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## OFFENDER MANAGEMENT IN THE COMMUNITY

### PRIORITIES:

1. Provide the courts and the Parole Board with timely and accurate information.
2. Pursue further development of diversionary programs.
3. Effectively supervise offenders in the community while working towards successful order completion.
4. Promote successful re-integration through partnerships with other agencies and community groups.

### STRATEGIC OBJECTIVE #1

**Assess and manage the risk offenders pose to community safety, provide advice to the sentencing authorities and develop case plans based on the assessments**

During the year, risk assessment through the Level of Service Inventory – Revised (LSI-R) was established as part of e-case management within the Community Offender Services operational division, enabling case managers to quickly identify the higher risk population and the interventions that target and address offence-related behaviour and needs.

The LSI-R is a vital component of case planning, assisting staff in analysing information and identifying needs to be addressed in the case plan. The Department also uses the LSI-R to efficiently allocate resources to high risk/needs offenders allowing equitable management of workload across the Division. It identifies key areas of criminogenic need and enables case management strategies to be evaluated, adding consistency and credibility to decision making about offenders.

Standardised risk assessment enables the Department to:

- provide more accurate and appropriate advice to sentencing authorities (see Strategic Objective #3 below);
- ensure program interventions are targeted to those with the greatest need; and
- establish a basis for more accountable offender management.

### STRATEGIC OBJECTIVE #2

**Improve services and accountability through implementing a demand and service level management process**

### **Workload model**

Introducing risk needs assessment has enabled Community Offender Services to create a demand and service level workload model based on the level of risk of re-offending. In 2003/04 this model, which was developed in negotiation with the Public Service Association (PSA), was trialled, allowing management, the union and service delivery staff to validate workload measurement across program areas.

The new model includes pre-release work and a breakdown of workload within a District Office or Parole Unit. Once implemented fully, it will provide an important tool in identifying trends in varying needs for service delivery.

### **Community Offender Services restructure**

During the year, Community Offender Services began a comprehensive process to enhance its ability to meet its strategic objectives and increase the accountability of service delivery. As a result of the initial stages of the restructure, Community Offender Services now has three regions aligned with the Department's Inmate and Custodial Service's regions with shared corporate and support services across custodial and community based correctional services.

This has improved accountability, with some roles and functions devolving from Community Offender Services Regional Offices to Area Offices, paving the way for new Area Manager positions that will be accountable for managing a cluster of District Offices.

### **Staff of Community Offender Services**

Increased funding from specific enhancements to meet the impact of new legislation in 2003/04 enabled Community Offender Services to create a variety of much needed positions including 13 Probation and Parole Officers. The Service continued to give high priority to recruiting and training Probation and Parole Officers, who have to complete a 12 month Certificate IV in Correctional Practice (Community Corrections). Two of these primary training courses commenced in October 2003 and March 2004. Recruitment for the March program attracted over 480 enquiries, identifying enough suitable applicants to fill an additional primary training course in July 2004. Community Offender Services also continued to recruit specialist officers to meet particular offender groups needs such as an Arabic Liaison Officer at Bankstown.

## **STRATEGIC OBJECTIVE #3**

### **Provide accurate and appropriate advice to sentencing authorities**

A major element of Community Offender Services, is the Probation and Parole Service. The Probation and Parole Service provides advice to the courts and releasing authorities via three broad categories of reports:

1. **Pre-sentence reports** are sought by the court prior to sentencing and provide advice on the suitability of the offender for a variety of custodial and/or community-based programs together with a corroborated summary of the background of the offender, current attitudes and circumstances, risk the offender poses to the community and major issues surrounding the offence.
2. **Post-sentence reports** are sought by the courts after sentencing and provide advice on the suitability of an offender to enter programs such as Intensive Supervision.
3. **Pre-release reports** are sought by the Parole Board and the courts and assess the person's risk of re-offending, identifying what programs and services the person can access to reduce that risk.

## KEY PERFORMANCE MEASURES

In 2003/04:

- 25,524 pre-sentence reports were requested by courts, a decrease of 8% over the previous year. This apparent decrease in demand is in fact due to a change in the counting rule relating to bail pre-sentence reports.

### PRE SENTENCE REPORTS

Pre-sentence reports	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
Number of reports	22832	25376	25287	27161	27649	25524
% change		+11.1	-0.4	+7.4	+1.8	-7.7

- 634 post-sentence reports were requested by courts, a decrease of 20% over the previous year, reflecting a reduction in the number of offenders sentenced to Home Detention.

