years, although there was growth in 1998/99. This provides an indication of the judiciary's confidence in CCS. CCS should aim to increase this ratio by enhancing the legitimacy of community-based sentences.

**Figure 23. Ratio of CCS orders to custodial sentences<sup>86</sup>**



Community-based dispositions can be a legitimate alternative to short-term prison sentences. Magistrates have suggested that these dispositions can be more onerous for offenders than a short-term prison sentence and can meet the needs of certain offender groups better than prisons.

While delivering on the sentencing goals, CCS can manage offenders at a lower cost than prisons can.

<sup>86</sup> CCS orders do not include FDO. Custodial orders do not include Youth Training Centre but do include Partially Suspended Sentences – Statistics of the Magistrates' Court of Victoria 1998/99, Department of Justice

The key initiatives identified to enhance the legitimacy of community-based sentences are to:

- Develop strong risk management practices to supervise offenders in the community
- Create options that meet the sentencing needs of the judiciary
- Develop a specialist court advice function within CCS, and
- Increase communication with the judiciary, the APB and the community.

### 5.2.1. Develop Strong Risk Management Practices

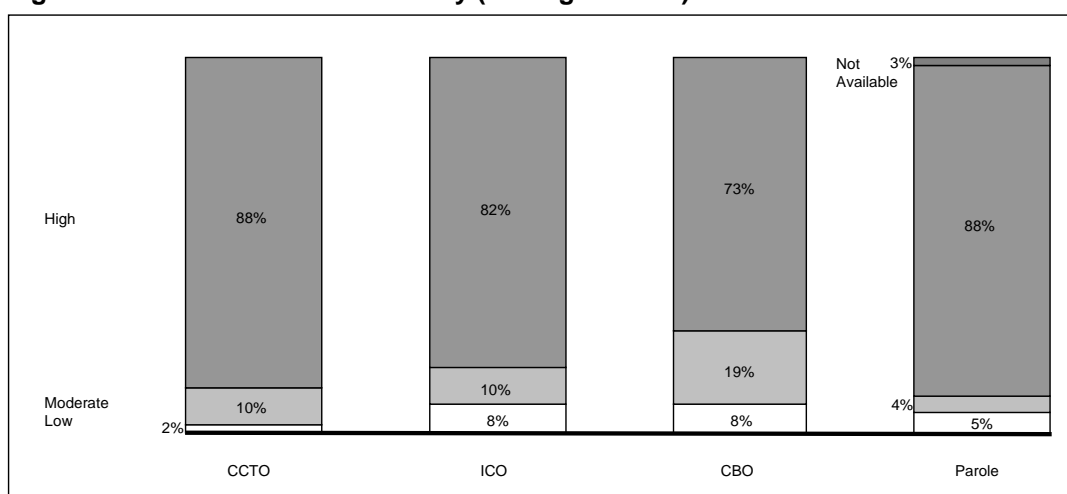
CCS must be a strong risk manager to effectively manage offenders in the community. Reoffending behaviour that causes severe harm to the community lowers the confidence of the community in the criminal justice system. The judiciary and APB make diverse assessments of risk when identifying offenders/prisoners for release within a community setting – either through parole or community based options. Assessments are based on a number of sources of information including:

- CCS Reports
- Prisoner progress
- Psychological and Psychiatric Reports, and
- Community and Social Welfare agencies

This information assists the courts and APB to distinguish between the varying seriousness of the risk posed by the offender and the strategies that will need to be employed by CCS to reduce and manage the risk within the community.

CCS needs an empirically based, risk assessment tool that can accurately predict the risk posed by an offender to the community, based on the severity of offending behaviour and the likelihood of harm to the community. The current assessment tool has limited predictive validity and has a tendency to over-predict risk<sup>87</sup>. This is confirmed by Figure 24 below.

**Figure 24. Risk assessment on entry (21 August 2000)**



It indicates that nearly 80% of the CCS population, other than FDO and CWO, are assessed as at high risk of reoffending at the time of entry. The recidivism rate of the CCS population has been recorded as much lower, at 24%<sup>88</sup>. A study conducted by CCS further found that the risk assessment tool is ineffective in supporting the case officer to determine the appropriate intervention periods and mechanisms.

Outreach monitoring and receiving the support of other social and government agencies such as cultural groups, employment agencies and educational institutions, for surveillance should be used

<sup>87</sup> Moulday, N.M. (1998) Predicting dangerousness with the Victorian Risk/Needs Assessment Tool: A validation study

<sup>88</sup> Commonwealth of Australia (2000), *Report on Government Services, Volume 2: Justice, Emergency Management*, Steering Committee for the Review of Commonwealth/State Service Provision: Canberra

to manage the risk effectively.<sup>89</sup> The opportunity for CCS to manage the risk of offenders is limited to:

- Advising on rehabilitation programs for offenders to control their offending behaviour
- Prescribing codes of behaviour to lower the opportunity for offenders to commit offences, and
- Conducting periodic supervision meetings to detect change in the mental/physical state of the offender.

### 5.2.2. Create Options That Meet the Sentencing Needs of the Judiciary

The judiciary must be satisfied, when sentencing an offender to a community-based disposition, that a community-based disposition is appropriate for the offence committed, the risk posed by the offender to the community and the needs of the offender. Recommendations to achieve this initiative are:

- The recently initiated Sentencing Review should assess options that will increase the use of community-based sentences by the judiciary while minimising bracket creep and net widening, and
- CCS should pilot programs for offenders who require crisis intervention during sentencing.

Key issues to be further considered and assessed as part of the Sentencing Review, include:

- Modifications to current options that would enable the judiciary to use them more frequently
- New community-based containment options with some degree of supervision, and
- Better breach provisions.

These issues have primarily been identified during discussions with the judiciary. Feedback has indicated that:

- The structure of ICOs and CCTOs is currently too rigid and the judiciary at times would prefer short-term prison sentences for some offenders
- Some form of short term containment may be required for offenders who may be of immediate risk to themselves or the community due to drug or alcohol abuse – due to the lack of community facilities prisons are often the only option for containing these offenders, and
- Suspended sentences and ICOs are used to divert some offenders from imprisonment, but if these orders are breached the sentencer must sentence the offender to imprisonment, unless ‘exceptional circumstances’ are proved. Analysis of the prisoner population reveals that 10% of the population is imprisoned due to breach of orders.

The sentencing options identified by stakeholders for further evaluation are indicated in Table 6 below:

**Table 6. Sentencing Options Identified by Stakeholders**

Sentencing Option	Target Group	Benefits
Home Detention	<ul style="list-style-type: none"> <li>• Low risk offenders</li> <li>• Employed offenders</li> <li>• Offenders with carer responsibilities</li> <li>• Parolees</li> </ul>	<ul style="list-style-type: none"> <li>• Diversion from imprisonment</li> <li>• Maintenance of community and family ties</li> <li>• Offender employment opportunities</li> </ul>
Home Residential Treatment Order	<ul style="list-style-type: none"> <li>• Minor or first time drug offenders</li> </ul>	<ul style="list-style-type: none"> <li>• Diversion from imprisonment</li> <li>• Immediate access to treatment</li> <li>• Maintenance of community and family support</li> </ul>
Intensive Supervision Order/ Intensive Probation Order	<ul style="list-style-type: none"> <li>• Young offenders who have high rehabilitation needs, lower punishment</li> <li>• Offenders unable to comply with ICO/CBO conditions eg. offenders with IDS/ABI</li> </ul>	<ul style="list-style-type: none"> <li>• Better support/rehabilitation opportunities</li> <li>• Lower probability of administrative breach</li> </ul>

<sup>89</sup> The Sex Offender Program uses these risk management approaches.

Currently the Government is evaluating a pilot Home Detention program.

Some form of short-term containment may be required for offenders who have been identified as an immediate risk to themselves or the community due to their drug or alcohol problem. This issue has a high priority given that stakeholders have advised that due to a lack of community facilities available prisons are often utilised as the only option for containing this profile of offenders.

### 5.2.3. Develop a Specialist Court Advice Function within CCS

An enhanced court advice service should be established to cater for the major Magistrates' Court locations in the state. This service would act as the "gate keeper" especially in relation to 'low level' offenders. Such a service must establish its credibility with the courts if it is to be effective. The CREDIT<sup>90</sup> scheme and some Juvenile Justice services have court advice functions that have succeeded in this respect.

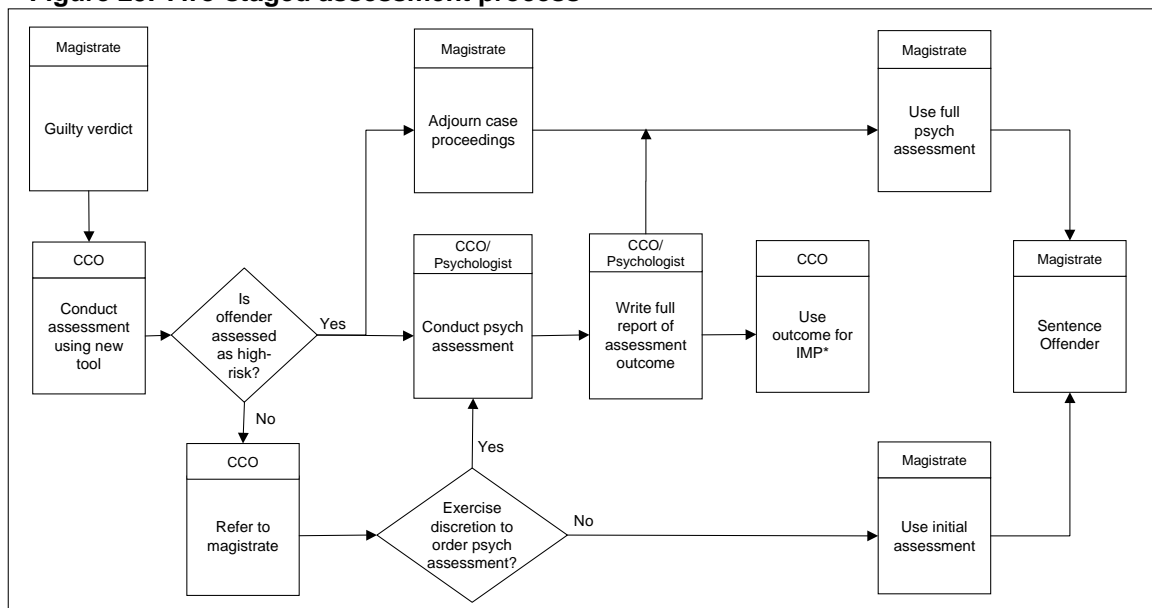
The court advice function will need to be recognised by the judiciary for its expertise, before Magistrates will make use of it. Currently, an enhanced court advice model is being piloted in the Melbourne Magistrates' Court. There is positive feedback on the efficiency and responsiveness of this model. However, magistrates usually refer cases to this unit to confirm the appropriateness of the conditions and CCS' ability to manage these offenders.

Court Services Units should be resourced with qualified and experienced staff who can:

- Gain the credibility of the judiciary
- Be recognised as experts in predicting offender behaviour, and
- Be able to identify the critical needs of offenders.

A two-stage assessment process, as illustrated in Figure 25, should be adopted in assessment.

**Figure 25. Two-staged assessment process**



A short and accurate assessment should be used for all cases referred by the judiciary. When the tool indicates that a particularly complex or serious offender is before the court, the service would recommend a detailed assessment of his criminogenic needs from a CCS professional eg. a psychologist. The service would also allocate a case officer to the offender based on match of skills, experience and profile. An accurate assessment tool, sophisticated court advice report,

<sup>90</sup> Court Referral Evaluation and Drug Intervention Program

availability of psychologists and methods of allocating case officers are needed to support this service.

Issues to consider in establishing this service are:

- The impact on the judicial system of adjournment for detailed assessment, and
- The relationship with Forensicare or other agencies who may provide detailed assessments.