### POST SENTENCE ASSESSMENTS

	1999/00	2000/01	2001/02	2002/03	2003/04
Number of reports	713	671	706	795	634
% change		-5.9	+5.2	+12.6	-20.2

- approximately 3,273 pre-release reports were prepared for consideration by the Parole Board and other releasing authorities. Due to a change in the method for capturing this information, these results cannot be usefully compared with those of the previous years.

## STRATEGIC OBJECTIVE #4

### Ensure that standards for community supervision and program delivery are established and maintained

In 2003/04 Community Offender Services prepared its policy and procedure manual for publication. The manual describes standards for community supervision and program delivery, focussing on processes for three key areas: pre-sentence assessment and reporting; case management; and community service orders.

## KEY PERFORMANCE MEASURES

Notes:

1. Following the review of all Probation and Parole performance data in 2002, all data have been reported by financial year.
2. Performance data are categorised as follows:
  - Restricted movement (eg, home detention);
  - Reparation (eg, community service and fine default orders);
  - Supervision (eg, parole and probation orders).
3. The following analysis refers to 'caseload intake', this relates to the number of persons registering with the Probation and Parole Service with a new set of orders during the twelve-month period.

Data outcomes are collected on a monthly basis in accordance with nationally agreed counting rules. Given the implementation of an electronic Offender Integrated Management System (OIMS), the following data is now more accurate than in previous reporting years.

### Restricted movement

Home Detention as a sentencing option is available in the Sydney, Newcastle and Illawarra regions of NSW. Home Detention aims to divert offenders from full-time custodial sentences and is a key part of the government's strategy to encourage the use of alternatives to full-time custody for less serious offenders. It targets those offenders who are imprisoned more because of the persistence of their offending than because of its seriousness. Used for this group, Home Detention can help reduce imprisonment rates in NSW while still providing appropriate punishment.

### Access to the Home Detention program

In 2003/04:

- 426 offenders were admitted to Home Detention, a decrease of 82 offenders (-16%) since 2002/03;
- 76% of home detention orders (682) were successfully completed in 2003/04.

### HOME DETENTION ORDERS

	1999/00	2000/01	2001/02	2002/03	2003/04
Number supervised (offenders)	179	178	175	229	200
% change	-	-0.6	-1.7	+30.8	-12.7
Caseload intake (offenders)	404	418	439	508	426
% change	-	+3.5	+5.0	+15.7	-16.1

### Reparation

Community Service Orders and Fine Default Orders have a reparation component

Under the Community Service Order scheme a court can order an offender to perform unpaid work to benefit the community. The scheme contributes significantly to community and charitable projects by using offenders to work on projects such as the Sydney Tramway Museum, Loftus, which is entirely operated by volunteers.

Other longstanding partnerships with local councils throughout the State involve parks and gardens' maintenance, general labouring, environmental enhancement, graffiti removal, weed removal and tree planting.

In 2003/04:

- 74% (5,968) of Community Service Orders were successfully completed, on the basis of compliance with the order, compared with 75% (6,192) in the previous year;
- \$11.43 million worth of unpaid community work was performed by offenders subject to community supervision compared with \$11.71 million in 2002/03;
- approximately 1,688 non-profit organisations provided work opportunities for offenders subject to Community Service Orders, compared with 1,425 last year.

#### COMMUNITY SERVICE ORDERS

	1999/00	2000/01	2001/02	2002/03	2003/04
Number supervised (offenders)	5302	5225	4632	4409	4375
% change		-1.4	-11.3	-4.8	-0.8
Caseload intake (offenders)	7115	6423	5839	5526	5358
% change		-9.7	-10.0	-5.4	-3.0

#### Supervision (compliance)

Supervision aims to ensure offenders adhere to the conditions of their supervision order and assists them develop the skills needed to prevent re-offending. In 2003/04, the Probation and Parole Service supervised a monthly average of 3,626 offenders with parole orders and 10,308 offenders with probation orders including: bonds, bail supervision, drug court orders and suspended sentences. The Service developed individual case plans for these offenders, taking into account the type of offence, risk to the community, and needs of the offender.