#### **5.2.4. Increase Communication with the Judiciary, APB and Community**

The key areas that need to be communicated to the stakeholders are that:

- Community-based dispositions are legitimate, appropriate and onerous sanctions for the offence – they are not a ‘soft alternative’ to imprisonment
- The continuing changes to legislation and the sentencing options, and
- The objectives, policies, services and outcomes of CCS.

Some members of the community consider community-based dispositions as ‘soft sentencing options’. The challenge for the offender on a community-based sanction is to comply with the order conditions while they are in the community and/or are trying to meet their ongoing responsibilities.

The judiciary needs to be kept up to date with changes to relevant legislation and CCS’ case management practices. During the project, some magistrates revealed that they were unaware of the changes to the orders that took effect from 1 January 2000.

The general perception of CCS by magistrates is that it:

- Is resource constrained
- Lacks experienced staff, and
- Has limited ability to manage high risk offenders.

The judiciary is not informed of CCS’ success with offenders as they only see offenders post-sentence during breach proceedings or in subsequent proceedings when an offender has reoffended. Location managers in some areas do have regular communication with magistrates, but this is not consistent across all locations. Anecdotal evidence also suggests that, due to inexperience, staff may lack confidence when appearing before the APB or the courts.

A structured communication program should be developed to engage the judiciary, APB and the community so that the role and function of CCS is appropriately recognised. The program will play an important role in establishing CCS as an effective, efficient and trustworthy organisation, and raise CCS’ profile.

Consultations to date have highlighted a number of areas where CCS stakeholders lack knowledge about CCS or are ill informed as to the boundaries of CCS’ role. These areas include breach and order numbers, offender management, program/service offerings and outcomes. This creates unrealistic expectations for CCS as well as creating misunderstandings between parties, which affects the perception of CCS’ role and performance. Suggested activities for improving the communication are detailed in Table 7 below.

**Table 7. Marketing and Communication Initiatives**

Objectives	Recommendations
<p>Strategic, client focussed approach to marketing and communication. Strategic approaches should be developed in partnership with:</p> <ul style="list-style-type: none"> <li>• the judiciary</li> <li>• the APB</li> <li>• Juvenile Justice</li> <li>• the community</li> <li>• Victims Referral Service</li> <li>• offenders and</li> <li>• program providers.</li> </ul> <p>Communication and marketing strategies must be agreed on by both CCS and stakeholder groups to ensure the right direction is being taken and that CCS' performance can be measured against set criteria.</p>	<ol style="list-style-type: none"> <li>1. Establish a senior project team (H/O and regional, location managers and the communication officer) to develop a strategic framework for marketing and communication to those stakeholders identified.</li> <li>2. Get agreement with relevant stakeholder groups to a framework focussing on meeting the needs of those stakeholder groups.</li> <li>3. Ensure the framework is adaptable for main and sub-locations.</li> <li>4. Establish performance criteria as part of the framework.</li> <li>5. Identify marketing and communication champions.</li> <li>6. Rollout agreed framework to all locations.</li> <li>7. Pilot the framework for 12 months.</li> <li>8. Report monthly to senior projects officer on marketing/communication performance criteria.</li> <li>9. Biannual feedback to be provided by stakeholders.</li> <li>10. Reassess marketing and communication framework periodically and amend as required.</li> <li>11. Disseminate ongoing examples of good/poor practices.</li> <li>12. Formalise annually as the CCS Marketing and Communication Strategy.</li> </ol>
<p>Structured approach to communication with stakeholders using different communication vehicles and channels including:</p> <ul style="list-style-type: none"> <li>• Quarterly reports of statistics for each region and comparison of statistics across regions</li> <li>• Quarterly meetings in conjunction with the release of the above report</li> <li>• Community information kits</li> <li>• Offender information kits</li> <li>• Insight tours of CCS</li> </ul>	<ol style="list-style-type: none"> <li>1. Survey stakeholders to ensure their needs are identified and addressed as a part of the framework/plan.</li> <li>2. Develop stakeholder reporting templates for use by all locations.</li> <li>3. Involvement of Business Excellence co-ordinators in these activities</li> </ol>
<p>Structured networking with the community and service providers, including:</p> <ul style="list-style-type: none"> <li>• Police</li> <li>• local traders</li> <li>• local council</li> <li>• schools</li> <li>• community agencies (where they exist) such as the Visy Care Centre</li> </ul>	<ol style="list-style-type: none"> <li>1. Each location to identify target groups for community and service provider liaison working group meetings.</li> <li>2. Hold an annual community liaison meeting at the start of each year and disseminate information to relevant community groups. This will demonstrate positive action by CCS and provide planning opportunities for stakeholders.</li> </ol>

**5.3. Enable Offenders to Successfully Complete Their Orders**

Figure 18 above illustrates the breach rates for community-based dispositions in 1999/2000. 46% of all CBOs (with conditions) were breached. This proportion does not include orders where breach action may be initiated but not be recognised by the judiciary due to completion of the conditions in the interim. The breach rates over the past four years demonstrate a rising trend in breach rates.

The increasing breach rate will compound the constraints on CCS resources and as such CCS/OCSC should investigate opportunities to reduce the breach rate. The initiatives to be pursued are:

- Develop breach management strategies and practices that meet the needs of the courts and CCS, and
- Deliver mobile/flexible services to engage offenders to comply with orders.

### 5.3.1. Develop Breach Management Strategies and Practices

In administering sentences of the Courts and the Adult Parole Board, there is a clear expectation that order conditions are implemented, monitored and enforced appropriately. Offenders are not to be punished over and above the sentence imposed by the sentencing authority. Although the data available to date suggests that breach rates are significant, if CCS is to advance one of the primary aims of Government whereby “imprisonment is viewed as a sanction of last resort”, correctional orders still must contain real elements of deterrence, retribution, rehabilitation, community safety and reparation. To do this effectively, CCS must act on non-compliance issues. The issue then becomes, how does CCS enhance breach management practices without compromising the credibility of orders.

The Department of Justice should work with the judiciary/ APB to develop improved breach management strategies and practices.

To develop specific recommendations, the project will need to assess issues identified in Table 8 below.

**Table 8. Issues Relating to Breaches**

Key Issues To Be Assessed	Data Currently Available
Reasons for breach and the type of conditions breached	<ul style="list-style-type: none"> <li>• Two thirds of all breaches occur due to non-compliance with order conditions</li> <li>• Breaches of order conditions generally occur due to:               <ul style="list-style-type: none"> <li>• Conditions on drug use</li> <li>• Attendance at supervision sessions and</li> <li>• Attendance at community worksites</li> </ul> </li> </ul>
Impact of order length and multiple conditions on breach rate	<ul style="list-style-type: none"> <li>• Over half the CBOs have order lengths in excess of twelve months</li> <li>• Increasing numbers of offenders demonstrate multiple needs</li> </ul>
Breach rates by offenders, as compared to orders, to determine whether the breach is confined to a small proportion of offenders with multiple orders	<ul style="list-style-type: none"> <li>•</li> </ul>
Characteristics of offenders who are likely to breach - eg. demographics, criminogenic needs, reoffending risk, etc.	<ul style="list-style-type: none"> <li>•</li> </ul>
The impact on breach rates of: <ul style="list-style-type: none"> <li>• Differing expectations across magistrates, and</li> <li>• Inconsistent action of CCOs</li> </ul>	<ul style="list-style-type: none"> <li>• Anecdotal evidence suggests that magistrates have differing expectations about CCS’ role in managing breach</li> <li>• CCS staff are not consistent in applying discretion due in part to inexperience and lack of training</li> </ul>
The key objective and consequences of breach	<ul style="list-style-type: none"> <li>• The penalty of breach action may not be sufficient to deter habitual drug users and young offenders</li> <li>• Juvenile Justice uses breach action as the option of last resort</li> </ul>
Efficiency of the breach process	<ul style="list-style-type: none"> <li>• Considerable CCO time and prosecutorial effort is required to follow through with breach action</li> <li>• The order conditions may be completed by the time that the judiciary convenes to consider the breach</li> <li>• There is a lengthy period between initiation of breach and recognition of breach</li> </ul>

The options canvassed for managing breaches during the project have included:

- Better targeting of order type, order length and attached conditions to ensure that offenders are not “set up to fail”
- Use of discretion combined with professional judgement when initiating breach action
- Administrative stop to orders after completion of order conditions
- Establishment of a group of breach coordinators (as a cross unit function), or a Breach Tribunal, akin to the APB, to monitor breaches, provide guidance and support to staff, and, when appropriate, participate in the offender warning process, and
- Special and flexible breach policies for high risk groups eg. habitual drug users.

### **5.3.2. Deliver Mobile and Flexible Services to Engage Offenders**

Mobile and flexible services may facilitate compliance with the order, as a large proportion of the breaches that occur, occur due to non-compliance of order conditions. CCS should pilot outreach services to target offender groups that are most likely to breach order conditions by use of:

- Mobile CCOs and street work
- Supervision of low risk offenders by the responsible community, and
- Family/peer group counselling for young offenders to comply with orders.

Although stakeholders and CCOs have indicated that this approach has the potential to lower breach rates, it should be piloted and the impact on costs and compliance assessed before rolled out statewide.

## **5.4. Better Target CCS Resources to High Risk Offenders**

CCS' targeting is currently limited to the use of two formalised streams of case management and compliance management to deliver differentiated services based on order requirements and offender risk/needs, as assessed by the current risk/needs assessment tool. A large number of offenders who enter the case management stream are inaccurately assessed as high risk on entry. This prevents CCS from focussing on offenders who present the highest risk to the community.

To better target resources, CCS should:

- Be able to identify the high risk/ need offenders accurately, and
- Have a differentiated approach to manage these offenders.

This can be achieved by:

- Use of an empirically based assessment tool that can accurately predict offending behaviour, and
- Develop a differentiated offender management framework based on offender risk and CCS' ability to manage it.

### **5.4.1. Accurate Risk and Needs Assessment Tool**

The key to success for CCS is the accurate assessment of an offender's criminogenic needs and the risk of reoffending. Risk/needs assessment tools are empirically based instruments that:

- Can predict likelihood of re-offending
- Have repeatedly been observed to be more accurate in predicting risk of re-offending than the professional judgement of supervising officers alone
- Can help the judiciary to allocate offenders to particular levels of supervision, and
- Provide a framework for the development and management of intervention-related case plans.

The current tool is conservative and is likely to allocate a higher risk rating<sup>91</sup>. This has been confirmed in an internal study conducted by CCS earlier this year. The inaccuracy of the tool is compounded by conservative use of the tool by inexperienced and untrained CCS staff, who may not have the confidence to apply the assessment criteria or professional discretion. They are probably more likely to make conservative estimates of the risk that the offender poses to the community. Over 80% of all offenders in CCS, apart from CWO and FDO offenders who are not assessed, are categorised as high risk at registration in CCS, as shown in Figure 22 above. This compares with only 24% of CCS offenders re-offending within two years of sentence completion.

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<sup>91</sup> Moulday, N. (1994) *Predicting Dangerousness with the Victorian Risk/Needs Assessment tool: A Validation Study*

Western Australia, New Zealand and United States (COMPAS) have piloted and developed tools that can give superior predictive capability, although the objectives of these tools differ. The common approach in developing these tools has been the use of longitudinal studies to develop predictive criteria based on empirical data. The tools are updated continuously to account for the changes in demographic profiles and offending behavior. Each tool considers a number of static and dynamic factors, combined with motivational/psychographic factors.

CCS needs to develop a similar tool to target its resources on the highest risk offenders and identify the best programs and interventions to change the offending behaviour. The key objectives for the new tool are:

- Risk of re-offending
- Ability of CCS to change the re-offending behaviour
- Risk of harm to the community
- Best form of intervention and supervision
- Program needs
- Crisis stages where due care is needed, and
- Probability and causes of non-compliance.

Identification of these issues can help CCS prioritise the supervision level and programs for the offender. Court advice staff can use this tool to advise the judiciary. In more complex cases this can be followed up with a detailed assessment conducted by a professional eg. a psychologist. Experienced CCS staff should also be given the discretion to “manually” over-ride the tool by use of their professional judgement. However, any over-ride should be based on strong indications which should be documented and reviewed.

Our analysis of the demographic factors reveals that there is considerable homogeneity in the CCS offender population. This indicates that offending history and psychological factors will be important determinants within an accurate risk and need assessment tool. Psychological assessment will differentiate offenders despite similarity in static factors eg. age, sex.

#### **5.4.2. Develop a Differentiated Offender Management Framework**

Research indicates that frequent targeted intervention is required for high risk / need offenders and intensive intervention can change offending behaviour<sup>92</sup>. This approach must be combined with delivery of programs that focus on cognitive skills and address criminogenic needs<sup>93</sup>.

In a resource constrained environment, CCS should first manage the order requirements to meet the sentencing goals. The balance of resources available should be utilised in enhanced offender management approaches targeted at offender groups that will deliver the optimal impact on the Government's objectives.

By using a differentiated approach we are creating different services for the offender population. The construction of these services needs to consider several dimensions as shown in Table 9.

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<sup>92</sup> McGuire, J. (1998), *Sentencing as a starting-point in work with offenders*, University of Liverpool: Liverpool

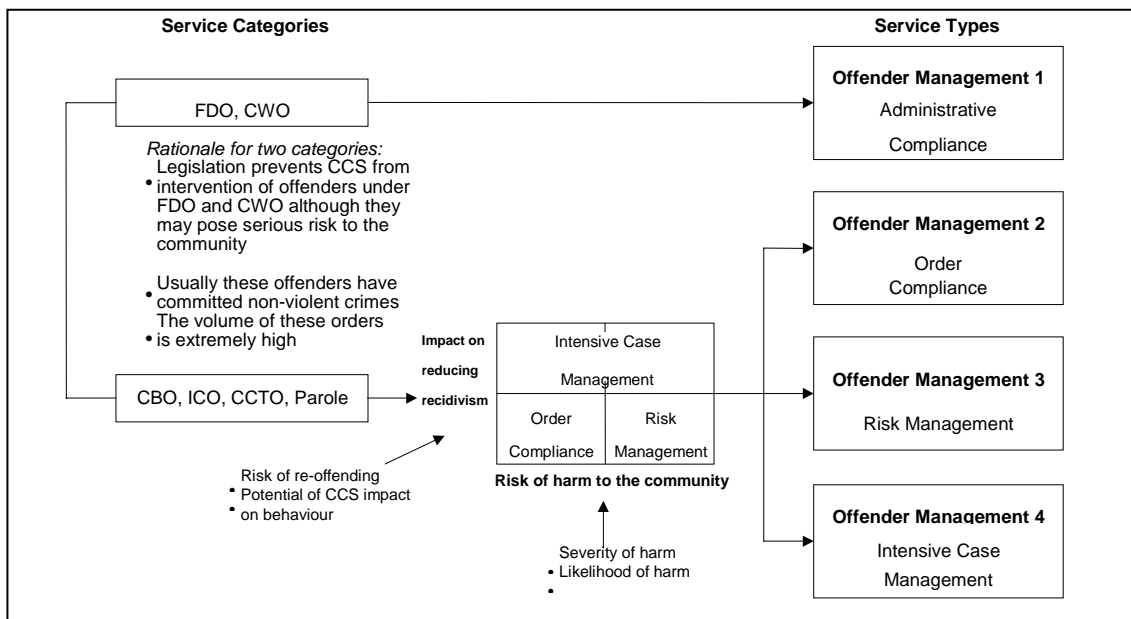
<sup>93</sup> *ibid*

**Table 9. Services for the offender population**

Services Dimension	Level of Intervention	Order Type	Program/ Service Requirement	Offender Groups	Supervision Approach
Variables	1. None 2. Non-intrusive intervention 3. Intrusive intervention	1. FDO 2. CWO 3. CBO 4. ICO 5. CCTO 6. Parole	1. Anger management 2. Sex Offender Program 3. Drug and Alcohol 4. Domestic violence 5. Education and training 6. Employment	1. Sex offenders 2. Young offenders 3. Ethnic groups 4. Women 5. Parolees	1. Flexible 2. Mobile 3. Office-based 4. Intensive 5. Strict 6. Proactive 7. Reactive

These variables need to be combined within the services to differentiate them. The service groups that CCS should use to develop its offender management framework are illustrated in Figure 26 below.

**Figure 26. Service vs. offender management framework**



**5.4.2.1. Offender Management 1 – Administrative Compliance**

With FDO and CWO, CCS needs to ensure that offenders complete the community work hours as prescribed by the courts. These offenders are currently inducted in a group and then assessed for the appropriate work site. Assessment of the risks and needs of this group is conducted for the purpose of appropriate work site placement only. This policy should continue. The process of managing these offenders is administrative. Innovative and efficient practices should be developed to induct these offenders and assign their worksites in order to reduce CCS resource requirements.

**5.4.2.2. Offender Management 2 – Order Compliance**

Low to moderate risk offenders who have conditions attached to their orders should be supervised to complete their order requirements. They should be assigned to programs as per

the conditions attached to their orders and supervised in the manner determined by the courts. It is important that these offenders are monitored carefully during supervision.

#### **5.4.2.3. Offender Management 3 – Risk Management**

Offenders assessed as high risk of causing severe harm to the community need greater effort than prescribed by the courts. Aside from assigning programs and conducting supervision as determined by the order, CCS should set up support and surveillance mechanisms, with for example, local police, cultural groups, community centres, to manage the risk of these offenders in the community. Additional programs may be assigned that can be used to control their offending behaviour. Behavioural norms should be prescribed to assist the offender to avoid situations which may lead to re-offending. This approach is currently adopted for sex offenders and needs to be extended to other high risk offenders. Parolees in their initial post release period are likely to require this approach.

#### **5.4.2.4. Offender Management 4 – Intensive Case Management**

Where an offender is assessed as being at high risk of re-offending and CCS has potential to impact on their behaviour, an intensive case management approach should be used. The principles in the case management approach, developed by CORE in conjunction with Swinburne University of Technology, are broadly applicable to this group<sup>94</sup>. The approach should be adapted for Intensive Case Management. The objective of managing this group is to change their re-offending behaviour. Programs to develop cognitive skills and address offenders' criminogenic needs may need to be specifically designed for this group.

The key variables of these offender management groups can be seen in Table 10 below.

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<sup>94</sup> Details of this case management approach are included in Appendix 14

**Table 10. Offender management variables**

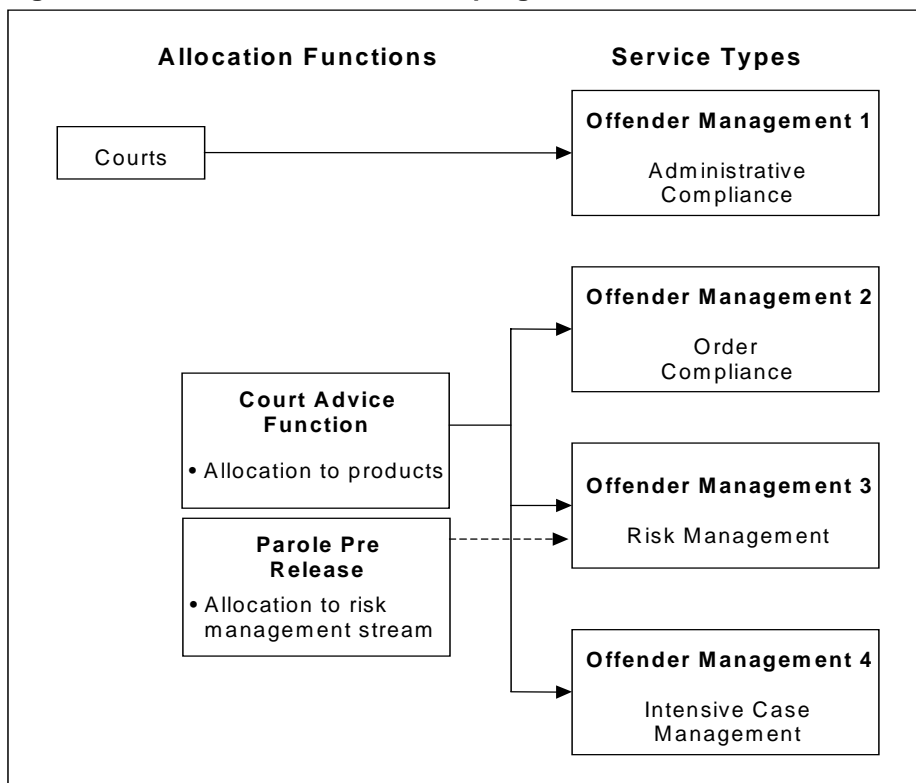
	<b>OM1</b>	<b>OM2</b>	<b>OM3</b>	<b>OM4</b>
<b>Target Groups</b>	Offenders on <ul style="list-style-type: none"> <li>• FDOs and</li> <li>• CWOs</li> </ul>	Offenders, other than in OM1, assessed as low to medium risk of re-offending and/or causing harm.	Offenders, other than in OM1, assessed as likely to cause serious harm to the community eg. <ul style="list-style-type: none"> <li>• Parolees in the initial period of post release and</li> <li>• Sex Offenders</li> </ul>	Offenders, other than in OM1, assessed as most likely to seriously reoffend and whose behaviour can be changed
<b>Objective</b>	<ul style="list-style-type: none"> <li>• Completion of community work hours</li> </ul>	<ul style="list-style-type: none"> <li>• Programs or services to meet court determined conditions</li> </ul>	<ul style="list-style-type: none"> <li>• Programs or services to meet court determined conditions</li> <li>• Programs and services to manage the risk of these offenders in the community</li> </ul>	<ul style="list-style-type: none"> <li>• Programs or services to meet court determined conditions</li> <li>• Programs and services to change offending behaviour</li> </ul>
<b>Services</b>	<ul style="list-style-type: none"> <li>• Assessment for work-site placement</li> <li>• Allocation of appropriate work-site to complete community service hours</li> <li>• Order termination after completion of work hours</li> <li>• Management of non-compliance</li> </ul>	<ul style="list-style-type: none"> <li>• Assessment of risk and needs by court advice function</li> <li>• Use of brief assessment tool</li> <li>• Brokerage of program access</li> <li>• Development of schedule of visit and referral details</li> <li>• Monitoring of progress during supervision interviews</li> <li>• Termination of order on completion of conditions</li> <li>• Management of non-compliance</li> </ul>	<ul style="list-style-type: none"> <li>• Assessment of risk and needs by court advice function and parolee pre-release function</li> <li>• Use of brief assessment tool followed by detailed assessment to identify management requirements</li> <li>• Brokerage of program access</li> <li>• Development of schedule of visit and referral details</li> <li>• Monitoring of progress during supervision interviews</li> <li>• Develop and implement a risk management strategy</li> <li>• Termination of order on completion of conditions/term</li> <li>• Management of non-compliance</li> </ul>	<ul style="list-style-type: none"> <li>• Assessment of risk and needs by court advice function</li> <li>• Use of brief assessment tool followed by detailed assessment to identify management requirements</li> <li>• Brokerage of program access</li> <li>• Development of schedule of visit and referral details</li> <li>• Monitoring of progress during supervision interviews</li> <li>• Develop and implement a behaviour management strategy</li> <li>• Termination of order on completion of conditions/term</li> <li>• Management of non-compliance</li> </ul>
<b>Level of intervention</b>	<ul style="list-style-type: none"> <li>• No intervention</li> </ul>	<ul style="list-style-type: none"> <li>• Non-intrusive intervention</li> </ul>	<ul style="list-style-type: none"> <li>• Non-intrusive/ intrusive intervention as required</li> </ul>	<ul style="list-style-type: none"> <li>• Non-intrusive/ intrusive intervention as required</li> </ul>