#### Parole Orders - in 2003/04:

- 77 % (4,247) of Parole Orders were successfully completed on the basis of compliance with the order compared with 78 % in 2002/03;
- 5120 inmates were released to parole with supervision, an increase of 820 inmates (19%) since 2002/03.

**PAROLE ORDERS**

<b>Parole Orders</b>	<b>1999/00</b>	<b>2000/01</b>	<b>2001/02</b>	<b>2002/03</b>	<b>2003/04</b>
Number supervised (offenders)	3306	3104	3307	3502	3626
% change		-6.1	+6.5	+5.9	+3.5
Caseload intake (offenders)	3284	3167	3770	4300	5120
% change		-3.6	+19.0	+14.0	+19.1

**Probation Orders**

In 2003/04:

- 15,144 offenders received Probation Orders, an increase of 6% over 2002/03;
- 85% (16,883) of Probation Orders were successfully completed on the basis of compliance with the order compared with 87% in 2002/03.

**PROBATION ORDERS**

	<b>1999/00</b>	<b>2000/01</b>	<b>2001/02</b>	<b>2002/03</b>	<b>2003/04</b>
Number supervised (offenders)	11549	11278	11280	10264	10308
% change	-	-2.3	+0.02	-9.0	+0.4
Caseload intake (offenders)	12225	12984	13527	14262	15144
% change	-	+6.2	+4.2	+5.4	+6.2

**STRATEGIC OBJECTIVE #5****Extend the availability of intensive supervision options to selected non-metropolitan locations**

In 2002/03, the Department announced its intention to expand the Home Detention Scheme, particularly in regional areas. This intention is dependent on securing funding for the additional program, which has proved difficult given increasing demand for existing community and custodial services.

In 2003/04, a proposal was submitted for a pilot expansion of Home Detention to the Kempsey/Port Macquarie area. A particular aim of the pilot is to develop strategies for managing Aboriginal offenders from rural communities on Home Detention, rather than in correctional centres. The proposal is still under consideration.

**STRATEGIC OBJECTIVE #6****Extend programs that meet the needs of Aboriginal offenders and their communities to regional and remote areas of the state and so increase sentencing options for courts**

The Department has developed a number of programs in partnership with other government and non-government community organisations and with local Aboriginal communities, designed to meet the needs of Aboriginal offenders in their communities.

### **Employment and training of Aboriginal specialist officers**

The Probation and Parole Service currently employs eight Aboriginal Client Services Officers (ACSOs) to advise on and support the case management of Aboriginal offenders. There is evidence that in District Offices where ACSOs are located, there are fewer revocations or breaches of orders, resulting in fewer Aboriginal offenders being returned to custody.

During the year a further ACSO position was established at the Lismore District Office, funded through the Drug Summit enhancements, to assist courts in identifying drug and alcohol rehabilitation programs that meet the needs of aboriginal offenders and to assist offenders in accessing these resources.

### **Dubbo Aboriginal Family Violence Program**

The Dubbo Aboriginal Family Violence Project was formed in April 2002. It focuses on the perpetrators of violence, working closely with services for victims, children and the community. The Project developed a Men's Program and a Women's Program, which the Community Offender Services implemented in June 2003 in conjunction with the Dubbo Domestic Violence Co-ordinating Committee.

The Dubbo Domestic Violence Committee includes representation from: local counselling services; the Dubbo/Wellington Domestic Violence Court Assistance Program; the Aboriginal Lands Council; Dubbo Medical Centre; the Premier's Department Regional Domestic Violence Specialist; and local Aboriginal community members.

### **Rekindling the Spirit - Lismore**

The Lismore Rekindling the Spirit Program was developed in 1998, through inter-agency collaboration, which included: the Community Offender Services, Department of Community Services, Department of Housing, the Aboriginal and Torres Strait Islanders Commission (ATSIC), Attorney General's Department and Alcoholics Anonymous.

The Rekindling the Spirit Program currently targets Aboriginal men and their families and provides a range of support services to address the cultural needs of Aboriginal families, with specific attention to family violence, drug and alcohol abuse and child abuse and neglect within the family.

### **Walking Together (Newtown/Redfern)**

The Aboriginal Men's Program uses Aboriginal cultural awareness to address social issues such as family violence, low self-esteem, alcohol and other drugs and employment/training. The program is the result of extensive consultation with the Redfern community,

Aboriginal agencies, other government and non-government stakeholders as well as Aboriginal offenders.