	<b>OM1</b>	<b>OM2</b>	<b>OM3</b>	<b>OM4</b>
<b>Program/ service requirement</b>	<ul style="list-style-type: none"> <li>Community Service only</li> </ul>	<ul style="list-style-type: none"> <li>As per order conditions</li> </ul>	<ul style="list-style-type: none"> <li>As per order conditions</li> <li>Assigning additional programs to control the risk</li> <li>Support and surveillance</li> <li>Determining behavioural norms to avoid situations of re-offending</li> </ul>	<ul style="list-style-type: none"> <li>As per order conditions</li> <li>Intensive and outreach support</li> <li>Determine and deliver programs that address the criminogenic needs and develop cognitive skills</li> </ul>
<b>Likely offender profile</b>	<ul style="list-style-type: none"> <li>Various</li> </ul>	<ul style="list-style-type: none"> <li>Various</li> </ul>	<ul style="list-style-type: none"> <li>Sex offenders</li> <li>Parolees</li> </ul>	<ul style="list-style-type: none"> <li>Young offenders</li> <li>Habitual drug users</li> <li>Adult unemployed</li> </ul>
<b>Supervision approach</b>	<ul style="list-style-type: none"> <li>Administrative</li> <li>Flexible breach management for specific offenders</li> </ul>	<ul style="list-style-type: none"> <li>Reactive</li> <li>Flexible breach management for specific offenders</li> <li>Delivery of program packages for specific groups eg. young offenders, women, indigenous</li> </ul>	<ul style="list-style-type: none"> <li>Proactive</li> <li>Flexible, outreach, mobile supervision</li> <li>Low tolerance of breach</li> <li>Delivery of program packages for specific groups eg. sex offenders and parolees</li> </ul>	<ul style="list-style-type: none"> <li>Proactive</li> <li>Flexible, outreach, mobile supervision</li> <li>Flexible breach management</li> <li>Delivery of program packages for specific groups eg. young offenders, women, indigenous, adult unemployed</li> </ul>
<b>Resources</b>	<ul style="list-style-type: none"> <li>Community Corrections Assistant</li> <li>Community Corrections Officer</li> </ul>	<ul style="list-style-type: none"> <li>Community Corrections Officer</li> </ul>	<ul style="list-style-type: none"> <li>Experienced Community Corrections Officer</li> <li>High supervision ratio of Senior CCO</li> </ul>	<ul style="list-style-type: none"> <li>Experienced Community Corrections Officer</li> <li>High supervision ratio of Senior CCO</li> </ul>
<b>Preferred Experience / Qualification</b>	<ul style="list-style-type: none"> <li>Administrative skills</li> </ul>	<ul style="list-style-type: none"> <li>Experience in criminal justice system, preferably working with offenders</li> </ul>	<ul style="list-style-type: none"> <li>Over two years working within CCS or strong life experience</li> <li>Social work</li> </ul>	<ul style="list-style-type: none"> <li>Over three years working within CCS or strong life experience</li> <li>Social work</li> <li>Psychology</li> </ul>

Some key principles in applying this framework are:

- *Risk is dynamic* – The risk levels of offenders in OM 1, 2 and 3 may change over time. Offenders should not be moved across programs unless it is determined that their risk change will be sustained over a long period. For example, an offender in OM2 going through a crisis period should be assessed, to determine whether the crisis period is short term (no change) or long term (move the offender to OM3 or 4, depending on risk).
- *Targeted approach* – The key to successful implementation of this framework is targeting the offenders for different programs. The proportion of offenders managed under each program may be based on the level of resources at hand. Generally, OM3 and OM4 should be targeted at a small proportion of the offender population. The CCS recidivism rate indicates that the maximum population within OM3 and OM4 would be close to 24%.
- *Holistic view of the offender* – An offender may serve multiple orders at any given time. The program should be allocated on the basis of offender risk rather than on the order. For offenders who have FDO/CWO and concurrent orders that are more severe, the FDO/CWO component may be managed under the program determined based on the offender’s risk
- *Program allocation* – The allocation mechanism of these programs is shown in Figure 27.

**Figure 27. Allocation mechanism for programs**



CCS should pilot this model to develop detailed policies and procedures before statewide rollout.

## 5.5. Reduce Recidivism by Addressing the Causes of Offending Behaviour

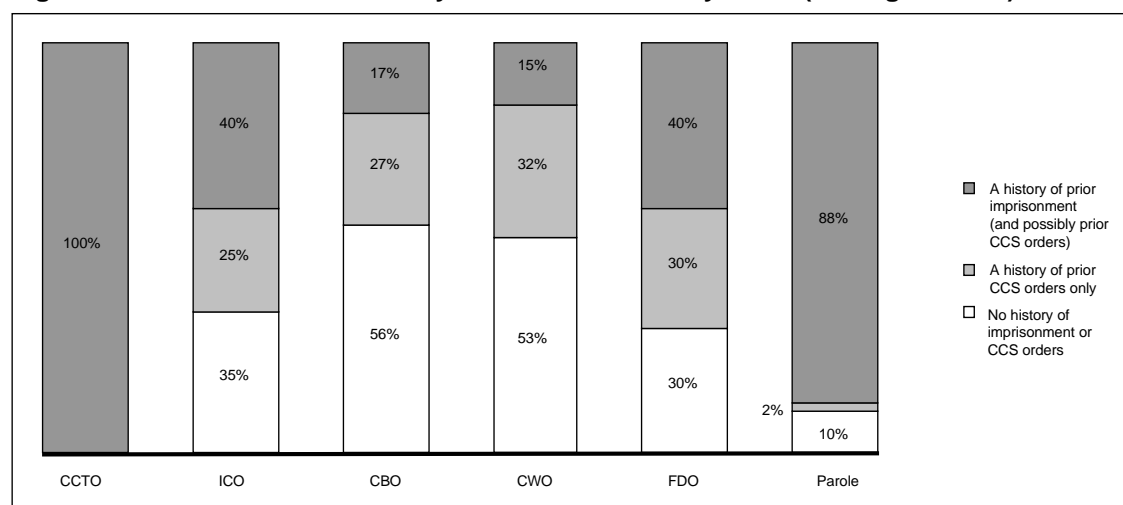
For a corrections agency to focus on reducing crime, it must control the recidivism rate. The recidivism rate, within corrections agencies in Australia, is shown in Table 11.

**Table 11. Recidivism – proportion of prisoners/offenders returning to corrections within two years of release of order completion (%)<sup>95</sup>**

	1995/96	1996/97	1997/98	1998/99	1999/00
Prisoners: return to corrective services	35.0	33.3	36.0	39.1	42.9
Prisoners: return to prisons	NA	NA	27.6	31.3	33.7
Offenders: return to corrective services	NA	NA	NA	23.6	24.0
Offenders: return to community corrections	NA	NA	NA	20.0	20.2

In addition, high proportions of offenders managed by CCS have previous history in the Victorian correction system as shown in Figure 28.

**Figure 28. Offenders with a history in the corrections systems (21 August 2000)<sup>96</sup>**



The key initiatives to reduce recidivism are:

- Bridge the gap between custody and release for parolees
- Develop and deliver effective programs that impact on the criminogenic needs of offenders, and
- Develop strong community networks to support offenders.

### 5.5.1. Bridge the Gap between Custody and Release for Parolees

The APB has indicated that there is a concern about CCS being adequately resourced to manage high risk parolees by CCS.

<sup>95</sup> Commonwealth of Australia (2000), *Report on Government Services, Volume 2: Justice, Emergency Management*, Steering Committee for the Review of Commonwealth/State Service Provision: Canberra

<sup>96</sup> Sample from OASIS

The process of transition of parolees from prison to the community is extremely critical to managing the risk that they pose. Within prison, parolees have few responsibilities. After release, they have to take the responsibility for finding accommodation, accessing financial support through social security or via employment, undertaking family responsibilities, etc. All stakeholders have indicated that this is a key group of concern for these reasons.

Under the offender management framework, parolees are likely to be managed within the Risk Management or Intensive Case Management stream. The initiatives needed to reduce the recidivism of parolees are to:

- Develop a package of transition support with pre and post release components to more effectively manage parolees, and
- Implement this package for parolees from all prisons in Victoria.

The case management model developed with Swinburne University of Technology takes a 'continuum of care' approach to delivering 'throughcare' to parolees. This is a good foundation to develop the package for parolees. The key components of a package for parolees are:

- Pre release planning and development
- Post release support and monitoring, and
- Transition between pre and post release.

The pre release component should prepare parolee for life outside the prison. This may include a life skills program, identification of accommodation, employment, and delivery of other rehabilitation programs. Pre release case managers will also need to assess the risk of the parolees and advise the APB. Case managers should have the expertise to conduct detailed assessment of parolees and confidently deliver advice to the APB. Case managers skill profile should also match the needs of parolees.

The post release component may include:

- Family reconciliation
- Identification of community contacts to assist the parolee with employment, etc.
- Delivery of rehabilitation programs that are not available in prison, and
- Monitoring of progress in reintegration.

In the absence of availability of employment during the pre-parole assessment stage, it is an opportune time to refer offenders/prisoners to specific Government programs like the "apprenticeship programs" and "work for dole" to assist with their reintegration back into the community. This would facilitate potential employment and skills enhancements for the parolee at the time of release.

A critical step in managing parolees is the transition from pre release case managers to post release case managers. The key steps to improve this transition include:

- Locating parolees in prisons close to their post-release residence prior to their release. However, this is neither practical nor realistic – prison overcrowding makes it impossible. Also, most prisoners nearing release are located in a minimum security prison unless there are reasons not to do so – these are not of ten located conveniently for most prisoners.
- A meeting of the post-release case manager with the parolee prior to release – currently this happens infrequently due to logistical reasons
- Early development of the transition plan by pre release case managers and discussed with post release case managers
- Due care by post release case managers to study the plan and understand parolee requirements, and
- Experience of case managers in pre and post release duties to appreciate both perspectives.

Currently the 'through care' approach is only employed in Loddon and Barwon prisons. This model should be implemented in all prisons, with priority to the larger prisons. The implementation can be limited to a small number of prisons if parolees are concentrated within selected prisons.

### 5.5.2. Develop and Deliver Effective Programs

There is research evidence that effective programs are derived from cognitive, behavioural or cognitive-behavioural methods, and address the factors that play a causal role in the offending behaviour (criminogenic needs), and place offenders at risk of re-offending<sup>97</sup>. The McGuire study on “what works” identifies six key factors for effective intervention and programs

- Risk classification – The intensity of services and programs should match the risk level of the offender
- Criminogenic needs – The focus should be on the problems or features that contribute to the offending behaviour rather than common characteristics that have little effect on behaviour
- Responsivity – There should be a match between the learning styles of offenders and program leaders. Active, participatory programs are most likely to elicit positive response
- Community base – Programs located in the community are more effective. Proximity to offenders’ home environment has a greater prospect of real-life learning
- Treatment modality – Effective programs recognise the variety of offenders’ problems, their contents and methods are skills oriented and utilise methods from behavioural and cognitive sources
- Program integrity – Effective programs have the stated aims linked to the methods used, are resourced adequately to meet the stated aims, the staff are trained and supported, there is an agreed plan for monitoring and evaluation, and these activities take place systematically.

In the past effectiveness of programs has not been monitored hence there is little of evidence on the impact of current programs provided and brokered by CCS. The intensity of services and programs is not adequately linked to the risk of the offender as the risk assessment is sub-optimal. These programs have not been designed to address the criminogenic needs of offenders. Offenders attend programs developed by providers for the whole community, not specifically for CCS offenders.

CCS should take a more proactive role in design, development and targeting of programs at offenders to reduce recidivism. Special cognitive programs may also have to be delivered internally for a targeted population. Education, training and employment programs have been found to be very effective in reducing recidivism<sup>98</sup>. CCS should become the conduit to access these programs for targeted offenders.

Research indicates varying levels of impact on recidivism through effective programs. The McGuire research indicates that recidivism for certain offender groups can be reduced by up to 60% through such programs. While this level of impact may be very optimistic, CCS should continue to pilot effective programs and validate the impact to justify continued funding of these programs. The Government also needs to be aware that several years of monitoring is required before evidence on impact of programs can be captured.

### 5.5.3. Develop Strong Community Networks

CCS cannot deliver all the requirements for managing offenders independently. Its role is that of a correction agency. To deliver the complete range of services that give holistic support to offenders, CCS will need to engage a range of community groups. Effective marketing and communication strategies are essential to ensure relevant community groups are targeted and engaged. Community groups may include social groups, non-government organisations, religious or ethnic groups, police, local government and other government agencies. The community networks may be used to support offenders in several areas as outlined below:

- For support and surveillance of offenders in the Risk Management stream
- To support parolees in their transition phase
- Delivering outreach/mobile services
- To support supervision and counselling that reduces non-compliance
- To support offenders after completion of orders
- To become role models for offenders to emulate and seek support from, and

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<sup>97</sup> James McGuire (1995) *What Works: Reducing Reoffending – Guidelines from Research and Practice*, John Wiley & Sons: London

<sup>98</sup> Ibid

- To expertly manage offenders from specific ethnic groups (taking appropriate account of cultural considerations).

The development of these networks should depend on local requirements with coordination from head office. CCS will need to develop protocols to engage the community groups. The incentives for these community groups to support CCS will need to be assessed before implementation.

### 5.6. Minimise the Burden of Managing FDOs

CCS currently spends approximately a quarter of its budget on managing FDOs. These orders are issued to offenders who have not paid fines levied by the courts. The number of FDOs has risen significantly since the inception of the order in 1992 as illustrated by Figure 17.

Today FDOs account for over 50% of all CCS-managed orders. Managing these orders distracts CCS' focus from managing serious, high risk offenders. Reducing the effort of managing these orders would enable CCS to focus on managing more serious offenders.

The actions to develop this initiative are:

- Reduce the demand for FDOs, and
- Reduce the CCS cost to manage FDOs.

#### 5.6.1. Reduce the Demand for FDOs

The demand for FDOs can be reduced by:

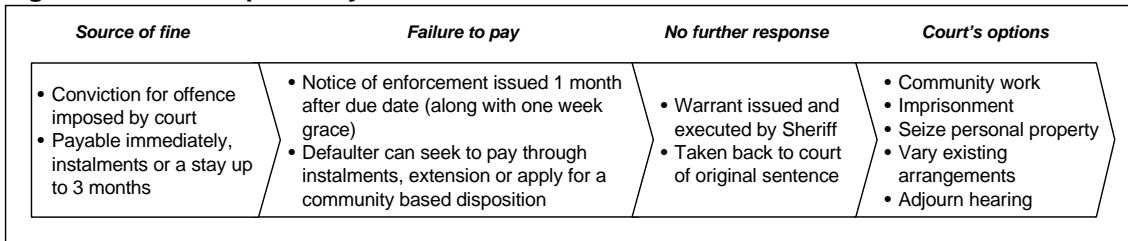
- Encouraging more people to pay fines, and
- Improving the process of managing non-payment of fines.

Fine default orders result from defaulting payment of a fine:

- That is imposed by a court for a criminal offence, or
- As a result of an infringement of civil law.

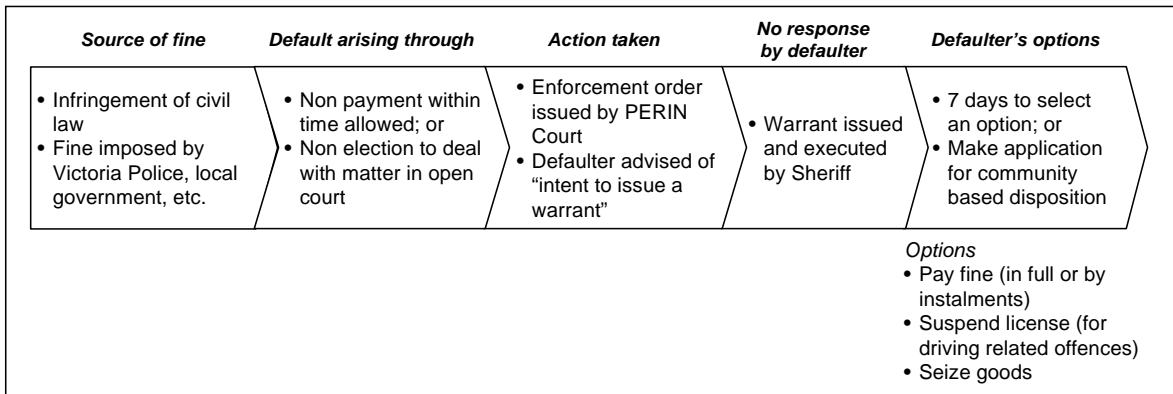
The process to recover the amount is similar in both circumstances.

**Figure 29. Fines imposed by courts**



A court must not order imprisonment if the fine defaulter satisfies the court that he/she does not have the capacity to pay the fine or had some other reasonable excuse for non-payment. Imprisonment is used as an option of last resort. Fines and accrued costs are discharged by imprisonment at a rate of one day per \$100, up to a 24-month maximum. This rate also applies if the defaulter, having been permitted to discharge the fine through a community-based order, breaches the order.

**Figure 30. Fines as a result of civil law infringements**



A number of options are currently available for offenders to pay fines eg. instalments, credit card (for civil infringements), etc. Options to enable people to pay the fines should be explored eg. garnishee of wages/social security. Further options should be explored as alternate to payment of fines. Currently, seizure of property is allowed under severe restrictions and licenses can be suspended for driving related offences. The scope of these actions needs to be expanded. Suspension of professional licenses and seizure of vehicles involved in driving related offences should also be explored.

The administrative processes involved in processing a fine default can substantially raise the liability of the offender. In some cases, this liability is several times the original fine. Offenders may be unable to pay of the entire liability due to the cost of the administrative process. The liabilities attached to the fine should be restricted so as to ensure that an FDO is used as a last resort.

### 5.6.2. Reduce the CCS Cost to Manage FDOs

Two actions can be taken to reduce the CCS cost to manage the FDOs:

- Develop a "fee for service" arrangement with autonomous bodies that lead to fines as a result of infringement of civil laws, and
- Reduce the cost of administering breaches of FDOs.

#### 5.6.2.1. Develop a "Fee for Service" Arrangement

Over 200 organisations, including a large number of local governments, can initiate prosecution that may result in a fine. Default of these fines can result in a Fine Default Order. A few organisations account for most of the defaults. Several organisations are autonomous bodies or have been privatised. These include local government and public transport providers. The possible imposition of a Fine Default Order deters offenders from infringements and non-payment of fines. The Government should assess the possibility for CCS to develop a "fee for service" arrangement with these organisations to provide this deterrence capability.

#### 5.6.2.2. Reduce the Cost of Breach of FDOs

Large proportions of FDOs are breached. OASIS data indicates that 23% of FDOs were breached in 1999/2000.

CCS staff suggest that in a number of instances, they do not receive the correct address of the offender and are unable to engage the offender to comply with the order. The process of issuing FDOs and receipt of these order at CCS should be assessed to ensure that the number of incorrect addresses are kept to a minimum.

Further, the process of initiating breach action for FDOs is cumbersome. The breach action can be initiated through a summons or a warrant. When the offender's whereabouts are known, a summons is issued which is collected by the offender from a CCS location or delivered to the offender by CCS staff. A warrant is issued when the whereabouts of the offender is unknown. In both cases, a tedious assessment has to be performed by CCS to verify the breach. The

breach process should be simplified so that:

- CCS has less involvement in delivering summons and issuing warrants, and
- The verification process is less cumbersome.

### **5.7. Align CCS Organisational Design**

For CCS to be an effective, efficient and responsive organisation, implementation of the following operating principles is required:

- Clear distinction of processes and responsibilities across the four offender management streams
- Staff empowerment to make sound decisions
- Effective use of resources
- Clarity of roles and responsibilities
- Effective coordination across the organisation
- Shared use of information for decision making
- Closeness to the offender
- Responsiveness
- Accountability, and
- Adaptability for scale of location.

The recommended organisational design builds on the current case management approach, comprised of case management and compliance management. It further aligns CCS with the segmented offender management approach described in section 4.4.2. The organisational design provides the structure to drive the strategic objectives of CCS, policy goals for correction and support activities within offender management processes. The organisational design specifies CCS' core activities, its macro structure and its strategic relationships with program providers and the community. On an operational level, the organisational design clarifies the roles and responsibilities of different positions within CCS.

The operating model reflects the core activities of CCS, which encompass the bundle of tasks, competencies and responsibilities that enable CCS to effectively and efficiently manage offenders. Identifying and understanding CCS' core activities is a critical step in allocating resources to sustain high quality service delivery. CCS core activities for the future must include:

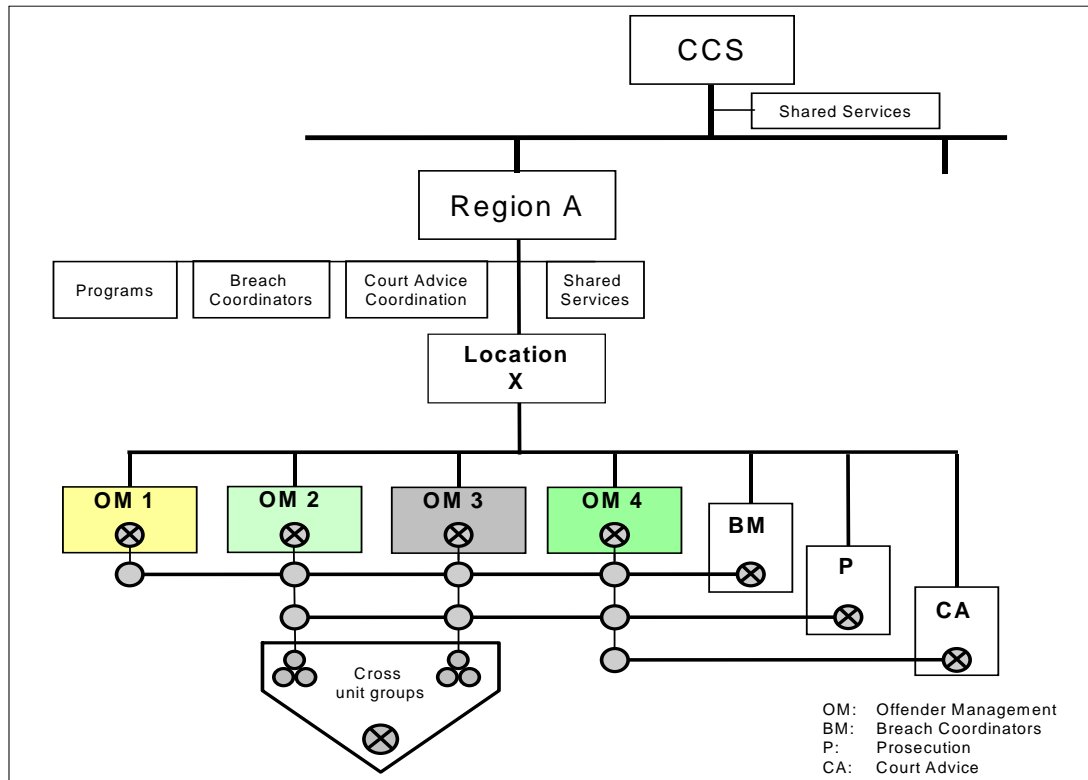
- Risk and Needs Assessment
- Court and APB advice
- Administering FDO/CWO
- Offender Management (induction, case planning and review assessment)
- Breach management
- Prosecution
- Program brokerage, and
- Program delivery.