### **Far North Coast – Namatjira Haven**

In 2003/04 Community Offender Services worked with the Bundjulong Tribal Society and wider Aboriginal and non-Aboriginal communities to refurbish and restructure the program into the Namatjira Haven Drug and Alcohol Healing Centre on the far north coast. Participants are being referred from the Magistrates Early Release Into Treatment (MERIT) program and the community and health services as well as the Department of Corrective Services.

### **Far South Coast – The Ancestral Trek**

In partnership with the ten communities located between Bateman's Bay and Eden on the Far South Coast of NSW, Community Offender Services has developed the Ancestral Trek Project for Aboriginal men in the region. The men attending the Trek are either on community-based corrections orders or referred to by health and/or community services. The trek is guided by staff and Knowledge Holders from local communities and supported by staff from local services who conduct workshops on topics such as alcohol and other drugs, violence, relationships, parenting, physical/mental health, anger management, relapse prevention, first aid, communication and law. In 2003/04, this project was joint runner up in an International Community Justice Award.

### **Yura Yulang Community Drug Action Teams**

The Yura Yulang Community Drug Action Teams (CDAT) is a Premier's initiative stemming from the Drugs and Community Action Strategy developed in response to the NSW Drug Summit. The following programs are departmental initiatives:

#### **• Muru Nanga Mai Men's Group**

The Yura Yulang Men's Group, now known as the Muru Nanga Mai Men's Group, program is the first stage of the holistic Family Healing program. The Men's group has been operating since June 2002, with 20-40 men attending. In 2003/04 NSW Health supported funding for the group with camp site owners, Tranby Aboriginal College, donating the rental costs.

#### **• Muru Nanga Mai Women's Group**

During the year, the Women's group met on a monthly basis with 15-25 women attending. Numbers are expected to rise to 40 and meetings will occur weekly once sufficient funding has been secured.

## **STRATEGIC OBJECTIVE #7**

**Expand partnerships with health and community service agencies to provide appropriate programs and services for offenders with disabilities or other complex needs**

Throughout 2003/04 Community Offender Services continued to expand partnerships with health and community service agencies to provide programs and services for offenders with disabilities and other complex needs. For example, the NSW Drug Summit funds seven discrete projects targeted at medium to high-risk community based offenders. These include Aboriginal Client Services Officers and Pathways to Employment, Education and Training courses for community based offenders as well as the following five projects:

### **Drug and alcohol behaviour intervention and prevention programs**

NSW Drug Summit funding will allow Community Offender Services to substantially develop services for medium to high risk offenders with drug and alcohol dependence, including funding a training package for officers who will deliver the programs, piloting and evaluation. Programs will be predicated on 'what works in reducing offending' research and will be based on the premise that interventions that target those at higher risk of recidivism have greater impact.

### **Culturally Sensitive Drug and Alcohol Program**

This will extend the above program to be delivered in a culturally sensitive and appropriate manner to include Indigenous, Pacific Islander, Vietnamese and Arabic offenders in partnership with community organisations.

### **Drug screening**

The Probation and Parole Service currently supervises some 3,500 offenders who are subject to Parole Board orders, many of whom are required to undertake urinalysis. Offenders were previously referred to medical practitioners for urinalysis; however, after Medicare funding for this was withdrawn in 1999, the Drug Summit funding is now used to support a new urinalysis program for supervised offenders who fall into the high-risk category.

### **Working with Dual Diagnosed Offenders – Cross Agency Training**

This program provides a coordinated approach for Probation and Parole supervised offenders with both mental health and drug and alcohol disorders. It provides shared training for front line workers from the Probation and Parole Service, Drug and Alcohol, Mental Health and Disability services, to promote a more integrated approach to multi-agency service provision.

### **Short-term supported accommodation**

This program is designed to prevent drug relapse by released offenders by providing short term, emergency accommodation for offenders who would otherwise become homeless soon after release from custody – a situation that frequently leads to drug relapse.

## **STRATEGIC OBJECTIVE #8**

### **Implement the *Throughcare Strategic Framework* by working with Inmate and Custodial Services to ensure the consistent provision of assessments, programming and services across the Department**

Community Offender Services has introduced a number of initiatives to ensure the consistent provision of assessments, programming and services across the Department, for example:

- Establishing the Offender Integrated Management System (OIMS) in the community operational division by integrating LSI-R with e-case management to provide essential case information to the custodial division for those offenders who receive a custodial sentence;
- Developing structured group work programs that target offending behaviour and can be applied across community and custody;
- Participating in joint policy and program development through providing positions and advice to combined offender management units.

In 2003/04, specific examples of Community Offender Services and Inmate and Custodial Services working together to implement the Throughcare Strategic Framework include:

#### **Kempsey**

As part of the The Way Forward workplace reform package, new recruits for Community Offender Services completed part of their induction on-site at Kempsey's Mid North Coast Correctional Centre, with correctional officers, education staff, and Service and Programs Officers. Feedback from both trainers and participants has reinforced the benefits of this multiple-discipline approach to induction training in creating a 'team-work' culture and helping to dismantle previous organisational divisions.

#### **Berrima – Pre-release Program**

Community Offender Services, Probation and Parole staff at Bowral District Office and staff from the Berrima Correctional Centre are working closely together to provide transitional and post-release services for inmates.

Berrima Correctional Centre has instigated a program where inmates on work release are able to access local rehabilitation services prior to release so that, if the inmate chooses to stay in the local area they can continue with these services. Greater use is also being made of the Prison Fellowship organisation to develop pro-social networks in the local community. As a result, some inmates are being released with saved money, a job and private rental arranged from within the centre. Since May 2002 there have been 11 releases from Berrima Correctional Centre back to the local area and only two ex inmates have returned to custody.

**STRATEGIC OBJECTIVE #9**

**Implement the Aboriginal Offenders Strategic Plan, the Young Offenders Plan, the Women's Action Plan and the new plan under development to replace the Ethnic Affairs Policy Statement**

**Aboriginal Offenders Strategic Plan**

Community Offender Services has developed and introduced a number of program initiatives designed to meet the needs of Aboriginal offenders (see Strategic Objective #6).

**Young Offenders Plan**

Community Offender Services supports initiatives undertaken by the Department to meet the needs of young offenders.

**Women's Action Plan**

For several years the Probation and Parole Service has been running a 'Women's Positive' program designed to meet the needs of female offenders throughout the state. This program is currently being reviewed and, in future, all Probation and Parole Service intervention programs will be designed to address the needs of female offenders, ensuring service provision equity.

**Plan for Cultural Inclusion**

Community Offender Services has actively participated in the ongoing development of the Plan for Cultural Inclusion by providing input and comment, for example undertaking major initiatives to appoint Arabic and Vietnamese Client Service Officers.

**Victims' programs**

Each year funding from Corrective Services Industries (CSI) annual generated income is allocated to the two funding programs: the Victims of Violent Crime Grants Program; and Victim Awareness Project, that is, \$370,000 for 203/04 for both programs.

The Victims of Violent Crime Grants Program, which is administered by the Department, assists non-profit, community agencies working with victims of violent crimes. The Victim Awareness Project uses part of the funding to offer its "R" Program (responsibility, rehabilitation and reintegration) throughout NSW correctional centres.

**Legislation**

During the year, legislation required a number of policy and practice changes within Community Offender Services.

### **Crimes (Administration of Sentences) Further Amendment Act 2002**

The Crimes (Administration of Sentences) Further Amendment Act 2002, describes changes to legislation with regard to Community Service Orders and the meeting practices of the Parole Board.

### **Community based sentences transfer legislation**

At present, all Australian jurisdictions have arrangements for transferring the administration of good behaviour bonds and parole orders. The NSW Government introduced legislation, based on the ACT Government's Community Based Sentences (Transfer) Act 2003, which will enable the NSW and ACT Governments to jointly pilot a scheme to also allow community-based sentences, including community service orders, home detention orders, and periodic detention orders, to be transferred between jurisdictions.

Under the legislation an offender may apply to transfer to a new jurisdiction to be close to family, friends and community support, or to undertake employment or study. Allowing transfers in such circumstances may increase an offender's chance of successfully serving his or her sentence, being positively re-integrated back into the community and being diverted from the custodial system.

### **Crimes Legislation Amendment (Parole) Act 2003**

The Crimes Legislation Amendment (Parole) Act 2003 received assent on 7 July 2003, partially commencing on 11 August 2003 with the remainder on 3 November 2003. The major amendments from this Act describe changes to Parole Orders and the recording of decisions by the Parole Board and other administrative procedures.