The proposed organisation structure for larger CCS locations is illustrated in Figure 31. It has been derived from CCS' strategic objectives, operating principles and core activities. The organisational chart formalises the relationships between organisational units and designates formal reporting structures, levels in the organisational hierarchy, the span of control of officers and senior officers and staff groupings into services and units.

Potential advantages of the proposed structure include:

- Orientation towards offenders and outcomes of offender management processes
- Allowance for offender focussed services and process customisation
- Accountability by offender management segment
- Promotion of shared information and knowledge
- Provides mechanisms for allocating responsibilities and competencies
- Flexibility and responsiveness, and
- Enabling internal career paths.

**Figure 31. A formal matrix organisation focussed around offender groups and cross-functional services**



However, to deliver on the strategic objective and operate in the recommended organisational structure, a collaborative culture with sophisticated human resource and performance management processes is required.

To implement these principles in all locations, this structure will have to be adapted for smaller locations. The smaller locations will not have the scale to differentiate across the four offender management streams and optimally use resources. In smaller locations OM3 and OM4 may be merged. Similarly, in very small locations, CCS should evaluate the use of part time or casual staff to administer the FDOs. The responsibility for managing FDOs in small locations could be shared with Police and other like organisations.

On the operational level, the organisational design recommended needs to be clarified with the specific roles and responsibilities related to different positions within CCS.

### 5.7.1. Roles and Responsibilities

The table below provides an example of which roles and responsibilities may be attributed to different positions within the new offender management framework and operating model. It builds on the current specifications of roles and responsibilities within CCS.

**Table 12. Roles and responsibilities of CCS personnel**

<p><b>A) Head Office – Director</b></p> <ul style="list-style-type: none"> <li>• Provide expert advice in the formulation of government policy, strategies and plans of Community-based services in Victoria</li> <li>• Ensure effective and efficient operating procedures</li> <li>• Develop CCS budget</li> <li>• Ensure effective and efficient resource allocation</li> <li>• Implement strategic objectives with agreed budgets</li> <li>• Ensure the existence of effective human resource policies, remuneration structures and performance measures</li> <li>• Manage CORE-wide strategic initiatives</li> <li>• Ensure quality of all core activities in CCS</li> <li>• Manage, plan and promote community-based corrections as a credible sentencing option</li> <li>• Ensure that there is an effective knowledge management system and</li> <li>• Participate as a member of the CORE Executive</li> </ul>
<p><b>B) Regional/General Manager (GM)</b></p> <ul style="list-style-type: none"> <li>• Assist in strategic planning, development, implementation and evaluation of the delivery of integrated statewide CCS operations</li> <li>• Contribute to corporate CCS management as well as Business Excellence planning and development</li> <li>• Manage shared services on a regional basis</li> <li>• Provide high quality strategic advice to executive management</li> <li>• Manage operational budget</li> <li>• Ensure effective quality assurance and monitoring systems</li> <li>• Oversee all human resource functions</li> <li>• Prioritise work programs and allocate appropriate resources</li> <li>• Evaluate and manage risk</li> <li>• Supervise all core activities of CCS locations including risk and needs assessment, court advice, APB advice, administration of FDO/CWO, offender management (induction, case planning and review assessment), breach management, prosecution, program brokerage and program delivery</li> <li>• Manage regional provision of core programs</li> <li>• Represent CORE in local, national and international forums(Director's role)</li> <li>• Maintain liaison with courts, local authorities, community groups and service providers</li> <li>• Ensure effective knowledge management and</li> <li>• Develop plans and strategies for monitoring staff against performance criteria, including provision of appropriate training and development opportunities to improve staff competencies</li> </ul>
<p><b>C) Location Manager (LM)</b></p> <ul style="list-style-type: none"> <li>• Manage a large CCS location or cluster of locations</li> <li>• Provide leadership to staff, promote CORE and CCS' vision and strategic direction and ensure the location/s manage activities to appropriately meet customer/stakeholder requirements</li> <li>• Manage the human, financial and physical resources of the location/s, determining the effective use of resources</li> <li>• Identify emerging issues and trends and provide advice on sensitive issues regarding the management of offenders</li> <li>• Manage the performance of teams and individuals to optimise outcomes consistent with strategic objectives and business plans</li> <li>• Manage and coordinate all core activities of CCS locations including risk and needs. Assessment, court advice, administration of FDO/CWO, offender management (induction, case planning and review assessment), breach management, prosecution, program brokerage and program delivery</li> <li>• Assure quality of reports to Courts, the Adult Parole Board and Coronial Services</li> <li>• Monitor compliance against service delivery outcomes and contribute to CORE's Business Excellence processes</li> <li>• Establish procedures to collect and report on service delivery outcomes</li> <li>• Develop, coordinate, monitor and evaluate CCS' activities consistent with CORE operating procedures and legislative requirements</li> <li>• Ensure effective knowledge management and</li> <li>• Market CCS within the community, negotiate with community agencies to provide. Opportunities for offenders to access community-based programs and liaise closely with stakeholders and agency partners regarding service delivery and case management</li> </ul>
<p><b>D) Offender Management Unit (OM1, OM2, OM3, OM4) Coordinator (OMC)</b></p> <ul style="list-style-type: none"> <li>• Lead a multidisciplinary team of Offender Management Officers and Senior Community Corrections Officers in supervising moderate/high risk offenders, allocate work loads and provide professional supervision, mentoring, role modelling and opportunities for staff training and career development</li> <li>• Provide leadership and management to Offender Management Unit team members</li> <li>• Develop networks and knowledge systems with unit coordinators within regions and in Victoria</li> <li>• Define and develop skills and expertise within own unit (either compliance, risk or intensive offender management)</li> <li>• Identify training issues and work with the Staff Training and Development Manager to coordinate appropriate training and</li> <li>• Advise, support and provide direction on sensitive issues and facilitate team based case management discussions</li> </ul>

<p><b>E) Senior Community Corrections Officer (SCCO)</b></p> <ul style="list-style-type: none"> <li>• Ensure quality and commitment to continuous improvement, including through recommending strategies aimed at the promotion of efficiency and effective practices</li> <li>• Ensure staff are committed to the achievement of service delivery outcomes</li> <li>• Manage a small complex offender management load of high risk offenders and prepare appropriate reports</li> <li>• Undertake assessments for Courts and the Adult Parole Board and undertake contested/complex prosecutions in the Magistrates' Court as required</li> <li>• Ensure the provision of a high quality advice and assessment service to the Courts and Adult Parole Board</li> <li>• Authorise and monitor the quality of Individual Management Plans, manage the offender/case review as well as discipline and discretion processes for offenders</li> <li>• Develop and monitor a range of service options available to offenders within the area/location, negotiate access to those services and participate in the identification of service gaps and in the planning and development of appropriate community-based services</li> <li>• Ensure offender case conferences and liaise with CCOs to provide holistic offender Management</li> <li>• Participate in staff recruitment, development and management of a CCS location/ cluster of locations, exercise delegated responsibilities under limited direction from the Manager and, as required, supervise location operations</li> <li>• Represent and market CCS in public forums and the community</li> <li>• Provide breach management co-ordination and expertise for staff within offender management units</li> <li>• Provide advice to assist the judiciary in the breach and sentencing processes and</li> <li>• Facilitate variation of an order in cases of varying complexity, involving offender assessment at court and court appearance.</li> </ul>
<p><b>F) Community Corrections Officer (CCO)</b></p> <ul style="list-style-type: none"> <li>• Monitor and supervise an offender caseload, discipline and counsel offenders, establish objectives and goals within the supervision process and monitor the level of offender compliance with community-based dispositions</li> <li>• Devise, implement and participate in appropriate developmental programs and the delivery of specialist services (such as drug and alcohol counselling as well as employment or education programs) for offenders utilising departmental and community resources and direct offenders to attend educational, community work, assessment and treatment programs</li> <li>• Ensure that there are appropriate offender case conferences and liaise with other CCOs to provide holistic offender management</li> <li>• Provide advice to assist the judiciary in the sentencing process or to facilitate variation of an order in cases of varying complexity, involving offender assessment at court and court appearance (optional)</li> <li>• Manage breaches and Undertake prosecutions of offenders failing to comply with orders, giving evidence in court if required</li> <li>• Participate in the induction of new staff</li> <li>• Interview, assess and report on offenders to the Adult Parole Board as directed</li> <li>• Participate in the development and provision of new community corrections programs and initiatives as required</li> <li>• Assist CORE to pursue its vision to become the market leader in the supply of quality Correctional services in Victoria</li> <li>• Manage breaches and</li> <li>• Direct, supervise, monitor and report as required on offenders under the jurisdiction of the Adult Parole Board, providing pre- and post-release programs as required</li> </ul>
<p><b>G) (Senior) Community Corrections Officer(see E), F)), with additional co-ordination role in breach management, prosecution, court/APB advice</b></p> <p>Breach management co-ordinator</p> <ul style="list-style-type: none"> <li>• Manage relationships with courts in terms of effective breach policies and procedures</li> <li>• Ensure consistency in application of breach procedures</li> <li>• Provide leadership and management for all staff regarding breach processes in a specific offender management unit</li> <li>• Develop effective working relationships with breach co-ordinators within a region and in Victoria</li> <li>• Administer and utilise knowledge systems</li> </ul> <p>Prosecution co-ordinator</p> <ul style="list-style-type: none"> <li>• Provide leadership and management for prosecution staff</li> <li>• Ensure consistency in prosecution</li> <li>• Develop effective working relationships with prosecution co-ordinators within a region and in Victoria</li> <li>• Administer and utilise knowledge systems</li> <li>• Monitor and report to regional manager on performance and outcomes</li> <li>• Monitor training requirements</li> <li>• Co-ordinate training and development</li> <li>• Liaise on a regular basis with magistrates, police, office of public prosecution and Leo Cussins Court advice/APB Co-ordinator</li> </ul> <p>Co-ordinator</p> <ul style="list-style-type: none"> <li>• Provide leadership and management for staff regarding assessment and court advice</li> <li>• Ensure consistency in assessment and provision of advice</li> <li>• Develop effective working relationships with court advice co-ordinators within a region and Victoria</li> <li>• Develop effective working relationships</li> <li>• Administer and utilise knowledge systems</li> <li>• Monitor and report to regional manager on performance and outcomes</li> <li>• Monitor assessment tool training requirements</li> </ul>

<ul style="list-style-type: none"> <li>• Co-ordinate training and development</li> </ul>
<b>H) Offender Management Unit 1 – Administrator of FDO and CWO</b> <ul style="list-style-type: none"> <li>• Induct and assess Community Work only and Fine Default orders</li> <li>• Liaise with community agencies to develop and maintain community work sites</li> <li>• Place offenders for community work</li> <li>• Maintain and update data used to monitor offender compliance</li> <li>• Carry out preliminary offender intake interviews and collect appropriate information</li> <li>• Assist community corrections officers with the collection of information for the purposes of the prosecution of offenders</li> <li>• Prepare routine correspondence on a small range of administrative matters and attend to follow up procedures as required</li> <li>• Undertake word processing, data input and data management tasks</li> <li>• Contribute to CORE achieving its Mission to provide safe, secure, humane and cost effective correctional services to prisoners and offenders, and to provide opportunities for their rehabilitation on behalf of our customers</li> <li>• Assist CORE to pursue its Vision to become the market leader in the supply of quality Correctional services in Victoria</li> </ul>

### 5.7.2. Resource Allocation

CCS should use a sophisticated resource allocation framework to optimise the productivity of the organisation. The resource allocation framework should reflect optimal case loads for managing different offender groups and the required skills and competencies.

Today, the principal directives of the 1998 Organisation Review conducted by Ernst & Young<sup>99</sup> are in place (see Table 13 below). However, location managers determine the staffing composition at their location based on the number of case management and compliance management orders managed. A significant number of locations report caseloads which go well beyond those recommended in the 1998 Organisational Review. Some locations report caseloads of up to 55 high risk offenders per CCO<sup>100</sup>.

**Table 13. Resource allocation directives according to Ernst and Young 1998**

Case Management	Compliance Management
Team Leader (SCCO) 3 to 6 (varying between locations depending on orders managed) Case Managers from various disciplines and backgrounds (including social work, nursing and psychology with good interpersonal and communication skills) with an average caseload of 25 to 30 high risk offenders. There should be a balanced gender/age mix of Case Managers	4 (varying between locations) compliance officers (who may have criminal justice administration backgrounds and will possess good interpersonal skills) with a caseload of approximately 70 low-risk offenders. The SCCO may also be responsible for the management of other services - eg. prosecutions

For the proposed offender management model, the appropriate caseloads, experience and skill levels required would have to be evaluated carefully on the basis of offender segment samples and their specific risk management, supervision and treatment requirements. An example of possible caseloads and staff capabilities for a large location is outlined in the table below:

<sup>99</sup> Ernst & Young (1998), *Community Correctional Services Organisational Review*, Department of Justice: Melbourne

<sup>100</sup> See Appendix 12

**Table 14. Example of caseloads and staff capabilities for a large location**

<b>Offender Management Unit 1</b>	<b>Offender Management Unit 2</b>	<b>Offender Management Unit 3</b>	<b>Offender Management Unit 4</b>
Team Leader OM1	Team Leader OM2	Team Leader OM3	Team Leader OM4
Ratio of CCO <sup>101</sup> to CCA <sup>102</sup> 1:2	Ratio of SCCO <sup>103</sup> to CCO 1:4	Ratio of SCCO to CCO 1:4	Ratio of SCCO to CCO 1:4
Caseload of approximately 100 low-risk offenders (FDO, CWO) per administrator. The administrators may have criminal justice administration qualifications and will possess good people skills. Administrators may also be responsible for prosecutions, breach administration and other administrative tasks.	Average caseload of a maximum of 50 moderate-risk offenders per manager. Managers will have varying backgrounds and a range of experience (including social work, nursing, and psychology) and possess good interpersonal and communication skills. The managers may also be responsible for prosecutions and breach management.	Average caseload of approximately 25 high risk offenders per experienced manager, who will have varying backgrounds and a range of experience (including social work, nursing and psychology) and possess good interpersonal and communication skills. The managers may also be responsible for prosecutions and breach management.	Average caseload of a maximum of 20 high risk/needs offenders per highly experienced managers, who will have varying backgrounds and a range of experience (including social work, nursing and psychology) and possess good interpersonal and communication skills. The highly experienced managers may also be responsible for offender assessment, court/APB advice, prosecutions and breach management.

Offender Management Units 2, 3 and 4 require a balanced gender and age mix of CCOs.

### 5.8. Align CCS Operating Model

Four key components of the operating model need to be aligned to deliver the strategic objectives of CCS:

- An effective program delivery model
- Enhanced staff capabilities
- A strong performance management system, and
- Comprehensive support for staff decision making.

#### 5.8.1. Program Delivery Model

The current program delivery model needs to be realigned to provide timely access to effective offender programs targeted at offender needs.

The brokerage model currently in use was formalised by the 1998 Organisational Review<sup>104</sup>, although it had been in operation for much of the 1990's. Under this model, CCS buys and/or partners program design and delivery from external providers. The decision to formalise the use

<sup>101</sup> Community Corrections Officer

<sup>102</sup> Community Corrections Assistant

<sup>103</sup> Senior Community Corrections Officer

<sup>104</sup> Ernst & Young (1998), *Community Correctional Services Organisational Review*, Department of Justice: Melbourne

of the brokerage model in 1998 was consistent with the Government's policy of outsourcing service delivery at that time.

The expected benefits of the brokerage model include<sup>105</sup>:

- Offender participation in programs within the community, thereby ensuring the community takes responsibility for its members
- Offenders accessing programs as community participants rather than as "offenders", thereby having the two-fold effect of reducing stigma for offenders and diverting them away from treatment avenues that may have further entrenched their position in the criminal justice system, and
- Offenders accessing high quality services and the specialist treatment expertise available in the community.

Despite improved program access through more effective brokerage, the model and its implementation have not fully met the expectations. The main reasons for its lack of effectiveness are outlined below:

- Limited and delayed access to services
- Access to services is often limited and/or delayed, as access is contingent on funding, geographic location and managers' knowledge of community resources. Examples of limited and delayed access are<sup>106</sup>:
- Out of the 15% of high risk offenders who require hostility/anger management (conflict resolution) programs, approximately one-third are not successfully and appropriately referred. The average waiting time for a successful referral is 25 days. In North-East metropolitan Melbourne the average waiting time is 54 days
- Out of the 15% of high risk offenders who have antisocial personalities, procriminal attitudes and poor problem solving skills and thus require psychological counselling, 32% cannot be successfully and appropriately referred and the average waiting time for a successful referral is 18 days
- Out of the 15% of high risk offenders who may be at risk of self-harm or harm to others, almost 40% cannot be successfully and appropriately referred to psychiatric services, and the average waiting time in NW non-metropolitan Melbourne is 27 days and
- Other gaps for services that address criminogenic needs, such as behavioural, lifestyle and consequential thinking issues, "dual diagnosis" offenders (offenders with both drug/alcohol and mental health issues), as well as offenders with borderline mental functioning and acquired brain injuries.
- Limited access to effective programs for Special Needs Groups
- Due to the lack of community programs targeted to the needs of special offender populations to which CCS has brokered access, a number of initiatives have been developed by CCS including:
  - W.O.M.E.N. (Ways of Maintaining Effective Networks) aimed at high risk women on parole/CBOs with drug and alcohol problems
  - Funding for ethno-specific counselling, for Indochinese offenders
  - The cognitive skills pilot program
  - New Trax program for young offenders, and
  - Funding for a cultural immersion program for Aboriginal offenders in Reservoir.

These initiatives are financially only secured on a short-term basis as pilots or interim programs.

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<sup>105</sup> CORE (2000), *Issues in Community Correctional Services*, Department of Justice: Melbourne.

<sup>106</sup> MacLachlan (2000), *An analysis of gaps in programmatic services for offenders* (Draft), Department of Justice: Melbourne

#### Limited accountability of program providers to CCS

- Limited accountability of program providers to CCS has been of concern, specially with regard to reporting of offender non-attendance and offender progress. Anecdotal evidence indicates that many service providers lack willingness and capacity to monitor offender progress and compliance. This has been further compounded by CCS' resource limitations.

#### Minimal CCS influence over program design, quality and evaluation

- Anecdotal evidence indicates that there are substantial problems in assuring design integrity of community-based programs, general quality assurance and the establishment of service level agreements. This is particularly the case for services that are accessed without a fee.

To ensure optimal access of programs by high risk offenders, the insourcing/ brokering decision for program provision needs to be based on strategic principles and risk issues.

The key reasons for insourcing of programs should be:

- The market does not provide effective programs to reduce recidivism
- The market provides only limited or untimely access to effective programs for offenders
- The market does not provide access to effective programs in rural areas
- CCS is more effective and efficient at delivering specific programs than community organisations
- The required quality cannot be assured when programs are outsourced, and
- The risk of offender harm/self-harm cannot be effectively managed, due to inappropriate service delivery.

The main reasons for brokering (free or purchased) programs include:

- Outsourcing enables CCS to focus energies on its core activities and potentially have a greater impact on reducing recidivism
- The market provides best practice programs for less cost than CCS, and
- CCS does not have resources available to provide programs internally.

On the basis of these principles and risk issues, service provision and delivery of the following programs needs to be evaluated in terms of building better community relationships, assuring long term funding as well as partial (regional) or full insourcing.

**Table 15. Service provision recommendations for specific programs**

<b>Program / evaluation focus</b>	<b>Full insourcing</b>	<b>Increase/ sustain funding</b>	<b>Build stronger community networks</b>
High hostility/anger management programs	X		
Behavioural, lifestyle and consequential thinking programs			X
Offenders with borderline mental functioning who are ineligible for assistance from IDS			X *
Acquired brain injuries			X *
Psychological counselling	X		X
Sex offender programs (rural)		X	
W.O.M.E.N.		X	
Ethno-specific counselling		X	
Cognitive skill based program	X		
Programs for young offenders		X	
Cultural immersion programs		X	

\* Specialised agencies

For outsourced/brokered services the following risk and quality assurance aspects need to be resolved:

- Level of service to be provided
- Intellectual property issues/ownership Issues
- Confidentiality
- Termination clauses
- Price
- Offenders targeted
- Liability, and
- The term of contract.

**5.8.2. Align CCS Staff Capabilities**

In order to provide professional, highly targeted services to meet the need of the identified offender segments, CCS must:

- Align human resource policies
- Enhance recruiting, development and training strategies
- Target remuneration to the skill and experience level of the staff required.

The role of the CCS workforce is a sensitive one. Staff provides sophisticated advice to the courts and the Adult Parole Board and work with high risk offenders with highly complex and diverse needs. It is essential that the workforce is not only appropriately qualified but also has adequate experience to apply the essential professional judgement required of a Community Corrections Officer.

Consultations with stakeholders highlighted perceptions that:

- CCS workforce appears young and inexperienced
- The gender profile of the workforce, predominantly female, is the opposite of the predominantly male offender profile
- CCS does not appear to have adequate resources to case manage offenders in the manner intended by the court, and
- CCS will not be able to attract or retain appropriately qualified and experienced staff due to relatively low salaries.

Some of these perceptions are verified by CCS data from July/August 2000, which highlights that:

- 77% of CCS location staff are female
- Approximately 40% of staff are 30 years and under (24% are 25 years and under)
- 45% of the workforce has less than two years' experience
- 61% of the workforce has less than five years' experience
- The average wage of a CCO is \$31, 620
- A degree in an appropriate discipline is considered an advantage, although neither discipline nor relevant degrees are stipulated in CCO or Manager position descriptions, and
- The total number of CCS staff equals 391:
  - 15 are located at Head Office
  - 46 are administration staff (not all full-time)
  - 12 are location managers
  - 34 are senior community correctional officers
  - 162 are community correctional officers
  - 8 are community correctional assistants
  - 114 casuals (equals 20 FTEs), and
  - 23 volunteers.

There is a mix of full-time part-time staff

CCS' current workforce has a very homogenous profile. However there is an acknowledged need for the CCS workforce composition to be better balanced in terms of qualification (between criminal justice, psychology and social welfare), experience and gender.

In order to meet the future requirements of the recommended operating model, CCS will need to audit the experience and qualifications of the current workforce as well as clearly articulate qualifications and experience required for staff located in each offender management unit.

#### **5.8.2.1. Competency Model**

In 1994, National Correctional Services Advisory Committee developed a national approach to the training and development of correctional workers. Competency standards clearly identify the basic competencies of the industry with a view of enhancing staff skills and knowledge. CORE believes this framework is imperative in developing their workforce and have encouraged staff to pursue competencies. CCS do not have a current competency profile of their staff. However, staff do need to demonstrate that they are performing to the minimum standards as articulated by the competency. This is viewed as important as it demonstrates the way CCS should engage in business and will assist in enhancing service delivery.

The way this is achieved at present is by the development of performance plans, which include competencies that staff should pursue as part of their professional development. Some of the CORE competencies which have taken a high priority include the following:

- Report to formal inquiry
- Implement planned approach to offender management
- Prepare and present reports
- Contribute to surveillance, supervision and monitoring
- Prosecutions
- Effective communication, and
- Contribution to health, safety and welfare of individuals

The next step must be for CCS to develop competency model profiles with the primary goal to ensure that career and skill development programs are consistent with the strategic objectives and core activities of CCS. The competency model should clearly define the skills, knowledge and attributes required of staff to deliver value to stakeholders. Communicating these competencies throughout the criminal justice system, developing these targeted competencies in staff, and managing performance according to these competencies are the key to ensuring alignment with the organisational strategy.

An approach to the development and implementation of an effective competency model includes the following steps:

- Understand new strategic objectives
- Understand current roles and responsibilities
- Source best practice examples of competency models
- Develop recommendations for new competency model options based on analysis
- Determine competency components
- Build, validate and refine competency model
- Design the human resources performance management system around the competency model, and
- Pilot and rollout HR performance management system.

#### **5.8.2.2. Recruiting**

A recruitment strategy is required to address gaps identified in a skills/experience audit and to develop an appropriate balance in qualifications, experience and gender.

Recruitment of location staff is generally undertaken by filling positions from a number of sources. This has included staff being appointed from the volunteer pool if assessed as having the relevant skills. Use of the volunteer pool has certainly been the experience of CCS in the past and is viewed as the easiest most cost effective method of recruitment for CCS. However, CCS has also used the Victorian Government Gazette and local newspaper to advertise vacant positions. A "Casuals Pool Project" was implemented in 1999 to attract potential employees broadening the range of skills and experience across CCS locations. This project has not been sustained long term and has had limited impact on recruitment.

In the future, CCS needs to ensure a broad mix of skills and experiences through utilising different and wider recruitment mechanisms, such as newspaper advertisements, on-line recruitment, Victorian Government and Recruitment schemes, broader advertisements in the national papers and correctional and other human services magazines.

#### **5.8.2.3. Training**

It is essential for the professional development of CCS staff that a training strategy be identified and that formal training be provided for new and experienced staff.

In the 1999-2000 Staff Satisfaction Survey 84% of CCS staff indicated "I receive sufficient training to fulfil the duties of my current job" as an issue important to their employment whereas only 58% of staff are satisfied with the level of training.

In the last 12 months the CORE staff training and development unit has taken a role in advising / coordinating training plans. It is the sole responsibility of the location manager to implement training and develop training plans. The basic training that does occur at individual locations is usually facilitated by the Senior Community Correctional Officers with the support of experienced staff. To date there are no training targets or outcome reporting requirements in any CCS location. Hence evidence of training levels is hard to determine. However, the staff training and development unit indicates that training is not often performed at locations due to a number of factors including:

- Inadequate resources to cover staff attending training
- Lack of flexibility in delivery, especially in rural locations
- Tight budgets

- No performance measures on training for location managers
- No personnel within locations or regions dedicated to staff development, and
- No head office priority associated with training.

It is recognised that the current lack of focus on training and development renders a disservice to CCS location staff, given their perceived dedication to 'doing the job well'. Rosemark Consulting Pty. Ltd. prepared a staff development framework, in 1998/99, after extensive consultation. This report clearly articulates training strategies, actions to be taken to meet those strategies, responsibility for implementation and timeframes for implementation.

This detailed study recommended the following in relation to training and development:

- Communicate a model of responsibility for and ownership of staff development
- Design and implement a comprehensive induction program
- Develop and implement a strategy that develops skills aligned with CORE business goals
- Develop a sustainable training budget that meets the strategic development needs of CCS
- Ensure training expenditure is maximised and
- Establish priorities for development within CCS.

Consultation with the CORE Staff Training and Development Unit indicates that there has been no action regarding the report, which was delivered in March 1999. It is recommended that CCS implement the recommendations of the report.

In addition, a centralised training and development database could be of assistance in:

- Identifying training programs available
- Identifying staff with specific skills (and who have completed accredited training)
- Scheduling training
- Notifying staff of upcoming training events and allowing for registration (and hence planning)
- Identifying staff who have attained National Competencies Units
- Setting of training budgets based on planned and current training outcomes
- Identification of individual training needs, and
- Identification of training champions.

Consideration should also be given to the availability of on-line training, accessible through the CCS Intranet site.

Further consideration should be given to the role of Training/Staff Development Managers across regions or locations within regions (where warranted). Having a designated training/staff development role will assist in promoting the importance of training and development by CORE to all CCS personnel.

#### **5.8.2.4. Remuneration**

A significant number of stakeholders have recognised that CCS must address the persistent salary discrepancy between CCS and similar agencies in Victoria and in other states, to attract and retain highly qualified and experienced staff.

**Table 16. Salary comparison between jurisdictions and agencies<sup>107</sup>**

Jurisdiction	Salary bands
VIC	VPS-2, Community Corrections Officer: \$26,480 - \$40,397 VPS-3, Senior Community Corrections Officer, team leader: \$35,306 - \$52,278 VPS-4, Manager, Community Correctional Services: \$43,030 – \$65,347 VPS-5, General Manager, CCS: \$60,408 - \$84,571
SA	OPS2 \$32,190 OPS3 \$34,957 - \$37,428 OPS4 \$40,145 - \$41,998 OPS5 \$43,480 - \$46,321 OPS6 \$47,927 - \$50,644 OPS7 \$52,373 - \$55,885
NSW	1 <sup>st</sup> year \$38,583 / 8 <sup>th</sup> year \$50,255
WA	Base grade Community Corrections Officer: \$33,500 - \$46,000 Senior Community Corrections Officer: \$48,000 - \$53,500 p.a. Managers of branches: \$65,000 - \$70,000 p.a.
ACT	Average pay for location staff using the middle increment the pay is as follows: ASO3 \$35,021 ASO5 \$42,495 ASO6 \$46,862 SOGC \$56,346 - \$60,755
QLD	Management: \$54,330 - \$62,262 Admin: \$25,601 - \$51,466 Operational: \$30,305 - \$42,120
VIC – Department of Human Services: CAFW2: \$30,852 – \$41,616 CAFW3: \$41,994 \$50, 205 CAFW4: \$47,372- \$53, 548 CAFW5: \$51,378- \$65,501	

The above table shows that, compared to other jurisdictions and to the Department of Human Services in Victoria, staff in CCS at CCO2 (or VPS2) level are underpaid. The average salary for a CCO2 is approximately \$31,000 and the starting salary is below \$30,000. While an increase in salary alone will not enhance the performance or loyalty of the workforce, it will assist in attracting and maintaining appropriately qualified and experienced personnel to CCS, and will give recognition to the complexity of the role performed. Once strategies are in place to address human resource issues, CCS will need to evaluate and monitor the profile of the workforce and remuneration, in line with its strategic objectives.

#### 5.8.2.5. Performance Management System

In order to guide the strategic development of CCS, a stronger focus on performance management is required.

Performance measures within a performance management framework are the “vital signs” of an organisation. They quantify how well the activities within a process or the outputs of a process achieve specific strategic objectives. They highlight to staff how they are doing as part of the whole organisation. They communicate what is important throughout the organisation including: strategy from management down, process results from lower levels up, and help to control and improve processes within.

Only with a consistent view of the “vital signs” can the workforce work toward implementing its strategic objectives, achieving its goals, and improving the organisation.

<sup>107</sup> Salary information provided by: CORE, Community Corrections (SA), Probation and Parole Services (NSW), Community-based Services (WA), Community Corrections (ACT), Community Corrections (QLD).

Today, CCS reports on six key performance indicators to the Commissioner.

1. Community supervision orders registered
2. Average daily offenders under community-based supervision
3. Community supervision orders successfully completed
4. Offenders with a treatment or personal program development program condition who have been appropriately referred to a program
5. Orders registered within five working days of the order's commencement and
6. Offenders inducted within seven working days of the commencement of their orders.

In addition, CCS reports on the following performance indicators to the Director of CCS. These include:

- No. of on the spot assessments conducted
- No. of pre-sentence reports due and completed by due dates
- No. of summons, warrants issued and other breaches actioned within 6 weeks of the breaching incident
- No. of Adult Parole Board reports due and submitted by the due dates
- No. of individual management plans endorsed within four weeks of commencement of the order
- No. of Case Reviews conducted by the due dates, and
- No. of community work hours performed by different categories of orders.

The current performance measures do not provide enough information about CCS related outcomes and are not integrated in a balanced manner to the organisation and its strategy.

Locations report on the above on a monthly basis to the senior projects officer at the head office. This information is compiled for use by the Director of CCS and the Correctional Services Commissioner. Additional information is provided via structured audits or on a needs basis, these include "Best Practice Reviews" performed by inspection teams as well as reviews targeted at a specific aspect of business eg. Individual Management Plans.

The CORE Business Excellence Plan<sup>108</sup> acknowledges a deficit in performance measures and has set a target to develop a set of corporate and local performance data for use in decision making by the end of 2001. Whilst a prototype has been developed, data reporting processes are currently being examined.

This initiative should be further enhanced through the development of a performance management scorecard. The recommended performance management scorecard is built on the concept of the Balanced Scorecard by Robert Kaplan and David Norton. The following are several advantages that a "Balanced Scorecard" seeks to achieve:

- Clarification and consensus about the strategy
- Communication of the strategy throughout the organisation
- Alignment of departmental, location and individual goals to the strategy
- Linkage of strategic objectives to long-term targets and annual budgets
- Identification and alignment of strategic initiatives
- Periodic and systematic strategic reviews, and
- Feedback to learn about and improve the strategy.

The Balanced Scorecard measures organisational performance across five balanced perspectives: stakeholder; financials; processes; outcomes; and workforce. Balanced Scorecards present measures to managers in an organised manner using the five perspectives, the strategic objectives of the organisation, targets and ranges for each measure and any initiatives related to those measures. The balanced scorecard provides an instrument to navigate future processes and communicate the strategy through a comprehensive set of performance measures. The scorecard retains an emphasis on achieving policy objectives, but also includes the performance drivers of these policy objectives. Developing a performance management scorecard would give CCS the ability to track offender management outcomes while simultaneously monitoring progress in building people, process capabilities, and

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<sup>108</sup> See Appendix 11.

managing the financials of CCS.

A performance management scorecard should be based on a sophisticated cost accounting system which:

- Provides information required to measure cost efficiency
- Allows management to make informed decisions regarding the allocation of resources, and
- Assists in continuous quality improvement.

The information provided by the existing general ledger system is inadequate in achieving the above objectives. Unlike an ABC system, it does not allocate costs to activities or cost drivers.

ABC measures the cost and performance of activities, resources, and cost objects. Resources are assigned to activities, and then activities are assigned to cost objects based on their use. ABC recognises the causal relationships between cost drivers and activities.

ABC produces data that is more accurate and gives a clearer view of costs than the general ledger system in place today. ABC can successfully function as a supplemental, or parallel, system to the system in place.

#### **5.8.2.6. Enabling Better Decision Making**

In order to enable better decision making by staff, an integrated knowledge management system is required<sup>109</sup>.

The purpose of a knowledge management strategy is to improve CCS' strategic and operational achievements by sharing the collective knowledge of CCS staff.

Currently there is poor use of information to guide the strategic direction of CCS. This is compounded by the fact that OASIS is not user and reporting friendly. Extraction and analysis of longitudinal data is very resource intensive.

An integrated knowledge management system can be achieved by

- Providing tools and training that enable CORE staff to share knowledge
- Introducing a core knowledge sharing component in the competency model
- Introducing electronic case conferencing
- Capturing and sharing best practices and success stories
- Collaboration with a network of CORE knowledge managers in promoting knowledge sharing to staff
- Creating opportunities for knowledge communities to network and share best practices
- Developing content management tools and processes allowing communities to review and enhance their knowledge, and
- Facilitating the sharing of knowledge across law enforcement, correction agencies and offender management units to support the provision of total throughcare.

CORE should also develop 'Duty of Care' guidelines for CCS staff. This issue has been debated for long and can critically affect the offender management processes. The liability of CCS under Duty of Care should be limited to what CCS can reasonably be expected deliver. The Department of Human Services has adopted this approach in its Duty of Care policy. Given the limited contact of CCS with offenders it cannot be expected to have a comprehensive Duty of Care, as in the case of prisoners. CORE should seek legal advice on these issues to produce guidelines for staff.

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<sup>109</sup> Targeted for 2001 according to the Business Excellence Plan (see Appendix 11)